

Interagency Standards for Fire and Fire Aviation Operations

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

Department of Agriculture
Forest Service

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Chapter 1	Federal Wildland Fire Management Policy Overview
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NATIONAL INTERAGENCY FIRE CENTER

3833 S. Development Avenue

Boise, Idaho 83705-5354

January 1, 2018

To: Agency Personnel

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

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

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

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

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

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

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

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

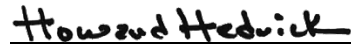
For the National Park Service, this document supplements *Reference Manual 18*.

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


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

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

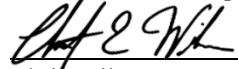
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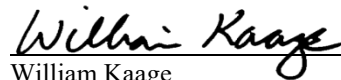
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**Some forms in PDF fillable or MSWord format are available online at https://www.nifc.gov/policies/pol_ref_redbook.html.*

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Chapter 1

Federal Wildland Fire Management Policy Overview

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, National Park Service, and Bureau of Indian Affairs 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, National Park Service, and Bureau of Indian Affairs 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 – *Review and Update of the 1995 Federal Wildland Fire Management*
36 *Policy (January 2001)*

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

2 1. **Safety**

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

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

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

9 3. **Response to Wildland Fire**

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

17 4. **Use of Wildland Fire**

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

22 5. **Rehabilitation and Restoration**

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

26 6. **Protection Priorities**

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

34 7. **Wildland Urban Interface**

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

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

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

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

8 **17. Evaluation**

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

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

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

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

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

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

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

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

21 – *Guidance for Implementation of Federal Wildland Fire Management*
22 *Policy (February 13, 2009), page 7.*

23 **Definitions**

24 **Wildland Fire**

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

27 **Fire Type**

28 Wildland fires are categorized into two distinct types:

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

32 **Wildfire Management Objectives**

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

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

1 **Response to Wildfire**

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

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

- 9 • **BLM** – *Initial action on human-caused wildfires will be to suppress the fire*
10 *in the most cost effective manner with the fewest negative consequences*
11 *with respect to firefighter and public safety. If the initial action is not*
12 *successful, an updated decision will be made utilizing the fire management*
13 *decision process, and will be documented as part of the official record. The*
14 *updated decision will consider firefighter and public safety, values to be*
15 *protected and costs.*
- 16 • **NPS** – *Refer to RM-18, Chapter 2 for further guidance.*
- 17 • **FWS** – *All escaped prescribed fires will be suppressed. When reporting in*
18 *FMIS, the cause of the wildfire will be “Escaped RX” and the narrative will*
19 *document the link between the prescribed fire and the wildfire.*
- 20 • **FS** – *Human caused fires and trespass fires must be suppressed safely and*
21 *cost effectively and must not be managed for resource benefits.*

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

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

27 **Initial Response**

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

29 **Initial Attack (IA)**

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

32 **Extended Attack**

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

34 **Extended Attack Incident**

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

37 **Suppression**

38 Management action to extinguish a fire or confine fire spread beginning with its
39 discovery.

1 Protection

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

4 Prescribed Fire

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

7 Fire Operations Doctrine**8 Purpose of Fire Operations Doctrine**

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

15 The Nature of Fire Operations

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

24 Wildland Fire Operations Risk Management

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

33 Fire Preparedness

34 Fire preparedness is the state of being ready to provide an appropriate response
35 to wildland fires based on identified objectives. Preparedness is the result of
36 activities that are planned and implemented prior to fire ignitions. Preparedness
37 requires identifying necessary firefighting capabilities and implementing
38 coordinated programs to develop those capabilities. Preparedness requires a
39 continuous process of developing and maintaining firefighting infrastructure,
40 predicting fire activity, implementing prevention activities, identifying values to

1 be protected, hiring, training, equipping, pre-positioning, and deploying
2 firefighters and equipment, evaluating performance, correcting deficiencies, and
3 improving operations. All preparedness activities should be focused on
4 developing fire operations capabilities and on performing successful fire
5 operations.

6 **Fire Operations Command Philosophy**

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

23 **Fire Leadership**

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

33 **Fire Suppression**

34 The purpose of fire suppression is to put the fire out in a safe, effective, and
35 efficient manner. Fires are easier and less expensive to suppress when they are
36 small. When the management goal is full suppression, aggressive initial attack is
37 the single most important method to ensure the safety of firefighters and the
38 public and to limit suppression costs. Aggressive initial attack provides the
39 Incident Commander maximum flexibility in suppression operations. Successful
40 initial attack relies on speed and appropriate force. All aspects of fire
41 suppression benefit from this philosophy. Planning, organizing, and
42 implementing fire suppression operations should always meet the objective of
43 directly, quickly, and economically contributing to the suppression effort. Every

1 firefighter, whether in a management, command, support, or direct suppression
2 role, should be committed to maximizing the speed and efficiency with which
3 the most capable firefighters can engage in suppression action. When the
4 management goal is other than full suppression, or when conditions dictate a
5 limited suppression response, decisiveness is still essential and an aggressive
6 approach toward accomplishment of objectives is still critical.

7 **Principles of Suppression Operations**

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

17 **Principles of Fire Suppression Action**

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

23 1. **Objective**

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

28 2. **Speed and Focus**

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

34 3. **Positioning**

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

1 4. **Simplicity**

2 The principle of simplicity is that clear, uncomplicated plans and concise
3 orders maximize effectiveness and minimize confusion. Simplicity
4 contributes to successful actions.

5 5. **Safety**

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

10 **Cost Effective Fire Operations**

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

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

4 **Introduction**

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

15 **Sexual Harassment, Harassment Non-Sexual and Illegal Discrimination**

16 All fire personnel will be provided with a workplace free of unlawful
17 harassment and discrimination. Discrimination based on race, color, national
18 origin, religion, sex, age (over 40), disability, sexual orientation, genetic
19 information, and reprisal is prohibited. Discrimination, in any form, has no place
20 in our organization and will not be tolerated. Discrimination includes sexual or
21 non-sexual harassment; any discriminatory act, policy, practice or procedure that
22 denies equal opportunity; or any conduct that demeans the dignity of another
23 person.

24 All personnel have a responsibility to carry out this policy and create a work
25 environment a reasonable person would not consider intimidating, hostile, or
26 offensive.

27 Sexual Harassment is a form of discrimination that involves unwelcome sexual
28 advances, requests for sexual favors, and other verbal or physical conduct of a
29 sexual nature.

30 Harassment that is not sexual in nature may also be a form of discrimination if it
31 involves unwelcome verbal or physical conduct based on race, color, national
32 origin, religion, sex, age (over 40), disability, sexual orientation, or genetic
33 information. It is behavior that is hostile and/or intimidating, which creates an
34 abusive or offensive work environment.

35 All allegations of harassment (sexual or non-sexual) will be taken seriously and
36 dealt with fairly and promptly. It is critical that home unit HR and EEO Offices
37 be contacted when harassment of any kind occurs while on fire assignment.

1 Reprisal against an individual who reports harassment of any kind is illegal.
2 Reprisal is the wrongful threatening or taking of either unfavorable action or
3 withholding favorable action from another solely in response for their opposing
4 employment discrimination or participating in an EEO activity protected by
5 employment discrimination statutes.

6 An employee who engages in harassment or discrimination faces consequences
7 ranging from verbal warnings and letters of reprimand, up to termination from
8 employment, depending on the seriousness of the misconduct. Managers and
9 supervisors, who do not take action when they know or suspect that harassment
10 or discrimination is occurring, also face discipline. Contractor staff may be
11 subject to comparable penalties from their employers. A contractor, who fails to
12 enforce this policy, may have its contract terminated. Visitors to fire camps who
13 engage in harassment may be removed and prevented from returning.

14 Fire leaders at all levels have the responsibility to serve as role models of
15 appropriate behavior, and should confront any form of discrimination,
16 harassment, or other improper behavior when it is observed, or reported.
17 Supervisors have a duty to act when they become aware of harassment of any
18 kind, and will be held accountable for responding, and stopping harassment
19 while on fire assignment.

20 All reports of alleged discrimination will be taken seriously, promptly
21 investigated and handled with professionalism, dignity, and fairness. Incident
22 personnel who believe they have been subjected to discrimination, harassment
23 or reprisal, should be directed to their home unit EEO Manager or an EEO
24 Counselor within 45 days of the alleged discriminatory matter.

25 All questions or concerns regarding harassment, sexual harassment or any form
26 of illegal discrimination should be directed to the home unit EEO manager or
27 the Fire and Aviation Directorate EEO Manager.

28 **Employee Conduct**

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

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

35 **Examples of Misconduct**

- 36 • **Hazing** – Hazing is considered a form of harassment. “Hazing” is defined
37 as “any action taken, or situation created intentionally, to produce mental or
38 physical discomfort, embarrassment, or ridicule.”

- 1 • **Alcohol** – The use of alcohol during any work period is strictly prohibited.
- 2 The performance of job duties while under the influence of alcohol is
- 3 prohibited. Underage personnel alcohol use is prohibited at all times.

4 **BLM Fire Operations Website**

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

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

12 The National Wildfire Coordinating Group (NWCG) provides national
13 leadership to enable interoperable wildland fire operations among federal, state,
14 local, tribal, and territorial partners. The NWCG establishes national interagency
15 wildland fire operations standards, but the decision to adopt the standards is
16 made independently by the members and communicated through their respective
17 directives systems.

18 See Chapter 8 for NWCG members.

19
20 BLM provides a representative to the NWCG Executive Board and
21 representatives to various NWCG committees and subcommittees. These
22 individuals are responsible for representing the BLM during NWCG decision-
23 making processes and ensuring that proposed NWCG standards are reviewed by
24 pertinent BLM personnel prior to release by the NWCG.

25 **Fire and Aviation Directorate**

26 The BLM Fire and Aviation Directorate (FAD) consists of the Assistant
27 Director (FA), Deputy Assistant Director (FA), Fire Operations Division Chief,
28 Aviation Division Chief, Fire Planning and Fuels Management Division Chief,
29 Support Services Division Chief, Budget and Evaluation Chief, External Affairs
30 Division Chief, and the Equal Employment Opportunity Manager.

31 **Program Manager Responsibilities**

32 **Assistant Director, Fire and Aviation (FA-100)**

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

- 34 • Develops policies and standards for firefighting safety, training, prevention,
35 suppression, and use of wildland fires on Bureau lands.
- 36 • Provides guidance to State Directors on the use of prescribed fire and fuels
37 management to achieve management objectives.

- 1 • Integrates fire and aviation management programs with natural resource
2 management programs.
- 3 • Establishes position competencies, standards, and minimum qualifications
4 for Fire Management Officers, Fire Management Specialists, and leaders
5 based on federal interagency standards.
- 6 • Reviews and evaluates state fire and aviation management programs.
- 7 • Represents the BLM in the coordination of overall fire and aviation
8 management activities at the National Interagency Fire Center (NIFC) on
9 intra- and interagency fire committees, groups, and working teams.
- 10 • In conjunction with federal fire directors, establishes priorities for
11 assignment of critical resources during wildfire emergencies.
- 12 • Initiates or participates on Boards of Review concerning actions taken on
13 selected wildland fires.
- 14 • Negotiates cooperative agreements and/or modifications of existing national
15 level agreements to improve fire and aviation management activities on
16 Bureau lands.
- 17 • Makes determinations on wildland fire management program funding to
18 states, and recommends approval to the BLM Director.
- 19 • Serves as the Bureau's focal point for the Significant Wildland Fire Review
20 (SWFR) process and initiates, facilitates, and provides oversight for the
21 SWFR process. The AD coordinates with the appropriate state director,
22 assembles a SWFR team, provides a Delegation of Authority, initiates the
23 SWFR, and provides briefings to the Bureau Director, as appropriate.
- 24 • Serves as designated contact for the United States Department of the
25 Treasury for the certification and revocation of Certifying Officers and
26 Assistant Disbursing Officers (CO/ADO) and Designated Officials for
27 emergency incident payments.
- 28 • Supervises the Senior Program Advisor position located at the Washington
29 Headquarters Office. This position provides connectivity between the
30 Director's Office, the other BLM Directorates, the BLM State Offices, the
31 Department's other offices such as the Office of Wildland Fire, and the
32 Forest Service National Office in D.C. and maintains a day-to-day physical
33 presence with the rest of the Bureau's national level leadership to fully
34 integrate programs and leverage capability. This position maintains
35 frequent, routine contact with those organizations on a variety of topics
36 ranging from current fire activity to strategic interdisciplinary, interagency,
37 or intergovernmental policy and processes for the protection of lives,
38 property, and the resources.
- 39 • Supervises the Safety and Occupational Health Specialist who develops and
40 implements safety programs, accident investigation procedures, and safety
41 trend analyses.
- 42 • Supervises the National Critical Incident Response Program Manager.

1 Equal Employment Opportunity Manager (EEO) (FA-120)

- 2 • Manages the Equal Employment Opportunity (EEO) program in accordance
- 3 with legal, regulatory, and policy requirements.
- 4 • Manages and directs the Counseling Program, and Alternative Dispute
- 5 Resolution (ADR) programs in accordance with Equal Employment
- 6 Opportunity Commission (EEOC) regulations and BLM policy as well as
- 7 for other agencies located at NIFC.
- 8 • Advises managers and aggrieved persons of employee rights and
- 9 responsibilities, procedural options and timeframes in conflict situations and
- 10 formulates proposed resolutions.
- 11 • Negotiates with managers, aggrieved persons and their representatives to
- 12 informally resolve EEO matters, and executes final settlement agreements.
- 13 • Manages the Affirmative Employment Program (AEP).
- 14 • Develops and maintains the accessibility program for the disabled, required
- 15 under Section 504 of the Rehabilitation Act of 1973, as amended, and the
- 16 Americans with Disability Act (ADA of 1990).
- 17 • Conducts analyses to evaluate progress in meeting equal employment
- 18 opportunity program goals.
- 19 • Administers training activities for the organization.
- 20 • Provides managers and supervisors with guidance and advice on issues
- 21 related to EEO/civil rights program activities.
- 22 • Represents the organization in meetings with public and private groups,
- 23 universities, minority and women's organizations, other DOI components,
- 24 and other federal agencies.

25 Support Services Division Chief (FA-200)

- 26 • Manages all aspects of the business responsibilities and programs under the
- 27 jurisdiction of NIFC for the benefit of the BLM and cooperating agencies.
- 28 • Directs the accomplishment of the approved operating budget, exercising
- 29 appropriate control to assure program quality goals are met according to
- 30 established standards.
- 31 • Interprets Departmental and Bureau policies and directives as they affect
- 32 BLM-NIFC programs.
- 33 • Participates in the BLM-wide and interagency task force activities as a
- 34 leader or member.
- 35 • Responsible for the NIFC Site and Facilities Management, NIFC Safety and
- 36 Health program, Business Practices, Human Resources, Information
- 37 Resource Management, Maintenance and Security, National Radio Cache,
- 38 Remote Automated Weather Stations (RAWS) program, and
- 39 Transportation.
- 40 • Is a focal point and frequent spokesperson for the Bureau and the national
- 41 level management, assures a public awareness of Bureau programs and
- 42 coordinates with key officials in affected federal agencies, states, and
- 43 occasionally with other entities such as: foreign governments, private

- 1 individuals, private organizations, vendors, suppliers, transportation groups,
2 airlines, and others.
- 3 • Supports the implementation of the BLM's Automation/Modernization/
4 Information Resource Management (IRM) initiatives as they apply to
5 BLM/NIFC.
- 6 **Fire Operations Division Chief (FA-300)**
- 7 • Serves as the principal technical expert on fire operations to the Assistant
8 Director (FA), Deputy Assistant Director (FA), and to the BLM state fire
9 programs.
- 10 • Provides the Assistant Director (FA) and the Deputy Assistant Director
11 (FA) technical advice, operational oversight, and leadership in all aspects of
12 fire operations.
- 13 • Performs annual fire program preparedness reviews. Evaluates compliance
14 with policies, objectives, and standards. Assesses operational readiness and
15 provides technical assistance to solve identified problems. Performs other
16 operations reviews as required/requested.
- 17 • Assists the Assistant Director (FA) and Deputy Assistant Director (FA), in
18 the formulation and establishment of national policies and programs
19 pertinent to wildland fire preparedness, suppression, shared national
20 resources, safety, training, and equipment.
- 21 • Serves as the BLM technical expert on national interagency mobilization
22 and utilization of fire suppression resources.
- 23 • Develops national plans, standards, and technical guides for the BLM and
24 interagency fire management operations.
- 25 • Supervises the Fire Management Specialist (Veterans Initiatives) position.
- 26 • Supervises the Branch of Radio Operations (FA-350) which is responsible
27 for policy, guidance, and governance, as well as tactical and operational
28 national radio planning for the Bureau to meet the needs of all business
29 users (law enforcement (LE), fire, cadastral survey, recreation, and natural
30 resource programs). FA-350 is responsible for managing the BLM's
31 nationwide radio frequency (RF) assignments; conducting management
32 control reviews; user satisfaction surveys; Exhibit 300 Business Case;
33 operational analysis; equipment test plans; testing resources for the DOI
34 Technical Service Center (TSC); implementation of facilities standards, and
35 management of equipment lifecycles.
- 36 • Serves as the BLM representative to the National Multi Agency
37 Coordinating Group (NMAC).
- 38 • Certifies Area Command and Type 1 Command and General Staff task
39 books and red cards for the national and Washington offices.
- 40 • Provide written daily National Multi-Agency Coordinating Group briefings
41 to the Assistant Director and Deputy Assistant Director, Fire and Aviation;
42 BLM state fire management officers; and geographic MAC members in
43 FIAT states at National Preparedness Level (PL) 3 and above.

1 Budget and Evaluation Division Chief (FA-400)

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

22 Aviation Division Chief (FA-500)

- 23 • Serves as principal aviation advisor to the Assistant Director (FA), Deputy
24 Assistant Director (FA), other staffs, states, and to the DOI.
- 25 • Identifies and develops Bureau aviation policies, methods and procedures,
26 as well as standardized technical specifications for a variety of specialized
27 firefighting missions for incorporation into the directives system.
- 28 • Coordinates aviation-related activities and services between the Washington
29 Office (WO) and states with other wildland firefighting, regulatory,
30 investigative, and military agencies.
- 31 • Coordinates provision and use of aviation resources with business practices,
32 aviation user staffs at the WO, and state office level.
- 33 • Represents the BLM at interagency meetings, in interagency committees
34 developing government-wide aviation policies, requirements, procedures
35 and reports, at aviation industry meetings and conventions.
- 36 • Develops and implements aviation safety programs, accident investigation
37 procedures, and aviation safety trend analyses.
- 38 • Plans and conducts reviews and evaluations of state aviation programs.
- 39 • Plans and conducts technical and managerial analyses relating to the
40 identification of aviation organization and resources appropriate for agency
41 use, cost-effectiveness of aviation firefighting, other specialized missions,
42 aircraft acquisition requirements, equipment developmental needs, and
43 related areas.

- 1 **Fire Planning and Fuels Management Division Chief (FA-600)**
2 Serves as principal advisor to the Assistant Director (FA), Deputy Assistant
3 Director (FA), Fire Leadership Team, and other BLM staffs for the following
4 wildland fire programs:
- 5 • **Fire Planning** - Responsible for the development and implementation of
6 the Bureau-wide fire planning program and policies. Provides guidance and
7 assistance in administering the technical and operational aspects of BLM's
8 fire planning program.
 - 9 • **Fuels Management** - Responsible for the development and coordination of
10 the BLM's fuels management program to restore and maintain healthy,
11 resilient landscapes, reducing wildfire risks to communities and other
12 values. Recommends the distribution of program funds to regions and
13 tracks all fuels management fund distributions and prior year carryover
14 funds. Develops and maintains a national database for fuels management
15 accomplishments.
 - 16 • **Community Assistance** - Responsible for the development and
17 coordination of the BLM's community assistance program which includes
18 fire prevention, education, mitigation efforts on adjacent non-federal lands
19 and cooperator assistance.
 - 20 • **Fire Investigation and Trespass** - Responsible for the development and
21 coordination of the BLM's fire investigation and trespass programs.
 - 22 • **Smoke Management** - Responsible for the development and coordination
23 of the BLM's smoke management program.
- 24 **External Affairs Division Chief (FA-700)**
- 25 • Responsible for coordination of information between the Department of the
26 Interior and Office of Wildland Fire to the BLM, BIA, USFWS, NPS,
27 USFS, National Association State Foresters (NASF), and Federal
28 Emergency Management Agency (FEMA) at NIFC.
 - 29 • Responsible for coordination of the responses to: Office of Management
30 and Budget (OMB), Government Accountability Office (GAO),
31 congressional, other elected officials, and other external inquiries among
32 agencies and departments, establishing and maintaining cooperative
33 relationships resulting in quality work products.
 - 34 • Serves as the primary manager of the External Affairs program for the
35 NIFC.
 - 36 • Serves as the primary point of contact to external audiences regarding
37 BLM, and at times, DOI fire and aviation policy.
 - 38 • Serves as the primary point of contact with the BLM Washington Office
39 and DOI external affairs and communication offices.
 - 40 • Develops recommendations pertaining to External Affairs aspects for BLM
41 Fire and Aviation policies.
 - 42 • Initiates External Affairs policies and procedures pertaining to Fire and
43 Aviation for adoption at the department level in conjunction with other
44 departments and agencies.

- 1 • Serves as personal and direct representative of the Assistant Director, Fire
2 and Aviation at various meetings and functions with members of congress
3 and staff, state governors and legislatures, officials of local, state and
4 federal agencies, major private corporations, public and private interest
5 groups, and foreign governments.
- 6 • Serves as external affairs expert and consultant to the Assistant Director,
7 (FA) and the Deputy Assistant Director (FA) on a wide variety of issues and
8 policies of controversial nature, providing analysis and advice on public
9 reaction to major policy and program issues.
- 10 • Responsible for management and contact of all NIFC and BLM FA public
11 expressions, including printed material, video productions, and social media
12 products.
- 13 • Coordinates with BLM legislative affairs on proposed legislation regarding
14 FA.

15 **State Director (SD)**

16 The SD is responsible for fire and aviation management programs and activities
17 within the state. The SD will ensure that employees in their organization meet
18 the requirements outlined in the *Interagency Fire Program Management*
19 *Qualifications Standards and Guide* at <https://www.ifpm.nifc.gov/> and will
20 ensure training is completed to support delegations to line.

21 **District Manager (DM)**

22 The DM is responsible to the SD for the safe and efficient implementation of
23 fire and aviation management activities within their District. This includes
24 cooperative activities with other agencies or landowners.

25 **Agency Administrator (AA)**

26 An AA is a BLM line manager (District Manager, Field Manager, or National
27 Conservation Lands Manager) or their designated Acting that has met specific
28 training requirements (as outlined in Instruction Memorandum No. FA IM-
29 2018-003) and has wildland fire decision authority for a defined area, as
30 specified by delegation. All re-delegations must be consistent with BLM Manual
31 1203 and State supplements to that manual.

32 A BLM line manager must complete required AA training no later than two
33 years after being appointed to a designated management position. Training that
34 took place prior to a management appointment also meets the requirement.

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

36 The SFMO provides leadership for the BLM fire and aviation management
37 program. The SFMO is responsible and accountable for providing planning,
38 coordination, training, technical guidance, and oversight to the state fire and
39 aviation management programs. The SFMO also represents the SD on
40 interagency geographic area coordination groups and Multi-Agency
41 Coordination (MAC) groups. The SFMO provides feedback to District offices

1 on performance requirements. The SFMO meets the SFMO Assigned Program
2 Responsibilities.

3 **District Fire Management Officer (DFMO)**

4 The DFMO is responsible and accountable for providing leadership for fire and
5 aviation management programs at the local level. The DFMO:

- 6 • Determines local fire program requirements to implement land use
7 decisions through the Fire Management Plan (FMP) to meet land
8 management objectives;
- 9 • Negotiates interagency agreements and represents the District Manager on
10 local interagency fire and fire aviation working groups;
- 11 • Meets the DFMO Assigned Program Responsibilities; and
- 12 • Fulfills FMO Safety and Health Responsibilities for the Fire Program.

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

19 State Directors and District Managers have both authority and responsibility
20 within the wildland fire management program. The BLM Manual Section (MS)-
21 1203 Delegation of Authority provides a single authoritative source of the
22 organizational location of authority. The MS-1203 defines authority as the
23 ability to make the final, binding decision or to take specific action, or both as
24 an official representing the United States Government. Such authorities have a
25 legal basis in statute or regulation. Authority to make a decision or take an
26 action is different from having responsibility.

27 Following are tables that show many of the authorities as well as the assigned
28 responsibilities for the wildland fire management program. In addition to the
29 national level MS-1203, each state may have a supplemental manual that is
30 consistent with the MS-1203. BLM offices should ensure adherence to the MS-
31 1203 as well as the relevant state supplemental manual.

1 Management Performance Requirements for Fire Operations

AUTHORITY	May be re-delegated to:				
	SD	DM	AA	SFMO	DFMO
1. Commit funds and personnel for management of wildfires and all hazard incidents.		X	X ¹	X ²	
2. Coordinate decisions of the Geographic Multi-Agency Coordinating Group as they affect BLM lands to establish fire priorities, allocate and re-allocate fire suppression resources.	X			X ³	
3. Authority to expend up to the State authorization limit for discretionary preposition and short-term fire severity needs.	X			X ⁴	
4. Approve fire operating plans committing funds and/or resources in support of national level agreements for mutual assistance.	X	X			
5. Enter into agreements to provide for the housekeeping functions of combined agency-operated fire facilities.	X	X			
6. Approve Fire Management Plans (FMPs).	X	X ⁵			
7. Approve Wildland Fire decisions.	X	X ⁶			
8. Close areas under the administration of the BLM during periods of high hazard to prevent fires.	X				
9. Issue fire prevention orders that close entry to, or restrict use of, designated public lands.	X				
10. Approve Prescribed Fire Plans.	X	X	X ⁷		
11. Approve Individual Fire Reports.		X			X ⁸
12. Determine liability for unauthorized use on public lands. Accept payment in full. Dispose resources and recover funds.	X	X			

AUTHORITY	SD	DM	AA	SFMO	DFMO
13. Approve aircraft use for transportation of passengers and cargo.	X				

¹ During a wildfire or all-hazard incident, only qualified Incident Commanders can be delegated this authority. Cannot be re-delegated below either the Field Manager or NCL Manager, except for Alaska.

² Only the Alaska SFMO is re-delegated this Authority.

³ Delegated to SFMOs.

⁴ May only be re-delegated to SFMO.

⁵ Cannot be re-delegated below the DM level.

⁶ Cannot be re-delegated below Field or NCL Manager level.

⁷ Cannot be re-delegated below the Field or NCL Manager.

⁸ Can only be re-delegated to DFMO.

ASSIGNED PROGRAM RESPONSIBILITY	SD	DM	AA
1. Provide a written Delegation of Authority to FMOs that gives them an adequate level of operational authority. If fire management responsibilities are zoned, ensure that all appropriate Agency Administrators have signed the delegation.	X	X	
2. Ensure only trained and qualified personnel are available to support wildland fire operations at the local and national level.	X	X	
3. Annually convene and participate in pre- and post-season fire meetings.	X	X	
4. Review critical operations and safety policies and procedures with fire and fire aviation personnel.	X	X	
5. Ensure fire and fire aviation preparedness reviews are conducted annually in all unit offices. Participate in at least one review annually.	X	X	
6. Complete timely response and follow-up to fire preparedness and program reviews.	X	X	
7. Ensure proper level of investigations types are conducted per Chapter 18.	X	X	
8. Ensure Resource Advisors are identified, trained and available for incident assignment. Refer to the <i>Federal Wildland Fire Qualifications Supplement</i> .		X	

ASSIGNED PROGRAM RESPONSIBILITY	SD	DM	AA
9. Ensure 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	
10. Approve the State Fire Trespass Operating Plan.	X		
11. Ensure prescribed fire activities are in compliance with National and State Office policy. Participate in periodic reviews of the prescribed fire program.	X	X	
12. Ensure Safety Program is in place, has a current plan, and has an active safety committee that includes the fire program.	X	X	
13. Annually update and review the <i>Agency Administrator's Guide to Critical Incident Management</i> (or equivalent).	X	X	
14. Ensure that a current emergency medical response plan is in place and accessible.		X	
15. Personally visit fires each year (see Appendix A).			X
16. Provide an Agency Administrator briefing to Incident Management Teams. See Appendix D.			X
17. Attend post fire closeout on Type 1 and Type 2 fires (attendance may be delegated).			X
18. Sign and date the <i>Agency Administrator Ignition Authorization</i> (PMS 485) with the time frame identified before the prescribed fire is ignited.			X

1 **Post Incident Review**

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

1 Fire Staff Performance Requirements for Fire Operations

ASSIGNED PROGRAM RESPONSIBILITY	State FMO	District FMO
1. Establish and manage a safe, effective, and efficient fire program.	X	X
2. Ensure 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
3. Ensure Individual Fire Reports are completed, signed/approved, and entered into WFMI.		X
4. Ensure only trained and qualified personnel are assigned to fire and fire aviation duties.	X	X
5. Ensure only trained and qualified fire and non-fire personnel are available to support fire operations at the local and national level.	X	X
6. Organize, train, equip, and direct a qualified work force.	X	X
7. Ensure the fire safety program is implemented according to fire and non-fire safety regulations, training, and concerns.	X	X
8. Ensure compliance with work/rest guidelines during all fire and fire aviation activities.	X	X
9. Ensure 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	X
10. Ensure fire and fire aviation management employees understand their role, responsibilities, scope of duty, and accountability.	X	X
11. Establish and implement a post incident assignment performance review process.	X	X
12. Develop, implement, evaluate, and document fire and fire aviation training to meet current and anticipated needs.	X	X
13. Ensure fire and fire aviation policies are understood, implemented, and coordinated with other agencies as appropriate.	X	X

ASSIGNED PROGRAM RESPONSIBILITY	State FMO	District FMO
14. Monitor fire suppression activities to recognize when complexity levels exceed program capabilities. Increase managerial and operational resources to meet the need.	X	X
15. Monitor fire season severity predictions, fire behavior, and fire activity levels. Ensure 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. Monitor the expenditure of Short-Term Severity and State Discretionary Preposition funding.	X	X
17. Ensure agreements with cooperators are valid and in compliance with agency policy, and that attached Annual Operating Plans are current.	X	X
18. Develop annual review and implement current operational plans (e.g., dispatch, preparedness, prevention, draw-down). Ensure that initial response plans reflect agreements and annual operating plans, and are reviewed annually prior to fire season.		X
19. Ensure 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.		X
20. Develop, maintain, and implement restrictions procedures in coordination with cooperators whenever possible.	X	X
21. Ensure that the use of fire funds complies with department and agency policies.	X	X
22. Ensure a process is established to communicate fire information to public, media, and cooperators.	X	X
23. Annually convene and participate in pre-and post-season fire meetings.	X	X
24. Oversee pre-season preparedness review of fire and fire aviation program.	X	X
25. Initiate, conduct, and/or participate in fire program management reviews and investigations as per Chapter 18.	X	X

ASSIGNED PROGRAM RESPONSIBILITY	State FMO	District FMO
26. Personally participate in periodic site visits to individual incidents and projects.	X	X
27. Utilize the Risk and Complexity Assessment (Appendix E and F) to ensure the proper level of management is assigned to all incidents.	X	X
28. Ensure transfer of command on incidents occurs as per Chapter 11.		X
29. Ensure incoming personnel and crews are briefed prior to fire and fire aviation assignments.		X
30. Ensure that an accurate and defensible decision is published in the Wildland Fire Decision Support System (WFDSS) for all fires identified as requiring a decision in Chapter 11.	X	X
31. Ensure IMT briefing packages are developed prior to fire season.		X
32. Work with cooperators, groups, and individuals to develop and implement processes and procedures for providing fire safe communities within the wildland urban interface.	X	X
33. Ensure 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 where liability can be determined.	X	X
34. Ensure required personnel are trained in fire cause determination and fire trespass.	X	X
35. Ensure compliance with National and State Office policy for prescribed fire activities. Provide periodic reviews of the prescribed fire program.	X	X
36. Annually update and review the <i>Agency Administrator's Guide to Critical Incident Management</i> (or equivalent).	X	X
37. Ensure that all fire employees review and update their emergency contact information annually, either in Employee Express or in hard copy format.	X	X
38. Ensure 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

ASSIGNED PROGRAM RESPONSIBILITY	State FMO	District FMO
39. Ensure standards in current National and Local Mobilization Guides are followed.	X	X
40. Comply with established property control/management procedures.	X	X
41. Certify Area Command and Type 1 Command and General Staff positions.	X	

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

8 **Delegation of Authority**

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

10 In order to effectively perform their duties, a SFMO must have certain
11 authorities delegated from the State Director. This delegation is normally issued
12 annually following re-delegation direction in the MS 1203. The Delegation of
13 Authority should include what Authorities found in the Management
14 Performance Requirements for Fire Operations table above are being re-
15 delegated. The Delegation of Authority may also include items from the
16 Assigned Program Responsibilities section of the Management Performance
17 table, however there should be a clear delineation between Authority being
18 delegated and assignment of responsibility. Appendix C provides a sample
19 “Delegation of Authority.”

20 **Delegation for District Fire Management Officers (DFMO)**

21 In order to effectively perform their duties, a DFMO must have certain
22 authorities delegated from the District Manager. This delegation is normally
23 issued annually following re-delegation direction in the MS 1203. The
24 Delegation of Authority should include what Authorities found in the
25 Management Performance Requirements for Fire Operations table above are
26 being re-delegated. The Delegation of Authority may also include items from
27 the Assigned Program Responsibilities section of the Management Performance
28 table, however there should be a clear delineation between Authority being
29 delegated and assignment of responsibility. Appendix C provides a sample
30 “Delegation of Authority.”

1 Preparedness Reviews

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

13 BLM review schedules

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

19 BLM Operational Duty Officer (ODO)

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

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

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

1 State and National Duty Officers

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

23 Incident Business

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

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

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

BLM Fire Management Position Title	Fire Department Cooperator Equivalency
State FMO, District FMO	Chief
State AFMO, District AFMO	Deputy Chief
State Office Fire Staff	Assistant Chief

BLM Fire Management Position Title	Fire Department Cooperator Equivalency
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 **Agreements with Cooperators (Rangeland Fire Protection Association**
2 **(RFPA) and Local Fire Department)**

3 The BLM should have a cooperative fire response agreement with any RFPA
4 and local fire department (i.e., rural, volunteer and city) that responds to wildfire
5 incidents on lands under BLM protection. These cooperative fire response
6 agreements can be directly with individual BLM units or administered through a
7 statewide cooperative agreement where BLM is a party. When entering into
8 cooperative fire response agreements, BLM will ensure the following minimum
9 required elements are included in the agreement.

- 10 • RFPA/local fire department personnel responding to incidents on BLM
11 lands must:
 - 12 ○ Be 18 years of age or older;
 - 13 ○ Have and use the required personal protective equipment (PPE) found
14 in Chapter 7; and
 - 15 ○ Have a basic level of wildland fire training, identified as the National
16 Wildfire Coordinating Group (NWCG) course S-190 and S-130, which
17 can be modified to fit local needs. I-100 is not required, but ICS must
18 be thoroughly covered within the applicable section of S-190 and S-130
19 (RFPA requirement); or
 - 20 ○ Have a basic level of wildland fire training. The National Wildfire
21 Coordinating Group (NWCG) course S-190 and S-130 are
22 recommended, both courses can be modified to fit local needs (local
23 fire department requirement).

- 1 • Pre-identified incident communication protocols will be established and
- 2 followed (e.g., frequencies plans, points of contact, and interoperable radio
- 3 hardware).
- 4 • The Incident Command System (ICS) will be used to manage all incidents.

5 **Safety and Occupational Health Program**

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

12 **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

PERFORMANCE REQUIRED	State Safety Manager	District/Zone Safety Manager	Unit FMO	District/Field Manager
5. A safety committee or group, which includes fire representation, is organized to monitor safety and health concerns and activities.		X	X	X
6. Written safety and health programs required by OSHA are in place and being implemented to include fire personnel.	X	X		
7. Employees are provided mandatory safety and health training, including the BLM Fire and Aviation Employee Orientation Checklist.		X	X	X
8. Fire safety programs (e.g., SAFENET, Six Minutes for Safety, Safety Alerts) are known and being utilized.			X	
9. Safety publications are available to all fire employees (e.g., <i>Incident Response Pocket Guide</i> , <i>DOI Occupational Safety and Health Program – Field Manual</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	

PERFORMANCE REQUIRED	State Safety Manager	District/Zone Safety Manager	Unit FMO	District/Field Manager
12. Safety Data Sheets (SDS) are present, accessible, and available for all hazardous materials used and stored in the work area.		X	X	
13. Procedures are in place to purchase non-standard equipment as identified in the Risk Assessment process, and to ensure compliance with consensus standards (e.g., ANSI, NIOSH) for PPE.	X	X		X
14. Personal Protective Equipment (PPE) supplied, is serviceable, and being utilized.		X	X	
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

PERFORMANCE REQUIRED	State Safety Manager	District/Zone Safety Manager	Unit FMO	District/Field Manager
18. Promptly reports and investigates all job-related accidents/incidents that result in or have the potential to cause fatalities, injuries, illnesses, property, or environmental damage. All such reports are electronically submitted to the Safety Management Information System (SMIS). <i>(BLM Manual 1112)</i>			X	X
19. Injury data is monitored and reviewed to determine trends affecting the health and welfare of employees.		X		X
20. Ensures facility and work area inspections are conducted to ensure requirements are met. <i>29 CFR 1960 and 485 DM, Chapter 5 requirements.</i>	X	X		X

1 **Employee Safety and Health Program Responsibility**

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

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

1 Emergency Notification and Contact Information

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

- 6 • **Injury on a BLM Fire**
7 The responsible unit Fire Management Officer (FMO)/Operational Duty
8 Officer will notify their State Duty Officer (or Fire Operations Group
9 (FOG) representative) immediately. The State Duty Officer (or FOG
10 representative) will then ensure the appropriate local agency GACC
11 operational representative is notified.
- 12 • **BLM Employee Injury**
13 Injured employee's home unit FMO is notified. The FMO will then notify
14 their State Duty Officer (or FOG representative) immediately. If the
15 employee injury occurs in another state, the State Duty Officer (or FOG
16 representative) will ensure that the hosting State Duty Officer (or FOG
17 representative) is notified of the injury.
- 18 • **Great Basin Smokejumpers**
 - 19 ○ From the Scene:
 - 20 ▪ The accident is reported to the smokejumper spotter, Great Basin
21 Smokejumper Liaison Officer (LO), and local dispatch.
 - 22 ▪ When the accident involves a jump injury, the spotter and/or
23 ground contact will convey the medical needs and nature of the
24 injury to the local dispatch.
 - 25 ▪ If cellular phone or satellite phone coverage is available, a ground
26 contact will call the Great Basin Smokejumper LO or DO with
27 details about the accident.
 - 28 ○ From the Great Basin Smokejumper Duty Officer:
 - 29 ▪ The Great Basin Smokejumper Duty Officer will notify the base
30 manager.
 - 31 ▪ The smokejumper base manager will notify the National
32 Interagency Fire Center (NIFC) Fire Operations Chief of
33 Preparedness and Suppression Standards (or acting).
 - 34 ▪ BLM Operations Chief of Preparedness and Suppression Standards
35 will inform necessary parties up the chain of command and notify
36 the NIFC External Affairs Office.
 - 37 ▪ The Great Basin Smokejumper Duty Officer or Base Manager will
38 notify the BLM State Duty Officer (or FOG Representative).
 - 39 ▪ The Great Basin Smokejumper Duty Officer will confirm an
40 agency representative will accompany the injured party to the
41 hospital.
 - 42 ○ From the BLM Great Basin Smokejumper Base Manager:
 - 43 ▪ The smokejumper base manager will contact their base manager
44 counterpart if a visiting jumper is injured.

- 1 ▪ The smokejumper base manager will notify the emergency contact
2 of the injured smokejumper if the injured smokejumper is unable
3 to do so.
- 4 All fire and aviation employees are required to review and update their
5 emergency contact information annually, either in Employee Express or in hard
6 copy format. This information will only be used for emergency purposes and
7 only by those authorized to make contact with the employee and/or their
8 personal contact(s) and will be maintained in accordance with the provisions of
9 the Privacy Act of 1974.

10 **Employee Advocacy**

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

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

21 **BLM Fire and Aviation Honor Guard**

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

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

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

37 For more information, refer to <http://web.blm.gov/internal/fire/honorGuard.htm>.

1 **BLM Mobile Fire Equipment Policy**

2 **Introduction**

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

7 **Policy and Guidance**

8 The BLM fire equipment program is responsible for the design, development,
9 and acquisition of specialized wildland fire equipment to meet the full range of
10 fire management requirements. The design and development is accomplished
11 through the analysis of performance needs required by BLM field units and
12 working with industry to produce prototypes for testing and eventually
13 production units. Acquisition of equipment is accomplished primarily through
14 contracting. The BLM fire equipment program balances advanced technology
15 with overall cost efficiency to provide maximum safety for personnel while
16 effectively meeting fire management needs.

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

24 **Fire Equipment Committees**

25 There are three levels of fire equipment committees: National, State, and
26 Interagency. Fire equipment committees address the broad spectrum of
27 equipment subjects and make recommendations. State committees will report to
28 the respective State Fire Management Officer. The BLM Fire Equipment Group,
29 BLM Dozer/Heavy Equipment Committee, and the BLM Engine Committee
30 report to the Fire Operations Group (FOG). Equipment committees should invite
31 other agency equipment leads to share ideas, transfer technology, and coordinate
32 efforts.

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

34 The BLM National Fire Equipment Program (NFEP) is located at NIFC. This
35 unit is responsible for the development, ordering, inspection, receiving, and
36 distribution of new fire equipment that will meet or exceed the minimum
37 performance standards established by the BLM Fire Equipment Group and the
38 BLM Engine Committee. The NFEP website is located within the BLM Fire
39 Operations website.

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

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

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

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

16 **Equipment Development**

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

22 **Fire Equipment Standardization**

23 Standardization of fire equipment aids in the ability to produce equipment that
24 effectively meets the Bureau's mission by providing cost effective equipment
25 with the least impact on fire programs. Standardization also contributes to the
26 ability to provide effective, consistent, and quality training to the BLM fire
27 program workforce. The BLM Fire Equipment Group and the BLM Engine
28 Committee have the responsibility to establish and approve minimum
29 performance standards for all BLM-specific fire equipment.

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

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

34 **Improvement and Deficiency Reporting**

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

1 District/Field Offices are required to submit timely and detailed deficiency
2 reports for problems encountered with BLM fire equipment. Reports will also be
3 submitted for suggestions for improvement. Submitted reports will receive
4 immediate attention. The NFEP will immediately verify receipt of the deficiency
5 report and will follow-up with the submitting District/Field Office to correct the
6 deficiency or work to incorporate the improvement suggestion. The
7 Improvement and Deficiency Reporting System can be found on the BLM
8 National Fire Equipment Program website, located within the BLM Fire
9 Operations website.

10 **Acquisition of Working Capital Fund Equipment**

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

23 **Funding**

24 Procurement of nonstandard equipment with fire management funds when
25 standard equipment is available must have written approval by the Fire
26 Operations Division Chief (FA-300) and the State Fire Management Officer.
27 Most fire vehicles are funded through the WCF. Other types of fire equipment
28 are funded through the normal budget process at the state and local level.
29 Specialized equipment may be funded in a variety of ways including through the
30 Fire and Aviation Directorate, special project allocations, available mid or year
31 end funds, state or local funding, interagency agreement, or through the WCF.

32 **BLM Mobile Fire Equipment Ordering**

33 Ordering of BLM mobile fire equipment is completed through the NFEP at
34 NIFC. Available equipment is listed in the BLM Fire Equipment Ordering
35 System (FEOS) web page. Contact the National Fire Equipment Program for
36 additional information.

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

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

5 **Equipment Modification/Retrofitting**

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

12 **600 Class Command Vehicle Procurement Standards**

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

- 21 • 644 Crew Carrier: FPDSS funded hand crew.
- 22 • 651/653 Command Truck: District/Unit AFMO, Fire Operations
23 Specialist/Supervisor, FPDSS funded hand crew, FPDSS funded wildland
24 fire module, FPDSS funded helitack crew.
- 25 • 652 Superintendent Truck: FPDSS funded hand crew, FPDSS funded
26 wildland fire module, FPDSS funded helitack crew.
- 27 • 661 Helitack Support: FPDSS funded helitack crew.

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

31 **Property Transfer/Replacement**

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

1 Conversions

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

- 4 • Proposed changes meet current and future preparedness requirements
5 identified in Resource/Land Management Plans and Fire Management
6 Plans.
- 7 • Proposed changes result in an overall cost savings to the government.

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

- 10 • Increased production rates which may offset additional costs.
- 11 • The requesting states availability of sufficient funds to cover additional
12 costs.

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

16 BLM Engine Equipment Inventory

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

19 Fire Equipment Maintenance and Care Standards

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

- 22 • Equipment exterior:
 - 23 ○ Clean and waxed
 - 24 ○ Free of debris
 - 25 ○ Items secured
 - 26 ○ Windows and mirrors cleaned
 - 27 ○ All mechanical systems in good working order
- 28 • Equipment interior:
 - 29 ○ Cab and compartments free of dirt and debris
 - 30 ○ Cab free of loose items
 - 31 ○ Equipment stored in appropriate compartments and organized
 - 32 ○ Windows and mirrors cleaned
 - 33 ○ Mechanical systems in good working order

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

37 Fire Equipment Maintenance Procedure and Record (FEMPR)

38 The Fire Equipment Maintenance Procedure and Record (FEMPR) will be used
39 to document daily inspections and all maintenance for all WCF Class 600 fire
40 equipment and any other vehicles used for fire suppression operations. The

1 FEMPR shall be maintained and archived to record historic maintenance for the
2 duration of the vehicle's service life. This historical data is beneficial in
3 determining trends, repair frequency, and repair costs. The FEMPR can be found
4 at the BLM Fire Operations website.

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

10 **Equipment Bulletins and Equipment Alerts**

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

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

25 **BLM Implementation of the Department of the Interior (DOI)** 26 **Authorization for Use of Government Passenger Carrier(s) for Home-to-** 27 **Work Transportation**

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

- 31 • Only those positions authorized and pre-identified within the DOI
32 memorandum will have the authority to domicile designated government
33 vehicles.
- 34 • This authority is intended only for individuals in first response fire
35 leadership roles who may be responding to initial attack fires directly from
36 their home after hours.
- 37 • Government vehicles are used solely for official business and domiciled
38 only during core fire season months when there is a heightened level of
39 current or expected fire activity.
- 40 • Authorized positions will be recertified every two years and may be revised
41 at that time.

- 1 • Units are responsible for maintaining documentation of home-to-work use
2 of government vehicles. This documentation will be reviewed during annual
3 fire and aviation preparedness reviews. A BLM standard tracking form has
4 been developed and may be used for this purpose. It can be found on the
5 BLM Fire Operations website at
6 http://web.blm.gov/internal/fire/fire_ops/toolbox.htm.

7 **Lights and Siren Response**

8 Responding to BLM wildfire incidents normally does not warrant the use of
9 emergency lights and siren to safely and effectively perform the BLM mission.
10 However, there may be rare or extenuating circumstances when limited use of
11 lights and sirens are appropriate and necessary due to an immediate threat to life.

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

- 16 1. All vehicles (command, engines, etc.) will be properly marked, equipped,
17 and operated in accordance with state statutes, codes, permits, and BLM
18 unit requirements.
- 19 2. Drivers will complete training in the proper use of lights and sirens
20 response in accordance with National Fire Protection Association (NFPA)
21 1451 and 1002 standards, as well as any state requirements.
- 22 3. Engine drivers responding with lights and sirens will be minimally qualified
23 as engine operator with a qualified engine boss in the engine; otherwise,
24 driver must be engine boss qualified. Command vehicle drivers will be
25 minimally qualified as single resource boss.
- 26 4. Lights and sirens will meet NFPA and state code requirements.
- 27 5. Posted speed limits will be followed at all times, regardless of response
28 type.
- 29 6. Operators will stop or reduce speed as circumstances dictate prior to
30 proceeding through all intersections.
- 31 7. Traffic light changing mechanisms (e.g., Opticons) will only be used under
32 formal written agreement with state and local governments. They will be
33 used only when they are necessary to create safe right-of-way through urban
34 high-traffic areas. All pertinent state and local statutes and procedures will
35 be adhered to.
- 36 8. Authorization to respond with lights and sirens does not cross state lines.
37 No driver will be authorized by one state to operate with lights and sirens in
38 another state.

1 **BLM Firefighters**

2 **Introduction**

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

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

10 These units include:

- 11 • **Hand Crews** – Vehicle mobile firefighters that specialize in the use of hand
12 tools, chainsaws, portable pumps, and ignition devices for tactical
13 operations. Hand crew types include Interagency Hotshot Crews (IHC),
14 Type 2 Initial Attack Crews, Type 2 Crews, and Fire Suppression Modules.
- 15 • **Engine Crews** – Engine mobile firefighters that specialize in the use of
16 engines for tactical operations.
- 17 • **Helitack** – Helicopter mobile firefighters that specialize in the use of
18 helicopters for tactical and logistical operations.
- 19 • **Smokejumpers** – Fixed wing aircraft and parachute mobile firefighters that
20 specialize in the use hand tools, chainsaws, and ignition devices for tactical
21 operations.

22 **BLM Firefighter Priority for Use**

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

28 **BLM Fire Operations Group National Preposition Strategy**

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

33 **Mobilization of BLM Firefighters**

34 BLM firefighters are mobilized to perform the following functions:

- 35 • Suppress fires and manage wildland fire incidents;
- 36 • Improve BLM initial attack capability;
- 37 • Maximize the utilization of limited BLM fire operational assets;
- 38 • Provide additional fire management capability in high tempo periods;
- 39 • Provide experience and developmental opportunities to BLM firefighters;

- 1 • Perform fire management project work or assignments; or
- 2 • Perform other project work or assignments.

3 There are six funding mechanisms for mobilizing BLM firefighters:

- 4 • Preparedness funding
- 5 • Suppression funding
- 6 • Short-term severity (State-level/Regional-level Severity) funding
- 7 • National-level severity funding
- 8 • National preposition funding
- 9 • State discretionary preposition funding

10 **Preparedness Funding**

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

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

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

20 **Suppression Funding**

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

24 **Short-Term Severity (State-Level Severity)**

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

- 27 • Wind events;
- 28 • Cold dry front passage;
- 29 • Lightning events; and/or
- 30 • Unexpected events such as off-road rallies or recreational gatherings.

31 Each state director and the Fire and Aviation division chiefs for Operations and
32 Aviation have been delegated the authority to expend “short-term” severity
33 funds per fiscal year. This discretionary severity authorization can be expended
34 for appropriate severity activities without approval from Fire and Aviation.
35 States will establish a process for requesting, approving, and tracking short-term
36 severity funds.

1 National-Level Severity Funding

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

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

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

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

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

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

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

34 National Preposition Funding

35 National preposition funding is used to mobilize resources to areas with
36 anticipated fire activity when other funding is not available. Units may request
37 national preposition funding from FA to acquire supplemental fire operations
38 assets to increase initial attack capability. National preposition funding may be
39 used to mobilize resources when BLM units:

- 1 • Do not have available preparedness funding;
 - 2 • Do not have available short-term severity funding; or
 - 3 • Do not meet the criteria for use of national severity funding.
- 4 Approved national preposition funding may be used only for travel and per diem
5 costs for the duration of the assignment, and overtime labor costs associated
6 with the original preposition move.
- 7 Each State Director has been delegated the authority to expend national
8 preposition funding within an allocation limit established annually through
9 issuance of an Instruction Memorandum. The criteria stated above apply to this
10 allocation.

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

36 BLM preposition funding request information can be found at the BLM Fire
37 Operations website.

38 **State Discretionary Preposition Funding**

39 Each State Director has been delegated the authority to expend preposition
40 funding for prepositioning activities in amounts determined by the BLM Fire
41 Leadership Team. This discretionary preposition funding authorization can be

1 expended for appropriate preposition activities (according to the criteria
2 established for National Preposition Funding) without approval from the AD,
3 FA.

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

6 **BLM Fire Training and Workforce Development**

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

8 The BLM National Fire Training and Workforce Development Program is
9 located at NIFC and works for the BLM Chief, Preparedness/Suppression
10 Standards. The program develops the wildland firefighting workforce through
11 qualification standards, training standards, and workforce development
12 programs in support of BLM fire management.

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

14 The BLM Fire Training and Workforce Development Program, in coordination
15 with the BLM Fire Operations Group and the BLM Fire Training Committee, is
16 responsible for publishing the *BLM Standards for Fire Training and Workforce*
17 *Development*. The *BLM Standards for Fire Training and Workforce*
18 *Development* provides fire and aviation training, qualifications, and workforce
19 development program management direction. This document is available at
20 https://www.nifc.gov/training/trainingBLM_main.html.

21 Personnel hired by the BLM must meet requirements established in the position
22 description. If the position description requires Incident Command System
23 qualifications, only qualifications and minimum requirements specified in the
24 NWCG *NIMS: Wildland Fire Qualification System Guide* (PMS 310-1) will be
25 applied as selective factors and/or screen-out questions. To avoid reducing
26 candidate pools, BLM-specific requirements that are supplemental to the PMS
27 310-1 may not be used as selective placement factors/screen-out questions.
28 Supplemental BLM-specific training or qualification requirements may only be
29 used as selective factors and/or screen-out questions when requested and
30 justified by the selecting official, and approved by human resources. Impacts to
31 the candidate pool must be addressed in the justification. As with all other BLM
32 or DOI-specific training/experience requirements (e.g., Do What's Right
33 training, purchase card training) that newly hired employees from other agencies
34 may not have, the supervisor and IQCS certifying official are responsible for
35 reconciling that employee's training and IQCS record after the employee has
36 entered on duty. This may be accomplished by providing additional
37 training/experience or by manually awarding competencies as per established
38 IQCS protocol.

1 **BLM Firefighters General Non-Fire Training Requirements**2 **Administratively Determined (AD) and Emergency Firefighters (EFF)**

Training Required	Initial Requirement/ Frequency	Delivery Method/ Responsible Party
Defensive Driving (If operating GOV, including rental or leased, vehicle for official purposes.)	- Prior to operating motor vehicle for official purposes. - Once every three years.	- DOI Learn or Instructor- led - Unit Safety Manager
First Aid/ Cardiopulmonary Resuscitation (CPR)	- Upon initial employment. - Every 3 years or per certifying authority. At least two persons per crew (GS or AD) shall be current and certified.	- Instructor-led - Unit Safety Manager

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

Training Required	Initial Requirement/ Frequency	Delivery Method/ Responsible Party
Safety Orientation	- Once	- Instructor-led - Supervisor
Bloodborne Pathogens	- Once: Awareness level. For employees not at increased risk (e.g., non- fireline support personnel) - Annually: For employees at increased risk due to assigned duties (e.g., IHC, Helitack, SMKJ, Engine Crew)	- Instructor-led - Unit Safety Manager
Defensive Driving	- Prior to operating motor vehicle for official purposes - Once every three years	- DOI Learn or Instructor- led - Unit Safety Manager
First Aid/ Cardiopulmonary Resuscitation (CPR)	- Upon initial employment - Every 3 years or per certifying authority	- Instructor-led - Unit Safety Manager
HAZMAT - First Responder Awareness Level	- Upon initial employment - Annually	- Instructor-led - Unit Safety Manager

Training Required	Initial Requirement/ Frequency	Delivery Method/ Responsible Party
<i>USGS Hazard Communications – GHS</i>	- Upon initial employment	- Instructor-led, DOI Learn - Unit Safety Manager, Unit Hazardous Materials Coordinator
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 **Driver Training for Regular Drivers of Fire Equipment**

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

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

10 **BLM Firefighter Mandatory Physical Fitness Standards**

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

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

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

- 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 <https://www.nifc.gov/FireFit/index.htm>.

4 **BLM National Fire Operations Fitness Challenge**

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

18 Achievement levels:

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

24 Scoring:

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

25 **Interagency Fire Program Management Standards**

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

- 29 • Establishes minimum qualifications standards for 12 key fire management
 30 positions. These standards include 1) basic requirements, 2) specialized
 31 experience requirements, 3) NWCG incident management qualifications, 4)
 32 additional required training.
- 33 • Provides a “complexity rating for program management” table, which is
 34 used to determine overall complexity of the unit-level fire program. This is

- 1 used because qualification standards for some of the 12 identified positions
 2 are tied to fire program complexity.
- 3 State- and unit-level fire managers should consult human resources officials and
 4 apply the IFPM Standard as appropriate. IFPM information is located at:
 5 <https://www.ifpm.nifc.gov>.

6 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** – 5,300 pounds.
- 11 • **Personal gear** – Sufficient for 14-day assignments.
- 12 • **Physical fitness** – Arduous, all positions.
- 13 • **Required Equipment and PPE** – Fully equipped as specified in the
 14 *Interagency Standards for Fire and Fire Aviation Operations*.

15 BLM Hand Crew Standards by Type

Crew Type	Type 1 IHC	Type 2 IA	Type 2	Fire Suppression Module
Crew Size	Minimum 20 Maximum 25	Minimum 18 Maximum 20	Minimum 18 Maximum 20	Minimum 5 Maximum 10
Leadership Qualifications	1 Supt. 1 Asst. Supt. 3 Squad Leaders 2 Senior Firefighters (FFT1) or 1 Supt. 2 Asst. Supt. 2 Squad Leaders 2 Senior Firefighters (FFT1)	1 CRWB 3 ICT5	1 CRWB 3 FFT1	1 SRB/ICT5 2 FFT1
Fireline Capability	Initial Attack – Can be broken up into squads, fireline construction, complex firing operations (backfire)	Initial Attack – Can be broken up into squads, fireline construction, firing to include burnout	Initial Attack – Fireline construction, firing as directed	Operates as a single module w/T5 command capability

Crew Type	Type 1 IHC	Type 2 IA	Type 2	Fire Suppression Module
Language Requirement	All senior leadership including Squad Leaders and higher must be able to read and interpret the language of the crew as well as English.	Same as Type 1	Same as Type 1	Same as Type 1
Crew Experience	80% of the crewmembers must have at least 1 season experience in fire suppression	60% of the crewmembers must have at least 1 season experience in fire suppression	20% of the crewmembers must have at least 1 season experience in fire suppression	Agency only
Full-Time Organized Crew	Yes (work and train as a unit 40 hours per week)	No	No	No
Crew Utilization	National Shared Resource	Local unit control	Local unit control	Local unit control
Communication	8 programmable handheld radios 1 programmable mobile radio in each truck	4 programmable handheld radios	4 programmable handheld radios	2 programmable handheld radios
Sawyers	4 FAL2, 50% of crew FAL3	1 FAL2, 2 FAL3	None	2 FAL3
Training	As required by the <i>Standards for Interagency Hotshot Crew Operations</i> or agency policy prior to assignment.	Basic firefighter training or once red carded, 4 hours annual fireline refresher training prior to assignment.	Basic firefighter training or once red carded, 4 hours annual fireline refresher training prior to assignment.	Basic firefighter training or once red carded, 4 hours annual fireline refresher training prior to assignment.
Logistics	Squad-level agency purchasing authority	Crew-level agency purchasing authority recommended	No purchasing authority	Self-sufficient for 48 hours; purchasing authority recommended

Crew Type	Type 1 IHC	Type 2 IA	Type 2	Fire Suppression Module
Maximum Weight	5,300 lbs	5,300 lbs	5,300 lbs	N/A
Dispatch Availability	Available Nationally	Available Nationally	Variable	Variable
Production Factor	1.0	.8	.8	Variable
Transportation	Own transportation	Need transportation	Need transportation	Own transportation
Tools and Equipment	Fully equipped	Not equipped	Not equipped	Variable
Personal Gear	Arrives with crew first aid kit, personal first aid kit, headlamp, 1-qt canteen, web gear, sleeping bag.	Same as Type 1	Same as Type 1	Same as Type 1
PPE	All standard designated fireline PPE	Same as Type 1	Same as Type 1	Same as Type 1
Certification	Must be annually certified by the local host unit Agency Administrator or designee prior to being made available for assignment	N/A	N/A	N/A

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

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

7 **BLM IHC Locations**

State	Crew	Location
AK	Chena	Fairbanks
	Midnight Sun	

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

1 **BLM IHC Annual Crew Mobilization**

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

13 **Establishing or Converting BLM IHC**

14 BLM state directors must request approval from the AD FA prior to beginning
15 the process to establish a new BLM IHC or to convert a current Type 2 or Type
16 2 IA crew to an IHC. Upon approval from AD FA, BLM states will follow the
17 Crew Certification Process as outlined in the SIHCO, Chapter 5. The IHC
18 certification process will be coordinated with FA-300.

19 **BLM IHC Decertification and Recertification**

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

1 Short-term inability to meet the requirements may not necessarily require
2 recertification, but will require completion of the Annual IHC Mobilization
3 Checklist (SIHCO, Appendix C) and concurrence from the Branch Chief,
4 Preparedness and Suppression Standards before regaining IHC status. Longer-
5 term or more significant failures to meet the requirements may require the full
6 recertification process as stated in the SIHCO, with oversight from the Division
7 of Fire Operations.

8 **BLM IHC Size**

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

13 **BLM IHC Status Reporting System**

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

1 **BLM IHC Training and Qualification Requirements**

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

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

2 **BLM Fire Suppression Modules**

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

Release Date: January 2018

1 BLM Fire Suppression Module Mobilization

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

4 BLM Wildland Fire Modules

5 Refer to Chapter 13.

6 BLM Engines

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

12 BLM Engine Ordering

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

21 BLM Engine Typing

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

24 BLM Engine Minimum Staffing Requirements

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

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

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

BLM WCF Vehicle Class	NWCG Type Class	Engine Boss	Engine Operator	Engine Crewmember
650 Hummer	6	1		1
662 Light	6	1		1
663 Light	6	1		1
664 Enhanced Light	6	1		1
665 Interface	3	1		2
667 Heavy Engine	3, 4	1		2
668 Super-heavy Engine ¹	3, 4	1	1	1
668 Super-heavy Tactical Tender ¹	2 (Tender)	1		1
669 Tactical Water Tender	1, 2 (Tender)		1	1
669 Non-Tactical Water Tender ²	1, 2, 3 (Tender)	See footnote 2 below	See footnote 2 below	See footnote 2 below

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

²A WCF class 669 non-tactical water tender may be staffed with a crew of one driver/operator when it is used in a support role as a fire engine refill unit or for dust abatement. These operators will pass the moderate Work Capacity Test (WCT), take BL-300/RT-301 and annual refresher training, and possess a CDL with tank endorsement and air brake endorsement (if applicable).

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

7 **BLM Engine Training and Qualification Requirements**

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

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

1 **BLM Engine Driver Requirements**

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

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

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

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

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

1 **BLM Smokejumpers**

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

10 **BLM Smokejumper (SMKJ) Operations**

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

16 **BLM Smokejumper Mission**

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

24 **BLM Smokejumper Coordination and Dispatch**

25 Smokejumpers are a national shared resource and are ordered according to
26 geographic area or national mobilization guides. The operational unit for
27 Smokejumpers is “one load” (8 smokejumpers). Specific information on the
28 coordination, dispatch, ordering, and use of BLM smokejumpers can be found in
29 the *BLM Great Basin Smokejumpers User Guide*, and in the *Alaska Geographic*
30 *Area Coordination Center Mob Guide*. Contact BLM smokejumpers in Boise at
31 (208) 387-5426 or in Alaska at (907) 356-5540 for these publications.

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

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

- 35 • System Changes and Modifications – All BLM Ram-Air parachute system
36 modifications, research, and development will be documented and approved
37 using the BLM Smokejumper Modification Document (MODOC) System.
- 38 • Ram-Air Training – All smokejumpers utilizing the BLM Ram-Air
39 Parachute system will adhere to the training processes and procedures in the
40 *BLM Ram-Air Training Manual*.

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

28 **BLM Smokejumper Aircraft**

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

34 **BLM Smokejumper Training**

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

40 Candidates are evaluated to determine:

- 41 • Level of physical fitness
42 • Ability to learn and perform smokejumper skills

- 1 • Ability to work as a team member
- 2 • Attitude
- 3 • Ability to think clearly and remain productive in a stressful environment

4 **BLM Smokejumper Training and Qualification Targets**

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

5 **BLM Smokejumper Jump Proficiency Guideline**

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

14 **BLM Smokejumper Physical Fitness Standards**

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

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

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

1 Retesting

2 Retesting criteria include:

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

13 BLM Exclusive Use Helitack Crews

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

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

23 The BLM host unit is responsible for providing a Helitack Crew that meets the
24 minimum experience and qualification requirements specified in the Exclusive
25 Use Fire Helicopter Position Prerequisites table in Chapter 16. Each functional
26 or supervisory level must have met the experience and qualification
27 requirements of the next lower functional level. The minimum daily staffing
28 level (7 day staffing) must meet the level indicated in the *Interagency Helicopter*
29 *Operations Guide (IHOG)* Chapter 2 (BLM helicopters operated in Alaska need
30 only be staffed with a qualified Helicopter Manager).

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

1 **BLM Exclusive Use Helicopter Locations**

State	Location	NWCG Type
AK	Fairbanks	2 (4 ea.), 3 (3 ea.)
AZ	Wickenburg	3 (shared with MT)
CA	Apple Valley	2
	Ravendale	3
CO	Rifle	3
ID	Boise	1
	Twin Falls	2
MT	Lewistown	3 (shared with AZ)
	Miles City	3
NV	Elko	3
	Ely	3
	Las Vegas	3
OR	Burns	2
	Lakeview	2
	Vale	3
UT	Moab	3
	Salt Lake City	3
	St. George	3
WY	Rawlins	3

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

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

Role	Target IQCS Qualifications	Target Training
Fire Helicopter Crew Supervisor	ICT3 or DIVS, HEB1, PLDO, HLCO, ASGS	S-300 or S-339, S-378, L-381, S-375
Assistant Fire Helicopter Crew Supervisor	TFLD, HEB2, PLDO	S-215, S-330, S-390, S-371, L-380
Fire Helicopter Squad Boss	ICT4, HMGB	S-200, S-230, S-290, M-410, S-230

Role	Target IQCS Qualifications	Target Training
Helicopter Senior Crew Member	ICT5, HMGB(T)	S-372, L-280
Helicopter Crew Member	FFT1, HECM	S-131

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

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

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

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

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

- 28 • Contact the RAWS Help Desk (208-387-5475 or rawshelp@blm.gov).
29 Identify the station and discuss troubleshooting steps or schedule the
30 necessary repairs. If there are trained personnel in the local area, the Help
31 Desk may be able to ship the required parts and coordinate the repairs via
32 phone. If a professional technician needs to make a site visit, provide a local
33 individual to assist, and use this opportunity to provide training for local
34 personnel.

- 1 • Ensure that appropriate personnel and organizations know which stations
2 are out of compliance, and which sensors are affected, if possible. Direct
3 them to alternative weather data sources if possible.
 - 4 • Use nearby compliant RAWS if available.
 - 5 • Based on local knowledge of specific RAWS problems (e.g., which sensor
6 is out of compliance), separate reliable data from unreliable data.
 - 7 • Consider using data from belt weather kit readings, other portable device
8 observations, Predictive Services or National Weather Service offices, or
9 non-fire weather sources such as airports.
- 10 Fire managers should ensure that locally held portable RAWS are compliant
11 prior to use; noncompliant portable RAWS will not be activated for data
12 processing via WFMI-weather.

13 **Sagebrush Rangeland and Sage-Grouse Conservation Related to Wildland** 14 **Fire**

15 Firefighter and public safety has been, and continues to be, the BLM's highest
16 fire management priority. Protecting, conserving, and restoring the sagebrush
17 rangelands and sage-grouse habitat are among BLM fire management's highest
18 natural resource objectives.

19 The BLM's management responsibilities include taking actions on public lands
20 to control and manage wildfire and invasive plants in order to protect, conserve,
21 and restore the sagebrush rangelands and sage-grouse habitat. The BLM's goal
22 is to limit acres burned and damaged within and adjacent to sage-grouse habitat.
23 The BLM will meet this goal through the certain management actions, including
24 fuels management, fire operations and post fire recovery. The following
25 provides guidance to convey leader's intent while recognizing that not all of
26 these actions and activities apply to all affected offices and successful
27 implementation may look different throughout the BLM.

28 Prior to, during, and following wildfires, BLM field offices will:

- 29 • Protect, conserve, and restore sagebrush rangelands and sage-grouse habitat.
- 30 • Strive to maintain and enhance resilience of the sagebrush rangelands,
31 including through fuels and vegetation treatments.
- 32 • Foster existing relationships with partners and develop new cooperative
33 relationships that will help bolster BLM capacity to protect sagebrush
34 rangelands and sage-grouse habitat.

35 With regard to fire operations in sagebrush rangelands and sage-grouse habitat,
36 BLM field offices will:

- 37 • Prioritize firefighter and public safety including following our "Standard
38 Firefighting Orders," mitigate any "Watch-Out Situations," and apply the
39 principles of Lookouts, Communications, Escape Routes, and Safety Zones
40 on all fire assignments.

- 1 • Maintain a strong and proactive preparedness capability when conditions
2 indicate potential for multiple ignitions and large fire growth.
- 3 • Maintain situational awareness during suppression resource drawdown
4 levels under multiple ignition and large fire growth conditions.
- 5 • Boost suppression capability in critical sage grouse habitat when severe fire
6 weather conditions are predicted.
- 7 • Generate interest in local residents and public land users becoming a trained
8 and equipped fire response force to work in concert with existing partners.
- 9 • Expand the use of Rangeland Fire Protection Association (RFPA) or Rural
10 Fire Department (RFD) suppression resources.
- 11 • Continue and expand efforts to train and use local, non-federal agency
12 individuals as liaisons in wildland fire detection and suppression operations.

13 The Fire and Aviation Directorate conducts large fire assessments for wildfires
14 occurring in sage grouse habitat. Large fire assessments evaluate preparedness
15 actions taken prior to large fire occurrence and response actions taken when
16 large fires occur. These assessments will:

- 17 • Provide proactive feedback to State Directors, District Managers, and Fire
18 Management Officers by identifying areas for improvement, successes, and
19 best management practices;
- 20 • Confirm compliance with the *Integrated Rangeland Fire Management*
21 *Strategy*;
- 22 • Minimally impact local units; and
- 23 • Provide baseline data to inform state and national post-season reviews.

24 These assessments are NOT a review of fireline operations.

25 Reference FA IM-2017-016 for guidelines for determining when an assessment
26 should be considered.

27 When sage-grouse habitat is burned or threatened by wildland fires burning on
28 or originating on Bureau managed lands, reporting requirements and
29 documentation in the Incident Status Summary (ICS-209) regarding the impact
30 to sage-grouse habitat should be in accordance with National Multi-Agency
31 Coordinating Group (NMAC) Correspondence #2015-7 dated June 23, 2015 and
32 the Office of Wildland Fire (OWF) Policy Memorandum #2015-007. For
33 additional guidance on sage-grouse inputs to the ICS-209, see the *National*
34 *Interagency Mobilization Guide*.

35 Current habitat designations geospatial data layers provided to the WFDSS
36 system and for calculating acres burned are available at
37 <https://www.nifc.gov/fireandsagegrouse/mapsData.html>.

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

2 BLM follows interagency policy regarding use of WFDSS. Standards for when
3 WFDSS will be used are found in Chapter 11.

**4 BLM Global Positioning System (GPS) Datum and Coordinate Format
5 Standard**

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

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

4 **Introduction**

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

11 **Employee Conduct**

12 All employees, cooperators, contractors, and volunteers who participate in
13 wildland fire activities have the duty to treat each other with respect and to
14 maintain a work environment free of harassment and misconduct. This includes
15 conduct broader than the legal definitions of harassment and sexual harassment.
16 Harassment becomes illegal when enduring the offensive conduct becomes a
17 condition of continued employment or the conduct is sufficiently severe or
18 pervasive as to create a work environment that a reasonable person would
19 consider intimidating, hostile, or abusive. Employees are subject to disciplinary
20 action, up to and including removal, for engaging in harassing conduct while in
21 the workplace or in any work-related situation, including while on official
22 travel. Off-duty misconduct may subject the employee to potential discipline if
23 the misconduct is likely to have an adverse effect on the NPS (e.g., harassing a
24 co-worker, visitor, contractor, or volunteer during off-duty hours). More
25 extensive information, including how to report misconduct or harassment, is
26 found in Director's Order 16E.

27 **Agency Administrator Roles**

28 **Director**

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

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

1 **Regional Director**

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

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

8 **Park Superintendent**

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

15 **Agency Administrator Management Performance Requirements for Fire**
16 **Operations**

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

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

PERFORMANCE REQUIRED	NPS Director	Regional Director	Park Supt
<p>5. Fire Management Plans do not expire. They are considered valid until superseded by a new or revised Superintendent approved plan. Ensure applicable park unit resource management objectives are included in the Fire Management Plan (FMP). The comprehensive 7-year review of the FMP is no longer required. Annual updates are required. Then newly established FMP Update Checklist must be completed, signed by the Superintendent and uploaded in the Integrated Resource Management Application (IRMA) under the established park unit name. The new checklist can be found at https://irma.nps.gov/DataStore/Collection/Profile/3868. Ensure the FMP annual update is completed in advance of the fire season. The regions will determine specific deadlines. If the annual review is not completed by your regional deadline, an interdisciplinary team may need to be assembled to determine if the FMP is still adequate to support the park unit fire management program.</p>			X
<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>	X	X	X
<p>7. Develop fire management standards and constraints that are in compliance with agency fire policies.</p>		X	X
<p>8. Ensure compliance with the collection, storing, and aggregation of Wildland Fire Program Core geospatial data (http://share.nps.gov/firegis).</p>			X

PERFORMANCE REQUIRED	NPS Director	Regional Director	Park Supt
9. Management teams will meet once a year to review fire and aviation policies, roles, responsibilities, and delegations of authority. Specifically address oversight and management controls, critical safety issues and high-risk situations such as team transfers of command, periods of multiple fire activity and Red Flag Warnings.	X	X	X
10. Review safety policies, procedures, and concerns with field fire and fire aviation personnel. Discussions should include issues that could compromise safety and effectiveness during the upcoming season.			X
11. Ensure timely follow-up actions to program reviews, fire preparedness reviews, fire and fire aviation safety reviews, fire critiques and post-season reviews.	X	X	X
12. Ensure fire and fire aviation preparedness reviews are conducted in all units each year. Parks must complete checklists applicable to their specific program scope and complexity and include appropriate program elements, such as prescribed fire. A summary of the preparedness review findings including standards exceeded or needing improvement will be submitted to the Regional FMO before the fire season.		X	X
13. Ensure an approved burn plan is followed for each prescribed fire project; technical review, <i>Prescribed Fire Go/No-Go Checklist</i> (PMS 486), and <i>Agency Administrator Ignition Authorization</i> (PMS 485) are completed; follow-up monitoring and documentation to ensure management objectives are met.		X	X
14. Meet annually with major cooperators and review interagency agreements to ensure their continued effectiveness and efficiency (may be delegated).		X	X

PERFORMANCE REQUIRED	NPS Director	Regional Director	Park Supt
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
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 Advisor's Guide for Wildland Fire</i> PMS 313, NFES 1831, Aug 2017.			X
20. Convene and participate in annual pre- and post-season fire meetings.	X	X	X
21. Ensure Park superintendents who have potential wildland fire response in their park, their designated acting superintendents, and supervisors of fire management officers (FMOs) attain and maintain the Agency Administrator (AADM) qualification in the Incident Qualifications and Certification System (IQCS). The qualification must be attained within two years of appointment to the positions listed above.		X	X
22. Ensure appropriate investigations are conducted for accidents (as defined in Chapter 18), entrapments, shelter deployments, and related events.	X	X	X

PERFORMANCE REQUIRED	NPS Director	Regional Director	Park Supt
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. For all fires identified as requiring a WFDSS decision in Chapter 11, ensure local unit staff specialists are involved in the development and that all decisions are consistent with the objectives and requirements contained in the Park's Fire Management Plan.			X
25. Ensure there is adequate direction in fire management plans to identify fire danger awareness with escalating fire potential.			X
26. NPS Superintendents or other designated approving officials will maintain WFDSS user profiles (as appropriate), allowing them to approve wildfire decisions in WFDSS.			X
27. Ensure compliance with Departmental and agency policy, as well as Regional Office direction for prescribed fire activities and ensure that periodic reviews and inspections of the prescribed fire program are completed.	X	X	X
28. Review prescribed fire plans and recommend or approve the plans depending upon the delegated authority. Ensure that the prescribed fire plan has been reviewed and recommended by a qualified technical reviewer who was not involved in the plan preparation.			X
29. At National Preparedness Level 4 and 5, approve the initiation or continuation of prescribed fire applications based on an assessment of risk, impacts of the proposed actions on area resources and activities and include feedback from the Geographic Area Multi-Agency Coordinating Group.		X	

PERFORMANCE REQUIRED	NPS Director	Regional Director	Park Supt
30. Serves as the Management Official (MO) within the DOI Wildland Firefighter Medical Standards Program.		X	X

1 Fire Management Staff Roles

2 National Office

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

9 Regional Office

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

17 Park

18 The Fire Management Officer (FMO) is responsible and accountable for
 19 providing leadership for fire and fire aviation management programs at the local
 20 level. The FMO determines program requirements to implement land use
 21 decisions through the Fire Management Plan (FMP) to meet land management
 22 objectives. The FMO negotiates interagency agreements
 23 (contracting/agreements officer must review and process agreement) and
 24 represents the Agency Administrator on local interagency fire and fire aviation
 25 groups.

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

1 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
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

PERFORMANCE REQUIRED	FAM CHIEF	RFMO	FMO
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. For all fires identified as requiring a WFDSS decision in Chapter 11, ensure local unit staff specialists are involved in the development and that all decisions are consistent with the objectives and requirements contained in the Park's Fire Management Plan.		X	X
18. Monitor fire season severity predictions, fire behavior, and fire activity levels. Take actions to ensure safe, efficient, and effective operations.	X	X	X
19. Provide fire personnel with adequate guidance and decision-making authority to ensure timely decisions.		X	X

PERFORMANCE REQUIRED	FAM CHIEF	RFMO	FMO
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
29. Ensure Wildland Fire Program Core spatial data is collected, stored, and aggregated based on NPS standards (http://share.nps.gov/firegis).		X	X

PERFORMANCE REQUIRED	FAM CHIEF	RFMO	FMO
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
36. Ensures compliance with DOI Wildland Firefighter Medical Standards processes to include Risk Mitigation/Waiver processes.	X	X	X

1 **Fire Management Leadership Board**

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

- 8 • Develop and implement a Wildland Fire Management Strategic Plan and
9 Wildland Fire Policy;
- 10 • Facilitate integrating park, regional and national perspectives in support of
11 the Wildland Fire Strategic Plan and Wildland Fire Policy;

- 1 • Develop and recommend strategic direction for long-term NPS Wildland
- 2 Fire Management Program issues, policies, programs and systems,
- 3 including the role of the interagency community, to meet the NPS mission;
- 4 • Develop and recommend budget priorities to the Branch Chief, Wildland
- 5 Fire;
- 6 • Develop budget and financial management guidance and business rules for
- 7 the NPS Wildland Fire Management Program;
- 8 • Communicate with management and leadership regarding wildland fire
- 9 management program issues and needs;
- 10 • Promote/advocate integrating fire programs with other NPS programs; and
- 11 • Address recruitment/retention, succession planning and organizational
- 12 efficiency.

13 **Requirements for Fire Management Positions**

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

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

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

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

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

29 **Training**

30 **Training for Fire Management Officers**

31 The following training is required for fire management officers:

- 32 • *Fire Program Management – An Overview (M-581)*.

33 **NPS Firefighters General Training Requirements**

34 The following training is required for agency permanent, career seasonal and
35 temporary firefighters:

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

1 Structural Fire and Hazardous Materials Response

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

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

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

- 1 extinguisher training. If the fire has gone beyond the incipient stage, employees
2 are to protect the scene and request the appropriate suppression resources.

3 **Delegation of Authority**

4 **Delegation for Regional Fire Management Officers**

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

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

24 **NPS Duty Officer (DO)**

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

- 31 • Monitor unit incident activities for compliance with NPS safety policies.
- 32 • Coordinate and set priorities for unit suppression actions and resource
33 allocation.
- 34 • Keep Agency Administrators, suppression resources and Information
35 Officers informed of the current and expected situation.
- 36 • Plan for and implement actions required for future needs.
- 37 • Document all decisions and actions.

38 DOs will provide operational oversight of these requirements as well as any
39 specific duties assigned by fire managers through the fire operating plan. DOs
40 will not fill any ICS incident command functions connected to any incident. In

- 1 the event that the DO is required to accept an incident assignment, the FMO will
 2 ensure that another authorized DO is in place prior to the departure of the
 3 outgoing DO.

4 **Engine Operating Standards**

- 5 Current direction on the NPS Fire and Aviation vehicle program is at the NPS
 6 Fire Operations Sharepoint site
 7 [http://famshare.inside.nps.gov/wildlandfire/operations/fleetandfacilities/default.a](http://famshare.inside.nps.gov/wildlandfire/operations/fleetandfacilities/default.aspx)
 8 [spx](http://famshare.inside.nps.gov/wildlandfire/operations/fleetandfacilities/default.aspx).

9 **Vehicle Color and Marking**

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

18 **Engine Module Standards**

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

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

* At least one of which is FFT1 and ICT5 qualified.

** An ENGB is required for mobilization.

*** If the Water Tender is operated without an ENGB then it may only fill Non-Tactical missions as described in Chapter 14.

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

1 Lights and Siren Response

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

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

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

36 Vehicle Maintenance, Repairs and Replacement

37 Daily preventative maintenance checks, regular servicing, and prompt repairs,
38 and lifecycle replacement are critical to providing mission readiness,
39 performance, and safe operation.

1 Annual Safety Inspections, Scheduled Maintenance, and Daily Inspections

2 It is required to complete and document annual safety inspections, regularly
3 scheduled preventative maintenance and daily (or pre-trip) inspections for all
4 NPS wildland fire vehicles. Annual safety inspections must be documented on
5 Form 1520-35. Regularly scheduled preventative maintenance, unscheduled
6 maintenance and repairs for interior owned (I-plate) vehicles is recorded in
7 FBMS. Daily inspections must be recorded in the FEMPR (Fire Engine
8 Maintenance Procedure and Record).

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

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

18 Fixed Ownership Rates (FORs)

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

23 Equipment Bulletins and Equipment Alerts

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

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

1 **NPS Firefighter Target Physical Fitness Standards**

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

Fitness Activity	Age 18-29	Age 30-39	Age 40-49	Age 50 and Up
1.5-mile run	11:58	12:25	13:05	14:43
Sit-ups (1 minute)	40	36	31	26
Push-ups (1 minute)	33	27	21	15

- 6 The guide below may be used to adjust the 1.5-mile run times to compensate for
 7 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

8 **National Fire Operations Fitness Challenge**

- 9 The national fire operations fitness challenge encourages and recognizes
 10 achievement in physical fitness by NPS firefighters. The fitness challenge
 11 provides a common system by which NPS firefighters can measure current
 12 fitness, establish fitness goals, and track fitness improvement. The fitness
 13 challenge is voluntary, but NPS firefighters are encouraged to participate. The
 14 fitness challenge tests participants in four basic exercises - push-ups, pull-ups,
 15 sit-ups and a timed run of 1.5 miles. Test results are compiled into a final overall
 16 score. Unit and Regional offices are encouraged to support and recognize
 17 achievement in firefighter fitness. Specific information on the fitness challenge
 18 is located at <https://www.nifc.gov/training/trainingFitness.html>.

19 **Wildland Fire Uniform Standards**

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

- 23 The guideline states that superintendents administer the uniform program within
 24 their areas and are responsible for developing and communicating local uniform
 25 and appearance standards in accordance with DO-43, determining who will wear
 26 the uniform and what uniform will be worn and enforcing uniform and

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

23 Where appropriate and justified, fire funds may be applied to the purchase of
24 100 percent cotton tee shirts, sweatshirts, and ball caps, with appropriate logo
25 and color scheme, to augment the Nomex outerwear worn in conjunction with
26 project or wildland fire management incidents. Nomex outerwear will usually be
27 returned to the park's fire cache based on the tour of duty (end of season,
28 transfer to another park, etc.).

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

36 **Fire Management Credentials**

37 The NPS Fire and Aviation Management Credential Program is currently
38 suspended and undergoing a review.

1 NPS Use of WFDSS

2 The internet-based WFDSS will be the primary decision support documentation
3 platform for all NPS wildfires. Refer to Chapter 11 of the *Interagency Standards*
4 *for Fire and Fire Aviation Operations* for further guidance.

5 National Park Service Specific Qualifications and Qualifications Exceptions

6 Park superintendents who have potential wildland fire response in their park,
7 their designated acting superintendents, and supervisors of fire management
8 officers (FMOs) must attain and maintain the Agency Administrator (AADM)
9 qualification in the Incident Qualifications and Certification System (IQCS).
10 The qualification must be attained within two years of appointment to the
11 positions listed above. Requirements for the AADM qualification may be found
12 in the *Federal Wildland Fire Qualifications Supplement* hosted at
13 <https://www.nwcg.gov/publications/310-1>.

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

4 **Introduction**

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

15 **Agency Administrator Roles**

16 **Director**

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

20 **Chief, National Wildlife Refuge System**

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

28 **Regional Director**

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

- 1 Coordinator (RFMC) to represent the region on the Geographic Multi-Agency
 2 Coordinating Group (GMAC) and other duties as described in this chapter under
 3 the heading “Delegation of Authority.”

4 **Regional Chief and Refuge Supervisors**

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

10 **Project Leader/Refuge Manager**

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

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

21 **Management Performance Requirements for Fire Operations**

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief/ Refuge Supervisor	Project Leader/ Refuge Manager
<i>Policy</i>				
1. Ensure any standards developed are compliant with agency wildland fire policies.	X	X	X	X
2. Ensure use of fire funds is in compliance with department and agency policies.	X	X	X	X

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

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief/ Refuge Supervisor	Project Leader/ Refuge Manager
<i>Program Management</i>				
5. Provide a written Delegation of Authority to Zone Fire Management Officer (ZFMOs) giving an adequate level of operational authority. For zoned/area units, ensure all appropriate Agency Administrators have signed the delegation. When applicable, develop an Inter-refuge Agreement specifying reciprocal responsibilities of the Project Leader/Refuge Manager and the Zone FMO.				X
6. Ensure all fire management activities are supported by a current Fire Management Plan (FMP) with documented annual updates and are integrated with an approved Comprehensive Conservation Plan.	X	X	X	X
7. Ensure investigations and reviews are conducted for incidents, accidents, escaped prescribed fires, and near misses as described in Chapter 17 of <i>Fire Management Handbook</i> and Chapter 18 of <i>Interagency Standards for Fire and Fire Aviation Operations</i> .	X	X	X	X
8. 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

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief/ Refuge Supervisor	Project Leader/ Refuge Manager
9. Ensure master agreements with cooperators are valid and in compliance with agency policies, and Annual Operating Plans are current.		X	X	X
10. Ensure trespass actions are initiated and documented to recover cost of suppression activities, land rehabilitation, and damages to resources and improvements for all human-caused fires where liability can be determined, as per <i>Service Fire Management Handbook</i> .		X	X	X
11. Ensure Wildland Fire Decision Support System (WFDSS) is used to publish timely decisions and to provide decision support documentation for all fires that escape initial attack or initial response.		X	X	X
12. Convene and participate in annual fire meetings.			X	X
13. Participate as part of in-briefings and post fire closeouts on Type 1 and Type 2 fires and provide a written Delegation of Authority, WFDSS analysis, Agency Administrator briefings to Incident Management Teams.				X

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief/Refuge Supervisor	Project Leader/Refuge Manager
14. Ensure fire and fire aviation preparedness reviews are conducted annually in all unit offices. Ensure timely follow-up to fire management program reviews.			X	X
15. Ensure resource advisors are identified, trained, and available for incident assignment. Refer to the <i>Resource Advisor's Guide for Wildland Fire</i> (NWCG PMS 313, NFES 1831).				X
16. Personally visit at least one wildland fire each year.				X
17. Ensure appropriate management of Social/Political/Media resources and relationships affecting wildland fire.		X	X	X
18. Provide oversight to Emergency Stabilization (ES) and Burned Area Rehabilitation (BAR) processes and procedures.				X
<i>Training/Certification</i>				
19. Ensure only trained and certified fire and non-fire personnel are available to support fire operations at the local, geographic, and national levels.	X	X	X	X

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

1 Fire Management Staff Roles**2 National Office****3 Fire Director**

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

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

16 Regional Office**17 Regional Fire Management Coordinator (RFMC)**

18 The Regional Fire Management Coordinator provides leadership, direction,
19 coordination, training, planning, evaluation, and technical guidance for the
20 region and is available to provide assistance for intra-agency and interagency
21 wildland fire management needs. The RFMC will meet qualification
22 requirements established by IFPM for the position. The RFMC, through written
23 delegation by the Regional Director, is delegated authority to represent the
24 region on the GMAC. The RFMC is responsible for implementing the decisions
25 of the GMAC Group as they affect U.S. Fish and Wildlife Service areas. The
26 decisions of the GMAC include the prioritizing of incidents, Interagency
27 Master/statewide agreements and the allocation or reallocation of firefighting
28 resources to meet wildland fire management priorities.

29 Refuge**30 Zone Fire Management Officer (ZFMO)**

31 The ZFMO is responsible and accountable for providing leadership for the fire
32 management program. The ZFMO determines program requirements to
33 implement land use decisions through the FMP to meet land management
34 objectives. The ZFMO negotiates interagency agreements and as delegated,
35 represents the Agency Administrator on local interagency fire and fire aviation
36 groups. The ZFMO is responsible for coordinating with Agency Administrators
37 to annually review and update (as required) their respective Fire Management
38 Plans to comply with agency policy.

1 Fire Management Staff Performance Requirements for Fire Operations

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

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

PERFORMANCE REQUIRED	Fire Director	RFMC	Zone FMO
23. Annually updates and reviews the FWS <i>Line of Duty Death Response Handbook</i> and the <i>Agency Administrator's Guide to Critical Incident Management</i> .	X	X	X
24. Ensures that fire season severity predictions, weather forecasts, fire behavior predictors, and fire activity levels are monitored and communicated daily to all employees (hard copy, web page, email, radio, or fax).	X	X	X
25. Uses current National, Geographic, and Local Mobilization Guides and ensures standards are followed.	X	X	X
26. Ensures that reports and records are properly maintained according to FWS policies.	X	X	X
27. Ensures all job related accidents/incidents resulting in, or having the potential to cause fatalities, injuries, illnesses, property or environmental damage are reported and/or investigated. All such reports are electronically submitted through the Safety Management Information System (SMIS), SAFENET or SAFECOM as appropriate.		X	X
28. Ensures that current emergency medical response plan is in place and accessible.		X	X
Planning			
29. Develops and/or updates fire management plans and associated operational plans for approval by project leaders and regional fire and refuge staff (as determined by the region). Annually review FMPs per Service policy.			X
30. Responsible for the coordination of Remote Automated Weather Station (RAWS) maintenance, sensor calibration, and oversight of daily inputs.			X
Training			
31. Ensures IQCS accounts are established and training records maintained for Agency Administrators.		X	X

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

1 **National Fire Leadership Team**

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

- 1 • Form task groups, working teams, or other collections of subject matter
2 experts as needed to deal with specific tasks or long-term issues. These
3 groups or teams will each have a Leader who usually works in the subject
4 matter area with members assigned who may have the subject area as a
5 collateral duty. They will have representation from across the Service, and
6 will provide guidance or operational recommendations to the NFLT.

7 **Line Officer Team (LOT)**

8 The Line Officer Team (LOT) consists of representatives from each Region and
9 each level of the National Wildlife Refuge System (NWRS). Their primary
10 responsibility is to advise and promote a safe, effective and integrated fire
11 management program in the NWRS.

12 **Delegation of Authority**

13 **Regional Fire Management Coordinator**

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

- 18 • Serve as the Regional Director's authorized representative on geographic
19 area coordination groups, including MAC groups.
- 20 • Coordinate and establish priorities on uncommitted fire suppression
21 resources during periods of shortages.
- 22 • Coordinate logistics and suppression operations region-wide.
- 23 • Relocate agency wildland fire resources within the region based on relative
24 fire potential/activity.
- 25 • Correct unsafe wildland fire activities.
- 26 • Enter into agreements to provide for the management, fiscal, and
27 operational functions of combined agency operated facilities.
- 28 • Suspend prescribed fire activities when warranted.
- 29 • Give authorization to hire Emergency Firefighters (EFF) in accordance with
30 the DOI Pay Plan for Emergency Workers.
- 31 • Approve short-term fire severity funding expenditures not to exceed the
32 region's annual authority.

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

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

1 Inter-refuge Agreements

2 Inter-Refuge Agreements may be used when ZFMOs provide fire management
3 oversight to multiple refuges. This is in addition to the Delegation of Authority
4 from the Project Leaders/Refuge Managers to the ZFMO, and further defines the
5 roles and expectations between the ZFMO and Refuges. An example can be
6 found on the FWS Fire Operations Policy and Guidance SharePoint site.

7 Fire Duty Officer

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

- 12 • Monitor unit incident activities for compliance with FWS safety policies.
- 13 • Coordinate and set priorities for unit preparedness activities, incident
14 response and resource allocation.
- 15 • Keep Agency Administrators and resources informed of the current and
16 expected situation.
- 17 • Plan for and implement actions required for future needs.
- 18 • Document decisions and actions.
- 19 • FDOs will not fill Incident Command System (ICS) functions. If the FDO
20 needs to fulfil an ICS function, they must re-assign the FDO duties.

21 Wildland Fire Field Attire

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

25 Fire Severity Funding

26 Service specific fire severity funding guidance can be found in Chapter 10 of the
27 *Interagency Standards for Fire and Fire Aviation Operations* (NFES 2724),
28 Chapter 10 of the Service *Fire Management Handbook*, and the *Fire Business*
29 *Guide*, Severity Subactivity.

30 Fire Reporting

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

1 Individual Fire Report

2 An Individual Fire Report must be completed in the Fire Management
3 Information System (FMIS) for the following types of fires or treatments within
4 15 days after the fire is declared out or treatment is complete:

- 5 • All wildland fires on Service lands;
- 6 • Support actions;
- 7 • Fires suppressed on other lands under an agreement;
- 8 • All false alarms;
- 9 • Natural outs (by natural out definition); and
- 10 • Non-fire treatments completed with fuels funding.

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

15 Reports are required regardless of who takes action, e.g., force account,
16 cooperator, or contractor. When actions are taken on a cooperative fire, the
17 agency having jurisdiction over the land on which the wildfire occurs will file a
18 complete report to record and bill for assistance when necessary.

19 Fish and Wildlife Service Use of WFDSS

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

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

26 Final Wildland Fire Record

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

- 28 • FMIS data entry (required)
- 29 • Narrative
- 30 • WFDSS
- 31 • Incident Action Plan(s)
- 32 • Daily weather forecasts and spot weather forecasts
- 33 • Cumulative fire map showing acreage increase by day
- 34 • Total cost summary
- 35 • Monitoring data (Wildland Fire Observation Records)
- 36 • Critique of fire projections on Incident Action Plan

1 Physical Fitness and Conditioning

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

17 Training**18 Agency Administrator Training**

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

- 23 • Refuge Managers/Project Leaders with Service lands under their
24 jurisdiction which require the development and maintenance of a Fire
25 Management Plan must attend *Fire Program Management – An Overview*
26 (*M-581*), or may upon concurrence of the RFMC, attend the *Prescribed*
27 *Fire Workshop for Agency Administrators* offered by the National
28 Interagency Prescribed Fire Training Center.
- 29 • Projects leaders/refuge managers who oversee or have the potential to
30 oversee complex fire management programs should consult with their
31 RFMC about attending *Fire Program Management – Leading Complex*
32 *Programs* (*M-582*).
- 33 • Field supervisors who may approve prescribed fire plans must attend *Fire*
34 *Program Management – An Overview* (*M-581*), or may upon concurrence
35 of the RFMC, attend the *Prescribed Fire Workshop for Agency*
36 *Administrators* offered by the National Interagency Prescribed Fire Training
37 Center.
- 38 • Regional Chiefs, Regional Refuge Supervisors, and Refuge
39 Managers/Project Leaders must complete periodic refresher training as
40 determined by their supervisor in consultation with the RFMC. Refresher
41 training options may include attending fire management
42 training/workshops, trainee experiences, or mentoring.

- 1 • Guidance for use of the agency qualification for Agency Administrators
- 2 (AADM) can be found in the *Federal Wildland Fire Qualifications*
- 3 *Supplement*.

4 **Zone Fire Management Officer Training**

5 All ZFMOs are required to attend the M-581, *Fire Program Management – An*

6 *Overview* course, either as a student or as a member of the instructor cadre. If

7 attending as an instructor, the ZFMO must be present for the entire course. See

8 IFPM requirements.

9 **FWS Firefighter General Training Requirements**

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

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

11 ***Administratively Determined (AD) and EFF Required Training***

- 12 • First Aid/CPR (every 2 years)
- 13 • Defensive driving (every 3 years)

14 **Fish and Wildlife Service Specific Qualifications**

15 Guidance regarding agency-specific qualifications that are not contained in the

16 *National Incident Management System (NIMS) Wildland Fire Qualifications*

17 *Guide* (NWCG PMS 310-1) can be found in the *Federal Wildland Fire*

18 *Qualifications Supplement*. For qualifications with agency standards which

19 exceed minimums established in the PMS 310-1, refer to the Service Fire

20 Management Handbook.

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

22 **Standard**

23 To ensure safe and efficient suppression operations, all FWS fire resources will

24 use a standard GPS datum and latitude/longitude (coordinate) format when

25 communicating GPS references. The standard datum is WGS84, and the

26 standard coordinate format is Degrees Decimal Minutes (DDM). For other

27 activities (e.g., mapping, fire reporting, planning), agency standards will apply.

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

4 **Introduction**

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

12 **Vision and Objectives for Fire Management**

13 The vision of the Forest Service's Fire and Aviation Management program is to
14 safely and effectively extinguish fire, when needed; use fire where allowable;
15 manage our natural resources; and as a Nation, live with wildland fire. The
16 following objectives support this vision:

- 17 • Risk Management and Risk Reduction – Assure management of risk to
18 people, communities and natural and cultural resources is the fundamental
19 principle used to make informed decisions in all fire management programs.
20 Minimize the risk to people, communities and natural and cultural resources
21 by assessing the potential benefits of actions, severity of concerns, and
22 probabilities of occurrences to reduce risk.
- 23 • Ecological – Meet the Forest Service mission through the use of fire
24 management programs to protect people and communities, conserve natural
25 and cultural resources, and maintain and restore ecological health.
- 26 • Collaboration – Implement the wildland fire management program through
27 collaboration and partnerships.
- 28 • Learning – Learn from science, and ours and our partners' experiences, to
29 improve fire management programs.
- 30 • Empowerment – Employees are expected and empowered to be creative and
31 decisive, to exercise initiative and accept responsibility and use their
32 training, experience, and judgement to implement the agency's mission.

33 **Foundational Doctrine**

34 The vision of the Forest Service's Fire and Aviation Management program is to
35 use a doctrinal approach based on leadership, operations and risk management.
36 To support this vision, Forest Service policy is to:

- 37 • Take all response actions to ensure the safety of firefighters, other
38 personnel, and the public regardless of cost or resource loss; no resource or
39 facility is worth the loss of human life.

- 1 • The intent of wildfire response is to protect human life, property, and
2 achieve protection and natural resource management objectives established
3 in Land and Resource Management Plans.
- 4 • Leadership principles are the foundational doctrine on which fire and
5 aviation management operations will be based.

6 A doctrinal approach goes beyond strict compliance with procedural rules, and
7 promotes risk-based application of wildland fire management principles to
8 improve decision making and firefighter safety. Foundational doctrine has been
9 codified in Forest Service Manual 5100 direction and will guide fundamental
10 wildland fire management policy, practices, behaviors, and customs to be
11 mutually understood at every level of command.

12 Under this doctrinal approach:

- 13 • Employees are expected and empowered to be creative and decisive, to
14 exercise initiative and accept responsibility, and to use their training,
15 experience, and judgment in decision-making to carry out their leader's
16 intent.
- 17 • Employees are expected and empowered to make reasonable and prudent
18 decisions to accomplish the agency mission while minimizing unnecessary
19 risk.

20 **Mission**

- 21 • The Forest Service is prepared and organized to support national and
22 international emergencies with trained personnel and other assets when
23 requested.
- 24 • Agency employees respond when they come across situations where human
25 life is immediately at risk or there is a clear emergency, and they are
26 capable of assisting without undue risk to themselves or others.
- 27 • Support for local fire emergencies takes priority over accomplishment of
28 local resource targets. Support of non-local fire emergencies will be at the
29 discretion of the local line officer, as bounded by agency agreements and
30 Regional or National direction.
- 31 • A cooperative relationship between the Forest Service and other agencies is
32 essential. The Forest Service is committed to honor its part of the joint
33 responsibility to develop and maintain effective working relationships with
34 its intergovernmental cooperators.

35 **Wildland Fire Response Principles**

- 36 • Response to wildland fire is based on the ecological, social, and legal
37 consequences of fire. The circumstances under which a fire occurs, and the
38 likely consequences to firefighter and public safety and welfare, natural and
39 cultural resources, and values to be protected dictate the appropriate
40 management response to fire.

- 1 • Response to wildfire in the Wilderness focuses on the natural ecological
2 role of fire and activities are conducted in a manner compatible with overall
3 wilderness management objectives.
4 • Success is achieving reasonable objectives with the least firefighter risk
5 necessary while enhancing stakeholder support for our management efforts.

6 **Leadership and Accountability**

- 7 • All levels of leadership must communicate a clear vision of Agency goals
8 and management principles, ensuring they are shared and understood by all
9 levels of the organization.
10 • All levels of leadership must express clear intent concerning roles and
11 responsibilities to ensure wildfire response assignments are appropriate,
12 risk-based and effective.
13 • Leaders regularly monitor operations for safety, efficiency and
14 effectiveness, and take action when there is recognition of exceptional or
15 problematic employee performance.

16 **The Operational Environment**

17 ***Risk Management***

18 The wildfire response environment is complex and possesses inherent hazards. It
19 should be recognized that even with reasonable risk mitigations responses can
20 result in harm to firefighters.

- 21 • The Forest Service is committed to the aggressive management of risk.
22 • Apply a risk management process to minimize unnecessary risk in wildfire
23 response while maximizing the opportunities to achieve management
24 objectives.
25 • Maintaining state of the art decision support systems based on the best
26 available science is essential for making sound decisions on how to manage
27 all wildland fire to achieve Land and Resource Management Plan
28 objectives, including public and Agency personnel safety.

29 **Operations**

30 Every wildfire response operation is directed toward clearly-defined, decisive,
31 and obtainable objectives.

32 ***Wildfire Response***

- 33 • When it is time to engage a wildfire, do so in a manner that is appropriate,
34 risk-based, and effective.
35 • Command and control will be decentralized to cope with the unpredictable
36 nature of wildfire. To achieve leader's intent and accomplish operational
37 objectives, subordinate commanders must make decisions on their own
38 initiative, and coordinate their efforts to maintain unity of effort.
39 • Judgement in combination with principles and rules will guide wildfire
40 response practices and actions.

- 1 • Rapid deployment and appropriate concentration of wildfire response
2 resources at the decisive time and place are essential to successful wildfire
3 response actions.
- 4 • Maintaining a high capability to ensure effective initial attack is essential to
5 public and firefighter safety, accomplishment of management objectives,
6 and cost containment.
- 7 • The interdependence of wildland fire jurisdictions requires the
8 collaborative, proactive engagement of cooperators, partners, and the public
9 in response activities.

10 **Risk Management Protocol**

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

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

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

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

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

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

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

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

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

5 **Specific Line Officer Responsibilities for Fire and Aviation at the Field**

6 **Level**

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

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

21 **Responsibilities**

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

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

3 **Preparedness**

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

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

40 **Wildfire Response**

- 41 • Ensure use of fire funds is in compliance with Agency policies.
- 42 • WFDSS will be used to approve and publish decisions on all fires. See
43 Chapter 11 for the fire criteria that require a published decision.

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

22 Responsibilities and Oversight

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

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

¹Authority may be retained at the Regional Forester level.

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

13 **Safety**

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

25 **Fuels**

- 26 • Plan and implement a hazardous fuels management and prescribed fire
- 27 program applying principles and policy elements described in FSM 5100
- 28 and 5140 and guided by the goals described in the National Cohesive
- 29 Wildland Fire Strategy.
- 30 • Complete a fuels treatment effectiveness assessment on all wildfires which
- 31 start in or burn into a fuel treatment area.
- 32 • Enter results of the assessment in the Fuels Treatment Effectiveness
- 33 Monitoring (FTEM) database found at www.nwportal.fs.usda.gov within 90
- 34 days of control of the fire. Reference FSM 5140.

35 **Prescribed Fire**

- 36 • Provide program leadership by visiting prescribed fire treatment projects
- 37 and providing leader's intent to prescribed fire personnel.
- 38 • Ensure compliance with National and Regional Office policy and direction
- 39 for prescribed fire activities and ensure that periodic reviews and
- 40 inspections of the prescribed fire program are completed.
- 41 • Ensure a Prescribed Fire Plan is written and approved for each project prior
- 42 to implementation in accordance with the *Interagency Prescribed Fire*

- 1 *Planning and Implementation Procedures Guide* (PMS 484) available at
2 <https://www.nwcg.gov/publications/484>.
- 3 • Review and approve Prescribed Fire Plans:
- 4 ○ Ensure that the prescribed fire plan has been reviewed and
5 recommended by a qualified technical reviewer.
- 6 ○ Ensure that prescribed fire plans are designed to achieve desired
7 conditions as described in Land and Resource Management Plans and
8 project-specific NEPA decision document.
- 9 • Approve Prescribed Fire Plans:
- 10 ○ Minimum qualifications for Forest Supervisors, District Rangers, other
11 Line Officers and formally delegated “Acting” Line Officers to approve
12 prescribed fire plans are:
- 13 ▪ Completing a National or Regional Fire Management Leadership
14 course, or
- 15 ▪ Completing an Agency Administrator Workshop at the National
16 Prescribed Fire Training Center, or
- 17 ▪ Qualifying in a Type 1 or 2 Command and General Staff position
18 (currency not required), or
- 19 ▪ Qualifying as a Prescribed Fire Burn Boss (RXB1 or RXB2) or
20 Prescribed Fire Manager (RXM1 or RXM2) (currency not
21 required).
- 22 ○ Attending an agency administrator session at the National Prescribed
23 Fire Training Center (PFTC) may be substituted for the minimum
24 training requirement for approving prescribed fire plans only.
- 25 ○ Authority to approve prescribed fire plans is held at the Forest
26 Supervisor level but may be delegated in writing to other qualified line
27 officers or staff. Delegations should be based on meeting the minimum
28 training or experience described above and demonstrated ability.
29 Documentation that supports the delegated authorities should be
30 included in the individuals training records.
- 31 ○ Approve prescribed fire plan amendments and determine the need for
32 additional technical review of proposed plan amendments prior to
33 approval.
- 34 • If more than one year has elapsed since a prescribed fire plan was last
35 approved, the plan will be reviewed, updated as necessary, and re-approved
36 before implementation.
- 37 • Authorize ignition of prescribed fire as delegated and adhere to procedures
38 as described in 5140 for Regional and/or National level approvals for
39 initiation of new and continued prescribed fire activities at National
40 Preparedness levels 4 and 5 or when forecast National Fire Danger Rating
41 System adjective ratings are at “Extreme” category. Report all instances of
42 prescribed fires resulting in a wildfire declaration and/or air quality Notice-
43 of-Violation as required in FSM 5140.

1 Agency Administrator Roles and Responsibilities for Incident Management**2 Agency Administrator Core Competencies**

3 Core competencies include:

- 4 • Risk management
- 5 • Incident management processes
- 6 • WFDSS and other decision support tools
- 7 • Social, political economic impacts
- 8 • Collaboration with partners and stakeholders

9 For access to the Learning Action Plan, Pathways Chart and additional
10 information, a copy of the *Line Officer Desk Reference for Fire Program*
11 *Management* can be downloaded at <https://wfmrda.nwcg.gov>.

12 Agency Administrator Certification Program

13 The following principles will guide certification of Agency Administrators in
14 wildfire management:

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

30 Agency Administrators will be evaluated in three basic areas:

- 31 • Training;
- 32 • Background and experience; and
- 33 • Demonstrated understanding of concepts and principles as outlined in the
34 Learning Action Plan.

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

1 **Guidelines**

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

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

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

- 10 • **Training:** M-581 *Fire Program Management – An Overview*; or M-582
11 *Fire Program Management – Leading Complex Programs*; and WFDSS
12 training.
- 13 • **Background and Experience:**
- 14 ○ Successful management of a minimum of one Type 3 or higher fire.
15 Consider duration, complexity and size of the fire.
- 16 ○ Management oversight of a low-complexity fire program and/or
17 experience as an Agency Administrator or representative.
- 18 ○ Applicable experience in all-hazard or other incident oversight may be
19 considered in lieu of this experience.
- 20 ○ Consider career fire experience.
- 21 • **Demonstrated Ability:** Successful evaluation by a coach (including
22 feedback from ICs or ACs) that the candidate has demonstrated
23 understanding and application of the responsibilities of an Agency
24 Administrator on smaller low-complexity fires with a basic understanding
25 of the elements of the core competencies.

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

- 29 • **Training:** M-581 *Fire Program Management – An Overview*; or M-582
30 *Fire Program Management – Leading Complex Programs*; and WFDSS
31 training.
- 32 • **Background and Experience:**
- 33 ○ Successful management of a minimum of one Type 2 or higher fire, or
34 one successful higher complexity fire (Type 1). Duration, complexity
35 and size of the fire should be considered.
- 36 ○ Management oversight of a moderate-complexity fire program, or
37 experience as an Agency Administrator or Representative on Type 2 or
38 higher fires.
- 39 ○ Applicable experience in all-hazard or other incident oversight may
40 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/Representative on moderate to large complex fires in the core
5 competencies, and other elements that may be relevant.
- 6 **Advanced Level** – The Agency Administrator could manage a high complexity
7 fire. The Agency Administrator needs to be certified at the Journey Level, and
8 should meet the following:
- 9 • **Training:** M-582 *Fire Program Management – Leading Complex*
10 *Programs*; and WFDSS training.
- 11 • **Background and Experience:**
- 12 ○ Successful management of several Type 1 or 2 fires (at least one is a
13 Type 1 fire), depending on fire experience. Duration, complexity, and
14 size of the fires should be considered.
- 15 ○ Management oversight of a moderate to high-complexity fire program.
- 16 ○ Applicable experience in all-hazard or other incident oversight may
17 also be considered in lieu of other guidelines.
- 18 • **Demonstrated Ability:** Successful evaluation by a coach (including
19 feedback from ICs or ACs) that the candidate has demonstrated
20 understanding and application of the responsibilities of an Agency
21 Administrator on large complex fires in the core competencies, and other
22 elements that may be relevant.

23 Evaluation Process

- 24 • Every trainee will receive an evaluation from a certified Agency
25 Administrator/Agency Administrator Representative or coach using the
26 Learning Action Plan identified in the *Line Officer Desk Reference for Fire*
27 *Program Management*.
- 28 • Individuals involved in a shadow assignment should receive creditable
29 experience through documentation.
- 30 • The purpose of the Learning Action Plan is to provide consistency for the
31 Agency Administrator Coach/Evaluator to evaluate trainees and document
32 their demonstrated abilities to achieve the core competencies, which will be
33 used as a component to achieve the next level certification.
- 34 • Every trainee will complete a Learning Action Plan for evaluation from an
35 Agency Administrator/Agency Administrator Representative or coach using
36 the Learning Action Plan form as identified in the *Line Officer Desk*
37 *Reference for Fire Program Management*.

38 Creditable work experiences to achieve and maintain certification levels:

- 39 • Coaching
- 40 • Regional Forester Representative (RFR)
- 41 • Acting Agency Administrator/Representative assignments
- 42 • Shadow assignments

- 1 Training opportunities to achieve and maintain core competencies:
- 2 • Upper levels of fire leadership and fire management courses;
 - 3 • Function as the Line Officer in sand table exercises and training simulations
 - 4 in S-420, S-520, and other fire courses;
 - 5 • Participate in advanced risk management training;
 - 6 • Get assigned to a Type 1 or Type 2 team as a training assignment (e.g.,
 - 7 shadow plans) and see the world from their viewpoint;
 - 8 • WFDSS training (see the WFDSS homepage <https://wfdss.usgs.gov> for
 - 9 training materials and the WFM RD&A Line Officer Resources page for
 - 10 Agency Administrator specific refresher training materials
 - 11 <https://wfmrda.nwcg.gov/>);
 - 12 • Include risk management and fire management topics during annual line
 - 13 officer meetings;
 - 14 • Attend staff rides (staff rides need to include a stand that portrays the line
 - 15 officer perspective);
 - 16 • Participate in prescribed fires and/or attend prescribed fire training;
 - 17 • Participate in other leadership and/or decision-making training;
 - 18 • Attend L-580 *Leadership is Action*.

19 **Currency**

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

24 **Guidance on the Selection of Coaches**

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

28 Criteria for individuals serving as Coaches are as follows:

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

34 **Definitions**

35 **Agency Administrator:** An individual with the delegated authority for an
36 incident.

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

- 1 **Shadow:** An individual that does not perform the duty of Agency
2 Administrator/Representative, but observes a qualified, designated Agency
3 Administrator/Representative.
- 4 **Agency Administrator Trainee:** An Agency Administrator working on
5 certification by performing the role under the supervision and authority of the
6 Agency Administrator and/or Representative.
- 7 **Coach/Shadow Team:** A team comprised of a qualified Coach and group of
8 Shadows who may travel to multiple incidents and support sites to increase their
9 level of understanding.
- 10 **Acting Agency Administrator:** An individual acting in an Agency
11 Administrator roll certified at the level required by the incident complexity and
12 delegated authorities to provide relief and support.
- 13 **Regional Forester Agency Administrator Representative:** A representative
14 that carries out roles and responsibilities as delegated.

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

17 **Preparedness**

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

- 1 • Provide fire personnel with adequate guidance, training, and decision-
- 2 making authority to ensure timely decisions.
- 3 • Develop and maintain agreements, annual operating plans, and contracts on
- 4 an interagency basis to increase effectiveness and efficiencies.
- 5 • Develop, maintain, and annually evaluate both the FMRS and Spatial Fire
- 6 Planning in WFDSS to ensure accuracy and validity.
- 7 • Ensure budget requests and allocations reflect preparedness requirements
- 8 from the program of work and support objectives from the LRMP.
- 9 • Develop and maintain current operational plans (e.g., dispatch, pre-attack,
- 10 prevention).
- 11 • Ensure that reports and records are properly completed and maintained.
- 12 • Ensure fiscal responsibility and accountability in planning and expenditures.
- 13 • Assess, identify, and implement program actions that effectively reduce
- 14 unwanted wildland fire ignitions and mitigate risks to life, property, and
- 15 resources.
- 16 • Work with cooperators to identify processes and procedures for providing
- 17 fire adapted communities within the wildland urban interface.

18 **Wildfire Response**

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

1 Safety

- 2 • Ensure completion of a Job Hazard Analysis (JHA) for fire and fire aviation
- 3 activities, and implement applicable risk mitigation measures.
- 4 • Ensure work/rest and Length of Assignment guidelines are followed during
- 5 all fire and aviation activities. Deviations are approved and documented.
- 6 • Initiate, conduct, and/or participate in fire management related reviews and
- 7 investigations.
- 8 • Monitor fire season severity predictions, fire behavior, and fire activity
- 9 levels. Take appropriate actions to ensure safe, efficient, and effective
- 10 operations.

11 Prescribed Fire

- 12 • Ensure a written, approved burn plan exists for each prescribed fire project.
- 13 • Prepare and implement all prescribed fire plans in accordance with the
- 14 *Interagency Prescribed Fire Planning and Implementation Procedures*
- 15 *Guide* (PMS 484) available at <https://www.nwcg.gov/publications/484>.
- 16 • Ensure that the Prescribed Fire Burn Boss assigned to each project is
- 17 qualified at the appropriate level as determined by project complexity (see
- 18 the *Interagency Prescribed Fire Planning and Implementation Procedures*
- 19 *Guide* at <https://www.nwcg.gov/publications/484> for specific guidance).
- 20 • Review and update all prescribed fire plans as necessary to comply with
- 21 policy or procedures and submit to agency administrator for review and
- 22 approval.
- 23 • Submit amendments to prescribed fire plans to the agency administrator for
- 24 approval.
- 25 • If more than one year has elapsed since approval, a prescribed fire plan will
- 26 be reviewed to ensure assumptions are still valid and conditions have not
- 27 changed, updated as necessary, and resubmitted to the agency administrator
- 28 for approval.

29 Fire and Aviation Management (FAM) Duty Officer

30 Each Forest or Grassland Fire Management Officer or Assistant Fire
31 Management Officer will perform the duties of a FAM Duty Officer (DO) for
32 their unit, or will provide a delegated DO, during any periods of predicted or
33 actual incident activity. Individuals performing as DO must have the approval of
34 the unit's Agency Administrator and meet the minimum NWCG qualifications
35 as identified in the FS-FAQG Chapter 4.
36 https://www.fs.fed.us/fire/publications/FSFAQG_Chapter4_Dec2016.pdf

37 The required duties for all DOs are:

- 38 • Serve as the unit's primary contact with Dispatch for both on and off-unit
- 39 assignments.
- 40 • Monitor unit incident activity for compliance with Forest Service risk
- 41 management practices.

- 1 • Coordinate and set priorities for unit suppression actions and resource
2 allocation.
 - 3 • Keep 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 key decisions and actions.
- 7 DOs will perform the above duties in addition to any unit specific duties
8 assigned by the unit's Agency Administrators or fire managers through a
9 delegation of authority or unit operating plan.
- 10 In the event that the DO is required to accept an incident assignment, the
11 outgoing DO must transition with another qualified and approved DO.
- 12 Use of District/Zone DOs is intended to manage span of control. When assigned
13 to the DO role, DOs will not concurrently perform any ICS command or
14 operational functions directly connected to an incident.
- 15 DO staffing levels may vary based on locally determined metrics such as fire
16 danger, local area Planning Level, predicted incident activity, prescribed fire
17 implementation, and/or span of control.

18 **Fire Management Position Requirements**

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

24 **Structure Exposure Protection Principles**

25 **Mission and Role**

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

37 Forest Service leadership will express clear and concise "leader's intent" to
38 ensure structure protection assignments are managed safely, effectively, and

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

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 to firefighters
15 and publics, fire behavior, values at risk including natural resources,
16 availability of firefighting resources, and jurisdictional authorities.
- 17 • The use of wildland tactics in the WUI, when risks are mitigated, will be
18 based on the objectives of preventing wildfire from reaching areas of
19 structures and/or reducing the intensity of fire that does reach structures.
- 20 • Structure protection will be limited to the use of standard wildfire response
21 tactics including the use of standard equipment, fire control lines, and the
22 extinguishment of spot fires near or on the structure when safe and
23 practical.
- 24 • The Forest Service will be proactive in developing agreements with
25 interagency partners to clarify its structure protection policy.
- 26 • The Forest Service structure protection role is based on the assumption that
27 other Departments and agencies will fulfill their primary roles and
28 responsibilities. The Forest Service will not usurp individual, local, or state
29 responsibility for structure protection.
- 30 • Prior to task implementation, a specific structure protection role briefing
31 will be accomplished.

32 **Tactical Applications**

33 ***Structure Protection Definition***

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

40 ***USFS Role***

41 As documented in a Forest Service doctrinal principle, “Agency employees
42 respond when they come across situations where human life is immediately at

1 risk or there is a clear emergency, and they are capable of assisting without
2 undue risk to themselves or others.” This principle serves as a foundational basis
3 for the roles employees play in structure protection.

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

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

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

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

- 33 • “Wrap” or set up and administer sprinklers around privately owned
34 structures.
- 35 • Remove fuels immediately surrounding a structure such as brush,
36 landscaping, or firewood.

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

- 1 The Forest Service shall not:
- 2 • Take direct suppression actions on structures other than those that tactically
 - 3 reduce the threat of fire spread to them.
 - 4 • Enter structures or work on roofs of structures for the purpose of direct
 - 5 suppression actions.
- 6 In consideration of Forest Service owned or leased structures outside of
- 7 structure fire protection areas these same policies apply. The use of Firewise
- 8 principles and aggressive fire prevention measures will be employed for Forest
- 9 Service structures at every opportunity.
- 10 If a Forest Service structure is determined to be at risk, “wrapping” or other
- 11 indirect protection methods for the structure can be authorized by the Agency
- 12 Administrator. Documentation of these decisions needs to be placed in the fire
- 13 documentation package and the unit files. Any employee engaged in “wrapping”
- 14 or other indirect methods of protection operations will be thoroughly briefed and
- 15 trained in correct safety and personal protection equipment procedures,
- 16 especially if the use of ladders or climbing on the structure is necessary. In any
- 17 case, the Forest Service holds that no structure is worth the risk of serious injury
- 18 to an employee in an attempt to protect that structure or facility from fire.

19 ***Local Government Role***

20 Local government has the responsibility for emergency response, including

21 structure protection, within their jurisdiction. This responsibility is usually found

22 within the fire agencies’ charter and is substantiated by tax dollar revenue (sales

23 and/or property tax).

24 ***Cost***

25 Local governments assume the financial responsibility for emergency response

26 activities, including structure protection, within their jurisdictions. Local

27 government will order resources deemed necessary to protect structures within

28 their jurisdiction. Local agencies will not be reimbursed for performing their

29 responsibilities within their jurisdiction.

30 ***Tactical Operating Principles***

31 When engaging in structure protection activities, as defined above, Forest

32 Service personnel will apply the following principles:

- 33 • The first priority for all risk-decisions is human survival, both of firefighters
- 34 and the public.
- 35 • Incident containment strategies specifically address and integrate protection
- 36 of defensible improved property and wildland values.
- 37 • Direct protection of improved property is undertaken when it is safe to do
- 38 so, when there are sufficient time and appropriate resources available, and
- 39 when the action directly contributes to achieving overall incident objectives.
- 40 • Firefighter decision to accept direction to engage in structure protection
- 41 actions is based on the determination that the property is defensible and the

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

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Chapter 6
BIA Program Organization and Responsibilities

Bureau of Indian Affairs Fire Management Policy

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

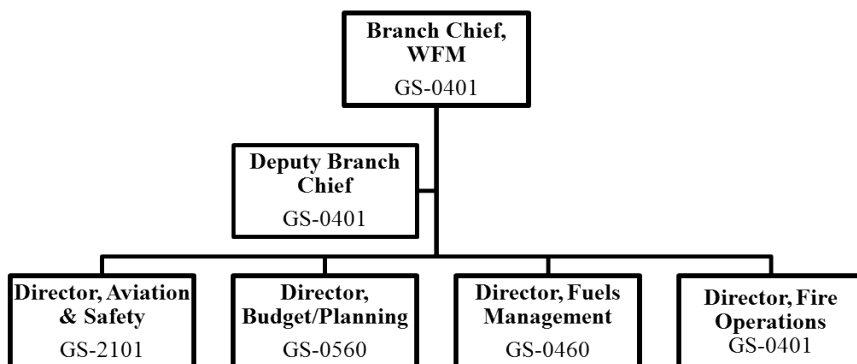
BIA Mission

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

BIA Fire Operations Website

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

Branch of Wildland Fire Management Organization



1 Agency Administrator's Roles

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

5 Director, Bureau of Indian Affairs

6 Responsible for the implementation of an effective WFM program:

- 7 • Responsible for implementation of policies and recommendations in the
8 Federal Wildland Fire Management Policy;
- 9 • Adopts and establishes wildfire prevention policies to protect Indian Lands
10 and Indian natural resources from human-caused wildfires;
- 11 • Ensures compliance and capacity to comply with statutes, regulations, IA
12 policy, and Department of the Interior (DOI) policy applicable to the
13 prevention of human-caused wildfires on Indian Lands;
- 14 • Represents Indian Affairs on the Federal Fire Policy Council; and
- 15 • Approves national level cooperative wildland fire management agreements
16 with other Federal agencies and interagency wildland fire coordinating
17 groups.

18 Director, Office of Trust Services

- 19 • Implements the policies and recommendations in the Federal Wildland Fire
20 Management Policy and Program Review Report;
- 21 • Reviews and recommends national wildfire prevention policy for Indian
22 Country;
- 23 • Coordinates wildfire prevention activities among and between Office of
24 Trust Services programs;
- 25 • Coordinates with Division Directors to ensure consistent implementation of
26 wildfire prevention policies;
- 27 • Provides for the coordination of wildland fire management activities with
28 other Federal, state, and non-government fire protection agencies; and
- 29 • Represents Indian Affairs in Interior Fire Executive Council and Fire
30 Executive council.

31 Division Chief, Forestry and Wildland Fire Management

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

33 Branch Chief, Wildland Fire Management

- 34 Responsible to recommend policies and standards for firefighter safety, training,
35 prevention, suppression and use of wildland fires on Indian Trust lands.
- 36 • Recommends policies, standards and guidance to the Bureau Director on the
37 use of prescribed fire and fuels management to achieve fuels management
38 and resource management objectives;
 - 39 • Integrates wildland fire management into natural resource management;
 - 40 • Establishes wildland fire management position competencies, standards and
41 minimum qualifications for fire management officers, wildland fire
42 specialists and leaders based on federal interagency standards;

- 1 ● Implements national fire programs and activities including: current planning
2 model, preparedness, fuels management, community assistance, prevention,
3 emergency wildland fire operations, post fire activities, medical standards,
4 and Interagency Fire Program Management Qualifications (IFPM);
- 5 ● Reviews and evaluates regional wildland fire management programs;
- 6 ● Represents or delegates representation for Indian Affairs in the coordination
7 of overall wildland fire management activities at the National Interagency
8 Fire Center (NIFC) and coordinates Indian Affairs representation on intra-
9 and interagency wildland fire committees, groups and working teams,
10 which include but are not limited to:
 - 11 a. National Wildfire Coordinating Group (NWCG)
 - 12 b. Fire Management Board
 - 13 c. Executive Aviation Committee (EAC)
 - 14 d. National Interagency Aviation Council (NIAC)
 - 15 e. Interior Fire Executive Council
 - 16 f. National Multi-Agency Coordinating Group (NMAC)
 - 17 g. Information Technology Management Advisory Board (ITAB)
- 18 ● In conjunction with other Federal Fire Directors, establishes priorities for
19 assignment of critical resources during wildland fire emergencies;
- 20 ● Initiates or participates in boards of review concerning actions taken on
21 selected wildland fires;
- 22 ● Oversees prevention policy development and evaluates impacts on other
23 wildland fire programs;
- 24 ● Provides policy and procedural guidance to Regional Directors to achieve
25 wildland fire prevention and education objectives;
- 26 ● Negotiates cooperative agreements and/or modification of existing national
27 level agreements to improve wildland fire management activities on Indian
28 trust and restricted lands;
- 29 ● Develops policies and standards for firefighter safety, equipment and
30 training for the prevention, investigation, suppression and use of wildland
31 fires on Indian trust and restricted lands;
- 32 ● Reviews funding requests for fuels management, prevention, community
33 assistance, facility construction, subsidiary and rehabilitation requests;
34 makes determinations on funding levels and recommends approval to the
35 Director, Office of Trust Services, based on guiding principles in the
36 Federal Fire Policy, National Fire Plan (NFP), supporting documents and
37 Secretarial directives;
- 38 ● Approves and makes determination of funding levels for severity and post
39 fire activity requests; and
- 40 ● Oversees the national casual and vendor payment programs for emergency
41 incident payments.

1 BIA Fire Leadership Team

2 The BIA, Branch of Wildland Fire Leadership Team (FLT) provides national
3 level direction and guidance to the Bureau's Wildland Fire Management
4 program. The team is accountable to the Chief, Division of Forestry and
5 Wildland Fire Management. The FLT provides guidance on the development of
6 national level policy related to the Wildland Fire management program and
7 oversees budget formulation activities and execution of the annual Bureau
8 Wildland Fire budget.

- 9 ● The FLT membership is comprised of senior leadership within the Branch
10 of Wildland Fire Management.
- 11 ● The Chief, Division of Forestry and Wildland Fire management, and the
12 Branch Chief of Forest Resources Planning are ad-hoc members.
- 13 ● The team includes a Regional Fire Management Officer to provide regional
14 context on field-level topics having national implication.
- 15 ● A Tribal representative facilitates Tribal engagement and supports
16 consultation requirements when necessary.

17 Regional Directors

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

- 21 ● Oversees allocation model implementation, preparedness, fuels
22 management, community assistance, prevention, emergency wildland fire
23 operations, post fire activities, medical standards, and IFPM standards;
- 24 ● Develops regional level cooperative fire protection agreements;
- 25 ● Ensures that wildfire prevention needs are met;
- 26 ● Ensures that activities and/or plans reflect a commitment to firefighter and
27 public safety and the reduction of property loss;
- 28 ● Integrates wildland fire prevention program evaluations into fire readiness
29 reviews conducted at Tribal and agency locations;
- 30 ● Submits funding requests to Director of Operations, Branch of Fire
31 Management for severity, fuels management, prevention, community
32 assistance, facility construction, subsidiary and post fire activities;
- 33 ● Ensures prevention needs are included in national long-term severity
34 requests;
- 35 ● Directs regional movement of fire management personnel and equipment to
36 meet emergency needs;
- 37 ● Oversees wildland fire prevention management programs within the region;
- 38 ● Develops regional directives for standards and additional procedural policy,
39 as needed, for wildland fire prevention planning, operational
40 implementation, evaluation and fiscal accountability;
- 41 ● Determines when a critical fire situation has exceeded agency capability and
42 ensures that qualified personnel take immediate charge of fire suppression

- 1 activities; requests assistance when the wildfire situation exceeds the
2 capability of the region's resources;
- 3 ● Certifies funding authorizations submitted by agency offices for estimated
4 costs exceeding \$5,000,000, and approves all decisions in WFDSS for fires
5 exceeding \$5 million dollars;
 - 6 ● Approves decisions over \$10 million dollars as delegated by the Bureau
7 Director. Notifies the Bureau Director when individual fires are anticipated
8 to exceed \$10 million dollars in cost;
 - 9 ● Approves all initiation or continuance of prescribed fire burn and wildland
10 fire use plans at National Fire Preparedness Planning Level 4 and 5;
 - 11 ● Assigns boards of review on selected individual wildland fires which
12 presented unusual problems or situations;
 - 13 ● Provides direction for cooperative agreements, self-determination contracts,
14 and self-governance compacts with tribes for wildland fire management
15 programs as needed;
 - 16 ● Coordinates and implements regional fire preparedness planning activities;
 - 17 ● Approves and certifies that agency and Tribal WFPP's meet or exceed the
18 IA policy requirements for wildfire prevention;
 - 19 ● Oversees the region-wide casual and vendor payment programs for
20 emergency incident payments;
 - 21 ● Represents Indian landowners interests and Indian Affairs on Geographic
22 Area Coordination Groups and on Multi-Agency Coordinating (MAC)
23 groups;
 - 24 ● Coordinates with the Office of Justice Services (OJS) Special Agent in
25 Charge when criminal activity associated with wildfires occurs on Indian
26 Lands; and
 - 27 ● Develops region-wide wildfire investigation policies and procedures.

28 **Agency Superintendent (unless excepted in regional directives)**

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

- 32 ● Protects Indian trust and restricted lands from wildfire by taking appropriate
33 action as specified in the approved fire management plan to meet Indian
34 landowner objectives or in the absence of an approved plan, takes
35 immediate suppression action, consistent with other standards;
- 36 ● Develops plans, prepares agreements and implement activities for
37 prescribed fires, wildland fire use, community assistance and/or other fuel
38 management activities in accordance with approved implementation plans
39 and established standards and guidelines;
- 40 ● Ensures agency fire management personnel develop and maintain fire
41 management job qualifications and meet physical fitness standards in
42 accordance with policy and assign personnel to fire suppression, prescribed

- 1 fire, wildland fire use activities according to qualifications and
- 2 demonstrated ability;
- 3 ● Manages personnel to ensure that prevention goals and objectives are being
- 4 achieved;
- 5 ● Develops, updates, and maintains the local fire preparedness planning
- 6 activities, wildland fire prevention plan, annual mobilization plans, and
- 7 ensures initial attack capability and management personnel availability to
- 8 provide for an adequate level of protection from wildfire;
- 9 ● Initiates, develops, and implements approved post fire activities to prevent
- 10 unacceptable resource degradation and to minimize threats to life or
- 11 property resulting from wildfire;
- 12 ● Initiates, develops, and implements approved rehabilitation activities to
- 13 protect and sustain ecosystems, public health, safety, and to help
- 14 communities protect infrastructure;
- 15 ● Develops, updates and maintains agency Fire Management Plan's;
- 16 ● Negotiates cooperative agreements with adjacent protection organizations
- 17 as needed;
- 18 ● Negotiates reimbursable agreements with Tribal, local, state, and other
- 19 federal agencies for wildland fire management activities as needed;
- 20 ● Recommends a board of review be established to review actions taken on
- 21 selected individual fires;
- 22 ● Ensures that all escaped prescribed fire or any prescribed fire that results in
- 23 resource or property damage are reviewed or investigated;
- 24 ● Requests assistance through appropriate interagency channels when the fire
- 25 situation exceeds the capabilities of the agency's resources;
- 26 ● Initiates investigation of trespass from wildfires to determine cause and
- 27 origin and if fire trespass has occurred;
- 28 ● Ensures established wildfire investigation procedures and guidance are
- 29 followed;
- 30 ● Coordinates with appropriate law enforcement agency when wildfire crimes
- 31 are suspected and/or detected;
- 32 ● Enters and maintains employee fire qualifications in the Incident
- 33 Qualification Certification System (IQCS) and enters and maintains fire
- 34 occurrence in the Bureau fire reporting system;
- 35 ● Coordinate the development of Published Decisions within WFDSS for all
- 36 fires identified as requiring a decision and consistent with authority
- 37 identified in Chapter 11.
- 38 ● Maintains fiscal integrity in the use of the casual pay and vendor programs;
- 39 ● Has responsibility for the adhering to the Administratively Determined
- 40 (AD) Pay Plan for Emergency Workers (Casuals) hiring authority in
- 41 accordance with the pay plan policy;
- 42 ● Using prevention funding to implement the wildfire prevention actions in
- 43 the agency or Tribal WFPP; ensuring that carryover is held to below the
- 44 one-half of one percent; and

- 1 • Has responsibility for financial and accountability oversight for all wildland
2 fire management programs.

3 **Tribal Contracts/Compacts**

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

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

15 **Fire Management Administration**

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

19 **Guiding Principles**

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

31 **Inherently Federal Activities**

- 32 • Hiring, termination and paying Federal employees including
33 Administratively Determined (AD) Emergency Workers (Casuals).
- 34 • The AD hiring authority is an inherently Federal activity and requires
35 Federal Government supervision. The AD hiring authority is granted
36 through the DOI to the BIA, and cannot be delegated to a Tribally
37 contracted or compacted program. However, Tribal programs can gather
38 documentation to assist in meeting the requirements of the AD Pay Plan for
39 Casuals and specific national guidance.
- 40 • Approval, consolidation and submission of budget requests.
- 41 • Obligating federal funds.

- 1 • Approval of resource management or land use plans, fire management plans
2 (FMP's), NEPA documents, wildland fire decision support system
3 (WFDSS) documents, post wildland fire activity (ES/BAER) plans, and
4 Delegations of Authority to incident management and post fire activity
5 teams. The Bureau must approve the documents in the preceding sentence
6 to fulfill its trust responsibility in resource protection.

7 **Program Operational Standards**

- 8 • Unless waivers to the following standards are explicitly approved and
9 identified in Tribal annual funding agreements, the following standards will
10 apply to Tribal fire management programs (Personnel Qualifications (90
11 IAM Chapter 3, 3.1, C.) (1) and (2)):
- 12 • Adherence to the NWCG Wildland and Prescribed Fire Qualification
13 System Guide is mandatory for all firefighters fighting wildfires on and off
14 their respective jurisdictions.
- 15 • Adherence to the IFPM Guide standards are mandatory for fire program
16 management officers, fire specialists and fire project leaders.
- 17 • Self-governance compact standards for qualification, physical fitness and
18 safety will be those established by the parties to the agreement, but will not
19 be less than NWCG and IFPM standards when mobilized off their Tribal
20 lands.
- 21 • Tribal fire management officers are responsible for certifying Tribal
22 program employee qualifications and maintaining records of their employee
23 qualifications. They may use the firefighter qualifications/ certification
24 component of the Incident Qualification and Certification System (IQCS).
25 They may choose to do so, but are not required to use that system.
- 26 • Fire occurrence reports will be encoded to the Wildland Fire Management
27 Information (WFMI) System within two weeks after a wildfire is declared
28 out. Obligating government funds is an inherently federal function and fire
29 reports are an essential element in accounting for the obligation of Federal
30 funds.
- 31 • Placing resource orders for Incident Management Teams (IMT) to manage
32 extended, large fire operations or for post wildland fire activity teams
33 requires the involvement of the Bureau. All actions require that the Bureau
34 approve delegations of authority to teams.

35 **Program Planning**

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

38 **Fire Program Workload Shares**

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

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

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

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

15 **Fire Occurrence Data and Reporting**

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

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

26 **Records Management for Fire Reports**

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

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

35 **Fire Weather/RAWS**

36 The fire weather program is managed and coordinated by the WFM Fuels
37 Management Section, which has one staff member designated as the BIA
38 National RAWS Coordinator (405-206-1854). This program provides funding
39 and technical support for the maintenance/emergency repairs of station sensors
40 and the accuracy of station data for the wildland fire program.

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

4 Each Region must identify a Regional Point of Contact (RPOC), and each
5 Agency/Tribe must identify a Local Point of Contact (LPOC) for fire weather
6 and weather stations. These contacts must be updated immediately upon
7 reassignment to a new POC and provided to the BIA National RAWS
8 Coordinator.

9 **Bureau and Tribal NFDRS Weather Stations**

10 The BIA Central Office, Branch of Wildland Fire Management (BOWFM)
11 maintains a national contract with Forest Technology Systems, Ltd., (FTS) to
12 provide annual maintenance, factory exchange service, and emergency repair to
13 81 permanent NFDRS weather stations. When noncompliant or malfunctioning
14 RAWS are identified or suspected, fire managers should implement the
15 following hazard mitigation actions to expedite RAWS repair and to reduce risk
16 to fire personnel: Contact a Technical Support Specialist at FTS and the BIA
17 National RAWS Coordinator to resolve the noncompliance or emergency repair
18 issue.

19 **Non-NFDRS Weather Stations**

20 In the Bureau's managed inventory, there are 19 non-NFDRS weather stations,
21 which are mostly portables and are mainly used for large wildfires and
22 prescribed fires. These stations are also covered under the BIA's national
23 contract with Forest Technology Systems, Ltd., (FTS) to provide annual
24 maintenance, factory exchange service and emergency repair.

- 25 • Non-NFDRS stations do not have to have a NWS station number or a
26 station catalog in WIMS, but units may establish them as needed.
- 27 • Non-NFDRS weather stations, such as portable or research stations that
28 support fire operations are required to receive annual calibration and
29 certification. The equipment will meet the requirements of the Annual
30 Rehabilitation Maintenance Section of the NWCG Interagency Wildland
31 Fire Weather Station Standards and Guidelines (PMS 426-3) publication.
- 32 • The maintenance will be documented in the WFMI Weather module.

33 **Weather Station Naming Conventions**

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

- 37 • New weather stations should be named after the nearest local geographic
38 feature.
- 39 • Portable RAWS stations will use the following naming conventions: The
40 Unit ID and the word "Port" followed by a sequential number. For example
41 the portable RAWS at Crow Agency is named MTCRA_Port1, where
42 "MTCRA" represents Crow Agency in Montana and "Port1" represents a

- 1 unique number to identify the station. If another portable RAWS was
2 deployed at Crow Agency, the name of that station would then be
3 MTCRA_Port2. Portable stations should not be renamed when relocated on
4 the unit or temporarily assigned to another unit.
- 5 • For weather data collection and archiving standards for NFDRS, refer to the
6 NWCG *Interagency Wildland Fire Weather Station Standards and*
7 *Guidelines* (PMS 426-3) publication and the WIMS Web Application User
8 Guide.

9 When any station (i.e., including portable stations) is desired to be moved to a
10 different location, specific processes identified in the NWCG Interagency
11 Wildland Fire Weather Station Standards and Guidelines (PMS 426-3) must be
12 adhered to. The LPOC must first notify the BIA National RAWS Coordinator
13 before notifying the BLM RAWS Depot Help Desk (208-387-5475) to make
14 notification that the station is to be shutdown. Following the relocation, the
15 LPOC must again first notify the BIA National RAWS Coordinator before
16 informing the RAWS Depot Help Desk with the new location information and
17 the time of reactivation.

18 **Station Identifiers**

- 19 • When a station identifier is needed, contact the contact the BIA National
20 RAWS Coordinator (405-206-1854), who will coordinate the request with
21 the appropriate entities, including the GACC Predictive Services staff.

22 **Weather Module in Wildland Fire Management Information (WFMI)**

23 *Weather Module Access*

- 24 • The WFMI Weather Module provides access to the weather data that is
25 transmitted from the more than 2,500 Remote Automatic Weather Stations
26 (RAWS) located throughout the U.S.
- 27 • Individuals who desire access to the WFMI Weather Module must complete
28 and submit only sections I and II of the “Weather Module – User Access
29 Request” form to the BIA National RAWS Coordinator. Due to the terms of
30 the BIA’s national RAWS contract, individuals may only request “view-
31 only” access to the weather module. Edit access is restricted to prevent
32 possible contractual issues.

33 **Program Preparedness**

34 The wildland fire management program should reference the following
35 agreements, contracts, and operating plans as identified in the Program Planning
36 section above.

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

38 The authority to enter into Interagency Agreements, Cooperative Agreements,
39 Memorandum of Understanding, Mutual-Aid Agreements and Contracts is cited
40 in *Departmental Manual, Part 620* and respective statues; *Indian Affairs*
41 *Manual (IAM) 90*; *the Reciprocal Fire Protection Act 42 U.S.C. 1856*; and is

1 referenced in the *Federal Wildland Fire Management Policy and Program*
2 *Review*. See Chapter 8 for additional guidance.

3 **Tribal Disaster Assistance**

4 On January 29, 2013, the president signed the Sandy Recovery Improvement
5 Act of 2013, which amended the Stafford Act. The Act included a provision to
6 provide federally recognized Indian Tribal governments the option to request a
7 Presidential emergency or major disaster declaration independent of a state.
8 Tribal governments may still choose to seek assistance under a state declaration
9 request.

10 FEMA established Tribal liaisons in each FEMA region to assist Tribes with
11 emergency assistance as it relates to providing disaster assistance. Contacts
12 within each Region are identified at
13 <https://www.training.fema.gov/tribal/liaisons.aspx>.

14 More information about Tribal Declaration and Disaster Assistance resources, is
15 on the FEMA Tribal Affairs web page at [https://www.fema.gov/fema-tribal-](https://www.fema.gov/fema-tribal-affairs)
16 [affairs](https://www.fema.gov/fema-tribal-affairs).

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

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

22 **National Program Preparedness/Readiness Reviews**

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

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

36 **FireCode Business Rules**

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

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

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

- 1 • A fire report needs to be completed for severity support of USDA Forest
2 Service severity actions.

3 **Wildland Fire Management Funding**

4 **Preparedness Activity**

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

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

29 **Fire Facility Construction and Maintenance Activity**

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

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

15 **Suppression Activity**

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

38 **Interagency Severity Funding Request Procedures**

39 ***Qualification of Need***

40 To adequately quantify the need for severity funding, at least one of the criteria
41 listed below should demonstrate that abnormal conditions exist. Severity funds
42 and project approval will be identified by a severity FireCode generated by BIA-
43 NIFC. Requests for special projects must be evaluated and approved by the

- 1 respective Regional Office and forwarded to BIA-NIFC for approval and
2 execution. All costs associated with a severity request must include the severity
3 FireCode when procuring and/or encoding to the Financial Business and
4 Management System (FBMS).
- 5 • Fire danger models or analysis software (FireFamily Plus) graphically
6 contrasts the current seasonal trend for ERC and/or BI, with all-time worst
7 and historical average ERC and/or BI, based on an analysis of year-round
8 data.
 - 9 • Palmer Index or standardized precipitation indices that specify the departure
10 from normal.
 - 11 • Fuel Loading Quantitative information comparing current to the average.
 - 12 • Current local fuel moisture compared to average trend and all-time worst
13 provided by Normalized Differences Vegetative Index (NDVI) and/or Live
14 Fuel Moisture Project reports. Note: Data from NDVI and Live Fuel
15 Moisture Project may be a week old or older.
 - 16 • NWS 30-day weather outlook.
 - 17 • Weather station NFDRS number and name.

18 ***Narrative Statement***

19 Provide a brief statement of the interagency situation (local and geographic).
20 Each agency should request funds only for their respective needs, not for needs
21 of another agency. Sharing resources when all parties have needs is desirable.

22 When requesting prevention or investigation resources, the following
23 information must be included:

- 24 • Human Caused Fire Activity; number of human-caused fires to date as
25 compared to previous years, include fire cause category;
 - 26 • Description of how the team will be utilized; shared resource covering
27 multiple areas, etc.;
 - 28 • Any significant upcoming events or activities; and
 - 29 • Justification for additional funds for prevention materials or supplies.
- 30 Severity requests for prevention/investigation resources are to be reviewed by
31 the Regional WUI/Prevention Specialist.

32 ***Requested Resources***

33 Requested resources should be identified by type, quantity, and cost using the
34 severity cost estimation worksheet. Utilize the Prevention tab for requesting
35 prevention/investigation resources.

36 **Budget Management**

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

1 Program Budget Annual Appropriations

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

5 Funded Program Procedures

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

14 One-Time Funding

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

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

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

31 Procedures for One-Time Funding Submission

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

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

1 **National Model 52 Wildland Engine Program**

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

7 **Mission/Policy**

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

21 **Replacement Guidelines**

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

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

25 **Organization**

26 The program is organized into three geographical areas:

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

34 **Administration**

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

1 Emergency Repairs

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

6 Non-Emergency/Non-Suppression Repairs

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

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

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

17 National Aviation Program

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

26 Aviation Program Goals

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

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

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

1 Regional Office Level

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

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

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

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

20 Agency/Field Office Level

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

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

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

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

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

1 Aviation Safety

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

5 Flight Request and Approval

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

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

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

20 Business Management and Administration

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

26 Casuals Hired as Drivers When Employed by BIA

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

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

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

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

3 **Request for Funding Authorization**

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

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

13 **Acquisitions**

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

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

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

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

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

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

34 **Wildland Fire Decision Support System (WFDSS)**

35 BIA follows interagency policy regarding use of WFDSS found in Chapter 11.

1 Fuels Management, Planning & Implementation

2 The national and interagency policy guides for Fuels Management programs are
3 contained in the following guides and handbooks:

- 4 • *Interagency Prescribed Fire Planning and Implementation Procedures*
5 *Reference Guide* (PMS 484) July 2017.
6 (<https://www.nwccg.gov/publications/484>);
- 7 • BIA Fuels Management Program Supplement to the Interagency Prescribed
8 Fire Planning and Implementation Procedures Reference Guide 2008; and
- 9 • BIA Fuels Program Business Management Handbook, February 2008
- 10 • Chapter 17 – NFES 2724, *Interagency Standards for Fire and Fire Aviation*
11 *Operations* (Red Book).

12 Exclusive use of these handbooks and guides enhances intra- and inter-agency
13 program continuity, avoids duplication, reduces the chances to misinterpret
14 policy and provides one stop shopping for the fuels programs policy in a fire
15 management and political environment where changes occur frequently. Please
16 call the Director of Fuels Management for more information.

17 Prescribed Fire Review

18 The goal of a Prescribed Fire Review is to provide recommendations, identify
19 deficiencies and specific corrective actions. Reviews do not have to be
20 associated with a specific incident.

21 Any Prescribed Fire related incident that has resource or property damage that
22 may result in a claim for compensation shall initiate a review.

23 The review team and their expertise should be commensurate with the scope,
24 and focus of the review. Interagency participation is encouraged with team
25 selection.

Chapter 7 Safety and Risk Management

Introduction

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

Policy

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

Agency-specific Safety Policy Documents:

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

For additional safety guidance, refer to:

- *Wildland Fire Incident Management Field Guide (PMS 210)*
- *Incident Response Pocket Guide (IRPG) (PMS 461, NFES 1077)*

Guiding Principles

The primary means by which we implement command decisions and maintain unity of action is through the use of common principles of operations. These principles guide our fundamental wildland fire management practices, behaviors, and customs, and are mutually understood at every level of command. They include Risk Management, Standard Firefighting Orders and Watch Out Situations, LCES and the Downhill Line Construction Checklist. These principles are fundamental to how we perform fire operations, and are

- 1 intended to improve decision making and firefighter safety. They are not
2 absolute rules. They require judgment in application.

3 **Goal**

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

12 **Definitions**

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

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

- 17 **Risk:** The likelihood or possibility of hazardous consequences in terms of
18 severity or probability.

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

21 **Risk Management Process**

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

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

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

- 32 A completed JHA/RA is required for:

- 33 • Jobs or work practices that have potential hazards.
- 34 • New, non-routine, or hazardous tasks to be performed where potential
35 hazards exist.

- 1 • Jobs that may require the employee to use non-standard personal protective
2 equipment (PPE).
- 3 • Changes in equipment, work environment, conditions, policies, or materials.
- 4 • Supervisors and appropriate line managers must ensure that established
5 JHAs are reviewed and signed prior to any non-routine task or at the
6 beginning of the fire season.
 - 7 ○ **BLM** – *Additional RA information can be obtained at:*
8 *<https://blmspace.blm.doi.net/wo/700/safetyhealthandemergency/SitePages/Risk%20Management.aspx>.*
 - 10 ○ **FWS** – *See also 240 FW 1, Exhibit 1, Job Hazard Assessment*
 - 11 ○ **FS** – *JHAs must include a description of the emergency medical*
12 *procedures, identification of key individuals, and actions that will be*
13 *taken to ensure prompt and effective medical care and evacuation. See*
14 *FSH 6709.11, section 21.1 for more information.*

15 **Work/Rest**

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

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

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.

34 **Length of Assignment**

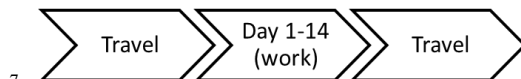
35 **Assignment Definition**

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

1 **Length of Assignment**

2 Standard assignment length is 14 days, exclusive of travel from and to home
3 unit, with possible extensions identified below. Time spent in staging and
4 preposition status counts toward the 14-day limit, regardless of pay status, for all
5 personnel, including Incident Management Teams.

6 **14-Day Scenario**



8 **Days Off**

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

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

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

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

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

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

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

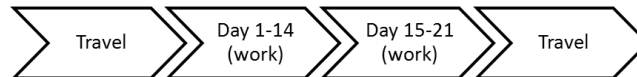
1 **Assignment Extension**

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

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

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

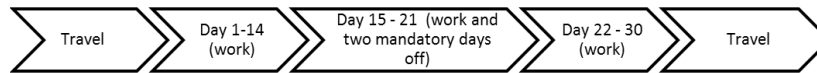
13 21-Day Scenario



14

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

18 30-Day Scenario



19

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

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

1 Single Resource/Kind Extensions

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

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

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

12 Incident Management Team Extensions

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

16 Maximum Consecutive Days Worked – Home Unit

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

19 Driving Standard

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

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

25 General Driving Policy

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

- 1 • Drivers and all passengers are required to use provided seat belts at all times
2 when the motor vehicle is in motion.
- 3 Employees operating a motor vehicle that meets any of the following criteria
4 must possess a valid Commercial Driver's License (CDL) with all of the
5 applicable endorsements:
- 6 • Has a gross combination weight rating or gross combination weight of
7 26,001 pounds or more, whichever is greater, inclusive of a towed unit(s)
8 with a gross vehicle weight rating or gross vehicle weight of more than
9 10,000 pounds, whichever is greater; or
 - 10 • Has a gross vehicle weight rating or gross vehicle weight of 26,001 pounds
11 or more, whichever is greater; or
 - 12 • Is designed to transport 16 or more passengers, including the driver; or
 - 13 • Is of any size and is used in the transportation of hazardous materials.
14 Hazardous materials means any material that has been designated as
15 hazardous under 49 U.S.C. 5103 and is required to be placarded under
16 subpart F of 49 CFR part 172 or any quantity of a material listed as a select
17 agent or toxin in 42 CFR part 73.
 - 18 ○ *BLM – BLM Form 1112-11 will be used to document every fire and*
19 *aviation employee's authorization to drive government vehicles or to*
20 *drive private or rental vehicles for government business. BLM Form*
21 *1112-11 replaces form OF-345, form DI-131, and any equivalent form*
22 *that has been created for local or state level use. Employees are*
23 *required to self-certify their physical ability to operate vehicles which*
24 *they are authorized to use. Drivers of vehicles that require a*
25 *Commercial Driver's License may be required to have additional*
26 *driver, medical, and fitness testing as required by local and/or state*
27 *laws. Employees will immediately inform their supervisor and update*
28 *BLM Form 1112-11 if a change in medical condition impedes their*
29 *driving ability or if a state driving privilege is restricted for any*
30 *reason. Supervisors will review the updated form and take appropriate*
31 *action as necessary. BLM Form 1112-11 is available at:*
32 *[https://blmspace.blm.doi.net/oc/intra/dbs/eForms%20Library/Forms/S](https://blmspace.blm.doi.net/oc/intra/dbs/eForms%20Library/Forms/Safety.aspx)*
33 *afety.aspx.*
 - 34 ○ *BLM/NPS/FWS/BIA – Employees under the age of 21 that possess a*
35 *CDL may operate wildland fire vehicles under the following*
36 *conditions:*
 - 37 ■ *Drivers under the age of 21 with a CDL may only drive within the*
38 *state that issued the CDL and must comply with that state's special*
39 *requirements and endorsement; and*
 - 40 ■ *Supervisors must annually establish and document that those*
41 *drivers have a valid driver's license (i.e., that the license has not*
42 *been suspended, revoked, canceled, or that he/she has not been*
43 *otherwise disqualified from holding a license (485 DM 16.3D (1)),*
44 *have the ability to operate the vehicle(s) safely in the operational*

- 1 environment assigned (485 DM 16.3B (2)), and review and
2 validate the employee's driving record (485 DM 16.3D (4)).
- 3 ○ **BLM/NPS/FWS** – Employees, volunteers, and contractors (for BLM,
4 this includes cooperators) are prohibited from using any mobile
5 voice/data communication or electronic data retrieval device while
6 operating a government owned, leased, or rented vehicle or while
7 operating a personally-owned vehicle for official government business,
8 and are further prohibited from using any government-owned mobile
9 communication or data retrieval device while operating a personally-
10 owned vehicle. Government purchased two-way radios are exempt from
11 this requirement. The use of any of these devices during an emergency
12 situation (immediate threat to life) is limited to the extent necessary to
13 convey vital information. When there is a passenger in the vehicle and
14 the vehicle is in motion, the passenger shall manage communications to
15 prevent driver distraction.
 - 16 ○ **NPS** – For NPS employees engaged in activities other than wildfire or
17 prescribed fire, refer to the current NPS Official Travel Driving Policy
18 for restrictions.
 - 19 ○ **FS** – Policy requires all operators of government owned, or leased
20 vehicles to have a Forest Service issued Operator's Identification Card
21 (OF-346) indicating the type of vehicles or equipment the holder is
22 authorized and qualified to operate.
 - 23 ○ **FS** – Drivers shall not engage in cellular phone or mobile radio
24 communications while the vehicle is in motion unless actively engaged
25 in an emergency such as wildland firefighting. During non-emergency
26 situations, the driver shall identify a safe location to stop the vehicle
27 and then engage in cellular phone or mobile radio communications.
28 These restrictions apply whether or not hands-free technology is
29 available.

30 **Non-Incident Operations Driving**

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

32 **Mobilization and Demobilization**

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

36 **Incident Operations Driving**

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

- 41 • Agency resources assigned to an incident or engaged in initial attack fire
42 response will adhere to the current agency work/rest policy for determining
43 length of duty day.

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

16 **Fire Vehicle Operation Standards**

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

22 **Management Controls to Mitigate Exposure**

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

28 **Wildland Fire Field Attire**

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

33 **Personal Protective Equipment (PPE)**

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

37 Flame resistant clothing should be cleaned or replaced whenever soiled,
38 especially when soiled with petroleum products. Flame resistant clothing will be

1 replaced when the fabric is so worn as to reduce the protection capability of the
2 garment or is so faded as to significantly reduce the desired visibility qualities.

3 Any modification to Personal Protective Equipment that reduces its protection
4 capability such as iron-on logos, and staggings of pants, is an unacceptable
5 practice and will not be allowed on fires.

6 **Required Fireline PPE**

- 7 • Wildland fire boots
- 8 • Fire shelter (M-2002)
- 9 • Helmet with chinstrap
- 10 • Goggles/safety glasses (as identified by JHAs/RAs)
- 11 • Ear plugs/hearing protection
- 12 • National Fire Protection Association (NFPA) 1977 compliant long-sleeved
13 flame resistant shirt (yellow recommended)
- 14 • NFPA 1977 compliant flame resistant trousers
- 15 • Leather or leather/flame resistant combination gloves. Flame resistant flight
16 gloves or NFPA 1977 compliant Driving Gloves can be used by heavy
17 equipment operators, drivers and fireline supervisors when not using
18 fireline hand tools.
- 19 • Additional PPE as identified by local conditions, Safety Data Sheet (SDS),
20 or JHA/RA
 - 21 ○ *FS – Shirt, trousers, and gloves used by USFS personnel must meet*
22 *Forest Service specification 5100-91 (shirt), 5100-92 (trousers), 6170-*
23 *5 (gloves), or be NFPA 1977 compliant.*

24 **Wildland Fire Boot Standard**

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

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

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

34 **Fire Shelters**

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

38 Training in inspection and deployment of New Generation Fire Shelters will be
39 provided prior to issuance. Firefighters will inspect their fire shelters at the

- 1 beginning of each fire season and periodically throughout the year, to ensure
2 they are serviceable.
- 3 Training shelters will be deployed at required Annual Fireline Safety Refresher
4 Training. No live fire exercises for the purpose of fire shelter deployment
5 training will be conducted.
- 6 Fire shelters will be carried in a readily accessible manner by all line personnel.
7 The deployment of shelters will not be used as a tactical tool. Supervisors and
8 firefighters must never rely on fire shelters instead of using well-defined escape
9 routes and safety zones. When deployed on a fire, fire shelters will be left in
10 place if it is safe to do so and not be removed pending approval of authorized
11 investigators. Firefighters must report the shelter deployment incident to their
12 supervisor as soon as possible.

13 **Head Protection**

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

- 19 • *BLM – Helmets and hats used for protection from impact of falling and*
20 *flying objects and from limited electric shock and burn must meet the*
21 *specifications of American National Standards Institute Z89.1-2009.*
22 *Equivalent hardhat meeting ANSI Z89.1-2009 Type 1, Class G or NFPA*
23 *1977.*

24 Helmets consist of the shell and the suspension, which work together as a
25 system. Both components require frequent inspection and maintenance. Detailed
26 helmet inspection procedures can be found at
27 <https://www.nwcg.gov/committees/equipment-technology-committee/resources>.

28 **Eye and Face Protection**

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

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

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

5 **Hearing Protection**

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

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

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

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

16 **Neck Protection**

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

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

25 **Leg Protection**

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

34 **Respiratory Protection**

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

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

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

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

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

36 **High Visibility Vests**

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

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

1 Exceptions

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

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

12 Fireline Safety**13 Incident Briefings**

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

20 LCES – A System for Operational Safety

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

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

27 Right to Refuse Risk

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

32 Smoke and Carbon Monoxide

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

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

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

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

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

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

24 **Standard Safety Flagging**

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

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

33 **Emergency Medical Planning and Services**

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

38 **Incident Medical Emergency Management Planning**

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

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

25 **Air Ambulance Coordination**

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

33 **Incident Emergency Medical Services**

34 Incident medical information can be found on the NWCG Incident Emergency
35 Medical Subcommittee website at [https://www.nwcg.gov/committees/incident-](https://www.nwcg.gov/committees/incident-emergency-medical-subcommittee/resources)
36 emergency-medical-subcommittee/resources.

37 NWCG has published *Clinical Treatment Guidelines for Wildland Fire Medical*
38 *Units* (PMS 551). These guidelines establish a national approach for medical
39 care during large incidents that expand the typical emergency management
40 services (EMS) scope of practice to include the mission of managing and
41 maintaining the health and wellness of wildland fire personnel. These guidelines

1 are available at [https://www.nwccg.gov/committees/incident-emergency-medical-](https://www.nwccg.gov/committees/incident-emergency-medical-subcommittee/resources)
2 [subcommittee/resources](https://www.nwccg.gov/committees/incident-emergency-medical-subcommittee/resources) under Guides & Policies.

3 Home units that choose to utilize and support higher level medical responders to
4 provide medical support for internal agency medical emergencies (beyond basic
5 first aid/CPR) may do so; however, certification and credentialing must follow
6 respective state laws and protocols unless there is other agency direction.

7 **Required Treatment for Burn Injuries**

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

10 After on-site medical response, initial medical stabilization, and evaluation are
11 completed, the Agency Administrator or designee having jurisdiction for the
12 incident and/or firefighter representative (e.g., Crew Boss, Medical Unit Leader,
13 Compensations for Injury Specialist, etc.) should discuss and coordinate with the
14 attending physician to ensure that a firefighter whose burn injuries meet any of
15 the following burn injury criteria is appropriately referred to the nearest regional
16 burn center. Burn injuries are often difficult to evaluate and may take 72 hours
17 to manifest themselves. When there is any doubt as to the severity of or if
18 criteria are met for a burn injury, the recommended action is to work closely
19 with the treating physician to facilitate either a digital picture or telemedicine
20 consult with a burn center or the referral and transport of the burned employee to
21 the nearest burn center. It should be kept in mind, however, that not all burns
22 require referral to a burn center. Special consideration should be given to
23 referring a burned firefighter to a burn center if there is poor pain control during
24 care at the medical facility. The following criteria from the American Burn
25 Association (ABA) are meant to help guide the patient referral decision process.

26 The decision to refer a firefighter not meeting the following criteria to a regional
27 burn center is made directly by the attending physician or may be requested of
28 the physician by the Agency Administrator or designee having jurisdiction
29 and/or firefighter representative after discussing medical follow-up beyond the
30 ER. A possible solution is a referral to a burn center out-patient clinic for
31 follow-up care after the ER visit.

32 After initial medical stabilization and evaluation are completed in a medical
33 facility, the decision to refer the employee to a specialty care physician/facility
34 is made only by the attending physician. Workers Compensation benefits may
35 be denied in the event the employee is transported to a specialty care
36 physician/facility without a referral from the attending physician after already
37 being seen by a medical provider. A report prepared by a Physicians' Assistant
38 must be countersigned by a physician to be accepted as medical evidence. A
39 definition of "physician" can be found at

1 <https://www.dol.gov/owcp/dfec/regs/compliance/DFECfolio/FECA->
2 PT3/#30100.

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

6 During these rare events, close consultation must occur between the attending
7 physician, the firefighter, the Agency Administrator or designee and/or
8 firefighter representative, the firefighter's physician (if they have one), and the
9 burn center to assure that the best possible care for the burn injuries is provided.

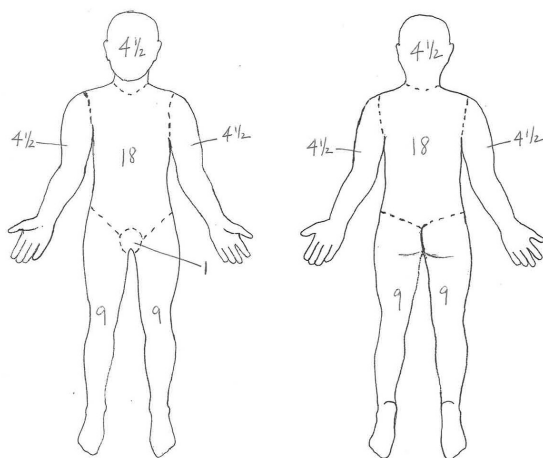
10 **ABA Burn Injury Criteria**

- 11 • Partial thickness burns (second degree) involving greater than 10% Total
12 Body Surface Area (TBSA).
- 13 • Burns (second degree) involving the face, hands, foot, genitalia, perineum,
14 or major joints.
- 15 • Third-degree burns of any size are present.
- 16 • Electrical burns, including lightning injury, or chemical burns are present.
- 17 • Inhalation injury is suspected.
- 18 • Burn injury in someone with preexisting medical disorders that could
19 complicate management, prolong recovery or affect mortality (e.g.,
20 diabetes).
- 21 • Any patient with burns and concomitant trauma (such as fractures) in which
22 the burn injury poses the greatest risk of morbidity or mortality. In such
23 cases, if the trauma poses the greater immediate risk, the patient may be
24 initially stabilized in a trauma center before being transferred to a burn unit.
25 Physician judgment will be necessary in such situations and should be in
26 concert with the regional medical control plan and triage protocols.
- 27 • Burn injury in someone who will require special social, emotional or
28 rehabilitative intervention (PTSD, severe anxiety, etc.).

29 **Severity Determination**

- 30 • **First Degree** (Superficial) Red, sometimes painful.
- 31 • **Second Degree** (Partial Thickness) Skin may be red, blistered, swollen,
32 painful to very painful.
- 33 • **Third Degree** (Full Thickness) Whitish, charred, or translucent, no pin
34 prick sensation in burned area.

1 **Percentage Total Body Surface Area (TBSA) – Rule of 9s or Rule of Palms**



2 Rule of 9s (pictures above): The body is divided into sections of 9 percent, or
3 multiples of 9 percent, each as per the drawing.

4 Rule of Palms: Patient's palm equals 1% of their body surface. Estimate how
5 many times the patient's palm could be placed over the burned areas to estimate
6 the percentage of body that has been burned.

7 A map as well as a search engine of burn care facilities can be found at
8 <http://ameriburn.org/public-resources/find-a-burn-center/>.

9 For additional NWCG incident emergency medical information see
10 [https://www.nwcg.gov/committees/incident-emergency-medical-](https://www.nwcg.gov/committees/incident-emergency-medical-subcommittee/resources)
11 [subcommittee/resources](https://www.nwcg.gov/committees/incident-emergency-medical-subcommittee/resources) under Guides & Policies.

12 **Explosives, Munitions, and Unexploded Ordinance**

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

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

- 19 • Location of the explosive/munitions using a map, GPS coordinates, or
20 landmarks (use of a GPS receiver is acceptable because it is a receive-only
21 device).
22 • Picture of the explosive if it can be obtained from a safe distance.
23 • Who discovered the explosive/munitions and how they can be contacted.

- 1 • Condition of the explosive/munitions (e.g., buried, partially exposed, fully
 - 2 exposed, deteriorated, or punctured).
 - 3 • Number and type of explosive/munitions visible (e.g., blasting caps,
 - 4 dynamite, bomb, grenade, etc.).
 - 5 • Estimated size of explosive/munitions (e.g., length and diameter).
 - 6 • Distinctive features of explosive/munitions (e.g., shape, color, markings).
 - 7 • Nearby structures, if any (so inhabitants can be contacted and evacuated if
 - 8 necessary).
 - 9 • Public access to the vicinity (i.e., open or closed to motor vehicles).
- 10 Never spend more time near munitions, suspected explosives, or UXO than is
- 11 absolutely necessary. Only collect the above information as long as it is safe to
- 12 do so from a distance. Never compromise safety to collect information.

13 **Notifications**

14 Local dispatch centers are responsible for notifying:

- 15 • Agency law enforcement;
- 16 • Unit safety officer;
- 17 • Agency Administrator; and
- 18 • Local law enforcement.

19 **Discovery of Explosives/Munitions/UXO Associated with Former Defense**

20 **Sites**

21 The military retains liability and responsibility for munitions removal and for

22 remedial actions on all lands transferred (or transferring) from the military to the

23 land management agencies, and is responsible for explosives safety at former

24 defense sites. The military must be notified for all UXO on these lands.

25 Local law enforcement is responsible for contacting the appropriate military

26 authority. If the responsible military unit is unknown, then local law

27 enforcement should contact the U.S. Army Forces Command (FORSCOM),

28 52nd Ordnance Group (EOD), at its 24-hour emergency response number, (931)

29 431-3824.

30 For additional UXO safety information, see the current *IRPG*.

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

32 Firefighters can potentially be exposed to hazards in the wildland fire

33 environment. Encountered hazards can be both human and environmentally

34 borne.

35 This section provides information and mitigations for most commonly

36 encountered industrial and naturally occurring potential exposures. Recognizing

37 there may be unique/area specific hazardous exposures (e.g., fungus causing

38 valley fever, erionite, coal seams), the following standards apply to all hazards:

- 1 • Identifying unit-specific environmental hazards;
- 2 • Develop Risk Assessments/Job Hazard Analyses (RA/JHAs) for those
- 3 hazards;
- 4 • Develop and provide specific training and standard operating procedures
- 5 (SOPs);
- 6 • Provide briefings/training for those who may be exposed;
- 7 • If exposure is suspected, immediately disengage and leave the area; and
- 8 • Seek immediate medical attention if exposure symptoms occur.

9 **Hazardous Materials Response**

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

22 **Dump and Spill Sites**

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

- 28 • Follow the procedures in the *IRPG*;
- 29 • Treat each site as if it contains harmful materials;
- 30 • Do not handle, move, or open any container, breathe vapors, or make
- 31 contact with the material;
- 32 • Move a safe distance upwind from the site;
- 33 • Contact appropriate personnel. Generally, this is the Hazardous Materials
- 34 Coordinator for the local office; and
- 35 • Firefighters need to immediately report hydrogen sulfide (H₂S) or potential
- 36 exposure and seek immediate medical care.
 - 37 ○ *BLM/NPS/FWS – Agencies require that all field personnel complete*
 - 38 *First Responder Awareness training. Firefighters are required to take*
 - 39 *an annual refresher for Hazardous Material protocol.*

- 1 The following general safety rules shall be observed when working with
2 chemicals:
- 3 • Read and understand the Safety Data Sheets.
 - 4 • Keep the work area clean and orderly.
 - 5 • Use the necessary safety equipment.
 - 6 • Label every container with the identity of its contents and appropriate
7 hazard warnings.
 - 8 • Store incompatible chemicals in separate areas.
 - 9 • Substitute less toxic materials whenever possible.
 - 10 • Limit the volume of volatile or flammable material to the minimum needed
11 for short operation periods.
 - 12 • Provide means of containing the material if equipment or containers should
13 break or spill their contents.

14 **Wildland Fires In or Near Oil/Gas Operations**

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

- 18 • Firefighters shall receive annual oil and gas hazard recognition and
19 mitigation training;
- 20 • Local unit shall complete a JHA/RA for wildland fire activities in oil and
21 gas areas and provide a copy with a briefing to all local and incoming
22 resources;
- 23 • Establish Response Protocols and proper decontamination procedures to
24 minimize exposure to additional employees, equipment, and facilities.
25 Protocols will include notification procedures to respective oil and gas
26 company(s);
- 27 • Ensure oil and gas resource advisors are consulted;
- 28 • Ensure that at least one member of each squad or engine crew is
29 knowledgeable in the use and data interpretation of the H₂S gas monitor.
30 Training on the device will include at a minimum:
 - 31 ○ Equipment charging and maintenance of sensors;
 - 32 ○ Startup, zeroing, calibration, and bump testing procedures as
33 recommended by the manufacturer; and
 - 34 ○ How the monitor elicits a warning alarm (visual, auditory, vibration).
- 35 • Understand Peak Reading, Short Term Exposure Limits (STEL), and Time
36 Weighted Averages;
 - 37 ○ Understand how to set the monitors alarm threshold.
- 38 • The monitor's alarm shall be set at the current American Conference on
39 Governmental Industrial Hygienists (ACGIH) Threshold Limit Value (10
40 PPM 2008) and STEL (15 PPM 2008);
- 41 • If H₂S gas is encountered, immediately disengage and leave area; and
- 42 • Do not establish incident base camps or staging areas in or near oil and gas
43 operations.

1 The following websites provide additional information and training resources:

- 2 • <https://www.nifc.gov/video/HazMat.wmv>
- 3 • <http://www.wildfirelessons.net/irdb>
- 4 • www.nfpa.org
- 5 • A template for briefing Incident Management Teams is available in the
- 6 “Additional Resources” section of the NIFC Safety website at
- 7 <https://www.nifc.gov>.

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

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

14 The following websites provide this information and general guidelines:

- 15 • https://www.nifc.gov/policies/red_book/doc/RadiationDocument.pdf
- 16 • https://www.nifc.gov/policies/red_book/doc/RadiationGuidance.pdf

17 **Wildland Fires In or Near Coal Seams**

18 Coal is naturally occurring black or brownish rock usually located in rock strata
19 in layers or veins, coal beds or coal seams. Exposed coal seams are abundant
20 through southeast and central Montana, western North Dakota, South Dakota,
21 and Alaska. A coal seam fire is the smoldering of an exposed or underground
22 coal deposit.

23 **Risks:** Coal seam fires pose a serious problem that can be a hazard to
24 firefighter’s health and safety. Coal seam fires can emit toxic gases, including
25 carbon monoxide, sulfur dioxide and other potentially hazardous gases.

26 Carbon Monoxide is a colorless, odorless and tasteless gas that can be highly
27 toxic. Sulfur Dioxide is a colorless gas with a characteristic of an irritating,
28 pungent odor and is also highly toxic. Some symptoms of exposure to these
29 gases may include headaches, nausea, dizziness, fatigue, shortness of breath,
30 coughing and eye irritation.

31 Because of the variances in symptoms and exposure levels, seek medical
32 attention for a complete diagnosis if firefighters have been exposed to toxic
33 gases from coal seam fires and symptoms persist. Additionally firefighters
34 exposed to coal ash, smoke or vapor should trade in their PPE for fresh PPE.
35 Individually bag PPE that has been contaminated.

36 **Required Actions/Precautions:** Firefighters are typically not equipped or trained
37 for coal seam fires and should not attempt to extinguish such fires with hand
38 tools and engines.

1 Putting water on coal seam fires is normally useless. Mitigation crews will need
2 to excavate the burning coal seam and mix the hot material with soil and water
3 to cool. The area can be reclaimed by backfilling the seam and re-vegetating the
4 disturbed area.

5 Signs of a coal seam fire may include a rotten egg smell, smoking white ash and
6 continuous or non-continuous lines of what appears to be smoldering black rock
7 (coal) where the flame may or may not be visible. Avoid low lying terrain in
8 known coal seam fire areas especially early morning when air temps are cool.
9 Gas tends to sink when air is cool and will accumulate in low lying areas.

10 Do not depend on sense of smell to detect coal seam fires. At high
11 concentrations the sense of smell will be almost immediately overwhelmed or
12 become numb. At lower levels, the sense of smell will slowly deteriorate as
13 levels build in the blood stream. Do not stand downwind of coal smoke under
14 any conditions especially during suppression operations.

15 Report the location of all coal seam fires to the incident commander or
16 supervisor. ICs should notify agency representatives of locations of coal seam
17 fires. Agencies should have resource advisors notify incoming incident
18 command teams and firefighting resources of known locations of exposed coal
19 seams, coal mines or abandoned coal mines adjacent to ongoing incidents and
20 the risks and precautions to take when working around coal seam fires.

21 **Hazardous Water Sources**

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

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

36 **Hydrogen Cyanide (HCN) Exposure**

37 Synthetic materials such as plastics, nylon, Styrofoam®, and polyurethane can
38 produce HCN. HCN exposure can disrupt the body's ability to use oxygen,
39 cause asphyxia, and cause carbon monoxide poisoning. Common items such as

- 1 sofas, carpeting, vehicles, and other products routinely found in the wildland can
2 produce smoke with HCN.
- 3 Symptoms of HCN poisoning include bitter almond odor on breath, burning
4 taste in mouth, stiffness of lower jaw, feeling of numbness or constriction in
5 throat, weakness, and headache.
- 6 Follow hazardous materials protocols contained in the IRPG to mitigate
7 exposure to HCN. If personnel may have been exposed to HCN, immediate
8 referral to a health care facility capable of toxicology testing and treatment of
9 HCN exposure is required.

10 **Safety for Personnel Visiting Fires**

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

14 **Visits to Incident Base Camps or Non-Fireline Field Locations**

15 Recommended field attire includes:

- 16 • Lace-up, closed toe shoes/boots with traction soles and ankle support.
- 17 • Trousers.
- 18 • Long-sleeve shirt.
- 19 • For agency personnel, the field uniform is appropriate.

20 **Fireline Logistical Support**

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

- 24 • Complete fire shelter training.
- 25 • Required Fireline PPE as referenced in the Personal Protective Equipment
26 section of this chapter.
- 27 • Receive an incident briefing.
- 28 • Ensure adequate communications are established.
- 29 • Other requirements (if any) established by the Incident Commander.
- 30 • A Work Capacity Test (WCT) is not required unless required for a specific
31 position defined in the PMS 310-1.

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

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

- 36 • Visits to the fireline must have the approval of the IC/Burn Boss.
- 37 • Visitors must maintain communications with the DIVS or appropriate
38 fireline supervisor of the area they are visiting.

- 1 • Required Fireline PPE as referenced in the Personal Protective Equipment
- 2 section of this chapter.
- 3 • Required field attire:
- 4 ○ Undergarments made of 100 percent or the highest possible content of
- 5 natural fibers or flame-resistant materials.
- 6 • Required equipment/supplies:
- 7 ○ Hand tool.
- 8 ○ Water canteen.

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

11 **Non-Escorted Visits**

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

- 14 • Must have adequate communications and radio training.
- 15 • Completed the following training:
- 16 ○ Introduction to Fire Behavior (S-190).
- 17 ○ Firefighter Training (S-130).
- 18 ○ Annual Fireline Safety Refresher Training, including fire shelter
- 19 training.
- 20 • Deviation from these requirements must be approved by the IC or Burn
- 21 Boss.

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

24 **Escorted Visits**

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

- 27 • Visitors must receive training in the proper use of Fireline PPE.
- 28 • Requirement for hand tool and water to be determined by escort.
- 29 • Visitors must be able to walk in mountainous terrain and be in good
- 30 physical condition with no known limiting conditions.
- 31 • Escorts must be minimally qualified as Single Resource Boss.
- 32 • Deviation from these requirements must be approved by the IC or Burn
- 33 Boss.

34 **Helicopter Observation Flights**

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

- 38 • Required PPE:
- 39 ○ Flight helmet
- 40 ○ Leather boots

- 1 ○ Flame-resistant clothing
- 2 ○ All leather or leather and aramid gloves

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

5 **Fixed-Wing Observation Flights**

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

9 **Six Minutes for Safety Training**

- 10 It is recommended that daily Six Minutes for Safety training be conducted that
- 11 focuses on high-risk, low frequency activities that fire personnel may encounter
- 12 during a fire season. A daily national Six Minutes for Safety briefing can be
- 13 found at <http://www.wildfirelessons.net/6minutesforsafety> or within the
- 14 National Incident Management Situation Report.

15 **SAFENET**

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

21 The objectives of the form and process are:

- 22 • To provide immediate reporting and correction of unsafe situations or close
- 23 calls in wildland fire.
- 24 • To provide a means of sharing safety information throughout the fire
- 25 community.
- 26 • To provide long-term data that will assist in identifying trends.
- 27 • Primarily intended for wildfire and prescribed fire situations, however,
- 28 SAFENET can be used for training and all hazard events.

29 Individuals who observe or who are involved in an unsafe situation shall initiate

30 corrective actions if possible, and then report the occurrence using SAFENET.

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

32 Prompt replies to the originator (if name provided), timely action to correct the

33 problem, and discussion of filed SAFENETs at local level meetings encourage

34 program participation and active reporting.

35 SAFENET is not the only way to correct a safety-related concern and it does not

36 replace accident reporting or any other valid agency reporting method. It is an

- 1 efficient way to report a safety concern. It is also a way for front line firefighters
2 to be involved in the daily job of being safe and keeping others safe, by
3 documenting and helping to resolve safety issues. SAFENETs may be filed:
- 4 • Electronically at <https://safenet.nifc.gov>;
 - 5 • Verbally by telephone at 1-888-670-3938; or
 - 6 • By SAFENET Field Card.
- 7 The SAFENET Field Card can be used by wildland fire personnel to
8 immediately identify and report unsafe situations or close calls that should
9 receive immediate resolution/mitigation. If the situation cannot be resolved at
10 the local/incident level, the reporting individual is encouraged to follow the
11 formal SAFENET submission process stated above. SAFENET Field Cards are
12 available at <https://safenet.nifc.gov>.

13 **Safety Alert System**

- 14 The Safety Alert system is intended as another mechanism to provide safety
15 related information to the field. The expectation is that the messages will
16 continue to be forwarded within the fire community, and that they will receive a
17 wide distribution in a relatively short period of time. There are three levels of
18 Safety Alert:
- 19 • Safety Warning – A warning of a safety hazard that poses an imminent
20 threat to life or property.
 - 21 • Safety Advisory – An advisory on safety information that isn't related to
22 imminent or potential threats of injury.
 - 23 • Safety Bulletin – A factual confirmation of a serious accident, incident or
24 fatality within the fire community.

25 A database of all bulletins can be found at
26 <https://www.nifc.gov/safetyAlerts/index.html>.

27 **Accident/Injury Reporting**

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

1 **Agency Reporting Requirements**

2 Employees are required to immediately report to their supervisor every job-
3 related accident. Managers and supervisors shall ensure that an appropriate level
4 of investigation is conducted for each accident and record all personal injuries
5 and property damage. Coordinate with your human resources office or
6 administrative personnel to complete appropriate Office of Worker's
7 Compensation (OWCP) forms. Reporting is the responsibility of the injured
8 employee's home unit regardless of where the accident or injury occurred.

- 9 • **BLM/NPS/FWS** – *Employees will report accidents using the Safety*
10 *Management Information System (SMIS) at <https://www.smis.doi.gov/>.*
11 *Supervisors shall complete SMIS report within six working days after the*
12 *accident/injury.*
- 13 • **FS** – *Employees will use the eSafety system through the Forest Service*
14 *Dashboard at*
15 *http://fsweb.asc.fs.fed.us/HRM/owcp/WorkersComp_index.php/.*
- 16 • **BIA** – *In addition to reporting accidents using the Safety Management*
17 *Information System (SMIS), Fire Management Officers will complete the*
18 *Early Alert at <https://www.bia.gov/bia/ots/dfwfm/bwfm/safety>, and submit to*
19 *Regional Fire Management Officers within 24 hours after the*
20 *accident/injury.*

21 **OSHA Reporting Requirements**

22 For accidents/injuries meeting the Serious Accident criteria (found in Chapter
23 18), OSHA must be notified within 8 hours.

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

29 Supervisors will coordinate with the unit safety manager where the
30 accident/injury occurred to ensure notifications are made to the appropriate
31 OSHA regional office.

32 OSHA reporting information is available at
33 <https://www.osha.gov/recordkeeping2014/index.html>.

34 **Critical Incident Management**

35 The NWCG has published the *Agency Administrator's Guide to Critical*
36 *Incident Management* (PMS 926). This guide is designed as a working tool to
37 assist Agency Administrators with the chronological steps in managing a critical
38 incident. This document includes a series of checklists, which outline Agency
39 Administrator's and other functional area's oversight and responsibilities. The
40 guide is not intended to replace local emergency plans or other specific guidance

1 that may be available, but should be used in conjunction with existing agency
2 policy, line of duty death (LODD) handbooks, or other critical incident
3 guidance. Local units should complete the guide or equivalent, and review and
4 update at least annually.

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

6 CISM is a comprehensive, integrated, systematic, and multicomponent crisis
7 intervention program that was developed to manage traumatic experiences. It is
8 a package of tactics that are designed to mitigate the impact of a traumatic event,
9 facilitate normal recovery processes, restore adaptive function, and identify
10 people who would benefit from additional support services. CISM interventions
11 services can be applied to wildland fire, law enforcement, or other emergency
12 responses. CISM interventions should never be used for grief counseling,
13 mediation or a replacement for mental health care professionals. The Agency
14 Administrator is responsible for identifying an event as a critical incident.

15 **Critical Incident Peer Support (CIPS)**

16 Critical Incident Peer Support (CIPS) is an intervention tactic designed for
17 colleagues or people of “mutual respect” to help each other through difficult
18 situations. It is the foundation of the interagency wildland fire CISM program
19 since peers understand the unique traumas, fears, job related stresses, and offer
20 instant trust, respect, credibility, and empathy. Camaraderie among peers has
21 credibility that academic training cannot create.

22 **Critical Incident Peer Support Groups**

23 CIPS Groups are assembled at the time of request and can be ordered through
24 the dispatch/coordination system. For more information go to
25 <https://gacc.nifc.gov/cism/>.

1 **Chapter 8**
2 **Interagency Coordination and Cooperation**

3 **Introduction**

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

10 **National Wildland Fire Cooperative Agreements**

11 **USDOJ and USDA Interagency Agreement for Fire Management**

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

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

21 **DOI, USDA, and DOD Interagency Agreement**

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

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

32 These and other agreements pertinent to interagency wildland fire management
33 can be found in their entirety at
34 <https://www.nifc.gov/nicc/logistics/references.htm>.

1 National Wildland Fire Management Structure**2 Wildland Fire Leadership Council (WFLC)**

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

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

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

24 Wildland Fire Executive Council (WFEC)

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

35 Federal Fire Policy Council (FFPC)

36 The FFPC provides a common national federal agency approach to wildland fire
37 management. FFPC ensures that wildland fire management policies, programs,
38 activities, and budgets are coordinated and consistent among and between the
39 member agencies and strives for coordinated and consistent policies and
40 programs with non-federal partner and cooperator agencies. FFPC sets strategic
41 policy and program direction, provides coordinated recommendations to the

1 Secretaries of Agriculture, the Interior, and Homeland Security and resolves
2 inconsistencies among and between federal wildland fire programs.

3 The FFPC is accountable and has the authority to:

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

7 The FFPC is responsible to:

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

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

22 **Fire Executive Council (FEC)**

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

33 The FEC is accountable and has the authority to:

- 34 • Establish strategic federal fire program budget direction and priorities.
- 35 • Ensure coordinated federal policy development.
- 36 • Develop federal business requirements and priorities.

37 The FEC is responsible and has the authority to:

- 38 • Provide coordinated federal interagency executive level wildland fire policy
39 leadership, direction, and program oversight.
- 40 • Provide coordinated recommendations and advice to the FFPC.

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

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

21 **Fire Management Board (FMB)**

22 The FMB provides a mechanism for coordinated and integrated federal wildland
23 fire program management and implementation. The FMB, taking strategic
24 policy and program direction from the FEC, directs, coordinates and oversees
25 the development and implementation of federal wildland fire policy and
26 programs to provide consistent and cost-effective program management.

27 The FMB is accountable and has the authority to:

- 28 • Coordinate federal program management and oversight.

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

- 30 • Provide common, integrated implementation strategies, approaches,
- 31 programs, and oversight for implementing federal wildland fire policies.
- 32 • Provide federal wildland fire program strategy, policy, budget and program
- 33 recommendations to the FEC.
- 34 • Provide recommendations on information and technology requirements,
- 35 priorities, and investments to the Wildland Fire Information and
- 36 Technology Executive Board.
- 37 • Provide recommendations on science and research requirements and
- 38 priorities necessary to support wildland fire program management activities.
- 39 • Identify requirements and recommend priorities for standards necessary to
- 40 ensure interoperability of intergovernmental wildland fire activities and
- 41 operations.

- 1 • Consult with our non-federal partners.
- 2 • Develop recommendations for interagency wildland fire
- 3 administrative/business support needs.

4 The FMB is composed of the USFS Fire and Aviation Management Assistant
5 Directors (USDA); the Deputy Director, Office of Wildland Fire, the Deputy
6 Director, Office of Aviation Services, the Fire Directors for BIA, BLM,
7 USFWS, and NPS (DOI); and the Wildfire Program Manager, US Fire
8 Administration (USDHS-FEMA).

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

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

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

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

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

30 **Office of Wildland Fire (OWF)**

31 The OWF is a Department of the Interior organization responsible for managing
32 and overseeing all wildland fire management activities executed by the bureaus.
33 OWF coordinates the Department's wildland fire programs within the
34 Department and with other federal and non-federal partners, to establish legally
35 and scientifically based Department-wide policies and budgets, and to provide
36 strategic leadership and oversight, that result in safe, comprehensive, cohesive,
37 efficient, and effective wildland fire programs for the nation consistent with the
38 bureaus' statutory authorities and constraints.

1 For more information about the Office of Wildland Fire and the Federal
2 wildland fire management organization, follow the links under “About OWF” at
3 <https://www.doi.gov/wildlandfire>.

4 **Multi-Agency Management and Coordination**

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

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

- 12 • Provide oversight of general business practices between the NMAC group
13 and the Geographic Area Multi-Agency Coordination groups.
- 14 • Establish priorities among geographic areas.
- 15 • Activate and maintain a ready reserve of national resources for assignment
16 directly by NMAC as needed.
- 17 • Implement decisions of the NMAC.

18 The NMAC Operating Plan, NMAC Correspondence, and other resources and
19 references are at <https://www.nifc.gov/nicc/administrative/nmac/index.html>.

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

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

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

30 **National Dispatch/Coordination System**

31 See Chapter 19.

32 **Local and Geographic Area Drawdown**

33 See Chapter 19.

34 **National Ready Reserve (NRR)**

35 See Chapter 19.

1 **Interagency Incident Business Management Handbook**

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

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

- 12 • *DOI – The Department of the Interior All Hazards-Supplement to the*
13 *Interagency Incident Business Management Handbook establishes business*
14 *management guidelines for the Department of the Interior's (DOI's) all-*
15 *hazards incidents. The DOI Supplement is available at*
16 *<https://www.doi.gov/emergency/emergency-policy.cfm>.*
- 17 • *BLM – The IIBMH replaces BLM Manual Section 1111.*
- 18 • *NPS – Refer to RM-18.*
- 19 • *FWS – Refer to Service Manual 621 FW 1 Wildland Fire Management.*
- 20 • *FS – Refer to FSH 5109.34.*

21 **Standards for Cooperative Agreements**

22 **Agreement Policy**

23 Agreements will be comprised of two components: the actual agreement and an
24 operations plan. The agreement will outline the authority and general
25 responsibilities of each party and the operations plan will define the specific
26 operating procedures.

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

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

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

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

- 1 • **BLM** – *BLM Manual 9200, Departmental Manual 620 DM, the Reciprocal*
2 *Fire Protection Act, 42 U.S.C. 1856, and the Federal Wildland Fire*
3 *Management Policy and Program Review.*
- 4 • **NPS** – *Chapter 2, Federal Assistance and Interagency Agreements*
5 *Guideline (DO-20), and the Departmental Manual 620 (DM-620). NPS-*
6 *RM-18, Interagency Agreements, Release Number 1, 02/22/99.*
- 7 • **FWS** – *Service Manual, Departmental Manual 620 DM, and Reciprocal*
8 *Fire Protection Act, 42U.S.C. 1856.*
- 9 • **FS** – *FSM 1580, 5106.2 and FSH 1509.11.*

10 **Types of Agreements**

11 **National Interagency Agreements**

12 The national agreement, which serves as an umbrella for interagency assistance
13 among federal agencies is the interagency agreement between the Bureau of
14 Land Management, Bureau of Indian Affairs, National Park Service, Fish and
15 Wildlife Service of the United States Department of the Interior, and the Forest
16 Service of the United States Department of Agriculture. This and other national
17 agreements give substantial latitude while providing a framework for the
18 development of state and local agreements and operating plans.

19 **Regional/State Interagency Agreements**

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

23 **Local Interagency Agreements**

24 Local units are responsible for developing agreements with local agencies and
25 fire departments to meet mutual needs for suppression and/or prescribed fire
26 services.

27 **Emergency Assistance**

28 Approved, established reimbursable agreements are the appropriate and
29 recommended way to provide emergency assistance. If no agreements are
30 established, refer to your Agency Administrator to determine the authorities
31 delegated to your agency to provide emergency assistance.

32 **Contracts**

33 Contracts may be used where they are the most cost-effective means of
34 providing for protection commensurate with established standards. A contract,
35 however, does not absolve an Agency Administrator of the responsibility for
36 managing a fire program.

37 Contracts should be developed and administered in accordance with Federal
38 Acquisition Regulations. In particular, a contract should specify conditions for
39 abandonment of a fire in order to respond to a new call elsewhere.

1 Elements of an Agreement

2 The following elements should be addressed in each agreement:

- 3 • The authorities appropriate for each party to enter in an agreement.
- 4 • The roles and responsibilities of each agency signing the agreement.
- 5 • An element addressing the cooperative roles of each participant in
6 prevention, pre-suppression, suppression, fuels, and prescribed fire
7 management operations.
- 8 • Reimbursements/Compensation – All mutually approved operations that
9 require reimbursement and/or compensation will be identified and agreed to
10 by all participating parties through a cost-share agreement. The mechanism
11 and timing of the funding exchanges will be identified and agreed upon.
- 12 • Appropriation Limitations – Parties to this agreement are not obligated to
13 make expenditures of funds or reimbursements of expenditures under terms
14 of this agreement unless the Congress of the United States of America
15 appropriates such funds for that purpose by the Counties of _____, by the
16 Cities of _____, and/or the Governing Board of Fire Commissioners
17 of _____.
- 18 • Liabilities/Waivers – Each party waives all claims against every other party
19 for compensation for any loss, damage, personal injury, or death occurring
20 as a consequence of the performance of this agreement unless gross
21 negligence on any part of any party is determined.
- 22 • Termination Procedure – The agreement shall identify the duration of the
23 agreement and cancellation procedures.
- 24 • A signature page identifying the names of the responsible officials shall be
25 included in the agreement.
 - 26 ○ *BLM – Refer to Chapter 2, Agreements with Cooperators (Rangeland*
 - 27 *Fire Protection Association (RFPA) and Local Fire Department).*
 - 28 ○ *NPS – Refer to DO-20 for detailed instructions and format for*
 - 29 *developing agreements.*
 - 30 ○ *BIA – Refer to Notification of Required Use of Cooperative Agreement*
 - 31 *Template in response to Office of Inspector General’s Independent*
 - 32 *Report on the “Bureau of Indian Affairs Wildland Fire Suppression”*
 - 33 *(memo dated September 06, 2013) and Clarification of Authorities on*
 - 34 *Implementation of the Wildland Fire Cooperative Agreement Template*
 - 35 *(memo dated May 28, 2014).*

36 Annual Operating Plans (AOPs)

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

41 General Elements of an Annual Operating Plan

42 The following items should be addressed in the AOP:

Release Date: January 2018

- 1 • **Mutual Aid**
2 The AOP should address that there may be times when cooperators are
3 involved in emergency operations and unable to provide mutual aid. In this
4 case, other cooperators may be contacted for assistance.
- 5 • **Command Structure**
6 The Incident Command System (ICS) will be used to manage all fires under
7 federal jurisdiction. Unified command should be used, as appropriate,
8 whenever multiple jurisdictions are involved, unless one or more parties
9 request a single agency IC. If there is a question about jurisdiction, fire
10 managers should mutually decide and agree on the command structure as
11 soon as they arrive on the fire; Agency Administrators should confirm this
12 decision as soon as possible. Once this decision has been made, the incident
13 organization in use should be relayed to all units on the incident as well as
14 dispatch centers. In all cases, the identity of the IC must be made known to
15 all fireline and support personnel.
- 16 • **Communications**
17 In mutual aid situations, a common designated radio frequency identified in
18 the AOP should be used for incident communications. All incident
19 resources should utilize and monitor this frequency for incident
20 information, tactical use, and changes in weather conditions or other
21 emergency situations. In some cases, because of equipment availability/
22 capabilities, departments/agencies may have to use their own frequencies
23 for tactical operations, allowing the “common” frequency to be the link
24 between departments. It is important that all department/agencies change to
25 a single frequency or establish a common communications link as soon as
26 practical. Clear text should be used. Avoid personal identifiers, such as
27 names. This paragraph in the AOP shall meet Federal Communications
28 Commission (FCC) requirements for documenting shared use of radio
29 frequencies.
- 30 • **Distance/Boundaries**
31 Responding and requesting parties should identify any mileage limitations
32 from mutual boundaries where “mutual aid” is either pay or non-pay status.
33 Also, for some fire departments, the mileage issue may not be one of initial
34 attack “mutual aid,” but of mutual assistance. In this situation, you may
35 have the option to make it part of this agreement or identify it as a situation
36 where the request would be made to the agency having jurisdiction, which
37 would then dispatch the fire department.
- 38 ○ *BLM – Agreements/AOPs with Department of Defense, best practices*
39 *(including UXO protocols) are located on the BLM Fire Operations*
40 *website http://web.blm.gov/internal/fire/fire_ops/toolbox.htm.*
- 41 • **Time/Duration**
42 Responding and requesting parties should identify time limitations (usually
43 24 hours) for resources in a non-reimbursable status, and “reimbursable
44 rates” when the resources are in a reimbursable status.

- 1 • **Qualifications/Minimum Requirements**
2 The National Wildfire Coordinating Group publication, *National Incident*
3 *Management System: Wildland Fire Qualification System Guide* (PMS 310-
4 1), outlines the minimum requirements for training, experience, physical
5 fitness level, and currency standards for wildland fire positions, which all
6 participating agencies have agreed to meet for national mobilization.
7 ○ During initial action, all agencies (federal, state, local and Tribal)
8 accept each other's standards. Once jurisdiction is clearly established,
9 then the standards of the agency(s) with jurisdiction prevail.
10 ▪ *BLM – BLM may accept the standards of any local cooperator*
11 *through the duration of an incident when the cooperator has a*
12 *current cooperative fire response agreement with BLM, and the*
13 *cooperator is in compliance with the agreement. Personnel from*
14 *agencies that do not subscribe to the NWCG qualification*
15 *standards may be used on agency managed fires, and must only be*
16 *assigned to duties commensurate with their competencies,*
17 *qualifications, and equipment capabilities.*
18 ○ Prior to the fire season, federal agencies should meet with their state,
19 local, and Tribal agency partners and communicate the qualification/
20 certification standards that will apply to the use of local, non-federal
21 firefighters during initial action on fires on lands under the jurisdiction
22 of a federal agency.
23 ○ The Geographic Area Coordinating Group should determine the
24 application of 310-1 qualification/certification standards for
25 mobilization within the geographic area.
26 ○ On a fire where a non-federal agency is also an agency with legal
27 jurisdiction, the standards of that agency apply.
28 ○ The AOP should address qualification and certification standards
29 applicable to the involved parties.
- 30 • **Reimbursement/Compensation**
31 Compensation shall be as close to actual expenditures as possible. This
32 should be clearly identified in the AOP. Vehicles and equipment operated
33 under the federal excess property system will only be reimbursed for
34 maintenance and operating costs.
- 35 • **Cooperation**
36 The annual operating plan will be used to identify how the cooperators will
37 share expertise, training, and information on items such as prevention,
38 investigation, communication plans, safety, training, ICS, and the
39 integration of resources.
- 40 • **Agency Reviews and Investigations**
41 Annual operating plans should describe processes for conducting agency
42 specific reviews and investigations. AOPs should also describe processes
43 for accident notifications to the appropriate fire managers, line officers, and
44 dispatch/coordination centers.

1 • **Dispatch Centers**

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

7 **Fiscal Responsibility Elements of an Annual Operating Plan**

8 Annual Operating Plans should address the following:

- 9 • The level of communication required with neighboring jurisdictions
10 regarding the management of all wildland fires, especially those with
11 multiple objectives.
- 12 • The level of communication required with neighboring jurisdictions
13 regarding suppression resource availability and allocation, especially for
14 wildland fires with objectives that include benefit.
- 15 • Identify how to involve all parties in developing the strategy and tactics to
16 be used in preventing wildland fire from crossing the jurisdictional
17 boundary, and how all parties will be involved in developing mitigations
18 which would be used if a wildland fire does cross jurisdictional boundaries.
- 19 • Jurisdictions, which may include state and private lands, should identify the
20 conditions under which wildland fire may be managed to achieve benefit,
21 and the information or criteria that will be used to make that determination
22 (e.g., critical habitat, hazardous fuels, and land management planning
23 documents).
- 24 • Jurisdictions will identify conditions under which cost efficiency may
25 dictate where suppression strategies and tactical actions are taken (i.e., it
26 may be more cost effective to put the containment line along an open
27 grassland than along a mid-slope in timber). Points to consider include loss
28 and benefit to land, resource, social and political values, and existing legal
29 statutes.
- 30 • The cost-sharing methodologies that will be utilized should wildfire spread
31 to a neighboring jurisdiction in a location where fire is not wanted.
- 32 • The cost-share methodologies that will be used should a jurisdiction accept
33 or receive a wildland fire and manage it to create benefit.
- 34 • Any distinctions in what cost-share methodology will be used if the reason
35 the fire spreads to another jurisdiction is attributed to a strategic decision,
36 versus environmental conditions (weather, fuels, and fire behavior), or
37 tactical considerations (firefighter safety, resource availability) that preclude
38 stopping the fire at jurisdictional boundaries. Examples of cost-sharing
39 methodologies may include, but are not limited to, the following:
- 40 ○ When a wildland fire that is being managed for benefit spreads to a
41 neighboring jurisdiction because of strategic decisions, and in a
42 location where fire is not wanted, the managing jurisdiction shall be
43 responsible for wildfire suppression costs.

- 1 ○ In those situations where weather, fuels, or fire behavior of the
2 wildland fire precludes stopping at jurisdiction boundaries cost-share
3 methodologies may include, but are not limited to:
- 4 a) Each jurisdiction pays for its own resources – fire suppression
5 efforts are primarily on jurisdictional responsibility lands.
6 b) Each jurisdiction pays for its own resources – services rendered
7 approximate the percentage of jurisdictional responsibility, but not
8 necessarily performed on those lands.
9 c) Cost share by percentage of ownership.
10 d) Cost is apportioned by geographic division. Examples of
11 geographic divisions are: Divisions A and B (using a map as an
12 attachment); privately owned property with structures; or specific
13 locations such as campgrounds.
14 e) Reconciliation of daily estimates (for larger, multi-day incidents).
15 This method relies upon daily agreed to cost estimates, using
16 Incident Action Plans or other means to determine multi-Agency
17 contributions. Reimbursements can be made upon estimates
18 instead of actual bill receipts.

19 For further information, refer to NWCG Memorandum EB-M-09-009, *Revisions*
20 *to the Annual Operating Plans for Master Cooperative Fire and Stafford Act*
21 *Agreements due to Implementation of Revised Guidance for the Implementation*
22 *of Federal Wildland Fire Management Policy*, April 13, 2009.

23 **All-Hazards Coordination and Cooperation**

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

30 **Stafford Act Disaster Relief and Emergency Assistance**

31 The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public
32 Law 93-288, as amended) establishes the programs and processes for the Federal
33 Government to provide disaster and emergency assistance to states, local
34 governments, Tribal nations, individuals, and qualified private non-profit
35 organizations. The provisions of the Stafford Act cover all hazards including
36 natural disasters and terrorist events. In response to, or in anticipation of, a
37 major disaster or emergency as defined by the act, the President “may direct any
38 federal agency, with or without reimbursement, to utilize its authorities and the
39 resources granted to it under federal law (including personnel, equipment,
40 supplies, facilities, managerial, technical, and advisory services) in support of
41 state and local assistance efforts.”

- 1 • *BIA – Refer to Chapter 6 for the Stafford Act Amendment Tribal Disaster*
2 *Assistance.*

3 **Homeland Security Act**

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

9 **Homeland Security Presidential Directive-5**

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

18 **National Response Framework**

19 Federal disaster relief and emergency assistance are coordinated by the Federal
20 Emergency Management Agency (FEMA) using the National Response
21 Framework (NRF). The NRF, using the National Incident Management System
22 (NIMS), establishes a single, comprehensive framework for the management of
23 domestic incidents. The NRF provides the structure and mechanisms for the
24 coordination of federal support to state, local, and Tribal incident managers; and
25 for exercising direct federal authorities and responsibilities. Information about
26 the National Response Framework can be found at
27 <https://www.fema.gov/media-library/assets/documents/117791>.

28 **National Incident Management System (NIMS)**

29 HSPD-5 directed that the DHS Secretary develop and administer a National
30 Incident Management System to provide a consistent, nationwide approach for
31 Federal, State, and local governments to work effectively and efficiently
32 together to prepare for, respond to, and recover from domestic incidents,
33 regardless of cause, size, or complexity. To provide for interoperability and
34 compatibility among federal, state, and local capabilities, the NIMS will include
35 a core set of concepts, principles, terminology, and technologies covering the
36 incident command system; multi-agency coordination systems; unified
37 command; training; identification and management of resources (including
38 systems for classifying types of resources); qualifications and certification; and
39 the collection, tracking, and reporting of incident information and incident
40 resources. Information about the NIMS can be found at [www.fema.gov/national-](http://www.fema.gov/national-incident-management-system)
41 [incident-management-system](http://www.fema.gov/national-incident-management-system).

1 **Emergency Support Function (ESF) Annexes**

2 Emergency Support Function (ESF) Annexes are the components of the NRF
 3 that detail the mission, policies, structures, and responsibilities of federal
 4 agencies. They are utilized for coordinating resource and programmatic support
 5 to the states, tribes, and other federal agencies or other jurisdictions and entities
 6 during Incidents of National Significance. Each ESF Annex identifies the ESF
 7 coordinator and the primary and support agencies pertinent to the ESF. USDA-
 8 FS and USFA are the Co-coordinators of ESF #4 – Firefighting. USDA-FS
 9 coordinates at the national and regional levels with FEMA, state agencies, and
 10 cooperating agencies on all issues related to response activities. USFA
 11 coordinates with appropriate state agencies and local fire departments to expand
 12 structural firefighting resource capacity in the existing national firefighting
 13 mobilization system and provides information on protection of emergency
 14 services sector critical infrastructure.

15 The ESF primary agency serves as a federal executive agent under the Federal
 16 Coordinating Officer to accomplish the ESF mission. The ESF support agencies,
 17 when requested by the designated ESF primary agency, are responsible for
 18 conducting operations using their own authorities, subject-matter experts,
 19 capabilities, or resources. USDA-FS is the primary agency for ESF #4 –
 20 Firefighting.

21 See <https://www.fema.gov/media-library/assets/documents/32180?id=7353> for
 22 further information regarding ESF #4.

23 Other NRF USDA-FS and DOI responsibilities are:

ESF Support Annex	USDA-FS Role	DOI Role
#01 Transportation	Support	Support
#02 Communications	Support	Support
#03 Public Works and Engineering	Support	Support
#04 Firefighting	Coordinator & Primary	Support
#05 Emergency Management	Support	Support
#06 Mass Care, Emergency Assistance, Housing, and Human Services	Support	Support
#07 Logistics Management and Resources Support	Support	Support
#08 Public Health and Medical Services	Support	Support
#09 Search and Rescue	Support	Primary
#10 Oil and Hazardous Materials Response	Support	Support

ESF Support Annex	USDA-FS Role	DOI Role
#11 Agriculture and Natural Resources	Primary	Primary
#12 Energy		Support
#13 Public Safety and Security	Support	Support
#15 External Affairs	Support	Support

1 **National Oil and Hazardous Substances Pollution Contingency Plan (NCP,**
2 **40 CFR 300)**

3 The NCP provides the organizational structure and procedures for preparing for
4 and responding to discharges of oil and releases of hazardous substances,
5 pollutants, and contaminants. The NCP is required by section 105 of the
6 Comprehensive Environmental Response, Compensation, and Liability Act of
7 1980 (CERCLA), 42 U.S.C. 9605, as amended by the Superfund Amendments
8 and Reauthorization Act of 1986 (SARA), P.L. 99–499, and by section 311(d) of
9 the Clean Water Act (CWA), 33 U.S.C. 1321(d), as amended by the Oil
10 Pollution Act of 1990 (OPA), P.L. 101–380. The NCP identifies the national
11 response organization that may be activated in response actions to discharges of
12 oil and releases of hazardous substances, pollutants, and contaminants in
13 accordance with the authorities of CERCLA and the CWA. It specifies
14 responsibilities among the federal, state, and local governments and describes
15 resources that are available for response, and provides procedures for involving
16 state governments in the initiation, development, selection, and implementation
17 of response actions, pursuant to CERCLA. The NCP works in conjunction with
18 the National Response Framework through Emergency Support Function 10 –
19 Oil and Hazardous Material Response.

20 **Post-Katrina Emergency Management Reform Act**

21 *The Post-Katrina Emergency Reform Act of 2006 (Public Law 109-295)*
22 amended the Homeland Security Act. This law established the FEMA
23 Administrator as responsible for managing the Federal response to emergencies
24 and disasters, and for reporting directly to the President. The Secretary of
25 Homeland Security is the Principal Federal Official, but has no direct authority
26 for response or coordination. This law also amends the Stafford Act to allow
27 FEMA, in the absence of a specific request or Presidential declaration, to direct
28 other Federal agencies to provide resources and support where necessary to save
29 lives, prevent human suffering, or mitigate severe damage.

30 **Presidential Policy Directive-8**

31 *Presidential Policy Directive-8 (PPD-8), National Preparedness, March 30,*
32 *2011* is intended to strengthen all-of-Nation preparedness. PPD-8 directs the
33 Secretary of Homeland Security to develop a national preparedness goal and a
34 national preparedness system in coordination and consultation with other federal
35 departments and agencies, state, local, tribal, and territorial governments, private

1 and non-profit sectors, and the public. The national preparedness system is
2 comprised of:

- 3 • National planning frameworks for the prevention, protection, mitigation,
4 response to, and recovery from national threats. These frameworks are
5 similar and complementary to the National Response Framework (NRF).
- 6 • Corresponding Federal interagency operational plans.
- 7 • Guidance for the national interoperability of personnel and equipment.
- 8 • Guidance for business, community, family, and individual preparedness.

9 **All-Hazards Coordination and Cooperation**

10 In an actual or potential incident of national significance that is not encompassed
11 by the Stafford Act, the President may instruct a federal department or agency,
12 subject to any statutory limitations on the department or agency, to utilize the
13 authorities and resources granted to it by Congress. In accordance with
14 Homeland Security Presidential Directive-5, federal departments and agencies
15 are expected to provide their full and prompt support, cooperation, available
16 resources, consistent with their own responsibilities for protecting national
17 security. Personnel assigned to all-hazard incidents may only perform duties
18 within agency policy, training, and capability.

19 **NWCG Role in Support, Coordination, and All-Hazards Response by** 20 **Wildland Fire Agencies**

21 The National Wildfire Coordinating Group has established guidelines to define
22 NWCG's role in the preparedness for, coordination of, and support to all-
23 hazards incidents.

24 General All-Hazards Guidelines for NWCG:

- 25 • The National Incident Management System (NIMS) is the foundation of all
26 response. NWCG principles, procedures, and publications will comply with
27 and support the NIMS. NWCG expects that all local, State, and Federal
28 response agencies and organizations will comply with NIMS.
- 29 • NWCG uses the NIMS definition of All-Hazards, which includes wildland
30 fire. This definition is:
 - 31 ○ All-Hazards: Describing an incident, natural or manmade, that warrants
32 action to protect life, property, environment, and public health or
33 safety, and to minimize disruptions of government, social, or economic
34 activities.
- 35 • NWCG recognizes FEMA's role in overseeing the development,
36 implementation, and maintenance of NIMS, which includes the Incident
37 Command System (ICS) and its components (forms, core competencies,
38 training, qualifications and standards, etc.).
- 39 • NWCG accepts the components of NIMS and will develop an endorsement
40 process and additional qualifications requirements for positions having
41 specific wildland fire application.

- 1 • NWCG recognizes and supports the use of position-specific qualifications
- 2 from other NIMS compliant disciplines (law enforcement, structure fire,
- 3 hazmat, etc.).
- 4 • NWCG supports the ongoing development and maintenance of wildland fire
- 5 systems to be adaptable for all-hazards response.
- 6 • NWCG expects that all wildland fire personnel engaged in all-hazards
- 7 response, whether at the national, regional or local level will base actions on
- 8 both NWCG and agency policies, standards, doctrine, and procedures.
- 9 • NWCG member agencies ensure all personnel responding to all-hazards
- 10 incidents are properly trained, equipped, and qualified for their assigned
- 11 position.
- 12 • NWCG encourages all wildland fire agencies and personnel to receive
- 13 appropriate preparedness training, focusing on general knowledge of all-
- 14 hazards response, disaster characteristics, and the effects from these events
- 15 on citizens and responders.
- 16 • NWCG encourages all wildland fire agencies and personnel to consider
- 17 appropriate risk mitigation measures (e.g., vaccinations, personal protective
- 18 equipment, etc.) prior to responding to all-hazards incidents.
- 19 • NWCG coordinates with member agencies to ensure accountability of
- 20 wildland fire personnel during all-hazards response.

21 **USFS All-Hazards Guiding Principles and Doctrine**

22 The Forest Service has developed doctrine, known as the *Foundational Doctrine*
23 *for All-Hazard Response*, outlining the guiding principles, roles, and
24 responsibilities of the agency during all-hazards response. Forest Service
25 responders and leadership are expected to follow this doctrine, established to
26 help ensure the safest response conditions possible.

27 The following principles encompass the guidelines, roles, and responsibilities
28 established in this doctrine:

- 29 • The intent of Forest Service all-hazard response and support is to protect
- 30 human life, property, and at-risk lands and resources *while imminent threats*
31 *exist*.
- 32 • Personnel should be prepared and organized to support all-hazard responses
- 33 by providing trained personnel to utilize their inherent skills, capabilities,
34 and assets, without requiring significant advanced training and preparation.
35 Support to cooperators requiring wildland resources will be consistent with
36 employee core skills, capabilities, and training.
- 37 • As incidents move from the *response phase* to the *recovery phase*, there
38 should be a shift to demobilizing agency resources.
- 39 • Within all-hazard response environments, agency personnel may encounter
40 situations in which there is an imminent threat to life and property outside
41 of their Agency's jurisdiction. These environments include scenarios
42 ranging from being first on scene at a vehicle accident, to committing

- 1 Agency resources to protect a local community. Leaders are therefore
2 expected to use their judgment and respond appropriately.
- 3 • Wildland resources deployed to all-hazard responses will understand the
4 dynamic and complex environment and utilize their leadership, training, and
5 skills to adapt, innovate, and bring order to chaos.
 - 6 • Leaders are expected to operate within the incident organizational structure
7 encountered on all-hazard responses. When such structure is absent, they
8 will utilize National Incident Management System principles to assure safe
9 and effective utilization of agency resources.
 - 10 • Leaders are expected to operate under existing policies and doctrine under
11 normal conditions. On all-hazard responses, fire and aviation business and
12 safety standards may have to be adapted to the situation to successfully
13 accomplish the mission. When conflicts occur, employees will use their
14 judgment, weigh the risk versus gain, and operate within the intent of
15 Agency policy and doctrine.
 - 16 • All-hazard response will be focused on missions that we perform
17 consistently and successfully. Workforce assignments will be directed
18 toward the core skills developed through our existing training and
19 curriculum.
 - 20 • Agency employees will be trained to operate safely and successfully in the
21 all-hazard environment. Preparedness training will focus on gaining general
22 knowledge of all-hazard response, disaster characteristics, as well as the
23 effects from these events on citizens and responders.
 - 24 • Specific operational skills will be facilitated through the National Incident
25 Management System, working with the responsible agencies who supply
26 the technical specialists who, in turn, provide the specific skill sets. The
27 Forest Service will not train or equip to meet every hazard.
 - 28 • Wildland employees are expected to perform all-hazard support as directed
29 within their qualifications and physical capabilities. All employees have the
30 right to a safe assignment. The employee may suspend his or her work
31 whenever any environmental condition—or combination of condition—
32 become so extreme than an immediate danger is posed to employee health
33 and safety that cannot be readily mitigated by the use of appropriate,
34 approved protective equipment or technology.
 - 35 • Acceptable risk is risk mitigated to a level that provides for reasonable
36 assurances that the all-hazard task can be accomplished without serious
37 injury to life or damage to property.
 - 38 • All-hazard incident-specific briefing and training will be accomplished
39 *prior* to task implementation. This preparation will usually occur prior to
40 mobilization where incident description, mission requirements, and known
41 hazards are addressed. Key protective equipment and associated needs for
42 these all-hazard tasks that wildland employees do not routinely encounter or
43 perform will be identified. This will be done—and be in place—*prior* to
44 task implementation.

- 1 • Agency employees will be provided with appropriate vaccinations,
2 credentials, and personal protective equipment to operate in the all-hazard
3 environment to which they are assigned.
- 4 • Additional information can be found in the Forest Service Foundational
5 Doctrine for All-Hazard Response.
6 https://www.fs.fed.us/fire/doctrine/conferences/all_hazard_response.pdf

7 **All-Hazard Incident Management Teams (IMTs) and Other Non-Wildland** 8 **Fire IMTs**

9 Different entities have developed IMTs based on ICS core competencies under
10 the National Incident Management System (NIMS). Federal agencies with IMTs
11 include the U.S. Coast Guard, the Environmental Protection Agency, USDA's
12 Animal and Plant Health Inspection Service (APHIS), DOI's National Park
13 Service and U.S. Fish and Wildlife Service, and others. In addition, many states
14 and metropolitan areas have developed All Hazard Incident Management Teams
15 (AHIMTs). AHIMT consists of personnel from various disciplines (fire, rescue,
16 emergency medical, hazardous materials, law enforcement, public works, public
17 health and others) trained to perform the functions of the Command and General
18 Staff at the Type 3 level. AHIMTs are often sponsored or administered by a
19 state or local emergency management agency.

20 Many different entities that sponsor an AHIMT or other non-wildland fire IMT
21 have requested that their personnel be allowed to "shadow" wildland fire IMT
22 positions during incidents (sometimes referred to as "field training" or "field
23 mentoring"). The primary purpose of shadowing is to gain insight to complex
24 incident management. All shadowing events should be coordinated with the
25 receiving GACCs and the IC at an incident.

- 26 • **DOI** – <https://www.doi.gov/emergency/emergency-policy.cfm>

27 **International Wildland Fire Coordination and Cooperation**

28 **U.S. – Mexico Cross Border Cooperation on Wildland Fires**

29 In April 2015, the Department of Interior and the Department of Agriculture
30 signed a Wildfire Protection Agreement with Mexico. The agreement has two
31 purposes:

- 32 • To enable wildfire protection resources originating in the territory of one
33 country to cross the United States-Mexico border in order to suppress
34 wildfires on the other side of the border within the zone of mutual
35 assistance (10 miles/16 kilometers) in appropriate circumstances.
- 36 • To give authority for Mexican and U.S. fire management organizations to
37 cooperate on other fire management activities outside the zone of mutual
38 assistance.

39 National Operational Guidelines for this agreement are located at
40 <https://www.nifc.gov/nicc/logistics/references.htm>. These guidelines cover
41 issues at the national level and also provide a template for those issues that need

1 to be addressed in local operating plans. The local operating plans identify how
2 the agreement will be implemented by the GACCs (and Zone Coordination
3 Centers) that have dispatching responsibility on the border. The local operating
4 plans will provide the standard operational procedures for wildfire suppression
5 resources that could potentially cross the U.S. border into Mexico.

6 **U.S. – Canada, Reciprocal Forest Firefighting Arrangement**

7 Information about United States – Canada cross border support is located at
8 <https://www.nifc.gov/nicc/logistics/references.htm>. This chapter provides policy
9 guidance, which was determined by an exchange of diplomatic notes between
10 the U.S. and Canada in 1982. This chapter also provides operational guidelines
11 for the Canada – U.S. Reciprocal Forest Fire Fighting Arrangement. These
12 guidelines are updated yearly.

13 **U.S. – Australia/New Zealand Wildland Fire Arrangement**

14 Information about United States – Australia/New Zealand support is located at
15 <https://www.nifc.gov/nicc/logistics/references.htm>. This chapter provides a copy
16 of the arrangements signed between the U.S. and the states of Australia and the
17 country of New Zealand for support to one another during severe fire seasons. It
18 also contains the AOP that provides more detail on the procedures,
19 responsibilities, and requirements used during activation.

20 **International Non-Wildland Fire Coordination and Cooperation**

21 **International Disasters Support**

22 Federal wildland fire employees may be requested through the FS to support the
23 U.S. Government's (USG) response to international disasters by serving on
24 Disaster Assistance Response Teams (DARTs). A DART is the operational
25 equivalent of an ICS team used by the U.S. Agency for International
26 Development's Office of Foreign Disaster Assistance (OFDA) to provide an on-
27 the-ground operational capability at the site of an international disaster. Prior to
28 being requested for a DART assignment, employees will have completed a
29 weeklong DART training course covering information about:

- 30 • USG agencies charged with the responsibility to coordinate USG responses
31 to international disaster.
- 32 • The purpose, organizational structure, and operational procedures of a
33 DART.
- 34 • How the DART relates to other international organizations and countries
35 during an assignment. Requests for these assignments are coordinated
36 through the FS International Programs, Disaster Assistance Support
37 Program (DASP).
- 38 • DART assignments should not be confused with technical exchange
39 activities, which do not require DART training.

40 More information about DARTs can be obtained at the FS International
41 Program's website, <https://www.fs.fed.us/global/aboutus/dasp/welcome.htm>.

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Chapter 9 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. Planning strategically allows for responses to fire commensurate with risk, and movement towards desired conditions.

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 Land/Resource Management Plan (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 address the vision and goals of the National Cohesive Wildland Fire Management Strategy (2014) (Cohesive Strategy).

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 Fire Management Plans must provide for firefighter and public safety; include
7 fire management strategies, tactics, and alternatives; address values to be
8 protected and values at risk; address the location and conditions under which
9 resource and protection objectives can be met; consider public health issues; and
10 be consistent with resource management objectives, activities of the area, and
11 environmental laws and regulations. Fire Management Plans should be based
12 upon the best available science.

13 **Agency Planning Guidance**

14 **Department of Interior (DOI)**

15 Fire Management Plans must be consistent with the DOI Interagency Fire
16 Management Plan Framework and subsequent bureau direction. Fire
17 Management Plan content may be represented in spatial, text-based and/or
18 digital formats.

- 19 • The DOI framework is available at
20 [https://www.nwccg.gov/committees/interagency-fire-planning-](https://www.nwccg.gov/committees/interagency-fire-planning-committee/resources)
21 [committee/resources](https://www.nwccg.gov/committees/interagency-fire-planning-committee/resources).
 - 22 ○ **BLM – FMP Template** is available at
23 <http://web.blm.gov/internal/fire/fpfm/planning.html>.
 - 24 ○ **NPS – FMP Template** and information is available at
25 [http://famshare.inside.nps.gov/wildlandfire/budgetandplanning/fireman-](http://famshare.inside.nps.gov/wildlandfire/budgetandplanning/firemanagementplanning/firemanagementplans/default.aspx)
26 [agementplanning/firemanagementplans/default.aspx](http://famshare.inside.nps.gov/wildlandfire/budgetandplanning/firemanagementplanning/firemanagementplans/default.aspx).

27 **U.S. Forest Service (FS)**

28 Forest Service FMPs have been replaced with a combination of enhanced
29 Spatial Planning contained in the Wildland Fire Decision Support System
30 (WFDSS) and the Fire Management Reference System (FMRS), a collection of
31 plans required for fire program management, such as aviation, operations,
32 dispatch, and fire danger operating plan products. Fire Management Planning
33 will be a continuing effort to ensure that guidance represented spatially in
34 WFDSS and the FMRS are consistent with LRMP direction, reflecting available
35 fire response options to move from current to desired conditions.

36 The FS has replaced the FSH 5109.19 with a Fire Management Planning Guide
37 that further describes Spatial Fire Planning and the Fire Management Reference
38 System (FMRS). As allowed in the Land and Resource Management Plan
39 (LRMP), fire response strategies should be consistent with the Cohesive

- 1 Strategy and developed in collaboration with adjoining land managers. This
2 Guide is at <https://fsweb.wo.fs.fed.us/fire/fmp/>.

3 **Other Resources**

- 4 For information on utilizing the Spatial Fire Planning method in WFDSS, see
5 the WFDSS Spatial Fire Planning Guide located on the WFDSS Training page
6 at https://wfdss.usgs.gov/wfdss/WFDSS_Training.shtml.

7 **Concepts and Definitions**

- 8 For further clarification of concepts and definitions that follow, refer to:
9 *Terminology Updates Resulting from Release of the Guidance for the*
10 *Implementation of Federal Wildland Fire Management Policy (2009)*, NWCG
11 Memorandum EB-M-10-024, and the *Guidance for Implementation of Federal*
12 *Wildland Fire Management Policy, February 13, 2009*.

13 **Land/Resource Management Plan**

- 14 A document prepared with public participation and approved by the Agency
15 Administrator that provides guidance and direction for land and resource
16 management activities for an administrative area. The L/RMP may identify fire's
17 role in a particular area and for a specific benefit, or may contain general
18 statements regarding the role of fire across the land management unit. Guidance
19 contained in the L/RMP provides the basis for the development of strategic fire
20 management objectives and the fire management program in the designated
21 area.

22 **Fire Management Plan**

- 23 A Fire Management Plan (FMP) identifies and integrates all wildland fire
24 management and associated activities within the context of the approved
25 L/RMP. The FMP is supplemented by operations plans, including but not
26 limited to preparedness plans, pre-planned dispatch plans, fuels treatment plans,
27 and prevention plans. FMPs assure that wildland fire management goals and
28 objectives are coordinated.

29 **Fire Management Unit**

- 30 The purpose of Fire Management Units (FMUs) in planning is to assist in
31 organizing information in complex landscapes. The process of creating FMUs
32 divides the landscape into smaller geographic areas to more easily describe
33 physical/biological/social characteristics and frame associated planning
34 guidance based on these characteristics.

35 **Compliance**

- 36 Compliance generally includes the full range of considerations and procedures
37 defined by each agency to comply with laws such as (but not limited to); the
38 National Environmental Planning Act (NEPA), Section 106 of the Archeological

1 Resources Protection Act, Section 7 of the Endangered Species Act, Clean Air
2 Act, Wilderness Act, Executive Orders, etc.

3 **Spatial Fire Management Plan (SFMP)**

4 A Spatial Fire Management Plan is a strategic plan that contains text based and
5 spatially represented information that guides a full range of fire management
6 activities and is supported by a land or resource management plan.

7 **Spatial Fire Management Plan Mapsheet**

8 A collection of one or more tables, graphics, maps or other information on a
9 single page or poster.

10 **Spatial Fire Management Plan Map Set**

11 A compilation of all the mapsheets that make up a SFMP.

12 **Connection to Other Plans**

13 Fire Management Plans (DOI) and/or Spatial Fire Planning in WFDSS (FS)
14 capture fire related direction and decisions from Land/Resource Management
15 Plans (LRMP). If fire management direction and decisions were not adequately
16 integrated into the existing LRMP, additional NEPA may be necessary.

Chapter 10 Preparedness

3 Preparedness Overview

4 Fire preparedness is the state of being ready to provide an appropriate response
5 to wildland fires based on identified objectives and is the result of activities that
6 are planned and implemented prior to fire ignitions.

7 Preparedness requires:

- 8 • Identifying necessary firefighting capabilities;
- 9 • Implementing coordinated programs to develop those capabilities;
- 10 • A continuous process of developing and maintaining firefighting
11 infrastructure;
- 12 • Predicting fire activity;
- 13 • Implementing prevention activities;
- 14 • Identifying values to be protected;
- 15 • Hiring, training, equipping, pre-positioning, and deploying firefighters and
16 equipment;
- 17 • Evaluating performance;
- 18 • Correcting deficiencies; and
- 19 • Improving operations.

20 Preparedness activities should focus on developing interagency response
21 capabilities that will result in safe, effective, and efficient fire operations aligned
22 with risk-based fire management decisions.

23 Preparedness activities will be consistent with direction in the approved Land and
24 Resource Management Plan (LRMP) and in the Fire Management Plan (FMP).

25 Preparedness Planning

26 At the local level, preparedness planning and the resultant activities begin with a
27 Fire Danger Operating Plan (FDOP), which includes a number of other plans
28 that result in coordinated actions based on the fire situation.

29 References, templates, and other supporting materials pertaining to the FDOP
30 process and related operationally-focused preparedness plans can be found at
31 <https://www.wfas.net/nfdrs2016>.

32 Outputs from the FDOP process are used to support decisions found in
33 many components of preparedness plans. These actions will ensure a unit
34 is appropriately prepared to react to new and emerging wildfire incidents.

- 1 Preparedness plans should include, but are not limited to:
- 2 • Fire Danger Operating Plan
 - 3 • Preparedness Level Plan
 - 4 • Initial Response/Pre-planned Dispatch Plan
 - 5 • Step-up/Staffing Plan
 - 6 • Fire Prevention/Mitigation Plan (as specified by agency requirements)
 - 7 • Closure/Restriction Plan (as specified by agency requirements)

8 **Fire Danger Rating**

9 The National Fire Danger Rating System (NFDRS) and the Weather Information
10 Management System (WIMS) are the principle applications used by the federal
11 land management agencies to assess fire danger. At every scale, fire danger
12 rating is a key consideration for staffing and prepositioning preparedness
13 resources, regulating industrial activity, or placing restrictions on public lands.
14 Because these assessments are used by and affect a wide variety of stake holders
15 including federal and state agencies, local governments, industrial and other
16 private entities, as well as the general public, participation in a recognized fire
17 danger system and careful management of weather and fire data is vital to
18 ensure accurate assessments and the consistent application of fire danger rating,
19 especially for broader scale assessments.

20 The following requirements apply to all NFDRS-compliant weather stations
21 managed in WIMS:

- 22 • For the primary fuel model (i.e., the first model listed in the WIMS station
23 catalog):
 - 24 ○ Identify an appropriate Staffing index;
 - 25 ○ Identify the Staffing index breakpoints (i.e., the two highest breakpoint
26 values and their associated percentiles*); and
 - 27 ○ Identify the number of Decision Classes (i.e., the number of Staffing
28 Levels).
- 29 • If not already entered as the primary fuel model, also enter Fuel Model G:
 - 30 ○ Identify ERC as the Staffing index;
 - 31 ○ Identify the ERC breakpoints (i.e., the two highest ERC breakpoint
32 values and their associated percentiles*); and
 - 33 ○ Identify the number of Decision Classes (i.e., the number of Staffing
34 Levels).

35 * For units that have not performed detailed analysis to identify Fire
36 Business Thresholds or Climatological Breakpoints, it is recommended
37 to use the 90th and 97th percentiles as default values for these Critical
38 Percentiles.

- 39 ■ *BLM – 80th and 95th percentiles*

1 Communication of Fire Danger

2 Daily Observed and Forecasted Fire Danger Outputs will be:

- 3 • Communicated daily to local fire personnel to aid in situational awareness;
- 4 and
- 5 • Should include the Staffing index and/or index/component used.

6 Fire danger will be conveyed to the public using the five Adjective Fire Danger
7 Rating classes: low, moderate, high, very high, and extreme.

8 Fire Danger Operating Plan

9 Ideally developed for interagency field-level operations (e.g., corresponding to
10 the area within the jurisdiction of a third-tier dispatch center), the FDOP is an
11 integral component of local fire management planning. The FDOP documents the
12 analysis process and the development of decision points to be used for future weather
13 and fire occurrence situations, based on an analysis of local conditions, historic
14 weather, and historic fire occurrence. The analysis and decision points are developed
15 using decision support tools such as the National Fire Danger Rating System
16 (NFDRS), the Canadian Forest Fire Danger Rating System (CFFDRS), the
17 Palmer Drought Index, live fuel moisture data, monthly or seasonal wildland fire
18 outlooks, seasonal climate forecasts, and wildland fire risk analyses. The analysis
19 of historic weather and fire occurrence is conducted utilizing a statistical software
20 program, such as but not exclusive to FireFamily Plus (FFP), which calculates fire
21 danger indices and can correlate them to historic fire occurrence. The FDOP process
22 blends science, historical data, established processes, and local knowledge to provide
23 a unified framework for local interagency unit managers/administrators to make
24 informed decisions that result in safe, efficient, and effective responses to fire
25 situations.

26 Every field-level unit with a fire program should be covered by an FDOP and
27 should participate in the planning process. FDOP developers should attend
28 Intermediate NFDRS (S-491) and preferably, the Advanced NFDRS level courses.
29 Units are encouraged to seek the participation of and review by NFDRS or
30 CFFDRS Subject Matter Experts when developing the FDOP. Established
31 FDOPs should be monitored, reviewed annually, and updated as necessary to ensure
32 they continue to meet the preparedness needs of the local units.

33 In conjunction with the analysis noted above, the FDOP also describes:

- 34 • Processes, such as daily input and output monitoring of the Weather Information
35 Management System (WIMS) at <https://fam.nwcg.gov/fam-web/>;
- 36 • Tools that will be utilized to communicate fire danger information, such as Fire
37 Danger PocketCards, or seasonal trends analysis; and
- 38 • Related products, such as staffing, dispatch, and preparedness level plans
39 (which can be included as components of the FDOP or linked, if presented
40 as separate plans).

- 1 A FDOP template can be found at <https://www.wfas.net/nfdrs2016>.
- 2 Required minimum content for the FDOP includes the following components:
- 3 • **Roles and Responsibilities**
- 4 This section of the FDOP defines the roles and responsibilities for those
5 responsible for the development, maintenance and daily implementation of
6 the plan, program management related to the plan, and associated training.
- 7 • **Fire Danger Area Inventory**
- 8 This section of the FDOP presents the inventory of the basic components of
9 the FDOP area, which will describe the general area, including the
10 administrative units involved in the planning process. The fire danger area
11 inventory will include:
- 12 ○ Fire history, as well as identification of fire/ignition issues specific to
13 the area;
- 14 ○ Description of vegetation/fuels, topography, and weather/climatology
15 resulting in the delineation of specific Fire Danger Rating Areas
16 (FDRAs), which are broad landscapes (typically, on the scale of tens or
17 hundreds of thousands of acres each) that are considered to have
18 relatively homogeneous fire danger;
- 19 ○ The existing weather station network and identification of any
20 additional weather station system needs; and
- 21 ○ Validation that each Remote Automated Weather Station (RAWS)
22 meets the requirements of the *Interagency Wildland Fire Weather*
23 *Station Standards and Guidelines* (PMS 426-3).
- 24 • **Operational Procedures**
- 25 This section of the FDOP establishes the procedures used to gather and
26 process data in order to integrate fire danger rating information into
27 decision processes. The network of fire weather stations whose observations
28 are used to determine fire danger ratings is identified. Station maintenance
29 responsibilities and schedules are defined. Include:
- 30 ○ Daily weather processing schedule and procedures;
- 31 ○ Daily communication schedule and modes;
- 32 ○ Seasonal station catalog adjustment schedule and responsible
33 personnel;
- 34 ○ Annual review of decision points and responsible personnel; and
- 35 ○ Periodic review of PocketCards or other communication methodology
36 and responsible personnel.
- 37 • **Decision Point Analysis**
- 38 This section of the FDOP describes the analysis of climatological
39 breakpoints and fire business thresholds that trigger changes in fire danger-
40 related decisions within an FDRA. Decision points are identified using
41 statistical analysis software such as but not limited to FFP. Distinct
42 selections of fuel model and fire danger index/component (NFDRS or
43 CFFDRS) are appropriate for different management decisions (such as
44 staffing, initial response, or industrial and public restrictions).

1 Because Fire Business Thresholds correlate periods of historical fire danger
2 and fire occurrence, they generally provide the best decision support and are
3 appropriate for identifying Staffing Levels, Dispatch Levels, fire
4 restrictions, Preparedness Levels, fire prevention activities, and other
5 specific readiness actions. Climatological Breakpoints, which are expressed
6 as percentiles, may be appropriate as decision points for longer term
7 decisions and general preparedness activities, such as seasonal staffing
8 start/end dates or contract aircraft availability periods.

9 *Note: WIMS relies exclusively on Climatological Breakpoints to compute*
10 *Staffing Level and Adjective Rating. If Fire Business Thresholds are used as*
11 *decision points, Staffing Level and Adjective Rating must be computed*
12 *outside of WIMS.*

13 • **Fire Danger-based Decisions**

14 This section of the FDOP describes the decision points used in Step-
15 up/Staffing Plans, Initial Response/Pre-planned Dispatch Plans,
16 Preparedness Level Plans, Prevention Plans (which include how Adjective
17 Fire Danger Ratings are determined and will be applied),
18 Closure/Restriction Plans, etc. It should include the rationale for the fuel
19 model and index/component selection and the corresponding decision
20 points for each of those plans. The plans may be included in the FDOP or
21 be stand-alone plans.

22 **Preparedness Level Plans**

23 Preparedness Level Plans are required at the national, state/regional, and local
24 levels. These plans address the five Preparedness Levels (1-5) and provide
25 management direction based on identified levels of burning conditions (fire
26 danger), fire activity, resource commitment/availability, such as incident
27 management teams assigned, and other considerations (in contrast to Staffing
28 Levels, which typically only consider fire danger, as described below).
29 Preparedness Level Plans may be developed by a state/regional office for
30 agency-specific use.

31 Supplemental preparedness actions to consider include, but are not limited to, the
32 following items:

- 33 • Management briefings, direction, and considerations;
- 34 • Support function: consideration given to expanded dispatch activation and
35 other support needs (procurement, supply, ground support, and
36 communication);
- 37 • Support staff availability outside of fire organization;
- 38 • Fire danger/behavior assessment;
- 39 • Fire information – internal and external;
- 40 • Multi-agency coordination group/Area command activation; and
- 41 • Prescribed fire direction and considerations.

- 1 Refer to the *National Interagency Mobilization Guide* and GACC Mobilization
- 2 Guides for more information on Preparedness Level Plans.

3 **Step-up/Staffing Plans**

4 Step-up/Staffing Plans are designed to direct incremental preparedness actions at
5 the local level in response to changing fire danger. Each plan should address the
6 unit's chosen number of Staffing Levels, and the corresponding actions to
7 consider for those changing fire danger conditions, as reviewed annually. The
8 Step-up/Staffing Plan should be based on analysis completed as part of the unit's
9 FDOP and the analysis rationale, if not the entire plan, should be included as
10 part of the FDOP.

11 **Staffing Level**

12 The Staffing Level should be used to guide daily internal fire operational
13 decisions at the local level. The Staffing Level specifies appropriate daily
14 staffing for initial response resources, such as when to implement 7-day coverage
15 and adjusted work schedules, and the number of personnel committed to initial
16 attack resources (in contrast to the Initial Response/Pre-planned Dispatch Plan –
17 described below – that specifies the number of resources dispatched to an
18 incident). Staffing Level helps define “How ready to be today?” A unit can
19 operate with 3 to 9 levels of staffing. Most units typically use 5 (1, 2, 3, 4, 5) or 6
20 (1, 2, 3L, 3H, 4, 5) levels. The use of Fire Business Thresholds to determine
21 Staffing Levels is encouraged; however, they must be computed outside of the
22 WIMS.

23 The Step-up/Staffing Plan describes pre-approved escalating responses that are
24 in the FDOP and FMP. A Step-up/Staffing Plan should also include recurring
25 supplemental preparedness actions designed to enhance the unit's fire
26 management capability during short periods (Fourth of July, or other pre-
27 identified events) where staffing normally needs to be increased to meet initial
28 attack, prevention, or detection needs.

29 The Staffing Plan should also consider supplemental staffing actions such as, but
30 not limited to, the following items:

- 31 • Fire prevention actions, including closures/restrictions, media messages,
32 signing, and patrolling;
- 33 • Prepositioning or augmentation of suppression resources;
- 34 • Cooperator discussion and/or involvement;
- 35 • Safety considerations: safety messages, safety officer;
- 36 • Increased initial attack dispatch staffing; and
- 37 • Increased detection activities.

38 In contrast to staffing actions established for the normal range of conditions,
39 severity is a longer duration condition that cannot be adequately dealt with under

1 normal staffing, such as a killing frost converting live fuel to dead fuel or drought
2 conditions. Severity is discussed later in this chapter.

3 **Initial Response/Pre-planned Dispatch Plans**

4 Local-level Initial Response/Pre-planned Dispatch Plans, also referred to as run
5 cards, specify the fire management response (e.g., number and type of
6 suppression assets to dispatch) within a defined geographic area to an unplanned
7 ignition, based on fire weather, fuel conditions, fire management objectives, and
8 resource availability.

9 Fire Management Officers will ensure that Initial Response/Pre-planned
10 Dispatch Plans are in place, utilized, and provide for initial response
11 commensurate with guidance provided in the FMP and/or LRMP. Initial
12 Response/Pre-planned Dispatch Plans will reflect agreements and annual
13 operating plans, and will be reviewed annually prior to fire season. These plans
14 may be modified as needed during fire season to reflect the availability of
15 national, prepositioned, and/or severity resources.

16 **Fire Prevention/Mitigation Plans**

17 Unit-level Fire Prevention/Mitigation Plans may be required and completed by
18 conducting a wildland fire prevention/mitigation assessment. The purpose of the
19 plan is to develop a strategy that will identify actions to reduce unwanted human-
20 caused ignitions, thereby reducing wildland fire damages and losses, unnecessary
21 risks to firefighters, and suppression costs. As fire danger moves from low to
22 extreme, as defined in the FDOP, and/or human activity increases, prevention and
23 mitigation activities must be increased to maintain effectiveness.

24 The Prevention/Mitigation Plan outlines how the Adjective Fire Danger Ratings
25 are communicated to the public, and applied, in terms of responsible personnel
26 and assigned activities. Prevention activities are intended to reduce the occurrence
27 of unwanted human-caused fires and include, but are not limited to:

- 28 • Education (signage, school programs, radio and news releases, recreation
29 contacts, local business contacts, exhibits);
- 30 • Engineering (public utility company, government agency/cooperator
31 coordination);
- 32 • Enforcement/industrial program monitoring (patrol, permitting, inspections
33 including firewood cutting, logging, mining, power line maintenance, and
34 area closures); and
- 35 • Administration (patrol, communication, FDOP, sign and other plans and
36 planning activities).
 - 37 ○ *NPS – Only units that experience more than an average of 26 human-*
38 *caused fires per ten-year period are required to develop a fire*
39 *prevention plan.*

- 1 ○ **FWS** – *Prevention assessment determines requirement for prevention*
- 2 *plan. Refer to Fire Management Handbook Chapter 10.*
- 3 ○ **FS** – *Refer to FSM 5110.*
- 4 ○ **BIA** – *Refer to 90IAM 1.4C (6) – H, BIA National Wildfire Prevention*
- 5 *Handbook for guidance, available at*
- 6 *[https://www.bia.gov/bia/ots/dfwfm/bwfm/wildfire-prevention-and-](https://www.bia.gov/bia/ots/dfwfm/bwfm/wildfire-prevention-and-education/prevention-resource-library)*
- 7 *education/prevention-resource-library.*

8 **National Fire Prevention Education Teams**

9 National Fire Prevention and Education Teams (NFPETs) provide unit and
10 agency managers with skilled and mobile personnel which have the ability to
11 supplement or enhance ongoing local wildfire prevention and education
12 activities, where hazard or risk is, or is expected to be, elevated above normal.

13 Teams are highly effective in their ability to reduce unwanted human-caused
14 wildland ignitions and are equipped to rapidly complete on-site prevention
15 assessments and plans, initiate implementation of such plans, and to begin
16 immediate prevention and education activities.

17 A basic team is composed of three personnel with these minimum qualifications:

- 18 • 1 PETL – Prevention and Education Team Leader;
- 19 • 1 PETM – Prevention and Education Team Member; and
- 20 • 1 PIO2 – Public Information Officer Type 2.

21 Actual team composition may include additional support positions, as
22 determined jointly by the team leader and the ordering unit, on a case-by-case
23 basis, based on the team's anticipated tasking. The use of trainees is encouraged.

24 NFPETs can assist the local unit in preventing unwanted human-caused
25 wildfires in several ways. They can assist the local unit to:

- 26 • Complete fire risk assessments;
- 27 • Determine the severity of the situation;
- 28 • Facilitate community awareness and education in fire prevention including
29 prescribed burning;
- 30 • Coordinate announcement of interagency restrictions and closures;
- 31 • Coordinate fire prevention efforts with the public, special target groups,
32 state and local agencies, and elected officials;
- 33 • Promote public and personal responsibility regarding fire prevention in the
34 wildland/urban interface; and
- 35 • Assist Incident Management Teams in accomplishing their objectives in
36 working with the public to develop fire protection plans.

37 To order an NFPET, place the order with the regional GACCs. See the National
38 Interagency Mobilization Guide for additional information on ordering and
39 using NFPETs.

1 Fire Danger PocketCard for Firefighter Safety

2 Fire Danger PocketCards provide, through a graphical interpretation of historic
3 fire danger, a means for firefighters to understand the fire potential for a given
4 local area during any day of the fire season. PocketCards apply to areas of
5 uniform fire danger rating, known as FDRAs, which should be developed
6 through an interagency FDOP process (if FDRAs aren't defined, PocketCards
7 may be developed based on other areas of like fire danger). The PocketCard can
8 also be an ideal tool for local seasonal tracking of fire season severity with the
9 addition of daily indices (see "Local Unit Seasonal Tracking" section). The Fire
10 Danger PocketCards must adhere to the NWCG standard located at
11 <https://fam.nwcg.gov/fam-web/pocketcards/default.htm>.

12 PocketCards should be updated following a significant fire season but;
13 otherwise, based on the length of the station or Special Interest Group (SIG)
14 dataset:

- 15 • 10 years or less of historic weather data, update PocketCard annually;
- 16 • 11-14 years, update every other year;
- 17 • 15 years or more, update every 3 years.

18 In all cases, a high quality database should be used; i.e., 5 years of poor data and
19 10 years of good data does not equal 15 years of quality data.

20 Compliance with the standard, including quality, currency, and application of
21 the PocketCard, is the responsibility of the local fire management unit.

- 22 • **BLM** – *All units will develop, maintain and ensure PocketCards are*
23 *available to all personnel. Alaska is required to complete a Seasonal Trend*
24 *Analysis in lieu of PocketCards. Final approval for PocketCards and*
25 *Seasonal Trend Analyses will be obtained from the BLM representative to*
26 *the NWCG Fire Danger Subcommittee (current contact information*
27 *available at [https://www.nwcg.gov/committees/fire-danger-](https://www.nwcg.gov/committees/fire-danger-subcommittee/roster)*
28 *subcommittee/roster).*
- 29 • **FS** – *Obtain Regional certification for Fire Danger PocketCards.*
30 *Distribute PocketCards to each fireline supervisor on Type 3, 4, and 5*
31 *wildfires. Units have the option to do more frequent updates if they choose*
32 *to do so.*
- 33 • **BIA** – *Agencies and Tribes will maintain Fire Danger PocketCards and*
34 *ensure they are available to all personnel.*

35 The NWCG standards for updating and posting the cards can be found at
36 <https://fam.nwcg.gov/fam-web/pocketcards/default.htm>.

37 Managing Weather Data in WIMS

38 Fire danger requires continual management in order to produce accurate results
39 that are applied in a timely manner. Some daily weather observation variables

1 (such as state of the weather) must be manually validated and published daily.
2 This procedure is essential for the calculation of daily and forecasted fire danger
3 outputs in WIMS and ensures weather data storage in the National Fire and
4 Aviation Management (FAMWeb) Database. These efforts are coordinated with
5 local National Weather Service fire weather meteorologists to provide timely
6 forecasted fire danger outputs.

7 In addition to daily weather management, certain WIMS data requires periodic
8 adjustment. The following should be adjusted seasonally or as appropriate:

- 9 • Live fuel moisture model inputs, including herbaceous vegetation stage,
10 green-up and freeze date, season codes, greenness factors.
- 11 • Dead fuel moisture model inputs, including the snow flag and starting 1000
12 hour and X1000 fuel moisture and KBDI values.

13 Decision points should be reviewed annually and adjusted, as appropriate, based
14 on statistical analysis. If decision points are adjusted, PocketCards should also be
15 validated and updated as necessary.

16 **Management Actions for Remote Automated Weather Stations (RAWS)**

17 **Noncompliance Report**

18 A weekly report from Wildland Fire Management Information (WFMI) weather
19 module displays RAWS that are more than 1 year and 45 days past their annual
20 maintenance date. Fire weather stations are to be maintained annually per
21 *Interagency Wildland Fire Weather Station Standards and Guidelines* (PMS
22 426-3). The report is widely distributed by email and available at
23 <https://famit.nwccg.gov/applications/RAWS>. If a RAWS is on the report, it has
24 either not had annual maintenance, or the documentation for annual maintenance
25 has not been completed in WFMI. Data from these RAWS should not be used or
26 used with caution.

27 **Portable RAWS**

28 Fire managers should ensure that locally held portable RAWS are maintained
29 prior to use. Non-maintained portable RAWS will not be activated for data
30 processing through WFMI weather.

- 31 • *BLM – Refer to Chapter 2 for more guidance.*

32 **Predictive Service Areas**

33 Predictive Service Areas (PSA) are sub-geographic areas of similar climate, fuels
34 and topography defined by Geographic Area Coordination Center (GACC)
35 meteorologists generally for forecasting purposes. The PSAs are also used to
36 display current and forecasted conditions at the national and Geographic Area
37 level, such as maps showing 7-day Significant Fire Potential and statistics graphs
38 of select indices and fuel moistures. While PSAs are defined using similar criteria
39 as Fire Danger Rating Areas (FDRAs), the PSA-based products are intended for

1 longer range prediction purposes and strategic planning at the sub-geographic
2 scale, and FDRA-based products are intended to guide daily operational decisions
3 at the unit level.

4 **National Predictive Services Fire Potential Outlooks and Advisories**

5 **National Significant Wildland Fire Potential Outlook**

6 The National Significant Wildland Fire Potential Outlook is prepared and
7 distributed by NICC Predictive Services on the first day of each month. The
8 Outlook is a composite of outlooks prepared by the individual Geographic Area
9 Predictive Services units and national discussions prepared by NICC Predictive
10 Services. It provides fire managers at all levels with the information needed to
11 make long range decisions concerning resource staffing and allocation. The
12 Outlook identifies areas where significant wildland fire activity is expected to be
13 above or below normal levels.

14 The Outlook covers a four-month period. Maps for each period display areas of
15 below normal, normal, and above normal significant wildland fire potential. A
16 brief synopsis of the current and predicted national and GACC situation is
17 included in the report. Specific guidance on issuance and requirements for the
18 National Significant Wildland Fire Potential Outlook can be found in the
19 *National Interagency Mobilization Guide* at
20 <https://www.nifc.gov/nicc/mobguide/index.html>.

21 **National 7-day Significant Fire Potential Outlook**

22 The National 7-day Significant Fire Potential Outlook is a composite of outlooks
23 produced by each of the Geographic Area Predictive Services units. The 7-day
24 provides a week-long projection of fuel dryness, weather, and fire potential. The
25 7-day depicts a nationwide view of the significant fire potential for the next
26 seven days with links to the individual Geographic Area 7-day outlooks. The
27 system is database-driven and is updated periodically as each Geographic Area
28 Predictive Services unit posts its outlook. Each Geographic Area Predictive
29 Services unit will determine whether to routinely produce a morning or
30 afternoon product. Issuance times for each Area's outlook can be found in the
31 Geographic Area Mobilization Guide and/or in its National Weather
32 Service/Predictive Services Annual Operating Plan. Guidance on issuance and
33 requirements for National 7-day Significant Fire Potential Outlook can be found
34 in the *National Interagency Mobilization Guide* at
35 <https://www.nifc.gov/nicc/mobguide/index.html>.

36 **Fuels and Fire Behavior Advisories**

37 Fuels and Fire Behavior Advisories are alerts issued as needed to address an
38 exceptional or extreme circumstance that could threaten firefighter or public
39 safety. Conditions that could be reasonably expected normally do not warrant a
40 Fuels and Fire Behavior Advisory. Advisories will focus on fuel conditions and
41 fire behavior that have long term impacts, not atmospheric conditions that can

1 be found in other Predictive Services products. Advisories will highlight and
2 give specific examples of conditions that are currently on-going and have been
3 experienced in the field. Advisories should be tailored so that firefighters at all
4 experience levels can recognize the situation and act accordingly. Advisories
5 should be coordinated with neighboring administrative units to ensure that all
6 areas with similar conditions are being addressed. All Advisories that extend
7 beyond a single local administrative unit or that will be posted on the national
8 Advisory map must be coordinated with the NICC and GACC Predictive
9 Service Units. Each Advisory must include a map of the affected area. Only one
10 Advisory may be active at any time over any area. If multiple Advisory
11 conditions are present incorporate them into one Advisory. Advisories will
12 remain in effect for 14 days from issuance. If the Advisory conditions continue
13 beyond the 14 days a new Advisory will need to be issued to update conditions
14 and circumstances with more timely information. At the request of the issuer
15 Advisories may be lifted before the 14 days has passed. For the Fuels and Fire
16 Behavior Advisory Template and Protocols, see
17 https://www.predictiveservices.nifc.gov/fuels_fire-danger/fuels_fire-danger.htm.

18 **National Intelligence Products**

19 See the *National Interagency Mobilization Guide*, Chapter 60.

20 **Local Unit Seasonal Tracking**

21 As identified in the FMP and/or FDOP, each unit selects and compares to
22 normal, the current value and seasonal trend of one (or more) of the following
23 indicators which are most useful in predicting fire season severity and duration
24 in its area. By downloading daily weather observations and adding them to the
25 database, FFP or similar statistical analysis software can be used to produce the
26 current NFDRS, CFFDRS, and fuel moisture products, including statistical
27 graphs of various indices and components such as:

- 28 • NFDRS (or CFFDRS) index and/or component values;
- 29 • Palmer Drought or Keetch-Byram Drought Index;
- 30 • 1000-hour fuel moisture;
- 31 • 100-hour fuel moisture;
- 32 • Live fuel moisture; and/or
- 33 • Growing Season Index.

34 The seasonal trend of each selected indicator is graphically compared to normal
35 and all-time worst (for the historical period analyzed). This comparison is
36 updated regularly and posted in dispatch and crew areas. The mechanism that is
37 recommended for comparing and displaying these items is a PocketCard and/or
38 fire danger seasonal graphs, which have been developed and used at the local
39 unit to inform and educate firefighters on local conditions. PocketCards and
40 seasonal fire danger graphs should use the same index and fuel model to display
41 information so that the two can be easily compared.

1 Any local seasonal trends of indices/components or fuel moisture values should
2 be communicated to the GACC Predictive Services unit to augment their
3 assessments. Trends should be monitored throughout the fire season and
4 communication should be on-going, particularly when significant changes in key
5 indicators occur.

6 **Fire Severity Funding**

7 Fire severity funding is the authorized use of suppression operations funds
8 (normally used exclusively for suppression operations and distinct from
9 preparedness funds) for extraordinary preparedness activities that are required
10 due to:

- 11 • FMP, FDOP, or Annual Operating Plan criteria that indicate the need for
12 additional preparedness/suppression resources. The plan(s) should identify
13 thresholds for severity needs.
- 14 • Anticipated fire activity will exceed the capabilities of local resources.
- 15 • Fire seasons that either start earlier or last longer than identified in the
16 FDOP.
- 17 • An abnormal increase in fire potential or danger not planned for in existing
18 preparedness plans.

19 Agency established decision points or thresholds will be used to determine
20 severity funding needs.

21 The objective of fire severity funding is to appropriately manage risk and adjust
22 planned specific actions and staffing in excess of the budgeted program to
23 improve initial response capabilities and wildfire prevention activities, when
24 extraordinary weather and fire conditions may result in the occurrence, or
25 substantial threat of occurrence, of wildfires with significant damage potential.

26 Fire severity funding is not intended to:

- 27 • Raise preparedness funding levels to cover differences that may exist
28 between funds actually appropriated and those identified in the fire planning
29 process.
 - 30 ○ *BLM – Refer to Chapter 2 for more guidance.*
 - 31 ○ *NPS/FWS/FS – Mitigate threats to Threatened and Endangered*
32 *Species habitat, wildland/urban interface, or other values identified in*
33 *Land and Resource Management Plans.*

34 **Typical Uses**

35 Fire severity funds are typically used to:

- 36 • Increase prevention activities;
- 37 • Temporarily increase firefighting staffing;
- 38 • Pay for standby;
- 39 • Preposition initial attack suppression forces;
- 40 • Provide additional aerial reconnaissance; and
- 41 • Provide for standby aircraft availability.

1 Authorization

2 Authorization to use severity funding is provided in writing based on a written
3 request with supporting documentation. Authorization is on a line item basis and
4 comes with a severity cost code. Agencies will follow their administrative
5 procedures for issuing severity cost codes. Authorization is provided for a
6 maximum of 30 days per request; however, regardless of the length of the
7 authorization, use of severity funding must be terminated when abnormal
8 conditions no longer exist. If the fire severity situation extends beyond the 30-
9 day authorization, the Unit/State/Region/Agencies/Tribes must prepare a new
10 severity request.

11 State/Regional-Level Fire Severity Funding

12 Each fiscal year the national office will provide each state/region with funding
13 and a severity cost code for state/regional short-term severity needs (e.g., wind
14 events, cold dry front passage, lightning events, and unexpected events such as
15 off road rallies, cultural events) that are expected to last less than one week.
16 Expenditure of these funds is authorized by the State/Regional Directors at the
17 written request of the Agency Administrator. State/Regional Directors are
18 responsible and accountable for ensuring that these funds are used only to meet
19 severity funding objectives and that amounts are not exceeded. The national
20 office will notify the State/Regional Director, State/Regional Budget Officer,
21 and the State/Regional FMO when the severity cost code is provided.

- 22 • **BLM** – Refer to Chapter 2 and the BLM Fire Operations Website
23 (http://web.blm.gov/internal/fire/fire_ops/index.html) for additional short-
24 term severity guidance.
- 25 • **NPS** – Parks have the authority to approve “Step-up” actions only, as
26 defined in their fire management plan. Regional offices approve severity
27 (long term – up to 30 days) for parks up to \$100,000 per severity event.
- 28 • **FWS** – Refer to the Fire Management Handbook Chapter 10 for additional
29 short-term severity guidance.
- 30 • **FS** – Severity funding direction is found in FSM 5130 and current FY
31 Program Direction.
- 32 • **BIA** – Regional Offices will establish procedures for approval and
33 monitoring short-term severity usage/funds within their respective regions.

34 National-Level Fire Severity Funding

35 National Agency Fire Directors or their delegates are authorized to allocate fire
36 severity funding under specific conditions stated or referenced in this chapter.
37 Expenditure of these funds is authorized by the appropriate approving official at
38 the written request of the State/Regional Director. Approved severity funding
39 will be used only for the preparedness activities and timeframes specifically
40 outlined in the authorization, and only for the objectives stated above.

- 41 • **BLM** – Refer to Chapter 2 and the BLM Fire Operations Website for
42 additional national severity guidance.
- 43 • **NPS** – National office approves all single or cumulative requests exceeding
44 \$100,000.

- 1 • *FWS* – Additional information may be found on the *FWS* Sharepoint site.
- 2 • *FS* – Regional offices approve all severity requests.
- 3 • *BIA* – Refer to Chapter 6 for additional guidance.

4

5 **Appropriate Fire Severity Funding Charges and Activities**

6 Severity funded personnel and resources will not use a severity cost code while
7 assigned to wildfires. The wildfire FireCode number will be used instead.

8 **Labor**

9 Appropriate labor charges include:

- 10 • Regular pay for non-fire personnel;
- 11 • Regular pay for seasonal/temporary fire personnel outside their normal fire
12 funded activation period; and
- 13 • Overtime pay for all fire and non-fire personnel.

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

16 **Vehicles and Equipment**

17 Appropriate vehicle and equipment charges include:

- 18 • GSA lease rate and mileage;
- 19 • Hourly rate or mileage for Agency owned vehicles; and
- 20 • Commercial rentals and contracts.

21 **Aviation**

22 Appropriate aviation charges include:

- 23 • Contract extensions;
- 24 • The daily minimum cost for call when needed (CWN) aircraft;
- 25 • Preposition flight time; and
- 26 • Support expenses necessary for severity funded aircraft (facility rentals,
27 utilities, telephones, etc.).

28 **Travel and Per Diem**

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

- 31 • Lodging;
- 32 • Government provided meals (in lieu of per diem);
- 33 • Airfare (including returning to their home base);
- 34 • Privately owned vehicle mileage (with prior approval); and
- 35 • Other miscellaneous travel and per diem expenses associated with the
36 assignment.

1 Prevention Activities

2 Appropriate prevention activities include:

- 3 • Funding Prevention Teams (Prevention teams will be mobilized as
- 4 referenced in the *National Interagency Mobilization Guide*, Chapter 20).
- 5 • Implementing local prevention campaigns, to include community risk
- 6 assessments, mitigation planning, enforcement, outreach, and education
- 7 • Augmenting patrols.
- 8 • **Note:** Non-fire funded prevention team members should charge base 8 and
- 9 overtime to the severity cost code for the length of the prevention activities
- 10 assignment. Fire funded personnel should charge overtime only to the
- 11 severity cost code for the length of the prevention activities assignment.

12 Inappropriate Fire Severity Funding Charges

- 13 • To cover differences that may exist between funds actually appropriated
- 14 (including rescissions) and those identified in the fire planning process.
- 15 • Administrative surcharges, indirect costs, fringe benefits.
- 16 • Equipment purchases.
- 17 • Purchase, maintenance, repair, or upgrade of vehicles.
- 18 ○ *NPS/FWS/BIA – Severity-related repair and maintenance of agency*
- 19 *vehicles and equipment may be funded by severity because they do not*
- 20 *have a use rate covering these charges. These charges must be*
- 21 *approved by the National Office.*
- 22 • Purchase of radios.
- 23 • Purchase of telephones.
- 24 • Purchase of pumps, saws, and similar suppression equipment.
- 25 • Aircraft availability during contract period.
- 26 • Cache supplies that are normally available in fire caches.
- 27 • Fixed ownership rate vehicle costs.

28 Interagency Severity Requests

29 Agencies working cooperatively in the same geographic area must work
30 together to generate and submit joint requests, to minimize duplication of
31 required resources, reduce interagency costs, and to utilize severity funded
32 resources in an interagency manner. However, each agency should request funds
33 only for its fair-share contributions or offsets for pooled, interagency
34 resources/activities. The joint request should be routed simultaneously through
35 each agency's approval system, and the respective approving official will issue
36 an authorization that specifies allocations by agency.

37 Requesting Fire Severity Funding

38 Each agency has established severity funding request protocols. The completed
39 and signed request is submitted from the State/Regional Director to the
40 appropriate approving official as per the sequence of action outlined below.
41 Authorizations will be returned in writing.

- 1 Severity funding request information for all agencies can be found at
 2 https://www.nifc.gov/policies/pol_severity_funding.html.

3 **Sequence of Action and Responsible Parties for Severity Funding Requests**

Action	Responsible Party
In collaboration with interagency partners, as appropriate, identify and develop severity funding request.	Unit FMO
Review, modify, and approve (or reject) request. Forward to state/regional office.	Unit Agency Administrator
Review, modify, and recommend for approval (or rejection) unit request. Add state/regional needs and consolidate. Forward to State/Regional Director for approval within 48 hours.	State/Regional FMO
Review, modify, and approve (or reject) request. Forward to the appropriate National Fire Director/approving official within 48 hours. Notify the fire budget staff.	State/Regional Director
Review, modify, and approve (or reject) the request within 48 hours. Issue written authorization with a severity cost code.	Appropriate National Fire Director/Approving Official
Establish severity cost code in the appropriate finance system within 24 hours.	Applicable National Finance System
Notify unit office(s) and state/regional budget lead upon receipt of authorization.	State/Regional FMO
Utilize severity cost code. Ensure that project expenditures are only used for authorized purposes. Continually assess needs and submit new requests/extensions as required.	Unit FMO
Maintain severity files, including requests, authorizations, and summary of expenditures and activities.	Unit/State/Regional/ National Offices

- 4 *FS* – Severity codes are pre-established at the beginning of the fiscal year.
 5 Requests are approved at the regional office with a copy to the national office
 6 for those exceeding \$250,000 or including National Shared Resources.

7 **Labor Cost Coding For Fire Severity Funded Personnel**

- 8 Fire preparedness personnel outside their normal activation period, employees
 9 whose regular salary is not fire funded, and Administratively Determined (AD)
 10 employees hired under an approved severity request should charge regular time
 11 and approved non-fire overtime to the severity suppression operations
 12 subactivity and the requesting office's severity cost code.

1 Fire preparedness personnel should charge their regular planned salary (base-
2 eight) to their budgeted subactivity using their home unit's location code.
3 Overtime associated with the severity request should be charged to the severity
4 suppression operations subactivity and the requesting office's severity cost code.

5 Regular hours worked in suppression operations will require the use of the
6 appropriate fire subactivity with the appropriate FireCode number. Overtime in
7 fire suppression operations will be charged to the suppression operations
8 subactivity with the appropriate FireCode number.

9 Employees from non-federal agencies should charge their time in accordance
10 with the approved severity request and the appropriate local and statewide
11 agreements. An interagency agreement for reimbursement must be established.
12 The Interagency Agreement for Fire Management can be used as a template.

13 **Documentation**

14 The unit/state/regional and national office will document and file accurate
15 records of severity funding activity. This will include complete severity funding
16 requests, written authorizations, and expenditure records.

17 **Severity Funding Reviews**

18 State/Regional and National offices should ensure appropriate usage of severity
19 funding and expenditures. This may be done as part of their normal agency fire
20 program review cycle.

21 **Qualification for Professional Liability Insurance Reimbursement**

22 Public Law 110-161 provides for reimbursement for up to one half of the cost
23 incurred for professional liability insurance (including any administrative
24 processing cost charged by the insurance company) for temporary fire line
25 managers, management officials, and law enforcement officers.

26 To qualify for reimbursement, "temporary fire line managers" must meet one of
27 the following three criteria:

- 28 • Provide temporary supervision or management of personnel engaged in
29 wildland fire activities;
- 30 • Provide analysis or information that affects a supervisor's or manager's
31 decision about a wildland fire;
- 32 • Direct the deployment of equipment for a wildland fire, such as a base camp
33 manager, an equipment manager, a helicopter coordinator, or an initial
34 attack dispatcher.
 - 35 ○ *DOI* – See *Personnel Bulletin No. 08-07, March 20, 2008.*
 - 36 ○ *FS* – Refer to <https://fsweb.asc.fs.fed.us/HR>.

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Chapter 11 Incident Management and Response

National Response Framework

The National Response Framework presents the guiding principles that enable all response partners to prepare for and provide a unified national response to disasters and emergencies—from the smallest incident to the largest catastrophe.

The Framework establishes a comprehensive, national, all-hazards approach to domestic incident response. Information about the National Response Framework can be found at <https://www.fema.gov/media-library/assets/documents/117791>.

National Incident Management System

The National Wildfire Coordinating Group (NWCG) follows the National Incident Management System (NIMS), which is a component of the National Response Framework. NIMS provides a universal set of structures, procedures, and standards for agencies to respond to all types of emergencies. NIMS will be used to complete tasks assigned to the interagency wildland fire community under the National Response Framework.

Incident Management and Coordination Components of NIMS

Effective incident management requires:

- Command organizations to manage on-site incident operations.
- Coordination and support organizations to provide direction and supply resources to the on-site organization.

Incident Command System (ICS)

The ICS is the on-site management system used in NIMS. The ICS is a standardized emergency management system specifically designed to provide for an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, communications, and procedures operating within a common organizational structure to manage incidents. ICS will be used by the agencies to manage wildland fire operations and all-hazard incidents.

Wildfire Complexity

Wildfires are typed by complexity, from Type 5 (least complex) to Type 1 (most complex). The ICS organizational structure develops in a modular fashion based on the complexity of the incident. Complexity is determined by completing a Risk and Complexity Assessment (Refer to samples in Appendix E and F).

1 Incidents not meeting the recommended incident typing characteristics in the
2 *Wildland Fire Incident Management Field Guide* (PMS 210) and later in this
3 chapter should have a documented Risk and Complexity Assessment (Appendix
4 E) verifying the command organization is appropriate.

5 **Wildfire Risk and Complexity Assessment**

6 The National Wildfire Coordinating Group has adopted the Risk and
7 Complexity Assessment (RCA) form as a replacement for the Incident
8 Complexity Analysis form and the Organizational Needs Assessment form. The
9 RCA assists personnel with evaluating the situation, objectives, risks, and
10 management considerations of an incident and recommends the appropriate
11 organization necessary to manage the incident. The Risk and Complexity
12 Assessment is found in Appendix E.

13 The RCA also includes common indicators of incident complexity to assist
14 firefighters and managers with determining incident management organizational
15 needs. These common indicators are found in Appendix F.

16 The RCA can be used to populate the Relative Risk Assessment and
17 Organization Assessment portions of the Wildland Fire Decision Support
18 System (WFDSS).

19 The RCA is also available at <https://www.nwcg.gov/publications/210>.

20 **Command Organizations**

21 **Incident Command**

22 All wildfires, regardless of complexity, will have an Incident Commander (IC).
23 The IC is a single individual responsible to the Agency Administrator(s) for all
24 incident activities. ICs are qualified according to the NWCG *National Incident*
25 *Management System: Wildland Fire Qualification System Guide* (PMS 310-1)
26 and any additional agency requirements. The IC may assign personnel to any
27 combination of ICS functional area duties in order to operate safely and
28 effectively. ICS functional area duties should be assigned to the most qualified
29 or competent individuals available.

30 Incident Commanders are responsible for:

- 31 • Obtaining a Delegation of Authority and/or expectations to manage the
32 incident from the Agency Administrator. For Type 3, 4, or 5 incidents,
33 delegations/expectations may be written or oral;
 - 34 ○ **BLM** – *BLM District Managers will provide a written Delegation of*
35 *Authority and expectations to the unit's Type 3, 4, and 5 Incident*
36 *Commanders annually prior to fire season.*
- 37 • Ensuring that safety receives priority consideration in all incident activities,
38 and that the safety and welfare of all incident personnel and the public is
39 maintained. Ensure standardized incident and communication center

- 1 protocols identified in the Medical Incident Report section of the *IRPG* are
2 utilized. The Medical Incident Report is found in the Medical Plan (ICS-
3 206-WF) form available at <https://www.nwccg.gov/publications/ics-forms>;
- 4 • Assessing the incident situation, both immediate and potential;
 - 5 • Maintaining command and control of the incident management
6 organization;
 - 7 • Ensuring transfer of command is communicated to host unit dispatch and to
8 all incident personnel;
 - 9 • Assisting with WFDSS documentation and support in close coordination
10 with the local office(s), if requested by the delegating agency
11 administrator(s);
 - 12 • Developing incident objectives, strategies, and tactics, consistent with the
13 Delegation of Authority and latest published WFDSS decision(s);
 - 14 • Developing the organizational structure necessary to manage the incident;
 - 15 • Approving and implementing the Incident Action Plan, as needed;
 - 16 • Ordering, deploying, and releasing resources;
 - 17 • Ensuring incident financial accountability and expenditures meet agency
18 policy and standards; and
 - 19 • Ensuring incident documentation is complete.

20 For purposes of initial attack, the first IC on scene qualified at any level will
21 assume the duties of initial attack IC. The initial attack IC will assume the duties
22 and have responsibility for all suppression efforts on the incident up to his/her
23 level of qualification until relieved by an IC qualified at a level commensurate
24 with incident complexity.

25 As an incident escalates and de-escalates, a continuing reassessment of
26 complexity should be completed to validate the current command organization
27 or identify the need for a different level of incident management.

28 An IC is expected to establish the appropriate organizational structure for each
29 incident and manage the incident based on his/her qualifications, incident
30 complexity, and span of control. If the incident complexity exceeds the
31 qualifications of the current IC, the IC must continue to manage the incident
32 within his/her capability and span of control until replaced.

33 **On-site Command Organizations**

34 Command organizations responsible for incident management include:

- 35 • Type 5 Incident Command;
- 36 • Type 4 Incident Command;
- 37 • Type 3 Incident Command;
- 38 • Type 2 Incident Command;
- 39 • Type 1 Incident Command;
- 40 • National Incident Management Organizations (NIMO);
- 41 • Area Command; and
- 42 • Unified Command.

1 Incident Characteristics**2 Type 5 Incident Characteristics**

- 3 • Ad hoc organization managed by a Type 5 Incident Commander.
- 4 • Primarily local resources used.
- 5 • ICS command and general staff positions are not activated.
- 6 • Resources vary from two to six firefighters.
- 7 • Incident is generally contained within the first burning period and often
- 8 within a few hours after resources arrive on scene.
- 9 • Additional firefighting resources or logistical support are not usually
- 10 required.
- 11 • May require a Published Decision in WFDSS.

12 Type 4 Incident Characteristics

- 13 • Ad hoc organization managed by a Type 4 Incident Commander.
- 14 • Primarily local resources used.
- 15 • ICS command and general staff positions are not activated.
- 16 • Resources vary from a single resource to multiple resource task forces or
- 17 strike teams.
- 18 • Incident is usually limited to one operational period. However, incidents
- 19 may extend into multiple operational periods.
- 20 • Written Incident Action Plan (IAP) is not required. A documented
- 21 operational briefing will be completed for all incoming resources. Refer to
- 22 the *Incident Response Pocket Guide* for a briefing checklist.
- 23 • May require a Published Decision in WFDSS or other decision support
- 24 document.

25 Type 3 Incident Characteristics

- 26 • Ad hoc or pre-established Type 3 organization managed by a Type 3
- 27 Incident Commander.
- 28 • The IC develops the organizational structure necessary to manage the
- 29 incident. Some or all of ICS functional areas are activated, usually at the
- 30 Division/Group Supervisor and/or unit leader level.
- 31 • The incident complexity analysis process is formalized and certified daily
- 32 with the jurisdictional agency. It is the IC's responsibility to continually
- 33 reassess the complexity level of the incident. When the assessment of
- 34 complexity indicates a higher complexity level, the IC must ensure that
- 35 suppression operations remain within the scope and capability of the
- 36 existing organization and that span of control is consistent with established
- 37 ICS standards.
- 38 • Local and non-local resources used.
- 39 • Resources vary from several resources to several task forces/strike teams.
- 40 • May be divided into divisions.
- 41 • May require staging areas and incident base.
- 42 • May involve low complexity aviation operations.

- 1 • May involve multiple operational periods prior to control, which may
- 2 require a written Incident Action Plan (IAP).
- 3 • Documented operational briefings will occur for all incoming resources and
- 4 before each operational period. Refer to the *Incident Response Pocket*
- 5 *Guide* for a briefing checklist.
- 6 • ICT3s will not serve concurrently as a single resource boss or have any non-
- 7 incident related responsibilities.
- 8 • May require a Published Decision in WFDSS.
- 9 • May require a written Delegation of Authority.

10 **Type 3 Incident Command**

11 When ICT3s are required to manage an incident, they must not have concurrent
12 responsibilities that are not associated with the incident and they must not
13 concurrently perform single resource boss duties.

14 On October 1, 2018, PMS 310-1 qualifications as Operations Section Chief
15 Type 3 (OPS3), Planning Section Chief Type 3 (PSC3), Logistics Section Chief
16 Type 3 (LSC3), and Finance Section Chief Type 3 (FSC3) will be required for
17 mobilization in these positions to Type 3 incidents outside the employee's local
18 dispatch area. Reference NWCG Memorandum EB-M-16-016, *Transition Plan*
19 *for upcoming changes to national mobilization requirements for Type 3 general*
20 *staff positions* at <https://www.nwcg.gov/executive-board/correspondence>.

21 **Prior to October 1, 2018**, the following interim standards or locally established
22 standards will be used for Type 3 positions. These interim position standards
23 may be used for national mobilization as well as local incidents to provide time
24 for employees to meet the PMS 310-1 standards.

Type 3 Functional Responsibility	Minimum Qualification Standards
Incident Command	Incident Commander Type 3 (ICT3)
Safety	Line Safety Officer (SOFR)
Operations	Task Force Leader (TFLD)
Division	Single Resource Boss – Operational qualification must be commensurate with resources assigned (i.e., more than one resource assigned requires a higher level of qualification).
Plans	Local entities can establish level of skill to perform function.
Logistics	Local entities can establish level of skill to perform function.
Information	Local entities can establish level of skill to perform function.

Type 3 Functional Responsibility	Minimum Qualification Standards
Finance	Local entities can establish level of skill to perform function.

1 **After October 1, 2018**, the PMS 310-1 position standard will be required for
 2 Type 3 incident mobilization outside the employee's hosting unit local dispatch
 3 area. The position standards in the table above or locally established position
 4 standards will only be allowed for employee's operating on Type 3 incidents
 5 within their local dispatch area.

6 **Type 2 Incident Characteristics**

- 7 • Pre-established incident management team managed by Type 2 Incident
8 Commander.
- 9 • ICS command and general staff positions activated.
- 10 • Many ICS functional units required and staffed.
- 11 • Geographic and/or functional area divisions established.
- 12 • Complex aviation operations.
- 13 • Incident command post, base camps, staging areas established.
- 14 • Incident extends into multiple operational periods.
- 15 • Written Incident Action Plan required for each operational period.
- 16 • Operations personnel often exceed 200 per operational period and total
17 personnel may exceed 500.
- 18 • Requires a Published Decision in WFDSS or other decision support
19 document.
- 20 • Requires a written Delegation of Authority to the Incident Commander.

21 **Type 2 Incident Command**

22 These ICs command pre-established Incident Management Teams that are
 23 configured with ICS Command Staff, General Staff and other leadership and
 24 support positions. Personnel performing specific Type 2 command and general
 25 staff duties must be qualified at the Type 1 or Type 2 level according to the
 26 *310-1* standards and any additional agency requirements.

27 **Type 1 Incident Characteristics**

- 28 • Pre-established Incident Management Team managed by Type 1 Incident
29 Commander.
- 30 • ICS command and general staff positions activated.
- 31 • Most ICS functional units required and staffed.
- 32 • Geographic and functional area divisions established.
- 33 • May require branching to maintain adequate span of control.
- 34 • Complex aviation operations.
- 35 • Incident command post, incident camps, staging areas established.
- 36 • Incident extends into multiple operational periods.

- 1 • Written Incident Action Plan required for each operational period.
- 2 • Operations personnel often exceed 500 per operational period and total
- 3 personnel may exceed 1000.
- 4 • Requires a Published Decision in WFDSS or other decision support
- 5 document.
- 6 • Requires a written Delegation of Authority to the Incident Commander.

7 **Type 1 Incident Command**

8 These ICs command pre-established Incident Management Teams that are
9 configured with ICS Command Staff, General Staff and other leadership and
10 support positions. Personnel performing specific Type 1 Command and General
11 Staff duties must be qualified at the Type 1 level according to the PMS 310-1
12 standards and any additional agency requirements.

13 **Incident Management Teams**

14 **Area Command**

15 Area Command is an Incident Command System organization established to:

- 16 • Oversee the management of large or multiple incidents to which several
- 17 Incident Management Teams have been assigned. Area Command may
- 18 become Unified Area Command when incidents are multi-jurisdictional; or
- 19 • Provide strategic support and coordination services to decision makers such
- 20 as Geographic Area MAC Groups, sub-geographic area MAC Groups,
- 21 Agency Administrators, Geographic Area Coordination Centers, emergency
- 22 operations centers, agency operations centers, or FEMA Joint Field Offices.

23 The primary determining factor for establishing Area Command is the span of
24 control of the Agency Administrator.

25 National Area Command teams are managed by the National Multi-Agency
26 Coordinating Group (NMAC) and are comprised of the following:

- 27 • Area Commander (ACDR);
- 28 • Assistant Area Commander, Planning (AAPC);
- 29 • Assistant Area Commander, Logistics (AALC); and
- 30 • Area Command Aviation Coordinator (ACAC).

31 Depending on the complexity of the interface between the incidents, other
32 specialists may also be assigned in areas such as aviation safety, information,
33 long-term fire planning, and risk assessment and analysis.

34 Area Command functions typically include:

- 35 • Establishing overall strategy, objectives, and priorities for the incident(s)
- 36 under its command;
- 37 • Allocating critical resources according to agency priorities (i.e., aircraft,
- 38 IHCs, incident support needs such as medical services, communication and
- 39 internet operability equipment);

- 1 • Ensuring that incidents are properly managed;
 - 2 • Coordinating mobilization, team transitions, and demobilization;
 - 3 • Supervising, managing, and evaluating Incident Management Teams under
4 its command; and
 - 5 • Minimizing duplication of effort and optimize effectiveness by combining
6 multiple agency efforts under a single Area or Geographic Theater Plan.
- 7 See Appendix O for Area Command (AC) Complexity Assessment.

8 **Type 1 Incident Management Teams**

9 Type 1 Teams are managed by Geographic Area Multi-Agency Coordinating
10 Groups and are mobilized by the Geographic Area Coordination Centers. At
11 national preparedness levels 4 and 5, these teams are managed by the National
12 Multi-Agency Coordinating Group (NMAC).

13 **National Incident Management Organization (NIMO)**

14 NIMO Teams are managed by the Forest Service Fire and Aviation's
15 Washington Office and are ordered thru the NICC. The mission of NIMO is to
16 promote continuous improvement by introducing innovative concepts,
17 approaches, and technologies while providing adaptive and agile incident
18 management. The NIMO Coordinator can assist ordering units to order teams in
19 short or long configurations, customized configuration for special capabilities,
20 and managing long duration incidents.

21 NIMO's standard configuration consists of seven Command and General Staff
22 positions qualified at the Type 1 level. If needed, NIMO can expand to meet
23 various complexity levels.

24 Types of NIMO assignments include:

- 25 • National or Geographic Area/Regional support to provide strategic planning
26 assistance, during incident review, and feedback.
- 27 • Work with Type 2 candidates on Type 1 incidents for successional
28 planning.
- 29 • To serve as mentors, trainers and evaluators on a Type 2 or Type 3 incident
30 or designated projects.
- 31 • Manage multiple Type 3 ignitions within an area (i.e., GACC, Forest,
32 Zone).
- 33 • Support and mentoring to an Agency Administrator with a complex fire
34 situation.
- 35 • International assignments.
- 36 • All-hazard incidents.
- 37 • Mission-specific assignments – NIMO will continue to assist Forest Service
38 units and other agencies with special missions. Examples from the past
39 include R2 Bark Beetle, R5 Marijuana Eradication, or support to Regions as
40 a Force Multiplier during higher planning/activity levels.

1 **Type 2 Incident Management Teams**

2 Most Type 2 teams are managed by Geographic Area Multi-Agency
3 Coordinating Groups and are coordinated by the Geographic Area Coordination
4 Centers. Some Type 2 teams are managed by non-federal agencies (e.g., state or
5 local governments) and availability of these teams is determined on a case by
6 case basis.

7 **Unified Command**

8 Unified Command is an application of the Incident Command System used
9 when there is more than one agency with incident jurisdiction or when incidents
10 cross political jurisdictions. Under Unified Command, agencies work together
11 through their designated Incident Commanders at a single incident command
12 post to establish common objectives and issue a single Incident Action Plan.
13 Unified Command may be established at any level of incident management or
14 Area Command. Under Unified Command, all agencies with jurisdictional
15 responsibility at the incident contribute to the process of:

- 16 • Determining overall strategies;
- 17 • Selecting alternatives;
- 18 • Ensuring that joint planning for tactical activities is accomplished; and
- 19 • Maximizing use of all assigned resources.

20 Advantages of Unified Command are:

- 21 • A single set of objectives is developed for the entire incident;
- 22 • A collective approach is used to develop strategies to achieve incident
23 objectives;
- 24 • Information flow and coordination is improved between all jurisdictions and
25 agencies involved in the incident;
- 26 • All involved agencies have an understanding of joint priorities and
27 restrictions; and
- 28 • No agency's legal authorities will be compromised or neglected.

29 **All-Hazard Incident Management Teams (IMTs) and Other Non-Wildland**

30 **Fire IMT**

31 Many different entities have developed IMTs based on ICS core competencies
32 under the National Incident Management System (NIMS). See Chapter 8 for
33 more information.

34 **Coordination and Support Organizations**

35 Organizations that provide coordination and support to on-site command
36 organizations include:

- 37 • Initial Attack Dispatch;
- 38 • Expanded Dispatch;
- 39 • Buying/Payment Teams;

- 1 • National and Geographic Area Coordination Centers (refer to Chapter 8);
 - 2 and
 - 3 • Local, Geographic Area, and National Multi-Agency Coordinating (MAC)
 - 4 Groups.
- 5 Refer to Chapter 19 for Initial Attack and Expanded Dispatch information.

6 **Buying/Payment Teams**

7 Buying/Payment Teams support incidents by procuring services, supplies, and
8 renting land, facilities, and equipment. These teams may be ordered when
9 incident support requirements exceed local unit capacity. These teams report to
10 the Agency Administrator or the local unit administrative officer. See the
11 *Interagency Incident Business Management Handbook* for more information.

12 **Multi-Agency Coordination (MAC)**

13 Multi-Agency Coordination Groups are part of the National Interagency
14 Incident Management System (NIIMS) and are an expansion of the off-site
15 coordination and support system. MAC groups are activated by the Agency
16 Administrator(s) when the character and intensity of the emergency situation
17 significantly impacts or involves other agencies. A MAC group may be
18 activated to provide support when only one agency has incident(s). The MAC
19 group is made up of agency representatives who are delegated authority by their
20 respective Agency Administrators to make agency decisions and to commit
21 agency resources and funds. The MAC group relieves the incident support
22 organization (dispatch, expanded dispatch) of the responsibility for making key
23 decisions regarding prioritization of objectives and allocation of critical
24 resources. The MAC group makes coordinated Agency Administrator level
25 decisions on issues that affect multiple agencies. The MAC group is supported
26 by situation, resource status and intelligence units who collect and assemble data
27 through normal coordination channels.

28 MAC group direction is carried out through dispatch and coordination center
29 organizations. When expanded dispatch is activated, the MAC group direction is
30 carried out through the expanded dispatch organization. The MAC group
31 organization does not operate directly with Incident Management Teams or with
32 Area Command Teams, which are responsible for on-site management of the
33 incident.

34 MAC groups may be activated at the local, geographic, or national level.
35 National level and Geographic Area level MAC groups should be activated in
36 accordance with the preparedness levels criteria established in the National and
37 Geographic Area Mobilization Guides.

38 The MAC Group Coordinator facilitates organizing and accomplishing the
39 mission, goals and direction of the MAC group. The MAC group coordinator:

- 1 • Provides expertise on the functions of the MAC group and on the proper
 - 2 relationships with dispatch centers and incident managers;
 - 3 • Fills and supervises necessary unit and support positions as needed, in
 - 4 accordance with coordination complexity;
 - 5 • Arranges for and manages facilities and equipment necessary to carry out
 - 6 the MAC group functions;
 - 7 • Facilitates the MAC group decision process; and
 - 8 • Implements decisions made by the MAC group.
- 9 Activation of a MAC group improves interagency coordination and provides for
- 10 allocation and timely commitment of multi-agency emergency resources.
- 11 Participation by multiple agencies in the MAC effort will improve:
- 12 • Overall situation status information;
 - 13 • Incident priority determination;
 - 14 • Resource acquisition and allocation;
 - 15 • State and Federal disaster coordination;
 - 16 • Political interfaces;
 - 17 • Consistency and quality of information provided to the media and involved
 - 18 agencies; and
 - 19 • Anticipation of future conditions and resource needs.

20 **Wildland Fire Decision Support System (WFDSS)**

21 The Wildland Fire Decision Support System (WFDSS) is a web-based decision

22 support system that provides a single dynamic documentation system for use

23 beginning at the time of discovery and concluding when the fire is declared out.

24 WFDSS is the decision support documentation platform for all federal wildfires.

25 WFDSS allows the Agency Administrator to describe and assess the fire

26 Situation, develop Incident Objectives and Requirements, develop a Course of

27 Action, evaluate Relative Risk, complete an Organization Assessment,

28 document the Rationale and publish a Decision.

29 For detailed information on the tools and capabilities in WFDSS, how managers

30 may use the tools, and suggested WFDSS refresher training items, refer to

31 Appendix N and https://wfdss.usgs.gov/wfdss/WFDSS_Home.shtml.

32 The Integrated Reporting of Wildfire Information (IRWIN) data exchange

33 system passes wildfire data through the IRWIN system to automatically

34 populate some fields on the WFDSS information tab (e.g., Incident Name, Point

35 of Origin, etc.) and for those using a Computer Aided Dispatch (CAD), has

36 replaced the need to load fires individually into WFDSS, for more information

37 on the IRWIN project see

38 <https://www.forestsandrangelands.gov/WFIT/applications/IRWIN/index.shtml>.

39 In order to publish a decision consistent with the Land Use Plan, applicable fire-

40 related protection and resource management objectives and requirements from

- 1 Land Use Plans and/or FMPs must be incorporated pre-season into the WFDSS
2 via the Data Management tab.
- 3 • *NPS – NPS recommends pre-loading management direction into WFDSS*
4 *pre-season.*
 - 5 • *FWS/BIA – FWS and BIA units are not required to pre-load management*
6 *direction into WFDSS.*

7 A Published Decision documents:

- 8 • Strategic direction from Land/Resource Management Plans and/or Fire
9 Management Plans;
- 10 • Incident objectives and requirements;
- 11 • Incident management strategies and courses of action;
- 12 • Estimated costs for the duration of the incident;
- 13 • All affected jurisdictions that participated in the decision process and
14 concurred with the strategies selected;
- 15 • That Agency Administrator(s) has reviewed and approved the decision; and
- 16 • The framework for the actions to be performed under the Delegation of
17 Authority which authorizes an Incident Commander to operate on a specific
18 unit(s). See Agency Administrator Responsibilities under “Managing the
19 Incident” heading and Appendix G for Delegation of Authority specifics.

20 The level of documentation in a decision should be commensurate with incident
21 complexity, cost, and/or potential duration and spread. As incident complexity
22 changes, additional analysis may be necessary to inform decision making.

23 **Initial Decision**

24 All fires will have a Published Decision within WFDSS when they:

- 25 • Escape initial attack; or
- 26 • Exceed initial response; or
- 27 • Include objectives with both protection and resource benefit elements
28 consistent with land management planning documents.

29 Agency-specific direction established in memos or other policy documents may
30 further define WFDSS documentation requirements. Agency Administrator roles
31 and responsibilities are addressed in agency chapters 2-6.

32 Additional considerations for determining that a decision may be needed
33 include:

- 34 • The fire affects or is likely to affect more than one agency or more than one
35 administrative unit within a single agency (for example more than one
36 National Forest);
- 37 • The fire is burning into or expected to burn into wildland-urban interface;
- 38 • Significant safety or other concerns such as air quality are present or
39 anticipated; and

- 1 • The Relative Risk Assessment indicates the need for additional evaluation
2 and development of best management practices for achieving land and
3 resource objectives.

4 **New Decision**

5 A new decision is required when:

- 6 • The Periodic Assessment indicates the Course of Action is no longer valid;
7 or
8 • The fire moves beyond the Planning Area; or
9 • The incident exceeds an established agency threshold for approval authority
10 (cost or complexity); or
11 • The Risk and Complexity Assessment indicates that the incident exceeds
12 existing management capability.
- 13 Considerations for determining when a new decision may be needed:
- 14 • Costs are expected to exceed the estimated final costs in the current
15 Decision; or
16 • Management Action Points have changed since the current Decision was
17 published.

18 Additional information about WFDSS can be found in Appendix N. User
19 support information, training materials, and other resources can be found at the
20 WFDSS homepage, https://wfdss.usgs.gov/wfdss/WFDSS_Home.shtml.

21 **WFDSS Decision Approval and Publication**

22 All agencies having jurisdiction within a WFDSS Planning Area must be
23 provided the opportunity to participate as soon as possible in the decision-
24 making process. In situations where one agency provides fire protection under
25 agreement or contract to a jurisdictional agency, both jurisdictional and
26 protecting agencies should be involved in the process. Of note, in order for one
27 federal agency administrator to be delegated authority as an “Approver” for
28 another agency, a pre-season agreement would generally need to be developed
29 that would describe those authorities (see your agency’s delegation of authority
30 policies for additional guidance).

31 Every wildfire decision will consider the development of protection objectives
32 which also provide for safety of firefighter and the public and minimize the loss
33 of, and damage to, property, cultural and natural resources.

- 34 • *FS – Decisions are required to include protection objectives.*

35 Units considering developing a decision for a group of fires should refer to the
36 WFM R&DA Whitepaper “WFDSS Incident Groups and Decisions
37 (6/26/2016)” for considerations until functionality is updated within the system.

38 The cost estimate shown in the WFDSS Cost tab will represent estimated final
39 cost for the incident and should be developed based on historic fire costs,
40 estimation spreadsheets, or other sources. If to-date incident expenditures

1 exceed WFDSS estimated fire costs, the final cost estimate must be updated and
 2 validated through a periodic assessment or a new decision. For DOI bureaus, to-
 3 date agency costs that exceed the decision authority of the Agency
 4 Administrator require the publication of a new decision and/or notification as
 5 described in the Approval Authorities table. Approval of WFDSS wildfire
 6 decisions by Agency Administrators constitutes awareness of estimated final fire
 7 costs for the incident.

8 Decisions in WFDSS are approved and published by the appropriate Line
 9 Officer(s) and/or authorized agency administrator(s) for the agency(s)
 10 participating in the decision. Agency administrator authority is defined in the
 11 tables below but may be subject to re-delegation or reservation of authority.

12 As approvers of WFDSS decisions, Agency Administrators will ensure that
 13 periodic assessments are completed until the fire is declared out.

14 WFDSS Approval Authorities by Agency

15 DOI WFDSS Approval Authorities (outside of Alaska)

Cost Estimate ¹	WFDSS Approval
Less Than \$5 Million	BLM District Manager NPS Park Superintendent FWS Refuge Manager BIA Agency Superintendent
\$5 Million - \$10 Million	BLM District Manager ² NPS Park Superintendent ² FWS/BIA Regional Director ³
Greater Than \$10 Million	BLM District Manager ² NPS Park Superintendent ² FWS/BIA National Director ³

¹*NPS/FWS/BIA – Cost estimate should be based on estimated final cost of the incident.*

²*BLM/NPS – District Managers/Park Superintendents will provide written notification to the state/regional and/or national director when an incident meets or exceeds federal combined expenditures of \$5 million and/or \$10 million in suppression costs, and more than 50% of the burned acres are managed by the BLM/NPS. Written notifications should be emailed with a cc to the Fire and Aviation Directorate Assistant Director/Chief, Branch of Wildland Fire.*

³*FWS/BIA – Regional Directors and National Director may delegate WFDSS approval authority as per agency policy.*

1

USFS WFDSS Approval Authorities

Incident Type	USFS Approval
Type 3,4,5	District Ranger level with oversight by the Forest Supervisor
Type 2	Forest Supervisor level with oversight by the Regional Forester ⁴
Type 1	Regional Forester level with National oversight ⁴

⁴*FS – This authority may be delegated to the next lower level provided that the line officer at the lower next level meets Line Officer wildfire response certification requirements.*

2

DOI WFDSS Approval Process in Alaska

Cost Estimate	Jurisdictions Included	WFDSS Approval
Any Cost Threshold	BLM or NPS	BLM District/Field Manager NPS Park Superintendent
Less Than \$5 Million	BLM and/or Other DOI Lands	BLM District/Field Manager BLM AFS Fire Management Officers NPS Park Superintendent FWS Refuge Manager BIA Agency Superintendent
\$5 Million - \$10 Million	Other DOI Lands	BLM District/Field Manager BLM AFS Manager NPS Park Superintendent FWS/BIA Regional Director ¹
Greater Than \$10 Million	Other DOI Lands	BLM District/Field Manager BLM AFS Manager NPS Park Superintendent FWS/BIA National Director ¹

¹*FWS/BIA – Regional Directors and National Director may delegate WFDSS approval authority as per agency policy.*

3 If internet connections or servers are unavailable, WFDSS documentation will
 4 be completed using the “temporary WFDSS paper form” and entered into the
 5 web-based application as soon as it becomes available.

6 **WFDSS Support**

7 The Wildland Fire Management Research Development and Application (WFM
 8 RD&A) group provides the national infrastructure for wildland fire decision
 9 making and WFDSS support. Field users should contact their WFDSS
 10 Geographic Area Editor for assistance prior to contacting WFM RD&A staff.

- 1 Information for requesting assistance from WFM RD&A can be found at the
- 2 WFDSS homepage at <https://wfdss.usgs.gov/>.

3 **Managing the Incident**

4 **Agency Administrator Definition**

5 An Agency Administrator is the official responsible for the management of a
6 geographic unit or functional area. Agency Administrators are the managing
7 officer of an agency, division thereof, or jurisdiction having statutory
8 responsibility for incident mitigation and management. Some examples include:
9 NPS Park Superintendent, BIA Agency Superintendent, USFS Forest
10 Supervisor, BLM District Manager, FWS Refuge Manager, State Forester,
11 Tribal Chairperson, Fire Chief, Police Chief.

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 Agency Administrators are responsible for safety oversight, and may request
17 additional safety oversight as needed.

18 Situations that may require additional safety oversight:

- 19 • A fire escapes initial attack or when extended attack is probable;
- 20 • There is complex or critical fire behavior;
- 21 • There is a complex air operation;
- 22 • The fire is in an urban intermix/interface; and
- 23 • Other extraordinary circumstances.

24 The AA establishes specific performance objectives for the Incident
25 Commander (IC) and delegates the authority to the IC to take specific actions to
26 meet those objectives. Agency Administrator responsibilities to an Incident
27 Management Team (IMT) include:

- 28 • Conduct an initial briefing to the Incident Management Team (Appendix
29 D).
- 30 • Provide an approved WFDSS Decision.
 - 31 ○ *FS* – Ensure that significant decisions related to strategy and costs are
32 included in WFDSS.
- 33 • Complete a Risk and Complexity Assessment (Appendix E and F) to
34 accompany the WFDSS Published Decision.
 - 35 ○ *FS* – Complete a Risk and Complexity Assessment (RCA) for Type 1, 2,
36 and 3 incidents within WFDSS.
- 37 • Coordinate with neighboring agencies on multi-jurisdiction fires to issue a
38 joint Delegation of Authority and develop a single Published Decision in
39 WFDSS for the management of unplanned ignitions.

- 1 • Issue a written Delegation of Authority (Appendix G) to the Incident
2 Commander and to other appropriate officials, Agency Administrator
3 Representative, Resource Advisor, and Incident Business Advisor. The
4 delegation should:
- 5 ○ State specific and measurable objectives, priorities, expectations,
6 Agency Administrator's intent, constraints, and other required
7 direction;
 - 8 ○ Establish the specific time for transfer of command;
 - 9 ○ Assign clear responsibilities for initial attack;
 - 10 ○ Define your role in the management of the incident;
 - 11 ○ Describe procedures for Conducting during action reviews with the IC;
 - 12 ○ Assign a resource advisor(s) to the IMT;
 - 13 ○ Define public information responsibilities;
 - 14 ○ Address accident investigation procedures and notification
15 requirements for fire managers, line officer(s), and
16 dispatch/coordination centers;
 - 17 ○ Assign a local government liaison to the IMT (if necessary);
 - 18 ○ Assign a local fire management liaison to the IMT (if necessary);
 - 19 ○ Assign an Incident Business Advisor (INBA) to provide incident
20 business management oversight commensurate with complexity; and
 - 21 ○ Direct the IMT to address rehabilitation of areas affected by
22 suppression activities.
- 23 • Coordinate mobilization with the Incident Commander:
- 24 ○ Negotiate filling of mobilization order with the IC;
 - 25 ○ Establish time and location of Agency Administrator briefing;
 - 26 ○ Consider approving support staff additional to the IMT as requested by
27 the IC; and
 - 28 ○ Consider authorizing transportation needs as requested by the IC.
- 29 • Provide pertinent support materials and documents (L/RMP, FMP, GIS
30 data, local unit SOP's, maps, Service and Supply Plan, etc.) to the IMT.

31 In situations where one agency provides fire protection under agreement to the
32 jurisdictional agency, both jurisdictional and protecting agencies will be
33 involved in the development of the Delegation of Authorities to the Incident
34 Management Teams and the Published Decision in WFDSS.

35 **Agency Administrator Representative Responsibilities**

36 The Agency Administrator Representative (the on-scene Agency Administrator)
37 is responsible for representing the political, social, and economic issues of the
38 Agency Administrator to the Incident Commander. This is accomplished by
39 participating in the Agency Administrator briefing, in the IMT planning and
40 strategy meetings and in the operational briefings.

41 Responsibilities include representing the Agency Administrator to the IMT
42 regarding:

- 1 • Compliance with the Delegation of Authority and the Published Decision in
- 2 WFDSS;
- 3 • Public Concerns (air quality, road or trail closures, smoke management,
- 4 threats);
- 5 • Public safety (evacuations, access/use restrictions, temporary closures);
- 6 • Public information (fire size, resources assigned, threats, concerns, appeals
- 7 for assistance);
- 8 • Socioeconomic, political, or tribal concerns;
- 9 • Land and property ownership concerns;
- 10 • Interagency and inter-governmental issues;
- 11 • Wildland urban interface impacts; and
- 12 • Media contacts.

13 **Resource Advisor Responsibilities**

14 The Resource Advisor is responsible for anticipating the impacts of fire
15 operations on natural and cultural resources and for communicating protection
16 requirements for those resources to the Incident Commander. The Resource
17 Advisor should ensure IMT compliance with the Land/Resource Management
18 Plan and Fire Management Plan. The Resource Advisor should provide the
19 Incident Commander with information, analysis, and advice on these areas:

- 20 • Rehabilitation requirements and standards;
- 21 • Land ownership;
- 22 • Hazardous materials;
- 23 • Fuel breaks (locations and specifications);
- 24 • Water sources and ownership;
- 25 • Critical watersheds;
- 26 • Critical wildlife habitat;
- 27 • Noxious weeds/aquatic invasive species;
- 28 • Special status species (threatened, endangered, proposed, sensitive);
- 29 • Fisheries;
- 30 • Poisonous plants, insects and snakes;
- 31 • Mineral resources (oil, gas, mining activities);
- 32 • Archeological site, historic trails, paleontological sites;
- 33 • Riparian areas;
- 34 • Military issues;
- 35 • Utility rights-of-way (power, communication sites);
- 36 • Native allotments;
- 37 • Grazing allotments;
- 38 • Recreational areas; and
- 39 • Special management areas (wilderness areas, wilderness study areas,
40 recommended wilderness, national monuments, national conservation areas,
41 national historic landmarks, areas of critical environmental concern,
42 research natural areas, wild and scenic rivers).

1 The Resource Advisor and Agency Administrator Representative positions are
2 generally filled by local unit personnel. These positions may be combined and
3 performed by one individual. Duties are stated in the *Resource Advisor's Guide*
4 *for Wildland Fire* (NWCG PMS 313, NFES 1831, Aug 2017).

5 **Use of Trainees**

6 Use of trainees is encouraged. On wildland fire incidents, trainees may supervise
7 trainees. However, when assigning trainees to positions where critical life-safety
8 decisions are affected, trainees must be directly supervised by a fully qualified
9 individual. For example:

- 10 • A Division Group Supervisor (DIVS) trainee may not work directly for an
11 Operations Section Chief without additional field supervision. The potential
12 for high hazard work with high risk outcomes calls for a fully qualified
13 DIVS to be assigned supervision of the DIVS trainee.
- 14 • A Supply Unit Leader (SPUL) trainee may supervise a
15 Receiving/Distribution Manager (RCDM) trainee. In this case, supervision
16 may be successfully provided in a lower hazard environment with
17 appropriate risk mitigation.

18 **Incident Action Plan**

19 When a written Incident Action Plan is required, suggested components may
20 include objectives, organization, weather forecast, fire behavior forecast,
21 division assignments, air operations summary, safety message, communications
22 plan, and incident map. An incident medical plan is required in all written
23 Incident Action Plans.

24 **Incident Status Reporting**

25 The Incident Status Summary (ICS-209), submitted to the GACC, is used to
26 report large wildland fires and any other significant events on lands under
27 federal protection or federal ownership. Lands administered by states and other
28 federal cooperators may also report in this manner.

29 Large fires are classified as 100 acres or larger in timber fuel types, 300 acres or
30 larger in grass fuel types, or when a NIMO, Type 1 or 2 Incident Management
31 Team is assigned, regardless of the size of the incident or the suppression
32 management strategy. An ICS-209 should be submitted daily for all uncontained
33 full suppression wildfires that meet large fire criteria. An ICS-209 should be
34 submitted weekly (Thursday evening), for all wildfires meeting large fire criteria
35 that are being managed under strategies that are less than full suppression. The
36 Agency Administrator may require additional reporting times. Refer to local,
37 zone and/or GACC guidance for additional reporting requirements.

38 **Incident History and Financial Records**

39 Wildfire incidents on Federal lands managed by the FS and DOI (except BIA)
40 require creation of an Incident History File (IHF) to document significant
41 events, actions taken, lessons learned and other information with long-term

1 value for managing natural resources. IHF contents and instructions, and tools
2 for creating the IHF are found at
3 <https://www.nwccg.gov/committees/incident-records-subcommittee/resources>.

4 The host unit will be responsible for retaining the incident documentation
5 package including the IHF and financial records.

6 **Document and Computer Security**

7 Precautions must be taken to secure incident information in its various formats.
8 All forms of information shall be treated as Controlled Unclassified Information
9 (CUI) and care must be exercised when handling the data to prevent the
10 inadvertent viewing or unauthorized disclosure of information. CUI paper copies
11 that compromise privacy and security shall be shredded before disposal when no
12 longer needed. All computers used at the incident must be patched and have
13 anti-virus software installed with recently updated definition files. All media
14 used to transfer information into the incident (for example, but not limited to,
15 USB flash drives, portable hard drives and CD/DVDs) must be scanned prior to
16 use. Autorun capabilities must be disabled to prevent the spread of malware. All
17 computers and storage devices shall be physically secured at all times.

18 **Transfer of Command**

19 The following guidelines will assist in the transfer of incident command
20 responsibilities from the local unit to incoming Incident Management Team and
21 back to the local unit.

- 22 • The local team or organization already in place remains in charge until the
23 local representative briefs their counterparts on the incoming team, a
24 Delegation of Authority has been signed, and a mutually agreed time for
25 transfer of command has been established.
- 26 • The ordering unit will specify times of arrival and transfer of command, and
27 discuss these timeframes with both the incoming and outgoing command
28 structures.
- 29 • Clear lines of authority must be maintained in order to minimize confusion
30 and maintain operational control.
- 31 • Transfers of command should occur at the beginning of an operational
32 period, whenever possible.
- 33 • All operational personnel will be notified on incident command frequencies
34 when transfer of command occurs.

35 **Release of Incident Management Teams**

36 The release of an IMT should follow an approved transfer of command process.
37 The Agency Administrator must approve the date and time of the transfer of
38 command. The Transfer of Command Plan should include the following
39 elements:

- 40 • Remaining organizational needs and structure;
- 41 • Tasks or work to be accomplished;
- 42 • Communication systems and radio frequencies;

- 1 • Local safety hazards and considerations;
- 2 • Incident Action Plan, including remaining resources and weather forecast;
- 3 • Facilities, equipment, and supply status;
- 4 • Arrangement for feeding remaining personnel;
- 5 • Financial and payment processes needing follow-up; and
- 6 • Risk and Complexity Assessment.

7 **Team Evaluation**

8 At completion of assignment, Incident Commanders will receive a written
9 performance evaluation from the Agency Administrator(s) prior to the teams'
10 release from the incident. Certain elements of this evaluation may not be able to
11 be completed at the closeout review. These include accountability and property
12 control, completeness of claims investigation/documentation, and completeness
13 of financial and payment documentation.

14 The final evaluation incorporating all of the above elements should be sent to
15 the Incident Commander and the respective GACC within 60 days. See
16 Appendix I for the IMT evaluation form.

17 The Delegation of Authority, the Published Decision in WFDSS, and other
18 documented Agency Administrator's direction will serve as the primary
19 standards against which the IMT is evaluated.

20 The Agency Administrator will provide a copy of the evaluation to the IC and
21 the state/regional FMO, and retain a copy for the final fire package.

22 The state/regional FMO will review all evaluations and will be responsible for
23 providing a copy of evaluations documenting performance to the Geographic
24 Area Coordinating Group or agency managing the IMT.

25 **Unit/Area Closures**

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 Refer to Chapter 7 for further guidance.

32 **Fire Management in Wilderness**

33 Actions taken in wilderness will be conducted to protect life and safety, to meet
34 natural and cultural resource objectives, and to minimize negative impacts of the
35 fire management actions and the fires themselves. In evaluating fire
36 management actions, the potential degradation of wilderness character will be

- 1 considered before, and given significantly more weight than, economic
2 efficiency and convenience. Unless human life or private property is
3 immediately threatened, only those actions that preserve wilderness character
4 and/or have localized, short-term adverse impacts to wilderness character will be
5 acceptable. Any Delegation of Authority to Incident Management Teams will
6 convey appropriate emphasis on the protection of wilderness character and
7 resources and will ensure interaction with local wilderness resource advisors.
- 8 • **BLM/NPS/FWS** – *For all wilderness fire management actions proposing*
9 *the use of any of the Wilderness Act 4(c) prohibitions, a minimum*
10 *requirements analysis will be completed.*
 - 11 • **FS** – *For all wilderness fire management actions proposing the use of any*
12 *Wilderness Act 4(c) prohibitions, a minimum requirements analysis is*
13 *recommended.*
 - 14 • **BIA** – *For all wilderness fire management actions refer to the Land and*
15 *Resource Management Plans.*

16 **Operational Guidelines for Aquatic Invasive Species**

17 In order to prevent the spread of aquatic invasive species, it is important that fire
18 personnel recognize how our fire operations can prevent the transport of these
19 species. The NWCG Invasive Species Subcommittee provides up-to-date
20 operational guidelines, best management practices, and equipment cleaning
21 guidance to minimize the spread of aquatic invasive species. Consult the
22 NWCG website ([https://www.nwcg.gov/committees/invasive-species-](https://www.nwcg.gov/committees/invasive-species-subcommittee)
23 [subcommittee](https://www.nwcg.gov/committees/invasive-species-subcommittee)) to obtain these protocols. Local area or agency guidelines may
24 also be available and useful and local biologists, Resource Advisors (READ)
25 and fire personnel should consult with each other during the pre-season
26 regarding known aquatic invasive species locations to facilitate incident
27 avoidance when possible. To minimize potential transmission of aquatic
28 invasive species, it is recommended that you:

- 29 • Consult with local biologists, Resource Advisors (READ) and fire
30 personnel for known aquatic invasive species locations in the area and avoid
31 them when possible.
- 32 • Avoid entering (driving through) water bodies or wet areas when possible.
- 33 • Avoid transferring water between drainages or between unconnected waters
34 within the same drainage when possible.
- 35 • Avoid sucking organic and bottom material into water intakes when
36 drafting from a natural water body.
- 37 • Avoid obtaining water from multiple sources during a single operational
38 period when possible.
- 39 • Remove all plant parts and mud from external surfaces of gear and
40 equipment after an operational period.
- 41 • If gear contacts untreated water, consider decontaminating before moving to
42 new drainages. Applicable gear includes helicopter buckets, snorkel ends,
43 foot valves, and draft hoses. Water delivery equipment and accessories

- 1 (e.g., fireline hoses, wye valves, nozzles) that do not transfer tank water to
2 waterbodies do not need to be disinfected.
- 3 • For decontamination and cleaning protocols, refer to NWCG Invasive
4 Species Subcommittee guidance
5 (<https://www.nwcg.gov/committees/invasive-species-subcommittee>) or
6 local area or agency direction. NWCG protocols emphasize hot water
7 power washing or drying over use of chemicals.
 - 8 • Carry spare, clean, dry helicopter buckets, draft hoses, and foot valves to
9 switch out with used ones when moving to a new water source.
10 Decontaminate the wet gear while spares are being used.
 - 11 • Prime engine pumps with water from the drafting source (e.g., streams,
12 lake) rather than using water from the engine tank. This minimizes the
13 leakage of possibly contaminated engine tank water through the foot valve.
14 Ensure foot valves are operating and not leaking. Decontamination of
15 engine or water tender tanks with hot water or chemicals is not
16 recommended.

17 **Operational Guidelines for Invasive Species**

18 Suppression and support vehicles, tools, and machinery should be cleaned at a
19 designated area prior to arriving and leaving the incident. Onsite fire equipment
20 should be thoroughly cleaned including the undercarriage, fender wells, tires,
21 radiator, and exterior of the vehicle. Firefighter personnel should clean personal
22 equipment, boots, clothing, etc., of weed or other invasive species materials,
23 including visible plant parts, soil, and other materials as identified by the
24 resource advisor. The cleaning area should also be clearly marked to identify
25 the area for post-fire control treatments, as needed.

26
27 Ensure that seed mixes and mulch used in suppression repair contain no
28 federally or state designated noxious weeds by using seed mixes and mulches
29 that have been examined by a laboratory or have current weed free certification
30 from a state seed laboratory or equivalent qualified testing agent.

31 **Responding to Non-Wildland Fire Incidents**

32 Managers will avoid giving the appearance that their wildland fire resources are
33 trained and equipped to perform structure, vehicle, and dump fire suppression, to
34 respond to hazardous materials releases, or to perform emergency medical
35 response for the public.

36 **Wildland Urban Interface**

37 The operational roles of the federal agencies as partners in the wildland urban
38 interface are wildfire suppression, structure protection (see below), prescribed
39 fire, hazard reduction, cooperative prevention and education, and technical
40 assistance. Structural fire suppression is the responsibility of tribal, state, or
41 local governments. Federal agencies may assist with exterior structural fire

1 protection activities under formal fire protection agreements that specify the
2 mutual responsibilities of the partners, including funding (some federal agencies
3 have full structural protection authority for their facilities on lands they
4 administer and may also enter into formal agreements to assist state and local
5 governments with structural protection).

6 – *Review and Update of the 1995 Federal Wildland Fire Management*
7 *Policy, January 2001, page 23.*

8 Funding is not provided to prepare for or respond to emergency non-wildland
9 fire response activities such as structure fires, vehicle fires, dump fires,
10 hazardous materials releases, and emergency medical responses. Managers must
11 ensure that fire management plans, interagency agreements, and annual
12 operating plans clearly state agency and cooperator roles and responsibilities for
13 non-wildland fire response activities that agency personnel are exposed to as a
14 result of working in the interagency fire environment. Managers will also ensure
15 that federal wildland fire resources are not identified on run cards or in dispatch
16 plans for non-wildland fire responses.

17 **Structure, Vehicle, Dumpster, Trash, and Landfill Fires**

18 Wildland firefighters will not take direct suppression action on structure,
19 vehicle, dumpster, trash, or landfill fires. Structure, vehicle, and landfill fire
20 suppression is not a functional responsibility of wildland fire resources. These
21 fires have the potential to emit high levels of toxic gases. This policy will be
22 reflected in suppression response plans.

23 Wildland firefighters who encounter structure, vehicle, or landfill fires, or who
24 are dispatched to such fires due to significant threat to adjacent agency protected
25 lands/resources, will not engage in direct suppression action. Structure
26 protection (not suppression) activities will be limited to exterior efforts, and only
27 when such actions can be accomplished safely and in accordance with
28 established wildland fire operations standards.

- 29 • *NPS – For structural fire (including vehicle, trash and dumpster fires)*
30 *response, training, medical examination, and physical fitness requirements,*
31 *and hazardous material response or control guidance, refer to Chapter 3.*
- 32 • *FS – Wildfires other than vegetation (such as dumpster, trash, landfill, or*
33 *vehicle) as the primary fuel present hazards that are outside of the basic*
34 *wildland firefighters training and protective equipment. Response actions*
35 *will be limited to protection of life, property, and resources when they can*
36 *be safely undertaken with proper risk assessment and mitigation. When*
37 *agency employees are trained, qualified, and equipped to take action on*
38 *other than vegetation fires, they may do so with proper risk assessment and*
39 *mitigation (Incident Response Pocket Guide, PMS 461).*

1 Public Emergency Medical Response

2 Public emergency medical response is not a functional responsibility of wildland
3 fire resources, and should not be part of a preplanned response that requires
4 these duties. When wildland firefighters encounter emergency medical response
5 situations, their efforts should be limited to immediate care (e.g., first aid, first
6 responder) actions that they are trained and qualified to perform.

- 7 • *NPS – NPS employees who provide emergency medical services will adhere*
8 *to the requirements contained in Director’s Order and Reference Manual*
9 *#51, Emergency Medical Services.*

10 Post-Wildfire Activities

11 Each wildland fire management agency is responsible for taking prompt action
12 to determine the need for, and to prescribe and implement, emergency
13 treatments to minimize threats to life or property or to stabilize and prevent
14 unacceptable degradation to natural and cultural resources resulting from the
15 effects of a fire on the lands they manage.

16 Post-wildfire activities references can be found in *Interagency Burned Area*
17 *Emergency Response Guidebook, Interpretation of Department of the Interior*
18 *620 DM 7 and USDA Forest Service Manual 2523, For the Emergency*
19 *Stabilization of Federal and Tribal Trust Lands, Version 4.0 dated Feb. 2006*
20 *and Interagency Burned Area Rehabilitation Guidebook, Interpretation of*
21 *Department of the Interior 620 DM 7, For the Burned Area Rehabilitation of*
22 *Federal and Tribal Trust Lands, Version 1.3 dated October 2006 at*
23 <https://www.fws.gov/fire/ifcc/Esr/home.htm>.

24 Damages resulting from wildfires are addressed through four activities:

- 25 • **Suppression Repair** – Planned actions taken to repair the damages to
26 resources, lands, and facilities resulting from wildfire suppression actions
27 and documented in the Incident Action Plan. These actions are usually
28 implemented prior to, or immediately after containment of the wildfire by
29 the incident management organization. Repairs under this activity may be
30 completed to return the value to pre-wildfire management activity condition
31 as practical but may not improve the condition beyond what was existing
32 prior to the incident.
- 33 • **Emergency Stabilization** – Planned actions to stabilize and prevent
34 unacceptable degradation to natural and cultural resources, to minimize
35 threats to life or property resulting from the effects of a wildfire, or to
36 repair/replace/construct physical improvements necessary to prevent
37 degradation of land or resources. Emergency stabilization actions must be
38 taken within one year following containment of a wildfire and documented
39 in a Burned Area Emergency Response Plan.
- 40 • **Rehabilitation** – Efforts taken within five years following 21 days after the
41 ignition date of a wildfire to repair or improve wildfire-damaged lands
42 unlikely to recover naturally to management approved conditions, or to

- 1 repair or replace minor assets damaged by wildfire. These efforts are
- 2 documented in:
- 3 o **DOI** – a separate Burned Area Rehabilitation Plan (BAR) or in
- 4 combination with Burned Area Emergency Response Plan (BAER).
- 5 o **FS** – a Burned Area Emergency Response Plan (BAER).
- 6 • Restoration – Continuing the rehabilitation beyond the initial five years or
- 7 the repair or replacement of major assets damaged by the wildfire.

Post-Fire Activities

	Suppression Repair	Emergency Stabilization	Rehabilitation	Restoration
Objective	Repair suppression damages	Protect life and property	Repair damages	Long Term Ecosystem Restoration
Damage due to	Suppression activities	Post-fire events and fire	Fire	Fire
Urgency	Immediately after containment	1-12 months	1-5 years	5+ years
Responsibility	IC/Agency Administrator	Agency Administrator	Agency Administrator	Agency Administrator
Funding type	Suppression (fire)	Suppression (Emergency Stabilization)	Rehabilitation or regular program	Regular program

Emergency Stabilization Approval Authorities

	BIA	BLM	FWS	NPS	FS
Local Approval Level	<\$250,000 Agency Supt.	\$0 Field/District Manager	\$0 Refuge Manager	\$0 Park Supt.	\$0 District Ranger
					\$0 Forest Supervisor
Regional/State Approval Level	\$250,000-\$500,000 Regional Director	<\$100,000 State Director	<\$500,000 Regional Director with Regional Fire Management Coordinator concurrence	<\$500,000 Regional Director	\$500,000 Western Regional Foresters
					\$100,000 Eastern Regional Foresters

	BIA	BLM	FWS	NPS	FS
National Approval Level	>\$500,000 Director of Fire Management	>\$100,000 Director	>\$500,000 Chief, Branch of Fire Management	>\$500,000 Chief, Division of Fire and Aviation	>\$100,000 or \$500,000 Director, Watershed & Wildlife Management

1 **Burned Area Emergency Response (BAER) Teams**

2 BAER Teams are a standing or ad hoc group of technical specialists (e.g.,
3 hydrologists, biologists, soil scientists, etc.) that develop and may implement
4 portions of the Burned Area Emergency Response Plans. They will meet the
5 requirements for unescorted personnel found in Chapter 7 under “Visitors to the
6 Fireline” when working within the perimeter of an uncontrolled wildfire. The
7 team’s skills and size should be commensurate with the size and complexity of
8 the wildfire.

9 It is the Agency Administrator’s responsibility to designate an interdisciplinary
10 BAER team. However, BAER teams must coordinate closely with IC and
11 Incident Management teams to work safely and efficiently. Initial requests for
12 funding for BAER should be submitted to the appropriate Agency Administrator
13 for approval within 7 calendar days after the total containment of the fire. If
14 additional time is needed, extensions may be negotiated with those having
15 approval authority.

- 16 • **DOI** – *The Department of Interior maintains one National BAER Team to*
17 *assist field units in planning for complex post-fire emergency stabilization.*
18 *The National BAER Team is scalable in long and short configurations. It*
19 *may be ordered as command and general staff, or ordered as individual*
20 *resources. The full National BAER Team is dispatched to more difficult*
21 *incidents involving extreme risks to human life and critical Federal assets.*
22 *Potential floods, mud and debris flows, watershed/municipal water*
23 *supplies, urban interface, and complex and multiple jurisdictions are the*
24 *dispatch prioritization criteria issues factored into the mobilization*
25 *decision. Less complex incidents will use local, regional, interagency, and*
26 *contracted ad hoc BAER teams that may be supplemented with National*
27 *BAER Team personnel. Bureau coordinators maintain rosters of BAER*
28 *personnel for less complex incidents.*
- 29 • **DOI** – *The DOI-BAER Teams should be requested at least 10 days prior to*
30 *expected date of wildfire containment and ordered as per the National*
31 *Mobilization Guide.*
- 32 • **FS** – *Each Forest Service unit identifies a core BAER team prior to fire*
33 *season. Regional coordinators maintain rosters of experienced BAER*
34 *personnel in the Region. When needed, specific BAER personnel*
35 *representing needed specialties from other units can either be contacted*
36 *directly or through dispatch. See FSM 2523 and FSH 2509.13 for agency-*
37 *specific policy and direction for BAER teams.*

1 **Incident Business Management**

2 Specific incident business management guidance is contained in the *Interagency*
3 *Incident Business Management Handbook* (PMS 902). This handbook assists
4 participating agencies of the NWCG to constructively work together to provide
5 effective execution of each agency's incident management program by
6 establishing procedures for:

- 7 • Uniform application of regulations on the use of human resources, including
8 classification, payroll, commissary, injury compensation, and travel;
- 9 • Acquisition of necessary equipment and supplies from appropriate sources
10 in accordance with applicable procurement regulations;
- 11 • Managing and tracking government property;
- 12 • Financial coordination with the protection agency and maintenance of
13 finance, property, procurement, and personnel records and forms;
- 14 • Use and coordination of incident business management functions as they
15 relate to sharing of resources among federal, state, and local agencies,
16 including the military;
- 17 • Investigation and reporting of accidents;
- 18 • Investigating, documenting, and reporting claims;
- 19 • Documenting costs and implementing cost-effective criteria for managing
20 incident resources; and
- 21 • Non-fire incidents administrative processes.
 - 22 ○ *DOI – The Department of the Interior All Hazards-Supplement to the*
23 *Interagency Incident Business Management Handbook establishes*
24 *business management guidelines for the Department of the Interior's*
25 *(DOI's) all-hazards incidents. The DOI Supplement is available at*
26 *<https://www.doi.gov/emergency/emergency-policy.cfm>.*

27 **Cost Management**

28 An Incident Business Advisor (INBA) must be assigned to any wildfire with
29 costs of \$5 million or more. If a qualified INBA is not available, the approving
30 official will appoint a financial advisor to monitor expenditures.

31 Incident cost objectives will be included as a performance measure in Incident
32 Management Team evaluations.

33 **Large Fire Cost Review (FS)**

34 See Chapter 18.

35 **Significant Wildland Fire Review (DOI)**

36 See Chapter 18.

1 **Cache Management**

2 Agencies often serve as interagency partners in national support caches and
3 local area support caches, and may operate single agency initial attack caches.
4 All caches will maintain established stocking levels, receive and process orders
5 from participating agencies and follow ordering and fire replenishment
6 procedures as outlined by the national and geographic area cache management
7 plans and mobilization guides.

- 8 • *FS* – Refer to *FSM 5160* for specific requirements.

9 **Type 1 and 2 National Interagency Support Caches**

10 There are fifteen National Interagency Support Caches (NISCs); eleven are
11 managed by the Forest Service, three are managed by the BLM, and one is
12 managed by the State of Idaho. The fifteen national caches are part of the
13 National Fire Equipment System (NFES). Each of these caches provides
14 incident support in the form of equipment and supplies to units within their
15 respective geographic areas. The NFES cache system may support other
16 emergency, disaster, fire-related or land management activities, provided that
17 such support is permitted by agency policies and does not adversely affect the
18 primary mission. These national caches do not provide supplies and equipment
19 to restock local caches for non-incident requests. Non-emergency (routine)
20 orders should be directed to the source of supply; e.g., DLA or private vendors.

21 The Great Basin Area Incident Support Cache at NIFC provides publications
22 management support to the National Wildfire Coordinating Group (NWCG).
23 Reference the *NWCG NFES Catalog Part 2: Publications* at
24 <https://www.nwccg.gov/publications/449-2> for more detailed information.

25 Forest Service National Symbols Program distribution is through the Eastern
26 Area Incident Support Cache (NEK). This material is coordinated by the USDA
27 Forest Service, under advisement of the National Association of State Foresters'
28 (NASF) Cooperative Forest Fire Prevention Committee (CFFP). Materials
29 include Smokey Bear /Junior Forest Ranger prevention items and Woodsy Owl
30 environmental educational materials.

31 NEK also distributes DOI Fire Education materials. The website at
32 <https://www.symbols.gov/> contains the catalog of these materials, information
33 about these programs, and online ordering instructions.

34 **Type 3 Support Caches**

35 These caches directly support more than one agency and generally cover more
36 than one administrative unit. They will maintain stocking levels to meet the
37 identified needs of the multiple agencies for whom service is provided.

1 Type 4 Local Caches

2 Numerous caches of this level are maintained by each agency. These caches will
3 establish and maintain stocking levels to meet the initial response needs of the
4 local unit(s).

5 Inventory Management**6 System Implementation**

7 Each fire cache, regardless of size, should initiate and maintain a cache
8 inventory management system. Agency management systems provide a check
9 out/return concept that incorporates a debit/crediting for all items leaving the
10 cache. This system is strictly followed in the Type 1 and 2 NISC's. Inventory
11 management processes should be implemented for all Type 3 Support and Type
12 4 Local caches.

13 Accountability

14 Fire loss/use rate is defined as all property and supplies lost, damaged, or
15 consumed on an incident. It is reported as a percentage that is calculated in
16 dollars of items issued compared to items returned. Consumable items are not
17 included in this total. All items stocked in agency fire caches will be categorized
18 for return (loss tolerance/use rate) and accountability purposes.

19 Trackable Items

20 Trackable items include items that a cache may track due to dollar value,
21 sensitive property classification, or limited quantities. Available items that are
22 considered trackable are usually engraved or tagged with a cache trackable
23 identification number. These items must be returned to the issuing cache at the
24 end of the incident use, or documentation must be provided to the issuing cache
25 as to why it was not returned. All trackable items are also considered durable.
26 Accountability for trackable items is expected to be 100 percent.

27 Durable Items

28 Durable items include cache items considered to have a useful life expectancy
29 greater than one incident. High percentages of return for these items are
30 expected. These items are not specifically cache identified/tagged/engraved.
31 Durable items include water handling accessories, helicopter accessories, tents
32 and camp items such as heaters, lights, lanterns, tables, chairs, hose, tools,
33 backpack pumps, sleeping bags, pads, cots, and personal protective equipment.
34 A 90% level of return is the expected threshold for durable items.

35 Consumable Items

36 Consumable items include items normally expected to be consumed during
37 incident use. Consumable items returned in unused condition are credited to the
38 incident. Examples of consumable items are: batteries, plastic canteens,
39 cubitainers, forms, MREs, fusees, hot food containers, petroleum products, and
40 medical supplies.

1 Incident Management and Environmental Sustainability

2 Every incident should seek opportunities to reduce unnecessary waste and limit
3 impacts associated with management actions. This may be accomplished, for
4 example, by promoting recycling and encouraging the use of alternative energy
5 sources as long as such efforts do not compromise operational or safety
6 objectives.

7 Incident-to-Incident Transfer of Supplies and Equipment

8 Transfer of supplies and equipment between incidents is not encouraged, due to
9 the increased possibility of accountability errors. In instances when it is
10 determined to be economically feasible and operationally advantageous, the
11 following must be accomplished by the Supply Unit Leader from the incident
12 that is releasing the items.

13 Documentation will be completed on the *Interagency Incident Waybill* (NFES
14 1472) and must include the following:

- 15 • NFES Number.
- 16 • Quantity.
- 17 • Unit of Issue.
- 18 • Description.
- 19 • Trackable ID number, if item is trackable.
- 20 • Receiving incident name, incident number, and resource request number.
- 21 • The Supply Unit Leader will send the waybill transfer information to the
22 servicing NISC to maintain proper accountability recording.

23 Upon request, the servicing NISC can provide the Supply Unit Leader with an
24 Outstanding Items Report or Incident Summary Report to facilitate accurate
25 waybill documentation.

26 Fire Loss Tolerance Reporting for Type 1 and 2 Incidents

27 In order to help managers keep incident-related equipment and supply loss to a
28 minimum, incident management teams (IMTs) are required to maintain
29 accountability and tracking of these items. Guidelines and procedures to assist
30 with this accountability are provided in Chapter 30 of the *Interagency Incident
31 Business Management Handbook*. To further facilitate these procedures and
32 provide oversight, a fire loss report has been developed that provides detailed
33 information regarding used and trackable item use. This report has been
34 accepted by NWCG for all wildland fire agencies and will be compiled for all
35 Type 1 and Type 2 incidents. Investigations may be conducted in those cases
36 where thresholds may have been exceeded.

37 These reports are compiled by the NISC servicing the particular incident.
38 Reports will then be forwarded to the responsible local office, with a copy to the
39 state/regional FMO. The following steps must be followed to insure accurate
40 reports:

- 1 • At the close of each incident, all property must be returned to the servicing
2 NFES cache;
- 3 • If accountable/trackable property has been destroyed or lost, appropriate
4 documentation must be provided to the cache for replacement and updating
5 property records;
- 6 • All property purchased with emergency fire funds for an incident must be
7 returned to the NFES cache system;
- 8 • All unused consumable and/or durable NFES items must be returned to the
9 servicing NFES cache within 30 days of control of the incident; and
- 10 • Agency Administrators/fire management officers must review the fire loss
11 report and recommend appropriate follow-up action if losses are excessive.
12 Those actions and recommendations should be documented and filed in the
13 final incident records.

14 **Incident Supply and Equipment Return Procedures**

15 Supplies and equipment ordered with suppression funds will be returned to the
16 ordering unit at the close of the incident and dispersed in one of three ways:

- 17 • Items meeting NFES standards will be returned to the NISC for reuse
18 within the fire supply system;
- 19 • Items not meeting the prescribed NFES standards will be purchased with
20 program funds by the local unit if the items are needed for program use; or
- 21 • Items will be delivered to the unit's excess property program for disposal.

22 **Cache Returns and Restock Procedures**

23 All returns for credit and restock of caches to specific incident charges should be
24 made within 30 days after the close of the incident. If that timeframe cannot be
25 met, it is required that returns and restock be made during the same calendar
26 year as items were issued. All returns should be tagged with appropriate incident
27 number, accompanied by an interagency waybill identifying the appropriate
28 incident number, or accompanied by issue documents to ensure proper account
29 credit is given. Any items returned after the calendar year of issue will be
30 returned to multiple-fire charges, unless specific incident charge documentation
31 (issues) can be provided with the return.

32 **Incident Replacement of Government Property**

33 Refer to the *IIBMH*, Chapter 30 for procedures governing property management
34 relating to incident activities. The Agency Administrator is responsible for
35 providing agency property management guidelines and/or procedures to incident
36 personnel.

37 Damage or Loss for assigned property is addressed under *IIBMH* Chapter 30.
38 Specialty or non-cache items originally provided by the home unit through the
39 use of preparedness funds will be replaced by home unit funds if the loss is due
40 to normal wear and tear. If the government property is damaged on the incident
41 due to a specific event, e.g., wind event damages tent, the incident may, upon
42 receipt of required documentation and proof of damage, authorize replacement

- 1 using the *Incident Replacement Requisition (OF-315)*. Cache items will be
- 2 replaced at the incident if available. Cache items that are not available at the
- 3 incident may be authorized for restocking at the home unit via an authorized
- 4 *Incident Replacement Requisition*.

- 5 For replacement of NFES items not carried by the National Incident Supply
- 6 Cache responsible for supporting the incident (i.e., Wildland Firefighter's Pants,
- 7 Type II), replacement must be authorized using the *Incident Replacement*
- 8 *Requisition (OF-315)*, and should be accomplished by ordering the item from
- 9 Defense Logistics Agency (DLA).

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1 **Chapter 12**
2 **Suppression Chemicals and Delivery Systems**

3 **Policy for Use of Fire Chemicals**

4 Use only products qualified and approved for intended use. Follow safe handling
5 procedures, use personal protective equipment recommended on the product
6 label and Safety Data Sheet (SDS).

7 A current list of qualified products and approved uses can be found on the
8 Wildland Fire Chemical Systems (WFCS) website at
9 <https://www.fs.fed.us/rm/fire/wfcs/index.htm>.

10 Refer to local jurisdictional policy and guidance related to use of wildland fire
11 chemicals for protection of historic structures.

12 Products must be blended or mixed at the proper ratio prior to being loaded into
13 aircraft. Quality control and safety requirements dictate that mixing or blending
14 of wildland fire chemicals be accomplished by approved methods.

15 **Types of Fire Chemicals**

16 **Long-Term Retardant**

17 Long-term retardants contain fertilizer salts that change the way fuels burn.
18 They are effective even after the water has evaporated. Retardants may be
19 applied aerially by large air tanker, single engine airtanker (SEAT) and
20 helicopter bucket. Some retardant products are approved for fixed tank
21 helicopters. Some products are formulated specifically for delivery from ground
22 sources. See the Qualified Products List (QPL) for specific uses for each product
23 at <https://www.fs.fed.us/rm/fire/wfcs/index.htm>.

24 Recommended coverage levels and guidelines for use can be found in the 10
25 Principles of Retardant Application, NFES 2048, PMS 440-2 pocket card.
26 Retardant mixing, blending, testing, and sampling requirements can be found at
27 the WFCS website Lot Acceptance and Quality Assurance page
28 <https://www.fs.fed.us/rm/fire/wfcs/laqa.htm>.

29 **Fire Suppressant Foam**

30 Fire suppressant foams are combinations of wetting and foaming agents added
31 to water to improve the effectiveness of the water. They are no longer effective
32 once the water has evaporated. Foam may be applied by engines, portable
33 pumps, helicopters, and SEATs. Some agencies also allow application of foam
34 from fixed-wing water scoopers. See the QPL for specific uses for each product.

1 Wet Water

2 Using foam concentrates at a mix ratio of 0.1 percent will produce a wet water
3 solution.

4 Water Enhancer (Gel)

5 Water enhancers, such as firefighting gels, are added to water to improve the
6 viscosity and adhesion of water. They are not effective once the water has
7 evaporated. These products may be used in structure protection within the
8 wildland interface or on wildland fuels. They are fully approved for use in
9 helicopter bucket and engine application. Many are also approved, at specific
10 mix ratios, for use in SEATs, and fixed tank helicopters. See the QPL for
11 specific uses for each product.

12 Safety Information**13 Personnel Safety**

14 All qualified wildland fire chemicals meet minimum requirements (June 2007)
15 in regard to aquatic and mammalian toxicity (acute oral toxicity, acute dermal
16 toxicity, primary skin irritation, and primary eye irritation). Specifications for
17 long-term retardants, fire suppression foams, and water enhancers can be found
18 on the WFCS website.

19 Personnel involved in handling, mixing, and applying fire chemicals or solutions
20 shall be trained in proper procedures to protect their health and safety and the
21 environment. Approved fire chemicals can be irritating to the eyes. Personnel
22 must follow the manufacturer's recommendations; including use of PPE, as
23 found on the product label and product SDS. The SDSs for all approved fire
24 chemicals can be found on the website
25 <https://www.fs.fed.us/rm/fire/wfcs/msds.htm>.

26 Human health risk from accidental drench with fire chemicals can be mitigated
27 by washing with water to remove any residue from exposed skin.

28 Containers of any fire chemical, including backpack pumps and engine tanks,
29 should be labeled to alert personnel that they do not contain only water and the
30 contents are not potable.

31 Slippery footing is a hazard at storage areas, unloading and mixing sites, and
32 wherever applied. Because all fire chemical concentrates and solutions
33 contribute to slippery conditions, all spills must be cleaned up immediately,
34 preferably with a dry absorbent pad or granules. Firefighters should be aware
35 that fire chemicals can conceal ground hazards. Wildland fire chemicals can
36 penetrate and deteriorate leather boots, resulting in wet feet and potentially
37 ruined leather.

1 **Aerial Application Safety**

- 2 Personnel and equipment in the flight path of intended aerial drops should move
 3 to a location that will decrease the possibility of being hit with a drop.
- 4 Personnel near aerial drops should be alert for objects (tree limbs, rocks, etc.)
 5 that the drop could dislodge. The Incident Response Pocket Guide (IRPG)
 6 provides additional safety information for personnel in drop areas.
- 7 During training or briefings, inform all fire personnel of environmental
 8 guidelines and requirements for fire chemicals application and avoid contact
 9 with waterways.
- 10 Avoid dipping from rivers or lakes with a helicopter bucket containing residual
 11 fire chemicals without first cleaning/washing down the bucket.
- 12 Consider setting up an adjacent reload site and manage the fire chemicals in
 13 portable tanks or terminate the use of chemicals for that application.

14 **Interagency Policy for Aerial and Ground Delivery of Wildland Fire**
 15 **Chemicals Near Waterways and Other Avoidance Areas**

16 This policy is an expansion and update for the 2000 and 2009 updated
 17 Guidelines for Aerial Delivery of all wildland fire chemicals, including
 18 retardant, foam, and water enhancers, which were established and approved by
 19 the Forest Service (FS) and the Department of the Interior (DOI). The policy
 20 includes additional avoidance areas (both aquatic and terrestrial) for aerial
 21 delivery of fire chemicals as designated by individual agencies and includes
 22 additional FS reporting requirements.

23 This policy does not require the helicopter or airtanker pilot-in-command to fly
 24 in such a way as to endanger his or her aircraft, other aircraft, or structures or
 25 compromise ground personnel safety.

Aerial Delivery Policy	Ground Delivery Policy
<ul style="list-style-type: none"> • Avoid aerial application of all wildland fire chemicals within 300 feet (ft.) of waterways. • Additional mapped avoidance areas may be designated by individual agency. • Whenever practical, as determined by the fire incident commander, use water or other less toxic wildland fire chemical suppressants for direct attack or less toxic approved fire retardants in areas occupied by threatened, endangered, proposed, candidate or sensitive species (TEPCS) or their designated critical habitats. 	<ul style="list-style-type: none"> • Avoid application of all wildland fire chemicals into waterways¹

¹ Delivery on the ground provides for more precise delivery of fire chemicals to target areas. Thus, delivery is allowed within the aquatic mapped avoidance areas provided chemicals do not reach the waterway. Because there is the potential for TEPCS, their designated critical habitats, or other resources such as cultural or heritage areas to occur in waterway buffers or additional mapped avoidance areas, it is advised that a resource advisor be consulted prior to application to determine best action or the potential for environmental effects. See reporting section below for requirements.

1 **Definition of Waterway**

2 Any body of water (including lakes, rivers, streams, and ponds) whether or not it
3 contains aquatic life.

4 **Definition of Waterway Buffer**

5 300 ft. distance on either side of a waterway.

6 **Definition of Additional Mapped Avoidance Areas**

7 On FS lands, there may be areas requiring additional protection outside of the
8 300-foot waterway buffer. This may include certain dry intermittent or
9 ephemeral streams, areas designated for resource protection, as well as areas for
10 the protection of TEPCS terrestrial habitats and population areas.

- 11 • *FS – Maps are available at <https://www.fs.fed.us/fire/retardant/index.html>.*

12 **Guidance for Pilots**

13 Pilots will avoid all waterways and additional mapped avoidance areas
14 designated by individual agencies. To meet the 300-foot waterway buffer zone
15 or additional mapped avoidance areas guideline, implement the following:

- 16 • All Aircraft: When approaching a waterway or other avoidance areas, the
17 pilot shall terminate application of wildland fire chemical approximately
18 300 feet before reaching the area. When flying over a waterway, the pilot
19 shall not begin application of wildland fire chemical until 300 feet after
20 crossing the far bank or shore. The pilot shall make adjustments for airspeed
21 and ambient conditions such as wind to avoid the application of wildland
22 fire chemicals within the 300-foot buffer zone. Riparian vegetation may be
23 an indicator of waterways and pilots should confirm to the extent possible
24 that no water is present before dropping.
- 25 • Prior to fire retardant application, all aerial supervision and/or pilots shall
26 be briefed on the locations of all TEPCS or other avoidance areas in the
27 vicinity.
- 28 • If operationally feasible, pilots or the aerial supervision shall make a ‘dry
29 run’ over the intended application area and/or coordinate with ground
30 resources to identify avoidance areas and waterways in the vicinity of the
31 wildland fire.
- 32 • Pilots will be provided avoidance area maps and information at all briefings
33 (if not dispatched from one geographic area/unit and delivering to another
34 geographic area).

1 **Exceptions for Aerial Delivery of Long-Term Retardant on USDA Forest**
2 **Service Lands (2011 Record of Decision)**

- 3 • Deviations from the policy are allowed only for the protection of life or
4 safety (public and firefighter).

5 **Exceptions for All Other Agencies and All Other Fire Chemicals**

- 6 • When alternative line construction tactics are not available due to terrain
7 constraints, congested area, life and property concerns or lack of ground
8 personnel, it is acceptable to anchor the wildland fire chemical application
9 to the waterway. When anchoring a wildland fire chemical line to a
10 waterway, use the most accurate method of delivery in order to minimize
11 placement of wildland fire chemical in the waterway (e.g., a helicopter
12 rather than a heavy airtanker).
- 13 • Deviations from the policy are acceptable when life or property is
14 threatened and the use of wildland fire chemical can be reasonably expected
15 to alleviate the threat.
- 16 • When potential damage to natural resources outweighs possible loss of
17 aquatic life, the unit administrator may approve a deviation from these
18 guidelines.

19 **Reporting Requirements of Aerially Delivered Wildland Fire Chemicals**
20 **Into Waterways, Waterway Buffer Areas and Mapped Avoidance Areas**

21 During training or briefings, inform field personnel of:

- 22 • Environmental guidelines for fire chemical application;
23 • Requirements for avoiding contact with waterways;
24 • Additional mapped avoidance areas as designated by individual agency; and
25 • Their responsibility for upward reporting in the event of application, for
26 whatever reason, into avoidance areas.

27 If application of wildland fire chemical occurs or anyone believes it may have
28 been introduced within waterways, waterway buffered areas, or other mapped
29 avoidance areas, the following is required as appropriate:

- 30 • They should inform their supervisor;
31 • The information will be forwarded to incident management and the agency
32 administrator, usually through the resource advisor;
33 • The incident or host authorities must immediately contact specialists within
34 the local jurisdiction; and
35 • Notifications and reporting will be completed as soon as possible.

36 Procedures have been implemented for the required reporting. All information,
37 including reporting tools and instructions are posted on the websites at
38 <https://www.fs.fed.us/rm/fire/wfcs> and <https://www.fs.fed.us/fire/retardant/>.

39 The FS has additional reporting requirements for threatened, endangered,
40 proposed, candidate and FS listed sensitive species for aerially delivered fire

1 retardant only. This requirement resulted from the Forest Service's acceptance
2 of Biological Opinions received from the National Marine Fisheries Service
3 (NMFS) and the U.S. Fish and Wildlife Service (FWS), and the *2011 Record of*
4 *Decision (ROD) for Nationwide Aerial Application of Fire Retardant on*
5 *National Forest System Lands*. The procedures, reporting tools, and instructions
6 can be found at the same websites listed above.

7 **Endangered Species Act (ESA) Emergency Consultation**

8 The following provisions are guidance for complying with the emergency
9 section 7 consultation procedures of the ESA for wildland fire chemicals. These
10 provisions do not alter or diminish an action agency's responsibilities under the
11 ESA.

12 Where T&E species or their habitats are potentially affected by application of
13 wildland fire chemicals, the following additional procedures apply and shall be
14 documented in initial or subsequent fire reports:

- 15 • As soon as practicable after application of wildland fire chemical near
16 waterways or other avoidance area as designated by agency, determine
17 whether the application has caused any adverse effects to a T&E species or
18 their habitat. This can be accomplished by the following:
 - 19 ○ Ground application of wildland fire chemical outside a waterway is
20 presumed to avoid adverse effects to aquatic species and no further
21 consultation for aquatic species is necessary;
 - 22 ○ Aerial application of wildland fire chemical outside 300 ft. (or in any
23 additional buffer areas beyond 300 ft. established on NFS lands for
24 certain species) of a waterway is presumed to avoid adverse effects to
25 aquatic species and no further consultation for aquatic species is
26 necessary;
 - 27 ○ Aerial application of wildland fire chemical within 300 ft. (or in any
28 additional NFS lands buffer areas) of a waterway requires that the unit
29 administrator determine whether there have been any adverse effects to
30 T&E species within the waterway. If no adverse effects to aquatic T&E
31 species or their habitats, no additional requirement to consult on aquatic
32 species with FWS or NMFS is required; and/or
 - 33 ○ Application of wildland fire chemical within other avoidance areas as
34 designated by agency requires the agency administrator to determine
35 whether there have been any adverse effects to T&E species. If there
36 are no adverse effects to species or their habitats there is no additional
37 requirement to consult with FWS or NMFS.
 - 38 ▪ ***FS – Note:*** *the FS has completed consultation with regulatory*
39 *agencies (FWS and NOAA) for aerial delivery of fire retardant*
40 *(only) in National Forest System lands; please refer to*
41 *<https://www.fs.fed.us/fire/retardant/> for additional information and*
42 *re-initiation of consultation requirements.*

1 If the action agency determines that there were adverse effects on T&E species
2 or their habitats then the action agency must consult with FWS and NMFS, as
3 required by *50 CFR 402.05* (Emergencies). Procedures for emergency
4 consultation are described in the *USFWS Endangered Species Consultation*
5 *Handbook*, Chapter 8 (March, 1998). In the case of a long duration incident,
6 emergency consultation should be initiated as soon as practical during the event.
7 Otherwise, post-event consultation is appropriate. The initiation of the
8 consultation is the responsibility of the unit administrator.

9 **Operational Guidelines for Invasive Species**

10 Refer to Chapter 11 for guidance on minimizing potential transmission of
11 invasive species.

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Chapter 13 Firefighter Training and Qualifications

Introduction

National Wildfire Coordinating Group (NWCG) sanctioned firefighters are trained and qualified according to the NWCG and other standards, as outlined below.

Standards

Firefighters must meet standards identified in the NWCG publication, *National Incident Management System: Wildland Fire Qualification System Guide* (PMS 310-1). The PMS 310-1 may be found at <https://www.nwcg.gov/publications/310-1>.

Federal agencies have consolidated minimum standards and information for frequently used positions not included in the PMS 310-1. The *Federal Wildland Fire Qualifications Supplement* can be found on the NWCG Qualifications website at <https://www.nifc.gov/IQCS/index.html>.

Certain firefighters must meet standards identified in the *Interagency Fire Program Management Qualifications Standards and Guide* at <https://www.ifpm.nifc.gov>.

Agency standards for training and qualifications may exceed the minimum standards established by National Wildfire Coordinating Group (NWCG). Such additional standards will be approved by the Fire Directors, and implemented through the Incident Qualifications and Certification System (IQCS). Standards which may exceed the minimum standards established by NWCG are identified in:

- **BLM** – *BLM Standards for Fire Training and Workforce Development*, available at https://www.nifc.gov/training/trainingBLM_main.html.
- **FWS** – *The Fire Management Handbook*.
- **FS** – *The Forest Service Fire and Aviation Qualifications Guide (FSFAQG)* at <https://www.fs.fed.us/fire/publications/>.
- **BIA** – *Standards can be referenced at <https://www.bia.gov/nifc/index.htm>. Fire Management Leadership (FML), (geographic or national) is required for all Bureau Agency Administrators/Line Officers including Agency Superintendents; Agency Foresters or Natural Resource Managers; and Regional Foresters. Regional Directors, Deputy Directors in natural resource program areas, and Tribal Natural Resource Program Administrators are also encouraged to attend this course. The national level course offered by NAFRI is the preferred alternative to the geographic course.*

1 Federal agencies will accept each other's qualifications/certifications, regardless
2 of jurisdiction and throughout the duration of the incident.

3 **Qualification and Certification Process**

4 Each unit with fire management responsibilities will establish an Incident
5 Qualification Card qualification and certification process, which may include a
6 qualification and certification committee. In areas cooperating with other
7 federal, state, or local agencies, an interagency qualification and certification
8 committee should be established and include representatives from each unit.
9 • BIA – Regional/Local Unit Red Card Committees will be used to determine
10 qualifications and training requirements.

11 These qualification and certification committees provide management oversight
12 and review of the wildland and prescribed fire positions under their jurisdiction.

13 The committee:

- 14 • Ensures that qualifications generated by IQCS or other agency systems for
15 employees are valid by reviewing the training and experience of each
16 employee.
- 17 • Determines whether each employee possesses the personal characteristics
18 necessary to perform the wildland and prescribed fire positions in a safe and
19 efficient manner.
- 20 • Makes recommendations to the appropriate Agency Administrator or
21 designee who is responsible for final certification signature.
- 22 • Develops interagency training needs and sponsors courses that can be
23 offered locally.
- 24 • Ensures training nominees meet minimum requirements for attending
25 courses.

26 **Non-NWCG Agency Personnel Qualifications**

27 Personnel from non-NWCG agencies meeting NWCG PMS 310-1 prerequisites
28 can participate in and receive certificates for successful completion of NWCG
29 courses. Agency employees can complete the Task Blocks, Evaluation Record
30 and Verification/Certification sections of a cooperating organizations employee
31 Position Task Book. Agency employees will not initiate or complete the Agency
32 Certification sections of the Position Task Book for non-agency employees.

33 Personnel from agencies that do not subscribe to the NWCG qualification
34 standards may be used on agency managed fires. Agency fire managers must
35 ensure these individuals are only assigned to duties commensurate with their
36 competencies, agency qualifications, and equipment capabilities.

37 **Non-NWCG Agency Personnel Use on Prescribed Fire**

38 The NWCG PMS 310-1, *National Incident Management System: Wildland Fire*
39 *Qualification System Guide*, establishes the minimum qualifications for

1 personnel involved in prescribed fires on which resources of more than one
2 agency are utilized—unless local agreements specify otherwise. This guide may
3 be found at <https://www.nwcg.gov/publications/310-1>.

4 **Incident Qualifications and Certification System (IQCS)**

5 The Incident Qualifications and Certification System (IQCS) is the fire
6 qualifications and certification record keeping system. The Responder Master
7 Record report provided by the IQCS meets the agency requirement for
8 maintaining fire qualification records. The system is designed to provide
9 managers at the local, state/regional, and national levels with detailed
10 qualification, experience, and training information needed to certify employees
11 in wildland fire positions. The IQCS is a tool to assist managers in certification
12 decisions. However, it does not replace the manager's responsibility to validate
13 that employees meet all requirements for position performance based on their
14 agency standards.

15 A hard copy file folder will be kept for each employee. The contents will
16 include, but are not limited to training records for all agency required courses,
17 evaluations from assignments, position task book verification, yearly updated
18 IQCS forms, and the Responder Master Record from IQCS. All records will be
19 stored and/or destroyed in accordance with agency policies.

- 20 • **BLM** – *These policies can be found at*
21 *<https://blmspace.blm.doi.net/wo/BLMrec/default.aspx>.*
- 22 • **BLM/NPS** – *IQCS account managers will have an IQCS Delegation of*
23 *Authority from the certifying official. A Delegation of Authority can be*
24 *found at <https://www.nifc.gov/IQCS/index.html>.*
- 25 • **FS** – *Forest Service Fire and Aviation Qualifications Guide (FSFAQG) at*
26 *<https://www.fs.fed.us/fire/publications/>.*
- 27 • **BIA** – *All BIA/Tribal units with Fire Management Programs are required*
28 *to use IQCS to track all federal emergency responders. Agency*
29 *Superintendents and Line Officers of Tribal fire programs are considered*
30 *Certifying Officials pursuant to the definition in the NWCG PMS 310-1. As*
31 *such, they are responsible for ensuring that agency fire management*
32 *personnel develop and maintain fire management job qualifications and*
33 *meet physical fitness standards in accordance with policy and assign*
34 *personnel to fire suppression, prescribed fire, wildland fire use activities*
35 *according to qualifications and demonstrated ability. They are responsible*
36 *for entering and maintaining employee fire qualifications in the IQCS.*
37 *Agency Superintendents and Line Officers of Tribal Fire Programs who*
38 *choose Delegation of Authority of the Certifying Official role must do so in*
39 *writing, utilizing the Delegation of Authority form found on the IQCS*
40 *website at <https://www.nifc.gov/IQCS/index.html>.*

1 Certification of Non-Agency Personnel

2 Non-agency firefighters will be certified by state or local fire departments, or
3 private training providers approved by a Memorandum of Understanding
4 (MOU) through their local GACC. Agencies will not assist in the
5 administration, or sponsor the Work Capacity Test (WCT), as the certifying
6 agency.

7 Incident Qualification Card

8 The Agency Administrator (or delegate) is responsible for annual certification of
9 all agency and Administratively Determined (AD) personnel serving on wildfire,
10 prescribed fire, and all hazard incidents. This responsibility includes monitoring
11 medical status, fitness, training, performance, and ensuring the responder meets
12 all position performance requirements.

13 Training, medical screening, and successful completion of the appropriate WCT
14 must be accomplished and documented. All Incident Qualification Cards issued
15 to agency employees, with the exception of Emergency Firefighter (EFF-paid or
16 temporary employees at the FFT2 level), will be printed using the IQCS.
17 Incident Qualification Cards issued to EFF or temporary employees at the FFT2
18 level may be printed without use of the IQCS.

19 Each agency will designate employees at the national, regional/state, and local
20 levels as Fire Qualifications Administrators, who ensure all incident experience,
21 incident training, and position Task Books for employees within the agency are
22 accurately recorded in the IQCS. All records must be updated annually or
23 modified as changes occur.

24 • **BLM** – *BLM Recertification Policy: If an employee (including an agency-*
25 *sponsored AD) has lost currency in a position, the employee is converted to*
26 *trainee status for that position. In order to regain full qualification for the*
27 *position, the employee must demonstrate the ability to perform in the*
28 *position as determined by the Certifying Official. Prior to recertification,*
29 *the employee must:*

- 30 ○ *Complete the BLM Recertification Evaluation found at*
31 *https://www.nifc.gov/training/trainingBLM_main.html.*
- 32 ○ *Complete one or more evaluation assignments.*
- 33 ○ *Complete any additional requirements as determined by the Certifying*
34 *Official (e.g., additional assignments and/or courses).*

35 **NOTE:** *This policy only applies to positions for which a task book is*
36 *required.*

37 • **BLM** – *State Fire Management Officers will certify Position Task Books*
38 *and Incident Qualification Cards for Area Command and Type 1 Command*
39 *and General Staff positions.*

40 • **NPS** – *Certification for Area Command and Type 1 Command and General*
41 *Staff (C&GS) position task books will be done at the national office level;*
42 *Type 2 C&GS, and any position task books issued to park fire management*

- 1 *officers will be certified at the regional office level. All other position task*
2 *books may be certified at the local unit level.*
- 3 • **NPS** – *It is NPS policy that two or more assignments be accomplished after*
4 *completing a Position Task Book, and receiving certification, before an*
5 *individual begins movement to the next higher level.*
 - 6 • **FS** – *Refer to FSH 5109.17, chapter 10, and the FSFAQG.*
 - 7 • **BIA** – *All personnel sponsored by BIA/Tribal units are required to have an*
8 *Incident Qualification Card.*

9 **Incident Qualification Card Expiration Dates**

- 10 Incident Qualification Cards for responders that possess qualifications requiring
11 Work Capacity Tests (WCT) and the Annual Fireline Safety Refresher Training
12 course (RT-130) are valid through the earliest expiration date (either fitness or
13 refresher) listed on the card. Incident Qualification Cards for responders that
14 possess qualifications that do not require WCT or RT-130 for issuance are valid
15 for 12 months from the date the card is signed by a certifying official.
- 16 • **FS** – *The WCT is considered effective for 13 months from the date passed.*
17 *If an employee is on an emergency assignment on the date their*
18 *WCT/refresher expires, they will complete their assignment including any*
19 *extensions. Upon return to their duty station, they must complete the*
20 *WCT/refresher and acquire a new Incident Qualification Card prior to*
21 *accepting any new assignments.*

22 **Universal Training Requirements**

- 23 All personnel filling NWCG recognized positions on the fireline must have
24 completed:
- 25 • S-130 Firefighter Training (including the required field exercises);
 - 26 • S-190 Introduction to Wildland Fire Behavior;
 - 27 • L-180 Human Factors on the Fireline;
 - 28 • ICS-100 Introduction to ICS; and
 - 29 • IS-700A NIMS: An Introduction (or current version).

30 **Annual Fireline Safety Refresher Training**

- 31 Annual Fireline Safety Refresher Training is required for those positions
32 identified in the NWCG 310-1. Annual Fireline Safety Refresher Training must
33 include the following core components:
- 34 • **Entrapment Avoidance** – Use training and reference materials (e.g.,
35 LCES, Standard Firefighting Orders, Watch Out Situations, Wildfire
36 Decision Support System (WFDSS) direction, Fire Management Plan
37 priorities) to study the risk management process as identified in the *Incident*
38 *Response Pocket Guide* (IRPG) as appropriate to the participants;
 - 39 • **Current Issues** – Review and discuss current topics which could be based
40 on the new modules or areas of concern identified by your agency or

- 1 geographic area. Review forecasts and assessments for the upcoming fire
2 season and discuss implications for firefighter safety;
- 3 • **Fire Shelter** – Review and discuss last resort survival including escape and
4 shelter deployment site selection. Conduct “hands-on” fire shelter
5 inspections. Practice shelter deployments in applicable crew/module
6 configurations (wearing fireline personal protective equipment during fire
7 shelter practice can enhance the learning experience for students); and
 - 8 • **Other Hazards and Safety Issues** – Choose additional hazard and safety
9 subjects, which may include SAFENET, current safety alerts, site/unit-
10 specific safety issues and hazards.

11 These core components must be sufficiently covered to ensure that personnel are
12 aware of safety concerns and procedures and can demonstrate proficiency in fire
13 shelter deployment. The minimum refresher training hour requirements for each
14 agency is identified below. Training time may be extended in order to
15 effectively complete this curriculum or to meet local training requirements.

- 16 • **BLM/BIA** – 4 hours.
- 17 • **NPS/FWS/FS** – No minimum hourly requirement; core topics as shown
18 above will be covered.

19 The Annual Fireline Safety Refresher Training course (RT-130) is not a self-
20 study course. Minimum requirements have been established for instructors for
21 Annual Fireline Safety Refresher Training. These requirements will ensure that
22 an appropriate level of expertise and knowledge is available to facilitate
23 refresher training exercises and discussions.

- 24 • Lead instructors must be a qualified single resource boss.
- 25 • Unit instructors must be a qualified firefighter type one (FFT1).
- 26 • Adjunct instructors may be utilized to provide limited instruction in
27 specialized knowledge and skills at the discretion of the lead instructor.
28 They must be experienced, proficient and knowledgeable of current issues
29 in their field of expertise.
- 30 • All instructors will need the knowledge and skills to utilize current
31 educational technology as it relates to the Wildland Fire Safety Training
32 Annual Refresher (WFSTAR) website, such as video streaming,
33 downloading interactive videos, and use of mobile applications and devices.

34 For additional information please refer to the current *NWCG Field Manager's*
35 *Course Guide* (PMS 901-1) at <https://www.nwcg.gov/publications/901-1>.

36 Annual Fireline Safety Refresher training will have a 12-month currency.

- 37 • **FS** – *Forest Service employees have a 13-month currency requirement for*
38 *Annual Fireline Safety Refresher training.*

39 Firefighters who receive initial fire training are not required to take Annual
40 Fireline Safety Refresher Training in the same calendar year. A website,

- 1 <https://www.nifc.gov/wfstar/index.html>, titled *Wildland Fire Safety Training*
2 *Annual Refresher (WFSTAR)*, is available to assist in this training.
3 Entrapment avoidance and deployment protocols are identified in the *Incident*
4 *Response Pocket Guide (IRPG)* (PMS 461/NFES 1077). The guide contains a
5 specific “Risk Management Process” and “Last Resort Survival Checklist.”
6 • **BLM** – *The “Do What’s Right” training is required annual training but is*
7 *not a prerequisite for issuance of an Incident Qualification Card.*

8 **Medical Examinations**

9 Agency Administrators and supervisors are responsible for the occupational
10 health and safety of their employees performing wildland fire activities, and may
11 require employees to take a medical examination at any time.

- 12 • **BLM/NPS/FWS/BIA** —*An employee may be required to take a medical*
13 *examination whenever there is a reasonable concern, based on objective*
14 *evidence, about the employee’s continued capacity to meet any of the*
15 *physical or medical requirements of the position. Such an examination may*
16 *be ordered for instances of job-related injuries/illnesses and for those that*
17 *are not job-related. Supervisors should contact their Servicing Human*
18 *Resource Office and Wildland Fire Safety Program Manager for assistance*
19 *with preparing the memorandum for requiring a medical examination. The*
20 *DOI MSP Program Management will review the memorandum before*
21 *issuance to the employee.*
22 • **FS** – *See the USFS WCT Implementation Guide at*
23 *www.fs.fed.us/fire/safety/wct/wct_index.html as well as the eMedical*
24 *website at <https://www.fs.fed.us/fire/safety/wct/MQP.index.html>.*

25 Established medical qualification programs, as stated in 5 CFR 339, provide
26 consistent medical standards for arduous positions in order to safeguard the
27 health of employees whose work may subject them or others to significant
28 health and safety risks due to occupational or environmental exposure or
29 demand.

30 Any employee with an active worker’s compensation (OWCP) case or other
31 physical or medical limiting factors/restrictions that preclude them from fully
32 performing the activities of an arduous position must disclose this as part of the
33 self-certification or medical examination process.

34 Information on any medical records is considered confidential and must be kept
35 in the employee’s medical file.

36 **Arduous Fitness Level – Department of Interior Wildland Firefighter** 37 **Medical Standards Program (DOI MSP)**

38 Per Office of Wildland Fire (OWF) Policy Memorandum 2016-014, “All
39 employees (incumbents and applicants) must take an examination meeting
40 Federal Interagency Wildland Fire Medical Standards every three years

1 regardless of employment status and hiring authority, including emergency
2 firefighters (Administratively Determined – AD/casual hires) and collateral duty
3 firefighters who participate in arduous duty wildland fire activities. An
4 examination taken and successfully cleared in accordance with the DOI MSP
5 direction is required prior to participating in the Arduous Duty Work Capacity
6 Test (Pack Test), performing arduous duty, wildland fire duties, or any agency
7 sanctioned physical fitness training to prepare for these duties. In the years
8 between the periodic examinations, an employee will self-certify their medical
9 concerns and risk in taking the Work Capacity Test.” Information regarding the
10 DOI MSP can be obtained from agency Wildland Fire Safety Program Manager
11 and at https://www.nifc.gov/medical_standards/.

12 If diagnostic testing beyond what is required by the DOI MSP is needed to
13 determine medical qualification, agency approval is required before the tests are
14 conducted. If the agency approves a request for further testing, the agency is
15 responsible for payment. Additional testing or treatment carried out without
16 prior approval shall be at the individual’s expense.

17 If a Department of the Interior arduous duty wildland firefighter (WLFF)
18 develops a change in medical status (injury or illness) between periodic medical
19 exams or self-certifications that prevents them from performing arduous duty,
20 the WLFF is required to report this change to his/her supervisor and/or report it
21 at the time of the next medical exam or self-certification.

- 22 • **NPS** – *NPS Law Enforcement Rangers who are collateral duty wildland*
23 *firefighters will have their LE medical exam results reviewed against the*
24 *Federal Interagency Wildland Firefighter Medical Standards for medical*
25 *qualification determination. If a determination of Not Cleared is made, the*
26 *DOI MSP Risk Mitigation/Waiver process will be used.*
- 27 • **NPS** – *Medical clearance must be entered into IQCS.*
- 28 • **FWS** – *Periodicity requirements for Refuge law enforcement examinations*
29 *will be applied to arduous duty wildland fire positions. Law enforcement*
30 *officers wishing to perform in NWCG PMS 310-1 or USFWS agency-*
31 *specific wildland fire positions with an arduous fitness requirement must*
32 *pass the arduous work capacity test on an annual basis. The HSQ will be*
33 *used for off exam years prior to arduous work capacity testing.*
- 34 • **FS** – *Refer to current agency direction at*
35 *https://www.fs.fed.us/fire/safety/wct/wct_index.html.*
- 36 • **BIA** – *Refer to agency specific standards located at*
37 *https://www.nifc.gov/medical_standards/.*
- 38 • **BIA** – *BIA structural firefighters may submit a completed NFPA exam that*
39 *includes all of the DOI MSP exam requirements for RMO review against*
40 *the Federal Interagency Wildland Firefighter Medical Standards for*
41 *wildland fire medical qualification.*

1 **Medical Exam Process for Light and Moderate Fitness Levels**

2 This section applies to employees who are only required to complete the WCT
3 at the light or moderate fitness level.

4 If any qualifying answer is indicated on the HSQ, a medical examination is
5 required prior to the employee taking the WCT.

6 Medical examinations will be performed utilizing the *Certificate of Medical*
7 *Exam, U.S. Office of Personnel Management OF-178*. Stress EKGs are not
8 required as part of the medical examination and will only be approved if
9 recommended and administered by the medical examining physician. Cost for
10 exams will be borne by the home unit. If medical findings during exam require
11 further evaluation, then the cost of any further evaluation or treatment is borne
12 by the employee/applicant. Costs for additional tests specifically requested by
13 the agency will be borne by the home unit.

- 14 • **FS** – *Medical exams will be paid from a Washington Office fund code.*
15 *Additional specialized testing other than the tests listed on the OF-178 will*
16 *not be covered by the Forest Service.*

17 If the SHRO or FMO has a direct concern about an employee's/applicant's
18 capacity to meet the physical or medical requirements of a position, the agency
19 may require the employee/applicant to report for a specific medical evaluation.
20 For more information, contact your SHRO or agency Wildland Fire Safety
21 Program Manager.

22 The examining physician will submit the completed OF-178 (and applicable
23 supplements) to the employee's servicing human resources office, where it will
24 be reviewed and retained in the employee's medical file.

- 25 • **BLM/NPS** – *Standards for medical examinations using the OF-178 for*
26 *light and moderate positions are available.*
27 *https://www.nifc.gov/medical_standards/.*
- 28 • **NPS** – *The law enforcement medical exam for NPS rangers, who are*
29 *collateral duty wildland firefighters, will suffice for arduous, moderate, and*
30 *light fitness level clearance.*
- 31 • **FWS** – *Periodicity requirements for Refuge law enforcement examinations*
32 *will be applied to light or moderate. Law enforcement officers wishing to*
33 *perform in NWCG PMS 310-1 or USFWS agency-specific wildland fire*
34 *positions with a light or moderate fitness requirement must pass the*
35 *appropriate level work capacity test on an annual basis. The HSQ will be*
36 *used for off exam years prior to light or moderate work capacity testing.*
- 37 • **FS** – *The completed OF-178 is submitted to the Reviewing Medical Officer*
38 *for the Agency to review and medically clear.*
- 39 • **BIA** – *Individuals who opt out of the DOI MSP at the arduous level will be*
40 *required to complete a Fitness for Duty exam prior to participating in a*
41 *WCT at a lower fitness level.*

1 **Health Screen Questionnaire (HSQ)**

2 Title 5 CFR Part 339 – Medical Qualification Determinations, which provides a
3 determination of an individual’s fitness-for-duty, authorizes solicitation of this
4 information.

5 The approved OMB Health Screen Questionnaire (HSQ) may be found at
6 https://www.fs.fed.us/fire/safety/wct/FS_5100_31%20exp2019_2.pdf.

7 The information on the HSQ is considered confidential and once reviewed by
8 the test administrator/coordinator to determine if the WCT can be administered,
9 it must be kept in the employee’s medical file (EMF). This file may only be
10 viewed by Human Resource Management (HRM) or Safety personnel.

- 11 • **FS** – *HSQ’s are NOT to be done at the WCT site. They are to be completed*
12 *at least 4 weeks before taking the WCT unless in an emergency hire*
13 *situation. Further direction can be found in the USFS WCT Implementation*
14 *Guide at www.fs.fed.us/fire/safety/wct/wct_index.html.*

15 **Work Capacity Tests**16 **Work Capacity Test (WCT) Categories**

17 The NWCG *National Incident Management System: Wildland Fire*
18 *Qualification System Guide* (PMS 310-1) identifies fitness levels for specific
19 positions. There are three fitness levels—Arduous, Moderate, and Light—which
20 require an individual to demonstrate their ability to perform the fitness
21 requirements of the position. Positions in the “no fitness level required” category
22 are normally performed in a controlled environment, such as an incident base.

23 Law Enforcement physical fitness standard is accepted as equivalent to a “light”
24 WCT work category.

25 **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

- 26 • **Arduous** – Duties involve field work requiring physical performance with
27 above average endurance and superior conditioning. These duties may
28 include an occasional demand for extraordinarily strenuous activities in
29 emergencies under adverse environmental conditions and over extended
30 periods of time. Requirements include running, walking, climbing, jumping,
31 twisting, bending, and lifting more than 50 pounds; the pace of the work
32 typically is set by the emergency conditions.
- 33 • **Moderate** – Duties involve field work requiring complete control of all
34 physical faculties and may include considerable walking over irregular

1 ground, standing for long periods of time, lifting 25 to 50 pounds, climbing,
2 bending, stooping, twisting, and reaching. Occasional demands may be
3 required for moderately strenuous activities in emergencies over long
4 periods of time. Individuals usually set their own work pace.

- 5 • **Light** – Duties mainly involve office type work with occasional field
6 activity characterized by light physical exertion requiring basic good health.
7 Activities may include climbing stairs, standing, operating a vehicle, and
8 long hours of work, as well as some bending, stooping, or light lifting.
9 Individuals can usually govern the extent and pace of their physical activity.

10 **Work Capacity Test (WCT) Administration**

11 The Work Capacity Test (WCT) is the official method of assessing wildland
12 firefighter fitness levels. General guidelines can be found in the *Work Capacity*
13 *Tests for Wildland Firefighters, Test Administrator's Guide* (PMS 307, NFES
14 1109).

- 15 • **FS** – For FS direction on WCT administration, refer to the USFS WCT
16 *Implementation Guide* at www.fs.fed.us/fire/safety/wct/wct_index.html.

17 WCT Administrators must ensure that WCT participants have been medically
18 cleared, either through the HSQ, Wildland Firefighter Medical Qualification
19 Standards, or agency specific medical examination.

20 At a minimum, WCTs are administered annually to all employees, including
21 AD/EFF who will be serving in wildland fire positions that require a fitness
22 level. The currency for the WCT is 12 months.

- 23 • **FS** – Currency for WCT is 13 months.

24 The WCT results shall be documented on the WCT Record available online as
25 Appendix Q at https://www.nifc.gov/policies/pol_ref_redbook.html. The WCT
26 Record captures information that is covered under the Privacy Act and should be
27 maintained in accordance with agency Freedom of Information Act (FOIA)
28 guidelines.

29 Administration of the WCT of non-federal firefighters is prohibited for liability
30 reasons. Potential emergency firefighters who would be hired under Emergency
31 Hire authority by the agency must be in AD pay status or sign an agency-
32 specific volunteer services agreement prior to taking the WCT.

33 A Job Hazard Analysis (JHA) or Risk Assessment (RA) shall be developed and
34 approved for each field unit prior to administering the WCT. Administer the
35 test using the JHA/RA as a briefing guide.

- 36 • **BLM** – A risk assessment shall be developed and approved for each field
37 unit prior to administering the WCT.
- 38 • **BIA** – A RA shall be developed and approved for each field unit prior to
39 administering the WCT. A RA for the WCT can be found at
40 <https://www.bia.gov/nifc/safety/WildlandFireRiskAssessment/index.htm>.

- 1 The local unit shall prepare a medical response plan (such as an ICS-206 form),
2 evaluate options for immediate medical care and patient transport, and identify
3 closest emergency medical services. A minimum of a qualified Medical First
4 Responder/Emergency Medical Responder (EMR) must be on site during WCT
5 administration. Based upon a thorough evaluation of potential medical treatment
6 and evacuation scenarios, a higher level of on-site emergency medical
7 qualifications and equipment may be warranted (e.g., Emergency Medical
8 Technician (EMT) or paramedic).
- 9 An Automatic External Defibrillator (AED) is required on-site during all WCTs.
- 10 Personnel taking the WCT will only complete the level of testing (Pack, Field,
11 Walk) required by the highest fitness level identified for a position on their
12 Incident Qualification Card. Employees shall not take the WCT unless they have
13 an Incident Qualification Card qualification that requires it, and only at the
14 fitness level required by that position as identified in the NWCG 310-1 or
15 agency-specific guidance or policy.
- 16 Treadmills are not approved for Work Capacity Testing.
- 17 WCT results must be entered into the IQCS annually to update the fitness level
18 and date that will appear on the Incident Qualification Card. WCT dates entered
19 in IQCS will reflect the date the employee passed the fitness test. The results of
20 the most recent WCT will always supersede the results of any previous WCT,
21 even if previous WCTs were within the currency period.
- 22 • *NPS/FWS – Law Enforcement Officers are required to provide a copy of*
23 *the medical clearance for verification and tracking purposes to the*
24 *appropriate incident qualifications and certifications system (IQCS)*
25 *account manager. Account managers will reflect the appropriate*
26 *examination type and currency for the Law Enforcement Officer*
27 *examinations in the physical examinations portion of the IQCS system.*
 - 28 • *FS – Failed or not completed WCT attempts are to be entered into the*
29 *eMedical system by the HSQ Coordinator.*

30 **Work Capacity Test – Retesting**

- 31 Those who do not pass the WCT will be provided another opportunity to retest.
32 Employees will have to wait at least 48 hours before retaking the WCT. If an
33 employee sustains an injury (verified by a licensed medical provider) during a
34 test, the test will not count as an attempt. Once an injured employee has been
35 released for full duty, the employee will be given time to prepare for the test (not
36 to exceed 4 weeks). The numbers of retesting opportunities that will be allowed
37 include:
- 38 • Three opportunities total for permanent employees required to pass a test
39 for duties in the fire program.
 - 40 • One opportunity for temporary employees required to pass a test (a second
41 chance maybe provided at the discretion of fire management).

- 1 ○ **FS** – Direction can be found in the USFS WCT Implementation Guide
- 2 at www.fs.fed.us/fire/safety/wct/wct_index.html.
- 3 ○ **BIA** – Employees who fail two WCT's will develop an appropriate
- 4 Physical Fitness Plan with their supervisors to ensure accountability
- 5 before the 3rd test is administered.
- 6 ○ **BIA** – Temporary Employees- A second test may be authorized by the
- 7 local unit after 14 days to allow the individual to train for the WCT. A
- 8 failed second test will result in a 90 day suspension without additional
- 9 testing during that period.

10 Physical Fitness

11 Physical Fitness and Conditioning

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

- 18 • **BLM** – See Chapter 2 for physical fitness conditioning requirements.

19 Fitness conditioning periods may be identified and structured to include aerobic
20 and muscular exercises. Team sports are not authorized for fitness conditioning.
21 Chapters 5, 6, 7, 8, and 9 and Appendices F, G, and H of *Fitness and Work*
22 *Capacity 2009 ed.* (PMS 304-2, NFES 1596) and the Interagency Fire Fitness
23 Program in the USFS *WCT Implementation Guide* provide excellent guidance
24 concerning training specifically for the pack test, aerobic fitness programs, and
25 muscular fitness training. <https://www.nifc.gov/FireFit/index.htm>

- 26 • **NPS** – A fitness plan is required for all NPS personnel participating in a
27 fitness program (DO-57). For health and fitness purposes, those who are
28 fire-qualified at less than the arduous fitness level are not required to meet
29 the mandatory fitness program requirements of DO-57 for wildland fire
30 management. They are strongly encouraged to participate in the voluntary
31 fitness program, and must still meet physical fitness/work capacity
32 requirements as outlined in the *Wildland Fire Qualifications System Guide*
33 (310-1) for positions with Moderate and Light fitness requirements.
- 34 • **FWS** – Refer to Chapter 4, *Physical Fitness and Conditioning*.
- 35 • **FS** – Forest Service direction is found in FSH 5109.17 and the FSFAQG.
36 NFFE Partnership bargaining unit employees may only be required to
37 successfully complete the WCT once per year.
- 38 • **BIA** – Physical Fitness plan must have supervisor's approval.

1 **Minimum Age Requirements for Hazardous Duty Assignments on Federal**
2 **Incidents**

3 Persons under 18 years old will not perform hazardous duties during wildland
4 fire management operations on federal jurisdictions.

5 **Engine Modules**

6 Staffing levels and specific requirements for engine personnel may be found in
7 Chapter 14, Firefighting Equipment.

8 **Helicopter Modules**

9 Staffing levels and specific requirements for helicopter personnel may be found
10 in Chapter 16, Aviation.

11 **Smokejumpers (SMKJ)**

12 Smokejumpers provide professional and effective fire suppression, fuels
13 reduction, and fire management services to help land managers meet objectives.

14 **Smokejumper Policy**

15 Smokejumper operations are guided by direction in the interagency section of
16 the *Interagency Smokejumper Operations Guide (ISOG)*.

17 Each base will comply with smokejumper operations standards. The arduous
18 duties, specialized assignments, and operations in a variety of geographic areas
19 require smokejumpers to have uniform training, agency approved equipment,
20 communications, organization, and operating procedures.

21 **Smokejumper Communications**

22 All smokejumpers carry programmable radios and are proficient in their use and
23 programming procedures.

24 **Smokejumper 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.

1 **Smokejumper Target Qualifications**

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

2 **Smokejumper Medical Standards**

- 3 Smokejumper medical standards are the same as the Federal Interagency
 4 Wildland Firefighter Medical Standards-Arduous Duty Wildland Firefighter.

5 **USFS Smokejumper Physical Fitness Standards**

6 The national minimum standards for smokejumpers are:

- 7 • 1.5 mile run in 11:00 minutes or less;
 8 • 45 sit-ups;
 9 • 25 pushups;
 10 • 7 pull-ups;
 11 • 110 lb. pack-out over 3 miles/level terrain/90 minutes*; and
 12 • Successful completion of the WCT at the arduous level.

13 *This element is tested during Smokejumper Rookie Training.

- 14 ○ **BLM** – Refer to Chapter 2 for physical fitness standards.

15 **Interagency Hotshot Crews (IHC)**

16 Interagency Hotshot Crews provide an organized, mobile, and skilled hand crew
 17 for all phases of wildfire suppression. IHCs are comprised of 18-22 firefighters
 18 and are used primarily for wildfire suppression, fuels reduction, and other fire
 19 management duties. IHC’s are capable of performing self-contained initial
 20 attack suppression operations, and commonly provide incident management
 21 capability at the Type 3 or 4 levels.

22 **IHC Policy**

23 IHC standards provide consistent planning, funding, organization, and
 24 management of the agency IHCs. The sponsoring unit will ensure compliance
 25 with the established standards. The arduous duties, specialized assignments, and
 26 operations in a variety of geographic areas required of IHCs dictate that training,
 27 equipment, communications, transportation, organization, and operating
 28 procedures are consistent for all agency IHCs.

29 As per agency policy, all IHCs will be managed under the *Standards for*
 30 *Interagency Hotshot Crew Operations (SIHCO)*.

- 1 • **BLM/NPS** – *BLM Preparedness Review Checklist #18 (Hotshot Crew)*
- 2 *supersedes the checklist found in the SIHCO.*
- 3 • **BLM** – *Additional guidance for BLM IHCs is contained in Chapter 2.*
- 4 • **BIA** – *IHC Superintendent and Assistant Superintendent are required to*
- 5 *have the additional qualification of IHCS and/or IHCA on their Red Card*
- 6 *prior to mobilization. Additional information regarding this standard can*
- 7 *be found in the Federal Wildland Fire Qualifications Supplement at*
- 8 *<https://www.nwcg.gov/publications/310-1>.*

9 **IHC Certification**

- 10 The process for IHC certification is found in the *Standards for Interagency*
- 11 *Hotshot Crew Operations (SIHCO)*.

12 **Annual Crew Pre-Mobilization Process**

- 13 The superintendent of crews holding IHC status the previous season are required
- 14 to complete the Annual IHC Mobilization Checklist (*SIHCO*, Appendix C) and
- 15 send the completed document to the local GACC prior to making the crew
- 16 available for assignment each season.

17 **Annual IHC Readiness Review**

- 18 On an annual basis the superintendent of crews holding IHC status the previous
- 19 season are required to complete the Annual IHC Preparedness Review (*SIHCO*
- 20 Appendix B). This process is designed to evaluate crew preparedness and
- 21 compliance with *SIHCO*. The annual review will be conducted while the crew is
- 22 fully staffed and operational. The review is not required prior to a crew being
- 23 made available for incident assignment at the beginning of their availability
- 24 period. When a review document is completed, the document is kept on file at
- 25 the local (host) unit fire management office.

26 **IHC Organization**

- 27 Individual crew structure will be based on local needs using the following
- 28 standard positions: Superintendent, Assistant Superintendent, Squad Leader,
- 29 Skilled Firefighter, and Crewmember.

- 30 • **BLM** – *IHCs have the option of traveling with 25 personnel when on*
- 31 *incident assignments.*
- 32 • **NPS** – *IHCs have the option of traveling with 22 personnel when on*
- 33 *incident assignments as authorized by the sending or receiving unit.*

- 34 When traveling by charter aircraft, IHC's should be prepared to take no more
- 35 than 20 personnel, unless they receive approval via normal dispatch channels.

36 **IHC Availability Periods**

- 37 IHCs will have minimum availability periods as defined in the *SIHCO*.
- 38 Availability periods may exceed the required minimum availability period. The
- 39 Crew Superintendent will inform the local supervisor and the GACC of any
- 40 changes in the crew's availability.

1 **National IHC Status Reporting System**

2 IHCs will report status through the National IHC Status Reporting System. IHC
 3 superintendents will regularly update the system with any change in crew status
 4 and/or current utilization when on assignment.

5 IHCs may report status by three methods:

- 6 • Via e-mail to BLM_FC_Crews@blm.gov (preferred method);
- 7 • Via the internet to the Hotshot Status submission form (link available from
 8 the Crew page of the NICC website); or
- 9 • Contacting the NICC Crew Desk at 208-387-5400.

10 **IHC Communications**

11 IHCs will provide a minimum of eight programmable multi-channel radios per
 12 crew as stated in the *SIHCO*.

13 **IHC Transportation**

14 Crews will be provided adequate transportation. The number of vehicles used to
 15 transport a crew should not exceed five. All vehicles must adhere to the certified
 16 maximum Gross Vehicle Weight (GVW) limitations.

17 **Other Hand Crews**

18 **Policy**

19 All crews must meet minimum crew standards as defined below as well as any
 20 additional agency, state, or contractual requirements. Typing will be identified at
 21 the local level with notification made to the local GACC.

22 **Minimum Crew Standards for National Mobilization**

Minimum Standards	Type 1	Type 2 with IA Capability	Type 2
Fireline Capability	Initial Attack – Can be broken up into squads, fireline construction, complex firing operations (backfire)	Initial Attack – Can be broken up into squads, fireline construction, firing to include burnout	Initial Attack – fireline construction, firing as directed
Crew Size	18-22	18-20	18-20

Minimum Standards	Type 1	Type 2 with IA Capability	Type 2
Leadership Qualifications	Permanent Supervision Supt: TFLD, ICT4, FIRB Asst Supt: STCR or TFLD and CRWB, ICT4 3 Squad Leaders: CRWB ¹ and ICT5 2 Senior Firefighters: FFT1	Crew Boss: CRWB 3 Squad Bosses: ICT5	Crew Boss: CRWB 3 Squad Bosses: FFT1
Language Requirement	All senior leadership including Squad Leaders and higher must be able to read and interpret the language of the crew as well as English.	Same as Type 1	Same as Type 1
Experience	80% 1 season	60% 1 season	20% 1 season
Full Time Organized Crew	Yes (work and train as a unit 40 hrs per week)	No	No
Communications	8 programmable radios	4 programmable radios	4 programmable radios
Sawyers	4 agency certified as FAL2 and 50% of crew certified as FAL3 or better.	3 agency qualified	None
Training	As required by the <i>SIHCO</i> or agency policy prior to assignment	Basic firefighter training and/or annual firefighter safety refresher prior to assignment	Basic firefighter training and/or annual firefighter safety refresher prior to assignment
Logistics	Crew level agency purchasing authority	No purchasing authority	No purchasing authority
Maximum Weight	5,300 lbs	5,300 lbs	5,300 lbs
Dispatch Availability	Available nationally	Available nationally	Variable
Production Factor	1.0	.8	.8
Transportation	Own transportation	Transportation needed	Transportation needed
Tools and Equipment	Fully equipped	Not equipped	Not equipped

Minimum Standards	Type 1	Type 2 with IA Capability	Type 2
Personal Gear	Arrives with: crew first aid kit, personal first aid kit, headlamp, 1 qt. canteen, web gear, sleeping bag	Same as Type 1	Same as Type 1
PPE	All standard designated fireline PPE	All standard designated fireline PPE	All standard designated fireline PPE
Certification	Must be annually certified by the local host unit Agency Administrator or designee prior to being made available for assignment.	N/A	N/A

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

- 1 • **BLM** – for additional standards and certification requirements, refer to
- 2 Chapter 2.

3 **Wildland Fire Modules (WFM)**

4 The primary mission of a WFM is to provide an innovative, safe, highly mobile,
 5 logistically independent, and versatile fire module with a primary commitment
 6 to maintain fire’s role as a natural ecological process for wildland fire
 7 management and incident operations.

8 WFMs are comprised of 7-10 firefighters. The WFM program facilitates the use
 9 of fire and other management techniques involving planned and unplanned
 10 wildland fire events. WFMs are highly skilled and versatile fire crews, which
 11 provide technical and ecological based expertise in the areas of long term
 12 planning, ignitions, holding, and suppression, and fire effects monitoring. For
 13 more information please refer to PMS 430: *Interagency Standards for Wildland*
 14 *Fire Module Operations (ISWFMO)*.

15 **WFM Policy**

16 All WFM operations will be conducted adhering to the *Interagency Standards*
 17 *for Wildland Fire Module Operations (ISWFMO)*, PMS 430. Sponsoring units in
 18 conjunction with the appropriate Geographic Area Coordination Center will
 19 ensure compliance of all WFMs according to the standards set within the
 20 ISWFMO. The arduous duties, specialized assignments, and operations in a
 21 variety of geographic areas require WFMs to have uniform training, agency
 22 approved equipment, communications, organization, and operating procedures.

- 1 **WFM Types and Certification**
- 2 WFM ready for assignment will be certified as Type 1 WFM (WFM1) or Type
- 3 2 WFM (WFM2). Refer to the *Interagency Standards for Wildland Fire Module*
- 4 *Operations (ISWFMO)* – PMS 430 for additional information.

- 5 **WFM Availability Periods**
- 6 WFM ready for assignment will be certified as Type 1 WFM (WFM1) or Type
- 7 2 WFM (WFM2). Refer to the *Interagency Standards for Wildland Fire Module*
- 8 *Operations (ISWFMO)* – PMS 430 for additional information.
- 9 WFM ready for assignment will be certified as Type 1 WFM (WFM1) or Type
- 10 2 WFM (WFM2). Refer to the *Interagency Standards for Wildland Fire Module*
- 11 *Operations (ISWFMO)* – PMS 430 for additional information.

- 11 **WFM Organization**
- 12 Individual module structures vary based on local and agency needs using the
- 13 following standard positions: Module Leader/ Foreman, Assistant Leader/
- 14 Foreman, Lead Firefighter, Senior Firefighter, Crewmember.

15 **Minimum WFM Standards for Interagency Mobilization**

Minimum Standards	Type 1	Type 2
Fireline Capability	Ability to form separate logistically self-sufficient independent groups, fire line construction, complex firing operations(backfire), monitoring, strategic planning, fire reconnaissance, public information.	Monitoring, fireline construction, firing to include burnout.
Crew Size	7-10	7-10
Leadership Qualifications	- 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

Minimum Standards	Type 1	Type 2
Language Requirement	All senior leadership, including Squad Bosses and higher, must be able to read and interpret the language of the crew as well as English.	Same as Type 1
Experience	90% > 1 season	60% > 1 season
Full Time Organized Crew	Yes (work and train as a unit 40 hrs. per week, 90 continuous days)	No
Communications	5 programmable radios	4 programmable radios
Sawyers	2 agency qualified	1 agency qualified
FEMO	2	2 (1 of 2 can be trainee)
Training	As required by the <i>ISWFMO</i> prior to assignment	Basic firefighter training or RT-130 prior to assignment
Medical First Responder Training	Yes	No
Logistics	Multiple crew level agency purchasing authorities	Generally no purchasing authority, may need assistance by incident logistics
Dispatch Availability	Availability determined by sponsoring agency	Availability variable by sponsoring agency
Mobilization Time	Within 2 hours of receipt of resource order when on duty, 8 hours when off duty	Within 24 hours of receipt of resource order.
Transportation	Own transportation	Transportation needed
Tools and Equipment	Fully equipped for each geographic region.	May need assistance by incident logistics
Specialized Digital, Remote Operations, Monitoring, Equipment	Yes	No
Personal Gear	Arrives with: crew First Aid kit, personal first aid kit, headlamp, 1 quart canteen, web gear, sleeping bag	Arrives with: crew First Aid kit, personal first aid kit, headlamp, 1 quart canteen, web gear, sleeping bag
PPE	All standard designated fireline PPE	All standard designated fireline PPE
Certification	Must be annually certified by the Regional or State Office of the host unit Agency Administrator or designee prior to being made available for assignment.	Must complete the mobilization checklist by the local host unit or Agency Administrator or designee prior to being made available for assignment.

- 1 • *BLM* – *BLM WFM*s will meet standards identified in the Interagency
- 2 *Standards for Wildland Fire Module Operations (PMS 430)*. In addition,
- 3 *BLM WFM*s will meet the following requirements:

- 1 ○ *All BLM WFMs will meet the standards for Type 1 WFMs identified in*
- 2 *the Interagency Standards for Wildland Fire Module Operations. Type*
- 3 *2 WFMs will not be formed, sponsored, or stasured in the Resource*
- 4 *Ordering and Status System (ROSS) by BLM units.*
- 5 ○ *Approval from the Assistant Director, Fire and Aviation is required*
- 6 *prior to establishing and/or stasuring new Type 1 WFMs.*
- 7 ○ *Any BLM unit may provide personnel to WFMs sponsored by another*
- 8 *agency. All BLM personnel must meet the standards outlined in the*
- 9 *Interagency Standards for Wildland Fire Module Operations, and the*
- 10 *Interagency Standards for Fire and Fire Aviation Operations.*
- 11 ○ *Units may utilize Type 1 and/or Type 2 WFMs for BLM incidents.*
- 12 *Incident commanders will order the appropriate resource to*
- 13 *accomplish incident objectives.*
- 14 ○ *Fire Suppression Modules and WFMs are separate and distinct*
- 15 *resources. The BLM has established standards for fire suppression*
- 16 *modules in Chapter 2 of this publication. Fire managers and incident*
- 17 *commanders should order the appropriate resource to accomplish*
- 18 *incident objectives.*
- 19 ● *NPS – Modules are coordinated regionally and mobilized/demobilized*
- 20 *through established ordering channels through the GACCs.*

21 **Chainsaw Operators and Fallers**

22 In 2014, NWCG established faller qualifications in the PMS 310-1. Agencies
23 have established additional evaluation and certification requirements:

- 24 ● **BLM/NPS/FWS/BIA** - *Use of the NWCG position task books is required.*
- 25 *The requirements for final evaluators for each position are as follows:*
- 26 ○ *The individual tasks required for completion of the FAL3 PTB must be*
- 27 *evaluated by a qualified FAL2 or FAL1. The Final Evaluator's*
- 28 *Verification for a FAL3 trainee must be completed by a qualified FAL2*
- 29 *or FAL1.*
- 30 ○ *The individual tasks required for completion of the FAL2 PTB must be*
- 31 *evaluated by a qualified FAL2 or FAL1. The Final Evaluator's*
- 32 *Verification for a FAL2 trainee must be completed by a qualified FAL1.*
- 33 ○ *The final certification of all wildfire faller positions will remain the*
- 34 *responsibility of the IQCS Certifying Official.*
- 35 ○ *All wildfire saw operation qualifications are maintained through the*
- 36 *IQCS system and displayed on the Incident Qualification Card.*
- 37 ■ **BLM** – *The individual tasks required for completion of the FAL1*
- 38 *PTB must be evaluated by a qualified FAL1. The Final Evaluator's*
- 39 *Verification for a FAL1 trainee must be completed by a qualified*
- 40 *FAL1 Evaluator. Each BLM State Fire Management Officer will*
- 41 *certify and maintain a list of their current FAL1 Evaluators.*
- 42 ■ **NPS/BIA** – *The individual tasks required for completion of the*
- 43 *FAL1 PTB must be evaluated by a qualified FAL1. The Final*

- 1 *Evaluator's Verification for a FAL1 trainee must be completed by*
2 *a qualified FAL1.*
- 3 ■ **FWS** – *Follow evaluator qualification requirements listed in the*
4 *FAL1, FAL2, and FAL3 position task books.*
- 5 • **FS** – *Use of the NWCG combined position task book for FAL1, FAL2, and*
6 *FAL3 is not authorized for Forest Service use. Forest Service sawyers will*
7 *continue to use agency specific certification processes outlined in Forest*
8 *Service Manual 2358.*
- 9 ○ *Sawyers shall not use saws outside the limits of their certification or*
10 *qualifications, except during formal evaluation proceedings or under*
11 *the immediate supervision of a higher qualified sawyer.*
- 12 ○ *All sawyers must comply with FS policy and the FSFAQG requirements*
13 *for FAL3, FAL2, or FAL1 to operate a chainsaw or crosscut saw on a*
14 *wildland fire incident. Requirements include:*
- 15 ■ *Possess a current first aid and CPR certification (FSH 6709.11,*
16 *sec 52.3).*
- 17 ■ *Initially complete a Nationally Recognized Sawyer Training*
18 *Course (Wildland Fire Chain Saws, S-212).*
- 19 ■ *Completion of a field proficiency evaluation with appropriate saw*
20 *operator skill level along with restrictions (if any) noted on their*
21 *National Sawyer Certification Card.*
- 22 ○ *The National Sawyer Certification Card is valid for 3 years and is*
23 *subject to review any time prior to expiration. Minimum requirements*
24 *for sawyer training and field proficiency reevaluation include:*
- 25 ■ *Completion of a knowledge refresher (classroom or field) and a*
26 *field proficiency evaluation equivalent to the initial evaluation.*
- 27 ■ *Sawyer Instructors are required to be recertified by instructing at*
28 *least one NRSTC or refresher NRSTC every three years.*
- 29 ○ *FS sawyers may function as evaluators for partner agencies using the*
30 *FAL3 and FAL2 position task book.*
- 31 ○ *Fallers who are certified or recertify after October 1, 2014 will be*
32 *required to be certified in progression (i.e., must be FAL3 to be FAL2).*
33 *However if the initial evaluation is FAL2 the account manager shall*
34 *grant the position competency for FAL3. Those certified initially as*
35 *FAL1 will have position competencies for FAL2 and FAL3 granted.*
- 36 ○ *FS will accept other agency chainsaw certifications on incidents*
37 *occurring on FS lands provided they meet NWCG minimum standards.*
- 38 ○ *FS will accept a transferring employee's faller qualification if it was*
39 *certified following the PMS 310-1 standard.*
- 40 • **BIA** – *Use of FAL1, FAL2 and FAL3 PTBs is mandatory and not up to unit*
41 *discretion.*

<i>Position Code</i>	<i>Performance Currency</i>	<i>Training Currency</i>	<i>Fitness Level</i>	<i>CPR</i>	<i>First Aid and Bloodborne Pathogens</i>
<i>FAL3</i>	<i>5 years</i>	<i>S-212</i>	<i>Arduous</i>	<i>2 Years</i>	<i>3 Years</i>
<i>FAL2</i>	<i>5 years</i>	<i>S-212</i>	<i>Arduous</i>	<i>2 Years</i>	<i>3 Years</i>
<i>FAL1</i>	<i>3 years</i>	<i>Certification/Recertification</i>	<i>Arduous</i>	<i>2 Years</i>	<i>3 Years</i>

- 1 ○ *The FAL1 that needs to be recertified every 3 years may be recertified*
- 2 *by other agencies.*
- 3 ○ *BIA will accept other agencies FAL1 credentials upon hire.*
- 4 ○ *Emergency Firefighter (AD) Chainsaw Operators – Chainsaw training*
- 5 *is authorized for AD employees who are required to operate chainsaws*
- 6 *for fire suppression or hazardous fuels reduction project work.*
- 7 *Supervisors of Type 2 and Type 2 IA crews who have employees who*
- 8 *operate chainsaws must have emergency medical response capabilities.*
- 9 *The possession of emergency response capabilities can be fulfilled*
- 10 *through one of the following two options: 1) Crews will minimally*
- 11 *possess one or more individuals who are currently certified to*
- 12 *administer CPR and provide first aid. 2) If the crew does not possess*
- 13 *this capability, other provisions must be made by the supervisor to*
- 14 *provide these services while engaged in chainsaw operations.*

Chapter 14 Firefighting Equipment

3 Introduction

4 The agency wildland fire program equipment resources include engines,
5 dozers, water tenders, and other motorized equipment for fire operations.

6 Policy

7 Each state/region will comply with established standards for training,
8 equipment, communications, organization, and operating procedures required
9 to effectively perform arduous duties in multi-agency environments and
10 various geographic areas.

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

15 Firefighting Engine/Water Tender Common Standards

16 Driving Standard

17 Refer to driving standards in Chapter 7.

- 18 • *BIA* – Refer to Chapter 6 for *BIA Specific Motor Vehicle Policies*. *BIA*
19 *and DOI policy requires all personnel who operate a vehicle with a Gross*
20 *Vehicle Weight (GVW) over 26,000 pounds to have a valid CDL.*

21 Engine/Tactical Water Tender Water Reserve

22 Engine/tactical water tender operators will maintain at least 10 percent of the
23 pumpable capacity of the water tank for emergency engine protection and
24 drafting.

25 Chocks

26 At least one set of wheel chocks will be carried on each engine/water tender
27 and will be properly utilized whenever the engine is parked or left unattended.
28 This includes engine/water tender operation in a stationary mode without a
29 driver “in place.”

30 Fire Extinguisher

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

33 Nonskid Surfaces

34 All surfaces will comply with National Fire Protection Association (NFPA)
35 1906 Standard for Wildland Fire Apparatus requirements.

1 **First Aid Kit**

2 Each engine/water tender shall carry, in a clearly marked compartment, a fully
3 equipped 20-25 person first aid kit.

4 **Gross Vehicle Weight (GVW)**

5 Each engine and water tender will have an annually certified weight slip in the
6 vehicle at all times. Weight slip will show individual axle weights and total
7 GVW. Operators of engines and water tenders must ensure that the maximum
8 certified gross vehicle and axle weight ratings are never exceeded, including
9 gear, personnel, and fuel. The NFPA 1906 standard of 250 pounds per seat
10 position for each person and their personal gear will be used to calculate the
11 loaded weight.

- 12 • **FS** – Refer to FSH 7109.19, Chapter 30 for calculation of Rough Road
13 Factor reduction for driving on rough or unsurfaced roads.

14 **Speed Limits**

15 Posted speed limits will not be exceeded.

16 **Lighting**

17 Headlights and taillights shall be illuminated at all times while the vehicle is in
18 motion. All new orders for fire engine apparatus will include an overhead
19 lighting package in accordance with agency standards. Lighting packages will
20 meet NFPA 1906 standards at the time of manufacture. Engines currently in
21 service may be equipped with overhead lighting packages. A red, white, and
22 amber combination is the accepted color scheme for fire.

23 **Emergency Light Use**

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

- 28 • **BLM/NPS** – See agency chapters or policy for specific guidance.
29 • **FWS** – Refer to Service policy 621 FW 1.
30 • **FS** – See FSM 5120, FSM 5130, and FSH 5109.16 for red lights and siren
31 policy.

32 **Fire Equipment Maintenance and Inspections**

33 Apparatus safety and operational inspections will be accomplished either on a
34 post-fire or daily basis. Offices are required to document these inspections.
35 Periodic maintenance (as required by the manufacturer) shall be performed at
36 the intervals recommended and properly documented. All annual inspections
37 will include a pump performance test to ensure the pump/plumbing system is
38 operating at desired specifications (pressure and gallons per minute).

1 **Mobile Attack (Pump and Roll)**

2 Firefighters must be seated and belted within an enclosed cab or walk alongside
 3 the apparatus during mobile attack (pump and roll) operations. Riding, standing
 4 or seated on the exterior of the apparatus is prohibited. Utilization of the NFPA
 5 1906 “on-board pump-and-roll fire-fighting position” if equipped, is not
 6 permitted.

7 **Firefighting Engines**

8 **Operational Procedures**

9 All engines will be equipped, operated, and maintained within guidelines
 10 established by the Department of Transportation (DOT) and regional/state/local
 11 operating plans. All personnel assigned to agency fire engines will meet all
 12 gear weight, cube, and manifest requirements specified in the *National*
 13 *Interagency Mobilization Guide*.

14 **Engine Typing**

15 Engine typing and respective standards have been established by NWCG
 16 (reference the *Wildland Fire Incident Management Field Guide* (PMS 210),
 17 Chapter 4).

Engine Type	Structure		Wildland Engines				
Components	1	2	3	4	5	6	7
Tank Minimum Capacity (gal)	300	300	500	750	400	150	50
Pump Minimum Flow (gpm)	1000	500	150	50	50	50	10
@ Rated Pressure (psi)	150	150	250	100	100	100	100
Hose 2½"	1200	1000	-	-	-	-	-
1½"	500	500	1000	300	300	300	-
1"	-	-	500	300	300	300	200
Ladders per NFPA 1901	Yes	Yes	-	-	-	-	-
Master Stream 500 gpm Min.	Yes	-	-	-	-	-	-
Pump and Roll	-	-	Yes	Yes	Yes	Yes	Yes
Maximum GVWR (lbs.)	-	-	-	-	26,000	19,500	14,000
Personnel (NWCG min.)	4	3	3	2	2	2	2

- 1 • **FS** – See <https://www.fs.fed.us/fire/equipment/engine-models/models.html>
 2 for description of Forest Service national engine standards.

3 **Fire Engine Staffing**

4 For Type 4, 5, 6, and 7 engines, minimum staffing is two individuals one of
 5 which is Engine Boss qualified.

6 For Type 3 engines, minimum staffing is three individuals, including an Engine
 7 Boss.

8 • **BLM** – For BLM engine staffing requirements see Chapter 2.

9 • **NPS** – For NPS engine staffing requirements see Chapter 3.

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.

14 **Water Tenders**

15 **Water Tender Typing**

16 Water tender typing and respective standards have been established by NWCG
 17 (reference the *Wildland Fire Incident Management Field Guide* (PMS 210),
 18 Chapter 4).

Water Tender Type	Support			Tactical	
	<i>S1</i>	<i>S2</i>	<i>S3</i>	<i>T1</i>	<i>T2</i>
<i>Requirements</i>					
Tank Capacity (gal)	4000	2500	1000	2000	1000
Pump Minimum Flow (gpm)	300	200	200	250	250
@Rated Pressure (psi)	50	50	50	150	150
Max. Refill Time (mins)	30	20	15	-	-
Pump and Roll	-	-	-	Yes	Yes
Personnel (min)	1	1	1	2	2

19 **Water Tender Qualifications and Staffing Standards**

20 • **Water Tender (Non-Tactical)**

- 21 ○ **Qualifications:** CDL (tank endorsement)
 22 ▪ **BLM** – Refer to the *Federal Wildland Fire Qualifications*
 23 *Supplement*.
 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
3 pumping hoselays, live reel use, running attack, and use of spray bars and
4 monitors to suppress fires.”
- 5 ○ **Qualifications:**
6 ▪ *BLM – ENOP, CDL (tank endorsement)*
7 ▪ *NPS/FWS – ENGB, CDL (tank endorsement)*
8 ▪ *FS – FFT1, CDL*
- 9 ○ **Staffing:** Tactical water tenders will carry a minimum crew of two:
10 ▪ *BLM – One ENOP and one FFT2.*
11 ▪ *BLM – 668 Super Heavy Tactical Tenders will be staffed with*
12 *one engine boss and one engine crewmember.*
13 ▪ *NPS/FWS – one ENGB and one FFT2.*
14 ▪ *FS – One FFT1 and one FFT1/FFT2.*

15 **Dozers/Tractor Plows**

16 **Dozer/Tractor Plow Training and Qualifications**

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

22 **Dozer/Tractor Plow Physical Fitness Standards**

23 All employee dozer/tractor plow operators will meet requirements stated in the
24 *Federal Wildland Fire Qualifications Supplement.*

25 **Dozer/Tractor Plow Operational Procedures**

- 26 • Agency owned and operated dozer/tractor plows will be equipped with
27 programmable two-way radios, configured to allow the operator to monitor
28 radio traffic.
- 29 • Agency and contract dozer/tractor plows will have agency supplied
30 supervision when assigned to any suppression operations.
- 31 • Contract dozers must be provided with radio communications, either
32 through a qualified Heavy Equipment Boss (HEQB) or an agency-supplied
33 radio. Contract dozer/tractor plows will meet the specifications identified
34 in their agreement/contract.
- 35 • Operators of dozer/tractor plows and transport equipment will meet DOT
36 certifications and requirements regarding the use and movement of heavy
37 equipment, including driving limitations, CDL requirements, and pilot car
38 use.

1 All-Terrain Vehicles (ATV)/Utility Terrain Vehicles (UTV)

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

- 5 • **BLM** – *BLM personnel will not use ATVs for any wildland fire*
6 *management activity including preparedness, suppression, prescribed fire,*
7 *hazardous fuels reduction, post-fire rehabilitation, and emergency*
8 *stabilization and restoration, regardless of incident jurisdiction or*
9 *project/activity location after January 1, 2018.*
- 10 • **BIA** – *Effective immediately, all BIA programs will cease the procurement*
11 *of ATVs used for wildland fire management activities (including*
12 *preparedness, suppression, prescribed fire, hazardous fuels reduction,*
13 *post-fire rehabilitation, and emergency stabilization and restoration). Any*
14 *ATV currently in service may continue to be utilized for non-industrial*
15 *wildland fire management activities/operations until January 1, 2019.*
16 *After this date, BIA personnel will not utilize ATVs for any wildland fire*
17 *management activities, regardless of incident jurisdiction or*
18 *project/activity location.*
- 19 • **BIA** – *Programs may continue to procure and utilize other commercially*
20 *available utility terrain vehicles (UTVs), provided the vehicle has*
21 *manufactured-installed seat belts, a steering wheel, is a multi-seat or*
22 *newly available single-seat model (e.g., Polaris Ace) and is equipped with*
23 *a certified roll-over protection structure (ROPS) designed and installed by*
24 *the original equipment manufacturer as standard equipment.*
- 25 • **BLM** – *Employees of cooperating agencies/entities may utilize ATVs on*
26 *BLM incidents if allowed by their individual agency/entity policy.*

27 Because of the high risk nature, agencies have developed specific operational
28 policy (refer to current agency policy). ATV/UTV operators will meet the
29 training and certification requirements of their agency; employees certified by
30 their agency will be considered qualified ATV/UTV operators regardless of
31 incident jurisdiction. Common policy requirements for wildland fire operations
32 are highlighted below:

- 33 • A JHA/RA must be completed and approved by the supervisor prior to
34 vehicle operation.
- 35 • All personnel authorized to operate an ATV/UTV must first complete
36 agency specific or manufacturer-provided training in safe operating
37 procedures and appropriate PPE.
- 38 • Re-evaluation/Re-certification – Operators shall be re-evaluated every
39 three years. Infrequent users (less than 16 hours of riding a year) shall have
40 a check ride prior to scheduled use of an ATV/UTV.
- 41 • Specific authorization for ATV/UTV use is required – All ATV/UTV
42 operations must hold a valid Motor Vehicle Operator's Identification Card,
43 OF-346 or agency equivalent.

- 1 ○ **BLM** – Upon completion of agency-specific UTV training and
2 operator certification requirements, Utility-Terrain Vehicle Operator
3 (UTVO) will be placed on the employee’s Incident Qualification and
4 Certification (IQCS) Card (Red Card). IQCS Certifying Officials are
5 responsible for verifying that UTV operator qualifications are current,
6 and that the UTVO qualification is removed from the Red Card if
7 agency-specific training, certification, or currency requirements
8 lapse.
- 9 ○ **NPS/FWS/BIA** – Upon completion of agency-specific ATV/UTV
10 training and operator certification requirements, All-Terrain Vehicle
11 Operator (ATVO) will be placed on the employee’s Incident
12 Qualification and Certification (IQCS) Card (Red Card). IQCS
13 Certifying Officials are responsible for verifying that ATV/UTV
14 operator qualifications are current, and that the ATVO qualification is
15 removed from the Red Card if agency-specific training, certification,
16 or currency requirements lapse.
- 17 ○ **NPS** – All Off-Highway Vehicle (OHV) operators (including
18 ATV/UTV) must hold a valid state Motor Vehicle Operator’s Permit.
19 Operating restrictions identified on the operator’s permit must be
20 adhered to while operating an OHV (e.g., use of corrective lenses,
21 etc.). NPS ATV operators must be qualified at either the Basic or
22 Advanced Level as described in RM-50B depending on the hazard
23 potential of the operation. All ATV operators shall be provided
24 refresher training each year in accordance with a JHA and
25 reevaluated by an ASI Certified Trainer every 3 years. The
26 reevaluation shall be documented. RM-50B, Appendix B (ATV
27 Operator Accountability/Certification Tracking Record) may be used
28 to document the reevaluation. Further information on ATV/UTV use is
29 found in RM-50B.
- 30 • ATVs can only have a single rider—passengers are prohibited even if
31 ATV is designed for two riders.
- 32 • UTVs passengers are limited to the number of seats installed by
33 manufacturer. The operator and passenger(s) must use seatbelts while the
34 vehicle is in motion.
- 35 • Operators must use required PPE while loading/unloading ATV/UTV.
- 36 • Cargo loads shall be loaded and secured as to not affect the vehicle’s
37 center of gravity, and shall not exceed manufacturer’s recommendations
38 for maximum carrying capacity; and
- 39 • When transporting external fuel containers with a UTV/ATV, a 5 lb. class
40 BC fire extinguisher must be secured to the UTV/ATV.

41 **Required PPE**

42 **ATV Head Protection for Wildland Fire Operations**

- 43 • ATV helmets must be worn at all times during ATV operations (on and off
44 the fireline); and

- 1 • ATV helmets must meet Snell SA2010, SA2015, or DOT certification.
- 2 ○ A ¾ face model meeting Snell SA2010, SA2015 certification is
- 3 acceptable for use.
- 4 ○ Use of half “shorty” helmets requires a JHA/RA for fireline use and
- 5 must include justification for its use. Refer to MTDC Tech Tip
- 6 publication, *A Helmet for ATV Operators with Fireline Duties* (0651-
- 7 2350-MTDC).
- 8 UTV Head Protection for Wildland Fire Operations:
- 9 • Helmets must meet DOT, ANSI Z90.1; or Snell SA2010, SA2015
- 10 certification unless:
- 11 ○ UTV is used for low speeds and smooth travel surfaces, administrative
- 12 use (e.g., campgrounds, incident base camps) UTV operators are not
- 13 required to wear hardhats or helmets; or
- 14 ○ UTV is equipped with approved Rollover Protection System (ROPS),
- 15 and:
- 16 ▪ **BLM** – *A comprehensive and properly prepared RA of the*
- 17 *specific conditions demonstrates no more than a medium residual*
- 18 *risk level, then a hard hat meeting NFPA 1977 or ANSI Z 89.1*
- 19 *2009 Type I, Class G standards may be worn with chin straps*
- 20 *secured in place under chin.*
- 21 ▪ **NPS** – *Approved helmets are required for UTV operations that*
- 22 *are rated moderate (amber) or high (red) using the “ORV Risk*
- 23 *Assessment Tool” included in the NPS Off-Highway Vehicle*
- 24 *Policy.*
- 25 ▪ **FWS** – *Per 243 FW 6.6 B.1, a hardhat meeting NFPA 1977 or*
- 26 *ANSI Z 89.1 standards may be worn with chin straps secured in*
- 27 *place unless the risk assessment for the operation dictates*
- 28 *wearing a securely fastened motorcycle helmet.*
- 29 ▪ **FS** – *UTV Helmet (for fire use) – Helmets must have Snell SA*
- 30 *certification. Wearing hardhats while driving or riding on a UTV*
- 31 *is not allowed. Forest Service policy provides no exception to the*
- 32 *helmet requirement for low speeds, smooth travel surfaces, or*
- 33 *administrative use (FSH 6709.11, Chapter 10).*
- 34 Eye protection (goggles, face shield, or safety glasses) based upon JHA/RA:
- 35 • Eye protection is not required for a UTV equipped with an original
- 36 manufacturer windshield that protects the face from branches, flying
- 37 debris, etc., unless otherwise required by an associated industrial use
- 38 activity or JHA/RA.
- 39 If operating ATV/UTV on the fireline, the following are required:
- 40 • Leather or leather/flame resistant combination gloves. Flame resistant
- 41 flight gloves or NFPA 1977 compliant Driving Gloves can be used by

- 1 heavy equipment operators, drivers and fireline supervisors when not using
2 fireline hand tools.
- 3 • National Fire Protection Association (NFPA) 1977 compliant long-sleeved
4 flame resistant shirt (yellow recommended).
 - 5 • NFPA 1977 compliant flame resistant trousers.
 - 6 • Wildland fire boots.
 - 7 • Appropriate head protection as described above.
 - 8 ○ *FS – Shirt, trousers, and gloves used by USFS personnel must meet*
9 *Forest Service specification 5100-91 (shirt), 5100-92 (trousers),*
10 *6170-5 (gloves), or be NFPA 1977 compliant.*
- 11 ATV/UTV operator shall carry a personal communication device (e.g., two-
12 way radio, cellular phone, or satellite phone).
- 13 All other ATV/UTV specific guidance is found in the respective agency's
14 policy:
- 15 • *BLM – Refer to BLM Manual 1112-1, Chapter 17 Off-Highway Vehicles*
16 *at <http://web.blm.gov/internal/wo-500/directives/dir-hdbk/h1112-1.pdf>.*
17 *Refer to Instruction Memorandum No. WO 2017-014, Transporting Utility*
18 *Terrain Vehicles (UTVs) in Pick-up Trucks.*
 - 19 • *NPS – Refer to Reference Manual 50B Occupational Health and Safety,*
20 *Section 6.1 Off-Highway Vehicle Safety at*
21 *<https://www.nps.gov/policy/RM50Bdoclist.htm>.*

22 **Vehicle Cleaning/Invasive Species Prevention**

23 Refer to Chapter 11 for guidance on minimizing potential transmission of
24 invasive species.

25 **Incident Remote Automated Weather Stations**

26 Incident Remote Automated Weather Stations (IRAWS – NFES 5869) are
27 readily deployable, portable weather stations that may be utilized in unprepared
28 locations to monitor local weather conditions. IRAWS are intended for use on
29 or near the fireline or at other all-risk incidents, and are installed and operated
30 as desired by Fire Behavior Analysts (FBAN) and/or Incident Meteorologists
31 (IMET) to record and distribute real time weather data.

32 National resource IRAWS systems are cached at the National Interagency Fire
33 Center (NIFC) and may be ordered through standard equipment resource
34 ordering systems. Following release from an incident, these stations must be
35 returned to the Remote Sensing/Fire Weather Support Unit (RSFWSU) at
36 NIFC for maintenance, recalibration, and redeployment.

1 Aerial Ignition Devices

2 Information on types of aerial ignition devices, operational guidelines, and
3 personnel qualifications may be found in the *Interagency Aerial Ignition Guide*
4 (PMS 501) available at <https://www.nwcg.gov/publications/501>.

5 Ground Ignition Devices and Transporting/Dispensing Fuel

6 For ground ignition devices, follow the *Interagency Ground Ignition Guide*
7 (PMS 443) for operational guidelines, personnel qualifications, and equipment
8 selection. <https://www.nwcg.gov/publications/443>

- 9 • **BLM** – *A 10 lb. class BC fire extinguisher is required for UTVs equipped*
10 *with a ground ignition device.*

11 For transporting and dispensing fuel, follow the *Interagency Transportation*
12 *Guide for Gasoline, Mixed Gas, Drip-Torch Fuel, and Diesel* (PMS 442) found
13 at <https://www.nwcg.gov/publications/442> or agency-specific guidance.

- 14 • **NPS** – *Follow the Forest Service standard for military style jerrican (UN*
15 *3A1) (Page 8, PMS 442).*
16 • **FS** – *Direction is found in FSH 6709.11.*

Chapter 15 Communications

3 Policy

4 Agency specific policies for radio communications may be found in:

- 5 • Department of Interior, Department Manual, Radio Communications
6 Handbook (377 DM).
- 7 • USDA Forest Service Handbook (FSH) 6609.14 Chapters 10-40 and Forest
8 Service Manual (FSM) 6600 Systems Management Chapter 6640 –
9 Telecommunications.

10 Dispatch Recording Devices

11 Recording of phone calls without all party's prior knowledge and consent is not
12 permitted. Recording of radio traffic is appropriate.

- 13 • *BLM – Radio recording devices will be used by BLM dispatch offices or*
14 *any interagency office dispatching BLM resources.*

15 Cellular/Satellite Phone Communications

16 Cellular/satellite telephones will not be used to communicate tactical or
17 operational traffic unless no other means are available. Cellular/satellite
18 telephones will not be used for flight following in lieu of normal flight following
19 procedures. Telephone communications may be used for logistical purposes.

20 Refer to Chapter 7 for policy regarding use of mobile devices while operating a
21 vehicle.

22 Radio Communications

23 Radio communications provide for the flow of tactical information needed for
24 the command/control and safety of personnel and resources.

25 Radio Contracts

26 Radios used for fire and aviation activities must be approved by the National
27 Interagency Incident Communication Division (NIICD). Information on
28 contracts, software, hardware requirements and approved radios is available at
29 <https://www.nifc.gov/NIICD/documents.html>, or contact your agency
30 Telecommunications Department or the National Interagency Fire Center
31 Communications Duty Officer (NIFC CDO) at (208) 387-5644.

- 32 • *BLM – For information on BLM contracts, software, and hardware*
33 *requirements and approved radios, contact the Branch of Radio Operations*
34 *(FA-350) at (208) 387-5830.*

1 Radio Frequency Management

2 FM frequencies are authorized and assigned by the designated Washington
3 Office frequency manager and managed by the state and local Communications
4 Officers. Frequencies shall not be used without express permission from the
5 local, state, regional, or national level designated frequency management
6 personnel.

7 Daily Operational Frequency Management

8 Frequency assignments for normal daily and initial attack operations are made
9 on a permanent basis and are requested through the normal Radio Frequency
10 Authorization process from the local, state, regional or national level designated
11 frequency management personnel.

12 Air operations initial attack frequencies, both AM and FM, will be assigned by
13 the NIFC CDO. These assignments will be on an interagency basis and
14 coordinated with the Geographic Area Coordination Centers (GACCs).

15 Mutual Aid Frequency Management

16 Mutual aid frequency sharing agreements can be made at the local level.
17 However, mutual-aid frequency sharing agreements are only valid in the specific
18 location where they originated. These agreements do not authorize the use of a
19 shared frequency other than in the specified local area.

20 NIFC national fire frequencies are not to be used for these agreements. The only
21 exception may occur when an agency holds a National Telecommunications
22 Information Agency (NTIA) Radio Frequency Authorization (RFA) for a
23 frequency that is included in the NIFC Channeling Plan. If this occurs,
24 notification and coordination with the NIFC CDO is requested.

25 Incident Frequency Management

26 National level coordination and assignments of incident frequencies is the
27 responsibility of the National Interagency Incident Communications Division
28 (NIICD) and is managed by the NIFC CDO.

29 When communications requirements exceed normal operations, the NIFC CDO
30 may request that GACCs assign a Communication Coordinator (COMC) to
31 facilitate geographic area frequency management. Additional information may
32 be found in the *National Interagency Mobilization Guide*.

- 33 • Frequencies for Type 1 and 2 incidents are assigned by the NIFC CDO and
34 are managed by a qualified Communications Unit Leader (COML). The
35 COML will request, assign, and report all frequencies used on the incident
36 to the NIFC CDO/COMC. This will include the request and assignment of

1 all aircraft frequencies. Frequency use will be documented on the ICS-205
2 Incident Radio Communications Plan and on ICS-220 Air Operation
3 Summary forms. These completed forms will be made available to incident
4 personnel.
5 • Type 3 incidents, or other incidents that do not have an assigned COML,
6 will coordinate and request all frequency and communication equipment
7 needs through the COMC and/or the NIFC CDO.

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

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

- 13 • The NIICD national frequencies are all committed within a specific
14 geographic area;
- 15 • New incidents within a specific complex create a need for additional
16 frequencies;
- 17 • The fire danger rating is extreme and the potential for additional new
18 incidents is high; and/or
- 19 • When there is frequency congestion due to significant numbers of incidents
20 in close proximity.

21 **Aviation Operations Frequency Management**

- 22 • Air-to-Air initial attack – AM frequencies are assigned yearly to the
23 GACCs by the NIFC CDO in coordination with the Federal Aviation
24 Administration (FAA). Once assigned, management of those frequencies is
25 the responsibility of the GACC and may be allocated to zones. Frequencies
26 allocated to zones for initial attack are not to be dedicated for project fire
27 use. If additional frequencies are required, they must be requested from and
28 assigned by the NIFC CDO.
- 29 • Air-to-Ground – FM frequencies will be assigned and coordinated by the
30 NIFC CDO and agency frequency managers.

31 Both AM and FM aviation frequency assignments will be used on an
32 interagency basis and a master record of these assignments is maintained by the
33 NIFC CDO. Updated frequency information is coordinated annually with the
34 GACCs.

35 **Pre-assigned National Frequencies**

36 **National Air Guard Frequency (168.6250 MHz)**

37 A National Interagency Air Guard frequency for aircraft will be used for
38 emergency aviation communications. Continuous monitoring of this frequency
39 in narrowband mode is mandatory by agency dispatch centers. A Continuous
40 Tone Coded Squelch System (CTCSS) tone of 110.9 Hz must be used when

1 transmitting on the National Air Guard Frequency. This frequency must be
2 programmed into the last channel of every group in fire handheld radios.

3 This frequency, 168.6250 MHz is only used for:

- 4 • Air-to-air emergency contact and coordination;
- 5 • Ground-to-air emergency contact; and
- 6 • Initial call, recall, and re-direction of aircraft when no other contact
7 frequency is available.

8 **National Flight Following Frequency (168.6500 MHz)**

9 The National Flight Following Frequency is used to monitor interagency and
10 contract aircraft. All aircraft on point-to-point or mission flights should
11 establish/terminate flight following, and confirm Automated Flight Following
12 (AFF) on the National Flight Following frequency.

13 All dispatch centers/offices will monitor the national flight following frequency
14 at all times. A CTCSS tone of 110.9 must be used when transmitting and
15 receiving on the National Flight Following frequency.

16 The National Flight Following frequency is to be used for flight following,
17 dispatch, or redirection of aircraft. No other use is authorized.

18 **National Interagency Air Tactics Frequencies (166.6750 MHz, 167.9500
19 MHz, 169.1500 MHz, 169.2000 MHz, 170.0000 MHz)**

20 These frequencies are used to support air-to-air or ground-to-air
21 communications on incidents west of the 95th meridian. These frequencies shall
22 be used for air-to-air and ground-to-air communications only. They are not for
23 use as ground tactical operational frequencies.

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

27 These frequencies will be assigned by the NIFC CDO or in coordination with
28 the local unit if a NTIA-RFA is in effect.

29 **National Interagency Airtanker Base Frequency (123.9750 MHz)**

30 This frequency is assigned by the FAA to all airtanker bases (unless otherwise
31 notified) for exclusive use. Use of this frequency is restricted to a radius of 40
32 nautical miles and 10,000 feet MSL from the coordinates of the airtanker base.
33 No other use is authorized.

34 **Smokejumper and Rappel/RADS Air-to-Ground Frequency (168.550 MHz)**

35 BLM and USFS Smokejumpers have been granted exclusive use of primary
36 National air-to-ground tactical frequency 168.550.

1 This frequency is also granted for use, with a separate transmit and receive tone,
2 as a secondary/backup frequency for the BLM and USFS Rappel/Rope Assisted
3 Delivery System (RADS) aerial delivery operations if the local air to ground
4 tactical frequency is being used for initial attack operations and use of that local
5 frequency could cause interference issues.

6 Use of this frequency for other than the delivery of aerial firefighters is
7 prohibited. A CTCSS tone must be used when transmitting and receiving on the
8 Smokejumper and Rappel/RADS Air-to-Ground Frequency. Smokejumpers use
9 CTCSS tone 123.0; Rappel/RADS crews use CTCSS tone 110.9.

10 **Government-wide Area Common User Frequencies (163.1000 MHz,
11 168.3500 MHz)**

12 These frequencies are used on a non-interference basis and are not exclusive to
13 any user. These frequencies are not to be used for air-to-ground operations and
14 are prohibited by DOI and USDA from use as a frequency during operations
15 involving the protection of life and property.

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

18 **National Interagency Fire Tactical Frequencies (168.0500 MHz, 168.200
19 MHz, 168.6000 MHz, 168.2500 MHz, 166.7250 MHz, 166.7750 MHz)**

20 These frequencies are approved for ground tactical operations (line of sight) on
21 incidents. Maximum transmitter output is 5 watts.

22 Not authorized for:

- 23 • Air-to-air communications;
- 24 • Air-to-ground communications; or
- 25 • Radio transmitter power output more than 5 watts.

26 Permission to use these frequencies requires prior approval from the NIFC CDO
27 (or COMC when mobilized).

28 **Incident Radio Support**

29 All National Incident Radio Support Cache (NIRSC) communications
30 equipment will be returned to NIRSC at NIFC immediately after the incident is
31 turned over to the jurisdictional agency.

32 No cache communications equipment shall be moved from one incident to
33 another without being first returned to NIRSC for refurbishment. Unused and
34 red-sealed equipment may be moved, but only upon approval of the NIFC CDO
35 or COMC.

1 Military Communications on an Incident

2 Military units assigned to an incident are assigned radios approved for use on
3 incidents. Each battalion is typically assigned 80 handheld radios. Sixteen of
4 these radios are used by military crew liaisons. Intercrew communications
5 within a military unit is provided by the military on their radios using their
6 frequencies. All frequency assignments at the incident will be made by the
7 COML in accordance with the ICS-205.

8 Some military units have aviation VHF-FM radios compatible with civilian
9 systems. Other units must be provided VHF-FM radios prior to dispatch to an
10 incident. Wiring harnesses and radios will be resource ordered by the incident.
11 The resource order will include a request for qualified personnel from NIICD to
12 perform the installation of the equipment. Equipment will not be sent without
13 qualified personnel to install it.

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Chapter 16 Aviation Operations and Resources

Purpose and Scope

Aviation resources are one of a number of tools available to accomplish fire related land management objectives.

Aviation use must be prioritized based on management objectives and probability of success.

The effect of aviation resources on a fire is directly proportional to the speed at which the resource(s) can initially engage the fire, the effective capacity of the aircraft, and the deployment of ground resources.

These factors are magnified by flexibility in prioritization, mobility, positioning, and utilization of the versatility of many types of aircraft.

In addition to the priorities listed in the *National Interagency Mobilization Guide*, Chapter 10 under headings “Total Mobility” and “Priorities”, mobilization of aircraft should be based on optimizing the use of exclusive-use contracted aircraft. Call-when-needed aircraft will be the last ordered and the first released. The exception to this is use for initial action response and capability.

Risk management is a necessary requirement for the use of any aviation resource. The risk management process must include risk to ground resources, and the risk of not performing the mission, as well as the risk to the aircrew.

Organizational Responsibilities

National Office – Department of Interior (DOI)

Office of Aviation Services (OAS)

The Office of Aviation Services (OAS) is responsible for the coordination of aviation policy development and maintenance management within the agencies of the Department of the Interior (DOI). The OAS has no operational responsibility. The OAS provides aviation safety program oversight, accident investigation, and inspection/approval of aircraft and pilots for DOI agencies.

Bureau of Land Management (BLM)

National Aviation Office (NAO) – NAO develops BLM policy, procedures, and standards. It also maintains functional oversight, and facilitates interagency coordination for all aviation activities. The principal goals are safety and cost-effectiveness. The NAO supports BLM aviation activities and missions. This includes fire suppression, through strategic program guidance, managing aviation programs of national scope, coordination with OAS, and interagency

1 partners. The Fire and Aviation Directorate has the responsibility and authority,
2 after consultation with State Fire Management Officers, for funding and
3 acquisition of all fire aircraft, prioritizing the allocation of BLM aircraft on a
4 Bureau wide basis, and approving State Office requests to acquire supplemental
5 aircraft resources. Refer to *BLM National Aviation Plan and Manual 9400* for
6 aviation policy and guides. Refer to 112 DM 12 for a list of responsibilities.

7 ***National Park Service (NPS)***

8 The Branch of Aviation develops NPS policy, procedures, and standards for all
9 fire and non-fire aviation activities. This includes providing guidance on fire
10 suppression, as well as standardizing aviation programs at the national level,
11 coordinating with OAS and interagency partners. The Branch of Aviation also
12 has responsibility for operational execution of the aviation program. The Branch
13 ensures personnel receive aviation training, provides internal training for fleet
14 pilots, has responsibility for quality assurance and quality control of park
15 aviation programs and provides fiscal analysis to determine numbers and types
16 of aircraft for the bureau.

17 ***Bureau of Indian Affairs (BIA)***

18 The NAO is responsible for supporting all BIA Aviation programs through an
19 active and professional aviation organization that:

- 20 • Develops and coordinates efficient aviation policy and management
21 processes;
- 22 • Provides guidance for aviation programmatic and operational risk
23 management;
- 24 • Leads aviation safety assurance and promotion programs;
- 25 • Provides aircraft acquisition support as specified by Indian Affairs
26 management objectives; and
- 27 • Develops and promotes a skilled aviation management workforce.

28 **National Office – U.S. Department of Agriculture**

29 ***Forest Service (FS)***

30 The FS has responsibility for all aspects of its aviation program, including
31 aviation policy and budget development, aircraft acquisition, pilot
32 standardization, and maintenance management. In addition, the FS has
33 operational responsibility for functional oversight of aviation assets and
34 facilities, accident investigation, and aircraft and pilot inspection.

35 The Assistant Director (AD), Aviation, is responsible to the Director of Fire and
36 Aviation Management for the management and supervision of the National
37 Headquarters Office in Washington DC, and the detached Aviation Unit in
38 Boise. The AD, Aviation provides leadership, support and coordination for
39 national and regional aviation programs and operations. Refer to FSM 5704.22
40 for list of responsibilities.

- 1 The Branch Chief, Aviation Operations reports to the AD, Aviation, and is
2 responsible for national aviation operational management and oversight.
- 3 The Branch Chief, Pilot Standardization reports to the AD, Aviation, and is
4 responsible for pilot and aircrew standardization and approval of agency and
5 contract pilots and aircrew.
- 6 The Branch Chief, Airworthiness reports to the AD, Aviation, and is responsible
7 for national aircraft airworthiness and maintenance program management and
8 oversight.
- 9 The Branch Chief, Aviation Business Operations reports to the AD, Aviation
10 and is responsible for policy maintenance and development, budget
11 development, and planning.
- 12 The Aviation Strategic Planner reports to the AD, Aviation and is responsible
13 for strategic planning and reporting.
- 14 The Branch Chief, Aviation Safety Management Systems reports to the AD,
15 Risk Management and Training, and is responsible for the national aviation
16 safety and risk management program and oversight.

17 **State/Regional Office**

- 18 • **BLM** – *State FMOs are responsible for providing oversight for aircraft*
19 *hosted in their state. State FMOs have the authority and responsibility to*
20 *approve, with National Office concurrence, acquisition of supplemental*
21 *aircraft resources within their state. State FMOs have the authority to*
22 *prioritize the allocation, pre-positioning and movement of all aircraft*
23 *assigned to the BLM within their state. State Offices will coordinate with*
24 *the National Office on movement of their aircraft outside of their State. A*
25 *State Aviation Manager (SAM) is located in each state office. SAMs are*
26 *delegated as the Contracting Officers Representative (COR) for all*
27 *exclusive use aircraft hosted by their state. SAMs implement aviation*
28 *program objectives and directives to support the agency mission and state*
29 *objectives. A state aviation plan is required to outline the state aviation*
30 *program objectives and to identify state-specific policy and procedures.*
- 31 • **NPS** – *A Regional Aviation Manager (RAM) is designated for each Region.*
32 *RAMs oversee the tactical execution of their region’s aviation programs,*
33 *provide technical expertise and aviation safety oversight of the parks in*
34 *their geographic area. RAMs observe regional aviation activities and*
35 *provide liaison with the national Branch of Aviation and other agencies as*
36 *appropriate. A Regional aviation operations and management plan is*
37 *required to outline the Region’s aviation program objectives and to identify*
38 *Region-specific policy and procedures.*
- 39 • **FWS** – *A Regional Aviation Manager (RAM) is designated for each Region.*
40 *RAMs implement aviation program objectives and directives to support the*

- 1 agency mission and Region objectives. Several Regions have additional
2 support staff, and/or pilots assigned to support aircraft operations and to
3 provide technical expertise. A Regional aviation operations and
4 management plan is required to outline the Region's aviation program
5 objectives and to identify Region-specific policy and procedures.
- 6 • **FS** – Regional Aviation Officers (RAOs) are responsible for directing and
7 managing Regional aviation programs in accordance with the National and
8 Regional Aviation Management Plans, and applicable agency policy
9 direction. (Refer to FSM 5700 and FSH 5709.16 for list of responsibilities).
10 RAOs report to Director of Fire and Aviation for their specific Region.
11 Regional Aviation Safety Managers (RASMs) are responsible for aviation
12 safety in their respective Regions, and work closely with the RAO to ensure
13 aviation safety is an organizational priority (refer to FSM 5700 and FSH
14 5709.16 for list of responsibilities). Most Regions have additional aviation
15 technical specialists and pilots who help manage and oversee the Regional
16 aviation programs. Most Regions also have Aviation Maintenance
17 Inspectors, Fixed-wing Program Managers, Helicopter Program Managers,
18 Helicopter Operations Specialists, Inspector Pilots, etc.
 - 19 • **BIA** –
 - 20 ○ Provides oversight and approval of the acquisition and use of BIA
21 aircraft within their region;
 - 22 ○ Has the authority to prioritize the allocation, reallocation, pre-
23 positioning and movement of all aircraft assigned to the BIA within
24 their region. All movements will be coordinated with the NAO;
 - 25 ○ Manages and provides oversight of all BIA aircraft assigned to the
26 region;
 - 27 ○ Coordinates with Agencies, Geographical Coordination centers, NAO
28 aircraft coordinators on aviation resources assigned to their region;
 - 29 ○ Ensures all region assigned aviation resources are effectively utilized
30 as efficient BIA resources;
 - 31 ○ Delegates or designates the RAM, who ensures appropriate aviation
32 roles and positions are filled by qualified personnel;
 - 33 ○ Ensures all aviation employees meet DOI and BIA training
34 requirements; and
 - 35 ○ Ensures Inter-agency Agreement (IAA) between region and Office of
36 Aviation Services (OAS) Acquisition Services Directorate (ASD) is
37 valid and in force. Coordinate modifications to IAA as projects and
38 missions dictate.

39 Local Office

40 Some areas have interagency aviation programs that utilize an Aviation Manager
41 for multiple units. Duties are similar as other local level managers.

- 42 • **BLM** – Unit Aviation Managers (UAMs) serve as the focal point for the
43 Unit Aviation Program by providing technical expertise and management of
44 aviation resources to support Field Office/District programs. Field/District

- 1 *Offices are responsible for hosting, supporting, providing daily*
2 *management, and dispatching all aircraft assigned to their unit.*
3 *Field/District Offices have the authority to request additional resources; to*
4 *establish priorities, and make assignments for all aircraft assigned to the*
5 *BLM within their unit or zone.*
- 6 • **NPS** – *Unit or Park Aviation Managers have the responsibility to provide*
7 *aviation expertise and management of aviation resources at each park unit.*
8 *Organizational responsibility refer to DO-60, RM-60.*
 - 9 • **FS** – *Unit Aviation Officers (UAOs)/Forest Aviation Officers (FAOs) have*
10 *the responsibility for aviation activities at the local level, including aviation*
11 *mission planning, risk management and safety, supervision, and evaluation.*
12 *UAOs/FAOs assist Line Officers with risk assessment/management and cost*
13 *analysis. Refer to FSM 5700 Zero Code for a list of responsibilities.*
 - 14 • **BIA** – *The AAM/UAM manages the unit aviation program by providing*
15 *technical and management direction of aviation resources to support*
16 *Agency programs. The AAM/UAM has functional responsibility in the*
17 *following areas:*
 - 18 ○ *The AAM/UAM is authorized to provide for daily management of all*
19 *aviation resources;*
 - 20 ○ *Ensures Agency flight compliance with USDI/BIA/Region and Agency*
21 *policies and regulations;*
 - 22 ○ *Develop and implement the Agency/Unit aviation management plan, as*
23 *well as specific operating plans for other aviation programs (i.e.,*
24 *Helitack, SEAT, and aerial supervision);*
 - 25 ○ *Ensures completion of the Project Aviation Safety Plan (PASP) with*
26 *appropriate approvals/briefing of Line Officer;*
 - 27 ○ *Ensures that appropriate training is provided to aviation users and*
28 *supervisors. Monitors aviation training compliance for the*
29 *Agency/Unit;*
 - 30 ○ *Designates and assigns an alternate aviation manager when needed;*
 - 31 ○ *Ensures that visiting aircrews have received flight crew*
32 *briefing/aviation orientation and guides;*
 - 33 ○ *Confirms DOI/BIA/OMB requirements are met and completes the cost*
34 *analysis requirements and schedules the flight with a qualified vendor;*
 - 35 ○ *Ensures the accuracy of the Aircraft Use Report. Processes and*
36 *maintains copies and records documenting the flight as required by the*
37 *DOI manual;*
 - 38 ○ *Confirms that a qualified Flight Manager is assigned to all*
39 *project/resource flights;*
 - 40 ○ *Is responsible for the distribution and use of the Aviation Boundary*
41 *Plan/Checklist if one is in place;*
 - 42 ○ *Ensures Agency/Unit Aviation Security Plan is current and*
43 *implemented in accordance with DOI policy;*
 - 44 ○ *May serve as the COR for BIA exclusive use aircraft on their*
45 *Agency/Unit if aircraft manager is not current or qualified as such;*

- 1 ○ *Authorized to order approved aircraft utilizing agency procurement*
- 2 *documents and procedures. Also establish priorities and allocate all*
- 3 *aircraft assigned to the BIA within their unit or zone; and*
- 4 ○ *Maintains an up to date aviation reference library with all applicable*
- 5 *aviation policy and procedural references.*

6 **Aviation Information Resources**

7 Aviation reference guides and aids for agency aviation management are listed
8 for policy, guidance, and specific procedural requirements.

- 9 • **BLM** – *9400 Manual Appendix 1, National Aviation Plan (NAP) and*
- 10 *applicable aviation guides as referenced in the NAP.*
- 11 • **NPS** – *RM-60 Aviation Management Reference Manual, IHOG, and IASG.*
- 12 • **FWS** – *Service Manual 330-339, Aviation Management and IHOG.*
- 13 • **FS** – *FSM 5700, FSH 5709.16 and applicable aviation guides when*
- 14 *approved by the agency and referenced in policy.*
- 15 • **BIA** – *BIA National Aviation Plan (NAP) and applicable aviation guides as*
- 16 *referenced in the NAP.*

17 Safety alerts, operational alerts, instruction memoranda, information bulletins,
18 incident reports, and other guidance or information are issued as needed.

19 An up-to-date library with aviation policy and procedural references will be
20 maintained at all permanent aviation bases, dispatch, and aviation management
21 offices.

22 **Aviation Safety**

23 The FS, BLM, and BIA have adopted Safety Management Systems (SMS) as the
24 foundation for the aviation safety program. The four pillars of SMS are Safety
25 Policy, Safety Risk Management, Safety Assurance, and Safety Promotion. SMS
26 is the standard for aviation safety set by the International Civil Aviation
27 Organization (ICAO) and the Federal Aviation Administration (FAA).

28 SMS focuses on:

- 29 • Emphasis on proactive risk management;
- 30 • Promotes a “Just” culture;
- 31 • Addresses systemic safety concerns;
- 32 • Holds the organization accountable;
- 33 • Identifies “What” so we can manage the manageable; and
- 34 • Communicates the “Why” so the culture can learn from mistakes.

35 The intent of SMS is to improve the aviation culture by increasing hazard
36 identification, reduce risk-taking behavior, learn from mistakes, and correct
37 procedures before a mishap occurs rather than after the accident. More
38 information on SMS is available at the Wildland Fire Lessons Learned Center

1 under the Lessons Learned link at www.wildfirelessons.net. Additionally, the
2 current approved US Forest Service Aviation SMS Guide is available at
3 www.fs.fed.us/fire/av_safety/.

4 **Risk Assessment and Risk Management**

5 The use of risk management will help to ensure a safe and successful operation.
6 Risk is the probability that an event will occur. Assessing risk identifies the
7 hazard, the associated risk, and places the hazard in relationship to the mission.
8 A decision to conduct a mission requires weighing the risk against the benefit of
9 the mission and deciding whether the risks are acceptable.

10 Aviation missions always have some degree of risk. The four sources of hazards
11 are methods, medium, man, and machine. Managing risk is a 5-step process:

- 12 1. Identify hazards associated with all specified and implied tasks for the
13 mission.
 - 14 2. Assess hazards to determine potential of occurrence and severity of
15 consequences.
 - 16 3. Develop controls to mitigate or remove risk, and make decisions based on
17 accepting the least risk for the best benefit.
 - 18 4. Implement controls – (1) education controls, (2) physical controls, and (3)
19 avoidance controls.
 - 20 5. Supervise and Evaluate – enforce standards and continuously re-evaluate
21 their effectiveness in reducing or removing risk. Ensure that controls are
22 communicated, implemented, and enforced.
- 23 • **FS** – *FSM 5700. Employees shall use an operational risk management*
24 *process to evaluate the risk and hazards prior to every flight.*

25 **How to Properly Refuse Risk (Aviation)**

26 Every individual (government and contracted employees) has the right and
27 obligation to report safety problems affecting his or her safety and has the right
28 to contribute ideas to correct the hazard. In return, supervisors are expected to
29 give these concerns and ideas serious consideration. When an individual feels an
30 assignment is unsafe, he or she also has the obligation to identify, to the degree
31 possible, safe alternatives for completing that assignment. Turning down an
32 assignment is one possible outcome of managing risk.

33 A “turn down” is a situation where an individual has determined he or she
34 cannot undertake an assignment as given and is unable to negotiate an
35 alternative solution. The turn down of an assignment must be based on
36 assessment of risks and the ability of the individual or organization to control or
37 mitigate those risks. Individuals may turn down an assignment because of safety
38 reasons when:

- 39 • There is a violation of regulated safe aviation practices;
- 40 • Environmental conditions make the work unsafe; or
- 41 • They lack the necessary qualifications or experience.

- 1 Individuals will directly inform their supervisor that they are turning down the
2 assignment as given. The most appropriate means of documented turn down
3 criteria is using the Aviation Watch Out Situations (*IRPG*).
- 4 Supervisors will notify the Air Operations Branch Director (AOBD) or unit
5 aviation leadership immediately upon being informed of a turn down. If there is
6 no AOBD, notification shall go to the appropriate Section Chief, the Incident
7 Commander or local fire and aviation staff. Proper handling of turn downs
8 provides accountability for decisions and initiates communication of safety
9 concerns within the incident organization.
- 10 If the assignment has been turned down previously and the supervisor asks
11 another resource to perform the assignment, he or she is responsible to inform
12 the new resource that the assignment had been turned down and the reasons
13 why. Furthermore, personnel need to realize that a “turn down” does not stop the
14 completion of the assigned operation. The “turn down” protocol is an integral
15 element that improves the effective management of risk, for it provides timely
16 identification of hazards within the chain of command, raises risk awareness for
17 both leaders and subordinates, and promotes accountability.
- 18 If an unresolved safety hazard exists the individual needs to communicate the
19 issue/event/concern immediately to his or her supervisor and document as
20 appropriate.

21 **Aviation Safety Support**

22 **Aviation Safety and Technical Assistance Team (ASAT)**

23 During high levels of aviation activity, it is advisable to request an Aviation
24 Safety Assistance Team (ASAT). An ASAT’s purpose is to enhance risk
25 management, efficiency, effectiveness, and provide technical assistance while
26 reviewing aviation operations. If an ASAT cannot be filled internally, the
27 request may be placed with NICC through established ordering channels using
28 individual overhead requests. An ASAT should operate under a Delegation of
29 Authority from the appropriate State/Regional Aviation Manager(s) or Multi
30 Agency Coordinating Group. Formal written reports shall be provided to
31 appropriate manager(s) as outlined at the in-brief. A team should be developed
32 to fit the need of the requesting unit and may consist of the following:

- 33 • Aviation Safety Manager;
- 34 • Operations Specialist (helicopter and/or fixed wing);
- 35 • Pilot Inspector;
- 36 • Maintenance Inspector;
- 37 • Avionics Inspector (optional); and
- 38 • Aircraft Dispatcher (optional).

1 Aviation Safety Briefing

2 Every passenger must receive a briefing prior to each flight. The briefing is the
3 responsibility of the Pilot in Command (PIC) but may be conducted by the pilot,
4 flight manager, helicopter manager, fixed-wing base manager, or an individual
5 with the required training to conduct an aviation safety briefing. The pilot
6 should also receive a mission briefing from the government aircraft manager.
7 Refer to the *IRPG* and *IHOG* Chapter 10.

8 Aviation Hazard

9 An aviation hazard is any condition, act, or circumstance that compromises the
10 safety of personnel engaged in aviation operations. Pilots, flight crew personnel,
11 aviation managers, incident air operations personnel, and passengers are
12 responsible for hazard identification and mitigation. Aviation hazards may
13 include but are not limited to the following:

- 14 • Deviations from policy, procedures, regulations, and instructions;
- 15 • Improper hazardous materials handling and/or transport;
- 16 • Airspace conflicts/flight following deviation;
- 17 • Deviation from planned operations;
- 18 • Failure to utilize PPE or Aviation Life Support Equipment (ALSE);
- 19 • Failure to meet qualification standards or training requirement;
- 20 • Extreme environmental conditions;
- 21 • Improper ground operations;
- 22 • Improper pilot procedures;
- 23 • Fuel contamination; and
- 24 • Unsafe actions by pilot, air crew, passengers, or support personnel.

25 Aviation hazards also exist in the form of wires, low-flying aircraft, and
26 obstacles protruding beyond normal surface features. Each office will post,
27 maintain, and annually update a “Known Aerial Hazard Map” for the local
28 geographic area where aircraft are operated, regardless of agency jurisdiction.
29 This map will be posted and used to brief flight crews. Unit Aviation Managers
30 are responsible for ensuring the development and updating of Known Aerial
31 Hazard Maps (IHOG).

32 Aerial Applications of Wildland Fire Chemical Safety

33 Chapter 12 contains information concerning the aerial application of wildland
34 fire chemicals.

35 SAFECOM

36 The DOI and the FS have an incident/hazard reporting form called The Aviation
37 Safety Communiqué (SAFECOM). The database, available at
38 <https://www.safecom.gov/>, fulfills the Aviation Mishap Information System
39 (AMIS) requirements for aviation mishap reporting for the DOI agencies and the
40 FS. Categories of reports include: Accidents, Airspace, Hazards, Incidents,

1 Maintenance, Mishap Prevention, and Kudos. The system uses the SAFECOM
2 Form OAS-34 or FS-5700-14 to report any condition, observation, act,
3 maintenance problem, or circumstance with personnel or aircraft that has the
4 potential to cause an aviation-related mishap. The SAFECOM system is not
5 intended for initiating punitive actions. Submitting a SAFECOM is not a
6 substitute for "on-the-spot" correction(s) to a safety concern. It is a tool used to
7 identify, document, track, and correct safety related issues. A SAFECOM does
8 not replace the requirement for initiating an accident or incident report.

9 Any individual (including vendors/cooperators) with knowledge of an
10 incident/hazard should complete a SAFECOM. The SAFECOM form, including
11 attachments and pictures, should be entered directly on the internet at
12 <https://www.safecom.gov/> or faxed to the Department of the Interior's Office of
13 Aviation Services, Aviation Safety (208) 433-5069 or to the FS at (208) 387-
14 5735 ATTN: SAFETY. Electronic cc copies are automatically forwarded to the
15 National, Regional, State, and Unit Aviation Managers.

16 The agency with operational control of the aircraft at the time of the
17 hazard/incident/accident is responsible for completing the SAFECOM and
18 submitting it through agency channels.

19 **Aircraft Incidents/Accidents**

20 Notification to the FS or OAS and DOI agency Aviation Safety Managers is
21 required for any aircraft mishap involving damage or injury. Use the hotline
22 (888) 464-7427 or the most expeditious means possible. Initiate the appropriate
23 unit Aviation Mishap Response Plan.

24 **Low-level Flight Operations**

25 The only fixed-wing aircraft missions authorized for low-level fire operations
26 are:

- 27 • Smokejumper/Para-cargo;
- 28 • Aerial Supervision Module (ASM) and Lead operations; and
- 29 • Retardant, water, and foam application.

30 **Operational Procedures**

- 31 • A high-level recon will be made prior to low-level flight operations.
- 32 • All flights below 500 feet will be contained to the area of operation.
- 33 • PPE is required for all fixed-wing, low-level flights. Helmets are not
34 required for multi-engine airtanker crews, smokejumper pilots, and
35 Leadplane/ASM flight/aircrew members.

1 Congested Area Flight Operations

2 Airtankers can drop retardant in congested areas under DOI authority given in
3 *14 CFR Part 137*.

4 FS authority is granted under exemption 392, from *14 CFR Part 91.119* as
5 referenced in *FSM 5714*. When such operations are necessary, they may be
6 authorized subject to these limitations:

- 7 • Airtanker operations in congested areas may be conducted at the request of
8 the city, rural fire department, county, state, or federal fire suppression
9 agency;
- 10 • An ASM/Leadplane is ordered to coordinate aerial operations;
- 11 • The air traffic control facility responsible for the airspace is notified prior to
12 or as soon as possible after the beginning of the operation;
- 13 • A positive communication link must be established between the ASM or
14 Leadplane, airtanker pilot(s), and the responsible fire suppression agency
15 official; and
- 16 • The IC for the responsible fire agency or designee will advise the
17 ASM/Leadplane/airtanker that all non-essential people and movable
18 property have been cleared prior to commencing retardant drops.

19 Unmanned Aircraft Systems

20 Unmanned Aircraft Systems (UAS) operations shall be conducted under the
21 provisions of the *Interagency Fire Unmanned Aircraft Systems Operations*
22 *Guide* (PMS 515).

23 When UAS are flown for USFS/DOI work or benefit, Federal Aviation
24 Administration (FAA), USFS, and DOI regulations apply.

25 Units wishing to utilize UAS must have a plan in place for how they are going to
26 collect, process, and disseminate data gathered by a UAS.

27 Consult with your Unit Aviation Officer or the Regional/State aviation staff to
28 assist in selecting and ordering the aircraft best suited for the mission.

29 The following minimum standards apply:

- 30 • All aircraft (to include UAS) purchase, lease, or acquisition **must** follow
31 department procurement policy and procedures.
- 32 • All aircraft and pilots employed by the USFS or DOI agencies **shall** be
33 credentialed in accordance with departmental policy.
 - 34 ○ UAS flights under USFS operational control **must** adhere to USFS
35 policy and regulations regarding their use. Guidance can be found in
36 *FSM 5713.7*, the USFS National Aviation Safety and Management
37 Plan and at [https://www.fs.fed.us/science-technology/fire/unmanned-](https://www.fs.fed.us/science-technology/fire/unmanned-aircraft-systems)
38 [aircraft-systems](https://www.fs.fed.us/science-technology/fire/unmanned-aircraft-systems).

- 1 ○ UAS flights under DOI operational control **must** adhere to DOI policy
- 2 and regulations regarding their use. Guidance can be found in 350-353
- 3 Departmental Manuals and Operational Memorandum 11 at
- 4 <https://www.doi.gov/aviation/library/opm>.
- 5 ● Federal use of cooperator agency UAS may be authorized by a Cooperator
- 6 Aircraft Letter of Approval.

7 **Key Points**

- 8 ● An emergency COA (EOCA) must be issued for beyond visual line of sight
- 9 (BVLOS) operations within a TFR. EOCA requests shall be coordinated
- 10 through departmental channels (i.e., DOI-OAS).
- 11 ● Cooperators, pilot associations and volunteer aviation groups or individuals
- 12 must meet FAA, USFS/DOI policy.
- 13 ● Personally owned UAS or model aircraft **may not** be used by federal
- 14 agencies or their employees for interagency fire use.
- 15 ● Individuals who are determined to have interfered with wildland fire
- 16 operations may be subject to civil penalties and potentially criminal
- 17 prosecution.
- 18 ● Agency specific information can be found at:
- 19 ○ **FAA** – <https://www.faa.gov/uas>
- 20 ○ **DOI** – <https://www.doi.gov/aviation/uas>
- 21 ○ **BLM** – <https://sites.google.com/a/firenet.gov/blm-uas/program>
- 22 ○ **FS** – <https://fsweb.wo.fs.fed.us/fire/fam/aviation/uas/uasflights.htm>

23 **Airspace Coordination**

24 The Interagency Airspace Program is an aviation safety program designed to
25 enhance aviation safety and reduce the risk of a mid-air collision. Guidance for
26 this program is found in the Interagency Airspace Coordination Guide (IACG),
27 which has been adopted as policy by the DOI and FS. Additional guidance may
28 be found in the *National Interagency Mobilization Guide* and supplemented by
29 local Mobilization Guides.

- 30 ● **FS** – Refer to *FSM 5709.16 Chapter 3*.

31 Some BLM, BIA, state and FS units have Memorandums of Understanding
32 (MOUs) with local military airspace authorities for airspace coordination.
33 Briefings from Unit Aviation Managers/Officers (UAM/UAO) are crucial to
34 ensure that any local airspace information is coordinated before flight.

35 All firefighting aircraft are required to have operative transponders and will use
36 a national firefighting transponder code of 1255 when engaged in, or traveling
37 to, firefighting operations (excluding ferry flights), unless given a discrete code
38 by Air Traffic Control (ATC).

1 Additional coordination information can be found by contacting:

- 2 • **BLM** – *State Aviation Managers, National Airspace Program Manager*
- 3 • **NPS** – *Regional Aviation Managers*
- 4 • **FWS** – *National Aviation Safety and Operations*
- 5 • **FS** – *Regional Aviation Officers, National Airspace Program Manager*
- 6 • **BIA** – *Regional Aviation Managers*

7 **Flight Request and Approval**

- 8 • **NPS** – *Reference RM 60, Appendix 3 and 4.*
- 9 • **FS** – *Refer to FSM 5709.16, Chapter 30 for all flights.*

10 **Point-to-Point Flights**

11 A “Point-to-point” flight is one that originates at one developed airport or
12 permanent helibase and flies directly to another developed airport or permanent
13 helibase with the sole purpose of transporting personnel or cargo (this term does
14 not apply to flights with a scheduled air carrier on a seat fare basis). These types
15 of flights are often referred to as “administrative” flights and only require the
16 aircraft and pilot to be carded and approved for point-to-point flight. A point-to-
17 point flight is conducted higher than 500 feet above ground level (AGL).

18 Agency policy requires designating a Flight Manager for point-to-point flights
19 transporting personnel. The Flight Manager is a government employee that is
20 responsible for coordinating, managing, and supervising flight operations. The
21 Flight Manager is not required to be on board for most flights. For those flights
22 that have multiple legs or are complex in nature a Flight Manager should attend
23 the entire flight. The Flight Manager will meet the qualification standard for the
24 level of mission assigned as set forth in the *Interagency Aviation Training Guide*
25 (IAT).

- 26 • **BLM** – *Reference the BLM National Aviation Plan, Chapter 3, available at*
27 *https://www.nifc.gov/aviation/av_BLMlibrary.html.*
- 28 • **NPS** – *Reference RM-60, Appendix 3 for agency specific policy.*
- 29 • **FS** – *Refer to FSM 5709.16 Chapter 30 and the Forest Service*
30 *Administrative Use of Aircraft Desk Reference.*
- 31 • **BIA** – *Reference the BIA National Aviation Plan.*

32 **Mission Flights**

33 Mission flights are defined as flights not meeting the definition of point-to-point
34 flight. A mission flight requires work to be performed in the air (retardant or
35 water delivery, fire reconnaissance, smokejumper delivery), or through a
36 combination of ground and aerial work (delivery of personnel and/or cargo from
37 helibases to helispots or unimproved landing sites, rappelling or cargo let-down,
38 horse herding).

- 1 • PPE is required for any fixed wing mission flight conducted below
- 2 500'AGL. Flight helmets are not required for multi-engine airtanker crews,
- 3 smokejumper pilots and Leadplane/ASM flight/aircrew members.
- 4 • Required attire for ATGS and fire reconnaissance are:
 - 5 ○ Leather shoes or boots; and
 - 6 ○ Natural fiber shirt, full length cotton or nomex pants, or flight suit.
- 7 • The use of full PPE is required for all helicopter flights (point to point and
- 8 mission) and associated ground operations. The specific items to be worn
- 9 are dependent on the type of flight, the function an individual is performing,
- 10 or the ground operation being conducted. Refer to the tables in Chapter 9 of
- 11 the *IHOG* for specific requirements.
- 12 • All personnel will meet training and qualification standards required for the
- 13 mission.
- 14 • Agency FM radio capability is required for all mission flights.
- 15 • All passengers must be authorized and all personnel onboard must be
- 16 essential to the mission.
 - 17 ○ **FS** – *Special Use Mission Flight is any flight that is not point-to-point.*
 - 18 *Special use mission flights require special pilot endorsements, flight*
 - 19 *evaluations, training, and/or specialized aircraft equipment. For all*
 - 20 *special use mission flights, all pilots and aircraft must be specifically*
 - 21 *approved in writing for that flight.*

22 Mission flights for fixed-wing aircraft include but are not limited to the
23 following:

- 24 • Water or retardant application;
- 25 • Parachute delivery of personnel or cargo;
- 26 • Leadplane/ASM/Airtanker operations;
- 27 • Takeoff or landing requiring special techniques due to hazardous terrain,
- 28 obstacles, or surface conditions; and
- 29 • Aerial Supervision.

30 Mission helicopter flights include but are not limited to the following:

- 31 • Flights conducted within 500 feet AGL;
- 32 • Water or retardant application;
- 33 • Helicopter coordinator and ATGS operations;
- 34 • Aerial ignition activities;
- 35 • External load operations;
- 36 • Rappelling;
- 37 • Takeoff or landing requiring special techniques due to hazardous terrain,
- 38 obstacles, pinnacles, or surface conditions;
- 39 • Free-fall cargo;
- 40 • Fire reconnaissance;
- 41 • Short-haul operations; and
- 42 • Night helicopter operations.

1 Flight-Following All Aircraft

2 Flight-Following is mandatory for all flights. Refer to the *National Interagency*
3 *Mobilization Guide* for specific direction.

- 4 • Agency FM radio capability is required for all mission flights.
- 5 • For mission flights, there are two types of Agency Flight Following:
6 Automated Flight Following (AFF) and radio check-in. AFF is the preferred
7 method of agency flight following. If the aircraft and flight following office
8 have AFF capability, it shall be utilized. Periodic radio transmissions are
9 acceptable when utilizing AFF. Reference the AFF procedures section of
10 the *National Interagency Mobilization Guide* for more information.
- 11 • All dispatch centers designated for fire support shall have the ability to
12 monitor AFF as well as the capability to transmit and receive “National
13 Flight Following” and “Air Guard.”
- 14 • If AFF becomes inoperable the aircraft will normally remain available for
15 service, utilizing radio/voice system for flight following. Each occurrence
16 must be evaluated individually and decided by the COR/CO.
- 17 • Helicopters conducting Mission Flights shall check-in prior to and
18 immediately after each takeoff/landing per IHOG 4.II.E.2.

19 Sterile Cockpit All Aircraft

20 Sterile cockpit rules apply within a 5-mile radius of the airport. The flight crew
21 will not perform radio or cockpit communication during that time that is not
22 directly related to safe flight of the aircraft from taxi to 5 miles out and from 5
23 miles out until clearing the active runway. This would consist of reading
24 checklists, communication with Air Traffic Control (ATC), Flight Service
25 Stations, Unicom, or other aircraft with the intent of ensuring separation or
26 complying with ATC requirements. Communications by passengers or air crew
27 members can be accomplished when the audio panels can be isolated and do not
28 interfere with flight operations of the flight crew.

29 **Exception:** When conducting firefighting missions within 5 miles of an
30 uncontrolled airport, maintain sterile cockpit until departing the traffic pattern
31 and reaching final altitude. Monitor CTAF frequency if feasible while engaged
32 in firefighting activities. Monitor CTAF as soon as practical upon leaving the
33 fire and returning to the uncontrolled airport. When conducting firefighting
34 missions within Class B, C, or D airspace, notify dispatch that ATC
35 communications will have priority over dispatch communications.

36 Interagency Interim Flight and Duty Limitations/Aviation Stand Downs

37 Aviation stand downs are a means to find time, in an otherwise demanding flight
38 schedule, to reflect on core aviation safety values. In this context, aviation stand
39 downs refer to an administrative decision to keep tactical aviation resources on
40 the ground through all or part of their normal duty day or days.

1 Interim flight and duty limitations are a method to manage pilot and crew
2 fatigue by reducing the length of the duty day or increasing the number of days
3 off in the normal duty day cycle. During extended periods of high flight activity,
4 fatigue must be mitigated by fire and aviation managers.

5 Aviation stand downs and interim flight and duty day limitations can be
6 implemented at the Geographic Area or National level. In either case, the
7 procedure for implementation is the same. Requests for implementation of flight
8 and duty limitations, or proposed stand down parameters, will be made through
9 the National Aviation Office through which it originated.

10 Decisions and procedures for implementation will be made on a coordinated,
11 interagency basis, involving the GACC, NICC, and National Aviation
12 Representatives at NIFC and Aviation Contracting Officers. Details of the
13 proposal will be formalized and coordinated with other affected agencies and
14 implemented through the National Multi-Agency Coordinating Group (NMAC).

15 **Interim Flight and Duty Limitations Implementation**

16 During extended periods of a high level of flight activity or maximum 14-hour
17 days, fatigue factors must be taken into consideration by Fire and Aviation
18 Managers. Phase 2 and/or Phase 3 Duty Limitations will be implemented for
19 specific geographic area's aviation resources. The minimum scope of operation
20 should be by geographic area; e.g., Northwest, Great Basin.

21 ***Phase 1 – Standard Flight and Duty Limitations (Abbreviated Summary)***

- 22 • 14-hour maximum duty day;
- 23 • 8 hours maximum daily flight time for mission flights;
- 24 • 10 hours for point-to-point, with a 2 pilot crew;
- 25 • Maximum cumulative flight hours of 36 hours, up to 42 hours in 6 days;
- 26 and
- 27 • Minimum of 10 hours uninterrupted time off (rest) between duty periods.
- 28 • Two days off within any 14-day period.

29 This does not diminish the authority or obligation of any individual COR
30 (Contracting Officer Representative) or Aviation Manager to impose shorter
31 duty days or additional days off at any time for any flight/maintenance crew
32 members for fatigue. This authority is currently provided for in agency direction
33 and contract specifications. Aviation managers should consider the following
34 actions:

- 35 • Any tactical aircraft flight crew member (airtanker, helicopter,
36 ASM/leadplane, SEAT or air attack) may request an additional day off in
37 conjunction with their normally scheduled day(s) off.
- 38 • The additional day off may be granted when requested. Flight crews are
39 encouraged to honestly assess their fatigue level and request an additional
40 day off if they believe it is needed.

- 1 • Aircraft availability will be paid when this occurs regardless of whether a
2 relief crew is provided or not.
- 3 • When an additional day off is granted, document this in the remarks section
4 of the aircraft payment document.
- 5 • In order to assure sufficient coverage, additional days off will need to be
6 coordinated within the currently assigned GACC and communicated to
7 national aviation managers. Coordinate with your aviation managers,
8 contracting officers and dispatch organizations to implement these actions.

9 ***Phase 2 – Interim Duty Limitations***

10 When Phase 2 is activated, pilots shall adhere to the flight and day-off
11 limitations prescribed in Phase 1 and the duty limitations defined under Phase 2.

12 Each flight crew member shall be given an additional day off each 14-day
13 period. Crews on a 12-and-2 schedule shall have 3 consecutive days off (11-and-
14 3). Flight crews on 6-and-1 schedules shall work an alternating weekly schedule
15 of 5 days on, 2 days off, then 6 days on and one day off.

16 Aircraft fixed daily rates and special rates, when applicable, shall continue to
17 accrue during the extra day off. Contractors may provide additional approved
18 crews to maximize utilization of their aircraft. All costs associated with
19 providing the additional crew will be at the contractor's expense, unless the
20 additional crew is requested by the Government.

21 ***Phase 3 – Interim Duty Limitations***

22 When Phase 3 is activated, pilots shall adhere to the flight limitations of Phase 1
23 (standard), the additional day off of Phase 2, and the limitations defined under
24 Phase 3.

25 Flight crew members shall have a minimum of 12 consecutive hours of
26 uninterrupted rest (off duty) during each duty day cycle. The standard duty day
27 shall be no longer than 12 hours, except a crew duty day extension shall not
28 exceed a cumulative 14-hour duty day. The next flight crew rest period shall
29 then be adjusted to equal the extended duty day; i.e., 13- hour duty day, 13 hours
30 rest; 14- hour duty day, 14 hours rest. Extended duty day applies only to
31 completion of a mission. In no case may standby be extended beyond the 12-
32 hour duty day.

33 Double crews (2 complete flight crews assigned to an aircraft), augmented flight
34 crews (an additional pilot-in-command assigned to an aircraft), and aircraft
35 crews that work a rotating schedule; i.e., 2 days on, 1 day off, 7 days on, 7 days
36 off, or 12 days on, 12 days off, may be exempted from Phase 2 Limitations upon
37 verification that their scheduling and duty cycles meet or exceed the provisions
38 of Paragraph a. of Phase 2 and Phase 1 Limitations.

- 1 Exemptions of Phase 3 provisions may be requested through the local Aviation
- 2 Manager or COR, but must be approved by the FS RAO or DOI Area Aviation
- 3 Manager.

4 **Aviation Assets**

5 Typical agency aviation assets include: Helitack or Rappel, Aerial Supervision
6 (ATGS, HLCO, Leadplane, and ASM), Large (multi-engine) Airtankers, Very
7 Large Airtankers (VLATs), Single Engine Airtankers (SEATs), and
8 Smokejumpers.

- 9 • **BLM** – *All BLM acquired aircraft (exclusive use, On-Call, and CWN) are*
10 *available to move to areas of greatest Bureau need, thereby maximizing*
11 *efficiency and effectiveness. Specific authorities and responsibilities for*
12 *Field/State and National Offices are outlined earlier in this chapter. Offices*
13 *are expected to adhere to procedures established in the National Aviation*
14 *Plan for both acquisition and use reporting.*
- 15 • **FS** – *All FS aircraft (agency-owned, exclusive use, leased and CWN) are*
16 *available to move to areas of greatest agency need, thereby maximizing*
17 *efficiency and effectiveness. Forest Service units are expected to adhere to*
18 *procedures established in policy for acquisition and use reporting.*
- 19 • **BIA** – *All BIA acquired aircraft (exclusive use, On-Call, and CWN) are*
20 *available to move to areas of greatest Bureau need, thereby maximizing*
21 *efficiency and effectiveness. Specific authorities and responsibilities for*
22 *Regional/Agencies and National Offices are outlined in the National*
23 *Aviation Plan for both acquisition and use reporting.*

24 **Helitack**

25 Helitack crews perform suppression and support operations to accomplish fire
26 and resource management objectives.

27 **Organization – Crew Size**

- 28 • **BLM** – *The minimum crew size for a BLM exclusive-use Type 3 helicopter is*
29 *seven personnel. The minimum crew size for a BLM exclusive-use Type 2*
30 *helicopter is ten personnel. All BLM exclusive-use crews will consist of key*
31 *positions including: supervisor, assistant, squad boss, and crew members.*
32 *The BLM States may establish larger crew size and standards for their*
33 *exclusive use helicopter crews based on program need. Any increase in*
34 *crew size will be documented in the respective State Aviation Plan. BLM*
35 *helicopters operated in Alaska need only be staffed with a qualified*
36 *Helicopter Manager (HMGB).*
- 37 • **NPS** – *Helicopter exclusive-use modules will consist of a minimum of eight*
38 *fire funded personnel. The NPS regions may establish larger crew size and*
39 *standards for their exclusive use helicopter crews based on the need for an*
40 *all hazard component (Fire, SAR, Law Enforcement, and EMT). Exception*
41 *to minimum helicopter crew staffing standards must be approved by the*

- 1 National Aviation Office. NPS helicopters operated in Alaska need only be
2 staffed with a qualified Helicopter Manager (HMGB).
- 3 • **FS** – Regions may establish minimum crew size and standards for their
4 exclusive use helitack crews. Experience requirements for exclusive-use
5 helicopter positions are listed in FSFAQG, Chapter 4.
 - 6 • **BIA** – All helicopter personnel responsibilities are outlined in the IHOG.
7 CWN helitack training and currency requirements are contained in the
8 NWCG PMS 310-1. Each region hosting exclusive-use helicopters is
9 responsible for providing essential management, overhead, equipment,
10 facilities and the resources necessary to fully support the helitack crew.
11 Host regions are encouraged to increase helitack crew size minimum
12 requirements to enhance operational efficiency. Recommended minimum
13 staffing levels:
 - 14 ○ Type 3 helicopter – 7 helitack personnel
 - 15 ○ Type 2 helicopter – 15 helitack personnel

16 **Operational Procedures**

17 The *Interagency Helicopter Operations Guide* (IHOG) NFES 1885 is policy for
18 helicopter operations.

19 **Communication**

20 The helitack crew standard is one handheld programmable multi-channel FM
21 radio per every two crew persons, and one multi-channel VHF-AM
22 programmable radio in the primary helitack crew (chase) truck. Each helitack
23 crew (chase) vehicle will have a programmable VHF-FM mobile radio. Each
24 permanent helibase will have a permanent programmable FM radio base station
25 and should be provided a VHF-AM base station radio.

26 **Transportation**

27 Dedicated vehicles with adequate storage and security will be provided for
28 helitack crews. The required Gross Vehicle Weight (GVW) of the vehicle will
29 be dependent upon the volume of equipment carried on the truck and the number
30 of helitack crewmembers assigned to the crew.

- 31 • **BLM/BIA** – Minimum vehicle configuration for a seven person crew will
32 consist of one Class 661 Helitack Support Vehicle and one Class 156 or
33 Class 166 vehicle.

34 **Training and Experience Requirements**

35 All helitack members will meet fire qualifications as prescribed by the National
36 Wildfire Coordinating Group (NWCG) 310-1 and their agency manual
37 requirements. The following chart establishes experience and training
38 requirements for FS, BLM, NPS, FWS, and BIA exclusive use, Fire Helicopter
39 Crew Positions.

40 Non-exclusive use HECM's and HMGB's should also meet the following
41 currency requirements.

- 1 **Note:** the Interagency Aviation Training Guide (October 2017) states additional
 2 aviation training requirements (A courses). The Guide is available at
 3 https://www.iat.gov/docs/IAT_Guide_2017_10.pdf.

4 **Exclusive Use Fire Helicopter Position Prerequisites**

Position ¹	Minimum Prerequisite Experience ²	Minimum Required Training ³	Currency Requirements
Fire Helicopter Crew Supervisor	One season ⁴ as an Assistant Fire Helicopter Crew Supervisor, ICT4, HMGB, HEB2		RT-372 ⁵ RT-130
Assistant Fire Helicopter Crew Supervisor	One season as a Fire Helicopter Squad Boss, ICT4, HMGB, HEB2(T)	ICS-200, S-215, S-219, S-260, S-270	RT-372 ⁵ RT-130
Fire Helicopter Squad Boss	One season as a Fire Helicopter Crewmember, FFT1, ICT5	S-211, S-212	RT-130
Fire Helicopter Crewmember	One season as a FFT2, HECM Task Book	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.

- 5 **Note:** Exceptions to the above position standards and staffing levels may be
 6 granted on a case-by-case basis by the BLM National Aviation Office, NPS
 7 Regional Office, FWS Regional Office, or FS Regional Office as appropriate.
 8 • Some positions may be designated as COR/Alternate-COR. If so, see
 9 individual Agency COR training and currency requirements.
 10 • Fire Helicopter Managers (HMGB) are fully qualified to perform all the
 11 duties associated with Resource Helicopter Manager.

12 **Helicopter Rappel and Cargo Let-Down**

13 Any rappel or cargo let-down programs must be approved by the appropriate
 14 agency national headquarters.

- 15 • **BLM** – BLM personnel involved in an Interagency Rappel Program must
 16 have SFMO approval.
 17 • **NPS/BIA** – Approval is required by the National Office.
 18 • **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).

5 **Emergency Medical Short-Haul**

6 The emergency medical short-haul mission is intended to extract injured or ill
7 personnel from areas where a ground based evacuation would expose rescuers to
8 greater risk or where such evacuation would likely cause greater harm or
9 threaten the life or limbs of the patient due to added exposure or time delay.
10 Based on a risk assessment, short-haul transport of personnel/patients may occur
11 over the most reasonable distance to a location where another type of medical
12 transportation is available (e.g., ground ambulance, EMS/life fight, or internal in
13 an agency helicopter).

14 All emergency medical short-haul programs must be approved by the
15 appropriate agency national headquarters.

- 16 • *NPS/FS/BIA – National Office approval is required.*

17 All short-haul operations will comply with the following policy:

- 18 • *NPS – Helicopter Short-haul Handbook.*
- 19 • *FS – Emergency Medical Short-Haul Operations Plan (EMSHOP).*

20 Exemptions to the policy must be requested by the program through the regional
21 office for approval by the National Aviation Office (NPS) or Director of Fire
22 and Aviation (FS).

23 **Aerial Ignition**

24 The *Interagency Aerial Ignition Guide* (IAIG) is policy for all aerial ignition
25 activities.

26 **Fire Chemical Avoidance Areas**

27 See Chapter 12 (Suppression Chemicals and Delivery Systems) for guidance.

28 **Aerial Supervision Principles for ATGS, HLCO, ASM, and Leadplane**

29 The response speed of aerial supervision resources contributes greatly to
30 established aggressive initial attack doctrine and should be utilized accordingly.

31 Aerial supervision resources will be dispatched when available to
32 initial/extended attack incidents in order to enhance safety, effectiveness, and
33 efficiency of aerial/ground operations.

1 When aerial supervision resources are collocated with airtankers, they will be
2 launched together to maximize the safety, effectiveness, and efficiency of
3 incident operations unless aerial supervision is currently over the incident.

4 Incidents with three or more aircraft over/assigned to them should also have
5 aerial supervision in the form of ATGS or ASM/Leadplane. A qualified
6 smokejumper spotter (senior smokejumper in charge of smokejumper missions)
7 may coordinate smokejumper operations with on-scene aircraft over a fire until
8 a qualified ATGS arrives.

9 **Operational Procedures and Policy**

10 The *Interagency Aerial Supervision Guide* (IASG, PMS 505) provides
11 operational procedures for all aerial supervision resources. The IASG and
12 additional aerial supervision forms are maintained online at the NWCG website
13 <https://www.nwcg.gov/publications/505>.

14 The *NIMS Wildland Fire Qualification System Guide* (PMS 310-1) provides
15 training, qualification, and currency standards.

16 The IASG contains additional requirements and is policy for the BLM, FS, BIA,
17 FWS, and NPS.

18 **Air Tactical Group Supervisor (ATGS)**

19 The ATGS coordinates incident airspace and manages incident air traffic. The
20 ATGS is an airborne firefighter who coordinates, assigns, and evaluates the use
21 of aerial resources in support of incident objectives. Specific duties and
22 responsibilities are outlined in the *Wildland Fire Incident Management Field*
23 *Guide* (PMS 210) and the *Interagency Aerial Supervision Guide* (NFES 2544).

24 **Program Management**

25 The air attack program is managed at the national level by agency program
26 managers. The National Interagency Aviation Committee (NIAC) provides
27 guidance through the Interagency Aerial Supervision Subcommittee (IASS),
28 which authorizes an Agency Program Manager/ATGS GACC Representative to
29 provide operational and programmatic oversight at the Geographic Area level.

30 **Training**

31 Classroom training is completed as per the PMS 310-1.

32 Field (flight) training assignments are coordinated and prioritized by the
33 Geographic Area Training Representatives and Agency Program
34 Manager/ATGS GACC Representatives.

35 National interagency ATGS training aircraft have been identified and are
36 utilized for the sole purpose of ATGS flight training.

1 Operational Considerations

- 2 • Ground resources will maintain consistent communication on assigned air
3 to ground frequencies with aerial supervision to maximize the safety,
4 effectiveness, and efficiency of aerial operations.
- 5 • Relief aerial supervision should be ordered for sustained operations to
6 ensure continuous coverage over an incident.
- 7 • Personnel who are performing aerial reconnaissance and detection will not
8 perform aerial supervision duties unless they are fully qualified as an
9 ATGS.
- 10 • ATGS aircraft must meet the aircraft/avionics typing requirements listed in
11 the IASG and the pilot must be carded to perform the air tactical mission.
12 Rotor-wing pilots are not required to be carded for air tactical missions.

13 Leadplane

14 A leadplane is a national shared resource. Any operation that limits the national
15 resource availability must be approved by the agency program manager.

16 Agency policy requires an ASM or Leadplane to be on order prior to aerial
17 retardant/suppressant delivery over a congested area. Operations may proceed
18 before the ASM or Leadplane arrives if communications are established with
19 on-site resources, authorization is granted from the IC, and the line is cleared
20 prior to commencing aerial application operations.

21 Aerial Supervision Module (ASM)

22 The ASM is a national shared resource.

23 The ASM is crewed with both a Leadplane qualified pilot (LEDP) and an Air
24 Tactical Supervisor (AITS). These individuals are specifically trained to operate
25 together as a team. The resource is primarily designed for providing both
26 functions (Leadplane pilot and ATGS) simultaneously from the same aircraft,
27 but can also provide single role service.

28 The LEDP is primarily responsible for aircraft coordination over the incident.
29 The AITS develops strategy and implements tactical plans through coordination
30 with the IC or designee.

31 Operational Considerations

32 Any operation that limits the national resource availability must be approved by
33 the agency program manager.

34 Aerial or incident complexity and environmental considerations will dictate
35 when the ASM ceases low-level operations. The ASM flight crew has the
36 responsibility to determine when the complexity level of the incident exceeds
37 the capability to perform both ATGS and leadplane functions from one aircraft.

1 The crew will request additional supervision resources, or modify the operation
2 to maintain mission safety and efficiency.

3 **Policy**

4 Only those individuals certified and authorized by the BLM–National Aviation
5 Office or the FS–Branch Chief Pilot Standardization will function as an Air
6 Tactical Supervisor (AITS) in an ASM mission profile.

7 **Aerial Supervision Module Program Training and Qualifications**

8 Training and qualification requirements for ASM crewmembers are defined in
9 the IASG.

10 **Reconnaissance or Patrol Flights**

11 The purpose of aerial reconnaissance or detection flights is to locate and relay
12 fire information to fire management. In addition to detecting, mapping, and
13 sizing up new fires, this resource may be utilized to provide ground resources
14 with intelligence on fire behavior, provide recommendations to the IC when
15 appropriate, and describe access routes into and out of fire areas for responding
16 units. Only qualified Aerial Supervisors (ATGS, ASM, HLCO and LEDP) are
17 authorized to coordinate incident airspace operations and give direction to
18 aviation assets. Flights with a “Recon, Detection, or Patrol” designation should
19 communicate with tactical aircraft only to announce location, altitude and to
20 relay their departure direction and altitude from the incident.

21 **Airtankers**

22 Federally contracted airtankers are national resources. Geographic areas
23 administering these aircraft will make them available for initial attack and
24 extended attack fires on a priority basis. Early-ups for large fire support can
25 have a significant effect on the resource availability late in the day. NICC must
26 be included in this discussion. The rationale for use of airtankers prior to normal
27 start times for large fire support must include obtainable incident objectives in
28 support of ground resources. Host GACCs will check with NICC prior to
29 releasing flight crews on T-1 and T-2 airtankers and VLATs for the day when
30 those resources are not being used within the host area, and could be utilized
31 elsewhere for emerging or ongoing fire activity.

32 The *National Interagency Mobilization Guide*, Chapter 50, “Airtankers”
33 contains additional direction regarding staffing and maintenance of support
34 functions to mobilize national resources.

35 For aviation safety and policy concerning wildland fire chemicals see Chapter
36 12 (Suppression Chemicals and Delivery Systems).

1 Airtankers are owned and operated by commercial vendors or owned by the
2 Forest Service and operated by contractors. The management of airtankers is
3 governed by:

- 4 • **BLM** – *The requirements of the DM, BLM NAP, and BLM Manual 9400.*
- 5 • **FS** – *Airtankers operate in accordance with 14 CFR Part 137, specific*
6 *contracts, Grants of Exemption and operations plans.*
- 7 • **BIA** – *The requirements of the DM and BIA NAP.*

8 **Airtanker Types**

9 Airtankers are typed according to their load capacity:

- 10 • Very Large Air Tankers (VLAT) – 5,000 gallons or more
- 11 • Type 1 – 3,000 to 5,000 gallons
- 12 • Type 2 – 1,800 to 2,999 gallons
- 13 • Type 3 – 800 to 1,799 gallons
- 14 • Type 4 – up to 799 gallons

15 **State of Alaska Airtankers**

16 Canadian registered CV-580 airtankers under contract to the State of Alaska can
17 be mobilized to the lower 48 as approved cooperator aircraft. These airtankers
18 have been approved by OAS under 351 DM 4 and OPM-53 for interagency use.
19 Operationally they can be used similar to other federally contracted airtankers
20 and can be directed by U.S. ASM/leadplanes or Canadian Bird Dogs.

21 **Canadian Airtankers**

22 Canadian airtankers can be activated through the NIFC/CIFFC agreement. These
23 Canadian airtankers are operated as a “group” with Canadian Bird Dogs as part
24 of their operational model. Bird Dogs have a Canadian Air Attack Officer
25 (AAO) on board and function similar to a U.S. ASM/leadplane.

26 The standard operating procedure for the Canadian Airtanker Groups is as
27 follows:

- 28 • Canadian airtankers must be supervised by a Bird Dog or U.S.
29 ASM/leadplane, and must include at a minimum a low level “show me”
30 pass.
- 31 • Canadian Bird Dogs may provide low level target identification runs
32 (“show me” pass) for either Canadian or US contracted airtankers.
- 33 • Canadian Bird Dogs can perform the functions of an ATGS.
- 34 • Canadian Bird Dogs are not authorized to “lead” U.S. federally contracted
35 airtankers.
- 36 • U.S. ASM/leadplanes are authorized to “lead” Canadian airtankers.

37 **Airtanker Rotation**

38 The national airtanker fleet includes a mix of Exclusive Use (EU), Call When
39 Needed (CWN)/On-Call Type 1 and Type 2 airtankers (Large Airtankers or
40 LATs), Very Large Airtankers (VLATs), Single Engine Airtankers (SEATs) and

1 Forest Service owned airtankers. To ensure consistent utilization, rotation, and
2 management of the national airtanker fleet, the following is interagency
3 direction for the management of airtanker rotation and supplements direction
4 contained in *Interagency Airtanker Base Operations Guide* (PMS 508) and in
5 *Interagency SEAT Operations Guide* (PMS 506).

6 All LATs, VLATs and SEATs operating from the same base shall be dispatched
7 in rotation based on the type of airtanker requested on a first in/first out basis
8 regardless of contract type (EU, CWN/On-Call or Forest Service owned) or the
9 location of the incident.

10 First in/first out also applies to airtankers that are requested for a load/return.
11 When an incident requires multiple loads of retardant, Aerial
12 Supervisors/Incident Commanders will notify the appropriate dispatch center of
13 the need for additional retardant and any operational retardant delivery
14 requirements. To ensure timely and effective retardant delivery, dispatch will
15 order the next available airtanker in rotation if an airtanker that meets the
16 requirement of the request is available and located at the load and return
17 airtanker base.

18 **Exceptions**

- 19 1. Airtankers that are not Initial Attack (IA) qualified will not be dispatched to
20 a fire unless a leadplane or Aerial Supervision Module (ASM) will be on-
21 scene upon the arrival of the non-IA qualified airtanker.
- 22 2. Incident commanders/aerial supervision requests a specific type of resource
23 (e.g., VLAT, LAT, or SEAT).
- 24 3. On-scene aerial supervision determines that the use of a specific
25 make/model airtanker is not effective based on factors such as risk,
26 maneuverability in terrain, and/or effectiveness.
- 27 4. The next airtanker in rotation has an operating restriction at the base where
28 it is being assigned. Operating restrictions may include fuel and retardant
29 availability, airtanker base or airport restrictions, significant downloading of
30 fuel or retardant based on performance, daylight remaining, or distance to
31 the incident is not considered effective.
- 32 5. Repositioning of an airtanker closer to where their maintenance crews or
33 supplies are available. The National Interagency Coordination Center
34 (NICC) will facilitate in coordination with the Geographic Area
35 Coordination Center (GACC).
- 36 6. A benefit to the government would be realized by changing the rotation.
37 This will be facilitated by the GACC or NICC with consideration to days
38 off, mission requirements, and/or anticipated need.
- 39 7. Airtankers are returning after day(s) off. Upon returning to availability from
40 days off, these airtankers will be at the end of the rotation at the airtanker
41 base. Airtankers that work a seven day schedule retain their position in the
42 rotation.

- 1 8. MAFFS, NICC ordered state cooperators, and NICC ordered Canadian
2 airtankers will begin rotation at that base after the contracted and FS owned
3 airtanker(s) at the beginning of each day.
- 4 9. Water Scoopers will not be included in airtanker base rotations.

5 **Rotation of State Airtankers**

6 Rotation of State resources on State incidents at a state airtanker base is
7 established by their agency.

8 In cases where State resources are operated in conjunction with federally
9 contracted airtankers on an incident primarily on federal lands, the State
10 airtankers are added to the rotation after the federal airtankers at the beginning
11 of each day.

12 **Additional Information**

13 Forest Service/DOI contracted airtankers, when assigned to incidents managed
14 by other agencies or state cooperators remain under the direction of the
15 Contracting Agency. Forest Service and DOI Contracted airtankers are bound
16 only by their contract and will be treated fairly and equitably during their
17 assignment with other federal or state agencies.

18 **Airtanker Payloads**

19 Loading Type 2, Type 1 or VLAT airtankers with water or dropping water
20 operationally shall not occur unless the Forest Service National Airtanker
21 Program Manager has been notified. Use of water operationally from these
22 airtankers will require the following prior to notification:

- 23 • Use of retardant is restricted by the fire management plan (FMP) for the
24 unit requesting the approval to use water. A copy of the section of the FMP
25 restricting use of retardant shall be provided to the Airtanker Program
26 Manager with the notification.
 - 27 ○ Prior to ordering an airtanker, the receiving unit should request the
28 appropriate water aerial dispensing aircraft, such as a water scooper or
29 helicopter.

30 During pre or post season fires, loading airtankers with water may be necessary
31 when the nearest airtanker base may not be operational and capable of loading
32 retardant. Once an airtanker base is operational and can load retardant, use of
33 water shall cease.

34 Use of water enhancers (gels) is strictly prohibited in Type 2, Type 1 or VLAT
35 airtankers contracted by the USDA Forest Service.

36 **Airtanker Base Operations**

37 Certain parameters for the operation of airtankers are agency-specific. For
38 dispatch procedures, limitations, and times, refer to geographic area

1 mobilization guides and the *Interagency Airtanker Base Operations Guide*
2 (*IABOG*).

3 **Loading Operations**

4 Forest Service contracted airtankers, owned airtankers and Modular Airborne
5 Firefighting System (MAFFS) airtankers shall be loaded using a Mass Flow
6 Meter to measure the payload in pounds. Refer to the Forest Service Large
7 Airtanker Operations Plan for more information.
8 https://www.fs.fed.us/fire/aviation/av_library/index.html

9 **Airtanker Base Personnel**

10 There is identified training for the positions at airtanker bases; the Interagency
11 Airtanker Base Operations Guide (*IABOG*) contains a chart of required training
12 for each position. Permanent, reload and temporary large airtanker bases will
13 meet the minimum requirements listed in Appendix E (Airtanker Base Fire
14 Readiness Review) of the *IABOG* and have a staffing plan prior to an airtanker
15 landing at the airtanker base airport. All personnel conducting airtanker base
16 operations should review the *IABOG* and have it available.

17 **Startup/Cutoff Time for Multi Engine Airtankers**

18 Refer to the *Interagency Aerial Supervision Guide* (NFES 2544).

19 **Single Engine Airtankers**

20 **Single Engine Airtanker (SEAT) Operations, Procedures, and Safety**

21 The *Interagency SEAT Operating Guide* (*ISOG*, NFES 1844) defines operating
22 standards and is policy for both the DOI and FS.

23 **Single Engine Airtanker Manager Position**

24 The SEAT Manager (*SEMG*) duties and responsibilities are outlined in the
25 *ISOG*. *SEMGs* ensure adherence to contract regulations, safety requirements,
26 and fiscal accountability.

27 **Operational Procedures**

28 Using SEATs in conjunction with other aircraft over an incident is standard
29 practice. Agency or geographical area mobilization guides may specify
30 additional procedures and limitations.

31 Depending on location, operator, and availability, SEATs are capable of
32 dropping suppressants, water, or approved chemical retardants. Because of the
33 load capacities of the SEATs (500 to 800 gallons), quick turn-around times
34 should be a prime consideration.

35 SEAT operations at established airtanker bases or reload bases are authorized.
36 All BLM and FS Airtanker base operating plans will permit SEAT loading in
37 conjunction with large airtankers.

1 **Multi-Engine Water Scoopers**

2 Forest Service contracted exclusive use and CWN multi-engine water scoopers
 3 are national resources. Geographic areas administering these aircraft will make
 4 them available for initial attack and extended attack fires on a priority basis.
 5 Generally, a water scooper manager will be assigned by the Forest Service
 6 National Aviation Office. The manager will be on site to coordinate water
 7 scooper operations, logistics and water body assessment.

8 Forest Service multi-engine water scoopers, by contract, shall not use retardant,
 9 foam or gels.

10 **Smokejumper Pilots**

11 The *Interagency Smokejumper Pilot Operations Guide* (ISPOG) serves as policy
 12 for smokejumper pilot qualifications, training, and operations.

13 **Helicopters**

14 **Helicopter Types**

15 The minimum specifications for the typing of helicopters are by allowable
 16 payload, number of passenger seats and water or retardant carrying capability.

17 **ICS Type Specifications for Helicopters**

Attributes	Type 1	Type 2	Type 3
Useful load at 59°F at sea level	5,000 pounds	2,500 pounds	1,200 pounds
Passenger seats	15 or more	9-14	4-8
Retardant or water carrying capability	700 gallons	300 gallons	100 gallons
Maximum gross takeoff/landing weight	12,501+ pounds	6,000-12,500 pounds	up to 6,000 pounds

18 The *National Interagency Mobilization Guide*, Chapter 50, contains additional
 19 direction regarding staffing and maintenance support functions to mobilize
 20 national resources. For aviation safety and policy concerning wildland fire
 21 chemicals (water enhancers, retardants and foams), reference
 22 <https://www.fs.fed.us/rm/fire/wfcs/>. Other helicopter information can be found
 23 in the *Interagency Helicopter Operations Guide* (PMS 510) at
 24 <https://www.nwcg.gov/publications/510>.

1 Military or National Guard Helicopters and Pilots

2 The *Military Use Handbook* (NFES 2175) will be used when planning or
3 conducting aviation operations involving regular military aircraft. Ordering
4 military resources is done through the National Interagency Coordination Center
5 (NICC); National Guard resources are utilized through local or state
6 Memorandum of Understanding (MOU).

7 Modular Airborne Fire Fighting System (MAFFS)

8 The *MAFFS Operating Plan* (available from the National Interagency
9 Coordination Center) will be used when planning or conducting aviation
10 operations involving MAFFS military aircraft. Ordering MAFFS is done
11 through the National Interagency Coordination Center (NICC); MAFFS are
12 utilized through a national agreement (see the *National Interagency*
13 *Mobilization Guide*). Several states have the ability to activate MAFFS through
14 separate agreements that do not require ordering through NICC.

15 Cooperator Aircraft

16 Aircraft procured/owned by cooperating agencies (state, local, and International)
17 may be utilized on federally managed fires when cooperative agreements are in
18 place and the aircraft have been approved by letter nationally or regionally.

19 The purpose of this direction is to keep non-federally approved aircraft under the
20 operational control of the agency providing the aircraft, to the extent possible.

21 States may use aircraft that have not been identified as an “Approved
22 Cooperator Aircraft” on federal lands when and where the state is the protecting
23 agency in a reciprocal or off-set agreement or when state lands are threatened
24 and the state maintains operational control of the aircraft.

25 The following conditions apply for non-federally approved aircraft:

- 26 • No federal employees are allowed to ride on board the aircraft.
- 27 • No federal employee may be assigned to a position that exercises
28 contractual control.
- 29 • They are approved to have federal personnel load retardant at federal
30 airtanker bases, regardless of jurisdiction.
- 31 • Federal personnel may provide aerial supervision (ATGS, ASM, HELCO,
32 leadplane) under existing standard procedures and agreements.
- 33 • They remain under state operational control regardless of the agency
34 affiliation of the firefighters directing the aircraft on an incident with state
35 jurisdiction.
- 36 • They are approved to interact with federal dispatch personnel as long as the
37 aircraft remains under the operational control of the state or for safety
38 reasons.

- 1 Under emergency circumstances, where **human life is immediately at risk** by
2 wildland fire on lands under federal protection, a federal line officer can approve
3 the use of non-federally approved aircraft to address the immediate threat. Under
4 circumstances where a Governor has declared a state of emergency, a federal
5 line officer at the State/Regional level, may consider any fire under federal
6 protection, as an immediate threat to human life. This exemption must only take
7 place when sufficient federal firefighting aircraft are not readily available to
8 meet the emergency need. Line officers are encouraged to consult with their
9 agency aviation management personnel to aid in decision-making.
- 10 As exemptions are exercised, they must be documented by the approving federal
11 line officer in accordance with their agencies guidance to include submitting a
12 SAFECOM within 24 hours.

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Chapter 17

Fuels Management

Introduction

The purpose of the Fuels Management (FM) programs within the Department of the Interior (DOI) and the Forest Service (FS) is to reduce hazardous fuels and risks to human communities and improve the health of the land by creating fire-resilient landscapes and restoring fire-adapted ecosystems.

The DOI and FS, along with other federal, state, Tribal, and local partners, will work to ensure effective FM efforts are collectively planned and implemented.

These efforts will be consistent with the direction provided in:

- *Review and Update of the 1995 Federal Wildland Fire Management Policy (January 2001)*
- *Guidance for Implementation of Federal Wildland Fire Management Policy (February 13, 2009)*

Policy

The federal fire agencies use the *Interagency Prescribed Fire Planning and Implementation Procedures Guide (PMS 484)* to manage prescribed fire activities. This guide provides standardized procedures specifically associated with the planning and implementation of prescribed fire.

Fuels Management – Policy, project planning and implementation priorities, and standards common to all agencies:

- The safety of firefighters and the public is the number one priority when planning and implementing projects/treatments;
- All projects/treatments will support resource management objectives as identified in their agency-specific Land/Resource Management Plans;
- All projects/treatments will have plans that contain measurable objectives;
- All projects/treatments will comply with National Environmental Policy Act (NEPA) and all other regulatory requirements;
- All projects/treatments will be tracked and progress will be reported within required timeframes; and
- All projects will be monitored to determine if treatment objectives were met and to document weather, fire behavior, fuels information, and smoke dispersion. Evaluation reports are to be completed and maintained in the project file.

Some programmatic differences are identified in the following agency-specific documentation and serve as agency-specific direction.

- **BLM** – Refer to *FA IM 2015-003*.
- **NPS** – Refer to *RM 18*.

- 1 • *FWS* – Refer to *Fire Management Handbook, Chapter 17*.
- 2 • *FS* – Refer to *FSM 5140*.
- 3 • *BIA* – Refer to *Bureau of Indian Affairs Fuels Management Business Rules,*
- 4 *July 2008*.

5 **Reporting Fuels Management Accomplishments**

6 The Hazardous Fuels Reduction (HFR) Module of the National Fire Plan
7 Operations and Reporting System (NFPORS) is the national system for
8 submitting proposed projects for approval, tracking accomplishments of the
9 program, reporting performance, measuring accomplishments, and
10 accountability for all agencies in the Department of Interior.

11 Forest Service fuels management accomplishments are entered into the Forest
12 Service Activity Tracking System (FACTS) as the official system of record for
13 tracking and reporting. This data is shared with NFPORS to facilitate
14 interagency joint reporting needs.

15 Information on FACTS can be found at
16 <https://fsweb.ftcol.wo.fs.fed.us/frs/facts/index.shtml>. Acres treated through
17 Forest Service funded State Fire Assistance grants are recorded directly in
18 NFPORS.

19 **Reporting Fuels Treatment Effectiveness Monitoring (FTEM)**

20 Anytime a wildfire starts in or interacts with a fuel treatment area, policy for all
21 agencies requires that we document the outcome to examine whether the
22 treatment had the desired effect of reduced fire behavior and/or provided
23 opportunities to firefighters for effective management of the wildfire.

- 24 • *BLM* – *Offices will complete a fuels treatment effectiveness assessment and*
25 *input appropriate information into the Fuels Treatment Effectiveness*
26 *Monitoring (FTEM) online tool for all wildfires which start in, burn into, or*
27 *burn through any portion of a fuel treatment area that has been completed*
28 *and reported in the Hazardous Fuels Module of the National Fire Plan*
29 *Operations and Reporting System (NFPORS) from fiscal year 2003 to*
30 *present. If offices have wildfire/treatment intersections that have occurred*
31 *prior to 2003 or are not in NFPORS, as long as offices can document that*
32 *fuels dollars were expended on these treatments and the wildfire is recorded*
33 *in the Wildland Fire Management Information (WFMI) system, the record*
34 *should be entered into FTEM. It is important that treatment data entered*
35 *into FTEM are consistent with the NFPORS, and that wildfire information*
36 *is consistent with the WFMI system. Refer to FA IM-2015-001.*
- 37 • *NPS* – Refer to *RM 18 and Documenting Hazardous Fuels Reduction*
38 *Program Treatment Effectiveness Memo, 10/09/2012.*
- 39 • *FWS* – Refer to *Fire Management Handbook, Chapter 17*.
- 40 • *FS* – Refer to *FSM 5140*.

- 1 • **BIA** – Refer to Bureau of Indian Affairs Fuels Treatment Effectiveness
2 Final Guidance Memo, 06/05/2013.

3 **Reporting Planned Fuels Treatments Burned in a Wildfire**

4 For NPS and FWS, acres burned in a wildfire may only be reported in the
5 NFPORS Hazardous Fuels Reduction Module as “Fire Use” if all the following
6 conditions are met:

- 7 • The area burned was in a pre-existing NFPORS treatment unit;
8 • The accomplishment has been approved from the Regional and/or National
9 level;
10 • NEPA is complete; and
11 • The planned objectives were met.
- 12 ○ **BLM** – Offices will report (using instructions from Attachment 1 of IM
13 FA-2017-034) all acres burned in a naturally-caused wildfire
14 (accomplishments of resource objectives for known human-caused fires
15 will not be reported) that accomplish resource objectives in the HFR
16 module of NFPORS when:
 - 17 ▪ An interdisciplinary team approach is used to determine the
18 specific burned acres where LUP resource objectives were met by
19 wildfire; and
 - 20 ▪ An Agency Administrator approves the determination and notifies
21 the State Fuels Lead/Specialist. Together they ensure appropriate
22 reporting in NFPORS.
 - 23 ○ **FS** – Acres burned from an unplanned natural ignition may be
24 reported as “Fire Use” accomplishment if the resulting fire effects
25 meet objectives from the Land and Resource Management Plan or
26 project-specific NEPA decision document. Human-caused wildfires
27 may not be counted as accomplishment toward target regardless of the
28 outcome. See Reporting of Wildfire Acres That Meet Resource
29 Management Objectives section below for additional information.
 - 30 ○ **BIA** – Refer to Bureau of Indian Affairs Fuels Management Business
31 Rules, July 2008, page 36.

32 **Reporting of Wildfire Acres That Meet Resource Management Objectives**

33 Acres burned in a wildfire that achieve resource management objectives as
34 defined in Land and Resource Management Plans/Fire Management Plans
35 (LRMP/FMP) will be reported in the NFPORS Non-National Fire Plan (Non-
36 NFP) module. While strategies for managing individual wildfires are established
37 through the fire management decision process, the identification of acres which
38 achieved LRMP/FMP objectives should be made after the fire is declared out,
39 regardless of the fire management objective, strategy or tactic used (e.g., even
40 though a wildfire strategy may be full suppression, the effects of a wildfire on
41 resources may be beneficial). The determination of benefit must be based on
42 land management objectives which are affected by fire severity, intensity, and

1 other fire impacts. Post-fire impact, such as invasion of exotic species and the
2 need for rehabilitation, should be considered in this determination. At a
3 minimum, acres reported in the Non-NFP module must meet the following
4 criteria:

- 5 • The LRMP/FMP supports attainment of resource benefit through use of
6 fire;
- 7 • An interdisciplinary approach is used to determine whether the LRMP/FMP
8 objectives were met; and
- 9 • Line manager approves the determination.
 - 10 ○ **FWS** – Reporting will take place in FMIS, not in the NFPORS Non-
11 National Fire Plan module. Reference FMIS User Guide at
12 <https://fishnet.fws.doi.net/regions/9/nwrs/fire/FMR/FMIS1>.
 - 13 ○ **FS** – Direction for reporting accomplishments from unplanned
14 ignitions is found in the Hazardous Fuels Reduction Treatments
15 Tracking and Accomplishments Reporting Requirements document
16 posted on the FACTS support page at
17 <https://fsweb.ftcol.wo.fs.fed.us/frs/facts/support/documents/index.shtml>.

18 Prescribed Fire During Preparedness Levels 4 and 5

19 Approval at the Regional or State Office level is required prior to ignition of
20 prescribed fires at National Preparedness Levels 4 and 5. Approving officials
21 should consider relative risks and opportunities as well as availability of local
22 resources to implement without the need for additional outside resources that
23 could add additional strain on resource availability nationally. To limit the
24 potential for mixed messages when at GACC or National Preparedness Levels 4
25 and 5, agencies should coordinate information on planned implementation of
26 prescribed fires with interagency partners at the local, GMAC and NMAC
27 levels.

- 28 • **BLM** – The State Director or designee will approve prescribed fire at
29 National or Geographic Area Preparedness Level 4 or 5.
- 30 • **NPS** – At National Preparedness Level 4 or 5, concurrence from NPS
31 Branch of Fire Management must be obtained prior to implementing
32 prescribed fires. At Geographic Area Preparedness Level 4 or 5, NPS
33 Regional Fire Management concurrence must be obtained prior to
34 implementing prescribed fires.
- 35 • **FWS** – During Geographic Area Preparedness Level 4 or 5, written
36 concurrence from RFMC is required prior to ignition. During National
37 Preparedness Level 5, concurrence from Headquarters, Branch of Fire
38 Management must be obtained prior to implementing prescribed fires. Refer
39 to FMH, Chapter 17 for additional information.
- 40 • **FS** – The Regional Forester will approve or disapprove new prescribed
41 fires or continue existing prescribed fire at National Preparedness Levels 4
42 and 5 or if National Fire Danger Rating System forecasted adjective rating

- 1 is “Extreme” for the county that the prescribed fire is located or any
2 adjacent county. Reference FSM Interim Directive WO-ID-5140-2017-1.
- 3 • **BIA** – At National Preparedness Levels 4 and 5, prescribed fire (Rx)
4 applications can be initiated or continued if the proposed action is
5 approved by an agency at the Regional level. The approval must be based
6 on an assessment of risk, impacts of the proposed actions on Area resources
7 and activities, and include feedback from the GMAC. At National
8 Preparedness Level 5, for Rx applications to be initiated or continued that
9 require additional support of resources from outside the local unit or
10 require resource ordering of an IMT, the Regional Fuels Specialist must
11 prepare a written justification to request permission to implement a new
12 prescribed fire and submit to the BIA Director of Fuels Management. A
13 National MAC representative will assess risk and impacts of the proposed
14 action(s) and present to NMAC for review prior to proceeding. The final
15 decision to implement resides with the implementing agency.

16 **Federal Agencies Assistance**

17 Reference Section VI of the *Interagency Agreement for Wildland Fire*
18 *Management among the Bureau of Land Management, Bureau of Indian Affairs,*
19 *National Park Service, Fish and Wildlife Service of the United States*
20 *Department of The Interior, and the Forest Service of the United States*
21 *Department of Agriculture, effective 2011-2015.*

22 Agencies will enter into separate agreements for personnel and other resources
23 provided for planning and implementation of fuels management treatments and
24 activities. This may or may not result in an exchange of funds subject to the
25 applicable statutory authority used.

- 26 • **FS** – USFS units will make every attempt to establish agreements in
27 advance when planning to utilize resources from cooperating agencies to
28 implement or respond as contingency resources for prescribed fire.
29 However, for prescribed fire activities and exigent circumstances, where an
30 agreement was not executed and funds were not obligated prior to
31 commencing work, a ratification may not be necessary if an approved
32 agreement is executed and funds obligated on I-web within 30 calendar
33 days of the start of work. See FSH 1509.11 Chapter 10, Section 15.81.
- 34 • **BIA** – Refer to Bureau of Indian Affairs Fuels Management Business Rules,
35 July 2008, pages 23-24.

36 **Hazard Pay/Environmental Differential for Prescribed Fire** 37 **Implementation**

38 Current policy is that hazard pay will not be paid for any prescribed fire. Under
39 certain circumstances, (i.e., low level flight operations), hazard pay or
40 environmental differential may be warranted. Offices should contact their
41 servicing personnel office with specific questions.

1 Non-NWCG Agency Personnel Use on Prescribed Fire

2 For information regarding use of non-NWCG agency personnel on prescribed
3 fires, see Chapter 13.

4 Use of Contractors for Prescribed Fire Implementation

5 Agencies can contract to conduct all or part of the planning and implementation
6 of prescribed fire operations and/or all or part of mechanical treatments for fuels
7 management projects. Contractors must meet NWCG 310-1 qualification
8 requirements and agency standards for specific skill positions for prescribed fire
9 operations.

10 If a contractor is actively involved in igniting, holding, or mopping up an agency
11 prescribed fire, a Contracting Officer's Authorized Representative (COR) or
12 Project Inspector (PI) will be on site (exceptions can be made for late stage mop
13 up and patrol) to ensure that the prescribed fire objectives are being met and that
14 the terms of the contract are adhered to. The Agency Administrator and/or FMO
15 will determine the qualifications required for the agency representative (COR or
16 PI).

- 17 • *FS* – Contractors must meet requirements for any specific skill positions for
18 prescribed fire operations as described in NWCG PMS 310-1 or FSH
19 5109.17 for positions not found in the PMS 310-1 (e.g., RXB3). Reference
20 FSM 5140.
- 21 • *BIA* – Refer to Bureau of Indian Affairs Fuels Management Business Rules,
22 July 2008, pages 22.

23 Use of AD Pay Plan for Prescribed Fire

24 Refer to the DOI Administratively Determined (AD) Pay Plan for Emergency
25 Workers (Casuals) for information regarding the use of emergency workers for
26 prescribed fire. The DOI AD Pay Plan does not allow for use of Casuals for
27 mechanical or chemical treatment fuels reduction projects.

28 Forest Service does not have this authority.

29 Activation of Contingency Resources

30 In the event contingency resources are activated, sending units should respond
31 and support the requesting agency immediately.

32 Non-fire Fuels Management Activities

33 For policy, guidance, and standards for implementation of non-fire fuel
34 reduction treatments (e.g., mechanical, biological, chemical), refer to agency-
35 specific policy and direction.

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 and 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 with
 2 a specific incident. The purpose of a review is to ensure the effectiveness of the
 3 system element being reviewed, and to identify deficiencies and recommend
 4 specific corrective actions. Established review types are described below and
 5 include:

- 6 • Preparedness Reviews
- 7 • After Action Reviews
- 8 • Fire and Aviation Safety Team Reviews
- 9 • Safety Assistance Team Visits
- 10 • Aviation Safety and Assistance Team Reviews
- 11 • Large Fire Cost Reviews (FS)
- 12 • Significant Wildland Fire Reviews (DOI)
- 13 • Individual Fire Reviews
- 14 • Lessons Learned Reviews
- 15 • Rapid Lesson Sharing
- 16 • Declared Wildfire Reviews

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 (FS)	Washington Office discretion	Washington Office
Significant Wildland Fire Review (DOI)	Refer to OWF Policy Memorandum 2016-013	Agency Director, Agency Administrator or individual bureau direction
Individual Fire Review	Management discretion	Local/State/Region/National
Lessons Learned Review • <i>NPS/FS – FLA may be used</i>	Management discretion	Local/State/Region/National
Rapid Lesson Sharing	Management discretion	N/A

Type	When Conducted	Delegating or Authorizing Official
Declared Wildfire Review	See <i>Interagency Prescribed Fire Planning and Implementation Procedures Guide</i> (PMS 484)	See <i>Interagency Prescribed Fire Planning and Implementation Procedures Guide</i> (PMS 484)

1 Preparedness Reviews

2 Preparedness Reviews assess fire programs for compliance with established fire
3 policies and procedures outlined in the current *Interagency Standards for Fire*
4 *and Fire Aviation Operations* and other pertinent policy documents.

5 Preparedness Reviews identify organizational, operational, procedural,
6 personnel, or equipment deficiencies, and recommend specific corrective
7 actions. Interagency Preparedness Review Checklists can be found at
8 https://www.nifc.gov/policies/pol_ref_intgncy_prepcheck.html.

9 After Action Reviews (AAR)

10 An AAR is a learning tool intended for the evaluation of an incident or project
11 in order to improve performance by sustaining strengths and correcting
12 weaknesses. An AAR is performed as soon after the event as possible by the
13 personnel involved. An AAR should encourage input from participants that is
14 focused on:

- 15 • What was planned?
- 16 • What actually happened?
- 17 • Why it happened?
- 18 • What can be done the next time?

19 An AAR is a tool that leaders and units can use to get maximum benefit from
20 the experience gained on any incident or project. When possible, the leader of
21 the incident or project should facilitate the AAR process. However, the leader
22 may choose to have another person facilitate the AAR as needed and
23 appropriate. AARs may be conducted at any organizational level. However, all
24 AARs involve the exchange of ideas and observations, and focus on improving
25 proficiency. The AAR should not be utilized as an investigational review. The
26 format can be found in the *Interagency Response Pocket Guide (IRPG)*, PMS
27 461, NFES 1077. Additional AAR information is available at
28 https://www.fireleadership.gov/toolbox/after_action_review/index.html.

29 Fire and Aviation Safety Team (FAST) Reviews

30 Fire and Aviation Safety Teams assist Agency Administrators during periods of
31 high fire activity by assessing policy, rules, regulations, and management
32 oversight relating to operational issues. They can also do the following:

- 33 • Provide guidance to ensure fire and aviation programs are conducted safely;

- 1 • Assist with providing immediate corrective actions;
 - 2 • Review compliance with OSHA abatement plan(s), reports, reviews, and
 - 3 evaluations; and
 - 4 • Review compliance with *Interagency Standards for Fire and Fire Aviation*
 - 5 *Operations*.
- 6 FAST reviews can be requested through geographic area coordination centers to
- 7 conduct reviews at the state/regional and local level. If a more comprehensive
- 8 review is required, a national FAST can be ordered through the National
- 9 Interagency Coordination Center.
- 10 FASTs include a team leader, who is either an Agency Administrator or fire
- 11 program lead with previous experience as a FAST member, a safety and health
- 12 manager, and other individuals with a mix of skills from fire and aviation
- 13 management.
- 14 FASTs will be chartered by their respective Geographic Area Coordinating
- 15 Group (GACG) with a Delegation of Authority, and report back to the GACG.
- 16 FAST reports will include an executive summary, purpose, objectives,
- 17 methods/procedures, findings, recommendations, follow-up actions (immediate,
- 18 long-term, national issues), and a letter delegating authority for the review.
- 19 FAST reports should be submitted to the GACG with a copy to the Federal Fire
- 20 and Aviation Safety Team (FFAST) chair within 30 days. See Appendix L for
- 21 sample FAST Delegation of Authority.
- 22 **Safety Assistance Team (SAT) Visits**
- 23 In addition to FAST reviews, SAT visits emphasize engaging individual
- 24 firefighters, managers, and administrators to grasp potential issues, with a focus
- 25 on firefighting safety fundamentals. SAT visits are not inspections. SATs are
- 26 often ordered when activity within an area escalates rapidly, or when a high
- 27 level of activity has been occurring for a long time. SATs can be single agency
- 28 or interagency in scope and composition.
- 29 The goals of a Safety Assistance Team are to:
- 30 • Assist fire managers and IMTs with site visits with firefighters, fire
 - 31 managers, and program leaders.
 - 32 • Be service oriented, assisting the local units.
 - 33 • Provide early warning of potentially hazardous conditions or situations.
- 34 Direct intervention, circumventing normal chain of command, is authorized
- 35 when necessary; however, the overall objective is to create a work environment
- 36 where the normal operating procedures are responsible for safe practices.
- 37 **Aviation Safety Assistance Team (ASAT) Reviews**
- 38 Refer to Chapter 16 for ASAT information.

1 Large Fire Cost Reviews (FS)

2 A Large Fire Cost Review may be conducted at the discretion of the Washington
3 Office, at the request of the Regional Office, or when requested by multi-
4 jurisdictional cooperators.

5 Significant Wildland Fire Reviews (DOI)

6 A Significant Wildland Fire Review will be conducted when an incident (single
7 fire or complex) meets or exceeds federal combined expenditures of \$15 million
8 in suppression costs, and more than 50% of the burned acres are managed by
9 one or more DOI bureaus.

10 A review may also be conducted when an incident (single fire or fire complex)
11 meets or is expected to meet one or more of the following criteria:

- 12 • There are significant political, social, natural resource, complexity, size, or
13 policy issues;
- 14 • There are significant and complicated cost-share or multi-jurisdictional
15 issues; or
- 16 • The affected agency/Agency Administrator requests a review.

17 It is the agency's responsibility to advise the appropriate individual(s) within
18 their agency of the need for a Significant Wildland Fire Review. When a multi-
19 jurisdictional fire requires review, the DOI bureaus will determine which agency
20 will be designated as the lead in the review process.

21 The Agency will provide a Delegation of Authority to the Significant Wildland
22 Fire Review Team authorizing the implementation of a review. When possible,
23 Significant Wildland Fire Reviews should be conducted when the Incident
24 Management Team is still in place to allow prompt access to records and
25 incident personnel.

- 26 • *BLM – The Assistant Director, Fire and Aviation will initiate, facilitate,
27 and provide oversight for the SWFR process. Upon determination of the
28 need for a SWFR, the AD will coordinate with the appropriate state director
29 and assemble a SWFR team, provide a Delegation of Authority, and initiate
30 the SWFR using direction found at
31 http://web.blm.gov/internal/fire/budget/Reports/Report_Menu_new.htm.
32 The AD will provide briefings to the Bureau Director, as appropriate.*
- 33 • *NPS – Significant Wildland Fire Reviews (SWFR) will be conducted at
34 Management discretion and the Delegating Official may be at the Local,
35 Regional, or National level. See the Agency Administrator and Fire
36 Management Performance Tables in Chapter 3 and the “Review Types and
37 Requirements” table for further information.*

38 Individual Fire Reviews

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,

- 1 correct deficiencies, identify new or improved procedures, techniques or tactics,
- 2 determine cost-effectiveness, and compile and develop information to improve
- 3 local, state/regional, or national fire management programs.

4 **Lessons Learned Reviews (LLRs)**

5 The purpose of a LLR is to focus on the near miss events or conditions in order
6 to prevent potential serious incident in the future. In order to continue to learn
7 from our near misses and our successes it is imperative to conduct a LLR in an
8 open, non-punitive manner. LLRs are intended to provide educational
9 opportunities that foster open and honest dialog and assist the wildland fire
10 community in sharing lessons learned information. LLRs provide an outside
11 perspective with appropriate technical experts assisting involved personnel in
12 identifying conditions that led to the unexpected outcome and sharing findings
13 and recommendations.

14 A LLR should be tailored to the event being reviewed. The scope of the review
15 should be commensurate with the severity of the incident. A LLR will not be
16 substituted for a Serious Accident Investigation (SAI) or Accident Investigation
17 (AI), should the criteria for either of those be met, but may be used as a
18 supplement to the SAI or AI.

- 19 • *NPS – Facilitated Learning Analysis (FLA) may be used for incidents*
20 *meeting the AI criteria.*
- 21 • *FS – Facilitated Learning Analysis (FLA) may be used for incidents*
22 *meeting the AI criteria or if a CRP is not being utilized for an incident*
23 *meeting SAI criteria. A guide for the FLA process is available at*
24 *http://bit.ly/FLA_guide.*

25 A LLR will be led by a facilitator not involved in the event. A facilitator should
26 be an appropriate fire management expert who possesses skills in interpersonal
27 communications, organization, and be unbiased to the event. Personnel involved
28 in the event will be participants in the review process. Depending upon the
29 complexity of the event, the facilitator may request assistance from technical
30 experts (e.g., fire behavior, fire operations, etc.).

31 The LLR facilitator will convene the participants and:

- 32 • Obtain a Delegation of Authority from appropriate agency level. See
33 Appendix J for a sample LLR Delegation of Authority;
- 34 • Identify facts of the event (and tables maybe helpful in the process) and
35 develop a chronological narrative of the event;
- 36 • Identify underlying reasons for success or unintended outcomes;
- 37 • Identify what individuals learned and what they would do differently in the
38 future;
- 39 • Identify any recommendations that would prevent future similar
40 occurrences;
- 41 • 24- and 72-hour reports may be produced, but are not required; and

- 1 • Provide a final written report including the above items to the pertinent
2 Agency Administrator(s) within two weeks of event occurrence unless
3 otherwise negotiated. Names of involved personnel should not be included
4 in this report (reference them by position).

5 A copy of the final report will be submitted to the respective agency's national
6 fire safety lead who will provide a copy to the Wildland Fire Lessons Learned
7 Center (LLC). E-mail: llcdocsbmit@gmail.com.

8 **Rapid Lesson Sharing (RLS)**

9 RLS is a type of Lessons Learned Review (LLR) for field personnel to quickly
10 share lessons with others. RLS can be used to document and share lessons
11 learned as a result of close calls, minor accidents, successes, efficient ways of
12 performing work, adaptations, or anything wildland fire personnel can learn
13 from.

14 To submit or view RLS documents, go to
15 <http://www.wildfirelessons.net/Resources/RapidLessonSharing>.

16 **Declared Wildfire Reviews**

17 Every prescribed fire resulting in a wildfire declaration will receive an outcome
18 review. Declared wildfire outcome review direction is found in these agency
19 documents:

- 20 • *Interagency Prescribed Fire Planning and Implementation Procedures*
21 *Reference Guide (PMS 484)*
 - 22 ○ **BLM** – Refer to FA IM-2014-001.
 - 23 ○ **NPS** – Refer to RM-18, Chapter 7 and 17.
 - 24 ○ **FWS** – Refer to Fire Management Handbook, Chapter 17.
 - 25 ○ **FS** – Refer to FSM 5140.
 - 26 ○ **BIA** – Refer to Bureau of Indian Affairs Fuels Management Program
27 *Supplement to the Interagency Prescribed Fire Planning and*
28 *Implementation Procedures Reference Guide (December 2008),*
29 *Chapter 3.*

30 Declared Wildfire Reviews will be submitted to the Wildland Fire Lessons
31 Learned Center (LLC) by the agency fuels program lead. Submissions should be
32 sent to llcdocsbmit@gmail.com.

33 **Investigations**

34 Investigations are detailed and methodical efforts to collect and interpret facts
35 related to an incident or accident, identify causes (organizational factors, local
36 workplace factors, unsafe acts), and develop control measures to prevent
37 recurrence.

- 1 Distinct types of wildland fire incidents and accidents have specific
2 investigation requirements.

3 **Wildland Fire Incident and Accident Types and Definitions**

- 4 • **Serious Wildland Fire Accident** – An unplanned event or series of events
5 that resulted in death, injury, occupational illness, or damage to or loss of
6 equipment or property. For wildland fire operations, a serious accident
7 involves any of the following:
8 o One or more fatalities;
9 o Three or more personnel who are inpatient hospitalized as a direct
10 result of or in support of wildland fire operations;
11 o Property or equipment damage of \$250,000 or more; and/or
12 o Consequences that the Designated Agency Safety and Health Official
13 (DASHO) judges to warrant a Serious Accident Investigation.
- 14 • **Wildland Fire Accident** – An unplanned event or series of events that
15 resulted in injury, occupational illness, or damage to or loss of equipment or
16 property to a lesser degree than defined in “Serious Wildland Fire
17 Accident.”
- 18 • **Near-miss** – An unplanned event or series of events that could have
19 resulted in death, injury, occupational illness, or damage to or loss of
20 equipment or property but did not.
- 21 • **Entrapment** – A situation where personnel are unexpectedly caught in a
22 fire behavior-related, life-threatening position where planned escape routes
23 or safety zones are absent, inadequate, or compromised. Entrapment may or
24 may not include deployment of a fire shelter for its intended purpose.
25 Entrapment may result in a serious wildland fire accident, a wildland fire
26 accident, or a near-miss.
- 27 • **Burnover** – An event in which a fire moves through a location or overtakes
28 personnel or equipment where there is no opportunity to utilize escape
29 routes and safety zones, often resulting in personal injury or equipment
30 damage.
- 31 • **Fire Shelter Deployment** – The removing of a fire shelter from its case and
32 unfolding it to use as protection against heat, smoke and burning embers.
- 33 • **Fire Trespass** – The occurrence of unauthorized fire on agency-protected
34 lands where the source of ignition is tied to some type of human activity.

1 Investigation Types and Requirements

Wildland Fire Event	Investigation Type	Management Level Requiring Notification ¹	Management level that determines review type and authorizes review ²
Serious Wildland Fire Accident	Serious Accident Investigation (SAI) <i>FS – Coordinated Response Protocol (CRP). If CRP is not activated, then an FLA will be implemented using a Regional Delegation of Authority.</i>	National	National
Wildland Fire Accident	Accident Investigation (AI) <i>NPS/FS – 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/Regional/ State
Fire Shelter Deployment	SAI, AI, LLR, depending on severity	National	National/Regional/ State
Near-miss	LLR, AAR	Management Discretion	Region/State/Local
Fire Trespass	Fire Cause Determination and Trespass Investigation	Local	Local

¹In the event that a wildland fire entrapment or fatality occurs, immediate notification to NICC is required. A *Wildland Fire Entrapment/Fatality Initial Report* (PMS 405-1) should be completed and mailed to NICC electronically or by fax machine within 24 hours. Submit this report even if some data is missing. The PMS 405-1 is located at https://www.nifc.gov/nicc/logistics/coord_forms.htm.

² Higher level management may exercise their authority to determine the type of review or investigation.

- 2 • *BLM – BLM accidents that involve fire and aviation employees or*
3 *equipment will be investigated according to the requirements stated in this*
4 *chapter. Investigations will occur regardless of land jurisdiction. Facts will*
5 *be collected, causes (organizational factors, local workplace factors, unsafe*
6 *acts) identified, and an accident investigation report produced. The report*
7 *will include recommended corrective actions and control measures. Report*
8 *issuance and follow-up will be through established command channels.*
9 *BLM Agency Administrators may jointly delegate authority to investigate*

- 1 accidents in cases of mixed jurisdiction or employee involvement. Joint
2 delegations must ensure that BLM investigation requirements are met. The
3 Facilitated Learning Analysis (FLA) process may be used as a
4 supplemental element to required BLM accident 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.

8 Investigation Processes

9 Processes Common to All Wildland Fire Accident Investigations

- 10 • **Site Protection** – The site of the incident should be secured immediately
11 and nothing moved or disturbed until the area is photographed and visually
12 reviewed by the investigation team. Exact locations of injured personnel,
13 entrapments, injuries, fatalities, and the condition and location of personal
14 protective equipment, property, and other equipment must be documented.
- 15 • **Management of Involved Personnel** – Treatment, transport, and follow-up
16 care must be immediately arranged for injured and involved personnel. The
17 Agency Administrator or delegate should develop a roster of involved
18 personnel and supervisors and ensure they are available for interviews by
19 the investigation team. The Agency Administrator should consider relieving
20 involved supervisors from fireline duty until the preliminary investigation
21 has been completed. Attempt to collect initial statements from the involved
22 individuals prior to a Critical Incident Stress Management (CISM) session.
- 23 • **Delegation of Authority** – A Delegation of Authority shall be issued to the
24 investigation team leader. The Delegation of Authority will outline roles,
25 responsibilities, and expected deliverables. Delegation of Authority
26 templates are available at
27 https://www.nifc.gov/safety/safety_reprtsInvest.html.
- 28 • **Critical Incident Stress Management (CISM)** – CISM is the
29 responsibility of local Agency Administrators, who should have individuals
30 pre-identified for critical incident stress debriefings. Also refer to the
31 *Agency Administrator's Guide to Critical Incident Management (PMS 926)*,
32 available at <https://www.nwcg.gov/publications/926>. Individuals or teams
33 may be available through Employee Assistance Programs (EAPs) or
34 Geographic Area Coordination Centers (GACCs).

35 Wildland Fire Serious Accident Investigation (SAI) Process

- 36 For interagency serious accident investigations, a multi-agency Delegation of
37 Authority to conduct the investigation may be issued. The delegation will ensure
38 that the investigation meets the policy requirements of involved agencies.
- 39 • **BLM/FWS** – *The Interagency Serious Accident Investigation Guide*
40 *establishes core direction for BLM, FWS, and interagency serious accident*
41 *investigations (exceptions for aviation accidents are stated in the guide). It*
42 *provides serious accident investigation teams a standardized and*

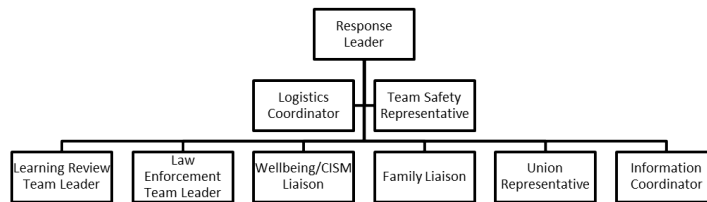
- 1 *comprehensive process for conducting serious accident investigations. The*
2 *guide is available at https://www.nifc.gov/safety/safety_reprtsInvest.html.*
- 3 *Serious accident investigation reports will be completed, routed, and*
4 *disseminated according to processes established in the guide. Reports may*
5 *contain information supplemental to the requirements of the guide if it*
6 *augments the BLM's ability to learn and to develop further improvements.*
- 7 *The guide may be used entirely or in part for accidents that do not meet the*
8 *serious accident definition.*
- 9 • **FS – Coordinated Response and Learning Review (CRP/LR) – How the**
10 **USFS will Respond to Serious Accidents.**
- 11 *A Coordinated Response Protocol (CRP) has been developed to coordinate*
12 *the multiple reports and services needed following a serious accident. The*
13 *CRP placed people first and is designed to coordinate internal and external*
14 *investigations in a way that minimizes the exposure of our personnel (as*
15 *much as possible) to a large number of interviews. The CRP also*
16 *coordinates or oversees organizational support to the victims and their*
17 *families to ensure that immediate needs are met and that benefits are*
18 *received in a timely manner. The CRP coordinates or facilitates the*
19 *Learning Review Team, Peer Support/Critical Incident Stress Management,*
20 *Law Enforcement Investigations, Union Representation, and Human*
21 *Resources support.*
- 22 *The Learning Review is a Phased approach that is designed to gather*
23 *information in a way that is respectful and as complete as possible. The*
24 *“Inquiry Phase” is designed to collect individual perceptions and to*
25 *present them in a format that avoids judgment of action. It is of particular*
26 *interest to understand the context in which decisions and actions were*
27 *made. The LR recognizes that the traditional report serves as a starting*
28 *point for learning from the event. While all reports will be available on line,*
29 *a stated goal of the LR is to create a report for leadership so they will be*
30 *able to make informed decisions regarding systemic change and a field*
31 *product, designed to enhance the ability to learn based on scenarios,*
32 *sensemaking and facilitated dialogue.*
- 33 *Forest Service directives and guidelines regarding the investigation of*
34 *serious employee injuries and fatalities establish specific roles for the*
35 *Office of Safety and Occupational Health (OSOH) and Law Enforcement*
36 *and Investigations (LEI) staffs¹. There is a requirement to conduct a claims*
37 *investigation for any fatality or serious injury, and there is inherent value in*
38 *conducting a Learning Review. To ensure that these potentially disparate*
39 *roles are fulfilled, the following interim guidance is provided:*
- 40 *1. The Special Agent in Charge (SAC) and the appropriate*
41 *Region/Station/Area Safety Manager will be notified immediately of*

1 incidents meeting the threshold for a Coordinated Response, who will
 2 report them to the Designated Agency Safety and Health Official (DASHO),
 3 the Director of LEI, and the Director of OSOH. This notification will
 4 engage a scalable coordinated response, the Coordinated Response
 5 Protocol (CRP). This protocol is designed as a collaborative effort that
 6 places the wellbeing of our personnel as the top priority.

7 2. The SAC will assume responsibility for site security, and through
 8 coordination with the Director of LEI, will conduct a preliminary incident
 9 review. The review will be completed as soon as possible, and in most cases
 10 within 72 hours. If there is no indication of criminal wrongdoing, the event
 11 will be turned over to the Response Leader (formerly named the Team
 12 Leader). If at any time during the CRP there is a reasonable indication that
 13 a criminal investigation is warranted, the Response Leader and Directors of
 14 LEI and OSOH will confer with the DASHO regarding how to proceed with
 15 the CRP.

16 3. The CRP Team may include the members listed in the following diagram.
 17 The role of each team member is fully explained in the CRP Guide.

18 **Response Team Structure**



19
 20 4. CRP Team Leaders will coordinate their efforts with the Response
 21 Leader and strive to minimize traumatic impacts of the Learning Review
 22 and claims investigation on all the employees involved.

23 5. For every Forest Service accident in which the potential for a claim
 24 against the federal government exists, the CRP Team will coordinate the
 25 Learning Review and a claims investigation. OOL will conduct the
 26 Learning Review. LEI will conduct a claims investigation and complete the
 27 required report.

28 6. In cases involving National Transportation Safety Board (NTSB), the
 29 designated NTSB Investigator in Charge (IIC) will determine party status,
 30 which includes the USFS participation in the investigative process. For
 31 some aviation accidents, the IIC may rely solely on party members to
 32 collect and supply information for the NTSB report without actually being
 33 on the accident scene. The NTSB prohibits law enforcement involvement
 34 with their accident investigations and is mandated to refer any suspicion of
 35 illegal activity to the FBI for investigation.

36 ¹ These roles are delineated in the Law Enforcement Manual at
 37 Forest Service Manual (FSM) 5303.11, the Service Wide Claims

1 *Management Handbook at Forest Service Handbook (FSH)*
2 *6509.11h, the Coordinated Response Protocol Guide, and FSH*
3 *6709.12.*

4 **Fire Director Responsibilities**

5 The Fire Director(s) or designee(s) of the lead agency, or agency responsible for
6 the land upon which the accident occurred, will:

- 7 • Ensure the agency safety manager and Designated Agency Safety and
8 Health Official (DASHO) have been notified;
- 9 • Immediately appoint, authorize (through Delegation of Authority), and
10 deploy an accident investigation team;
- 11 • Provide resources and procedures adequate to meet the team's needs;
- 12 • Receive the factual and management evaluation reports and take action to
13 accept or reject recommendations;
- 14 • Forward investigation findings, recommendations, and corrective action
15 plan to the DASHO (the agency safety office is the "office of record" for
16 reports);
- 17 • Convene an accident review board/ board of review (if deemed necessary)
18 to evaluate the adequacy of the factual and management reports and suggest
19 corrective actions;
- 20 • Ensure a corrective action plan is developed, incorporating management
21 initiatives established to address accident causal factors; and
- 22 • Ensure Serious Accident Investigations remain independent of other
23 investigations.

24 **Agency Administrator Responsibilities**

- 25 • Develop local preparedness plans to guide emergency response.
- 26 • Identify agencies with jurisdictional responsibilities for the accident.
- 27 • Provide for and emphasize treatment and care of survivors.
- 28 • Ensure the Incident Commander secures the accident site.
- 29 • Conduct an in-briefing to the investigation team.
- 30 • Facilitate and support the investigation as requested.
- 31 • Determine need and implement Critical Incident Stress Management
32 (CISM).
- 33 • Notify home tribe leadership in the case of a Native American fatality.
- 34 • Prepare and issue the required 24-Hour Preliminary Report unless formally
35 delegated to another individual.

36 **Notification**

37 Agency reporting requirements will be followed. As soon as a serious accident
38 is verified, the following groups or individuals should be notified:

- 39 • Agency Administrator;
- 40 • Public affairs;
- 41 • Agency Law Enforcement;
- 42 • Safety personnel;

- 1 • County sheriff or local law enforcement as appropriate to jurisdiction;
 - 2 • National Interagency Coordination Center (NICC) through the local
 - 3 dispatch center and GACC. Provide a *Wildland Fire Entrapment/Fatality*
 - 4 *Initial Report* (PMS 405-1) directly to NICC within 24 hours;
 - 5 • Agency headquarters; and
 - 6 • OSHA will be notified according to agency policy when an employee is
 - 7 killed on the job or suffers a work-related hospitalization, amputation, or
 - 8 loss of an eye. <https://www.osha.gov/report.html>
 - 9 ○ A fatality must be reported within **8 hours**.
 - 10 ○ An in-patient hospitalization, amputation, or eye loss must be reported
 - 11 within **24 hours**.
- 12 Notification to the respective agency's fire national safety/risk management lead
- 13 is required.

14 **Designating the Investigation Team Lead**

15 The 1995 Memorandum of Understanding (MOU) between the U.S. Department

16 of the Interior and the U.S. Department of Agriculture states that serious

17 wildland fire-related accidents will be investigated by interagency investigation

18 teams.

19 *The Memorandum of Agreement (MOA) between Department of Agriculture*

20 *Forest Service and Department of Interior* augments and provides clarification

21 to the 1995 MOU for investigation type and team lead/deputy team

22 lead/interagency representative designation. The MOA also provides an

23 interagency template for joint Delegation of Authority. The MOA is available at

24 https://www.nifc.gov/safety/safety_reprtsInvest.html.

25 Following initial notification of a serious accident, the agency DASHO will

26 designate a Serious Accident Investigation Team Lead(s) and provide that

27 person(s) with a written Delegation of Authority to conduct the investigation

28 and the means to form and deploy an investigation team.

- 29 • **BLM/NPS/FWS** – *The agency DASHOs have delegated this responsibility*
- 30 *to the respective agency Fire Directors.*
- 31 • **BLM** – *The Fire and Aviation Directorate Safety Program Manager*
- 32 *mobilizes SAI teams in coordination with the SAI Team Leader.*

33 Accidents involving more than one agency will require a collaboratively

34 developed Delegation of Authority that is signed by each of the respective

35 agencies.

36 **Serious Accident Investigation Team (SAIT) Composition**

37 SAIT members should not be affiliated with the unit that sustained the accident.

- 38 • **Team Leader (Core Team Member)**
- 39 A senior agency management official, at the equivalent associate/assistant
- 40 regional/state/area/division director level. The team leader will direct the

- 1 investigation and serve as the point of contact to the Designated Agency
2 Safety and Health Official (DASHO).
- 3 • **Chief Investigator (Core Team Member)**
4 A qualified accident investigation specialist is responsible for the direct
5 management of all investigation activities. The chief investigator reports to
6 the team leader.
 - 7 • **Accident Investigation Advisor/Safety Manager (Core Team Member)**
8 An experienced safety and occupational health specialist or manager who
9 acts as an advisor to the team leader to ensure that the investigation focus
10 remains on safety and health issues. The accident investigation
11 advisor/safety manager also works to ensure strategic management issues
12 are examined. Delegating Officials or their designee may, at their
13 discretion, fill this position with a trained and qualified NWCG Safety
14 Officer, Line (SOFR), Safety Officer, Type 2 (SOF2), or Safety Officer,
15 Type 1 (SOF1).
 - 16 • **Interagency Representative**
17 An interagency representative will be assigned to every fire-related Serious
18 Accident Investigation Team. They will assist as designated by the team
19 leader and will provide outside agency perspective. They will assist as
20 assigned by the Team Leader and will provide a perspective from outside
21 the agency.
 - 22 • **Technical Specialists**
23 Personnel who are qualified and experienced in specialized occupations,
24 activities, skills, and equipment, addressing specific technical issues such as
25 specialized fire equipment, weather, and fire behavior.
 - 26 • **Public Affairs Officer**
27 For investigations with high public visibility and significant news media
28 interest, a public affairs officer (PAO) should be considered a part of the
29 team. The PAO should develop a communications plan for the team, be a
30 designated point of contact for news media, and oversee all aspects of
31 internal and external communications. Ideally, the PAO should be qualified
32 as a Type 1 or Type 2 public information officer and be familiar with SAI
33 team organization and function.
 - 34 ○ **BLM** – *All media related documents (news releases, talking points,*
35 *etc.) should be cleared through NIFC Public Affairs prior to external*
36 *release.*
- 37 Core SAIT members are required to take the Interagency Serious Accident
38 Investigation Course 1112-05 prior to serious accident investigation assignment.
39 This training is also required every 5 years for recurrency.
- 40 • **BLM/FWS/FS** – *This training is required every 5 years to retain currency.*
- 41 **SAI 24- and 72-Hour Reports**
42 Final 24- and 72-hour reports will be approved by the SAI delegating official,
43 then sent to the agency fire safety/risk management lead who will provide a

1 copy to the Wildland Fire Lessons Learned Center (LLC). E-mail:
2 lledocsubmit@gmail.com.

- 3 • **24-Hour Preliminary Report** – This report contains known basic facts
4 about the accident. It will be completed and forwarded by the responsible
5 Agency Administrator to the SAI delegating official. Names of injured
6 personnel will not be included in this report. Personnel may be referenced
7 by position.
- 8 • **72-Hour Expanded Report** – This report provides additional factual
9 information, if available. The information may include the number of
10 victims and severity of injuries. The focus should be on information that
11 may have immediate impact on future accident prevention. This report will
12 be completed and forwarded by the SAI team to the SAI delegating official.
13 Names of injured personnel will not be included in this report. Personnel
14 may be referenced by position.

15 **SAI Final Report**

16 Within 45 days of the incident, a final report consisting of a Factual Report (FR)
17 and a Management Evaluation Report (MER) will be produced by the
18 investigation team to document facts, findings, and recommendations and
19 forwarded to the Designated Agency Safety and Health Official (DASHO)
20 through the agency Fire Director(s).

- 21 • **Factual Report** – This report contains a brief summary or background of
22 the event, and facts based only on examination of technical and procedural
23 issues related to equipment and tactical fire operations. It does not contain
24 opinions, conclusions, or recommendations. Names of injured personnel are
25 not to be included in this report (reference them by position). Post-accident
26 actions should be included in this report (emergency response attribute to
27 survival of a victim, etc.). Factual Reports will be submitted to Wildland
28 Fire Lessons Learned Center (LLC) by the respective agency's fire
29 safety/risk management leads. E-mail: lledocsubmit@gmail.com.
- 30 • **Management Evaluation Report (MER)** – The MER is intended for
31 internal use only and explores management policies, practices, procedures,
32 and personal performance related to the accident. The MER categorizes
33 findings identified in the factual report and provides recommendations to
34 prevent or reduce the risk of similar accidents.

35 Factual Report and Management Evaluation Report formatting can be found on
36 the NIFC website at https://www.nifc.gov/safety/safety_reprtsInvest.html.

37 **Accident Review Board/Board of Review**

38 An Accident Review Board/Board of Review is used by some agencies to
39 evaluate recommendations, and develop a corrective action plan. Refer to the
40 respective agency's Safety and Health policy.

1 **Wildland Fire Accident Investigation (AI) Process**

2 Accident investigations and reports should be commensurate with the
3 complexity and/or severity of the accident. Investigations and reports may range
4 from large investigation teams producing comprehensive reports to first-level
5 supervisors initiating investigations and reporting injury/property damage in
6 agency reporting systems.

7 **Notification**

8 When an accident occurs, agency notification requirements will be followed.
9 Notification requirements universally include:

- 10 • Local dispatch center
- 11 • Unit Fire Management Officer
- 12 • Agency Administrator
- 13 • OSHA (refer to Chapter 7 for reporting criteria)

14 **Investigation Team Membership**

15 Investigation team membership should be commensurate with the complexity
16 and/or severity of the accident. An investigation team should consist of a team
17 leader and an adequate number of technical specialists and subject matter
18 experts. For complex investigations, team membership may also include a chief
19 investigator, a safety advisor/manager, and additional technical specialists, and a
20 writer/editor. Team members may have dual roles (e.g., chief investigator/safety
21 advisor).

22 **Investigation Methodology**

23 Accident Investigations (AI) are detailed and methodical efforts to collect and
24 interpret facts related to an accident and to provide specific recommendations to
25 prevent recurrence. The AI should include the following actions:

- 26 • Visual inspection of involved site, equipment, or material;
- 27 • Detailed analysis of equipment or material, as necessary;
- 28 • Interviews with involved personnel, witnesses, managers, and other
29 pertinent persons;
- 30 • Collection and review of written statements;
- 31 • Review of records, archives, plans, policies, procedures, and other pertinent
32 documents;
- 33 • Consideration of environmental, equipment, material, procedural, and
34 human factors as they related to the incident; and
- 35 • Development of specific findings and related recommendations for the AI
36 report.

37 **Accident Investigation 24- and 72-Hour Reports**

38 24- and 72-hour reports should be completed when a formal AI will be
39 conducted. Final 24- and 72-hour reports will be approved by the AI delegating
40 official, then sent to the agency fire safety/risk management lead who will

1 provide a copy to the Wildland Fire Lessons Learned Center (LLC). E-mail:
2 llcdocsubmit@gmail.com.

- 3 • **24-Hour Preliminary Report** – This report contains known basic facts
4 about the accident. It will be completed and forwarded by the responsible
5 Agency Administrator to the next higher level (e.g., District Manager
6 forwards to State Director). Names of injured personnel will not be included
7 in this report. Personnel may be referenced by position.
- 8 • **72-Hour Expanded Report** – This report provides additional factual
9 information, if available. The information may include the number of
10 victims and severity of injuries. The focus should be on information that
11 may have immediate impact on future accident prevention. This report will
12 be completed and forwarded by the AI team to the AI delegating official.
13 Names of injured personnel will not be included in this report. Personnel
14 may be referenced by position.

15 **Accident Investigation Final Report**

16 Within 45 days of the accident, a final report including facts, findings, and
17 recommendations shall be submitted to the senior manager dependent upon the
18 level of investigation (e.g., local Agency Administrator, State/Regional Director,
19 and Agency Fire Director or their designee). If a lower level investigation is
20 conducted, a courtesy copy of the final report shall be sent to the respective
21 agency's national fire safety/risk management lead.

22 The Final Report (minus names of employees—they should be referenced by
23 position) will be submitted to Wildland Fire Lessons Learned Center (LLC) by
24 the respective agency's National Fire Safety Leads. E-mail:
25 llcdocsubmit@gmail.com.

26 **Accident Investigation Report Standard Contents**

- 27 • **Executive Summary** – A brief narrative of the facts involving the accident
28 including dates, locations, times, name of incident, jurisdiction(s), number
29 of individuals involved, etc. Names of injured personnel or personnel
30 involved in the accident are not to be included in this report (reference them
31 by position).
- 32 • **Narrative** – A detailed chronological narrative of events leading up to and
33 including the accident, as well as rescue and medical actions taken after the
34 accident. This section will contain who, what, and where.
- 35 • **Investigation Process** – A brief narrative of actions taken by the
36 investigation team. This narrative should include investigation team
37 membership, Delegation of Authority information (from who and contents,
38 include a copy as an appendix), investigative actions and timeline (when the
39 team conducted interviews, inspections, site visits, etc.), and if other sources
40 were consulted (i.e., professional accident reconstruction experts,
41 equipment manufacturers, etc.). This section should also address if
42 environmental, equipment, material, procedural, and human factors were
43 present, and state how findings/recommendations were developed.

- 1 • **Findings/Recommendations**
 - 2 ○ **Findings** – Developed from the factual information. Each finding is a
 - 3 single event or condition. Each finding is an essential step in the
 - 4 accident sequence, but each finding is not necessarily causal or
 - 5 contributing, and each finding may not have an associated
 - 6 recommendation. Findings should only include information necessary
 - 7 to explain the specific event or condition. Findings must be
 - 8 substantiated by the factual data. Findings should not include opinion
 - 9 or speculation.
 - 10 ○ **Discussion** – This provides explanation or information pertinent to a
 - 11 specific finding.
 - 12 ○ **Recommendations** – Recommendations are proposed actions intended
 - 13 to prevent similar accidents. Recommendations should be directly
 - 14 related to findings, should not contain opinion or speculation, and when
 - 15 appropriate, should identify the specific organization responsible for
 - 16 completing the recommended action. Recommendations will be
 - 17 evaluated and may be incorporated into future operational direction
 - 18 through established processes.
 - 19 • **Conclusions and Observations** – Investigation team’s opinions and
 - 20 inferences, and “lessons learned” may be captured in the section. This
 - 21 section is not required.
 - 22 • **Reference Materials**
 - 23 ○ **Maps/Photographs/Illustrations** – Graphic information used to
 - 24 document and visually portray facts.
 - 25 ○ **Appendices** – Reference materials (e.g., fire behavior analysis,
 - 26 equipment maintenance reports, agreements).
- 27 An AI Delegation of Authority template, AI report template and examples of AI
- 28 reports can be found at the NIFC Safety website
- 29 https://www.nifc.gov/safety/safety_reprtsInvest.html.

30 **Fire Cause Determination and Trespass Investigation**

31 **Introduction**

32 Agency policy requires determination of cause, origin, and responsibility for all

33 wildfires. Accurate fire cause determination is a critical first step for a

34 successful fire investigation and for targeting fire prevention efforts. Proper

35 investigative procedures, which occur concurrent with initial attack, more

36 accurately pinpoint fire causes and can preserve valuable evidence that would

37 otherwise be destroyed by suppression activities. Fire trespass refers to the

38 occurrence of unauthorized fire on agency-protected lands where the source of

39 ignition is tied to some type of human activity.

- 40 • ***BIA** – For guidance regarding origin and cause determination on lands*
- 41 *under the jurisdiction of the Bureau of Indian Affairs, see 90 IAM 1.4C (10)*
- 42 *Wildland Fire Management - National Fire Investigation Handbook*
- 43 *available at <https://www.bia.gov/policy-forms/handbooks>.*

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 pursue
4 cost recovery for other lands under fire protection agreement where the agency
5 is not reimbursed for suppression actions, if so stipulated in the agreement.

6 For all human-caused fires where negligence can be determined, trespass actions
7 are to be taken to recover cost of suppression activities, land rehabilitation, and
8 damages to the resource and improvements. Only fires started by natural causes
9 will not be considered for trespass and related cost recovery.

10 The determination whether to proceed with trespass action must be made on
11 “incident facts,” not on “cost or ability to pay.” Trespass collection is both a cost
12 recovery and a deterrent to prevent future damage to public land. It is prudent to
13 pursue collection of costs, no matter how small. This determination must be
14 documented and filed in the unit office’s official fire report file.

15 • *BIA – For guidance regarding fire trespass and damage to Indian Forest*
16 *Products on lands under the jurisdiction of the Bureau of Indian Affairs see*
17 *53IAM 7-H Indian Forest Management Handbook – Forest Trespass,*
18 *available at*
19 *[https://www.bia.gov/sites/bia.gov/files/assets/bia/ots/dfwfm/pdf/idc-](https://www.bia.gov/sites/bia.gov/files/assets/bia/ots/dfwfm/pdf/idc-022535.pdf)*
20 *[022535.pdf](https://www.bia.gov/policy-forms/handbooks) <https://www.bia.gov/policy-forms/handbooks>.*

21 The Agency Administrator has the responsibility to bill for the total cost of the
22 fire and authority to accept only full payment. On the recommendation of the
23 State/Regional Director, the Solicitor/Office of General Counsel may
24 compromise claims of the United States, up to the monetary limits (\$100,000)
25 established by law 31 U.S.C. 3711[a], 4 CFR 103-104, and 205 DM 7.1 and 7.2.
26 The Solicitor/Office of General Counsel will refer suspension or termination of
27 the amount, in excess of \$100,000, exclusive of interest, penalties, or
28 administrative charges, to the Department of Justice.

29 Unless specified otherwise in an approved protection agreement, the agency that
30 has the land management jurisdiction/administration role is accountable for
31 determining the cause of ignition, responsible party, and for obtaining all
32 billable costs, performing the billing, collection, and distribution of the collected
33 funds. The agency with the fire protection responsibility role must provide the
34 initial determination of cause to the agency with the land management
35 jurisdiction/administration role. The agency providing fire protection shall
36 provide a detailed report of suppression costs that will allow the jurisdictional
37 agency to proceed with trespass procedures in a timely manner.

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:

- 1 • For example, a federal agency fire occurs on another federal agency’s land
2 and is determined to be a trespass fire. BLM provides assistance, and
3 supplies costs of that assistance to the federal agency with jurisdictional
4 responsibility for trespass billing. The responsible federal agency bills and
5 collects trespass, and BLM then bills the federal agency and is reimbursed
6 for its share of the collection.
- 7 • For example, where BLM administered land is protected by a state agency,
8 the billing and collection process is:
 - 9 ○ The state bills BLM for their suppression costs. The BLM will pursue
10 trespass action for all costs, suppression, rehabilitation, and damages,
11 and deposits the collection per BLM’s trespass guidance.

12 Initiation of fire cause determination must be started with notification of an
13 incident. Initial attack dispatchers are responsible for capturing all pertinent
14 information when the fire is reported and throughout the incident. The initial
15 attack Incident Commander and the initial attack forces are responsible for
16 initiating fire cause determination and documenting observations starting with
17 their travel to the fire. If probable cause indicates human involvement, an
18 individual qualified in fire cause determination (INVF or cooperater equivalent)
19 should be dispatched to the fire.

20 Agency references:

- 21 • *BLM – 9238-1*
- 22 • *NPS – RM-18, Chapter 6 and RM-9*
- 23 • *FWS – Fire Management Handbook*
- 24 • *FS – FSM 5130 and FSM 5300*
- 25 • *BIA – 53 IAM Chapter 7-H and 90IAM 1.4C (10)*

26 **Related Policy Documents**

27 These documents provide specific direction related to incident and accident
28 investigations.

	Safety	Prescribed Fire
DOI	485 DM Chapter 7	
BLM	DOI Occupational Safety and Health Program – Field Manual, 1112-1	
NPS	DO/RM-50B, RM-18 Chapter 3	RM-18, Chapter 7
FWS	Service Manual 095	

	Safety	Prescribed Fire
FS	FSH-6709.11	FSM-5140
	FSM-5100 and FSH-6709.11, FSM 5720 (Aviation), FSM 5130 (Ground Operations), FSM 6730 (Specific policy), FSH 6709.12 Chapter 30 (General guidance), and most recent Accident Investigation Guide, for specific guidance.	Same as Safety
Interagency	Information on accident investigations may be found at https://www.nifc.gov/safety/safety_reportsInvest.html . For reporting use PMS 405-1, <i>Wildland Fire Fatality and Entrapment Initial Report</i> , https://www.nifc.gov/nicc/logistics/coord_forms.htm .	Same as Safety

Chapter 19 Dispatch and Coordination System

Introduction

The primary mission of the national dispatch/coordination system is the timely, cost-effective, and efficient coordination, mobilization, and demobilization of wildland fire resources. This mission is accomplished at the direction of Agency Administrators and designated fire managers at the local, geographic, and national level and delegated to the Center Manager. Agency Administrators and fire managers are responsible for providing direction to their respective dispatch/coordination centers. The dispatch/coordination system implements the movement of resources in response to the direction as delegated.

Agency Administrators and fire managers will:

- Provide oversight for the development and implementation of dispatch/coordination center plans and operating procedures (e.g., initial response plans, dispatch operating guides/manuals, and mobilization guides) that enable the effective implementation of the fire management plan.
- Through prior planning, provide dispatch with an initial response plan to allocate resources to new incidents under the leadership of the Center Manager or delegated acting.
- Establish priorities for prepositioning and deployment of fire suppression resources based on evaluation of current/predicted fire activity and firefighting resource status and availability, and communicate these priorities to the dispatch/coordination managers through established command channels for implementation.
- Serve as authorized representatives on local, geographic, and national coordinating groups and MAC groups.

Dispatch/Coordination Center Managers will:

- Ensure that dispatch/coordination center decisions and actions are consistent with priorities, established plans, and operating procedures as determined by Agency Administrators and fire managers.
- Implement pre-planned response for allocation of resources to new incidents, pursuant to their delegation from Agency Administrators and designated fire managers.
- Develop and implement dispatch/coordination center plans and operating procedures (e.g., initial response plans, dispatch operating guides/manuals, and mobilization guides) that enable the effective implementation of the fire management plan.

1 **National Dispatch/Coordination System**

2 The wildland fire dispatch and coordination system in the United States has
3 three levels (tiers):

- 4 • National – National Interagency Coordination Center
- 5 • Geographic – Geographic Area Coordination Centers
- 6 • Local – Local Dispatch Centers

7 Logistical dispatch operations occur at all three levels, while initial attack
8 dispatch operations occur primarily at the local level. Any geographic area or
9 local dispatch center using a dispatch system outside the three-tier system must
10 justify why a non-standard system is being used and request written
11 authorization from the BLM, FWS, and/or NPS National Office or USFS
12 Regional Office.

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

14 The NICC is located at NIFC, in Boise, Idaho. The principal mission of the
15 NICC is the cost-effective and timely coordination of land management agency
16 emergency response for wildland fire at the national level. This is accomplished
17 through planning, situation monitoring, and expediting resource orders between
18 the BIA Areas, BLM States, National Association of State Foresters, FWS
19 Regions, FS Regions, NPS Regions, National Weather Service (NWS) Regions,
20 Federal Emergency Management Agency (FEMA) Regions through the United
21 States Fire Administration (USFA), and other cooperating agencies.

22 The NICC coordinates any requests for support from foreign countries, either
23 through Departments of Agriculture and Interior agreements (Canada and
24 Mexico) or arrangements (Australia and New Zealand), or from the Forest
25 Service International Programs' Disaster Assistance Support Program (DASP)
26 through the U.S. Agency for International Development's Office of Foreign
27 Disaster Assistance.

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

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

34 There are 10 GACCs, each of which serve a specific geographic portion of the
35 United States. Each GACC interacts with the local dispatch centers, as well as
36 with the NICC and neighboring GACCs. Refer to the *National Interagency*
37 *Mobilization Guide* for a complete directory of GACC locations, addresses, and
38 personnel.

1 The principal mission of each GACC is to provide the cost-effective and timely
2 coordination of emergency response for all incidents within the specified
3 geographic area. GACCs are also responsible for determining needs,
4 coordinating priorities, and facilitating the mobilization of resources from their
5 areas to other geographic areas.

6 **Local Dispatch Centers**

7 Local dispatch centers are located throughout the country as dictated by the
8 needs of fire management agencies. Local dispatch centers dispatch multi-
9 agency wildland firefighting resources within a pre-established and identified
10 dispatch zone boundary. The principal mission of a local dispatch center is to
11 provide safe, timely, and cost-effective coordination of emergency response for
12 all incidents within its specified geographic area. This entails the coordination of
13 initial attack responses and the ordering of additional resources when fires
14 require extended attack.

15 Local dispatch centers are also responsible for supplying intelligence and
16 information relating to fires and resource status to their GACC and to their
17 agency managers and cooperators. Local dispatch centers may work for, or with,
18 numerous agencies, but should only report to one GACC.

19 Some local dispatch centers are also tasked with law enforcement and agency
20 administrative workloads for non-wildfire operations. If this is the case, a
21 commensurate amount of funding and training should be provided by the
22 benefiting activity to accompany the increased workload. If non-wildfire
23 workload is generated by another agency operating in an interagency dispatch
24 center, the agency generating the additional workload should offset this
25 increased workload with additional funding or personnel.

26 **Mobilization Guides**

27 The NICC and each GACC annually publish a Mobilization Guide. The
28 Mobilization Guides identify standard procedures which guide the operations of
29 multi-agency logistical support activity throughout the coordination system.
30 These guides are intended to facilitate interagency dispatch coordination,
31 ensuring timely and cost-effective incident support services are provided. Local
32 and Geographic Area Mobilization Guides supplement the *National Interagency*
33 *Mobilization Guide*.

34 The *National Interagency Mobilization Guide* (NFES 2092) and links to
35 Geographic Area Mobilization Guides are available at
36 <https://www.nifc.gov/nicc/>.

37 **Local Mobilization Guide/Dispatch Operating Plan**

38 Local dispatch centers will have a local mobilization guide or dispatch operating
39 plan to supplement the GACC and National Mobilization Guides. The

1 mobilization guide or operating plan will include or provide reference to the
2 minimum elements and procedures to guide the operation of a local dispatch
3 center. See Appendix P for minimum required elements and procedures for
4 inclusion in a local mobilization guide/dispatch operating plan or at
5 https://www.nifc.gov/policies/pol_intgncy_guides.html.

6 **Local and Geographic Area Drawdown**

7 Drawdown is the predetermined number and type of suppression resources that
8 are required to maintain viable initial attack (IA) capability at either the local or
9 geographic area. Drawdown resources are considered unavailable outside the
10 local or geographic area for which they have been identified.

11 Drawdown is intended to:

- 12 • Ensure adequate fire suppression capability for local and/or geographic area
13 managers; and
- 14 • Enable sound planning and preparedness at all management levels.

15 Although drawdown resources are considered unavailable outside the local or
16 geographic area for which they have been identified, they may still be
17 reallocated by the Geographic Area or National MAC to meet higher priority
18 obligations.

19 **Establishing Drawdown Levels**

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

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

28 **National Ready Reserve (NRR)**

29 NRR is a means by which the NMAC identifies and readies specific categories,
30 types, and quantities of fire suppression resources in order to maintain overall
31 national readiness during periods of actual or predicted national suppression
32 resource scarcity.

33 NRR implementation responsibilities are as follows:

- 34 • NMAC establishes national ready reserve requirements by resource
35 category, type, and quantity.

- 1 • NICC implements NMAC intent by directing individual GACCs to place
2 specific categories, types, and quantities of resources on national ready
3 reserve.
 - 4 • GACCs direct local dispatch centers and/or assigned IMTs to specifically
5 identify resources to be placed on national ready reserve.
 - 6 • NICC mobilizes national ready reserve assets through normal coordination
7 system channels as necessary.
- 8 National ready reserve resources must meet the following requirements:
- 9 • May be currently assigned to ongoing incidents;
 - 10 • Must be able to demobe and be en route to new assignment in less than 2
11 hours;
 - 12 • Resources must have a minimum of 7 days left in 14 day rotation
13 (extensions will not be factored in this calculation);
 - 14 • May be assigned to incidents after being designated ready reserve, in
15 coordination with NICC; and
 - 16 • Designated ready reserve resources may be adjusted on a daily basis.
- 17 NMAC will adjust ready reserve requirements as needed. Furthermore, in order
18 to maintain national surge capability, the NMAC may retain available resources
19 within a geographic area, over and above the established geographic area
20 drawdown level.

21 **Dispatch/Coordination Center Administration**

22 **Memorandum of Understanding (MOU)**

23 Each dispatch/coordination center will have a Memorandum of Understanding
24 (MOU) signed by all cooperators. This MOU will be reviewed and updated
25 annually. Dispatch/coordination center MOUs and their associated Annual
26 Operating Plans (AOPs) will be current and will define:

- 27 • The roles and responsibilities of each interagency partner's fiscal and
28 infrastructure support responsibilities;
- 29 • Administrative oversight/support groups involved with the
30 dispatch/coordination center;
- 31 • Clear fiscal reimbursement procedures and interagency funding procedures;
- 32 • The dispatch/coordination center's organizational charts;
- 33 • Communication protocols for local and geographic area cooperating
34 Agencies, including briefings, planned meetings, and conference calls;
- 35 • Procedures for Incident Management Team mobilization and close-out; and
- 36 • Supporting documentation, such as any local initial attack or fire and
37 aviation agreements for units serviced by the center.

38 Funding for facilities, equipment, and staffing needs shall be identified in each
39 participating agency's planning and budget process, and included in the
40 MOU/AOP.

1 Service and Supply Plans

2 All local dispatch centers shall maintain a Service and Supply Plan that contains
3 current copies of procurement documents related to locally available resources.
4 Service and Supply Plans must be current, complete, organized, and accessible
5 to Initial Attack and Expanded Dispatchers.

6 The Service and Supply Plan will contain current copies of competitive Incident
7 Blanket Purchase Agreements (I-BPAs), as well as source lists for incident-only
8 agreements. Resources and their respective contracts/agreements will be entered
9 into ROSS if applicable, and naming conventions will meet national standards.

10 For additional required components of a Service and Supply Plan, refer to
11 Appendix P at https://www.nifc.gov/policies/pol_ref_redbook.html.

12 Continuity of Operations Plan (COOP)

13 All centers will maintain a current Continuity of Operations Plan (COOP) which
14 includes a pre-identified alternate location with adequate supplies, notification
15 procedures for activation, a back-up computer system, and contingency plans for
16 loss of telecommunications equipment and/or loss of access to network
17 connectivity. Additionally, all centers which are required to maintain
18 communications with field going resources, including aircraft, will maintain an
19 identified back-up power source and redundancies in communication systems
20 for a possible loss of radios and/or telecommunications equipment.

21 Dispatch/Coordination Center Manager Delegation of Authority

22 All Dispatch/Coordination Center Managers shall have a signed Delegation of
23 Authority providing an adequate level of operational authority from all
24 participating agencies. The Delegation of Authority will include appropriate
25 supervisory authority, and a process for completion of employee performance
26 evaluations.

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 National Interagency Coordination Center (NICC) Functional
32 Responsibilities**

33 The NICC has established the Coordinator-On-Duty (NICC COD) position. The
34 NICC COD is responsible for managing the daily operation of the NICC and for
35 resource allocation decisions in alignment with NMAC direction.

36 The National Interagency Coordination Center (NICC) is responsible for the
37 following:

- 1 • **Positioning and Movement of Resources**
2 NICC, in conjunction with the GACCs, is responsible for ensuring a
3 coordinated response to wildland fire incidents and/or all-hazard incidents
4 under the National Response Framework or other appropriate authorities.
5 NICC positions resources (personnel, aircraft, supplies, and equipment) to
6 meet existing and anticipated incident, preparedness, severity, wildland, and
7 prescribed fire needs regardless of geographic location or agency affiliation.
8 NICC coordinates movement of resources across Geographic Area
9 boundaries. NICC allocates resources according to National Multi-Agency
10 Coordinating Group (NMAC) direction when competition for wildland fire
11 resources occurs among Geographic Areas.
- 12 • **Management of National Aviation Resources**
13 As directed or delegated by NMAC, NICC allocates national resource
14 aviation assets to the Geographic Areas based upon national priorities.
15 These national resources include:
16 ○ Federal airtankers
17 ○ Large transport aircraft
18 ○ Modular Airborne Fire Fighting System (MAFFS) Airtankers
19 ○ Type 1 and 2 FS Exclusive Use/Call-When-Needed contracted
20 helicopters
21 ○ Airborne Thermal Infrared (IR) Fire Mapping aircraft
22 ○ Leadplanes and Aerial Supervision Modules
- 23 NICC has established authorities and procedures for dispatching aviation
24 resources. These authorities and procedures include:
25 ○ Aircraft ordering protocols for fire, logistical and administrative flights;
26 ○ Tracking of all aircraft ordered through NICC that cross geographic
27 area boundaries;
28 ○ Mechanisms for disseminating availability and commitment status
29 throughout the dispatch/coordination system; and
30 ○ Procedures for mobilization and use of large transport aircraft (NICC is
31 the sole source for large transport aircraft).
32 ○ GACCs hosting national Type 1 and 2 helicopters will coordinate with
33 NICC prior to releasing flight crews for the day when those resources
34 are not being used within the host area and could be utilized elsewhere
35 for emerging or ongoing fire activity.
- 36 • **Management of National Support Resources**
37 NICC mobilizes national support resources such as National Interagency
38 Radio Support Cache radio systems and kits, Incident Remote Automatic
39 Weather Stations, Project Remote Automatic Weather Stations, National
40 Contract Mobile Food Services, and National Contract Mobile Shower
41 Facilities. Refer to the *National Interagency Mobilization Guide* for more
42 information.

1 • **Allocation of Other National Resources**

2 As directed or delegated by the NMAC, NICC mobilizes national program
3 resources such as National Interagency Buying Teams, Administrative
4 Payment Teams, Burned Area Emergency Response Teams, and National
5 Fire Prevention and Education Teams to the Geographic Areas based upon
6 national priorities. Refer to the *National Interagency Mobilization Guide* for
7 more information.

8 • **Predictive Services and Intelligence**

9 Predictive Services is a decision support unit for federal, state and local land
10 agencies for operational management of and strategic planning for wildland
11 firefighting resources. Predictive Services accomplishes this through
12 analysis of weather and climate, fuels, and fire activity and behavior. The
13 products and services provide support for the proactive management of
14 wildland fire with an eye toward safety, cost containment, efficiency and
15 ecosystem health. Additionally, Predictive Services will advance the state of
16 science through collaborations with cooperating agencies, including
17 academic, research and private sector partners.

18 The National Predictive Services staff works under the direction of the
19 National Interagency Coordination Center (NICC) Manager, with guidance
20 from the National Multi-Agency Coordinating Group (NMAC).
21 Geographic Area Coordination Center (GACC) Predictive Services staff
22 work under the direction of the GACC Manager, with guidance from the
23 Geographic Area Coordinating Groups. National and GACC missions share
24 importance and as such National and GACC Predictive Services work in
25 unison to create and maintain products and services which provide value to
26 users at all levels.

27 Predictive Services is comprised of Meteorologists and Fuels and Fire
28 Behavior Analysts at NICC and the GACCs. GACC Managers and
29 Geographic Area Coordinating Groups decide the need for and allocation of
30 positions within each GACC with input from National Predictive Service
31 staff, the NICC Manager and NMAC.

32 Intelligence gathering is a fundamental component of the national
33 coordination system for federal, state and local land agencies. Intelligence
34 coordination is accomplished through compiling reports from all levels of
35 the firefighting organization as well as communicating with individual
36 GACCs and local jurisdictions concerning their ongoing, historical and
37 expected fire occurrence. The products and services provide support for the
38 proactive management of wildland fire with an eye toward safety, cost
39 containment, efficiency and ecosystem health.

40 The National Intelligence Coordination staff works under the direction of
41 the National Interagency Coordination Center (NICC) Center Manager,
42 with guidance from the National Multi-Agency Coordinating Group

1 (NMAC). Geographic Area Coordination Center (GACC) Intelligence
2 Coordination staff work under the direction of the GACC Center Manager,
3 with guidance from the Geographic Area Coordinating Groups. National
4 and GACC missions share importance and as such, National and GACC
5 Predictive Services work in unison to create and maintain products and
6 services which provide value to users at all levels.

7 The Intelligence sections are comprised of Intelligence Coordinators and
8 Intelligence Officers at NICC and the GACCs. GACC Managers and
9 Geographic Area Coordinating Groups decide the need for and allocation of
10 positions within each GACC with input from National Intelligence
11 Coordination staff, the NICC Manager and NMAC.

- 12 • **International and Department of Defense Assistance**
13 NICC serves as the focal point for international assistance requested from
14 NMAC either under existing agreements or by the US Department of State.
15 NICC also serves as the focal point for any requests for assistance from the
16 Department of Defense.

17 For more information, see agreements at
18 <https://www.nifc.gov/nicc/logistics/references.htm>.

19 **Geographic Area Coordination Center (GACC) Functional Responsibilities**

20 The GACCs have established the Coordinator-On-Duty (COD) position. The
21 COD is responsible for managing the daily operation of the GACC and for
22 resource allocation decisions in alignment with NMAC direction.

23 Geographic Area Coordination Centers (GACCs) are responsible for the
24 following:

- 25 • **Positioning and Movement of Resources**
26 GACCs, in conjunction with NICC and local dispatch centers, are
27 responsible for ensuring a coordinated response to wildland fire incidents
28 and/or all-hazard incidents under the National Response Framework or
29 other appropriate authorities. GACCs mobilize and position resources
30 (personnel, aircraft, supplies, and equipment) internally among local
31 dispatch centers to meet existing and anticipated incident, preparedness,
32 severity, wildland, and prescribed fire needs, regardless of geographic
33 location or agency affiliation. GACCs coordinate movement of resources
34 within Geographic Area boundaries and allocate resources according to
35 Geographic Area Multi-Agency Coordinating Group (GMAC) direction
36 when competition for wildland fire resources occurs within the Geographic
37 Area. GACCs will ensure adequate fire suppression capability for local
38 and/or Geographic Area managers, and enable sound planning and
39 preparedness at all management levels.

- 1 Geographic Areas will establish priorities for their incidents and wildland
2 fires and report them to NICC. GACCs will notify NICC and adjoining
3 GACCs of the commitment of National Resources within their Area, and
4 will notify the local dispatch offices and the NICC of Geographic Area
5 drawdown decision and actions.
- 6 Activities associated with the National Response Framework will be
7 accomplished utilizing established dispatch coordination procedures. The
8 affected GACC will coordinate ordering points with Regional Response
9 Coordination Centers (RRCC) and Joint Field Offices (JFO).
- 10 • **Management of Aviation Resources**
11 GACCs have established authorities and procedures for dispatching aviation
12 resources. These procedures include:
13 ○ Aircraft ordering protocols for fire, logistical and administrative flights;
14 ○ Procedures for tracking of all aircraft within Geographic Area
15 boundaries;
16 ○ Mechanisms for disseminating availability and commitment status
17 throughout the dispatch/coordination system;
18 ○ Ordering and operational procedures between the GACC, dispatch
19 center(s) and airtanker base(s);
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 and operating
24 guidelines for airspace deconfliction for Military Air Space (MTR,
25 SUA, MOA) and Restricted Areas. GACCs will participate in planned
26 airspace meetings annually;
27 ○ Procedures for ordering and utilization of FAA temporary towers; and
28 ○ Procedures for reporting through the SAFECOM system.
- 29 • **Predictive Services**
30 The GACC Managers will provide daily supervision of their respective
31 Predictive Services programs, including developing GACC-specific
32 operating plans. These plans will encompass the daily activities of the
33 GACC Predictive Services program, including supervision, the flow of
34 information within the GACC and Geographic Area, and the products
35 produced for Geographic Area purposes. GACC Center Managers will have
36 ultimate responsibility for ensuring GACC Predictive Services staffs have
37 the appropriate allocation of time and resources to produce required national
38 products including but not limited to the National 7-day Significant Fire
39 Potential Outlook; the National Significant Wildland Fire Potential
40 Outlook; and Fuels and Fire Behavior Advisories as needed.
- 41 • **Intelligence**
42 The GACC Center Managers will provide daily supervision of their
43 respective Intelligence Coordination programs, including developing
44 GACC-specific operating plans. These plans will encompass the daily

1 activities of the GACC Intelligence Coordination program, including
2 supervision, the flow of information within the GACC and Geographic
3 Area, and the products produced for Geographic Area purposes including
4 Multi-Agency Coordination Group management. The GACC Center
5 Managers will have ultimate responsibility for ensuring GACC Intelligence
6 Coordination staffs have the appropriate allocation of time and resources to
7 produce required national products.

8 **Local Dispatch Center Functional Responsibilities**

9 Local Dispatch centers are responsible for initial attack dispatching,
10 coordination of communications, intelligence gathering and dissemination, and
11 logistical support for local incidents and field operations.

- 12 • **Initial Attack Dispatching**

13 Local dispatch centers are the focal point for the report of, and initial
14 response to wildland fires, and under appropriate authorities, other
15 emergency incidents at the local level. Deployment of response resources is
16 made in accordance with local processes and procedures as outlined in the
17 dispatch center's mobilization guide.

18 Each dispatch office with the responsibility for initial response to wildland
19 fires shall have a pre-planned response plan that allocates resources to new
20 wildland fires in accordance with fire management direction, initial attack
21 agreements, and established ordering procedures. The pre-planned response
22 plan will be reviewed and updated annually prior to fire season.

23 Additionally, each center will have a method to document actions taken and
24 resources sent to wildland fires. Centers may use either a manual or
25 computer aided dispatch system.

26 Each dispatch center shall have maps posted that depict initial attack
27 response areas, land ownership, jurisdictional and protection boundaries,
28 hazards, and resource concerns. Each center will also ensure that Computer
29 Aided Dispatch (CAD) and Geographic Information System (GIS) products
30 are current, functioning, and utilized.

31 Dispatch centers will have protocols in place for frequency management,
32 priority use of frequencies, and procedures for obtaining additional
33 frequencies.

34 Local Dispatch centers will have protocols in place for timely request and
35 dissemination of Fire Weather Forecasts, Spot Weather Forecasts, Fire
36 Weather Watches, and Red Flag Warnings to firefighters, Incident
37 Commanders, and field-going personnel.

- 1 The National Multi-Agency Coordinating Group (NMAC) has established
2 incident name protocols. Guidance can be found at
3 <https://www.nifc.gov/nicc/administrative/nmac/index.html>.
- 4 All required reference material will be current and accessible, and expired
5 or out-of-date material will be removed.
- 6 • **Intelligence**
- 7 The intelligence function is responsible for gathering and disseminating
8 incident, resource, weather and predictive services information. Each
9 dispatch center will ensure that locations and conditions of the fire weather
10 stations are known and a current weather station catalog is available.
11 Weather data will be archived daily in WIMS and seasonal inputs will be
12 maintained, including vegetative state, fuel moisture values, daily state of
13 the weather observations, and updating breakpoints.
- 14 ○ **FS** – *Dispatch centers are required to have a person trained in the*
15 *National Fire Danger Rating System (NFDRS) assigned to data quality*
16 *assurance responsibilities.*
- 17 Dispatch centers will ensure that coordination/communication with the local
18 NWS Forecast Office occurs annually prior to fire season.
- 19 Local dispatch centers will have a process in place for submission of the
20 daily situation report and ICS-209s.
- 21 Dispatch centers with websites will ensure current intelligence and weather
22 information is posted.
- 23 • **Expanded Dispatch and Incident Business Management**
- 24 Expanded dispatch is a functional branch of the Incident Support
25 Organization (ISO) that supports incidents and expands as local fire
26 conditions and activity dictates. Expanded dispatch is established when a
27 high volume of activity indicates that increased dispatch and coordination
28 capability is required.
- 29 Each dispatch center will have an Expanded Dispatch Operating Plan which
30 provides specific details about when, where, and how to implement an
31 expanded dispatch. The plan will identify logistical support facilities
32 available for expanded dispatch use. These facilities will be pre-identified,
33 procured, and available for immediate setup, along with necessary
34 equipment.
- 35 The expanded dispatch workspace will be separate from, but accessible to,
36 the initial attack organization. The area should have adequate office space,
37 including suitable lighting, heating/ cooling systems, and security.
38 Expanded dispatchers will have access to communications equipment
39 including telephones, fax machines, copiers, and computer hardware with
40 adequate data storage space.

1 Qualified personnel should be on site in order to adequately staff required
2 expanded dispatch functions. Expanded dispatch supervisors are responsible
3 for establishing a staffing and operating schedule for expanded dispatch,
4 including operational period changes, briefings, and strategy meetings.

5 • **Aviation**

- 6 Each dispatch center will have documented procedures established for
7 dispatching of aviation resources. These procedures will include:
- 8 ○ Aircraft ordering protocols for fire, logistical and administrative flights;
 - 9 ○ Procedures for disseminating availability and commitment status
10 throughout the dispatch/coordination system;
 - 11 ○ Procedures for coordination with airtanker bases;
 - 12 ○ Procedures for airtanker, smokejumper and rappeller use and
13 restrictions;
 - 14 ○ Procedures for flight following (including protocols for use of
15 Automated Flight Following (AFF) and initial call on the National
16 Flight Following Frequency);
 - 17 ○ Procedures for ordering and establishing TFRs;
 - 18 ○ Procedures for airspace de-confliction for Military Air Space (MTR,
19 SUA, MOA) and Restricted Areas, and current Aviation flight hazard
20 maps or military operating area sectionals;
 - 21 ○ Procedures for requesting FAA Temporary Towers; and
 - 22 ○ Procedures for reporting through the SAFECOM system.

23 **Accident Notification**

24 When an accident occurs, agency notification requirements will be followed. As
25 soon as the accident is verified, the following should be notified:

- 26 • Local dispatch center;
- 27 • Unit Fire Management Officer; and
- 28 • Agency Administrator(s).

29 Additional notifications should occur in the dispatch/coordination system, from
30 the local dispatch center to the NICC through the GACC.

31 **Incident Emergency Management Planning**

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

- 34 • A Medical Emergency Response Plan that identifies medical evacuation
35 options, local/county/state/federal resource capabilities, capacities, ordering
36 procedures, cooperative agreements, role of dispatch centers, and key
37 contacts or liaisons;
- 38 • Standardized incident and communication center protocols identified in the
39 Medical Incident Report section of the *IRPG*.

- 1 • For incidents that require the preparation of an IAP, Form ICS-206-WF will
2 be used. This form is available at <https://www.nwcg.gov/publications/ics->
3 forms.

4 **Dispatch/Coordination Center Reference Material**

5 All coordination/dispatch centers will have reference materials available to all
6 dispatchers. See Appendix P for a list of minimum required reference materials
7 at https://www.nifc.gov/policies/pol_ref_redbook.html.

8 **Training**

9 Dispatch/Coordination center staff will be trained in, and follow established
10 procedures for, the use of applications utilized in center operations.

11 Personnel will be cross trained in each function (i.e., aircraft, crews, overhead,
12 equipment, intelligence) in order to provide staffing coverage. Dispatch
13 personnel will be trained in and follow center procedures for the following (as
14 applicable):

- 15 • Resource Ordering and Status System (ROSS);
- 16 • Computer Aided Dispatch (CAD);
- 17 • Fire Code;
- 18 • Automated Flight Following (AFF);
- 19 • Unit Identifiers;
- 20 • SIT Report/209; and
- 21 • Other applications (e.g., WFDSS, I-Suite).

22 All dispatch center employees will have a documentation file for current season
23 training, past season fire training, certifications and experience, fire experience,
24 performance evaluations, and have task books initiated appropriate to their
25 training needs. All supervisors will be familiar with safety and accident
26 reporting processes (i.e., Safety Management Information System (SMIS),
27 SAFENET, SAFECOM).

28 All employees will have current red cards produced by the Incident
29 Qualification and Certification System (IQCS) as per Chapter 13.

- 30 • *BLM* – *BLM employees are required to complete the BLM Fire and*
31 *Aviation Employee Orientation Checklist, available at the BLM Fire*
32 *Operations website http://web.blm.gov/internal/fire/fire_ops/index.html.*

33 **Facilities and Equipment**

34 All dispatch/coordination centers will have a telephone system with an adequate
35 number of lines for normal business volume, and the capability to expand as
36 conditions dictate. Centers will have teleconference capabilities commensurate
37 with the anticipated volume of business.

- 1 Copying, facsimile, computer, and GIS systems shall meet operational needs
- 2 (quantity and capability) and comply with agency standards. Software will be
- 3 compatible with Information Resource Management and agency requirements
- 4 for security.

- 5 All facilities shall have an evacuation plan, security plan, and safety practices in
- 6 place to safe guard the health and welfare of employees.

- 7 Adequate facilities will be available to host an expanded dispatch or MAC group
- 8 and shall include telephones, computer access, copiers, and basic office supplies.
- 9 Rooms for MAC Group use will have adequate IT equipment and support.

- 10 All centers will have adequate workspace with room for reference materials and
- 11 other necessary items to perform assigned duties. Individual workspace should
- 12 be provided away from the initial attack floor for each permanent employee, and
- 13 a break room area should be provided for employees.

- 14 Employees will have access to a locked area to store data that may contain
- 15 personally identifiable information (PII) or personal items.

- 16 **Radio Systems**
- 17 Radio systems will have an adequate number of frequencies to provide for
- 18 separation of incidents and use by all interagency partners. Base station and
- 19 repeater transmissions shall be recorded and maintained in accordance with
- 20 agency records management policies. Radio systems may have alert tones
- 21 available for use as determined by local center policies.

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Appendix A

Sample Questions for Fire Site Visits by Agency Administrators

Management Direction

- ___ Who is the incident commander? If the fire is being managed under Unified Command, are all commanders present? Is the incident operating smoothly?
- ___ What is the incident organization?
- ___ What is the current situation? What has been damaged or is at risk?
- ___ Have you received adequate direction for the management of the incident?
- ___ Is a Wildfire Decision Support System required/still valid?
- ___ What are the incident management objectives? Constraints? Probability of success?
- ___ Are the tactics in the Incident Action Plan realistic and achievable with current resources?
- ___ Is a resource advisor needed?
- ___ What are your estimates of suppression costs?
- ___ What are the incident commander's concerns?
- ___ What are the local, social, economic, and political issues?
- ___ Are there rehabilitation needs?
- ___ What can I, as the agency administrator, do to help?

Safety

- ___ What are your safety concerns?
- ___ Are these concerns resolved? If not, what needs to be done?
- ___ What is the general safety attitude and emphasis?
- ___ Have you assessed the potential hazardous situations and determined if the fire can be fought safely?
- ___ Have you applied the Fire Orders, Watchout Situations, Lookout, Communication, Escape Routes, Safety Zones (LCES) process in selecting safe and effective strategies and tactics?
- ___ Have you effectively briefed firefighters on hazards, safety zones, escape routes, and current and expected weather and fire behavior?
- ___ Is the safety officer position filled? If not, how is this function being addressed?
- ___ Are you monitoring work schedules to ensure adequate rest? Are you meeting the standard work/rest guidelines?
- ___ Have you provided for adequate rest, food, water, and health services for all personnel?
- ___ Are all the fire personnel qualified for the positions they hold, and are they physically able to perform?
- ___ Have you had any injuries or accidents?

Fire Suppression Operations

- ___ What is the fire weather forecast (present and extended)?
- ___ What is the fire behavior potential?
- ___ Are fire personnel briefed on incident objectives, strategies, tactics, organization, communications, hazards, and safety principles?
- ___ Are the strategy and tactics based on current and forecasted weather?
- ___ Are the strategy and tactics safe, effective, and consistent with management's objectives and accepted fire policies and procedures?
- ___ Do you have effective communication on the incident and with dispatch?
- ___ Are you monitoring weather and fire behavior to make needed adjustments to strategy and tactics?
- ___ Are you using tactical aircraft? Do you have an assigned air tactical group supervisor?
- ___ Is aircraft use safe, effective, and efficient? Do you have a TFR?
- ___ If the fire escapes initial attack, what will your role be in developing the Wildfire Decision Support System?

Administration

- ___ Do you have any administrative concerns?
- ___ What arrangements have you made to complete time reports, accident forms, fire report, etc.?
- ___ Did all orders and procurement go through dispatch?
- ___ Do you have any outstanding obligations?
- ___ Are all rental agreements and use records properly completed?
- ___ How did the fire start? If human-caused, has an investigation been initiated to determine the cause and develop a trespass case?
- ___ Do you know of any current or potential claims?

Dispatch Office

- ___ Is the incident receiving fire weather and fire behavior information?
- ___ Is the incident getting the resources ordered in a timely manner?
- ___ Is dispatch adequately staffed?
- ___ What are the local, area, and National Preparedness Levels? How do they affect this fire?
- ___ Are the elements identified at the various Preparedness Levels being considered?
- ___ What are the current local, area and national fire situations?
- ___ What is the priority of existing fires and how are the priorities being determined?

Appendix B

Manager's Supplement for Post Incident Review

Incident Commander _____

Incident Name and Number _____

Start Date and Duration of Incident _____

Date of Incident Debriefing _____

List of Debriefing Attendees:

Brief synopsis of fire behavior and narrative of the incident:

Fire Size-up:

- Gave an accurate sizeup of the fire to dispatch upon arrival?
- Managed fire suppression resources in accordance with the management objectives for the area and availability of resources?
- Did the unit support organization provide timely response and feedback to your needs? (Appendix A)
- Were there any radio communication issues?

Provide for the Safety and Welfare of Assigned Personnel:

- Gave operation briefing prior to firefighters being assigned to incident operations.
- How were incoming resources debriefed; via radio, personal contact?
- Were agency work/rest guidelines followed? Was adequate food and water provided to firefighters?

Fire Suppression Operations:

- Explain how the strategies and tactics used met management objectives, without compromising adherence to the Fire Orders, Watch Out Situations, and LCES?
- How were weather conditions monitored: daily weather briefings, spot weather forecasts or other?
- Were there adjustments needed to strategy and tactics?
- What were the potentially hazardous situations, and their mitigations?
- How were projected changes in the weather, tactics, hazards and fire behavior communicated to fire personnel?
- Were communications effective with dispatch and supervisor?
- Were all interested parties kept informed of progress, problems, and needs? Was aviation support used? If so, was it effective?
- Were there any injuries, close calls, or safety issues that should be discussed? Were these documented?

Administrative Responsibilities:

- Submitted complete documentation to supervisor for time, accidents, incident status, unit logs, evaluations, and other required or pertinent reports?
- Provided timely and effective notification of the fire status and unusual events or occurrences to dispatch and management.
- As requested, provided effective input into the Wildfire Decision Support System.
- If necessary, provided team transition briefing as assigned.
- Form ICS 201 was completed in accordance with local policy.

Release Date: January 2018

APPENDIX B-1

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Appendix C

Sample Delegation for Unit Fire Management Officers

_____, Fire Management Officer for the _____ (Unit) is delegated authority to act on my behalf for the following duties and actions:

1. Represent the _____ (Agency) in the _____ Multi-Agency Coordinating Group in setting priorities and allocating resources for fire emergencies.
2. Coordinate all prescribed fire activities in the _____ (Unit) and suspending all prescribed fire and issuance of burning permits when conditions warrant.
3. Ensure that only fully qualified personnel are used in wildland fire operations.
4. Coordinate, preposition, send, and order fire and aviation resources in response to current and anticipated zone fire conditions.
5. Oversee and coordinate the _____ Interagency Dispatch Center on behalf of the _____ (Agency).
6. Request and oversee distribution of severity funding for Unit Fire and Aviation.
7. Approve Fire Program requests of overtime, hazard pay, and other premium pay.
8. Ensure all incidents are managed in a safe and cost-effective manner.
9. Coordinate and provide all fire and prevention information needs to inform internal and external costumers with necessary information.
10. Coordinate all fire funding accounts with the Budget Officer to assure unit fiscal guidelines are adhered to and targets are met.
11. Approve and sign aviation request forms.
12. Approve Red Cards in accordance with agency policy.
13. Authorized to hire Emergency Firefighters in accordance with the Emergency Worker Pay Plan.

Fire Management Officer

Date

Agency Administrator

Date

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Appendix D

Agency Administrator's Briefing to Incident Management Team

Briefing Package for Incident Management Teams

The purpose of this template is to provide a format and content outline for the host unit to use when briefing an incident management team (IMT). Some items will not be relevant to some units; delete or add additional information as needed. An optional outline is included for those units that would like to use WFDSS to conduct the IMT briefing.

Overview for ALL Team Members

- Introduction – Agency Administrator
 - Other Agencies and Cooperators
- Objectives and Course of Action – Agency Administrator/FMO (use WFDSS as needed)
 - Objectives Tab – Incident Objectives and Incident Requirements
 - Course of Action Tab – Overview of strategic direction
- Situational update – Assigned IC or FMO (use WFDSS as needed)
 - Fire start date, cause
 - Situation Tab – Situational overview
 - Analysis
 - Short Term, Near Term and FSPro
 - Fire Environment and Safety
 - Est Ground Evacuation
 - Retardant Avoidance
 - Disturbance History (in the area)
 - Historical Fires
 - Fuel Treatments
 - Fire Weather and Danger
 - Significant Fire Potential – Predictive Services
 - RAWs stations
 - Local Fire Environment information (Fire Weather, Fire Behavior) – localized anomalies, terrain influences, weather patterns or fire behavior, current and predicted fire weather/fire behavior
 - Boundaries
 - Responsible/Jurisdictional boundaries
 - Federal Boundaries
 - County
 - Designated Areas
 - Wilderness/Potential Wilderness
 - Special designation
 - BLM – oil/gas/range/horse and burro
 - Infrastructure
 - Facilities
 - Communication
 - Energy
 - Roads and Trails

- Natural and Cultural Resources
 - Air Quality
 - Critical Habitat
 - Sage Grouse Habitat
- Other considerations to include:
 - Current Planning Area in Published Decision
 - Values at Risk – or other considerations that aren’t in WFDSS
 - Resource Benefits – explain where fire is beneficial on the landscape
 - Assessment Tab – current risks and potential benefits (use WFDSS as needed)
- Risk and Complexity Analysis
 - Benefits of fire on this landscape (type of fire, where, when)
- Decision and Costs –Agency Administrator of FMO (use WFDSS as needed)
 - Cost Tab – outline cost thresholds for current Decision
 - Decision Tab – Review the Rationale of the Agency Administrator
- Local Concerns – Agency Administrator or FMO
 - Environmental, Social, Political, Economic
 - Law Enforcement or Investigations if applicable
 - Area Closures – potential impacts to local income, outfitter guides etc.
 - Initial Attack Responsibilities
 - Training Responsibilities – Inclusion of local and geographic area priority trainees
- Incoming IC Comments
- Closing Remarks – Agency Administrator
 - Agency Administrator’s Key Points from Leader’s Intent
 - Breakout Group Meetings to Follow

Overview for ALL Team Members

Incident Commander

Written Package	Oral Briefing
<ul style="list-style-type: none"> • Current and expected weather, fire behavior and fire danger • Delegation of Authority • Leaders Intent • WFDSS Decision Document • Contact List • ICS-209 • IAP and Map • Closure Orders • Local Wildfire Guidance documentation • Heavy Equipment Policy • Medical Evacuation protocol • Coordination of Hazardous Materials 	<ul style="list-style-type: none"> • Set up daily coordination calls between IC, AA, (include others as needed) • Financial Considerations/Limitations • Other coordination expectations – such as adjoining agencies, tribal consultation, elected officials. • Local resource concerns (anadromous fish, cultural sites, timber, invasive species, etc.) <ul style="list-style-type: none"> ○ Resource Advisor • Other incidents/IMTs in the area or GACC • Hazardous Materials <ul style="list-style-type: none"> ○ Unexploded ordinances, asbestos, mining contaminants etc.

Information

Written Package	Oral Briefing
<ul style="list-style-type: none"> • Contact list information (phone number, roles etc.) for appropriate agencies, elected officials, business leaders • Daily updates email list • Template for press releases • Local media contacts • Media guide • JIC contact numbers • <i>Local Unit Public Information Plan</i> 	<ul style="list-style-type: none"> • If JIC activated, how the IMT will interact • Expectations of public meetings, or coordinated outreach from the IMT • <i>Public Information plan within 24 hours</i>

Operations

Written Package	Oral Briefing
<ul style="list-style-type: none"> • WFDSS decision <ul style="list-style-type: none"> ○ MAPs ○ Course of Action • Fire department contacts/resource list/availability <ul style="list-style-type: none"> ○ Provide structure protection guidance (as relative to FS region and adjoining ownership as needed) ○ Evacuation plans and trigger points ○ Structure protection guidance • Contact list • Resource orders/resource list <ul style="list-style-type: none"> ○ Outgoing IC/Operations resource list – what’s on order, what’s assigned to the fire currently, what still needs to be ordered • Area maps/geospatial PDF map of fire area <ul style="list-style-type: none"> ○ Unit frequencies and repeater map ○ Retardant avoidance maps ○ Structure inventory data/maps ○ Values at risk maps if different than what is in WFDSS • Unit aviation briefing guide • Suppression rehabilitation plan • Mop up or rehabilitation standards/guidance • Turn back standards 	<ul style="list-style-type: none"> • Weather/fire danger information • Fire behavior models and predictions • Management action points <ul style="list-style-type: none"> ○ Trigger points or evaluation lines for tactical operations ○ Natural barriers • Structure protection guidance (overview from local perspective) • Spike camp vs. crew shuttle • Dozer line placement restrictions, recommendations and requirements • Known structures with protection expectations • IA responsibilities and procedures • Rehabilitation standards or expectations • Unit-identified hazards and potential mitigations (e.g., working in grizzly bear habitat, mining hazards, asbestos contaminated areas)

Written Package	Oral Briefing
<ul style="list-style-type: none"> • Heavy equipment policy • Medical evacuation protocol • Unit identified hazards and potential mitigations (e.g., working in grizzly bear habitat, mining hazards, asbestos contaminated areas) • Coordination of hazardous materials 	

Air Operations

Written Package	Oral Briefing
<ul style="list-style-type: none"> • Aviation briefing guidance • Regional and local frequency guides • TFR maps • Frequency maps • Aviation hazard map • Unit helibase map • Retardant avoidance maps • Available aviation resources (on order and on loan) • Local airports and airstrips • Contact list (Local air operations personnel and phone numbers) 	<ul style="list-style-type: none"> • Tactical resources (smokejumpers, AA, airtankers) ordering process • Helibase locations used in the past • Fuel – stationary and mobile • Helibase areas (proximity to fire) • Communication limitations • Helicopters available locally • Local weather issues (e.g., wind, smoke) • Restricted areas (military, local flight paths, HARP, clear radar) • Known hazards • Housing for pilots • Retardant status • TFR • <i>Retardant or water usage reporting requirements</i>

Safety

Written Package	Oral Briefing
<ul style="list-style-type: none"> • Emergency Medical Field Evacuation Plan • Serious Accident and Incident within the Incident Plan • Standards for Burn Injuries Memorandum • Burn Care Facilities List • CISM Guidelines for Fire Management Information Sheet • Critical Incident Stress Management Request Form • Wildland Fire Fatality and Entrapment Initial Report Form 	<ul style="list-style-type: none"> • Accidents to date • Unit identified hazards (e.g., unexploded ordinances, bear baiting stations, mines, snag patches, extremely rough terrain etc.) • Unit protocol for communication of varying degrees of accidents <ul style="list-style-type: none"> ○ What level of notification does the Agency Administrator want? • Local medical plans, hospital locations, etc.

Written Package	Oral Briefing
<ul style="list-style-type: none"> • Memorandum of Agreement between Department of Agriculture FS and DOI • Unit identified hazards and potential mitigations (e.g., working in grizzly bear habitat, mining hazards, asbestos contaminated areas) • Completed ICS-206 for area • Contact List 	

Finance Section (Could be combined with Logistics)

Written Package	Oral Briefing
<ul style="list-style-type: none"> • Unit Incident Business Operating Guidelines • Contracts and agreements <ul style="list-style-type: none"> ○ List of all current agreements including land use agreements, fuel agreements, local purchase, equipment/resources agreements ○ Cell phone carrier information ○ Cost share agreements ○ Fire department cooperative fire agreements ○ Weed washing stations contract options • Comp/claims requirements and contacts (Hospital Liaison) • Fiscal limitations and constraints • Identify INBA and contracting officer(s) • Buying unit • Contact list 	<ul style="list-style-type: none"> • Overview of local/cooperator agreements

Logistics Section

Written Package	Oral Briefing
<ul style="list-style-type: none"> • Incident Map <ul style="list-style-type: none"> ○ ICP camp locations – map ○ Drop points • Contracts <ul style="list-style-type: none"> ○ Cell phone carrier information ○ Weed washing stations contract options 	<ul style="list-style-type: none"> • Medical information for the area – protocol • Availability of caterer or local restaurants for IMT/crews • Communication recommendations <ul style="list-style-type: none"> ○ Cell phone coverage (carriers) • Resource ordering – ROSS access and orders • Known ground support issues

Written Package	Oral Briefing
<ul style="list-style-type: none"> • Unit frequencies and repeater pap • Medical information for area • Expanded dispatch highlights • Agreements <ul style="list-style-type: none"> ○ List of all current agreements including Land Use Agreement, fuel agreements, local purchase, equipment/resources agreements • Contact list 	<ul style="list-style-type: none"> ○ Rental car/vehicle availability • ICP/camp site recommendations (used in past) • Discussion of agreements

Planning Section

Written Package	Oral Briefing
<ul style="list-style-type: none"> • Delegation of Authority • Leader’s Intent • WFDSS decision • 209/IAP email list • GIS contacts • ICS 209 • Resource List (ROSS orders) • Weather, fire danger and current fuel moistures <ul style="list-style-type: none"> ○ Contacts for these products – local weather office, fuels specialist etc. ○ Current spot weather forecast • Initial Map and IAP • ROSS orders/resource list • Contact list • Specific wildfire guidance documentation • RAWS ordering • IR availability/ordering • Final product expectations <ul style="list-style-type: none"> ○ Narrative/Executive Summary (IMT) ○ Transition Plan (IMT) ○ Demobilization Plan (IMT/Expanded) ○ Maps (IMT) ○ Documentation (IMT) – number of packages required ○ Hard drive (IMT) ○ Rehabilitation Plan (Area) ○ Evacuation Plan (Local) 	<ul style="list-style-type: none"> • WFDSS documentation <ul style="list-style-type: none"> ○ Modeling support/products • ICS 209 deadlines, protocols for complexities, limited fires, etc. • Training responsibilities

Written Package	Oral Briefing
<ul style="list-style-type: none"> ○ Structure Protection Plan (Area/IMT) ○ Known sites update (IMT/Area) ● Electronic data <ul style="list-style-type: none"> ○ FTP site posting directions or information repository (IMT hard drive) ○ GIS data ○ Known sites template 	

Contacts Unit Name

Area	Name	Job Title	Work Phone #	Alternate #
Agency Administrator		<i>Agency Administrator</i>		
		Executive Assistant		
Fire Management		Fire Management Officer		
		Aviation Officer		
		Dispatch Center Manager		
		Asst. Dispatch Center Manager		
		IA Dispatcher		
Administrative Representative		Incident Business Specialist		
Unit Claims Liaison		Budget Officer		
Resource Advisor		Biologist		
Archeologist		Archeologist		
Public Information		Public Affairs Officer		
Safety		Safety Officer		
Law Enforcement		Patrol Captain		
		Law Enforcement Officer		
Vehicles/Fleet		Fleet Manager		
Information Systems		GIS Coordinator		
		Web Manager		
		Computer Specialist		

Area	Name	Job Title	Work Phone #	Alternate #
		Telecom & Radio Asst.		
Hazmat Coordinator		Engineer		
D1		District Ranger		
		Fire Management Officer		
		Office Manager		
Priority Trainee Program		GATR		

Zone and General

Area	Name	Job Title	Work Phone #	Alternate #
Acquisition Mgmt.	Duty Officer	Contract Specialist		
	Duty Officer	Purchasing Agent		
		Contracting Officer		
		Contracting Officer		
		Supervisory Contracting Officer		
		Purchasing Supervisor		
		Grants & Agreements Spec.		
		Property Management Officer		
Union Representative		Chief Union Steward		
		President, NFFE Local 60		
Human Resource Management		Employee Relations Specialist		
		Labor Relations Advisor shared w/ R6		
HRM-OWCP	ASC Mon-Fri 0700-1800 MDT		877-372-7248	

Area	Name	Job Title	Work Phone #	Alternate #
Information Systems	ROSS/eSuite Helpdesk		866-224-7677	
	USFS Customer Help Desk (CHD)		866-945-1354	

Regional and Interagency

Potential contacts may include Hospital Liaison(s), Incident Business Coordinator and Buying Team Coordinator, Regional Contracting Specialist (VIPR), Regional Contractor Liaison, State Department of Transportation, State Troopers, State Land Office Area Manager, local law enforcement, electric/power company, etc.

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Appendix E

Wildland Fire Risk and Complexity Assessment

The Wildland Fire Risk and Complexity Assessment should be used to evaluate firefighter safety issues, assess risk, and identify the appropriate incident management organization. Determining incident complexity is a subjective process based on examining a combination of indicators or factors. An incident's complexity can change over time; incident managers should periodically re-evaluate incident complexity to ensure that the incident is managed properly with the right resources.

Instructions:

Incident Commanders should complete Part A and Part B and relay this information to the Agency Administrator. If the fire exceeds initial attack or will be managed to accomplish resource management objectives, Incident Commanders should also complete Part C and provide the information to the Agency Administrator.

Part A: Firefighter Safety Assessment

Evaluate the following items, mitigate as necessary, and note any concerns, mitigations, or other information.

Evaluate these items	Concerns/Mitigations/Notes
LCES	
Fire Orders and Watch Out Situations	
Multiple operational periods have occurred without achieving initial objectives.	
Incident personnel are overextended mentally and/or physically and are affected by cumulative fatigue.	
Communication is ineffective with tactical resources and/or dispatch.	
Operations are at the limit of span of control.	
Aviation operations are complex and/or aviation oversight is lacking.	
Logistical support for the incident is inadequate or difficult.	

Part B: Relative Risk Assessment

Values				Notes/Mitigation
<p><u>B1. Infrastructure/Natural/Cultural Concerns</u> Based on the number and kinds of values to be protected, and the difficulty to protect them, rank this element low, moderate, or high. Considerations: key resources potentially affected by the fire such as urban interface, structures, critical municipal watershed, commercial timber, developments, recreational facilities, power/pipelines, communication sites, highways, potential for evacuation, unique natural resources, designated areas (i.e., wilderness), T&E species habitat, and cultural sites.</p>	L	M	H	
<p><u>B2. Proximity and Threat of Fire to Values</u> Evaluate the potential threat to values based on their proximity to the fire, and rank this element low, moderate, or high.</p>	L Far	M	H Near	
<p><u>B3. Social/Economic Concerns</u> Evaluate the potential impacts of the fire to social and/or economic concerns, and rank this element low, moderate, or high. Considerations: impacts to social or economic concerns of an individual, business, community or other stakeholder; degree of support for the wildland fire program and resulting fire effects; other fire management jurisdictions; tribal subsistence or gathering of natural resources; air quality regulatory requirements; public tolerance of smoke, including health impacts; potential for evacuation and ingress/egress routes; and restrictions and/or closures in effect or being considered.</p>	L	M	H	
Hazards				Notes/Mitigation
<p><u>B4. Fuel Conditions</u> Consider fuel conditions ahead of the fire and rank this element low, moderate, or high. Evaluate fuel conditions that exhibit high ROS and intensity for your area, such as those caused by invasive species or insect/disease outbreaks; and/or continuity of fuels.</p>	L	M	H	
<p><u>B5. Fire Behavior</u> Evaluate the current and expected fire behavior and rank this element low, moderate, or high. Considerations: intensity; rates of spread; crowning; profuse or long-range spotting.</p>	L	M	H	
<p><u>B6. Potential Fire Growth</u> Evaluate the potential fire growth, and rank this element low, moderate, or high. Considerations: Considerations would include current and expected fire growth based on fire behavior analysis and the weather forecast and/or the ability to control the fire.</p>	L	M	H	

Probability				Notes/Mitigation
<p><i>B7. Time of Season</i> 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><i>B8. Barriers to Fire Spread</i> 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><i>B9. Seasonal Severity</i> Evaluate fire danger indices and rank this element low/moderate, high, or very high/extreme. Considerations: Fire danger indices such as energy release component (ERC); drought status; live and dead fuel moistures; fire danger indices; adjective fire danger rating; geographic area preparedness level.</p>	L/M	H	VH/ E	
<p><i>Enter the number of items circled for each column.</i></p>				

Relative Risk Rating (circle one):

Low	Majority of items are “Low” with a few items rated as “Moderate” and/or “High.”
Moderate	Majority of items are “Moderate” with a few items rated as “Low” and/or “High.”
High	Majority of items are “High.” A few items may be rated as “Low” or “Moderate.”

Part C: Organization

Relative Risk Rating (from Part B)					
Circle the Relative Risk Rating (from Part B)		L	M	H	
Implementation Difficulty					Notes/Mitigation
<p><u>C1. Potential Fire Duration</u> Evaluate the estimated length of time that the fire may continue to burn if no action is taken and amount of season remaining. Rank this element low, moderate, or high. Note: This will vary by geographic area.</p>	N/A Very Short	L Short	M	H Long	
<p><u>C2. Incident Strategies (Course of Action)</u> Evaluate the level of firefighter and aviation exposure required to successfully meet the current strategy and implement the course of action. Rank this element as very low, low, moderate, or high. Consider the likelihood that those resources will be effective; exposure of firefighters; reliance on aircraft to accomplish objectives; and whether there are clearly defined trigger points.</p>	Very Low	L	M	H	
<p><u>C3. Functional Concerns</u> Evaluate the need to increase organizational structure to adequately and safely manage the incident, and rank this element very low (minimal resources committed), low (adequate), moderate (some additional support needed), or high (current capability inadequate). Considerations: Incident management functions (logistics, finance, operations, information, planning, safety, and/or specialized personnel/equipment) are inadequate and needed; availability of resources; access to EMS support; heavy commitment of local resources to logistical support; ability of local businesses to sustain logistical support; substantial air operation which is not properly staffed; worked multiple operational periods without achieving initial objectives; incident personnel overextended mentally and/or physically; Incident Action Plans, briefings, etc. missing or incomplete; performance of firefighting resources affected by cumulative fatigue; and ineffective communications.</p>	Very Low	L	M	H	

Socio/Political Concerns					Notes/Mitigation
<p><u>C4. Objective Concerns</u> Evaluate the complexity of the incident objectives and rank this element very low, low, moderate, or high. Considerations: clarity; ability of current organization to accomplish; disagreement among cooperators; tactical/operational restrictions; complex objectives involving multiple focuses; objectives influenced by serious accidents or fatalities.</p>	Very Low	L	M	H	
<p><u>C5. External Influences</u> Evaluate the effect external influences will have on how the fire is managed and rank this element very low, low, moderate, or high. Considerations: limited local resources available for initial attack; increasing media involvement, social/print/television media interest; controversial fire policy; threat to safety of visitors from fire and related operations; restrictions and/or closures in effect or being considered; pre-existing controversies/ relationships; smoke management problems; sensitive political concerns/interests.</p>	Very Low	L	M	H	
<p><u>C6. Ownership Concerns</u> Evaluate the effect ownership/jurisdiction will have on how the fire is managed and rank this element very low, low, moderate, or high. Considerations: disagreements over policy, responsibility, and/or management response; fire burning or threatening more than one jurisdiction; potential for unified command; different or conflicting management objectives; potential for claims (damages); disputes over suppression responsibility.</p>	Very Low	L	M	H	
<p><i>Enter the number of items circled for each column.</i></p>					

Part C: Organization (continued)**Recommended Organization (circle one):**

Type 5	Majority of items rated as "Very Low"; a few items may be rated in other categories.
Type 4	Majority of items rated as "Low," with some items rated as "Very Low," and a few items rated as "Moderate" or "High."
Type 3	Majority of items rated as "Moderate," with a few items rated in other categories.
Type 2	Majority of items rated as "Moderate," with a few items rated as "High."
Type 1	Majority of items rated as "High"; a few items may be rated in other categories.

Rationale:

Use this section to document the incident management organization for the fire. If the incident management organization is different than the Wildland Fire Risk and Complexity Assessment recommends, document why an alternative organization was selected. Use the "Notes/Mitigation" column to address mitigation actions for a specific element, and include these mitigations in the rationale.

Name of Incident: _____ Unit(s): _____

Date/Time: _____ Signature of Preparer: _____

The RCA is also available at <https://www.nwcg.gov/?q=publications/210>.

Appendix F Indicators of Incident Complexity

Common indicators may include the area (location) involved; threat to life, environment and property; political sensitivity, organizational complexity, jurisdictional boundaries, values at risk, and weather. Most indicators are common to all incidents, but some may be unique to a particular type of incident. The following are common contributing indicators for each of the five complexity types.

Type 5 Incident Complexity Indicators

General Indicators	Span of Control Indicators
<ul style="list-style-type: none"> ● Incident is typically terminated or concluded (objective met) within a short time once resources arrive on scene. ● For incidents managed for resource objectives, minimal staffing/oversight is required. ● Resources vary from two to six firefighters. ● Formal Incident Planning Process not needed. ● Written Incident Action Plan (IAP) not needed. ● Minimal effects to population immediately surrounding the incident. ● Critical Infrastructure, or Key Resources, not adversely affected. 	<ul style="list-style-type: none"> ● Incident Commander (IC) position filled ● Single resources are directly supervised by the IC ● Command Staff or General Staff positions not needed to reduce workload or span of control

Type 4 Incident Complexity Indicators

General Indicators	Span of Control Indicators
<ul style="list-style-type: none"> ● Incident objectives are typically met within one operational period once resources arrive on scene, but resources may remain on scene for multiple operational periods ● Multiple resources may be needed ● Resources may require limited logistical support ● Formal Incident Planning Process not needed ● Written Incident Action Plan (IAP) not needed ● Limited effects to population surrounding incident ● Critical Infrastructure or Key Resources may be adversely affected, but mitigation measures are uncomplicated and can be implemented within one Operational Period ● Elected and appointed governing officials, stakeholder groups, and political organizations require little or no interaction 	<ul style="list-style-type: none"> ● IC role filled ● Resources either directly supervised by the IC or supervised through an ICS Leader position ● Task Forces or Strike Teams may be used to reduce span of control to an acceptable level ● Command Staff positions normally not filled to reduce workload or span of control ● General Staff position(s) normally not filled to reduce workload or span of control

Type 3 Incident Complexity Indicators

General Indicators	Span of Control Indicators
<ul style="list-style-type: none"> ● Incident typically extends into multiple operational periods ● Incident objectives usually not met within the first or second operational period ● Resources may need to remain at scene for multiple operational periods, requiring logistical support ● Numerous kinds and types of resources may be required ● Formal Incident Planning Process is initiated and followed ● Written Incident Action Plan (IAP) needed for each Operational Period ● Responders may range up to 200 total personnel ● Incident may require an Incident Base to provide support ● Population surrounding incident affected ● Critical Infrastructure or Key Resources may be adversely affected and actions to mitigate effects may extend into multiple Operational Periods ● Elected and appointed governing officials, stakeholder groups, and political organizations require some level of interaction 	<ul style="list-style-type: none"> ● IC role filled ● Numerous resources supervised indirectly through the establishment and expansion of the Operations Section and its subordinate positions ● Division Supervisors, Group Supervisors, Task Forces, and Strike Teams used to reduce span of control to an acceptable level ● Command Staff positions may be filled to reduce workload or span of control ● General Staff position(s) may be filled to reduce workload or span of control ● ICS functional units may need to be filled to reduce workload

Type 2 Incident Complexity Indicators

General Indicators	Span of Control Indicators
<ul style="list-style-type: none"> ● Incident displays moderate resistance to stabilization or mitigation and will extend into multiple operational periods covering several days ● Incident objectives usually not met within the first several Operational Periods ● Resources may need to remain at scene for up to 7 days and require complete logistical support ● Numerous kinds and types of resources may be required including many that will trigger a formal demobilization process ● Formal Incident Planning Process is initiated and followed ● Written Incident Action Plan (IAP) needed for each Operational Period ● Responders may range from 200 to 500 total ● Incident requires an Incident Base and several other ICS facilities to provide support ● Population surrounding general incident area affected ● Critical Infrastructure or Key Resources may be adversely affected, or possibly destroyed, and actions to mitigate effects may extend into multiple Operational Periods and require considerable coordination ● Elected and appointed governing officials, stakeholder groups, and political organizations require a moderate level of interaction 	<ul style="list-style-type: none"> ● IC role filled ● Large numbers of resources supervised indirectly through the expansion of the Operations Section and its subordinate positions ● Branch Director position(s) may be filled for organizational or span of control purposes ● Division Supervisors, Group Supervisors, Task Forces, and Strike Teams used to reduce span of control ● All Command Staff positions filled ● All General Staff positions filled ● Most ICS functional units filled to reduce workload

Type 1 Incident Complexity Indicators

General Indicators	Span of Control Indicators
<ul style="list-style-type: none"> ● Incident displays high resistance to stabilization or mitigation and will extend into numerous operational periods covering several days to several weeks. ● Incident objectives usually not met within the first several Operational Periods. ● Resources may need to remain at scene for up to 14 days, require complete logistical support, and several possible personnel replacements. ● Numerous kinds and types of resources may be required, including many that will trigger a formal demobilization process. ● DOD assets, or other nontraditional agencies, may be involved in the response, requiring close coordination and support. ● Complex aviation operations involving multiple aircraft may be involved. ● Formal Incident Planning Process is initiated and followed. ● Written Incident Action Plan (IAP) needed for each Operational Period. ● Responders may range from 500 to several thousand total. ● Incident requires an Incident Base and numerous other ICS facilities to provide support. ● Population surrounding the region or state where the incident occurred is affected. ● Numerous Critical Infrastructure or Key Resources adversely affected or destroyed. Actions to mitigate effects will extend into multiple Operational Periods spanning days or weeks and require long-term planning and considerable coordination. ● Elected and appointed governing officials, stakeholder groups, and political organizations require a high level of interaction. 	<ul style="list-style-type: none"> ● IC role filled ● Large numbers of resources supervised indirectly through the expansion of the Operations Section and its subordinate positions ● Branch Director Position(s) may be filled for organizational or span of control purposes ● Division Supervisors, Group Supervisors, Task Forces, and Strike Teams used to reduce span of control ● All Command Staff positions filled and many include assistants ● All General Staff positions filled and many include deputy positions ● Most or all ICS functional units filled to reduce workload

The RCA is also available at <https://www.nwccg.gov/?q=publications/210>.

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Appendix G
Sample Delegations of Authority AA to IMT and Leader's Intent

Delegation of Authority
Colorado State Office
Montrose Field Office

As of 1800, May 20, 2005, I have delegated authority to manage the Crystal River Fire, Number E353, San Juan Resource Area, to Incident Commander Bill Jones and his Incident Management Team.

The fire, which originated as four separate lightning strikes occurring on May 17, 2005, is burning in the Crystal River Drainage. My considerations for management of this fire are:

1. Provide for firefighter and public safety.
2. Manage the fire with as little environmental damage as possible.
3. Key cultural features requiring priority protection are:
4. Key resources considerations are:
5. Restrictions for suppression actions include:
6. Minimum tools for use are:
7. My agency Resource Advisor will be:
8. The fire borders are:
9. Manage the fire cost-effectively for the values at risk.
10. Provide training opportunities for the resources area personnel to strengthen our organizational capabilities and work with the Geographic Area Training Representative (GATR) to identify opportunities for Priority Trainees.
11. Minimum disruption of residential access to private property, and visitor use consistent with public safety.
12. Efforts should be made to minimize some impacts to communities and ensure that communication is maintained with the state Air Quality Bureau.

(Signature and Title of Agency Administrator)

(Date)

Amendment to Delegation of Authority

The Delegation of Authority dated May 20, 2005, issued to Incident Commander Bill Jones for the management of the Crystal River Fire, number E353, is hereby amended as follows. This will be effective at 1800, May 22, 2005.

13. Key cultural features requiring priority protection are:
14. Use of tracked vehicles authorized to protect Escalante Cabin.

Signature and Title of Agency Administrator

Date

Delegation of Authority for Incident Name

Date:

To: Incident Commander – Name of IC

From: Jurisdictional Agencies

Subject: *Incident Number and jurisdictional unit*

Effective at XXXX hours on Provide the Date, You are delegated authority for the management of the XXXX Incident on the XXXX Jurisdictional Unit – include other jurisdictions if needed. You have full authority for incident management activities on this/these jurisdiction(s) within the framework of law, agency policies, and direction provided within the Delegation of Authority, Wildland Fire Decision Support System Decision, the *Leader's Intent* letter (optional) and the Team Briefing Package provided.

This Delegation carries with it the full authority for the management of the resources (personnel and equipment), costs, and rehabilitation of incident management efforts directly associated with this incident(s). Your primary responsibility is to organize, manage and direct your assigned resources for safe, efficient and effective management of the incident. You are accountable to the Agency Administrator or designated representative.

Agency Administrator
Agency/Jurisdictional Unit

Date/Time

Agency Administrator
Agency/Jurisdictional Unit

Date/Time

I accept this Delegation:

Incident Commander

Date/Time

Leader's Intent

This is an **optional** document with the following information provided as a template. The purpose is to provide information to an IMT that is not directly related to the strategic direction for managing a wildfire (strategic direction belongs in the WFDSS Decision). Some items will not be relevant to your Unit; delete or add additional information as needed. Items *italicized* and underlined are areas where you should review the information and either add unit-specific information or delete those statements.

Overview

This leader's intent document is one piece of many components of the entire briefing package provided to the incident management team (IMT). In addition to this leader's intent letter, the IMT will also receive the following documentation to support the management of this incident:

- Delegation of Authority
- Published decision from the Wildland Fire Decision Support System
- Briefing package

Communications

It is expected we will meet *daily or as needed* to be informed on significant accomplishments or issues. Daily discussion points include but aren't limited to the following:

- Safety
- Other identified values at risk
- Risk trade-offs
- Relationships with partners and stakeholders
- External communication
- Operational effectiveness (Your assessment of likelihood of success of achieving all objectives)
- Benchmarks based on team capabilities, span of control, daily progress
- Complexity
- Cost
- Ramp up and ramp down strategies
 - Final fire package

Expect to have a preliminary team evaluation at the incident closeout and a final evaluation at the end of fire season when all incident business transactions have been finalized.

Expanded dispatch is in place, please coordinate and work through XX expanded dispatch center located at the interagency communication center for additional resources or support needs.

Strategic Planning

Successful management of this fire requires a common understanding of the values that require protection, their priority for protection, the probability they will be impacted, under what circumstances they require protection, what protection might look like, and how we manage our response. Strategic direction is aligned with the Land and Resource Management Plan/Resource Management Plans and associated amendments as detailed in the WFDSS Decision. It is expected that you and your necessary staffs read and follow

Release Date: January 2018

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the Decision (Incident Requirements, Incident Objectives, Course of Action, Rationale) in WFDSS. If you have questions or concerns, contact me directly to discuss or clarify. The team should assist with the following:

- Keep line officer informed of significant accomplishments/issues of which can be documented in the Periodic Assessment throughout the duration of the incident.
- Through your risk assessment process, provide feedback regarding needed changes to the Incident Objectives and Course of Action to mitigate unnecessary risk to firefighters.
- Provide input regarding any other identified values to be addressed in planning operations and in the WFDSS Decision.
- Provide input to the current Risk and Complexity Analysis (RCA) in WFDSS and the need for updates; RCA updates can be made to document changed conditions without publishing a new decision.
- Provide support in updating and revising the decision as necessary, and/or determining if an update to components of the decision or documentation is needed (e.g., expectation that the planning area will be breached).
- Develop, update, and revise management action points as necessary to protect identified values (e.g., structural inholdings, communication sites, culturally sensitive areas) (The unit can list values here, or refer to WFDSS).

Throughout the life of the incident there will likely be oral discussions, agreements or changes in tactics/management of the fire as a whole that deviate from this letter or the WFDSS Decision documentation. Such deviations must be discussed with me in person so that we can determine solutions and update the WFDSS Decision as needed.

Human Resources

- All personnel assigned shall be treated with dignity and respect. Manage the human resources assigned to the fire in a manner that promotes a positive and harassment-free work environment and creates a “no tolerance” atmosphere for harassment, alcohol, or illegal drug use.
- All personnel assigned should receive evaluations prior to leaving the incident. Encourage supervisors to provide meaningful feedback regarding performance and conduct.

Safety

- Visitor and public safety is a concern.
 - Provide timely information to publics impacted by the fire/closure areas.
 - Coordinate closures/evacuations with Law Enforcement as identified in the briefing package.
 - If needed, utilize the appropriate Cooperative Law Enforcement Agreement in the briefing package.
- Coordinate and consult with Safety and Health Manager or designated Agency Representative as identified in the briefing package.
- Coordinate hazardous material matters with unit Safety Officer. Specific information has been included in the briefing package.
- Camp security is advised due to base camp's proximity to town.
- Known safety hazards within the proximity of the fire area; e.g., grizzly bear baiting station at XX location, grizzly habitat (considerations for camp, spike camps, night operations, etc.), large standing snag patch from fire, trees are severely weakened.

excessively steep terrain (provide a geographical location) with large rock outcrops and no values of concern.

Operations

Attention to firefighter and aviation safety is an absolute necessity! Incident Action Plans should reflect leader's intent for the incident. Tactical actions will be assessed and effective mitigation measures will be in place to avoid putting firefighting personnel at unnecessary risk; Consider not implementing tactical actions by assessing the value being protected versus the risk (even if mitigated) required to protect it.

- **Structure Protection**
 - Ensure firefighters who engage in structure protection are staying within their tactical training, capabilities, and agency policies.
 - Document significant issues for values at risk within the ICS 209.
 - Utilize the Community and Structure Fire Protection Guidelines (refer to your local guidance if relevant).
- **Retardant**
 - Review the fire retardant avoidance maps and documentation *provided during the IMT in-brief OR in WFDSS*, and coordinate with the Resource Advisor as identified in the briefing package.
 - Follow reporting guidelines for retardant use as defined in the briefing package.
 - Follow the guidance/protocol within the Wildfire Guidelines for Resource Protection if retardant is misplaced.
 - Use retardant only when and where it is expected to be successful in slowing fire spread or reducing intensities so ground firefighters may engage the fire more safely with a higher likelihood of success.
- **Aviation**
 - Aviation safety is a high priority. An Aviation Risk Assessment will be completed on all aviation missions in support of fire management. For additional guidance regarding Aviation Resources or local protocol refer to the Briefing Package and work with the Unit Aviation Officer or their designee as a liaison.
 - An initial TFR has been established for the fire area, coordinate changes to the current TFR with the Unit Aviation Officer.
- **Initial Attack Operations**
 - You will be responsible for Initial Attack activities within your designated TFR.
 - The local unit may call upon you for additional support as needed for Initial Attack activities.
- **Cultural and Resource Protection and/or Enhancement**
 - Avoid damage to sensitive cultural resources within the fire area; coordinate suppression actions with the line resource advisor/archeologist. Specific sensitive cultural information was included within the briefing package.
 - Ensure all tactical actions adhere to the Unit Wildfire Guidelines for Resource Protection and develop a rehabilitation plan for the impacts associated with those actions.
 - Not all wildfire is detrimental in this Planning Area. Specific strategic direction is provided in the WFDSS Decision.

Public Information

- Develop a public information plan for the incident within XX hours and work closely with the unit Public Affairs Specialist to disseminate information to internal staff, external partners, and interested publics. Refer to the briefing package for names and contacts.
- Accuracy and timeliness of public information is important. Public meetings should be held as needed and on a routine basis.
- Maintain contact with appropriate agencies, elected officials, business leaders and members of the public as identified within the briefing package.
- Informational meetings or briefings and news releases are to be coordinated with the Agency Representatives as identified within the briefing package.

Finance

- Document decisions that have incident cost ramifications within the IC Daily log and provide clear rationale for the decisions.
- Utilize the XX Incident Business Plan; please work with the designated INBA for the incident. Refer to the briefing package for contact information.
- A buying team is in place, XX Dispatch Center.
- Develop a total cost projection for managing the incident in line with the strategic direction provided for federal lands, this needs to be completed within XX hours of being delegated authority.
- Provide assistance in developing a cost share agreement as mutually agreed upon by the XX jurisdictions involved.

Logistics

- Telecommunications contracts have been previously established with Verizon for phone and data plans to support IMT base camps. Specific information is included within the briefing package.
- The Local Unit has previously identified base camp and spike camp locations, please evaluate these areas before establishing new locations. Land use agreements for these sites are in place, coordinate with the Incident Business Advisor for specific information.
- Maps of these areas will be provided within the briefing package.
 - Invasive and noxious weeds – Vehicle and equipment washing is required on fires within XX area. Insert localized information. Refer to Wildfire Guidelines for Resource Protection on the local unit for additional information (provided with the briefing package). Please direct questions to the assigned Resource Advisor.

Other

- To build capacity, the use of trainees is strongly suggested to be incorporated into team functions where available. Local trainees will receive first priority for assignments. A list of the local trainees is included within the briefing package.
- Work with the Geographic Area Training Representative (GATR) to identify opportunities for Priority Trainees.
- Coordinate and work closely with the following positions/personnel – contact information as well additional contacts maybe found in the briefing package.
- Line Officer

SAMPLE DELEGATIONS OF AUTHORITY AA TO IMT AND LEADER'S INTENT APPENDIX G

- District FMO/Unit FMO
- Unit Aviation Officer
- Interagency Dispatch Center Manager
- Public Affairs Officer
- Unit Safety Officer
- Incident Business Advisor
- Resource Advisor
- Agency/Interagency Partners
- Other IMTs in the adjoining area

Line Officer Signatory

Date

Optional signatures add if needed

Date

Incident Commander

Date

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Appendix H Local Incident Commander Briefing to IMT

The Incident Briefing, ICS-201 form provides the basis for the local incident commander to brief the incoming team.

Briefing Information

Forms Available or Attached: <input type="checkbox"/> ICS 201 <input type="checkbox"/> ICS 215 <input type="checkbox"/> ICS 207 <input type="checkbox"/> ICS 220 <input type="checkbox"/> ICS 209	Other Attachments: <input type="checkbox"/> Map of Fire <input type="checkbox"/> Aerial Photos <input type="checkbox"/> Weather Forecast
Fire Start Date:	
Time:	
Fire Cause:	
Fuels Ahead of Fire:	
Fuels at Fire:	
Fire Behavior:	
Fire Spread:	
Natural Barriers:	
Anchor Points:	
Perimeter Secured, Control/Mitigation Efforts Taken, and Containment Status:	

Life, Improvements, Resources and Environmental Issues:		
Weather Forecast:		
	Established	Possible
ICP:	<input type="checkbox"/>	<input type="checkbox"/>
Base:	<input type="checkbox"/>	<input type="checkbox"/>
Camp(s):	<input type="checkbox"/>	<input type="checkbox"/>
Staging Area(s):	<input type="checkbox"/>	<input type="checkbox"/>
Copy Machine Available		<input type="checkbox"/> Yes <input type="checkbox"/> No
Safety Issues:		EMS in Place: <input type="checkbox"/> Yes <input type="checkbox"/> No
Air Operations Effectiveness to Date:		
Air Related Issues and Restrictions:		
Hazards (Aircraft and People):		
Access from Base to Line:		
Personnel and Equipment on Incident (Status and Condition):		
Personnel and Equipment Ordered:		
Cooperating and Assisting Agencies on Scene:		

Helibase/Helispot Location:
Crash Fire Protection at Helibase:
Medivac Arrangement:
Communication System in Use: <input type="checkbox"/> Radio <input type="checkbox"/> Telephone <input type="checkbox"/> Cell Phone
Water Availability:
Review of Incident Action Plan; Copy of Approved Wildfire Decision Support System Published Decision:
Smoke Conditions:
Local Political Issues:
Damage Assessment Needs:
Security Problems:

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Appendix I Incident Management Team Performance Evaluation

Team IC		Incident Type	
Incident Name		Incident Number	
Assignment Dates		Total Acres	
Host Agency		Evaluation Date	
Administrative Unit		Sub-Unit	
<p>At the conclusion of each incident management team (IMT) assignment, the agency administrator or representative should complete this initial performance evaluation (sections 1-5). This evaluation should be discussed directly with the incident commander. The initial performance evaluation should be delivered by the agency administrator without delay to the incident commander, the state/regional fire management officer, and the chair of the IMT's home geographic area multi-agency coordination group to ensure prompt follow-up to any issues of concern.</p>			
<p>Complete the following. evaluation narratives and rating for each question. 0 – did not achieve expectations 3 – met expectations 5 – excelled</p>			
<p>1. How well did the Team accomplish the objectives described in the Wildland Fire Decision Support System (WFSS) the Delegation of Authority, and the Agency Administrator briefing?</p>			
Circle one	0	1	2
3	4	5	
<p>(Explain)</p> 			
<p>2. How well did the team manage the cost of the incident? Did the team follow agency incident operating guidelines? Were follow-up issues identified and documented for the Agency Administrator (e.g., invoices, OWCP and vendor issues)?</p>			
Circle one	0	1	2
3	4	5	
<p>(Explain)</p> 			

3. How did the team demonstrate sensitivity to resource limits/constraints and environmental concerns?						
Circle one	0	1	2	3	4	5
(Explain)						
4. How well did the team deal with sensitive political and social concerns?						
Circle one	0	1	2	3	4	5
(Explain)						
5. Was the team professional in the manner in which they assumed management of the incident and how they managed the total incident? How did the team handle transition either to another IMT or in returning the incident the hosting agency?						
Circle one	0	1	2	3	4	5
(Explain)						
6. How well did the team anticipate and respond to changing conditions, was the response timely and effective?						
Circle one	0	1	2	3	4	5
(Explain)						
7. How well did the team place the proper emphasis on safety?						
Circle one	0	1	2	3	4	5
(Explain)						

8. Did the team activate and manage the mobilization/demobilization in a timely and cost effective manner?						
Circle one	0	1	2	3	4	5
(Explain)						
9. How well did the team use local resources, trainees, and closest available forces?						
Circle one	0	1	2	3	4	5
(Explain)						
10. How did the team notify the incident agency regarding triggers for initiating a cost share agreement or Large Fire Cost Review (FS)/Significant Wildland Fire Review (DOI)? How were those recommendations implemented?						
Circle one	0	1	2	3	4	5
(Explain)						
11. Was the IC engaged and in charge of the team and the incident? How well did the IC function and operate as a leader?						
Circle one	0	1	2	3	4	5
(Explain)						

12. How timely was the IC in assuming responsibility for the incident and initiating action?						
Circle one	0	1	2	3	4	5
(Explain)						
13. How did the IC show sincere concern and empathy for the hosting unit and local conditions?						
Circle one	0	1	2	3	4	5
(Explain)						
14. Did the IMT provide an organized financial package (comps/claims documentation completed, payment documents forwarded, I-suite updated, etc.) to the host unit or next IMT prior to demobilization?						
Circle one	0	1	2	3	4	5
(Explain)						
15. Other comments:						
Agency Administrator or Representative:				Date:		
Incident Commander:				Date:		

Appendix J Sample Delegation – Lessons Learned Review (LLR)

Memorandum

To: LLR Facilitator; [Title of person/office this is meant for]

From: Delegating Official

Subject: Delegation of Authority – [Incident name] LLR

Situation Summary:

You are hereby designated the authority to lead and conduct a LLR for [Incident name]. The review process will begin at [Identify LLR start time, date, and location]. The Fire Staff and Fire Management Office have identified the group of employees who will also be participating. That information will be provided to you upon your arrival.

You have the authority to tailor your team and the LLR process to fit the situation and your style of facilitation. However, I would like you to utilize the guidance outlined in the *Interagency Standards for Fire and Fire Aviation Operations Chapter 18*, while conducting the LLR. This includes:

- convening the participants;
- identifying facts of the event and developing a chronological narrative of the event;
- identifying underlying reasons for success or failure;
- identifying what was learned and what should/could be done differently in the future;
- identify any recommendations that would prevent future similar occurrences; and
- providing a final, written report covering the above items, which is due to me within two weeks of the event occurrence.

If you need any assistance, your primary contact will be [Name of primary contact].

Thank you for your time and assistance.

Release Date: January 2018

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Appendix K Recommendations for Incident Emergency Medical Services

Resource	Initial Attack	<250 People	250 to 500 People	> 500 People
Medical Unit Leader (MEDL)	No	TBD by IC and jurisdictional agency	YES (1)	YES (1)
First Responder or Basic FA	Yes	Yes	N/A	N/A
MEDL EMTs	No	No	1	2
EMTs	No	To be determined by the IC or jurisdictional agency	1	2
MEDL Quals	N/A	N/A	310-1 Basic EMT	310-1 Basic EMT
Med Unit EMT Quals	N/A	Basic EMT	310-1 Basic EMT	310-1 Basic EMT
EMTs per Division	N/A	To be determined in consultation with Operations and/or Medical Unit	To be determined in consultation with Operations and/or Medical Unit	To be determined in consultation with Operations and/or Medical Unit
Establish Local Medical Direction	N/A	To be determined by the IC or jurisdictional agency	Yes	Yes
First Aid Kits	Pocket & Vehicle First Aid Kits	Pocket, Vehicle and Crew First Aid Kits	Pocket, Vehicle and Crew First Aid Kits	Pocket, Vehicle and Crew First Aid Kits
100-person First Aid Kit	No	To be determined by the IC or jurisdictional agency	Yes	No
500-person First Aid Kit	No	No	No	Yes
AED	To be determined by the IC or jurisdictional agency	To be determined by the IC or jurisdictional agency	Yes	Yes
Oxygen	No	No	TBD	Yes

Resource	Initial Attack	<250 People	250 to 500 People	> 500 People
OTC Meds	No	To be determined in consultation with Safety Officer, Medical Unit Leader, and Finance Section Chief	To be determined in consultation with Safety Officer, Medical Unit Leader, and Finance Section Chief	To be determined in consultation with Safety Officer, Medical Unit Leader, and Finance Section Chief
Emergency Transport	N/A	Method to provide transport to the nearest medical facility is to be identified in the Incident Action Plan	Method to provide transport to the nearest medical facility is to be identified in the Incident Action Plan	Method to provide transport to the nearest medical facility is to be identified in the Incident Action Plan

NOTE: *Regional differences/protocols exist that vary from these recommendations and may require a higher level of EMS service. Examples of regional differences/protocols are: 1) Northern Rockies (Incident Medical Specialist Program); 2) Pacific Northwest (Incident Medical Specialist Program); and 3) Alaska (Firemedic Program).*

Appendix L
Delegation of Authority – FAST
Delegation of Authority

Geographic Area
Fire and Aviation Safety Team (FAST)

Situation Summary (issues and concerns/reason for ordering the FAST)

Objectives (measurable)

Team Skills Required (per objectives listed above)

The final team composition will be determined at time of dispatch and members named on the resource order.

Mission

The FAST is to conduct an independent assessment and evaluation of operational and managerial activities (related to the specific objectives stated above) at the following locations (mission segments):

The team may determine visits to other incidents/organizations/operations as appropriate, and may do so after coordination with the GMAC. The FAST will contact the GMAC Coordinator (describe frequency of contact):

The FAST is to provide technical or managerial assistance when requested and where necessary to immediately correct an identified, critical problem. The FAST may also provide short-term assistance in managing situations or incidents when requested by the incident, organization, or operation.

Protocols

The FAST will organize and conduct an entry briefing with the appropriate managers of the locations/incidents identified previously. The entry briefing will provide the objectives and operational parameters of the mission.

Once the mission segment is completed, the FAST will organize and conduct an exit briefing with the same officials or their designees, during which a draft of the mission-segment report will be presented and discussed. Components of this report will include:

- Purpose and Objectives
- Findings, Commendations, and Recommendations
- Follow-up Actions Needed
- Immediate
- Long-term
- Scope (local, area, national)
- Copy of the Delegation of Authority

The FAST will contact the GMAC Coordinator_____.

FAST will provide a final written report to the GMAC Coordinator upon completion of all mission segments. This report will include:

- FAST Final Report Outline
- Executive Summary
- Purpose and Objectives
- Summary (Findings, Recommendations, Commendations, Assistance Provided)
- Critical and Immediate Follow-up Actions Required
- Introduction
- Methods and Procedures
- Mission Segments (Summary of Incidents, Organizations, Operations Reviewed. Include copies of Mission Segment Reports)
- Analysis
- Findings and Trends, Commendations, and Recommendations
- Follow-up Actions Needed
- Immediate
- Long-term
- Scope (local, area, national)
- A copy of the Delegation of Authority

The _____ Multi-Agency Coordination Group hereby charters and delegates the preceding authority to _____, FAST Leader, effective on _____.

/s/

Chair, _____ Coordinating Group

Date: _____

Appendix M NUS Engines

The following chart shows the NUS minimum stocking levels required for agency engines.
BLM units see the agency-specific NUS on the NFEP website.

Category	Item Description	NFES #	Type	Type
			3, 4, & 5	6
Fire Tools and Equip	McLeod	0296	1	
	Combination Tool	1180	1	1
	Shovel	0171	3	2
	Pulaski	0146	3	2
	Backpack Pump	1149	3	2
	Fusees (case)	0105	1	½
	Foam, concentrate, Class A (5-gallon)	1145	1	1
	Chainsaw (and chaps)		1	1
	Chainsaw Tool Kit	0342	1	1
	Drip Torch	0241	2	1
	Portable Pump		*	*
Medical	First Aid Kit, 20-25 person	1143	1	1
	Burn Kit		1	1
	Body Fluids Barrier Kit	0640	1	1
General Supplies	Flashlight, general service	0069	1	1
	Chock Blocks		1	1
	Tow Chain or Cable	1856	1	1
	Jack, hydraulic (comply w/GVW)		1	1
	Lug Wrench		1	1
	Pliers, fence		1	1
	Food (48-hour supply)	1842	1	1
	Rags	3309	*	*
	Rope/Cord (feet)		50	50
	Sheeting, plastic, 10' x 20'	1287	1	1
	Tape, duct	0071	1	1
	Tape, filament (roll)	0222	2	2
	Water (gallon/person) minimum		2	2
	Bolt Cutters		1	1
	Toilet Paper (roll)	0142	*	*
	Cooler or Ice Chest	0557	*	*
	Hand Primer, Mark III	0145	*	*
	Hose Clamp	0046	2	1
	Gaskets (set)		1	1
	Pail, collapsible	0141	1	1
Hose Reel Crank		*	*	

Category	Item Description	NFES #	Type	Type
			3, 4, & 5	6
Safety	Fire Extinguisher (5 lb)	2143	1	1
	Flagging, Pink (roll)	0566	*	*
	Flagging, Yellow w/Black Stripes (roll)	0267	*	*
	Fuel Safety Can (Type 2 OSHA, metal, 5-gallon)	1291	*	*
	Reflector Set		*	*
	Class 2 or 3 High Visibility Apparel (1 per seat belt)	1242	**	**
Vehicle and Pump Support	General Tool Kit (5180-00-177-7033/GSA)		1	1
	Oil, automotive, quart		4	2
	Oil, penetrating, can		1	1
	Oil, automatic transmission, quart		1	1
	Brake Fluid, pint		1	1
	Filter, gas		1	1
	Fan Belts		1	1
	Spark Plugs		1	1
	Hose, air compressor w/adapters		1	0
	Fuses (set)		1	1
	Tire Pressure Gauge		1	1
	Jumper Cables		1	1
	Battery Terminal Cleaner		*	*
	Tape, electrical, plastic	0619	1	1
Tape, Teflon		1	1	
Personal Gear (Extra Supply)	File, mill, bastard	0060	*	*
	Head Lamp	0713	1	1
	Hard Hat	0109	1	1
	Goggles	1024	2	2
	Gloves		*	*
	First Aid Kit, individual	0067	1	1
	Fire Shirt		*	*
	Fire Shelter w/case and liner	0169	2	1
	Packsack	0744	2	1
	Batteries, headlamp (pkg)	0030	6	4
Ear Plugs (pair)	1027	3	3	
Radio	Portable		1	1
	Mobile		1	1
	Batteries (for portable radio)		2	2

Category	Item Description	NFES #	Type	Type
			3, 4, & 5	6
Hose	Booster (feet/reel)	1220	100	100
	Suction (length, 8' or 10')		2	2
	1" NPSH (feet)	0966	300	300
	1½" NH (feet)	0967	300	300
	¾" NH, garden (feet)	1016	300	300
	1½" NH, engine protection (feet)		20	20
	1½" NH, refill (feet)		15	15
Nozzle	Forester, 1" NPSH	0024	3	2
	Adjustable, 1" NPSH	0138	4	2
	Adjustable, 1½" NH	0137	5	3
	Adjustable, ¾" NH	0136	4	2
	Foam, ¾" NH	0627	1	1
	Foam 1½" NH	0628	1	1
	Mopup Wand	0720	2	1
	Tip, Mopup Wand	0735	4	2
	Tip, Forester, Nozzle, fog	0903	*	*
	Tip, Forester Nozzle, straight stream	0638	*	*
Wye	1" NPSH, Two-Way, Gated	0259	2	1
	1½" NH, Two-Way, Gated	0231	4	2
	¾" NH w/Ball Valve, Gated	0739	6	4
Adapter	1" NPSH-F to 1" HN-M	0003	*	*
	1" NH-F to 1" NPSH-M	0004	1	1
	1½" NPSH-F to 1½" NH-M	0007	1	1
	1½" NH-F to 1½" NPSH-M	0006	*	*
Increaser	¾" NH-F to 1" NPSH-M	2235	1	1
	1" NPSH-F to 1½" NH-M	0416	2	1
Coupling	1" NPSH, Double Female	0710	1	1
	1" NPSH, Double Male	0916	1	1
	1½" NH, Double Female	0857	2	2
	1½" NH, Double Male	0856	1	1
Reducer/ Adapter	1" NPSH-F to ¾" NH-M	0733	3	3
	1½" NH-F to 1" NPSH-M	0010	6	4
	2" NPSH-F to 1½" NH-M	0417	*	*
	2½" NPSH-F to 1½" NH-M	2229	*	*
Reducer	1½" NH-F to 1" NH-M	0009	1	1
	2½" NH-F to 1½" NH-M	2230	1	1
Tee	1" NPSH-F x 1" NPSH-M x 1" NPSH-M, w/cap	2240	2	2
	1½" NH-F x 1½" NH-M x 1" NPSH-M w/cap	0731	2	2
	1½" NH-F x 1½" NH-M x 1" NPSH-M w/valve	0230	2	2

Category	Item Description	NFES #	Type	Type
			3, 4, & 5	6
Valve	1½” NH-F, Automatic Check and Bleeder	0228	1	1
	¾” NH, Shut Off	0738	5	5
	1” Shut Off	1201	1	1
	1½” Shut Off	1207	1	1
	Foot, w/strainer		1	1
Injector	1” NPSH x 1/12” NH, Jet Refill	7429	*	*
Wrench	Hydrant, adjustable, 8”	0688	1	1
	Spanner, 5”, 1” to 1½” hose size	0234	4	1
	Spanner, 11”, 1½” to 2 ½” hose size	0235	2	2
	Pipe, 14”	0934	1	1
	Pipe, 20”		1	1
Engine	<i>Wildland Fire Incident Management Field Guide (PMS 210)</i>	2943	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
	<i>Current Interagency Standards for Fire and Fire Aviation Operations</i>		1	1

* No minimums – carried by engines as an option, within weight limitations

** One per seat belt

NPS – Additional or Differing Items Recommended by NPS

Category	Item Description	NFES #	Type	Type
			3, 4, & 5	6
Fire Tools and Equip ¹	Flapper (NPS)		*	*
	Council Rake (NPS)	1807	*	*
	Leaf blower		*	*
	Shovel	0171	2	1
	Extra Quart, 2 cycle mix		2	1
	Portable Pump		1	*
General Supplies	Chock Blocks		1	1
	Tape, filament (roll)	0222	2	1
	Bolt Cutters		*	*
	Hose Clamp	0046	2	2
Safety	Reflector Set		1	1
	Oil, automotive, quart		2	1

Category	Item Description	NFES #	Type	Type
			3, 4, & 5	6
Vehicle and Pump Support	Power steering Fluid		1	1
	Antifreeze (seasonal)		*	*
	Filter, air for engine and pump		*	*
Personal Gear (Extra Supply)	File, mill, bastard	0060	*	*
	Fire Shelter w/case and liner	0925/0975	1	1
	Packsack	0744	2	1
Radio	Batteries (for portable radio)		2	2
Hose	2½" Refill Hose, Water tender		*	*
Nozzle	Adjustable, 1 ½" NH	0137	3	3
Wyes	¾" NH w/Ball Valve, Gated	0739	6	2
Coupling	1" NPSH, Double Male	0916	2	1
	1" NH, Double Male	0856	2	2
Reducer/Adapter	1" NPSH-F to ¾" NH-M	0733	3	2
	1½" NH-F to 1 NPSH-M	0010	6	3
Tee	1" NPSH-F x 1" NPSH-M x 1" NPSH-M, w/cap	2240	2	*
Valve	1½" NH-F, Automatic Check and Bleeder	0228	1	*
	¾" NH, Shut Off	0738	4	2
Wrench	Pipe, 20"		1	*
Engine	Accident Forms (Vehicle and Personnel)		1	1
	Compass		1	1

¹ A minimum of eight tools for type 3, 4, 5 engines and a minimum of five tools for type 6 engines is required. The listed numbers of tools in each box are required to be on the engine. Beyond that, the tools listed as optional or additional required tools can make up the rest of the minimum number required for engines.

* No minimums – carried by engines as an option, within weight limitations

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Appendix N

Wildland Fire Decision Support System Information

WFDSS Overview

The Wildland Fire Decision Support System (WFDSS) is an interagency, web-based application that helps agency administrators and fire managers make risk-informed decisions for all types of wildland fires, regardless of complexity. WFDSS integrates the various applications used to manage incidents into a single risk-informed, collaborative system to streamline the analysis and reporting processes, providing one decision documentation system tiered to Land and/or Resource Management Plans.

The application's home page can be accessed at <https://WFDSS.usgs.gov>.

WFDSS Account Information

The WFDSS application is intended for use by the US federal government for managing wildland fires.

Qualified users (Federal and Tribal Employees and non-Federal WFDSS partners) can request accounts on the WFDSS Production (for live incidents) or Training (training incidents only) login pages and a single account provides access to each system. Additional information about requesting an account can be found at https://wfdss.usgs.gov/wfdss_help/WFDSShelp_request_acct.html.

Federal accounts are granted automatically, non-federal accounts are granted by Geographic Area Editor (GAE) or National Editors (NE), depending on the geographic area a user's account is associated with (Note: Each federal entity has different overlapping regions which may not coincide with geographic areas. A GAE from a perceived different geographic area may assist you as a result.).

Users work with GAEs, NEs, and the Customer Help Desk to manage locked accounts, disabled accounts and password resets. The help topics Requesting a Password Reset, Understanding Locked User Accounts and Re-enabling a Disabled Account provide additional information, they can be located in the WFDSS Online help available at https://wfdss.usgs.gov/wfdss_help/index.htm.

WFDSS User Roles

User Roles in WFDSS correspond to permissions which allow users to perform certain tasks within the application. Newly activated accounts are assigned a Viewer role but within the application, users can request Author, Dispatcher, Data Manager, or Fire Behavior Specialist roles as necessary. Various support roles exist as well, and include Geographic Area Editor, National Editor, Administrator and Help Desk. User role requests are granted by Geographic and National Editors, depending on the geographic area and role requested.

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- Users assigned the Viewer role can view published content but can only engage in incident documentation if assigned incident privileges.
- The Author role is required for users to create and/or own incidents and manage the decision documentation process.
- The Dispatcher and Data Manager roles are typically designated at the local level to manage an Administrative Unit's incident information and spatial data.
- The Fire Behavior Specialist role can be requested/granted when a certain degree of fire behavior analysis training has been completed (training and experience culminating in S491 and S495).
- The Geographic Area Editor role is a primary support role for Authors, Dispatchers, Data Managers and Fire Behavior Specialists; users assigned this role have implicit ownership of incidents within their geographic area, regardless of agency. Additional information about GAE duties is included in the WFDSS Training and Support section.
- The National Editor role has maximum authority relative to WFDSS incident management; users assigned this role have implicit ownership of all incidents in WFDSS.

The WFDSS User Roles help topic provides additional information about user roles and can be found in the WFDSS online help available at https://wfdss.usgs.gov/wfdss_help/index.htm.

WFDSS Incident Privileges

Incident privileges are assigned and managed by incident owners at the time of (and are specific to) an incident. These privileges allow users to Own, Edit, Review, or Approve decision content. Users must be assigned the Author user role to own incidents, but users with any role can edit, review or approve decisions. If a change in incident privileges is necessary for an incident, contact the incident owner(s) to coordinate the change. Incident Privileges and Managing Incident Privileges are two topics that provide additional information; they can be searched for in the WFDSS help.

WFDSS Training and Support

A variety of WFDSS training and support materials are located on the WFDSS home page. Here you can access modeling and decision learning resources, videos and various white papers and supporting documents. The Hot Picks section provides links to annual refresher materials as well as the most common WFDSS-related offerings; it's a column located on the right side of the WFDSS home page. The Training and Related References sections of the WFDSS home page are available here, respectively:
https://wfdss.usgs.gov/wfdss/WFDSS_Training.shtml and
https://wfdss.usgs.gov/wfdss/WFDSS_Resources.shtml.

Within the WFDSS application, the online help is a comprehensive set of help topics that are mapped to corresponding pages in the application. Click the help icon in the upper right of any page to access specific help information for any page in the application. The online help can also be accessed here: https://wfdss.usgs.gov/wfdss_help/index.htm.

Geographic Area Editors Support of WFDSS Users, Incidents and Agencies

Geographic Area Editors (GAE) are another source of WFDSS training and support. Their primary role is to support WFDSS users and incidents within their Geographic Area (GA), serve as interagency technical experts, and Point of Contacts for their agency or bureau.

GAEs from various agencies are typically designated within each GA. GAEs work cooperatively for the benefit of all users within their GA and are both able and expected to assist any caller from any agency within their GA.

Geographic Area Editors WFDSS Duties

- Grants and removes user roles (Viewer, Author, Dispatcher, Fire Behavior Specialist, and Data Manager) in the Training and Production systems within their GA.
 - Serves as a WFDSS expert to support WFDSS users within their GA.
 - Assists or otherwise provides oversight in the development of decision content for WFDSS decisions.
 - Provides “WFDSS Point of Contact (POC)” technical help during off hours and weekends.
 - Provides training and answers technical “how to” questions.
- Provides incident support within their GAs as needed, and when an incident owner is unavailable. Geographic Area Editors can:
 - Edit any WFDSS incident within their GA, in coordination with incident owners, editors and/or Approving Official(s);
 - Develop and share filters (groups, incident, analysis, and intelligence);
 - Upload incident and/or analysis shapefiles;
 - Transfer/modify incident ownership;
 - Grant incident privileges; and
 - Edit jurisdictional point of origin (in coordination with local unit and incident).
- Serves as Geographic Area POC for their agency or bureau:
 - Facilitates interagency cooperation and coordination in support of multijurisdictional incidents and field users.
 - Consults fire and resource management staff and agency leadership as needed on WFDSS decision content.
 - Coordinates with and provides backup to other GAEs within their GA.
 - Disables agency/bureau user accounts within their GA.
 - Disseminates technical information such as upgrades to the WFDSS system, “how to” guidance and training materials/announcements.

- Participates in GAE calls to keep up to date on system changes or other relevant information to be shared with field units.
- Verifies completion of security training for non-federal account requests.
- Assists with the reactivation of disabled accounts within their GA. When a user with a disabled account contacts a GA editor, the GA can assign the user a role in WFDSS Production and it automatically syncs with the user's Training account. The user can then contact the Help Desk to reset their password and unlock the account.

Geographic Area Editors WFDSS Limitations

- Cannot reset passwords (users must contact the help desk to reset their password and unlock their account).
- Do not have privileges specific to Fire Behavior Specialist, Administrator or Helpdesk.
- Cannot view disabled accounts for users in other GAs.

Fire Behavior Analysis

Fire behavior analysis is incorporated into WFDSS, in the form of the Fire Spread Probability model (FSPro), Basic Fire Behavior (Basic), Short Term Fire Behavior (STFB) and Near Term Fire Behavior (NTFB). A comparison of these models (as well as FlamMap and FARSITE) can be found on the WFDSS homepage under the Training menu option (https://wfdss.usgs.gov/wfdss/WFDSS_Training.shtml), Modeling Learning Resources section.

WFDSS users assigned the Fire Behavior Specialist (FBS) role are responsible for fulfilling analysis needs for incidents. FBSs can be local; assigned to incident management teams in the form of LTANs, FBANs or GSANs; or provide assistance remotely. It's helpful to identify local FBSs pre-season to understand the local capacity for analysis assistance.

If a local FBS is not available to provide analysis for an active incident, you can request assistance by selecting Fire Behavior Request from the Information tab of an Incident and submitting the request, contacting a Geographic Area Editor, or calling the Analysis & Decision Content Support number listed on the WFDSS home page (208-473-8107). Additional information about requesting assistance for an incident can be found on the Decision Support section of the Wildland Fire Management Research, Development and Application group home page at https://www.wfmrda.nwec.gov/decision_support.php.

Relative Risk Assessment

The Relative Risk Assessment is required before publishing a Decision for an incident. Its purpose is to assist you in planning for, assessing, and managing your incidents. Incident Owners or Editors can perform the assessment, which

provides a quick but comprehensive assessment of the risk of the fire. This is a qualitative process that can be completed in less time than a quantitative long-term risk assessment. The Relative Risk Assessment chart uses three risk components:

- values
- hazard
- probability

Each of these components is assessed independently. As the graphs for each component are completed, you can document thoughts/reasons for inputs in accompanying text boxes. This text automatically populates in the WFDSS decision but the graphs themselves do not (they can be manually added if you choose). The three outputs are then evaluated in a final step that provides the Relative Risk rating for the fire. From the Relative Risk rating, guidance is provided within the system to assist the Owner/Author in determining the level of analysis needed, considerations for the incident and documentation of the Decision. The help topics About Relative Risk and Calculating Relative Risk provide additional information and can be located in the WFDSS online help available at https://wfdss.usgs.gov/wfdss_help/index.htm.

Organization Assessment

The Organization Assessment (OA) is required to publish a Decision for an incident. It guides Agency Administrators in their incident management organization selection, both in escalating and moderating situations (i.e., this process can be used to expand or contract organizations). The OA is based on Relative Risk, implementation difficulty, and socio-political concerns. The final part of the OA combines these variables to allow users to select the level of incident management needed. The help topics Organization Assessment Reference provides additional information and can be located in the WFDSS online help at https://wfdss.usgs.gov/wfdss_help/index.htm.

Incident KMZ (left menu)

Incident KMZ files can be downloaded to include all of the incident spatial data and completed analyses from the Published Decision(s). The spatial data is composed of incident and analysis shapes found in the Incident and Analysis map layers on the Situation map. Shapes include planning areas, fire perimeters, management action points, incident objective shapes, analysis outputs and analysis ignition files. If a decision is pending, only spatial information available to all users will be provided in the KMZ.

WFDSS Suggested Refresher and Preseason Items

It's recommended that units provide annual WFDSS refreshers to all individuals that may be involved in incident decision-making and documentation. It's also important to identify individuals assigned the Fire Behavior Specialist role in

WFDSS to understand a unit's capacity for providing analysis products, and to identify future analysts for training and exposure come fire season.

WFDSS Refresher Training Recommendations are located in the Line Officer Resources section of the WFM RD&A web page (https://www.wfmrda.nwcg.gov/line_officer_resources.php). Additional refresher information can be found on the WFDSS home page (Training and Related References menu options, annual refresher documents in Hot Picks) and from GAEs. Suggested minimum duration for review is two hours.

It is suggested that the following items are covered in annual WFDSS refreshers:

- *Strategic Objectives and Requirements* – briefly review what is currently pre-loaded in WFDSS, discuss if there is conflicting information within the same Strategic Objective (SO) or FMU, and evaluate what fire management options can be utilized within each SO/FMU. Determine if edits are needed to update the information currently in WFDSS.
- *Relative Risk* – can be visited pre-season to define some local inputs.
- *Boundary Fires* – discuss, with interagency partners, how fires will be managed along boundaries. Utilize a fire scenario for this discussion if possible and work through the WFDSS process.
- *Unit Fire Planning* – review planning-related shapes associated to ensure they are still applicable and to identify potential needs for one or more Other Unit Shapes.
- *Fire Scenario* – utilize WFDSS Training to develop one or more fire scenarios and guide corresponding discussions. Utilize a fire scenario that is somewhat complex and includes interagency partners.
 - Planning Area – draw a planning area with dialogue around how to draw it and what to include within it.
 - Values Inventory – review the values inventory that's derived from drawing the planning area. Document missing values, if any, and determine if shapes are available to represent them.
 - Situation Map/Tab – review available map layers and the data they contain, and check system preferences to ensure that all applicable map layers are available for viewing.
 - Relative Risk and Organizational Assessment – complete this process making notes of what various elements were rated and why.
 - Incident Objectives / Incident Requirements – write them for the scenario. Review to ensure they address the what, when, where and why to communicate leader's intent and indicate priority.
 - Course of Action – develop a course of action that further explains leader's intent, the priorities for the incident, and as needed, what not to do.
 - Scenarios – as the above information is developed, discuss the potential scenarios and document those actions not taken in the assessment or rationale.

- Rationale – draft the rationale to include “My decision is...” information. This is the executive summary of the document. Consider documenting what is allowed in the management plan, the probability of being successful, the expected duration, and what was considered but rejected. The Rationale section provides a list of items to consider addressing and discussing.
- If interagency partners are not involved in the scenario, discuss who, when and how they would have been involved during an incident.
- *Fire Behavior Models*
 - Discuss the various models (FSPro, NTFB, STFB, Basic) and how any of them might be utilized to inform decision content.
 - Review the values at risk information provided by the models and how it varies from the values inventory.
 - Discuss how the models might be utilized to answer what types of questions (practice forming the questions first, and then determining which modeling tool would provide the best answer).
 - Review products previously utilized by the Unit to evaluate risk on a fire or assist with decision-making.

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Appendix O
Area Command (AC) Complexity Assessment
Guide for ACT Engagement

Incident: _____ **Date:** _____

Check all that apply. (Current date/time and expected over next 72-96 hours.)

<u>FACTORS</u>	<u>YES</u>	<u>NO</u>
Multiple incident management organizations (IMTs of varying types) are assigned on a single administrative unit or several adjoining units that can be combined into a single Area Command.		
Local resources and managers need incident management assistance for multi-jurisdictional incidents that may/will incur a unified command organization and/or cost share agreements; may be single incident with multiple IMTs.		
Response trends, and/or planning level, political, media, or public concerns are escalating from local to state/regional level and may rise to national levels (e.g., PLs, military activation, FEMA and/or FMAG involvement).		
Incident reporting or communication requirements are diverse, time-sensitive, and/or require consolidation and clarity.		
Incident personnel are having difficulty achieving objectives.		
Intricate local land and resource management objectives and constraints exist and require close oversight for compliance.		
Special circumstances that warrant additional management oversight and support (including, but not limited to, serious injuries, fatalities, equipment accidents, special non-fire events happening locally) are occurring/impacting agency oversight.		
Key unit leadership (AAs, LOs, Agency Reps, FMOs, etc.) is absent, operating beyond scope of training/experience, or multiple acting/detailed members are present/needed. Fatigue of these individuals is becoming a factor and will not improve for some time.		
Significant events (e.g., severe weather, large public events, substantial increase of initial attack) are predicted that will impact success.		
Complex, long-term or multiple incidents are exceeding acceptable agency administrator and fire program manager span of control.		

<u>FACTORS</u>		<u>YES</u>	<u>NO</u>
Multiple incidents and administrative units are competing for resources: Incident prioritization, allocation of scarce resources, coordinating the sharing of critical resources, and application and management of surge resources can reduce competition and facilitate more efficient operations.			
A <i>Theater of Operations</i> concept is present in the thinking, planning, and operational choices of decision makers: A greater commitment to long-term strategy/planning is warranted to better utilize resources and manage incidents.			
<u>TOTAL</u>			
<u>0-2 YES</u> ACT <i>may not</i> be required, but can be ordered if YES items are significant	<u>3-6 YES</u> <i>Consider</i> ordering ACT: if not, monitor indicators closely and reconsider if additional YES indicators are noted	<u>6+ YES</u> ACT <i>recommended</i>	

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2018 Interagency Standards for Fire and Fire Aviation Operations Executive Summary of Changes

Chapter 1 – Federal Wildland Fire Management Policy Overview

- Clarified BLM-specific text regarding Response to Wildfire.

Chapter 2 – BLM

- Inserted heading “Sexual Harassment, Harassment Non-Sexual and Illegal Discrimination” and associated text.
- Clarified text under heading “National Wildfire Coordinating Group (NWCG) Relationship to BLM.”
- Under heading “Program Manager Responsibilities,” subheading “Assistant Director, Fire and Aviation (FA-100) Deputy Assistant Director, Fire and Aviation (FA-100)”:
 - Removed text regarding the Large Fire Cost Review process and inserted responsibilities associated with the Significant Wildland Fire Review process.
 - Removed text regarding supervises the Fire Management Specialist (Veterans Initiatives) and Senior Fire Advisor (Sage-Grouse) positions.
- Inserted text under subheading “Fire Operations Division Chief (FA-300) regarding supervises the Fire Management Specialist (Veterans Initiatives) position.
- Clarified “Program Manager Responsibilities” for State Director, District Manager, State Fire Management Officer and District Fire Management Officer.
- Inserted text regarding “Program Manager Responsibilities” for Agency Administrator.
- Inserted or clarified text in the “Management Performance Requirements for Fire Operations” tables regarding Authority and Assigned Program Responsibility for State Director, District Manager, Agency Administrator, State Fire Management Officer and District Fire Management Officer.
- Inserted or clarified text in the “Fire Staff Performance Requirements for Fire Operations” table regarding Assigned Program Responsibility for State Fire Management Officer and District Fire Management Officer.
- Clarified text under subheading “Delegation for State Fire Management Officers (SFMO).”
- Changed subheading from “Delegation for District/Zone/Field Office Fire Management Officers (FMO)” to “Delegation for District Fire Management Officers (DFMO)” and clarified text.
- Inserted heading “Agreements with Cooperators (Rangeland Fire Protection Association (RFPA) and Local Fire Department” and associated text.
- Removed text in table “Safety and Health Responsibilities for the Fire Program,” block 9, regarding reference to 1112-2, Manual, Wildland Fire Incident Management Field Guide and inserted DOI Occupational Safety and Health Program – Field Manual.
- Moved heading “Employee Conduct” with clarified text forward in the chapter.
- Removed text under heading “BLM Firefighters General Non-Fire Training Requirements” under table “Agency Permanent, Career Seasonal, and Temporary Firefighters” regarding for a complete listing of safety and health training, refer to the BLM Manual Handbook 1112-2, Safety and Health for Field Operations.
- Revised Type 21A sawyer qualifications from 3-FAL3 to 1-FAL2 and 2-FAL3 in the “BLM Hand Crew Standards by Type” table.
- Inserted text in footnote 2 of table under subheading “BLM Engine Minimum Staffing Requirements” regarding WCF class 669 non-tactical water tender operators will pass the moderate WCT and take BL-300/RT-301.
- Clarified text under subheading “BLM Smokejumper Mission” regarding a smokejumper spotter may coordinate smokejumper operations with on-scene aircraft over a fire until a qualified ATGS arrives.
- Clarified text under subheading “BLM Smokejumper Coordination and Dispatch” regarding “one-load” is 8 smokejumpers.

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2018 EXECUTIVE SUMMARY OF CHANGES

- Removed text under subheading “BLM Ram-Air Parachute System Management” regarding smokejumper reporting of incidents/accidents on the Interagency Smokejumper Mission Incident Worksheet.
- Removed text in “BLM Exclusive Use Helicopter Locations” table regarding Boise, ID has one Type 2 helicopter and inserted one Type 1.
- Changed heading from “Sage Grouse Conservation Related to Wildland Fire” to “Sagebrush Rangeland and Sage-Grouse Conservation Related to Wildland Fire” and clarified text.
- Moved text regarding BLM use of the WFDSS to Chapter 11.

Chapter 3 – NPS

- Inserted heading “Employee Conduct” and associated text.
- Removed and/or inserted text in table under heading “Agency Administrator Management Performance Requirements for Fire Operations” regarding:
 - 4. NPS Director, Regional Director and Park Superintendent – Where applicable, an Inter-park Agreement that specifies the reciprocal responsibilities of the Superintendent and Park Group FMO assigned Duty Officer, will be prepared.
 - 5. Park Superintendent – Fire Management Plans do not expire. They are considered valid until superseded by a new or revised Superintendent approved plan. Ensure applicable park unit resource management objectives are included in the Fire Management Plan (FMP). The comprehensive 7-year review of the FMP is no longer required. Annual updates are required. Then newly established FMP Update Checklist must be completed, signed by the Superintendent and uploaded in the Integrated Resource Management Application (IRMA) under the established park unit name. The new checklist can be found at <https://irma.nps.gov/DataStore/Collection/Profile/3868>. Ensure the FMP annual update is completed in advance of the fire season. The regions will determine specific deadlines. If the annual review is not completed by your regional deadline, an interdisciplinary team may need to be assembled to determine if the FMP is still adequate to support the park unit fire management program.
 - 21. Regional Director and Park Superintendent – Ensure park superintendents who have potential wildland fire response in their park, their designated acting superintendents, and supervisors of FMOs attain and maintain Agency Administrator (AADM) qualification in the IQCS and attained within two years of appointment to positions listed above.
 - 24. Park Superintendent – For fires requiring WFDSS decision in Chapter 11, the park superintendent will ensure local unit staff specialists are involved in development and all decisions are consistent with objectives and requirements contained in the Park’s Fire Management Plan.
 - 26. Park superintendents or other designated approving officials will maintain WFDSS user profiles (as appropriate), allowing them to approve wildfire decisions in WFDSS.
 - 30. Regional Director and Park Superintendent – Serve as the Management Official (MO) within the DOI Wildland Firefighter Medical Standards Program.
- Inserted or clarified text in table under heading “Fire Management Staff Performance Requirements for Fire Operations” regarding:
 - 17. RFMO and FMO – For all fires identified as requiring a WFDSS decision in Chapter 11, ensure local unit staff specialists are involved in the development and that all decisions are consistent with the objectives and requirements contained in the Park’s Fire Management Plan.
 - 36. FAM Chief, RFMO and FMO – Ensures compliance with DOI Wildland Firefighter Medical Standards processes to include Risk Mitigation/Waiver processes.
- Removed subheading “Training for Park Superintendents” and associated text.
- Clarified “Training for Fire Management Officers” is *Fire Program Management – An Overview* (M-581).
- Updated “Engine Operating Standards” Sharepoint site.
- Inserted text in table and table footnote under subheading “Engine Module Standards” regarding tactical water tender.
- Moved text associated with “NPS use of WFDSS” to Chapter 11.

- Clarified text under heading “National Park Service Specific Qualifications and Qualifications Exceptions” regarding park superintendents who have potential wildland fire response in their park, their designated acting superintendents, and supervisors of fire management officers (FMOs) must attain and maintain the Agency Administrator (AADM) qualification in the Incident Qualifications and Certification System (IQCS). The qualification must be attained within two years of appointment to the positions listed above. Requirements for the AADM qualification may be found in the *Federal Wildland Fire Qualifications Supplement* hosted at <https://www.nwecg.gov/publications/310-1>.

Chapter 4 – FWS

- Inserted or clarified text in table under subheading “Management Performance Requirements for Fire Operations” regarding:
 - 5. Project Leader/Refuge Manager will provide a written Delegation of Authority to Zone Fire Management Officer (ZFMOs) giving an adequate level of operational authority. When applicable, develop an Inter-refuge Agreement specifying reciprocal responsibilities of the Project Leader/Refuge Manager and the Zone FMO.
 - 7. FWS Director, Regional Director, Regional Chief/Refuge Supervisor, Project Leader/Refuge Manager – Ensure investigations and reviews are conducted for incidents, accidents, escaped prescribed fires, and near misses as described in Chapter 17 of *Fire Management Handbook* and Chapter 18 of the *Interagency Standards for Fire and Fire Aviation Operations*.
 - 16. Project Leader/Refuge Manager will personally visit at least one wildland fire each year.
- Inserted new heading “Line Officer Team (LOT)” and associated text.
- Clarified text under heading “Fire Duty Officer” regarding FDOs will not fill Incident Command System (ICS) functions. If the FDO needs to fulfil an ICS function, they must re-assign the FDO duties.
- Inserted or clarified text under subheading “Agency Administrator Training” regarding:
 - Refuge Managers/Project Leaders with Service lands under their jurisdiction which require the development and maintenance of a Fire Management Plan must attend *Fire Program Management – An Overview* (M-581), or may upon concurrence of the RFMC, attend the *Prescribed Fire Workshop for Agency Administrators* offered by the National Interagency Prescribed Fire Training Center.
 - Projects leaders/refuge managers who oversee or have the potential to oversee complex fire management programs should consult with their RFMC about attending *Fire Program Management – Leading Complex Programs* (M-582).
 - Field supervisors who may approve prescribed fire plans must attend *Fire Program Management – An Overview* (M-581), or may upon concurrence of the RFMC, attend the *Prescribed Fire Workshop for Agency Administrators* offered by the National Interagency Prescribed Fire Training Center.
- Clarified text under subheading “Zone Fire Management Officer Training” regarding all ZFMOs are required to attend M-581, *Fire Program Management – An Overview* course, either as a student or as a member of the instructor cadre. If attending as an instructor, the ZFMO must be present for the entire course. See IFPM requirements.
- Clarified text in table under subheading “FWS Firefighter General Training Requirements” for Agency Permanent, Career Seasonal, and Temporary Firefighters regarding Recurring Training for A-100, Basic Aviation Safety, is every two years.
- Clarified text under subheading “FWS Firefighter General Training Requirements” regarding AD and EFF are required to take defensive driving training every three years.

Chapter 5 – FS

- Reorganized the chapter as follows: Introduction, Vision and Objectives for Fire Management, Foundational Doctrine, Risk Management Protocol, Line Officer Responsibilities for Fire and Aviation at the Field Level, Agency Administrator Roles and Responsibilities for Incident Management, Specific Fire Management Staff Responsibilities for Fire Operations at the Field Level, Structure Exposure Protection Principles.

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- Inserted heading “Vision and Objectives for Fire Management” and associated text.
- Clarified and inserted text under heading “Foundational Doctrine.”
- Changed subheading “Risk Management Framework” to heading “Risk Management Protocol.”
- Changed heading from “Specific Agency Administrator Responsibilities for Fire and Aviation at the Field Level” to “Specific Line Officer Responsibilities for Fire and Aviation at the Field Level.”
- Under heading “Specific Line Officer Responsibilities for Fire and Aviation at the Field Level”:
 - Preparedness – removed, “Identify resource management objectives to maintain a current Fire Management Plan (FMP) that identifies an accurate level of funding for personnel and equipment.”
 - Preparedness – Inserted, “Ensure the plans contained in the Fire Management Reference System (FMRS) are based on resource objectives found in the LRMP.”
 - Preparedness – Inserted, “Ensure budget requests and allocations reflect preparedness requirements from the program of work and support objectives from the LRMP.”
 - Wildfire Response – Clarified that WFDSS will be used to approve and publish decisions on all fires. See Chapter 11 for the fire criteria that require a published decision.
 - Responsibilities and Oversight – clarified that line officers are responsible for all aspects of fire management.
 - Fuels – Inserted, “Plan and implement a hazardous fuels management and prescribed fire program applying principles and policy elements described in FSM 5100 and 5140 and guided by the goals described in the National Cohesive Wildland Fire Strategy.”
 - Prescribed Fire – Removed, “Adhere to procedures for Regional and/or National level approvals for new and continued prescribed fire activities at national Preparedness Levels 4 and 5 as described in the *National Interagency Mobilization Guide*.”
 - Prescribed Fire – Inserted, “Review and approve Prescribed Fire Plans.”
 - Prescribed Fire – Clarified if more than one year has elapsed since a prescribed fire plan was last approved, the plan will be reviewed, updated as necessary, and re-approved before implementation.
 - Prescribed Fire – Inserted, “Authorize ignition of prescribed fire as delegated and adhere to procedures as described in 5140 for Regional and/or National level approvals for initiation of new and continued prescribed fire activities at National Preparedness levels 4 and 5 or when forecast National Fire Danger Rating System adjective ratings are at “Extreme” category. Report all instances of prescribed fires resulting in a wildfire declaration and/or air quality Notice-of-Violation as required in FSM 5140.”
- Inserted or clarified text under heading “Agency Administrator Roles and Responsibilities for Incident Management” regarding:
 - Use the Learning Action Plan and Pathways Chart located in the *Line Officer Desk Reference for Fire Program Management* at <https://wfmrda.nwcg.gov>.
 - Training for “Working Level” is M-581 *Fire Program Management – An Overview*; or M-582 *Fire Program Management – Leading Complex Programs*.
 - Training for “Journey Level” is M-581 *Fire Program Management – An Overview*; or M-582 *Fire Program Management – Leading Complex Programs*.
 - Training for “Advanced Level” is M-582 *Fire Program Management – Leading Complex Programs*.
 - The purpose of the Learning Action Plan is to provide consistency for the Agency Administrator Coach/Evaluator to evaluate trainees and document their demonstrated abilities to achieve the core competencies, which will be used as a component to achieve the next level certification.
 - Every trainee will complete a Learning Action Plan for evaluation from an Agency Administrator/Agency Administrator Representative or coach using the Learning Action Plan form as identified in the *Line Officer Desk Reference for Fire Program Management*.
- Clarified and inserted text under heading “Specific Fire Management Staff Responsibilities for Fire Operations at the Field Level” regarding:

- Preparedness – Develop, maintain, and annually evaluate both the FMRS and Spatial Fire Planning in WFDSS to ensure accuracy and validity.
- Preparedness – Ensure budget requests and allocations reflect preparedness requirements from the program of work and support objectives from the LRMP.
- Inserted subheading “Fire and Aviation Management (FAM) Duty Officer” and associated text.

Chapter 6 – BIA

- Inserted or clarified text under heading “Agency Administrator’s Roles” regarding:
 - Director, Bureau of Indian Affairs
 - Adopts and establishes wildfire prevention policies to protect Indian Lands and Indian natural resources from human-caused wildfires.
 - Ensures compliance and capacity to comply with statutes, regulations, IA policy, and Department of the Interior (DOI) policy applicable to the prevention of human-caused wildfires on Indian Lands.
 - Director, Office of Trust Services
 - Reviews and recommends national wildfire prevention policy for Indian Country.
 - Coordinates wildfire prevention activities among and between Office of Trust Services programs.
 - Coordinates with Division Directors to ensure consistent implementation of wildfire prevention policies.
 - Branch Chief, Wildland Fire Management
 - Oversees prevention policy development and evaluates impacts on other wildland fire programs.
 - Provides policy and procedural guidance to Regional Directors to achieve wildland fire prevention and education objectives.
 - Develops policies and standards for firefighter safety, equipment and training for the prevention, investigation, suppression and use of wildland fires on Indian trust and restricted lands.
 - Regional Directors
 - Ensures that wildfire prevention needs are met.
 - Ensures that activities and/or plans reflect a commitment to firefighter and public safety and the reduction of property loss.
 - Integrates wildland fire prevention program evaluations into fire readiness reviews conducted at Tribal and agency locations.
 - Ensures prevention needs are included in national long-term severity requests.
 - Oversees wildland fire prevention management programs within the region.
 - Develops regional directives for standards and additional procedural policy, as needed, for wildland fire prevention planning, operational implementation, evaluation and fiscal accountability.
 - Approves and certifies that agency and Tribal WFPP’s meet or exceed the IA policy requirements for wildfire prevention.
 - Coordinates with the Office of Justice Services (OJS) Special Agent in Charge when criminal activity associated with wildfires occurs on Indian Lands.
 - Agency Superintendent (unless excepted in regional directives)
 - Manages personnel to ensure that prevention goals and objectives are being achieved.
 - Ensures that all escaped prescribed fire or any prescribed fire that results in resource or property damage are reviewed or investigated.
 - Ensures established wildfire investigation procedures and guidance are followed.
 - Coordinates with appropriate law enforcement agency when wildfire crimes are suspected and/or detected.
 - Coordinate the development of Published Decisions within WFDSS for all fires identified as requiring a decision and consistent with authority identified in Chapter 11.

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- Use prevention funding to implement the wildfire prevention actions in the agency or Tribal WFPP; ensuring that carryover is held to below the one-half of one percent.
- Changed subheading “Fire Weather” to “Fire Weather/RAWS” and inserted or clarified RAWS information.
- Inserted subheading “Weather Module in Wildland Fire Management Information (WFMI)” and associated text.
- Changed heading from “Program Preparedness/Readiness Reviews” to “Program Preparedness.”
- Changed heading from “National Program Preparedness” to “National Program Preparedness/Readiness Reviews.”
- Inserted subheading “Interagency Severity Funding Request Procedures” and associated text.
- Removed text under heading “Wildland Fire Decision Support System (WFDSS)” and inserted BIA follows interagency policy regarding use of WFDSS found in Chapter 11.
- Inserted subheading “Prescribed Fire Review” and associated text.

Chapter 7 – Safety and Risk Management

- Removed BLM-specific text under heading “Policy” regarding agency-specific safety policy document 1112-2 and inserted DOI Occupational Safety and Health Program – Field Manual.
- Clarified BLM, NPS, FWS and BIA-specific text under heading “Driving Standard” regarding employees under the age of 21 that possess a CDL may operate wildland fire vehicles under the following conditions:
 - Drivers under the age of 21 with a CDL may only drive within the state that issued the CDL and must comply with that state’s special requirements and endorsement; and
 - Supervisors must annually establish and document that those drivers have a valid driver’s license (i.e., that the license has not been suspended, revoked, canceled, or that he/she has not been otherwise disqualified from holding a license (485 DM 16.3D (1)), have the ability to operate the vehicle(s) safely in the operational environment assigned (485 DM 16.3B (2)), and review and validate the employee’s driving record (485 DM 16.3D (4)).
- Under heading “Personal Protective Equipment (PPE)” regarding:
 - Required Fireline PPE – Inserted yellow is the recommended color for NFPA 1977 compliant long-sleeved flame resistant shirt.
 - Required Fireline PPE – Inserted flame resistant flight gloves or NFPA 1977 compliant Driving Gloves can be used by heavy equipment operators, drivers and fireline supervisors when not using fireline hand tools.
 - Wildland Fire Boot Standard – Clarified that the 8-inch height requirement is measured from the bottom of the boot’s heel to the top of the boot.
 - Head Protection – Inserted BLM-specific text regarding helmets and hats used for protection from impact of falling and flying objects and from limited electric shock and burn must meet the specifications of American National Standards Institute Z89.1-2009. Equivalent hardhat meeting ANSI Z89.1-2009 Type 1, Class G or NFPA 1977.
 - Head Protection – Clarified that helmets consist of the shell and the suspension, which work together as a system. Both components require frequent inspection and maintenance. Detailed helmet inspection procedures and helmet service life can be found at <https://www.nwcg.gov/committees/equipment-technology-committee/resources>.
- Removed reference to NWCG memorandum EB-M-14-001 under subheading “Incident Medical Emergency Management Planning.”
- Removed text under subheading “Incident Emergency Medical Services” regarding Interim NWCG Minimum Standards for Medical Units and inserted website for NWCG Incident Emergency Medical Subcommittee.
- Inserted text under subheading “Incident Emergency Medical Services” regarding home units that choose to utilize and support higher level medical responders to provide medical support for internal agency medical emergencies (beyond basic first aid/CPR) may do so; however, certification and credentialing must follow respective state laws and protocols unless there is other agency direction.

- Inserted or clarified text under heading “Required Treatment for Burn Injuries” regarding:
 - Special consideration should be given to referring a burned firefighter to a burn center if there is poor pain control during care at the medical facility.
 - ABA Burn Injury Criteria – Burn injury in someone who will require special social, emotional or rehabilitative intervention (PTSD, severe anxiety, etc.).
 - Percentage Total Body Surface Area (TBSA) – Rule of 9s (pictures included) or Rule of Palms.
 - Rule of 9s defined: The body is divided into sections of 9 percent, or multiples of 9 percent, each as per the drawing.
 - Rule of Palms defined: Patient’s palm equals 1% of their body surface. Estimate how many times the patient’s palm could be placed over the burned areas to estimate the percentage of body that has been burned.
 - A map and search engine of burn care facilities can be found at <http://ameriburn.org/public-resources/find-a-burn-center/>.
- Clarified FS-specific text under heading “Accident/Injury Reporting,” subheading “Agency Reporting Requirements” regarding employees will use the eSafety system through the Forest Service Dashboard at http://fsweb.asc.fs.fed.us/HRM/owcp/WorkersComp_index.php//.
- Clarified BIA-specific text under heading “Accident/Injury Reporting,” subheading “Agency Reporting Requirements” regarding in addition to reporting accidents using the Safety Management Information System (SMIS), Fire Management Officers will complete the Early Alert at <https://www.bia.gov/bia/ots/dfwfm/bwfm/safety>, and submit to Regional Fire Management Officers within 24 hours after the accident/injury.

Chapter 8 – Interagency Coordination and Cooperation

- Inserted BLM-specific text under heading “Elements of an Agreement” regarding refer to Chapter 2, Agreements with Cooperators (Rangeland Fire Protection Association (RFPA) and Local Fire Department).
- Removed text under heading “Annual Operating Plans (AOPs),” subheading “General Elements of an Annual Operating Plan,” bullet “Qualifications/Minimum Requirements” regarding NWCG memorandum *Qualification Standards During Initial Action, March 22, 2004* and inserted that the PMS 310-1 outlines the minimum requirements for training, experience, physical fitness level, and currency standards for wildland fire positions, which all participating agencies have agreed to meet for national mobilization.

Chapter 9 – Fire Management Planning

No substantial changes.

Chapter 10 – Preparedness

- Changed heading from “Fire Danger Operating Plan Rating” to “Fire Danger Operating Plan.”
- Clarified or inserted text under heading “Fire Prevention/Mitigation Plans.”
- Removed BLM-specific text under heading “Fire Prevention/Mitigation Plans” referencing the BLM Wildland Fire Prevention, Education and Mitigation Planning Guide available at https://www.blm.gov/nifc/st/en/prog/fire/fuelsmgmt/fire_prevention_and.html.
- Inserted subheading “National Fire Prevention Education Teams” and associated text.
- Clarified BLM-specific text under heading “Fire Danger PocketCard for Firefighter Safety” regarding all units will develop, maintain and ensure PocketCards are available to all personnel. Alaska is required to complete a Seasonal Trend Analysis in lieu of PocketCards. Final approval for PocketCards and Seasonal Trend Analyses will be obtained from the BLM representative to the NWCG Fire Danger Subcommittee (current contact information available at <https://www.nwcg.gov/committees/fire-danger-subcommittee/roster>).
- Clarified NPS-specific text under subheading “National-Level Fire Severity Funding” regarding National office approves all single or cumulative requests exceeding \$100,000.

Chapter 11 – Incident Management and Response

- Inserted text under heading “Incident Management Teams,” subheading “Area Command” regarding see Appendix O for Area Command (AC) Complexity Assessment.
- Consolidated all agency’s direction for WFDSS under heading “Wildland Fire Decision Support System (WFDSS)” and inserted or clarified text.
- Changed subheading from “WFDSS Approval Requirements by Agency” to “WFDSS Approval Authorities by Agency” and clarified text.
- Changed table heading from “DOI WFDSS Approval Requirements (outside of Alaska)” to “DOI WFDSS Approval Authorities (outside of Alaska).”
- Clarified BLM-specific text in the “DOI WFDSS Approval Authorities (outside of Alaska)” table that WFDSS approval authority is with the BLM District Manager.
- Clarified NPS-specific text in the “DOI WFDSS Approval Authorities (outside of Alaska)” table that WFDSS approval authority is with the NPS Park Superintendent.
- Clarified footnote specific to NPS, FWS and BIA under table “DOI WFDSS Approval Authorities (outside of Alaska)” regarding cost estimate should be based on estimated final cost of the incident.
- Inserted BLM and NPS-specific footnote below table “DOI WFDSS Approval Authorities (outside of Alaska)” regarding cost notification requirements.
- Changed table heading from “USFS WFDSS Approval Requirements” to “USFS WFDSS Approval Authorities.”
- Inserted table heading “DOI WFDSS Approval Process in Alaska” and associated table and text.
- Removed reference throughout the chapter regarding “IBA” and inserted “INBA.”
- Removed text under subheading “Release of Incident Management Teams” regarding transition plan and inserted Transfer of Command Plan.
- Removed text under heading “Post-Wildfire Activities” regarding 620 DM 3 and inserted 620 DM 7.
- Clarified text under heading “Post-Wildfire Activities” regarding Rehabilitation – Efforts taken within five years following 21 days after the ignition date of a wildfire to repair or improve wildfire-damaged lands unlikely to recover naturally to management approved conditions, or to repair or replace minor assets damaged by wildfire. These efforts are documented in:
 - DOI – a separate Burned Area Rehabilitation Plan (BAR) or in combination with Burned Area Emergency Response Plan (BAER).
 - FS – a Burned Area Emergency Response Plan (BAER).
- Changed subheading from “Large Fire Cost Reviews” to “Large Fire Cost Review (FS)” and removed associated text. See Chapter 18 for Forest Service Large Fire Cost Review information.
- Inserted subheading “Significant Wildland Fire Review (DOI).” See Chapter 18 for information.

Chapter 12 – Suppression Chemicals and Delivery Systems

- Clarified text under heading “Endangered Species Act (ESA) Emergency Consultation” regarding procedures for emergency consultation are described in the *USFWS Endangered Species Consultation Handbook*, Chapter 8 (March, 1998).

Chapter 13 – Firefighter Training and Qualifications

- Inserted FS-specific text under heading “Medical Examinations” regarding see the USFS WCT Implementation Guide at www.fs.fed.us/fire/safety/wct/wct_index.html as well as the eMedical website at <https://www.fs.fed.us/fire/safety/wct/MQP.index.html>.
- Clarified text under subheading “Medical Exam Process for Light and Moderate Fitness Levels” regarding if any qualifying answer is indicated on the HSQ, a medical examination is required prior to the employee taking the WCT.
- Inserted FS-specific text under subheading “Medical Exam Process for Light and Moderate Fitness Levels” regarding medical exams will be paid from a Washington Office fund code.

Additional specialized testing other than the tests listed on the OF-178 will not be covered by the Forest Service.

- Clarified the approved OMB Health Screen Questionnaire (HSQ) may be found at https://www.fs.fed.us/fire/safety/wct/FS_5100_31%20exp2019_2.pdf.
- Inserted FS-specific text under subheading “Health Screen Questionnaire (HSQ)” regarding HSQ’s are NOT to be done at the WCT site. They are to be completed at least 4 weeks before taking the WCT unless in an emergency hire situation. Further direction can be found in the USFS WCT Implementation Guide at www.fs.fed.us/fire/safety/wct/wct_index.html.
- Removed text under subheading “Work Capacity Test (WCT) Administration” regarding WCT Record available online as Appendix O. The WCT Record is only available online and is now Appendix Q. https://www.nifc.gov/policies/pol_ref_redbook.html
- Inserted FS-specific text under subheading “Work Capacity Test (WCT) Administration” regarding failed or not completed WCT attempts are to be entered into the eMedical system by the HSQ Coordinator.
- Inserted BIA to bullets under heading “Chainsaw Operators and Fallers” regarding use of NWCG position task books is required, and individual tasks required for completion of the FAL1 PTB must be evaluated by a qualified FAL1. The Final Evaluator’s Verification for a FAL1 trainee must be completed by a qualified FAL1.
- Removed and clarified BIA-specific text under heading “Chainsaw Operators and Fallers.”

Chapter 14 – Firefighting Equipment

- Inserted text under subheadings “Engine Typing” and “Water Tender Typing” referencing that engine and water tender typing and respective standards have been established by NWCG (reference the *Wildland Fire Incident Management Field Guide* (PMS 210), Chapter 4.
- Clarified “Fire Engine Staffing” for Type 4, 5, 6, and 7 engines regarding minimum staffing is two individuals, one of which is Engine Boss qualified.
- Removed FWS-specific text under subheading “Fire Engine Staffing” regarding minimum staffing for Type 6 and 7 engines (on Refuge lands) is one ENOP and one FFT2. A minimum of one ICT5 must be available on the engine crew.
- Clarified BLM-specific text regarding Water Tender (Non-Tactical) to refer to the *Federal Wildland Fire Qualifications Supplement*.
- Inserted or clarified NPS and FWS-specific text under subheading “Water Tender Qualifications and Staffing Standards,” bullet “Water Tender (Tactical)” regarding Qualifications is ENGB and CDL (tank endorsement) and Staffing is one ENGB and one FFT2.
- Deleted, inserted or clarified text under heading “All-Terrain Vehicles (ATV)/Utility Terrain Vehicles (UTV)” regarding:
 - BLM-specific – Personnel will not use ATVs for any wildland fire management activity including preparedness, suppression, prescribed fire, hazardous fuels reduction, post-fire rehabilitation, and emergency stabilization and restoration, regardless of incident jurisdiction or project/activity location after January 1, 2018. Employees of cooperating agencies/entities may utilize ATVs on BLM incidents if allowed by their individual agency/entity policy.
 - BIA-specific – Effective immediately, all BIA programs will cease the procurement of ATVs used for wildland fire management activities (including preparedness, suppression, prescribed fire, hazardous fuels reduction, post-fire rehabilitation, and emergency stabilization and restoration). Any ATV currently in service may continue to be utilized for non-industrial wildland fire management activities/operations until January 1, 2019. After this date, BIA personnel will not utilize ATVs for any wildland fire management activities, regardless of incident jurisdiction or project/activity location.
 - BIA-specific – Programs may continue to procure and utilize other commercially available utility terrain vehicles (UTVs), provided the vehicle has manufactured-installed seat belts, a steering wheel, is a multi-seat or newly available single-seat model (e.g., Polaris Ace) and is equipped with a certified roll-over protection structure (ROPS) designed and installed by the original equipment manufacturer as standard equipment.

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- BLM-specific – Upon completion of agency-specific UTV training and operator certification requirements, Utility-Terrain Vehicle Operator (UTVO) will be placed on the employee’s Incident Qualification and Certification (IQCS) Card (Red Card). IQCS Certifying Officials are responsible for verifying that UTV operator qualifications are current, and that the UTVO qualification is removed from the Red Card if agency-specific training, certification, or currency requirements lapse.
- BIA-specific – Upon completion of agency-specific ATV/UTV training and operator certification requirements, All-Terrain Vehicle Operator (ATVO) will be placed on the employee’s Incident Qualification and Certification (IQCS) Card (Red Card). IQCS Certifying Officials are responsible for verifying that ATV/UTV operator qualifications are current, and that the ATVO qualification is removed from the Red Card if agency-specific training, certification, or currency requirements lapse.
- Required PPE –
 - ATV helmets must meet Snell SA2010, SA2015, or DOT certification. A ¾ face model meeting Snell SA2010, SA2015 certification is acceptable for use.
 - UTV helmets must meet DOT, ANSI Z90.1; or Snell SA2010, SA2015 certification unless certain conditions apply.
 - BLM-specific - A hard hat meeting NFPA 1977 or ANSI Z 89.1 2009 Type 1, Class G standards may be worn with chin straps secured in place under chin.
 - If operating ATV/UTV on the fireline, leather or leather/flame resistant combination gloves are required. Flame resistant flight gloves or NFPA 1977 compliant Driving Gloves can be used by heavy equipment operators, drivers and fireline supervisors when not using fireline hand tools.
 - Yellow is the recommended color for NFPA 1977 compliant long-sleeved flame resistant shirt.
 - BLM-specific – Removed BLM reference to Instruction Memorandum No. FA-IM-2016-022, *Procurement and Use of All-Terrain Vehicles (ATVs) by the Fire Program*.
- Moved BLM-specific text regarding a 10 lb. class BC fire extinguisher for UTVs equipped with a ground ignition device up under heading “Ground Ignition Devices and Transporting/Dispensing Fuel.”
- Inserted text under heading “Ground Ignition Devices and Transporting/Dispensing Fuel” regarding for transporting and dispensing fuel, follow the *Interagency Transportation Guide for Gasoline, Mixed Gas, Drip-Torch Fuel, and Diesel* (PMS 442) or agency-specific guidance.

Chapter 15 – Communications

- Clarified text under subheading “National Air Guard Frequency (168.6250 MHz)” regarding a Continuous Tone Coded Squelch System (CTCSS) tone of 110.9 Hz must be used when transmitting on the National Air Guard Frequency.
- Clarified text under subheading “National Flight Following Frequency (168.6500 MHz)” regarding a CTCSS tone of 110.9 must be used when transmitting and receiving on the National Flight Following frequency.
- Clarified text under subheading “Smokejumper and Rappel/RADS Air-to-Ground Frequency (168.550 MHz)” regarding a CTCSS tone must be used when transmitting and receiving on the Smokejumper and Rappel/RADS Air-to-Ground Frequency. Smokejumpers use CTCSS tone 123.0; Rappel/RADS crews use CTCSS tone 110.9.
- Removed or inserted text under subheading “National Interagency Fire Tactical Frequencies (168.0500 MHz, 168.200 MHz, 168.6000 MHz, 168.2500 MHz, 166.7250 MHz, 166.7750 MHz)” regarding these frequencies are approved for ground tactical operations (line of sight) on incidents. Maximum transmitter output is 5 watts. Permission to use these frequencies requires prior approval from the NIFC CDO (or COMC when mobilized).
 - Not authorized for:
 - Air-to-air communications;
 - Air-to-ground communications; or
 - Radio transmitter power output more than 5 watts.

Chapter 16 – Aviation Operations and Resources

- Removed text “Lead/ATCO” and inserted “Leadplane” throughout the chapter.
- Removed or inserted text under heading “Unmanned Aircraft Systems” and subheading “Key Points.” Unmanned Aircraft Systems (UAS) operations shall be conducted under the provisions of the *Interagency Fire Unmanned Aircraft Systems Operations Guide* (PMS 515).
- Inserted text under subheading “Interim Flight and Duty Limitations Implementation” Phase 1 regarding two days off within any 14-day period.
- Removed text under heading “Aviation Assets” regarding “Lead” and inserted HLCO and Leadplane to the list of typical agency aviation assets.
- Changed heading from “Aerial Supervision Principles for ATGS, ASM and Lead” to “Aerial Supervision Principles for ATGS, HLCO, ASM and Leadplane.”
- Removed text regarding Lead/ATCO throughout the chapter and inserted Leadplane qualified pilot (LEDP) and Air Tactical Supervisor (AITS).
- Inserted text under heading “Airtankers” regarding early-ups for large fire support can have a significant effect on the resource availability late in the day. NICC must be included in this discussion. The rationale for use of airtankers prior to normal start times for large fire support must include obtainable incident objectives in support of ground resources.
- Clarified text under subheading “Airtanker Types” regarding Very Large Air Tanker (VLAT) load capacity is 5,000 gallons or more and Type 1 load capacity is 3,000 to 5,000 gallons.
- Inserted heading “Airtanker Payloads” and associated text.
- Clarified text under heading “Airtanker Base Operations,” subheading “Loading Operations” that Forest Service contracted airtankers, owned airtankers and Modular Airborne Firefighting System (MAFFS) airtankers shall be loaded using a Mass Flow Meter to measure the payload in pounds.
- Inserted heading “Helicopters” and associated text.

Chapter 17 – Fuels Management

- Changed heading from “Regarding Planned Fuels Treatments Burned in a Wildfire” to “Reporting Planned Fuels Treatments Burned in a Wildfire.”
- Removed text referencing “DOI agencies” under heading “Reporting Planned Fuels Treatments Burned in a Wildfire” and inserted “NPS and FWS” regarding acres burned in a wildfire may only be reported in the NFPORS Hazardous Fuels Reduction Module as “Fire Use” if certain conditions are met.
- Inserted BLM-specific text under heading “Reporting Planned Fuels Treatments Burned in a Wildfire” regarding offices will report (using instructions from Attachment 1 of IM FA-2017-034) all acres burned in a naturally-caused wildfire (accomplishments of resource objectives for known human-caused fires will not be reported) that accomplish resource objectives in the HFR module of NFPORS when an interdisciplinary team approach is used to determine the specific burned acres where LUP resource objectives were met by wildfire; and an Agency Administrator approves the determination and notifies the State Fuels Lead/Specialist. Together they ensure appropriate reporting in NFPORS.
- Removed, inserted or clarified text under heading “Prescribed Fire During Preparedness Levels 4 and 5” regarding:
 - FWS-specific – During Geographic Area Preparedness Level 4 or 5, written concurrence from RFMC is required prior to ignition. During National Preparedness Level 5, concurrence from Headquarters, Branch of Fire Management must be obtained prior to implementing prescribed fires. Refer to FMH, Chapter 17 for additional information.
 - FS-specific – The Regional Forester will approve or disapprove new prescribed fires or continue existing prescribed fire at National Preparedness Levels 4 and 5 or if National Fire Danger Rating System forecasted adjective rating is “Extreme” for the county that the prescribed fire is located or any adjacent county. Reference FSM Interim Directive WO-ID-5140-2017-1.
 - BIA-specific – National Preparedness Levels 4 and 5, prescribed fire (Rx) applications can be initiated or continued if the proposed action is approved by an agency at the

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Regional level. The approval must be based on an assessment of risk, impacts of the proposed actions on Area resources and activities, and include feedback from the GMAC. At National Preparedness Level 5, for Rx applications to be initiated or continued that require additional support of resources from outside the local unit or require resource ordering of an IMT, the Regional Fuels Specialist must prepare a written justification to request permission to implement a new prescribed fire and submit to the BIA Director of Fuels Management. A National MAC representative will assess risk and impacts of the proposed action(s) and present to NMAC for review prior to proceeding. The final decision to implement resides with the implementing agency.

- Inserted text under heading “Use of AD Pay Plan for Prescribed Fire” regarding the DOI AD Pay Plan does not allow for use of Casuals for mechanical or chemical treatment fuels reduction projects.

Chapter 18 – Reviews and Investigations

- Inserted text under heading “Reviews” regarding Large Fire Cost Reviews (FS) and Significant Wildland Fire Reviews (DOI).
- In table “Review Types and Requirements”:
 - Clarified text regarding Large Fire Cost Review (FS) are conducted at Washington Office discretion and the Delegating or Authorizing Official is the Washington Office.
 - Inserted text regarding Significant Wildland Fire Review (DOI).
 - Inserted NPS and FS-specific text under “Lessons Learned Review” that FLA may be used.
- Clarified text under subheading “Large Fire Cost Reviews (FS)” regarding a Large Fire Cost Review may be conducted at the discretion of the Washington Office, at the request of the Regional Office, or when requested by multi-jurisdictional cooperators.
- Inserted subheading “Significant Wildland Fire Reviews (DOI)” and associated text.
 - BLM-specific – The Assistant Director, Fire and Aviation will initiate, facilitate, and provide oversight for the SWFR process. Upon determination of the need for a SWFR, the AD will coordinate with the appropriate state director and assemble a SWFR team, provide a Delegation of Authority, and initiate the SWFR using direction found at http://web.blm.gov/internal/fire/budget/Reports/Report_Menu_new.htm. The AD will provide briefings to the Bureau Director, as appropriate.
 - NPS-specific – Significant Wildland Fire Reviews (SWFR) will be conducted at Management discretion and the Delegating Official may be at the Local, Regional, or National level. See the Agency Administrator and Fire Management Performance Tables in Chapter 3 and the “Review Types and Requirements” table for further information.
- Inserted NPS-specific text under subheading “Lessons Learned Reviews (LLRs)” regarding Facilitated Learning Analysis (FLA) may be used for incidents meeting the AI criteria.
- Inserted FS-specific text under subheading “Lessons Learned Reviews (LLRs)” regarding Facilitated Learning Analysis (FLA) may be used for incidents meeting the AI criteria or if a CRP is not being utilized for an incident meeting SAI criteria. A guide for the FLA process is available at http://bit.ly/FLA_guide.
- Removed FS-specific text under subheading “Lessons Learned Reviews (LLRs)” regarding The Forest Service has combined the Accident Prevention Analysis (APA) with the Facilitated Learning Analysis (FLA). A guide for the FLA process is available at http://bit.ly/FLA_guide.
- Removed text under subheading “Rapid Lesson Sharing (RLS)” regarding, “...(usually within 24 hours).”
- Inserted BIA-specific text under subheading “Declared Wildfire Reviews” regarding refer to *Bureau of Indian Affairs Fuels Management Program Supplement to the Interagency Prescribed Fire Planning and Implementation Procedures Reference Guide* (December 2008), Chapter 3.
- Clarified text under subheading “Wildland Fire Incident and Accident Types and Definitions” regarding Fire Shelter Deployment definition which is the removing of a fire shelter from its case and unfolding it to use as protection against heat, smoke and burning embers.
- In table “Investigation Types and Requirements”:

- Inserted FS-specific text in row “Serious Wildland Fire Accident” and column “Investigation Types” regarding, “If CRP is not activated, then an FLA will be implemented using a Regional Delegation of Authority.”
- Inserted “Regional/State” in row “Entrapment/Burnover” and column “Management level that determines review type and authorizes review.”
- Inserted “Regional/State” in row “Fire Shelter Deployment” and column “Management level that determines review type and authorizes review.”
- Removed FS-specific text regarding FLAs are a type of Lessons Learned Review.
- Clarified text under heading “Wildland Fire Serious Accident Investigation (SAI) Process,” subheading “Notification” that OSHA will be notified according to agency policy when an employee is killed on the job or suffers a work-related hospitalization, amputation, or loss of an eye. <https://www.osha.gov/report.html>. A fatality must be reported within **8 hours** and an in-patient hospitalization, amputation, or eye loss must be reported within **24 hours**.
- Removed BLM-specific text in table under heading “Related Policy Documents” regarding Manual 1112-2 and inserted DOI Occupational Safety and Health Program – Field Manual.

Chapter 19 – Dispatch and Coordination System

- Under heading “National Interagency Coordination Center (NICC) Functional Responsibilities,” bullet “Management of National Aviation Resources”:
 - Deleted text regarding Type 1 and 2 Call-When-Needed (CWN) helicopters and inserted Type 1 and 2 FS Exclusive Use/Call-When-Needed contracted helicopters.
 - Inserted text regarding GACCs hosting national Type 1 and 2 helicopters will coordinate with NICC prior to releasing flight crews for the day when those resources are not being used within the host area and could be utilized elsewhere for emerging or ongoing fire activity.
- Removed text under heading “Incident Emergency Management Planning” referencing Chapter 7 and NWCG Memorandum EB-M-14-001.

Appendices

- Appendix D – Removed IBA and inserted INBA in table under “Finance Section.”
- Appendix G – Removed IBA and inserted INBA under subheading “Finance.”
- Appendix I – Changed heading from “Interagency Incident Management Team Evaluation” to “Incident Management Team Performance Evaluation.” Inserted text in block 10 regarding Large Fire Cost Review (FS)/Significant Wildland Fire Review (DOI).
- Appendix K
 - Changed heading from “Minimum Standards of Incident Emergency Medical Services” to “Recommendations for Incident Emergency Medical Services.”
 - Removed the subheading “Interim NWCG Minimum Standards.”
 - Removed table column heading “Incident Size” and inserted “Resources.”
 - Inserted “People” to table columns containing “<250, 250 to 500, and >500.”
 - In the “NOTE,” removed “guidelines” and inserted “recommendations.”
- Appendix N
 - Inserted text under heading “WFDSS Account Information” regarding federal accounts are granted automatically, non-federal accounts are granted by Geographic Area Editor (GAE) or National Editors (NE), depending on the geographic area a user’s account is associated with. (Note: Each federal entity has different overlapping regions which may not coincide with geographic areas. A GAE from a perceived different geographic area may assist you as a result.)
 - Clarified text for “Geographic Area Editors WFDSS Duties” regarding participation in GAE calls to keep up to date on system changes or other relevant information to be shared with field units.
 - Inserted text under heading “Fire Behavior Analysis” regarding if a local FBS is not available to provide analysis for an active incident, you can request assistance by selecting Fire Behavior Request from the Information tab of an Incident and submitting the request, contacting a Geographic Area Editor, or...

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- Appendix O – Removed “Work Capacity Test Record” (internet only) and inserted “Area Command (AC) Complexity Assessment.”
- Appendix Q – Inserted Work Capacity Test Record (internet only).

Risk Management

Identify Hazards (Situation Awareness)

- Gather Information
 - Objective(s)
 - Communication
 - Who's in Charge
 - Scout the Fire
- Previous Fire Behavior
 - Weather Forecast
 - Local Factors

Assess Hazards

- Estimate Potential Fire Behavior Hazards
 - Look Up/Down/Around Indicators
- Identify Tactical Hazards
 - Watch Outs
- As conditions change, what other safety hazards are likely to exist?
- Consider probability versus severity?

Develop Controls and Make Risk Decisions

- Develop control measures that reduce risk:
 - Firefighting Orders → LCES
 - Anchor Point
 - Downhill Checklist (if applicable)
 - What other controls are necessary?
 - Engineering/Administrative
 - PPE
 - Educational
 - Avoidance
 - Emergency Medevac Procedures/Plan
- Are controls in place to mitigate risk?
 - NO - Reassess situation
 - YES - Next question
- Are selected tactics based on expected fire behavior?
 - NO - Reassess situation
 - YES - Next question
- Have instructions been given and understood?
 - NO - Reassess situation
 - YES - Next question
- Consider risk versus gain

Implement Controls

- Ensure controls are in place and being implemented by personnel.
- Ensure controls are integrated operational plan and understood at all levels.

Supervise and Evaluate

- Are controls adequately mitigating the hazards?
 - NO – Reassess and consider:
 - Human Factors:
 - Low experience level?
 - Distracted from primary tasks?
 - Fatigue or stress reaction?
 - Unsafe attitude?
 - The Situation:
 - What is changing?
 - Are strategy and tactics working?

If situation changes significantly, restart Risk Management Process at the appropriate step.

Standard Firefighting Orders

1. Keep informed on fire weather conditions and forecasts.
2. Know what your fire is doing at all times.
3. Base all actions on current and expected behavior of the fire.
4. Identify escape routes and safety zones and make them known.
5. Post lookouts when there is possible danger.
6. Be alert. Keep calm. Think clearly. Act decisively.
7. Maintain prompt communications with your forces, your supervisor and adjoining forces.
8. Give clear instructions and insure they are understood.
9. Maintain control of your forces at all times.
10. Fight fire aggressively, having provided for safety first.

Watch Out Situations

1. Fire not scouted and sized up.
2. In country not seen in daylight.
3. Safety zones and escape routes not identified.
4. Unfamiliar with weather and local factors influencing fire behavior.
5. Uninformed on strategy, tactics, and hazards.
6. Instructions and assignments not clear.
7. No communication link with crew members/supervisor.
8. Constructing fireline without safe anchor point.
9. Building fireline downhill with fire below.
10. Attempting frontal assault on fire.
11. Unburned fuel between you and fire.
12. Cannot see main fire, not in contact with anyone who can.
13. On a hillside where rolling material can ignite fuel below.
14. Weather is getting hotter and drier.
15. Wind increases and/or changes direction.
16. Getting frequent spot fires across line.
17. Terrain and fuels make escape to safety zones difficult.
18. Taking nap near fireline.