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/nifc/.

Branch of Wildland Fire Management Organization

Branch Chief, WFM
GS-0401

Deputy Branch Chief
GS-0401

Director, Aviation & Safety
GS-2101

Director, Budget/Planning
GS-0560

Director, Fuels Management
GS-0460

Director, Fire Operations
GS-0401

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Agency Administrator’s Roles

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

Director, Bureau of Indian Affairs

Responsible for the implementation of an effective WFM program:
- Responsible for implementation of policies and recommendations in the Federal Wildland Fire Management Policy;
- Represents Indian Affairs on the Federal Fire Policy Council; and
- Approves national level cooperative wildland fire management agreements with other Federal agencies and interagency wildland fire coordinating groups.

Director, Office of Trust Services

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

Division Chief, Forestry and Wildland Fire Management

- Provides overall direction to the wildland fire management program.

Branch Chief, Wildland Fire Management

Responsible to recommend policies and standards for firefighter safety, training, prevention, suppression and use of wildland fires on Indian Trust lands.
- Recommends policies, standards and guidance to the Bureau Director on the use of prescribed fire and fuels management to achieve fuels management and resource management objectives;
- Integrates wildland fire management into natural resource management;
- Establishes wildland fire management position competencies, standards and minimum qualifications for fire management officers, wildland fire specialists and leaders based on federal interagency standards;
- Implements national fire programs and activities including: current planning model, preparedness, fuels management, community assistance, prevention, emergency wildland fire operations, post fire activities, medical standards, and Interagency Fire Program Management Qualifications (IFPM);
- Reviews and evaluates regional wildland fire management programs;
- Represents or delegates representation for Indian Affairs in the coordination of overall wildland fire management activities at the National Interagency Fire Center (NIFC) and coordinates Indian Affairs representation on intra- and interagency wildland fire committees, groups and working teams, which include but are not limited to:
a. National Wildfire Coordinating Group (NWCG)
b. Fire Management Board
c. Executive Aviation Committee (EAC)
d. National Interagency Aviation Council (NIAC)
e. Interior Fire Executive Council
f. National Multi-Agency Coordinating Group (NMAC)
g. Information Technology Management Advisory Board (ITAB)

- In conjunction with other Federal Fire Directors, establishes priorities for assignment of critical resources during wildland fire emergencies;
- Initiates or participates in boards of review concerning actions taken on selected wildland fires;
- Negotiates cooperative agreements and/or modification of existing national level agreements to improve wildland fire management activities on Indian trust and restricted lands;
- Reviews funding requests for fuels management, prevention, community assistance, facility construction, subsidiary and rehabilitation requests; makes determinations on funding levels and recommends approval to the Director, Office of Trust Services, based on guiding principles in the Federal Fire Policy, National Fire Plan (NFP), supporting documents and Secretarial directives;
- Approves and makes determination of funding levels for severity and post fire activity requests; and
- Oversees the national casual and vendor payment programs for emergency incident payments.

**BIA Fire Leadership Team**

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

- The FLT membership is comprised of senior leadership within the Branch of Wildland Fire Management.
- The Chief, Division of Forestry and Wildland Fire management, and the Branch Chief of Forest Resources Planning are ad-hoc members.
- The team includes a Regional Fire Management Officer to provide regional context on field-level topics having national implication.
- A Tribal representative facilitates Tribal engagement and supports consultation requirements when necessary.
Regional Directors
Responsible for ensuring activities and/or plans reflect a commitment to safety and a state of readiness commensurate with values at risk to minimize wildland fire loss.

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

Agency Superintendent (unless excepted in regional directives)
Ensures that every wildland firefighter, fireline supervisor and fire manager takes positive action to obtain compliance with established standards and safe firefighting practices.
- Protects Indian trust and restricted lands from wildfire by taking appropriate action as specified in the approved fire management plan to meet Indian landowner objectives or in the absence of an approved plan, takes immediate suppression action, consistent with other standards;
- Develops plans, prepares agreements and implement activities for prescribed fires, wildland fire use, community assistance and/or other fuel management activities in accordance with approved implementation plans and established standards and guidelines;
- Ensures agency fire management personnel develop and maintain fire management job qualifications and meet physical fitness standards in accordance with policy and assign personnel to fire suppression, prescribed fire, wildland fire use activities according to qualifications and demonstrated ability;
- Develops, updates, and maintains the local fire preparedness planning activities, wildland fire prevention plan, annual mobilization plans, and ensures initial attack capability and management personnel availability to provide for an adequate level of protection from wildfire;
- Initiates, develops, and implements approved post fire activities to prevent unacceptable resource degradation and to minimize threats to life or property resulting from wildfire;
- Initiates, develops, and implements approved rehabilitation activities to protect and sustain ecosystems, public health, safety, and to help communities protect infrastructure;
- Develops, updates and maintains agency Fire Management Plan’s;
- Negotiates cooperative agreements with adjacent protection organizations as needed;
- Negotiates reimbursable agreements with Tribal, local, state, and other federal agencies for wildland fire management activities as needed;
- Recommends a board of review be established to review actions taken on selected individual fires;
- Ensures that all escaped prescribed fire and wildland fire use fires or prescribed fire and wildland fire use fires that result in resource or property damage are reviewed and investigated;
- Requests assistance through appropriate interagency channels when the fire situation exceeds the capabilities of the agency's resources;
- Initiates investigation of trespass from wildfires to determine cause and origin and if fire trespass has occurred;
- Enters and maintains employee fire qualifications in the Incident Qualification Certification System (IQCS) and enters and maintains fire occurrence in the Bureau fire reporting system;
- Documents the decision making process in a WFDSS when a wildfire exceeds suppression efforts, management capability is inadequate to accomplish fire use objectives, or a prescribed fire can no longer be implemented in accordance with the approved plan; and approves appropriate course of action;
• Responsible to approve WFDSS decisions for fires when the BIA costs do not exceed $5 million dollars. WFDSS decisions in excess of $5 million dollars are prepared locally and the RD designated as the approver;
• Maintains fiscal integrity in the use of the casual pay and vendor programs;
• Has responsibility for the adhering to the Administratively Determined (AD) Pay Plan for Emergency Workers (Casuals) hiring authority in accordance with the pay plan policy; and
• Has responsibility for financial and accountability oversight for all wildland fire management programs.

**Tribal Contracts/Compacts**

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

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

**Fire Management Administration**

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

**Guiding Principles**

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

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

**Program Operational Standards**

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

Program Planning

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

Fire Program Workload Shares
The Fire Program Workload Shares Assessment (WSA) supports preparedness budget distribution from the Regional Offices to their field-level units. It is intended to supplant the Most Effective Level (MEL) budget values that were generated by the former Fire Management Program Analysis (FMPA) process. The WSA uses the Graphical Network Interface (GeNi) computer application to define program workload elements and assign breakpoints (to classify and normalize empirical data) and weights. Unlike purely subjective processes, GeNi ensures that the decision criteria are documented, the math is performed without error, and the outputs can be readily reproduced.

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

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

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

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

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

Additional guidance regarding wildland fire incident records can be found on the National Wildland Fire Coordinating Group’s Incident Records Management website https://www.nwcg.gov/committees/incident-records-committee/resources.

**Fire Weather**

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

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

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

**Bureau and Tribal NFDRS Weather Stations**

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

**Non-NFDRS Weather Stations**

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

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

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

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

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

Station Identifiers

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

Program Preparedness/Readiness Reviews

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

Preseason Agreements, Contracts and Operating Plans

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

Tribal Disaster Assistance

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

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

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

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

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

**National Program Preparedness/Readiness Reviews**

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

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

**FireCode Business Rules**

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

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

- BIA/Tribe host unit dispatcher will access the FireCode website and enter the incident information and generate a FireCode for every wildfire. This FireCode will be used for all financial obligations charged to an incident.
and by all resources assigned to an incident. The FireCode is not the fire number for BIA. The fire number will continue to be the fire reporting number in WFMI. However, the FireCode will be a required entry on the fire report.

- The FireCode will be used by the BIA in place of the Fire Number when entering an obligation to FBMS. Contract/Compact Tribes will use this code to identify all costs associated with an incident.
- Compact/Contract Tribes will use the FireCode to identify costs for wildfires when reporting to the BIA Regional office.
- A fire report must be created for each wildfire in WFMI. The fire report form will require the entry of a FireCode.
- If the wildfire is a false alarm you must create a fire report in WFMI. BIA-NIFC will generate one false alarm FireCode for each region. The regional false alarm FireCode will be used for each false alarm fire report in WFMI.

Wildfires on BIA Trust lands when BIA/Tribal resources are ordered from another BIA/Tribal unit(s).

- All BIA/Tribal resources responding will use the hosting BIA/Tribal unit’s FireCode to charge all financial obligations related to that wildfire.
- BIA/Tribal units will create a support action fire report in WFMI when responding to another unit’s wildfire.
- Compact/Contract Tribes will use the FireCode to identify their respective costs for assistance to other BIA/Tribal units when reporting to the Regional office.

Wildfires on other federal lands when the BIA/Tribe is ordered (another federal agency is the host unit).

- All BIA/Tribal resources responding to other federal agency fires will use a FireCode created by the host federal agency.
- BIA/Tribal units will create a support action fire report in WFMI when responding to another unit’s wildfire.
- Compact/Contract Tribes will use the FireCode to identify their respective costs for assistance to other federal agencies when reporting to the Regional office.

Wildfires on state lands when the BIA/Tribe is ordered (state agency is the host unit).

- All BIA/Tribal resources responding to state agency wildfires will create a FireCode for each fire if a FireCode has not already been created by another Federal agency. If a FireCode has been created, the BIA/Tribal unit(s) will use that FireCode as the charge code (project code) for all financial obligations related to that wildfire.
- BIA/Tribal units will create a support action fire report in WFMI when responding to another unit’s wildfire.
- Compact/Contract Tribes will use the FireCode to identify their respective costs for assistance to state agencies when reporting to the Regional office.
Short-term Severity actions where additional local resources are employed under operations to supplement readiness capability as a direct result of short duration high fire danger on BIA Trust lands.

- BWFM will generate one short-term severity FireCode for each region.
- Each region will use the short-term severity FireCode to cover local short-term severity needs relating to employing additional personnel.
- Request to use the short-term severity FireCode must be made to the Regional FMO, or their acting, and approval given before the FireCode is to be used.
- A support action fire report must be entered in WFMI and the respective FireCode entered in that fire report. The remarks section of the fire report must identify the purpose of the support action. For each short-term severity use through the fire season, a support action fire report must be entered in WFMI.

Long-term Severity FireCodes will be used by BIA resources to identify all costs related to approve BIA wildfire severity actions.

- All severity requests will be submitted to the BWFM for approval. Upon approval, the BWFM will generate a FireCode and notify the Region of the FireCode and authorized funding level.
- The FireCode will be used to charge all authorized financial obligations for readiness under the severity request.
- If a BIA Agency/Tribe responds to another BIA Agency/Tribe’s severity request, the responding BIA Agency/Tribe will use the hosting Agency/Tribal unit’s FireCode to charge all financial obligations.
- Compact/Contract Tribes will use the FireCode to identify their respective severity costs when reporting to the Regional office.
- A support action fire report needs to be completed in WFMI for each severity action.

Casual Training – A FireCode established by the BWFM will be used by all BIA units to charge obligations related to Administratively Determined (AD) or casual workers during field exercises. BIA units must use the FireCode with their organizational code to charge obligations for casual field exercises.

USDA Forest Service Wildland Fire Severity Support – A FireCode will be used by DOI to identify all costs related to support of USDA Forest Service severity actions.

- The FireCode will be used to charge all authorized financial obligations for readiness under the severity request.
- A fire report needs to be completed for severity support of USDA Forest Service severity actions.
**Wildland Fire Management Funding**

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

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

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

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

**Suppression Activity**

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

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

**Budget Management**

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

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

Funded Program Procedures

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

One-Time Funding

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

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

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

Procedures for One-Time Funding Submission

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

- Requests are submitted to the Regional Office for approval. The process verifies the request meets the intent and fire policy of Interior appropriation act language.
- The Regional Office then submits prioritized funding requests to the Branch of Wildland Fire Management Budget office.
- WBS to be assigned by WFM-NIFC Budget or the DC Central Office.
National Model 52 Wildland Engine Program

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

Mission/Policy

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

Model 52 Replacement Guidelines

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

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

Organization

The program is organized into three geographical areas:

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

Administration

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

Release Date: January 2017
**Emergency Repairs**

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

**Non-Emergency/Non-Suppression Repairs**

Non-emergency repairs shall be charged to the identified agency account. The account will be approved by an agency official (e.g., FMO, Forest Manager, Superintendent) before requested action is taken. Authorization of account will be sent by email or signed fax identifying account, name and title of authorizing official. Initial request for all non-emergency repairs will be requested through the assigned user area Model 52 Center. The request will be reviewed and approved by the Center Manager before a Service Truck is dispatched or replacement part is mailed to the requesting agency.

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

**National Aviation Program**

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

**Aviation Program Goals**

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

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

Refer to *Indian Affairs Manual; Part 57* for information on BIA aviation policy and procedures. Refer to *112 DM 12* for a list of responsibilities.
Regional Office Level
Regional FMOs are responsible for providing oversight for aircraft hosted in their region and have the authority and responsibility to approve, with the WFM Branch Chief concurrence, acquisition of supplemental aircraft resources within their region.

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

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

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

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

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

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

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

All Tribal and agency offices utilizing aircraft should have a current and approved aviation management plan on file.
CHAPTER 6  BIA PROGRAM ORGANIZATION AND RESPONSIBILITIES

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

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

Safety and Risk Management

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

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

Casuals Hired as Drivers When Employed by BIA
In accordance with the BIA Motor Vehicle Policy, casuats hired as drivers are required to possess a valid driver’s license in order to operate a motor vehicle and have a safe driving record.

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

• Form 3607 will be processed through Regional channels to retrieve the driving record of the application with the State, or National Driver Registry and applicable Tribe.

• Regional Directors can contact the Division of Safety and Risk Management for information on completing and submitting Form 3607.

• Meeting the qualification requirements for a motor vehicle license is a condition of employment within BIA for those individuals whose duties require the operation of a motor vehicle for official wildland fire operations.
business. Failure to adhere to the policy will result in automatic termination of the casual.

**Request for Funding Authorization**
The authorization and procedure for use of the operations “suppression” (AF2001010) program account, for emergency workers field activities is as follows.

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

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

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

- Meals, Beverages and Lodging: This exception will be used to lodge and feed employees without credit cards or to support mixed charge card/non-charge card crews.
- Personal Gear – This exception will be used to purchase personal items if destroyed, lost or stolen while serving on the fire crew/emergency incident, (e.g., clothing, footwear and/or toiletries).
- Payment of medical treatment for casuals and overhead when authorized for Incident Agency Provided Medical Care (APMC).

**Emergency Equipment Rental Agreements (EERA)**
The Emergency Equipment Payment Operating Guidelines provides procedure, guidance and instructions to the BIA WFM Programs, Regional fire management offices and agency offices, Office of Financial Management, Office of Acquisition and Property for implementation of the EERAs payment process. Refer to the IIBMH, Chapter 20, for EERA Administration.
Wildland Fire Decision Support System (WFDSS)

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

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

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

- All wildfires managed by a Type 1, 2, or 3 incident management team will be entered into the WFDSS.
- Wildfires burning on to Trust lands from another federal fire management agency (USFS, BLM, NPS or USFWS) should be entered initially by the originating agency, not BIA Agency/Tribal. Once a fire(s) poses a ‘Threat to Trust’, or suppression actions are done from Trust Land, the threatened Agency personnel must be given “Ownership” privileges in the WFDSS incident to be allowed to input their own incident objectives and requirements for the development of the next DD to be published.
- Wildfires burning on to Trust lands from State and local lands will be entered into WFDSS by the receiving BIA Agency/Tribal unit, if they have not been entered by another Federal agency or State, with the true Point of Origin and Discovery Date being entered. When these incidents are created in WFDSS, the Responsible Unit Name at Point of Origin will not be the BIA Agency/Tribe. However, the BIA Agency/Tribe will be selected as at least one of the Responsible Agency(s) in addition to other.
- For fires being consolidated into a complex and covered under one DD, a new FireCode with all the individual fires in the complex must be created for the complex fire name. In addition, each individual wildfire should be entered individually into the WFDSS and tracked with appropriate Latitude/Longitude, contain, confine, control date and time information to document origins of all the fires in a complex.
- Applicable fire-related resource management objectives and management requirements from the BIA Agency/Tribal Management Policies, as well as from a General Management Plan, Land or Resource Management/Stewardship Plan and FMP, will be migrated into the WFDSS via the DATA Management Tab. This information will reflect the management objectives for wildland fire as stated in FMP and supporting NEPA documents.
Only BIA line officers, or their BIA employee acting with wildland fire knowledge, can be an “Approver” for a WFDSS DD developed for Trust Lands. Another federal agency line officer cannot be delegated authority to be an “Approver” in WFDSS for decision concerning Trust Land. This means incident privilege must identify multiple “Approvers.”

Fuels Management, Planning & Implementation

The national and interagency policy guides for the hazardous fuels programs are contained in the following guides and handbooks:

- Interagency Prescribed Fire Planning and Implementation Procedures Reference Guide 2006;
- BIA Fuels Management Program Supplement to the Interagency Prescribed Fire Planning and Implementation Procedures Reference Guide 2008; and

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