Chapter 6
BIA Program Organization and Responsibilities

Bureau of Indian Affairs Fire Management Policy

Policy and responsibility for the Bureau of Indian Affairs (BIA) Wildland Fire Management (WFM) Program is documented in Part 90 Indian Affairs Manual (IAM), chapters 1-8 and can be found at https://www.bia.gov/policy-forms/manual. 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 BIA 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. Our mission is to execute our fiduciary trust responsibility by protecting lives, property, and resources while restoring and maintaining healthy ecosystems through cost-effective and creative fire management programs, collaboration, and promoting Indian self-determination.

BIA Fire Operations Website

BIA Fire Operations maintains a website that hosts operational, informational, and policy-related documents. The website also contains information about job recruitment, BIA training, Pathways Internship Program, fuels management, aviation safety and wildland fire prevention. Visit the BIA WFM website at https://www.bia.gov/bia/ots/dwfm.

Agency Administrator Responsibilities

Bureau of Indian Affairs administrators have many responsibilities relating to Wildland Fire Management activities which are provided in part 90 (Wildland Fire Management), IAM, chapters 1-8, subchapter 1.5 (Responsibilities). These also include such activities when contracted for, in whole or in part, with other agencies or Tribes under the statutes cited in 620 DM 1, appendix 1.

These BIA administrators also share three additional common responsibilities not listed in the 90 IAM. These are:
- Responsible for the implementation of an effective WFM program;
- Responsible for implementation of policies and recommendations in the Federal Wildland Fire Management Policy; and
- Integrates wildland fire management into natural resource management.

Additionally, the following responsibilities are applicable and will ultimately reside in 90 IAM 7 (Wildfire Response) once this chapter is published.

Director, Bureau of Indian Affairs

- Reference part 90 (Wildland Fire Management), IAM, chapters 1-8, subchapter 1.5 Responsibilities; and
- Responsible for implementation of policies and recommendations in the Federal Wildland Fire Management Policy.

Deputy Bureau Director, Office of Trust Services

- Provides for the coordination of wildland fire management activities with other Federal, State, and non-government fire protection agencies.
- Reference part 90 (Wildland Fire Management), IAM, chapters 1-8, subchapter 1.5 (Responsibilities).

Chief, Division of Forestry and Wildland Fire Management

- Reference part 90 (Wildland Fire Management), IAM, chapters 1-8, subchapter 1.5 (Responsibilities).

Chief, Division of Wildland Fire Management

- Reference part 90 (Wildland Fire Management), IAM, chapters 1-8, subchapter 1.5 (Responsibilities);
- 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; and
- Oversees the national casual and vendor payment programs for emergency incident payments.

Regional Directors

- Reference part 90 (Wildland Fire Management), IAM, chapters 1-8, subchapter 1.5 Responsibilities;
- Oversees allocation model implementation, preparedness, fuels management, community assistance, prevention, emergency wildland fire operations, post-fire activities, medical standards, and Interagency Fire Program Management (IFPM) standards;
- 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; and
- Assigns boards of review on selected individual wildland fires which presented unusual problems or situations.

Agency Superintendent (unless excepted in regional directives)

- 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.
- 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.

- Manages personnel to ensure that prevention goals and objectives are being achieved.
- 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.
- Develops, updates, and maintains agency fire management plans.
- 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 or any prescribed fire that results in resource or property damage are reviewed or 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.
- Ensures established wildfire investigation procedures and guidance are followed.
- Coordinates with appropriate law enforcement agency when wildfire crimes are suspected and/or detected.
- 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.
- Coordinate the development of published decisions within the WFDSS for all fires identified as requiring a decision and consistent with authority identified in Chapter 11.
- Reference part 90 (Wildland Fire Management), IAM, chapters 1-8, subchapter 1.5 Responsibilities.

National Fire Leadership Team
The National Fire Leadership Team (NFLT) provides national leadership to ensure we are creating an open forum for discussions, collaboration, and coordination in BIA wildland fire management by:

- Providing a forum for open communication, collaboration, and consensus among the members of the NFLT
- Addressing BIA and interagency wildland fire program issues brought forward to the NFLT, subgroups, Regions, Tribes, and the Division of Wildland Fire Management Membership

The NFLT consists of:
- Division Chief of Wildland Fire Management
- Assistant Division Chief of Wildland Fire Management
- Regional Fire Management Officers (RFMO)

Fuels, Aviation, Operations, Budget, Admin, and Public Affairs Officer and other Central Office Managers

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 BIA 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 BIA and Indian Tribes when negotiating annual funding agreements, whether Public Law 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 BIA fire management programs. Both BIA and Indian Tribal programs will strive to achieve excellence.
- Indian Tribal and BIA WFM programs receive equal consideration for available budget and resources.
- The BIA 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 BIA, 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 Department of the Interior (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 Emergency Workers (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 (FMPs), NEPA documents, Wildland Fire Decision Support System (WFDSS) documents, post-wildland fire activity (ES/burned area emergency response [BAER]) plans, and delegations of authority to incident management and post-fire activity teams. The BIA 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 (See Personnel Qualifications, 90 IAM:
  - Adherence to the *National Wildfire Coordinating Group (NWCG) Standards for Wildland Fire Position Qualifications* (PMS 310-1) is mandatory for all firefighters fighting wildfires on and off their respective jurisdictions.
  - Adherence to the IFPM 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.
  - Agency Superintendent or delegate are responsible for certifying Tribal program employee qualifications and maintaining records of their employee qualifications. All BIA/Tribal units with fire management programs are required to use the Incident Qualifications and Certification System (IQCS) to track all Federal emergency responders.
  - Wildfires that burn Indian trust lands under a Tribe's protection must be reported and certified in the Interagency Fire Occurrence Reporting Modules (InFORM) promptly after being 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 BIA. All actions require that the BIA approve delegations of authority to teams.

Program Planning

Strategic planning for BIA field-level units relies primarily on two required documents, FMPs (including spatial fire management plans) and fire danger operating plans, per the interagency guidance in chapters 9 and 10, respectively.

Such plans rely on historical weather and fire occurrence data to depict the range of conditions in burning environment, define the fire season, and quantify the unit's workload.

Fire Occurrence Data and Reporting

Consistent with the *Guidance for Implementation of Federal Wildland Fire Management Policy* (February 13, 2009), the BIA recognizes two types of wildland fires when collecting and recording fire occurrence data, planned ignitions (i.e., prescribed fires) and unplanned ignitions (e.g., including escaped prescribed fires).

Specific guidance regarding prescribed fire data and reporting is provided in the *BIA Fuels Management Program Planning and Implementation Guide*. All wildfires that burn on Indian trust lands must be documented with a single, certified individual final fire report in the InFORM application. For large or otherwise significant wildfires involving Indian trust lands, approved Incident Status Summary (ICS-209) reports, including a designated final report, must also be submitted per the requirements and guidance in chapter 11.

Records Management for Fire Reports

Individual final fire reports and final ICS-209 reports are official records for wildfires that burn on Indian trust lands. Accordingly, the BIA administrative unit overseeing the affected land is responsible for adhering to *Indian Affairs Records Management Manual* (https://www.bia.gov/policy-forms/manual) and the local *File Maintenance and Disposition Plan* concerning management and archiving these records.

Additional guidance regarding wildland fire incident records can be found on the NWCG Incident Records Management website at https://www.nwcg.gov/committees/incident-planning-subcommittee.

Fire Weather/Remote Automated Weather System (RAWS)

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

All field-level units will identify at least one permanent, National Fire Danger Rating System (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. These contacts must be updated immediately upon reassignment to a new POC and provided to the BIA National RAWS Coordinator.

BIA and Tribal NFDRS Weather Stations

The BIA Central Office, Division of Wildland Fire Management (DWFM) maintains a national contract with Forest Technology Systems, Ltd., (FTS) to provide annual maintenance, factory exchange service, and emergency repair to 81 permanent NFDRS weather stations. 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

The BIA has 19 non-NFDRS weather stations, which are mostly portables and are mainly used for large wildfires and prescribed fires. These stations are also covered under the BIA's national contract with FTS to provide annual maintenance, factory exchange service, and emergency repair.

- Non-NFDRS stations do not have to have a NWS station number or a station catalog in Weather Information Management System (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 Standards for Fire Weather Stations* (PMS 426-3) publication.
- Document maintenance 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.
- The naming convention for portable RAWS stations will be the unit identifier 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 Standards for Fire Weather Stations* (PMS 426-3) publication and the *WIMS Web Application User Guide*.

Adhere to the *NWCG Standards for Fire Weather Stations* (PMS 426-3) when moving a station—including portable stations—to a different location.

The LPOC must first notify the BIA National RAWS Coordinator before
notifying the BLM RAWS Depot Help Desk (208-387-5475) to make
notification that the station is to be shut down. Following the relocation, the
LPOC must again first notify the BIA National RAWS Coordinator before
informing the RAWS Depot Help Desk with the new location information and
the time of reactivation.

Station Identifiers

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

Weather Module in Wildland Fire Management Information

Weather Module Access

- The Wildland Fire Management Information (WFMI) weather module
  provides access to the weather data that is transmitted from the more than
  2,500 RAWS located throughout the U.S.
- Individuals who desire access to the WFMI weather module must complete
  and submit only sections I and II of the "Weather Module – User Access
  Request" form to the BIA National RAWS Coordinator. Due to the terms of
  the BIA's national RAWS contract, individuals may only request "view-
  only" access to the weather module. Edit access is restricted to prevent
  possible contractual issues.

Program Preparedness

The Wildland Fire Management Program employees 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.

BIA Office of Emergency Management

BIA Office of Emergency Management Part 92 IAM outlines BIA Office of
Emergency Management's (OEM) purpose, scope, policy, authorities,

responsibilities, definitions, standards and requirements, reports and forms, and training requirements. The OEM is an office within the Office of the Director, BIA (DBIA) and serves Indian Affairs by promoting self-sufficiency among Tribes in managing emergency preparedness and response activities. The OEM supports the BIA and Tribes with coordinating response, recovery, and hazard mitigation activities when requested. OEM also supports the Federal Emergency Management Agency (FEMA) and other Federal agencies with prompt cooperation, coordination, resources, and capabilities for emergency incidents that impact Tribal communities, lands, and resources, and the nation as a whole. As the 92 IAM 2 outlines OEM is responsible for maintaining bureau wide situational awareness of incident response operations and developing a common operating picture for Indian Affairs senior leaders. This applies to all incidents and events that impact Indian Affairs personnel, lands, facilities, infrastructure, or resources; Tribal lands or insular areas; or incidents and events for which assistance is provided to other units of government under Federal laws, executive orders, interagency plans, or other agreements that requires coordination and communication of emergency situations to Indian Affairs senior leaders and to the DOI, OEM, Interior Operations Center (IOC).

Tribal Support for Emergency Support Function (ESF)

BIA is an Emergency Support Function (ESF) support agency under the USDA-FS and USFA 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

Division of Wildland Fire Management (DWFM) 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 DWFM, with input from the regions, to coordinate review scheduling. At least one review every five years will be conducted in each region, though more frequent reviews would be preferable. DWFM implementation intentions are to administer one preparedness review and one fiscal accountability review in two separate regions every year. Additionally, local unit preseason fire preparedness/readiness reviews will be conducted.

Standards for preparedness reviews are documented in the *Interagency Fire Preparedness Review Guide* at https://www.bia.gov/bia/ots/dwfm.

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

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

- BIA/Tribe host unit dispatcher will ensure that a unique FireCode is associated with every wildfire. The recommended workflow is to acquire the FireCode via the computer-aided dispatch application or InFORM (instead of creating a record directly in the FireCode application).
- The FireCode will be used by the BIA when entering an obligation to the Financial and Business Management System (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.
- BIA-NIFC will generate one false alarm FireCode for each region which will be used for each false alarm fire report.

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.
- 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 Another Agency's Land Where 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.
- Compact/contract Tribes will use the FireCode to identify their respective costs for assistance to other Federal agencies when reporting to the regional office.

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 document their action via a formal resource order and/or a fire report in InFORM that is categorized as an "out-of-area response" 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

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.

- DWFM 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.

Long-Term Severity

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 DWFM for approval. Upon approval, the DWFM 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.

Casual Training

A FireCode established by the DWFM will be used by all BIA units to charge obligations related to administratively determined (AD) or casual workers during training. BIA units must use a FireCode with their organizational code to charge obligations for casual field exercises.

Wildland Fire Severity Support to Other Agencies

To account for resource usage and costs incurred when BIA provides severity support to other agencies, the DWFM will generate a separate FireCode for each agency (USFS, BLM, FWS, NPS, and State/local). In lieu of using the requesting agency's own FireCode (if any), the BIA-issued FireCode will be used by BIA units to charge all authorized financial obligations for readiness related to their support of another agency's 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 BIA 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 L/RMPs. 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 (AFA). 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 DWFM 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 DWFM. 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 BIA programs will be given equal consideration for non-recurring preparedness funding and will be coordinated at the regional office level.

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 BIA 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 BIA 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 include all post-fire, burned-area activities covered by approved plans. Funding is obtained by Indian Tribes through agreements established by BIA 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.

Interagency Severity Funding Request Procedures

Qualification of Need

Severity funds and project approval will be identified by a severity FireCode generated by DWFM. Requests for special projects must be evaluated and approved by the respective regional office and forwarded to DWFM for approval and execution. All costs associated with a severity request must include the severity FireCode when procuring and/or encoding to FBMS. Fire danger

models or analysis software (FireFamily Plus) graphically contrasts the current seasonal trend for energy release component (ERC) and/or but burning index (BI), with all-time worst and historical average ERC and/or BI, based on an analysis of year-round data.

To adequately quantify the need for severity funding, at least one of the criteria listed below should demonstrate that abnormal conditions exist.

- Palmer Index or standardized precipitation indices that specify the departure from normal.
- Fuel loading quantitative information comparing current to the average.
- Current local fuel moisture compared to average trend and all-time worst provided by the Normalized Differences Vegetative Index (NDVI) and/or Live Fuel Moisture Project reports. *Note*: Data from NDVI and Live Fuel Moisture Project may be a week old or older.
- NWS 30-day weather outlook.
- Weather station NFDRS number and name.

Narrative Statement

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

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

- Human-caused fire activity; number of human-caused fires to date as compared to previous years (include leading fire cause category);
- Description of how the prevention and/or investigation team will be utilized (i.e., shared resource covering multiple agencies/tribes implementing prevention campaigns, etc.);
- Any significant upcoming events or activities); and
- Justification for additional funds for prevention materials or supplies.

Severity requests for prevention/investigation resources are to be reviewed by the regional WUI/prevention specialist.

Requested Resources

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

Budget Management

This section governs use of the BIA's WFM appropriation account structure, procedures, cost accounting, and one-time funding procedures. Personnel at all levels within the BIA 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 DWFM 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 form (i.e., funding entry document or FED) detail how distributions are to be made from regions to agencies/Tribes for preparedness programs.

One-Time Funding/Critical Needs

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 unobligated balances or unused indirect costs.

DWFM staff will issue a memorandum annually during the second quarter with a standard form that will identify timelines for current year. The individual plans are required to be submitted to regional offices for review, changes or rejection. Once approved at the regional level, the requests will be forwarded to DWFM. 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 months of project needs but will continue under CRs until an appropriations bill is passed.

One-time funding for preparedness (signed by the appropriate regional director) will be submitted to WFM Budget Officer no later than May 15th for the upcoming fiscal year for current year needs. Requests received after deadlines will be given lower priority. DWFM staff 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 DOI appropriation act language.
- The regional office then submits prioritized funding requests to the DWFM Budget office.
- Work breakdown structure (WBS) to be assigned by DWFM Budget or the DC Central Office.

BIA National Wildland Fire Fleet Engine Program

The BIA National Wildland Fire Fleet Engine Program was created by the BIA in 1996. The objective of the program is to provide a centralized process for

replacement parts and training of BIA fleet engine pumping systems. Detailed information on the program can be found in the *BIA National Fleet Wildland Engine Program Operations Guide*.

Mission/Policy
- Provide a standardized BIA fleet engine for the participating agency or Tribal organization.
- Provide an opportunity to supply trucks for BIA fleet engine pumping systems.
- Provide repair support services to agency-/tribally owned apparatus for approved number of engines.
- Provide training in the use and maintenance of the BIA fleet engine pumping systems.
- Evaluate new equipment and BIA fleet engine center improvements to meet the wildland fire program needs.
- Provide emergency repair or replacement for BIA fleet engine pumping systems.
- No aftermarket parts of any kind are to be placed on any BIA fleet engine equipment without prior approval from the Deputy, Fire Operations and concurrence from the program center managers.

Vehicle Maintenance, Replacement and Repairs

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

Annual Safety Inspections, Scheduled Maintenance, and Daily Inspections
Fire personnel are required to complete and document annual safety inspections, regularly scheduled preventative maintenance, and daily (or pretrip) inspections for all BIA wildland fire vehicles. Annual safety inspections must be documented on Form 1520-35 or designated local form. Regularly scheduled preventative maintenance, unscheduled maintenance, and repairs for DOI-owned (I-plate) vehicles are recorded in FBMS. Daily inspections must be kept with the vehicle records for the life of that vehicle.

The cost of all vehicle repairs and maintenance is the responsibility of the individual region, agency, or Tribe unless the damage is directly attributable to operations on a wildfire. In that case, with approval from the incident commander (IC), the damages may be paid for under the fire's suppression account.

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

Replacement Guidelines

BIA fleet engine standards updated replacement schedule is set as follows:

BIA fleet engine type 6	8 years	100,000 miles
BIA fleet engine type 4	10 years	250,000 miles

Organization

The program is organized into three geographical areas:

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

Emergency Repairs

Emergency fire-related repairs to a BIA fleet engine pumping package will be requested through the assigned user area BIA Fleet Engine 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 the requested action is taken.

Authorization of account will be sent by email or signed fax identifying account, name, and title of authorizing official. Initial requests for all non-emergency repairs will be requested through the assigned user area BIA Fleet Engine Center. The request will be reviewed and approved by the BIA Fleet Engine 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.

Administration

The program is administered through DWFM Fire Operations. A BIA Fleet Engine Oversight Group has been established to plan, develop, and budget for the annual operations of the program. The group is comprised of the BIA Fleet Engine Program leads at each center and the Deputy, Fire Operations. Trucks and fabrication orders for the BIA fleet engines are procured nationally through the DWFM office.

Fire Facility Construction and Maintenance Activity

The fire facility construction and maintenance activity provides for the maintenance and construction of fire facilities for line items funded within the DOI wildland fire appropriation only. All projects are approved through a consolidated DOI process and entered into the DOI's five-year plan. The 5-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 5-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.

Submissions must consist 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 BIA 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.

National Aviation Program

The BIA Wildland Fire and Aviation Management Program staff recommends BIA policy, procedures, and standards; and maintains functional oversight and interagency coordination for all aviation activities. The DWFM established two interregional aviation management offices to provide technical aviation expertise support for regional, agency, and field offices. Each of these offices supports BIA regions across geographic boundaries. Each of the interregional 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 DWFM Director, Aviation and Safety supports BIA 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 DWFM 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 bureauwide 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 WFM Branch Chief concurrence, acquisition of supplemental aircraft resources within their region.

- Regional FMOs have the authority to prioritize the allocation, prepositioning, and movement of all aircraft assigned to the BIA within their region.
- Regional offices will coordinate with the DWFM on movement of their aircraft outside of their region.

Regional aviation managers (RAM) are assigned to 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.

Many agencies have aviation management as a collateral duty; therefore, during periods of intense aviation activity (e.g., wildland fire support), ensure aviation oversight is 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.

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

Individuals will document (e.g., Aircraft Flight Request/Schedule [9400-1a]) all flight requests via the process defined in the regional and agency aviation plans and follow the *National Interagency Mobilization Guide,* chapter 80, Flight Management Procedures.

Safety and Risk Management

Motor Vehicle Operation Policy

The BIA requires supervisors to ensure all wildland fire personnel who operate Government-owned and/or -leased vehicles have the proper licensure and operators need to abide by the rules of the State in which operating. This includes ensuring employees have the appropriate commercial driver's license, tank endorsements, air brake endorsements, and other applicable certifications. Additional resources regarding BIA driving requirements can be found under "Motor Vehicle Information" on the DWFM Fire Safety web page at https://www.bia.gov/bia/ots/dfwfm/bwfm/safety.

Fire Vehicle Driver Orientation (BL-300) course and the Wildland Fire Safety Training Annual Refresher (RT-301) are mandatory for all BIA wildland fire management and support personnel who operate vehicles. This includes all general schedule (GS), administratively determined (AD), and Tribal personnel performing wildland fire and prescribed fire operations. Course material is accessible at https://www.nifc.gov/fire-vehicle-training.

Lights-and-Sirens Response

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

Those BIA regions that determine a lights-and-sirens response is necessary to meet mission requirements must develop an operating plan that is signed and approved by the regional director and forwarded to the Chief, Division of Fire Operations, BIA. The operating plan must ensure the following:
1. All vehicles (command, engines, etc.) will be properly marked, equipped, and operated in accordance with State statutes, codes, permits, and BIA unit requirements.
2. Drivers will complete training in the proper use of lights-and-sirens response in accordance with National Fire Protection Association (NFPA) 1451 and 1002 standards, as well as any State requirements.
3. Engine drivers responding with lights and sirens will be minimally qualified as engine operator with a qualified engine boss in the engine; otherwise, the

driver must be engine-boss qualified. Command vehicle drivers will be
minimally qualified as single resource boss.
4. Lights and sirens will meet NFPA and State code requirements.
5. Posted speed limits will be followed at all times, regardless of response
type.
6. Operators will stop or reduce speed as circumstances dictate prior to
proceeding through all intersections.
7. Traffic light changing mechanisms (e.g., Opticons) will only be used under
formal written agreement with State and local governments and only when
necessary to create safe right-of-way through urban high-traffic areas. All
pertinent State and local statutes and procedures will be adhered to.
8. Authorization to respond with lights and sirens does not cross State lines.
No driver will be authorized by one State to operate with lights and sirens in
another State.

Physical Fitness and Conditioning

The *NWCG Standards for Wildland Fire Position Qualifications* (PMS 310-1)
establishes physical fitness standards for NWCG-sanctioned firefighters. These
standards are assessed using the work capacity tests (WCT). Prior to attempting
the WCT, all permanent, career-seasonal, temporary, and AD/EFF employees
who participate in wildland fire activities requiring a fitness level of arduous
must participate in the DOI Medical Qualification Standards Program (DOI
MSP).

Employees serving in wildland fire line-going positions that require a fitness
rating of arduous, moderate, or light are *authorized* to perform physical fitness
conditioning for up to five hours per week, not to exceed more than two hours
per day.

Units will maintain a fitness program that ensures BIA firefighters will possess
the physical ability to perform the duties of their positions safely and effectively
while ensuring compliance with the requirements of the WCT.

Information on the WCT and the DOI MSP is located in chapter 13.

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 *NWCG Standards for
Interagency Incident Business Management*. BIA will follow the direction set
forth in the *NWCG Standards for Interagency Incident Business Management* 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, casuals 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. Applicants must submit GSA Form 3607, Government Motor Vehicle Operator's License and Driving Record, in advance verifying 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" program account (AF2001010), 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 *NWCG Standards for Interagency Incident Business Management* in conducting wildland fire business.

The BIA DWFM's waiver for fire/emergency personnel purchases are cited in National Policy Memoranda Expanded Government Charge Card Purchase Authority During Emergency Wildland Fire Operations, dated 6/12/03, at https://www.bia.gov/policy-forms/memoranda.

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

The Emergency Equipment Payment Operating Guidelines provides procedure, guidance, and instructions to BIA WFM Programs, regional fire management

offices, agency offices, Office of Financial Management, and Office of
Acquisition and Property for implementation of the emergency equipment rental
agreements (EERA) payment process. Refer to the *NWCG Standards for
Interagency Incident Business Management*, chapter 20, for EERA
administration.

Wildland Fire Decision Support System

The BIA follows interagency policy regarding use of the Wildland Fire Decision
Support System (WFDSS) found in chapter 11.

Fuels Management, Planning and Implementation

The national and interagency policy guides for fuels management programs are
contained in the following guides and handbooks:
- 90IAM 4 Fuels Management
- *Interagency Prescribed Fire Planning and Implementation Procedures
  Reference Guide* (PMS 484), May 2022
  (https://www.nwcg.gov/publications/484)
- *BIA Fuels Management Program Supplement to the Interagency Prescribed
  Fire Planning and Implementation Procedures Reference Guide,* 2008.
- *BIA Fuels Program Business Management Handbook*, February 2008.
- *Interagency Standards for Fire and Fire Aviation Operations,* chapter 17,
  NFES 2724.

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

Prescribed Fire Review
The goal of a prescribed fire review is to provide recommendations and identify
deficiencies and specific corrective actions. Reviews do not have to be
associated with a specific incident.

Any prescribed-fire-related incident that has resource or property damage that
may result in a claim for compensation shall initiate a review.

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

Fire Communications and Education

Early Alert Notification Process
Early Alerts will be made via phone call <u>and</u> a written Early Alert Notification.
All units (Federal and Tribal) will provide information to the regional fire
management office and the DWFM duty officer (DO) within six hours of the
incident.
- Crew supervisor notifies the unit fire management officer (FMO).

- Unit FMO notifies regional fire management officer (RFMO) <u>and</u> dispatch center.
  - Dispatch center: If 4th tier, notifies 3rd tier dispatch center who then notifies the GACC.
- Regional fire management officer (RFMO) will immediately notify the DWFM duty officer at: **208-387-5080** AND within six hours, email to: EarlyAlert@bia.gov.

Situations Requiring an Early Alert Notification

- Fatality
- Injury requiring transports to medical facility
- Significant property damage to equipment
- Serious wildland fire accident
- Wildland fire accident
- Entrapment/burnover
- Shelter deployment
- Near-miss
- Aviation accident
- Evacuations
- Highway and interstate closures
- Structure loss
- Escape prescribed fire
- Fire approaching large fire thresholds (100 acres in timber; 300 acres in grass)
- Any wildland fire management delegation of authority issued by a line officer

The Early Alert Notification Communication Process, Template and PMS 405-1 are accessible online at https://www.bia.gov/bia/ots/dfwfm/bwfm/safety.

Notification Requirements for Entrapments or Fatalities

If a wildland fire entrapment or fatality occurs, immediate notification to the National lnteragency Coordination Center (NICC) is required using the *Wildland Fire Fatality and Entrapment Initial Report* (PMS 405-1). Following the issuance of an Early Alert, the local unit will provide the PMS 405-1 to the 3rd tier dispatch center which will then provide it to the GACC electronically within 24 hours. The GACC immediately notifies the NICC coordinator on duty (COD) and within 24 hours, submits the PMS 405-1 to NICC COD.

Wildland Fire Media Relations Guidance

During dynamic events such as wildland fire, providing accurate information is critical for public safety. To be effective, communication must be timely, if not immediate. For this reason, news bulletins and routine fire information pertaining to the topics listed below are authorized for media release on behalf of the BIA, Branch of Wildland Fire Management (DFWFM). For cases that may include multiple agency jurisdictions, these releases are also approved for

1 use. The DFWFM media release template and approved supporting fire
2 messages can be found online at https://www.bia.gov/bia/ots/dwfm/media.

Wildland Fire Prevention	Fire Operations, Fire Use, and Fuels Management	Burned Area Emergency Response	Training
• Fire danger alerts • Fire restrictions/ burn bans • Burn permits • Fire preparedness activities • WeTip • FIREWISE • Arson prevention • Juvenile fire setter prevention • Seasonal and holiday wildfire precautions • Outdoor cooking • Debris burning • Campfire safety • Fireworks safety • Equipment/vehicle safety • Other wildland fire prevention message specific to a home unit that may target a cause of wildland fire starts	• Evacuations • Road closures • Smoke in area • Fire equipment use • IMT mobilizations/ status updates • Multiple objectives being met using natural wildfires. • Prescribed fire planned/completed • Mechanical treatment planned/completed • Annual refresher announcements	• BAER status updates • Closures • Treatment planned/ completed	• Training season • Administratively -determined- firefighter announcements • Special training sessions • Indian Country Fitness Challenge