

# Interagency Standards for Fire and Fire Aviation Operations

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

Department of Agriculture  
Forest Service

**### ~~2021~~ 2022**



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January ~~### 2021~~ 2022  
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## NATIONAL INTERAGENCY FIRE CENTER

Boise, Idaho 83705-5354

January 1, ~~### 2021~~ 2022

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

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

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

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

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

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

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

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

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

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

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

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

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

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1 **Chapter 1**  
 2 **Federal Wildland Fire Management Policy and Doctrine**  
 3 **Overview**

4 **Scope**

5 The *Interagency Standards for Fire and Fire Aviation Operations* states,  
 6 references, or supplements policy for Bureau of Land Management, U.S. Forest  
 7 Service, U.S. Fish and Wildlife Service, National Park Service, and Bureau of  
 8 Indian Affairs fire and fire aviation program management. Original source  
 9 policy is stated or referenced throughout this handbook. This handbook attempts  
 10 to reference policy, rather than paraphrase policy to limit duplication.

11 The *Interagency Standards for Fire and Fire Aviation Operations* is intended to  
 12 comply with and support the *Review and Update of the 1995 Federal Wildland*  
 13 *Fire Management Policy* (January 2001) and the *Guidance for Implementation*  
 14 *of Federal Wildland Fire Management Policy* (February 13, 2009) and other  
 15 existing federal policy.

16 **Purpose**

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

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

27 The *Review and Update of the Federal Wildland Fire Management Policy* (pp.  
 28 21-22) established the following Guiding Principles as fundamental to the  
 29 successful implementation of the *2001 Federal Fire Policy*. For reference, the  
 30 full 2001 policy document is available at ### <https://www.nifc.gov/standards>  
 31 <https://www.doi.gov/wildlandfire/policy>.

- 32 1. **Firefighter and public safety is the first priority in every fire**  
 33 **management activity.**  
 34 2. **The role of wildland fire as an essential ecological process and natural**  
 35 **change agent will be incorporated into the planning process.** Federal  
 36 agency land and resource management plans set the objectives for the use  
 37 and desired future condition of the various public lands.  
 38 3. **Fire Management Plans (FMPs), programs, and activities support**  
 39 **Land and Resource Management Plans and their implementation.**  
 40 4. **Sound risk management is a foundation for all fire management**  
 41 **activities.** Risks and uncertainties relating to fire management activities



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

32 **2001 Federal Wildland Fire Management Policy**

33 The 2001 Review and Update of the Federal Wildland Fire Management Policy  
34 (pp. 23-25) established the following policies:

- 35 **1. Safety**  
36 Firefighter and public safety is the first priority. All FMPs and activities  
37 must reflect this commitment.
- 38 **2. Fire Management and Ecosystem Sustainability**  
39 The full range of fire management activities will be used to help achieve  
40 ecosystem sustainability, including interrelated ecological, economic, and  
41 social components.
- 42 **3. Response to Wildland Fire**  
43 Fire, as a critical natural process, will be integrated into land and resource  
44 management plans and activities on a landscape scale, and across agency  
45 boundaries. Response to wildland fires is based on ecological, social, and

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

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

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

3 On February 13, 2009, the Fire Executive Council (FEC) approved Guidance for  
 4 the Implementation of Federal Wildland Fire Management Policy. This  
 5 Guidance provides for consistent implementation of the *1995/2001 Federal Fire*  
 6 *Policy*, as directed by the Wildland Fire Leadership Council.” (Page 3, *Guidance*  
 7 *for Implementation of Federal Wildland Fire Management Policy* [February 13,  
 8 2009]).

9 For reference, the complete 2009 Guidance is available at ###  
 10 <https://www.nife.gov/standards> <https://www.doi.gov/wildlandfire/policy>.

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

- 13 1. Wildland fire management agencies will use common standards for all  
 14 aspects of their fire management programs to facilitate effective  
 15 collaboration among cooperating agencies.
- 16 2. Agencies and bureaus will review, update, and develop agreements that  
 17 clarify the jurisdictional inter-relationships and define the roles and  
 18 responsibilities among local, state, tribal, and federal fire protection entities.
- 19 3. Responses to wildland fire will be coordinated across levels of government  
 20 regardless of the jurisdiction at the ignition source.
- 21 4. FMPs will be intergovernmental in scope and developed on a landscape  
 22 scale.
- 23 5. Wildland fire is a general term describing any non-structure fire that occurs  
 24 in the wildland. Wildland fires are categorized into two distinct types:  
 25 a. **Wildfires** – Unplanned ignitions or prescribed fires that are declared  
 26 wildfires.  
 27 b. **Prescribed Fires** – Planned ignitions.
- 28 6. A wildland fire may be concurrently managed for one or more objectives  
 29 and objectives can change as the fire spreads across the landscape.  
 30 Objectives are affected by changes in fuels, weather, topography; varying  
 31 social understanding and tolerance; and involvement of other governmental  
 32 jurisdictions having different missions and objectives.
- 33 7. Management response to a wildland fire on federal land is based on  
 34 objectives established in the applicable Land/Resource Management Plan  
 35 (L/RMP), and/or the Fire Management Plan.
- 36 8. Initial action on human-caused wildfire will be to suppress the fire at the  
 37 lowest cost with the fewest negative consequences with respect to  
 38 firefighter and public safety.
- 39 9. Managers will use a decision support process to guide and document  
 40 wildfire management decisions. The process will provide situational  
 41 assessment, analyze hazards and risk, define implementation actions, and  
 42 document decisions and rationale for those decisions.

43 *Guidance for Implementation of Federal Wildland Fire Management Policy*  
 44 (February 13, 2009), page 7.

1 **Definitions**

2 Key policy definitions selected from appendix A of the *Guidance for*  
3 *Implementation of Federal Wildland Fire Management Policy* as updated by  
4 FMB Memorandum 19-004, issued October 11, 2019.

5 **Initial Response:** The initial decisions and actions taken in reaction to a  
6 reported incident.

7 **Initial Attack (IA):** An aggressive action to put the fire out by the first  
8 resources to arrive, consistent with firefighter and public safety and values to be  
9 protected.

10 **Prescribed Fire:** A wildland fire originating from a planned ignition in  
11 accordance with applicable laws, policies, and regulations to meet specific  
12 objectives. See also: Wildland Fire.

13 **Suppression:** All the work to extinguish a fire or limit wildland fire spread.

14 **Wildfire:** A wildland fire originating from an unplanned ignition, such as  
15 lightning, volcanos, unauthorized and accidental human caused fires and  
16 prescribed fires that are declared wildfires.

17 **Wildland Fire:** Any non-structure fire that occurs in vegetation or natural fuels.  
18 Includes Wildfires and Prescribed Fires.

19 **Other Definitions**

20 **Extended Attack:** Actions taken on a wildfire that has exceeded the initial  
21 response.

22 **Extended Attack Incident:** An incident that exceeds the capability of the initial  
23 attack resources and/or organization to successfully manage the incident to  
24 conclusion.

25 **Fire Operations Doctrine**

26 **Purpose of Fire Operations Doctrine**

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

33 **The Nature of Fire Operations**

34 Fire is a complex, dynamic, and often unpredictable phenomenon. Fire  
35 operations require mobilizing a complex organization that includes  
36 management, command, support, and firefighting personnel, as well as aircraft,  
37 vehicles, machinery, and communications equipment. While the magnitude and  
38 complexity of the fire itself and of the human response to it will vary, the fact  
39 that fire operations are inherently dangerous will never change. A firefighter,

1 utilizing the best available science, equipment, training, and working within the  
2 scope of agency doctrine and policy can still suffer serious injury or death.

3 **Wildland Fire Operations Risk Management**

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

12 **Fire Preparedness**

13 Fire preparedness is the state of being ready to provide an appropriate response  
14 to wildfires based on identified objectives. Preparedness is the result of activities  
15 that are planned and implemented prior to fire ignitions. Preparedness requires  
16 identifying necessary firefighting capabilities and implementing coordinated  
17 programs to develop those capabilities. Preparedness requires a continuous  
18 process of developing and maintaining firefighting infrastructure, predicting fire  
19 activity, implementing prevention activities, identifying values to be protected,  
20 hiring, training, equipping, pre-positioning, and deploying firefighters and  
21 equipment, evaluating performance, correcting deficiencies, and improving  
22 operations. All preparedness activities should be focused on developing fire  
23 operations capabilities and on performing successful fire operations.

24 **Fire Operations Command Philosophy**

25 It is essential that our philosophy of command support the way we conduct fire  
26 operations. First and foremost, in order to generate effective decision making in  
27 fire operations, and to cope with the unpredictable nature of fire, commanders'  
28 intent must be lucid and unambiguous, and lines of authority must be clearly  
29 articulated and understood. Subordinate commanders must make decisions on  
30 their own initiative based on their understanding of their commander's intent. A  
31 competent subordinate commander who is at the point of decision may  
32 understand a situation more clearly than a senior commander some distance  
33 removed. In this case, the subordinate commander must have the freedom to  
34 take decisive action directed toward the accomplishment of operational  
35 objectives. However, this does not imply that unity of effort does not exist, or  
36 that actions are not coordinated. Unity of effort requires coordination and  
37 cooperation among all forces toward a commonly understood objective. Unified,  
38 coordinated action, whether between adjacent single resources on the fireline or  
39 between the highest command level and the most subordinate firefighter, is  
40 critical to successful fire operations.

41 **Fire Leadership**

42 Leadership is the art of influencing people in order to achieve a result. The most  
43 essential element for success in the wildland fire service is good leadership.  
44 Good leaders provide purpose, direction, and motivation for wildland

1 firefighters working to accomplish difficult tasks under dangerous, stressful  
2 circumstances. Leaders often face difficult problems to which there are no  
3 simple, clear-cut, by-the-book solutions. In these situations, leaders must use  
4 their knowledge, skill, experience, education, values, and judgment to make  
5 decisions and to take or direct action — in short, to provide leadership. All  
6 firefighters, regardless of position, must provide leadership.

7 **Fire Suppression**

8 The purpose of fire suppression is to protect values at risk of loss by putting the  
9 fire out in the safest, most effective, and efficient manner. Every firefighter,  
10 whether in a management, command, support, or direct suppression role, should  
11 be committed to maximizing the safe, effective, and efficient engagement of  
12 capable firefighters in suppression action.

13 **Principles of Suppression Operations**

14 The primary means by which we implement command decisions and maintain  
15 unity of action is through the use of common principles of suppression  
16 operations. These principles guide our fundamental fire suppression practices,  
17 behaviors, and customs, and are mutually understood at every level of  
18 command. They include Risk Management; Standard Firefighting Orders and  
19 Watch Out Situations; Lookouts, Communication, Escape Routes, Safety Zones  
20 (LCES); and the Downhill Checklist. These principles are fundamental to how  
21 we perform fire suppression operations and are intended to improve decision  
22 making and firefighter safety. They are not absolute rules. They require  
23 judgment in application.

24 **Principles of Fire Suppression Action**

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

30 1. **Objective**

31 Objectives direct every fire suppression operation toward a clearly defined,  
32 attainable end state.

33 2. **Speed and Focus**

34 Speed is rapidity of action. Focus is the convergence of appropriate  
35 resources at the desired position to initiate action. Speed and focus results in  
36 increased likelihood of successful suppression actions.

37 3. **Positioning**

38 Positioning of fire suppression resources ranges from single resource  
39 offensive or defensive reactions to changing fire conditions, to pre-  
40 positioning of multiple resources based on predicted activity and values at  
41 risk. Positioning should always be undertaken with speed and focus in mind  
42 and with sufficient time for positioning to occur before operations begin.  
43 Positioning using strategic and opportunistic movement increases the  
44 effectiveness of fire suppression resources.

1 **4. Simplicity**

2 Simplicity provides clear, uncomplicated plans and concise orders.

3 Simplicity contributes to successful actions, maximizing effectiveness and  
4 minimizing confusion.

5 **5. Safety**

6 Safety is fundamental to successful suppression action. Safety not only  
7 contributes to successful actions; it is indispensable to them.

8 **Cost-Effective Fire Operations**

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



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

4 **Introduction**

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

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

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

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

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

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

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

39 Reprisal against an individual who reports harassment of any kind is illegal.  
40 Reprisal is the wrongful threatening or taking of either unfavorable action or

1 withholding favorable action from another solely in response for their opposing  
2 employment discrimination or participating in an EEO activity protected by  
3 employment discrimination statutes.

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

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

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

23 Department of Interior Personnel Bulletin No. 18-01, *Prevention and*  
24 *Elimination of Harassing Conduct*, updates and amends the Department's policy  
25 on providing a work environment free from harassment  
26 (<https://www.doi.gov/employees/anti-harassment/personnel-bulletin-18-01>).

27 All questions or concerns regarding harassment, sexual harassment or any form  
28 of illegal discrimination should be directed to the home unit EEO manager or  
29 the fire and aviation directorate EEO manager (208-387-5454).

### 30 **Employee Conduct**

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

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

### 37 **Examples of Misconduct**

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

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

#### 4 **### Critical Incident Stress Management (CISM) Program**

##### 5 **Standard of Care and Certification**

6 The Bureau of Land Management (BLM) Fire & Aviation Directorate is  
7 committed to crisis intervention practices that adhere to the Standard of Care  
8 established by the International Critical Incident Stress Foundation (ICISF), in  
9 providing stabilization of personnel and preventing further harm. A licensed  
10 Mental Health Professional (MHP) is required to assist Critical Incident Peer  
11 Support (CIPS) Groups. Peer Supporters are not trained nor are they qualified to  
12 operate independently; doing so is a violation of the established Boundaries of  
13 Competence and compromises the integrity of the program.

##### 14 **CISM Qualifications**

15 All BLM personnel participating in a CISM response shall be qualified as a  
16 Critical Incident Stress Management Team Member (CISM) or as a Critical  
17 Incident Stress Management Team Leader (CISL). Position qualifications are  
18 adopted from the DOI Incident Positions Qualification Guide (IPQG) and are in  
19 the Federal Wildland Fire Qualifications Supplement  
20 (<https://iqcsweb.nwcg.gov/>). Special consideration shall be given when  
21 recommending or approving either CISM or CISL. A recommendation by the  
22 employee's fire management officer is required. This recommendation will go to  
23 the geographical area coordination center (GACC) CISM coordinator for  
24 approval. If the GACC does not have a CISM program or coordinator,  
25 recommendations must be sent to the BLM National CISM Coordinator for  
26 approval. Approval for CISL qualifications will be made by the BLM national  
27 CISM coordinator after review of a recommendation from the employee's state  
28 fire management officer and GACC CISM coordinator (if GACC has a CISM  
29 coordinator).

##### 30 **CISM Request Processes**

31 The BLM Fire and Aviation Directorate's CISM program is intended for  
32 employees who work in the fire and aviation program with work-related needs  
33 but may assist other employees as needed and requested. Crisis intervention  
34 should be based on recognition of need, not strictly the occurrence of an event.  
35 What is appropriate will depend on the nature, severity and duration of the  
36 event; the number, skills and cohesiveness of those involved; and the severity of  
37 their physical and emotional symptoms. The CISM program does not replace  
38 professional counseling and other services available to employees through the  
39 Employee Assistance Programs (EAP), but it does help align those resources as  
40 an appropriate next step when applicable.

##### 41 • **Fire Request**

42 The BLM does not maintain standing CISM teams or an on-call rotation.  
43 An agency administrator or designee requests CISM through their GACC  
44 CISM coordinator. If the GACC does not have a CISM coordinator, the

1 GACC will notify the BLM National CISM Coordinator. A CIPS group will  
2 be assembled at the time of request and will be composed of members who  
3 align with the backgrounds and experience of those involved in the critical  
4 incident (e.g., hand crews, helitack crews, veterans, dispatchers).

5 • **Non-Fire Request**

6 BLM requests for CISM support for non-fire incidents must be authorized  
7 by the state director and routed to the assistant director, fire and aviation.  
8 The BLM's national CISM coordinator shall work directly with the unit  
9 affected to determine the most appropriate response and ensure the  
10 appropriate response is coordinated with necessary resources. Use of the  
11 coordination system is not required for non-fire events.

12 Additional information can be found at <https://gacc.nifc.gov/cism/index.html>.

13 **BLM Fire Operations Website**

14 BLM Fire Operations maintains a website that hosts operational, informational,  
15 and policy-related documents. The website also contains information about the  
16 National Fire Equipment Program, the National Fire Training and Workforce  
17 Development Program, and the BLM Fire Operations Group and its  
18 subcommittees. This website is referenced throughout this document. The  
19 address of the BLM Fire Operations website is  
20 <https://doimsp.sharepoint.com/sites/blm-fa/fire-operations>.

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

22 The NWCG provides national leadership to enable interoperable wildland fire  
23 operations among federal, state, local, tribal, and territorial partners. The NWCG  
24 establishes national interagency wildland fire operations standards, but the  
25 decision to adopt the standards is made independently by the members and  
26 communicated through their respective directives systems.

27 See chapter 8 for NWCG members.

28 BLM provides a representative to the NWCG Executive Board and  
29 representatives to various NWCG committees and subcommittees. These  
30 individuals are responsible for representing the BLM during NWCG decision-  
31 making processes and ensuring that proposed NWCG standards are reviewed by  
32 pertinent BLM personnel prior to release by the NWCG.

33 **Fire and Aviation Directorate**

34 The BLM Fire and Aviation Directorate (FAD) consists of the Assistant  
35 Director (FA), Deputy Assistant Director (FA) ### located at NIFC, and one  
36 Deputy Assistant Director (FA) located in Washington D.C., Fire Operations  
37 Division Chief, Aviation Division Chief, Fire Planning and Fuels Management  
38 Division Chief, Support Services Division Chief, Budget and Evaluation Chief,  
39 External Affairs Division Chief, Equal Employment Opportunity Manager, and  
40 Fire Safety Program Manager.

**1 Program Manager Responsibilities****2 Assistant Director, Fire and Aviation (FA-100)****3 Deputy Assistant ~~### Directors~~ Director, Fire and Aviation (FA-100)**

- 4 • Develops policies and standards for firefighting safety, training, prevention,  
5 suppression, and use of wildland fires on Bureau lands.
- 6 • Provides guidance to state directors on the use of prescribed fire and fuels  
7 management to achieve management objectives.
- 8 • Integrates fire and aviation management programs with natural resource  
9 management programs.
- 10 • Establishes position competencies, standards, and minimum qualifications  
11 for fire management officers, fire management specialists, and leaders  
12 based on federal interagency standards.
- 13 • Reviews and evaluates state fire and aviation management programs.
- 14 • Represents the BLM in the coordination of overall fire and aviation  
15 management activities at the National Interagency Fire Center (NIFC) on  
16 intra- and interagency fire committees, groups, and working teams.
- 17 • In conjunction with federal fire directors, establishes priorities for  
18 assignment of critical resources during wildfire emergencies.
- 19 • Initiates or participates on boards of review concerning actions taken on  
20 selected wildland fires.
- 21 • Negotiates cooperative agreements and/or modifications of existing national  
22 level agreements to improve fire and aviation management activities on  
23 Bureau lands.
- 24 • Makes determinations on wildland fire management program funding to  
25 states and recommends approval to the BLM director.
- 26 • Serves as the bureau's focal point for the Significant Wildland Fire Review  
27 (SWFR) process and initiates, facilitates, and provides oversight for the  
28 SWFR process. The assistant director (AD) coordinates with the appropriate  
29 State Director, assembles a SWFR team, provides a delegation of authority,  
30 initiates the SWFR, and provides briefings to the bureau director, as  
31 appropriate.
- 32 • Serves as designated contact for the United States Department of the  
33 Treasury for the certification and revocation of certifying officers and  
34 assistant disbursing officers (CO/ADO) and designated officials for  
35 emergency incident payments.

**36 Equal Employment Opportunity (EEO) Manager (FA-120)**

- 37 • Manages the Equal Employment Opportunity (EEO) program in accordance  
38 with legal, regulatory, and policy requirements.
- 39 • Manages and directs the counseling program, and alternative dispute  
40 resolution (ADR) programs in accordance with Equal Employment  
41 Opportunity Commission (EEOC) regulations and BLM policy as well as  
42 for other agencies located at NIFC.

- 1 • Advises managers and aggrieved persons of employee rights and  
2 responsibilities, procedural options and timeframes in conflict situations and  
3 formulates proposed resolutions.
  - 4 • Negotiates with managers, aggrieved persons and their representatives to  
5 informally resolve EEO matters, and executes final settlement agreements.
  - 6 • Manages the Affirmative Employment Program (AEP).
  - 7 • Develops and maintains the accessibility program for the disabled, required  
8 under Section 504 of the Rehabilitation Act of 1973, as amended, and the  
9 Americans with Disability Act (ADA) of 1990.
  - 10 • Conducts analyses to evaluate progress in meeting equal employment  
11 opportunity program goals.
  - 12 • Administers training activities for the organization.
  - 13 • Provides managers and supervisors with guidance and advice on issues  
14 related to EEO/civil rights program activities.
  - 15 • Represents the organization in meetings with public and private groups,  
16 universities, minority and women's organizations, other DOI components,  
17 and other federal agencies.
- 18 **Support Services Division Chief (FA-200)**
- 19 • Manages all aspects of the business responsibilities and programs under the  
20 jurisdiction of NIFC for the benefit of the BLM and cooperating agencies.
  - 21 • Directs the accomplishment of the approved operating budget, exercising  
22 appropriate control to assure program quality goals are met according to  
23 established standards.
  - 24 • Interprets Departmental and Bureau policies and directives as they affect  
25 BLM-NIFC programs.
  - 26 • Participates in the BLM-wide and interagency task force activities as a  
27 leader or member.
  - 28 • Responsible for the NIFC site and facilities management, NIFC Safety and  
29 Health program, business practices, human resources, information resource  
30 management, maintenance and security, remote automated weather stations  
31 (RAWS) program, and transportation.
  - 32 • Is a focal point and frequent spokesperson for the Bureau and the national-  
33 level management, assures a public awareness of Bureau programs and  
34 coordinates with key officials in affected federal agencies, states, and  
35 occasionally with other entities, such as, foreign governments, private  
36 individuals, private organizations, vendors, suppliers, transportation groups,  
37 airlines, and others.
  - 38 • Supports the implementation of the BLM's automation/modernization/  
39 information resource management (IRM) initiatives as they apply to BLM-  
40 NIFC.
  - 41 • Supervises the Fire Safety Program Manager who develops and implements  
42 safety programs, accident investigation procedures, and safety trend  
43 analyses.
  - 44 • Supervises the National Critical Incident Response Program Manager.

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

- 2 • Serves as the principal technical expert on fire operations to the Assistant  
3 Director (FA), Deputy Assistant Directors (FA), and to the BLM state fire  
4 programs.
- 5 • Provides the Assistant Director (FA) and the Deputy Assistant Director  
6 (FA) technical advice, operational oversight, and leadership in all aspects of  
7 fire operations.
- 8 • Performs annual fire program preparedness reviews. Evaluates compliance  
9 with policies, objectives, and standards. Assesses operational readiness and  
10 provides technical assistance to solve identified problems. Performs other  
11 operations reviews as required/requested.
- 12 • Assists the Assistant Director (FA) and Deputy Assistant Director (FA), in  
13 the formulation and establishment of national policies and programs  
14 pertinent to wildland fire preparedness, suppression, shared national  
15 resources, safety, training, fire facilities, and equipment.
- 16 • Serves as the BLM technical expert on national interagency mobilization  
17 and utilization of fire suppression resources.
- 18 • Develops national plans, standards, and technical guides for the BLM and  
19 interagency fire management operations.
- 20 • Supervises the chief, branch of preparedness and suppression operations  
21 (FA-320), responsible for management and oversight of FA-320 staff  
22 specialists, the Great Basin smokejumpers (FA-321), the National Fire  
23 Equipment Program (FA-322), and the National Fire Training and  
24 Workforce Development Program (FA-324).
- 25 • Supervises the chief, branch of preparedness and suppression support (FA-  
26 330), responsible for management and oversight of the FA Veteran Affairs  
27 program, the FA Cooperator Assistance program, the national predictive  
28 services program manager, the National Interagency Coordination Center  
29 (FA-331), the National Radio Operations Section (FA-332), and the  
30 Incident Communications Section (FA-333).
- 31 • Serves as the BLM representative to the National Multi-Agency  
32 Coordinating (NMAC) Group (may be delegated to branch chief).
- 33 • Certifies area command and Type 1 Command and General Staff position  
34 task books and red cards for the national and Washington offices.
- 35 • Provides daily NMAC Group briefings to the assistant director and deputy  
36 assistant director, fire and aviation; and BLM state fire management officers  
37 at national preparedness level (PL) 3 and above as warranted.

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

- 39 • Serves as principal budget advisor of the wildland fire program to the  
40 assistant director (FA), deputy assistant director (FA), BLM fire leadership  
41 team (FLT), and to other BLM staffs.
- 42 • Serves as primary BLM representative in the DOI wildland fire budget  
43 formulation and execution process.

- 1 • Represents BLM on the DOI fire budget team and at other interagency  
2 meetings in regards to budget related policies, requirements, procedures,  
3 and reports.
- 4 • Coordinates all budget activities between Washington Office, Office of  
5 Wildland Fire, and fire and aviation.
- 6 • Provides national oversight for BLM wildland fire program budget  
7 formulation, justification, and execution. Responsible for the development  
8 and preparation of the budget justifications, planning target allocation,  
9 annual work plan, capability statements, effects statements, and  
10 congressional responses.
- 11 • Reviews NIFC offices at mid-year, third quarter, and end-of-year and  
12 distributes available funding in accordance with BLM policy.
- 13 • Provides oversight of Casual Payment Center. Ensures all DOI casual  
14 payments are processed in a timely and cost-effective manner adhering to  
15 procedures and practices set forth by the DOI agencies.

#### 16 **Aviation Division Chief (FA-500)**

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

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

39 Serves as principal advisor to the Assistant Director (FA), Deputy Assistant  
40 Directors (FA), FLT, and other BLM staffs for the following wildland fire  
41 programs:

- 42 • **Fire Planning** – Responsible for the development and implementation of  
43 the Bureauwide fire planning program and policies. Provides guidance and



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

- 1 • Serves as external affairs expert and consultant to the Assistant Director,  
2 (FA) and the Deputy Assistant Director (FA) on a variety of issues and  
3 policies of controversial nature, providing analysis and advice on public  
4 reaction to major policy and program issues.
- 5 • Responsible for management and contact of all NIFC and BLM FA public  
6 expressions, including printed material, video productions, and social media  
7 products.
- 8 • Coordinates with BLM legislative affairs on proposed legislation regarding  
9 FA.

#### 10 **State Director (SD)**

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

#### 16 **District Manager (DM)**

17 The district manager is responsible to the SD for the safe and efficient  
18 implementation of fire and aviation management activities within their district.  
19 This includes cooperative activities with other agencies or landowners.

#### 20 **Agency Administrator (AA)**

21 An Agency administrator is a BLM line manager (district manager, field  
22 manager, or national conservation lands manager) or their designated acting that  
23 has met specific training requirements (as outlined in Instruction Memorandum  
24 No. FA IM-2018-003) and has wildland fire decision authority for a defined  
25 area, as specified by delegation. All re-delegations must be consistent with *BLM*  
26 *Manual* Section 1203 and state supplements to that manual.

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

#### 30 **State fire management officer (SFMO)**

31 The state fire management officer provides leadership for the BLM fire and  
32 aviation management program. The SFMO is responsible and accountable for  
33 providing planning, coordination, training, technical guidance, and oversight to  
34 the state fire and aviation management programs. The SFMO also represents the  
35 SD on interagency geographic area coordination groups and multi-agency  
36 coordination (MAC) groups. The SFMO provides feedback to district offices on  
37 performance requirements. The SFMO meets the SFMO assigned program  
38 responsibilities.

#### 39 **District Fire Management Officer (DFMO)**

40 The district fire management officer is responsible and accountable for  
41 providing leadership for fire and aviation management programs at the local  
42 level. The DFMO:

- 1 • Determines local fire program requirements to implement land use  
2 decisions through the fire management plan (FMP) to meet land  
3 management objectives;
- 4 • Negotiates interagency agreements and represents the district manager on  
5 local interagency fire and fire aviation working groups;
- 6 • Meets the DFMO assigned program responsibilities; and
- 7 • Fulfills FMO safety and health responsibilities for the fire program.
- 8 Experience requirements for positions in the Alaska Fire Service, Oregon and  
9 California (O&C) districts, FA, national office, and other fire management  
10 positions in units and state/regional offices will be established as vacancies  
11 occur, but will be commensurate with the position's scope of responsibilities.  
12 The developmental training to fully achieve competencies should be addressed  
13 in an individual development plan (IDP) within a defined time period.
- 14 Selective factors for all BLM district assistant fire management officer  
15 (DAFMO) positions shall mirror those of the DFMO in the district in which the  
16 position is being flown.
- 17 • High Complexity Districts – NWCG qualifications must be in either  
18 Pathway 1 or 2, currency not required.
- 19 ○ Pathway 1 – DIVS and ICT3 or RXB2
- 20 ○ Pathway 2 – ASGS and ICT3
- 21 ○ Completion of M-581, *Fire Program Management, an Overview*, will  
22 be a condition of employment, to be completed within one year of  
23 official hiring date.
- 24 • Moderate Complexity Districts – NWCG qualifications must be in either  
25 Pathway 1 or 2, currency not required.
- 26 ○ Pathway 1 – TFLD and ICT3 or RXB2
- 27 ○ Pathway 2 – HEBM and ICT3
- 28 ○ Completion of M-581, *Fire Program Management, an Overview*, will  
29 be a condition of employment, to be completed within one year of  
30 official hiring date.

### 31 **Management Performance Requirements for Fire Operations**

32 State directors and district managers have both authority and responsibility  
33 within the wildland fire management program. The *BLM Manual* Section 1203  
34 (MS-1203) – Delegation of Authority provides a single authoritative source of  
35 the organizational location of authority. The MS-1203 defines authority as the  
36 ability to make the final, binding decision or to take specific action, or both, as  
37 an official representing the United States Government. Such authorities have a  
38 legal basis in statute or regulation. Authority to make a decision or take an  
39 action is different from having responsibility.

40 The following tables show many of the authorities as well as the assigned  
41 responsibilities for the wildland fire management program. In addition to the  
42 national-level MS-1203, each state may have a supplemental manual that is

- 1 consistent with the MS-1203. BLM offices should ensure adherence to the MS-  
 2 1203 as well as the relevant state supplemental manual.

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

AUTHORITY	SD	DM	May be re-delegated to:		
			AA	SFMO	DFMO
13. Approve aircraft use for transportation of passengers and cargo.	X				

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

<sup>2</sup> Only the Alaska SFMO is re-delegated this Authority.

<sup>3</sup> Delegated to SFMOs.

<sup>4</sup> May only be re-delegated to SFMO.

<sup>5</sup> Cannot be re-delegated below the DM level.

<sup>6</sup> Cannot be re-delegated below Field or NCL Manager level.

<sup>7</sup> Cannot be re-delegated below the Field or NCL Manager.

<sup>8</sup> Can only be re-delegated to DFMO.

ASSIGNED PROGRAM RESPONSIBILITY	SD	DM	AA
1. Provide a written delegation of authority to FMOs that gives them an adequate level of operational authority. If fire management responsibilities are zoned, ensure that all appropriate agency administrators have signed the delegation.	X	X	
2. Ensure only trained and qualified personnel are available to support wildland fire operations at the local and national level.	X	X	
3. Annually convene and participate in pre- and post-season fire meetings.	X	X	
4. Review critical operations and safety policies and procedures with fire and fire aviation personnel.	X	X	

ASSIGNED PROGRAM RESPONSIBILITY	SD	DM	AA
5. Provide written notification to the: <ul style="list-style-type: none"> <li>• State Director when federal combined expenditures for an incident, or a complex of incidents, meet or exceed \$5 million AND more than 50% of the burned acres are managed by the BLM (in Alaska, more than 50% of the burned acres are managed by DOI and ANCSA).</li> <li>• National Director, through the state director, when federal combined expenditures for an incident, or a complex of incidents, meet or exceed \$10 million AND more than 50% of the burned acres are managed by the BLM (in Alaska, more than 50% of the burned acres are managed by DOI and ANCSA).</li> </ul> Notifications should be emailed with a cc to the BLM Fire and Aviation Directorate assistant director.		X	
6. Complete timely response and follow-up to fire preparedness and program reviews.	X	X	
7. Ensure fire and fire aviation preparedness reviews are conducted annually in all unit offices. Participate in at least one review annually.	X	X	
8. Ensure proper level of investigations types are conducted per chapter 18.	X	X	
9. Ensure Resource Advisors are identified, trained and available for incident assignment. Refer to the <i>Federal Wildland Fire Qualifications Supplement</i> .		X	
10. Ensure trespass actions are initiated and documented to recover cost of suppression activities, land rehabilitation, and damages to the resource and improvements for all human-caused fires where liability can be determined, as per <i>Fire Trespass Handbook, H-9238-1</i> .		X	
11. Ensure completion of Air Quality Exceedance Review.	X	X	X

ASSIGNED PROGRAM RESPONSIBILITY	SD	DM	AA
12. Ensure prescribed fire activities are in compliance with state smoke management program and Clean Air Act. Participate in Air Quality Exceedance Notice of Violation review.	X	X	X
13. Approve the state Fire Trespass Operating Plan.	X		
14. Ensure prescribed fire activities are in compliance with interagency, national and state office policy. Participate in periodic reviews of the prescribed fire program.	X	X	
15. Ensure safety program is in place, has a current plan, and has an active safety committee that includes the fire program.	X	X	
16. <del>### Annually update and review the Agency Administrator's Guide to Critical Incident Management (or equivalent). Annually update and review the Agency Administrator's Guide to Critical Incident Management, or Serious Incident or Fatality (SIOF) Response Plan, or equivalent.</del>	X	X	
17. Establish and maintain a Serious Incident or Fatality (SIOF) Response Plan. SIOF team template: <a href="https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Policy-and-References.aspx">https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Policy-and-References.aspx</a> .	X	X	
18. Ensure that a current emergency medical response plan is in place and accessible.		X	
19. Personally visit fires each year (see appendix A).			X
20. Provide an agency administrator briefing to incident management teams (see appendix D).			X
21. Attend post-fire closeout on Type 1 and Type 2 fires. Attendance may be delegated.			X
22. Sign and date the Agency Administrator Ignition Authorization (PMS 484-1, Element 2A) with the time frame identified before the prescribed fire is ignited.			X

ASSIGNED PROGRAM RESPONSIBILITY	SD	DM	AA
23. ### Ensure smoke impacts to the public and fire personnel are addressed through incident management teams ordering of Air Resource Advisors (THSP ARA) on Type 1 fires to the maximum extent practicable. Consider ordering ARAs to Type 2 fires (as per Public Law 116-9, the Dingell Act, 2019).		X	X

1 **Post-Incident Review**

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

6 **Fire Staff Performance Requirements for Fire Operations**

ASSIGNED PROGRAM RESPONSIBILITY	State FMO	District FMO
1. Establish and manage a safe, effective, and efficient fire program.	X	X
2. Ensure the fire management plan (FMP) reflects the agency commitment to firefighter and public safety by establishing a fire organization to meet state/unit workload or national allocations, while utilizing the full range of fire management activities available for ecosystem sustainability.		X
3. Ensure individual fire reports are completed, signed/approved, and entered into InFORM.		X
4. Ensure only trained and qualified personnel are assigned to fire and fire aviation duties.	X	X
5. Ensure only trained and qualified fire and non-fire personnel are available to support fire operations at the local and national level.	X	X
6. Organize, train, equip, and direct a qualified work force.	X	X
7. Ensure the fire safety program is implemented according to fire and non-fire safety regulations, training, and concerns.	X	X
8. Ensure compliance with work/rest guidelines during all fire and fire aviation activities.	X	X



ASSIGNED PROGRAM RESPONSIBILITY	State FMO	District FMO
9. Ensure completion of a risk assessment (RA) for fire and fire aviation activities, and non-fire activities so mitigation measures are taken to reduce risk.	X	X
10. Ensure fire and fire aviation management employees understand their role, responsibilities, scope of duty, and accountability.	X	X
11. Establish and implement a post-incident assignment performance review process.	X	X
12. Develop, implement, evaluate, and document fire and fire aviation training to meet current and anticipated needs.	X	X
13. Ensure fire and fire aviation policies are understood, implemented, and coordinated with other agencies as appropriate.	X	X
14. Monitor fire suppression activities to recognize when complexity levels exceed program capabilities. Increase managerial and operational resources to meet the need.	X	X
15. Monitor fire season severity predictions, fire behavior, and fire activity levels. Ensure national fire severity funding and national preposition funding is requested in a timely manner, used, and documented in accordance with agency standards.	X	X
16. Monitor the expenditure of short-term severity and State Discretionary Preposition funding.	X	X
17. Ensure agreements with cooperators are valid and in compliance with agency policy, and that attached operating plans are current.	X	X
18. Develop annual review and implement current operational plans (e.g., dispatch, preparedness, prevention, draw-down). Ensure that initial response plans reflect agreements and operating plans, and are reviewed annually prior to fire season.		X
19. Ensure that initial response plans (e.g., run cards, preplanned response) are in place and provide for initial response commensurate with guidance provided in the fire management plan and land/resource management plan.		X

ASSIGNED PROGRAM RESPONSIBILITY	State FMO	District FMO
20. Develop, maintain, and implement restrictions procedures in coordination with cooperators whenever possible.	X	X
21. Ensure that the use of fire funds complies with department and agency policies.	X	X
22. Ensure a process is established to communicate fire information to public, media, and cooperators.	X	X
23. Annually convene and participate in pre-and post-season fire meetings.	X	X
24. Oversee pre-season preparedness review of fire and fire aviation program.	X	X
25. Initiate, conduct, and/or participate in fire program management reviews and investigations as per chapter 18.	X	X
26. Personally participate in periodic site visits to individual incidents and projects.	X	X
27. Utilize the Risk and Complexity Assessment (appendix E and F) to ensure the proper level of management is assigned to all incidents.	X	X
28. Ensure transfer of command on incidents occurs as per chapter 11.		X
29. Ensure incoming personnel and crews are briefed prior to fire and fire aviation assignments.		X
30. Ensure that an accurate and defensible decision is published in the Wildland Fire Decision Support System (WFDSS) for all fires identified as requiring a decision in chapter 11.	X	X
31. Ensure IMT briefing packages are developed prior to fire season.		X
32. Work with cooperators, groups, and individuals to develop and implement processes and procedures for providing fire safe communities within the wildland urban interface.	X	X
33. Ensure trespass actions are initiated and documented to recover cost of suppression activities, land rehabilitation, and damages to the resource/improvements for all human-caused fires where liability can be determined.	X	X

ASSIGNED PROGRAM RESPONSIBILITY	State FMO	District FMO
34. Ensure required personnel are trained in fire cause determination and fire trespass.	X	X
35. Ensure compliance with interagency, national and state office policy for prescribed fire activities. Provide periodic reviews of the prescribed fire program.	X	X
36. <del>### Annually update and review the Agency Administrator's Guide to Critical Incident Management (or equivalent). Annually update and review the Agency Administrator's Guide to Critical Incident Management, or Serious Incident or Fatality (SIOF) Response Plan or equivalent.</del>	X	X
37. Ensure that all fire employees review and update their emergency contact information annually, either in Employee Express or in hardcopy format.	X	X
38. Ensure fire season severity predictions, weather forecasts, fire behavior predictors, and fire activity levels are monitored and communicated daily to all employees (hard copy, web page, email, radio, or fax).	X	X
39. Ensure standards in current national and local mobilization guides are followed.	X	X
40. Comply with established property control/management procedures.	X	X
41. Certify Area Command and Type 1 Command and General Staff positions.	X	

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

#### 8 **Delegation of Authority**

##### 9 **Delegation for state fire management officers (SFMO)**

- 10 In order to effectively perform their duties, a SFMO must have certain  
11 authorities delegated from the state director. This delegation is normally issued  
12 annually following re-delegation direction in the MS-1203. The delegation of  
13 authority should include what authorities found in the "Management  
14 Performance Requirements for Fire Operations" table above are being re-

1 delegated. The delegation of authority may also include items from the  
2 “Assigned Program Responsibilities” section of the table; however, there should  
3 be a clear delineation between authority being delegated and assignment of  
4 responsibility. “Appendix C” provides a sample delegation of authority.

#### 5 **Delegation for district fire management officers (DFMO)**

6 In order to effectively perform their duties, a DFMO must have certain  
7 authorities delegated from the district manager. This delegation is normally  
8 issued annually following re-delegation direction in the MS-1203. The  
9 delegation of authority should include what Authorities found in the  
10 “Management Performance Requirements for Fire Operations” table above are  
11 being re-delegated. The delegation of authority may also include items from the  
12 “Assigned Program Responsibilities” section of the table; however, there should  
13 be a clear delineation between authority being delegated and assignment of  
14 responsibility. Appendix C provides a sample delegation of authority.

#### 15 **Preparedness Reviews**

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

#### 27 **BLM Review Schedules**

- 28 • BLM districts conduct fire preparedness reviews annually.
- 29 • BLM state offices conduct statewide fire preparedness reviews every two  
30 years.
- 31 • The BLM national office conducts national fire preparedness reviews of  
32 each BLM state fire program every four years.

#### 33 **Fire Leadership Team (FLT)**

34 The FLT consists of the assistant director and deputy assistant director for fire  
35 and aviation, state fire management officers, and national office fire and aviation  
36 division chiefs and EEO manager. The FLT directs the fire and aviation program  
37 by implementing policy and guiding strategic and practical decisions.

38 The FLT has several chartered subgroups that accomplish work to support the  
39 FLT and the BLM fire and aviation program.

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

2 Each BLM unit fire management officer will perform the duties of an ODO or  
3 will provide a delegated ODO for their units during any period of predicted  
4 incident activities. ODO responsibilities may be performed by any individual  
5 with a signed delegation of authority from the local agency administrator.  
6 Qualifications for the ODO will be identified within the unit operating plan. The  
7 required duties for all BLM ODOs are:

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

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

**21 State and National Duty Officers**

22 Each state will maintain a state-level duty officer during fire season and  
23 dedicated telephone number. State duty officers are responsible for:

- 24 • Establishing a process to identify available assets or needs within their state;
- 25 • Communicating availability of or need for assets to other state duty officers;
- 26 • Approving asset assignments;
- 27 • Facilitating movement of assets using established dispatch/coordination  
28 system protocols; and
- 29 • Ensuring emergency notifications are made to the national duty officer.

30 FA-320 will maintain a national duty officer and dedicated telephone number.  
31 The national duty officer is responsible for:

- 32 • Providing coordination and prioritization of prepositioned assets between  
33 states if the need arises;
- 34 • Resolving disagreements of asset priorities and/or mobilizations by  
35 elevating issues to the division chief, fire operations (FA DC) or delegate;
- 36 • Facilitating movement of assets using established dispatch/coordination  
37 system protocols;
- 38 • Providing briefings and updates to the FA DC/BLM NMAC representative  
39 as requested; and
- 40 • Ensuring emergency notifications are made according to FA protocols.

**1 Incident Business**

2 A consolidated view of fire business practices, supporting policy, and regulation  
3 is contained in the *BLM Standards for Fire Business Management*, available at  
4 [### https://doimspp.sharepoint.com/sites/blm-fa](https://doimspp.sharepoint.com/sites/blm-fa)  
5 <https://web.blm.gov/internal/fire/budget/index.html>.

**6 BLM Fire Management Position Titles and Fire Department Cooperator  
7 Equivalencies**

8 BLM units that choose to use fire department cooperator nomenclature will  
9 utilize the following BLM position title equivalency standard.

BLM Fire Management Position Title	Fire Department Cooperator Equivalency
state FMO, district FMO	chief
state AFMO, district AFMO	deputy chief
state office fire staff	assistant chief
field office FMO, center manager, district fire management specialist, district fuels specialist	division chief
fire operations specialist, fuels specialist, assistant center manager, prevention/education specialist	battalion chief
prevention technician, prevention/education specialist	prevention officer
hotshot superintendent, helicopter manager	superintendent
engine captain, hotshot foreman, assistant helicopter manager, fuels module leader	captain
fire engine operator	engineer
communications technician	comm.
mechanic	repair

1 **Agreements with Cooperators (Rangeland Fire Protection Association**  
2 **[RFPA] and Local Fire Department)**

- 3 The BLM should have a cooperative fire response agreement with any RFPA  
4 and local fire department (i.e., rural, volunteer, and city) that responds to  
5 wildfire incidents on lands under BLM protection. These cooperative fire  
6 response agreements can be directly with individual BLM units or administered  
7 through a statewide cooperative agreement where BLM is a party. When  
8 entering into cooperative fire response agreements, BLM will ensure the  
9 following minimum required elements are included in the agreement.
- 10 • RFPA/local fire department personnel responding to incidents on BLM  
11 lands must:
    - 12 ○ Be 18 years of age or older;
    - 13 ○ Have and use the required personal protective equipment (PPE) found  
14 in chapter 7; and
    - 15 ○ Have a basic level of wildland fire training, identified as the NWCG  
16 course S-190 and S-130, which can be modified to fit local needs. I-100  
17 is not required, but ICS must be thoroughly covered within the  
18 applicable section of S-190 and S-130 (RFPA requirement); or
    - 19 ○ Have a basic level of wildland fire training. The NWCG course S-190  
20 and S-130 are recommended, both courses can be modified to fit local  
21 needs (local fire department requirement).
  - 22 • Pre-identified incident communication protocols will be established and  
23 followed (e.g., frequencies plans, points of contact, and interoperable radio  
24 hardware).

- 1 • The Incident Command System (ICS) will be used to manage all incidents.

2 **Safety and Occupational Health Program**

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

9 **Safety and Health Responsibilities for the Fire Program**

PERFORMANCE REQUIRED	State Safety Manager	District/ Zone Safety Manager	Unit FMO	District/ Field Manager
1. An annual Unit Safety and Health Action Plan is developed, approved, and signed by unit agency administrator. This plan outlines courses of action to improve the unit's safety program and is based upon an assessment of what is needed to make the safety program fully functional.		X	X	X
2. Risk assessments (RAs) are completed for suppression and non-suppression related activities and crews are briefed on RAs prior to beginning work.		X	X	X
3. An individual has been designated as the unit safety officer.	X			X
4. Maintains a working relationship with all facets of the fire organization including outstations.		X	X	X
5. A safety committee or group, which includes fire representation, is organized to monitor safety and health concerns and activities.		X	X	X



PERFORMANCE REQUIRED	State Safety Manager	District/ Zone Safety Manager	Unit FMO	District/ Field Manager
6. Written safety and health programs required by OSHA are in place and being implemented to include fire personnel.	X	X		
7. Employees are provided mandatory safety and health training, including the "Fire and Aviation Employee Orientation Checklist."		X	X	X
8. Fire safety programs (e.g., SAFENET, 6 Minutes for Safety, Safety Alerts) are known and being utilized.			X	
9. Safety publications are available to all fire employees (e.g., <i>Incident Response Pocket Guide</i> , <i>DOI Occupational Safety and Health Program – Field Manual</i> ).			X	
10. Assures that risk management process is integrated into all major policies, management decisions, and the planning and performance of every job. ( <i>BLM Manual 1112</i> )			X	
11. Procedures are in place to monitor work capacity test (WCT) results and ensure medical examination policies are followed.			X	
12. Safety Data Sheets (SDS) are present, accessible, and available for all hazardous materials used and stored in the work area.		X	X	

PERFORMANCE REQUIRED	State Safety Manager	District/ Zone Safety Manager	Unit FMO	District/ Field Manager
13. Procedures are in place to purchase nonstandard equipment as identified in the risk assessment process, and to ensure compliance with consensus standards (e.g., ANSI, NIOSH).	X	X		X
14. Personal protective equipment (PPE) supplied, is serviceable, and being utilized.		X	X	
15. Ensures tailgate safety meetings are held and documented.			X	
16. Monitors and inspects operations and work sites for unsafe acts and conditions and promptly takes appropriate preventative and corrective measures. ( <i>BLM Manual 1112</i> )		X		
17. Procedures are in place for reporting unsafe and unhealthful working conditions.		X		X
18. Injury data is monitored and reviewed to determine trends affecting the health and welfare of employees.		X		X
19. Ensures facility and work area inspections are conducted to ensure requirements are met ( <i>29 CFR 1960 and 485 DM, chapter 5 requirements</i> ).	X	X		X

PERFORMANCE REQUIRED	State Safety Manager	District/ Zone Safety Manager	Unit FMO	District/ Field Manager
20. Promptly reports and investigates all job-related accidents/incidents that result in or have the potential to cause fatalities, injuries, illnesses, property, or environmental damage. All such reports are electronically submitted to the Safety Management Information System (SMIS). <i>(BLM Manual 1112)</i>			X	X

1 **Employee Safety and Health Program Responsibility**

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

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

15 **Emergency Notification and Contact Information**

16 After emergency response actions deliver an injured employee to the immediate  
17 medical care facility, prompt notification through the chain of command is  
18 essential to ensure proper management support to the employee.

19 **Injury on a BLM Fire**

20 The responsible unit fire management officer (FMO)/operational duty officer  
21 will notify their state duty officer (or fire operations group (FOG)  
22 representative) immediately. The state duty officer (or FOG representative) will  
23 then ensure the appropriate local agency GACC operational representative is  
24 notified.

25 **BLM Employee Injury**

26 Injured employee’s home unit FMO is notified. The FMO will then notify their  
27 state duty officer (or FOG representative) immediately. If the employee injury

1 occurs in another state, the state duty officer (or FOG representative) will ensure  
2 that the hosting state duty officer (or FOG representative) is notified of the  
3 injury.

#### 4 **Great Basin Smokejumpers**

##### 5 *From the Scene*

- 6 • The accident is reported to the smokejumper spotter, Great Basin  
7 smokejumper liaison officer (LO), and local dispatch.
- 8 • When the accident involves a jump injury, the spotter and/or ground contact  
9 will convey the medical needs and nature of the injury to the local dispatch.
- 10 • If cellular phone or satellite phone coverage is available, a ground contact  
11 will call the Great Basin smokejumper LO or DO with details about the  
12 accident.

##### 13 *From the Great Basin Smokejumper Duty Officer*

- 14 • The Great Basin smokejumper duty officer will notify the base manager.
- 15 • The smokejumper base manager will notify the chief, branch of  
16 preparedness and suppression operations (FA-320).
- 17 • The chief, branch of preparedness and suppression operations (FA-320) will  
18 inform necessary parties up the chain of command and notify the NIFC  
19 external affairs office.
- 20 • The Great Basin smokejumper duty officer or base manager will notify the  
21 BLM state duty officer (or FOG representative).
- 22 • The Great Basin smokejumper duty officer will confirm an agency  
23 representative will accompany the injured party to the hospital.

##### 24 *From the BLM Great Basin Smokejumper Base Manager*

- 25 • The smokejumper base manager will contact their base manager counterpart  
26 if a visiting jumper is injured.
- 27 • The smokejumper base manager will notify the emergency contact of the  
28 injured smokejumper if the injured smokejumper is unable to do so.

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

#### 35 **Employee Advocacy**

36 Fire operations doctrine acknowledges the inherent danger of fire operations and  
37 the potential for serious injury or death to firefighters. When these occur, it is  
38 important that bureau employees are provided the best and most appropriate care  
39 and support possible. Managers should consult their human resources experts to  
40 ensure that applicable departmental and bureau human resources policies and  
41 guidelines are followed. In addition, the *Bureau of Land Management Loss of*  
42 *Human Life Handbook (LOHL)* (<https://doimspp.sharepoint.com/sites/blm->

1 fa/fire-operations/SitePages/Policy-and-References.aspx) provides information  
2 to assist managers in dealing with the many complexities of these occurrences.

### 3 **BLM Fire and Aviation Honor Guard**

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

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

12 The Honor Guard is comprised of a cross-section of the BLM workforce from  
13 within the fire and aviation program. A commitment to the program directly  
14 impacts fellow members and the ability of the team to function at the highest  
15 level possible. Members will be expected to commit for no less than a two-year  
16 period, and may remain an Honor Guard member until they can no longer fulfill  
17 the commitment or wish to retire from the Honor Guard. Members must stay in  
18 good standing in the Bureau. [https://doimspp.sharepoint.com/sites/blm-fa/fire-](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Fire-and-Aviation-Honor-Guard.aspx)  
19 [operations/SitePages/Fire-and-Aviation-Honor-Guard.aspx](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Fire-and-Aviation-Honor-Guard.aspx)

### 20 **BLM Mobile Fire Equipment Policy**

#### 21 **Introduction**

22 The following section represents a general overview of the BLM Mobile Fire  
23 Equipment Policy. The policy can be found in its entirety at  
24 [https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/NFEP-](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/NFEP-Policy-Resources.aspx)  
25 [Policy-Resources.aspx](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/NFEP-Policy-Resources.aspx)

#### 26 **Policy and Guidance**

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

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

### 1 **Fire Equipment Committees**

2 There are three levels of fire equipment committees: national, state, and  
3 interagency. Fire equipment committees address the broad spectrum of  
4 equipment subjects and make recommendations. State committees will report to  
5 the respective state fire management officer. The fire equipment group,  
6 dozer/heavy equipment, engine, helitack and hotshot committees report to the  
7 fire operations group (FOG). Equipment committees should invite other agency  
8 equipment leads to share ideas, transfer technology, and coordinate efforts.  
9 <https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Fire-Resources.aspx>  
10

### 11 **BLM National Fire Equipment Program (NFEP)**

12 The NFEP is located at NIFC. This unit is the sole entity responsible for design,  
13 ordering, procurement, and delivery of Working Capital Fund (WCF) 600 series  
14 fire equipment that will meet or exceed the minimum performance standards  
15 established by the fire equipment group, engine, helitack and hotshot  
16 committees. Information can be found at  
17 [https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/National-Fire-Equipment-Program-\(NFEP\).aspx](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/National-Fire-Equipment-Program-(NFEP).aspx)  
18

### 19 **Equipment Development**

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

### 25 **Fire Equipment Standardization**

26 Standardization of fire equipment aids in the ability to produce equipment that  
27 effectively meets the bureau's mission by providing cost effective equipment  
28 with the least impact on fire programs. Standardization also contributes to the  
29 ability to provide effective, consistent, and quality training to the BLM fire  
30 program workforce. Respective committees have the responsibility to establish  
31 minimum performance standards and acquire FOG approval for all BLM-  
32 specific WCF 600-class fire equipment.

### 33 **Fire Equipment Identifier Standards**

34 ~~### Bureau of Land Management fire equipment identifier standards have been~~  
35 ~~established by the FOG. All 600-class fire equipment and all fire equipment~~  
36 ~~equipped with a Location Based Services (LBS) terminal shall meet all Fire~~  
37 ~~Equipment Identification and Numbering Standards found at~~  
38 ~~[https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/NFEP-](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/NFEP-Policy-Resources.aspx)~~  
39 ~~[Policy-Resources.aspx](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/NFEP-Policy-Resources.aspx).~~

### 40 **Improvement and Deficiency Reporting**

41 The BLM Fire Equipment Improvement and Deficiency Reporting System is  
42 used to collect improvement recommendations and deficiency reports for all  
43 BLM fire equipment. The reporting system enables the BLM NFEP to build a

1 comprehensive database to document problems, identify trends, and establish  
2 priorities for development and modification of new and existing equipment.  
3 District/field offices are required to submit timely and detailed deficiency  
4 reports for problems encountered with BLM fire equipment. Reports will also be  
5 submitted for suggestions for improvement. Submitted reports will receive  
6 immediate attention. The NFEP will immediately verify receipt of the deficiency  
7 report and will follow-up with the submitting district/field office to correct the  
8 deficiency or work to incorporate the improvement suggestion. The  
9 Improvement and Deficiency Reporting System can be found at  
10 [https://doimspp.sharepoint.com/sites/blm-fa/fire-](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Improvement-and-Deficiency-Reports.aspx)  
11 [operations/SitePages/Improvement-and-Deficiency-Reports.aspx](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Improvement-and-Deficiency-Reports.aspx).

### 12 **Equipment Modification/Retrofitting**

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

### 19 **Acquisition of Working Capital Fund Equipment**

20 All WCF 600-series equipment must be ordered through the NFEP using the  
21 Fire Equipment Ordering System (FEOS). The National Operations Center  
22 (NOC) located in Denver manages the Working Capital Fund (WCF). Each class  
23 of vehicle has an established replacement cycle based on miles or hours, vehicle  
24 replacement costs, and residual value. The WCF acquires funds through Fixed  
25 Ownership and Use Rates determined by the replacement cycle. At the end of  
26 the replacement cycle, adequate funds to replace the vehicle are available. For  
27 new vehicle purchases, funds are acquired/secured by the receiving unit and the  
28 new purchase is added to the WCF. The NOC monitors vehicle usage and  
29 replacement cycles, and notifies the NFEP when vehicles need to be replaced.  
30 The NFEP then coordinates with the receiving unit to order the replacement  
31 vehicle. When the order is placed, the NFEP works with the BLM Fleet  
32 Manager, the receiving unit, contracting, and the vendor to fill the order.

33 Acquisition of new WCF 600-series fire equipment that exceeds the Bureau's  
34 fleet cap is authorized under the following terms:

- 35 • Vehicles support fire management actions identified in approved  
36 Land/Resource Management Plans and their associated Fire Management  
37 Plans. Vehicles will be purchased with funds approved by the Fire and  
38 Aviation Directorate.
- 39 • New vehicle purchases will require completion of a BLM Fire and Aviation  
40 New Fire Fleet Request, Form 1520-58, *Vehicle or Equipment Justification*  
41 *and Approval*, and 1510-18v, *Obligating Funds For Acquisition of Working*  
42 *Capital Fund Assets*. Forms are located at  
43 [https://doimspp.sharepoint.com/sites/blm-fa/fire-](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/NFEP-Policy-Resources.aspx)  
44 [operations/SitePages/NFEP-Policy-Resources.aspx](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/NFEP-Policy-Resources.aspx).

**1 Funding**

2 Procurement of nonstandard equipment with fire management funds when  
3 standard equipment is available must have written approval by the fire  
4 operations division chief (FA-300) and the state fire management officer. Most  
5 fire vehicles are funded through the WCF. Other types of fire equipment are  
6 funded through the normal budget process at the state and local level.  
7 Specialized equipment may be funded in a variety of ways including through the  
8 fire and aviation directorate, special project allocations, available mid or year  
9 end funds, state or local funding, interagency agreement, or through the WCF.

**10 BLM Mobile Fire Equipment Ordering**

11 Ordering of BLM mobile fire equipment is completed through the NFEP at  
12 NIFC using the Fire Equipment Ordering System (FEOS). Available equipment  
13 is listed at [https://doimspp.sharepoint.com/sites/blm-fa/fire-](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Equipment-Ordering.aspx)  
14 [operations/SitePages/Equipment-Ordering.aspx](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Equipment-Ordering.aspx). Contact the National Fire  
15 Equipment Program for additional information.

16 The NFEP has established required equipment and performance standards for  
17 new equipment. These standards have been established to reduce excessive  
18 procurement costs, maintain common operational functions, and provide a  
19 Bureau-wide standard fire fleet.

20 States have the authority to order equipment using WCF funds; however, prior  
21 to ordering, approval is required from the WCF Fleet Manager, state fire  
22 management officer, and the fire operations division chief (FA-300).

**23 600-Class Command Vehicle Procurement Standards**

24 The 600-class vehicles below have been developed and configured specifically  
25 for the roles/asset types listed. New, replacement, or upgraded procurements  
26 outside of the listed roles/asset types requires state fire management officer and  
27 division chief, fire operations (FA-300) approval utilizing the New Fire Fleet  
28 Request form found at [https://doimspp.sharepoint.com/sites/blm-fa/fire-](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/NFEP-Policy-Resources.aspx)  
29 [operations/SitePages/NFEP-Policy-Resources.aspx](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/NFEP-Policy-Resources.aspx). An electronic copy of all  
30 approvals will be provided to the National Fire Equipment Program (NFEP)  
31 manager prior to order.

- 32 • District/unit AFMO, fire operations specialist/supervisor: 651/653/  
33 654/655/656/657/658 Command Truck.
- 34 • FPDSS funded hotshot crew: 652 or 658 Superintendent Truck (1 each),  
35 644 Crew Carrier 10 passenger (2 each), 652 or 658 (one-ton or greater)  
36 Chase/Utility Truck 1 each, (optional) Utility Task Vehicle and trailer (1  
37 each). Host units are responsible for the cost of individual vehicle options  
38 above the base models.
- 39 • FPDSS funded hand crew: 644 Crew Carrier, 651/653/657/658 Command  
40 Truck, 652 Superintendent Truck.
- 41 • FPDSS funded helitack crew: 651/653/657/658 Command Truck, 652  
42 Superintendent Truck, 661 Helitack Support.



- 1 • ### FPDSS funded Standard vehicle configuration for wildland fire
- 2 modules: 651/653/657/658 Command Truck, 652 Superintendent Truck.
- 3 All 600-class vehicles will be ordered by NFEP through the BLM Fire
- 4 Equipment Ordering System (FEOS). NFEP will route all FEOS orders through
- 5 the individual state fire operations group representative.

#### 6 **Property Transfer/Replacement**

- 7 Surplus and early turn-in fire vehicles may be transferred to another unit for
- 8 continued service with the approval of the state fire management officer and the
- 9 WCF manager. In these instances, the vehicle remains in the same class, and the
- 10 FOR and use rates will continue to be charged to the unit acquiring the vehicle.
- 11 Units may dispose of fire vehicles prior to the normal replacement date. In these
- 12 instances, no future replacement is automatically provided and there is no
- 13 accrued credit for the FOR collected on that unit prior to disposal. Units
- 14 acquiring this type of equipment continue payment of the FOR and use rates.
- 15 Mobile fire equipment transfers to other agencies or organizations must be
- 16 approved by the NFEP and FA-300 prior to initiating any transfer actions.
- 17 Submit a completed Form 1520-104v, *Transfer of Asset-Fleet*
- 18 ([https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/NFEP-](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/NFEP-Policy-Resources.aspx)
- 19 [Policy-Resources.aspx](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/NFEP-Policy-Resources.aspx)) to the responsible NFEP production manager.

#### 20 **Conversions**

- 21 Offices requesting to convert replacement fire equipment to a different class of
- 22 equipment must follow and provide the following criteria and documentation:
- 23 • Proposed changes meet current and future preparedness requirements
- 24 identified in resource/land management plans and fire management plans.
- 25 • Proposed changes result in an overall cost savings to the government.

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

- 28 • Increased production rates which may offset additional costs.
- 29 • The requesting states availability of sufficient funds to cover additional
- 30 costs.

31 Conversions require the following forms:

- 32 • National Operations Center forms found at
- 33 [https://doimspp.sharepoint.com/sites/blm-fa/fire-](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/NFEP-Policy-Resources.aspx)
- 34 [operations/SitePages/NFEP-Policy-Resources.aspx](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/NFEP-Policy-Resources.aspx).
- 35 ○ Form 1520-104v, *Transfer of Asset-Fleet*
- 36 ○ Form 1520-58, *Vehicle or Equipment Justification and Approval* (if
- 37 new equipment is an upgrade in class)
- 38 ○ Form 1510-18V, *Obligating Funds For Acquisition of Working Capital*
- 39 *Fund Assets* (if converting equipment doesn't have sufficient funds
- 40 available)
- 41 • 600 Series Conversion Notification.
- 42 [https://doimspp.sharepoint.com/sites/blm-fa/fire-](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/NFEP-Policy-Resources.aspx)
- 43 [operations/SitePages/NFEP-Policy-Resources.aspx](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/NFEP-Policy-Resources.aspx)

**1 BLM Engine Equipment Inventory**

2 Engines will be stocked with Normal Unit Stocking found at  
3 [https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/NFEP-](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/NFEP-Policy-Resources.aspx)  
4 [Policy-Resources.aspx](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/NFEP-Policy-Resources.aspx).

**5 Fire Equipment Maintenance and Care Standards**

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

- 8 • Equipment exterior:
  - 9 ○ Clean and waxed
  - 10 ○ Free of debris
  - 11 ○ Items secured
  - 12 ○ Windows and mirrors cleaned
  - 13 ○ All mechanical systems in good working order
- 14 • Equipment interior:
  - 15 ○ Cab and compartments free of dirt and debris
  - 16 ○ Cab free of loose items
  - 17 ○ Equipment stored in appropriate compartments and organized
  - 18 ○ Windows and mirrors cleaned
  - 19 ○ Mechanical systems in good working order

20 Equipment will be stored in sheltered areas away from environmental elements  
21 whenever possible to prevent damage to critical seals, mechanical components,  
22 and the high-visibility finish. It is important to document all maintenance and  
23 keep thorough records of all repair work. This documentation may be used to  
24 determine responsibility for charges when later repairs are required to prove that  
25 damages are not the result of negligence.

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

27 The Fire Equipment Maintenance Procedure and Record (FEMPR) will be used  
28 to document daily inspections and all maintenance for all WCF Class 600 fire  
29 equipment and any other vehicle used primarily for fire suppression operations.  
30 The FEMPR shall be maintained and archived to record historic maintenance for  
31 the duration of the vehicle's service life. This historical data is beneficial in  
32 determining trends, repair frequency, and repair costs.  
33 [https://doimspp.sharepoint.com/sites/blm-fa/fire-](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/FEMPR.aspx)  
34 [operations/SitePages/FEMPR.aspx](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/FEMPR.aspx)

35 Apparatus safety and operational inspections will be performed at the intervals  
36 recommended by the manufacturer and on a daily and post-fire basis as required.

- 37 • For engines and water tenders, all annual inspections will include a pump  
38 gpm test to ensure the pump/plumbing system is operating at or above the  
39 manufacturer's minimum rating for the pump.
- 40 • Comprehensive (i.e., internal) tire inspections of all tires, including spare  
41 tires, will be completed during required annual inspections/service and at  
42 10,000 mile intervals. Comprehensive inspections will be completed by tire  
43 service technicians and documented in the Tire Log. ### Additional

1 information on WCF 600 series fire fleet vehicle tire inspection and  
2 replacement standards can be found at  
3 [https://doimspp.sharepoint.com/sites/blm-fa/fire-](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/NFEP-Policy-Resources.aspx)  
4 [operations/SitePages/NFEP-Policy-Resources.aspx](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/NFEP-Policy-Resources.aspx).

### 5 **Location Based Services (LBS)**

6 ### The LBS program combines current Global Positioning System  
7 technologies with BLM Fire and Aviation preparedness, dispatch, and  
8 suppression programs to provide a situational awareness tool by tracking  
9 equipment. This program meets the intent of S.47 - John D. Dingell, Jr.  
10 Conservation, Management, and Recreation Act, SEC. 1114. (d) *Location*  
11 *Systems for Wildland Firefighters*. LBS is incorporated into dispatch and other  
12 operating procedures to enhance situational awareness and accountability of  
13 WCF 600-class fire equipment. Additional information can be found at  
14 [https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Location-](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Location-Based-Services-(LBS).aspx)  
15 [Based-Services-\(LBS\).aspx](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Location-Based-Services-(LBS).aspx). When a new terminal is received, replacement  
16 equipment arrives, or an error with the terminal has been identified, the  
17 installation, transfer or repair will be completed in no more than 15 days.  
18 Equipment location can be viewed in the Vehicle Tracker Portal (VTP) or Fire  
19 Enterprise Geospatial Portal (EGP). VTP access can be requested for an  
20 individual or a group account for dispatch centers. The VTP account request  
21 form and additional information can be found  
22 at [https://doimspp.sharepoint.com/sites/blm-fa/fire-](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Location-Based-Services-(LBS).aspx)  
23 [operations/SitePages/Location-Based-Services-\(LBS\).aspx](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Location-Based-Services-(LBS).aspx).

### 24 **### BLM Fire Equipment Status Report (FES)**

25 Each state will submit an FES report to the NFEP annually by April 15. The  
26 FES is required to gather baseline data including the license number, type,  
27 make/model and location on mobile asset types (i.e., engines, off highway  
28 vehicles and support vehicles). The Division of Fire Operations will issue an  
29 annual reminder notification to the Fire Operations Group (FOG) requesting this  
30 information. [https://doimspp.sharepoint.com/sites/blm-fa/fire-](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Fire-Equipment-Status-(FES).aspx)  
31 [operations/SitePages/Fire-Equipment-Status-\(FES\).aspx](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Fire-Equipment-Status-(FES).aspx)

### 32 **BLM Engine Use Report (EUR)**

33 All BLM engines will utilize the Engine Use Report. The EUR should be printed  
34 and completed daily as part of the FEMPR and entered into the EUR SharePoint  
35 on a monthly basis. Access will be granted by the respective state FOG  
36 representative. [https://doimspp.sharepoint.com/sites/blm-fa/fire-](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Engine-Use-Reporting-(EUR).aspx)  
37 [operations/SitePages/Engine-Use-Reporting-\(EUR\).aspx](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Engine-Use-Reporting-(EUR).aspx)

### 38 **Equipment Bulletins and Equipment Alerts**

39 The purpose of an Equipment Bulletin (EB) or an Equipment Alert (EA) is to  
40 share accurate and timely information regarding potential equipment problems  
41 and/or needed repairs. The EB is primarily intended to inform the equipment  
42 users of recommendations for repairs, potential hazards, or general information  
43 related to the overall maintenance, awareness, and safe operation of fire

1 equipment. The EA is time sensitive and addresses potentially serious hazards or  
2 risks. The alert includes a specific action that the user must act upon.

3 Unexpected issues involving wildland fire vehicles which do not fall under other  
4 types of wildland fire reviews and investigations and/or other applicable federal,  
5 state or specific agency requirements must be reported. If an unexpected vehicle  
6 issue warrants an EB or EA it is issued by the NFEP Manager through the  
7 Operations Advisory Team and the Capital Equipment Committee. Members of  
8 these groups must ensure the information reaches all levels of the organization.  
9 [https://doimspp.sharepoint.com/sites/blm-fa/fire-](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Equipment-Alerts-Bulletins.aspx)  
10 [operations/SitePages/Equipment-Alerts-Bulletins.aspx](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Equipment-Alerts-Bulletins.aspx)

### 11 **BLM Implementation of the Department of the Interior (DOI)** 12 **Authorization for Use of Government Passenger Carrier(s) for Home-to-** 13 **Work Transportation**

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

- 17 • Only those positions authorized and pre-identified within the DOI  
18 memorandum will have the authority to domicile designated government  
19 vehicles.
- 20 • This authority is intended only for individuals in first response fire  
21 leadership roles who may be responding to initial attack fires directly from  
22 their home after hours.
- 23 • Government vehicles are used solely for official business and domiciled  
24 only during core fire season months when there is a heightened level of  
25 current or expected fire activity.
- 26 • Authorized positions will be recertified every two years and may be revised  
27 at that time.
- 28 • Units are responsible for maintaining documentation of home-to-work use  
29 of government vehicles. This documentation will be reviewed during annual  
30 fire and aviation preparedness reviews. A standard tracking form has been  
31 developed and may be used for this purpose.  
32 [https://doimspp.sharepoint.com/sites/blm-fa/fire-](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Policy-and-References.aspx)  
33 [operations/SitePages/Policy-and-References.aspx](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Policy-and-References.aspx)

### 34 **Lights and Siren Response**

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

39 Those BLM state organizations that determine a lights and sirens response is  
40 necessary to meet mission requirements must develop an operating plan that is  
41 signed and approved by the state director and forwarded to the chief, division of  
42 fire operations, BLM FA. The operating plan must ensure the following:

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

#### 24 **Foam Use**

25 BLM engines are designed with integrated foam tanks and automatic foam  
26 proportioners as standard equipment. When properly used along with various  
27 foam nozzles, foam use increases the effectiveness of water. This equipment  
28 should be used to apply approved foam concentrate along with water delivery  
29 during fire suppression. Special exceptions should be made where accidental  
30 spillage or over spray of the chemical could be harmful to the aquatic  
31 ecosystem, or where other identified resource concerns are identified.

### 32 **BLM Firefighters**

#### 33 **Introduction**

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

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

41 These units include:

- 42 • **Hand Crews** – Vehicle mobile firefighters that specialize in the use of hand  
43 tools, chainsaws, portable pumps, and ignition devices for tactical

- 1 operations. Hand crew types include Interagency Hotshot Crews (IHC),  
2 Type 2 Initial Attack Crews, Type 2 Crews, and Fire Suppression Modules.  
3 • **Engine Crews** – Engine mobile firefighters that specialize in the use of  
4 engines for tactical operations.  
5 • **Helitack** – Helicopter mobile firefighters that specialize in the use of  
6 helicopters for tactical and logistical operations.  
7 • **Smokejumpers** – Fixed wing aircraft and parachute mobile firefighters that  
8 specialize in the use hand tools, chainsaws, and ignition devices for tactical  
9 operations.

10 ### Addition or establishment of the following assets requires approval from the  
11 Assistant Director, Fire and Aviation:

- 12 • Firefighting engines and water tenders (refer to existing guidance regarding  
13 acquisition of Working Capital Fund Equipment in this chapter);
- 14 • Firefighting dozers and dozer modules (refer to existing guidance regarding  
15 acquisition of Working Capital Fund Equipment in this chapter);
- 16 • Type 1, Type 2 IA, and Type 2 hand crews;
- 17 • Fire suppression modules funded as a preparedness resource (modules  
18 assembled for individual fire assignment are exempted);
- 19 • Wildland fire modules;
- 20 • Exclusive-use helitack crews; and
- 21 • Fuels management modules/crews.

#### 22 **BLM Firefighter Priority for Use**

- 23 • Initial attack on lands for which the BLM has suppression responsibility.
- 24 • Other fire suppression/management assignments on BLM lands.
- 25 • Other fire suppression/management assignments on other agency lands.
- 26 • All Hazard – ESF#4 reference:  
27 [http://web.blm.gov/internal/fire/budget/Reference\\_docs/esf4/ESF4\\_page.htm](http://web.blm.gov/internal/fire/budget/Reference_docs/esf4/ESF4_page.htm).
- 28

#### 29 **Mobilization of BLM Firefighters**

30 BLM firefighters are mobilized to perform the following functions:

- 31 • Suppress fires and manage wildland fire incidents;
- 32 • Improve BLM initial attack capability;
- 33 • Maximize the utilization of limited BLM fire operational assets;
- 34 • Provide additional fire management capability in high tempo periods;
- 35 • Provide experience and developmental opportunities to BLM firefighters;
- 36 • Perform fire management project work or assignments; or
- 37 • Perform other project work or assignments.

38 There are six funding mechanisms for mobilizing BLM firefighters:

- 39 • Preparedness funding
- 40 • Suppression funding
- 41 • Short-term severity (state-level/regional-level severity) funding
- 42 • National-level severity funding

- 1 • National preposition funding
- 2 • State discretionary preposition funding

### 3 **Preparedness Funding**

4 Preparedness funding may be used to mobilize resources for normal  
5 preparedness activities such as:

- 6 • Movement of resources within a unit not associated with fire activity;
- 7 • Detailing firefighters to fill vacant positions;
- 8 • Project work or normal preparedness activities; and/or
- 9 • Training.

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

### 13 **Suppression Funding**

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

### 17 **Short-Term Severity (State-Level Severity)**

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

- 20 • Wind events;
- 21 • Cold dry front passage;
- 22 • Lightning events; and/or
- 23 • Unexpected events such as off-road rallies or recreational gatherings.

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

### 30 **National-Level Severity Funding**

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

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

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

3 Guidance for requesting and utilizing national-level severity funding is found in  
4 chapter 10 and on the BLM Fire Operations website. Requests should be  
5 consolidated by state, coordinated with Fire and Aviation, and then submitted to  
6 Fire and Aviation by the state director. The official memo requesting funds  
7 should be mailed to the assistant director, fire and aviation. An electronic copy  
8 should also be e-mailed to “BLM\_FA\_Severity@blm.gov.”

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

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

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

### 23 **National Preposition Funding**

24 National preposition funding is used to mobilize resources to areas with  
25 anticipated fire activity when other funding is not available. Units may request  
26 national preposition funding from FA to acquire supplemental fire operations  
27 assets to increase initial attack capability. National preposition funding may be  
28 used to mobilize resources when BLM units:

- 29 • Do not have available preparedness funding;
- 30 • Do not have available short-term severity funding; or
- 31 • Do not meet the criteria for use of national severity funding.

32 Approved national preposition funding may be used only for travel and per diem  
33 costs for the duration of the assignment, and overtime labor costs associated  
34 with the original preposition move.

35 Each state director has been delegated the authority to expend national  
36 preposition funding within an allocation limit established annually through  
37 issuance of an Instruction Memorandum. The criteria stated above apply to this  
38 allocation.

### 39 ***National Preposition Request Process***

- 40 • Unit FMO identifies need and notifies state FOG representative. FOG  
41 representative informs SFMO.



- 1 • FOG representative coordinates with unit FMO to verify need and
  - 2 determine asset types, numbers, and projected preposition location.
  - 3 • Requesting FOG representative queries FOG group and identifies available
  - 4 assets.
  - 5 • Requesting and sending FOG representatives jointly complete the BLM
  - 6 Preposition Request Form found on the BLM Fire Operations website.
  - 7 • Requesting FOG representative will submit the request electronically via e-
  - 8 mail to “BLM\_FA\_Prepositioning@blm.gov” to acquire Division of Fire
  - 9 Operations (FA-300) approval. If aviation assets are requested, FA-300 will
  - 10 coordinate with the National Aviation Office (FA-500) and secure FA-500
  - 11 approval.
  - 12 • FA-300 will notify the requesting and sending FOG representatives via e-
  - 13 mail when the request is approved.
  - 14 • After securing FA-300/500 approval, the requesting FOG representative
  - 15 places name request order(s) for specified assets through normal
  - 16 coordination system channels.
  - 17 • Responding BLM assets will be assigned to a temporary host unit by the
  - 18 receiving FOG representative.
  - 19 • Responding assets, sending/receiving FOG representatives, and the
  - 20 temporary host unit will negotiate length of assignment and crew rotation,
  - 21 and ensure that prepositioned personnel meet work/rest requirements.
- 22 BLM preposition funding request information can be found at the BLM Fire
- 23 Operations website.

#### 24 **State Discretionary Preposition Funding**

25 Each state director has been delegated the authority to expend preposition

26 funding for prepositioning activities in amounts determined by the BLM Fire

27 Leadership Team. This discretionary preposition funding authorization can be

28 expended for appropriate preposition activities (according to the criteria

29 established for National Preposition Funding) without approval from the AD,

30 FA.

31 Each state will establish a process to document requests and approvals, and

32 maintain information in a file.

#### 33 **BLM Fire Training and Workforce Development**

##### 34 **BLM Fire Training and Workforce Development Program**

35 The BLM National Fire Training and Workforce Development Program is

36 located at NIFC and works for the BLM chief, preparedness and suppression

37 operations. The program develops the wildland firefighting workforce through

38 qualification standards, training standards, and workforce development

39 programs in support of BLM fire management.

##### 40 ***BLM Standards for Fire Training and Workforce Development***

41 The BLM Fire Training and Workforce Development Program, in coordination

42 with the Fire Operations Group and state training officers, is responsible for

1 publishing the *BLM Standards for Fire Training and Workforce Development*.  
 2 The *BLM Standards for Fire Training and Workforce Development* provides fire  
 3 and aviation training, qualifications, and workforce development program  
 4 management direction. This document is available at ###  
 5 <https://www.nifc.gov/about-us/our-partners/blm> [https://www.nifc.gov/about-](https://www.nifc.gov/about-us/our-partners/blm/training)  
 6 [us/our-partners/blm/training](https://www.nifc.gov/about-us/our-partners/blm/training).

7 Personnel hired by the BLM must meet requirements established in the position  
 8 description. If the position description requires Incident Command System  
 9 qualifications, only qualifications and minimum requirements specified in the  
 10 *NWCG Standards for Wildland Fire Position Qualifications* (PMS 310-1) will  
 11 be applied as selective factors and/or screen-out questions. To avoid reducing  
 12 candidate pools, BLM-specific requirements that are supplemental to the PMS  
 13 310-1 may not be used as selective placement factors/screen-out questions.  
 14 Supplemental BLM-specific training or qualification requirements may only be  
 15 used as selective factors and/or screen-out questions when requested and  
 16 justified by the selecting official, and approved by human resources. Impacts to  
 17 the candidate pool must be addressed in the justification. As with all other BLM  
 18 or DOI-specific training/experience requirements (e.g., Do What's Right  
 19 training, purchase card training) that newly hired employees from other agencies  
 20 may not have, the supervisor and IQCS certifying official are responsible for  
 21 reconciling that employee's training and IQCS record after the employee has  
 22 entered on duty. This may be accomplished by providing additional  
 23 training/experience or by manually awarding competencies as per established  
 24 IQCS protocol.

#### 25 **BLM Firefighters General Non-Fire Training Requirements**

##### 26 **Administratively Determined (AD) and Emergency Firefighters (EFF)**

Training Required	Initial Requirement/ Frequency	Delivery Method/ Responsible Party
Defensive Driving (If operating GOV, including rental or leased, vehicle for official purposes.)	<ul style="list-style-type: none"> <li>• Prior to operating motor vehicle for official purposes.</li> <li>• Once every three years.</li> </ul>	<ul style="list-style-type: none"> <li>• DOI Talent or Instructor-led</li> <li>• Unit Safety Manager</li> </ul>
First Aid/ Cardiopulmonary Resuscitation (CPR)	<ul style="list-style-type: none"> <li>• Upon initial employment.</li> <li>• Every 2 years or per certifying authority. At least two persons per crew (GS or AD) shall be current and certified.</li> </ul>	<ul style="list-style-type: none"> <li>• Instructor-led</li> <li>• Unit Safety Manager</li> </ul>

##### 27 **Agency Permanent, Career Seasonal, and Temporary Firefighters**

Training Required	Initial Requirement/ Frequency	Delivery Method/ Responsible Party
Bloodborne Pathogens	<ul style="list-style-type: none"> <li>Once: Awareness level. For employees not at increased risk (e.g., non-fireline support personnel)</li> <li>Annually: For employees at increased risk due to assigned duties (e.g., IHC, Helitack, SMKJ, Engine Crew)</li> </ul>	<ul style="list-style-type: none"> <li>Instructor-led</li> <li>Unit Safety Manager</li> </ul>
Defensive Driving	<ul style="list-style-type: none"> <li>Prior to operating motor vehicle for official purposes</li> <li>Once every three years</li> </ul>	<ul style="list-style-type: none"> <li>DOI Talent or Instructor-led</li> <li>Unit Safety Manager</li> </ul>
Do What's Right/EEO/ Diversity	<ul style="list-style-type: none"> <li>Annually</li> </ul>	<ul style="list-style-type: none"> <li>Instructor-led, DOI Talent, or as determined by EEO Manager</li> <li>FMO (Do What's Right)</li> <li>EEO Manager</li> </ul>
First Aid/ Cardiopulmonary Resuscitation (CPR)	<ul style="list-style-type: none"> <li>Upon initial employment</li> <li>Every 2 years or per certifying authority</li> </ul>	<ul style="list-style-type: none"> <li>Instructor-led</li> <li>Unit Safety Manager</li> </ul>
HAZMAT - First Responder Awareness Level	<ul style="list-style-type: none"> <li>Upon initial employment</li> <li>Annually</li> </ul>	<ul style="list-style-type: none"> <li>Instructor-led</li> <li>Unit Safety Manager</li> </ul>
USGS Hazard Communications – GHS	<ul style="list-style-type: none"> <li>Upon initial employment</li> </ul>	<ul style="list-style-type: none"> <li>Instructor-led, DOI Talent</li> <li>Unit Safety Manager, Unit Hazardous Materials Coordinator</li> </ul>
Safety Orientation	<ul style="list-style-type: none"> <li>Once</li> </ul>	<ul style="list-style-type: none"> <li>Instructor-led</li> <li>Supervisor</li> </ul>

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

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

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

#### 4 **BLM Firefighter Mandatory Physical Fitness Standards**

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

12 Employees serving in wildland fire positions that require a fitness rating of  
13 arduous as a condition of employment are *required* to perform physical fitness  
14 conditioning for one hour of duty time each work day while in pay status.  
15 Special exceptions such as being assigned to an incident, travel status, injuries,  
16 details, etc., may be granted. BLM employees funded by fire preparedness  
17 and/or fuels who do not require a fitness rating of arduous as a condition of  
18 employment but do maintain a fire qualification with an arduous rating may be  
19 *authorized* one hour of daily duty time for physical fitness conditioning.  
20 Participation will be negotiated with the employee's supervisor. Employees  
21 serving in positions that require a fitness rating of moderate or light may be  
22 authorized up to three hours per week.

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

#### 24 **BLM National Fire Operations Fitness Challenge**

25 The BLM fire operations fitness challenge encourages and recognizes  
26 achievement in physical fitness by BLM firefighters. The fitness  
27 challenge provides a common system by which BLM firefighters can  
28 measure current fitness, establish fitness goals, and track fitness  
29 improvement.

30 Efforts are underway to update the fitness challenge. For current  
31 specific information about the fitness challenge, refer to the fitness  
32 challenge information on the BLM Fire Operations website.

#### 33 **Interagency Fire Program Management Standards**

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

- 37 • Establishes minimum qualifications standards for 11 key fire management  
38 positions. These standards include 1) basic requirements, 2) specialized  
39 experience requirements, 3) NWCG incident management qualifications, 4)  
40 additional required training.
- 41 • Provides a "complexity rating for program management" table, which is  
42 used to determine overall complexity of the unit-level fire program. This is

- 1 used because qualification standards for some of the 11 identified positions  
2 are tied to fire program complexity.
- 3 State- and unit-level fire managers should consult human resources officials and  
4 apply the IFPM Standard as appropriate. IFPM information is located at:  
5 <https://www.ifpm.nifc.gov>.

## 6 **BLM Hand Crews**

### 7 **BLM Hand Crew Standards (all crew types)**

- 8 • **Language** – CRWB and FFT1: must be able to read and interpret the  
9 language of the crew as well as English.
- 10 • **Flight weight** – 5,300 pounds.
- 11 • **Personal gear** – Sufficient for 14-day assignments.
- 12 • **Physical fitness** – Arduous, all positions.
- 13 • **Required equipment and PPE** – Fully equipped as specified in the  
14 *Interagency Standards for Fire and Fire Aviation Operations*.

## 1 BLM Hand Crew Standards by Type

Crew Type	Type 1 IHC	Type 2 IA	Type 2	Fire Suppression Module
Crew Size	Minimum 20 Maximum 25 (See table in chapter 13 for “Minimum Crew Standards for National Mobilization”)	Minimum 18 Maximum 20	Minimum 18 Maximum 20	Minimum 5 Maximum 10
Leadership Qualifications	1 Supt. 1 Asst. Supt. 3 Squad Leaders 2 Senior Firefighters (FFT1) or 1 Supt. 2 Asst. Supt. 2 Squad Leaders 2 Senior Firefighters (FFT1)	1 CRWB 3 ICT5	1 CRWB 3 FFT1	1 SRB/ICT5 2 FFT1
Fireline Capability	Initial Attack – Can be broken up into squads, fireline construction, complex firing operations (backfire)	Initial Attack – Can be broken up into squads, fireline construction, firing to include burnout	Initial Attack – Fireline construction, firing as directed	Operates as a single module w/T5 command capability
Language Requirement	All senior leadership including Squad Leaders and higher must be able to read and interpret the language of the crew as well as English.	Same as Type 1	Same as Type 1	Same as Type 1

Crew Type	Type 1 IHC	Type 2 IA	Type 2	Fire Suppression Module
Crew Experience	80% of the crewmembers must have at least 1 season experience in fire suppression	60% of the crewmembers must have at least 1 season experience in fire suppression	20% of the crewmembers must have at least 1 season experience in fire suppression	Agency only
Full-Time Organized Crew	Yes (work and train as a unit 40 hours per week)	No	No	No
Crew Utilization	National Shared Resource	Local unit control	Local unit control	Local unit control
Communication	8 programmable handheld radios 1 programmable mobile radio in each truck	4 programmable handheld radios	4 programmable handheld radios	2 programmable handheld radios
Sawyers	4 FAL2, 50% of crew FAL3	1 FAL2, 2 FAL3	None	2 FAL3
Training	As required by the <i>Standards for Interagency Hotshot Crew Operations</i> or agency policy prior to assignment.	Basic firefighter training or once red carded, 4 hours annual fireline refresher training prior to assignment.	Basic firefighter training or once red carded, 4 hours annual fireline refresher training prior to assignment.	Basic firefighter training or once red carded, 4 hours annual fireline refresher training prior to assignment.
Logistics	Squad-level agency purchasing authority	Crew-level agency purchasing authority recommended	No purchasing authority	Self-sufficient for 48 hours; purchasing authority recommended
Maximum Weight	5,300 lbs	5,300 lbs	5,300 lbs	N/A
Dispatch Availability	Available Nationally	Available Nationally	Variable	Variable
Production Factor	1.0	.8	.8	Variable
Transportation	Own transportation	Need transportation	Need transportation	Own transportation

Crew Type	Type 1 IHC	Type 2 IA	Type 2	Fire Suppression Module
Tools and Equipment	Fully equipped	Not equipped	Not equipped	Variable
Personal Gear	Arrives with crew first aid kit, personal first aid kit, headlamp, 1-qt canteen, web gear, sleeping bag.	Same as Type 1	Same as Type 1	Same as Type 1
PPE	All standard designated fireline PPE	Same as Type 1	Same as Type 1	Same as Type 1
Certification	Must be annually certified by the local host unit agency administrator or designee prior to being made available for assignment	N/A	N/A	N/A

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

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

7 **BLM IHC Locations**

State	Crew	Location
AK	Chena	Fairbanks
	Midnight Sun	
AZ	Aravaipa Veteran	Sierra Vista
CA	Diamond Mountain	Susanville
	Kern Valley	Bakersfield
CO	Craig	Craig
ID	Snake River	Pocatello
MS	Jackson	Jackson



State	Crew	Location
NV	Silver State	Carson City
	Ruby Mountain	Elko
OR	Vale	Vale
	Lakeview Veteran	Klamath Falls
UT	Bonneville	Salt Lake City

1 **BLM IHC Annual Crew Mobilization**

2 Prior to becoming available for mobilization, each BLM IHC will complete the  
3 BLM Hotshot Crew Preparedness Review Checklist (#18) and the Annual IHC  
4 Mobilization Checklist (SIHCO, appendix C). The IHC Superintendent,  
5 supervising fire management officer, and supervising agency administrator will  
6 complete both checklists. Completed and signed checklists will be sent to the  
7 state fire management officer for concurrence. Upon concurrence, the state fire  
8 management officer will notify the appropriate geographic area coordination  
9 center and the branch chief, preparedness and suppression standards (FA-320) of  
10 crew status, and provide copies of the BLM Hotshot Crew Preparedness Review  
11 Checklist (#18) and the Annual IHC Mobilization Checklist (SIHCO, appendix  
12 C) to each.

13 **Establishing or Converting BLM IHC**

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

19 **BLM IHC Decertification and Recertification**

20 Changes to crew qualifications and capabilities should be closely examined by  
21 the superintendent to ensure that all requirements contained in the SIHCO are  
22 met. Any BLM IHC that is unable to meet the minimum requirements will be  
23 placed in Type 2 IA status until the requirements can be met. Exceptions to the  
24 requirements must be requested by the state fire management officer (for IHCs  
25 based in the Eastern and Southern geographic areas, the request must be made  
26 by the state director, eastern states), and may be granted on a case-by-case basis  
27 by the chief, division of fire operations (FA-300).

28 Short-term inability to meet the requirements may not necessarily require  
29 recertification, but will require completion of the Annual IHC Mobilization  
30 Checklist (SIHCO, appendix C) and concurrence from the branch chief,  
31 preparedness and suppression standards before regaining IHC status. Longer-  
32 term or more significant failures to meet the requirements may require the full  
33 recertification process as stated in the SIHCO, with oversight from the Division  
34 of Fire Operations.

- 1 **BLM IHC Size**  
 2 Standard crew size is 20-22 with a maximum of 25. For national mobilization,  
 3 BLM IHCs will have a minimum of 18 personnel. BLM IHC superintendents  
 4 will obtain prior approval from the respective GACC when the assignment  
 5 requires fixed wing transport of an IHC with more than 20 personnel.
- 6 **BLM IHC Status Reporting System**  
 7 BLM IHCs will utilize the National IHC Status Reporting System to report  
 8 availability, assignment status, and unavailability periods. Refer to chapter 13  
 9 for instructions on how to report.
- 10 **BLM IHC Training and Qualification Requirements**

Position	NWCG Qualification	Fire Training
<b>Firefighter</b>	FFT2	IS-700 <i>An Introduction to the NIMS</i> ICS-100 <i>Introduction to the ICS</i> S-130 <i>Firefighter Training</i> S-190 <i>Introduction to Wildland Fire Behavior</i> L-180 <i>Human Factors in the Wildland Fire Service</i>
<b>Senior Firefighter</b>	FFT1	All the above plus: S-211 <i>Portable Pumps and Water Use</i> S-212 <i>Wildland Fire Chain Saws</i> S-131 <i>Firefighter Type 1</i> S-270 <i>Basic Air Operations</i>
<b>Squad Leader</b>	ICT5 CRWB	All the above plus: IS-800 <i>NRF: An Introduction</i> ICS-200 <i>Basic ICS for Initial Response</i> S-215 <i>Fire Operations in the WUI</i> S-230 <i>Crew Boss (Single Resource)</i> S-219 <i>Firing Operations</i> S-260 <i>Interagency Incident Business Management</i> S-290 <i>Intermediate Wildland Fire Behavior</i> L-280 <i>Followership to Leadership</i>
<b>Assistant Superintendent or Captain</b>	STCR or TFLD CRWB ICT4	All the above plus: ICS-300 <i>Intermediate ICS</i> S-200 <i>Initial Attack IC</i> S-330 <i>Task Force/Strike Team Leader</i> S-390 <i>Introduction to Wildland Fire Behavior Calculations</i> L-380 <i>Fireline Leadership</i> M-410 <i>Facilitative Instructor or equivalent</i>

Position	NWCG Qualification	Fire Training
Superintendent	TFLD ICT4 FIRB	All the above

1 **Interagency Hotshot Crew Position Descriptions and Selective Placement**  
2 **Factors**

3 Guidance for utilization of Department of the Interior standard position  
4 descriptions and selective placement factors when recruiting and filling  
5 positions on BLM Interagency Hotshot crews can be found at  
6 [https://doimsp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Policy-](https://doimsp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Policy-and-References.aspx)  
7 [and-References.aspx](https://doimsp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Policy-and-References.aspx).

8 **BLM Veteran Crews**

9 BLM veteran crews are comprised primarily of veterans from the United States  
10 Armed Forces. Each veteran crew trains and works as a single unit, and  
11 mobilizes fully equipped with transportation. The diverse make-up of veteran  
12 crewmembers provides a high level of professionalism, leadership, and skills  
13 that are transferable to the wildland fire environment. ### *Standards for Veteran*  
14 *Crew Operations* is available at [https://www.nifc.gov/about-us/our-](https://www.nifc.gov/about-us/our-partners/blm/blm-crews)  
15 [partners/blm/blm-crews](https://www.nifc.gov/about-us/our-partners/blm/blm-crews).

16 **BLM Veteran Crew Types and Locations**

State	Crew	Type	Location
AZ	Aravaipa Veteran	IHC	Sierra Vista
CA	Folsom Lake	Type 2 IA	Placerville
MT	Billings	Type 2 IA	Billings
NV	Vegas Valley	Type 2 IA	Las Vegas
OR	Lakeview Veteran	IHC	Klamath Falls
	Medford <sup>1</sup>	Type 2 IA	Medford
WA	Spokane	Fire Suppression Module	Spokane
WY	Devil's Canyon	Type 2 IA	Worland

17 <sup>1</sup>Not funded with preparedness funding.

18 **BLM Fire Suppression Modules**

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

24 **BLM Fire Suppression Module Mobilization**

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

### 3 **BLM Wildland Fire Modules**

4 Refer to chapter 13.

### 5 **BLM Engines**

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

### 11 **BLM Engine Ordering**

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

### 20 **BLM Engine Typing**

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

### 23 **BLM Engine Minimum Staffing Requirements**

24 All BLM engines will meet these minimum staffing requirements on every  
25 incident response:

- 26 • Minimum staffing for Type 6 engines is two personnel: one Single  
27 Resource Boss- Engine (ENGB) and one Firefighter Type 2 (FFT2).
- 28 • Minimum staffing for Type 3, 4, and 5 engines is three personnel: one  
29 ENGB and two FFT2.

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

### 36 **BLM Engine Training and Qualification Requirements**

37 BLM has established additional training and qualification requirements for  
38 engine operator (ENOP) and engine boss (ENGB). These additional  
39 requirements are as follows:

Fireline Position	Required Qualifications and Training
<b>Firefighter Type 2</b>	IS-700 <i>An Introduction to the NIMS</i> ICS-100 <i>Introduction to the ICS</i> L-180 <i>Human Factors in the Wildland Fire Service</i> S-130 <i>Firefighter Training</i> S-190 <i>Introduction to Wildland Fire Behavior</i>
<b>Engine Operator<sup>1</sup></b>	Qualified as FFT1 N9018 <i>BLM Engine Operator Course</i> L-280 <i>Followership to Leadership</i> S-131 <i>Firefighter Type 1</i> S-211 <i>Portable Pumps and Water Use</i> S-212 <i>Wildland Fire Chain Saws</i> S-260 <i>Interagency Incident Business Management</i> S-290 <i>Intermediate Wildland Fire Behavior</i> RT-301 <i>BLM Fire Vehicle Driver Refresher - Annually</i>
<b>Engine Boss</b>	Qualified as ENOP and ICT5 ICS-200 <i>Basic ICS for Initial Response</i> S-215 <i>Fire Operations in the Wildland/Urban Interface</i> S-230 <i>Crew Boss (Single Resource)</i> S-290 <i>Intermediate Wildland Fire Behavior</i>

<sup>1</sup>The BLM utilizes the engine operator (ENOP) fireline qualification to provide additional expertise in engine maintenance, pump operations, and vehicle operation. ENOP is required prior to qualification as a BLM engine boss (ENGB).

#### 4 **Engine Crew Position Descriptions and Selective Placement Factors**

5 Guidance for utilization of Department of the Interior standard position  
6 descriptions and selective placement factors when recruiting and filling  
7 positions on BLM engine crews can be found at  
8 [https://doimsp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Policy-](https://doimsp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Policy-and-References.aspx)  
9 [and-References.aspx](https://doimsp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Policy-and-References.aspx).

#### 10 **BLM Engine Driver Requirements**

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

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

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

22 Equivalent courses that satisfy driver training requirements, such as the National  
23 Safety Council sanctioned *Emergency Vehicle Operator Course* (EVOC), will

1 be approved in writing by the Division Chief, Fire Operations, FA on a case-by-  
2 case basis.

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

### 5 **BLM Smokejumpers**

6 BLM smokejumpers operate in teams of 2-8 firefighters and are used primarily  
7 for wildfire suppression, fuels reduction, and other fire management duties.  
8 They are capable of performing self-contained initial attack suppression  
9 operations, and commonly provide incident management capability at the Type  
10 3 level. BLM smokejumpers provide personnel to Type 1 and Type 2 incidents  
11 as command and general staff or other miscellaneous single resource. The  
12 primary locations of the BLM smokejumper bases are Boise, Idaho and  
13 Fairbanks, Alaska.

### 14 **BLM Smokejumper (SMKJ) Operations**

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

### 20 **BLM Smokejumper Mission**

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

### 28 **BLM Smokejumper Coordination and Dispatch**

29 Smokejumpers are a national shared resource and are ordered according to  
30 geographic area or national mobilization guides. The operational unit for  
31 smokejumpers is “one load” (8-12 smokejumpers). Specific information on the  
32 coordination, dispatch, ordering, and use of BLM smokejumpers can be found in  
33 the *BLM Great Basin Smokejumpers User Guide*, and in the *Alaska Geographic*  
34 *Area Coordination Center Mob Guide*. Contact BLM smokejumpers in Boise at  
35 (208) 387-5426 or in Alaska at (907) 356-5540 for these publications.

### 36 **BLM Ram-Air Parachute System Management**

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

- 39 • System Changes and Modifications – All BLM Ram-Air parachute system  
40 modifications, research, and development will be documented and approved  
41 using the BLM Smokejumper Modification Document (MODOC) System.

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

### 31 **BLM Smokejumper Aircraft**

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

### 37 **BLM Smokejumper Training**

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

- 1 Candidates are evaluated to determine:
- 2 • Level of physical fitness
- 3 • Ability to learn and perform smokejumper skills
- 4 • Ability to work as a team member
- 5 • Attitude
- 6 • Ability to think clearly and remain productive in a stressful environment

7 **BLM Smokejumper Training and Qualification Targets**

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

8 **BLM Smokejumper Jump Proficiency Guideline**

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

17 **BLM Smokejumper Physical Fitness Standards**

- 18 The BLM smokejumper physical fitness standards are mandatory. All BLM
- 19 smokejumpers must pass the BLM smokejumper physical fitness standards in
- 20 order to perform training or operational jumps.

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

\* Successful completion of both elements is required during smokejumper rookie training.



**1 Retesting**

2 Retesting criteria include:

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

**13 BLM Exclusive Use Helitack Crews**

14 The BLM contracts for the exclusive use of vendor supplied and supported  
15 helicopters. These aviation resources are **### Type 1, Type 2 ### (medium)** or  
16 Type 3 **### (light)** helicopters and are located at BLM districts throughout the  
17 western United States. Helitack crews are assigned to manage each contracted  
18 helicopter and perform suppression and support operations to accomplish fire  
19 and resource management objectives.

20 Each contract specifies a mandatory availability period (MAP) that the aircraft  
21 will be assigned for the exclusive use of the BLM. The national aviation office  
22 provides the funding to pay for the aircraft's availability costs.

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

31 The host unit is also responsible for providing administrative support, and  
32 *NWCG Standards for Helicopter Operations* specified equipment, vehicles, and  
33 facilities for their helitack crews and any other associated specialized  
34 equipment.

35 **### The BLM Type 1 helicopter's primary mission is initial attack. While most**  
36 **effective at providing rapid initial response, the crew is well equipped to**  
37 **respond to extended attack incidents and critical need missions on large fires.**  
38 **Extended attack incidents that utilize the crew to fill critical positions should**  
39 **immediately order replacement personnel for those positions in case the aircraft**  
40 **and crew are reassigned. BLM states may request to preposition the helicopter**  
41 **and crew, either directly to the BLM state duty officer hosting the crew, or**

- 1 through the national duty officer (208-387-5876) followed by a resource order  
2 placed through the established dispatch channels.

3 **BLM Exclusive Use Helicopter Locations**

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

4 **### Type 1 Helitack Program**

5 The BLM type 1 helitack program is a pilot project. In order to thoroughly  
6 evaluate the effectiveness of this initial attack program, prioritization and  
7 prepositioning of the BLM type 1 helitack program must occur nationally  
8 through a coordinated effort.

9 The BLM type 1 helitack program's primary mission is initial attack. This  
10 aircraft comes with a compliment of crewmembers and flight mission  
11 capabilities that are unique to this category of aircraft. While most effective at  
12 providing rapid initial response, the crew is equipped to respond to extended  
13 attack incidents and critical need missions on large fires.

14 **Mobilization**

- 15 • As with any initial attack resource, Boise Helitack and the Black Hawk are  
16 most effective when prepositioned in areas with predicted or current  
17 elevated fire danger.

- 1 ● BLM States may request to preposition Boise Helitack and the Black Hawk,  
2 either directly to the BLM State Duty Officer hosting the crew, or through  
3 the National Duty Officer (208 387 5876). Contact the National Duty  
4 Officer for preposition funding options.
- 5 ● Order as Type 1 EU Limited.
- 6 ● Daily staffing of 16 to 20 Helitack personnel and 5 vendor personnel  
7 accompany the aircraft.
- 8 ● Ground support vehicles include helitack buggies, command vehicles, large  
9 fuel tender, and mechanic truck with trailer.
- 10 ● Initial Attack aircraft requests should be ordered on a Resource Order via  
11 IROC and/or Aircraft Dispatch Form. Generating and awaiting a Resource  
12 Order should not be allowed to affect the response time for an initial attack  
13 mobilization within the host Geographic Area or with neighborhood  
14 agreements across Geographic Area boundaries through established  
15 dispatch ordering channels. Resource orders through IROC can be provided  
16 after mobilization has occurred for initial attack.
- 17 ● The BLM State Duty Officer for the state hosting Boise Helitack is  
18 responsible for:
  - 19 ○ Prioritizing use of Boise Helitack to meet BLM and interagency initial  
20 attack priorities;
  - 21 ○ Communicating status/location of Boise Helitack with the Helitack  
22 Crew Supervisor, District Duty Officers, surrounding BLM State Duty  
23 Officers, and the pertinent Geographic Area Coordination Center  
24 (GACC); and
  - 25 ○ Approving requests to utilize the aircraft and crew beyond initial attack  
26 and communicating approval to the GACC.
- 27 ● The aircraft and crew may be reallocated to areas of greatest need by the  
28 BLM Division Chief, Aviation, in coordination with the National Duty  
29 Officer.
- 30 ● All initial attack resource orders for the BLM type 1 helitack program  
31 should be honored regardless of dispatch or jurisdictional boundaries.

### 32 Management Actions for Noncompliant Remote Automatic Weather 33 Stations (RAWS)

34 Fire managers must be cognizant that all RAWS will not be 100% compliant  
35 with standards established in the *NWCG Standards for Fire Weather Stations*  
36 (PMS 426-3) at all times. Furthermore, even when RAWS are fully compliant  
37 and operational, RAWS data should be used only in conjunction with other  
38 predictive services and fireline data sources in fire management decision  
39 making, particularly at the tactical level.

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

- 42 ● *Inoperative station.* This station is noncompliant but poses no danger of  
43 providing inaccurate weather data because it is not transmitting data.

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

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

#### 34 **Sagebrush Rangeland and Sage-Grouse Conservation Related to Wildland** 35 **Fire**

36 Firefighter and public safety has been, and continues to be, the BLM’s highest  
37 fire management priority. Protecting, conserving, and restoring the sagebrush  
38 rangelands and sage-grouse habitat are among BLM fire management’s highest  
39 natural resource objectives.

40 The BLM’s management responsibilities include taking actions on public lands  
41 to control and manage wildfire and invasive plants in order to protect, conserve,  
42 and restore the sagebrush rangelands and sage-grouse habitat. The BLM’s goal  
43 is to limit acres burned and damaged within and adjacent to sage-grouse habitat.

1 The BLM will meet this goal through the certain management actions, including  
2 fuels management, fire operations and post fire recovery. The following  
3 provides guidance to convey leader's intent while recognizing that not all of  
4 these actions and activities apply to all affected offices and successful  
5 implementation may look different throughout the BLM.

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

- 7 • Protect, conserve, and restore sagebrush rangelands and sage-grouse habitat.
- 8 • Strive to maintain and enhance resilience of the sagebrush rangelands,  
9 including through fuels and vegetation treatments.
- 10 • Foster existing relationships with partners and develop new cooperative  
11 relationships that will help bolster BLM capacity to protect sagebrush  
12 rangelands and sage-grouse habitat.

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

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

31 The Fire and Aviation Directorate may continue to review wildfires occurring in  
32 sagebrush rangelands and sage-grouse habitat as part of the Significant Wildland  
33 Fire Review process. A Significant Wildland Fire Review may be conducted, in  
34 part, when there are significant political, social, natural resource, complexity,  
35 size, or policy concerns; significant and complicated cost-share or multi-  
36 jurisdictional issues; or the affected line officer requests a review.

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

1 Current habitat designations geospatial data layers provided to the WFDSS  
2 system and for calculating acres burned are available at ###  
3 <https://www.nife.gov/about-us/our-partners/blm>  
4 <https://www.arcgis.com/apps/dashboards/ae72e294414f4504be7677c153ad77d5>

### 5 **BLM Use of the Wildland Fire Decision Support System (WFDSS)**

6 BLM follows interagency policy regarding use of WFDSS. Standards for when  
7 WFDSS will be used are found in chapter 11.

8 The following provides direction for BLM agency administrator engagement in  
9 the WFDSS decision making and documentation process for published decisions  
10 involving multiple jurisdictions (FA-IM-2020-021).

11 **When BLM initiates a WFDSS Decision:** The BLM agency administrator is  
12 responsible for ensuring affected federal agencies are notified as soon as  
13 practicable and provided an opportunity to participate in the WFDSS decision  
14 process. Documentation of coordination with agency administrators from each  
15 affected federal agency within the WFDSS Planning Area should be included in  
16 the Decision Rationale. Additionally, the agency administrator should continue  
17 to engage affected federal, tribal, state and local agencies as appropriate.

18 Examples of WFDSS Decision Rationale documentation to be included on  
19 multi-jurisdictional fires:

#### 20 **Documentation of engagement with other agencies:**

21 *“The following jurisdictions were engaged in this decision making process  
22 [identify all jurisdictions] and coordination between Agency Administrator (s)  
23 will be ongoing to ensure Incident Objectives and Requirements continue to be  
24 tied to each agency’s Strategic Objectives and Management Requirements.”*

#### 25 **Other agency declines engagement due to lack of threat:**

26 *“The Agency Administrator for the [jurisdictional agency] was invited to  
27 engage as an Approver in this decision but declined because the fire is currently  
28 not a threat to the agency’s lands at this time. Coordination with the Agency  
29 Administrator will be ongoing to ensure opportunities to engage in the decision  
30 process are provided when there is a reasonable expectation that the fire might  
31 threaten or impact the [jurisdictional agency] lands or contingency suppression  
32 actions may occur on their lands.”*

#### 33 **Other agency declines engagement due to no additional impacts to their 34 lands:**

35 *“The Agency Administrator for the [jurisdictional agency] was invited to  
36 engage as an Approver in this decision but declined because the fire has burned  
37 completely through their agency’s lands and no further suppression actions or  
38 suppression repair will occur on their lands.”*

39 **When other agency (non-BLM) initiates a WFDSS Decision:** When BLM lands  
40 are included in a wildfire’s Planning Area for a WFDSS decision initiated by  
41 another agency, the BLM agency administrator must participate in the WFDSS

1 decision process. If a BLM agency administrator requests to participate in the  
2 decision process for an incident that has BLM lands within the Planning Area  
3 but is denied that opportunity, notify the BLM state fire management officer  
4 who will work to rectify the situation.

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

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

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

4 **Introduction**

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

11 **Employee Conduct**

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

27 Office of Wildland Fire (OWF) Policy Memorandum 2018-011, *Implementing*  
28 *Procedures for the Department of the Interior (DOI) Personnel Bulletin 18-01:*  
29 *Prevention and Elimination of Harassing Conduct for DOI employees deployed*  
30 *to fire (or other emergency) incidents* provides clarification for implementing  
31 the DOI Personnel Bulletin 18-01, *Prevention and Elimination of Harassing*  
32 *Conduct* policy while employees are deployed on incidents.

- 33 • OWF Policy Memorandum 2018-011 can be found at  
34 [https://www.doi.gov/sites/doi.gov/files/elips/documents/personnel-bulletin-](https://www.doi.gov/sites/doi.gov/files/elips/documents/personnel-bulletin-18-01-implementing-procedures-for-employees-deployed-to-fire-or-other-emergency-incidents-approval.pdf)  
35 [18-01-implementing-procedures-for-employees-deployed-to-fire-or-other-](https://www.doi.gov/sites/doi.gov/files/elips/documents/personnel-bulletin-18-01-implementing-procedures-for-employees-deployed-to-fire-or-other-emergency-incidents-approval.pdf)  
36 [emergency-incidents-approval.pdf](https://www.doi.gov/sites/doi.gov/files/elips/documents/personnel-bulletin-18-01-implementing-procedures-for-employees-deployed-to-fire-or-other-emergency-incidents-approval.pdf).
- 37 • DOI Personnel Bulletin 18-01 can be found at  
38 <https://www.doi.gov/employees/anti-harassment/personnel-bulletin-18-01>.



1 **Agency Administrator Roles**2 **Director**

3 The Director of the National Park Service is responsible to the Secretary of the  
4 Interior for fire management programs on public lands administered by the  
5 National Park Service. The Division of Fire and Fire Aviation Management is  
6 responsible to the director for policy formulation and program oversight.

7 The chief, division of fire and aviation management will meet the required  
8 elements outlined in the *Management Performance Requirements for Fire*  
9 *Operations*.

10 **Regional Director**

11 The regional director is responsible to the director for fire management  
12 programs and activities within their region.

13 The regional director will meet the required elements outlined in the  
14 *Management Performance Requirements for Fire Operations* and ensure  
15 training is completed to support delegations to line managers and principal  
16 actings.

17 **Park Superintendent**

18 The park superintendent is responsible to the regional director for the safe and  
19 efficient implementation of fire management activities within their unit,  
20 including cooperative activities with other agencies or landowners in accordance  
21 with delegations of authorities. The park superintendent or principal acting will  
22 meet the required elements outlined in the *Management Performance*  
23 *Requirements for Fire Operations*.

24 **Agency Administrator Management Performance Requirements for Fire**  
25 **Operations**

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

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

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

PERFORMANCE REQUIRED	NPS Director	Regional Director	Park Supt
9. Management teams will meet once a year to review fire and aviation policies, roles, responsibilities, and delegations of authority. Specifically address oversight and management controls, critical safety issues and high-risk situations such as team transfers of command, periods of multiple fire activity and Red Flag Warnings.	X	X	X
10. Review safety policies, procedures, and concerns with field fire and fire aviation personnel. Discussions should include issues that could compromise safety and effectiveness during the upcoming season.			X
11. Ensure timely follow-up actions to program reviews, fire preparedness reviews, fire and fire aviation safety reviews, fire critiques and post-season reviews.	X	X	X
12. Ensure fire and fire aviation preparedness reviews are conducted in all units each year. Parks must complete checklists applicable to their specific program scope and complexity and include appropriate program elements, such as prescribed fire. A summary of the preparedness review findings including standards exceeded or needing improvement will be submitted to the regional FMO before the fire season.		X	X
13. Ensure an approved burn plan is followed for each prescribed fire project; technical review, <i>Prescribed Fire Go/No-Go Checklist</i> (PMS 484-1, Element 2B), and <i>Agency Administrator Ignition Authorization</i> (PMS 484-1, Element 2A) are completed; follow-up monitoring and documentation to ensure management objectives are met.		X	X
14. Ensure Air Quality Exceedance Reviews are completed in cooperation with NPS Air Resource Division.	X	X	X

PERFORMANCE REQUIRED	NPS Director	Regional Director	Park Supt
15. Meet annually with major cooperators and review interagency agreements to ensure their continued effectiveness and efficiency (may be delegated).		<b>X</b>	<b>X</b>
16. Ensure post fire reviews are conducted on all fires that escape initial attack or are managed as long term incidents. Participate in all reviews that require management by any type of incident management team (regional director may delegate).		<b>X</b>	<b>X</b>
17. Provide management oversight by personally visiting wildland and prescribed fires each year.			<b>X</b>
18. Provide incident management objectives, written delegations of authority and agency administrator briefings to incident management teams. See chapter 11, Agency Administrator Responsibilities.			<b>X</b>
19. Monitor wildfire potential and provide oversight during periods of critical fire activity/situations.	<b>X</b>	<b>X</b>	<b>X</b>
20. Ensures that resource advisors are identified, trained, available, and appropriately assigned to wildland fire incidents. Refer to <i>Resource Advisor Guide for Wildland Fire</i> (PMS 313), Aug. 2017.			<b>X</b>
21. Convene and participate in annual pre- and post-season fire meetings.	<b>X</b>	<b>X</b>	<b>X</b>
22. Ensure park superintendents who have potential wildland fire response in their park, their designated acting superintendents, and supervisors of fire management officers (FMOs) attain and maintain the agency administrator (AADM) qualification in the Incident Qualifications and Certification System (IQCS). The qualification must be attained within two years of appointment to the positions listed above.		<b>X</b>	<b>X</b>

PERFORMANCE REQUIRED	NPS Director	Regional Director	Park Supt
23. Ensure appropriate investigations are conducted for accidents (as defined in chapter 18), entrapments, shelter deployments, and related events.	<b>X</b>	<b>X</b>	<b>X</b>
24. For all unplanned human-caused fires where liability can be determined, ensure actions are initiated to recover cost of suppression activities, land rehabilitation, and damages to the resource and improvements.		<b>X</b>	<b>X</b>
25. For all fires identified as requiring a WFDSS decision in chapter 11, ensure local unit staff specialists are involved in the development and that all decisions are consistent with the objectives and requirements contained in the Park's Fire Management Plan.			<b>X</b>
26. Ensure there is adequate direction in fire management plans to identify fire danger awareness with escalating fire potential.			<b>X</b>
27. NPS Superintendents or other designated approving officials will maintain WFDSS user profiles (as appropriate), allowing them to approve wildfire decisions in WFDSS.			<b>X</b>
28. Ensure compliance with Departmental and agency policy, as well as Regional Office direction for prescribed fire activities and ensure that periodic reviews and inspections of the prescribed fire program are completed.	<b>X</b>	<b>X</b>	<b>X</b>
29. Review prescribed fire plans and recommend or approve the plans depending upon the delegated authority. Ensure that the prescribed fire plan has been reviewed and recommended by a qualified technical reviewer who was not involved in the plan preparation.			<b>X</b>

PERFORMANCE REQUIRED	NPS Director	Regional Director	Park Supt
30. ### At National Preparedness Level 4 and 5, approve the initiation or continuation of prescribed fire applications based on an assessment of risk, impacts of the proposed actions on area resources and activities and include feedback from the Geographic Area Multi Agency Coordinating Group.		X	
31. Serves as the Management Official (MO) within the DOI Wildland Firefighter Medical Standards Program.		X	X

### 1 Fire Management Staff Roles

#### 2 National Office

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

#### 9 Regional Office

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

#### 17 Park

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

26 The Superintendent annually shall provide and update the expectations of  
 27 wildland fire program leaders by means of two instruments. One is a limited  
 28 delegation of authority that encompasses the scope of duties outlined above. The  
 29 other is an Inter-park Agreement for those cases where a Park Group FMO (or

- 1 designee) handles defined duties on behalf of another NPS unit within the  
2 defined Park Group.

3 **Fire Management Staff Performance Requirements for Fire Operations**

<b>PERFORMANCE REQUIRED</b>	<b>FAM CHIEF</b>	<b>RFMO</b>	<b>FMO</b>
1. Maintain safety first as the foundation for all aspects of fire and fire aviation management.	X	X	X
2. Ensure completion of a job hazard analysis (JHA) for fire and fire aviation activities so mitigation measures are taken to reduce risk.			X
3. Ensure work/rest and length of assignment guidelines are followed during all fire and fire aviation activities. Deviations must be approved and documented.	X	X	X
4. Ensure that only trained and qualified personnel are assigned to fire and fire aviation duties.	X	X	X
5. Develop, implement, evaluate and document fire and fire aviation training programs to meet current and anticipated needs.	X	X	X
6. Establish an effective process to gather, evaluate, and communicate information to managers, supervisors, and employees. Ensure clear and concise communications are maintained at all levels.	X	X	X
7. Develop and maintain an open line of communication with the public and cooperators.	X	X	X
8. Ensure that the fire and fire aviation management staff understand their role, responsibilities, authority, and accountability.	X	X	X



<b>PERFORMANCE REQUIRED</b>	<b>FAM CHIEF</b>	<b>RFMO</b>	<b>FMO</b>
9. Organize, train, equip, and direct a qualified work force. Establish "red card" certification/qualification process at the local level. Individual Development Plans (IDP) should be developed for all employees, but special emphasis must be on employees that do not meet standards.	X	X	X
10. Ensure fire and fire aviation policies are understood, followed, and coordinated with other agencies as appropriate.	X	X	X
11. Recognize when complexity levels exceed program capabilities. Increase administrative, managerial, and operational resources to meet the need.	X	X	X
12. Initiate, conduct, and participate in fire management related reviews and investigations, including prescribed fires declared wildfires.	X	X	X
13. Provide for and personally participate in periodic site visits to individual incidents and projects.	X	X	X
14. Utilize the incident complexity analysis to ensure the proper level of management is assigned to all incidents.		X	X
15. Review and evaluate performance of the fire management organization and take appropriate actions.	X	X	X
16. Ensure incoming personnel and crews are briefed prior to fire and fire aviation assignments.		X	X
17. For all fires identified as requiring a WFDSS decision in chapter 11, ensure local unit staff specialists are involved in the development and that all decisions are consistent with the objectives and requirements contained in the Park's Fire Management Plan.		X	X
18. Monitor fire season severity predictions, fire behavior, and fire activity levels. Take actions to ensure safe, efficient, and effective operations.	X	X	X

<b>PERFORMANCE REQUIRED</b>	<b>FAM CHIEF</b>	<b>RFMO</b>	<b>FMO</b>
19. Provide fire personnel with adequate guidance and decision-making authority to ensure timely decisions.		<b>X</b>	<b>X</b>
20. Ensure a written/approved plan based on current land use and/or fire management plans and/or project-level NEPA document exists for each prescribed fire or non-fire treatment. Plans shall be integrated with related vegetation management actions such as invasive species management.			<b>X</b>
21. Ensure effective transfer of command of incident management occurs and oversight is in place.	<b>X</b>	<b>X</b>	<b>X</b>
22. Develop and maintain agreements, operating plans, and contracts on an interagency basis to increase effectiveness and efficiencies.	<b>X</b>	<b>X</b>	<b>X</b>
23. Provide the expertise and skills to fully integrate fire and fire aviation management into interdisciplinary planning efforts.	<b>X</b>	<b>X</b>	<b>X</b>
24. Work with cooperators to identify processes and procedures for providing fire safe communities.	<b>X</b>	<b>X</b>	<b>X</b>
25. Develop, maintain, and annually evaluate the FMP to ensure accuracy and validity by completing a review. Ensure applicable park resource management objectives are included in the Fire Management Plan (FMP).		<b>X</b>	<b>X</b>
26. Ensure budget requests and allocations reflect analyzed anticipated workload.	<b>X</b>	<b>X</b>	<b>X</b>
27. Develop and maintain current operational plans; e.g., dispatch, pre-attack, prevention.	<b>X</b>	<b>X</b>	<b>X</b>
28. Ensure that reports and records are properly completed and maintained.	<b>X</b>	<b>X</b>	<b>X</b>

PERFORMANCE REQUIRED	FAM CHIEF	RFMO	FMO
29. Ensure Wildland Fire Program Core spatial data is collected, stored, and aggregated based on NPS standards ( <a href="http://share.nps.gov/firegis">http://share.nps.gov/firegis</a> ).		X	X
30. Ensure fiscal responsibility and accountability in planning and expenditures.	X	X	X
31. Assess, identify, and implement program actions that effectively reduce unwanted wildland fire ignitions and mitigate risks to life, property, and resources. Utilize safe, effective, and efficient management.		X	X
32. Effectively communicate the role of wildland fire to internal and external agency audiences.	X	X	X
33. Complete trespass actions when unplanned human-caused ignitions occur.		X	X
34. Ensure compliance with National and Regional policy and direction for prescribed fire activities and ensure that periodic reviews and inspections of the prescribed fire program are completed.	X	X	X
35. Ensure all fire management actions and activities are consistent with those contained in the current Fire Management Plan and associated environmental compliance documentation.			X
36. Ensures compliance with DOI Wildland Firefighter Medical Standards processes to include Risk Mitigation/Waiver processes.	X	X	X

#### 1 **Fire Management Leadership Board**

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

- 8 • Develop and implement a Wildland Fire Management Strategic Plan and  
9 Wildland Fire Policy;

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

#### 15 **Requirements for Fire Management Positions**

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

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

23 Refer to chapter 13 of the *Interagency Standards for Fire and Fire Aviation*  
24 *Operations* for specific requirements.

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

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

#### 31 **Training**

##### 32 **Training for Fire Management Officers**

33 The following training is required for fire management officers:

- 34 • *Fire Program Management, an Overview* (M-581).

##### 35 **NPS Firefighters General Training Requirements**

36 The following training is required for agency permanent, career seasonal and  
37 temporary firefighters:

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

### 1 Structural Fire and Hazardous Materials Response

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

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

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

12 Firefighters must be outfitted with NFPA compliant structural fire personal  
13 protective clothing, including self-contained breathing apparatus. Situations  
14 exist during the incipient phase of a vehicle fire where the fire can be quickly  
15 suppressed with the discharge of a handheld fire extinguisher. Discharging a  
16 handheld fire extinguisher during this phase of the fire will normally be  
17 considered an appropriate action for any employee who has received annual fire

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

## 1 **Delegation of Authority**

### 2 **Delegation for Regional Fire Management Officers**

3 In order to effectively perform their duties, the RFMO must have certain  
4 authorities delegated from the regional director. The delegation of authority  
5 should include the following roles and responsibilities:

- 6 • Serves as the regional director's authorized representative on geographic  
7 area coordination groups, including MAC groups.
- 8 • Coordinate and establish priorities on uncommitted fire suppression  
9 resources during periods of shortages.
- 10 • Coordinate wildland fire planning, response, and evaluation region-wide.
- 11 • Relocate agency pre-suppression/suppression resources within the region  
12 based on fire potential/activity.
- 13 • Correct unsafe fire suppression activities.
- 14 • Direct accelerated, aggressive initial attack when appropriate.
- 15 • Develop and maintain agreements to provide for the management, fiscal and  
16 operational functions of combined agency operated facilities.
- 17 • Suspend prescribed fire activities when warranted.
- 18 • Give authorization to hire emergency firefighters in accordance with the  
19 DOI AD Pay Plan for Emergency Workers.
- 20 • Approve emergency fire severity funding expenditures not to exceed the  
21 Regional annual authority.
- 22 • ### Ensure smoke impacts to the public and fire personnel are addressed  
23 through incident management teams ordering of Air Resources Advisors  
24 (THSP ARA) on Type 1 fires to the maximum extent practicable. Consider  
25 ordering ARAs on Type 2 fire (as per Public Law 116-9, the Dingell Act  
26 2019).

### 27 **NPS Duty Officer (DO)**

28 All fire management officers are responsible to provide DO coverage during any  
29 period of predicted incident activities. DO's responsibilities may be performed  
30 by any individual with a signed delegation of authority from the local agency  
31 administrator. The duty officer may be in a location remote from the park, but  
32 will be familiar with local incident response procedures, agreements and  
33 resources. The required duties for all DOs are:

- 34 • Monitor unit incident activities for compliance with NPS safety policies.
- 35 • Coordinate and set priorities for unit suppression actions and resource  
36 allocation.
- 37 • Keep agency administrators, suppression resources and information officers  
38 informed of the current and expected situation.
- 39 • Plan for and implement actions required for future needs.
- 40 • Document all decisions and actions.

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

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

4 **Engine Operating Standards**

5 Current direction on the NPS Fire and Aviation vehicle program is at the NPS  
 6 Fire Operations SharePoint site  
 7 <http://famshare.inside.nps.gov/wildlandfire/operations/fleetandfacilities/default.aspx>.

8 **Vehicle Color and Marking**

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

17 **Engine Module Standards**

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

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

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

\*\* An ENGB is required for mobilization.

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

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

24 **Lights and Siren Response**

25 Responding to wildland fire incidents normally does not warrant the use of  
 26 emergency lights and siren on public roads by calling for or blocking the right-  
 27 of-way from other traffic in order to safely and effectively perform the NPS  
 28 mission. However, there may be rare and extenuating circumstances when



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

### 29 **Vehicle Maintenance, Repairs and Replacement**

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

#### 33 **Annual Safety Inspections, Scheduled Maintenance, and Daily Inspections**

34 It is required to complete and document annual safety inspections, regularly  
35 scheduled preventative maintenance and daily (or pre-trip) inspections for all  
36 NPS wildland fire vehicles. Annual safety inspections must be documented on  
37 Form 1520-35. Regularly scheduled preventative maintenance, unscheduled  
38 maintenance and repairs for interior owned (I-plate) vehicles is recorded in  
39 FBMS. Daily inspections must be recorded in the FEMPR (*Fire Engine*  
40 *Maintenance Procedure and Record*).

41 The cost of all vehicle repairs and maintenance is the responsibility of the  
42 individual parks unless the damage is directly attributable to operations on a

1 wildfire. In that case, with approval from the IC, the damages may be paid for  
 2 under the fire’s suppression account.

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

8 **Fixed Ownership Rates (FORs)**

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

13 **Equipment Bulletins and Equipment Alerts**

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

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

29 **NPS Firefighter Target Physical Fitness Standards**

30 These are voluntary targets. They are not mandatory. These targets are  
 31 established to provide NPS firefighters a common standard against which to  
 32 gauge their physical fitness level. NPS firefighters are encouraged to meet or  
 33 exceed these standards.

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

The guide below may be used to adjust the 1.5-mile run times to compensate for altitude differences:

Altitude in Feet	1.5-mile Run Time Adjustment
0 - 5,000	No adjustment
5,000 - 6,000	Add 30 seconds
6,000 - 7,000	Add 40 seconds
7,000 - 8,000	Add 50 seconds

### 1 National Fire Operations Fitness Challenge

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

### 13 Wildland Fire Uniform Standards

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

17 The guideline states that superintendents administer the uniform program within  
 18 their areas and are responsible for developing and communicating local uniform  
 19 and appearance standards in accordance with DO-43, determining who will wear  
 20 the uniform and what uniform will be worn and enforcing uniform and  
 21 appearance standards. Three options exist for uniforms for wildland fire  
 22 personnel:

- 23 • Within the context of the uniform standards, if the conventional NPS  
 24 uniform is identified at the local level as required for specified fire  
 25 management staff, fire program management funds may be used to support  
 26 uniform purchases in accordance with allowance limits identified in DO-43.
- 27 • While Nomex outerwear (i.e., shirts, trousers, brush-coats) routinely issued  
 28 as personal protective equipment has become recognized as the uniform of  
 29 the wildland firefighter as a matter of necessity, these apparel also have  
 30 justifiable utility as a uniform standard at the park level for certain fire  
 31 and/or ONPS base-funded wildland fire staff.
- 32 • When the conventional NPS uniform or the full Nomex outerwear is not  
 33 appropriate or justified, local management with park superintendent  
 34 approval may establish a predetermined dress code for fire staff. The goals

- 1 of the NPS uniform program can appropriately be applied (with common  
2 sense) to this departure from the norm.
- 3 • The DOI Boot Policy is referenced in chapter 7.
  - 4 • The fire management officer is responsible for establishing a reasonable  
5 allotment schedule for new or returning employees, commensurate with  
6 supplies provided in previous seasons. A suggested per person issuance is  
7 three to four tee shirts, one ball cap, and one sweatshirt (where appropriate).  
8 \$100 would normally be adequate to cover costs of this issuance.

9 Where appropriate and justified, fire funds may be applied to the purchase of  
10 100 percent cotton tee shirts, sweatshirts, and ball caps, with appropriate logo  
11 and color scheme, to augment the Nomex outerwear worn in conjunction with  
12 project or wildland fire management incidents. Nomex outerwear will usually be  
13 returned to the park's fire cache based on the tour of duty (end of season,  
14 transfer to another park, etc.).

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

#### 22 **Fire Management Credentials**

23 The NPS Fire and Aviation Management Credential Program is currently  
24 suspended and undergoing a review.

#### 25 **NPS Use of WFDSS**

26 The internet-based WFDSS will be the primary decision support documentation  
27 platform for all NPS wildfires. Refer to chapter 11 of the *Interagency Standards*  
28 *for Fire and Fire Aviation Operations* for further guidance.

#### 29 **National Park Service Specific Qualifications and Qualifications Exceptions**

30 Park superintendents who have potential wildland fire response in their park,  
31 their designated acting superintendents, and supervisors of fire management  
32 officers (FMOs) must attain and maintain the agency administrator (AADM)  
33 qualification in the Incident Qualifications and Certification System (IQCS).  
34 The qualification must be attained within two years of appointment to the  
35 positions listed above. Requirements for the AADM qualification may be found  
36 in the *Federal Wildland Fire Qualifications Supplement* hosted at  
37 <https://iqcsweb.nwccg.gov/>.

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

4 **Introduction**

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

15 **Agency Administrator Roles**

16 **Director**

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

20 **Chief, National Wildlife Refuge System**

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

27 **Regional Director**

28 The regional director is responsible to the director for fire management  
29 programs and activities within their region. The regional director will meet the  
30 required elements outlined in the *Management Performance Requirements for*  
31 *Fire Operations* and ensure training is completed to support delegations to line  
32 managers and principal actings. The regional director ensures that refuge  
33 managers/project leaders, and or field supervisors are qualified to approve  
34 prescribed fire plans.

35 For USFWS declared wildfire reviews, regardless of level; a draft copy of the  
36 final report will be submitted to the agency's National Fuels Management  
37 Specialist within 45 days of the fire being declared out, prior to signatures. After  
38 which, the National Fuels Management Specialist will work with appropriate  
39 regional staff to finalize the report for signature. Once finalized, signatures must  
40 include, at a minimum: 1) preparer(s), 2) the Zone fire management officer

- 1 (reviewed by), and 3) appropriate level agency administrator (approved by).
- 2 Additional signatories may be added as desired.
- 3 Once signatures are obtained, the National Fuels Management Specialist will
- 4 submit the final report to the Wildland Fire Lessons Learned Center (LLC) after
- 5 approved by the Chief, Branch of Fire Management. The Branch of Fire
- 6 Management will then notify Regional Fire Management Coordinators that it is
- 7 available to facilitate additional learning.
- 8 Regional Directors will provide a written delegation of authority to the Regional
- 9 Fire Management Coordinator (RFMC) to represent the region on the
- 10 Geographic Multi-Agency Coordinating Group (GMAC) and perform other
- 11 duties as described in this chapter under the heading “Delegation of Authority.”

12 **Regional Chief and Refuge Supervisors**

13 Regional Chiefs and Refuge Supervisors are delegated specific leadership  
 14 responsibilities by the Regional Director. They provide oversight and direction,  
 15 in coordination with, the Wildland Fire Management Program for the NWRS.  
 16 These responsibilities occur through established lines of authority as assigned by  
 17 the Regional Director.

18 **Project Leader/Refuge Manager**

19 The project leader/refuge manager is responsible for the safe and efficient  
 20 implementation of fire management activities within their unit, including  
 21 cooperative activities with other agencies or landowners, in accordance with  
 22 delegations of authorities. The project leader/refuge manager, or principal  
 23 acting, will meet required elements outlined in the *Management Performance*  
 24 *Requirements for Fire Operations* table below.

- 25 • If an agency administrator is absent during an incident, the refuge  
 26 supervisor and RFMC will make an assessment of the acting agency  
 27 administrator’s capabilities and provide appropriate additional support.

28 **Management Performance Requirements for Fire Operations**

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

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief/ Refuge Supervisor	Project Leader/ Refuge Manager
3. Attends the M-581, <i>Fire Program Management, an Overview</i> course (offered at the geographic level) or the Agency Administrator Training Workshop hosted by the Prescribed Fire Training Center (see agency policy) within two years of appointment to Refuge Manager/Project Leader, unless there have been no wildfire or prescribed fires recorded in the last 10 years within the complex/refuge. Ensures that personnel assigned oversight responsibilities for the fire program have completed the M-581 course.			X	X
4. Review critical operations and safety policies and procedures, including <i>Interagency Fire Program Management Qualifications Guide</i> and <i>Interagency Standards for Fire and Fire Aviation Operations</i> (Redbook) with fire and fire aviation personnel.		X	X	X

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief/ Refuge Supervisor	Project Leader/ Refuge Manager
<i>Program Management</i>				
5. Provide a written delegation of authority to zone fire management officer (ZFMOs) giving an adequate level of operational authority. For zoned/area units, ensure all appropriate agency administrators have signed the delegation. When applicable, develop an Inter-refuge Agreement specifying reciprocal responsibilities of the project leader/refuge manager and the zone FMO.				X
6. Ensure all fire management activities are supported by a current fire management plan (FMP) with documented annual updates and are integrated with an approved comprehensive conservation plan.		X	X	X
7. Ensure investigations and reviews are conducted for incidents, accidents, escaped prescribed fires, and near misses as described in chapter 17 of <i>Fire Management Handbook</i> and chapter 18 of <i>Interagency Standards for Fire and Fire Aviation Operations</i> .	X	X	X	X
8. Annually update and review the <i>FWS Line of Duty Death Response Handbook</i> and the <i>Agency Administrator's Guide to Critical Incident Management</i> , or equivalent.		X	X	X



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

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief/Refuge Supervisor	Project Leader/Refuge Manager
14. Ensure fire and fire aviation preparedness reviews are conducted annually in all unit offices. Ensure timely follow-up to fire management program reviews.			X	X
15. Ensure resource advisors are identified, trained, and available for incident assignment. Refer to the <i>Resource Advisor's Guide for Wildland Fire</i> (PMS 313).				X
16. Personally visit at least one wildland fire each year.				X
17. Ensure appropriate management of Social/Political/Media resources and relationships affecting wildland fire.		X	X	X
18. ### Ensure smoke impacts to the public and fire personnel are addressed through incident management teams ordering of Air Resources Advisors (THSP ARA) on Type 1 fires to the maximum extent practicable. Consider ordering ARAs on Type 2 fire (As per Public Law 116-9, the Dingell Act, 2019).				X
19. Provide oversight to Emergency Stabilization (ES) and Burned Area Rehabilitation (BAR) processes and procedures.				X
<b>Training/Certification</b>				

20. Ensure only trained and certified fire and non-fire personnel are available to support fire operations at the local, geographic, and national levels.		<b>X</b>	<b>X</b>	<b>X</b>
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PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief/Refuge Supervisor	Project Leader/Refuge Manager
21. Fire Management Leadership, Local Fire Management Leadership training and Prescribed Fire Training Center training will be tracked in the Incident Qualifications and Certification System (IQCS).			X	X
22. Serves as Management Official (MO) within the DOI Wildland Firefighter Medical Standards Program.			X	X
<b><i>Prescribed Fire/Fuels Management</i></b>				
23. Ensure compliance with National and Regional policies for prescribed fire activities. Conduct periodic reviews of the prescribed fire program.		X	X	X
24. Ensure all wildfires resulting from prescribed fire actions are reported to Regional Director within 24 hours of the wildfire declaration.			X	X
25. Ensure Prescribed Fire Plans have been reviewed and recommended by a qualified technical reviewer other than the plan author.				X
26. Review and approve the agency Administrator Ignition Authorization.				X

1 **Fire Management Staff Roles**

2 **National Office**

3 ***Fire Director***

4 The Fire Director is the Chief of the Fire Management Branch (FMB) in the

5 National Wildlife Refuge System (NWRS), and is the Service representative at

1 the National Interagency Fire Center (NIFC). The Fire Director, through *Service*  
 2 *Manual 621 FW 1*, is delegated authority by the Director to represent the Service  
 3 on the National Multi-Agency Coordinating Group (NMAC Group). The Fire  
 4 Director is responsible for implementing the decisions of the NMAC as they  
 5 affect U.S. Fish and Wildlife Service areas. The decisions of the NMAC include  
 6 the prioritizing of incidents nationally and the allocation or reallocation of  
 7 firefighting resources to meet national priorities.

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

#### 11 **Regional Office**

##### 12 ***Regional Fire Management Coordinator (RFMC)***

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

#### 24 **Refuge**

##### 25 ***Zone Fire Management Officer (ZFMO)***

26 The ZFMO is responsible and accountable for providing leadership for the fire  
 27 management program. The ZFMO determines program requirements to  
 28 implement land use decisions through the FMP to meet land management  
 29 objectives. The ZFMO negotiates interagency agreements and as delegated,  
 30 represents the agency administrator on local interagency fire and fire aviation  
 31 groups. The ZFMO is responsible for coordinating with agency administrators to  
 32 annually review and update (as required) their respective fire management plans  
 33 to comply with agency policy.

#### 34 **Fire Management Staff Performance Requirements for Fire Operations**

PERFORMANCE REQUIRED	Fire Director	RFMC	Zone FMO
<i>Policy</i>			
1. Establishes and manages a safe, effective, and efficient fire program.	X	X	X

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

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

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



PERFORMANCE REQUIRED	Fire Director	RFMC	Zone FMO
33. Organizes trains, equips, and directs a qualified work force. Ensures that only trained and qualified personnel are assigned to fire and fire aviation duties. Establishes and implements performance review process(es).		X	X
<i>Prescribed Fire and Fuels</i>			
34. Ensures compliance with Service, Regional, and/or local policies for prescribed fire activities. Provides periodic reviews of the prescribed fire program.	X	X	X
35. Reports all wildfires resulting from prescribed fires to the Regional Fire Management Coordinator within 12 hours of the wildfire declaration.			X
36. A draft copy of the Declared Wildfire final report will be submitted to the agency's National Fuels Management Specialist within 45 days of the fire being declared out, prior to signatures.		X	

#### 1 **National Fire Leadership Team**

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

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

#### 11 **Line Officer Team (LOT)**

12 The line officer team (LOT) consists of representatives from each Region and  
13 each level of the National Wildlife Refuge System (NWRS). Their primary  
14 responsibility is to advise and promote a safe, effective and integrated fire  
15 management program in the NWRS.

#### 16 **Delegation of Authority**

##### 17 **Regional Fire Management Coordinator**

18 In order to effectively perform their duties, an RFMC must have certain  
19 authorities delegated from the regional director. This delegation is normally  
20 placed in the regional office supplement to agency manuals. This delegation of  
21 authority should include:

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

##### 37 **Zone Fire Management Officer (ZFMO)**

38 In order to effectively perform their duties, the ZFMO will receive a delegation  
39 of authority outlining the operational and administrative fire management duties.  
40 All unit agency administrators within a zone will sign a zone and/or Refuge Fire  
41 Management delegation. A sample delegation of authority can be found ~~### on~~  
42 ~~the FWS Fire Operations Policy and Guidance SharePoint site in appendix C.~~

**1 Inter-refuge Agreements**

2 Inter-refuge agreements may be used when ZFMOs provide fire management  
3 oversight to multiple refuges. This is in addition to the delegation of authority  
4 from the project leaders/refuge managers to the ZFMO, and further defines the  
5 roles and expectations between the ZFMO and refuges. An example can be  
6 found on the FWS Fire Operations Policy and Guidance SharePoint site.

**7 Fire Duty Officer**

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

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

**21 Emergency Lighting and Sirens**

22 Fire staff may only use emergency lighting and sirens en route to incidents if  
23 their Region has an approved Regional policy and their unit has an approved  
24 Refuge/Unit Emergency Lighting and Siren Plan.

- 25 • Use must be limited to imminent threat to life and public property.
- 26 • All light and siren equipment installed on emergency vehicles must comply  
27 with NFPA 1901 and 1906 standards.
- 28 • Regional policy must:
  - 29 ○ Address the training requirements in NFPA 1002 and 1451;
  - 30 ○ Establish oversight for emergency lighting and siren use; and
  - 31 ○ Not supersede state and local safety and traffic laws or regulations.
- 32 Personnel must comply with posted speed limits at all times, regardless  
33 of the type of response.

34 Use of stationary emergency lighting is encouraged and does not require  
35 authorization.

**36 Wildland Fire Field Attire**

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

**1 Fire Severity Funding**

2 Service specific fire severity funding guidance can be found in chapter 10 of this  
3 guide, chapter 10 of the Service *Fire Management Handbook*, and the *Fire*  
4 *Business Guide*, Severity Subactivity.

**5 Fire Reporting**

6 Field units will report wildland fire occurrence and fire status to their local  
7 dispatch office and Regional Fire Management Coordinator or designee.

**8 Individual Fire Report**

9 An Individual Fire Report must be completed in the Fire Management  
10 Information System (FMIS) for the following types of fires or treatments within  
11 15 days after the fire is declared out or treatment is complete:

- 12 • All wildland fires on Service lands;
- 13 • Support actions;
- 14 • Fires suppressed on other lands under an agreement;
- 15 • All false alarms;
- 16 • Natural outs (by natural out definition); and
- 17 • Non-fire treatments completed with fuels funding.

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

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

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

27 FWS follows interagency policy regarding use of WFDSS. Standards for when  
28 WFDSS will be used are found in chapter 11 of this guide.

29 Documentation of all other wildfires in WFDSS is at the discretion of the  
30 Regional Office or local unit. All fires in Alaska will have WFDSS initiated by  
31 the Protecting Agency.

**32 Final Wildland Fire Record**

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

- 34 • FMIS data entry (required)
- 35 • Narrative
- 36 • WFDSS analyses and decisions
- 37 • Incident Action Plan(s)
- 38 • Daily weather forecasts and spot weather forecasts
- 39 • Daily fire progression map

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

#### 4 **Physical Fitness and Conditioning**

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

#### 20 **National Fire Operations Fitness Challenge**

21 The national fire operations fitness challenge encourages and recognizes  
22 achievement in physical fitness by FWS firefighters. The fitness challenge  
23 provides a common system by which FWS firefighters can measure current  
24 fitness, establish fitness goals, and track fitness improvement. The fitness  
25 challenge is voluntary, but FWS firefighters are encouraged to participate.

26 The fitness challenge tests participants in four basic exercises - push-ups, pull-  
27 ups, sit-ups and a timed run of either 1.5 miles or 3 miles. Test results are  
28 compiled into a final overall score.

29 Unit and Regional offices are encouraged to support firefighter participation.  
30 Individual accomplishments can be forwarded to the national office for  
31 employee recognition by the Branch Chief.

#### 32 **Training**

##### 33 **Agency Administrator Training**

34 The qualification standards identified in the *Interagency Fire Program*  
35 *Management Qualification Standards* are required, in conjunction with specific  
36 agency requirements, when filling vacant fire program positions, and as an aid in  
37 developing individual development plans (IDPs) for employees.

- 38 • Refuge managers/project leaders with Service lands under their jurisdiction  
39 which require the development and maintenance of a fire management plan  
40 must attend *Fire Program Management, an Overview* (M-581), or may  
41 upon concurrence of the RFMC, attend the Prescribed Fire Workshop for

- 1 agency administrators offered by the National Interagency Prescribed Fire  
 2 Training Center.
- 3 • Projects leaders/refuge managers who oversee or have the potential to  
 4 oversee complex fire management programs should consult with their  
 5 RFMC about attending *Fire Program Management, Leading Complex Fire*  
 6 *Programs* (M-582).
  - 7 • Field supervisors who may approve prescribed fire plans must attend *Fire*  
 8 *Program Management, an Overview* (M-581), or may upon concurrence of  
 9 the RFMC, attend the Prescribed Fire Workshop for Agency Administrators  
 10 offered by the National Interagency Prescribed Fire Training Center.
  - 11 • Regional chiefs, regional refuge supervisors, and refuge managers/project  
 12 leaders must complete periodic refresher training as determined by their  
 13 supervisor in consultation with the RFMC. Refresher training options may  
 14 include attending fire management training/workshops, trainee experiences,  
 15 or mentoring.
  - 16 • Guidance for use of the agency qualification for agency administrators  
 17 (AADM) can be found in the *Federal Wildland Fire Qualifications*  
 18 *Supplement*.

19 **Zone Fire Management Officer Training**

20 All ZFMOs are required to attend the M-581, *Fire Program Management, an*  
 21 *Overview* course, either as a student or as a member of the instructor cadre. If  
 22 attending as an instructor, the ZFMO must be present for the entire course. See  
 23 IFPM requirements.

24 **FWS Firefighter General Training Requirements**

25 For firefighter qualification documentation guidance, reference chapter 13.

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

Required Training	Initial Requirement/Frequency	Completion/Tracking Method	Reference
Hazardous Materials-First Responder Awareness Level	<ul style="list-style-type: none"> <li>• Upon initial employment</li> <li>• Annual refresher</li> </ul>	<ul style="list-style-type: none"> <li>• Classroom or onsite</li> <li>• Employee personnel file</li> </ul>	242 FW 6, Hazardous Waste Operations and Emergency Response, OSHA 29 CFR 1910.120(q)(6)(i); 1910.120(q)(8)(i-ii)
A-100 Basic Aviation Safety (classroom/online)	<ul style="list-style-type: none"> <li>• Upon initial employment</li> <li>• Refresher every 2 years</li> </ul>	<ul style="list-style-type: none"> <li>• Interagency Aviation Training</li> </ul>	330 FW 3, Flight Authority and Aviation Training

Required Training	Initial Requirement/ Frequency	Completion/ Tracking Method	Reference
			FWS Memo October 17, 2011 found on the IAT website at: <a href="https://www.iat.gov/docs/FWS_Memo_2011_A-223_A-312.pdf">https://www.iat.gov/docs/FWS_Memo_2011_A-223_A-312.pdf</a>
Wildland Fire Safety Training Annual Refresher (RT-130)	<ul style="list-style-type: none"> <li>• Annually</li> </ul>	<ul style="list-style-type: none"> <li>• Classroom</li> <li>• IQCS</li> </ul>	621 FW1, Fire Management Program
First Aid/ Cardiopulmonary Resuscitation (CPR)	<ul style="list-style-type: none"> <li>• Upon initial employment</li> <li>• Every 2 years or per certifying authority</li> </ul>	<ul style="list-style-type: none"> <li>• Classroom</li> <li>• Employee personnel file</li> </ul>	240 FW 3, Safety and Health Training
Defensive Driving	<ul style="list-style-type: none"> <li>• Upon initial employment</li> <li>• Refresher every 3 years or per regional requirements, whichever if most restrictive</li> </ul>	<ul style="list-style-type: none"> <li>• Employee personnel file</li> </ul>	321 FW 1, Authorization, Training and Safety Requirements
Do What's Right	<ul style="list-style-type: none"> <li>• Annually</li> </ul>	<ul style="list-style-type: none"> <li>• Classroom</li> <li>• Employee personnel file</li> </ul>	

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

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

4 **Fish and Wildlife Service Specific Qualifications**

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

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

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



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

4 **Introduction**

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

12 **Vision and Objectives for Fire Management**

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

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

33 **Foundational Doctrine**

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

- 37 • Take all response actions to ensure the safety of firefighters, other  
38 personnel, and the public regardless of cost or resource loss; no resource or  
39 facility is worth the loss of human life.
- 40 • The intent of wildfire response is to protect human life, property, and  
41 achieve protection and natural resource management objectives established  
42 in land and resource management plans.

- 1 • Leadership principles are the foundational doctrine on which fire and  
2 aviation management operations will be based (*Leading in the Wildland*  
3 *Fire Service*, PMS 494-2).
- 4 A doctrinal approach goes beyond strict compliance with procedural rules, and  
5 promotes risk-based application of wildland fire management principles to  
6 improve decision making and firefighter safety. Foundational doctrine has been  
7 codified in Forest Service *Manual 5100* direction and will guide fundamental  
8 wildland fire management policy, practices, behaviors, and customs to be  
9 mutually understood at every level of command.
- 10 Under this doctrinal approach:
- 11 • Employees are expected and empowered to be creative and decisive, to  
12 exercise initiative and accept responsibility, and to use their training,  
13 experience, and judgment in decision-making to carry out their leader's  
14 intent.
  - 15 • Employees are expected and empowered to make reasonable and prudent  
16 decisions to accomplish the agency mission while minimizing unnecessary  
17 risk.

### 18 **Mission**

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

### 33 **Wildland Fire Response Principles**

- 34 • Response to wildland fire is based on the ecological, social, and legal  
35 consequences of fire. The circumstances under which a fire occurs, and the  
36 likely consequences to firefighter and public safety and welfare, natural and  
37 cultural resources, and values to be protected dictate the appropriate  
38 management response to fire.
- 39 • Response to wildfire in the Wilderness focuses on the natural ecological  
40 role of fire and activities are conducted in a manner compatible with overall  
41 wilderness management objectives (see FSM 2320).
- 42 • Success is achieving reasonable objectives with the least firefighter risk  
43 necessary while enhancing stakeholder support for our management efforts.

**1 Leadership and Accountability**

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

**11 The Operational Environment****12 Risk Management**

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

- 16 • The Forest Service is committed to the aggressive management of risk.
- 17 • Apply a risk management process to minimize unnecessary risk in wildfire  
18 response while maximizing the opportunities to achieve management  
19 objectives.
- 20 • Maintaining state of the art decision support systems based on the best  
21 available science is essential for making sound decisions on how to manage  
22 all wildland fire to achieve Land and Resource Management Plan  
23 objectives, including public and Agency personnel safety.
- 24 • The Forest Service guide to Risk Management and other helpful Risk  
25 Management resources can be found on the USDA Forest Service website  
26 for Risk Management. <https://www.fs.fed.us/managing-land/fire/safety>

**27 Operations**

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

**30 Wildfire Response**

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

- 1 • Maintaining a high capability to ensure effective initial attack is essential to  
2 public and firefighter safety, accomplishment of management objectives,  
3 and cost containment.
- 4 • The interdependence of wildland fire jurisdictions requires the  
5 collaborative, proactive engagement of cooperators, partners, and the public  
6 in response activities.

### 7 **Risk Management Protocol**

8 Forest Service Risk Management Protocol begins with working with partners  
9 and stakeholders to identify values affected by fire (positively and negatively)  
10 and then forming clear and reasonable objectives around these values. The  
11 highest value is human life and thus the primary objective will always be  
12 protection of human life. Other objectives will be weighed against the amount of  
13 risk responders and the public must accept in order to accomplish the objectives  
14 as well as the likelihood of success. The Forest Service is committed to using a  
15 three phased risk management protocol:

#### 16 **I. Pre-season**

17 Pre-season preparedness work is critical to success when the fire starts.

- 18 • Build decision maker and key stakeholder capacity to manage the  
19 uncertainties and inherent risks of fires.
  - 20 ○ Increase understanding of risk management with key stakeholders and  
21 partner agencies.
  - 22 ○ Build agency administrator capacity to perform as risk managers.
- 23 • Determine what values-related spatial data is missing in WFDSS, if any,  
24 and develop a plan for incorporating it into the unit's fire planning map  
25 layers to ensure its availability to support future decisions.
- 26 • Assess risk at a landscape level, looking at National Forest System (NFS)  
27 lands and those adjoining lands that may be impacted by a fire leaving NFS  
28 land.
  - 29 ○ Develop a common understanding of values to be protected by  
30 answering four questions; 'What is important?' 'Why is it important?'  
31 'Who is it important to?' and 'How important is it?'
  - 32 ○ Complete a risk analysis, with key stakeholders and partner agencies, to  
33 predetermine the optimal response strategies for protecting values at  
34 risk. Engage key stakeholders and partner agencies in tabletop  
35 exercises or other venues to ensure alignment.
  - 36 ○ Initiate dialogue with line officers and stakeholders aimed at  
37 understanding, acceptance, and support for alternative risk-based  
38 decisions. This is especially important where there is an expectation  
39 that a fire will become a long-term event, because of an opportunity to  
40 use fire to achieve land management objectives, and/or the need to  
41 adjust the level of engagement based on risks to responders, lack of  
42 available resources and the level of risk toward values to be protected.

## 1 **II. During Incident Phase**

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

- 3 1. Complete an incident risk assessment.
  - 4 ○ Develop an assessment of what is at risk (from preseason work,
  - 5 WFDSS values inventories, analytical tools and products, and/or input
  - 6 from key stakeholders), and the associated probabilities and potential
  - 7 consequences.
- 8 2. Complete a risk analysis.
  - 9 ○ Consider alternatives (objectives, strategies and tactics) against desired
  - 10 outcomes, risks to human life (responders and the public), probability
  - 11 of success and values to be protected.
- 12 3. Complete two-way risk communications.
  - 13 ○ Engage community leaders, local government officials, partners, and
  - 14 other key stakeholders of the incident to share the risk picture and enlist
  - 15 input.
- 16 4. Conduct risk-sharing dialogue.
  - 17 ○ Engage appropriate senior line officers and political appointees (as
  - 18 necessary) regarding the potential decision aimed at obtaining
  - 19 understanding, acceptance, and support for the alternatives and likely
  - 20 decision.
- 21 5. Make the risk-informed decision.
- 22 6. Document the risk: assessment, analysis, communication, sharing and
- 23 decision in WFDSS.
- 24 7. Continue monitoring and adjusting as necessary or as conditions change.

## 25 **III. Post Incident Phase**

26 As a learning organization we should always strive to improve how we conduct  
27 our business. We should endeavor to learn from each incident and apply those  
28 lessons.

- 29 • Complete an incident after action review.
  - 30 ○ Engage key stakeholders of the incident to be involved.
  - 31 ○ Review what worked, what did not work and suggestions for
  - 32 improvement.
  - 33 ○ If a WFDSS decision was necessary, evaluate decision quality and
  - 34 workflow and determine steps necessary to improve.
- 35 • Conduct a peer review after action process.
  - 36 ○ Engage others who have had similar incidents to learn strategies for
  - 37 improvement.
- 38 • Implement plans for improvement.
  - 39 ○ Make use of lessons learned in real-time if possible.

40 The following Risk Assessment and Risk Decision questions are designed to  
41 inform fire management decisions by stimulating thinking and prompting  
42 dialogue, analyzing and assessing risk, and recognizing shared risks and  
43 communicating those risks within the Agency and with partners and  
44 stakeholders.

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

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

#### 25 **Level**

26 The Forest Service has developed core fire management competencies for line  
27 officers with oversight responsibilities over fire management programs. They  
28 are presented here for reference:

- 29 • Knowledge of fire program management including ability to integrate fire  
30 and fuels management across all program areas and functions;
- 31 • Ability to implement fire management strategies and integrate natural  
32 resource concerns into collaborative community protection and ecosystem  
33 restoration strategies;
- 34 • Knowledge to oversee a fire management program including budget,  
35 preparedness, prevention, suppression, and hazardous fuels reduction;
- 36 • Ability to serve as an agency administrator exercising authority to initiate  
37 prescribed fire and other hazardous fuel reduction activities;
- 38 • Ability to serve as an agency administrator during an incident on an  
39 assigned unit; and
- 40 • Ability to provide a fully staffed, highly qualified, and diversified  
41 firefighting workforce that exists in a “life first” and “readiness”  
42 environment.

**1 Responsibilities**

- 2 • Line officers are responsible for all aspects of fire management.
- 3 • Integrate fire and fuels management across all functional areas.
- 4 • Implement fire management strategies and integrate natural resource
- 5 concerns into collaborative community protection and ecosystem restoration
- 6 strategies on the unit.
- 7 • Manage a budget that includes fire preparedness, prevention, suppression,
- 8 and hazardous fuels in an annual program of work for the unit.
- 9 • Perform duties of agency administrator and maintain those qualifications.
- 10 • Provide a fully staffed, highly qualified, and diverse workforce in a "safety
- 11 first" environment.
- 12 • Support and participate in wildfire prevention.
- 13 • Ensure operational fire management responsibilities remain separated from
- 14 agency administrator responsibilities in order to avoid collateral duty
- 15 conflicts.

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

**18 Preparedness**

19 Preparedness is a continuous process that includes all fire management activities  
20 conducted in advance of wildfire ignitions to ensure an appropriate, risk  
21 informed and effective wildfire response to meet National and Agency goals.

- 22 • Take all necessary and prudent actions to ensure firefighter and public
- 23 safety.
- 24 • Ensure sufficient qualified fire and non-fire personnel are available to
- 25 support fire operations at a level commensurate with the local and national
- 26 fire situation.
- 27 • Ensure accurate position descriptions are developed and reflect the
- 28 complexity of the unit. Individual Development Plans promote and enhance
- 29 FMO currency and development.
- 30 • Provide a written delegation of authority to FMOs that provides an adequate
- 31 level of operational authority at the unit level. Include Multi-Agency
- 32 Coordinating (MAC) Group authority, as appropriate.
- 33 • Ensure the plans contained in the Fire Management Reference System
- 34 (FMRS) are based on resource objectives found in the LRMP.
- 35 • Ensure budget requests and allocations reflect preparedness requirements
- 36 from the program of work and support objectives from the LRMP.
- 37 • Develop preparedness standards that are in compliance with agency fire
- 38 policies.
- 39 • Management teams meet once a year to review fire and aviation policies,
- 40 roles, responsibilities, and delegations of authority. Specifically address
- 41 oversight and management controls, critical safety issues, and high-risk
- 42 situations such as transfers of incident command, periods of multiple fire
- 43 activity, and Red Flag Warnings.

- 1 • Ensure fire and aviation preparedness reviews are conducted each year and  
2 include the key components of the record of decision for the nationwide  
3 aerial application of fire retardant on National Forest System land.
- 4 • Meet annually with cooperators and review interagency agreements to  
5 ensure their continued effectiveness and efficiency.
- 6 • Meet annually with local US Fish and Wildlife Service and NOAA  
7 Fisheries specialists to ensure the avoidance maps reflect changes during  
8 the year on additional species or changes made for designated critical  
9 habitat, and reporting and monitoring guidelines are still valid and being  
10 applied.

#### 11 **Wildfire Response**

- 12 • Ensure use of fire funds is in compliance with Agency policies.
- 13 • WFSS will be used to develop, approve and publish decisions on all fires.  
14 As appropriate, use analytical tools and products to INFORM and support  
15 decision-making. See chapter 11 for the fire criteria that require a published  
16 decision.
- 17 • Personally attend reviews on Type 1 and Type 2 fires. Ensure agency  
18 administrator representatives are assigned when appropriate.
- 19 • Provide incident management objectives, written delegations of authority,  
20 leader's intent and a complete agency administrator briefing to incident  
21 management teams.
- 22 • Ensure briefings include any applicable information for avoidance areas and  
23 waterways per the nationwide aerial application of fire retardant direction,  
24 mapping, and cultural resources. Include the reporting requirements in the  
25 briefing if a misapplication of fire chemical occurs. Provide resource  
26 advisors if the use of aerially applied fire retardant is expected and the unit  
27 has mapped avoidance areas (which include waterways and 300' or larger  
28 buffers) and otherwise evaluate the need for resource advisors for all other  
29 fires, and assign as appropriate.
- 30 • For all unplanned human-caused fires where responsibility can be  
31 determined, ensure actions are initiated to recover cost of suppression  
32 activities, land rehabilitation, damages to the resource, and improvements.
- 33 • Ensure structure exposure protection principles are followed (FSM 5135).
- 34 • Ensure that a sufficient number of incident after action reviews are  
35 conducted for Type 3, 4, and 5 wildfires to adequately assess the unit's  
36 wildfire response capability, performance, procedures and to enhance  
37 learning.
- 38 • ### Ensure smoke impacts to the public and fire personnel are addressed  
39 through incident management team ordering of Air Resource Advisors  
40 (THSP ARA) on Type 1 fires to the maximum extent practicable. Consider  
41 ordering ARAs to Type 2 fires (as per Public Law 116-9, the Dingell Act,  
42 2019).

#### 43 **Wildfire Response Responsibilities and Oversight**



- 1 • Agency administrators will ensure that all Forest Service employees and
- 2 employees of interagency partners working on Forest Service jurisdiction
- 3 wildfires clearly understand direction.
- 4 • Agency administrators must approve and publish decisions in WFDSS in a
- 5 timely manner and issue delegations of authority to the incident commander
- 6 in accordance with FSM 5133.3.
- 7 • Analytical tools and/or products both within WFDSS and outside of the
- 8 application should be used to inform and support strategic decision-making
- 9 and risk assessment inputs.
- 10 • Line officers will assign agency administrators to oversee incidents ### and
- 11 approve WFDSS decisions based on certification level according to incident
- 12 type.

Incident Type	USFS AA Certification Level to Approve WFDSS Decisions & Provide Incident Oversight <sup>1</sup>
Type 1	Advanced level
Type 2	Journey level
Type 3, 4, 5	Working level

<sup>1</sup>Authority may be retained at the regional forester level.

- 13 • Critical long duration wildfire oversight roles include ensuring that:
  - 14 ○ Up-to-date Published Decisions are completed and documented in
  - 15 WFDSS.
  - 16 ○ Hazards are identified and risk assessments are incorporated into
  - 17 Published Decisions.
  - 18 ○ Coordination with partners and potentially affected parties is conducted
  - 19 (including smoke impacts); Unified Command is implemented early
  - 20 when appropriate.
  - 21 ○ ### Air Resource Advisors (THSP) are utilized on Type 1 fires to the
  - 22 maximum extent practicable and consideration of ordering for Type 2
  - 23 fires (as per Public Law 116-9, the Dingell Act, 2019).
  - 24 ○ Resource capacity and availability are adequately assessed to meet
  - 25 expectations.
- 26 • This oversight role should address concerns of the states, cooperators, and
- 27 the public including air quality impacts from multiple wildfires.

28 **Safety**

- 29 • Review safety policies, procedures, and concerns with field fire and
- 30 aviation personnel.
- 31 • Ensure timely follow-up actions to program reviews, fire preparedness
- 32 reviews, fire and aviation safety reviews, and management reviews.
- 33 • Monitor the fire situation and provide oversight during periods of critical
- 34 fire activity and situations of high risk.
- 35 • Ensure there is adequate direction in fire management plans to maintain fire
- 36 danger awareness.
- 37 • Take appropriate actions with escalating fire potential.

- 1 • Ensure appropriate investigation or Lessons Learned analyses are conducted  
2 for incidents, entrapments, and serious accidents (see FSM 6730).

### 3 **Fuels**

- 4 • Plan and implement a hazardous fuels management and prescribed fire  
5 program applying principles and policy elements described in FSM 5100  
6 and 5140 and guided by the goals described in the National Cohesive  
7 Wildland Fire Strategy.
- 8 • Complete a fuels treatment effectiveness assessment on all wildfires which  
9 start in or burn into a fuel treatment area.
- 10 • Enter results of the assessment into the Fuels Treatment Effectiveness  
11 Monitoring (FTEM) database within 90 days of control of a fire. The FTEM  
12 database is located within the Interagency Fuels Treatment Decision  
13 Support System at the following website:  
14 [https://iftdss.firenet.gov/landing\\_page/](https://iftdss.firenet.gov/landing_page/). Links to optional reporting  
15 templates and other information related to the FTEM reporting requirement  
16 can be found at: <http://fsweb.wo.fs.fed.us/fire/fam/fuels/hazardous.html>.
- 17 • Use the Interagency Fuels Treatment Decision Support System (IFTDSS) to  
18 assist with fuels planning, prescribed burn development, risk analysis, etc.  
19 [https://iftdss.firenet.gov/landing\\_page/](https://iftdss.firenet.gov/landing_page/).

### 20 **Prescribed Fire**

- 21 • Provide program leadership by visiting prescribed fire treatment projects  
22 and providing leader's intent to prescribed fire personnel.
- 23 • Ensure compliance with National and Regional Office policy and direction  
24 for prescribed fire activities and ensure that periodic reviews and  
25 inspections of the prescribed fire program are completed.
- 26 • Coordinate prescribed fire program activities with regional air quality  
27 specialists and federal, state, Tribal, air pollution control district or county  
28 regulatory authorities to ensure compliance with their regulations supported  
29 by the Clean Air Act.
- 30 • When multiple wildland fire events are occurring within an airshed, or any  
31 airshed is impacted by ongoing wildland fire events, fire managers will  
32 consider the cumulative impact to air quality. Initiation of new prescribed  
33 fire must be in compliance with air quality regulations and standards.
- 34 • All prescribed fires should be conducted using Basic Smoke Management  
35 Practices. USDA Natural Resources Conservation Service and Forest  
36 Service Technical Note (2011).  
37 <https://www.nrcs.usda.gov/wps/portal/nrcs/main/national/air/>
- 38 • Ensure a prescribed fire plan is written and approved for each project prior  
39 to implementation in accordance with the *Interagency Prescribed Fire*  
40 *Planning and Implementation Procedures Guide* (PMS 484) available at  
41 <https://www.nwcg.gov/publications/484>.
- 42 • Review and approve prescribed fire plans and ignitions:  
43 ○ Engage in the development of the Complexity Analysis; review and  
44 approve the final complexity rating.

- 1 ○ Ensure that the prescribed fire plan has been reviewed and
- 2 recommended by a qualified technical reviewer.
- 3 ○ Ensure that prescribed fire plans are designed to achieve desired
- 4 conditions as described in Land and Resource Management Plans and
- 5 project-specific NEPA decision document.
- 6 ○ Approve prescribed fire plan amendments and determine the need for
- 7 additional technical review of proposed plan amendments prior to
- 8 approval.
- 9 ○ If more than one year has elapsed since a prescribed fire plan was last
- 10 approved, the plan will be reviewed, updated as necessary, and re-
- 11 approved before implementation.
- 12 ○ Authorize ignition of prescribed fire as delegated and adhere to
- 13 procedures as described in FSM 5140 for Regional and/or National
- 14 level approvals for initiation of new and continued prescribed fire
- 15 activities at National Preparedness levels 4 and 5 or when forecast
- 16 National Fire Danger Rating System adjective ratings are at “Extreme”
- 17 category.
- 18 ● Use Analytical tools such as IFTDSS - Interagency Fuels Treatment
- 19 Decision Support System, to assist with treatment options, fire behavior
- 20 potential, prescribed burning prescriptions, and values at risk to help inform
- 21 fuels planning efforts and implementation options.
- 22 ● Report all instances of prescribed fires resulting in a wildfire declaration
- 23 and/or air quality Notice-of-Violation as required in FSM 5140.

#### 24 **Agency Administrator Training and Certifications for Wildland Fire**

#### 25 **Management**

26 There are two separate and distinct certifications that agency administrators  
27 must attain related to fire management, one for wildfire decision making and  
28 one for prescribed fire. The training and experience requirements and  
29 certification process for both wildfire and prescribed fire are described below.

#### 30 **Agency Administrator Core Competencies**

31 Core competencies that must be demonstrated by agency administrators  
32 exercising decision-making authority for wildfires or prescribed fires include:

- 33 ● Risk Management
- 34 ● Wildfire response and incident management processes
- 35 ● WFDSS/IFTDSS and other decision support tools
- 36 ● Fuels management and prescribed fire processes
- 37 ● Fire Prevention, mitigation, and education processes
- 38 ● Social, political, economic and environmental impacts of wildland fire
- 39 management activities
- 40 ● Collaboration with partners and stakeholders
- 41 ● Fiscal management

42 These core competencies form the basis for the Agency Administrator Task  
43 Book which is used to document that an individual has indeed demonstrated

1 these competencies while working toward certification. For access to the Task  
 2 Book, Pathways Chart and additional information on the Forest Service Agency  
 3 Administrator Fire Certification Programs, visit the Agency Administrator  
 4 Toolbox at <https://wfmrda.nwcg.gov>.

5 **Definitions**

6 **Agency Administrator:** A general term meaning the official with the delegated  
 7 authority, responsibility, and qualifications for decision-making on incidents or  
 8 prescribed fire within a particular administrative unit.

9 **Agency Administrator Representative:** A representative that carries out  
 10 Agency Administrator roles and responsibilities as delegated.

11 **Agency Administrator Trainee:** An agency administrator working on  
 12 certification at any given level by performing the role under the supervision and  
 13 authority of a fully qualified agency administrator.

14 **Coach:** A fully qualified agency administrator certified at an experience level  
 15 commensurate with the incident or project being managed (e.g., journey or  
 16 advanced for wildfire and moderate or high for prescribed fire). The role of the  
 17 coach is to advise and support the agency administrator trainee through various  
 18 aspects of a wildfire incident, prescribed fire or all hazard incident.

### Incident or Project Type	Minimum Certification Level to Serve as AA Coach/Evaluator
Wildfire – Type 1	Advanced
Wildfire – Type 2	Journey
Wildfire – Type 3, 4, 5	Journey
Prescribed Fire – High Complexity	High
Prescribed Fire – Moderate Complexity	Moderate
Prescribed Fire – Low Complexity	Moderate

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

22 **Line Officer:** A Forest Service official who serves in a direct line of command  
 23 from the chief and has been delegated authority to make and execute decisions  
 24 for their administrative unit(s). Examples are the deputy chiefs, director of law  
 25 enforcement and investigations, regional foresters, station directors, forest  
 26 supervisors, and district rangers. Line officers have authority to issue direction  
 27 within delegated levels.

28 **Shadow:** A learning opportunity to observe various elements of a fire program.  
 29 This position does not perform the duties of an agency administrator but  
 30 observes a qualified AA during an incident for the purpose of increasing  
 31 understanding of the duties. The shadow may participate as an individual or part

1 of a group of trainees. It is an observational learning assignment; certification  
2 recommendations should be reserved for active trainee assignments where tasks  
3 are being performed, however certain aspects of the task book may be  
4 accomplished during the assignment.

#### 5 **Agency Administrator Wildfire Certification Program**

6 The following principles will guide certification of agency administrators in  
7 wildfire management:

- 8 • Regional foresters are accountable for annual certification of agency  
9 administrators by review process established by regional forester, such as  
10 regional line officer team;
- 11 • Agency administrator evaluation includes standards for training,  
12 background and experience, demonstrated ability, and utilizing the task  
13 book and Wildfire Pathways Chart which will result in a qualitative  
14 evaluation of readiness by the regional forester;
- 15 • When the complexity level of a wildfire exceeds an agency administrator's  
16 certification, a coach will be assigned;
- 17 • Care should be taken when assigning acting AAs to ensure operational fire  
18 management responsibilities remain separated from agency administrator  
19 responsibilities in order to avoid collateral duty conflicts;
- 20 • Agency administrator competencies (aka certification level) supersedes  
21 position (e.g., a district ranger certified at the Advanced Level may be the  
22 AA for a Type I incident);
- 23 • This certification program will be periodically evaluated and updated as  
24 needed. When changes are made in training requirements, the regional  
25 forester may choose to "grandfather" agency administrators thereby  
26 maintaining their existing certification level; however, the updated training  
27 requirements must be met before advancement to the next level or before  
28 recertification after a lapse in currency;
- 29 • Assistance with decision documentation and analysis can be requested  
30 through the Wildland Fire Management RD&A – National Fire Decision  
31 Support Center (NFDSC); and
- 32 • The coaching/shadowing functions, to be administered by each region, is an  
33 integral part of this certification program.

#### 34 **Agency Administrators will be evaluated in three basic areas:**

- 35 • Training;
- 36 • Background and experience; and
- 37 • Demonstrated understanding of concepts and principles as outlined in the  
38 Task Book.

39 This certification program is a multi-level process where agency administrators  
40 demonstrate competence in one of three levels of managing wildfires. Those  
41 levels would be Working, Journey, and Advanced.

#### 42 **Guidelines**

1 In consideration of the appropriate level (Working, Journey, Advanced) to  
2 assign an agency administrator, the regional Forester should consider the  
3 following guidelines:

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

7 **Working Level** – The agency administrator could manage a Type 3, 4 or 5  
8 wildfire or similar complexity incident. The agency administrator must meet the  
9 following in order to be certified at the Working Level:

- 10 • **Required Training:** *Risk Management 101*; M-581, *Fire Program*  
11 *Management, an Overview*, ### or Agency Administrators Prescribed Fire  
12 *Workshop at the Prescribed Fire Training Center (recommended for AAs*  
13 *seeking more hands-on prescribed fire experience)*, and WFDSS training –  
14 WFDSS Refresher Topics located on the Agency Administrator Toolbox.  
15 <https://wfmrda.nwcg.gov>
- 16 • **Required Background and Experience:**
  - 17 ○ Successful management of a minimum of one Type 3 or higher fire.  
18 Consider duration, complexity and size of the fire.
- 19 • **Other Background, Experience, and Training That Supports:**
  - 20 ○ Applicable experience in prescribed fire, wildfire, all-hazard or other  
21 incident oversight may also be considered in addition to other  
22 guidelines.
  - 23 ○ Management oversight of a moderate-high complexity fire program  
24 ### as defined by Interagency Fire Program Management standards.
- 25 • **Demonstrated Ability:** Successful evaluation by a coach (including  
26 feedback from ICs or ACs) that the candidate has demonstrated  
27 understanding and application of the responsibilities of an agency  
28 administrator trainee. Use AA Task Book to document.

29 **Journey Level** – The Agency administrator could manage Type 2 or lower  
30 complexity fires or similar incidents. The Agency administrator needs to be  
31 certified at the Working Level and meet the following to become certified at the  
32 Journey Level:

- 33 • **Required Training:** ### *Risk Management 101*; M-581, *Fire Program*  
34 *Management, an Overview*, or Agency Administrators Prescribed Fire  
35 *Workshop at the Prescribed Fire Training Center (recommended for AAs*  
36 *seeking more hands-on prescribed fire experience)*; at least one  
37 continuing education course in fireline leadership/decision-making.  
38 Pathways diagram and resources can be found on the Agency Administrator  
39 Toolbox. <https://wfmrda.nwcg.gov>
- 40 • **Required Background and Experience:**
  - 41 ○ Successful management of a minimum of one Type 2 fire or similar  
42 complexity incident. Duration, complexity and size of the fire should  
43 be considered.
- 44 • **Other Background, Experience, and Training That Supports:**

- 1     ○ Applicable experience in prescribed fire, wildfire, all-hazard or other  
2     incident oversight may also be considered in addition to other  
3     guidelines.
- 4     ○ Management oversight of a moderate-high complexity fire program  
5     ### as defined by Interagency Fire Program Management standards.
- 6     ● **Demonstrated Ability:** Successful evaluation by a coach (including  
7     feedback from ICs or ACs) that the candidate has demonstrated  
8     understanding and application of the responsibilities of an agency  
9     administrator. Use AA Task Book to document.
- 10  **Advanced Level** – The agency administrator could manage one or more Type 1  
11  wildfire or similar complexity incidents. The agency administrator needs to be  
12  certified at the Journey Level, and meet the following to become certified at the  
13  Advanced Level:
- 14  ● **Required Training:** ### *Risk Management 101*; M-582, *Fire Program*  
15  *Management, Leading Complex Fire Programs* ### or Agency  
16  Administrators Prescribed Fire Workshop at the Prescribed Fire Training  
17  Center (recommended for AAs seeking more hands-on prescribed fire  
18  experience); and at least one ### additional continuing education course in  
19  fireline leadership/decision-making. Pathways diagram and resources can  
20  be found on the Agency Administrator Toolbox. <https://wfmrda.nwcg.gov>
- 21  ● **Required Background and Experience:**
- 22  ○ Successful management of one Type 1 wildfire or similar complexity  
23  incident. Duration, complexity, and size of the fires should be  
24  considered.
- 25  ● **Other Background, Experience, and Training That Supports:**
- 26  ○ Applicable experience in prescribed fire, wildfire, all-hazard or other  
27  incident oversight may also be considered in addition to other  
28  guidelines.
- 29  ○ Management oversight of a moderate to high-complexity fire program  
30  ### as defined by Interagency Fire Program Management standards.
- 31  ● **Demonstrated Ability:** Successful evaluation by a coach (including  
32  feedback from ICs or ACs) that the candidate has demonstrated  
33  understanding and application of the responsibilities of an agency  
34  administrator on large complex fires. Use AA Task Book to document.
- 35  **Evaluation Process**
- 36  ● Every trainee will receive an evaluation from a certified agency  
37  administrator/agency administrator representative or coach using the  
38  Agency Administrator Task Book identified in the *Line Officer/Agency*  
39  *Administrator Desk Reference for Fire Program Management*.
- 40  ● Individuals involved in a shadow assignment should receive creditable  
41  experience through documentation.
- 42  ● The purpose of the Task Book is to provide consistency for the agency  
43  administrator coach/evaluator to evaluate trainees and document their

- 1 demonstrated abilities to achieve the core competencies, which will be used  
2 as a component to achieve the next level certification.
- 3 • Every trainee will complete a Task Book for evaluation from an agency  
4 administrator.

5 Training opportunities and work experiences to achieve and maintain core  
6 competencies:

- 7 • Refer to the pathways chart found in the Agency Administrator Toolbox.  
8 <https://wfmrda.nwcg.gov>

### 9 **Currency**

10 Currency is certified annually by the regional forester for frequency of  
11 demonstrated exercise of core competencies through activities such as those  
12 described above or assignments as agency administrator on incidents of  
13 appropriate level within a ~~### three year~~ five-year interval.

14 ~~### WFDSS refresher training is recommended annually, but at a minimum~~  
15 ~~must be attended at least once within the 5-year currency period.~~

### 16 ~~### Guidance on the Selection of Coaches~~

17 ~~See Coach/Shadow guide in the Agency Administrator Toolbox.~~

18 ~~<https://wfmrda.nwcg.gov>~~

### 19 **Agency Administrator Prescribed Fire Certification**

20 The following principles will guide certification of agency administrators (AA)  
21 for prescribed fire:

- 22 • Regional foresters are accountable for annual certification of AAs to  
23 approve and authorize prescribed fire.
- 24 • Agency administrator evaluation includes standards for training,  
25 background and experience, and demonstrated ability, which will result in a  
26 qualitative evaluation of readiness by the regional forester.
- 27 • When the complexity level of a prescribed fire exceeds an AAs  
28 certification, an appropriately certified AA will be assigned and must  
29 approve the complexity analysis and the burn plan along with the AA being  
30 mentored/coached.
- 31 • The authorization to ignite a prescribed fire must be approved by an  
32 appropriately certified AA; however, the line officer with authority over  
33 their assigned unit will also retain authority to ~~### authorize or~~ prohibit the  
34 ignition based on their judgement regardless of their certification level.
- 35 • Care should be taken when assigning Acting AAs to ensure operational fire  
36 management responsibilities remain separate from AA responsibilities in  
37 order to avoid collateral duty conflicts.
- 38 • This certification program will be periodically evaluated and updated as  
39 needed; when changes are made in training requirements, the regional  
40 forester may choose to “grandfather” AAs thereby maintaining their  
41 existing certification level, however the updated training requirements must  
42 be met before advancement to the next level or before recertification after a  
43 lapse in currency.



- 1 • The Coach/Shadow functions, to be administered by each region, is an  
2 integral part of this certification program.

3 **Agency administrators will be evaluated in three basic areas:**

- 4 • Training;  
5 • Background and experience; and  
6 • Demonstrated understanding of concepts and principles.

7 This certification program is a multi-level process where agency administrators  
8 demonstrate competence in one of three levels of prescribed fire complexity.  
9 Those levels are Low, Moderate, and High.

10 **Guidelines**

11 In consideration of the appropriate qualification level (Low, Moderate, or High)  
12 to certify an agency administrator, the regional forester should consider the  
13 following guidelines:

14 **Low Complexity Level**

15 The agency administrator can review, approve, authorize and provide oversight  
16 for the management of low complexity prescribed fires. The agency  
17 administrator trainee must meet the following in order to be certified at the Low  
18 Complexity level:

19 **Required Training:** ~~### Risk Management 101;~~ M-581, *Fire Program*  
20 *Management, an Overview*, ~~### or~~ OR Prescribed Fire Workshop at the  
21 Prescribed Fire Training Center (recommended for AAs seeking more hands-on  
22 prescribed fire experience).

- 23 • **Required Background and Experience:** Successful management of a  
24 minimum of one (1) Low Complexity prescribed fire, or one or more low  
25 complexity wildfires (Type 4 or 5).  
26 • **Other Background, Experience, and Training That Supports:**  
27 ○ Applicable experience in prescribed fire, wildfire, all-hazard or other  
28 incident or project oversight may also be considered in addition to other  
29 guidelines.  
30 ○ Management oversight of a low-complexity fire program.  
31 • **Demonstrated Ability:** Successful evaluation by a coach (including  
32 feedback from FMO/fire staff/director) that the candidate has demonstrated  
33 understanding and application of the responsibilities of an agency  
34 administrator on smaller low-complexity prescribed fires with a basic  
35 understanding of the elements of the core competencies. Use AA Task Book  
36 to document.

37 **Moderate Complexity Level**

38 The agency administrator can review, approve, authorize and provide oversight  
39 for the management of moderate complexity prescribed fires. The agency  
40 administrator trainee needs to ~~### be certified at~~ meet the required training for  
41 the Low Complexity Level and meet the following to become certified at the  
42 Moderate Complexity level:

- 1 • **Required Training:** **### Risk Management 101** At least one continuing  
2 education course in fireline leadership/decision-making. Pathways diagram  
3 and resources can be found on the Agency Administrator Toolbox.  
4 <https://wfmrda.nwcg.gov>
- 5 • **Required Background and Experience:** Successfully review and approve  
6 one (1) or more prescribed fire plans at a moderate complexity level and  
7 authorize and provide oversight for the ignition of three (3) or more  
8 individual burn units under a moderate complexity plan, and complete a  
9 minimum of (1) post-burn review of a moderate complexity prescribed fire.
- 10 • **Other Background, Experience, and Training That Supports:**
  - 11 ○ Applicable experience in wildfire, all-hazard or other incident oversight  
12 may also be considered in lieu of other guidelines.
  - 13 ○ Management oversight of a moderately complex prescribed fire  
14 program, providing for a workforce with appropriate training and  
15 equipment, NEPA compliance and project planning, social/political  
16 considerations, smoke management, public information, etc.
- 17 • **Demonstrated Ability:** Successful evaluation by a supervisor or coach  
18 (including feedback from FMO/Fire Staff/Director) that the candidate has  
19 demonstrated understanding and application of the responsibilities of an  
20 agency administrator on moderate complexity prescribed fires with an  
21 understanding of the core competencies and other elements that may be  
22 relevant. **### Use AA Task Book to document.**

### 23 High Complexity Level

24 The agency administrator can review, approve, authorize and provide oversight  
25 for the management of high complexity prescribed fires. The agency  
26 administrator trainee needs to be certified at the Moderate Complexity Level, and  
27 meet the following to become certified at the High Complexity Level:

- 28 • **Required Training:** **### Risk Management 101**; M-582, *Fire Program*  
29 *Management, Leading Complex Fire Programs*; **### OR Agency**  
30 **Administrators Prescribed Fire Workshop at the Prescribed Fire Training**  
31 **Center (recommended for AAs seeking more hands-on prescribed fire**  
32 **experience; AND** at least one **### additional** continuing education course in  
33 fireline leadership/decision-making. Pathways diagram and resources can  
34 be found on the Agency Administrator Toolbox. <https://wfmrda.nwcg.gov>
- 35 • **Required Background and Experience:** Successfully review and approve  
36 one (1) or more prescribed fire plans at a high complexity level and  
37 authorize and provide oversight for the ignition of one (1) or more burn  
38 units under a high complexity prescribed fire plan and, complete a  
39 minimum of one (1) post-burn review of a high complexity prescribed fire.
- 40 • **Other Background, Experience, and Training That Supports:**
  - 41 ○ Applicable experience in prescribed fire, wildfire, all-hazard or other  
42 incident oversight may also be considered in lieu of other guidelines.
  - 43 ○ Management oversight of a moderate to high complexity prescribed fire  
44 program, providing for a workforce with appropriate training and

- 1 equipment, NEPA compliance and project planning, social/political  
2 considerations, smoke management, public information, etc.
- 3 • **Demonstrated Ability:** Successful evaluation by an agency administrator  
4 or coach (including feedback from FMO/Fire Staff/Director) that the  
5 candidate has demonstrated understanding and application of the  
6 responsibilities of an agency administrator on large complex fires in the  
7 core competencies, and other elements that may be relevant. ### Use AA  
8 Task Book to document.

#### 9 Evaluation Process

- 10 • Every trainee will receive an evaluation from a certified Agency  
11 Administrator or coach using the agency administrator task book.
- 12 • Individuals involved in a shadow assignment should receive creditable  
13 experience through documentation.

14 Refer to the pathways chart found in the Agency Administrator Toolbox.  
15 <https://wfmrda.nwcg.gov>

16 Training opportunities to achieve and maintain core competencies:

- 17 • Upper levels of fire leadership and fire management courses;
- 18 • Function as the agency administrator in sand table exercises and training  
19 simulations;
- 20 • Participate in prescribed fire and fire management training such as RX-410  
21 and RX-510;
- 22 • Act as a member or leader for a team assigned to review a Declared  
23 Wildfire or Violation of Air Quality Standards;
- 24 • Attendance/Participation in RT-300, *Prescribed Fire Burn Boss Refresher*  
25 training;
- 26 • Participate in prescribed fires and/or attend prescribed fire training; and
- 27 • Participate in other leadership and/or decision-making training.

#### 28 Currency

29 Currency is certified annually by the regional forester for frequency of  
30 demonstrated exercise of Core Competencies through activities such as those  
31 described above or assignments as agency administrator on incidents of  
32 appropriate level within a ### ~~three-year~~ five-year interval.

#### 33 ### Guidance on the Selection of Coaches

34 Refer to the pathways chart found in the Agency Administrator Toolbox.  
35 <https://wfmrda.nwcg.gov>

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

#### 38 Preparedness

- 39 • Use sound risk management practices as the foundation for all aspects of  
40 fire and aviation management.

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

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

### 21 **Safety**

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

### 32 **Prescribed Fire**

- 33 • Ensure a written, approved burn plan exists for each prescribed fire project.
- 34 • Prepare and implement all prescribed fire plans in accordance with the  
35 *Interagency Prescribed Fire Planning and Implementation Procedures*  
36 *Guide* (PMS 484) available at <https://www.nwcg.gov/publications/484>.
- 37 • Ensure that the prescribed fire burn boss assigned to each project is  
38 qualified at the appropriate level as determined by project complexity (see  
39 the *Interagency Prescribed Fire Planning and Implementation Procedures*  
40 *Guide* at <https://www.nwcg.gov/publications/484> for specific guidance).
- 41 • Responsibility for prescribed fires in patrol/mop-up status may be assigned  
42 to the unit duty officer (see below) until declared “out.” The DO may assign  
43 either a burn boss or incident commander at a level commensurate with  
44 expected activities to coordinate on-site actions (e.g., ICT5 for 1 engine to

- 1 patrol). In the event that elements of the burn plan other than patrol/mop-up  
2 (e.g., holding or contingency) become necessary, then an appropriately  
3 qualified Burn Boss will be assigned to continue implementation of the  
4 approved burn plan.
- 5 • Review and update all prescribed fire plans as necessary to comply with  
6 policy or procedures and submit to agency administrator for review and  
7 approval.
  - 8 • Submit amendments to prescribed fire plans to the agency administrator for  
9 approval.
  - 10 • If more than one year has elapsed since approval, a prescribed fire plan will  
11 be reviewed to ensure assumptions are still valid and conditions have not  
12 changed, updated as necessary, and resubmitted to the agency administrator  
13 for approval.

14 **Fire and Aviation Management (FAM) Duty Officer**

15 Each Forest or Grassland fire management officer or assistant fire management  
16 officer will perform the duties of a FAM duty officer (DO) for their unit, or will  
17 provide a delegated DO, during any periods of predicted or actual incident  
18 activity. Individuals performing as DO must have the approval of the unit's  
19 agency administrator and meet the minimum NWCG qualifications as identified  
20 in the FS-FAQG chapter 4. [https://www.fs.fed.us/managing-](https://www.fs.fed.us/managing-land/fire/publications)  
21 [land/fire/publications](https://www.fs.fed.us/managing-land/fire/publications)

1 The required duties for all DOs are:

- 2 • Serve as the unit's primary contact with Dispatch for both on and off-unit
- 3 assignments.
- 4 • Monitor unit incident activity for compliance with Forest Service risk
- 5 management practices.
- 6 • Coordinate and set priorities for unit suppression actions and resource
- 7 allocation.
- 8 • Keep agency administrators, suppression resources, and information
- 9 officers informed of the current and expected situation.
- 10 • Plan for and implement actions required for future needs.
- 11 • Document key decisions and actions.

12 DOs will perform the above duties in addition to any unit specific duties  
13 assigned by the unit's agency administrators or fire managers through a  
14 delegation of authority or unit operating plan.

15 In the event that the DO is required to accept an incident assignment, the  
16 outgoing DO must transition with another qualified and approved DO.

17 Use of district/zone DOs is intended to manage span of control. When assigned  
18 to the DO role, DOs will not concurrently perform any ICS command or  
19 operational functions directly connected to an incident.

20 DO staffing levels may vary based on locally determined metrics such as fire  
21 danger, local area planning level, predicted incident activity, prescribed fire  
22 implementation, and/or span of control.

### 23 **Fire Management Position Requirements**

24 The *Interagency Fire Program Management Qualifications Standard (IFPM)*  
25 and *Forest Service Fire Program Management Standard (FS-FPM)* will be used  
26 in conjunction with specific agency requirements when filling vacant fire  
27 program positions, and as an aid in developing individual development plans  
28 (IDPs) for employees.

### 29 **Structure Exposure Protection Principles**

#### 30 **Mission and Role**

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

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

### 7 **Strategic Principles**

- 8 • The Forest Service actively supports creation of Firewise and Fire Adapted  
9 Communities and structures that can survive wildfire without intervention.  
10 We support the concept that property owners have primary responsibility  
11 for reducing wildfire risks to their lands and assets.
- 12 • The Forest Service will actively work toward applying Firewise concepts to  
13 all Forest Service owned structures, facilities, and permitted use to serve as  
14 a model to publics and communities.
- 15 • The Forest Service will apply strategy and tactics to keep wildfires from  
16 reaching structures, as prudent to do so, considering risk to firefighters and  
17 publics, fire behavior, values at risk including natural resources, availability  
18 of firefighting resources, and jurisdictional authorities.
- 19 • The use of wildland tactics in the WUI, when risks are mitigated, will be  
20 based on the objectives of preventing wildfire from reaching areas of  
21 structures and/or reducing the intensity of fire that does reach structures.
- 22 • Structure protection will be limited to the use of standard wildfire response  
23 tactics including the use of standard equipment, fire control lines, and the  
24 extinguishment of spot fires near or on the structure when safe and  
25 practical.
- 26 • The Forest Service will be proactive in developing agreements with  
27 interagency partners to clarify its structure protection policy.
- 28 • The Forest Service structure protection role is based on the assumption that  
29 other Departments and agencies will fulfill their primary roles and  
30 responsibilities. The Forest Service will not usurp individual, local, or state  
31 responsibility for structure protection.
- 32 • Prior to task implementation, a specific structure protection role briefing  
33 will be accomplished.

### 34 **Tactical Applications**

#### 35 ***Structure Protection Definition***

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

#### 42 ***USFS Role***

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



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

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

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

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

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

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

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

1 The Forest Service shall not:

- 2 • Take direct suppression actions on structures other than those that tactically  
3 reduce the threat of fire spread to them.  
4 • Enter structures or work on roofs of structures for the purpose of direct  
5 suppression actions.

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

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

#### 19 ***Local Government Role***

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

#### 24 ***Cost***

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

#### 30 ***Tactical Operating Principles***

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

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

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

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## Chapter 6 BIA Program Organization and Responsibilities

### Bureau of Indian Affairs Fire Management Policy

Policy and responsibility for the Bureau of Indian Affairs (BIA) WFM program is documented in 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 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. 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 the following programs: Job Recruitment, BIA Training, Pathways Internship Program, Fuels Management, Aviation Safety and Wildland Fire Prevention. The address to the BIA Fire Management website is <https://www.bia.gov/bia/ots/dfwfm/bwfm>.

### Agency Administrator's Roles Responsibilities

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. Bureau Administrators have many responsibilities relating to Wildland Fire Management activities which are provided in Part 90 (Wildland Fire Management), Indian Affairs Manual (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 bureau 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.

1  
2 Additionally, the following responsibilities are applicable and will ultimately  
3 reside in 90 IAM 7 (Wildfire Response) once this chapter is published.

4 **Director, Bureau of Indian Affairs**

- 5 • ### Reference Part 90 (Wildland Fire Management), Indian Affairs Manual  
6 (IAM), chapters 1-8, Subchapter 1.5 Authorities; and
- 7 • ### Responsible for the implementation of an effective WFM program; and
- 8 • Responsible for implementation of policies and recommendations in the  
9 Federal Wildland Fire Management Policy.
- 10 • ### Ensures compliance and capacity to comply with statutes, regulations,  
11 IA policy, and Department of the Interior (DOI) policy applicable to the  
12 prevention of human-caused wildfires on Indian Lands;
- 13 • Represents Indian Affairs on the Federal Fire Policy Council; and
- 14 • Approves national-level cooperative wildland fire management agreements  
15 with other federal agencies and interagency wildland fire coordinating  
16 groups.

17 **### Deputy Bureau Director, Office of Trust Services**

- 18 • ### Implements the policies and recommendations in the Federal Wildland  
19 Fire Management Policy and Program Review Report;
- 20 • Reviews and recommends national wildfire prevention policy for Indian  
21 Country;
- 22 • Coordinates wildfire prevention activities among and between Office of  
23 Trust Services programs;
- 24 • Coordinates with Division Directors to ensure consistent implementation of  
25 wildfire prevention policies;
- 26 • Provides for the coordination of wildland fire management activities with  
27 other federal, state, and non-government fire protection agencies; and
- 28 • Represents Indian Affairs in Interior Fire Executive Council and Fire  
29 Executive Council;
- 30 • Reference Part 90 (Wildland Fire Management), Indian Affairs Manual (IAM),  
31 chapters 1-8, Subchapter 1.5 Authorities

32 **### Division Chief, ### Division of Forestry and Wildland Fire  
33 Management**

- 34 • ### Provides overall direction to the wildland fire management program.
- 35 • Reference Part 90 (Wildland Fire Management), Indian Affairs Manual (IAM),  
36 chapters 1-8, Subchapter 1.5 Authorities.

37 **### Branch Chief, ### Branch of Wildland Fire Management**

- 38 ### Responsible to recommend policies and standards for firefighter safety,  
39 training, prevention, suppression and use of wildland fires on Indian Trust lands.
- 40 • Reference Part 90 (Wildland Fire Management), Indian Affairs Manual  
41 (IAM), chapters 1-8, Subchapter 1.5 Authorities;
- 42 • Integrates wildland fire management into natural resource management;

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

**1 Regional Directors**

- 2 ### Responsible for ensuring activities and/or plans reflect a commitment to  
3 safety and a state of readiness commensurate with values at risk to minimize  
4 wildland fire loss.
- 5 • Reference Part 90 (Wildland Fire Management), Indian Affairs Manual (IAM),  
6 chapters 1-8, Subchapter 1.5 Authorities;
  - 7 • Oversees allocation model implementation, preparedness, fuels  
8 management, community assistance, prevention, emergency wildland fire  
9 operations, post fire activities, medical standards, and IFPM standards;
  - 10 • ### Develops regional level cooperative fire protection agreements;
  - 11 • Ensures that wildfire prevention needs are met;
  - 12 • Ensures that activities and/or plans reflect a commitment to firefighter and  
13 public safety and the reduction of property loss;
  - 14 • Integrates wildland fire prevention program evaluations into fire readiness  
15 reviews conducted at Tribal and agency locations;
  - 16 • Submits funding requests to Director of Operations, Branch of Fire  
17 Management for severity, fuels management, prevention, community  
18 assistance, facility construction, subsidiary and post fire activities;
  - 19 • Ensures prevention needs are included in national long term severity  
20 requests;
  - 21 • Directs regional movement of fire management personnel and equipment to  
22 meet emergency needs;
  - 23 • Oversees wildland fire prevention management programs within the region;
  - 24 • Develops regional directives for standards and additional procedural policy,  
25 as needed, for wildland fire prevention planning, operational  
26 implementation, evaluation and fiscal accountability;
  - 27 • Determines when a critical fire situation has exceeded agency capability and  
28 ensures that qualified personnel take immediate charge of fire suppression  
29 activities; requests assistance when the wildfire situation exceeds the  
30 capability of the region's resources; and
  - 31 • ### Certifies funding authorizations submitted by agency offices for  
32 estimated costs exceeding \$5,000,000, and approves all decisions in  
33 WFDSS for fires exceeding \$5 million dollars;
  - 34 • Approves decisions over \$10 million dollars as delegated by the Bureau  
35 Director. Notifies the Bureau Director when individual fires are anticipated  
36 to exceed \$10 million dollars in cost;
  - 37 • Assigns boards of review on selected individual wildland fires which  
38 presented unusual problems or situations;
  - 39 • ### Provides direction for cooperative agreements, self-determination  
40 contracts, and self-governance compacts with Tribes for wildland fire  
41 management programs as needed;
  - 42 • Coordinates and implements regional fire preparedness planning activities;
  - 43 • Approves and certifies that agency and Tribal WFPP's meet or exceed the  
44 IA policy requirements for wildfire prevention;

- 1 ● Represents Indian landowners interests and Indian Affairs on Geographic  
2 Area Coordination Groups and on Multi Agency Coordinating (MAC)  
3 groups;
  - 4 ● Coordinates with the Office of Justice Services (OJS) Special Agent in  
5 Charge when criminal activity associated with wildfires occurs on Indian  
6 Lands; and
  - 7 ● Develops region wide wildfire investigation policies and procedures.
- 8 **Agency Superintendent (unless excepted in regional directives)**
- 9 ### Ensures that every wildland firefighter, fireline supervisor and fire manager  
10 takes positive action to obtain compliance with established standards and safe  
11 firefighting practices;
  - 12 ● Protects Indian trust and restricted lands from wildfire by taking appropriate  
13 action as specified in the approved fire management plan to meet Indian  
14 landowner objectives or in the absence of an approved plan, takes  
15 immediate suppression action, consistent with other standards;
  - 16 ● Ensures agency fire management personnel develop and maintain fire  
17 management job qualifications and meet physical fitness standards in  
18 accordance with policy and assign personnel to fire suppression, prescribed  
19 fire, wildland fire use activities according to qualifications and  
20 demonstrated ability;
  - 21 ● Manages personnel to ensure that prevention goals and objectives are being  
22 achieved;
  - 23 ● Develops, updates, and maintains the local fire preparedness planning  
24 activities, wildland fire prevention plan, annual mobilization plans, and  
25 ensures initial attack capability and management personnel availability to  
26 provide for an adequate level of protection from wildfire;
  - 27 ● Develops, updates and maintains agency Fire Management Plans;
  - 28 ● Negotiates cooperative agreements with adjacent protection organizations  
29 as needed;
  - 30 ● Negotiates reimbursable agreements with Tribal, local, state, and other  
31 federal agencies for wildland fire management activities as needed;
  - 32 ● Recommends a board of review be established to review actions taken on  
33 selected individual fires;
  - 34 ● Ensures that all escaped prescribed fire or any prescribed fire that results in  
35 resource or property damage are reviewed or investigated;
  - 36 ● Requests assistance through appropriate interagency channels when the fire  
37 situation exceeds the capabilities of the agency's resources;
  - 38 ● Initiates investigation of trespass from wildfires to determine cause and  
39 origin and if fire trespass has occurred;
  - 40 ● Ensures established wildfire investigation procedures and guidance are  
41 followed;
  - 42 ● Coordinates with appropriate law enforcement agency when wildfire crimes  
43 are suspected and/or detected;



- 1 • Enters and maintains employee fire qualifications in the Incident  
2 Qualification Certification System (IQCS) and enters and maintains fire  
3 occurrence in the Bureau fire reporting system;
- 4 • Coordinate the development of Published Decisions within WFDSS for all  
5 fires identified as requiring a decision and consistent with authority  
6 identified in Chapter 11;
- 7 • Has responsibility for the adhering to the Administratively Determined  
8 (AD) Pay Plan for Emergency Workers (Casuals) hiring authority in  
9 accordance with the pay plan policy; and
- 10 • Using prevention funding to implement the wildfire prevention actions in  
11 the agency or Tribal WFPP; ensuring that carryover is held to below the  
12 one half of one percent.
- 13 • Reference Part 90 (Wildland Fire Management), Indian Affairs Manual  
14 (IAM), chapters 1-8, Subchapter 1.5 Authorities

### 15 **Tribal Contracts/Compacts**

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

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

### 27 **Fire Management Administration**

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

### 31 **Guiding Principles**

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

### 43 **Inherently Federal Activities**

Release Date: January 2022

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

#### 17 **Program Operational Standards**

- 18 • Unless waivers to the following standards are explicitly approved and
- 19 identified in Tribal annual funding agreements, the following standards will
- 20 apply to Tribal fire management programs (Personnel Qualifications (90
- 21 IAM chapter 3, 3.1, C.) (1) and (2)):
  - 22 ○ Adherence to the *NWCG Standards for Wildland Fire Position*
  - 23 *Qualifications* PMS 310-1 is mandatory for all firefighters fighting
  - 24 wildfires on and off their respective jurisdictions.
  - 25 ○ Adherence to the IFPM Guide standards are mandatory for fire
  - 26 program management officers, fire specialists and fire project leaders.
  - 27 ○ Self-governance compact standards for qualification, physical fitness
  - 28 and safety will be those established by the parties to the agreement, but
  - 29 will not be less than NWCG and IFPM standards when mobilized off
  - 30 their Tribal lands.
  - 31 ○ Tribal fire management officers are responsible for certifying Tribal
  - 32 program employee qualifications and maintaining records of their
  - 33 employee qualifications. All BIA/Tribal units with fire management
  - 34 programs are required to use the Incident Qualifications and
  - 35 Certification System (IQCS) to track all federal emergency responders.
  - 36 ○ Wildfires that burn Indian trust lands under a Tribe's protection must
  - 37 be reported and certified in InFORM promptly after being declared out.
  - 38 Obligating government funds is an inherently federal function and fire
  - 39 reports are an essential element in accounting for the obligation of
  - 40 federal funds.
  - 41 ○ Placing resource orders for incident management teams (IMT) to
  - 42 manage extended, large fire operations or for post wildland fire activity
  - 43 teams requires the involvement of the Bureau. All actions require that
  - 44 the Bureau approve delegations of authority to teams.

## 1 **Program Planning**

2 Strategic planning for BIA field-level units relies primarily on two required  
3 documents, Fire Management Plans (including Spatial Fire Management Plans)  
4 and Fire Danger Operating Plans, per the interagency guidance in chapters 9 and  
5 10 respectively. Such plans rely on historical weather and fire occurrence data  
6 to depict the range of conditions in burning environment, define the fire season,  
7 and quantify the unit's workload.

### 8 **Fire Occurrence Data and Reporting**

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

14 Specific guidance regarding prescribed fire data and reporting is provided in the  
15 *BIA Fuels Management Program Planning and Implementation Guide*. Starting  
16 in calendar year 2020, all wildfires that burn on Indian trust lands must be  
17 documented with a single, certified Individual Final Fire Report in the  
18 Interagency Fire Occurrence Reporting Modules (InFORM) application, which  
19 replaced the Wildland Fire Management Information (WFMI) fire reporting  
20 application. For large or otherwise significant wildfires involving Indian trust  
21 lands, approved Incident Status Summary (ICS-209) reports, including a  
22 designated final report, must also be submitted per the requirements and  
23 guidance in chapter 11.

### 24 **Records Management for Fire Reports**

25 Individual Final Fire Reports and final ICS-209 reports are official records for  
26 wildfires that burn on Indian trust lands. Accordingly, the BIA administrative  
27 unit overseeing the affected land is responsible for adhering to *Indian Affairs*  
28 *Records Management Manual* ([https://www.doi.gov/ost/indian-affairs-records-](https://www.doi.gov/ost/indian-affairs-records-management-manual)  
29 [management-manual](https://www.doi.gov/ost/indian-affairs-records-management-manual)) and the local *File Maintenance and Disposition Plan*  
30 concerning management and archiving these records.

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

### 34 **Fire Weather/RAWS**

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

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

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

#### 6 **Bureau and Tribal NFDRS Weather Stations**

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

#### 16 **Non-NFDRS Weather Stations**

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

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

#### 30 **Weather Station Naming Conventions**

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

- 34 • New weather stations should be named after the nearest local geographic  
35 feature.
- 36 • Portable RAWS stations will use the following naming conventions: The  
37 Unit ID and the word "Port" followed by a sequential number. For example  
38 the portable RAWS at Crow Agency is named MTCRA\_Port1, where  
39 "MTCRA" represents Crow Agency in Montana and "Port1" represents a  
40 unique number to identify the station. If another portable RAWS was  
41 deployed at Crow Agency, the name of that station would then be  
42 MTCRA\_Port2. Portable stations should not be renamed when relocated on  
43 the unit or temporarily assigned to another unit.

- 1 • For weather data collection and archiving standards for NFDRS, refer to the  
2 *NWCG Standards for Fire Weather Stations* (PMS 426-3) publication and  
3 the *WIMS Web Application User Guide*.
- 4 When any station (i.e., including portable stations) is desired to be moved to a  
5 different location, specific processes identified in the *NWCG Standards for Fire*  
6 *Weather Stations* (PMS 426-3) must be adhered to. The LPOC must first notify  
7 the BIA National RAWS Coordinator before notifying the BLM RAWS Depot  
8 Help Desk (208-387-5475) to make notification that the station is to be  
9 shutdown. Following the relocation, the LPOC must again first notify the BIA  
10 National RAWS Coordinator before informing the RAWS Depot Help Desk  
11 with the new location information and the time of reactivation.

#### 12 **Station Identifiers**

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

#### 16 **Weather Module in Wildland Fire Management Information (WFMI)**

##### 17 *Weather Module Access*

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

#### 27 **Program Preparedness**

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

#### 31 **Preseason Agreements, Contracts and Operating Plans**

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

#### 38 **Tribal Disaster Assistance**

39 On January 29, 2013, the president signed the Sandy Recovery Improvement  
40 Act of 2013, which amended the Stafford Act. The Act included a provision to  
41 provide federally-recognized Indian Tribal governments the option to request a  
42 Presidential emergency or major disaster declaration independent of a state.

1 Tribal governments may still choose to seek assistance under a state declaration  
2 request.

### 3 **### BIA Office of Emergency Management (OEM)**

4 The 92 Indian Affairs Manual outlines BIA Office of Emergency Management's  
5 (OEM) purpose, scope, policy, authorities, responsibilities, definitions,  
6 standards and requirements, reports and forms, and training requirements.

7 OEM is an office within the Office of the Director, BIA (DBIA) and serves  
8 Indian Affairs by promoting self-sufficiency among Tribes in managing  
9 emergency preparedness and response activities. OEM supports the BIA and  
10 Tribes with coordinating response, recovery, and hazard mitigation activities  
11 when requested. It also supports the Federal Emergency Management Agency  
12 (FEMA) and other federal agencies with prompt cooperation, coordination,  
13 resources, and capabilities for preventing, protecting against, mitigating,  
14 responding to, and recovering from disasters and emergency incidents that  
15 impact Tribal communities, lands, and resources, and the nation as a whole.

16 OEM is also responsible for maintaining bureau-wide situational awareness of  
17 incident response operations and developing a common operating picture for  
18 Indian Affairs senior leaders. This applies to all incidents and events that impact  
19 Indian Affairs personnel, lands, facilities, infrastructure, or resources; Tribal  
20 lands or insular areas; or incidents and events for which assistance is provided to  
21 other units of government under Federal laws, executive orders, interagency  
22 plans, or other agreements that requires coordination and communication of  
23 emergency situations to IA senior leaders and to the DOI, OEM, Interior  
24 Operations Center (IOC). To that end, OEM provides daily consolidated reports  
25 of emergencies/ disasters to the Assistant Secretary - Indian Affairs, BIA, and  
26 BIE Leadership and the department and serves as the central point of contact to  
27 coordinate data calls and other information pertaining to emergencies that occur  
28 on Trust and Tribal lands.

### 29 **Director, BIA OEM (DOEM)**

30 The DOEM reports directly to the DBIA and is responsible for:

- 31 • Coordinating IA EM program activities, and supervising BIA OEM  
32 personnel;
- 33 • Supporting the AS-IA by leading the coordination of activities undertaken  
34 by IA bureaus and offices during federally declared and non-declared  
35 disasters and other serious emergency incidents;
- 36 • Integrating planning and preparedness activities with IA bureaus, offices,  
37 and EM programs and responsibilities;
- 38 • Serving as the IA representative on the DOI EM Council, as delegated by  
39 the DBIA;
- 40 • Leading the IA EM Coordination Council (IAEMCC);
- 41 • Serving as the IA and bureau principal point of contact with FEMA and  
42 other Federal Government agencies and departments with regard to overall

- 1 EM, continuity of operations, and national security emergency programs as  
2 they pertain to IA's bureaus and to Tribal communities;
- 3 • Providing oversight of EM programs and plans across all of IA to ensure  
4 policy compliance, readiness, and effectiveness;
  - 5 • Developing EM policy consistent with federal EM laws, regulation,  
6 guidance, and direction; issuing appropriate memorandums to provide  
7 updated guidance and direction on the IA EM program;
  - 8 • Facilitating timely reporting and information sharing to appropriate  
9 stakeholders on the status of activities, damage, and unmet needs for  
10 incidents that have impacted Tribes; and
  - 11 • Providing overall coordination of IA activities related to the National  
12 Preparedness System and its corresponding framework and specific  
13 responsibilities therein.

#### 14 **Deputy Director, OEM (DDOEM)**

15 The DDOEM provides support to the DOEM's programmatic efforts, policy  
16 initiatives, and special projects, and serves as Acting Director in their absence.

17 Position responsibilities are:

- 18 • Serving as the initial interface for program management, projects, and other  
19 initiatives for the OEM Continuity Coordinator and Administrative Officer;
- 20 • Managing special projects as assigned, and coordinating with appropriate  
21 partners to ensure successful completion of the projects;
- 22 • Representing the DOEM at meetings, conferences, etc. where the DOEM  
23 has a conflict or is unable to attend;
- 24 • Serving as an alternate to the DOI OEM EM Council;
- 25 • Provides logistics and communication support to the Regional EM  
26 Coordinators during deployments and other incidents and events; and
- 27 • Providing backfill for steady state duties of the regional EM Coordinators  
28 during large scale or long duration incidents or events particularly involving  
29 deployments.

#### 30 **Public Affairs Specialist, Office of EM**

31 The public affairs specialist reports to the DOEM and is responsible for:

- 32 • Supporting IA's Office of Public Affairs with particular emphasis on  
33 information coordination and dissemination during emergency or natural  
34 disaster situations and other events with high public visibility;
- 35 • Evaluating the communication needs of the EM program, and developing,  
36 implementing, and re-evaluating outreach programs designed to meet IA's  
37 need for information;
- 38 • Advancing bureau messaging for an event or unique program with national  
39 significance as determined by the IA OEM and/or the DBIA;
- 40 • Working with the DOI OEM, DOI Office of Wildland Fire, and IA bureau  
41 and office safety managers to coordinate and communicate crisis  
42 communications to internal and external audiences;
- 43 • Coordinating development and release of information in a variety of  
44 formats, including: press releases, talking points, fact sheets, newsletters,

- 1 articles, editorials, website material, briefings and briefing papers, speeches,
- 2 brochures, white papers, and other products;
- 3 • Coordinating with the Director, IA OEM and other Public Affairs staff,
- 4 regional leadership, program managers, and technical experts to develop
- 5 effective strategies to convey technical information in structure, format, and
- 6 terms the general public and service population will easily understand;
- 7 • Participating on the IA EM Coordination Council (IAEMCC), to foster
- 8 effective communication of incident-related information to all stakeholders.
- 9 The IA-EMCC may be activated during, or in preparation for, an emergency
- 10 situation where a bureau-wide response is appropriate;
- 11 • Participating on the Tribal Assistance Coordination Group (TAC-G) as an
- 12 alternate federal official tasked with information coordination of the multi-
- 13 agency TAC-G, as outlined in the NRF; and
- 14 • Supporting BIA offices, regions, and agencies with providing responses to
- 15 requests for information from the public, cooperators, and from local and
- 16 national media outlets.

### 17 **BIA Regional OEM Coordinators (ROEMC)**

18 The ROEMC reports to the BIA DOEM and serve as the primary regional point  
19 of contact for BIA's regions in emergencies (except wildland fires) and disasters  
20 impacting federally recognized Tribes in their respective assigned area of  
21 responsibility. Specific responsibilities include:

- 22 • Assisting with the development of guidance, training, and exercises for
- 23 regional EM plans including emergency operations plans, COOP plans,
- 24 environmental safeguards plans, and other plans as required by the region;
- 25 • Representing BIA EM to internal audiences and external stakeholders to
- 26 support preparedness activities, including the Federal Executive Board, DOI
- 27 bureaus and offices, FEMA, and other Federal Government regional and
- 28 national Tribal Liaisons to coordinate and share information;
- 29 • Working with regional senior BIA managers to provide situational
- 30 awareness to Tribes and BIA's regional offices and agencies;
- 31 • Building and fostering strong relationships with other federal agencies and
- 32 stakeholders involved in Tribal EM issues, including participation with the
- 33 TAC-G as well as other appropriate regional coordination groups and
- 34 organizations;
- 35 • Coordinating with the appropriate FEMA region(s), attending FEMA
- 36 Regional Interagency Steering Committee (RISC) meetings, and supporting
- 37 the BIA RD in coordinating with the FEMA Regional Administrator;
- 38 • Maintaining situational awareness of incidents, disasters, or other
- 39 emergencies that have impacted or have the potential to significantly impact
- 40 Tribes in their respective regions;
- 41 • Providing coordination of OEM response activities to Tribes impacted by
- 42 incidents, disasters or other emergencies in their respective regions as well
- 43 as serving as a liaison to the affected Tribe(s) to provide guidance and
- 44 technical assistance as requested by the Tribe(s); and



- 1 • Reporting on the status of activities, damage, and unmet needs related to
  - 2 incidents that have impacted Tribes in their respective regions in
  - 3 compliance with EM Policy Bulletin 2010-2, *Reporting of Serious*
  - 4 *Emergency Incident*.
- 5 FEMA established Tribal liaisons in each FEMA region to assist Tribes with
- 6 emergency assistance as it relates to providing disaster assistance. Contacts
- 7 within each Region are identified at
- 8 <https://www.training.fema.gov/tribal/liaisons.aspx>.
- 9 More information about Tribal Declaration and Disaster Assistance resources, is
- 10 on the FEMA Tribal Affairs web page at
- 11 <https://www.fema.gov/about/organization/tribes>.

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

13 BIA is an Emergency Support Function (ESF) support agency under the USDA-

14 FS and USFA ESF #4 and #5 Annexes. Tribes may provide support through this

15 mechanism; however, they must follow their designated reimbursement process

16 to participate under an ESF.

#### 17 **National Program Preparedness/Readiness Reviews**

18 Branch of Wildland Fire Management will conduct regularly scheduled fire

19 preparedness review of regional offices. Each review will include fiscal and

20 budget reviews of standard operating procedures (SOP) and administrative

21 activities. A schedule will be developed by BIA-NIFC, with input from the

22 Regions, to coordinate review scheduling. At least one review every five (5)

23 years will be conducted at each region, though more frequent reviews would be

24 preferable. ### BIA-NIFC's BWFM implementation intentions are to administer

25 one preparedness review and one fiscal accountability review in two separate

26 regions every year. Additionally, local unit pre-season fire

27 preparedness/readiness reviews will be conducted.

28 Standards for preparedness reviews are documented in the *Interagency Fire*

29 *Preparedness Review Guide*. The guide is currently available at

30 <https://www.bia.gov/bia/ots/dfwfm/bwfm>.

#### 31 **FireCode Business Rules**

32 The BIA developed business rules and procedures to implement the FireCode

33 System. The FireCode System User Guide and Business Procedures can be

34 accessed through the BIA-NIFC office.

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

36 assigned FireCode.

- 37 • ### BIA/Tribe host unit dispatcher will access the FireCode website and
- 38 enter the incident information and generate a FireCode for every wildfire.
- 39 This FireCode will be used for all financial obligations charged to an
- 40 incident and by all resources assigned to an incident. The FireCode will be a
- 41 required entry on the fire report. BIA/Tribe host unit dispatcher will ensure

- 1 that a unique FireCode is associated with every wildfire. The recommended  
2 workflow is to acquire the FireCode via the Computer Aided Dispatch  
3 application or InFORM (instead of creating a record directly in the  
4 FireCode application).
- 5 • The FireCode will be used by the BIA when entering an obligation to  
6 FBMS. Contract/Compact Tribes will use this code to identify all costs  
7 associated with an incident.
  - 8 • Compact/Contract Tribes will use the FireCode to identify costs for  
9 wildfires when reporting to the BIA Regional office.
  - 10 • BIA-NIFC will generate one false alarm FireCode for each region, which  
11 will be used for each false alarm fire report.
- 12 Wildfires on BIA Trust lands when BIA/Tribal resources are ordered from  
13 another BIA/Tribal unit(s).
- 14 • All BIA/Tribal resources responding will use the hosting BIA/Tribal unit's  
15 FireCode to charge all financial obligations related to that wildfire.
  - 16 • Compact/Contract Tribes will use the FireCode to identify their respective  
17 costs for assistance to other BIA/Tribal units when reporting to the Regional  
18 office.
- 19 Wildfires on other federal lands when the BIA/Tribe is ordered (another federal  
20 agency is the host unit).
- 21 • All BIA/Tribal resources responding to other federal agency fires will use a  
22 FireCode created by the host federal agency.
  - 23 • Compact/Contract Tribes will use the FireCode to identify their respective  
24 costs for assistance to other federal agencies when reporting to the Regional  
25 office.
- 26 Wildfires on state lands when the BIA/Tribe is ordered (state agency is the host  
27 unit).
- 28 • All BIA/Tribal resources responding to state agency wildfires will create a  
29 FireCode for each fire if a FireCode has not already been created by another  
30 federal agency. If a FireCode has been created, the BIA/Tribal unit(s) will  
31 use that FireCode as the charge code (project code) for all financial  
32 obligations related to that wildfire.
  - 33 • ~~### BIA/Tribal units will create a support action fire report in WFMI when~~  
34 ~~responding to another unit's wildfire. BIA/Tribal units will document their~~  
35 ~~action via a formal resource order and/or a fire report in InFORM that is~~  
36 ~~categorized as an "out of area response" when responding to another unit's~~  
37 ~~wildfire.~~
  - 38 • Compact/Contract Tribes will use the FireCode to identify their respective  
39 costs for assistance to state agencies when reporting to the Regional office.
- 40 Short-term Severity actions where additional local resources are employed under  
41 operations to supplement readiness capability as a direct result of short duration  
42 high fire danger on BIA Trust lands.
- 43 • BWFM will generate one short-term severity FireCode for each region.

- 1 • Each region will use the short-term severity FireCode to cover local short-  
2 term severity needs relating to employing additional personnel.
- 3 • Request to use the short-term severity FireCode must be made to the  
4 Regional FMO, or their acting, and approval given before the FireCode is to  
5 be used.
- 6 Long-term Severity FireCodes will be used by BIA resources to identify all  
7 costs related to approve BIA wildfire severity actions.
- 8 • All severity requests will be submitted to the BWFM for approval. Upon  
9 approval, the BWFM will generate a FireCode and notify the Region of the  
10 FireCode and authorized funding level.
- 11 • The FireCode will be used to charge all authorized financial obligations for  
12 readiness under the severity request.
- 13 • If a BIA Agency/Tribe responds to another BIA Agency/Tribe's severity  
14 request, the responding BIA Agency/Tribe will use the hosting  
15 Agency/Tribal unit's FireCode to charge all financial obligations.
- 16 • Compact/Contract Tribes will use the FireCode to identify their respective  
17 severity costs when reporting to the Regional office.
- 18 Casual Training – A FireCode established by the BWFM will be used by all BIA  
19 units to charge obligations related to Administratively Determined (AD) or  
20 casual workers during training. BIA units must use a FireCode with their  
21 organizational code to charge obligations for casual field exercises.
- 22 Wildland Fire Severity Support to Other Agencies – To account for resource  
23 usage and costs incurred when BIA provides severity support to other agencies,  
24 the BWFM will generate a separate FireCode for each agency (USFS, BLM,  
25 FWS, NPS, and state/local). In lieu of using the requesting agency's own  
26 FireCode (if any), the BIA-issued FireCode will be used by BIA units to charge  
27 all authorized financial obligations for readiness related to their support of  
28 another agency's severity actions.

## 29 **Wildland Fire Management Funding**

### 30 **Preparedness Activity**

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

- 41 • Indian Tribes are eligible for indirect costs from the wildland fire  
42 appropriation for preparedness.

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

### 13 **Suppression Activity**

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

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

### 36 **Interagency Severity Funding Request Procedures**

#### 37 *Qualification of Need*

38 To adequately quantify the need for severity funding, at least one of the criteria  
39 listed below should demonstrate that abnormal conditions exist. Severity funds  
40 and project approval will be identified by a severity FireCode generated by BIA-  
41 NIFC. Requests for special projects must be evaluated and approved by the  
42 respective Regional Office and forwarded to BIA-NIFC for approval and  
43 execution. All costs associated with a severity request must include the severity

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

#### 16 ***Narrative Statement***

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

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

- 22 • Human-Caused Fire Activity; number of human-caused fires to date as
- 23 compared to previous years, include fire cause category;
- 24 • Description of how the team will be utilized; shared resource covering
- 25 multiple areas, etc.;
- 26 • Any significant upcoming events or activities; and
- 27 • Justification for additional funds for prevention materials or supplies.

28 Severity requests for prevention/investigation resources are to be reviewed by  
29 the Regional WUI/Prevention Specialist.

#### 30 ***Requested Resources***

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

#### 34 **Budget Management**

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

#### 40 **Program Budget Annual Appropriations**

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

#### 4 **Funded Program Procedures**

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

#### 13 **One-Time Funding/Critical Needs**

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

18 WFM will issue a memo annually during the second quarter with a standard  
19 form that will identify timelines for current year. The Individual plans are  
20 required to be submitted to Regional offices for review, changes or rejection.  
21 Once approved at the regional level, the requests will be forwarded to WFM.  
22 Critical needs projects are high priority or an activity ready for implementation,  
23 and require immediate funding at the start of the FY, before appropriations bills  
24 are signed. Critical needs should only cover three (3) months of project needs,  
25 but will continue under Continuing Resolutions (CR) until an appropriations bill  
26 is passed.

27 One-time funding for Preparedness (signed by appropriate Regional Director)  
28 will be submitted to WFM Budget Officer no later than May 15<sup>th</sup> for the  
29 upcoming Fiscal Year for current year needs. Requests received after deadlines  
30 will be given lower priority. WFM-NIFC will evaluate all requests based on the  
31 region's prioritization and the availability of funds.

#### 32 **Procedures for One-Time Funding Submission**

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

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

1 ~~### BIA National Fire Fleet Program Wildland Fire Model 52 Engine~~  
2 ~~Program BIA National Wildland Fire Fleet Engine Program~~

3 The ~~### Model 52 Wildland~~ BIA National Wildland Fire Fleet Engine program  
4 was created by the BIA in 1996. The objective of the program is to provide a  
5 centralized process for replacement parts and training of ~~### Model 52 BIA fleet~~  
6 ~~engine~~ pumping systems. Detailed information on the program can be found in  
7 the *BIA National ~~### Model 52 Fleet~~ Wildland Engine Program Operations*  
8 *Guide*.

9 **Mission/Policy**

- 10 • Provide a standardized ~~### Model 52 BIA fleet~~ engine for the participating  
11 Agency or Tribal organization.
- 12 • Provide an opportunity to supply trucks for ~~### Model 52 BIA fleet engine~~  
13 pumping systems.
- 14 • ~~### Provide repair services for Fire Management Planning Analysis~~  
15 ~~(FMPA) approved number of engines. Provide repair support services to~~  
16 ~~agency/tribally-owned apparatus for approved number of engines.~~
- 17 • Provide training in the use and maintenance of the ~~### Model 52 BIA fleet~~  
18 ~~engine~~ pumping systems.
- 19 • Evaluate new equipment and ~~### Model 52 BIA fleet engine center~~  
20 improvements to meet the wildland fire program needs.
- 21 • Provide emergency repair or replacement for ~~### Model 52 BIA fleet~~  
22 ~~engine~~ pumping systems.
- 23 • No aftermarket parts of any kind are to be placed on any ~~### Model 52 BIA~~  
24 ~~fleet engine~~ equipment without prior approval from the deputy, fire  
25 operations and concurrence from the program center managers.

26 **Vehicle Maintenance, Replacement and Repairs**

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

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

31 It is required to complete and document annual safety inspections, regularly  
32 scheduled preventative maintenance and daily (or pre-trip) inspections for all  
33 BIA wildland fire vehicles. Annual safety inspections must be documented on  
34 Form 1520-35 or designated local form. Regularly scheduled preventative  
35 maintenance, unscheduled maintenance and repairs for interior owned (I-plate)  
36 vehicles are recorded in FBMS. Daily inspections must be kept with the vehicle  
37 records for the life of that vehicle.

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

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

#### 6 Replacement Guidelines

7 BIA Model 52 GSA Standards updated replacement schedule is set as follows:

8 ### Model 52 BIA Fleet Engine	Type 6	8 Years	100,000 Miles
9 ### Model 52 BIA Fleet Engine	Type 4	10 Years	250,000 Miles

#### 10 Organization

11 The program is organized into three geographical areas:

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

#### 17 Emergency Repairs

18 Emergency fire related repairs to a BIA ### Model 52 fleet engine pumping  
 19 package will be requested through the assigned user area ### Model 52 Centers  
 20 BIA fleet engine centers. The request will be reviewed and approved by the  
 21 center manager before a Service Truck is dispatched or replacement parts are  
 22 sent to the requesting agency.

#### 23 Non-Emergency/Non-Suppression Repairs

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

27 Authorization of account will be sent by email or signed fax identifying account,  
 28 name and title of authorizing official. Initial request for all non-emergency  
 29 repairs will be requested through the assigned user area ### Model 52 Center  
 30 BIA fleet engine center. The request will be reviewed and approved by the ###  
 31 BIA Fleet Engine Center Manager before a Service Truck is dispatched or  
 32 replacement part is mailed to the requesting agency.

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

#### 35 Administration

36 The program is administered through the BWFM Fire Operations Section. A ###  
 37 Model 52 BIA Fleet Engine Oversight Group has been established to plan,  
 38 develop and budget for the annual operations of the program. The Group is  
 39 comprised of the ### Model 52 BIA fleet engine program leads at each center  
 40 and the Deputy, Fire Operations. Trucks and fabrication orders for the ###



1 ~~Model 52~~ BIA fleet engines are procured nationally through the BIA-NIFC  
2 office.

### 3 **Fire Facility Construction and Maintenance Activity**

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

18 Consists of the following:

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

### 30 **National Aviation Program**

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

#### 39 **Aviation Program Goals**

40 The primary goals of each of these positions are to promote aviation safety and  
41 cost-effectiveness. The Branch of Wildland Fire Management Director, Aviation  
42 and Safety supports Bureau aviation activities and missions, which includes fire

- 1 suppression, through strategic program guidance, managing aviation programs  
2 of national scope, coordination with Office of Aviation Services (OAS) and  
3 interagency partners.
- 4 The Director, Aviation and Safety has the responsibility and authority, after  
5 consultation with Regional FMOs, for funding and acquisition of all fire aircraft,  
6 prioritizing the allocation of BIA aircraft on a Bureau wide basis, and approving  
7 Regional Office requests to acquire supplemental aircraft resources.
- 8 Refer to *Indian Affairs Manual; Part 57* for information on BIA aviation policy  
9 and procedures. Refer to *112 DM 12* for a list of responsibilities.

#### 10 **Regional Office Level**

11 Regional FMOs are responsible for providing oversight for aircraft hosted in  
12 their region and have the authority and responsibility to approve, with the WFM  
13 Branch Chief concurrence, acquisition of supplemental aircraft resources within  
14 their region.

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

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

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

#### 29 **Agency/Field Office Level**

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

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

37 When other duties interfere or compete with effective aviation management,  
38 request assistance from the Regional Office. Agencies are responsible for  
39 hosting, supporting, providing daily management, and dispatching all aircraft  
40 assigned to their unit. Agencies have the authority to request additional

- 1 resources, establish priorities, and make assignments for all aircraft assigned to  
2 the BIA within their agency.
- 3 • AAMs have the responsibility for aviation activities at the local level,  
4 including aviation mission planning, risk management and safety,  
5 supervision, and evaluation. AAMs assist line officers with risk  
6 assessment/management and cost analysis.
- 7 All Tribal and agency offices utilizing aircraft should have a current and  
8 approved aviation management plan on file.

### 9 **Aviation Safety**

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

### 13 **Flight Request and Approval**

14 Bureau flights will be requested and documented using the process defined in  
15 the Regional or Agency Aviation Plans. As a minimum, flight management  
16 procedures will follow the *National Interagency Mobilization Guide*, chapter 80,  
17 Flight Management Procedures. The BLM Aircraft Flight Request/Schedule  
18 (9400- 1a) form is one example which may be used.

### 19 **Safety and Risk Management**

#### 20 **Motor Vehicle Operation Policy**

21 Effective immediately, the Bureau requires supervisors to ensure all wildland  
22 fire personnel who operate government owned and/or leased vehicles have the  
23 proper licensure and are adhering to their respective state laws and licensing  
24 requirements, prior to operating any government owned and/or leased vehicles.  
25 This includes ensuring employees have the appropriate commercial driver's  
26 license, tank endorsements, air brake endorsements and other applicable  
27 certifications. Additional resources regarding BIA driving requirements can be  
28 found under Motor Vehicle Information on the Branch of Wildland Fire  
29 Management, Fire Safety web page:  
30 <https://www.bia.gov/bia/ots/dfwfm/bwfm/safety>.

31 ~~### On January 1, 2021, the BL-300 course will become mandatory for all~~  
32 ~~wildland fire management and support personnel who operate vehicles. BL-300~~  
33 ~~course and the annual RT-301 refresher is mandatory for all BIA wildland fire~~  
34 ~~management and support personnel who operate vehicles. This includes all~~  
35 ~~General Schedule (GS), Administratively Determined (AD), and Tribal~~  
36 ~~personnel performing wildland fire and prescribed fire operations. Course~~  
37 ~~material is accessible at ### <https://www.nifc.gov/about-us/our-partners/bia>~~  
38 ~~<https://www.nifc.gov/fire-vehicle-training>.~~

#### 39 **Lights and Siren Response**

40 Responding to BIA wildfire incidents normally does not warrant the use of  
41 emergency lights and siren to safely and effectively perform the BIA mission.

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

### 30 **Physical Fitness and Conditioning**

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

38 Employees serving in wildland fire line-going positions that require a fitness  
39 rating of arduous, moderate or light are *authorized* to perform physical fitness  
40 conditioning for up to five hours per week, not to exceed more than 2 hours per  
41 day.

42 Units will maintain a fitness program that ensures BIA firefighters will possess  
43 the physical ability to perform the duties of their positions safely and effectively

1 while ensuring compliance with the requirements of the Work Capacity Test  
2 (WCT).

3 Information on the WCT and the DOI MSP is located in chapter 13 of this  
4 publication.

#### 5 **Business Management and Administration**

6 The BIA follows the uniform application (IAM Part 90, 1.2, (18)) of the  
7 interagency policies and guidelines as developed in the *NWCG Standards for*  
8 *Interagency Incident Business Management*. BIA will follow the direction set  
9 forth in the *NWCG Standards for Interagency Incident Business Management* in  
10 all incident business management functions except where specific to agency  
11 legal mandates, policies, rules or regulations.

#### 12 **Casuals Hired as Drivers When Employed by BIA**

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

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

- 19 • Form 3607 will be processed through regional channels to retrieve the  
20 driving record of the application with the state, or National Driver Registry  
21 and applicable Tribe.
- 22 • Regional directors can contact the Division of Safety and Risk Management  
23 for information on completing and submitting Form 3607.
- 24 • Meeting the qualification requirements for a motor vehicle license is a  
25 condition of employment within BIA for those individuals whose duties  
26 require the operation of a motor vehicle for official wildland fire operations  
27 business. Failure to adhere to the policy will result in automatic termination  
28 of the casual.

#### 29 **Request for Funding Authorization**

30 The authorization and procedure for use of the operations "suppression"  
31 (AF2001010) program account, for emergency workers field activities is as  
32 follows.

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

#### 39 **Acquisitions**

40 Per 90 IAM, the WFM program requires adherence to the *NWCG Standards for*  
41 *Interagency Incident Business Management* in conducting wildland fire  
42 business.

- 1 The BIA Branch of Fire Management's waiver for fire/emergency personnel  
2 purchases are cited in Memoranda Expanded Government Charge Card  
3 Purchase Authority During Emergency Wildland Fire Operations, dated 6/12/03  
4 at <https://www.bia.gov/nifc/library/Memos/index.htm>. The exceptions are:
- 5 • Meals, Beverages and Lodging – This exception will be used to lodge and  
6 feed employees without credit cards or to support mixed charge card/non-  
7 charge card crews.
  - 8 • Personal Gear – This exception will be used to purchase personal items if  
9 destroyed, lost or stolen while serving on the fire crew/emergency incident,  
10 (e.g., clothing, footwear and/or toiletries).
  - 11 • Payment of medical treatment for casualties and overhead when authorized for  
12 Incident Agency Provided Medical Care (APMC).

### 13 **Emergency Equipment Rental Agreements (EERA)**

14 The Emergency Equipment Payment Operating Guidelines provides procedure,  
15 guidance and instructions to the BIA WFM Programs, Regional fire  
16 management offices and agency offices, Office of Financial Management,  
17 Office of Acquisition and Property for implementation of the EERAs payment  
18 process. Refer to the *NWCG Standards for Interagency Incident Business*  
19 *Management*, chapter 20, for EERA Administration.

### 20 **Wildland Fire Decision Support System (WFDSS)**

21 BIA follows interagency policy regarding use of WFDSS found in chapter 11.

### 22 **Fuels Management, Planning & Implementation**

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

- 25 • *Interagency Prescribed Fire Planning and Implementation Procedures*  
26 *Reference Guide* (PMS 484) July 2017.  
27 (<https://www.nwcg.gov/publications/484>)
- 28 • *BIA Fuels Management Program Supplement to the Interagency Prescribed*  
29 *Fire Planning and Implementation Procedures Reference Guide* 2008.
- 30 • *BIA Fuels Program Business Management Handbook*, February 2008.
- 31 • Chapter 17 – NFES 2724, *Interagency Standards for Fire and Fire Aviation*  
32 *Operations* (Red Book).

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

### 38 **Prescribed Fire Review**

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

- 1 Any Prescribed Fire related incident that has resource or property damage that  
2 may result in a claim for compensation shall initiate a review.
- 3 The review team and their expertise should be commensurate with the scope,  
4 and focus of the review. Interagency participation is encouraged with team  
5 selection.

## 6 **Fire Communications and Education**

### 7 **Early Alert Notification Process**

- 8 Early Alerts will be made via phone call and a written Early Alert Notification.  
9 All units (federal and tribal) will provide information to the Regional Fire  
10 Management Office and the Branch of Wildland Fire Management Duty Officer  
11 within six hours of the incident.
- 12 • Crew supervisor notifies the unit fire management officer (FMO).
  - 13 • Unit FMO notifies regional fire management officer (RFMO) and dispatch  
14 center.
    - 15 ○ Dispatch center: If 4<sup>th</sup> tier, notifies 3<sup>rd</sup> tier dispatch center who then  
16 notifies the geographic area coordination center.
  - 17 • Regional fire management officer (RFMO) will immediately notify the  
18 Branch of Wildland Fire Management On-Call Duty Officer at: **208-387-**  
19 **5080** AND within six hours, email to: EarlyAlert@bia.gov.

### 20 **Situations Requiring an Early Alert Notification**

- 21 • Fatality
- 22 • Injury requiring transports to medical facility
- 23 • Significant property damage to equipment
- 24 • Serious wildland fire accident
- 25 • Wildland fire accident
- 26 • Entrapment/burnover
- 27 • Shelter deployment
- 28 • Near-miss
- 29 • Aviation accident
- 30 • Evacuations
- 31 • Highway and interstate closures
- 32 • Structure loss
- 33 • Escape prescribed fire
- 34 • Fire approaching large fire thresholds (100 acres in timber; 300 acres in  
35 grass)
- 36 • Any wildland fire management delegation of authority issued by a line  
37 officer

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

### 40 **Notification Requirements for Entrapments or Fatalities**

1 If a wildland fire entrapment or fatality occurs, immediate notification to the  
 2 National Interagency Coordination Center (NICC) is required using the  
 3 *Wildland Fire Fatality and Entrapment Initial Report* (PMS 405-1). Following  
 4 the issuance of an Early Alert, the local unit will provide the PMS 405-1 to the  
 5 3rd tier Dispatch Center which will then provide it to the geographic area  
 6 coordination center (GACC) electronically within 24 hours. The GACC  
 7 immediately notifies the NICC Coordinator on Duty (COD) and within 24  
 8 hours, submits the PMS 405-1 to NICC COD.

9 **Wildland Fire Media Relations Guidance**

10 During dynamic events such as wildland fire, providing accurate information is  
 11 critical for public safety. To be effective, communication must be timely, if not  
 12 immediate. For this reason news bulletins and routine fire information pertaining  
 13 to the topics listed below are authorized for media release on behalf of the BIA,  
 14 Branch of Wildland Fire Management (DFWFM). For cases that may include  
 15 multiple agency jurisdictions, these releases are also approved for use. The  
 16 DFWFM media release template and approved supporting fire messages can be  
 17 found online at <https://www.bia.gov/bia/ots/dfwfm/bwfm/fire-information>.

<b>Wildland Fire Prevention</b>	<b>Fire Operations, Fire Use, and Fuels Management</b>	<b>Burned Area Emergency Response</b>	<b>Training</b>
<ul style="list-style-type: none"> <li>• Fire Danger Alerts</li> <li>• Fire Restrictions/</li> <li>• Burn Bans</li> <li>• Burn Permits</li> <li>• Fire Preparedness Activities</li> <li>• WeTip</li> <li>• FIREWISE</li> <li>• Arson Prevention</li> <li>• Juvenile Fire Setter Prevention</li> <li>• Seasonal and Holiday Wildfire Precautions</li> <li>• Outdoor Cooking</li> <li>• Debris Burning</li> <li>• Campfire Safety</li> <li>• Fireworks Safety</li> <li>• Equipment/Vehicle Safety</li> <li>• Other Wildland Fire Prevention Message</li> </ul>	<ul style="list-style-type: none"> <li>• Evacuations</li> <li>• Road Closures</li> <li>• Smoke in Area</li> <li>• Fire Equipment Use</li> <li>• Incident Management Team Mobilizations/ Status Updates</li> <li>• Multiple objectives being met using natural wildfires.</li> <li>• Prescribed Fire Planned/Complete</li> <li>• Mechanical Treatment Planned/Complete</li> <li>• Annual Refresher Announcements</li> </ul>	<ul style="list-style-type: none"> <li>• BAER Team Status updates</li> <li>• Closures</li> <li>• Treatment Planned/ Completed</li> </ul>	<ul style="list-style-type: none"> <li>• Training Season</li> <li>• Administratively Determined Firefighter Announcements</li> <li>• Special Training Sessions</li> <li>• Indian Country Fitness Challenge</li> </ul>



Wildland Fire Prevention	Fire Operations, Fire Use, and Fuels Management	Burned Area Emergency Response	Training
specific to a home unit that may target a cause of wildland fire starts.			

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## Chapter 7 Safety and Risk Management

### Introduction

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

### Policy

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

Agency-specific Safety Policy Documents:

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

For additional safety guidance, refer to:

- ~~### Wildland Fire Incident Management Field Guide (PMS 210)~~
- *Incident Response Pocket Guide (IRPG) (PMS 461, NFES 1077)*
  - *FS – USDA Forest Service website for Risk Management at <https://www.fs.fed.us/managing-land/fire/safety>.*

### Guiding Principles

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

**1 Goal**

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

**10 Definitions**

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

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

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

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

**19 Risk Management Process**

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

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

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

30 A completed JHA/RA is required for:

- 31 • ~~### Jobs or work practices that have potential hazards.~~
- 32 • ~~New, non-routine, or hazardous tasks to be performed where potential~~  
33 ~~hazards exist.~~
- 34 • "High risk" work activities, projects or tasks where unintended outcomes  
35 could result in serious injuries, illnesses, fatalities or significant property  
36 damage.
- 37 • Jobs that may require the employee to use non-standard personal protective  
38 equipment (PPE).
- 39 • Changes in equipment, work environment, conditions, policies, or materials.

- 1 Supervisors and appropriate line managers must ensure that established  
2 JHAs/RAs are reviewed and signed prior to any non-routine task or at the  
3 beginning of the fire season.
- 4 • **BLM** – Additional RA information can be obtained at ###  
5 <https://doimspp.sharepoint.com/sites/blm-wo-700/SitePages/Home.aspx>  
6 <https://doimspp.sharepoint.com/sites/blm-wo-700/safetyhealthandemergency/SitePages/Risk%20Management.aspx>.
  - 8 • **FWS** – See also 240 FW 1, Exhibit 1, Job Hazard Assessment.
  - 9 • **FS** – JHAs must include a description of the emergency medical  
10 procedures, identification of key individuals, and actions that will be taken  
11 to ensure prompt and effective medical care and evacuation. See FSH  
12 6709.11, section 21.1 for more information. The FS Operational Risk  
13 Management Guide, process and forms for conducting a RA can be found  
14 on the USDA Forest Service website for Risk Management at  
15 <https://www.fs.fed.us/managing-land/fire/safety>.

## 16 Work/Rest

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

- 23 • Personnel will resume 2:1 work/rest ratio as quickly as possible.
- 24 • The incident commander or agency administrator will justify work shifts  
25 that exceed 16 hours and/or consecutive days that do not meet 2:1 work to  
26 rest ratio. Justification will be documented in the daily incident records,  
27 made available to the employee by the finance section/local unit, and must  
28 include mitigation measures used to reduce fatigue.
- 29 • The time officer's/unit leader's approval of the Emergency Firefighter Time  
30 Report (OF-288), or other agency pay document, certifies that the required  
31 documentation is on file and no further documentation is required for pay  
32 purposes.

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

## 36 Length of Assignment

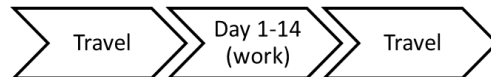
### 37 Assignment Definition

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

### 42 Length of Assignment

1 Standard assignment length is 14 days, exclusive of travel from and to home  
 2 unit, with possible extensions identified below. Time spent in staging and  
 3 preposition status counts toward the 14-day limit, regardless of pay status, for all  
 4 personnel, including incident management teams. ### Contracted aircraft are not  
 5 restricted by length of assignment. In order to limit disruption to operations,  
 6 reduce strain on the ordering system and reduce unnecessary mobilization and  
 7 demobilization of these high cost resources, exclusive use personnel are  
 8 encouraged to utilize a personnel rotation schedule that meets staffing criteria  
 9 required of the resource.

#### 10 14-Day Scenario



#### 12 **Days Off**

13 To assist in mitigating fatigue, days off are allowed during and after  
 14 assignments. Agency administrators (incident host or home unit) may authorize  
 15 time off supplementary to mandatory days off requirements.

16 The authority to grant a day off with pay lies within 5 U.S.C. 6104, 5 CFR  
 17 610.301-306, and 56 Comp. Gen. Decision 393 (1977).

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

26 • ### **FS** – After completion of a 14-day assignment and return to the home  
 27 unit, three mandatory days off will be provided (3 after 14).

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

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

35 • ### **BLM/FWS DOI** – After completion of a 14-day assignment and return  
 36 travel, the mandatory days off will be charged to Administrative Leave ###  
 37 (Code 061, Weather and Safety) if they fall on a regularly-scheduled work  
 38 day.

39 Home unit agency administrators may authorize additional day(s) off with  
 40 compensation to further mitigate fatigue. If authorized, home unit program funds

1 will be used. **### All length of assignment rules apply to aviation resources,**  
 2 **including aircraft pilots, notwithstanding the FAA and agency day off**  
 3 **regulations.**

#### 4 **Assignment Extension**

5 **### Extensions beyond 14-day assignments should be made sparingly.** Prior to  
 6 assigning incident personnel to back-to-back assignments, their health,  
 7 readiness, and capability must be considered. The health and safety of incident  
 8 personnel and resources will not be compromised under any circumstance.

9 Assignments may be extended when:

- 10 • Life and property are imminently threatened.
- 11 • Suppression objectives are close to being met.
- 12 • A military battalion is assigned.
- 13 • Replacement resources are unavailable, or have not yet arrived.

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

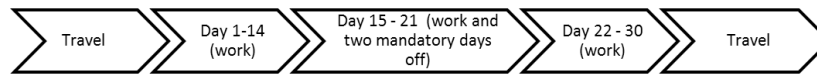
#### 17 21-Day Scenario



18

19 A 21-day assignment is exclusive of travel from and to home unit. Time spent in  
 20 staging and preposition status counts toward the 21-day assignment, regardless  
 21 of pay status, for all personnel, including incident management teams.

#### 22 30-Day Scenario



23

24 An assignment longer than 22 days is exclusive of travel from and to home unit.  
 25 Time spent in staging and preposition status counts toward the assignment,  
 26 regardless of pay status, for all personnel, including incident management teams.  
 27 For an assignment exceeding 21 days, two mandatory days off will be provided  
 28 prior to the 22nd day of the assignment.

- 29 • **### FS – For an assignment exceeding 21 days, two mandatory days off**  
 30 **will be provided prior to the 22nd day of the assignment. Upon completion**  
 31 **of the assignment and return to the home unit, three mandatory days off will**  
 32 **be provided.**

33 Contracts, Incident Blanket Purchase Agreements (I-BPA), and Emergency  
 34 Equipment Rental Agreements (EERA) should be reviewed for appropriate pay  
 35 requirements and length of assignment. If the contract, I-BPA, or EERA do not  
 36 address this, the incident Finance/Administration Section Chief or the

1 procurement official should be consulted as to whether compensation for a day  
2 off is appropriate.

### 3 **Single Resource/Kind Extensions**

4 The section chief or incident commander will identify the need for assignment  
5 extension and will obtain the affected resource's concurrence. The section chief  
6 and affected resource will acquire and document the home unit supervisor's  
7 approval.

8 The incident commander approves the extension. If a convened Geographic or  
9 National Multi-Agency Coordinating Group (GMAC/NMAC) directs, the  
10 incident commander approves only after GMAC/NMAC concurrence.

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

### 14 **Incident Management Team Extensions**

15 Incident management team extensions are to be negotiated between the incident  
16 agency administrator, the incident commander, and the GMAC/NMAC (if  
17 directed).

### 18 **Maximum Consecutive Days Worked – Home Unit**

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

- 21 • *### FS – During extended periods of activity in support of local fire*  
22 *management, personnel will have a minimum of 2 days off in any 14-day*  
23 *period.*

### 24 **Driving Standard**

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

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

### 30 **General Driving Policy**

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

- 1 • All driving requiring a CDL will be performed in accordance with  
2 applicable Department of Transportation regulations.
- 3 • Drivers and all passengers are required to use provided seat belts at all times  
4 when the motor vehicle is in motion.
  - 5 ○ **### BLM** – *BLM Form 1112-11 will be used to document every fire*  
6 *and aviation employee's authorization to drive government vehicles or*  
7 *to drive private or rental vehicles for government business. BLM Form*  
8 *1112-11 replaces form OF-345, form DI-131, and any equivalent form*  
9 *that has been created for local or state level use. Employees are*  
10 *required to self-certify their physical ability to operate vehicles which*  
11 *they are authorized to use. Drivers of vehicles that require a*  
12 *Commercial Driver's License may be required to have additional*  
13 *driver, medical, and fitness testing as required by local and/or state*  
14 *laws. Employees will immediately inform their supervisor and update*  
15 *BLM Form 1112-11 if a change in medical condition impedes their*  
16 *driving ability or if a state driving privilege is restricted for any*  
17 *reason. Supervisors will review the updated form and take appropriate*  
18 *action as necessary. BLM Form 1112-11 is available at*  
19 *[https://doimspp.sharepoint.com/sites/blm-](https://doimspp.sharepoint.com/sites/blm-oc/dbs/eForms%20Library/Forms/Safety.aspx)*  
20 *[oc/dbs/eForms%20Library/Forms/Safety.aspx](https://doimspp.sharepoint.com/sites/blm-oc/dbs/eForms%20Library/Forms/Safety.aspx).*
  - 21 ○ **BLM/NPS/FWS** – *Employees, volunteers, and contractors (for BLM,*  
22 *this includes cooperators) are prohibited from using any mobile*  
23 *voice/data communication or electronic data retrieval device while*  
24 *operating a government owned, leased, or rented vehicle or while*  
25 *operating a personally-owned vehicle for official government business,*  
26 *and are further prohibited from using any government-owned mobile*  
27 *communication or data retrieval device while operating a personally-*  
28 *owned vehicle. Government purchased two-way radios are exempt from*  
29 *this requirement. The use of any of these devices during an emergency*  
30 *situation (immediate threat to life) is limited to the extent necessary to*  
31 *convey vital information. When there is a passenger in the vehicle and*  
32 *the vehicle is in motion, the passenger shall manage communications to*  
33 *prevent driver distraction.*
  - 34 ○ **NPS** – *For NPS employees engaged in activities other than wildfire or*  
35 *prescribed fire, refer to the current NPS Official Travel Driving Policy*  
36 *for restrictions.*
  - 37 ○ **FS** – *Policy requires all operators of government owned, or leased*  
38 *vehicles to have a Forest Service issued Operator's Identification Card*  
39 *(OF-346) indicating the type of vehicles or equipment the holder is*  
40 *authorized and qualified to operate.*
  - 41 ○ **FS** – *Drivers shall not engage in cellular phone or mobile radio*  
42 *communications while the vehicle is in motion unless actively engaged*  
43 *in an emergency such as wildland firefighting. During non-emergency*  
44 *situations, the driver shall identify a safe location to stop the vehicle*  
45 *and then engage in cellular phone or mobile radio communications.*



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

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

### 32 **Non-Incident Operations Driving**

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

- 34 • **BIA** – Per Indian Affairs Manual (IAM), Part 25, chapter 4: employees will  
 35 not exceed eight hours of driving time (behind the wheel), to include use of  
 36 specialized equipment, during a 16-hour duty day.

### 37 **Mobilization and Demobilization**

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

### 41 **Incident Operations Driving**

42 This policy addresses driving by personnel actively engaged in wildland fire or  
 43 all-hazard activities; this includes driving while in support, mobilization, and

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

### 21 **Fire Vehicle Operation Standards**

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

### 27 **Management Controls to Mitigate Risks to Responders**

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

### 33 **Wildland Fire Field Attire**

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

### 38 **Personal Protective Equipment (PPE)**

39 All personnel are required to use personal protective equipment (PPE)  
40 appropriate for their duties and/or as identified in JHAs/RAs. Employees must  
41 be trained to use safety equipment effectively.

- 1 Flame resistant clothing should be cleaned or replaced whenever soiled,  
2 especially when soiled with petroleum products. Flame resistant clothing will be  
3 replaced when the fabric is so worn as to reduce the protection capability of the  
4 garment or is so faded as to significantly reduce the desired visibility qualities.
- 5 Any modification to personal protective equipment that reduces its protection  
6 capability such as iron-on logos, and sagging of pants, is an unacceptable  
7 practice and will not be allowed on fires.

#### 8 **Required Fireline PPE**

- 9 • Wildland fire boots
- 10 • Fire shelter (M-2002)
- 11 • Helmet with chinstrap
- 12 • Goggles/safety glasses (as identified by JHAs/RAs)
- 13 • Ear plugs/hearing protection
- 14 • National Fire Protection Association (NFPA) 1977 compliant long-sleeved  
15 flame resistant shirt (yellow recommended)
- 16 • NFPA 1977 compliant flame resistant trousers
- 17 • Leather or leather/flame resistant combination gloves. Flame resistant flight  
18 gloves or NFPA 1977 compliant Driving Gloves can be used by heavy  
19 equipment operators, drivers and fireline supervisors when not using  
20 fireline hand tools.
- 21 • Additional PPE as identified by local conditions, Safety Data Sheet (SDS),  
22 or JHA/RA
  - 23 ○ *FS – Shirt, trousers, and gloves used by USFS personnel must meet*  
24 *Forest Service specification 5100-91 (shirt), 5100-92 (trousers), 6170-*  
25 *5 (gloves), or be NFPA 1977 compliant.*

#### 26 **Wildland Fire Boot Standard**

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

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

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

#### 36 **Fire Shelters**

37 New Generation Fire Shelters (M-2002, Forest Service Specification 5100-606)  
38 are required for all wildland firefighters. For more information, refer to  
39 [https://www.nwcg.gov/committees/fire-shelter-and-personal-protective-](https://www.nwcg.gov/committees/fire-shelter-and-personal-protective-equipment-subcommittee)  
40 [equipment-subcommittee.](https://www.nwcg.gov/committees/fire-shelter-and-personal-protective-equipment-subcommittee)

1 Training in inspection and deployment of fire shelters will be provided prior to  
2 issuance. Fire shelters do not have a shelf life; serviceability depends on the  
3 shelter's condition. Firefighters will inspect their shelter at the beginning of each  
4 fire season and periodically throughout the year to ensure they are serviceable.  
5 Inspection criteria can be found at  
6 [https://www.fs.fed.us/t-d/php/library\\_card.php?p\\_num=1151%202301P](https://www.fs.fed.us/t-d/php/library_card.php?p_num=1151%202301P).

7 Training shelters will be deployed at required RT-130, Wildland Fire Safety  
8 Training Annual Refresher. No live fire exercises for the purpose of fire shelter  
9 deployment training will be conducted.

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

### 17 **Head Protection**

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

- 23 • **BLM** – *Helmets and hats used for protection from impact of falling and*  
24 *flying objects and from limited electric shock and burn must meet the*  
25 *specifications of American National Standards Institute Z89.1-2009.*  
26 *Equivalent helmet meeting ANSI Z89.1-2009 Type 1, Class G or NFPA*  
27 *1977.*

28 Helmets consist of the shell and the suspension, which work together as a  
29 system. Both components require frequent inspection and maintenance. Detailed  
30 helmet inspection procedures can be found at  
31 [https://www.nwcg.gov/committees/fire-shelter-and-personal-protective-](https://www.nwcg.gov/committees/fire-shelter-and-personal-protective-equipment-subcommittee)  
32 [equipment-subcommittee](https://www.nwcg.gov/committees/fire-shelter-and-personal-protective-equipment-subcommittee).

### 33 **Eye and Face Protection**

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

- 36 • Nozzle operator
- 37 • Chainsaw operator/faller
  - 38 ○ The ANSI Z87.1 eye and face protection will be worn during all
  - 39 chainsaw operations involving cleaning and fueling. Steel mesh safety
  - 40 goggles are allowed only during falling and bucking chainsaw/crosscut
  - 41 saw operations.
  - 42 ○ Steel mesh glasses are not allowed for any chainsaw operations.
- 43 • Helibase and ramp personnel

- 1 • Wildland fire chemical mixing personnel
  - 2 • Other duties may require eye protection as identified in a specific JHA/RA
- 3 Full-face protection in the form of a face shield in compliance with *ANSI Z87.1*  
4 shall be worn when working in any position where face protection has been  
5 identified as required in the job-specific JHA/RA: Batch Mixing for Terra-  
6 Torch®, power sharpener operators, etc.

### 7 **Hearing Protection**

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

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

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

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

### 18 **Neck Protection**

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

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

### 27 **Leg Protection**

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

### 36 **Respiratory Protection**

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

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

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

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

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

#### 36 **High Visibility Vests**

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

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

#### 41 **Exceptions**

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

- 1 • There is a reasonable chance that the employee may be exposed to flames,  
2 high heat, or hazardous materials.
  - 3 • The high visibility garment hinders an employee's ability to do their job  
4 because it prevents necessary motion or because it limits access to  
5 necessary equipment such as radios or fire shelters.
- 6 Additional information is available in the Missoula Technology and  
7 Development Center (MTDC) report, *High-Visibility Garments and Worker*  
8 *Safety on Roadways* (1251-2818P-MTDC) at  
9 <https://www.fs.fed.us/t-d/pubs/pdfpubs/pdf12512818/pdf12512818Pdpi300.pdf>.

## 10 **Fireline Safety**

### 11 **Incident Briefings**

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

### 18 **LCES – A System for Operational Safety**

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

- 21 • L – Lookout(s)
- 22 • C – Communication(s)
- 23 • E – Escape Route(s)
- 24 • S – Safety Zone(s)

### 25 **Right to Refuse Risk**

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

### 30 **Aerial Drop Safety Considerations**

- 31 • Maintain prompt communications with aerial resources. Prioritize air-to-  
32 ground as appropriate.
- 33 • Establish a designated monitor for air-to-ground communications. Specific  
34 drops may not be accomplished unless communications are maintained and  
35 clearance is assured. Keep informed of the aerial firefighting objectives,  
36 tempo and aircraft type.
- 37 • Anticipate when line clearance may be requested. Tempo can change very  
38 quickly as aerial resources become available. Anticipate the clearance  
39 requirement based on the volume of delivery.
- 40 • Evaluate the environment for gravity hazards (tree limbs, rocks, logs and  
41 dispensed retardant/water). Broken trees and tree limbs, rolling rocks and



- 1 logs all move with gravity. If clearance is downhill of the drop, heightened  
2 awareness is warranted.
- 3 • If clearance is impractical, where fuels and/or terrain obstruct lateral  
4 clearance, notify aerial supervisor or the initial attack resource immediately.
  - 5 • If escape is not possible, lie face-down with head toward incoming aircraft  
6 with hardhat in place. Hold hand tool away from your body, and if possible,  
7 grasp something firm to prevent being carried or rolled about by the  
8 dropped liquid.

### 9 **Smoke and Carbon Monoxide**

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

15 From an incident management perspective, smoke impacts need to be analyzed  
16 and a risk assessment completed using the ICS-215A, Incident Action Plan  
17 Safety Analysis worksheet. For additional information, reference NWCG  
18 memorandum EB-M-12-006, *Monitoring and Mitigating Exposure to Carbon*  
19 *Monoxide and Particulates at Incident Base Camps* at  
20 <https://www.nwcg.gov/executive-board/correspondence>. Ordering Air Resource  
21 Advisors should be considered when smoke impacts are of concern in the ICS-  
22 215A. **### Ordering Air Resources Advisors to the maximum extent practicable**  
23 **as identified by the 2019 Dingell Act on all Type 1 fires and consider assigning**  
24 **ARAs on Type 2 fires.**

### 25 **Location of Fire Camps and Plans to Remain in Place**

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

- 33 • Documented risk assessment
- 34 • Trigger points
- 35 • Egress routes
- 36 • Transportation for all personnel
- 37 • Accountability for all personnel
- 38 • Those individuals not meeting PMS 310-1 qualifications will be considered  
39 escorted visitors as addressed elsewhere in this chapter.
  - 40 ○ *FS – At a minimum, plans shall also include:*
    - 41 ▪ *ICP protection strategy referenced in the IAP.*
    - 42 ▪ *Live-ability considerations including air quality index*  
43 *guidelines, functionality of location and facilities, and safety*  
44 *factors for post burn conditions.*

**1 Standard Safety Flagging**

2 The following flagging is recommended for wildland fire activities:

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

**9 Emergency Medical Planning and Services**

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

**14 Incident Medical Emergency Management Planning**

15 In 2010, NWCG approved the standardized incident emergency protocol  
16 developed by the Dutch Creek Serious Accident Task Team, and issued  
17 direction that these emergency medical procedures be adopted by all IMTs  
18 during daily operations.

- 19 • Although some of the procedures are specific to larger Type 1 and Type 2  
20 incidents when key unit leader positions are filled, these same procedures  
21 and protocols can be adapted for local unit use when managing Type 5, 4,  
22 and 3 incidents as well as during normal field operations. Local unit  
23 emergency medical plans must take into account all types and management  
24 levels of incidents.
- 25 • All IMTs will use the standard Medical Incident Report in their Medical  
26 Plan and Communication protocols. It is found in the *IRPG* under  
27 Emergency Medical Care Guidelines (red pages) and with the Medical Plan  
28 (ICS-206-WF) form available at [https://www.nwcg.gov/publications/ics-](https://www.nwcg.gov/publications/ics-forms)  
29 forms.

30 To achieve successful medical response, agency administrators will ensure that  
31 their units have completed the following items prior to each field season:

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

**41 Air Ambulance Coordination**

42 Unit and state/regional-level fire program managers should ensure that  
43 procedures, processes, and/or agreements for use of local and regional air

1 ambulance services are stated in writing and effectively coordinated between the  
2 fire programs, the dispatch/logistics centers, and the service providers. These  
3 procedures, processes, and/or agreements should address contact frequencies,  
4 coordinate format requirements, and capabilities/limitations of the air ambulance  
5 (e.g., night flying, unimproved helispots, and weather restrictions).

#### 6 **Incident Emergency Medical Services**

7 Incident medical information can be found on the NWCG Emergency Medical  
8 Committee website at [https://www.nwcg.gov/committees/emergency-medical-](https://www.nwcg.gov/committees/emergency-medical-committee)  
9 [committee](https://www.nwcg.gov/committees/emergency-medical-committee).

10 NWCG has published *Clinical Treatment Guidelines for Wildland Fire Medical*  
11 *Units* (PMS 551). These guidelines establish a national approach for medical  
12 care during large incidents that expand the typical emergency management  
13 services (EMS) scope of practice to include the mission of managing and  
14 maintaining the health and wellness of wildland fire personnel. These guidelines  
15 are available at [### https://www.nwcg.gov/committees/emergency-medical-](https://www.nwcg.gov/committees/emergency-medical-committee)  
16 [committee](https://www.nwcg.gov/committees/emergency-medical-committee) under “Guides and Agency Policies.”  
17 <https://www.nwcg.gov/publications/551>.

18 Home units that choose to utilize and support higher level medical responders to  
19 provide medical support for internal agency medical emergencies (beyond basic  
20 first aid/CPR) may do so; however, certification and credentialing must follow  
21 respective state laws and protocols unless there is other agency direction.

#### 22 **Required Treatment for Burn Injuries**

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

25 After on-site medical response, initial medical stabilization, and evaluation are  
26 completed, the agency administrator or designee having jurisdiction for the  
27 incident and/or firefighter representative (e.g., crew boss, medical unit leader,  
28 compensations for injury specialist, etc.) should discuss and coordinate with the  
29 attending physician to ensure that a firefighter whose burn injuries meet any of  
30 the following burn injury criteria is appropriately referred to the nearest regional  
31 burn center. Burn injuries are often difficult to evaluate and may take 72 hours  
32 to manifest themselves. When there is any doubt as to the severity of or if  
33 criteria are met for a burn injury, the recommended action is to work closely  
34 with the treating physician to facilitate either a digital picture or telemedicine  
35 consult with a burn center or the referral and transport of the burned employee to  
36 the nearest burn center. It should be kept in mind, however, that not all burns  
37 require referral to a burn center. Special consideration should be given to  
38 referring a burned firefighter to a burn center if there is poor pain control during  
39 care at the medical facility. The following criteria from the American Burn  
40 Association (ABA) are meant to help guide the patient referral decision process.

41 The decision to refer a firefighter not meeting the following criteria to a regional  
42 burn center is made directly by the attending physician or may be requested of

1 the physician by the agency administrator or designee having jurisdiction and/or  
2 firefighter representative after discussing medical follow-up beyond the ER. A  
3 possible solution is a referral to a burn center out-patient clinic for follow-up  
4 care after the ER visit.

5 After initial medical stabilization and evaluation are completed in a medical  
6 facility, the decision to refer the employee to a specialty care physician/facility  
7 is made only by the attending physician. Workers' compensation benefits may  
8 be denied in the event the employee is transported to a specialty care  
9 physician/facility without a referral from the attending physician after already  
10 being seen by a medical provider. A report prepared by a Physicians' Assistant  
11 must be countersigned by a physician to be accepted as medical evidence. A  
12 definition of "physician" can be found at  
13 [https://www.dol.gov/owcp/dfec/regs/compliance/DFECfolio/FECA-](https://www.dol.gov/owcp/dfec/regs/compliance/DFECfolio/FECA-PT3/#30100)  
14 [PT3/#30100](https://www.dol.gov/owcp/dfec/regs/compliance/DFECfolio/FECA-PT3/#30100).

15 The agency administrator or designee for the incident will coordinate with the  
16 employee's home unit to identify a workers' compensation liaison to assist the  
17 injured employee with workers' compensation claims and procedures.

18 During these rare events, close consultation must occur between the attending  
19 physician, the firefighter, the agency administrator or designee and/or firefighter  
20 representative, the firefighter's physician (if they have one), and the burn center  
21 to assure that the best possible care for the burn injuries is provided.

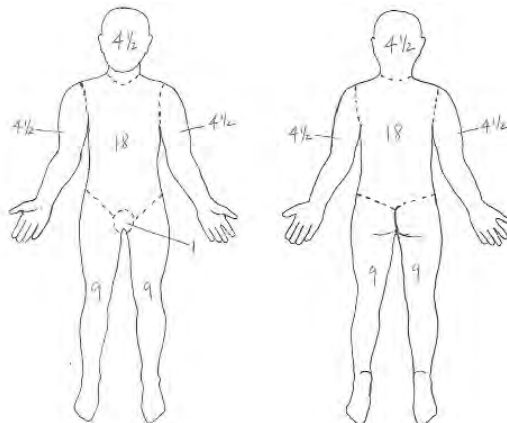
#### 22 **ABA Burn Injury Criteria**

- 23 • Partial thickness burns (second degree) involving greater than 10% Total  
24 Body Surface Area (TBSA).
- 25 • Burns (second degree) involving the face, hands, foot, genitalia, perineum,  
26 or major joints.
- 27 • Third-degree burns of any size are present.
- 28 • Electrical burns, including lightning injury, or chemical burns are present.
- 29 • Inhalation injury is suspected.
- 30 • Burn injury in someone with preexisting medical disorders that could  
31 complicate management, prolong recovery or affect mortality (e.g.,  
32 diabetes).
- 33 • Any patient with burns and concomitant trauma (such as fractures) in which  
34 the burn injury poses the greatest risk of morbidity or mortality. In such  
35 cases, if the trauma poses the greater immediate risk, the patient may be  
36 initially stabilized in a trauma center before being transferred to a burn unit.  
37 Physician judgment will be necessary in such situations and should be in  
38 concert with the regional medical control plan and triage protocols.
- 39 • Burn injury in someone who will require special social, emotional or  
40 rehabilitative intervention (PTSD, severe anxiety, etc.).

#### 41 **Severity Determination**

- 42 • **First Degree** (Superficial) – Red, sometimes painful.

- 1 • **Second Degree** (Partial Thickness) – Skin may be red, blistered, swollen,
- 2 and painful to very painful.
- 3 • **Third Degree** (Full Thickness) – Whitish, charred, or translucent, no pin
- 4 prick sensation in burned area.



- 5 **Percentage Total Body Surface Area (TBSA) – Rule of 9s or Rule of Palms**
- 6 Rule of 9s (pictures on previous page): The body is divided into sections of 9
- 7 percent, or multiples of 9 percent, each as per the drawing.
- 8 Rule of Palms: Patient’s palm equals 1% of their body surface. Estimate how
- 9 many times the patient’s palm could be placed over the burned areas to estimate
- 10 the percentage of body that has been burned.
- 11 A map as well as a search engine of burn care facilities can be found at
- 12 <https://ameriburn.org/public-resources/find-a-burn-center/>.
- 13 For additional NWCG incident emergency medical information see
- 14 <https://www.nwcg.gov/committees/emergency-medical-committee> under
- 15 “Guides and Agency Policies.”

#### 16 **Explosives, Munitions, and Unexploded Ordnance**

- 17 When encountering explosives, munitions, unexploded ordnance (UXO), or
- 18 suspected UXO, never pick up, handle, uncover, or touch suspected explosives
- 19 or military munitions. Retreat and secure the area from entry. Immediately
- 20 notify the local dispatch office, and gather as much information as possible from
- 21 a safe distance.
- 22 Gather the following information and provide it to the dispatch center:
- 23 • Location of the explosive/munitions using a map, GPS coordinates, or
- 24 landmarks (use of a GPS receiver is acceptable because it is a receive-only
- 25 device).
- 26 • Picture of the explosive if it can be obtained from a safe distance.
- 27 • Who discovered the explosive/munitions and how they can be contacted.

- 1 • Condition of the explosive/munitions (e.g., buried, partially exposed, fully
  - 2 exposed, deteriorated, or punctured).
  - 3 • Number and type of explosive/munitions visible (e.g., blasting caps,
  - 4 dynamite, bomb, grenade, etc.).
  - 5 • Estimated size of explosive/munitions (e.g., length and diameter).
  - 6 • Distinctive features of explosive/munitions (e.g., shape, color, markings).
  - 7 • Nearby structures, if any (so inhabitants can be contacted and evacuated if
  - 8 necessary).
  - 9 • Public access to the vicinity (i.e., open or closed to motor vehicles).
- 10 Never spend more time near munitions, suspected explosives, or UXO than is
- 11 absolutely necessary. Only collect the above information as long as it is safe to
- 12 do so from a distance. Never compromise safety to collect information.

### 13 **Notifications**

14 Local dispatch centers are responsible for notifying:

- 15 • Agency law enforcement;
- 16 • Unit safety officer;
- 17 • Agency administrator; and
- 18 • Local law enforcement.

### 19 **Discovery of Explosives/Munitions/UXO Associated with Former Defense**

#### 20 **Sites**

21 The military retains liability and responsibility for munitions removal and for

22 remedial actions on all lands transferred (or transferring) from the military to the

23 land management agencies, and is responsible for explosives safety at former

24 defense sites. The military must be notified for all UXO on these lands.

25 Local law enforcement is responsible for contacting the appropriate military

26 authority. If the responsible military unit is unknown, then local law

27 enforcement should contact the U.S. Army Forces Command (FORSCOM),

28 52nd Ordnance Group (EOD), at its 24-hour emergency response number, (931)

29 431-3824.

30 For additional UXO safety information, see the current *IRPG*.

### 31 **Industrial and Naturally Occurring Hazardous Materials Exposure**

32 Firefighters can potentially be exposed to hazards in the wildland fire

33 environment. Encountered hazards can be both human and environmentally

34 borne.

35 This section provides information and mitigations for most commonly

36 encountered industrial and naturally occurring potential exposures. Recognizing

37 there may be unique/area specific hazardous exposures (e.g., fungus causing

38 valley fever, erionite, coal seams), the following standards apply to all hazards:

- 39 • Identifying unit-specific environmental hazards;
- 40 • Develop Risk Assessments/Job Hazard Analyses (RA/JHAs) for those
- 41 hazards;

- 1 • Develop and provide specific training and standard operating procedures
- 2 (SOPs);
- 3 • Provide briefings/training for those who may be exposed;
- 4 • If exposure is suspected, immediately disengage and leave the area; and
- 5 • Seek immediate medical attention if exposure symptoms occur.

#### 6 **Hazardous Materials Response**

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

#### 19 **Dump and Spill Sites**

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

- 25 • Follow the procedures in the *IRPG*;
- 26 • Treat each site as if it contains harmful materials;
- 27 • Do not handle, move, or open any container, breathe vapors, or make  
28 contact with the material;
- 29 • Move a safe distance upwind from the site;
- 30 • Contact appropriate personnel. Generally, this is the Hazardous Materials  
31 Coordinator for the local office; and
- 32 • Firefighters need to immediately report hydrogen sulfide (H<sub>2</sub>S) or potential  
33 exposure and seek immediate medical care.
  - 34 ○ *BLM/NPS/FWS – Agencies require that all field personnel complete*
  - 35 *First Responder Awareness training. Firefighters are required to take*
  - 36 *an annual refresher for Hazardous Material protocol.*

37 The following general safety rules shall be observed when working with  
38 chemicals:

- 39 • Read and understand the Safety Data Sheets.
- 40 • Keep the work area clean and orderly.
- 41 • Use the necessary safety equipment.
- 42 • Label every container with the identity of its contents and appropriate  
43 hazard warnings.

- 1 • Store incompatible chemicals in separate areas.
- 2 • Substitute less toxic materials whenever possible.
- 3 • Limit the volume of volatile or flammable material to the minimum needed
- 4 for short operation periods.
- 5 • Provide means of containing the material if equipment or containers should
- 6 break or spill their contents.

#### 7 **Wildland Fires In or Near Oil/Gas Operations**

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

- 11 • Firefighters shall receive annual oil and gas hazard recognition and  
12 mitigation training;
- 13 • Local unit shall complete a JHA/RA for wildland fire activities in oil and  
14 gas areas and provide a copy with a briefing to all local and incoming  
15 resources;
- 16 • Establish Response Protocols and proper decontamination procedures to  
17 minimize exposure to additional employees, equipment, and facilities.  
18 Protocols will include notification procedures to respective oil and gas  
19 company(s);
- 20 • Ensure oil and gas resource advisors are consulted;
- 21 • Ensure that at least one member of each squad or engine crew is  
22 knowledgeable in the use and data interpretation of the H<sub>2</sub>S gas monitor.  
23 Training on the device will include at a minimum:
  - 24 ○ Equipment charging and maintenance of sensors;
  - 25 ○ Startup, zeroing, calibration, and bump testing procedures as  
26 recommended by the manufacturer; and
  - 27 ○ How the monitor elicits a warning alarm (visual, auditory, vibration).
- 28 • Understand Peak Reading, Short Term Exposure Limits (STEL), and Time  
29 Weighted Averages;
  - 30 ○ Understand how to set the monitors alarm threshold.
- 31 • The monitor's alarm shall be set at the current American Conference on  
32 Governmental Industrial Hygienists (ACGIH) Threshold Limit Value (10  
33 PPM 2008) and STEL (15 PPM 2008);
- 34 • If H<sub>2</sub>S gas is encountered, immediately disengage and leave area; and
- 35 • Do not establish incident base camps or staging areas in or near oil and gas  
36 operations.

37 The following websites provide additional information and training resources:

- 38 • ### <https://www.nifc.gov/video/HazMat.wmv>
- 39 • <https://www.wildfirelessons.net/irdb>
- 40 • <https://www.nfpa.org/>
- 41 • A template for briefing incident management teams is available in the  
42 “Additional Resources” section of the NIFC Safety website at ###  
43 <https://www.nifc.gov> <https://www.nifc.gov/programs/safety>.



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

2 Abandoned uranium mines and other potential radioactive sites exist in many  
3 areas of public lands. When these areas are identified, local management should  
4 provide information and direction on operations to be used. General knowledge  
5 and understanding of potential radiation exposure is necessary for wildland fire  
6 program management to make valid risk management decisions in these areas.

7 The following website provides information and general guidelines.

8 <https://www.nifc.gov/standards/guides/red-book>

9 **Wildland Fires In or Near Coal Seams**

10 Coal is naturally occurring black or brownish rock usually located in rock strata  
11 in layers or veins, coal beds or coal seams. Exposed coal seams are abundant  
12 through southeast and central Montana, western North Dakota, South Dakota,  
13 and Alaska. A coal seam fire is the smoldering of an exposed or underground  
14 coal deposit.

15 **Risks:** Coal seam fires pose a serious problem that can be a hazard to  
16 firefighter's health and safety. Coal seam fires can emit toxic gases, including  
17 carbon monoxide, sulfur dioxide and other potentially hazardous gases.

18 Carbon Monoxide is a colorless, odorless and tasteless gas that can be highly  
19 toxic. Sulfur Dioxide is a colorless gas with a characteristic of an irritating,  
20 pungent odor and is also highly toxic. Some symptoms of exposure to these  
21 gases may include headaches, nausea, dizziness, fatigue, shortness of breath,  
22 coughing and eye irritation.

23 Because of the variances in symptoms and exposure levels, seek medical  
24 attention for a complete diagnosis if firefighters have been exposed to toxic  
25 gases from coal seam fires and symptoms persist. Additionally firefighters  
26 exposed to coal ash, smoke or vapor should trade in their PPE for fresh PPE.  
27 Individually bag PPE that has been contaminated.

28 **Required Actions/Precautions:** Firefighters are typically not equipped or trained  
29 for coal seam fires and should not attempt to extinguish such fires with hand  
30 tools and engines.

31 Putting water on coal seam fires is normally useless. Mitigation crews will need  
32 to excavate the burning coal seam and mix the hot material with soil and water  
33 to cool. The area can be reclaimed by backfilling the seam and re-vegetating the  
34 disturbed area.

35 Signs of a coal seam fire may include a rotten egg smell, smoking white ash and  
36 continuous or non-continuous lines of what appears to be smoldering black rock  
37 (coal) where the flame may or may not be visible. Avoid low lying terrain in  
38 known coal seam fire areas especially early morning when air temps are cool.  
39 Gas tends to sink when air is cool and will accumulate in low lying areas.

40 Do not depend on sense of smell to detect coal seam fires. At high  
41 concentrations the sense of smell will be almost immediately overwhelmed or

1 become numb. At lower levels, the sense of smell will slowly deteriorate as  
2 levels build in the blood stream. Do not stand downwind of coal smoke under  
3 any conditions especially during suppression operations.

4 Report the location of all coal seam fires to the incident commander or  
5 supervisor. ICs should notify agency representatives of locations of coal seam  
6 fires. Agencies should have resource advisors notify incoming incident  
7 command teams and firefighting resources of known locations of exposed coal  
8 seams, coal mines or abandoned coal mines adjacent to ongoing incidents and  
9 the risks and precautions to take when working around coal seam fires.

#### 10 **Hazardous Water Sources**

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

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

#### 25 **Hydrogen Cyanide (HCN) Exposure**

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

31 Symptoms of HCN poisoning include bitter almond odor on breath, burning  
32 taste in mouth, stiffness of lower jaw, feeling of numbness or constriction in  
33 throat, weakness, and headache.

34 Follow hazardous materials protocols contained in the *IRPG* to mitigate  
35 exposure to HCN. If personnel may have been exposed to HCN, immediate  
36 referral to a health care facility capable of toxicology testing and treatment of  
37 HCN exposure is required.

#### 38 **Safety for Personnel Visiting Fires**

39 A wide variety of personnel such as agency administrators, other agency  
40 personnel, dignitaries, members of the news media, etc., may visit incidents. The  
41 following standards apply to all visitors.

**1 Visits to Incident Base Camps or Non-Fireline Field Locations**

2 Recommended field attire includes:

- 3 • Lace-up, closed toe shoes/boots with traction soles and ankle support.
- 4 • Trousers.
- 5 • Long-sleeve shirt.
- 6 • For agency personnel, the field uniform is appropriate.

**7 Fireline Logistical Support**

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

- 11 • Complete fire shelter training.
- 12 • Required Fireline PPE as referenced in the personal protective equipment  
13 section of this chapter.
- 14 • Receive an incident briefing.
- 15 • Ensure adequate communications are established.
- 16 • Other requirements (if any) established by the incident commander.
- 17 • A work capacity test (WCT) is not required unless required for a specific  
18 position defined in the PMS 310-1.

**19 Minimum Requirements for Visits to the Fireline/RX Burns**

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

- 23 • Visits to the fireline must have the approval of the IC/burn boss.
- 24 • Visitors must maintain communications with the DIVS or appropriate  
25 fireline supervisor of the area they are visiting.
- 26 • Required fireline PPE as referenced in the personal protective equipment  
27 section of this chapter.
- 28 • Required field attire:
  - 29 ○ Undergarments made of 100 percent or the highest possible content of  
30 natural fibers or flame-resistant materials.
- 31 • Required equipment/supplies:
  - 32 ○ Hand tool
  - 33 ○ Water canteen

34 Visitors to the fireline/RX burns may be “Non-Escorted” or “Escorted”  
35 depending on the following requirements:

**36 Non-Escorted Visits**

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

- 39 • Must have adequate communications and radio training.
- 40 • Completed the following training:
  - 41 ○ *Introduction to Fire Behavior* (S-190)
  - 42 ○ *Firefighter Training* (S-130)

- 1 ○ *Wildland Fire Safety Training Annual Refresher* (RT-130), including
- 2 fire shelter training
- 3 ● Deviation from these requirements must be approved by the IC or Burn
- 4 Boss.

#### 5 **Escorted Visits**

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

- 8 ● Visitors must receive training in the proper use of fireline PPE.
- 9 ● Requirement for hand tool and water to be determined by escort.
- 10 ● Visitors must be able to walk in mountainous terrain and be in good
- 11 physical condition with no known limiting conditions.
- 12 ● Escorts must be minimally qualified as Single Resource Boss.
- 13 ● Deviation from these requirements must be approved by the IC or Burn
- 14 Boss.

#### 15 **Helicopter Observation Flights**

16 Visitors who take helicopter flights to observe fires must receive approval from  
17 the incident commander, a passenger briefing, and meet the following  
18 requirements:

- 19 ● Required PPE:
  - 20 ○ Flight helmet
  - 21 ○ Leather boots
  - 22 ○ Flame-resistant clothing
  - 23 ○ ~~### All leather or leather and aramid gloves~~ Approved flame-resistant
  - 24 ~~gloves; aviation life support equipment (ALSE) standard~~

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

#### 27 **Fixed-Wing Observation Flights**

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

#### 31 **6 Minutes for Safety Training**

32 It is recommended that daily 6 Minutes for Safety training be conducted that  
33 focuses on high-risk, low frequency activities that fire personnel may encounter  
34 during a fire season. A daily national 6 Minutes for Safety briefing can be found  
35 at <https://www.nwcg.gov/committees/6-Minutes-for-safety> or within the  
36 National Incident Management Situation Report.

#### 37 **SAFENET**

38 SAFENET is a form, process, and method for reporting and resolving safety  
39 concerns encountered in any aspect (e.g., preparedness, training, etc.) of  
40 wildland fire or all hazard incident management. The information provided on

- 1 the form will provide important, safety-related data to the National Interagency  
2 Fire Center, and determine long-term trends and problem areas.
- 3 The objectives of the form and process are:
- 4 • To provide immediate reporting and correction of unsafe situations or close  
5 calls in wildland fire.
  - 6 • To provide a means of sharing safety information throughout the fire  
7 community.
  - 8 • To provide long-term data that will assist in identifying trends.
  - 9 • Primarily intended for wildfire and prescribed fire situations, however,  
10 SAFENET can be used for training and all hazard events.
- 11 Individuals who observe or who are involved in an unsafe situation shall initiate  
12 corrective actions if possible, and then report the occurrence using SAFENET.  
13 You are encouraged, but not required, to put your name on the report.
- 14 Prompt replies to the originator (if name provided), timely action to correct the  
15 problem, and discussion of filed SAFENETs at local level meetings encourage  
16 program participation and active reporting.
- 17 SAFENET is not the only way to correct a safety-related concern and it does not  
18 replace accident reporting or any other valid agency reporting method. It is an  
19 efficient way to report a safety concern. It is also a way for front line firefighters  
20 to be involved in the daily job of being safe and keeping others safe, by  
21 documenting and helping to resolve safety issues. SAFENETs may be filed:
- 22 • Electronically at <https://safenet.nifc.gov>;
  - 23 • Verbally by telephone at 1-888-670-3938; or
  - 24 • By SAFENET Field Card.
- 25 The SAFENET Field Card can be used by wildland fire personnel to  
26 immediately identify and report unsafe situations or close calls that should  
27 receive immediate resolution/mitigation. If the situation cannot be resolved at  
28 the local/incident level, the reporting individual is encouraged to follow the  
29 formal SAFENET submission process stated above. SAFENET Field Cards are  
30 available at <https://safenet.nifc.gov>.

### 31 **Safety Alert System**

- 32 The Safety Alert system is intended as another mechanism to provide safety  
33 related information to the field. The expectation is that the messages will  
34 continue to be forwarded within the fire community, and that they will receive a  
35 wide distribution in a relatively short period of time. There are three levels of  
36 Safety Alert:
- 37 • Safety Warning – A warning of a safety hazard that poses an imminent  
38 threat to life or property.
  - 39 • Safety Advisory – An advisory on safety information that isn't related to  
40 imminent or potential threats of injury.

- 1 • Safety Bulletin – A factual confirmation of a serious accident, incident or
- 2 fatality within the fire community.

3 A database of all bulletins can be found at <https://www.nwccg.gov/alerts>.

#### 4 **Accident/Injury Reporting**

5 The Occupational Safety and Health Administration (OSHA) mandates that all  
6 accidents and injuries be reported in a timely manner. This is important for the  
7 following reasons:

- 8 • To protect and compensate employees for incidents that occur on-the-job.
- 9 • To assist supervisors and safety managers in taking corrective actions and  
10 establish safer work procedures.
- 11 • To determine if administrative controls or personal protective equipment are  
12 needed to prevent a future incident of the same or similar type.
- 13 • To provide a means for trend analysis.

#### 14 **Agency Reporting Requirements**

15 Employees are required to immediately report to their supervisor every job-  
16 related accident. Managers and supervisors shall ensure that an appropriate level  
17 of investigation is conducted for each accident and record all personal injuries  
18 and property damage. Coordinate with your human resources office or  
19 administrative personnel to complete appropriate Office of Workers'  
20 Compensation (OWCP) forms. Reporting is the responsibility of the injured  
21 employee's home unit regardless of where the accident or injury occurred.

- 22 • **BLM/NPS/FWS** – *Employees will report accidents using the Safety*  
23 *Management Information System (SMIS) at <https://www.smis.doi.gov>.*  
24 *Supervisors shall complete SMIS report within six working days after the*  
25 *accident/injury.*
- 26 • **FS** – *Employees will use the eSafety system through the Forest Service*  
27 *Dashboard at*  
28 *[http://fsweb.asc.fs.fed.us/HRM/owcp/WorkersComp\\_index.php/](http://fsweb.asc.fs.fed.us/HRM/owcp/WorkersComp_index.php/).*
- 29 • **BIA** – *In addition to reporting accidents using the Safety Management*  
30 *Information System (SMIS), fire management officers will complete the*  
31 *Early Alert at <https://www.bia.gov/bia/ots/dfwfm/bwfm/safety>, and submit to*  
32 *regional fire management officers within 24 hours after the accident/injury.*

#### 33 **OSHA Reporting Requirements**

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

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

- 1 Supervisors will coordinate with the unit safety manager where the
- 2 accident/injury occurred to ensure notifications are made to the appropriate
- 3 OSHA regional office.
- 4 OSHA reporting information is available at
- 5 <https://www.osha.gov/recordkeeping2014/index.html>.

#### 6 **Critical Incident Management**

7 The NWCG has published the *Agency Administrator's Guide to Critical*  
8 *Incident Management* (PMS 926). This guide is designed as a working tool to  
9 assist agency administrators with the chronological steps in managing a critical  
10 incident. This document includes a series of checklists, which outline agency  
11 administrator's and other functional area's oversight and responsibilities. The  
12 guide is not intended to replace local emergency plans or other specific guidance  
13 that may be available, but should be used in conjunction with existing agency  
14 policy, line of duty death (LODD)/loss of human life (LOHL) handbooks, or  
15 other critical incident guidance. Local units should complete the guide or  
16 equivalent, and review and update at least annually.

#### 17 **Critical Incident Stress Management (CISM)**

18 CISM is a comprehensive, integrated, systematic, and multicomponent crisis  
19 intervention program that was developed to manage traumatic experiences. It is  
20 a package of tactics that are designed to mitigate the impact of a traumatic event,  
21 facilitate normal recovery processes, restore adaptive function, and identify  
22 people who would benefit from additional support services. CISM interventions  
23 services can be applied to wildland fire, law enforcement, or other emergency  
24 responses. CISM interventions should never be used for grief counseling,  
25 mediation or a replacement for mental health care professionals. The agency  
26 administrator is responsible for identifying an event as a critical incident.

- 27 • ### **BLM**—Refer to FA IM 2020-003, *Critical Incident Stress Management*  
28 *Program Policy*. [https://doimspp.sharepoint.com/sites/blm-](https://doimspp.sharepoint.com/sites/blm-fa/Directives/Forms/AllItems.aspx?id=%2Fsites%2Fblm%2Dfa%2FDirectives%2F2020IM%2FFA%2DIM%2D2020%2D003%2Epdf&parent=%2Fsites%2Fblm%2Dfa%2FDirectives%2F2020IM)  
29 [fa/Directives/Forms/AllItems.aspx?id=%2Fsites%2Fblm%2Dfa%2FDirectives%2F2020IM%2FFA%2DIM%2D2020%2D003%2Epdf&parent=%2Fsites%2Fblm%2Dfa%2FDirectives%2F2020IM](https://doimspp.sharepoint.com/sites/blm-fa/Directives/Forms/AllItems.aspx?id=%2Fsites%2Fblm%2Dfa%2FDirectives%2F2020IM%2FFA%2DIM%2D2020%2D003%2Epdf&parent=%2Fsites%2Fblm%2Dfa%2FDirectives%2F2020IM)  
30 [TBD](https://doimspp.sharepoint.com/sites/blm-fa/Directives/Forms/AllItems.aspx?id=%2Fsites%2Fblm%2Dfa%2FDirectives%2F2020IM%2FFA%2DIM%2D2020%2D003%2Epdf&parent=%2Fsites%2Fblm%2Dfa%2FDirectives%2F2020IM)  
31

#### 32 **Critical Incident Peer Support (CIPS)**

33 Critical Incident Peer Support (CIPS) is an intervention tactic designed for  
34 colleagues or people of “mutual respect” to help each other through difficult  
35 situations. It is the foundation of the interagency wildland fire CISM program  
36 since peers understand the unique traumas, fears, job related stresses, and offer  
37 instant trust, respect, credibility, and empathy. Camaraderie among peers has  
38 credibility that academic training cannot create.

#### 39 **Critical Incident Peer Support Groups**

40 CIPS Groups are assembled at the time of request and can be ordered through  
41 the dispatch/coordination system. For more information go to  
42 <https://gacc.nifc.gov/cism/>.

1  
2

## Chapter 8 Interagency Coordination and Cooperation

3

### Introduction

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

10

### National Wildland Fire Management Structure

11

#### Wildland Fire Leadership Council (WFLC)

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

17

18 The Council consists of the Department of Agriculture's Undersecretary for  
19 Natural Resources and Environment, the Deputy Undersecretary for Natural  
20 Resources and Environment, and the Chief of the U.S. Forest Service; the  
21 Department of the Interior's (DOI) Assistant Secretary for Policy, Management  
22 and Budget, the Directors of the National Park Service, Bureau of Indian  
23 Affairs, Bureau of Land Management, Fish and Wildlife Service, and U.S.  
24 Geological Survey; the Department of Homeland Security's U.S. Fire  
25 Administration Administrator; the president of the intertribal timber council;  
26 two state governors selected from the National Governors Association; a county  
27 commissioner serving as a member of the National Association of Counties; a  
28 mayor serving as a member of the National League of Cities; a state forester  
29 serving at the request of a senior state elected official; and a fire chief serving at  
the request of a senior local government elected official.

30

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

33

#### Federal Fire Policy Council (FFPC)

34 The FFPC provides a common national federal agency approach to wildland fire  
35 management. FFPC ensures that wildland fire management policies, programs,  
36 activities, and budgets are coordinated and consistent among and between the  
37 member agencies and strives for coordinated and consistent policies and  
38 programs with non-federal partner and cooperator agencies. FFPC sets strategic  
39 policy and program direction, provides coordinated recommendations to the  
40 Secretaries of Agriculture, the Interior, and Homeland Security and resolves  
41 inconsistencies among and between federal wildland fire programs.



1 The FFPC is accountable and has the authority to:

- 2 • Set the vision and provide leadership for the federal wildland fire program.
- 3 • Set national federal strategic wildland fire program goals and priorities.
- 4 • Establish the Fire Executive Council.

5 The FFPC is responsible to:

- 6 • Provide coordinated federal wildland fire management policy direction.
- 7 • Resolve policy and program management inconsistencies.
- 8 • Set strategic budget priorities for wildland fire management.
- 9 • Coordinate and communicate with non-federal entities.

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

#### 20 **Fire Executive Council (FEC)**

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

31 The FEC is accountable and has the authority to:

- 32 • Establish strategic federal fire program budget direction and priorities.
- 33 • Ensure coordinated federal policy development.
- 34 • Develop federal business requirements and priorities.

35 The FEC is responsible and has the authority to:

- 36 • Provide coordinated federal interagency executive level wildland fire policy  
37 leadership, direction, and program oversight.
- 38 • Provide coordinated recommendations and advice to the FFPC.
- 39 • Provide wildland fire policy and program direction to the Fire Management  
40 Board (FMB).
- 41 • Provide strategic policy and program integration with resource  
42 management, aviation, and other related program areas.

- 1 • Coordinate and communicate with other non-federal entities.
- 2 • Set strategic budget direction and recommendations.
- 3 • Establish strategic direction and requirements for wildland fire information
- 4 and technology, wildland fire administrative/business support, scientific and
- 5 research support, and other program areas.
- 6 • Approve wildland fire policy, as appropriate.
- 7 • Resolve policy and program management inconsistencies and differences.
- 8 • Oversee compliance with policy, budget, and program direction.
- 9 • Charter the Fire Management Board.
- 10 • Charter the National Wildfire Coordinating Group (NWCG) along with the
- 11 Intertribal Timber Council and the National Association of State Foresters.

12 The FEC is composed of the Director and Deputy Directors, USFS Fire and  
13 Aviation Management (USDA); the Director, Office of Wildland Fire, Director,  
14 Office of Aviation Services, Fire Executives from BLM, NPS, BIA, and  
15 USFWS (DOI); and the US Fire Administration Chief, Emergency Support  
16 Branch, National Fire Programs (USDHS-FEMA).

#### 17 **Fire Management Board (FMB)**

18 The FMB provides a mechanism for coordinated and integrated federal wildland  
19 fire program management and implementation. The FMB, taking strategic  
20 policy and program direction from the FEC, directs, coordinates and oversees  
21 the development and implementation of federal wildland fire policy and  
22 programs to provide consistent and cost-effective program management.

23 The FMB is accountable and has the authority to:

- 24 • Coordinate federal program management and oversight.

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

- 26 • Provide common, integrated implementation strategies, approaches,
- 27 programs, and oversight for implementing federal wildland fire policies.
- 28 • Provide federal wildland fire program strategy, policy, budget and program
- 29 recommendations to the FEC.
- 30 • Provide recommendations on information and technology requirements,
- 31 priorities, and investments to the Wildland Fire Information and
- 32 Technology Executive Board.
- 33 • Provide recommendations on science and research requirements and
- 34 priorities necessary to support wildland fire program management activities.
- 35 • Identify requirements and recommend priorities for standards necessary to
- 36 ensure interoperability of intergovernmental wildland fire activities and
- 37 operations.
- 38 • Consult with our non-federal partners.
- 39 • Develop recommendations for interagency wildland fire
- 40 administrative/business support needs.

41 The FMB is composed of the USFS Fire and Aviation Management Assistant  
42 Directors (USDA); the Deputy Director, Office of Wildland Fire, the Deputy

1 Director, Office of Aviation Services, the Fire Directors for BIA, BLM,  
2 USFWS, and NPS (DOI); and the Wildfire Program Manager, US Fire  
3 Administration (USDHS-FEMA).

4 **National Wildfire Coordinating Group (NWCG)**

5 The NWCG is made up of the USFS, BIA, BLM, FWS, and NPS; Intertribal  
6 Timber Council; U.S. Fire Administration (USFA); state forestry agencies  
7 through the National Association of State Foresters (NASF); and the  
8 International Association of Fire Chiefs. The mission of the NWCG is to  
9 provide leadership in establishing, maintaining, and communicating consistent  
10 interagency standards, guidelines, and qualifications for wildland fire  
11 management. Its goal is to provide more effective execution of each agency's  
12 fire management program. The group provides a formalized system to agree  
13 upon standards of training, equipment, qualifications, and other operational  
14 functions.

15 **Interior Fire Executive Council (IFEC)**

16 The Interior Fire Executive Council (IFEC) provides interagency coordination  
17 and interagency executive-level wildland fire policy leadership, direction, and  
18 program oversight. IFEC is the focal point for discussing wildland fire policy  
19 issues that affect the DOI and provides a forum for gathering the interests of the  
20 DOI bureaus to formulate a DOI recommendation and/or position.

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

24 **Office of Wildland Fire (OWF)**

25 The OWF is a Department of the Interior organization responsible for managing  
26 and overseeing all wildland fire management activities executed by the bureaus.  
27 OWF coordinates the Department's wildland fire programs within the  
28 Department and with other federal and non-federal partners, to establish legally  
29 and scientifically based Department-wide policies and budgets, and to provide  
30 strategic leadership and oversight, that result in safe, comprehensive, cohesive,  
31 efficient, and effective wildland fire programs for the nation consistent with the  
32 bureaus' statutory authorities and constraints.

33 Information about the Office of Wildland Fire and the federal wildland fire  
34 management organization can be found at <https://www.doi.gov/wildlandfire>.

35 **Multi-Agency Management and Coordination**

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

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

- 1 • Provide oversight of general business practices between the NMAC group
- 2 and the Geographic Area Multi-Agency Coordination groups.
- 3 • Establish priorities among geographic areas.
- 4 • Activate and maintain a ready reserve of national resources for assignment
- 5 directly by NMAC as needed.
- 6 • Implement decisions of the NMAC.

7 The NMAC Operating Plan, NMAC Correspondence, and other resources and  
8 references are at <https://www.nifc.gov/nicc/administrative/nmac/index.html>.

### 9 **Geographic Area Multi-Agency Coordinating (GMAC) Groups**

10 Geographic area multi-agency coordination is overseen by GMAC Groups,  
11 which are comprised of geographic area (State, Region) lead administrators or  
12 fire managers from agencies that have jurisdictional or support responsibilities,  
13 or that may be significantly impacted by resource commitments. GMAC  
14 responsibilities include:

- 15 • Establish priorities for the geographic area.
- 16 • Acquire, allocate, and reallocate resources.
- 17 • Provide NMAC with National Ready Reserve (NRR) resources as required.
- 18 • Issue coordinated and collective situation status reports.

### 19 ***NWCG Standards for Interagency Incident Business Management***

20 All federal agencies have adopted the *NWCG Standards for Interagency*  
21 *Incident Business Management* as the official guide to provide execution of each  
22 agency's incident business management program. Unit offices, geographic  
23 areas, or NWCG may issue supplements, as long as policy or conceptual data is  
24 not changed.

25 Since consistent application of interagency policies and guidelines is essential,  
26 procedures in the *NWCG Standards for Interagency Incident Business*  
27 *Management* will be followed. Agency manuals provide a bridge between  
28 manual sections and the *NWCG Standards for Interagency Incident Business*  
29 *Management* so that continuity of agency manual systems is maintained and all  
30 additions, changes, and supplements are filed in a uniform manner.

- 31 • **DOI** – *The Department of the Interior All Hazards-Supplement to the*  
32 *NWCG Standards for Interagency Incident Business Management*  
33 *establishes business management guidelines for the Department of the*  
34 *Interior's (DOI's) all-hazards incidents. The DOI Supplement is available*  
35 *at [https://www.doi.gov/sites/doi.gov/files/migrated/emergency/upload/DOI-](https://www.doi.gov/sites/doi.gov/files/migrated/emergency/upload/DOI-BusinessSupplement-FINAL-23SEP14.pdf)*  
36 *BusinessSupplement-FINAL-23SEP14.pdf.*
- 37 • **BLM** – *The NWCG Standards for Interagency Incident Business*  
38 *Management replaces BLM Manual Section 1111.*
- 39 • **NPS** – *Refer to RM-18.*
- 40 • **FWS** – *Refer to Service Manual 621 FW 1 Wildland Fire Management.*
- 41 • **FS** – *Refer to FSH 5109.34.*

## 1 **Standards for Cooperative Agreements**

### 2 **Agreement Standards**

3 Agreements will be comprised of two components: the actual agreement and an  
4 operations plan. The agreement will outline the authority and general  
5 responsibilities of each party and the operations plan will define the specific  
6 operating procedures.

7 Any agreement which obligates federal funds or commits anything of value  
8 must be signed by the appropriate warranted contracting officer, certified  
9 agreement specialist and/or delegated signatory official (USFS). Specifications  
10 for funding responsibilities should include billing procedures and schedules for  
11 payment.

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

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

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

- 20 • **BLM** – *BLM Manual 9200, Departmental Manual 620 DM, the Reciprocal*  
21 *Fire Protection Act, 42 U.S.C. 1856, and the Federal Wildland Fire*  
22 *Management Policy and Program Review.*
- 23 • **NPS** – *Chapter 2, Federal Assistance and Interagency Agreements*  
24 *Guideline (DO-20), and the Departmental Manual 620 (DM-620). NPS-*  
25 *RM-18, Interagency Agreements, Release Number 1, 02/22/99.*
- 26 • **FWS** – *Service Manual, Departmental Manual 620 DM, and Reciprocal*  
27 *Fire Protection Act, 42U.S.C. 1856.*
- 28 • **FS** – *FSM 1580, 5106.2 and FSH 1509.11.*

## 29 **Types of Agreements**

### 30 **National Interagency Agreements**

31 The national agreement, which serves as an umbrella for interagency assistance  
32 among federal agencies is the interagency agreement between the Bureau of  
33 Land Management, Bureau of Indian Affairs, National Park Service, Fish and  
34 Wildlife Service of the United States Department of the Interior, and the Forest  
35 Service of the United States Department of Agriculture. This and other national  
36 agreements give substantial latitude while providing a framework for the  
37 development of state and local agreements and operating plans.

1 **Regional/State Interagency Agreements**

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

5 **Cooperative Agreements**

6 Local units are responsible for developing agreements with local agencies and  
7 fire departments to meet mutual needs for suppression and/or prescribed fire  
8 services.

9 **Emergency Assistance**

10 Approved, established reimbursable agreements are the appropriate and  
11 recommended way to provide emergency assistance. If no agreements are  
12 established, refer to your agency administrator to determine the authorities  
13 delegated to your agency to provide emergency assistance.

14 **Contracts**

15 Contracts may be used where they are the most cost-effective means of  
16 providing for protection commensurate with established standards. A contract,  
17 however, does not absolve an agency administrator of the responsibility for  
18 managing a fire program.

19 Contracts should be developed and administered in accordance with Federal  
20 Acquisition Regulations. In particular, a contract should specify conditions for  
21 abandonment of a fire in order to respond to a new call elsewhere.

22 **National Wildland Fire Cooperative Agreements**

23 **USDOI and USDA Interagency Agreement for Fire Management**

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

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

33 **DOI, USDA, and DOD Interagency Agreement**

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

- 38 • To establish the general guidelines, terms and conditions under which the  
39 National Interagency Fire Center (NIFC) will request, and DOD will  
40 provide, temporary support to NIFC in wildfire emergencies occurring  
41 within all 50 states, the District of Columbia, and all U.S. Territories and

1 Possessions, including fires on state and private lands. It is also intended to  
2 provide the basis for reimbursement of DOD under the Economy Act.  
3 These and other agreements pertinent to interagency wildland fire management  
4 can be found in their entirety at  
5 <https://www.nifc.gov/nicc/logistics/references.htm>.

## 6 **Elements of an Agreement**

7 The following elements should be addressed in each agreement:

- 8 • The authorities appropriate for each party to enter in an agreement.  
9 Specifically, 42 USC 1856 “incurred cost.”
- 10 • The roles and responsibilities of each agency signing the agreement.
- 11 • An element addressing the cooperative roles of each participant in  
12 prevention, pre-suppression, suppression, fuels, and prescribed fire  
13 management operations.
- 14 • All mutually approved operations that require reimbursement will be  
15 identified and agreed to by an agreement which is required if participating  
16 parties have a cost-share. The mechanism and timing of the funding  
17 exchanges will be identified and agreed upon.
- 18 • Appropriation Limitations – Parties to this agreement are not obligated to  
19 make expenditures of funds or reimbursements of expenditures under terms  
20 of this agreement unless the Congress of the United States of America  
21 appropriates such funds for that purpose by the Counties of \_\_\_\_\_, by the  
22 Cities of \_\_\_\_\_, and/or the Governing Board of Fire Commissioners  
23 of \_\_\_\_\_.
- 24 • Liabilities/Waivers – Each party waives all claims against every other party  
25 for compensation for any loss, damage, personal injury, or death occurring  
26 as a consequence of the performance of this agreement unless gross  
27 negligence on any part of any party is determined.
- 28 • Termination Procedure – The agreement shall identify the duration of the  
29 agreement and cancellation procedures.
- 30 • A signature page identifying the names of the responsible officials shall be  
31 included in the agreement.
  - 32 ○ **BLM** – Refer to chapter 2, *Agreements with Cooperators (Rangeland*  
33 *Fire Protection Association (RFPA) and Local Fire Department)*.
  - 34 ○ **NPS** – Refer to *DO-20* for detailed instructions and format for  
35 *developing agreements*.
  - 36 ○ **FS** – *FSM 1580; FSH 1509.11 Ch. 30; FSH 1509.11 Ch. 90; FSH*  
37 *6509.11g Ch. 50*.
  - 38 ○ **BIA** – Refer to *Notification of Required Use of Cooperative Agreement*  
39 *Template in response to Office of Inspector General’s Independent*  
40 *Report on the “Bureau of Indian Affairs Wildland Fire Suppression”*  
41 *(memo dated September 06, 2013) and Clarification of Authorities on*  
42 *Implementation of the Wildland Fire Cooperative Agreement Template*  
43 *(memo dated May 28, 2014)*.

**1 Operating Plans (OPs)**

2 Operating plans are a subsidiary document to an agreement and shall be  
3 reviewed, updated, and approved prior to the fire season. The plan may be  
4 amended after a major incident as part of a joint debriefing and review. The plan  
5 shall contain detailed, specific procedures which will provide for safe, efficient,  
6 and effective operations.

**7 General Elements of an Operating Plan**

8 The following items should be addressed in the OP:

**9 • Mutual Aid**

10 The OP should address that there may be times when cooperators are  
11 involved in emergency operations and unable to provide mutual aid. In this  
12 case, other cooperators may be contacted for assistance.

**13 • Command Structure**

14 The Incident Command System (ICS) will be used to manage all fires under  
15 federal jurisdiction. Unified command should be used, as appropriate,  
16 whenever multiple jurisdictions are involved, unless one or more parties  
17 request a single agency IC. If there is a question about jurisdiction, fire  
18 managers should mutually decide and agree on the command structure as  
19 soon as they arrive on the fire; agency administrators should confirm this  
20 decision as soon as possible. Once this decision has been made, the incident  
21 organization in use should be relayed to all units on the incident as well as  
22 dispatch centers. In all cases, the identity of the IC must be made known to  
23 all fireline and support personnel.

**24 • Communications**

25 In mutual aid situations, a common designated radio frequency identified in  
26 the OP should be used for incident communications. All incident resources  
27 should utilize and monitor this frequency for incident information, tactical  
28 use, and changes in weather conditions or other emergency situations. In  
29 some cases, because of equipment availability/ capabilities,  
30 departments/agencies may have to use their own frequencies for tactical  
31 operations, allowing the “common” frequency to be the link between  
32 departments. It is important that all department/agencies change to a single  
33 frequency or establish a common communications link as soon as practical.  
34 Clear text should be used. Avoid personal identifiers, such as names. This  
35 paragraph in the OP shall meet Federal Communications Commission  
36 (FCC) requirements for documenting shared use of radio frequencies.

**37 • Distance/Boundaries**

38 Responding and requesting parties should identify any mileage limitations  
39 from mutual boundaries where “mutual aid” is reimbursable or non-  
40 reimbursable. Also, for some fire departments, the mileage issue may not be  
41 one of initial attack “mutual aid” or “reimbursable assistance,” but of  
42 mutual assistance. In this situation, you may have the option to make it part  
43 of this agreement or identify it as a situation where the request would be



- 1 made to the agency having jurisdiction, which would then dispatch the fire  
2 department.
- 3 ○ **BLM** – *Agreements/OPs with Department of Defense, best practices*  
4 *(including UXO protocols) are located on the BLM Fire Operations*  
5 *website [https://doimspp.sharepoint.com/sites/blm-fa/fire-](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Policy-and-References.aspx)*  
6 *operations/SitePages/Policy-and-References.aspx.*
- 7 ● **Time/Duration**
- 8 Responding and requesting parties should identify time limitations (usually  
9 24 hours) for resources in a non-reimbursable status, and “reimbursable  
10 rates” when the resources are in a reimbursable status.
- 11 ● **Qualifications/Minimum Requirements**
- 12 *NWCG Standards for Wildland Fire Position Qualifications (PMS 310-1),*  
13 *outlines the minimum requirements for training, experience, physical fitness*  
14 *level, and currency standards for wildland fire positions, which all*  
15 *participating agencies have agreed to meet for national mobilization.*
- 16 ○ During initial action, all agencies (federal, state, local and Tribal)  
17 accept each other’s standards. Once jurisdiction is clearly established,  
18 then the standards of the agency(s) with jurisdiction prevail.
- 19 ■ *BLM/BIA – BLM/BIA may accept the standards of any local*  
20 *cooperator through the duration of an incident when the*  
21 *cooperator has a current cooperative fire response agreement with*  
22 *BLM/BIA, and the cooperator is in compliance with the agreement.*  
23 *Personnel from agencies that do not subscribe to the NWCG*  
24 *qualification standards may be used on agency managed fires, and*  
25 *must only be assigned to duties commensurate with their*  
26 *competencies, qualifications, and equipment capabilities.*
- 27 ○ Prior to the fire season, federal agencies should meet with their state,  
28 local, and Tribal agency partners and communicate the qualification/  
29 certification standards that will apply to the use of local, non-federal  
30 firefighters during initial action on fires on lands under the jurisdiction  
31 of a federal agency.
- 32 ○ The geographic area coordinating group should determine the  
33 application of PMS 310-1 qualification/certification standards for  
34 mobilization within the geographic area.
- 35 ○ On a fire where a non-federal agency is also an agency with legal  
36 jurisdiction, the standards of that agency apply.
- 37 ○ The OP should address qualification and certification standards  
38 applicable to the involved parties.
- 39 ● **Reimbursement**
- 40 Reimbursement will be based on actual expenditures. If suppression tactics  
41 cross jurisdictional boundaries, refer to the cost share agreement for  
42 reimbursement methods (must be an agreement between participating  
43 parties). Vehicles and equipment operated under the federal excess property  
44 system will only be reimbursed for maintenance and operating costs.

- 1 • **Cooperation**  
2 The operating plan will be used to identify how the cooperators will share  
3 expertise, training, and information on items such as prevention,  
4 investigation, communication plans, safety, training, ICS, and the  
5 integration of resources.
- 6 • **Agency Reviews and Investigations**  
7 Operating plans should describe processes for conducting agency specific  
8 reviews and investigations. OPs should also describe processes for accident  
9 notifications to the appropriate fire managers, line officers, and  
10 dispatch/coordination centers.
- 11 • **Dispatch Centers**  
12 Dispatch centers will ensure all resources know the name of the assigned IC  
13 and announce all changes in incident command. Geographic area  
14 mobilization guides, zone mobilization guides, and local mobilization  
15 guides should include this procedure as they are revised for each fire  
16 season.
- 17 **Fiscal Responsibility Elements of an Operating Plan**  
18 Operating plans should address the following:
- 19 • The level of communication required with neighboring jurisdictions  
20 regarding the management of all wildland fires.
- 21 • The level of communication required with neighboring jurisdictions  
22 regarding suppression resource availability and allocation, especially for  
23 wildland fires with objectives that include benefit.
- 24 • Identify how to involve all parties in developing the strategy and tactics to  
25 be used in preventing wildland fire from crossing the jurisdictional  
26 boundary, and how all parties will be involved in developing mitigations  
27 which would be used if a wildland fire does cross jurisdictional boundaries.
- 28 • Jurisdictions, which may include state and private lands, should identify the  
29 conditions under which wildland fire may be managed to achieve benefit,  
30 and the information or criteria that will be used to make that determination  
31 (e.g., critical habitat, hazardous fuels, and land management planning  
32 documents).
- 33 • Jurisdictions will identify conditions under which cost efficiency may  
34 dictate where suppression strategies and tactical actions are taken (i.e., it  
35 may be more cost effective to put the containment line along an open  
36 grassland than along a mid-slope in timber). Points to consider include loss  
37 and benefit to land, resource, social and political values, and existing legal  
38 statutes.
- 39 • The cost-sharing methodologies that will be utilized should wildfire spread  
40 to a neighboring jurisdiction in a location where fire is not wanted.
- 41 • The cost-share methodologies that will be used should a jurisdiction accept  
42 or receive a wildland fire and manage it to create benefit.
- 43 • Any distinctions in what cost-share methodology will be used if the reason  
44 the fire spreads to another jurisdiction is attributed to a strategic decision,  
45 versus environmental conditions (weather, fuels, and fire behavior), or

- 1 tactical considerations (firefighter safety, resource availability) that preclude  
2 stopping the fire at jurisdictional boundaries. Examples of cost-sharing  
3 methodologies may include, but are not limited to, the following:
- 4 ○ When a wildland fire that is being managed for benefit spreads to a  
5 neighboring jurisdiction because of strategic decisions, and in a  
6 location where fire is not wanted, the managing jurisdiction shall be  
7 responsible for wildfire suppression costs.
  - 8 ○ In those situations where weather, fuels, or fire behavior of the  
9 wildland fire precludes stopping at jurisdiction boundaries cost-share  
10 methodologies may include, but are not limited to:
    - 11 a) Each jurisdiction pays for its own resources – fire suppression  
12 efforts are primarily on jurisdictional responsibility lands.
    - 13 b) Each jurisdiction pays for its own resources – services rendered  
14 approximate the percentage of jurisdictional responsibility, but not  
15 necessarily performed on those lands.
    - 16 c) Cost share by percentage of ownership.
    - 17 d) Cost is apportioned by geographic division. Examples of  
18 geographic divisions are: Divisions A and B (using a map as an  
19 attachment); privately owned property with structures; or specific  
20 locations such as campgrounds.
    - 21 e) Reconciliation of daily estimates (for larger, multi-day incidents).  
22 This method relies upon daily agreed to cost estimates, using  
23 Incident Action Plans or other means to determine multi-Agency  
24 contributions. Reimbursements can be made upon actuals.
- 25 The percentage for how to apply actuals can be based on estimates, but actuals  
26 must be used when final settlement is completed.

### 27 **All-Hazards Coordination and Cooperation**

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

### 35 **Stafford Act Disaster Relief and Emergency Assistance**

36 The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public  
37 Law 93-288, as amended) establishes the programs and processes for the Federal  
38 Government to provide disaster and emergency assistance to states, local  
39 governments, Tribal nations, individuals, and qualified private non-profit  
40 organizations. The provisions of the Stafford Act cover all hazards including  
41 natural disasters and terrorist events. In response to, or in anticipation of, a  
42 major disaster or emergency as defined by the act, the President “may direct any  
43 federal agency, with or without reimbursement, to utilize its authorities and the  
44 resources granted to it under federal law (including personnel, equipment,

1 supplies, facilities, managerial, technical, and advisory services) in support of  
2 state and local assistance efforts.”

- 3 • **BIA** – Refer to chapter 6 for the Stafford Act Amendment Tribal Disaster  
4 Assistance.

### 5 **Homeland Security Act**

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

### 11 **Homeland Security Presidential Directive-5**

12 *Homeland Security Presidential Directive (HSPD-5), Management of Domestic*  
13 *Incidents, February 28, 2003*, is intended to enhance the ability of the United  
14 States to manage domestic incidents by establishing a single, comprehensive  
15 national incident management system. HSPD-5 designates the Secretary of  
16 Homeland Security as the Principal Federal Official (PFO) for domestic incident  
17 management and empowers the Secretary to coordinate federal resources used in  
18 response to or recovery from terrorist attacks, major disasters, or other  
19 emergencies in specific cases.

### 20 **National Response Framework**

21 Federal disaster relief and emergency assistance are coordinated by the federal  
22 Emergency Management Agency (FEMA) using the National Response  
23 Framework (NRF). The NRF, using the National Incident Management System  
24 (NIMS), establishes a single, comprehensive framework for the management of  
25 domestic incidents. The NRF provides the structure and mechanisms for the  
26 coordination of federal support to state, local, and Tribal incident managers; and  
27 for exercising direct federal authorities and responsibilities. ### Information  
28 about the NRF can be found at [https://www.fema.gov/emergency-](https://www.fema.gov/emergency-managers/national-preparedness/frameworks/response)  
29 [managers/national-preparedness/frameworks/response](https://www.fema.gov/emergency-managers/national-preparedness/frameworks/response).

### 30 **National Incident Management System (NIMS)**

31 HSPD-5 directed that the DHS Secretary develop and administer a National  
32 Incident Management System to provide a consistent, nationwide approach for  
33 federal, state, and local governments to work effectively and efficiently together  
34 to prepare for, respond to, and recover from domestic incidents, regardless of  
35 cause, size, or complexity. To provide for interoperability and compatibility  
36 among federal, state, and local capabilities, the NIMS will include a core set of  
37 concepts, principles, terminology, and technologies covering the incident  
38 command system; multi-agency coordination systems; unified command;  
39 training; identification and management of resources (including systems for  
40 classifying types of resources); qualifications and certification; and the  
41 collection, tracking, and reporting of incident information and incident  
42 resources. ### Information about the NIMS can be found at  
43 <https://www.fema.gov/emergency-managers/nims>.

1 **Emergency Support Function (ESF) Annexes**

2 Emergency Support Function (ESF) Annexes are the components of the NRF  
 3 that detail the mission, policies, structures, and responsibilities of federal  
 4 agencies. They are utilized for coordinating resource and programmatic support  
 5 to the states, Tribes, and other federal agencies or other jurisdictions and entities  
 6 during Incidents of National Significance. Each ESF Annex identifies the ESF  
 7 coordinator and the primary and support agencies pertinent to the ESF. USDA-  
 8 FS and USFA are the Co-coordinators of ESF #4 – Firefighting. USDA-FS  
 9 coordinates at the national and regional levels with FEMA, state agencies, and  
 10 cooperating agencies on all issues related to response activities. USFA  
 11 coordinates with appropriate state agencies and local fire departments to expand  
 12 structural firefighting resource capacity in the existing national firefighting  
 13 mobilization system and provides information on protection of emergency  
 14 services sector critical infrastructure.

15 The ESF primary agency serves as a federal executive agent under the Federal  
 16 Coordinating Officer to accomplish the ESF mission. The ESF support agencies,  
 17 when requested by the designated ESF primary agency, are responsible for  
 18 conducting operations using their own authorities, subject-matter experts,  
 19 capabilities, or resources. USDA-FS is the primary agency for ESF #4 –  
 20 Firefighting.

- 21 • **### FS – Reference FSM 1594**

22 **### See [https://www.fema.gov/sites/default/files/2020-](https://www.fema.gov/sites/default/files/2020-07/fema_ESF_4_Firefighting.pdf)**  
 23 **07/fema\_ESF\_4\_Firefighting.pdf** for further information regarding ESF #4.

24 Other NRF USDA-FS and DOI responsibilities are:

ESF Support Annex	USDA-FS Role	DOI Role
#01 Transportation	Support	Support
#02 Communications	Support	Support
#03 Public Works and Engineering	Support	Support
#04 Firefighting	Coordinator & Primary	Support
#05 Emergency Management	Support	Support
#06 Mass Care, Emergency Assistance, Housing, and Human Services	Support	Support
#07 Logistics Management and Resources Support	Support	Support
#08 Public Health and Medical Services	Support	Support
#09 Search and Rescue	Support	Primary
#10 Oil and Hazardous Materials Response	Support	Support
#11 Agriculture and Natural Resources	Primary	Primary
#12 Energy		Support
#13 Public Safety and Security	Support	Support

ESF Support Annex	USDA-FS Role	DOI Role
#15 External Affairs	Support	Support

- 1 **National Oil and Hazardous Substances Pollution Contingency Plan (NCP,**  
2 **40 CFR 300)**  
3 The NCP provides the organizational structure and procedures for preparing for  
4 and responding to discharges of oil and releases of hazardous substances,  
5 pollutants, and contaminants. The NCP is required by section 105 of the  
6 Comprehensive Environmental Response, Compensation, and Liability Act of  
7 1980 (CERCLA), 42 U.S.C. 9605, as amended by the Superfund Amendments  
8 and Reauthorization Act of 1986 (SARA), P.L. 99–499, and by section 311(d) of  
9 the Clean Water Act (CWA), 33 U.S.C. 1321(d), as amended by the Oil  
10 Pollution Act of 1990 (OPA), P.L. 101–380. The NCP identifies the national  
11 response organization that may be activated in response actions to discharges of  
12 oil and releases of hazardous substances, pollutants, and contaminants in  
13 accordance with the authorities of CERCLA and the CWA. It specifies  
14 responsibilities among the federal, state, and local governments and describes  
15 resources that are available for response, and provides procedures for involving  
16 state governments in the initiation, development, selection, and implementation  
17 of response actions, pursuant to CERCLA. The NCP works in conjunction with  
18 the National Response Framework through Emergency Support Function 10 –  
19 Oil and Hazardous Material Response.
- 20 **Post-Katrina Emergency Management Reform Act**  
21 *The Post-Katrina Emergency Reform Act of 2006 (Public Law 109-295)*  
22 amended the Homeland Security Act. This law established the FEMA  
23 Administrator as responsible for managing the federal response to emergencies  
24 and disasters, and for reporting directly to the President. The Secretary of  
25 Homeland Security is the Principal Federal Official, but has no direct authority  
26 for response or coordination. This law also amends the Stafford Act to allow  
27 FEMA, in the absence of a specific request or Presidential declaration, to direct  
28 other federal agencies to provide resources and support where necessary to save  
29 lives, prevent human suffering, or mitigate severe damage.
- 30 **Presidential Policy Directive-8**  
31 *Presidential Policy Directive-8 (PPD-8), National Preparedness, March 30,*  
32 *2011* is intended to strengthen all-of-Nation preparedness. PPD-8 directs the  
33 Secretary of Homeland Security to develop a national preparedness goal and a  
34 national preparedness system in coordination and consultation with other federal  
35 departments and agencies, state, local, tribal, and territorial governments, private  
36 and non-profit sectors, and the public. The national preparedness system is  
37 comprised of:  
38 • National planning frameworks for the prevention, protection, mitigation,  
39 response to, and recovery from national threats. These frameworks are  
40 similar and complementary to the National Response Framework (NRF).  
41 • Corresponding federal interagency operational plans.

- 1 • Guidance for the national interoperability of personnel and equipment.
- 2 • Guidance for business, community, family, and individual preparedness.

### 3 **All-Hazards Coordination and Cooperation**

4 In an actual or potential incident of national significance that is not encompassed  
5 by the Stafford Act, the President may instruct a federal department or agency,  
6 subject to any statutory limitations on the department or agency, to utilize the  
7 authorities and resources granted to it by Congress. In accordance with  
8 Homeland Security Presidential Directive-5, federal departments and agencies  
9 are expected to provide their full and prompt support, cooperation, available  
10 resources, consistent with their own responsibilities for protecting national  
11 security. Personnel assigned to all-hazard incidents may only perform duties  
12 within agency policy, training, and capability.

### 13 **NWCG Role in Support, Coordination, and All-Hazards Response by** 14 **Wildland Fire Agencies**

15 The National Wildfire Coordinating Group has established guidelines to define  
16 NWCG's role in the preparedness for, coordination of, and support to all-  
17 hazards incidents.

18 General All-Hazards Guidelines for NWCG:

- 19 • The National Incident Management System (NIMS) is the foundation of all  
20 response. NWCG principles, procedures, and publications will comply with  
21 and support the NIMS. NWCG expects that all local, state, and federal  
22 response agencies and organizations will comply with NIMS.
- 23 • NWCG uses the NIMS definition of All-Hazards, which includes wildland  
24 fire. This definition is:
  - 25 ○ All-Hazards: Describing an incident, natural or manmade, that warrants  
26 action to protect life, property, environment, and public health or  
27 safety, and to minimize disruptions of government, social, or economic  
28 activities.
- 29 • NWCG recognizes FEMA's role in overseeing the development,  
30 implementation, and maintenance of NIMS, which includes the Incident  
31 Command System (ICS) and its components (forms, core competencies,  
32 training, qualifications and standards, etc.).
- 33 • NWCG accepts the components of NIMS and will develop an endorsement  
34 process and additional qualifications requirements for positions having  
35 specific wildland fire application.
- 36 • NWCG recognizes and supports the use of position-specific qualifications  
37 from other NIMS compliant disciplines (law enforcement, structure fire,  
38 hazmat, etc.).
- 39 • NWCG supports the ongoing development and maintenance of wildland fire  
40 systems to be adaptable for all-hazards response.
- 41 • NWCG expects that all wildland fire personnel engaged in all-hazards  
42 response, whether at the national, regional or local level will base actions on  
43 both NWCG and agency policies, standards, doctrine, and procedures.

- 1 • NWCG member agencies ensure all personnel responding to all-hazards  
2 incidents are properly trained, equipped, and qualified for their assigned  
3 position.
- 4 • NWCG encourages all wildland fire agencies and personnel to receive  
5 appropriate preparedness training, focusing on general knowledge of all-  
6 hazards response, disaster characteristics, and the effects from these events  
7 on citizens and responders.
- 8 • NWCG encourages all wildland fire agencies and personnel to consider  
9 appropriate risk mitigation measures (e.g., vaccinations, personal protective  
10 equipment, etc.) prior to responding to all-hazards incidents.
- 11 • NWCG coordinates with member agencies to ensure accountability of  
12 wildland fire personnel during all-hazards response.

### 13 **USFS All-Hazards Guiding Principles and Doctrine**

14 The Forest Service has developed doctrine, known as the *Foundational Doctrine*  
15 *for All-Hazard Response*, outlining the guiding principles, roles, and  
16 responsibilities of the agency during all-hazards response. Forest Service  
17 responders and leadership are expected to follow this doctrine, established to  
18 help ensure the safest response conditions possible.

19 The following principles encompass the guidelines, roles, and responsibilities  
20 established in this doctrine:

- 21 • The intent of Forest Service all-hazard response and support is to protect  
22 human life, property, and at-risk lands and resources *while imminent threats*  
23 *exist*.
- 24 • Personnel should be prepared and organized to support all-hazard responses  
25 by providing trained personnel to utilize their inherent skills, capabilities,  
26 and assets, without requiring significant advanced training and preparation.  
27 Support to cooperators requiring wildland resources will be consistent with  
28 employee core skills, capabilities, and training.
- 29 • As incidents move from the *response phase* to the *recovery phase*, there  
30 should be a shift to demobilizing agency resources.
- 31 • Within all-hazard response environments, agency personnel may encounter  
32 situations in which there is an imminent threat to life and property outside  
33 of their Agency's jurisdiction. These environments include scenarios  
34 ranging from being first on scene at a vehicle accident, to committing  
35 Agency resources to protect a local community. Leaders are therefore  
36 expected to use their judgment and respond appropriately.
- 37 • Wildland resources deployed to all-hazard responses will understand the  
38 dynamic and complex environment and utilize their leadership, training, and  
39 skills to adapt, innovate, and bring order to chaos.
- 40 • Leaders are expected to operate within the incident organizational structure  
41 encountered on all-hazard responses. When such structure is absent, they  
42 will utilize National Incident Management System principles to assure safe  
43 and effective utilization of agency resources.



- 1 • Leaders are expected to operate under existing policies and doctrine under  
2 normal conditions. On all-hazard responses, fire and aviation business and  
3 safety standards may have to be adapted to the situation to successfully  
4 accomplish the mission. When conflicts occur, employees will use their  
5 judgment, weigh the risk versus gain, and operate within the intent of  
6 Agency policy and doctrine.
- 7 • All-hazard response will be focused on missions that we perform  
8 consistently and successfully. Workforce assignments will be directed  
9 toward the core skills developed through our existing training and  
10 curriculum.
- 11 • Agency employees will be trained to operate safely and successfully in the  
12 all-hazard environment. Preparedness training will focus on gaining general  
13 knowledge of all-hazard response, disaster characteristics, as well as the  
14 effects from these events on citizens and responders.
- 15 • Specific operational skills will be facilitated through the National Incident  
16 Management System, working with the responsible agencies who supply  
17 the technical specialists who, in turn, provide the specific skill sets. The  
18 Forest Service will not train or equip to meet every hazard.
- 19 • Wildland employees are expected to perform all-hazard support as directed  
20 within their qualifications and physical capabilities. All employees have the  
21 right to a safe assignment. The employee may suspend his or her work  
22 whenever any environmental condition—or combination of condition—  
23 become so extreme that an immediate danger is posed to employee health  
24 and safety that cannot be readily mitigated by the use of appropriate,  
25 approved protective equipment or technology.
- 26 • Acceptable risk is risk mitigated to a level that provides for reasonable  
27 assurances that the all-hazard task can be accomplished without serious  
28 injury to life or damage to property.
- 29 • All-hazard incident-specific briefing and training will be accomplished  
30 prior to task implementation. This preparation will usually occur prior to  
31 mobilization where incident description, mission requirements, and known  
32 hazards are addressed. Key protective equipment and associated needs for  
33 these all-hazard tasks that wildland employees do not routinely encounter or  
34 perform will be identified. This will be done—and be in place—prior to  
35 task implementation.
- 36 • Agency employees will be provided with appropriate vaccinations,  
37 credentials, and personal protective equipment to operate in the all-hazard  
38 environment to which they are assigned.
- 39 • Additional information can be found in the Forest Service *Foundational*  
40 *Doctrine for All-Hazard Response*. [https://www.fs.fed.us/managing-](https://www.fs.fed.us/managing-land/fire/ibp/all-hazard)  
41 [land/fire/ibp/all-hazard](https://www.fs.fed.us/managing-land/fire/ibp/all-hazard)

#### 42 **All-Hazard Incident Management Teams (IMTs) and Other Non-Wildland** 43 **Fire IMTs**

44 Different entities have developed IMTs based on ICS core competencies under  
45 the National Incident Management System (NIMS). Federal agencies with IMTs

1 include the U.S. Coast Guard, the Environmental Protection Agency, USDA’s  
2 Animal and Plant Health Inspection Service (APHIS), DOI’s National Park  
3 Service and U.S. Fish and Wildlife Service, and others. In addition, many states  
4 and metropolitan areas have developed All Hazard Incident Management Teams  
5 (AHIMTs). AHIMT consists of personnel from various disciplines (fire, rescue,  
6 emergency medical, hazardous materials, law enforcement, public works, public  
7 health and others) trained to perform the functions of the Command and General  
8 Staff at the Type 3 level. AHIMTs are often sponsored or administered by a  
9 state or local emergency management agency ### and may be Type 2 or Type 3  
10 level (based on the FEMA National Qualification System or other recognized  
11 qualification system). All Hazard IMTs have been used to support wildland fire  
12 operations in different ways, including: 1) managing a fire incident with the  
13 support of key wildland fire positions supporting command and general staff; 2)  
14 independently supporting activities under direction of a wildland fire IMT (e.g.,  
15 coordinating evacuation/re-entry of a jurisdictional area); and 3) supporting a  
16 GACC or other entity (e.g., managing a mobilization center).

17 Many different entities that sponsor an AHIMT or other non-wildland fire IMT  
18 have requested that their personnel be allowed to “shadow” wildland fire IMT  
19 positions during incidents (sometimes referred to as “field training” or “field  
20 mentoring”). The primary purpose of shadowing is to gain insight to complex  
21 incident management. All shadowing events should be coordinated with the  
22 receiving GACCs and the IC at an incident.

- 23 • *DOI* – <https://www.doi.gov/emergency/plans-and-policies>

## 24 **International Wildland Fire Coordination and Cooperation**

### 25 **U.S. – Mexico Cross Border Cooperation on Wildland Fires**

26 In April 2015, the Department of Interior and the Department of Agriculture  
27 signed a Wildfire Protection Agreement with Mexico. The agreement has two  
28 purposes:

- 29 • To enable wildfire protection resources originating in the territory of one  
30 country to cross the United States-Mexico border in order to suppress  
31 wildfires on the other side of the border within the zone of mutual  
32 assistance (10 miles/16 kilometers) in appropriate circumstances.
- 33 • To give authority for Mexican and U.S. fire management organizations to  
34 cooperate on other fire management activities outside the zone of mutual  
35 assistance.

36 National operational guidelines for this agreement are located at  
37 <https://www.nifc.gov/nicc/logistics/references.htm>. These guidelines cover  
38 issues at the national level and also provide a template for those issues that need  
39 to be addressed in local operating plans. The local operating plans identify how  
40 the agreement will be implemented by the GACCs (and zone coordination  
41 centers) that have dispatching responsibility on the border. The local operating  
42 plans will provide the standard operational procedures for wildfire suppression  
43 resources that could potentially cross the U.S. border into Mexico.

**1 U.S. – Canada, Reciprocal Forest Firefighting Arrangement**

2 Information about United States – Canada cross border support is located at  
3 <https://www.nifc.gov/nicc/logistics/references.htm>. This chapter provides policy  
4 guidance, which was determined by an exchange of diplomatic notes between  
5 the U.S. and Canada in 1982. This chapter also provides operational guidelines  
6 for the Canada – U.S. Reciprocal Forest Fire Fighting Arrangement. These  
7 guidelines are updated yearly.

**8 U.S. – Australia/New Zealand Wildland Fire Arrangement**

9 ~~### Information about United States – Australia/New Zealand support is located  
10 at <https://www.nifc.gov/nicc/logistics/references.htm>. This chapter provides a  
11 copy of the arrangements signed between the U.S. and the states of Australia  
12 and the country of New Zealand for support to one another during severe fire  
13 seasons. It also contains the AOP that provides more detail on the procedures,  
14 responsibilities, and requirements used during activation. Information about  
15 United States – Australia and United States – New Zealand support is located at  
16 <https://www.nifc.gov/nicc/logistics/references.htm>. This link provides a copy of  
17 the arrangements signed between the U.S. and the states of Australia, and  
18 between the U.S. and the country of New Zealand for support during severe fire  
19 seasons. It also contains the AOPs that provides more detail on the procedures,  
20 responsibilities, and requirements used during activation.~~

**21 International Non-Wildland Fire Coordination and Cooperation****22 International Disasters Support**

23 Federal wildland fire employees may be requested through the FS to support the  
24 U.S. Government's (USG) response to international disasters by serving on  
25 Disaster Assistance Response Teams (DARTs). A DART is the operational  
26 equivalent of an ICS team used by the U.S. Agency for International  
27 Development's Office of Foreign Disaster Assistance (OFDA) to provide an on-  
28 the-ground operational capability at the site of an international disaster. Prior to  
29 being requested for a DART assignment, employees will have completed a  
30 weeklong DART training course covering information about:

- 31 • USG agencies charged with the responsibility to coordinate USG responses  
32 to international disaster.
- 33 • The purpose, organizational structure, and operational procedures of a  
34 DART.
- 35 • How the DART relates to other international organizations and countries  
36 during an assignment. Requests for these assignments are coordinated  
37 through the FS International Programs, Disaster Assistance Support  
38 Program (DASP).
- 39 • DART assignments should not be confused with technical exchange  
40 activities, which do not require DART training.

41 More information about DARTs can be obtained at the FS International  
42 Program's website, <https://www.fs.fed.us/global/aboutus/dasp/welcome.htm>.

## Chapter 9

### Fire Management Planning

#### Purpose

The purpose of fire management planning is to provide for firefighter and public safety, and outline fire management strategies and tactics that, when implemented, protect values and meet resource goals and objectives of the land and/or resource management plan. Planning strategically allows for responses to fire commensurate with risk, and movement towards desired conditions.

Fire planning products include a concise summary of information organized by fire management unit (FMU) or by other geospatially explicit representations of the landscape. These products should be updated as new information becomes available, as conditions on the ground necessitate updates, or when changes are made to the Land/Resource Management Plan (L/RMP).

Products may address: response to wildfire, hazardous fuels and vegetation management, burned area emergency stabilization and rehabilitation, prevention, community interactions and collaborative partnerships roles, and monitoring and evaluation of programs.

Fire Management planning efforts should address the vision and goals of the National Cohesive Wildland Fire Management Strategy (2014) (Cohesive Strategy).

The Cohesive Strategy vision is “To safely and effectively extinguish fire, when needed; use fire where allowable; manage our natural resources; and as a Nation, live with wildland fire.”

The Cohesive Strategy goals are:

- Restore and maintain landscapes
- Fire-adapted communities
- Wildfire response

#### Policy

“Fire, as a critical natural process, will be integrated into land and resource management plans and activities on a landscape scale and across agency boundaries” (*Review and Update of the Federal Wildland Fire Management Policy*, January 2001).

Fire Management Plans should be developed collaboratively between federal agencies and tribal, local, and state agencies to accomplish resource and protection objectives.

Every area with burnable vegetation must have an approved Fire Management Plan (FMP). Fire Management Plans are strategic plans that define a program to manage wildland fires based on the area's approved land management plan.

- 1 When practical, Fire Management Plans (FMP) should contain mutually
- 2 developed objectives for managing fires that cross jurisdictional boundaries.
- 3 Fire Management Plans must provide for firefighter and public safety; include
- 4 fire management strategies, tactics, and alternatives; address values to be
- 5 protected and values at risk; address the location and conditions under which
- 6 resource and protection objectives can be met; consider public health issues; and
- 7 be consistent with resource management objectives, activities of the area, and
- 8 environmental laws and regulations. Fire Management Plans should be based
- 9 upon the best available science.

## 10 **Agency Planning Guidance**

### 11 **Department of Interior (DOI)**

12 Fire Management Plans must be consistent with the DOI Interagency Fire  
13 Management Plan Framework and subsequent bureau direction. Fire  
14 Management Plan content may be represented in spatial, text-based and/or  
15 digital formats.

- 16 • The DOI framework is available at:  
17 [https://www.nwcg.gov/committees/interagency-fire-planning-](https://www.nwcg.gov/committees/interagency-fire-planning-committee/resources)  
18 [committee/resources](https://www.nwcg.gov/committees/interagency-fire-planning-committee/resources)
  - 19 ○ **BLM – FMP Template** is available at  
20 <http://web.blm.gov/internal/fire/fpfm/planning.html>.
  - 21 ○ **NPS – FMP Template** and information is available at  
22 [http://famshare.inside.nps.gov/wildlandfire/budgetandplanning/fireman-](http://famshare.inside.nps.gov/wildlandfire/budgetandplanning/firemanagementplanning/firemanagementplans/default.aspx)  
23 [agementplanning/firemanagementplans/default.aspx](http://famshare.inside.nps.gov/wildlandfire/budgetandplanning/firemanagementplanning/firemanagementplans/default.aspx).

### 24 **U.S. Forest Service (FS)**

25 Forest Service FMPs have been replaced with a combination of enhanced  
26 Spatial Planning contained in the Wildland Fire Decision Support System  
27 (WFDSS) and the Fire Management Reference System (FMRS), a collection of  
28 plans required for fire program management, such as aviation, operations,  
29 dispatch, and fire danger operating plan products. Fire Management Planning  
30 will be a continuing effort to ensure that guidance represented spatially in  
31 WFDSS and the FMRS are consistent with LRMP direction, reflecting available  
32 fire response options to move from current to desired conditions.

33 The FS has replaced the FSH 5109.19 with a Fire Management Planning Guide  
34 that further describes Spatial Fire Planning and the Fire Management Reference  
35 System (FMRS). As allowed in the Land and Resource Management Plan  
36 (LRMP), fire response strategies should be consistent with the Cohesive  
37 Strategy and developed in collaboration with adjoining land managers. This  
38 Guide is at <https://fsweb.wo.fs.fed.us/fire/fmp/>.

### 39 **Other Resources**

40 For information on utilizing the Spatial Fire Planning method in WFDSS, see  
41 the WFDSS Spatial Fire Planning Guide located on the WFDSS Training page  
42 at [https://wfdss.usgs.gov/wfdss/WFDSS\\_Training.shtml](https://wfdss.usgs.gov/wfdss/WFDSS_Training.shtml).

**1 Concepts and Definitions**

2 For further clarification of concepts and definitions that follow, refer to:  
3 *Terminology Updates Resulting from Release of the Guidance for the*  
4 *Implementation of Federal Wildland Fire Management Policy (2009)*; FMB  
5 Memorandum 19-004, *Federal Wildland Fire Management Policy Terminology*  
6 and the *Guidance for Implementation of Federal Wildland Fire Management*  
7 *Policy*, February 13, 2009.

**8 Land/Resource Management Plan**

9 A document prepared with public participation and approved by the agency  
10 administrator that provides guidance and direction for land and resource  
11 management activities for an administrative area. The L/RMP may identify fire's  
12 role in a particular area and for a specific benefit, or may contain general  
13 statements regarding the role of fire across the land management unit. Guidance  
14 contained in the L/RMP provides the basis for the development of strategic fire  
15 management objectives and the fire management program in the designated  
16 area.

**17 Fire Management Plan**

18 A plan that identifies and integrates all wildland fire management and related  
19 activities within the context of approved land/resource management plans. It  
20 defines a program to manage wildland fires (wildfire and prescribed fire). The  
21 plan is supplemented by operational plans, including but not limited to  
22 preparedness plans, preplanned dispatch plans, prescribed fire burn plans and  
23 prevention plans. Fire Management Plan's assure that wildland fire management  
24 goals and components are coordinated.

**25 Compliance**

26 Compliance generally includes the full range of considerations and procedures  
27 defined by each agency to comply with laws such as (but not limited to); the  
28 National Environmental Planning Act (NEPA), Section 106 of the Archeological  
29 Resources Protection Act, Section 7 of the Endangered Species Act, Clean Air  
30 Act, Wilderness Act, Executive Orders, etc.

**31 Spatial Fire Management Plan (SFMP)**

32 A Spatial Fire Management Plan is a strategic plan that contains text based and  
33 spatially represented information that guides a full range of fire management  
34 activities and is supported by a land or resource management plan.

**35 Spatial Fire Management Plan Mapsheet**

36 A collection of one or more tables, graphics, maps or other information on a  
37 single page or poster.

**38 Spatial Fire Management Plan Map Set**

39 A compilation of all the mapsheets that make up a SFMP.

**1 Connection to Other Plans**

2 Fire Management Plans (DOI) and/or Spatial Fire Planning in WFDSS (FS)  
3 capture fire related direction and decisions from Land/Resource Management  
4 Plans (LRMP). If fire management direction and decisions were not adequately  
5 integrated into the existing LRMP, additional NEPA may be necessary.

**6 Air Quality and Smoke Management**

7 Clean air is a primary natural resource value in all federal units. Fire  
8 management activities which result in the discharge of air pollutants (e.g.,  
9 particulates, carbon monoxide, and other pollutants from fires) are subject to,  
10 and must comply with, all applicable federal, state, interstate, and local air  
11 pollution control requirements, as specified by Section 118 of the Clean Air Act,  
12 as amended (42 USC 7418). These requirements are the same substantive,  
13 procedural, and administrative requirements that apply to a private person or  
14 other non-governmental entity. The protection of these resources must be given  
15 full consideration in fire management planning and operations.

16 Coordination with a state or states air regulatory office is required during the  
17 development of resource and fire management plans in order to determine  
18 procedures for compliance with state air quality regulations. Each agency should  
19 consult with their fire management unit the proper procedures for obtaining  
20 coordination with the state or states in which the unit is located, or when notified  
21 by the state that an air pollution violation has occurred.

22 The *NWCG Smoke Management Guide for Prescribed Fire* ### 2018 2020  
23 Edition (PMS ### 420-2 420-3), is the primary technical reference and should  
24 be referenced when developing and implementing wildland fire management  
25 plans.

26 NIFC smoke management website: <https://www.nifc.gov/standards>.

27 ### The 2019 Dingell Act requires Type 1 fires to assign Air Resource Advisors  
28 to the maximum extent practicable and consideration of assigning Air Resource  
29 Advisors for Type 2 fires (site location of the statement in the act). This will  
30 provide smoke projections and provide capability for coordination with state,  
31 tribal and local air regulatory and public health agencies.

**32 Air Quality Definitions****33 National Ambient Air Quality Standards (NAAQS)**

34 Uniform air quality goals established by the EPA. The EPA designated two  
35 types of national air quality standards, primary which provides public health  
36 protection and secondary which provides public welfare protection.

**37 Criteria Pollutants**

38 Six common air pollutants: sulfur dioxide (SO<sub>2</sub>), nitrogen oxides (NO<sub>x</sub>), carbon  
39 monoxide (CO), particulate matter (PM<sub>10</sub> & PM<sub>2.5</sub>), ground-level ozone (O<sub>3</sub>),  
40 and lead (Pb), designated by the EPA for which primary and secondary NAAQS  
41 have been established.

1 **State Implementation Plan (SIP)**

2 Section 110 of the Clean Air Act requires each state to adopt and submit to the  
3 EPA an implementation plan that provides for the implementation, maintenance,  
4 and enforcement of NAAQS in each Air Quality Control Region.

5 **Federal Implementation Plan (FIP)**

6 A federally-implemented plan used by the EPA to ensure air quality is  
7 maintained and enforced in accordance with established NAAQS. This plan is  
8 used when a state's SIP is found unacceptable.

9 **Attainment Area**

10 A geographic area that meets the primary NAAQS established by the EPA.

11 **Note:** An area may meet the established NAAQS for one criteria pollutant, but  
12 have unacceptable levels for another. An area could be in attainment for one  
13 criteria pollutant and simultaneously in nonattainment for another.

14 **Nonattainment Area**

15 A geographic area that does not meet the primary NAAQS limits established by  
16 the EPA to protect public health and the environment.

17 **Note:** The EPA establishes time limits for nonattainment areas to achieve  
18 specified air quality goals and may further designate nonattainment areas as  
19 extreme, severe, serious, moderate, or marginal.

20 **Maintenance Area**

21 Geographic area previously designated nonattainment and subsequently  
22 redesignated to attainment, for a probationary period, due to achieving the  
23 NAAQS.



## Chapter 10 Preparedness

### 3 Preparedness Overview

4 Fire preparedness is the state of being ready to respond to wildfires based on  
5 identified objectives and is the result of activities that are planned and  
6 implemented prior to fire ignitions.

7 Preparedness requires:

- 8 • Identifying necessary firefighting capabilities;
- 9 • Implementing coordinated programs to develop those capabilities;
- 10 • A continuous process of developing and maintaining firefighting  
11 infrastructure;
- 12 • Predicting fire activity;
- 13 • Implementing prevention activities;
- 14 • Identifying values to be protected;
- 15 • Hiring, training, equipping, pre-positioning, and deploying firefighters and  
16 equipment;
- 17 • Evaluating performance;
- 18 • Correcting deficiencies; and
- 19 • Improving operations.

20 Preparedness activities should focus on developing interagency response  
21 capabilities that will result in safe, effective, and efficient fire operations aligned  
22 with risk-based fire management decisions.

23 Preparedness activities will be consistent with direction in the approved Land and  
24 Resource Management Plan (LRMP) and Fire Management Plan (FMP).

### 25 Preparedness Planning

26 At the local level, preparedness planning and the resultant activities begin with a  
27 Fire Danger Operating Plan (FDOP), which includes a number of other plans  
28 that result in coordinated actions based on the fire situation.

- 29 • **BLM** – Districts can use a FDOP, or Fire Danger Analysis Document  
30 (FDAD), or Fire Weather and Fire Occurrence Analysis Document  
31 (FWOAD) depending on which format best meets their needs.

32 References, templates, and other supporting materials pertaining to the FDOP  
33 process and related operationally-focused preparedness plans can be found at  
34 <https://www.wfas.net/nfdrs2016>.

- 35 • **BLM** – References, templates, and other supporting materials pertaining to  
36 the FDAD/FWOAD process can be found ~~### at~~  
37 [https://sites.google.com/a/firenet.gov/blm fire danger site/](https://sites.google.com/a/firenet.gov/blm-fire-danger-site/) in FA-IM-2019-  
38 004, Change 1.

- 1 Outputs from a FDOP process are used to support decisions found in many  
2 components of preparedness plans. These actions will ensure a unit is  
3 appropriately prepared to react to new and emerging wildfire incidents.
- 4 Preparedness plans should include, but are not limited to:
- 5 • Fire Danger Operating Plan (as specified by agency requirements)
  - 6 • Preparedness Level Plan
  - 7 • Initial Response/Pre-planned Dispatch Plan
  - 8 • Step-up/Staffing Plan
  - 9 • Fire Prevention/Mitigation Plan (as specified by agency requirements)
  - 10 • Closure/Restriction Plan (as specified by agency requirements)
  - 11 • Geographic Area Mobilization Guide (updated annually)
  - 12 • Geographic Area Draw-Down guidance (updated annually)

### 13 **Fire Danger Rating**

14 The National Fire Danger Rating System (NFDRS) and the Weather Information  
15 Management System (WIMS) are the principle applications used by the federal  
16 land management agencies to assess fire danger. At every scale, fire danger  
17 rating is a key consideration for staffing and prepositioning preparedness  
18 resources, regulating industrial activity, or placing restrictions on public lands.  
19 Because these assessments are used by and affect a wide variety of stake holders  
20 including federal and state agencies, local governments, industrial and other  
21 private entities, as well as the general public, participation in a recognized fire  
22 danger system and careful management of weather and fire data is vital to  
23 ensure accurate assessments and the consistent application of fire danger rating,  
24 especially for broader scale assessments.

25 The following requirements apply to all NFDRS-compliant weather stations  
26 managed in WIMS:

- 27 • For the primary fuel model (i.e., the first model listed in the WIMS station  
28 catalog):
  - 29 ○ Identify an appropriate Staffing index;
  - 30 ○ Identify the Staffing index breakpoints (i.e., the two highest breakpoint  
31 values and their associated percentiles\*); and
  - 32 ○ Identify the number of Decision Classes (i.e., the number of Staffing  
33 Levels).
- 34 • If not already entered as the primary fuel model, also enter Fuel Model G:
  - 35 ○ Identify ERC as the Staffing index;
  - 36 ○ Identify the ERC breakpoints (i.e., the two highest ERC breakpoint  
37 values and their associated percentiles\*); and
  - 38 ○ Identify the number of Decision Classes (i.e., the number of Staffing  
39 Levels).

40 \* For units that have not performed detailed analysis to identify Fire Business  
41 Thresholds or Climatological Breakpoints, it is recommended to use the 90th  
42 and 97th percentiles as default values for these Critical Percentiles.

- 43 ■ **BLM** – 80<sup>th</sup> and 95<sup>th</sup> percentiles

**1 Communication of Fire Danger**

2 Daily Observed and Forecasted Fire Danger Outputs will be:

- 3 • Communicated daily to local fire personnel to aid in situational awareness;
- 4 and
- 5 • Should include the Staffing index and/or index/component used.

6 Fire danger will be conveyed to the public using the five Adjective Fire Danger  
7 Rating classes: low, moderate, high, very high, and extreme.

**8 Fire Danger Operating Plan**

- 9 • *BLM – Districts can use a FDOP, or Fire Danger Analysis Document*  
10 *(FDAD), or a Fire Weather and Fire Occurrence Analysis Document*  
11 *(FWOAD) depending on which format best meets their needs.*

12 Ideally developed for interagency field-level operations (e.g., corresponding to  
13 the area within the jurisdiction of a third-tier dispatch center), a FDOP is an  
14 integral component of local fire management planning. A FDOP documents the  
15 analysis process and the development of decision points to be used for future weather  
16 and fire occurrence situations, based on an analysis of local conditions, historic  
17 weather, and historic fire occurrence. The analysis and decision points are developed  
18 using decision support tools such as the National Fire Danger Rating System  
19 (NFDRS), the Canadian Forest Fire Danger Rating System (CFFDRS), the  
20 Palmer Drought Index, live fuel moisture data, monthly or seasonal wildland fire  
21 outlooks, seasonal climate forecasts, and wildland fire risk analyses. The analysis  
22 of historic weather and fire occurrence is conducted utilizing a statistical software  
23 program, such as but not exclusive to FireFamily Plus (FFP), which calculates fire  
24 danger indices and can correlate them to historic fire occurrence. A FDOP process  
25 blends science, historical data, established processes, and local knowledge to provide  
26 a unified framework for local interagency unit managers/administrators to make  
27 informed decisions that result in safe, efficient, and effective responses to fire  
28 situations.

29 Every field-level unit with a fire program should be covered by a FDOP and  
30 should participate in the planning process. FDOP developers should attend  
31 Intermediate NFDRS (S-491) and preferably, the Advanced NFDRS level courses.  
32 Units are encouraged to seek the participation of and review by NFDRS or  
33 CFFDRS Subject Matter Experts when developing a FDOP. Established FDOPs  
34 should be monitored, reviewed annually, and updated as necessary to ensure they  
35 continue to meet the preparedness needs of the local units.

- 36 • *BLM – BLM offices are required to have a FDOP, a Fire Danger Analysis*  
37 *Document (FDAD), or a Fire Weather Occurrence Analysis Document*  
38 *(FWOAD) by May, 2021. BLM offices are required to complete and*  
39 *document their review every other year and updated every five years.*

- 1 In conjunction with the analysis noted above, a FDOP also describes:
- 2 • Processes, such as daily input and output monitoring of the Weather  
3 Information Management System (WIMS) at [https://fam.nwccg.gov/fam-  
4 web/](https://fam.nwccg.gov/fam-web/) <https://famit.nwccg.gov/applications/WIMS/>;
  - 5 • Tools that will be utilized to communicate fire danger information, such as  
6 Fire Danger PocketCards, or seasonal trends analysis; and
  - 7 • Related products, such as staffing, dispatch, and preparedness level plans  
8 (which can be included as components of a FDOP or linked, if presented as  
9 separate plans).
- 10 A FDOP template can be found at [https://www.nwccg.gov/committees/fire-  
11 danger-subcommittee/nfdrs/rollout-workshop/library](https://www.nwccg.gov/committees/fire-danger-subcommittee/nfdrs/rollout-workshop/library).
- 12 • **BLM** – Reference templates and other supporting materials pertaining to  
13 the FDAD/FWOAD process can be found ~~### at~~  
14 [https://sites.google.com/a/firenet.gov/blm fire danger site/](https://sites.google.com/a/firenet.gov/blm-fire-danger-site/) in FA-IM-2019-  
15 004, Change 1.
- 16 Required minimum content for a FDOP includes the following components:
- 17 • **Roles and Responsibilities**  
18 This section of a FDOP defines the roles and responsibilities for those  
19 responsible for the development, maintenance and daily implementation of  
20 the plan, program management related to the plan, and associated training.
  - 21 • **Fire Danger Area Inventory**  
22 This section of a FDOP presents the inventory of the basic components of a  
23 FDOP area, which will describe the general area, including the  
24 administrative units involved in the planning process. The fire danger area  
25 inventory will include:
    - 26 ○ Fire history, as well as identification of fire/ignition issues specific to  
27 the area;
    - 28 ○ Description of vegetation/fuels, topography, and weather/climatology  
29 resulting in the delineation of specific Fire Danger Rating Areas  
30 (FDRAs), which are broad landscapes (typically, on the scale of tens or  
31 hundreds of thousands of acres each) that are considered to have  
32 relatively homogeneous fire danger;
    - 33 ○ The existing weather station network and identification of any  
34 additional weather station system needs; and
    - 35 ○ Validation that each Remote Automated Weather Station (RAWS)  
36 meets the requirements of the *NWCCG Standards for Fire Weather  
37 Stations* (PMS 426-3).
  - 38 • **Operational Procedures**  
39 This section of a FDOP establishes the procedures used to gather and  
40 process data in order to integrate fire danger rating information into  
41 decision processes. The network of fire weather stations whose observations  
42 are used to determine fire danger ratings is identified. Station maintenance  
43 responsibilities and schedules are defined. Include:
    - 44 ○ Daily weather processing schedule and procedures;

- 1 ○ Daily communication schedule and modes;
- 2 ○ Seasonal station catalog adjustment schedule and responsible
- 3 personnel;
- 4 ○ Annual review of decision points and responsible personnel; and
- 5 ○ Periodic review of PocketCards or other communication methodology
- 6 and responsible personnel.

- 7 • **Decision Point Analysis**

8 This section of a FDOP describes the analysis of climatological breakpoints  
9 and fire business thresholds that trigger changes in fire danger-related  
10 decisions within an FDRA. Decision points are identified using statistical  
11 analysis software such as but not limited to FFP. Distinct selections of fuel  
12 model and fire danger index/component (NFDRS or CFFDRS) are appropriate  
13 for different management decisions (such as staffing, initial response, or  
14 industrial and public restrictions). Because Fire Business Thresholds  
15 correlate periods of historical fire danger and fire occurrence, they generally  
16 provide the best decision support and are appropriate for identifying  
17 Staffing Levels, Dispatch Levels, fire restrictions, Preparedness Levels, fire  
18 prevention activities, and other specific readiness actions. Climatological  
19 Breakpoints, which are expressed as percentiles, may be appropriate as  
20 decision points for longer term decisions and general preparedness  
21 activities, such as seasonal staffing start/end dates or contract aircraft  
22 availability periods.

23 *Note: WIMS relies exclusively on Climatological Breakpoints to compute*  
24 *Staffing Level and Adjective Rating. If Fire Business Thresholds are used as*  
25 *decision points, Staffing Level and Adjective Rating must be computed*  
26 *outside of WIMS.*

- 27 • **Fire Danger-based Decisions**

28 This section of a FDOP describes the decision points used in Step-  
29 up/Staffing Plans, Initial Response/Pre-planned Dispatch Plans,  
30 Preparedness Level Plans, Prevention Plans (which include how Adjective  
31 Fire Danger Ratings are determined and will be applied),  
32 Closure/Restriction Plans, etc. It should include the rationale for the fuel  
33 model and index/component selection and the corresponding decision  
34 points for each of those plans. The plans may be included in a FDOP or be  
35 stand-alone plans.

### 36 Preparedness Level Plans

37 Preparedness Level Plans are required at the national, state/regional, and local  
38 levels. These plans address the five Preparedness Levels (1-5) and provide  
39 management direction based on identified levels of burning conditions (fire  
40 danger), fire activity, resource commitment/availability, such as incident  
41 management teams assigned, and other considerations (in contrast to Staffing  
42 Levels, which typically only consider fire danger, as described below).  
43 Preparedness Level Plans may be developed by a state/regional office for  
44 agency-specific use.

- 1 Supplemental preparedness actions to consider include, but are not limited to, the  
2 following items:
- 3 • Management briefings, direction, and considerations;
  - 4 • Support function: consideration given to expanded dispatch activation and  
5 other support needs (procurement, supply, ground support, and  
6 communication);
  - 7 • Support staff availability outside of fire organization;
  - 8 • Fire danger/behavior assessment;
  - 9 • Fire information – internal and external;
  - 10 • Multi-agency coordination group/Area command activation; and
  - 11 • Prescribed fire direction and considerations.
- 12 Refer to the *National Interagency Mobilization Guide* and GACC mobilization  
13 guides for more information on Preparedness Level plans.

#### 14 **Step-up/Staffing Plans**

15 Step-up/Staffing Plans are designed to direct incremental preparedness actions at  
16 the local level in response to changing fire danger. Each plan should address the  
17 unit's chosen number of Staffing Levels, and the corresponding actions to  
18 consider for those changing fire danger conditions, as reviewed annually. The  
19 Step-up/Staffing Plan should be based on analysis completed as part of the unit's  
20 FDOP and the analysis rationale, if not the entire plan, should be included as  
21 part of a FDOP.

#### 22 **Staffing Level**

23 The Staffing Level should be used to guide daily internal fire operational  
24 decisions at the local level. The Staffing Level specifies appropriate daily  
25 staffing for initial response resources, such as when to implement 7-day  
26 coverage and adjusted work schedules, and the number of personnel committed  
27 to initial attack resources (in contrast to the Initial Response/Pre-planned  
28 Dispatch Plan – described below – that specifies the number of resources  
29 dispatched to an incident). Staffing Level helps define “How ready to be  
30 today?” A unit can operate with 3 to 9 levels of staffing. Most units typically use  
31 5 (1, 2, 3, 4, 5) or 6 (1, 2, 3L, 3H, 4, 5) levels. The use of Fire Business  
32 Thresholds to determine Staffing Levels is encouraged; however, they must be  
33 computed outside of the WIMS.

34 The Step-up/Staffing Plan describes pre-identified escalating responses at fire  
35 business or climatological thresholds analyzed in a FDOP and FMP. A Step-  
36 up/Staffing Plan should also include recurring supplemental preparedness  
37 actions designed to enhance the unit's fire management capability during short  
38 periods (Fourth of July, or other pre-identified events) where staffing normally  
39 needs to be increased to meet initial attack, prevention, or detection needs.

40 The Staffing Plan should also consider supplemental staffing actions such as, but  
41 not limited to, the following items:

- 1 • Fire prevention actions, including closures/restrictions, media messages,
  - 2 signing, and patrolling;
  - 3 • Prepositioning or augmentation of suppression resources;
  - 4 • Cooperator discussion and/or involvement;
  - 5 • Safety considerations: safety messages, safety officer;
  - 6 • Increased initial attack dispatch staffing; and
  - 7 • Increased detection activities.
- 8 In contrast to staffing actions established for the normal range of conditions,
- 9 severity is a longer duration condition that cannot be adequately dealt with under
- 10 normal staffing, such as a killing frost converting live fuel to dead fuel or drought
- 11 conditions. Severity is discussed later in this chapter.

### 12 **Initial Response/Pre-planned Dispatch Plans**

13 Local-level Initial Response/Pre-planned Dispatch Plans, also referred to as run

14 cards, specify the fire management response (e.g., number and type of

15 suppression assets to dispatch) within a defined geographic area to an unplanned

16 ignition, based on fire weather, fuel conditions, fire management objectives, and

17 resource availability.

18 Fire management officers will ensure that initial response/pre-planned dispatch

19 plans are in place, utilized, and provide for initial response commensurate with

20 guidance provided in the FMP and/or LRMP. Initial response/pre-planned

21 dispatch plans will reflect agreements and operating plans, and will be reviewed

22 annually prior to fire season. These plans may be modified as needed during fire

23 season to reflect the availability of national, prepositioned, and/or severity

24 resources.

### 25 **Fire Prevention/Mitigation Plans**

26 Unit-level fire prevention/mitigation plans may be required and completed by

27 conducting a wildland fire prevention/mitigation assessment. The purpose of the

28 plan is to develop a strategy that will identify actions to reduce unwanted human-

29 caused ignitions, thereby reducing wildland fire damages and losses,

30 unnecessary risks to firefighters, and suppression costs. As fire danger moves

31 from low to extreme, as defined in a FDOP, and/or human activity increases,

32 prevention and mitigation activities must be increased to maintain effectiveness.

33 The prevention/mitigation plan outlines how the adjective fire danger ratings are

34 communicated to the public, and applied, in terms of responsible personnel and

35 assigned activities. Prevention activities are intended to reduce the occurrence of

36 unwanted human-caused fires and include, but are not limited to:

- 37 • Education (signage, school programs, radio and news releases, recreation
- 38 contacts, local business contacts, exhibits);
- 39 • Engineering (public utility company, government agency/cooperator
- 40 coordination);

- 1 • Enforcement/industrial program monitoring (patrol, permitting, inspections
- 2 including firewood cutting, logging, mining, power line maintenance, and
- 3 area closures); and
- 4 • Administration (patrol, communication, FDOP, sign and other plans and
- 5 planning activities).
- 6 ○ **BLM** – Refer to *BLM MS-9212 – Fire Prevention*.
- 7 ○ **NPS** – Only units that experience more than an average of 26 human-
- 8 caused fires per ten-year period are required to develop a fire
- 9 prevention plan.
- 10 ○ **FWS** – Prevention assessment determines requirement for prevention
- 11 plan. Refer to *Fire Management Handbook, chapter 10*.
- 12 ○ **FS** – Refer to *FSM 5110*.
- 13 ○ **BIA** – ~~### Refer to 90IAM 1.4C (6) – H, BIA National Wildfire~~
- 14 ~~Prevention Handbook for guidance, available at~~
- 15 ~~<https://www.bia.gov/bia/ots/dfwfm/bwfm/wildfire-prevention-and>~~
- 16 ~~education/prevention-resource-library. Refer to 90IAM 5-H, BIA~~
- 17 ~~Wildfire Prevention Program Handbook for guidance, available at~~
- 18 ~~[https://www.bia.gov/sites/bia.gov/files/assets/public/raca/handbook/pdf/](https://www.bia.gov/sites/bia.gov/files/assets/public/raca/handbook/pdf/90%20IAM%205-H_RACA_final_signed%203.19.21_w.footer_508.pdf)~~
- 19 ~~90%20IAM%205-H\_RACA\_final\_signed%203.19.21\_w.footer\_508.pdf.~~

## 20 National Fire Prevention Education Teams

21 National Fire Prevention and Education Teams (NFPETs) provide unit and  
 22 agency managers with skilled and mobile personnel which have the ability to  
 23 supplement or enhance ongoing local wildfire prevention and education  
 24 activities, where hazard or risk is, or is expected to be, elevated above normal.

25 Teams are highly effective in their ability to reduce unwanted human-caused  
 26 wildland ignitions and are equipped to rapidly complete on-site prevention  
 27 assessments and plans, initiate implementation of such plans, and to begin  
 28 immediate prevention and education activities.

29 A basic team is composed of three personnel with these minimum qualifications:

- 30 • 1 PETL – Prevention and Education Team Leader;
- 31 • 1 PETM – Prevention and Education Team Member; and
- 32 • 1 PIO2 – Public Information Officer Type 2.

33 Actual team composition may include additional support positions, as  
 34 determined jointly by the team leader and the ordering unit, on a case-by-case  
 35 basis, based on the team’s anticipated tasking. The use of trainees is encouraged.

36 NFPETs can assist the local unit in preventing unwanted human-caused  
 37 wildfires in several ways. They can assist the local unit to:

- 38 • Complete fire risk assessments;
- 39 • Determine the severity of the situation;
- 40 • Facilitate community awareness and education in fire prevention including
- 41 prescribed burning;
- 42 • Coordinate announcement of interagency restrictions and closures;



- 1 • Coordinate fire prevention efforts with the public, special target groups,  
2 state and local agencies, and elected officials;
  - 3 • Promote public and personal responsibility regarding fire prevention in the  
4 wildland/urban interface; and
  - 5 • Assist incident management teams in accomplishing their objectives in  
6 working with the public to develop fire protection plans.
- 7 To order an NFPET, place the order with the regional GACCs. See the *National*  
8 *Interagency Mobilization Guide* for additional information on ordering and  
9 using NFPETs.

#### 10 **Fire Danger PocketCard for Firefighter Safety**

11 Fire Danger PocketCards provide, through a graphical interpretation of historic  
12 fire danger, a means for firefighters to understand the fire potential for a given  
13 local area during any day of the fire season. PocketCards apply to areas of  
14 uniform fire danger rating, known as FDRAs, which should be developed  
15 through an interagency FDOP process (if FDRAs aren't defined, PocketCards  
16 may be developed based on other areas of like fire danger). The PocketCard can  
17 also be an ideal tool for local seasonal tracking of fire season severity with the  
18 addition of daily indices (see "Local Unit Seasonal Tracking" section). The Fire  
19 Danger PocketCards must adhere to the NWCG standard located at  
20 <https://famit.nwcg.gov/applications/WIMS/PocketCards>.

21 PocketCards should be updated following a significant fire season but;  
22 otherwise, based on the length of the station or Special Interest Group (SIG)  
23 dataset:

- 24 • 10 years or less of historic weather data, update PocketCard annually;
- 25 • 11-14 years, update every other year;
- 26 • 15 years or more, update every 3 years.

27 In all cases, a high quality database should be used; i.e., 5 years of poor data and  
28 10 years of good data does not equal 15 years of quality data.

29 Compliance with the standard, including quality, currency, and application of  
30 the PocketCard, is the responsibility of the local fire management unit.

- 31 • **BLM** – *Seasonal trend analysis (updated and posted at least every two*  
32 *weeks) is the only requirement for communication of fire danger, although*  
33 *offices may use PocketCards in addition to a seasonal trend analysis if they*  
34 *choose to. Seasonal trend analyses will be prepared at the Predictive*  
35 *Service Area scale or smaller. Predictive Service Area scale analyses are*  
36 *typically developed and posted online by the geographic area coordination*  
37 *center while smaller scales are typically developed by the local unit. Hard*  
38 *copies should be made available in areas with limited internet connectivity.*  
39 *Fire management officers should ensure incoming and local resources are*  
40 *briefed on the seasonal trend analysis for their area (See FA IM-2018-022).*  
41 *Final approval for seasonal trend analyses and PocketCards will be*  
42 *obtained from the BLM representative to the NWCG Fire Danger*

- 1        *Subcommittee ([https://www.nwcg.gov/committees/fire-danger-](https://www.nwcg.gov/committees/fire-danger-subcommittee/roster)*  
2        *subcommittee/roster).*
- 3        • **FS** – *Obtain Regional certification for Fire Danger PocketCards.*  
4        *Distribute PocketCards to each fireline supervisor on Type 3, 4, and 5*  
5        *wildfires. Units have the option to do more frequent updates if they choose*  
6        *to do so.*
  - 7        • **BIA** – *Field-level units will identify the NWCG-compliant Fire Danger*  
8        *PocketCard(s) that represent their lands and ensure they are available to*  
9        *all firefighters and fire management personnel.*
- 10       The NWCG standards for updating and posting the cards can be found at  
11       <https://famit.nwcg.gov/applications/WIMS/PocketCards>.

## 12    **Managing Weather Data in WIMS**

13       Fire danger requires continual management in order to produce accurate results  
14       that are applied in a timely manner. Some daily weather observation variables  
15       (such as state of the weather) must be manually validated and published daily.  
16       This procedure is essential for the calculation of daily and forecasted fire danger  
17       outputs in WIMS and ensures weather data storage in the National Fire and  
18       Aviation Management (FAMWeb) Database. These efforts are coordinated with  
19       local National Weather Service fire weather meteorologists to provide timely  
20       forecasted fire danger outputs.

21       In addition to daily weather management, certain WIMS data requires periodic  
22       adjustment. The following should be adjusted seasonally or as appropriate:

- 23       • Live fuel moisture model inputs, including herbaceous vegetation stage,  
24       green-up and freeze date, season codes, greenness factors.
- 25       • Dead fuel moisture model inputs, including the snow flag and starting 1000  
26       hour and X1000 fuel moisture and KBDI values.

27       Decision points should be reviewed annually and adjusted, as appropriate, based  
28       on statistical analysis. If decision points are adjusted, PocketCards should also be  
29       validated and updated as necessary.

## 30    **Management Actions for Remote Automated Weather Stations (RAWS)**

### 31    **Noncompliance Report**

32       A weekly report from Wildland Fire Management Information (WFMI) weather  
33       module displays RAWS that are more than 1 year and 45 days past their annual  
34       maintenance date. Fire weather stations are to be maintained annually per  
35       *NWCG Standards for Fire Weather Stations* (PMS 426-3). The report is widely  
36       distributed by email and available at <https://raws.nifc.gov/standards-guidelines>.  
37       If a RAWS is on the report, it has either not had annual maintenance, or the  
38       documentation for annual maintenance has not been completed in WFMI. Data  
39       from these RAWS should not be used or used with caution.

### 40    **Portable RAWS**

- 1 Fire managers should ensure that locally held portable RAWS are maintained  
2 prior to use. Non-maintained portable RAWS will not be activated for data  
3 processing through WFMI weather.
- 4 • **BLM** – Refer to chapter 2 for more guidance.

#### 5 **Predictive Service Areas**

6 Predictive Service Areas (PSA) are sub-geographic areas of similar climate,  
7 fuels and topography defined by Geographic Area Coordination Center (GACC)  
8 meteorologists generally for forecasting purposes. The PSAs are also used to  
9 display current and forecasted conditions at the national and geographic area  
10 level, such as maps showing 7-day Significant Fire Potential and statistics  
11 graphs of select indices and fuel moistures. While PSAs are defined using  
12 similar criteria as Fire Danger Rating Areas (FDRAs), the PSA-based products  
13 are intended for longer range prediction purposes and strategic planning at the  
14 sub-geographic scale, and FDRA-based products are intended to guide daily  
15 operational decisions at the unit level.

#### 16 **National Predictive Services Fire Potential Outlooks and Advisories**

##### 17 **National Significant Wildland Fire Potential Outlook**

18 The National Significant Wildland Fire Potential Outlook is prepared and  
19 distributed by NICC Predictive Services on the first day of each month. The  
20 Outlook is a composite of outlooks prepared by the individual Geographic Area  
21 Predictive Services units and national discussions prepared by NICC Predictive  
22 Services. It provides fire managers at all levels with the information needed to  
23 make long range decisions concerning resource staffing and allocation. The  
24 Outlook identifies areas where significant wildland fire activity is expected to be  
25 above or below normal levels.

26 The Outlook covers a four-month period. Maps for each period display areas of  
27 below normal, normal, and above normal significant wildland fire potential. A  
28 brief synopsis of the current and predicted national and GACC situation is  
29 included in the report. Specific guidance on issuance and requirements for the  
30 National Significant Wildland Fire Potential Outlook can be found in the  
31 *National Interagency Mobilization Guide* at  
32 <https://www.nifc.gov/nicc/mobguide/index.html>.

##### 33 **National 7-day Significant Fire Potential Outlook**

34 The National 7-day Significant Fire Potential Outlook is a composite of outlooks  
35 produced by each of the Geographic Area Predictive Services units. The 7-day  
36 provides a week-long projection of fuel dryness, weather, and fire potential. The  
37 7-day depicts a nationwide view of the significant fire potential for the next  
38 seven days with links to the individual Geographic Area 7-day outlooks. The  
39 system is database-driven and is updated periodically as each Geographic Area  
40 Predictive Services unit posts its outlook. Each Geographic Area Predictive  
41 Services unit will determine whether to routinely produce a morning or  
42 afternoon product. Issuance times for each area's outlook can be found in the  
43 geographic area mobilization guide and/or in its National Weather

1 Service/Predictive Services Operating Plan. Guidance on issuance and  
2 requirements for National 7-day Significant Fire Potential Outlook can be found  
3 in the *National Interagency Mobilization Guide* at  
4 <https://www.nifc.gov/nicc/mobguide/index.html>.

#### 5 **Fuels and Fire Behavior Advisories**

6 Fuels and Fire Behavior Advisories are alerts issued as needed to address an  
7 exceptional or extreme circumstance that could threaten firefighter or public  
8 safety. Conditions that could be reasonably expected normally do not warrant a  
9 Fuels and Fire Behavior Advisory. Advisories will focus on fuel conditions and  
10 fire behavior that have long term impacts, not atmospheric conditions that can  
11 be found in other Predictive Services products. Advisories will highlight and  
12 give specific examples of conditions that are currently on-going and have been  
13 experienced in the field. Advisories should be tailored so that firefighters at all  
14 experience levels can recognize the situation and act accordingly. Advisories  
15 should be coordinated with neighboring administrative units to ensure that all  
16 areas with similar conditions are being addressed. All Advisories that extend  
17 beyond a single local administrative unit or that will be posted on the national  
18 Advisory map must be coordinated with the NICC and GACC Predictive  
19 Service Units. Each Advisory must include a map of the affected area. Only one  
20 Advisory may be active at any time over any area. If multiple Advisory  
21 conditions are present incorporate them into one Advisory. Advisories will  
22 remain in effect for 14 days from issuance. If the Advisory conditions continue  
23 beyond the 14 days a new Advisory will need to be issued to update conditions  
24 and circumstances with more timely information. At the request of the issuer  
25 Advisories may be lifted before the 14 days has passed. For the Fuels and Fire  
26 Behavior Advisory Template and Protocols, see  
27 [https://www.predictiveservices.nifc.gov/fuels\\_fire-danger/fuels\\_fire-danger.htm](https://www.predictiveservices.nifc.gov/fuels_fire-danger/fuels_fire-danger.htm).

#### 28 **National Intelligence Products**

29 See the *National Interagency Mobilization Guide*, chapter 60.

#### 30 **Local Unit Seasonal Tracking**

- 31 • **BLM** – Districts can use a *FDOP*, or *Fire Danger Analysis Document*  
32 (*FDAD*), or a *Fire Weather and Fire Occurrence Analysis Document*  
33 (*FWOAD*) depending on which format best meets their needs.

34 As identified in the FMP and/or FDOP, each unit selects and compares to  
35 normal, the current value and seasonal trend of one (or more) of the following  
36 indicators which are most useful in predicting fire season severity and duration  
37 in its area. By downloading daily weather observations and adding them to the  
38 database, FFP or similar statistical analysis software can be used to produce the  
39 current NFDRS, CFFDRS, and fuel moisture products, including statistical  
40 graphs of various indices and components such as:

- 41 • NFDRS (or CFFDRS) index and/or component values;  
42 • Palmer Drought or Keetch-Byram Drought Index;

- 1 • 1000-hour fuel moisture;
  - 2 • 100-hour fuel moisture;
  - 3 • Live fuel moisture; and/or
  - 4 • Growing Season Index.
- 5 The seasonal trend of each selected indicator is graphically compared to normal  
6 and all-time worst (for the historical period analyzed). This comparison is  
7 updated regularly and posted in dispatch and crew areas. The mechanism that is  
8 recommended for comparing and displaying these items is a PocketCard and/or  
9 fire danger seasonal graphs, which have been developed and used at the local  
10 unit to inform and educate firefighters on local conditions. PocketCards and  
11 seasonal fire danger graphs should use the same index and fuel model to display  
12 information so that the two can be easily compared.
- 13 Any local seasonal trends of indices/components or fuel moisture values should  
14 be communicated to the GACC Predictive Services unit to augment their  
15 assessments. Trends should be monitored throughout the fire season and  
16 communication should be on-going, particularly when significant changes in key  
17 indicators occur.

### 18 **Fire Severity Funding**

- 19 Fire severity funding is the authorized use of suppression operations funds  
20 (normally used exclusively for suppression operations and distinct from  
21 preparedness funds) for extraordinary preparedness activities that are required  
22 due to:
- 23 • FMP, FDOP, or operating plan criteria that indicate the need for additional  
24 preparedness/suppression resources. The plan(s) should identify thresholds  
25 for severity needs.
  - 26 • Anticipated fire activity will exceed the capabilities of local resources.
  - 27 • Fire seasons that either start earlier or last longer than identified in a FDOP.
  - 28 • An abnormal increase in fire potential or danger not planned for in existing  
29 preparedness plans.
- 30 Agency established decision points or thresholds will be used to determine  
31 severity funding needs.
- 32 The objective of fire severity funding is to appropriately manage risk and adjust  
33 planned specific actions and staffing in excess of the budgeted program to  
34 improve initial response capabilities and wildfire prevention activities, when  
35 extraordinary weather and fire conditions may result in the occurrence, or  
36 substantial threat of occurrence, of wildfires with significant damage potential.
- 37 Fire severity funding is not intended to:
- 38 • Raise preparedness funding levels to cover differences that may exist  
39 between funds actually appropriated and those identified in the fire planning  
40 process.
    - 41 ○ **BLM** – Refer to chapter 2 for more guidance.

- 1       ○ *NPS/FWS/FS – Mitigate threats to Threatened and Endangered*  
2           *Species habitat, wildland/urban interface, or other values identified in*  
3           *Land and Resource Management Plans.*

#### 4 **Typical Uses**

5 Fire severity funds are typically used to:

- 6 • Increase prevention activities;  
7 • Temporarily increase firefighting staffing;  
8 • Pay for standby;  
9 • Preposition initial attack suppression forces;  
10 • Provide additional aerial reconnaissance; and  
11 • Provide for standby aircraft availability.

#### 12 **Authorization**

13 Authorization to use severity funding is provided in writing based on a written  
14 request with supporting documentation. Authorization is on a line item basis and  
15 comes with a severity cost code. Agencies will follow their administrative  
16 procedures for issuing severity cost codes. Authorization is provided for a  
17 maximum of 30 days per request; however, regardless of the length of the  
18 authorization, use of severity funding must be terminated when abnormal  
19 conditions no longer exist. If the fire severity situation extends beyond the 30-  
20 day authorization, the unit/state/region/agencies/Tribes must prepare a new  
21 severity request.

#### 22 **State/Regional-Level Fire Severity Funding**

23 Each fiscal year the national office will provide each state/region with funding  
24 and a severity cost code for state/regional short-term severity needs (e.g., wind  
25 events, cold dry front passage, lightning events, and unexpected events such as  
26 off road rallies, cultural events) that are expected to last less than one week.  
27 Expenditure of these funds is authorized by the state/regional directors at the  
28 written request of the agency administrator. State/regional directors are  
29 responsible and accountable for ensuring that these funds are used only to meet  
30 severity funding objectives and that amounts are not exceeded. The national  
31 office will notify the state/regional director, state/regional budget officer, and  
32 the state/regional FMO when the severity cost code is provided.

- 33 • **BLM** – Refer to chapter 2 and the BLM Fire Operations website  
34 ([https://doimsp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Fire-](https://doimsp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Fire-Severity-Preposition.aspx)  
35 [Severity-Preposition.aspx](https://doimsp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Fire-Severity-Preposition.aspx)) for additional short-term severity guidance.  
36 • **NPS** – Parks have the authority to approve “Step-up” actions only, as ###  
37 *defined in their fire management plan. Regional offices approve severity*  
38 *(long term—up to 30 days) for parks up to \$100,000 per severity event*  
39 *defined in their fire management plan. Regional offices approve severity.*  
40 • **FWS** – Refer to the Fire Management Handbook, chapter 10 for additional  
41 short-term severity guidance.  
42 • **FS** – Severity funding direction is found in FSM 5130 and current FY  
43 Program Direction.

- 1 • **BIA** – Regional offices will establish procedures for approval and  
2 monitoring short-term severity usage/funds within their respective regions.

### 3 **National-Level Fire Severity Funding**

4 National agency fire directors or their delegates are authorized to allocate fire  
5 severity funding under specific conditions stated or referenced in this chapter.  
6 Expenditure of these funds is authorized by the appropriate approving official at  
7 the written request of the state/regional director. Approved severity funding will  
8 be used only for the preparedness activities and timeframes specifically outlined  
9 in the authorization, and only for the objectives stated above.

- 10 • **BLM** – Refer to chapter 2 and the *BLM Fire Operations Website* for  
11 additional national severity guidance.
- 12 • **NPS** – ### National office approves all single or cumulative requests  
13 exceeding \$100,000. Regional offices approve all severity requests.
- 14 • **FWS** – Additional information may be found on the *FWS SharePoint site* or  
15 the current *US Fish and Wildlife Service Fire Business Guide*.
- 16 • **FS** – Regional offices approve all severity requests.
- 17 • **BIA** – Refer to chapter 6 for additional guidance.

### 18 **Appropriate Fire Severity Funding Charges and Activities**

19 Severity funded personnel and resources will not use a severity cost code while  
20 assigned to wildfires. The wildfire FireCode number will be used instead.

#### 21 **Labor**

22 Appropriate labor charges include:

- 23 • Regular pay for non-fire personnel;  
24 • Regular pay for seasonal/temporary fire personnel outside their normal fire  
25 funded activation period; and  
26 • Overtime pay for all fire and non-fire personnel.

27 Severity funded personnel and resources must be available for immediate initial  
28 attack regardless of the daily task assignment.

#### 29 **Vehicles and Equipment**

30 Appropriate vehicle and equipment charges include:

- 31 • GSA lease rate and mileage;  
32 • Hourly rate or mileage for Agency owned vehicles; and  
33 • Commercial rentals and contracts.

#### 34 **Aviation**

35 Appropriate aviation charges include:

- 36 • Contract extensions;  
37 • The daily minimum cost for call when needed (CWN) aircraft;  
38 • Preposition flight time; and  
39 • Support expenses necessary for severity funded aircraft (facility rentals,  
40 utilities, telephones, etc.).

**1 Travel and Per Diem**

2 Severity funded personnel in travel status are fully subsisted by the government  
3 in accordance with their agency regulations. Costs covered include:

- 4 • Lodging;
- 5 • Government provided meals (in lieu of per diem);
- 6 • Airfare (including returning to their home base);
- 7 • Privately owned vehicle mileage (with prior approval); and
- 8 • Other miscellaneous travel and per diem expenses associated with the  
9 assignment.

**10 Prevention Activities**

11 Appropriate prevention activities include:

- 12 • Funding Prevention Teams (Prevention teams will be mobilized as  
13 referenced in the *National Interagency Mobilization Guide*, chapter 20).
- 14 • Implementing local prevention campaigns, to include community risk  
15 assessments, mitigation planning, enforcement, outreach, and education.
- 16 • Augmenting patrols.
- 17 • **Note:** Non-fire funded prevention team members should charge base 8 and  
18 overtime to the severity cost code for the length of the prevention activities  
19 assignment. Fire funded personnel should charge overtime only to the  
20 severity cost code for the length of the prevention activities assignment.

**21 Inappropriate Fire Severity Funding Charges**

- 22 • To cover differences that may exist between funds actually appropriated  
23 (including rescissions) and those identified in the fire planning process.
- 24 • Administrative surcharges, indirect costs, fringe benefits.
- 25 • Equipment purchases.
- 26 • Purchase, maintenance, repair, or upgrade of vehicles.
  - 27 ○ *NPS/FWS/BIA – Severity-related repair and maintenance of agency*  
28 *vehicles and equipment may be funded by severity because they do not*  
29 *have a use rate covering these charges. These charges must be*  
30 *approved by the National Office.*
- 31 • Purchase of radios.
- 32 • Purchase of telephones.
- 33 • Purchase of pumps, saws, and similar suppression equipment.
- 34 • Aircraft availability during contract period.
- 35 • Cache supplies that are normally available in fire caches.
- 36 • Fixed ownership rate vehicle costs.

**37 Interagency Severity Requests**

38 Agencies working cooperatively in the same geographic area must work  
39 together to generate and submit joint requests, to minimize duplication of  
40 required resources, reduce interagency costs, and to utilize severity funded  
41 resources in an interagency manner. However, each agency should request funds  
42 only for its fair-share contributions or offsets for pooled, interagency  
43 resources/activities. The joint request should be routed simultaneously through



1 each agency’s approval system, and the respective approving official will issue  
 2 an authorization that specifies allocations by agency.

3 **Requesting Fire Severity Funding**

4 Each agency has established severity funding request protocols. The completed  
 5 and signed request is submitted from the state/regional director to the appropriate  
 6 approving official as per the sequence of action outlined below. Authorizations  
 7 will be returned in writing.

8 ~~### Severity funding request information for all agencies can be found at  
 9 <https://www.nife.gov/standards>.~~

10 **Sequence of Action and Responsible Parties for Severity Funding Requests**

Action	Responsible Party
In collaboration with interagency partners, as appropriate, identify and develop severity funding request.	Unit FMO
Review, modify, and approve (or reject) request. Forward to state/regional office.	Unit agency administrator
Review, modify, and recommend for approval (or rejection) unit request. Add state/regional needs and consolidate. Forward to state/regional director for approval within 48 hours.	State/regional FMO
Review, modify, and approve (or reject) request. Forward to the appropriate national fire director/approving official within 48 hours. Notify the fire budget staff.	State/regional director
Review, modify, and approve (or reject) the request within 48 hours. Issue written authorization with a severity cost code.	Appropriate national fire director/approving official
Establish severity cost code in the appropriate finance system within 24 hours.	Applicable National Finance System
Notify unit office(s) and state/regional budget lead upon receipt of authorization.	State/regional FMO
Utilize severity cost code. Ensure that project expenditures are only used for authorized purposes. Continually assess needs and submit new requests/extensions as required.	Unit FMO
Maintain severity files, including requests, authorizations, and summary of expenditures and activities.	Unit/state/regional/national offices

- 11 • ~~### NPS – All approved severity requests must be uploaded to the shared  
 12 OneDrive folder per the Fiscal Year 2021 Wildland Fire Severity Program  
 13 Oversight memo.~~

- 1 • *FS – Severity codes are pre-established at the beginning of the fiscal year.*  
2 *Requests are approved at the regional office with a copy to the national*  
3 *office for those exceeding \$250,000 or including National Shared*  
4 *Resources.*
- 5 **Labor Cost Coding for Fire Severity Funded Personnel**  
6 Fire preparedness personnel outside their normal activation period, employees  
7 whose regular salary is not fire funded, and Administratively Determined (AD)  
8 employees hired under an approved severity request should charge regular time  
9 and approved non-fire overtime to the severity suppression operations  
10 subactivity and the requesting office’s severity cost code.
- 11 Fire preparedness personnel should charge their regular planned salary (base-  
12 eight) to their budgeted subactivity using their home unit’s location code.  
13 Follow individual agency coding guidance when responding to another agency’s  
14 severity request.
- 15 Regular hours worked in suppression operations will require the use of the  
16 appropriate fire subactivity with the appropriate FireCode number. Overtime in  
17 fire suppression operations will be charged to the suppression operations  
18 subactivity with the appropriate FireCode number.
- 19 Employees from non-federal agencies should charge their time in accordance  
20 with the approved severity request and the appropriate local and statewide  
21 agreements. An interagency agreement for reimbursement must be established.  
22 The Interagency Agreement for Fire Management can be used as a template.
- 23 • *FS – Firefighters under a severity order will continue to charge base salary*  
24 *to a B-code and overtime to the severity S-code, even if it is outside their*  
25 *funded tour. If called out to an incident these resources will be under the*  
26 *same rules of charging base salary to a B-code and overtime to the P-*  
27 *code. Regions must manage funding of tours within allocations*  
28 *provided. Firefighters working on an incident beyond their planned and*  
29 *funded tour will continue to charge their Base 8 hours to a B-code*  
30 *(WFPR). Regions must contact WO FAM if they believe they might exceed*  
31 *their allocations. All firefighters charge their Base 8 hours to Preparedness*  
32 *job codes – either WFPR or a B-code unless they are working on other non-*  
33 *fire project work outside of fire season. These situations are accounted for*  
34 *in the allocations by basing the allocations on the last three years of salary*  
35 *expenditures.*
- 36 **Documentation**  
37 The unit/state/regional and national office will document and file accurate  
38 records of severity funding activity. This will include complete severity funding  
39 requests, written authorizations, and expenditure records.
- 40 **Severity Funding Reviews**

1 state/regional and national offices should ensure appropriate usage of severity  
2 funding and expenditures. This may be done as part of their normal agency fire  
3 program review cycle.

#### 4 **Qualification for Professional Liability Insurance Reimbursement**

5 Public Law 110-161 provides for reimbursement for up to one half of the cost  
6 incurred for professional liability insurance (including any administrative  
7 processing cost charged by the insurance company) for temporary fire line  
8 managers, management officials, and law enforcement officers.

9 To qualify for reimbursement, “temporary fire line managers” must meet one of  
10 the following three criteria:

- 11 • Provide temporary supervision or management of personnel engaged in  
12 wildland fire activities;
- 13 • Provide analysis or information that affects a supervisor’s or manager’s  
14 decision about a wildland fire;
- 15 • Direct the deployment of equipment for a wildland fire, such as a base camp  
16 manager, an equipment manager, a helicopter coordinator, or an initial  
17 attack dispatcher.
  - 18 ○ *DOI* – See *Personnel Bulletin No. 08-07, March 20, 2008.*
  - 19 ○ *FS* – Refer to <https://fsweb.asc.fs.fed.us/HR>.

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## Chapter 11 Incident Management and Response

### National Response Framework

The National Response Framework (NRF) presents the guiding principles that enable all response partners to prepare for and provide a unified national response to disasters and emergencies—from the smallest incident to the largest catastrophe.

The Framework establishes a comprehensive, national, all-hazards approach to domestic incident response. Information about the NRF can be found at <https://www.fema.gov/emergency-managers/national-preparedness/frameworks/response>.

### National Incident Management System

The National Wildfire Coordinating Group (NWCG) follows the National Incident Management System (NIMS), which is a component of the NRF. NIMS provides a universal set of structures, procedures, and standards for agencies to respond to all types of emergencies. NIMS will be used to complete tasks assigned to the interagency wildland fire community under the NRF.

### Incident Management and Coordination Components of NIMS

Effective incident management requires:

- Command organizations to manage on-site incident operations.
- Coordination and support organizations to provide direction and supply resources to the on-site organization.

### Incident Command System (ICS)

The ICS is the on-site management system used in NIMS. The ICS is a standardized emergency management system specifically designed to provide for an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, communications, and procedures operating within a common organizational structure to manage incidents. ICS will be used by the agencies to manage wildland fire operations and all-hazard incidents.

### Wildfire Complexity

Wildfires are typed by complexity, from Type 5 (least complex) to Type 1 (most complex). The ICS organizational structure develops in a modular fashion based on the complexity of the incident. Complexity is determined by completing a Risk and Complexity Assessment (refer to samples in appendix E and F).

Incidents not meeting the recommended incident typing characteristics in the *Wildland Fire Incident Management Field Guide* (PMS 210) and later in this

1 chapter should have a documented Risk and Complexity Assessment (appendix  
2 E) verifying the command organization is appropriate.

### 3 **Wildfire Risk and Complexity Assessment**

4 The NWCG has adopted the Risk and Complexity Assessment (RCA) form as a  
5 replacement for the Incident Complexity Analysis form and the Organizational  
6 Needs Assessment form. The RCA assists personnel with evaluating the  
7 situation, objectives, risks, and management considerations of an incident and  
8 recommends the appropriate organization necessary to manage the incident. The  
9 Risk and Complexity Assessment is found in appendix E.

10 The RCA also includes common indicators of incident complexity to assist  
11 firefighters and managers with determining incident management organizational  
12 needs. These common indicators are found in appendix F.

13 The RCA can be used to populate the Relative Risk Assessment and  
14 Organization Assessment portions of the Wildland Fire Decision Support  
15 System (WFDSS).

16 ### The RCA is also available at <https://www.nwcg.gov/publications/210>.

## 17 **Command Organizations**

### 18 **Incident Command**

19 All wildfires, regardless of complexity, will have an incident commander (IC).  
20 The IC is a single individual responsible to the agency administrator(s) for all  
21 incident activities. ICs are qualified according to the *NWCG Standards for*  
22 *Wildland Fire Position Qualifications* (PMS 310-1) and any additional agency  
23 requirements. The IC may assign personnel to any combination of ICS  
24 functional area duties in order to operate safely and effectively. ICS functional  
25 area duties should be assigned to the most qualified or competent individuals  
26 available.

27 Incident commanders are responsible for:

- 28 • Obtaining a delegation of authority and/or expectations to manage the  
29 incident from the agency administrator. For Type 3, 4, or 5 incidents,  
30 delegations/expectations may be written or oral;
  - 31 ○ *BLM – BLM district managers will provide a written delegation of*  
32 *authority and expectations to the unit's Type 3, 4, and 5 incident*  
33 *commanders annually prior to fire season.*
- 34 • Ensuring that safety receives priority consideration in all incident activities,  
35 and that the safety and welfare of all incident personnel and the public is  
36 maintained. Ensure standardized incident and communication center  
37 protocols identified in the Medical Incident Report section of the *IRPG* are  
38 utilized. The Medical Incident Report is found in the Medical Plan (ICS-  
39 206-WF) form available at <https://www.nwcg.gov/publications/ics-forms>;
- 40 • Assessing the incident situation, both immediate and potential;
- 41 • Maintaining command and control of the incident management  
42 organization;

- 1 • Ensuring transfer of command is communicated to host unit dispatch and to
- 2 all incident personnel;
- 3 • Assisting with WFDSS documentation and support in close coordination
- 4 with the local office(s), if requested by the delegating agency
- 5 administrator(s);
- 6 • Developing incident objectives, strategies, and tactics, consistent with the
- 7 delegation of authority and latest published WFDSS decision(s);
- 8 • Developing the organizational structure necessary to manage the incident;
- 9 • Approving and implementing the Incident Action Plan, as needed;
- 10 • Ordering, deploying, and releasing resources;
- 11 • Ensuring incident financial accountability and expenditures meet agency
- 12 policy and standards; and
- 13 • Ensuring incident documentation is complete.

14 For purposes of initial attack, the first IC on scene qualified at any level will  
15 assume the duties of initial attack IC. The initial attack IC will assume the duties  
16 and have responsibility for all suppression efforts on the incident up to his/her  
17 level of qualification until relieved by an IC qualified at a level commensurate  
18 with incident complexity.

19 As an incident escalates and de-escalates, a continuing reassessment of  
20 complexity should be completed to validate the current command organization  
21 or identify the need for a different level of incident management.

22 An IC is expected to establish the appropriate organizational structure for each  
23 incident and manage the incident based on his/her qualifications, incident  
24 complexity, and span of control. If the incident complexity exceeds the  
25 qualifications of the current IC, the IC must continue to manage the incident  
26 within his/her capability and span of control until replaced.

#### 27 **On-site Command Organizations**

28 Command organizations responsible for incident management include:

- 29 • Type 5 Incident Command;
- 30 • Type 4 Incident Command;
- 31 • Type 3 Incident Command;
- 32 • Type 2 Incident Command;
- 33 • Type 1 Incident Command;
- 34 • National Incident Management Organizations (NIMO);
- 35 • Area Command; and
- 36 • Unified Command.

#### 37 **Incident Characteristics**

##### 38 **Type 5 Incident Characteristics**

- 39 • Ad hoc organization managed by a Type 5 incident commander.
- 40 • Primarily local resources used.
- 41 • ICS command and general staff positions are not activated.

- 1 • Resources vary from two to six firefighters.
- 2 • Incident is generally contained within the first burning period and often
- 3 within a few hours after resources arrive on scene.
- 4 • Additional firefighting resources or logistical support are not usually
- 5 required.
- 6 • May require a Published Decision in WFDSS.

#### 7 **Type 4 Incident Characteristics**

- 8 • Ad hoc organization managed by a Type 4 incident commander.
- 9 • Primarily local resources used.
- 10 • ICS command and general staff positions are not activated.
- 11 • Resources vary from a single resource to multiple resource task forces or
- 12 strike teams.
- 13 • Incident is usually limited to one operational period. However, incidents
- 14 may extend into multiple operational periods.
- 15 • Written Incident Action Plan (IAP) is not required. A documented
- 16 operational briefing will be completed for all incoming resources. Refer to
- 17 the *Incident Response Pocket Guide* for a briefing checklist.
- 18 • May require a Published Decision in WFDSS or other decision support
- 19 document.

#### 20 **Type 3 Incident Characteristics**

- 21 • Ad hoc or pre-established Type 3 organization managed by a Type 3
- 22 incident commander.
- 23 • The IC develops the organizational structure necessary to manage the
- 24 incident. Some or all of ICS functional areas are activated, usually at the
- 25 division/group supervisor and/or unit leader level.
- 26 • The incident complexity analysis process is formalized and certified daily
- 27 with the jurisdictional agency. It is the IC's responsibility to continually
- 28 reassess the complexity level of the incident. When the assessment of
- 29 complexity indicates a higher complexity level, the IC must ensure that
- 30 suppression operations remain within the scope and capability of the
- 31 existing organization and that span of control is consistent with established
- 32 ICS standards.
- 33 • Local and non-local resources used.
- 34 • Resources vary from several resources to several task forces/strike teams.
- 35 • May be divided into divisions.
- 36 • May require staging areas and incident base.
- 37 • May involve low complexity aviation operations.
- 38 • May involve multiple operational periods prior to control, which may
- 39 require a written Incident Action Plan (IAP).
- 40 • Documented operational briefings will occur for all incoming resources and
- 41 before each operational period. Refer to the *Incident Response Pocket*
- 42 *Guide* for a briefing checklist.

- 1 • ICT3s will not serve concurrently as a single resource boss or have any non-
- 2 incident related responsibilities.
- 3 • May require a Published Decision in WFDSS.
- 4 • May require a written delegation of authority.

5 **Type 3 Incident Command**

6 When ICT3s are required to manage an incident, they must not have concurrent  
 7 responsibilities that are not associated with the incident and they must not  
 8 concurrently perform single resource boss duties.

9 As of October 1, 2019, PMS 310-1 qualifications as Operations Section Chief  
 10 Type 3 (OPS3), Planning Section Chief Type 3 (PSC3), Logistics Section Chief  
 11 Type 3 (LSC3), and Finance Section Chief Type 3 (FSC3) are required for  
 12 national mobilization.

13 The following position standards can be used for local incidents.

Type 3 Functional Responsibility	Minimum Qualification Standards <b>### for Local Incidents</b>
Safety	Line Safety Officer (SOFR)
Division	Single Resource Boss – Operational qualification must be commensurate with resources assigned (i.e., more than one resource assigned requires a higher level of qualification).
Information	Local entities can establish level of skill to perform function.

14 **Type 2 Incident Characteristics**

- 15 • Pre-established incident management team managed by Type 2 incident
- 16 commander.
- 17 • ICS command and general staff positions activated.
- 18 • Many ICS functional units required and staffed.
- 19 • Geographic and/or functional area divisions established.
- 20 • Complex aviation operations.
- 21 • Incident command post, base camps, staging areas established.
- 22 • Incident extends into multiple operational periods.
- 23 • Written Incident Action Plan required for each operational period.
- 24 • Operations personnel often exceed 200 per operational period and total
- 25 personnel may exceed 500.
- 26 • Requires a Published Decision in WFDSS or other decision support
- 27 document.
- 28 • Requires a written delegation of authority to the incident commander.

29 **Type 2 Incident Command**

30 These ICs command pre-established incident management teams that are  
 31 configured with ICS command staff, general staff and other leadership and  
 32 support positions. Personnel performing specific Type 2 command and general



1 staff duties must be qualified at the Type 1 or Type 2 level according to the PMS  
2 310-1 standards and any additional agency requirements.

### 3 **Type 1 Incident Characteristics**

- 4 • Pre-established incident management team managed by Type 1 incident  
5 commander.
- 6 • ICS command and general staff positions activated.
- 7 • Most ICS functional units required and staffed.
- 8 • Geographic and functional area divisions established.
- 9 • May require branching to maintain adequate span of control.
- 10 • Complex aviation operations.
- 11 • Incident command post, incident camps, staging areas established.
- 12 • Incident extends into multiple operational periods.
- 13 • Written Incident Action Plan required for each operational period.
- 14 • Operations personnel often exceed 500 per operational period and total  
15 personnel may exceed 1000.
- 16 • Requires a Published Decision in WFDSS or other decision support  
17 document.
- 18 • Requires a written delegation of authority to the incident commander.

### 19 **Type 1 Incident Command**

20 These ICs command pre-established incident management teams that are  
21 configured with ICS command staff, general staff and other leadership and  
22 support positions. Personnel performing specific Type 1 command and general  
23 staff duties must be qualified at the Type 1 level according to the PMS 310-1  
24 standards and any additional agency requirements.

## 25 **Incident Management Teams**

### 26 **Area Command**

27 Area Command is an Incident Command System organization established to:

- 28 • Oversee the management of large or multiple incidents to which several  
29 incident management teams have been assigned. Area Command may  
30 become Unified Area Command when incidents are multi-jurisdictional; or
- 31 • Provide strategic support and coordination services to decision makers such  
32 as geographic area MAC groups, sub-geographic area MAC Groups, agency  
33 administrators, geographic area coordination centers, emergency operations  
34 centers, agency operations centers, or FEMA joint field offices.

35 The primary determining factor for establishing Area Command is the span of  
36 control of the agency administrator.

37 National Area Command teams are managed by the National Multi-Agency  
38 Coordinating Group (NMAC) and are comprised of the following:

- 39 • Area commander (ACDR);
- 40 • Assistant area commander, planning (AAPC);

- 1 • Assistant area commander, logistics (AALC); and
  - 2 • Area command aviation coordinator (ACAC).
- 3 Depending on the complexity of the interface between the incidents, other  
4 specialists may also be assigned in areas such as aviation safety, information,  
5 long-term fire planning, and risk assessment and analysis.
- 6 Area command functions typically include:
- 7 • Establishing overall strategy, objectives, and priorities for the incident(s)  
8 under its command;
  - 9 • Allocating critical resources according to agency priorities (i.e., aircraft,  
10 IHCs, incident support needs such as medical services, communication and  
11 internet operability equipment);
  - 12 • Ensuring that incidents are properly managed;
  - 13 • Coordinating mobilization, team transitions, and demobilization;
  - 14 • Supervising, managing, and evaluating incident management teams under  
15 its command; and
  - 16 • Minimizing duplication of effort and optimize effectiveness by combining  
17 multiple agency efforts under a single area or geographic theater plan.
- 18 See appendix M for Area Command (AC) Complexity Assessment.

### 19 **Type 1 Incident Management Teams**

20 Type 1 Teams are managed by geographic area multi-agency coordinating  
21 groups and are mobilized by the geographic area coordination centers. At  
22 national preparedness levels 4 and 5, these teams are managed by the National  
23 Multi-Agency Coordinating Group (NMAC).

### 24 **National Incident Management Organization (NIMO)**

25 NIMO Teams are managed by the Forest Service Fire and Aviation's  
26 Washington Office and are ordered thru the NICC. The mission of NIMO is to  
27 promote continuous improvement by introducing innovative concepts,  
28 approaches, and technologies while providing adaptive and agile incident  
29 management. The NIMO coordinator can assist ordering units to order teams in  
30 short or long configurations, customized configuration for special capabilities,  
31 and managing long duration incidents.

32 NIMO's standard configuration consists of seven command and general staff  
33 positions qualified at the Type 1 level. If needed, NIMO can expand to meet  
34 various complexity levels.

35 Types of NIMO assignments include:

- 36 • National or geographic area/regional support to provide strategic planning  
37 assistance, during incident review, and feedback.
- 38 • Work with Type 2 candidates on Type 1 incidents for successional  
39 planning.
- 40 • To serve as mentors, trainers and evaluators on a Type 2 or Type 3 incident  
41 or designated projects.

- 1 • Manage multiple Type 3 ignitions within an area (i.e., GACC, Forest,  
2 Zone).
- 3 • Support and mentoring to an agency administrator with a complex fire  
4 situation.
- 5 • International assignments.
- 6 • All-hazard incidents.
- 7 • Mission-specific assignments – NIMO will continue to assist Forest Service  
8 units and other agencies with special missions. Examples from the past  
9 include R2 Bark Beetle, R5 Marijuana Eradication, or support to Regions as  
10 a Force Multiplier during higher planning/activity levels.

### 11 **Type 2 Incident Management Teams**

12 Most Type 2 teams are managed by geographic area multi-agency coordinating  
13 groups and are coordinated by the geographic area coordination centers. Some  
14 Type 2 teams are managed by non-federal agencies (e.g., state or local  
15 governments) and availability of these teams is determined on a case by case  
16 basis.

### 17 **Unified Command**

18 Unified command is an application of the Incident Command System used when  
19 there is more than one agency with incident jurisdiction or when incidents cross  
20 political jurisdictions. Under unified command, agencies work together through  
21 their designated incident commanders at a single incident command post to  
22 establish common objectives and issue a single Incident Action Plan. Unified  
23 command may be established at any level of incident management or area  
24 command. Under unified command, all agencies with jurisdictional  
25 responsibility at the incident contribute to the process of:

- 26 • Determining overall strategies;
- 27 • Selecting alternatives;
- 28 • Ensuring that joint planning for tactical activities is accomplished; and
- 29 • Maximizing use of all assigned resources.

30 Advantages of unified command are:

- 31 • A single set of objectives is developed for the entire incident;
- 32 • A collective approach is used to develop strategies to achieve incident  
33 objectives;
- 34 • Information flow and coordination is improved between all jurisdictions and  
35 agencies involved in the incident;
- 36 • All involved agencies have an understanding of joint priorities and  
37 restrictions; and
- 38 • No agency's legal authorities will be compromised or neglected.

### 39 **All-Hazard Incident Management Teams (IMTs) and Other Non-Wildland 40 Fire IMT**

41 Many different entities have developed IMTs based on ICS core competencies  
42 under the National Incident Management System (NIMS). See chapter 8 for  
43 more information.

## 1 **Coordination and Support Organizations**

2 Organizations that provide coordination and support to on-site command  
3 organizations include:

- 4 • Initial Attack Dispatch;
- 5 • Expanded Dispatch;
- 6 • Buying/Payment Teams;
- 7 • National and geographic area coordination centers (refer to chapter 8); and
- 8 • Local, geographic area, and National Multi-Agency Coordinating (MAC)  
9 groups.

10 Refer to chapter 19 for initial attack and expanded dispatch information.

### 11 **Buying/Payment Teams**

12 Buying/payment teams support incidents by procuring services, supplies, and  
13 renting land, facilities, and equipment. These teams may be ordered when  
14 incident support requirements exceed local unit capacity. These teams report to  
15 the agency administrator or the local unit administrative officer. See the *NWCG*  
16 *Standards for Interagency Incident Business Management* for more information.

### 17 **Multi-Agency Coordination (MAC)**

18 Multi-Agency Coordination Groups are part of the National Interagency  
19 Incident Management System (NIIMS) and are an expansion of the off-site  
20 coordination and support system. MAC groups are activated by the agency  
21 administrator(s) when the character and intensity of the emergency situation  
22 significantly impacts or involves other agencies. A MAC group may be  
23 activated to provide support when only one agency has incident(s). The MAC  
24 group is made up of agency representatives who are delegated authority by their  
25 respective agency administrators to make agency decisions and to commit  
26 agency resources and funds. The MAC group relieves the incident support  
27 organization (dispatch, expanded dispatch) of the responsibility for making key  
28 decisions regarding prioritization of objectives and allocation of critical  
29 resources. The MAC group makes coordinated agency administrator level  
30 decisions on issues that affect multiple agencies. The MAC group is supported  
31 by situation, resource status and intelligence units who collect and assemble data  
32 through normal coordination channels.

33 MAC group direction is carried out through dispatch and coordination center  
34 organizations. When expanded dispatch is activated, the MAC group direction is  
35 carried out through the expanded dispatch organization. The MAC group  
36 organization does not operate directly with incident management teams or with  
37 Area Command Teams, which are responsible for on-site management of the  
38 incident.

39 MAC groups may be activated at the local, geographic, or national level.  
40 national level and geographic area level MAC groups should be activated in  
41 accordance with the preparedness levels criteria established in the national and  
42 geographic area mobilization guides.

- 1 The MAC Group Coordinator facilitates organizing and accomplishing the  
2 mission, goals and direction of the MAC group. The MAC group coordinator:
- 3 • Provides expertise on the functions of the MAC group and on the proper  
4 relationships with dispatch centers and incident managers;
  - 5 • Fills and supervises necessary unit and support positions as needed, in  
6 accordance with coordination complexity;
  - 7 • Arranges for and manages facilities and equipment necessary to carry out  
8 the MAC group functions;
  - 9 • Facilitates the MAC group decision process; and
  - 10 • Implements decisions made by the MAC group.
- 11 Activation of a MAC group improves interagency coordination and provides for  
12 allocation and timely commitment of multi-agency emergency resources.
- 13 Participation by multiple agencies in the MAC effort will improve:
- 14 • Overall situation status information;
  - 15 • Incident priority determination;
  - 16 • Resource acquisition and allocation;
  - 17 • State and federal disaster coordination;
  - 18 • Political interfaces;
  - 19 • Consistency and quality of information provided to the media and involved  
20 agencies; and
  - 21 • Anticipation of future conditions and resource needs.

#### 22 **Wildland Fire Decision Support System (WFDSS)**

- 23 The Wildland Fire Decision Support System (WFDSS) is a web-based decision  
24 support system that provides a single dynamic documentation system for use  
25 beginning at the time of discovery and concluding when the fire is declared out.  
26 WFDSS is the decision support documentation platform for all federal wildfires.  
27 WFDSS allows the agency administrator to describe and assess the fire  
28 Situation, review completed fire behavior analysis products, develop Incident  
29 Objectives and Requirements, develop a Course of Action, evaluate Relative  
30 Risk, complete an Organization Assessment, document the Rationale and  
31 publish a Decision.
- 32 Units are encouraged to engage in pre-season planning that familiarizes staff  
33 with fire-related guidance and direction from land use plans and/or FMPs,  
34 facilitates cooperation among resource areas and with neighboring units, and  
35 establishes protection priorities proactively ahead of fire season. Annual  
36 WFDSS refreshers, preferably with agency administrator attendance, are  
37 encouraged but are only one component of a unit's overall pre-season planning  
38 strategy.
- 39 For detailed information on the tools and capabilities in WFDSS, how managers  
40 may use the tools, and suggested WFDSS refresher training items, refer to  
41 appendix N and [https://wfdss.usgs.gov/wfdss/WFDSS\\_Home.shtml](https://wfdss.usgs.gov/wfdss/WFDSS_Home.shtml).

1 The Integrated Reporting of Wildfire Information (IRWIN) data exchange  
2 system passes wildfire data through the IRWIN system to automatically  
3 populate some fields on the WFDSS information tab (e.g., Incident Name, Point  
4 of Origin, etc.) and for those using a Computer Aided Dispatch (CAD) or the  
5 InFORM final fire reporting system, has replaced the need to load fires  
6 individually into WFDSS. Once a record is created in a CAD, FireCode, IROC,  
7 ICS-209, or InFORM, those fires will automatically have a record created in  
8 WFDSS. For more information on the IRWIN project see  
9 <https://www.forestsandrangelands.gov/WFIT/applications/IRWIN/index.shtml>.

10 In order to publish a decision consistent with the Land Use Plan, applicable fire-  
11 related protection and resource management objectives and requirements from  
12 land use plans and/or FMPs must be incorporated pre-season into the WFDSS  
13 via the Data Management tab.

- 14 • *NPS – NPS recommends pre-loading management direction into WFDSS*  
15 *pre-season.*
- 16 • *FWS/BIA – FWS and BIA units are not required to pre-load management*  
17 *direction into WFDSS.*

18 A Published Decision documents:

- 19 • Strategic direction from land/resource management plans and/or fire  
20 management plans;
- 21 • Incident objectives and requirements;
- 22 • Incident management strategies and courses of action;
- 23 • Estimated costs for the duration of the incident;
- 24 • All affected jurisdictions that participated in the decision process and  
25 concurred with the strategies selected;
- 26 • That agency administrator(s) has reviewed and approved the decision; and
- 27 • The framework for the actions to be performed under the delegation of  
28 authority which authorizes an incident commander to operate on a specific  
29 unit(s). See Agency Administrator Responsibilities under “Managing the  
30 Incident” heading and appendix G for delegation of authority specifics.

31 The level of documentation in a decision should be commensurate with incident  
32 complexity, cost, and/or potential duration and spread. As incident complexity  
33 changes, additional analysis may be necessary to inform decision making.

#### 34 **Initial Decision**

35 All fires will have a Published Decision within WFDSS when they:

- 36 • Escape initial attack; or
- 37 • Exceed initial response; or
- 38 • Include objectives with both protection and resource benefit elements  
39 consistent with land management planning documents.

40 Agency-specific direction established in memos or other policy documents may  
41 further define WFDSS documentation requirements. Agency administrator roles  
42 and responsibilities are addressed in agency chapters 2-6.

- 1 Additional considerations for determining that a decision may be needed  
2 include:
- 3 • The fire affects or is likely to affect more than one agency or more than one  
4 administrative unit within a single agency (for example more than one  
5 National Forest);
  - 6 • The fire is burning into or expected to burn into wildland-urban interface;
  - 7 • Significant safety or other concerns such as air quality are present or  
8 anticipated; and
  - 9 • The Relative Risk Assessment indicates the need for additional evaluation  
10 and development of best management practices for achieving land and  
11 resource objectives.

### 12 **New Decision**

13 A new decision is required when:

- 14 • The Periodic Assessment indicates the Course of Action is no longer valid;  
15 or
- 16 • The fire moves beyond the Planning Area; or
- 17 • The incident exceeds an established agency threshold for approval authority  
18 (cost or complexity); or
- 19 • The Risk and Complexity Assessment indicates that the incident exceeds  
20 existing management capability.

21 Considerations for determining when a new decision may be needed:

- 22 • Costs are expected to exceed the estimated final costs in the current  
23 Decision; or
- 24 • Management Action Points have changed since the current Decision was  
25 published.

26 Additional information about WFDSS can be found in appendix N. User support  
27 information, training materials, and other resources can be found at the WFDSS  
28 homepage, [https://wfdss.usgs.gov/wfdss/WFDSS\\_Home.shtml](https://wfdss.usgs.gov/wfdss/WFDSS_Home.shtml).

### 29 **WFDSS Decision Approval and Publication**

30 All agencies having jurisdiction within a WFDSS Planning Area must be  
31 provided the opportunity to participate as soon as possible in the decision-  
32 making process. In situations where one agency provides fire protection under  
33 agreement or contract to a jurisdictional agency, both jurisdictional and  
34 protecting agencies should be involved in the process. Of note, in order for one  
35 federal agency administrator to be delegated authority as an “Approver” for  
36 another agency, a pre-season agreement would generally need to be developed  
37 that would describe those authorities (see your agency’s delegation of authority  
38 policies for additional guidance).

39 Every wildfire decision will consider the development of protection objectives  
40 which also provide for safety of firefighter and the public and minimize the loss  
41 of, and damage to, property, cultural and natural resources.

- 42 • *FS – Decisions are required to include protection objectives.*

- 1 Units considering developing a decision for a group of fires, merged fires, or a  
 2 complex should reference NWCG Memorandum EB-M-16-024, *NWCG Data*  
 3 *Management Standards for Incidents Complexes and Merged Wildfires* at:  
 4 <https://www.nwcg.gov/sites/default/files/memos/eb-m-16-024.pdf> for  
 5 considerations until functionality is updated within the system.
- 6 The cost estimate shown in the WFDSS Cost tab will represent estimated final  
 7 cost for the incident and should be developed based on historic fire costs,  
 8 estimation spreadsheets, or other sources. If to-date incident expenditures  
 9 exceed WFDSS estimated fire costs, the final cost estimate must be updated and  
 10 validated through a periodic assessment or a new decision. For DOI bureaus, to-  
 11 date agency costs that exceed the decision authority of the agency administrator  
 12 require the publication of a new decision and/or notification as described in the  
 13 Approval Authorities table. Approval of WFDSS wildfire decisions by agency  
 14 administrators constitutes awareness of estimated final fire costs for the incident.
- 15 Decisions in WFDSS are approved and published by the appropriate line  
 16 officer(s) and/or authorized agency administrator(s) for the agency(s)  
 17 participating in the decision. Agency administrator authority is defined in the  
 18 tables below but may be subject to re-delegation or reservation of authority.
- 19 As approvers of WFDSS decisions, agency administrators will ensure that  
 20 periodic assessments are completed until the fire is declared out.
- 21 **WFDSS Approval Authorities by Agency**

22 **DOI WFDSS Approval Authorities**

Cost Estimate <sup>1</sup>	WFDSS Approval <sup>2</sup>
Less Than \$5 Million	BLM district manager <sup>3</sup> NPS park superintendent FWS refuge manager BIA agency superintendent
\$5 Million - \$10 Million	BLM district manager <sup>3</sup> NPS park superintendent <sup>4</sup> FWS/BIA regional director <sup>5</sup>
Greater Than \$10 Million	BLM district manager <sup>3</sup> NPS park superintendent <sup>4</sup> FWS national director <sup>5</sup> BIA bureau director <sup>5</sup>

<sup>1</sup>*NPS/FWS/BIA* – Cost estimate should be based on estimated final cost of the incident.

<sup>2</sup>*Alaska* – Alaska WFDSS decisions require an additional approval from the protecting agency fire management officer as per the Alaska Statewide Annual Operating Plan. In addition, Alaska WFDSS decisions affecting Alaska Native Claims Settlement Act (ANCSA) Corporation lands and DOI lands not managed by BLM require an additional approval from the Alaska Fire Service (AFS) as



the fiscally responsible agent. Fiscal approvals for these wildfires with costs less than \$5 million are delegated to AFS zone fire management officers. Fiscal approvals for these wildfires with costs of \$5 million and above are delegated to the Alaska Fire Service Manager.

<sup>2</sup>**FWS Alaska** – FWS WFDSS approval authority has been delegated to refuge managers for all fires since suppression funding flows through BLM Alaska Fire Service instead of FWS. When an incident meets or exceeds federal combined expenditures of \$5 million AND more than 50% of the burned acres are managed by the FWS, the Alaska Fire Service manager will ensure that written notification is provided to the regional chief of refuges and the branch of wildland fire chief. When an incident meets or exceeds federal combined expenditures of \$10 million AND more than 50% of the burned acres are managed by the FWS, the Alaska Fire Service manager will ensure that written notification is provided to the FWS national director, the regional chief of refuges and the branch of wildland fire chief.

<sup>3</sup>**BLM** – Approvals may be re-delegated to the field or national conservation lands manager per agency policy. See chapter 2 for fire cost notification requirements.

<sup>4</sup>**NPS** – Park superintendents will provide written notification to the regional and/or agency director when an incident meets or exceeds federal combined expenditures of \$5 million and/or \$10 million in suppression costs, AND more than 50% of the burned acres are managed by the NPS. Written notifications should be emailed with a cc to the chief, branch of wildland fire.

<sup>5</sup>**FWS** – Regional directors and national director may delegate WFDSS approval authority as per agency policy.

<sup>5</sup>**BIA** – Current policy requiring the bureau director to approve decisions over 10 million dollars is delegated to BIA regional directors per agency memo.

1

#### USFS WFDSS Approval Authorities

Incident Type	Agency Administrator Certification Level <sup>1</sup>
Type 1	Advanced
Type 2	Journey
Type 3, 4, 5	Working

<sup>1</sup>Authority may be retained at the regional forester level.

- <sup>2</sup> If internet connections or servers are unavailable, WFDSS documentation will  
<sup>3</sup> be completed using the “temporary WFDSS paper form” and entered into the  
<sup>4</sup> web-based application as soon as it becomes available.

## 1 **WFDSS Support**

2 The Wildland Fire Management Research Development and Application (WFM  
3 RD&A) group provides the national infrastructure for wildland fire decision  
4 making and WFDSS support. Field users should contact their WFDSS  
5 geographic area editor for assistance prior to contacting WFM RD&A staff.  
6 Information for requesting assistance from WFM RD&A can be found at the  
7 WFDSS homepage at <https://wfdss.usgs.gov/>.

## 8 **Managing the Incident**

### 9 **Agency Administrator Definition**

10 An agency administrator is the official responsible for the management of a  
11 geographic unit or functional area. Agency administrators are the managing  
12 officer of an agency, division thereof, or jurisdiction having statutory  
13 responsibility for incident mitigation and management. Some examples include:  
14 NPS park superintendent, BIA agency superintendent, USFS forest supervisor,  
15 BLM district manager, FWS refuge manager, state forester, Tribal chairperson,  
16 fire chief, police chief.

### 17 **Agency Administrator Responsibilities**

18 The agency administrator (AA) manages the land and resources on their  
19 organizational unit according to the established land management plan. Fire  
20 management is part of that responsibility.

21 Agency administrators are responsible for safety oversight, and may request  
22 additional safety oversight as needed.

23 Situations that may require additional safety oversight:

- 24 • A fire escapes initial attack or when extended attack is probable;
- 25 • There is complex or critical fire behavior;
- 26 • There is a complex air operation;
- 27 • The fire is in an urban intermix/interface; and
- 28 • Other extraordinary circumstances.

29 The AA establishes specific performance objectives for the incident commander  
30 (IC) and delegates the authority to the IC to take specific actions to meet those  
31 objectives. Agency administrator responsibilities to an incident management  
32 team (IMT) include:

- 33 • Conduct an initial briefing to the IMT (appendix D).
- 34 • Provide an approved WFDSS Decision.
  - 35 ○ *FS* – *Ensure that significant decisions related to strategy and costs are*
  - 36 *included in WFDSS.*
  - 37 • Complete a Risk and Complexity Assessment (appendix E and F) to
  - 38 accompany the WFDSS Published Decision.
    - 39 ○ *BLM* – *Completion of the Relative Risk and Organization Assessment*
    - 40 *within WFDSS satisfies the need for a Risk and Complexity Assessment*
    - 41 *(RCA).*

- 1 ○ *FS* – Complete a Risk and Complexity Assessment (RCA) for Type 1, 2,
- 2 and 3 incidents within WFDSS.
- 3 • Coordinate with neighboring agencies on multi-jurisdiction fires to issue a
- 4 joint delegation of authority and develop a single Published Decision in
- 5 WFDSS for the management of unplanned ignitions.
- 6 • Issue a written delegation of authority (appendix G) to the incident
- 7 commander and to other appropriate officials, agency administrator
- 8 representative, resource advisor, and incident business advisor. The
- 9 delegation should:
  - 10 ○ State specific and measurable objectives, priorities, expectations,
  - 11 agency administrator’s intent, constraints, and other required direction;
  - 12 ○ Establish the specific time for transfer of command;
  - 13 ○ Assign clear responsibilities for initial attack;
  - 14 ○ Define your role in the management of the incident;
  - 15 ○ Describe procedures for conducting during action reviews with the IC;
  - 16 ○ Assign a resource advisor(s) to the IMT;
  - 17 ○ Define public information responsibilities;
  - 18 ○ Address accident investigation procedures and notification
  - 19 requirements for fire managers, line officer(s), and
  - 20 dispatch/coordination centers;
  - 21 ○ Assign a local government liaison to the IMT (if necessary);
  - 22 ○ Assign a local fire management liaison to the IMT (if necessary);
  - 23 ○ Assign an incident business advisor (INBA) to provide incident
  - 24 business management oversight commensurate with complexity; and
  - 25 ○ Direct the IMT to address rehabilitation of areas affected by
  - 26 suppression activities.
- 27 • Coordinate mobilization with the incident commander:
  - 28 ○ Negotiate filling of mobilization order with the IC;
  - 29 ○ Establish time and location of agency administrator briefing;
  - 30 ○ Consider approving support staff additional to the IMT as requested by
  - 31 the IC; and
  - 32 ○ Consider authorizing transportation needs as requested by the IC.
- 33 • Provide pertinent support materials and documents (L/RMP, FMP, GIS
- 34 data, local unit SOPs, maps, Service and Supply Plan, etc.) to the IMT.

35 In situations where one agency provides fire protection under agreement to the  
36 jurisdictional agency, both jurisdictional and protecting agencies will be  
37 involved in the development of the delegation of suthorities to the incident  
38 management teams and the Published Decision in WFDSS.

### 39 **Agency Administrator Representative Responsibilities**

40 The agency administrator representative (the on-scene ### representative for the  
41 agency administrator) is responsible for representing the political, social, and  
42 economic issues of the agency administrator to the incident commander. This is  
43 accomplished by participating in the agency administrator briefing, in the IMT  
44 planning and strategy meetings and in the operational briefings.

- 1 Responsibilities include representing the agency administrator to the IMT  
2 regarding:
- 3 • Compliance with the delegation of authority and the Published Decision in  
4 WFDSS;
  - 5 • Public concerns (air quality, road or trail closures, smoke management,  
6 threats);
  - 7 • Public safety (evacuations, access/use restrictions, temporary closures);
  - 8 • Public information (fire size, resources assigned, threats, concerns, appeals  
9 for assistance);
  - 10 • Socioeconomic, political, or tribal concerns;
  - 11 • Land and property ownership concerns;
  - 12 • Interagency and inter-governmental issues;
  - 13 • Wildland urban interface impacts; and
  - 14 • Media contacts.

#### 15 **Resource Advisor Responsibilities**

16 The resource advisor is responsible for anticipating the impacts of fire  
17 operations on natural and cultural resources and for communicating protection  
18 requirements for those resources to the incident commander. The resource  
19 advisor should ensure IMT compliance with the land/resource management plan  
20 and fire management plan. The resource advisor should provide the incident  
21 commander with information, analysis, and advice on these areas:

- 22 • Rehabilitation requirements and standards;
- 23 • Land ownership;
- 24 • Hazardous materials;
- 25 • Fuel breaks (locations and specifications);
- 26 • Water sources and ownership;
- 27 • Critical watersheds;
- 28 • Critical wildlife habitat;
- 29 • Noxious weeds/aquatic invasive species;
- 30 • Special status species (threatened, endangered, proposed, sensitive);
- 31 • Fisheries;
- 32 • Poisonous plants, insects and snakes;
- 33 • Mineral resources (oil, gas, mining activities);
- 34 • Archeological site, historic trails, paleontological sites;
- 35 • Riparian areas;
- 36 • Military issues;
- 37 • Utility rights-of-way (power, communication sites);
- 38 • Native allotments;
- 39 • Grazing allotments;
- 40 • Recreational areas; and
- 41 • Special management areas (wilderness areas, wilderness study areas,  
42 recommended wilderness, national monuments, national conservation areas,

1 national historic landmarks, areas of critical environmental concern,  
2 research natural areas, wild and scenic rivers).

3 The resource advisor and agency administrator representative positions are  
4 generally filled by local unit personnel. These positions may be combined and  
5 performed by one individual. Duties are stated in the *Resource Advisor's Guide*  
6 for *Wildland Fire* (PMS 313).

### 7 Use of Trainees

8 Use of trainees is encouraged. On wildland fire incidents, trainees may supervise  
9 trainees. However, when assigning trainees to positions where critical life-safety  
10 decisions are affected, trainees must be directly supervised by a fully qualified  
11 individual. For example:

- 12 • A division/group supervisor (DIVS) trainee may not work directly for an  
13 operations section chief without additional field supervision. The potential  
14 for high hazard work with high risk outcomes calls for a fully qualified  
15 DIVS to be assigned supervision of the DIVS trainee.
- 16 • A supply unit leader (SPUL) trainee may supervise a receiving/distribution  
17 manager (RCDM) trainee. In this case, supervision may be successfully  
18 provided in a lower hazard environment with appropriate risk mitigation.

### 19 ### Incident Record Creation

20 Local dispatch centers have the responsibility and authority to create incident  
21 records, process requests, coordinate response, and track resources and  
22 information under the delegation of the benefiting agency. Business rules  
23 regarding creation of incidents within an integrated system are located in chapter  
24 19 under subheading "Initial Attack Dispatching."

### 25 Incident Action Plan

26 When a written Incident Action Plan is required, suggested components may  
27 include objectives, organization, weather forecast, fire behavior forecast,  
28 division assignments, air operations summary, safety message, communications  
29 plan, and incident map. An incident medical plan is required in all written  
30 incident action plans.

### 31 Incident Status Reporting

32 The Incident Status Summary (ICS-209), submitted to the GACC, is used to  
33 report large wildland fires and any other significant events on lands under  
34 federal protection or federal ownership. Lands administered by states and other  
35 federal cooperators may also report in this manner.

36 Large fires are classified as 100 acres or larger in timber fuel types, 300 acres or  
37 larger in grass fuel types, or when a NIMO, Type 1 or 2 Incident Management  
38 Team is assigned, regardless of the size of the incident or the suppression  
39 management strategy. An ICS-209 should be submitted daily for all uncontained  
40 full suppression wildfires that meet large fire criteria. An ICS-209 should be  
41 submitted weekly (Thursday evening), for all wildfires meeting large fire criteria  
42 that are being managed under strategies that are less than full suppression. The

- 1 agency administrator may require additional reporting times. Refer to local, zone
- 2 and/or GACC guidance for additional reporting requirements.

**1 Incident History and Financial Records**

2 Wildfire incidents on federal lands managed by the FS and DOI (except BIA)  
3 require creation of an Incident History File (IHF) to document significant  
4 events, actions taken, lessons learned and other information with long-term  
5 value for managing natural resources. IHF contents and instructions, and tools  
6 for creating the IHF are found at  
7 <https://www.nwcg.gov/committees/incident-planning-subcommittee>.

8 The host unit will be responsible for retaining the incident documentation  
9 package including the IHF and financial records.

**10 Document and Computer Security**

11 Precautions must be taken to secure incident information in its various formats.  
12 All forms of information shall be treated as Controlled Unclassified Information  
13 (CUI) and care must be exercised when handling the data to prevent the  
14 inadvertent viewing or unauthorized disclosure of information. CUI paper copies  
15 that compromise privacy and security shall be shredded before disposal when no  
16 longer needed. All computers used at the incident must be patched and have  
17 anti-virus software installed with recently updated definition files. All media  
18 used to transfer information into the incident (for example, but not limited to,  
19 USB flash drives, portable hard drives and CD/DVDs) must be scanned prior to  
20 use. Autorun capabilities must be disabled to prevent the spread of malware. All  
21 computers and storage devices shall be physically secured at all times.

**22 Transfer of Command**

23 The following guidelines will assist in the transfer of incident command  
24 responsibilities from the local unit to incoming incident management team and  
25 back to the local unit.

- 26 • The local team or organization already in place remains in charge until the  
27 local representative briefs their counterparts on the incoming team, a  
28 delegation of authority has been signed, and a mutually agreed time for  
29 transfer of command has been established.
- 30 • The ordering unit will specify times of arrival and transfer of command, and  
31 discuss these timeframes with both the incoming and outgoing command  
32 structures.
- 33 • Clear lines of authority must be maintained in order to minimize confusion  
34 and maintain operational control.
- 35 • Transfers of command should occur at the beginning of an operational  
36 period, whenever possible.
- 37 • All operational personnel will be notified on incident command frequencies  
38 when transfer of command occurs.

**39 Release of Incident Management Teams**

40 The release of an IMT should follow an approved transfer of command process.  
41 The agency administrator must approve the date and time of the transfer of  
42 command. The Transfer of Command Plan should include the following  
43 elements:

- 1 • Remaining organizational needs and structure;
- 2 • Tasks or work to be accomplished;
- 3 • Communication systems and radio frequencies;
- 4 • Local safety hazards and considerations;
- 5 • Incident Action Plan, including remaining resources and weather forecast;
- 6 • Facilities, equipment, and supply status;
- 7 • Arrangement for feeding remaining personnel;
- 8 • Financial and payment processes needing follow-up; and
- 9 • Risk and Complexity Assessment.

#### 10 **Team Evaluation**

11 At completion of assignment, incident commanders will receive a written  
12 performance evaluation from the agency administrator(s) prior to the teams'  
13 release from the incident. Certain elements of this evaluation may not be able to  
14 be completed at the closeout review. These include accountability and property  
15 control, completeness of claims investigation/documentation, and completeness  
16 of financial and payment documentation.

17 The final evaluation incorporating all of the above elements should be sent to  
18 the incident commander and the respective GACC within 60 days. See appendix  
19 I for the IMT evaluation form.

20 The delegation of authority, the Published Decision in WFDSS, and other  
21 documented agency administrator's direction will serve as the primary standards  
22 against which the IMT is evaluated.

23 The agency administrator will provide a copy of the evaluation to the IC and the  
24 state/regional FMO, and retain a copy for the final fire package.

25 The state/regional FMO will review all evaluations and will be responsible for  
26 providing a copy of evaluations documenting performance to the geographic  
27 area coordinating group or agency managing the IMT.

#### 28 **Unit/Area Closures**

29 Threats to public safety may require temporary closure of a unit/area or a  
30 portion of it. When a fire threatens escape from the unit/area, adjacent  
31 authorities must be given as much advance notice as possible in order to achieve  
32 orderly evacuation.

#### 33 **Incident Emergency Management Planning and Services**

34 Refer to chapter 7 for further guidance.

#### 35 **Fire Management in Wilderness**

36 Actions taken in wilderness will be conducted to protect life and safety, to meet  
37 natural and cultural resource objectives, and to minimize negative impacts of the  
38 fire management actions and the fires themselves. In evaluating fire  
39 management actions, the preservation of wilderness character will be considered



- 1 before, and given significantly more weight than, economic efficiency and  
2 convenience. Unless human life or private property is immediately threatened,  
3 only those actions that preserve wilderness character and/or have localized,  
4 short-term adverse impacts to wilderness character will be acceptable. Any  
5 delegation of authority to incident management teams will convey appropriate  
6 emphasis on the preservation of wilderness character and resources and will  
7 ensure interaction with local wilderness resource advisors.
- 8 • **BLM** – *BLM Manual 6340—Management of BLM Wilderness (2012),*  
9 *Section 1.6.C.7 states that to the greatest extent possible, the Bureau will*  
10 *manage all wildfires in wilderness: 1) using Minimum Impact Suppression*  
11 *Tactics (MIST) wherever possible; 2) if feasible, without equipment that*  
12 *would ordinarily be prohibited under Section 4(c) of the Wilderness Act;*  
13 *and 3) by assigning a resource advisor (READ) with expertise in wilderness*  
14 *stewardship. To assist in documenting any decision involving uses generally*  
15 *prohibited by the Wilderness Act (e.g., heavy equipment, chainsaws, and the*  
16 *landing of aircraft, among other examples), the BLM normally uses a tool*  
17 *known as the Minimum Requirements Decision Guide (MRDG). Under the*  
18 *Wilderness Act, however, control of fire is an exception to the prohibited*  
19 *uses, so the MRDG is not necessary at the time of response to an*  
20 *emergency. Nevertheless, the minimum requirements concept should be*  
21 *incorporated into emergency planning so that the minimum necessary*  
22 *methods and tools can be used to resolve emergencies while preserving*  
23 *wilderness character to the greatest extent practicable. Responses involving*  
24 *prohibited uses will be approved by the state director, though approval can*  
25 *be delegated through the BLM MS-1203 – DELEGATION OF AUTHORITY*  
26 *to the district or field office manager if he/she has been through the*  
27 *National or Regional Wilderness Stewardship Training offered by the*  
28 *Arthur Carhart National Wilderness Training Center. In emergency*  
29 *situations, the decision on authorization of normally prohibited uses should*  
30 *always err on the side of protecting human life.*
  - 31 • **NPS** – *For all wilderness fire management actions proposing the use of any*  
32 *of the Wilderness Act Section 4(c) prohibitions, a minimum requirements*  
33 *analysis (MRA) will be completed. To ensure adequate consideration of*  
34 *wilderness resources, a programmatic MRA must be completed as part of*  
35 *the development of a park’s FMP and companion environmental*  
36 *compliance document.*
  - 37 • **FWS** – *For all wilderness fire management actions proposing the use of*  
38 *any of the Wilderness Act 4(c) prohibitions, a minimum requirements*  
39 *analysis will be completed.*
  - 40 • **FS** – *For all wilderness fire management actions proposing the use of any*  
41 *Wilderness Act 4(c) prohibitions, a minimum requirements analysis is*  
42 *recommended.*
  - 43 • **BLM/NPS/FWS/FS** – *Section 4(d)(1) of the Wilderness Act of 1964 allows*  
44 *all agencies to control fire, in wilderness areas, subject to such conditions*  
45 *as the Secretary deems desirable.*

- 1 • **BIA** – For all wilderness fire management actions refer to the land and  
2 resource management plans.

### 3 **Operational Guidelines for Aquatic Invasive Species**

4 In order to prevent the spread of aquatic invasive species, it is important that fire  
5 personnel recognize how our fire operations can prevent the transport of these  
6 species. The NWCG Invasive Species Subcommittee provides up-to-date  
7 operational guidelines, best management practices, and equipment cleaning  
8 guidance to minimize the spread of aquatic invasive species. Consult the NWCG  
9 website (<https://www.nwcg.gov/committees/invasive-species-subcommittee>) to  
10 obtain these protocols. Local area or agency guidelines may also be available  
11 and useful and local biologists, Resource Advisors (READ) and fire personnel  
12 should consult with each other during the pre-season regarding known aquatic  
13 invasive species locations to facilitate incident avoidance when possible. To  
14 minimize potential transmission of aquatic invasive species, it is recommended  
15 that you:

- 16 • Consult with local biologists, resource advisors (READ) and fire personnel  
17 for known aquatic invasive species locations in the area and avoid them  
18 when possible.
- 19 • Avoid entering (driving through) water bodies or wet areas when possible.
- 20 • Avoid transferring water between drainages or between unconnected waters  
21 within the same drainage when possible.
- 22 • Avoid sucking organic and bottom material into water intakes when  
23 drafting from a natural water body.
- 24 • Avoid obtaining water from multiple sources during a single operational  
25 period when possible.
- 26 • Remove all plant parts and mud from external surfaces of gear and  
27 equipment after an operational period.
- 28 • If gear contacts untreated water, consider decontaminating before moving to  
29 new drainages. Applicable gear includes helicopter buckets, snorkel ends,  
30 foot valves, and draft hoses. Water delivery equipment and accessories  
31 (e.g., fireline hoses, wye valves, nozzles) that do not transfer tank water to  
32 waterbodies do not need to be disinfected.
- 33 • For decontamination and cleaning protocols, refer to NWCG Invasive  
34 Species Subcommittee guidance  
35 (<https://www.nwcg.gov/committees/invasive-species-subcommittee>) or  
36 local area or agency direction. NWCG protocols emphasize hot water power  
37 washing or drying over use of chemicals.
- 38 • Carry spare, clean, dry helicopter buckets, draft hoses, and foot valves to  
39 switch out with used ones when moving to a new water source.  
40 Decontaminate the wet gear while spares are being used.
- 41 • Prime engine pumps with water from the drafting source (e.g., streams,  
42 lake) rather than using water from the engine tank. This minimizes the  
43 leakage of possibly contaminated engine tank water through the foot valve.  
44 Ensure foot valves are operating and not leaking. Decontamination of

1 engine or water tender tanks with hot water or chemicals is not  
2 recommended.

### 3 **Operational Guidelines for Invasive Species**

4 Suppression and support vehicles, tools, and machinery should be cleaned at a  
5 designated area prior to arriving and leaving the incident. Onsite fire equipment  
6 should be thoroughly cleaned including the undercarriage, fender wells, tires,  
7 radiator, and exterior of the vehicle. Firefighter personnel should clean personal  
8 equipment, boots, clothing, etc., of weed or other invasive species materials,  
9 including visible plant parts, soil, and other materials as identified by the  
10 resource advisor. The cleaning area should also be clearly marked to identify the  
11 area for post-fire control treatments, as needed.

12 Ensure that seed mixes and mulch used in suppression repair contain no  
13 federally or state designated noxious weeds by using seed mixes and mulches  
14 that have been examined by a laboratory or have current weed free certification  
15 from a state seed laboratory or equivalent qualified testing agent.

### 16 **Responding to Non-Wildland Fire Incidents**

17 Managers will avoid giving the appearance that their wildland fire resources are  
18 trained and equipped to perform structure, vehicle, and dump fire suppression, to  
19 respond to hazardous materials releases, or to perform emergency medical  
20 response for the public.

#### 21 **Wildland Urban Interface**

22 The operational roles of the federal agencies as partners in the wildland urban  
23 interface are wildfire suppression, structure protection (see below), prescribed  
24 fire, hazard reduction, cooperative prevention and education, and technical  
25 assistance. Structural fire suppression is the responsibility of tribal, state, or  
26 local governments. Federal agencies may assist with exterior structural fire  
27 protection activities under formal fire protection agreements that specify the  
28 mutual responsibilities of the partners, including funding (some federal agencies  
29 have full structural protection authority for their facilities on lands they  
30 administer and may also enter into formal agreements to assist state and local  
31 governments with structural protection).

32 – *Review and Update of the 1995 Federal Wildland Fire Management*  
33 *Policy, January 2001, page 23*

34 Funding is not provided to prepare for or respond to emergency non-wildland  
35 fire response activities such as structure fires, vehicle fires, dump fires,  
36 hazardous materials releases, and emergency medical responses. Managers must  
37 ensure that fire management plans, interagency agreements, and operating plans  
38 clearly state agency and cooperator roles and responsibilities for non-wildland  
39 fire response activities that agency personnel are exposed to as a result of  
40 working in the interagency fire environment. Managers will also ensure that  
41 federal wildland fire resources are not identified on run cards or in dispatch  
42 plans for non-wildland fire responses.

### 1 **Structure, Vehicle, Dumpster, Trash, and Landfill Fires**

2 Wildland firefighters will not take direct suppression action on structure,  
3 vehicle, dumpster, trash, or landfill fires. Structure, vehicle, and landfill fire  
4 suppression is not a functional responsibility of wildland fire resources. These  
5 fires have the potential to emit high levels of toxic gases. This policy will be  
6 reflected in suppression response plans.

7 Wildland firefighters who encounter structure, vehicle, or landfill fires, or who  
8 are dispatched to such fires due to significant threat to adjacent agency protected  
9 lands/resources, will not engage in direct suppression action. Structure  
10 protection (not suppression) activities will be limited to exterior efforts, and only  
11 when such actions can be accomplished safely and in accordance with  
12 established wildland fire operations standards.

- 13 • **NPS** – *For structural fire (including vehicle, trash and dumpster fires)*  
14 *response, training, medical examination, and physical fitness requirements,*  
15 *and hazardous material response or control guidance, refer to chapter 3.*
- 16 • **FS** – *Wildfires other than vegetation (such as dumpster, trash, landfill, or*  
17 *vehicle) as the primary fuel present hazards that are outside of the basic*  
18 *wildland firefighters training and protective equipment. Response actions*  
19 *will be limited to protection of life, property, and resources when they can*  
20 *be safely undertaken with proper risk assessment and mitigation. When*  
21 *agency employees are trained, qualified, and equipped to take action on*  
22 *other than vegetation fires, they may do so with proper risk assessment and*  
23 *mitigation (Incident Response Pocket Guide, PMS 461).*

### 24 **Public Emergency Medical Response**

25 Public emergency medical response is not a functional responsibility of wildland  
26 fire resources, and should not be part of a preplanned response that requires  
27 these duties. When wildland firefighters encounter emergency medical response  
28 situations, their efforts should be limited to immediate care (e.g., first aid, first  
29 responder) actions that they are trained and qualified to perform.

- 30 • **NPS** – *NPS employees who provide emergency medical services will adhere*  
31 *to the requirements contained in Director's Order and Reference Manual*  
32 *#51, Emergency Medical Services.*

### 33 **Post-Wildfire Activities**

34 Each wildland fire management agency is responsible for taking prompt action  
35 to determine the need for, and to prescribe and implement, emergency  
36 treatments to minimize threats to life or property or to stabilize and prevent  
37 unacceptable degradation to natural and cultural resources resulting from the  
38 effects of a fire on the lands they manage.

39 Post-wildfire activities references can be found in *Interagency Burned Area*  
40 *Emergency Response Guidebook, Interpretation of Department of the Interior*  
41 *620 DM 7 and USDA Forest Service Manual 2523, For the Emergency*  
42 *Stabilization of Federal and Tribal Trust Lands, Version 4.0 dated Feb. 2006*  
43 *and Interagency Burned Area Rehabilitation Guidebook, Interpretation of*

1 *Department of the Interior 620 DM 7, For the Burned Area Rehabilitation of*  
 2 *Federal and Tribal Trust Lands, Version 1.3 dated October 2006.*

3 Damages resulting from wildfires are addressed through four activities:

- 4 • **Suppression Repair** – Planned actions taken to repair the damages to  
 5 resources, lands, and facilities resulting from wildfire suppression actions  
 6 and documented in the Incident Action Plan. These actions are usually  
 7 implemented prior to, or immediately after containment of the wildfire by  
 8 the incident management organization. Repairs under this activity may be  
 9 completed to return the value to pre-wildfire management activity condition  
 10 as practical but may not improve the condition beyond what was existing  
 11 prior to the incident.
- 12 • **Emergency Stabilization** – Planned actions to stabilize and prevent  
 13 unacceptable degradation to natural and cultural resources, to minimize  
 14 threats to life or property resulting from the effects of a wildfire, or to  
 15 repair/replace/construct physical improvements necessary to prevent  
 16 degradation of land or resources. Emergency stabilization actions must be  
 17 taken:
  - 18 ○ **DOI** – *Within one-year plus twenty-one days after the ignition date of a*  
 19 *wildfire and documented in a Burned Area Response Plan or an agency*  
 20 *specific plan. The Bureau Director may approve an extension beyond*  
 21 *the one year plus twenty-one days to accommodate circumstances*  
 22 *related to climatic conditions or other significant events.*
  - 23 ○ **FS** – *No later than one year after the containment of the fire.*
- 24 • **Rehabilitation** – Efforts taken within five years following 21 days after the  
 25 ignition date of a wildfire to repair or improve wildfire-damaged lands  
 26 unlikely to recover naturally to management approved conditions, or to  
 27 repair or replace minor assets damaged by wildfire. These efforts are  
 28 documented in:
  - 29 ○ **DOI** – *A separate Burned Area Rehabilitation Plan (BAR) or in*  
 30 *combination with Burned Area Emergency Response Plan (BAER).*
  - 31 ○ **FS** – *A Burned Area Emergency Response Plan (BAER).*
- 32 • **Restoration** – Continuing the rehabilitation beyond the initial five years or  
 33 the repair or replacement of major assets damaged by the wildfire.

#### 34 **Post-Fire Activities**

	<b>Suppression Repair</b>	<b>Emergency Stabilization</b>	<b>Rehabilitation</b>	<b>Restoration</b>
<b>Objective</b>	Repair suppression damages	Protect life and property	Repair damages	Long Term Ecosystem Restoration
<b>Damage due to</b>	Suppression activities	Post-fire events and fire	Fire	Fire
<b>Urgency</b>	Immediately after containment	1-12 months	1-5 years	5+ years

	Suppression Repair	Emergency Stabilization	Rehabilitation	Restoration
<b>Responsibility</b>	IC/Agency Administrator	Agency Administrator	Agency Administrator	Agency Administrator
<b>Funding type</b>	Suppression (fire)	Suppression (Emergency Stabilization)	Rehabilitation or regular program	Regular program

1 **Emergency Stabilization Approval Authorities**

	BIA	BLM	FWS	NPS	FS
<b>Local Approval Level</b>	<\$250,000 Agency Supt.	\$0 Field/ District Manager	\$0 Refuge Manager	\$0 Park Supt.	\$0 District Ranger
					\$0 Forest Supervisor
<b>Regional/ State Approval Level</b>	\$250,000- \$500,000 Regional Director	<\$100,000 State Director	<\$500,000 Regional Director with Regional Fire Management Coordinator concurrence	<\$500,000 Regional Director	\$500,000 Western Regional Foresters
					\$100,000 Eastern Regional Foresters
<b>National Approval Level</b>	>\$500,000 Director of Fire Management	>\$100,000 Director	>\$500,000 Chief, Branch of Fire Management	>\$500,000 Chief, Division of Fire and Aviation	>\$100,000 or \$500,000 Director, Watershed & Wildlife Management

2 **Burned Area Emergency Response (BAER) Teams**

3 BAER teams are a standing or ad hoc group of technical specialists (e.g.,  
4 hydrologists, biologists, soil scientists, etc.) that develop and may implement  
5 portions of the Burned Area Emergency Response Plans. They will meet the  
6 requirements for unescorted personnel found in chapter 7 under “Visitors to the  
7 Fireline” when working within the perimeter of an uncontrolled wildfire. The  
8 team’s skills and size should be commensurate with the size and complexity of  
9 the wildfire.

10 It is the agency administrator’s responsibility to designate an interdisciplinary  
11 BAER team. However, BAER teams must coordinate closely with IC and  
12 incident management teams to work safely and efficiently. The agency

- 1 administrator is responsible for submitting the Emergency Stabilization BAER  
2 plan to the regional office for review and approval within the timeframes  
3 established by each agency. Coordination should occur with the regional BAER  
4 coordinator. If needed, extensions can be negotiated with those having the  
5 appropriate level of approval authority.
- 6 • **DOI** – *The Department of Interior maintains a roster of national BAER*  
7 *team to assist field units in planning for complex post-fire emergency*  
8 *stabilization. The national BAER team is scalable in long and short*  
9 *configurations. It may be ordered as command and general staff, or ordered*  
10 *as individual resources. The full national BAER team is dispatched to more*  
11 *difficult incidents involving extreme risks to human life and critical federal*  
12 *assets. Potential floods, mud and debris flows, watershed/municipal water*  
13 *supplies, urban interface, and complex and multiple jurisdictions are the*  
14 *dispatch prioritization criteria issues factored into the mobilization*  
15 *decision. Less complex incidents will use local, regional, interagency, and*  
16 *contracted ad hoc BAER teams that may be supplemented with national*  
17 *BAER team personnel. Bureau coordinators maintain rosters of BAER*  
18 *personnel for less complex incidents.*
  - 19 • **DOI** – *The DOI national BAER team resources should be requested within*  
20 *21 days from the discovery date of the fire and ordered as per the National*  
21 *Interagency Mobilization Guide.*
  - 22 • **FS** – *Each Forest Service unit identifies a core BAER team prior to fire*  
23 *season. Regional coordinators maintain rosters of experienced BAER*  
24 *personnel in the region. When needed, specific BAER personnel*  
25 *representing needed specialties from other units can either be contacted*  
26 *directly or through dispatch. See FSM 2523 and FSH 2509.13 for agency-*  
27 *specific policy and direction for BAER teams.*

#### 28 **Interagency Final Fire Reports and Datasets**

29 The Final Fire Report, also referred to as the Individual Fire Report, serves as  
30 the official record for a wildfire occurrence and its related outcomes. While  
31 there are other types of fire reports, including the ICS-209 and other situational  
32 (e.g. daily) and ad-hoc reports, datasets compiled from individual Final Fire  
33 Reports provide the official statistics for every agency and the interagency  
34 wildland fire management organization as a whole. These datasets also provide  
35 vital information regarding the frequency, location, and size of historical fires,  
36 which are used for decision support, budget formulation, occurrence modeling,  
37 research, analysis, and other planning applications. For these reasons, it is  
38 important for Final Fire Reports to be completed promptly and accurately once a  
39 wildfire is declared “out” and its outcomes are known. To ensure that the  
40 wildfire occurrence and workload is fully represented, every wildfire, regardless  
41 of size, should be documented with a Final Fire Report.

42 The Interagency Fire Occurrence Reporting Modules (InFORM) are a suite of  
43 applications used by multiple fire management agencies for Final Fire  
44 Reporting. By replacing multiple agency-specific fire reporting applications,

- 1 InFORM strives to fulfill the goal of having “one fire, one report, one  
2 authoritative data source.” Starting in Calendar Year 2020, a single  
3 corresponding record must exist in the InFORM dataset for any wildfire that  
4 originates on or otherwise burns onto federally-owned or protected lands.  
5 Because the federal wildland fire management agencies use IRWIN-integrated  
6 Computer Aided Dispatch (CAD) applications and issue FireCodes for wildfires,  
7 most records will be automatically established in InFORM, where they will be  
8 available for review, editing, and certifying once the fire is declared “out” and  
9 reporting ceases in other applications.
- 10 • The federal wildland fire management agency with jurisdiction at a fire’s  
11 point of origin is responsible for ensuring that the fire is reported and  
12 certified in InFORM; however, this responsibility can be conveyed to  
13 another agency via agreement. Certification is a process in InFORM  
14 whereby the Final Fire Report is declared complete and suitable for use in  
15 official statistics.
    - 16 ○ *BLM/NPS/USFS/BIA/BOR* – Final Fire Reports for wildfires that  
17 originate on agency lands, or lands formally protected by these  
18 agencies, shall be certified in InFORM.
    - 19 ○ *FWS* – For wildfires that originate on FWS lands, or lands formally  
20 protected by FWS, Final Fire Reports shall be submitted via the Fire  
21 Management Information System (FMIS), as noted in chapter 4.
    - 22 ○ *Other agencies* – Several state agencies and certain other federal  
23 agencies, such as those under Department of Defense, have lands  
24 where wildfires occur, but do not use InFORM for fire reporting.
  - 25 • For a fire that originates on land that is under the jurisdiction of an agency  
26 that does not use InFORM, but subsequently burns onto lands owned or  
27 protected by one or more federal agency that does use InFORM for  
28 reporting, any one of these affected federal agencies shall ensure that the  
29 fire is reported and certified in InFORM.

30 For more information about Interagency Fire Reporting and InFORM, go to  
31 <https://www.nwccg.gov/committees/fire-reporting-subcommittee>.

## 32 **Incident Business Management**

33 Specific incident business management guidance is contained in the *NWCG*  
34 *Standards for Interagency Incident Business Management* (PMS 902). This  
35 handbook assists participating agencies of the NWCG to constructively work  
36 together to provide effective execution of each agency's incident management  
37 program by establishing procedures for:

- 38 • Uniform application of regulations on the use of human resources, including  
39 classification, payroll, commissary, injury compensation, and travel;
- 40 • Acquisition of necessary equipment and supplies from appropriate sources  
41 in accordance with applicable procurement regulations;
- 42 • Managing and tracking government property;
- 43 • Financial coordination with the protection agency and maintenance of  
44 finance, property, procurement, and personnel records and forms;



- 1 • Use and coordination of incident business management functions as they  
2 relate to sharing of resources among federal, state, and local agencies,  
3 including the military;
- 4 • Investigation and reporting of accidents;
- 5 • Investigating, documenting, and reporting claims;
- 6 • Documenting costs and implementing cost-effective criteria for managing  
7 incident resources; and
- 8 • Non-fire incidents administrative processes.
  - 9 ○ *DOI – The Department of the Interior All Hazards-Supplement to the*  
10 *NWCG Standards for Interagency Incident Business Management*  
11 *establishes business management guidelines for the Department of the*  
12 *Interior’s (DOI’s) all-hazards incidents. The DOI Supplement is*  
13 *available at*  
14 *[https://www.doi.gov/sites/doi.gov/files/migrated/emergency/upload/DOI](https://www.doi.gov/sites/doi.gov/files/migrated/emergency/upload/DOI-BusinessSupplement-FINAL-23SEP14.pdf)*  
15 *1-BusinessSupplement-FINAL-23SEP14.pdf.*

#### 16 **Cost Management**

17 An Incident Business Advisor (INBA) must be assigned to any wildfire with  
18 costs of \$5 million or more. If a qualified INBA is not available, the approving  
19 official will appoint a financial advisor to monitor expenditures.

20 Incident cost objectives will be included as a performance measure in incident  
21 management team evaluations.

#### 22 **Fire Reviews – Continuous Improvement Assessments (FS)**

23 See chapter 18.

#### 24 **Significant Wildland Fire Review (DOI)**

25 See chapter 18.

#### 26 **Cache Management**

27 Agencies often serve as interagency partners in national support caches and  
28 local area support caches, and may operate single agency initial attack caches.  
29 All caches will maintain established stocking levels, receive and process orders  
30 from participating agencies and follow ordering and fire replenishment  
31 procedures as outlined by the national and geographic area cache management  
32 plans and mobilization guides.

- 33 • *FS – Refer to FSM 5160 for specific requirements.*

#### 34 **Type 1 and 2 National Interagency Support Caches**

35 There are fifteen National Interagency Support Caches (NISCs); eleven are  
36 managed by the Forest Service, three are managed by the BLM, and one is  
37 managed by the State of Idaho. The fifteen national caches are part of the  
38 National Fire Equipment System (NFES). Each of these caches provides  
39 incident support in the form of equipment and supplies to units within their  
40 respective geographic areas. The NFES cache system may support other  
41 emergency, disaster, fire-related or land management activities, provided that  
42 such support is permitted by agency policies and does not adversely affect the

1 primary mission. These national caches do not provide supplies and equipment  
2 to restock local caches for non-incident requests. Non-emergency (routine)  
3 orders should be directed to the source of supply; e.g., DLA or private vendors.

4 The Great Basin Area Incident Support Cache at NIFC provides publications  
5 management support to the National Wildfire Coordinating Group (NWCG).  
6 Reference the *NWCG NFES Catalog Part 2: Publications* at  
7 <https://www.nwccg.gov/publications/449-2> for more detailed information.

8 Forest Service National Symbols Program distribution is through the Eastern  
9 Area Incident Support Cache (NEK). This material is coordinated by the USDA  
10 Forest Service, under advisement of the National Association of State Foresters'  
11 (NASF) Cooperative Forest Fire Prevention Committee (CFFP). Materials  
12 include Smokey Bear/Junior Forest Ranger prevention items and Woodsy Owl  
13 environmental educational materials.

14 NEK also distributes DOI Fire Education materials. The website contains the  
15 catalog of materials, information about these programs, and online ordering  
16 instructions.  
17 [https://www.fs.usda.gov/main/conservationeducation/about/education-](https://www.fs.usda.gov/main/conservationeducation/about/education-themes/wildland-fire)  
18 [themes/wildland-fire](https://www.fs.usda.gov/main/conservationeducation/about/education-themes/wildland-fire)

### 19 **Type 3 Support Caches**

20 These caches directly support more than one agency and generally cover more  
21 than one administrative unit. They will maintain stocking levels to meet the  
22 identified needs of the multiple agencies for whom service is provided.

### 23 **Type 4 Local Caches**

24 Numerous caches of this level are maintained by each agency. These caches will  
25 establish and maintain stocking levels to meet the initial response needs of the  
26 local unit(s).

## 27 **Inventory Management**

### 28 **System Implementation**

29 Each fire cache, regardless of size, should initiate and maintain a cache  
30 inventory management system. Agency management systems provide a check  
31 out/return concept that incorporates a debit/crediting for all items leaving the  
32 cache. This system is strictly followed in the Type 1 and 2 NISC's. Inventory  
33 management processes should be implemented for all Type 3 Support and Type  
34 4 Local caches.

### 35 **Accountability**

36 Fire loss/use rate is defined as all property and supplies lost, damaged, or  
37 consumed on an incident. It is reported as a percentage that is calculated in  
38 dollars of items issued compared to items returned. Consumable items are not  
39 included in this total. All items stocked in agency fire caches will be categorized  
40 for return (loss tolerance/use rate) and accountability purposes.

### 41 **Trackable Items**

1 Trackable items include items that a cache may track due to dollar value,  
2 sensitive property classification, or limited quantities. Available items that are  
3 considered trackable are usually engraved or tagged with a cache trackable  
4 identification number. These items must be returned to the issuing cache at the  
5 end of the incident use, or documentation must be provided to the issuing cache  
6 as to why it was not returned. All trackable items are also considered durable.  
7 Accountability for trackable items is expected to be 100 percent.

#### 8 **Durable Items**

9 Durable items include cache items considered to have a useful life expectancy  
10 greater than one incident. High percentages of return for these items are  
11 expected. These items are not specifically cache identified/tagged/engraved.  
12 Durable items include water handling accessories, helicopter accessories, tents  
13 and camp items such as heaters, lights, lanterns, tables, chairs, hose, tools,  
14 backpack pumps, sleeping bags, pads, cots, and personal protective equipment.  
15 A 90% level of return is the expected threshold for durable items.

#### 16 **Consumable Items**

17 Consumable items include items normally expected to be consumed during  
18 incident use. Consumable items returned in unused condition are credited to the  
19 incident. Examples of consumable items are: batteries, plastic canteens,  
20 cubitainers, forms, MREs, fusees, hot food containers, petroleum products, and  
21 medical supplies.

#### 22 **Incident Management and Environmental Sustainability**

23 ~~### Every incident should seek opportunities to reduce unnecessary waste and  
24 limit impacts associated with management actions. This may be accomplished,  
25 for example, by promoting recycling and encouraging the use of alternative  
26 energy sources as long as such efforts do not compromise operational or safety  
27 objectives.~~

28 ~~● *FS* The National Greening Fire Team's (GFT) mission is to integrate  
29 sustainability best management practices into incident operations with a  
30 long term vision of achieving net zero environmental impact on all large  
31 incidents and within the fire community by 2030. More information can be  
32 found at <https://www.fs.usda.gov/managing-land/fire/sustainable-ops>.~~

33 Every incident should seek opportunities to reduce unnecessary waste and limit  
34 impacts associated with management actions. This can be accomplished, for  
35 example, by implementing “greening fire” sustainability best management  
36 practices (e.g., energy and water conservation, alternative energy, sustainable  
37 acquisition, and waste prevention and recycling) as long as such efforts do not  
38 compromise operational or safety objectives. To the degree possible, prioritize  
39 the procurement of sustainable products and services whenever lifecycle cost-  
40 effective.

#### 41 **Incident-to-Incident Transfer of Supplies and Equipment**

42 Transfer of supplies and equipment between incidents is not encouraged, due to  
43 the increased possibility of accountability errors. In instances when it is

1 determined to be economically feasible and operationally advantageous, the  
2 following must be accomplished by the Supply Unit Leader from the incident  
3 that is releasing the items.

4 Documentation will be completed on the *Interagency Incident Waybill* (NFES  
5 1472) and must include the following:

- 6 • NFES number
- 7 • Quantity
- 8 • Unit of issue
- 9 • Description
- 10 • Trackable ID number, if item is trackable
- 11 • Receiving incident name, incident number, and resource request number

12 The Supply Unit Leader will send the waybill transfer information to the  
13 servicing NISC to maintain proper accountability recording.

14 Upon request, the servicing NISC can provide the Supply Unit Leader with an  
15 Outstanding Items Report or Incident Summary Report to facilitate accurate  
16 waybill documentation.

#### 17 **Fire Loss Tolerance Reporting for Type 1 and 2 Incidents**

18 In order to help managers keep incident-related equipment and supply loss to a  
19 minimum, incident management teams (IMTs) are required to maintain  
20 accountability and tracking of these items. Guidelines and procedures to assist  
21 with this accountability are provided in chapter 30 of the *NWCG Standards for*  
22 *Interagency Incident Business Management*. To further facilitate these  
23 procedures and provide oversight, a fire loss report has been developed that  
24 provides detailed information regarding used and trackable item use. This report  
25 has been accepted by NWCG for all wildland fire agencies and will be compiled  
26 for all Type 1 and Type 2 incidents. Investigations may be conducted in those  
27 cases where thresholds may have been exceeded.

28 These reports are compiled by the NISC servicing the particular incident.

29 Reports will then be forwarded to the responsible local office, with a copy to the  
30 state/regional FMO. The following steps must be followed to insure accurate  
31 reports:

- 32 • At the close of each incident, all property must be returned to the servicing  
33 NFES cache;
- 34 • If accountable/trackable property has been destroyed or lost, appropriate  
35 documentation must be provided to the cache for replacement and updating  
36 property records;
- 37 • All property purchased with emergency fire funds for an incident must be  
38 returned to the NFES cache system;
- 39 • All unused consumable and/or durable NFES items must be returned to the  
40 servicing NFES cache within 30 days of control of the incident; and
- 41 • Agency administrators/fire management officers must review the fire loss  
42 report and recommend appropriate follow-up action if losses are excessive.

1 Those actions and recommendations should be documented and filed in the  
2 final incident records.

### 3 **Incident Supply and Equipment Return Procedures**

4 Supplies and equipment ordered with suppression funds will be returned to the  
5 ordering unit at the close of the incident and dispersed in one of three ways:

- 6 • Items meeting NFES standards will be returned to the NISC for reuse  
7 within the fire supply system;
- 8 • Items not meeting the prescribed NFES standards will be purchased with  
9 program funds by the local unit if the items are needed for program use; or
- 10 • Items will be delivered to the unit's excess property program for disposal.

### 11 **Cache Returns and Restock Procedures**

12 All returns for credit and restock of caches to specific incident charges should be  
13 made within 30 days after the close of the incident. If that timeframe cannot be  
14 met, it is required that returns and restock be made during the same calendar  
15 year as items were issued. All returns should be tagged with appropriate incident  
16 number, accompanied by an interagency waybill identifying the appropriate  
17 incident number, or accompanied by issue documents to ensure proper account  
18 credit is given. Any items returned after the calendar year of issue will be  
19 returned to multiple-fire charges, unless specific incident charge documentation  
20 (issues) can be provided with the return.

### 21 **Incident Replacement of Government Property**

22 Refer to the *NWCG Standards for Interagency Incident Business Management*,  
23 chapter 30 for procedures governing property management relating to incident  
24 activities. The agency administrator is responsible for providing agency property  
25 management guidelines and/or procedures to incident personnel.

26 Damage or Loss for assigned property is addressed under *NWCG Standards for*  
27 *Interagency Incident Business Management*, chapter 30. Specialty or non-cache  
28 items originally provided by the home unit through the use of preparedness  
29 funds will be replaced by home unit funds if the loss is due to normal wear and  
30 tear. If the government property is damaged on the incident due to a specific  
31 event, e.g., wind event damages tent, the incident may, upon receipt of required  
32 documentation and proof of damage, authorize replacement using the *Incident*  
33 *Replacement Requisition (OF-315)*. Cache items will be replaced at the incident  
34 if available. Cache items that are not available at the incident may be authorized  
35 for restocking at the home unit via an authorized *Incident Replacement*  
36 *Requisition*.

37 For replacement of NFES items not carried by the National Incident Supply  
38 Cache responsible for supporting the incident (i.e., Wildland Firefighter's Pants,  
39 Type II), replacement must be authorized using the *Incident Replacement*  
40 *Requisition (OF-315)*, and should be accomplished by ordering the item from  
41 Defense Logistics Agency (DLA).

## Chapter 12

### Suppression Chemicals and Delivery Systems

#### Policy for Use of Fire Chemicals

Use only products qualified and approved for intended use. Follow safe handling procedures, use personal protective equipment recommended on the product label and Safety Data Sheet (SDS).

A current list of qualified products and approved uses can be found on the Wildland Fire Chemical Systems (WFCS) website at <https://www.fs.fed.us/rm/fire/wfcs/index.htm>  
<https://www.fs.fed.us/rm/fire/wfcs/index.php>.

Refer to local jurisdictional policy and guidance related to use of wildland fire chemicals for protection of historic structures.

Products must be blended or mixed at the proper ratio prior to being loaded into aircraft. Quality control and safety requirements dictate that mixing or blending of wildland fire chemicals be accomplished by approved methods.

The use of fire chemicals mixed with on board fire chemical injection systems or blending systems are not permitted to be used on federally-contracted aircraft or on federal lands. This also includes cooperator aircraft operating on fires on federal lands.

#### Types of Fire Chemicals

##### Long-Term Retardant

Long-term retardants contain fertilizer salts that change the way fuels burn. They are effective even after the water has evaporated. Retardants may be applied aerially by large airtanker, single engine airtanker (SEAT) and helicopter bucket. Some retardant products are approved for fixed tank helicopters. Some products are formulated specifically for delivery from ground sources. See the Qualified Products List (QPL) for specific uses for each product at <https://www.fs.fed.us/rm/fire/wfcs/index.htm>  
<https://www.fs.fed.us/rm/fire/wfcs/index.php>.

Recommended coverage levels and guidelines for use can be found in the *IRPG* (PMS 461). Retardant mixing, blending, testing, and sampling requirements can be found at the WFCS website Lot Acceptance and Quality Assurance page <https://www.fs.fed.us/rm/fire/wfcs/laqa.htm>  
<https://www.fs.fed.us/rm/fire/wfcs/index.php>.

##### Fire Suppressant Foam

Fire suppressant foams are combinations of wetting and foaming agents added to water to improve the effectiveness of the water. They are no longer effective once the water has evaporated. Foam may be applied by engines and portable pumps. Aerial application of foam is no longer approved on Federal Jurisdictional Lands. See the QPL for specific uses for each product.

**1 Wet Water**

2 Using foam concentrates at a mix ratio of 0.1 percent will produce a wet water  
3 solution.

**4 Water Enhancer (Gel)**

5 Water enhancers, including firefighting gels and elastomers, are added to water  
6 to improve drop characteristics and adhesion of water to fuel. They are not  
7 effective once the water has evaporated. These products may be used in  
8 structure protection within the wildland interface or on wildland fuels. Mixing  
9 water enhancers outside of their qualified mix ratios is not acceptable. They are  
10 fully approved for use in helicopter buckets and engine application. Some  
11 products are approved for use in SEATs and fixed-tank helicopters at specific  
12 mix ratios. See the QPL for specific uses for each product.

13 The use of water enhancers mixed with on-board injection systems are not  
14 allowed on federal lands or on federally-contracted aircraft. The use of water  
15 enhancers mixed through a proportioner and loaded from ground-based  
16 equipment is acceptable according to their qualified applications as specified on  
17 the QPL.

**18 Safety Information****19 Personnel Safety**

20 All qualified wildland fire chemicals meet minimum requirements (Forest  
21 Service Specifications 5100-304, 5100-306, 5100-307) in regard to aquatic and  
22 mammalian toxicity (acute oral toxicity, acute dermal toxicity, primary skin  
23 irritation, and primary eye irritation). Specifications for long-term retardants,  
24 fire suppression foams, and water enhancers can be found on the WFCS website.

25 Personnel involved in handling, mixing, and applying fire chemicals or solutions  
26 shall be trained in proper procedures to protect their health and safety and the  
27 environment. Approved fire chemicals can be irritating to the eyes. Personnel  
28 must follow the manufacturer's recommendations; including use of PPE, as  
29 found on the product label and product SDS. The SDSs for all approved fire  
30 chemicals can be found on the website ###

31 <https://www.fs.fed.us/rm/fire/wfes/msds.htm>

32 <https://www.fs.fed.us/rm/fire/wfcs/sds.php>.

33 Human health risk from accidental drench with fire chemicals can be mitigated  
34 by washing with water to remove any residue from exposed skin.

35 Containers of any fire chemical, including backpack pumps and engine tanks,  
36 should be labeled to alert personnel that they do not contain only water and the  
37 contents are not potable.

38 Slippery footing is a hazard at storage areas, unloading and mixing sites, and  
39 wherever applied. Because all fire chemical concentrates and solutions  
40 contribute to slippery conditions, all spills must be cleaned up immediately,  
41 preferably with a dry absorbent pad or granules. Firefighters should be aware  
42 that fire chemicals can conceal ground hazards. Wildland fire chemicals can

1 penetrate and deteriorate leather boots, resulting in wet feet and potentially  
 2 ruined leather.

3 **Aerial Application Safety**

4 Personnel and equipment in the flight path of intended aerial drops should move  
 5 to a location that will decrease the possibility of being hit with a drop.

6 Personnel near aerial drops should be alert for objects (tree limbs, rocks, etc.)  
 7 that the drop could dislodge. The *Incident Response Pocket Guide (IRPG)*  
 8 provides additional safety information for personnel in drop areas.

9 During training or briefings, inform all fire personnel of environmental  
 10 guidelines and requirements for fire chemicals application and avoid contact  
 11 with waterways.

12 Avoid dipping from rivers or lakes with a helicopter bucket containing residual  
 13 fire chemicals without first cleaning/washing down the bucket.

14 Consider setting up an adjacent reload site and manage the fire chemicals in  
 15 portable tanks or terminate the use of chemicals for that application.

16 **Interagency Policy for Aerial and Ground Delivery of Wildland Fire  
 17 Chemicals Near Waterways and Other Avoidance Areas**

18 This policy is an expansion and update for the 2000 and 2009 updated  
 19 Guidelines for Aerial Delivery of all wildland fire chemicals, including  
 20 retardant, foam, and water enhancers, which were established and approved by  
 21 the Forest Service (FS) and the Department of the Interior (DOI). The policy  
 22 includes additional avoidance areas (both aquatic and terrestrial) for aerial  
 23 delivery of fire chemicals as designated by individual agencies and includes  
 24 additional FS reporting requirements.

25 This policy does not require the helicopter or airtanker pilot-in-command to fly  
 26 in such a way as to endanger his or her aircraft, other aircraft, or structures or  
 27 compromise ground personnel safety.

Aerial Delivery Policy	Ground Delivery Policy
<ul style="list-style-type: none"> <li>• Avoid aerial application of all wildland fire chemicals within 300 feet (ft.) of waterways.</li> <li>• Additional mapped avoidance areas may be designated by individual agency.</li> <li>• Whenever practical, as determined by the fire incident commander, use water or other less toxic wildland fire chemical suppressants for direct attack or less toxic approved fire retardants in areas occupied by threatened, endangered, proposed, candidate or sensitive species (TEPCS) or their designated critical habitats.</li> </ul>	<ul style="list-style-type: none"> <li>• Avoid application of all wildland fire chemicals into waterways<sup>1</sup></li> </ul>

<sup>1</sup>Delivery on the ground provides for more precise delivery of fire chemicals to target areas. Thus, delivery is allowed within the aquatic mapped avoidance areas provided chemicals do not reach the



waterway. Because there is the potential for TEPCS, their designated critical habitats, or other resources such as cultural or heritage areas to occur in waterway buffers or additional mapped avoidance areas, it is advised that a resource advisor be consulted prior to application to determine best action or the potential for environmental effects. See reporting section below for requirements.

1 **Definition of Waterway**

2 Any body of water (including lakes, rivers, streams, and ponds) whether or not it  
3 contains aquatic life.

4 **Definition of Waterway Buffer**

5 300 ft. distance on either side of a waterway.

6 **Definition of Additional Mapped Avoidance Areas**

7 On FS lands, there may be areas requiring additional protection outside of the  
8 300-foot waterway buffer. This may include certain dry intermittent or  
9 ephemeral streams, areas designated for resource protection, as well as areas for  
10 the protection of TEPCS terrestrial habitats and population areas.

- 11 • *FS – Maps are available at [https://www.fs.usda.gov/managing-](https://www.fs.usda.gov/managing-land/fire/chemicals)*  
12 *land/fire/chemicals.*

13 **Guidance for Pilots**

14 Pilots will avoid all waterways and additional mapped avoidance areas  
15 designated by individual agencies. To meet the 300-foot waterway buffer zone  
16 or additional mapped avoidance areas guideline, implement the following:

- 17 • All Aircraft: When approaching a waterway or other avoidance areas, the  
18 pilot shall terminate application of wildland fire chemical approximately  
19 300 feet before reaching the area. When flying over a waterway, the pilot  
20 shall not begin application of wildland fire chemical until 300 feet after  
21 crossing the far bank or shore. The pilot shall make adjustments for airspeed  
22 and ambient conditions such as wind to avoid the application of wildland  
23 fire chemicals within the 300-foot buffer zone. Riparian vegetation may be  
24 an indicator of waterways and pilots should confirm to the extent possible  
25 that no water is present before dropping.
- 26 • Prior to fire retardant application, all aerial supervision and/or pilots shall  
27 be briefed on the locations of all TEPCS or other avoidance areas in the  
28 vicinity.
- 29 • If operationally feasible, pilots or the aerial supervision shall make a ‘dry  
30 run’ over the intended application area and/or coordinate with ground  
31 resources to identify avoidance areas and waterways in the vicinity of the  
32 wildland fire.
- 33 • Pilots will be provided avoidance area maps and information at all briefings  
34 (if not dispatched from one geographic area/unit and delivering to another  
35 geographic area).

36 **Exceptions for Aerial Delivery of Long-Term Retardant on USDA Forest  
37 Service Lands (2011 Record of Decision)**

- 38 • Deviations from the policy are allowed only for the protection of life or  
39 safety (public and firefighter).

**1 Exceptions for All Other Agencies and All Other Fire Chemicals**

- 2 • When alternative line construction tactics are not available due to terrain  
3 constraints, congested area, life and property concerns or lack of ground  
4 personnel, it is acceptable to anchor the wildland fire chemical application  
5 to the waterway. When anchoring a wildland fire chemical line to a  
6 waterway, use the most accurate method of delivery in order to minimize  
7 placement of wildland fire chemical in the waterway (e.g., a helicopter  
8 rather than a heavy airtanker).
- 9 • Deviations from the policy are acceptable when life or property is  
10 threatened and the use of wildland fire chemical can be reasonably expected  
11 to alleviate the threat.
- 12 • When potential damage to natural resources outweighs possible loss of  
13 aquatic life, the unit administrator may approve a deviation from these  
14 guidelines.

**15 Reporting Requirements of Aerially Delivered Wildland Fire Chemicals  
16 Into Waterways, Waterway Buffer Areas and Mapped Avoidance Areas**

17 During training or briefings, inform field personnel of:

- 18 • Environmental guidelines for fire chemical application;
- 19 • Requirements for avoiding contact with waterways;
- 20 • Additional mapped avoidance areas as designated by individual agency; and
- 21 • Their responsibility for upward reporting in the event of application, for  
22 whatever reason, into avoidance areas.

23 If application of wildland fire chemical occurs or anyone believes it may have  
24 been introduced within waterways, waterway buffered areas, or other mapped  
25 avoidance areas, the following is required as appropriate:

- 26 • They should inform their supervisor;
- 27 • The information will be forwarded to incident management and the agency  
28 administrator, usually through the resource advisor;
- 29 • The incident or host authorities must immediately contact specialists within  
30 the local jurisdiction; and
- 31 • Notifications and reporting will be completed as soon as possible.

32 Procedures have been implemented for the required reporting. All information,  
33 including reporting tools and instructions are posted on the websites at  
34 <https://www.fs.fed.us/rm/fire/wfcs> and [https://www.fs.fed.us/managing-](https://www.fs.fed.us/managing-land/fire/chemicals)  
35 [land/fire/chemicals](https://www.fs.fed.us/managing-land/fire/chemicals).

36 The FS has additional reporting requirements for threatened, endangered,  
37 proposed, candidate and FS listed sensitive species for aerially delivered fire  
38 retardant only. This requirement resulted from the Forest Service's acceptance  
39 of Biological Opinions received from the National Marine Fisheries Service  
40 (NMFS) and the U.S. Fish and Wildlife Service (FWS), and the *2011 Record of*  
41 *Decision (ROD) for Nationwide Aerial Application of Fire Retardant on*

1 *National Forest System Lands*. The procedures, reporting tools, and instructions  
2 can be found at the same websites listed above.

### 3 **Endangered Species Act (ESA) Emergency Consultation**

4 The following provisions are guidance for complying with the emergency  
5 section 7 consultation procedures of the ESA for wildland fire chemicals. These  
6 provisions do not alter or diminish an action agency's responsibilities under the  
7 ESA.

8 Where T&E species or their habitats are potentially affected by application of  
9 wildland fire chemicals, the following additional procedures apply and shall be  
10 documented in initial or subsequent fire reports:

- 11 • As soon as practicable after application of wildland fire chemical near  
12 waterways or other avoidance area as designated by agency, determine  
13 whether the application has caused any adverse effects to a T&E species or  
14 their habitat. This can be accomplished by the following:
  - 15 ○ Ground application of wildland fire chemical outside a waterway is  
16 presumed to avoid adverse effects to aquatic species and no further  
17 consultation for aquatic species is necessary;
  - 18 ○ Aerial application of wildland fire chemical outside 300 ft. (or in any  
19 additional buffer areas beyond 300 ft. established on NFS lands for  
20 certain species) of a waterway is presumed to avoid adverse effects to  
21 aquatic species and no further consultation for aquatic species is  
22 necessary;
  - 23 ○ Aerial application of wildland fire chemical within 300 ft. (or in any  
24 additional NFS lands buffer areas) of a waterway requires that the unit  
25 administrator determine whether there have been any adverse effects to  
26 T&E species within the waterway. If no adverse effects to aquatic T&E  
27 species or their habitats, no additional requirement to consult on aquatic  
28 species with FWS or NMFS is required; and/or
  - 29 ○ Application of wildland fire chemical within other avoidance areas as  
30 designated by agency requires the agency administrator to determine  
31 whether there have been any adverse effects to T&E species. If there  
32 are no adverse effects to species or their habitats there is no additional  
33 requirement to consult with FWS or NMFS.
    - 34 ▪ **FS – Note:** *the FS has completed consultation with regulatory*  
35 *agencies (FWS and NOAA) for aerial delivery of fire retardant*  
36 *(only) in National Forest System lands; please refer to*  
37 *<https://www.fs.fed.us/managing-land/fire/chemicals> for additional*  
38 *information and reporting, monitoring, and re-initiation of*  
39 *consultation requirements.*

40 If the action agency determines that there were adverse effects on T&E species  
41 or their habitats then the action agency must consult with FWS and NMFS, as  
42 required by *50 CFR 402.05* (Emergencies). Procedures for emergency  
43 consultation are described in the *USFWS Endangered Species Consultation*  
44 *Handbook*, chapter 8 (March, 1998). In the case of a long duration incident,

- 1 emergency consultation should be initiated as soon as practical during the event.
- 2 Otherwise, post-event consultation is appropriate. The initiation of the
- 3 consultation is the responsibility of the unit administrator.
- 4 **Operational Guidelines for Invasive Species**
- 5 Refer to chapter 11 for guidance on minimizing potential transmission of
- 6 invasive species.

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## Chapter 13 Firefighter Training and Qualifications

### Introduction

National Wildfire Coordinating Group (NWCG) sanctioned firefighters are trained and qualified according to the NWCG and other standards, as outlined below.

### Standards

Firefighters must meet standards identified in the NWCG publication, *NWCG Standards for Wildland Fire Position Qualifications* (PMS 310-1). The PMS 310-1 may be found at <https://www.nwcg.gov/publications/310-1>.

Federal agencies have consolidated minimum standards and information for frequently used positions not included in the PMS 310-1. The *Federal Wildland Fire Qualifications Supplement* can be found at <https://iqcsweb.nwcg.gov/>.

Certain firefighters must meet standards identified in the *Interagency Fire Program Management Qualifications Standards and Guide* at <https://www.ifpm.nifc.gov>.

Agency standards for training and qualifications may exceed the minimum standards established by NWCG. Such additional standards will be approved by the Fire Directors, and implemented through the Incident Qualifications and Certification System (IQCS). Standards which may exceed the minimum standards established by NWCG are identified in:

- **BLM** – *BLM Standards for Fire Training and Workforce Development*, available at <https://www.nifc.gov/about-us/our-partners/blm> <https://www.nifc.gov/about-us/our-partners/blm/training>.
- **FWS** – *The Fire Management Handbook*.
- **FS** – *The Forest Service Fire and Aviation Qualifications Guide (FSFAQG)* at <https://www.fs.fed.us/managing-land/fire/publications>.
- **BIA** – Standards can be referenced at <https://www.bia.gov/bia/ots/dfwm/bwfm>. *Fire Management Leadership (FML)*, (geographic or national) is required for all bureau agency administrators/line officers including agency superintendents; agency foresters or natural resource managers; and regional foresters. Regional directors, deputy directors in natural resource program areas, and Tribal natural resource program administrators are also encouraged to attend this course. The national level course offered by NAFRI is the preferred alternative to the geographic course.

Federal agencies will accept each other's incident qualifications/certifications, regardless of jurisdiction and throughout the duration of the incident.

**1 Qualification and Certification Process**

2 Each unit with fire management responsibilities will establish an Incident  
3 Qualification Card qualification and certification process, which may include a  
4 qualification and certification committee. In areas cooperating with other  
5 federal, state, or local agencies, an interagency qualification and certification  
6 committee should be established and include representatives from each unit.

- 7 • *BIA – Regional/Local Unit red card committees will be used to determine*  
8 *qualifications and training requirements.*

9 These qualification and certification committees provide management oversight  
10 and review of the wildland and prescribed fire positions under their jurisdiction.

11 The committee:

- 12 • Ensures that qualifications generated by IQCS or other agency systems for  
13 employees are valid by reviewing the training and experience of each  
14 employee.
- 15 • Determines whether each employee possesses the personal characteristics  
16 necessary to perform the wildland and prescribed fire positions in a safe and  
17 efficient manner.
- 18 • Makes recommendations to the appropriate agency administrator or  
19 designee who is responsible for final certification signature.
- 20 • Develops interagency training needs and sponsors courses that can be  
21 offered locally.
- 22 • Ensures training nominees meet minimum requirements for attending  
23 courses.

**24 Non-NWCG Agency Personnel Qualifications**

25 Personnel from non-NWCG agencies meeting PMS 310-1 prerequisites can  
26 participate in and receive certificates for successful completion of NWCG  
27 courses. Agency employees can complete the task blocks, evaluation record and  
28 verification/certification sections of a cooperating organizations employee  
29 position task book. Agency employees will not initiate or complete the agency  
30 certification sections of the position task book for non-agency employees.

31 Personnel from agencies that do not subscribe to the NWCG qualification  
32 standards may be used on agency managed fires. Agency fire managers must  
33 ensure these individuals are only assigned to duties commensurate with their  
34 competencies, agency qualifications, and equipment capabilities.

**35 Non-NWCG Agency Personnel Use on Prescribed Fire**

36 The PMS 310-1 establishes the minimum qualifications for personnel involved  
37 in prescribed fires on which resources of more than one agency are utilized—  
38 unless local agreements specify otherwise. This guide may be found at  
39 <https://www.nwcg.gov/publications/310-1>.

**1 Incident Qualifications and Certification System (IQCS)**

2 The Incident Qualifications and Certification System (IQCS) is the **### only**  
3 **approved** fire qualifications and certification record keeping system.  
4 **### Effective January 1, 2022, IROC will no longer be a record keeping system**  
5 **for qualifications.** The Responder Master Record report provided by the IQCS  
6 meets the agency requirement for maintaining fire qualification records. The  
7 system is designed to provide managers at the local, state/regional, and national  
8 levels with detailed qualification, experience, and training information needed to  
9 certify employees in wildland fire positions. The IQCS is a tool to assist  
10 managers in certification decisions; however, it does not replace the manager's  
11 responsibility to validate that employees meet all requirements for position  
12 performance based on their agency standards.  
13 Certifying officials have the option to keep employee qualification records as a  
14 hard copy file or an electronic file using the IQCS document upload feature.  
15 Both options must include proof of all required training, certified position task  
16 books, required license/certification and documentation for administrative  
17 actions (system overrides from Certifying Officials). Hard copy files will also  
18 include current copies of the IQCS Master Record and Incident Qualification  
19 Card. All records will be stored and/or destroyed in accordance with agency  
20 policies.

- 21 • **BLM** – *Transition of hard copy records to electronic records must be*  
22 *completed by December 31, 2024. During the transition, IQCS certifying*  
23 *officials have the option to keep employee training and qualification*  
24 *records as a hard copy file or an electronic file. Additional information can*  
25 *be found at ### <https://www.nifc.gov/about-us/our-partners/blm>*  
26 *<https://www.nifc.gov/about-us/our-partners/blm/training>. All records will*  
27 *be stored and/or destroyed in accordance with agency policies. ###*  
28 *<https://www.nifc.gov/about-us/our-partners/blm>*
- 29 • **BLM/NPS** – *IQCS account managers will have an IQCS Delegation of*  
30 *Authority from the certifying official. A delegation of authority can be found*  
31 *at <https://iqcsweb.nwcg.gov/>.*
- 32 • **FS** – *Forest Service Fire and Aviation Qualifications Guide (FSFAQG) at*  
33 *<https://www.fs.fed.us/managing-land/fire/publications>.*
- 34 • **BIA** – *All BIA/Tribal units with fire management programs are required to*  
35 *use IQCS to track all federal emergency responders. Agency*  
36 *superintendents and line officers of Tribal fire programs are considered*  
37 *certifying officials pursuant to the definition in the PMS 310-1. As such,*  
38 *they are responsible for ensuring that agency fire management personnel*  
39 *develop and maintain fire management job qualifications and meet physical*  
40 *fitness standards in accordance with policy and assign personnel to fire*  
41 *suppression, prescribed fire, wildland fire use activities according to*  
42 *qualifications and demonstrated ability. They are responsible for entering*  
43 *and maintaining employee fire qualifications in the IQCS. Agency*  
44 *superintendents and line officers of Tribal fire programs who choose*  
45 *delegation of authority of the certifying official role must do so in writing,*

1 *utilizing the delegation of authority form found on the IQCS website at*  
2 *<https://iqcsweb.nwccg.gov/>.*

### 3 **Certification of Non-Agency Personnel**

4 Non-agency firefighters will be certified by state or local fire departments, or  
5 private training providers approved by a Memorandum of Understanding  
6 (MOU) through their local GACC. Agencies will not assist in the  
7 administration, or sponsor the Work Capacity Test (WCT), as the certifying  
8 agency.

### 9 **Incident Qualification Card**

10 The agency administrator (or delegate) is responsible for annual certification of  
11 all agency and administratively determined (AD) personnel serving on wildfire,  
12 prescribed fire, and all hazard incidents. This responsibility includes monitoring  
13 medical status, fitness, training, performance, and ensuring the responder meets  
14 all position performance requirements.

15 Training and successful completion of the appropriate WCT must be  
16 accomplished and documented. All incident qualification cards issued to agency  
17 employees, with the exception of emergency firefighter (EFF-paid or temporary  
18 employees at the FFT2 level), will be printed using the IQCS. Incident  
19 qualification cards issued to EFF or temporary employees at the FFT2 level may  
20 be printed without use of the IQCS.

- 21 • **BLM/BIA** – *An electronic incident qualification card utilizing the IQCS*  
22 *portable document format (PDF) is authorized.*

23 Each agency will designate employees at the national, regional/state, and local  
24 levels as fire qualifications administrators, who ensure all incident experience,  
25 incident training, and position task books for employees within the agency are  
26 accurately recorded in the IQCS. All records must be updated annually or  
27 modified as changes occur.

- 28 • **BLM** – *BLM Recertification Policy: If an employee (including an agency-*  
29 *sponsored AD) has lost currency in a position, the employee is converted to*  
30 *trainee status for that position. In order to regain full qualification for the*  
31 *position, the employee must demonstrate the ability to perform in the*  
32 *position as determined by the certifying official. Prior to recertification, the*  
33 *employee must:*
  - 34 ○ *Complete the BLM Recertification Evaluation found at ###*  
35 *<https://www.nifc.gov/about-us/our-partners/blm>*  
36 *<https://www.nifc.gov/about-us/our-partners/blm/training>.*
  - 37 ○ *Complete one or more evaluation assignments.*
  - 38 ○ *Complete any additional requirements as determined by the certifying*  
39 *official (e.g., additional assignments and/or courses).*
  - 40 ○ **NOTE:** *This policy only applies to positions for which a task book is*  
41 *required.*



- 1 • **BLM** – State fire management officers will certify position task books and  
2 incident qualification cards for area command and Type 1 command and  
3 general staff positions.
- 4 • **BLM/FWS** – The “Do What’s Right” training is required annual training  
5 but is not a prerequisite for issuance of an Incident Qualification Card.
- 6 • **NPS** – Certification for Area Command and Type 1 Command and General  
7 Staff (C&GS) position task books will be done at the national office level;  
8 Type 2 C&GS, and any position task books issued to park fire management  
9 officers will be certified at the regional office level. All other position task  
10 books may be certified at the local unit level.
- 11 • **NPS** – The Branch Chief, NPS Branch of Wildland Fire (or delegate) is  
12 responsible for the accuracy and certification of the regional fire  
13 management officer’s incident qualification card. The regional fire  
14 management officer (or delegate) is responsible for the accuracy and  
15 annual certification of their parks’ fire management officers’ incident  
16 qualification cards.
- 17 • **NPS** – It is NPS policy that two or more assignments be accomplished after  
18 completing a Position Task Book, and receiving certification, before an  
19 individual begins movement to the next higher level.
- 20 • **FWS** – See Fire Management Handbook for guidance on qualification  
21 recertification.
- 22 • **FS** – Refer to FSH 5109.17, chapter 10, and the FSFAQG.
- 23 • **BIA** – BIA Recertification Policy: If an employee, including an agency-  
24 sponsored AD, has lost currency in a position, the employee is converted to  
25 trainee status for that position. In order to regain full qualification for the  
26 position, the employee must demonstrate the ability to perform in the  
27 position as determined by the Certifying Official. Prior to recertification,  
28 the employee must:
  - 29 ○ Complete one or more evaluation assignments.
  - 30 ○ Complete any additional requirements as determined by the Certifying  
31 Official (e.g., additional assignments and/or courses).

### 32 Incident Qualification Card Expiration Dates

33 Incident qualification cards for responders that possess qualifications requiring  
34 work capacity tests (WCT) and the RT-130, Wildland Fire Safety Training  
35 Annual Refresher, are valid through the earliest expiration date (either fitness or  
36 refresher) listed on the card. Incident qualification cards for responders that  
37 possess qualifications that do not require WCT or RT-130 for issuance are valid  
38 for 12 months from the date the card is signed by a certifying official.

- 39 • **FS** – The WCT is considered effective for 13 months from the date passed.  
40 If an employee is on an emergency assignment on the date their  
41 WCT/refresher expires, they will complete their assignment including any  
42 extensions. Upon return to their duty station, they must complete the  
43 WCT/refresher and acquire a new Incident Qualification Card prior to  
44 accepting any new assignments.

**1 Universal Training Requirements**

2 All personnel filling NWCG recognized positions on the fireline must have  
3 completed:

- 4 • S-130 *Firefighter Training* (including the required field exercises);
- 5 • S-190 *Introduction to Wildland Fire Behavior*;
- 6 • L-180 *Human Factors on the Fireline*;
- 7 • ICS-100 *Introduction to the ICS*; and
- 8 • IS-700 *An Introduction to the NIMS* (current version).

**9 RT-130, Wildland Fire Safety Training Annual Refresher (WFSTAR)**

10 ~~### The intent of RT-130, Wildland Fire Safety Training Annual Refresher~~  
11 ~~(WFSTAR) ### is to focus focuses~~ line-going personnel on ~~### fireline~~  
12 ~~operations and decision-making issues ### related to fireline~~ in order to  
13 recognize and mitigate risk, maintain safe and effective practices, and reduce  
14 accidents.

15 ~~### The core components which must be covered are~~ Mandatory Core  
16 ~~Components are:~~

- 17 • **Local Topics** – Review and discuss local topics and areas of concern that  
18 ~~### can may~~ impact firefighter safety in the upcoming fire season.
- 19 • **Incident Reviews and Lessons Learned** – Review and discuss lessons  
20 learned from past local, regional, and national incident response.
- 21 • **Fire and Aviation Operational Safety** – Review and discuss the risk  
22 management principles and tools that ~~### promote support~~ safe and  
23 effective incident operations. ~~### Utilize the appropriate sections of the~~  
24 ~~Incident Response Pocket Guide (IRPG).~~
- 25 • **Human Factors, Communication and Decision Making** – ~~### Discuss~~  
26 ~~the complexity of human factors, their impact on communications and~~  
27 ~~decision making.~~ Review and discuss the complex interaction between  
28 human factors, communication and decision making.
- 29 • **Fire Shelters and Entrapment Avoidance** – ~~### Review and discuss~~  
30 ~~shelter use, deployment site selection, shelter inspections, personal~~  
31 ~~protective equipment, and practice proper deployment techniques.~~ Review  
32 and discuss fire shelter use, deployment site selection, personal protective  
33 equipment, shelter inspections, and historical entrapment scenarios. Practice  
34 proper fire shelter deployment techniques.

35 ~~Core ### components component discussion topics ### suggestions~~ can be  
36 ~~found ### on the RT-130 course webpage at~~  
37 <https://www.nwcg.gov/publications/training-courses/rt-130>.

38 The minimum refresher training hour requirement for each agency is identified  
39 below. Training time may be extended in order to effectively complete this  
40 curriculum or to meet local training requirements.

- 41 • **BIA** – 4 hours.

- 1 • *BLM/NPS/FWS/FS – No minimum hourly requirement; core ### topics*  
2 *will components must be covered.*
- 3 RT-130, *WFSTAR* is delivered as Instructor-Led Training. **It is not available as**  
4 **Self-Directed (Online) Training.** To receive credit for course completion,  
5 students must complete a session of RT-130, *WFSTAR* with qualified instructors  
6 to ensure core components are covered. Delivery options include:
- 7 • **Instructor-Led Training (ILT)** – Delivery will be facilitated by an  
8 instructor in a traditional classroom environment. ### for fire crews who  
9 work as a module of one.
- 10 • **Virtual Instructor-Led Training (VILT)** – Delivery will be facilitated by  
11 an instructor in a virtual classroom environment.
- 12 ### Minimum requirements have been established for instructors for RT-130,  
13 *WFSTAR* and Minimum requirements for RT-130, *WFSTAR* instructors have  
14 been established and can be found in the *NWCG Standards for Course Delivery*  
15 (PMS 901-1) at <https://www.nwcg.gov/publications/901-1>.
- 16 RT-130, *WFSTAR* will have a 12-month currency.
- 17 • ### *NPS/FS – ### Forest Service Employees have a 13-month currency*  
18 *requirement for RT-130, WFSTAR.*
- 19 Firefighters who receive initial fire training are not required to take RT-130,  
20 *WFSTAR* in the same calendar year. ### The RT-130, *Wildland Fire Safety*  
21 *Training Annual Refresher (WFSTAR)* website,  
22 <https://www.nwcg.gov/publications/training-courses/rt-130> is available to assist  
23 in this training. Entrapment avoidance and deployment protocols are identified  
24 in the *Incident Response Pocket Guide (IRPG)* (PMS 461/NFES 1077). The  
25 guide contains a specific “Risk Management Process” and “Last Resort Survival  
26 Checklist.” Refresher training content is available on the RT-130, *WFSTAR*  
27 website at <https://www.nwcg.gov/publications/training-courses/rt-130>.  
28 Throughout RT-130, *WFSTAR*, instructors and students should reference the  
29 *Incident Response Pocket Guide (IRPG)* (PMS461/NFES 1077) available at  
30 <https://www.nwcg.gov/sites/default/files/publications/pms461.pdf>.

### 31 **Medical Examinations**

- 32 Agency administrators and supervisors are responsible for the occupational  
33 health and safety of their employees performing wildland fire activities, and may  
34 require employees to take a medical examination at any time.
- 35 • *BLM/NPS/FWS/BIA – An employee may be required to take a medical*  
36 *examination whenever there is a reasonable concern, based on objective*  
37 *evidence, about the employee’s continued capacity to meet any of the*  
38 *physical or medical requirements of the position. Such an examination may*  
39 *be ordered for instances of job-related injuries/illnesses and for those that*  
40 *are not job-related. Supervisors should contact their Servicing Human*  
41 *Resource Office and Wildland Fire Safety Program Manager for assistance*  
42 *with preparing the memorandum for requiring a medical examination. The*

- 1        *DOI MSP Program Management will review the memorandum before*  
2        *issuance to the employee.*
- 3        • **FS** – *See the USFS WCT Implementation Guide at*  
4        *<https://www.fs.fed.us/managing-land/fire> as well as the eMedical website at*  
5        *<https://www.fs.fed.us/managing-land/fire/safety/emedical>.*
- 6        Established medical qualification programs, as stated in 5 CFR 339, provide  
7        consistent medical standards for arduous positions in order to safeguard the  
8        health of employees whose work may subject them or others to significant  
9        health and safety risks due to occupational or environmental exposure or  
10       demand.
- 11       Any employee with an active workers' compensation (OWCP) case or other  
12       physical or medical limiting factors/restrictions that preclude them from fully  
13       performing the activities of an arduous position must disclose this as part of the  
14       self-certification or medical examination process.
- 15       Information on any medical records is considered confidential and must be kept  
16       in the employee's medical file.
- 17       **Arduous Fitness Level – Department of Interior Wildland Firefighter**  
18       **Medical Standards Program (DOI MSP)**
- 19       Per Office of Wildland Fire (OWF) Policy Memorandum 2016-014, "All  
20       employees (incumbents and applicants) must take an examination meeting  
21       Federal Interagency Wildland Fire Medical Standards every three years  
22       regardless of employment status and hiring authority, including emergency  
23       firefighters (Administratively Determined – AD/casual hires) and collateral duty  
24       firefighters who participate in arduous duty wildland fire activities. An  
25       examination taken and successfully cleared in accordance with the DOI MSP  
26       direction is required prior to participating in the Arduous Duty Work Capacity  
27       Test (Pack Test), performing arduous duty, wildland fire duties, or any agency  
28       sanctioned physical fitness training to prepare for these duties. In the years  
29       between the periodic examinations, an employee will self-certify their medical  
30       concerns and risk in taking the Work Capacity Test." Information regarding the  
31       DOI MSP can be obtained from agency wildland fire safety program manager  
32       and at [https://www.nifc.gov/medical\\_standards/index.html](https://www.nifc.gov/medical_standards/index.html).
- 33       Additional testing or medical follow-up required to change a DOI MSP  
34       determination shall be at the individual's expense unless the agency has granted  
35       prior approval.
- 36       Employees seeking arduous red card qualifications who work for programs  
37       operating under their own medical standards must either participate in the DOI  
38       MSP or may have their exam meeting all DOI MSP requirements reviewed  
39       against the Federal Interagency Wildland Firefighter Medical Standards.
- 40       **Exam/Self-Certification Periodicity and Changes in Medical Status**
- 41       A baseline or periodic exam is required every 36-months from the date of the  
42       exam regardless of the qualification date. Annual self-certifications between

1 exams must precede the arduous work capacity test by no more than 45 days  
2 prior to fitness testing.

- 3 • *NPS – Annual self-certifications are valid for one year. NPS employees*  
4 *may take the work capacity test at any point in that year as long as the self-*  
5 *certification is current.*

6 If a Department of the Interior arduous duty wildland firefighter (WLFF)  
7 develops a significant change in medical status between medical exams or self-  
8 certifications, the WLFF is required to immediately report this change to his/her  
9 supervisor and complete a self-certification. A significant change in medical  
10 status is defined as any injury or illness, including an active workers'  
11 compensation (OWCP) claim, which may prevent performance of arduous duty.  
12 It is critical the employee understands the importance of reporting a significant  
13 change in medical status and ceasing arduous duty until cleared. Eligibility for  
14 compensation or benefit claims may be affected by a failure to report. If a  
15 change in medical status for arduous duty firefighters has been reported, it is  
16 incumbent on the supervisor to ensure the firefighter ceases to perform arduous  
17 duty and if necessary, ensure all arduous duty related qualifications are  
18 prevented from being sent to IROC in IQCS until the employee has been  
19 medically cleared to resume arduous duty work.

20 A WLFF must also immediately inform his/her supervisor if they have not  
21 completed an exam within the previous 36 months and must not resume arduous  
22 duty work until completion of a periodic exam and medical qualification.

- 23 • *NPS – If a LE ranger is also assigned arduous wildland firefighter duties*  
24 *an additional medical clearance for wildland firefighting must be requested*  
25 *at the time of her/his LE medical exam. If a determination of Not Cleared is*  
26 *made, the DOI MSP Risk Mitigation/Waiver process will be used.*

- 27 • *FS – Refer to current agency direction at [https://www.fs.fed.us/managing-](https://www.fs.fed.us/managing-land/fire)*  
28 *land/fire.*

### 29 **Medical Exam Process for Light and Moderate Fitness Levels**

30 The medical screening process for light and moderate work capacity testing  
31 (Health Screening Questionnaire [HSQ]) is centralized and automated through  
32 the DOI MSP's national contractor. For details on the process visit  
33 [https://www.nifc.gov/medical\\_standards](https://www.nifc.gov/medical_standards).

- 34 • *### **BLM/FWS/BIA** – Law enforcement must complete the light or*  
35 *moderate Health Screening process through CHS and provide clearance*  
36 *certificate to the WCT administrator.*
- 37 • *FS – Medical exams will be paid from a Washington Office fund code.*  
38 *Additional specialized testing other than the tests listed on the OF-178 will*  
39 *not be covered by the Forest Service.*

40 If the SHRO or FMO has a direct concern about an employee's/applicant's  
41 capacity to meet the physical or medical requirements of a position, the agency  
42 may require the employee/applicant to report for a specific medical evaluation.

- 1 For more information, contact your SHRO or agency Wildland Fire Safety
- 2 Program Manager.
- 3 • *NPS – The law enforcement medical exam for NPS rangers, who are*
- 4 *collateral duty wildland firefighters, will suffice for moderate and light*
- 5 *fitness level clearance.*
- 6 • *FS – The completed OF-178 is submitted to the Reviewing Medical Officer*
- 7 *for the Agency to review and medically clear.*
- 8 • *BIA – Individuals who opt out of the DOI MSP at the arduous level, having*
- 9 *received a "not qualified for arduous duty" status during a periodic or*
- 10 *baseline exam, may be required to report for a specific medical evaluation*
- 11 *to determine fit for duty status.*

12 **Work Capacity Tests**

13 **Work Capacity Test (WCT) Categories**

14 The NWCG Standards for Wildland Fire Position Qualifications (PMS 310-1)

15 identifies fitness levels for specific positions. There are three fitness levels—

16 Arduous, Moderate, and Light—which require an individual to demonstrate

17 their ability to perform the fitness requirements of the position. Positions in the

18 “no fitness level required” category are normally performed in a controlled

19 environment, such as an incident base.

- 20 • *### BLM – Law enforcement physical fitness standard is accepted as*
- 21 *equivalent to a “light” WCT work category.*

22 **Work Capacity Test Categories**

WCT Category	Distance	Weight	Time
<b>Arduous Pack Test</b>	3 miles	45 lb	45 min
<b>Moderate Field Test</b>	2 miles	25 lb	30 min
<b>Light Walk Test</b>	1 mile	None	16 min

- 23 • **Arduous** – Duties involve field work requiring physical performance with
- 24 above average endurance and superior conditioning. These duties may
- 25 include an occasional demand for extraordinarily strenuous activities in
- 26 emergencies under adverse environmental conditions and over extended
- 27 periods of time. Requirements include running, walking, climbing, jumping,
- 28 twisting, bending, and lifting more than 50 pounds; the pace of the work
- 29 typically is set by the emergency conditions.
- 30 • **Moderate** – Duties involve field work requiring complete control of all
- 31 physical faculties and may include considerable walking over irregular
- 32 ground, standing for long periods of time, lifting 25 to 50 pounds, climbing,
- 33 bending, stooping, twisting, and reaching. Occasional demands may be
- 34 required for moderately strenuous activities in emergencies over long
- 35 periods of time. Individuals usually set their own work pace.
- 36 • **Light** – Duties mainly involve office type work with occasional field
- 37 activity characterized by light physical exertion requiring basic good health.
- 38 Activities may include climbing stairs, standing, operating a vehicle, and

- 1 long hours of work, as well as some bending, stooping, or light lifting.  
2 Individuals can usually govern the extent and pace of their physical activity.

### 3 **Work Capacity Test (WCT) Administration**

4 The Work Capacity Test (WCT) is the official method of assessing wildland  
5 firefighter fitness levels. General guidelines can be found in the *Work Capacity*  
6 *Test: Administrator's Guide* (PMS 307).

- 7 • *FS* – For FS direction on WCT administration, refer to the USFS WCT  
8 *Implementation Guide* at <https://www.fs.fed.us/managing-land/fire>.

9 WCT administrators must confirm medical clearance at the appropriate fitness  
10 level through review of a clearance list provided by the fire management officer  
11 (or delegate) or by verifying certificate of WCT clearance at the time of the  
12 WCT. There is no need for the WCT Administrator to collect or retain copies of  
13 the certificate of clearance.

14 At a minimum, WCTs are administered annually to all employees, including  
15 AD/EFF who will be serving in wildland fire positions that require a fitness  
16 level. The currency for the WCT is 12 months.

- 17 • **### NPS/FS** – Currency for WCT is 13 months.

18 The WCT results shall be documented on the WCT Record available online as  
19 appendix O at <https://www.nifc.gov/standards/guides/red-book>. The WCT  
20 Record captures information that is covered under the Privacy Act and should be  
21 maintained in accordance with agency Freedom of Information Act (FOIA)  
22 guidelines.

23 Administration of the WCT for non-federal firefighters is prohibited for liability  
24 reasons. Potential emergency firefighters who would be hired under Emergency  
25 Hire authority by the agency must be in AD pay status or sign an agency-  
26 specific volunteer services agreement prior to taking the WCT. Federal  
27 employees may participate in a WCT administered by non-federal partners if  
28 approved by the FMO and all requirements of this chapter are met.

29 A Job Hazard Analysis (JHA) or Risk Assessment (RA) shall be developed and  
30 approved for each field unit prior to administering the WCT. Administer the  
31 test using the JHA/RA as a briefing guide.

- 32 • **BLM** – A RA shall be developed and approved for each field unit prior to  
33 administering the WCT.  
34 • **BIA** – A RA shall be developed and approved for each field unit prior to  
35 administering the WCT. A RA for the WCT can be found at  
36 <https://www.bia.gov/nifc/safety/WildlandFireRiskAssessment/index.htm>.

37 The local unit shall prepare a medical response plan (such as an ICS-206 form),  
38 evaluate options for immediate medical care and patient transport, and identify  
39 closest emergency medical services. A minimum of a qualified Medical First  
40 Responder/Emergency Medical Responder (EMR) must be on site during WCT  
41 administration. Based upon a thorough evaluation of potential medical treatment  
42 and evacuation scenarios, a higher level of on-site emergency medical

- 1 qualifications and equipment may be warranted (e.g., Emergency Medical  
2 Technician (EMT) or paramedic).
- 3 An Automatic External Defibrillator (AED) is required on-site during all WCTs.
- 4 Personnel taking the WCT will only complete the level of testing (Pack, Field,  
5 Walk) required by the highest fitness level identified for a position on their  
6 Incident Qualification Card. Employees shall not take the WCT unless they have  
7 an Incident Qualification Card qualification that requires it, and only at the  
8 fitness level required by that position as identified in the PMS 310-1 or agency-  
9 specific guidance or policy.
- 10 Treadmills are not approved for Work Capacity Testing.
- 11 WCT results must be entered into the IQCS annually to update the fitness level  
12 and date that will appear on the Incident Qualification Card. WCT dates entered  
13 in IQCS will reflect the date the employee passed the fitness test. The results of  
14 the most recent WCT will always supersede the results of any previous WCT,  
15 even if previous WCTs were within the currency period.
- 16 • *NPS – Law enforcement officers are required to provide medical clearance  
17 documentation to their FMO prior to participating in a Work Capacity Test.  
18 The LE exam is sufficient for the light and moderate level work capacity  
19 testing. If a LE ranger is also assigned arduous wildland firefighter duties,  
20 an additional medical clearance for wildland firefighting must be requested  
21 at the time of her/his LE medical exam.*
  - 22 • *FS – Failed or not completed WCT attempts are to be entered into the  
23 eMedical system by the HSQ Coordinator.*

#### 24 **Work Capacity Test – Retesting**

25 Those who do not pass the WCT will be provided another opportunity to retest.  
26 Employees will have to wait at least 48 hours before retaking the WCT. If an  
27 employee sustains an injury (verified by a licensed medical provider) during a  
28 test, the test will not count as an attempt. Once an injured employee has been  
29 released for full duty, the employee will be given time to prepare for the test (not  
30 to exceed 4 weeks). The numbers of retesting opportunities that will be allowed  
31 include:

- 32 • Three opportunities total for permanent employees required to pass a test  
33 for duties in the fire program.
- 34 • One opportunity for temporary employees required to pass a test (a second  
35 chance maybe provided at the discretion of fire management).
  - 36 ○ *FS – Direction can be found in the USFS WCT Implementation Guide  
37 at <https://www.fs.fed.us/managing-land/fire>.*
  - 38 ○ *BIA – Employees who fail two WCT's will develop an appropriate  
39 Physical Fitness Plan with their supervisors to ensure accountability  
40 before the 3rd test is administered.*
  - 41 ○ *BIA – Temporary Employees- A second test may be authorized by the  
42 local unit after 14 days to allow the individual to train for the WCT. A*



1            *failed second test will result in a 90 day suspension without additional*  
2            *testing during that period.*

### 3 **Physical Fitness**

#### 4 **Physical Fitness and Conditioning**

5 Agency administrators are responsible for ensuring the overall physical fitness  
6 of firefighters. Employees serving in wildland fire positions that require a fitness  
7 rating of arduous as a condition of employment are authorized one hour of duty  
8 time each work day for physical fitness conditioning. Employees serving in  
9 positions that require a fitness rating of moderate or light may be authorized up  
10 to three hours per week.

- 11 • **BLM** – *See chapter 2 for physical fitness conditioning requirements.*

12 Fitness conditioning periods may be identified and structured to include aerobic  
13 and muscular exercises. Team sports are not authorized for fitness conditioning.  
14 chapters 5, 6, 7, 8, and 9 and appendices F, G, and H of *Fitness and Work*  
15 *Capacity 2009 ed.* (PMS 304-2, NFES 1596) and the Interagency Fire Fitness  
16 Program in the USFS *WCT Implementation Guide* provide excellent guidance  
17 concerning training specifically for the pack test, aerobic fitness programs, and  
18 muscular fitness training. ###

19 <https://www.nwccg.gov/sites/default/files/publications/pms304-2.pdf>

20 <https://www.nwccg.gov/publications/304-2>

21 <https://www.fs.usda.gov/managing-land/fire/safety/wct>

- 22 • **NPS** – *A fitness plan is required for all NPS personnel participating in a*  
23 *fitness program (DO-57). For health and fitness purposes, those who are*  
24 *fire-qualified at less than the arduous fitness level are not required to meet*  
25 *the mandatory fitness program requirements of DO-57 for wildland fire*  
26 *management. They are strongly encouraged to participate in the voluntary*  
27 *fitness program, and must still meet physical fitness/work capacity*  
28 *requirements as outlined in the NWCG Standards for Wildland Fire*  
29 *Position Qualifications (PMS 310-1) for positions with Moderate and Light*  
30 *fitness requirements.*
- 31 • **FWS** – *Refer to chapter 4, Physical Fitness and Conditioning.*
- 32 • **FS** – *Forest Service direction is found in FSH 5109.17 and the FSFAQG.*  
33 *NFFE Partnership bargaining unit employees may only be required to*  
34 *successfully complete the WCT once per year.*
- 35 • **BIA** – *Refer to chapter 6, Physical Fitness and Conditioning.*

#### 36 **Minimum Age Requirements for Hazardous Duty Assignments on Federal** 37 **Incidents**

38 Persons under 18 years old will not perform hazardous duties during wildland  
39 fire management operations on federal jurisdictions.

#### 40 **Engine Modules**

41 Staffing levels and specific requirements for engine personnel may be found in  
42 chapter 14, Firefighting Equipment.

**1 Helicopter Modules**

2 Staffing levels and specific requirements for helicopter personnel may be found  
3 in chapter 16, Aviation.

**4 Smokejumpers (SMKJ)**

5 Smokejumpers provide professional and effective fire suppression, fuels  
6 reduction, and fire management services to help land managers meet objectives.

**7 Smokejumper Policy**

8 Smokejumper operations are guided by direction in the interagency section of  
9 the *Interagency Smokejumper Operations Guide (ISOG)*.

10 Each base will comply with smokejumper operations standards. The arduous  
11 duties, specialized assignments, and operations in a variety of geographic areas  
12 require smokejumpers to have uniform training, agency approved equipment,  
13 communications, organization, and operating procedures.

**14 Smokejumper Communications**

15 All smokejumpers carry programmable radios and are proficient in their use and  
16 programming procedures.

1 **Smokejumper Training**

- 2 To ensure proficiency and safety, smokejumpers complete annual training that  
 3 covers aspects of aviation, parachuting, fire suppression tactics, administrative  
 4 procedures, and safety related to the smokejumper mission and fire operations.  
 5 The training program for first-year smokejumpers is four weeks long.  
 6 Candidates are evaluated to determine:
- 7 • Level of physical fitness;
  - 8 • Ability to learn and perform smokejumper skills;
  - 9 • Ability to work as a team member;
  - 10 • Attitude; and
  - 11 • Ability to think clearly and remain productive in a stressful environment.

12 **Smokejumper Target Qualifications**

Position	IQCS Target	Smokejumper Training Target
Department Managers	T1 and T2 C&G	
Spotter	ICT3, DIVS, ATGS RXB2, SOFR	
Lead Smokejumper	STLD, TFLD	Senior Rigger, FOBS
Smokejumper	ICT4, CRWB, FIRB	FEMO
Rookie Smokejumper	ICT5, FFT1	

13 **Smokejumper Medical Standards**

- 14 Smokejumper medical standards are the same as the Federal Interagency  
 15 Wildland Firefighter Medical Standards-Arduous Duty Wildland Firefighter.

16 **USFS Smokejumper Physical Fitness Standards**

- 17 The national minimum standards for smokejumpers are:

- 18 • 1.5 mile run in 11:00 minutes or less;
  - 19 • 45 sit-ups;
  - 20 • 25 pushups;
  - 21 • 7 pull-ups;
  - 22 • 110 lb. pack-out over 3 miles/level terrain/90 minutes\*; and
  - 23 • Successful completion of the WCT at the arduous level.
- 24 \*This element is tested during smokejumper rookie training.
- 25 ○ *BLM – Refer to chapter 2 for physical fitness standards.*

26 **Interagency Hotshot Crews (IHC)**

- 27 Interagency Hotshot Crews provide an organized, mobile, and skilled hand crew  
 28 for all phases of wildfire suppression. IHCs are comprised of 18-### 22 25  
 29 firefighters and are used primarily for wildfire suppression, fuels reduction, and  
 30 other fire management duties. IHC's are capable of performing self-contained  
 31 initial attack suppression operations, and commonly provide incident  
 32 management capability at the Type 3 or 4 levels.

**1 IHC Policy**

2 IHC standards provide consistent planning, funding, organization, and  
3 management of the agency IHCs. The sponsoring unit will ensure compliance  
4 with the established standards. The arduous duties, specialized assignments, and  
5 operations in a variety of geographic areas required of IHCs dictate that training,  
6 equipment, communications, transportation, organization, and operating  
7 procedures are consistent for all agency IHCs.

8 As per agency policy, all IHCs will be managed under the *Standards for*  
9 *Interagency Hotshot Crew Operations (SIHCO)*.

- 10 • **BLM/NPS** – *BLM Preparedness Review Checklist #18 (Hotshot Crew)*  
11 *supersedes the checklist found in the SIHCO.*
- 12 • **BLM** – *Additional guidance for BLM IHCs is contained in chapter 2.*
- 13 • **BIA** – *IHC Superintendent and Assistant Superintendent are required to*  
14 *have the additional qualification of IHCS and/or IHCA on their Red Card*  
15 *prior to mobilization. Additional information regarding this standard can*  
16 *be found in the Federal Wildland Fire Qualifications Supplement at*  
17 *<https://iqcsweb.nwccg.gov/>.*

**18 IHC Certification**

19 The process for IHC certification is found in the *Standards for Interagency*  
20 *Hotshot Crew Operations (SIHCO)*.

**21 Annual Crew Pre-Mobilization Process**

22 The superintendent of crews holding IHC status the previous season are required  
23 to complete the Annual IHC Mobilization Checklist (*SIHCO*, appendix C) and  
24 send the completed document to the local GACC prior to making the crew  
25 available for assignment each season.

**26 Annual IHC Readiness Review**

27 On an annual basis the superintendent of crews holding IHC status the previous  
28 season are required to complete the Annual IHC Preparedness Review (*SIHCO*  
29 appendix B). This process is designed to evaluate crew preparedness and  
30 compliance with *SIHCO*. The annual review will be conducted while the crew is  
31 fully staffed and operational. The review is not required prior to a crew being  
32 made available for incident assignment at the beginning of their availability  
33 period. When a review document is completed, the document is kept on file at  
34 the local (host) unit fire management office.

**35 IHC Organization**

36 Individual crew structure will be based on local needs using the following  
37 standard positions: Superintendent, Assistant Superintendent, Squad Leader,  
38 Skilled Firefighter, and Crewmember.

- 39 • **BLM** – *IHCs have the option of traveling with 25 personnel when on*  
40 *incident assignments.*
- 41 • **NPS** – *IHCs have the option of traveling with 22 personnel when on*  
42 *incident assignments as authorized by the sending or receiving unit.*

1 When traveling by charter aircraft, IHC's should be prepared to take no more  
2 than 20 personnel, unless they receive approval via normal dispatch channels.

### 3 **IHC Availability Periods**

4 IHCs will have minimum availability periods as defined in the *SIHCO*.  
5 Availability periods may exceed the required minimum availability period. The  
6 Crew Superintendent will inform the local supervisor and the GACC of any  
7 changes in the crew's availability.

### 8 **National IHC Status Reporting System**

9 IHCs will report status through the National IHC Status Reporting System. IHC  
10 superintendents will regularly update the system with any change in crew status  
11 and/or current utilization when on assignment.

12 IHCs may report status by three methods:

- 13 • Via e-mail to BLM\_FC\_Crews@blm.gov (preferred method);
- 14 • Via the internet to the Hotshot Status submission form (link available from  
15 the Crew page of the NICC website); or
- 16 • Contacting the NICC Crew Desk at 208-387-5400.

### 17 **IHC Communications**

18 IHCs will provide a minimum of eight programmable multi-channel radios per  
19 crew as stated in the *SIHCO*.

### 20 **IHC Transportation**

21 Crews will be provided adequate transportation. The number of vehicles used to  
22 transport a crew should not exceed five. All vehicles must adhere to the certified  
23 maximum Gross Vehicle Weight (GVW) limitations.

### 24 **Other Hand Crews**

#### 25 **Policy**

26 All crews must meet minimum crew standards as defined below as well as any  
27 additional agency, state, or contractual requirements  
28 (<https://www.nwccg.gov/publications/pms200>). Typing will be identified at the  
29 local level with notification made to the local GACC.

#### 30 **Minimum Crew Standards for National Mobilization**

Minimum Standards	Type 1	Type 2 with IA Capability	Type 2	### Fire Suppression Module!
<b>Fireline Capability</b>	Initial Attack – Can be broken up into squads, fireline construction, complex firing operations (backfire)	Initial Attack – Can be broken up into squads, fireline construction, ### firing to include burnout	Initial Attack – Fireline construction, ### firing as directed	Capable of performing self-contained initial attack suppression operations and incident management capability at the Type 5 level.

Minimum Standards	Type 1	Type 2 with IA Capability	Type 2	### Fire Suppression Module <sup>1</sup>
<b>Crew Size</b>	18- <del>### 22</del> 25	18-20	18-20	5-17
<b>Leadership Qualifications</b>	Permanent Supervision Supt: TFLD, ICT4, FIRB Asst Supt: STCR or TFLD and CRWB, ICT4 3 Squad Leaders: CRWB and ICT5 2 Senior Firefighters: FFT1	Crew Boss: CRWB 3 Squad Bosses: ICT5	Crew Boss: CRWB 3 Squad Bosses: FFT1	1 SRB/ICT5 2 FFT1; commensurate with span of control
<b>Language Requirement</b>	All senior leadership including Squad Leaders and higher must be able to read and interpret the language of the crew as well as English.	Same as Type 1	Same as Type 1	Same as Type 1
<b>Experience</b>	80% 1 season	60% 1 season	20% 1 season	Agency only
<b>Full Time Organized Crew</b>	Yes (work and train as a unit 40 hrs per week)	No	No	No
<b>Communications</b>	8 programmable radios	4 programmable radios	4 programmable radios	2-4 programmable radios
<b>Sawyers</b>	4 agency certified as FAL2 and 50% of crew certified as FAL3 or better.	3 agency qualified	None	2 FAL3
<b>Training</b>	As required by the <i>SIHCO</i> or agency policy prior to assignment	Basic firefighter training and/or annual firefighter safety refresher prior to assignment	Basic firefighter training and/or annual firefighter safety refresher prior to assignment	Basic firefighter training or once red carded, 4 hours annual fireline refresher training prior to assignment.

Minimum Standards	Type 1	Type 2 with IA Capability	Type 2	### Fire Suppression Module <sup>1</sup>
Logistics	Crew level agency purchasing authority	No purchasing authority	No purchasing authority	Self-sufficient for 48 hours; purchasing authority recommended
Maximum Weight	5,300 lbs	5,300 lbs	5,300 lbs	5,300 lbs
Dispatch Availability	Available nationally	Available nationally	Variable	Variable
Production Factor	1.0	.8	.8	Variable
Transportation	Own transportation	Transportation needed	Transportation needed	Own transportation
Tools and Equipment	Fully equipped	Not equipped	Not equipped	Variable
Personal Gear	Arrives with: crew first aid kit, personal first aid kit, headlamp, 1 qt. canteen, web gear, sleeping bag	Same as Type 1	Same as Type 1	Same as Type 1
PPE	All standard designated fireline PPE	All standard designated fireline PPE	All standard designated fireline PPE	All standard designated fireline PPE
Certification	Must be annually certified by the local host unit agency administrator or designee prior to being made available for assignment.	N/A	N/A	N/A

- 1 • <sup>1</sup>BLM – ### See Chapter 2 for additional standards and certification requirements. BLM will not follow these standards. See chapter 2 for standards and certification requirements.
- 2
- 3
- 4 • ###<sup>1</sup>FS – USFS fire suppression modules are used primarily for wildfire suppression, fuels reduction and other fire management duties.
- 5
- 6 ###<sup>1</sup> Fire suppression modules will be stashed, mobilized and tracked in IROC
- 7 using the resource identifier “Module, Suppression.”

**1 Wildland Fire Modules (WFM)**

2 The primary mission of a WFM is to provide an innovative, safe, highly mobile,  
3 logistically independent, and versatile fire module with a primary commitment  
4 to maintain fire's role as a natural ecological process for wildland fire  
5 management and incident operations.

6 WFMs are comprised of 7-10 firefighters. The WFM program facilitates the use  
7 of fire and other management techniques involving planned and unplanned  
8 wildland fire events. WFMs are highly skilled and versatile fire crews, which  
9 provide technical and ecological based expertise in the areas of long term  
10 planning, ignitions, holding, and suppression, and fire effects monitoring. For  
11 more information please refer to *NWCG Standards for Wildland Fire Module*  
12 *Operations* (PMS 430).

**13 WFM Policy**

14 All WFM operations will be conducted adhering to the *NWCG Standards for*  
15 *Wildland Fire Module Operations* (PMS 430). Sponsoring units in conjunction  
16 with the appropriate geographic area coordination center will ensure compliance  
17 of all WFMs according to the standards set within the ISWFMO. The arduous  
18 duties, specialized assignments, and operations in a variety of geographic areas  
19 require WFMs to have uniform training, agency approved equipment,  
20 communications, organization, and operating procedures.

**21 WFM Types and Certification**

22 WFMs ready for assignment will be certified as Type 1 WFM (WFM1) or Type  
23 2 WFM (WFM2). Refer to the *NWCG Standards for Wildland Fire Module*  
24 *Operations* (PMS 430) for additional information.

**25 WFM Availability Periods**

26 WFMs will have minimum availability periods as defined in the *ISWFMO*.  
27 Availability for Type 1 WFMs may exceed the minimum period defined. Type 1  
28 WFMs will be available for off unit assignment during the designated 90 day  
29 availability period. The module leader will inform the local supervisor and the  
30 GACC of any changes to the modules availability.

**31 WFM Organization**

32 Individual module structures vary based on local and agency needs using the  
33 following standard positions: module leader/ foreman, assistant leader/ foreman,  
34 lead firefighter, senior firefighter, crewmember.

**35 Minimum WFM Standards for Interagency Mobilization**

36 *Note: Other than the qualifications held by the module leader and assistant all*  
37 *other qualifications are not tied to a particular position.*



Minimum Standards	Type 1	Type 2
<b>Fireline Capability</b>	Ability to form separate logistically self-sufficient independent groups, fire line construction, complex firing operations (backfire), monitoring, strategic planning, fire reconnaissance, public information.	Monitoring, fireline construction, firing to include burnout.
<b>Crew Size</b>	7-10	7-10
<b>Module Qualifications</b>	Qualifications are not tied to a particular position within the WFM. All modules will have the following qualifications: RXB2, TFLD, CRWB (other than TFLD), FIRB (other than RXB2), ICT4, 2 ICT5 (other than ICT4), FOBS, 2 FEMO, FFT1 (other than TFLD/CRWB), HELR or HECM.	All modules will have the following qualifications: CRWB, FIRB, 2 ICT5, 2 FFT1, 2 FEMO (1 may be a trainee), HELR or HECM.
<b>Module Leader Qualifications</b>	TFLD, ICT4, RXB2	CRWB, ICT5, FIRB
<b>Assistant Module Leader Qualifications</b>	CRWB, ICT5, FIRB	FFT1, ICT5
<b>Language Requirement</b>	All senior leadership, including Squad Bosses and higher, must be able to read and interpret the language of the crew as well as English	Same as Type 1
<b>Experience</b>	80% > 1 season	60% > 1 season
<b>Full Time Organized Crew</b>	Yes (work and train as a unit 40 hrs. per week, 90 continuous days)	Same as Type 1
<b>Communications</b>	5 programmable radios	4 programmable radios
<b>Sawyers</b>	2 agency qualified	1 agency qualified
<b>Training</b>	As required by the PMS 430 prior to assignment	As required by the PMS 430 prior to assignment
<b>Medical First Responder Training</b>	Yes	Yes
<b>Logistics</b>	Multiple crew level agency purchasing authorities	One or more crew level agency purchasing authority
<b>Dispatch Availability</b>	Availability determined by sponsoring agency	Availability variable by sponsoring agency

Minimum Standards	Type 1	Type 2
<b>Mobilization Time</b>	Within 2 hours of receipt of resource order when on duty, 8 hours when off duty	Within 24 hours of receipt of resource order
<b>Transportation</b>	Own transportation	Own transportation
<b>Tools and Equipment</b>	Fully equipped for each geographic region	Fully equipped for each geographic region
<b>Specialized Digital, Remote Operations, Monitoring, Equipment</b>	Yes	No
<b>Personal Gear</b>	Arrives with: crew First Aid kit, personal first aid kit, headlamp, 1 quart canteen, web gear, sleeping bag	Arrives with: crew First Aid kit, personal first aid kit, headlamp, 1 quart canteen, web gear, sleeping bag
<b>PPE</b>	All standard designated fireline PPE	All standard designated fireline PPE
<b>Certification</b>	Must be annually certified by the regional or state office of the host unit agency administrator or designee prior to being made available for assignment. Follow PMS 430 guidelines.	Must complete the mobilization checklist by the local host unit or agency administrator or designee prior to being made available for assignment. Follow PMS 430 guidelines.

- 1 • **BLM – ### BLM WFMs will meet standards identified in the NWCG**
- 2 **Standards for Wildland Fire Module Operations (PMS 430). In addition,**
- 3 **BLM WFMs will meet the following requirements: All BLM WFMs will**
- 4 **meet the standards for Type 1 WFMs identified in the NWCG Standards for**
- 5 **Wildland Fire Module Operations. Type 2 WFMs will not be formed,**
- 6 **sponsored, or statused in the Interagency Resource Ordering Capability**
- 7 **(IROC) by BLM units.**
- 8 ○ **Approval from the Assistant Director, Fire and Aviation is required**
- 9 **prior to establishing and/or statusing new Type 1 WFMs.**
- 10 ○ **Any BLM unit may provide personnel to WFMs sponsored by another**
- 11 **agency. All BLM personnel must meet the standards outlined in the**
- 12 **NWCG Standards for Wildland Fire Module Operations, and the**
- 13 **Interagency Standards for Fire and Fire Aviation Operations.**
- 14 ○ **Units may utilize Type 1 and/or Type 2 WFMs for BLM incidents.**
- 15 **Incident commanders will order the appropriate resource to**
- 16 **accomplish incident objectives.**
- 17 ○ **Fire Suppression Modules and WFMs are separate and distinct**
- 18 **resources. The BLM has established standards for fire suppression**
- 19 **modules in Chapter 2 of this publication. Fire managers and incident**
- 20 **commanders should order the appropriate resource to accomplish**
- 21 **incident objectives.**

- 1 *BLM WFMs will meet standards identified in the NWCG Standards for*  
 2 *Wildland Fire Module Operations (PMS 430). In addition, BLM WFMs will*  
 3 *meet the following requirements:*
- 4 ○ *Approval from the assistant director, fire and aviation is required prior*  
 5 *to establishing and/or statusing new Type 1/2 WFMs.*
  - 6 ○ *Fire suppression modules and WFMs are separate and distinct*  
 7 *resources. The BLM has established standards for fire suppression*  
 8 *modules in chapter 2 of this publication. Fire managers and incident*  
 9 *commanders should order the appropriate resource to accomplish*  
 10 *incident objectives.*
  - 11 ● *NPS – Modules are coordinated regionally and mobilized/demobilized*  
 12 *through established ordering channels through the GACCs.*

### 13 Chainsaw Operators and Fallers

- 14 In 2014, NWCG established faller qualifications in the PMS 310-1. Agencies  
 15 have established additional evaluation and certification requirements:
- 16 ● *BLM/NPS/FWS/BIA – Use of the NWCG position task books is required.*  
 17 *The requirements for final evaluators for each position are as follows:*
    - 18 ○ *The individual tasks required for completion of the FAL3 PTB must be*  
 19 *evaluated by a qualified FAL2 or FAL1. The Final Evaluator’s*  
 20 *Verification for a FAL3 trainee must be completed by a qualified FAL2*  
 21 *or FAL1.*
    - 22 ○ *The individual tasks required for completion of the FAL2 PTB must be*  
 23 *evaluated by a qualified FAL2 or FAL1. The Final Evaluator’s*  
 24 *Verification for a FAL2 trainee must be completed by a qualified FAL2*  
 25 *or FAL1.*
    - 26 ○ *The final certification of all wildfire faller positions will remain the*  
 27 *responsibility of the IQCS Certifying Official.*
    - 28 ○ *All wildfire saw operation qualifications are maintained through the*  
 29 *IQCS system and displayed on the Incident Qualification Card.*
      - 30 ■ *BLM – The individual tasks required for completion of the*  
 31 *FAL1 PTB must be evaluated by a qualified FAL1. The Final*  
 32 *Evaluator’s Verification for a FAL1 trainee must be completed by*  
 33 *a qualified FAL1 Evaluator. Each BLM state fire management*  
 34 *officer will certify and maintain a list of their current FAL1*  
 35 *evaluators.*
      - 36 ■ *NPS/BIA – The individual tasks required for completion of*  
 37 *the FAL1 PTB must be evaluated by a qualified FAL1. The Final*  
 38 *Evaluator’s Verification for a FAL1 trainee must be completed by*  
 39 *a qualified FAL1.*
      - 40 ■ *FWS – Follow evaluator qualification requirements listed in*  
 41 *the FAL1, FAL2, and FAL3 position task books.*
  - 42 ● *### BLM – Faller 1 evaluator standards and a list of certified Faller 1*  
 43 *evaluators are located at [https://doimspp.sharepoint.com/sites/blm-fa/fire-](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Policy-and-References.aspx)*  
 44 *operations/SitePages/Policy-and-References.aspx.*

- 1 • **FS** – Use of the NWCG combined position task book for FAL1, FAL2, and  
 2 FAL3 is not authorized for Forest Service use. Forest Service sawyers will  
 3 continue to use agency specific certification processes outlined in Forest  
 4 Service Manual 2358.
  - 5 ○ Sawyers shall not use saws outside the limits of their certification or  
 6 qualifications, except during formal evaluation proceedings or under  
 7 the immediate supervision of a higher qualified sawyer.
  - 8 ○ All sawyers must comply with FS policy and the FSFAQG requirements  
 9 for FAL3, FAL2, or FAL1 to operate a chainsaw or crosscut saw on a  
 10 wildland fire incident. Requirements include:
    - 11 ▪ Possess a current first aid and CPR certification (FSH  
 12 6709.11, sec 52.3).
    - 13 ▪ Initially complete a Nationally Recognized Sawyer Training  
 14 Course (Wildland Fire Chain Saws, S-212).
    - 15 ▪ Completion of a field proficiency evaluation with appropriate  
 16 saw operator skill level noted on their National Sawyer  
 17 Certification Card.
  - 18 ○ The National Sawyer Certification Card is valid for 3 years and is  
 19 subject to review any time prior to expiration. Minimum requirements  
 20 for sawyer training and field proficiency reevaluation include:
    - 21 ▪ Completion of a knowledge refresher (classroom or field) and  
 22 a field proficiency evaluation equivalent to the initial evaluation.
    - 23 ▪ Sawyer Instructors are required to be recertified by  
 24 instructing at least one NRSTC or refresher NRSTC every three  
 25 years.
  - 26 ○ FS sawyers may function as evaluators for partner agencies using the  
 27 FAL3 and FAL2 position task book.
  - 28 ○ Fallers who are certified or recertify after October 1, 2014 will be  
 29 required to be certified in progression (i.e., must be FAL3 to be FAL2).  
 30 However if the initial evaluation is FAL2 the account manager shall  
 31 grant the position competency for FAL3. Those certified initially as  
 32 FAL1 will have position competencies for FAL2 and FAL3 granted.
  - 33 ○ FS will accept other agency chainsaw certifications on incidents  
 34 occurring on FS lands provided they meet NWCG minimum standards.
  - 35 ○ FS will accept a transferring employee’s faller qualification if it was  
 36 certified following the PMS 310-1 standard.
- 37 • **BIA** – Use of FAL1, FAL2 and FAL3 PTBs is mandatory and not up to unit  
 38 discretion.

<b>Position Code</b>	<b>Performance Currency</b>	<b>Training Currency</b>	<b>Fitness Level</b>	<b>CPR</b>	<b>First Aid and Bloodborne Pathogens</b>
FAL3	3 years	S-212	Arduous	2 Years	3 Years
FAL2	3 years	S-212	Arduous	2 Years	3 Years

<i>Position Code</i>	<i>Performance Currency</i>	<i>Training Currency</i>	<i>Fitness Level</i>	<i>CPR</i>	<i>First Aid and Bloodborne Pathogens</i>
<i>FAL1</i>	<i>3 years</i>	<i>Qualification maintained through performance in the position</i>	<i>Arduous</i>	<i>2 Years</i>	<i>3 Years</i>

- 1     ○ *The FAL1 that needs to be recertified every 3 years may be recertified*
- 2       *by other agencies.*
- 3     ○ *BIA will accept other agencies FAL1 credentials upon hire.*
- 4     ○ *Emergency Firefighter (AD) Chainsaw Operators – Chainsaw training*
- 5       *is authorized for AD employees who are required to operate chainsaws*
- 6       *for fire suppression or hazardous fuels reduction project work.*
- 7       *Supervisors of Type 2 and Type 2 IA crews who have employees who*
- 8       *operate chainsaws must have emergency medical response capabilities.*
- 9       *The possession of emergency response capabilities can be fulfilled*
- 10      *through one of the following two options: 1) Crews will minimally*
- 11      *possess one or more individuals who are currently certified to*
- 12      *administer CPR and provide first aid. 2) If the crew does not possess*
- 13      *this capability, other provisions must be made by the supervisor to*
- 14      *provide these services while engaged in chainsaw operations.*

## Chapter 14 Firefighting Equipment

### 3 Introduction

4 The agency wildland fire program equipment resources include engines, dozers,  
5 water tenders, and other motorized equipment for fire operations.

### 6 Policy

7 Each state/region will comply with established standards for training,  
8 equipment, communications, organization, and operating procedures required to  
9 effectively perform arduous duties in multi-agency environments and various  
10 geographic areas.

11 Approved foam concentrate may be used to improve the efficiency of water,  
12 except near waterways where accidental spillage or over spray of the chemical  
13 could be harmful to the aquatic ecosystem, or other identified resource concerns.

### 14 Firefighting Engine/Water Tender Common Standards

#### 15 Driving Standard

16 Refer to driving standards in chapter 7.

- 17 • *BIA* – Refer to chapter 6 for BIA-specific motor vehicle policies. BIA and  
18 DOI policy requires all personnel who operate a vehicle with a Gross  
19 Vehicle Weight (GVW) over 26,000 pounds to have a valid CDL.

#### 20 Engine/Tactical Water Tender Water Reserve

21 Engine/tactical water tender operators will maintain at least 10 percent of the  
22 pumpable capacity of the water tank for emergency engine protection and  
23 drafting.

#### 24 Chocks

25 At least one set of wheel chocks will be carried on each engine/water tender and  
26 will be properly utilized whenever the engine is parked or left unattended. This  
27 includes engine/water tender operation in a stationary mode without a driver “in  
28 place.”

#### 29 Fire Extinguisher

30 All engines/water tenders will have at least one 5 lb. ABC rated (minimum) fire  
31 extinguisher, either in full view or in a clearly marked compartment.

#### 32 Nonskid Surfaces

33 All surfaces will comply with National Fire Protection Association (NFPA)  
34 1906 Standard for Wildland Fire Apparatus requirements.

#### 35 First Aid Kit

36 Each engine/water tender shall carry, in a clearly marked compartment, a fully  
37 equipped 20-25 person first aid kit.

- 38 • *BLM* – Fire First Response Kits will be carried in all Working Capital  
39 Fund 600-series fire vehicles (excluding trailers).

**1 Gross Vehicle Weight (GVW)**

2 Each engine and water tender will have an annually certified weight slip in the  
3 vehicle at all times. Weight slip will show individual axle weights and total  
4 GVW. Operators of engines and water tenders must ensure that the maximum  
5 certified gross vehicle and axle weight ratings are never exceeded, including  
6 gear, personnel, and fuel. The NFPA 1906 standard of 250 pounds per seat  
7 position for each person and their personal gear will be used to calculate the  
8 loaded weight.

- 9 • *FS* – Refer to *FSH 7109.19, chapter 30 for calculation of Rough Road*  
10 *Factor reduction for driving on rough or unsurfaced roads.*

**11 Speed Limits**

12 Posted speed limits will not be exceeded.

**13 Lighting**

14 Headlights and taillights shall be illuminated at all times while the vehicle is in  
15 motion. All new orders for fire engine apparatus will include an overhead  
16 lighting package in accordance with agency standards. Lighting packages will  
17 meet NFPA 1906 standards at the time of manufacture. Engines currently in  
18 service may be equipped with overhead lighting packages. A red, white, and  
19 amber combination is the accepted color scheme for fire.

**20 Emergency Light Use**

21 Emergency lighting will be used only during on site wildland fire operations or  
22 to mitigate serious safety hazards. Overhead lighting and other emergency  
23 lighting must meet state code requirements, and will be illuminated whenever  
24 the visibility is reduced to less than 300 feet.

- 25 • *BLM/NPS/FWS/BIA* – See agency chapters or policy for specific  
26 *guidance.*
- 27 • *FS* – See *FSM 5120, FSM 5130, and FSH 5109.16 for red lights and siren*  
28 *policy.*

**29 Fire Equipment Maintenance and Inspections**

30 Apparatus safety and operational inspections will be accomplished either on a  
31 post-fire or daily basis. Offices are required to document these inspections.  
32 Periodic maintenance (as required by the manufacturer) shall be performed at  
33 the intervals recommended and properly documented. All annual inspections  
34 will include a pump performance test to ensure the pump/plumbing system is  
35 operating at desired specifications (pressure and gallons per minute).

**36 Mobile Attack (Pump and Roll)**

37 Firefighters must be seated and belted within an enclosed cab or walk alongside  
38 the apparatus during mobile attack (pump and roll) operations. Riding, standing  
39 or seated on the exterior of the apparatus is prohibited. Utilization of the NFPA  
40 1906 “on-board pump-and-roll fire-fighting position” if equipped, is not  
41 permitted.

1 **Firefighting Engines**2 **Operational Procedures**

3 All engines will be equipped, operated, and maintained within guidelines  
 4 established by the Department of Transportation (DOT) and regional/state/local  
 5 operating plans. All personnel assigned to agency fire engines will meet all gear  
 6 weight, cube, and manifest requirements specified in the *National Interagency*  
 7 *Mobilization Guide*.

8 **Engine Typing**

9 Engine typing and respective standards have been established by NWCG.  
 10 <https://www.nwcg.gov/publications/pms200>

Engine Type	Structure		Wildland Engines				
Components	1	2	3	4	5	6	7
Tank Minimum Capacity (gal)	300	300	500	750	400	150	50
Pump Minimum Flow (gpm)	1000	500	150	50	50	50	10
@ Rated Pressure (psi)	150	150	250	100	100	100	100
Hose 2½"	1200	1000	-	-	-	-	-
1½"	500	500	1000	300	300	300	-
1"	-	-	500	300	300	300	200
Ladders per NFPA 1901	Yes	Yes	-	-	-	-	-
Master Stream 500 gpm Min.	Yes	-	-	-	-	-	-
Pump and Roll	-	-	Yes	Yes	Yes	Yes	Yes
Maximum GVWR (lbs.)	-	-	-	-	26,000	19,500	14,000
Personnel (NWCG min.)	4	3	3	2	2	2	2

11 • **FS** – See <https://www.fs.fed.us/managing-land/fire/engines> for description  
 12 of Forest Service national engine standards.



1 **Fire Engine Staffing**

- 2 For Type 4, 5, 6, and 7 engines, minimum staffing is two individuals one of  
 3 which is engine boss qualified.
- 4 For Type 3 engines, minimum staffing is three individuals, including an engine  
 5 boss.
- 6 • **BLM** – For BLM engine staffing requirements see chapter 2.
  - 7 • **NPS** – For NPS engine staffing requirements see chapter 3.

8 **Engine Inventories**

- 9 An inventory of supplies and equipment carried on each vehicle is required to  
 10 maintain accountability and to obtain replacement items lost or damaged on  
 11 incidents. Refer to agency-specific requirements regarding standard inventory  
 12 for engines.
- 13 • **BLM** – <https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/NFEP-Policy-Resources.aspx>
  - 14 • **FWS** – *FMH CH14*

16 **Water Tenders**

17 **Water Tender Typing**

18 Water tender typing and respective standards have been established by NWCG.  
 19 <https://www.nwcg.gov/publications/pms200>

Water Tender Type	Support			Tactical	
	<i>S1</i>	<i>S2</i>	<i>S3</i>	<i>T1</i>	<i>T2</i>
Tank Capacity (gal)	4000	2500	1000	2000	1000
Pump Minimum Flow (gpm)	300	200	200	250	250
@Rated Pressure (psi)	50	50	50	150	150
Max. Refill Time (mins)	30	20	15	-	-
Pump and Roll	-	-	-	Yes	Yes
Personnel (min)	1	1	1	2	2

20 **Water Tender Qualifications and Staffing Standards**

- 21 • **Water Tender (Non-Tactical)**
  - 22 ○ **Qualifications:** CDL (tank endorsement)
    - 23 ▪ **BLM** – Refer to the *Federal Wildland Fire Qualifications Supplement*.
  - 24 ○ **Staffing:** A water tender (non-tactical) may be staffed with a crew of  
 25 one driver/operator when it is used in a support role as a fire engine  
 26 refill unit or for dust abatement. These operators do not have to pass the  
 27 Work Capacity Test (WCT) but are required to take annual refresher  
 28 training.  
 29 ▪ **BLM** – A WCF class 669 non-tactical water tender may be  
 30 staffed with a crew of one driver/operator when it is used in a  
 31

- 1                    *support role as a fire engine refill unit or for dust abatement.*  
 2                    *These operators will pass the moderate Work Capacity Test*  
 3                    *(WCT), take BL-300/RT-301 and annual refresher training, and*  
 4                    *possess a CDL with tank endorsement and air brake endorsement*  
 5                    *(if applicable).*
- 6 • **Water Tender (Tactical)**  
 7 Tactical use is defined as “direct fire suppression missions such as pumping  
 8 hoselays, live reel use, running attack, and use of spray bars and monitors to  
 9 suppress fires.”
    - 10 ○ **Qualifications:**
      - 11       ▪ *BLM – ENOP, CDL (tank endorsement)*
      - 12       ▪ *NPS/FWS – ENGB, CDL (tank endorsement)*
      - 13       ▪ *FS – FFT1, CDL*
    - 14 ○ **Staffing:** Tactical water tenders will carry a minimum crew of two:
      - 15       ▪ *BLM – All WCF class 668 super-heavy tactical water tenders*  
 16 *(2 seats, Tatra chassis, volume pump rated at 250 GPM and 150*  
 17 *PSI or better) will be minimally staffed with an engine boss and*  
 18 *FFT2. A WCF class 669 non-tactical water tender may be staffed*  
 19 *with a crew of one driver/operator when it is used in a support role*  
 20 *as a fire engine refill unit or for dust abatement. These operators*  
 21 *will pass the moderate Work Capacity Test, take BL-300/RT-301*  
 22 *and annual refresher training, and possess a CDL with tank*  
 23 *endorsement and air brake endorsement (if applicable); otherwise,*  
 24 *minimum staffing is one engine operator and one FFT2.*
        - 25       ▪ *NPS/FWS – One ENGB and one FFT2.*
        - 26       ▪ *FS – One FFT1 and one FFT1/FFT2.*

## 27 **Dozers/Tractor Plows**

### 28 **Dozer/Tractor Plow Training and Qualifications**

29 Agency wildland fire dozers/tractor plows will be staffed with personnel that  
 30 meet the training and experience standards for Dozer Operator (DZOP) or Dozer  
 31 Operator Initial Attack (DZIA) per the *Federal Wildland Fire Qualifications*  
 32 *Supplement*. While on fire assignments, all operators and support crew will meet  
 33 PPE requirements.

### 34 **Dozer/Tractor Plow Operational Procedures**

- 35 • Agency owned and operated dozer/tractor plows will be equipped with  
 36 programmable two-way radios, configured to allow the operator to monitor  
 37 radio traffic.
- 38 • Agency and contract dozer/tractor plows will have agency supplied  
 39 supervision when assigned to any suppression operations.
- 40 • Contract dozers must be provided with radio communications, either  
 41 through a qualified Heavy Equipment Boss (HEQB) or an agency-supplied  
 42 radio. Contract dozer/tractor plows will meet the specifications identified in  
 43 their agreement/contract.

- 1 • Operators of dozer/tractor plows and transport equipment will meet DOT  
2 certifications and requirements regarding the use and movement of heavy  
3 equipment, including driving limitations, CDL requirements, and pilot car  
4 use.

#### 5 **All-Terrain Vehicles (ATV)/Utility Terrain Vehicles (UTV)**

6 The operation of ATV/UTVs can be high risk. The use of ATV/UTVs should be  
7 evaluated to ensure that use is essential to accomplish the mission, rather than  
8 for convenience.

- 9 • **BLM** – *BLM personnel will not use ATVs for any wildland fire management*  
10 *activity including preparedness, suppression, prescribed fire, hazardous*  
11 *fuels reduction, post-fire rehabilitation, and emergency stabilization and*  
12 *restoration, regardless of incident jurisdiction or project/activity location*  
13 *after January 1, 2018. state directors, assistant state directors and the*  
14 *director, national operations center have the authority to approve*  
15 *exceptions to this policy on a case-by-case basis. All requests for exceptions*  
16 *must be in writing and will include:*
- 17 ○ *A description of how the ATV is essential for the performance of*  
18 *official duties;*
  - 19 ○ *Analysis of the alternatives that were considered;*
  - 20 ○ *Justification for an ATV being the only viable alternative; and*
  - 21 ○ *Concurrence by the applicable field manager, district manager, district*  
22 *safety manager, and the state/center safety manager.*
- 23 *Cost is not a basis for approval of an exception and no exceptions may be*  
24 *made to the existing ban on industrial use of ATVs.*
- 25 • **BIA** – *Effective immediately, all BIA programs will cease the procurement*  
26 *of ATVs used for wildland fire management activities (including*  
27 *preparedness, suppression, prescribed fire, hazardous fuels reduction, post-*  
28 *fire rehabilitation, and emergency stabilization and restoration). After this*  
29 *date, BIA personnel will not utilize ATVs for any wildland fire management*  
30 *activities, regardless of incident jurisdiction or project/activity location.*
- 31 • **BIA** – *Programs may continue to procure and utilize other commercially*  
32 *available utility terrain vehicles (UTVs), provided the vehicle has*  
33 *manufactured-installed seat belts, a steering wheel, is a multi-seat or newly*  
34 *available single-seat model and is equipped with a certified roll-over*  
35 *protection structure (ROPS) designed and installed by the original*  
36 *equipment manufacturer as standard equipment.*
- 37 • **BLM/BIA** – *Employees of cooperating agencies/entities may utilize ATVs*  
38 *on BLM/BIA incidents if allowed by their individual agency/entity policy.*

39 Because of the high risk nature, agencies have developed specific operational  
40 policy (refer to current agency policy). ATV/UTV operators will meet the  
41 training and certification requirements of their agency; employees certified by  
42 their agency will be considered qualified ATV/UTV operators regardless of  
43 incident jurisdiction. Common policy requirements for wildland fire operations  
44 are highlighted below:

- 1 • A JHA/RA must be completed and approved by the supervisor prior to  
2 vehicle operation.
- 3 • All personnel authorized to operate an ATV/UTV must first complete  
4 agency specific or manufacturer-provided training in safe operating  
5 procedures and appropriate PPE.
  - 6 ○ **BLM** – *BLM offices may use either UTV training that is commercially*  
7 *available from the Recreational Off-Highway Vehicle Association*  
8 *(ROHVA), or continue to use the current version (8/2018) of the BLM*  
9 *UTV Operator Field Training Range Cards to train their employees*  
10 *who use UTVs. If offices choose to use ROHVA's Driver Course, they*  
11 *must continue to train employees on UTV loading/unloading, trailer*  
12 *use, and winch operations as prescribed in lesson plans eight through*  
13 *ten of the BLM UTV range cards prior to employees engaging in these*  
14 *activities. This change does not affect the requirement for UTV riders*  
15 *to complete the DOI Talent course, "Introduction to Utility Terrain*  
16 *Vehicle Operation" as a pre-requisite to the field training provided by*  
17 *either ROHVA or the BLM range cards.*
  - 18 • Re-evaluation/Re-certification – Operators shall be re-evaluated every three  
19 years. Infrequent users (less than 16 hours of riding a year) shall have a  
20 check ride prior to scheduled use of an ATV/UTV.
  - 21 • Specific authorization for ATV/UTV use is required – All ATV/UTV  
22 operations must hold a valid Motor Vehicle Operator's Identification Card,  
23 OF-346 or agency equivalent.
    - 24 ○ **BLM** – *Upon completion of UTV training and operator certification*  
25 *requirements, UTV Operator (UTVO) will be placed on the employee's*  
26 *Incident Qualification and Certification (IQCS) Card (Red Card). IQCS*  
27 *Certifying Officials are responsible for verifying that UTV operator*  
28 *qualifications are current, and that the UTVO qualification is removed*  
29 *from the Red Card if training, certification, or currency requirements*  
30 *lapse.*
    - 31 ○ **NPS/FWS** – *Upon completion of agency-specific ATV/UTV training*  
32 *and operator certification requirements, All-Terrain Vehicle Operator*  
33 *(ATVO) will be placed on the employee's Incident Qualification and*  
34 *Certification (IQCS) Card (Red Card). IQCS Certifying Officials are*  
35 *responsible for verifying that ATV/UTV operator qualifications are*  
36 *current, and that the ATVO qualification is removed from the Red Card*  
37 *if agency-specific training, certification, or currency requirements*  
38 *lapse.*
    - 39 ○ **NPS** – *All Off-Highway Vehicle (OHV) operators (including ATV/UTV)*  
40 *must hold a valid state Motor Vehicle Operator's Permit. Operating*  
41 *restrictions identified on the operator's permit must be adhered to*  
42 *while operating an OHV (e.g., use of corrective lenses, etc.). NPS ATV*  
43 *operators must be qualified at either the Basic or Advanced Level as*  
44 *described in RM-50B depending on the hazard potential of the*  
45 *operation. All ATV operators shall be provided refresher training each*

- 1 year in accordance with a JHA and reevaluated by an ASI Certified  
2 Trainer every 3 years. The reevaluation shall be documented. RM-50B,  
3 appendix B (ATV Operator Accountability/Certification Tracking  
4 Record) may be used to document the reevaluation. Further  
5 information on ATV/UTV use is found in RM-50B.
- 6 ○ **BIA** – Upon completion of UTV training and operator certification  
7 requirements, Utility Terrain Vehicle Operator will be placed on the  
8 employee’s Incident Qualification and Certification (IQCS) Card (Red  
9 Card). IQCS Certifying Officials are responsible for verifying that UTV  
10 operator qualifications are current, and that the UTVO qualification is  
11 removed from the Red Card if training, certification, or currency  
12 requirements lapse.
  - 13 ● ATVs can only have a single rider—passengers are prohibited even if ATV  
14 is designed for two riders.
  - 15 ● UTVs passengers are limited to the number of seats installed by  
16 manufacturer. The operator and passenger(s) must use seatbelts while the  
17 vehicle is in motion.
  - 18 ● Operators must use required PPE while loading/unloading ATV/UTV.
  - 19 ● Cargo loads shall be loaded and secured as to not affect the vehicle’s center  
20 of gravity, and shall not exceed manufacturer’s recommendations for  
21 maximum carrying capacity; and
  - 22 ● When transporting external fuel containers with a UTV/ATV, a 5 lb. class  
23 BC fire extinguisher must be secured to the UTV/ATV.

#### 24 **Required PPE**

##### 25 ATV Head Protection for Wildland Fire Operations

- 26 ● ATV helmets must be worn at all times during ATV operations (on and off  
27 the fireline); and
- 28 ● ATV helmets must meet Snell SA2010, SA2015, or DOT certification.
  - 29 ○ A  $\frac{3}{4}$  face model meeting Snell SA2010, SA2015 certification is  
30 acceptable for use.
  - 31 ○ Use of half “shorty” helmets requires a JHA/RA for fireline use and  
32 must include justification for its use. Refer to MTDC Tech Tip  
33 publication, *A Helmet for ATV Operators with Fireline Duties* (0651-  
34 2350-MTDC).

##### 35 UTV Head Protection for Wildland Fire Operations:

- 36 ● Helmets must meet DOT, ANSI Z90.1; or Snell SA2010, SA2015  
37 certification unless:
  - 38 ○ UTV is used for low speeds and smooth travel surfaces, administrative  
39 use (e.g., campgrounds, incident base camps) UTV operators are not  
40 required to wear helmets; or
  - 41 ○ UTV is equipped with approved Rollover Protection System (ROPS),  
42 and:
    - 43 ■ **BLM** – A comprehensive and properly prepared RA of the  
44 specific conditions demonstrates no more than a medium residual  
45 risk level, then a helmet meeting NFPA 1977 or ANSI Z 89.1 2009

- 1            *Type 1, Class G standards standard may be worn with chin strap*  
2            *secured in place under chin.*
- 3            ■ *NPS – Approved helmets are required for UTV operations*  
4            *that are rated moderate (amber) or high (red) using the “ORV*  
5            *Risk Assessment Tool” included in the NPS Off-Highway Vehicle*  
6            *Policy.*
- 7            ■ *FWS – Per 243 FW 6.6 B.1, a hardhat meeting NFPA 1977 or*  
8            *ANSI Z 89.1 standards may be worn with chin straps secured in*  
9            *place unless the risk assessment for the operation dictates wearing*  
10           *a securely fastened motorcycle helmet.*
- 11           ■ *FS – UTV Helmet (for fire use) – must meet the policy within*  
12           *the Safety Handbook (6709.11), chapter 70, 71.12; Exhibit 01*  
13           *states “Specialized Equipment, such as ATVs, UTVs, Dirt Bikes,*  
14           *Snowmobiles (Department of Transportation-approved helmet).”*  
15           *Wearing hardhats while driving or riding on a UTV is not allowed.*  
16           *Forest Service policy provides no exception to the helmet*  
17           *requirement for low speeds, smooth travel surfaces, or*  
18           *administrative use. UTV Helmet (for fire use) requirements are the*  
19           *same as ATV use. Helmets must meet Snell, or DOT ANSI*  
20           *certification. A ¾ face model meeting Snell or DOT certification is*  
21           *acceptable for use. Use of half “shorty” helmets requires a*  
22           *JHA/RA for fireline use approved by the incident commander or*  
23           *relevant line officer and must include justification for its use. Refer*  
24           *to MTDC Tech Tip 5 publication, A Helmet for ATV Operators*  
25           *with Fireline Duties (0651-6 2350-MTDC).*
- 26           ■ *BIA – UTV helmet (for fire use) must be worn. Helmets must*  
27           *meet DOT, ANSI Z90.1: or Snell SA2010, SA2015 certification.*  
28           *Hardhats are not approved for wildland fire operations (non-*  
29           *admin use).*
- 30 Eye protection (goggles, face shield, or safety glasses) based upon JHA/RA:
- 31 • Eye protection is not required for a UTV equipped with an original  
32 manufacturer windshield that protects the face from branches, flying debris,  
33 etc., unless otherwise required by an associated industrial use activity or  
34 JHA/RA.
- 35 If operating ATV/UTV on the fireline, the following are required:
- 36 • Leather or leather/flame resistant combination gloves. Flame resistant flight  
37 gloves or NFPA 1977 compliant driving gloves can be used by heavy  
38 equipment operators, drivers and fireline supervisors when not using  
39 fireline hand tools.
- 40 • National Fire Protection Association (NFPA) 1977 compliant long-sleeved  
41 flame resistant shirt (yellow recommended).
- 42 • NFPA 1977 compliant flame resistant trousers.
- 43 • Wildland fire boots.
- 44 • Appropriate head protection as described above.

- 1       ○ *FS – Shirt, trousers, and gloves used by USFS personnel must meet*  
2           *Forest Service specification 5100-91 (shirt), 5100-92 (trousers), 6170-*  
3           *5 (gloves), or be NFPA 1977 compliant.*
- 4 ATV/UTV operator shall carry a personal communication device (e.g., two-way  
5 radio, cellular phone, or satellite phone).
- 6 All other ATV/UTV specific guidance is found in the respective agency's  
7 policy:
- 8 • *BLM – Refer to BLM Handbook 1112-1, chapter 17.*
  - 9 • *NPS – Refer to Reference Manual 50B Occupational Health and Safety,*  
10    *Section 6.1 Off-Highway Vehicle Safety at*  
11    *<https://www.nps.gov/policy/RM50Bdoclist.htm>.*
  - 12 • *FWS – Refer to 321 FW 1*

### 13 **Vehicle Cleaning/Invasive Species Prevention**

14 Refer to chapter 11 for guidance on minimizing potential transmission of  
15 invasive species.

### 16 **Incident Remote Automated Weather Stations**

17 Incident Remote Automated Weather Stations (IRAWS – NFES 5869) are  
18 readily deployable, portable weather stations that may be utilized in unprepared  
19 locations to monitor local weather conditions. IRAWS are intended for use on or  
20 near the fireline or at other all-hazard incidents, and are installed by NIFC  
21 technicians and operated as desired by Fire Behavior Analysts (FBAN) and/or  
22 Incident Meteorologists (IMET) to record and distribute real time weather data.

23 National resource IRAWS systems are cached at the National Interagency Fire  
24 Center (NIFC) and may be ordered through standard equipment resource  
25 ordering systems. Following release from an incident, these stations must be  
26 returned to the Remote Sensing/Fire Weather Support Unit (RSFWSU) at NIFC  
27 for maintenance, recalibration, and redeployment.

### 28 **Aerial Ignition Devices**

29 Information on types of aerial ignition devices, operational guidelines, and  
30 personnel qualifications may be found in the *NWCG Standards for Aerial*  
31 *Ignition* (PMS 501) available at <https://www.nwcg.gov/publications/501>.

### 32 **Ground Ignition Devices and Transporting/Dispensing Fuel**

33 For ground ignition devices, follow the *NWCG Standards for Ground Ignition*  
34 *Equipment* (PMS 443) for operational guidelines, personnel qualifications, and  
35 equipment selection. <https://www.nwcg.gov/publications/443>

- 36 • *BLM – A 10 lb. class BC fire extinguisher is required for UTVs equipped*  
37    *with a ground ignition device.*

- 1 For transporting and dispensing fuel, follow *NWCG Standards for Transporting*
- 2 *Fuel* (PMS 442) found at <https://www.nwcg.gov/publications/442> or agency-
- 3 specific guidance.
- 4 • **BLM** – *Effective May 1, 2019, all drip torches must meet United States*
- 5 *Forest Service (USFS) specification 5100-614.*
- 6 • **NPS** – *Follow the Forest Service standard for military style jerrican (UN*
- 7 *3A1) (PMS 442, page 8).*
- 8 • **FS** – *Direction is found in FSH 6709.11.*



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## Chapter 15 Communications

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### Policy

Agency specific policies for radio communications may be found in:

- *Department of Interior, Department Manual, Radio Communications Handbook* (377 DM).
- *USDA Forest Service Handbook* (FSH) 6609.14, chapters 10-40 and *Forest Service Manual (FSM) 6600 Systems Management*, chapter 6640 – Telecommunications.

### Dispatch Recording Devices

Recording of phone calls without all party's prior knowledge and consent is not permitted. Recording of radio traffic is appropriate.

- **BLM** – Radio recording devices will be used by BLM dispatch offices or any interagency office dispatching BLM resources. ### Follow Fire Dispatch Audio Tapes records retention and disposition schedule at [https://doimspp.sharepoint.com/sites/blm-oc-dirm/BLMrec/Records%20Schedules/Combined\\_Records\\_Schedules\\_01-32.pdf](https://doimspp.sharepoint.com/sites/blm-oc-dirm/BLMrec/Records%20Schedules/Combined_Records_Schedules_01-32.pdf)

### Cellular/Smartphone/Satellite Phone Communications

Cellular/smartphone/satellite telephones will not be used to communicate tactical or operational traffic unless no other means are available.

Cellular/smartphone/satellite telephones will not be used for flight following in lieu of normal flight following procedures. Telephone/smartphone/satellite communications may be used for logistical purposes.

Refer to chapter 7 for policy regarding use of mobile devices while operating a vehicle.

### Radio Communications

Radio communications provide for the information needed for the command/control and safety of personnel and resources.

### Radio Contracts

Radios used for fire and aviation activities must be approved by the National Interagency Incident Communication Division (NIICD). Information on contracts, software, hardware requirements and approved radios is available at <https://www.nifc.gov/resources/NIICD>, or contact your agency Telecommunications Department or the NIICD Engineer at (208) 387-5720.

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- 1 • *BLM* – For information on *BLM* contracts, software, and hardware  
2 requirements and approved radios, contact the Branch of Radio Operations  
3 (FA-332) at (208) 387-5881.

**Radio Frequency Management**

5 Under Executive Order 13556 and in accordance with DOI/USDA policies and  
6 guidelines, all documents which include DOI/USDA frequencies are considered  
7 to be Controlled Unclassified Information (CUI) and must be controlled and  
8 marked as such following the guidance of the National Archives CUI Marking  
9 Handbook Version 1.1.

10 Therefore, any documents containing frequency information whose  
11 dissemination is not controlled with a password, must be labeled at the top and  
12 bottom of each page with **CUI** and controlled as such.

13 Frequency Modulated (FM) and Amplitude Modulated (AM) frequencies are  
14 approved and assigned by a designated Washington Office frequency manager  
15 and managed by state and local communications officers. Frequencies shall not  
16 be transmitted without written permission from formally appointed frequency  
17 management personnel at the local, state, regional, or national level.

18 Radio interference must be reported to NIFC CDO (or COMC when assigned)  
19 when adversely impacting incident communications. Minimum reporting  
20 information: location, radio frequency, time and date (including interference  
21 duration), and sound or source for interference.

**Daily, Initial Attack and Airtanker Base Frequency Management**

23 Frequency assignments for normal daily and initial attack operations are made  
24 on a permanent basis and are requested through the normal Radio Frequency  
25 Authorization process from the local, state, regional or national level designated  
26 frequency management personnel.

27 For air operations, the NIFC CDO coordinates annually with the Forest Service  
28 and Department of Interior (DOI) frequency managers to provide initial attack  
29 (IA) air-to-ground (A/G) FM frequencies, and with the Federal Aviation  
30 Administration (FAA) to provide IA A/A AM and Airtanker Base frequencies.

31 IA A/G FM frequencies are carefully engineered for use by Forest Service and  
32 DOI frequency managers to ensure that the frequencies will not cause  
33 interference to, or, receive interference from, other licensed users. These  
34 frequencies are authorized for use **only** within their assigned frequency zone  
35 boundaries. Any use of these frequencies outside of the frequency zone  
36 boundaries may cause interference with other authorized users and will be  
37 considered a safety violation in regards to the protection of life and/or property  
38 and could have major consequences. Therefore, any changes to dispatch areas  
39 that result in being responsible for areas outside of the existing frequency

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1 boundaries must result in a coordinated effort between dispatch centers,  
2 ensuring that only frequencies assigned within the appropriate frequency zone  
3 are used. Updated frequency information is coordinated annually with the  
4 GACCs.

5 On an annual basis the FAA engineers Airtanker Base frequencies and IA A/A  
6 AM frequencies for use by the wildland fire community. The Airtanker Base  
7 frequencies are engineered for use within a 40 nautical mile radius (unless  
8 otherwise specified) from the base center point and the IA A/A AM frequencies  
9 are engineered for use **only** within their assigned frequency zone boundaries.  
10 Both are designed for use below 5,000 feet above ground level (AGL). These  
11 frequencies are engineered by the FAA to minimize the risk of causing  
12 interference with civilian aircraft or airports located within the same geographic  
13 areas. Any use of these frequencies outside of the provided service volume is  
14 considered a major safety violation by the FAA and may result in the removal of  
15 and/or denial of use for those frequencies.

16 All initial attack frequency assignments are depicted on maps disseminated  
17 annually by the CDO through the FTP site. For access to the FTP site contact the  
18 CDO Office.

**19 Mutual Aid Frequency Management**

20 Mutual aid frequency sharing agreements can be made at the local level.  
21 Agreements are only approved in the specific location where assigned.

22 Prohibited:

- 23 • Use of mutual-aid-frequency outside assigned area; and
- 24 • Formal agreements for mutual-aid using NIFC National Fire Frequencies.

25 Exception:

- 26 • Agency with Radio Frequency Authorization (RFA) approved by National  
27 Telecommunications Information Agency (NTIA) for frequency in NIFC  
28 Channeling Plan; notification and coordination with NIFC CDO required.

**29 Incident Frequency Management**

30 National level coordination and assignments of incident frequencies is the  
31 responsibility of the National Interagency Incident Communications Division  
32 (NIICD) and is performed by the NIFC CDO.

33 When communications requirements exceed normal operations, the NIFC CDO  
34 may request that GACCs assign a Communication Coordinator (COMC) to  
35 facilitate geographic area frequency management. Additional information is in  
36 the *National Interagency Mobilization Guide*.

- 37 • Frequencies for Type 1 and 2 incidents are assigned by the NIFC CDO and  
38 are managed by a qualified Communications Unit Leader (COML). The

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- 1 COML will request, assign, and report all frequencies used on the incident  
2 to the NIFC CDO/COMC. This will include the request and assignment of  
3 all aircraft frequencies. Frequency use will be documented on the ICS-205  
4 (Incident Radio Communications Plan) and on ICS-220 (Air Operation  
5 Summary) forms. These completed forms will be made available to incident  
6 personnel in the Incident Action Plan (IAP).
- 7 • Type 3 incidents, or other incidents that do not have an assigned COML,  
8 will coordinate and request all frequency and communication equipment  
9 needs through the COMC and/or the NIFC CDO.

10 If additional frequencies are required, the COML will order them through the  
11 established ordering process.

12 Additional frequencies may be available on a temporary basis, and may be  
13 requested by the NIFC CDO from the Washington Office Spectrum managers  
14 when:

- 15 • The NIICD national frequencies are all committed within a specific  
16 geographic area; and/or
- 17 • New incidents within a complex create a need for additional frequencies;  
18 and/or
- 19 • The fire danger rating is extreme and the potential for additional new  
20 incidents is high; and/or
- 21 • There is frequency congestion due to incidents in close proximity.

#### 22 Aviation Operations Frequency Management

- 23 • Air-to-Air – AM frequencies are requested via the NIFC CDO who then  
24 coordinates with the Federal Aviation Administration (FAA). Frequencies  
25 are engineered by the FAA with a service volume of 20NM radius with  
26 5,000ft AGL from incident latitude/longitude or other provided center point.  
27 If the needs of the incident require a larger radius, a request should be made  
28 through the NIFC CDO to be coordinated with the FAA.
- 29 • Air-to-Ground – FM frequencies will be authorized by agency frequency  
30 managers and coordinated and assigned by the NIFC CDO. Frequencies are  
31 assigned for incident use with a service volume of 20NM radius from  
32 incident latitude/longitude or other provided center point and 3,000ft AGL  
33 per agency Radio Frequency Authorization (RFA).
- 34 • ### With the exception of an emergency, aircraft shall **not** transmit over  
35 NIICD command repeaters.

36 Both AM and FM aviation frequency assignments will be used on an  
37 interagency basis and a master record of these assignments is maintained by the  
38 NIFC CDO.

#### 39 Pre-assigned National Frequencies

#### 40 National Air Guard Frequency (168.6250 MHz)

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1 A National Interagency Air Guard frequency will be used for emergency  
2 aviation communications. Continuous monitoring of this frequency is mandatory  
3 by agency dispatch centers and aircraft. A Continuous Tone Coded Squelch  
4 System (CTCSS) tone of 110.9 Hz must be used when transmitting on the  
5 National Air Guard Frequency. This frequency must be programmed into the  
6 last channel of every group in fire handheld radios.

7 This frequency, 168.6250 MHz is only used for:

- 8 • Air-to-air emergency contact and coordination;
- 9 • Ground-to-air emergency contact; and
- 10 • Initial call, recall, and re-direction of aircraft when no other contact  
11 frequency is available.

12 **National Flight Following Frequency (168.6500 MHz)**

13 The National Flight Following Frequency is used to monitor interagency and  
14 contract aircraft. All aircraft on point-to-point or mission flights should  
15 establish/terminate flight following, and confirm Automated Flight Following  
16 (AFF) on the National Flight Following frequency.

17 The National Flight Following frequency is to be used for flight following,  
18 dispatch, or redirection of aircraft. No other uses, including tactics and logistics,  
19 are authorized.

20 All dispatch centers/offices will monitor the national flight following frequency  
21 at all times. A CTCSS tone of 110.9 must be used when transmitting and  
22 receiving on the National Flight Following frequency.

23 **Smokejumper and Rappel/RADS Air-to-Ground Frequency (168.5500**  
24 **MHz)**

25 Assigned to smokejumpers for DOI, USDA and other agencies. Specifically  
26 dedicated as a smokejumper national air-to-ground tactical channel. Secondary  
27 use is authorized for BLM and USFS Rappel/rope Assisted Delivery System  
28 (RADS) aerial delivery operations. Channel must be toned on both transmit and  
29 receive for all smokejumper and RADS teams to insure that interference issues  
30 are avoided. Smokejumpers will use tone 123.0 and RADS will use 110.9. Use  
31 of this frequency other than for the delivery of aerial firefighters is prohibited.

32 **Government-wide Area Common User Frequencies (163.1000 MHz,**  
33 **168.3500 MHz)**

34 These shared frequencies are used on a non-interference basis and are not  
35 exclusive to any user. These frequencies are not to be used for air-to-ground  
36 operations and are prohibited by DOI and USDA from use as a frequency during  
37 operations involving the protection of life and property.

- 38 • **NOTE:** When traveling between incidents, be sure to monitor for incident  
39 radio traffic in the area before using these frequencies.

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1 **National Interagency Fire Tactical Frequencies (168.0500 MHz, 168.2000**  
2 **MHz, 168.6000 MHz, 168.2500 MHz, 166.7250 MHz, 166.7750 MHz)**

3 These shared frequencies are approved for ground tactical operations (line of  
4 sight) on incidents.

5 Prohibited Use:

- 6 • Air-to-air communications; and
- 7 • Air-to-ground communications.

8 Permission to use these frequencies requires **prior approval** from the NIFC  
9 CDO (or COMC when mobilized).

### 10 **Incident Radio Support**

11 All National Incident Radio Support Cache (NIRSC) communications  
12 equipment will be returned to NIFC immediately after the incident is turned over  
13 to the local jurisdictional agency unless otherwise coordinated with the NIICD  
14 CDO/COMC.

15 **### To meet the high demand for NIRSC communications equipment during**  
16 **peak fire seasons, please follow the following NIRSC Basic Operating**  
17 **Procedure when shipping communications equipment back to NIFC:**

18 **PL 1-2: Return communications equipment by lowest cost**

- 19 • Return any unused or broken equipment to NIRSC

20 **PL 3-4: Expedite communications equipment return by best means**

- 21 • Return any unused or broken equipment to NIRSC
- 22 • Ground freight if possible
- 23 • Should arrive at NIRSC within 4-5 days

24 **PL 5: Return communications equipment by fastest means**

- 25 • Return any unused or broken equipment to NIRSC
- 26 • Overnight NIRSC equipment if possible
- 27 • Utilize local drivers for GACC's within 8-hour drive time from NIRSC

28 **Note: The ordering incident is responsible for returning and/or coordinating all**  
29 **NIRSC radio equipment directly back to Boise by; arranging shipping through**  
30 **the local buying team, arranging shipping through the local district office, or**  
31 **arranging shipping through the local supply caches.**

32 **### No** NIRSC communications equipment shall **### NOT** be moved from one  
33 incident to another without being first returned to NIRSC for refurbishment.  
34 Unused and sealed equipment may be moved, but only upon approval of the  
35 NIFC CDO or COMC.

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**1 Military Communications on an Incident**

2 Military units assigned to an incident are provided NIRSC communications  
3 equipment. Each battalion is typically assigned 80 handheld radios. Intercrew  
4 communications within a military unit is provided by the military on their radios  
5 and frequencies. All incident frequencies are assigned by the COML using form  
6 ICS-205.

7 Some military units have aviation VHF-FM radios compatible with civilian  
8 systems. Other units must be provided VHF-FM radios prior to dispatch to an  
9 incident. Wiring harnesses and radios will be resource ordered by the incident.  
10 The resource order will include a request for qualified personnel from NIICD to  
11 perform the installation of the equipment. Equipment will not be sent without  
12 qualified personnel to install it.

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## Chapter 16 Aviation Operations and Resources

### Purpose and Scope

Aviation resources are one of a number of tools available to accomplish fire related land management objectives.

Aviation use must be prioritized based on management objectives and probability of success.

The effect of aviation resources on a fire is directly proportional to the speed at which the resource(s) can initially engage the fire, the effective capacity of the aircraft, and the deployment of ground resources.

These factors are magnified by flexibility in prioritization, mobility, positioning, and utilization of the versatility of many types of aircraft.

In addition to the priorities listed in the *National Interagency Mobilization Guide*, chapter 10 under headings “Total Mobility” and “Priorities”, mobilization of aircraft should be based on optimizing the use of exclusive-use contracted aircraft. Call-when-needed aircraft will be the last ordered and the first released. The exception to this is use for initial action response and capability.

Risk management is a necessary requirement for the use of any aviation resource. The risk management process must include risk to ground resources, and the risk of not performing the mission, as well as the risk to the aircrew.

### Organizational Responsibilities

#### National Office – Department of Interior (DOI) Office of Aviation Services (OAS)

The Office of Aviation Services (OAS) is responsible for the coordination of aviation policy development and maintenance management within the agencies of the Department of the Interior (DOI). The OAS has no operational responsibility. The OAS provides aviation safety program oversight, accident investigation, and inspection/approval of aircraft and pilots for DOI agencies.

#### Bureau of Land Management (BLM)

National Aviation Office (NAO) – NAO develops BLM policy, procedures, and standards. It also maintains functional oversight, and facilitates interagency coordination for all aviation activities. The principal goals are safety and cost-effectiveness. The NAO supports BLM aviation activities and missions. This includes fire suppression, through strategic program guidance, managing aviation programs of national scope, coordination with OAS, and interagency partners. The fire and aviation directorate has the responsibility and authority, after consultation with state fire management officers, for funding and acquisition of all fire aircraft, prioritizing the allocation of BLM aircraft on a bureau wide basis, and approving state office requests to acquire supplemental



1 aircraft resources. Refer to *BLM National Aviation Plan and Manual 9400* for  
2 aviation policy and guides. Refer to 112 DM 12 for a list of responsibilities.

3 ***National Park Service (NPS)***

4 The Branch of Aviation develops NPS policy, procedures, and standards for all  
5 fire and non-fire aviation activities. This includes providing guidance on fire  
6 suppression, as well as standardizing aviation programs at the national level,  
7 coordinating with OAS and interagency partners. The Branch of Aviation also  
8 has responsibility for operational execution of the aviation program. The Branch  
9 ensures personnel receive aviation training, provides internal training for fleet  
10 pilots, has responsibility for quality assurance and quality control of park  
11 aviation programs and provides fiscal analysis to determine numbers and types  
12 of aircraft for the bureau.

13 ***Bureau of Indian Affairs (BIA)***

14 The NAO is responsible for supporting all BIA Aviation programs through an  
15 active and professional aviation organization that:

- 16 • Develops and coordinates efficient aviation policy and management  
17 processes;
- 18 • Provides guidance for aviation programmatic and operational risk  
19 management;
- 20 • Leads aviation safety assurance and promotion programs;
- 21 • Provides aircraft acquisition support as specified by Indian Affairs  
22 management objectives; and
- 23 • Develops and promotes a skilled aviation management workforce.

24 **National Office – U.S. Department of Agriculture**

25 ***Forest Service (FS)***

26 The FS has responsibility for all aspects of its aviation program, including  
27 aviation policy and budget development, aircraft acquisition, aircraft operations,  
28 aviation safety and risk management, budget, pilot standardization, and  
29 airworthiness. In addition, the FS has operational responsibility for functional  
30 oversight of aviation assets and facilities, operational coordination and  
31 utilization, accident investigation, and aircraft and pilot inspection.

32 The Assistant Director (AD), Aviation, is responsible to the Director of Fire and  
33 Aviation Management for the management and supervision of the National  
34 Headquarters Office in Washington DC, and the National Office in Boise. The  
35 AD, Aviation provides leadership, support and coordination for national and  
36 regional aviation programs and operations. Refer to FSM 5704 for list of  
37 responsibilities.

38

- 1 The Branch Chief, Aviation Operations reports to the AD, Aviation, and is  
2 responsible for national aviation operational management and oversight. ###  
3 This operational management and oversight includes authority to provide  
4 direction to coordination centers regarding the mobilization and reassignment of  
5 USDA contracted national aviation resources. The branch chief may also  
6 delegate this authority to national aircraft coordinators or the FS Aviation Duty  
7 Officer (ADO).
- 8 The Branch Chief, Pilot Standardization reports to the AD, Aviation, and is  
9 responsible for pilot and aircrew standardization and approval of agency and  
10 contracted ### pilot personnel.
- 11 The Branch Chief, Airworthiness reports to the AD, Aviation, and is responsible  
12 for national aircraft airworthiness and maintenance program management and  
13 oversight.
- 14 The Branch Chief, Aviation Business Operations reports to the AD, Aviation  
15 and is responsible for policy maintenance and development, budget  
16 development, and planning.
- 17 The Aviation Strategic Planner reports to the AD, Aviation and is responsible  
18 for strategic planning and reporting.
- 19 The Branch Chief, Aviation Safety Management Systems reports to the AD ###  
20 Risk Management and Training, and is responsible for the national aviation  
21 safety and risk management program and oversight Aviation, and is responsible  
22 for oversight, coordination and direction of aviation safety management system  
23 functions.

#### 24 **State/Regional Office**

- 25 • *BLM – State FMOs are responsible for providing oversight for aircraft  
26 hosted in their state. State FMOs have the authority and responsibility to  
27 approve, with national office concurrence, acquisition of supplemental  
28 aircraft resources within their state. State FMOs have the authority to  
29 prioritize the allocation, pre-positioning and movement of all aircraft  
30 assigned to the BLM within their state. State offices will coordinate with the  
31 national office on movement of their aircraft outside of their state. A state  
32 aviation manager (SAM) is located in each state office. SAMs are delegated  
33 as the contracting officers representative (COR) for all exclusive use  
34 aircraft hosted by their state. SAMs implement aviation program objectives  
35 and directives to support the agency mission and state objectives. A state  
36 aviation plan is required to outline the state aviation program objectives  
37 and to identify state-specific policy and procedures.*
- 38 • *NPS – A regional aviation manager (RAM) is designated for each region.  
39 RAMs oversee the tactical execution of their region’s aviation programs,  
40 provide technical expertise and aviation safety oversight of the parks in  
41 their geographic area. RAMs observe regional aviation activities and  
42 provide liaison with the national branch of aviation and other agencies as*

- 1 appropriate. A regional aviation operations and management plan is  
2 required to outline the region's aviation program objectives and to identify  
3 region-specific policy and procedures.
- 4 • **FWS** – A regional aviation manager (RAM) is designated for each region.  
5 RAMs implement aviation program objectives and directives to support the  
6 agency mission and region objectives. Several regions have additional  
7 support staff, and/or pilots assigned to support aircraft operations and to  
8 provide technical expertise. A regional aviation operations and  
9 management plan is required to outline the region's aviation program  
10 objectives and to identify region-specific policy and procedures.
  - 11 • **FS** – Regional aviation officers (RAOs) are responsible for directing and  
12 managing Regional aviation programs in accordance with the national and  
13 regional aviation management plans, and applicable agency policy  
14 direction. (Refer to FSM 5700 and FSH 5709.16 for list of responsibilities).  
15 RAOs report to director of fire and aviation for their specific region.  
16 Regional aviation safety managers (RASMs) are responsible for aviation  
17 safety in their respective regions, and work closely with the RAO to ensure  
18 aviation safety is an organizational priority (refer to FSM 5700 and FSH  
19 5709.16 for list of responsibilities). Most regions have additional aviation  
20 technical specialists and pilots who help manage and oversee the regional  
21 aviation programs. Most regions also have aviation maintenance  
22 inspectors, fixed-wing program managers, helicopter program managers,  
23 helicopter operations specialists, inspector pilots, etc.
  - 24 • **BIA** –
    - 25 ○ Provides oversight and approval of the acquisition and use of BIA  
26 aircraft within their region;
    - 27 ○ Has the authority to prioritize the allocation, reallocation, pre-  
28 positioning and movement of all aircraft assigned to the BIA within  
29 their region. All movements will be coordinated with the NAO;
    - 30 ○ Manages and provides oversight of all BIA aircraft assigned to the  
31 region;
    - 32 ○ Coordinates with agencies, geographical coordination centers, NAO  
33 aircraft coordinators on aviation resources assigned to their region;
    - 34 ○ Ensures all region assigned aviation resources are effectively utilized  
35 as efficient BIA resources;
    - 36 ○ Delegates or designates the RAM, who ensures appropriate aviation  
37 roles and positions are filled by qualified personnel;
    - 38 ○ Ensures all aviation employees meet DOI and BIA training  
39 requirements; and
    - 40 ○ Ensures Inter-agency Agreement (IAA) between region and Office of  
41 Aviation Services (OAS) Acquisition Services Directorate (ASD) is  
42 valid and in force. Coordinate modifications to IAA as projects and  
43 missions dictate.
- 44 **Local Office**

- 1 Some areas have interagency aviation programs that utilize an Aviation Manager  
2 for multiple units. Duties are similar as other local level managers.
- 3 • **BLM** – Unit aviation managers (UAMs) serve as the focal point for the unit  
4 aviation program by providing technical expertise and management of  
5 aviation resources to support field office/district programs. Field/district  
6 offices are responsible for hosting, supporting, providing daily  
7 management, and dispatching all aircraft assigned to their unit.  
8 field/district offices have the authority to request additional resources; to  
9 establish priorities, and make assignments for all aircraft assigned to the  
10 BLM within their unit or zone.
  - 11 • **NPS** – Unit or park aviation managers have the responsibility to provide  
12 aviation expertise and management of aviation resources at each park unit.  
13 Organizational responsibility refer to DO-60, RM-60.
  - 14 • **FS** – Unit aviation officers (UAOs)/forest aviation officers (FAOs) have the  
15 responsibility for aviation activities at the local level, including aviation  
16 mission planning, risk management and safety, supervision, and evaluation.  
17 UAOs/FAOs assist line officers with risk assessment/management and cost  
18 analysis. Refer to FSM 5700 Zero Code for a list of responsibilities.
  - 19 • **BIA** – The AAM/UAM manages the unit aviation program by providing  
20 technical and management direction of aviation resources to support  
21 Agency programs. The AAM/UAM has functional responsibility in the  
22 following areas:
    - 23 ○ The AAM/UAM is authorized to provide for daily management of all  
24 aviation resources;
    - 25 ○ Ensures agency flight compliance with USDI/BIA/region and agency  
26 policies and regulations;
    - 27 ○ Develop and implement the agency/unit aviation management plan, as  
28 well as specific operating plans for other aviation programs (i.e.,  
29 helitack, SEAT, and aerial supervision);
    - 30 ○ Ensures completion of the Project Aviation Safety Plan (PASP) with  
31 appropriate approvals/briefing of line officer;
    - 32 ○ Ensures that appropriate training is provided to aviation users and  
33 supervisors. Monitors aviation training compliance for the  
34 Agency/Unit;
    - 35 ○ Designates and assigns an alternate aviation manager when needed;
    - 36 ○ Ensures that visiting aircrews have received flight crew  
37 briefing/aviation orientation and guides;
    - 38 ○ Confirms DOI/BIA/OMB requirements are met and completes the cost  
39 analysis requirements and schedules the flight with a qualified vendor;
    - 40 ○ Ensures the accuracy of the Aircraft Use Report. Processes and  
41 maintains copies and records documenting the flight as required by the  
42 DOI manual;
    - 43 ○ Confirms that a qualified flight manager is assigned to all  
44 project/resource flights;

- 1 ○ *Is responsible for the distribution and use of the Aviation Boundary*
- 2 *Plan/Checklist if one is in place;*
- 3 ○ *Ensures Agency/Unit Aviation Security Plan is current and*
- 4 *implemented in accordance with DOI policy;*
- 5 ○ *May serve as the COR for BIA exclusive use aircraft on their*
- 6 *Agency/Unit if aircraft manager is not current or qualified as such;*
- 7 ○ *Authorized to order approved aircraft utilizing agency procurement*
- 8 *documents and procedures. Also establish priorities and allocate all*
- 9 *aircraft assigned to the BIA within their unit or zone; and*
- 10 ○ *Maintains an up to date aviation reference library with all applicable*
- 11 *aviation policy and procedural references.*

## 12 **Aviation Information Resources**

13 Aviation reference guides and aids for agency aviation management are listed  
14 for policy, guidance, and specific procedural requirements.

- 15 ● **BLM** – 9400 Manual appendix 1, National Aviation Plan (NAP) and  
16 applicable aviation guides as referenced in the NAP.
- 17 ● **NPS** – RM-60 Aviation Management Reference Manual, NWCG Standards  
18 for Helicopter Operations, and the NWCG Standards for Aerial  
19 Supervision.
- 20 ● **FWS** – Service Manual 330-339, Aviation Management and NWCG  
21 Standards for Helicopter Operations.
- 22 ● **FS** – FSM 5700, FSH 5709.16 and applicable aviation guides when  
23 approved by the agency and referenced in policy.
- 24 ● **BIA** – BIA National Aviation Plan (NAP) and applicable aviation guides as  
25 referenced in the NAP.

26 Safety alerts, operational alerts, instruction memoranda, information bulletins,  
27 incident reports, and other guidance or information are issued as needed.

28 An up-to-date library with aviation policy and procedural references will be  
29 maintained at all permanent aviation bases, dispatch, and aviation management  
30 offices.

## 31 **Aviation Safety**

32 The FS, BLM, and BIA have adopted Safety Management Systems (SMS) as the  
33 foundation for the aviation safety program. The four pillars of SMS are Safety  
34 Policy, Safety Risk Management, Safety Assurance, and Safety Promotion. SMS  
35 is the standard for aviation safety set by the International Civil Aviation  
36 Organization (ICAO) and the Federal Aviation Administration (FAA).

37 SMS focuses on:

- 38 ● Emphasis on proactive risk management;
- 39 ● Promotes a “Just” culture;
- 40 ● Addresses systemic safety concerns;
- 41 ● Holds the organization accountable;

- 1 • Identifies “What” so we can manage the manageable; and
  - 2 • Communicates the “Why” so the culture can learn from mistakes.
- 3 The intent of SMS is to improve the aviation culture by increasing hazard  
4 identification, reduce risk-taking behavior, learn from mistakes, and correct  
5 procedures before a mishap occurs rather than after the accident. ### More  
6 information on SMS is available at the Wildland Fire Lessons Learned Center  
7 under the Lessons Learned link at <https://www.wildfirelessons.net/home>.  
8 Additionally, the current approved US Forest Service Aviation SMS Guide is  
9 available at <https://www.fs.fed.us/managing-land/fire>.

#### 10 **Risk Assessment and Risk Management**

11 The use of risk management will help to ensure a safe and successful operation.  
12 Risk is the probability that an event will occur. Assessing risk identifies the  
13 hazard, the associated risk, and places the hazard in relationship to the mission.  
14 A decision to conduct a mission requires weighing the risk against the benefit of  
15 the mission and deciding whether the risks are acceptable.

16 Aviation missions always have some degree of risk. The four sources of hazards  
17 are methods, medium, man, and machine. Managing risk is a 5-step process:

- 18 1. Identify hazards associated with all specified and implied tasks for the  
19 mission.
  - 20 2. Assess hazards to determine potential of occurrence and severity of  
21 consequences.
  - 22 3. Develop controls to mitigate or remove risk, and make decisions based on  
23 accepting the least risk for the best benefit.
  - 24 4. Implement controls – (1) education controls, (2) physical controls, and (3)  
25 avoidance controls.
  - 26 5. Supervise and Evaluate – enforce standards and continuously re-evaluate  
27 their effectiveness in reducing or removing risk. Ensure that controls are  
28 communicated, implemented, and enforced.
- 29 • *FS – FSM 5700. Employees shall use an operational risk management  
30 process to evaluate the risk and hazards prior to every flight.*

#### 31 **How to Properly Refuse Risk (Aviation)**

32 Every individual (government and contracted employees) has the right and  
33 obligation to report safety problems affecting his or her safety and has the right  
34 to contribute ideas to correct the hazard. In return, supervisors are expected to  
35 give these concerns and ideas serious consideration. When an individual feels an  
36 assignment is unsafe, he or she also has the obligation to identify, to the degree  
37 possible, safe alternatives for completing that assignment. Turning down an  
38 assignment is one possible outcome of managing risk.

39 A “turn down” is a situation where an individual has determined he or she  
40 cannot undertake an assignment as given and is unable to negotiate an  
41 alternative solution. The turn down of an assignment must be based on  
42 assessment of risks and the ability of the individual or organization to control or

- 1 mitigate those risks. Individuals may turn down an assignment because of safety  
2 reasons when:
- 3 • There is a violation of regulated safe aviation practices;
  - 4 • Environmental conditions make the work unsafe; or
  - 5 • They lack the necessary qualifications or experience.
- 6 Individuals will directly inform their supervisor that they are turning down the  
7 assignment as given. The most appropriate means of documented turn down  
8 criteria is using the Aviation Watch Out Situations (*IRPG*).
- 9 Supervisors will notify the air operations branch director (AOBD) or unit  
10 aviation leadership immediately upon being informed of a turn down. If there is  
11 no AOBD, notification shall go to the appropriate section chief, the incident  
12 commander or local fire and aviation staff. Proper handling of turn downs  
13 provides accountability for decisions and initiates communication of safety  
14 concerns within the incident organization.
- 15 If the assignment has been turned down previously and the supervisor asks  
16 another resource to perform the assignment, he or she is responsible to inform  
17 the new resource that the assignment had been turned down and the reasons  
18 why. Furthermore, personnel need to realize that a “turn down” does not stop the  
19 completion of the assigned operation. The “turn down” protocol is an integral  
20 element that improves the effective management of risk, for it provides timely  
21 identification of hazards within the chain of command, raises risk awareness for  
22 both leaders and subordinates, and promotes accountability.
- 23 If an unresolved safety hazard exists the individual needs to communicate the  
24 issue/event/concern immediately to his or her supervisor and document as  
25 appropriate.

#### 26 **Aviation Safety Support**

##### 27 **Aviation Safety and Technical Assistance Team (ASTAT)**

- 28 During high levels of aviation activity, it is advisable to request an Aviation  
29 Safety and Technical Assistance Team (ASTAT). An ASTAT’s purpose is to  
30 enhance risk management, efficiency, effectiveness, and provide technical  
31 assistance while reviewing aviation operations. If an ASTAT cannot be filled  
32 internally, the request may be placed with NICC through established ordering  
33 channels using individual overhead requests. An ASTAT should operate under a  
34 delegation of authority from the appropriate state/regional aviation manager(s)  
35 or Multi Agency Coordinating Group. **### If requested by the home unit/region,**  
36 formal written reports **### shall will** be provided to appropriate manager(s) as  
37 outlined at the in-brief. A team should be developed to fit the need of the  
38 requesting unit and may consist of the following:
- 39 • Aviation safety manager;
  - 40 • Operations specialist (helicopter and/or fixed wing);
  - 41 • Pilot inspector;
  - 42 • Maintenance inspector;

- 1 • Avionics inspector (optional); and
- 2 • Aircraft dispatcher (optional).

### 3 **Aviation Safety Briefing**

4 Every passenger must receive a briefing prior to each flight. The briefing is the  
5 responsibility of the pilot in command (PIC) but may be conducted by the pilot,  
6 flight manager, helicopter manager, fixed-wing base manager, or an individual  
7 with the required training to conduct an aviation safety briefing. The pilot  
8 should also receive a mission briefing from the government aircraft manager.  
9 Refer to the *IRPG* and *NWCG Standards for Helicopter Operations*.

### 10 **Aviation Hazard**

11 An aviation hazard is any condition, act, or circumstance that compromises the  
12 safety of personnel engaged in aviation operations. Pilots, flight crew personnel,  
13 aviation managers, incident air operations personnel, and passengers are  
14 responsible for hazard identification and mitigation. Aviation hazards may  
15 include but are not limited to the following:

- 16 • Deviations from policy, procedures, regulations, and instructions;
- 17 • Improper hazardous materials handling and/or transport;
- 18 • Airspace conflicts/flight following deviation;
- 19 • Deviation from planned operations;
- 20 • Failure to utilize PPE or Aviation Life Support Equipment (ALSE);
- 21 • Failure to meet qualification standards or training requirement;
- 22 • Extreme environmental conditions;
- 23 • Improper ground operations;
- 24 • Improper pilot procedures;
- 25 • Fuel contamination; and
- 26 • Unsafe actions by pilot, air crew, passengers, or support personnel.

27 Aviation hazards also exist in the form of wires, low-flying aircraft, and  
28 obstacles protruding beyond normal surface features. Each office will post,  
29 maintain, and annually update a “Known Aerial Hazard Map” for the local  
30 geographic area where aircraft are operated, regardless of agency jurisdiction.  
31 This map will be posted and used to brief flight crews. Unit aviation managers  
32 are responsible for ensuring the development and updating of Known Aerial  
33 Hazard Maps (*NWCG Standards for Helicopter Operations*).

### 34 **Aerial Applications of Wildland Fire Chemical Safety**

35 Chapter 12 contains information concerning the aerial application of wildland  
36 fire chemicals.

### 37 **SAFECOM**

38 The DOI and the FS have an incident/hazard reporting form called The Aviation  
39 Safety Communiqué (SAFECOM). The database, available at  
40 <https://www.safecom.gov/>, fulfills the Aviation Mishap Information System  
41 (AMIS) requirements for aviation mishap reporting for the DOI agencies and the  
42 FS. Categories of reports include: Accidents, Airspace, Hazards, Incidents,



1 Maintenance, Mishap Prevention, and Kudos. The system uses the SAFECOM  
2 Form OAS-34 or FS-5700-14 to report any condition, observation, act,  
3 maintenance problem, or circumstance with personnel or aircraft that has the  
4 potential to cause an aviation-related mishap. The SAFECOM system is not  
5 intended for initiating punitive actions. Submitting a SAFECOM is not a  
6 substitute for "on-the-spot" correction(s) to a safety concern. It is a tool used to  
7 identify, document, track, and correct safety related issues. A SAFECOM does  
8 not replace the requirement for initiating an accident or incident report.

9 Any individual (including vendors/cooperators) with knowledge of an  
10 incident/hazard should complete a SAFECOM. The SAFECOM form, including  
11 attachments and pictures, should be entered directly on the internet at  
12 <https://www.safecom.gov/>, ### or faxed to the Department of the Interior's  
13 Office of Aviation Services, Aviation Safety (208) 433-5069 or to the FS at  
14 (208) 387-5735 ATTN: SAFETY or contact the OAS or FS representative listed  
15 on the SAFECOM "About" page at <https://www.safecom.gov/about>. Electronic  
16 cc copies are automatically forwarded to the national, regional, state, and unit  
17 aviation managers.

18 The agency with operational control of the aircraft at the time of the  
19 hazard/incident/accident is responsible for completing the SAFECOM and  
20 submitting it through agency channels.

### 21 **Aircraft Incidents/Accidents**

22 Notification to the FS or OAS and DOI agency aviation safety managers is  
23 required for any aircraft mishap involving damage or injury. Use the hotline  
24 (888) 464-7427 or the most expeditious means possible. Initiate the appropriate  
25 unit Aviation Mishap Response Plan.

### 26 **Unmanned Aircraft Systems**

#### 27 **UAS Incursion Reporting Protocol**

- 28 • Fire personnel should immediately notify the ATGS if overhead, aircraft  
29 over the incident, the IC and dispatch. Dispatch should report all  
30 unauthorized UAS or drone activity immediately via SAFECOM  
31 (<https://www.safecom.gov/>) and to the Federal Aviation Administration.

32 Reporting key points:

- 33 • Report UAS information (location, color, size, altitude, flight pattern), if  
34 known.
- 35 • Dispatch centers should report incursions to the nearest Air Route Traffic  
36 Control Center (ARTCC) or follow geographic area protocol.

#### 37 **Policy**

- 38 • UAS fire operations shall be conducted under the provisions of the *NWCG*  
39 *Standards for Fire Unmanned Aircraft Systems Operations* (PMS 515).
- 40 • When UAS are flown for USFS/DOI work or benefit, Federal Aviation  
41 Administration (FAA), USFS, and DOI regulations apply.

- 1 • All aircraft (to include UAS) purchase, lease, or acquisition **must** follow  
2 department procurement policy and procedures.
- 3 • All aircraft and pilots employed by the USFS or DOI agencies **shall** be  
4 credentialed in accordance with departmental policy.
- 5 • UAS flights under USFS operational control **must** adhere to USFS policy  
6 and regulations regarding their use. Guidance can be found in FSM 5700  
7 Zero Code, the *USFS National Aviation Safety and Management Plan* and  
8 at <https://www.fs.fed.us/managing-land/fire/aviation/uas>.
- 9 • UAS flights under DOI operational control **must** adhere to DOI and agency  
10 specific policy and regulations regarding their use. Guidance can be found  
11 in the *Departmental Manual*, Parts 350-353, and Operational Procedures  
12 Memorandum 11 at <https://www.doi.gov/aviation/library/opm>.
- 13 • UAS procured/owned/operated by cooperating agencies (state, local, and  
14 International) may be utilized on federally-managed fires when cooperative  
15 agreements are in place and the aircraft and pilot have been approved by  
16 letter nationally or regionally.
- 17 • UAS flights conducted by non-participatory entities (e.g., media) must  
18 adhere to FAA regulations.
- 19 • A Special Government Interest Waiver (SGI) must be issued for beyond  
20 visual line of sight (BVLOS) operations within a TFR. SGI requests shall be  
21 routed through the UAS Coordinator at 208-387-5335.

#### 22 **Personnel**

- 23 • Four UAS positions are listed in the PMS 310-1:
  - 24 ○ Unmanned Aircraft System Pilot (UASP)
  - 25 ○ Unmanned Aircraft System, Data Specialist (UASD)
  - 26 ○ Unmanned Aircraft System, Manager (UASM)
  - 27 ○ Unmanned Aircraft System, Module Leader (UASL)

#### 28 **Crew Composition**

- 29 • UAS operations are typically conducted under a crew (module) concept.
- 30 • Typical module configuration:
  - 31 ○ Agency operated systems (Type 3 or 4): UASP and UASD
  - 32 ○ Contract systems (Type 1 or 2): UASM and UASD
  - 33 ○ Span of control for multiple UAS operations on the same incident can  
34 be mitigated with UASL.

#### 35 **Ordering**

- 36 • UAS personnel are ordered through established dispatch channels.
- 37 • Agency-owned UAS should be designated by make, model, and call sign in  
38 the “Special Needs” section of the resource order.
- 39 • Federally contracted exclusive use and CWN UAS are national resources.  
40 Geographic areas utilizing them will make them available for fires on a  
41 priority basis.

#### 42 **Operations**

- 1 • UAS flight crews utilize established procedures (e.g., Fire Traffic Area) for  
2 coordinating flights with aerial supervision/on-scene aircraft.
- 3 • Large UAS (typically type 1 and 2) will launch and recover from a “Launch  
4 and Recovery Zone” which should be designated on incident aviation  
5 planning maps.
- 6 • Small (typically type 4) UAS are fireline portable and flights will be  
7 conducted through established procedures.

#### 8 **Key Points**

- 9 • UAS is an effective tool for situational awareness and data collection.  
10 Determine the data objective before ordering the resource and flying the  
11 mission.
- 12 • UAS ICS types are listed in the *NWCG Standards for Fire Unmanned  
13 Aircraft Systems Operations* (PMS 515).
- 14 • UAS training, aircraft, sensors, and capabilities are listed on the Interagency  
15 Fire UAS Subcommittee website (see below).
- 16 • Personally owned UAS or model aircraft **must not** be used by federal  
17 agencies or their employees for interagency fire use.
- 18 • Individuals who are determined to have interfered with wildland fire  
19 operations may be subject to civil penalties and criminal prosecution.

#### 20 **Additional Information**

21 Interagency Fire UAS Subcommittee –

22 <https://www.nwcg.gov/committees/interagency-fire-unmanned-aircraft-systems->  
23 [subcommittee](https://www.nwcg.gov/committees/interagency-fire-unmanned-aircraft-systems-)

- 24 • **FAA** – <https://www.faa.gov/uas>
- 25 • **DOI** – <https://www.doi.gov/aviation/uas>
- 26 • **BLM** – <https://uas.nifc.gov/>
- 27 • **FS** – <https://www.fs.fed.us/managing-land/fire/aviation/uas>

#### 28 **Airspace Coordination**

29 The Interagency Airspace Program is an aviation safety program designed to  
30 enhance aviation safety and reduce the risk of a mid-air collision. The *NWCG  
31 Standards for Airspace Coordination* (<https://www.nwcg.gov/publications/520>)  
32 provides direction and procedures for airspace coordination. Additional  
33 guidance may be found in the *National Interagency Mobilization Guide* and  
34 supplemented by local mobilization guides.

- 35 • **FS** – Refer to *FSH 5709.16, chapter 30* for additional airspace information.

36 An airspace coordinator (ASCO) should be ordered when incident aviation  
37 activity is widespread and involves a number of complex TFRs, complex  
38 airspace is involved, or difficult airspace conflict resolutions exist with various  
39 agencies.

40 Airspace deconfliction is performed for both emergency and non-emergency  
41 aviation activities.

- 1 Some BLM, BIA, state and FS units have memorandums of understanding  
2 (MOUs) with local military airspace authorities for airspace coordination.  
3 Briefings from unit aviation managers/officers (UAM/UAO) are crucial to  
4 ensure that any local airspace information is coordinated before flight.
- 5 All firefighting aircraft are required to have operative transponders and will use  
6 a national firefighting transponder code of 1255 when engaged in, or traveling  
7 to, firefighting operations (excluding ferry flights), unless given a discrete code  
8 by Air Traffic Control (ATC).
- 9 Additional coordination information can be found at:  
10 <https://www.nwccg.gov/committees/interagency-airspace-subcommittee>. See  
11 “Roster” for agency members. Additional airspace coordination can be found by  
12 contacting:
- 13 • **BLM** – *State aviation managers, national airspace program manager*
  - 14 • **NPS** – *Regional aviation managers*
  - 15 • **FWS** – *National aviation safety specialist*
  - 16 • **FS** – *National airspace program manager*
  - 17 • **BIA** – *Regional aviation managers*

### 18 **Flight Request and Approval**

- 19 • **NPS** – *Reference RM 60, appendix 3 and 4.*
- 20 • **FS** – *Refer to FSM 5709.16, chapter 30 for all flights.*

### 21 **Point-to-Point Flights**

22 A “Point-to-point” flight is one that originates at one developed airport or  
23 permanent helibase and flies directly to another developed airport or permanent  
24 helibase with the sole purpose of transporting personnel or cargo (this term does  
25 not apply to flights with a scheduled air carrier on a seat fare basis). These types  
26 of flights are often referred to as “administrative” flights and only require the  
27 aircraft and pilot to be carded and approved for point-to-point flight. A point-to-  
28 point flight is conducted higher than 500 feet above ground level (AGL).

29 Agency policy requires designating a flight manager for point-to-point flights  
30 transporting personnel. The flight manager is a government employee that is  
31 responsible for coordinating, managing, and supervising flight operations. The  
32 flight manager is not required to be on board for most flights. For those flights  
33 that have multiple legs or are complex in nature a flight manager should attend  
34 the entire flight. The flight manager will meet the qualification standard for the  
35 level of mission assigned as set forth in the *Interagency Aviation Training Guide*  
36 (IAT).

- 37 • **BLM** – *Reference the BLM National Aviation Plan, chapter 3, available at*  
38 [### https://www.nifc.gov/about-us/our-partners/blm](https://www.nifc.gov/about-us/our-partners/blm)  
39 <https://www.nifc.gov/about-us/our-partners/blm/aviation/library>.
- 40 • **NPS** – *Reference RM-60, appendix 3 for agency specific policy.*
- 41 • **FS** – *Refer to FSH 5709.16 chapter 30 and the Forest Service*  
42 *Administrative Use of Aircraft Desk Reference.*

- 1 • **BIA** – Reference the BIA National Aviation Plan.

2 **Mission Flights**

3 Mission flights are defined as flights not meeting the definition of point-to-point  
4 flight. A mission flight requires work to be performed in the air (retardant or  
5 water delivery, fire reconnaissance, smokejumper delivery), or through a  
6 combination of ground and aerial work (delivery of personnel and/or cargo from  
7 helibases to helispots or unimproved landing sites; rappelling or cargo let-down;  
8 ### short-haul; single-skid, toe-in, and hover exit/entry (STEP) procedures;  
9 horse herding hoist).

- 10 • PPE is required for any fixed wing mission flight conducted below  
11 500' AGL.
- 12 ○ **DOI** – Flight helmets may not be required for multi-engine airtanker  
13 crews, smokejumper pilots and Leadplane/ASM flight/aircrew  
14 members. Note: DOI requires a helmet for all special use missions 500  
15 feet and below unless a waiver is obtained per the ALSE Handbook.  
16 Refer to agency aviation policy to determine if ALSE waivers are in  
17 place for your specific mission.
  - 18 ○ **FS** – USFS does not require flight helmets for fixed wing special use  
19 missions.
- 20 • ### Required attire for ATGS and fire reconnaissance are:  
21 ○ Leather or Nomex® shoes or boots; and  
22 ○ Natural fiber shirt, full length cotton or Nomex pants, or flight suit.
- 23 • The use of full PPE is required for all helicopter flights (point to point and  
24 mission) and associated ground operations. The specific items to be worn  
25 are dependent on the type of flight, the function an individual is performing,  
26 or the ground operation being conducted. Refer to the tables in Chapter 9 of  
27 the NWCG Standards for Helicopter Operations for specific requirements.
- 28 • Reference ALSE Handbook for all PPE requirements for special use flights.
- 29 • All personnel will meet training and qualification standards required for the  
30 mission.
  - 31 • Agency FM radio capability is required for all mission flights.
  - 32 • All passengers must be authorized and all personnel onboard must be  
33 essential to the mission.
  - 34 ○ **FS** – Special Use Mission Flight is any flight that is not point-to-point.  
35 Special use mission flights require special pilot endorsements, flight  
36 evaluations, training, and/or specialized aircraft equipment. For all  
37 special use mission flights, all pilots and aircraft must be specifically  
38 approved in writing for that flight.

39 Mission flights for fixed-wing aircraft include but are not limited to the  
40 following:

- 41 • Water or retardant application;
- 42 • Parachute delivery of personnel or cargo;
- 43 • Leadplane/ASM/Airtanker operations;

- 1 • Takeoff or landing requiring special techniques due to hazardous terrain,
  - 2 obstacles, or surface conditions; and
  - 3 • Aerial Supervision.
- 4 Mission helicopter flights include but are not limited to the following:
- 5 • Flights conducted within 500 feet AGL;
  - 6 • Water or retardant application;
  - 7 • Helicopter coordinator and ATGS operations;
  - 8 • Aerial ignition activities;
  - 9 • External load operations;
  - 10 • Rappelling;
  - 11 • Takeoff or landing requiring special techniques due to hazardous terrain,
  - 12 obstacles, pinnacles, or surface conditions to include STEP – (Single
  - 13 Skid/Toe-In/Exit-Entry Procedure);
  - 14 • Free-fall cargo;
  - 15 • Fire reconnaissance;
  - 16 • Short-haul operations; and
  - 17 • Night helicopter operations.

#### 18 **Low-level Flight Operations**

- 19 The only fixed-wing aircraft missions authorized for low-level fire operations
- 20 are:
- 21 • Smokejumper/Para-cargo;
  - 22 • Aerial Supervision Module (ASM) and Lead operations; and
  - 23 • Aerial dispensing of retardant, water enhancers and water.

#### 24 **Operational Procedures**

- 25 • A high-level recon will be made prior to low-level flight operations.
- 26 • All flights below 500 feet will be contained to the area of operation.

#### 27 **Congested Area Flight Operations**

28 Airtankers can drop retardant in congested areas under DOI authority given in

29 *14 CFR Part 137*.

30 FS authority is granted under exemption 392, from *14 CFR Part 91.119* as

31 referenced in FSH 5709.16, chapter 30. When such operations are necessary,

32 they may be authorized subject to these limitations:

- 33 • Airtanker operations in congested areas may be conducted at the request of
- 34 the city, rural fire department, county, state, or federal fire suppression
- 35 agency;
- 36 • An ASM/Leadplane is ordered to coordinate aerial operations;
- 37 • The air traffic control facility responsible for the airspace is notified prior to
- 38 or as soon as possible after the beginning of the operation;
- 39 • A positive communication link must be established between the ASM or
- 40 Leadplane, airtanker pilot(s), and the responsible fire suppression agency
- 41 official; and

- 1 • The IC for the responsible fire agency or designee will advise the  
2 ASM/Leadplane/airtanker that all non-essential people and movable  
3 property have been cleared prior to commencing retardant drops.

#### 4 **Flight-Following All Aircraft**

5 Flight-Following is mandatory for all flights. Refer to the *National Interagency*  
6 *Mobilization Guide* for specific direction.

- 7 • Agency FM radio capability is required for all mission flights.
- 8 • For mission flights, there are two types of Agency Flight Following:  
9 Automated Flight Following (AFF) and radio check-in. AFF is the preferred  
10 method of agency flight following. If the aircraft and flight following office  
11 have AFF capability, it shall be utilized. Periodic radio transmissions are  
12 acceptable when utilizing AFF. Reference the AFF procedures section of  
13 the *National Interagency Mobilization Guide* for more information.
- 14 • All dispatch centers designated for fire support shall have the ability to  
15 monitor AFF as well as the capability to transmit and receive “National  
16 Flight Following” and “Air Guard.”
- 17 • If AFF becomes inoperable the aircraft will normally remain available for  
18 service, utilizing radio/voice system for flight following. Each occurrence  
19 must be evaluated individually and decided by the COR/CO.
- 20 • Helicopters conducting Mission Flights shall check-in prior to and  
21 immediately after each takeoff/landing per *NWCG Standards for Helicopter*  
22 *Operations*.

#### 23 **Sterile Cockpit All Aircraft**

24 Sterile cockpit rules apply within a 5-mile radius of the airport. The flight crew  
25 will not perform radio or cockpit communication during that time that is not  
26 directly related to safe flight of the aircraft from taxi to 5 miles out and from 5  
27 miles out until clearing the active runway. This would consist of reading  
28 checklists, communication with Air Traffic Control (ATC), Flight Service  
29 Stations, Unicom, or other aircraft with the intent of ensuring separation or  
30 complying with ATC requirements. Communications by passengers or air crew  
31 members can be accomplished when the audio panels can be isolated and do not  
32 interfere with flight operations of the flight crew.

33 **Exception:** When conducting firefighting missions within 5 miles of an  
34 uncontrolled airport, maintain sterile cockpit until departing the traffic pattern  
35 and reaching final altitude. Monitor CTAF frequency if feasible while engaged  
36 in firefighting activities. Monitor CTAF as soon as practical upon leaving the  
37 fire and returning to the uncontrolled airport. When conducting firefighting  
38 missions within Class B, C, or D airspace, notify dispatch that ATC  
39 communications will have priority over dispatch communications.

#### 40 **Interagency Interim Flight and Duty Limitations/Aviation Stand Downs**

41 Aviation stand downs are a means to find time, in an otherwise demanding flight  
42 schedule, to reflect on core aviation safety values. In this context, aviation stand

1 downs refer to an administrative decision to keep tactical aviation resources on  
2 the ground through all or part of their normal duty day or days.

3 Interim flight and duty limitations are a method to manage pilot and crew  
4 fatigue by reducing the length of the duty day or increasing the number of days  
5 off in the normal duty day cycle. During extended periods of high flight activity,  
6 fatigue must be mitigated by fire and aviation managers.

7 Aviation stand downs and interim flight and duty day limitations can be  
8 implemented at the geographic area or national level. In either case, the  
9 procedure for implementation is the same. Requests for implementation of flight  
10 and duty limitations, or proposed stand down parameters, will be made through  
11 the National Aviation Office through which it originated.

12 Decisions and procedures for implementation will be made on a coordinated,  
13 interagency basis, involving the GACC, NICC, and national aviation  
14 representatives at NIFC and aviation contracting officers. Details of the proposal  
15 will be formalized and coordinated with other affected agencies and  
16 implemented through the National Multi-Agency Coordinating Group (NMAC).

### 17 **Interim Flight and Duty Limitations Implementation**

18 During extended periods of a high level of flight activity or maximum 14-hour  
19 days, fatigue factors must be taken into consideration by fire and aviation  
20 managers. Phase 2 and/or Phase 3 Duty Limitations will be implemented for  
21 specific geographic area's aviation resources. The minimum scope of operation  
22 should be by geographic area; e.g., Northwest, Great Basin.

23 Interim flight and duty limitations are written to apply to federal contract  
24 resources. States may apply them if they so choose. The interim flight and duty  
25 limitations can apply to agency pilots, but additional days off must be  
26 coordinated with the agency pilot's supervisor and must follow federal pay and  
27 leave regulations.

#### 28 *Phase 1 – Standard Flight and Duty Limitations (Abbreviated Summary)*

- 29 • 14-hour maximum duty day;
- 30 • 8 hours maximum daily flight time for mission flights;
- 31 • 10 hours for point-to-point, with a 2 pilot crew;
- 32 • A maximum of 42 hours flight time during any consecutive 6-day period.  
33 When a pilot acquires 36 or more flight hours in a consecutive 6-day period,  
34 the pilot shall be given the following day off. A new 6-day cycle shall begin  
35 upon return from any day off;
- 36 • Minimum of 10 hours uninterrupted time off (rest) between duty periods;  
37 and
- 38 • Two days off within any 14-day period.

39 This does not diminish the authority or obligation of any individual COR  
40 (Contracting Officer Representative) or Aviation Manager to impose shorter  
41 duty days or additional days off at any time for any flight/maintenance crew  
42 members for fatigue. This authority is currently provided for in agency direction



- 1 and contract specifications. Aviation managers should consider the following  
2 actions:
- 3 • Any tactical aircraft flight crew member (airtanker, helicopter,  
4 ASM/leadplane, SEAT or air attack) may request an additional day off in  
5 conjunction with their normally scheduled day(s) off.
  - 6 • The additional day off may be granted when requested. Flight crews are  
7 encouraged to honestly assess their fatigue level and request an additional  
8 day off if they believe it is needed.
  - 9 • Aircraft availability will be paid when this occurs regardless of whether a  
10 relief crew is provided or not.
  - 11 • When an additional day off is granted, document this in the remarks section  
12 of the aircraft payment document.
  - 13 • In order to assure sufficient coverage, additional days off will need to be  
14 coordinated within the currently assigned GACC and communicated to  
15 national aviation managers. Coordinate with your aviation managers,  
16 contracting officers and dispatch organizations to implement these actions.

17 ***Phase 2 – Interim Duty Limitations***

18 When Phase 2 is activated, pilots shall adhere to the flight and day-off  
19 limitations prescribed in Phase 1 and the duty limitations defined under Phase 2.

20 Each flight crew member shall be given an additional day off each 14-day  
21 period. Crews on a 12-and-2 schedule shall have 3 consecutive days off (11-and-  
22 3). Flight crews on 6-and-1 schedules shall work an alternating weekly schedule  
23 of 5 days on, 2 days off, then 6 days on and one day off.

24 Aircraft fixed daily rates and special rates, when applicable, shall continue to  
25 accrue during the extra day off. Contractors may provide additional approved  
26 crews to maximize utilization of their aircraft. All costs associated with  
27 providing the additional crew will be at the contractor's expense, unless the  
28 additional crew is requested by the Government.

29 ***Phase 3 – Interim Duty Limitations***

30 When Phase 3 is activated, pilots shall adhere to the flight limitations of Phase 1  
31 (standard), the additional day off of Phase 2, and the limitations defined under  
32 Phase 3.

33 Flight crew members shall have a minimum of 12 consecutive hours of  
34 uninterrupted rest (off duty) during each duty day cycle. The standard duty day  
35 shall be no longer than 12 hours, except a crew duty day extension shall not  
36 exceed a cumulative 14-hour duty day. The next flight crew rest period shall  
37 then be adjusted to equal the extended duty day; i.e., 13- hour duty day, 13 hours  
38 rest; 14- hour duty day, 14 hours rest. Extended duty day applies only to  
39 completion of a mission. In no case may standby be extended beyond the 12-  
40 hour duty day.

41 Double crews (2 complete flight crews assigned to an aircraft), augmented flight  
42 crews (an additional pilot-in-command assigned to an aircraft), and aircraft

1 crews that work a rotating schedule; i.e., 2 days on, 1 day off, 7 days on, 7 days  
2 off, or 12 days on, 12 days off, may be exempted from Phase 2 Limitations upon  
3 verification that their scheduling and duty cycles meet or exceed the provisions  
4 of Paragraph a. of Phase 2 and Phase 1 Limitations.

5 Exemptions of Phase 3 provisions may be requested through the local Aviation  
6 Manager or COR, but must be approved by the FS RAO or DOI Area Aviation  
7 Manager.

#### 8 **Aviation Assets**

9 Typical agency aviation assets include helitack or rappel, ### short-haul, aerial  
10 supervision (ATGS, HLCO, Leadplane, and ASM), Large (multi-engine)  
11 Airtankers, Very Large Airtankers (VLATs), single engine airtankers (SEATs),  
12 and smokejumpers.

- 13 • **BLM** – All BLM acquired aircraft (exclusive use, On-Call, and CWN) are  
14 available to move to areas of greatest bureau need, thereby maximizing  
15 efficiency and effectiveness. Specific authorities and responsibilities for  
16 field/state and national offices are outlined earlier in this chapter. Offices  
17 are expected to adhere to procedures established in the National Aviation  
18 Plan for both acquisition and use reporting.
- 19 • **BLM** – Awaiting a resource order should not be allowed to affect the  
20 response time for initial attack mobilization. Initial attack aircraft may be  
21 launched to new incidents with just the location, bearing, distance and  
22 flight following frequency. All other pertinent information will be provided  
23 to aircrews while en route. See the BLM National Aviation Plan, 3.17.1, for  
24 additional information.
- 25 • **NPS** – All NPS fire funded aircraft (fleet, exclusive use, On-Call and CWN)  
26 are available to move to areas of greatest bureau need, thereby maximizing  
27 efficiency and effectiveness. Specific authorities and responsibilities for  
28 park, regional and national offices are outlined earlier in this chapter.
- 29 • **FS** – All FS aircraft (agency-owned, exclusive use, leased and CWN) are  
30 available to move to areas of greatest agency need, thereby maximizing  
31 efficiency and effectiveness. Forest Service units are expected to adhere to  
32 procedures established in policy for acquisition and use reporting.
- 33 • **BIA** – All BIA acquired aircraft (exclusive use, On-Call, and CWN) are  
34 available to move to areas of greatest Bureau need, thereby maximizing  
35 efficiency and effectiveness. Specific authorities and responsibilities for  
36 regional/agencies and national offices are outlined in the National Aviation  
37 Plan for both acquisition and use reporting.

#### 38 **Helitack**

39 Helitack crews perform suppression and support operations to accomplish fire  
40 and resource management objectives.

#### 41 **Organization – Crew Size**

- 1 • **BLM** – The minimum crew size for a BLM exclusive-use Type 3 helicopter  
2 is seven personnel. The minimum crew size for a BLM exclusive-use Type 2  
3 helicopter is ten personnel. All BLM exclusive-use crews will consist of key  
4 positions including: supervisor, assistant, squad boss, and crew members.  
5 The BLM states may establish larger crew size and standards for their  
6 exclusive use helicopter crews based on program need. Any increase in  
7 crew size will be documented in the respective State Aviation Plan. BLM  
8 helicopters operated in Alaska need only be staffed with a qualified  
9 helicopter manager (HMGB).
- 10 • **NPS** – Helicopter exclusive-use modules will consist of a minimum of eight  
11 fire funded personnel. The NPS regions may establish larger crew size and  
12 standards for their exclusive use helicopter crews based on the need for an  
13 all hazard component (Fire, SAR, law enforcement, and EMT). Exception to  
14 minimum helicopter crew staffing standards must be approved by the  
15 National Aviation Office. NPS helicopters operated in Alaska need only be  
16 staffed with a qualified helicopter manager (HMGB).
- 17 • **FS** – ~~### Regions may establish minimum crew size and standards for their~~  
18 ~~exclusive use helitack crews~~ Exclusive use helitack crew sizes will satisfy  
19 the FSM 5700, chapter 30, Helicopter Minimum Staffing requirements. At  
20 such time national crew size standards are established, the applicable  
21 national standard must be satisfied. Any deviation from the standard and  
22 the reason for the deviation must be found acceptable to the branch chief of  
23 aviation operations. Experience requirements for exclusive-use helicopter  
24 positions are listed in FSFAQG, chapter 4.
- 25 • **BIA** – All helicopter personnel responsibilities are outlined in the NWCG  
26 Standards for Helicopter Operations. CWN helitack training and currency  
27 requirements are contained in the PMS 310-1. Each region hosting  
28 exclusive-use helicopters is responsible for providing essential  
29 management, overhead, equipment, facilities and the resources necessary to  
30 fully support the helitack crew. Host regions are encouraged to increase  
31 helitack crew size minimum requirements to enhance operational efficiency.  
32 Recommended minimum staffing levels:
- 33 ○ Type 3 helicopter – 7 helitack personnel
  - 34 ○ Type 2 helicopter – 15 helitack personnel

### 35 Operational Procedures

36 The NWCG Standards for Helicopter Operations (PMS 510) is policy for  
37 helicopter operations.

### 38 ### Helibase

39 All helibases with two or more helicopters used for fire operations will have a  
40 helibase manager (HEBM) assigned and follow standards outlined in the NWCG  
41 Standards for Helicopter Operations.

### 42 Communication

43 The helitack crew standard is one handheld programmable multi-channel FM  
44 radio per every two crew persons, and one multi-channel VHF-AM

1 programmable radio in the primary helitack crew (chase) truck. Each helitack  
 2 crew (chase) vehicle will have a programmable VHF-FM mobile radio. Each  
 3 permanent helibase will have a permanent programmable FM radio base station  
 4 and should be provided a VHF-AM base station radio.

5 **Transportation**

6 Dedicated vehicles with adequate storage and security will be provided for  
 7 helitack crews. The required Gross Vehicle Weight (GVW) of the vehicle will  
 8 be dependent upon the volume of equipment carried on the truck and the number  
 9 of helitack crewmembers assigned to the crew.

- 10 • **BLM/BIA** – *Minimum vehicle configuration for a seven person crew will*  
 11 *consist of one Class 661 Helitack Support Vehicle and one Class 156 or*  
 12 *Class 166 vehicle.*

13 **Training and Experience Requirements**

14 All helitack members will meet fire qualifications as prescribed by the PMS  
 15 310-1 and their agency manual requirements. The following chart establishes  
 16 experience and training requirements for FS, BLM, NPS, FWS, and BIA  
 17 exclusive use, fire helicopter crew positions.

- 18 • **BIA** – *Follows the guidance put forth in the National Aviation Plan in*  
 19 *regards to Fire Helicopter Position Standards.*

20 Non-exclusive use HECMs and HMGBs should also meet the following  
 21 currency requirements.

22 **Note:** The *Interagency Aviation Training Guide* ### (December 2019) states  
 23 additional aviation training requirements (A courses). The guide is available at  
 24 [https://www.iat.gov/docs/IAT\\_Guide.pdf](https://www.iat.gov/docs/IAT_Guide.pdf).

25 **Exclusive Use Fire Helicopter Position Prerequisites**

Position <sup>1</sup>	Minimum Prerequisite Experience <sup>2</sup>	Minimum Required Training <sup>3</sup>	Currency Requirements
Fire Helicopter Crew Supervisor	One season <sup>4</sup> as an Assistant Fire Helicopter Crew Supervisor, ICT4, HMGB, HEBM		RT-372 <sup>5</sup> RT-130
Assistant Fire Helicopter Crew Supervisor	One season as a Fire Helicopter Squad Boss, ICT4, HMGB, HEBM(T)	ICS-200, S-215, S-219, S-260, S-270	RT-372 <sup>5</sup> RT-130
Fire Helicopter Squad Boss	One season as a Fire Helicopter Crewmember, FFT1, ICT5	S-211, S-212	RT-130
Fire Helicopter Crewmember	One season as a FFT2, HECM Task Book	S-271	RT-130

<sup>1</sup> All exclusive use Fire Helicopter positions require an arduous fitness rating.

<sup>2</sup> Minimum experience and qualifications required prior to performing in the exclusive use position. Each level must have met the experience and qualification requirements of the previous level(s).

<sup>3</sup> Minimum training required to perform in the position. Each level must have met the training requirements of the previous level(s).

<sup>4</sup> A "season" is continuous employment in a primary wildland fire position for a period of 90 days or more.

<sup>5</sup> After completing S-372, must attend Interagency Helicopter Manager Workshop (RT-372) within three years and every three years thereafter.

- 1 **Note:** Exceptions to the above position standards and staffing levels may be  
2 granted on a case-by-case basis by the BLM National Aviation Office, NPS  
3 Regional Office, FWS Regional Office, or FS Regional Office as appropriate.  
4 • Some positions may be designated as COR/Alternate-COR. If so, see  
5 individual Agency COR training and currency requirements.  
6 • Fire Helicopter Managers (HMGB) are fully qualified to perform all the  
7 duties associated with Resource Helicopter Manager.

#### 8 **Helicopter Rappel and Cargo Let-Down**

9 **### Any rappel or cargo let-down programs must be approved by the**  
10 **appropriate agency national headquarters BLM/NPS/BIA rappel and cargo let-**  
11 **down operations will follow the *Interagency Helicopter Rappel Guide* (IHRG).**  
12 **FS rappel programs will follow the *National Rappel Operations Guide* (NROG).**  
13 Any exemption to the identified guides must be requested by the program  
14 through the state/region for approval by the National Aviation Office  
15 (BLM/NPS/BIA), or director of fire and aviation (FS).

- 16 • **BLM** – *BLM personnel involved in an Interagency Rappel Program must*  
17 *have SFMO approval.*  
18 • **NPS/BIA** – *Approval is required by the National Office.*  
19 • **FS** – *Approval is required by the National Office.*

20 All rappel and cargo let-down operations will follow the *Interagency Helicopter*  
21 *Rappel Guide* (IHRG), as policy. Any exemption to the guide must be requested  
22 by the program through the state/region for approval by the National Aviation  
23 Office (BLM/NPS), or director of fire and aviation (FS).

#### 24 **Single-Skid, Toe-In, and Hover Exit/Entry (STEP)**

25 Any STEP program must be approved by the appropriate agency national office.

- 26 • **BLM** – *BLM STEP protocols are outlined in the BLM National Aviation*  
27 *Plan.*  
28 • **NPS** – *NPS STEP protocols are outlined in the NPS RM-60.*

#### 29 **### Short-Haul for Wildland Fire**

30 Any Short-Haul for wildland fire program must be approved by the appropriate  
31 agency national office.

- 32 • **NPS** – *Helicopter Short-Haul Operations Plan.*

#### 33 **### Emergency Medical Short Haul**

34 **### The emergency medical short haul mission is intended to extract injured or**  
35 **ill personnel from areas where a ground-based evacuation would expose rescuers**  
36 **to greater risk or where such evacuation would likely cause greater harm or**  
37 **threaten the life or limbs of the patient due to added exposure or time delay.**

**1   ### Short-Haul**

2 To transport one or more persons suspended beneath a helicopter. Short-haul  
3 includes insertion or extraction of firefighters, medical technicians or rescuers  
4 for suppression operations and medical rescues. Missions may include extraction  
5 of personnel from areas where a ground-based approach or evacuation would  
6 expose rescuers, firefighters, injured or ill personnel to greater risk.

7 All emergency medical short-haul programs must be approved by the  
8 appropriate agency national headquarters.

- 9 • *NPS/FS/BIA – National Office approval is required.*

10 All short-haul operations will comply with the following policy:

- 11 • *NPS – ### Helicopter Short-Haul Operations Plan.*
- 12 • *FS – Emergency Medical Short-Haul Operations Plan (EMSHOP).*

13 Exemptions to the policy must be requested by the program through the regional  
14 office for approval by the National Aviation Office (NPS) or Director of Fire  
15 and Aviation (FS).

**16   Aerial Ignition**

17 The *NWCG Standards for Aerial Ignition* (PMS 501) is policy for all aerial  
18 ignition activities.

**19   Fire Chemical Avoidance Areas**

20 See chapter 12 (Suppression Chemicals and Delivery Systems) for guidance.

**21   Aerial Supervision Principles for ATGS, HLCO, ASM, and Leadplane**

22 The response speed of aerial supervision resources contributes greatly to  
23 established aggressive initial attack doctrine and should be utilized accordingly.

24 ### Exclusive use (agency-owned or contracted) air tactical group supervisor  
25 (ATGS) and helicopter coordinator (HLCO) resources are geographic area  
26 (GACC) shared resources. These resources are part of a national response  
27 framework and are located at bases that provide the best strategic advantage for  
28 incident response within their zone in direct support of the airtanker and  
29 helicopter fleets. The GACC's coordinate with their agencies to ensure response  
30 capabilities are commensurate to environmental conditions and provide support  
31 to the National Interagency Coordination Center for national priorities. Agency  
32 program managers (national/regional) work with coordination centers to provide  
33 expertise and make recommendations that support fire preparedness and  
34 suppression objectives for their agency and when available, their cooperators.

35 Aerial supervision resources will be dispatched when available to  
36 initial/extended attack incidents in order to enhance safety, effectiveness, and  
37 efficiency of aerial/ground operations.

38 When aerial supervision resources are collocated with airtankers, they will be  
39 ### launched dispatched together ### (ATGS, ASM, Leadplane and HLCO) to  
40 maximize the safety, effectiveness, and efficiency of incident operations unless

1 ~~### the required~~ aerial supervision is currently ~~### over on scene of~~ the  
2 incident.

3 Incidents with three or more aircraft ~~### over/assigned to them should also~~  
4 flying missions at the same time must have aerial supervision in the form of  
5 ATGS, ~~### or~~ ASM/Leadplane ~~### or~~ HLCO ordered by the unit maintaining  
6 operational control (operations may be continued while the aerial supervisor is  
7 en route to the incident or operations can be continued if the resource is not  
8 available and assigned resources are notified). During times of aerial supervision  
9 absence, aircraft shall coordinate with each other to implement tasks and  
10 objectives as prioritized by the official in charge (i.e., incident commander or  
11 operations). A qualified smokejumper spotter (senior smokejumper in charge of  
12 smokejumper missions), ~~### may coordinate smokejumper operations with on-~~  
13 ~~scene aircraft over a fire until a qualified ATGS arrives~~ rappel spotter, or short-  
14 haul spotter may coordinate their respected operations with on-scene aircraft  
15 over a fire until qualified aerial supervision arrives.

16 ~~### Incidents with three or more aircraft over/assigned to them should also have~~  
17 ~~aerial supervision in the form of ATGS or ASM/Leadplane. A qualified~~  
18 ~~smokejumper spotter (senior smokejumper in charge of smokejumper missions),~~  
19 ~~may coordinate smokejumper operations with on scene aircraft over a fire until~~  
20 ~~a qualified ATGS arrives. See NWCG Standards for Aerial Supervision, page~~  
21 34, table 1 for incident aerial supervision requirements.  
22 <https://www.nwcg.gov/sites/default/files/publications/pms505.pdf>

### 23 **Operational Procedures and Policy**

24 The *NWCG Standards for Aerial Supervision* (PMS 505) provides operational  
25 procedures for all aerial supervision resources. The *NWCG Standards for Aerial*  
26 *Supervision* and additional aerial supervision forms are maintained online at the  
27 NWCG website <https://www.nwcg.gov/publications/505>.

28 The *NWCG Standards for Wildland Fire Position Qualifications* (PMS 310-1)  
29 provides training, qualification, and currency standards.

30  
31 The *NWCG Standards for Aerial Supervision* contains additional requirements  
32 and is policy for the BLM, NPS, FWS, FS and BIA.

### 33 **Air Tactical Group Supervisor (ATGS)**

34 The ATGS coordinates incident airspace and manages incident air traffic. The  
35 ATGS is an airborne firefighter who coordinates, assigns, and evaluates the use  
36 of aerial resources in support of incident objectives. Specific duties and  
37 responsibilities are outlined in the ~~### *Wildland Fire Incident Management*~~  
38 ~~*Field Guide* (PMS 210) and the~~ *NWCG Standards for Aerial Supervision* (PMS  
39 505).

### 40 **Program Management**

41 The air attack program is managed at the national level by agency program  
42 managers. The National Interagency Aviation Committee (NIAC) provides

1 guidance through the Interagency Aerial Supervision Subcommittee (IASS),  
2 which authorizes an Agency Program Manager/ATGS GACC Representative to  
3 provide operational and programmatic oversight at the geographic area level.

#### 4 **Training**

5 Classroom training is completed as per the PMS 310-1.

6 Field (flight) training assignments are coordinated and prioritized by the  
7 geographic area training representatives and agency program manager/ATGS  
8 GACC representatives.

9 National interagency ATGS training aircraft have been identified and are  
10 utilized for the sole purpose of ATGS flight training.

#### 11 **Operational Considerations**

- 12 • Ground resources will maintain consistent communication on assigned air  
13 to ground frequencies with aerial supervision to maximize the safety,  
14 effectiveness, and efficiency of aerial operations.
- 15 • Relief aerial supervision should be ordered for sustained operations to  
16 ensure continuous coverage over an incident.
- 17 • Personnel who are performing aerial reconnaissance and detection will not  
18 perform aerial supervision duties unless they are fully qualified as an  
19 ATGS.
- 20 • ATGS aircraft must meet the aircraft/avionics typing requirements listed in  
21 the *NWCG Standards for Aerial Supervision* and the pilot must be carded to  
22 perform the air tactical mission. Rotor-wing pilots are not required to be  
23 carded for air tactical missions.

#### 24 **### Leadplane**

25 A leadplane is a national shared resource. Any operation that limits the national  
26 resource availability must be approved by the agency program manager.

27 Agency policy requires an ASM or Leadplane to be on order prior to aerial  
28 retardant/suppressant delivery over a congested area. Operations may proceed  
29 before the ASM or Leadplane arrives if communications are established with  
30 on-site resources, authorization is granted from the IC, and the line is cleared  
31 prior to commencing aerial application operations.

#### 32 **### Aerial Supervision Module (ASM)**

33 The ASM is a national shared resource.

34 The ASM is crewed with both a Leadplane qualified pilot (LPIL) and an Air  
35 Tactical Supervisor (AITS). These individuals are specifically trained to operate  
36 together as a team. The resource is primarily designed for providing both  
37 functions (Leadplane pilot and ATGS) simultaneously from the same aircraft,  
38 but can also provide single role service.



1 The LPIL is primarily responsible for aircraft coordination over the incident.  
2 The AITS develops strategy and implements tactical plans through coordination  
3 with the IC or designee.

#### 4 **### Aerial Supervision Module and Leadplane**

5 The aerial supervision module (ASM) and leadplane (LP) are national shared  
6 resources.

7 The ASM is crewed with both a leadplane pilot (LPIL) and an air tactical  
8 supervisor (AITS). These individuals are specifically trained to operate together  
9 as a team. The resource is primarily designed for providing both functions  
10 (leadplane pilot and ATGS) simultaneously from the same aircraft, but can also  
11 provide single role service.

12 The leadplane is staffed with a single pilot and provides coordination with fixed  
13 wing airtankers and water scooping aircraft.

#### 14 **Operational Considerations**

15 Any operation that limits the national resource availability must be approved by  
16 the agency program manager.

17 Aerial or incident complexity and environmental considerations will dictate  
18 when the ASM ceases low-level operations. The ASM flight crew has the  
19 responsibility to determine when the complexity level of the incident exceeds  
20 the capability to perform both ATGS and leadplane functions from one aircraft.  
21 The crew will request additional supervision resources, or modify the operation  
22 to maintain mission safety and efficiency.

#### 23 **Policy**

24 ~~### Only those individuals certified and authorized by the BLM National  
25 Aviation Office or the FS Branch Chief Pilot Standardization will function as  
26 an Air Tactical Supervisor (AITS) in an ASM mission profile. Only those  
27 individuals authorized by the BLM-National Aviation Office/FS-branch chief  
28 pilot standardization/state aviation official and approved by the regional aviation  
29 officer/BLM state aviation manager/state aviation official will be certified to  
30 function as an air tactical supervisor (AITS).~~

#### 31 **Aerial Supervision Module Program Training and Qualifications**

32 Training and qualification requirements for ASM crewmembers are defined in  
33 the *NWCG Standards for Aerial Supervision*.

#### 34 **Aerial Supervision Coordination**

35 ~~### National coordination and management of leadplane and ASM aircraft and  
36 staffing is required to ensure there is aerial supervision coverage, response and  
37 capability nationwide. The Forest Service Aerial Supervision Program Manager  
38 and Forest Service Fixed-wing Coordinator coordinate and manage aerial  
39 supervision staffing, aircraft readiness and availability, capability, and response  
40 with pilots, aerial supervisors, regional aviation staff, Bureau of Land~~

1 Management National Aviation Office staff, and the National Interagency  
2 Coordination Center. National coordination and management of ASM and LP  
3 resources are required to ensure national coverage and  
4 capability. The Forest Service Aerial Supervision Program Manager  
5 and Forest Service Fixed-wing Coordinator manage aerial  
6 supervision staffing, aircraft readiness and availability, capability, and response  
7 with pilots, aerial supervisors, regional aviation staff, Bureau of Land  
8 Management National Aviation Office staff, and the National Interagency  
9 Coordination Center.

#### 10 **Reconnaissance or Patrol Flights**

11 ~~### The purpose of aerial reconnaissance or detection flights is to locate and  
12 relay fire information to fire management. In addition to detecting, mapping, and  
13 sizing up new fires, this resource may be utilized to provide ground resources  
14 with intelligence on fire behavior, provide recommendations to the IC when  
15 appropriate, and describe access routes into and out of fire areas for responding  
16 units. Only qualified Aerial Supervisors (ATGS, ASM, HLCO and LPIL) are~~  
17 The purpose of aerial reconnaissance or detection flights is to locate and relay  
18 fire information to management. In addition to detecting, mapping, and  
19 providing fire size up, this resource may be utilized to provide ground resources  
20 with intelligence on fire behavior, to the IC when appropriate, and describe  
21 access routes into and out of fire areas for responding units. Only qualified  
22 Aerial Supervisors (ATGS, AITS, HLCO and LPIL) are authorized to  
23 coordinate incident airspace operations and give direction to aviation assets.  
24 Flights with a "Recon, Detection, or Patrol" designation should communicate  
25 with tactical aircraft only to announce location, altitude and to relay their  
26 departure direction and altitude from the incident.

#### 27 **Airtankers**

28 Federally contracted airtankers are national resources. Geographic areas  
29 administering these aircraft will make them available for initial attack and  
30 extended attack fires on a priority basis ~~### regardless of GACC boundaries.~~  
31 Early-ups for large fire support can have a significant effect on the resource  
32 availability late in the day. NICC must be included in this discussion. The  
33 rationale for use of airtankers prior to normal start times for large fire support  
34 must include obtainable incident objectives in support of ground resources.

35 Host GACCs will check with NICC prior to releasing flight crews on Type 1  
36 and Type 2 airtankers and VLATs for the day when those resources are not  
37 being used within the host area, and could be utilized elsewhere for emerging or  
38 ongoing fire activity.

39 Large airtankers are primarily used for initial attack and are initial attack capable  
40 without leadplane/ASM supervision. Very large airtankers are primarily used for  
41 large fire support and require leadplane/ASM supervision to be on scene prior to  
42 arriving on the fire.

- 1 The *National Interagency Mobilization Guide*, chapter 50, “Airtankers” contains  
2 additional direction regarding staffing and maintenance of support functions to  
3 mobilize national resources.
- 4 For aviation safety and policy concerning wildland fire chemicals see chapter 12  
5 (Suppression Chemicals and Delivery Systems).
- 6 Federal airtankers are owned and operated by commercial vendors. Some states  
7 may contract for commercially-owned airtankers, own airtankers or order  
8 airtankers through Compacts either state-to-state or state-to-Canadian Province.  
9 The management of airtankers is governed by:
- 10 • *BLM* – *The requirements of the DM, BLM NAP, and BLM Manual 9400.*
  - 11 • *FS* – *Airtankers operate in accordance with 14 CFR Part 137, specific*  
12 *contracts, Grants of Exemption, Forest Service Manual (5700) and*  
13 *Handbook (5709.16) and the Forest Service Standards for Airtanker*  
14 *Operations.*
  - 15 • *BIA* – *The requirements of the DM and BIA NAP.*

### 16 **Airtanker Types**

17 Airtankers are typed according to their load capacity  
18 (<https://www.nwcg.gov/publications/pms200>):

- 19 • Very Large Air Tankers (VLAT) – 8,000 gallons or more
- 20 • Type 1 – 3,000 to 4,999 gallons
- 21 • Type 2 – 1,800 to 2,999 gallons
- 22 • Type 3 – 800 to 1,799 gallons
- 23 • Type 4 – up to 799 gallons

### 24 **Very Large Airtankers (VLATs)**

25 VLATs have some unique operational considerations including low-level  
26 supervision, terrain, airtanker base ramp operations and operations in the Fire  
27 Traffic Area (FTA).

- 28 • ~~### VLATs may be used on fires to augment Type 1, Type 2 and Type 3~~  
29 ~~airtankers, but not as a replacement.~~
- 30 ~~• Aerial supervision (leadplane or Aerial Supervision Module) is required by~~  
31 ~~contract and interagency policy for VLATs while dropping retardant.~~
- 32 • The leadplane or ASM must be on scene prior to dispatching the VLAT.
- 33 • ~~### VLATs may be used on fires to augment Type 1, Type 2 and Type 3~~  
34 ~~airtankers, but not as a replacement.~~
- 35 • ~~Aerial supervision (leadplane or Aerial Supervision Module) is required by~~  
36 ~~contract and interagency policy for VLATs while dropping retardant.~~
- 37 • VLATs are less maneuverable than large airtankers and should be used in  
38 less challenging terrain that affords better maneuverability and effectiveness  
39 for dispensing.
- 40 • VLATs minimum drop height is 250 feet above the ground or canopy cover  
41 whichever is higher. Generally, drop heights should increase when using  
42 higher coverage levels.

- 1 • VLATs require considerable more space and clearance from other aircraft
- 2 within the FTA and more time to set up for drops.
- 3 • Airtanker bases approved for VLATs are listed in the *NWCG Airtanker*
- 4 *Base Directory*.

#### 5 **State of Alaska Airtankers**

6 ~~### Canadian registered CV-580 airtankers under contract to the State of Alaska~~  
7 ~~can be mobilized to the lower 48 as approved cooperator aircraft. Prior to~~  
8 ~~mobilization to the lower 48, ordering agencies should confirm that current~~  
9 ~~cooperator letters are in place for the requested aircraft and pilots permitting~~  
10 ~~operations in the lower 48 states. These airtankers have been approved by OAS~~  
11 ~~under 351 DM 4 and OPM 53 for interagency use. Operationally they can be~~  
12 ~~used similar to other federally contracted airtankers and can be directed by U.S.~~  
13 ~~ASM/leadplanes or Canadian Bird Dogs.~~

14 Airtankers under contract to the State of Alaska may be mobilized to the lower  
15 48 as approved cooperator aircraft. Prior to mobilization to the lower 48,  
16 ordering agencies should confirm that current cooperator letters are in place for  
17 the requested aircraft and pilots permitting operations in the lower 48 states.

- 18 • *FS – Convair 580 airtankers are not approved for use on Forest Service*  
19 *protected lands.*

#### 20 ~~### Canadian Airtankers and Water Scoopers~~

21 ~~Canadian airtankers and scoopers can be activated through the NIFC/CIFFC~~  
22 ~~agreement or through Compacts (US State to Canadian Province). These~~  
23 ~~Canadian airtankers and water scoopers typically operate as a “group” with~~  
24 ~~Canadian Bird Dogs as part of their operational model. Bird Dogs have a~~  
25 ~~Canadian Air Attack Officer (AAO) on board and function similar to a U.S.~~  
26 ~~ASM.~~

- 27 • ~~NIFC/CIFFC Ordered Canadian Aircraft – Aircraft ordered through the~~  
28 ~~National Interagency Fire Center agreement with the Canadian Interagency~~  
29 ~~Forest Fire Center may be used on federal lands if the aircraft have been~~  
30 ~~inspected and approved by USDA Forest Service/ Department of the~~  
31 ~~Interior letter.~~

- 32 • ~~Compact Ordered Aircraft – Aircraft and flight crews ordered through U.S.~~  
33 ~~State to Canadian Province compacts will be considered non-federally~~  
34 ~~approved Cooperator aircraft, unless they have been previously inspected~~  
35 ~~and approved by the USDA Forest Service/ Department of the Interior.~~

36 ~~The standard operating procedure for the Canadian Airtanker and Water Scooper~~  
37 ~~Groups is as follows:~~

- 38 • ~~Canadian airtankers must be supervised by a Bird Dog or U.S.~~  
39 ~~ASM/leadplane, and must include at a minimum a low level “show me”~~  
40 ~~pass.~~
- 41 • ~~Canadian Bird Dogs may provide low level target identification runs~~  
42 ~~(“show me” pass) for either Canadian or US contracted airtankers.~~

- 1 • Canadian Bird Dogs are not authorized to “lead” U.S. federally contracted
- 2 airtankers.
- 3 • Canadian Bird Dogs can perform the functions of an ATGS.
- 4 • U.S. ASM/leadplanes are authorized to “lead” Canadian airtankers.
- 5 • Canadian water scoopers can operate with or without their Bird Dog. They
- 6 do not require aerial supervision unless they request it.

### 7 **International Airtankers and Water Scoopers**

8 International airtankers and scoopers can be activated through the agreements,  
9 NIFC/other fire coordination center or authority or through compacts (U.S.  
10 State-to-Canadian Province). These Canadian airtankers and water scoopers  
11 typically operate as a “group” with Canadian Bird Dogs as part of their  
12 operational model. Bird Dogs have a Canadian Air Attack Officer (AAO) on  
13 board and function similar to a U.S. ASM.

14 Other international airtankers and water scoopers may operate individually like  
15 U.S. airtankers and scoopers.

- 16 • NIFC-ordered Canadian/international aircraft – Aircraft ordered through the  
17 National Interagency Fire Center agreement with the foreign country may  
18 be used on federal lands if the aircraft have been inspected and approved by  
19 USDA Forest Service letter.
- 20 • Compact-ordered aircraft – Aircraft and flight crews ordered through U.S.  
21 State to Canadian Province compacts will be considered non-federally  
22 approved cooperator aircraft unless they have been previously inspected and  
23 approved by the USDA Forest Service/Department of the Interior.

24 The standard operating procedure for the Canadian or international airtankers  
25 and water scoopers is as follows:

- 26 • If the pilot is not initial attack rated, the Canadian or international airtankers  
27 or water scoopers must be supervised by a Bird Dog or U.S. ASM/leadplane  
28 or ATGS. and must include at a minimum a low level “show me” pass.
- 29 • Canadian Bird Dogs may provide low level target identification runs  
30 (“show me” pass) for either Canadian, international or U.S.-contracted  
31 airtankers.
- 32 • Canadian Bird Dogs are not authorized to “lead” U.S. federally-contracted  
33 airtankers or other international airtankers.
- 34 • Canadian Bird Dogs can perform the functions of an ATGS once approved  
35 by the U.S. ordering agency.
- 36 • U.S. ASM/leadplanes are authorized to “lead” Canadian and international  
37 airtankers.
- 38 • ### Canadian airtankers and water scoopers typically operate as a “group”  
39 with Canadian Bird Dogs as part of their operational model.
- 40 • Bird Dogs have a Canadian Air Attack Officer (AAO) on board and  
41 function similar to a U.S. ASM.

### 42 **Airtanker Rotation**

1 The federal national airtanker fleet includes a mix of Exclusive Use (EU), Call  
2 When Needed (CWN)/On-Call Type 1 and Type 2 airtankers (Large  
3 Airtankers/LATs), Very Large Airtankers (VLATs), or Single Engine Airtankers  
4 (SEATs). To ensure consistent utilization, rotation, and management of the  
5 national airtanker fleet, the following is interagency direction for the  
6 management of airtanker rotation and supplements direction contained in  
7 *NWCG Standards for Airtanker Base Operations (SABO)* (PMS 508).

8 All LATs, VLATs and SEATs (including federally-approved cooperator and  
9 Canadian ### and other international airtankers) operating from the same base  
10 shall be dispatched in rotation based on the type of airtanker requested on a first  
11 in/first out basis regardless of contract type (EU, CWN/On-Call or Forest  
12 Service owned) or the location of the incident.

13 First in/first out also applies to airtankers that are requested for a load/return.  
14 When an incident requires multiple loads of retardant, aerial supervisors/incident  
15 commanders will notify the appropriate dispatch center of the need for  
16 additional retardant and any operational retardant delivery requirements. To  
17 ensure timely and effective retardant delivery, dispatch will order the next  
18 available airtanker in rotation if an airtanker that meets the requirement of the  
19 request is available and located at the load and return airtanker base.

#### 20 **Exceptions**

- 21 1. Airtankers that do not have an initial attack (IA) rated Pilot-in-Command  
22 will not be dispatched to a fire unless a leadplane or aerial supervision  
23 module (ASM) is on scene upon the arrival of the airtanker.
- 24 2. Incident commanders/aerial supervision requests a specific type of resource  
25 (e.g., VLAT, LAT, or SEAT).
- 26 3. On-scene aerial supervision determines that the use of a specific  
27 make/model airtanker is not effective based on factors such as risk,  
28 maneuverability in terrain, and/or effectiveness.
- 29 4. The next airtanker in rotation has an operating restriction at the base where  
30 it is being assigned. Operating restrictions may include fuel and retardant  
31 availability, airtanker base or airport restrictions, significant downloading of  
32 fuel or retardant based on performance, daylight remaining, or distance to  
33 the incident is not considered effective.
- 34 5. Repositioning of an airtanker closer to where their maintenance crews or  
35 supplies are available. The National Interagency Coordination Center  
36 (NICC) will facilitate in coordination with the geographic area coordination  
37 center (GACC).
- 38 6. A benefit to the government would be realized by changing the rotation.  
39 This will be facilitated by the GACC or NICC with consideration to days  
40 off, mission requirements, and/or anticipated need.
- 41 7. Airtankers are returning after day(s) off. Upon returning to availability from  
42 days off, these airtankers will be at the end of the rotation at the airtanker  
43 base. Airtankers that work a seven day schedule retain their position in the  
44 rotation.

- 1 8. MAFFS, NICC-ordered state cooperators, and NICC-ordered ### Canadian  
2 international airtankers will begin rotation at that base after the contracted  
3 and FS owned airtanker(s) at the beginning of each day.
- 4 9. Water scoopers will not be included in airtanker base rotations.

#### 5 **Rotation of State Airtankers**

6 Rotation of state resources on state incidents at a state airtanker base is  
7 established by their agency.

8 In cases where federally-approved state airtankers are operated in conjunction  
9 with federally-contracted airtankers on an incident primarily on federal lands,  
10 the state airtankers are added to the rotation after the federal airtankers at the  
11 beginning of each day.

#### 12 **Additional Information**

13 Forest Service/DOI contracted airtankers, when assigned to incidents managed  
14 by other agencies or state cooperators remain under the direction of the  
15 Contracting Agency. Forest Service and DOI Contracted airtankers are bound  
16 only by their contract and will be treated fairly and equitably during their  
17 assignment with other federal or state agencies.

#### 18 **Airtanker Payloads**

19 Loading Type 2, Type 1 or VLAT airtankers with water or dropping water  
20 operationally shall not occur unless the Forest Service National Airtanker  
21 Program Manager has been notified. Use of water operationally from these  
22 airtankers will require the following prior to notification:

- 23 • Use of retardant is restricted by the fire management plan (FMP) for the  
24 unit requesting the approval to use water. A copy of the section of the FMP  
25 restricting use of retardant shall be provided to the Airtanker Program  
26 Manager with the notification.
  - 27 ○ Prior to ordering an airtanker, the receiving unit should request the  
28 appropriate water aerial dispensing aircraft, such as a water scooper or  
29 helicopter.

30 During pre or post season fires, loading airtankers with water may be necessary  
31 when the nearest airtanker base may not be operational and capable of loading  
32 retardant. Once an airtanker base is operational and can load retardant, use of  
33 water shall cease.

34 Use of water enhancers (gels) is strictly prohibited in Type 2, Type 1 or VLAT  
35 airtankers contracted by the USDA Forest Service.

#### 36 **Large and Very Large Airtanker Coordination**

37 National coordination and management of Forest Service contracted airtankers  
38 is required to ensure there is airtanker coverage, response, and capability  
39 nationwide. The Forest Service Airtanker Program Manager and Forest Service  
40 Fixed-wing Coordinator coordinate and manage airtanker readiness and

1 availability, capability, and response with vendors, National Aviation staff, and  
2 the National Interagency Coordination Center.

### 3 **Airtanker Base Operations**

4 Certain parameters for the operation of airtankers are agency-specific. For  
5 dispatch procedures, limitations, and times, refer to geographic area  
6 mobilization guides and the *NWCG Standards for Airtanker Base Operations*  
7 (*SABO*).

8 All permanent, CWN and temporary bases will have an Airtanker Base  
9 Operations Plan (ABOP), and a qualified airtanker base manager (ATBM) prior  
10 to operations out of the airtanker base airport. All personnel conducting  
11 airtanker base operations should review the *SABO* and have it available. ATBMs  
12 are authorized to manage Single Engine Airtankers (SEAT), the ATBM should  
13 review the *NWCG Standards for Airtanker Base Operations (SABO)* and have it  
14 available. Both Large Airtankers as well as SEATs have applicable aircraft  
15 contracts that will be available for reference, as well as the National Long-Term  
16 Fire Retardant Contract.

17 Regions, states, and GACC shall coordinate airtanker base activation and  
18 closing dates with the appropriate agency airtanker base specialist to ensure  
19 national airtanker response and capability is maintained.

- 20 • *FS – National job codes for airtanker base early activation or late closing*  
21 *is available to support national response and capability.*

### 22 **Loading Operations**

23 Forest Service contracted airtankers and Modular Airborne Firefighting System  
24 (MAFFS) airtankers shall be loaded using a Mass Flow Meter to measure the  
25 payload in pounds. Refer to the *Forest Service Airtanker Operations Plan* for  
26 more information.  
27 <https://www.fs.fed.us/managing-land/fire/aviation/publications>

### 28 **Airtanker Base Personnel**

29 There is identified training for the positions at airtanker bases; the *SABO*  
30 contains descriptions of airtanker base support positions and their roles and  
31 responsibilities. The *NWCG Standards for Wildland Fire Position*  
32 *Qualifications* (PMS 310-1) lists required training for these positions.

33 The ATBM provides supervision and coordination of airtanker base operations.  
34 The ATBM may report to the local aviation manager and/or incident aviation  
35 manager.

### 36 **Startup/Cutoff Time for Multi Engine Airtankers**

37 Refer to the *NWCG Standards for Aerial Supervision* (PMS 505).

### 38 **Single Engine Airtankers**

#### 39 **Single Engine Airtanker (SEAT) Operations, Procedures, and Safety**



1 The *NWCG Standards for Airtanker Base Operations (SABO)* (PMS 508)  
2 defines operating standards and is policy for both the DOI and FS. All  
3 permanent and temporary SEAT bases will have a SEAT Base Operating Plan,  
4 and a qualified Single Engine Airtanker Manager (SEMG) or ATBM prior to  
5 operations out of the SEAT base airport.

#### 6 **Single Engine Airtanker Manager Position**

7 The SEMG duties and responsibilities are outlined in the *NWCG Standards for*  
8 *Airtanker Base Operations (SABO)* (PMS 508). The PMS 310-1 lists required  
9 training for the SEMG position, ATBM position, and other base support  
10 positions. SEMG's may also refer to the *NWCG Standards for Airtanker Base*  
11 *Operations (SABO)* for base support duties and responsibilities.

12 The SEMG provides supervision and coordination of SEAT base operations and  
13 base support personnel. The SEMG may report to the local Aviation Manager,  
14 Incident Aviation Manager, or ATBM if applicable. SEMG's assist in ensuring  
15 adherence to contract regulations, safety and policy requirements, and fiscal  
16 accountability.

#### 17 **Operational Procedures**

18 Using SEATs in conjunction with other aircraft over an incident is standard  
19 practice. Agency or geographical area mobilization guides may specify  
20 additional procedures and limitations.

21 Depending on location, operator, and availability, SEATs are capable of  
22 dropping suppressants, water, or approved chemical retardants. Because of the  
23 load capacities of the SEATs (500 to 800 gallons), quick turn-around times  
24 should be a prime consideration.

25 SEAT operations at established airtanker bases or reload bases are authorized.  
26 All BLM and FS Airtanker base operating plans will permit SEAT loading in  
27 conjunction with large airtankers.

#### 28 **Multi-Engine Water Scoopers**

29 Forest Service contracted exclusive use and CWN multi-engine water scoopers  
30 are national resources. Geographic areas administering these aircraft will make  
31 them available for initial attack and extended attack fires on a priority basis.  
32 Generally, a water scooper manager will be assigned by the Forest Service  
33 National Aviation Office. The manager will be on site to coordinate water  
34 scooper operations, logistics and water body assessment.

35 Forest Service multi-engine water scoopers, by contract, shall not use retardant,  
36 foam or gels.

#### 37 **Smokejumper Pilots**

38 The *Interagency Smokejumper Pilot Operations Guide (ISPOG)* serves as policy  
39 for smokejumper pilot qualifications, training, and operations.

1 **Helicopters**

2 **Helicopter Types**

3 ### The minimum specifications for the typing of helicopters are by allowable  
 4 payload, number of passenger seats and water or retardant carrying capability.  
 5 The minimum specifications for the typing of helicopters are by useful gross,  
 6 passenger seats, water or retardant carrying capability and maximum gross  
 7 weight (<https://www.nwcg.gov/publications/pms200>).

8 **ICS Type Specifications for Helicopters**

Attributes	Type 1	Type 2	Type 3
Useful load at 59°F at sea level	5,000 pounds	2,500 pounds	1,200 pounds
Passenger seats	15 or more	9-14	4-8
Retardant or water carrying capability	700 gallons	300 gallons	100 gallons
Maximum gross takeoff/landing weight	12,501+ pounds	6,000-12,500 pounds	up to 6,000 pounds

9 The *National Interagency Mobilization Guide*, chapter 50, contains additional  
 10 direction regarding staffing and maintenance support functions to mobilize  
 11 national resources. For aviation safety and policy concerning wildland fire  
 12 chemicals (water enhancers, retardants and foams), reference  
 13 <https://www.fs.fed.us/rm/fire/wfcs/>. Other helicopter information can be found  
 14 in the *NWCG Standards for Helicopter Operations* (PMS 510) at  
 15 <https://www.nwcg.gov/publications/510>.

- 16 • *FS – The use of fire chemicals mixed with on board injection or blending*  
 17 *systems is not permitted on Forest Service contracted aircraft. Water*  
 18 *enhancers may be mixed and loaded from ground-based equipment when*  
 19 *demand-mixed through a proportioner; or batch mixed to the qualified mix*  
 20 *ratio in a separate tank, then transferred into a dip tank. Compliance with*  
 21 *the Forest Service Qualified Product List (###*  
 22 *<https://www.fs.fed.us/rm/fire/wfcs/water-en.htm>*  
 23 *<https://www.fs.fed.us/rm/fire/wfcs/>) to include qualified required mix ratios,*  
 24 *is mandatory.*

25 **Military or National Guard Helicopters and Pilots**

26 The *Military Use Handbook* will be used when planning or conducting aviation  
 27 operations involving regular military aircraft. Ordering military resources is  
 28 done through the National Interagency Coordination Center (NICC); National  
 29 Guard resources are utilized through local or state Memorandum of  
 30 Understanding (MOU).

**1 Modular Airborne Fire Fighting System (MAFFS)**

2 The *MAFFS Operating Plan* (available from the National Interagency  
3 Coordination Center) will be used when planning or conducting aviation  
4 operations involving MAFFS military aircraft. Ordering MAFFS is done  
5 through the National Interagency Coordination Center (NICC); MAFFS are  
6 utilized through a national agreement (see the *National Interagency*  
7 *Mobilization Guide*). Several states have the ability to activate MAFFS through  
8 separate agreements that do not require ordering through NICC.

**9 Cooperator Aircraft**

10 Cooperator contracted aircraft also on an existing federal contract with federal  
11 aircraft and pilot cards may be utilized on federally-~~### managed fires protected~~  
12 ~~lands~~ when cooperative agreements are in place and the aircraft have been  
13 approved by USDA Forest Service/Department of the Interior letter.

14 ~~### Cooperator exclusive use contracted aircraft not on an existing federal~~  
15 ~~contract with federal aircraft and pilot cards may be considered for approval on~~  
16 ~~a case-by-case basis when cooperative agreements are in place. Cooperator~~  
17 ~~exclusive use contracted aircraft not on an existing federal contract may be~~  
18 ~~considered for approval on a case-by-case basis when cooperative agreements~~  
19 ~~are in place. Approval will be by USDA Forest Service/Department of the~~  
20 ~~Interior letter.~~

21 ~~### Cooperator-owned or -operated aircraft may be utilized on federally-~~  
22 ~~managed fires when cooperative agreements are in place and the aircraft have~~  
23 ~~been approved by USDA Forest Service/Department of the Interior letter.~~  
24 ~~Cooperator-owned or -operated aircraft meeting requirements of the NWCG~~  
25 ~~Standards for Interagency Cooperator Type 2 and Type 3 Helicopters or other~~  
26 ~~applicable NWCG standards may be utilized on federally-protected lands when~~  
27 ~~cooperative agreements are in place and the aircraft have been approved by~~  
28 ~~USDA Forest Service/Department of the Interior letter.~~

29 All cooperator ~~### aircraft~~ used on federally- ~~### managed fires protected lands~~  
30 must be approved by USDA Forest Service/Department of the Interior letter.

31 Utilization of approved Cooperator aircraft shall be limited based on 49 United  
32 States Code §40125.

- 33 • All approved Cooperator aircraft used on federally-managed fires shall be  
34 released when federal aircraft become reasonably available.
- 35 • The use of Cooperator aircraft must involve a “significant and imminent  
36 threat to life or property” documented daily on the Cooperator Aircraft Use  
37 Validation Worksheet (*National Interagency Mobilization Guide*, chapter  
38 80 Forms) to document the justification for aircraft utilization.

**39 Non-Federally Approved Cooperator Aircraft**

40 ~~### Cooperator aircraft that have not been approved by USDA Forest Service/~~  
41 ~~Department of the Interior letter may be utilized on federal lands when and~~

1 where the Cooperator is the protecting agency in a reciprocal or off-set  
2 agreement or when Cooperator lands are threatened and the state maintains  
3 operational control of the aircraft. Cooperator exclusive use contracted aircraft  
4 not on an existing federal contract may be considered for approval on a case-by-  
5 case basis when cooperative agreements are in place.

6 The following conditions apply for non-federally approved aircraft:

- 7 • **### No federal employees are allowed to ride on board the aircraft.**
- 8 • No federal employee may be assigned to a position that exercises  
9 contractual control.
- 10 • Federal personnel may load retardant at federal airtanker bases, regardless  
11 of jurisdiction.
- 12 • Federal personnel may provide aerial supervision (ATGS, ASM, HLCO,  
13 leadplane) under existing standard procedures and agreements.
- 14 • They remain under state operational control regardless of the agency  
15 affiliation of the firefighters directing the aircraft on an incident with state  
16 jurisdiction.
- 17 • They are approved to interact with federal dispatch personnel as long as the  
18 aircraft remains under the operational control of the state or for safety  
19 reasons.

20 Under emergency circumstances, where **human life is immediately at risk** by  
21 wildland fire on lands under federal protection, a federal line officer can approve  
22 the use of non-federally approved aircraft. This exemption must only take place  
23 when sufficient federal firefighting aircraft are not readily available to meet the  
24 emergency need. Federal line officers are encouraged to consult with their  
25 agency aviation management personnel to aid in decision-making.

26 As exemptions are exercised, they must be documented by the approving federal  
27 line officer in accordance with their agencies guidance to include submitting a  
28 SAFECOM (<https://www.safecom.gov/>) within 24 hours.

## Chapter 17 Fuels Management

### Introduction

The purpose of the Fuels Management (FM) programs within the Department of the Interior (DOI) and the Forest Service (FS) is to reduce hazardous fuels and risks to human communities and improve the health of the land by creating fire-resilient landscapes and restoring fire-adapted ecosystems.

The DOI and FS, along with other federal, state, Tribal, and local partners, will work to ensure effective FM efforts are collectively planned and implemented. These efforts will be consistent with the direction provided in:

- *Review and Update of the 1995 Federal Wildland Fire Management Policy* (January 2001)
- *Guidance for Implementation of Federal Wildland Fire Management Policy* (February 13, 2009)

### Policy

The federal fire agencies use the *Interagency Prescribed Fire Planning and Implementation Procedures Guide* (PMS 484) to manage prescribed fire activities. This guide provides standardized procedures specifically associated with the planning and implementation of prescribed fire.

Fuels Management – Policy, project planning and implementation priorities, and standards common to all agencies:

- The safety of firefighters and the public is the number one priority when planning and implementing projects/treatments;
- All projects/treatments will support resource management objectives as identified in their agency-specific Land/Resource Management Plans;
- All projects/treatments will have plans that contain measurable objectives;
- All projects/treatments will comply with National Environmental Policy Act (NEPA), **### Clean Air Act** and all other regulatory requirements;
- All projects/treatments will be tracked and progress will be reported within required timeframes; and
- All projects will be monitored to determine if treatment objectives were met and to document weather, fire behavior, fuels information, and smoke dispersion. Evaluation reports are to be completed and maintained in the project file.
- **### Consider the use of Basic Smoke Management Practices (BSMPs) when planning and implementing prescribed fires.**

Some programmatic differences are identified in the following agency-specific documentation and serve as agency-specific direction.

- ***BLM – ### Reference BLM Fuels Management Manual 9214 and Handbook 9214-1, Chapter 5. Reference BLM Fuels Management and Community Assistance Manual and Handbook 9214-1.***

- 1 • *NPS* – Refer to RM 18.
- 2 • *FWS* – Refer to Fire Management Handbook, chapter 17.
- 3 • *FS* – Refer to FSM 5140.
- 4 • *BIA* – Refer to Bureau of Indian Affairs Fuels Management Business Rules,
- 5 July 2008.

#### 6 **Reporting Fuels Management Accomplishments**

7 The Hazardous Fuels Reduction (HFR) Module of the National Fire Plan  
8 Operations and Reporting System (NFPORS) is the national system for  
9 submitting proposed projects for approval, tracking accomplishments of the  
10 program, reporting performance, measuring accomplishments, and  
11 accountability for all agencies in the Department of Interior.

12 Forest Service fuels management accomplishments are entered into the Forest  
13 Service Activity Tracking System (FACTS) as the official system of record for  
14 tracking and reporting. This data is shared with NFPORS to facilitate  
15 interagency joint reporting needs.

16 Information on FACTS can be found at  
17 <https://fsweb.ftcol.wo.fs.fed.us/frs/facts/index.shtml>. Acres treated through  
18 Forest Service funded State Fire Assistance grants are recorded directly in  
19 NFPORS.

#### 20 **Reporting Fuels Treatment Effectiveness Monitoring (FTEM)**

21 Anytime a wildfire starts in or interacts with a fuel treatment area, policy for all  
22 agencies requires that we document the outcome to examine whether the  
23 treatment had the desired effect of reduced fire behavior and/or provided  
24 opportunities to firefighters for effective management of the wildfire.

- 25 • *BLM* – Refer to MS-9214 and H-9214-1.
- 26 • *NPS* – Refer to RM 18 and Documenting Hazardous Fuels Reduction  
27 Program Treatment Effectiveness Memo, 10/09/2012.
- 28 • *FWS* – Refer to Fish and Wildlife Service Fire Management Reporting  
29 Requirements and Timelines Memorandum FMB202015 - Establishment of  
30 a Fuels Management Three-Year Program of Work.
- 31 • *FS* – Refer to FSM 5140.
- 32 • *BIA* – Refer to Bureau of Indian Affairs Fuels Treatment Effectiveness  
33 Final Guidance Memo, 06/05/2013.

#### 34 **Reporting Planned Fuels Treatments Burned in a Wildfire**

- 35 • *BLM* – BLM offices will report all acres burned in a naturally caused  
36 wildfire that accomplish resource objectives in the Hazardous Fuels  
37 Reduction module of NFPORS as “Fire Use” when:
  - 38 ○ An interdisciplinary team approach is used to determine the specific  
39 burned acres where land use plan resource objectives were met by  
40 wildfire; and

- 1     ○ *An agency administrator approves the determination and notifies the*  
 2       *state fuels lead/specialist. Together they ensure appropriate reporting*  
 3       *in NFPORS.*  
 4     *See instructions in the BLM Fuels Management and Community Assistance*  
 5     *Handbook, H-9214-1. Note that accomplishments of resource objectives*  
 6     *from known human-caused fires will not be reported.*
- 7     ● **NPS/FWS** – *Acres burned in a wildfire may only be reported in the*  
 8     *NFPORS Hazardous Fuels Reduction Module as “Fire Use” if all the*  
 9     *following conditions are met:*
- 10    ○ *The area burned was in a pre-existing NFPORS treatment unit;*  
 11    ○ *The accomplishment has been approved from the Regional and/or*  
 12    ○ *National level;*  
 13    ○ *NEPA is complete; and*  
 14    ○ *The planned objectives were met.*
- 15    ● **FS** – *Acres burned from an unplanned natural ignition may be reported as*  
 16    *“Fire Use” accomplishment if the resulting fire effects meet objectives from*  
 17    *the land and resource management plan or project-specific NEPA decision*  
 18    *document. Human-caused wildfires may not be counted as accomplishment*  
 19    *toward target regardless of the outcome. See Reporting of Wildfire Acres*  
 20    *That Meet Resource Management Objectives section below for additional*  
 21    *information.*
- 22    ● **BIA** – *Refer to Bureau of Indian Affairs Fuels Management Business Rules,*  
 23    *July 2008, page 36.*

#### 24 **Reporting of Wildfire Acres That Meet Resource Management Objectives**

25 Acres burned in a wildfire that achieve resource management objectives as  
 26 defined in Land and Resource Management Plans/Fire Management Plans  
 27 (LRMP/FMP) will be reported in the NFPORS Non-National Fire Plan (Non-  
 28 NFP) module. While strategies for managing individual wildfires are established  
 29 through the fire management decision process, the identification of acres which  
 30 achieved LRMP/FMP objectives should be made after the fire is declared out,  
 31 regardless of the fire management objective, strategy or tactic used (e.g., even  
 32 though a wildfire strategy may be full suppression, the effects of a wildfire on  
 33 resources may be beneficial). The determination of benefit must be based on  
 34 land management objectives which are affected by fire severity, intensity, and  
 35 other fire impacts. Post-fire impact, such as invasion of exotic species and the  
 36 need for rehabilitation, should be considered in this determination. At a  
 37 minimum, acres reported in the Non-NFP module must meet the following  
 38 criteria:

- 39    ● The LRMP/FMP supports attainment of resource benefit through use of  
 40    fire;  
 41    ● An interdisciplinary approach is used to determine whether the LRMP/FMP  
 42    objectives were met; and  
 43    ● Line manager approves the determination.

- 1 ○ **BLM** – Reporting will take place in the Hazardous Fuels Reduction  
2 module in NFPORS, not in the NPORS Non-National Fire Plan  
3 module. Reference the BLM Fuels Management and Community  
4 Assistance Handbook H-9214-1.
- 5 ○ **FWS** – Reporting will take place in FMIS, not in the NFPORS Non-  
6 National Fire Plan module. Reference the FMIS User Guide.
- 7 ○ **FS** – Direction for reporting accomplishments from unplanned  
8 ignitions is found in the Hazardous Fuels Reduction Treatments  
9 Tracking and Accomplishments Reporting Requirements document  
10 posted on the FACTS support page at  
11 <https://fsweb.ftcol.wo.fs.fed.us/frs/facts/support/documents/index.shtml>.

## 12 **Prescribed Fire During Preparedness Levels 4 and 5**

13 Approval at the regional or state office level is required prior to ignition of  
14 prescribed fires at National Preparedness Levels 4 and 5. Approving officials  
15 should consider relative risks and opportunities as well as availability of local  
16 resources to implement without the need for additional outside resources that  
17 could add additional strain on resource availability nationally. To limit the  
18 potential for mixed messages when at GACC or National Preparedness Levels 4  
19 and 5, agencies should coordinate information on planned implementation of  
20 prescribed fires with interagency partners at the local, GMAC and NMAC  
21 levels.

- 22 • **BLM** – The state director or designee will approve prescribed fire at  
23 National or Geographic Area Preparedness Level 4 or 5.
- 24 • **NPS** – ~~### At National Preparedness Level 4 or 5, concurrence from NPS~~  
25 ~~Branch of Fire Management must be obtained prior to implementing~~  
26 ~~prescribed fires. At Geographic Area Preparedness Level 4 or 5, NPS~~  
27 ~~Regional Fire Management concurrence must be obtained prior to~~  
28 ~~implementing prescribed fires. At Geographic Area Preparedness Level 4~~  
29 ~~or 5, written concurrence from NPS Regional Fire Management is required~~  
30 ~~prior to implementing prescribed fires. At National Preparedness Level 4 or~~  
31 ~~5, NPS Regional Fire Management and NPS Chief, Branch of Wildland~~  
32 ~~Fire written concurrence is required prior to implementing prescribed fires.~~  
33 ~~A notification to the Regional Director is required in both Regional and~~  
34 ~~National Preparedness Level scenarios, and is the responsibility of the NPS~~  
35 ~~Regional Fire Management Staff. Email is an acceptable method to satisfy~~  
36 ~~concurrence requirements.~~
- 37 • **FWS** – During Geographic Area Preparedness Level 4 and 5, and National  
38 Preparedness Level 4, written concurrence from Regional Fire  
39 Management must be obtained prior to implementing a prescribed  
40 fire. During National Preparedness Level 5, written concurrence from  
41 Regional Fire Management and the Branch of Fire Management must be  
42 obtained prior to implementing a prescribed fire. Refer to FMH, chapter 17  
43 for additional information.



- 1 • **FS** – *The regional forester will approve or disapprove new prescribed fires*  
2 *or continue existing prescribed fire at National Preparedness Levels 4 and*  
3 *5 or if National Fire Danger Rating System forecasted adjective rating is*  
4 *“Extreme” for the county that the prescribed fire is located or any adjacent*  
5 *county. Reference FSM 5140.*
- 6 • **BIA** – *At National Preparedness Levels 4 and 5, prescribed fire (RX)*  
7 *applications can be initiated or continued if the proposed action is*  
8 *approved by an agency at the Regional level. The approval must be based*  
9 *on an assessment of risk, impacts of the proposed actions on Area resources*  
10 *and activities, and include feedback from the GMAC. At National*  
11 *Preparedness Level 5, for RX applications to be initiated or continued that*  
12 *require additional support of resources from outside the local unit or*  
13 *require resource ordering of an IMT, the regional fuels specialist must*  
14 *prepare a written justification to request permission to implement a new*  
15 *prescribed fire and submit to the BIA director of fuels management. A*  
16 *National MAC representative will assess risk and impacts of the proposed*  
17 *action(s) and present to NMAC for review prior to proceeding. The final*  
18 *decision to implement resides with the implementing agency.*

#### 19 **Federal Agencies Assistance**

20 Reference Section VI of the *Interagency Agreement for Wildland Fire*  
21 *Management among the Bureau of Land Management, Bureau of Indian Affairs,*  
22 *National Park Service, Fish and Wildlife Service of the United States*  
23 *Department of The Interior, and the Forest Service of the United States*  
24 *Department of Agriculture, effective 2016-2021.*

25 Agencies will enter into separate agreements for personnel and other resources  
26 provided for planning and implementation of fuels management treatments and  
27 activities. This may or may not result in an exchange of funds subject to the  
28 applicable statutory authority used.

- 29 • **FS** – *USFS units will make every attempt to establish agreements in*  
30 *advance when planning to utilize resources from cooperating agencies to*  
31 *implement or respond as contingency resources for prescribed fire.*  
32 *However, for prescribed fire activities and exigent circumstances, where an*  
33 *agreement was not executed and funds were not obligated prior to*  
34 *commencing work, a ratification may not be necessary if an approved*  
35 *agreement is executed and funds obligated on I-web within 30 calendar*  
36 *days of the start of work. See FSH 1509.11 chapter 10, Section 15.81.*
- 37 • **BIA** – *Refer to Bureau of Indian Affairs Fuels Management Business Rules,*  
38 *July 2008, pages 23-24.*

#### 39 **Hazard Pay/Environmental Differential for Prescribed Fire** 40 **Implementation**

41 Current policy is that hazard pay will not be paid for any prescribed fire. Under  
42 certain circumstances, (i.e., low level flight operations), hazard pay or

1 environmental differential may be warranted. Offices should contact their  
2 servicing personnel office with specific questions.

### 3 **Non-NWCG Agency Personnel Use on Prescribed Fire**

4 For information regarding use of non-NWCG agency personnel on prescribed  
5 fires, see chapter 13.

### 6 **Use of Contractors for Prescribed Fire Implementation**

7 Agencies can contract to conduct all or part of the planning and implementation  
8 of prescribed fire operations and/or all or part of mechanical treatments for fuels  
9 management projects. Contractors must meet PMS 310-1 qualification  
10 requirements and agency standards for specific skill positions for prescribed fire  
11 operations.

12 If a contractor is actively involved in igniting, holding, or mopping up an agency  
13 prescribed fire, a Contracting Officer's Authorized Representative (COR) or  
14 Project Inspector (PI) will be on site (exceptions can be made for late stage mop  
15 up and patrol) to ensure that the prescribed fire objectives are being met and that  
16 the terms of the contract are adhered to. The agency administrator and/or FMO  
17 will determine the qualifications required for the agency representative (COR or  
18 PI).

- 19 • *BLM* – Refer to H-9214-1, chapter 5-3, Contractor and Cooperator  
20 Prescribed Fire Plan Development and Implementation.
- 21 • *FWS* – Refer to Fire Management Handbook Ch. 17 and 645 FW 1 for fuels  
22 projects funded by the Partners for Fish and Wildlife Program and Coastal  
23 Program.
- 24 • *FS* – Contractors must meet requirements for any specific skill positions for  
25 prescribed fire operations as described in PMS 310-1 or FSH 5109.17 for  
26 positions not found in the PMS 310-1 (e.g., RXB3). Reference FSM 5140.
- 27 • *BIA* – Refer to Bureau of Indian Affairs Fuels Management Business Rules,  
28 July 2008, page 22.

### 29 **Use of AD Pay Plan for Prescribed Fire**

30 Refer to the DOI Administratively Determined (AD) Pay Plan for Emergency  
31 Workers (Casuals) for information regarding the use of emergency workers for  
32 prescribed fire. The DOI AD Pay Plan does not allow for use of casuals for  
33 mechanical or chemical treatment fuels reduction projects.

- 34 • *FS* – Forest Service does not have this authority.

### 35 **Activation of Contingency Resources**

36 In the event contingency resources are activated, sending units should respond  
37 and support the requesting agency immediately.

**1 Non-fire Fuels Management Activities**

- 2 For policy, guidance, and standards for implementation of non-fire fuel
- 3 reduction treatments (e.g., mechanical, biological, chemical), refer to agency-
- 4 specific policy and direction.

## Chapter 18

### Reviews and Investigations

#### Introduction

When an accident occurs, each agency will meet their agency-specific accident investigation reporting requirements (e.g., DOI Safety Management Information System (SMIS) or USDA eSafety).

Reviews and investigations are used by wildland fire and aviation managers to assess and improve the effectiveness and safety of organizational operations.

Information (other than factual) derived from safety reviews and accident investigations should only be used by agencies for accident prevention and safety purposes.

#### Multiagency Cooperation

Many reviews and investigations involve cooperation between federal, state, county, and municipal agencies. To comply with each agency's authorities, policies, and responsibilities, a multiagency review or investigation may be necessary. A multiagency delegation of authority should be provided to outline roles, responsibilities, and expected deliverables.

The Team Leader or delegating official(s) should establish cooperative relationships with the other agencies involved in the review or investigation to ensure policies and responsibilities are met. This may involve negotiations, cooperative agreements, and coordination with the agency Designated Agency Safety and Health Official (DASHO) or the agency official who signs the delegation of authority.

#### Federal Interagency Investigations

Close calls or accidents that involve interagency (USFS or DOI) personnel and/or jurisdiction (e.g., USFS firefighter injured on FWS jurisdictional wildland fire and vice versa) shall be reviewed or investigated cooperatively and conducted at the appropriate level as outlined in this chapter.

Agency administrators will ensure that affected agencies are involved throughout the review/investigation process.

When an incident does not meet the serious accident criteria, the affected agency administrators should jointly decide what type and level of investigation will be conducted based on agency processes outlined in this chapter. Questions should be addressed to your agency wildland fire safety program manager.

#### Reviews

Reviews are methodical examinations of system elements such as program management, safety, leadership, operations, preparedness, training, staffing, business practices, budget, cost containment, planning, and interagency or intra-agency cooperation and coordination. Reviews do not have to be associated with

1 a specific incident. The purpose of a review is to ensure the effectiveness of the  
 2 system element being reviewed, and to identify deficiencies and recommend  
 3 specific corrective actions. Established review types are described below and  
 4 include:

- 5 • Preparedness Reviews
- 6 • After Action Reviews
- 7 • Fire and Aviation Safety Team Reviews
- 8 • Safety Assistance Team Visits
- 9 • Aviation Safety and Technical Assistance Team Reviews
- 10 • Continuous Improvement Assessments (FS)
- 11 • Significant Wildland Fire Review (DOI)
- 12 • Individual Fire Review
- 13 • Lessons Learned Reviews
- 14 • Rapid Lesson Sharing
- 15 • Declared Wildfire Reviews
- 16 • Notice of Air Quality Exceedance (NOV) Reviews

17 **Review Types and Requirements**

Type	When Conducted	Delegating or Authorizing Official
Preparedness Review	Annually, or management discretion	Local/State/Region/National
After Action Review	Management discretion	N/A
Fire and Aviation Safety Team Review	As fire activity dictates	Geographic Area Coordinating Group
Safety Assistance Team Visit	As fire activity dictates	Local/State/Region/National
Aviation Safety and Technical Assistance Team Review	As aviation activity dictates	State/Regional Aviation Manager or MACG
Continuous Improvement Assessments (FS)	Washington Office discretion	Washington Office
Significant Wildland Fire Review (DOI)	Refer to OWF Policy Memorandum 2016-013	Agency Director, Agency Administrator or individual bureau direction
Individual Fire Review	Management discretion	Local/State/Region/National
Lessons Learned Review <ul style="list-style-type: none"> <li>• <i>NPS/FS – FLA may be used</i></li> </ul>	Management discretion	Local/State/Region/National
Rapid Lesson Sharing	Management discretion	N/A

Type	When Conducted	Delegating or Authorizing Official
Declared Wildfire Review	See <i>Interagency Prescribed Fire Planning and Implementation Procedures Guide</i> (PMS 484)	See <i>Interagency Prescribed Fire Planning and Implementation Procedures Guide</i> (PMS 484)
Notice of Air Quality Exceedance (NOV) Review	See <i>Interagency Prescribed Fire Planning and Implementation Procedures Guide</i> (PMS 484)	See <i>Interagency Prescribed Fire Planning and Implementation Procedures Guide</i> (PMS 484)

1 **Preparedness Reviews**

2 Preparedness reviews assess fire programs for compliance with established fire  
3 policies and procedures outlined in the current *Interagency Standards for Fire*  
4 *and Fire Aviation Operations* and other pertinent policy documents.

5 Preparedness reviews identify organizational, operational, procedural, personnel,  
6 or equipment deficiencies, and recommend specific corrective actions.

7 Interagency preparedness review checklists can be found at  
8 <https://www.nifc.gov/standards>.

9 **After Action Reviews (AAR)**

10 An AAR is a learning tool intended for the evaluation of an incident or project  
11 in order to improve performance by sustaining strengths and correcting  
12 weaknesses. An AAR is performed as soon after the event as possible by the  
13 personnel involved. An AAR should encourage input from participants that is  
14 focused on:

- 15 • What was planned?
- 16 • What actually happened?
- 17 • Why it happened?
- 18 • What can be done the next time?

19 An AAR is a tool that leaders and units can use to get maximum benefit from  
20 the experience gained on any incident or project. When possible, the leader of  
21 the incident or project should facilitate the AAR process. However, the leader  
22 may choose to have another person facilitate the AAR as needed and  
23 appropriate. AARs may be conducted at any organizational level. However, all  
24 AARs involve the exchange of ideas and observations, and focus on improving  
25 proficiency. The AAR should not be utilized as an investigational review. The  
26 format can be found in the *Interagency Response Pocket Guide (IRPG)*, PMS  
27 461, NFES 1077. Additional AAR information is available at  
28 <https://www.nwcg.gov/wfldp/toolbox/aars>.

**1 Fire and Aviation Safety Team (FAST) Reviews**

2 Fire and Aviation Safety Teams assist agency administrators during periods of  
3 high fire activity by assessing policy, rules, regulations, and management  
4 oversight relating to operational issues. They can also do the following:  
5 • Provide guidance to ensure fire and aviation programs are conducted safely;  
6 • Assist with providing immediate corrective actions;  
7 • Review compliance with OSHA abatement plan(s), reports, reviews, and  
8 evaluations; and  
9 • Review compliance with *Interagency Standards for Fire and Fire Aviation*  
10 *Operations*.

11 FAST reviews can be requested through geographic area coordination centers to  
12 conduct reviews at the state/regional and local level. If a more comprehensive  
13 review is required, a national FAST can be ordered through the National  
14 Interagency Coordination Center.

15 FASTs include a team leader, who is either an agency administrator or fire  
16 program lead with previous experience as a FAST member, a safety and health  
17 manager, and other individuals with a mix of skills from fire and aviation  
18 management.

19 FASTs will be chartered by their respective geographic area coordinating group  
20 (GACG) with a delegation of authority, and report back to the GACG.

21 FAST reports will include an executive summary, purpose, objectives,  
22 methods/procedures, findings, recommendations, follow-up actions (immediate,  
23 long-term, national issues), and a letter delegating authority for the review.  
24 FAST reports should be submitted to the GACG with a copy to the Federal Fire  
25 and Aviation Safety Team (FFAST) chair within 30 days. See appendix L for  
26 sample FAST Delegation of Authority.

**27 Safety Assistance Team (SAT) Visits**

28 In addition to FAST reviews, SAT visits emphasize engaging individual  
29 firefighters, managers, and administrators to grasp potential issues, with a focus  
30 on firefighting safety fundamentals. SAT visits are not inspections. SATs are  
31 often ordered when activity within an area escalates rapidly, or when a high  
32 level of activity has been occurring for a long time. SATs can be single agency  
33 or interagency in scope and composition.

34 The goals of a Safety Assistance Team are to:

- 35 • Assist fire managers and IMTs with site visits with firefighters, fire  
36 managers, and program leaders.
- 37 • Be service oriented, assisting the local units.
- 38 • Provide early warning of potentially hazardous conditions or situations.

39 Direct intervention, circumventing normal chain of command, is authorized  
40 when necessary; however, the overall objective is to create a work environment  
41 where the normal operating procedures are responsible for safe practices.

1 **Aviation Safety and Technical Assistance Team (ASTAT) Reviews**

2 Refer to chapter 16 for ASTAT information.

3 **Continuous Improvement Assessments (FS)**

4 The Washington Office, Director of Fire and Aviation Management, will select  
5 a subset of fires for review based on complexity and National significance  
6 ensuring the selected fires provide a cross sectional representation of cost, size,  
7 and oversight complexity. The reviews will be multi-tiered and foster a working  
8 environment that will improve the decision-making process and develop a  
9 capacity for organizational learning. If a site visit is required, the Washington  
10 Office, Deputy Chief, State and Private Forestry, will notify the regional  
11 forester. The National review process can include real time analysis of fire  
12 information, informal discussions with fire managers and Regional personnel,  
13 and/or site visits by a cadre of specialists to individual incidents and or  
14 geographic areas. For more detail, see FSM 5139.2.

15 **Significant Wildland Fire Review (DOI)**

16 A Significant Wildland Fire Review (SWFR) will be conducted when an  
17 incident (single fire or complex) meets or exceeds federal combined  
18 expenditures of \$15 million in suppression costs, and more than 50% of the  
19 burned acres are managed by one or more DOI bureaus. It is the agency's  
20 responsibility to advise the appropriate individual(s) within their agency of the  
21 need for a SWFR. When a multi-jurisdictional fire requires review, the DOI  
22 bureaus will determine which agency will be designated as the lead in the  
23 review process. The agency will provide a delegation of authority to the SWFR  
24 Team authorizing the implementation of a review. When possible, SWFRs  
25 should be conducted when the incident management team is still in place to  
26 allow prompt access to records and incident personnel. For more information,  
27 see  
28 [https://www.doi.gov/sites/doi.gov/files/elips/documents/owf\\_policy\\_memo\\_2016-13\\_criteria\\_for\\_review\\_wildfire\\_incidents.pdf](https://www.doi.gov/sites/doi.gov/files/elips/documents/owf_policy_memo_2016-13_criteria_for_review_wildfire_incidents.pdf).

- 30 • **BLM** – *The assistant director, fire and aviation (AD) will initiate, facilitate, and provide oversight for the SWFR process when BLM is the lead DOI agency. Upon determination of the need for a SWFR, the AD will coordinate with the appropriate state director and assemble a SWFR team, provide a delegation of authority, and initiate the SWFR using the BLM guidance found at [https://web.blm.gov/internal/fire/budget/Reference\\_docs/reviews/reviews.html](https://web.blm.gov/internal/fire/budget/Reference_docs/reviews/reviews.html). The AD will provide briefings to the bureau director, as appropriate.*
- 38 • **NPS** – *Significant Wildland Fire Review (SWFR) will be conducted at Management discretion and the delegating official may be at the local, regional, or national level. See the agency administrator and fire management performance tables in chapter 3 and the “Review Types and Requirements” table for further information.*



### 1 **Individual Fire Review**

2 An Individual Fire Review may also be conducted on incidents that do not rise  
3 to the level of a Significant Wildland Fire Review. Individual fire reviews  
4 examine all or part of the operations on an individual fire. The fire may be  
5 ongoing or controlled. These reviews may be local, state/regional, or national.  
6 These reviews evaluate decisions and strategies, correct deficiencies, identify  
7 new or improved procedures, techniques, or tactics, determine cost-  
8 effectiveness, and compile and develop information to improve local,  
9 state/regional, or national fire management programs.

- 10 • **BLM** – *Any fire that burns more than 50,000 acres of sagebrush rangelands*  
11 *will be evaluated by the Fire and Aviation Directorate to determine if an*  
12 *Individual Fire Review is warranted. If an individual fire review is*  
13 *warranted, the Assistant Director will organize a review and provide*  
14 *oversight for the review team. Individual Fire Reviews may also be*  
15 *conducted when there are significant natural resource concerns; or there*  
16 *are policy, political, social, or economic concerns, including significant*  
17 *impacts to infrastructure and energy related corridors; or there are*  
18 *significant and complicated cost-share or multi-jurisdictional issues.*

### 19 **Lessons Learned Reviews (LLRs)**

20 The purpose of a LLR is to explore, investigate, or review unintended outcomes  
21 or near misses in order to learn from the event and prevent future occurrences.  
22 In order to learn from these events, it is imperative to conduct a LLR in an open,  
23 non-punitive manner. LLRs are intended to provide educational opportunities  
24 that foster open and honest dialog and assist the wildland fire community in  
25 sharing lessons learned information. LLRs provide an outside perspective with  
26 appropriate technical experts assisting involved personnel in identifying  
27 conditions that led to the unexpected outcome and sharing findings and  
28 recommendations.

29 A LLR should be tailored to the event being reviewed. The scope of the review  
30 should be commensurate with the severity of the incident. A LLR will not be  
31 substituted for a Serious Accident Investigation (SAI) or other agency-specific  
32 accident investigation reporting requirements (e.g., DOI Safety Management  
33 Information System (SMIS) or USDA eSafety).

- 34 • **NPS** – *Facilitated Learning Analysis (FLA) may be used for incidents*  
35 *meeting the AI criteria.*
- 36 • **FS** – *Facilitated Learning Analysis (FLA) may be used for incidents*  
37 *meeting the AI criteria or if a CRP is not being utilized for an incident*  
38 *meeting SAI criteria. A guide for the FLA process is available at*  
39 *[https://www.wildfirelessons.net/viewdocument/facilitated-learning-analysis-](https://www.wildfirelessons.net/viewdocument/facilitated-learning-analysis-imple-1)*  
40 *imple-1. The Forest Service’s formal Learning Review Processes are the*  
41 *Facilitated Learning Analysis (FLA) which may be used for unintended*  
42 *outcomes of all types and the Coordinated Response Protocol (CRP)*  
43 *reserved for FS employee fatality events. Both processes are explicitly non-*  
44 *punitive and must have a delegation signed by a line officer so stating.*

1       Where appropriate, and for less serious incidents the FS may also use the  
2       Rapid Lesson Sharing (RLS) process or other review process such as After  
3       Action Reviews which typically do not have a line officer's delegation. The  
4       FS does not use the SAI process but may assist other agencies in a SAI for  
5       incidents involving the FS interests or personnel. FS Aviation accidents and  
6       incidents utilize the FS Aviation Mishap Investigation process. Current  
7       versions of the FLA and CRP guides can be found on the Wildland Fire  
8       Lessons Learned Center's website  
9       ([https://www.wildfirelessons.net/viewdocument/facilitated-learning-  
10      analysis-imple-1](https://www.wildfirelessons.net/viewdocument/facilitated-learning-analysis-imple-1)).

11      A LLR will be led by a facilitator not involved in the event. A facilitator should  
12      be an appropriate fire management expert who possesses skills in interpersonal  
13      communications, organization, and be unbiased to the event. Personnel involved  
14      in the event will be participants in the review process. Depending upon the  
15      complexity of the event, the facilitator may request assistance from technical  
16      experts (e.g., fire behavior, fire operations, etc.).

17      The LLR facilitator will convene the participants and:

- 18      • Obtain a delegation of authority from appropriate agency level. See  
19      appendix J for a sample LLR Delegation of Authority;
- 20      • Identify facts of the event (sand tables maybe helpful in the process) and  
21      develop a chronological narrative of the event;
- 22      • Identify underlying reasons for success or unintended outcomes;
- 23      • Identify what individuals learned and what they would do differently in the  
24      future;
- 25      • Identify any recommendations that would prevent future similar  
26      occurrences;
- 27      • While not required, 24- and 72-hour reports may be produced, and are a  
28      valuable element of the many learning focused products that LLR Teams  
29      may produce; and
- 30      • Provide a final written report including the above items to the pertinent  
31      agency administrator(s) within two weeks of event occurrence unless  
32      otherwise negotiated. Names of involved personnel should not be included  
33      in this report (reference them by position).

34      A copy of the final report will be submitted to the respective agency's national  
35      fire safety lead who will provide a copy to the Wildland Fire Lessons Learned  
36      Center (LLC). <https://www.wildfirelessons.net/aboutus>.

### 37      **Rapid Lesson Sharing (RLS)**

38      RLS is a type of Lessons Learned Review (LLR) for field personnel to quickly  
39      share lessons with others. RLS can be used to document and share lessons  
40      learned as a result of close calls, minor accidents, successes, efficient ways of  
41      performing work, adaptations, or anything wildland fire personnel can learn  
42      from.

- 1 To submit or view RLS documents, go to
- 2 <https://www.wildfirelessons.net/resources/rapidlessonsharing>.

### 3 **Declared Wildfire Reviews**

4 Every prescribed fire resulting in a wildfire declaration will receive an Outcome  
5 Review. Declared wildfire outcome review direction is found in these agency  
6 documents:

- 7 • *Interagency Prescribed Fire Planning and Implementation Procedures*  
8 *Reference Guide* (PMS 484)
  - 9 ○ **BLM** – Refer to *Fuels Management Manual 9214 and Handbook 9214-*  
10 *1, chapter 5.*
  - 11 ○ **NPS** – Refer to *RM-18, chapter 7 and 17.*
  - 12 ○ **FWS** – Refer to *Fire Management Handbook, chapter 17.*
  - 13 ○ **FS** – Refer to *FSM 5140.*
  - 14 ○ **BIA** – Refer to *Bureau of Indian Affairs Fuels Management Program*  
15 *Supplement to the Interagency Prescribed Fire Planning and*  
16 *Implementation Procedures Reference Guide (December 2008),*  
17 *chapter 3.*

18 Declared Wildfire Reviews will be submitted to the Wildland Fire Lessons  
19 Learned Center (LLC) by the agency fuels program lead. Submissions should be  
20 sent to [lldocsubmit@gmail.com](mailto:lldocsubmit@gmail.com).

### 21 **Notice of Air Quality Exceedance (NOV) Reviews**

22 A Notice of Air Quality Exceedance (NOV) Review supports understanding of  
23 the planning, decisions, and actions taken that contributed to the NOV.  
24 <https://www.nwccg.gov/publications/484>

## 25 **Investigations**

26 Investigations are detailed and methodical efforts to collect and interpret facts  
27 related to an incident or accident, identify causes or conditions that contributed  
28 to the accident (organizational factors, local workplace factors, unsafe acts), and  
29 develop control measures to prevent recurrence.

30 In addition to agency-specific accident investigation reporting requirements  
31 (SMIS/eSafety), distinct types of wildland fire incidents and accidents have  
32 specific investigation requirements.

### 33 **Wildland Fire Incident and Accident Types and Definitions**

- 34 • **Serious Wildland Fire Accident** – An unplanned event or series of events  
35 that resulted in death, injury, occupational illness, or damage to or loss of  
36 equipment or property. For wildland fire operations, a serious accident  
37 involves any of the following:
  - 38 ○ One or more fatalities;
  - 39 ○ Three or more personnel who are inpatient hospitalized as a direct  
40 result of or in support of wildland fire operations;
  - 41 ○ Property or equipment damage of \$250,000 or more; and/or

- 1       ○ Consequences that the Designated Agency Safety and Health Official  
2             (DASHO) judges to warrant a Serious Accident Investigation.
- 3       • **Wildland Fire Accident** – An unplanned event or series of events that  
4             resulted in injury, occupational illness, or damage to or loss of equipment or  
5             property to a lesser degree than defined in “Serious Wildland Fire  
6             Accident.”
- 7       • **Near-miss** – An unplanned event or series of events that could have  
8             resulted in death, injury, occupational illness, or damage to or loss of  
9             equipment or property but did not.
- 10      • **Entrapment** – A situation where personnel are unexpectedly caught in a  
11             fire behavior-related, life-threatening position where planned escape routes  
12             or safety zones are absent, inadequate, or compromised. Entrapment may or  
13             may not include deployment of a fire shelter for its intended purpose.  
14             Entrapment may result in a serious wildland fire accident, a wildland fire  
15             accident, or a near-miss.
- 16      • **Burnover** – An event in which a fire moves through a location or overtakes  
17             personnel or equipment where there is no opportunity to utilize escape  
18             routes and safety zones, often resulting in personal injury or equipment  
19             damage.
- 20      • **Fire Shelter Deployment** – The removing of a fire shelter from its case and  
21             unfolding it to use as protection against heat, smoke and burning embers.
- 22      • **Fire Trespass** – The occurrence of unauthorized fire on agency-protected  
23             lands where the source of ignition is tied to some type of human activity.
- 24      Accident investigation types and final reports should be commensurate with the  
25      complexity and/or severity of the accident and focus on organizational learning  
26      and the prevention of reoccurrence. Investigations and reports may range from  
27      large investigation teams producing comprehensive accident investigation  
28      reports to first-level supervisors initiating investigations and reporting  
29      injury/property damage in their agency-specific reporting systems  
30      (SMIS/eSafety). Final accident investigation reports may range between agency-  
31      specific accident reports, small one-page Rapid Lessons Sharing, simple or  
32      complex Lessons Learned Review reports, to extensive investigation reports that  
33      follow the same format as a serious accident.

## 1 Investigation Types and Requirements

Wildland Fire Event	Investigation Type	Management Level Requiring Notification <sup>1</sup>	Management level that determines review type and authorizes review <sup>2</sup>
Serious Wildland Fire Accident	Serious Accident Investigation (SAI) <i>FS – Facilitated Learning Analysis (FLA) process or the Coordinated Response Protocol (CRP) for FS employee fatality events.</i>	National	National
Wildland Fire Accident	SAI, Accident Investigation (AI), Lessons Learned Review (LLR), Rapid Lesson Sharing (RLS), depending on severity. This is in addition to agency-specific accident report (e.g., SMIS/eSafety)  <i>NPS/FS – FLA may be used</i>	<i>BLM/NPS–National</i>  <i>FS/FWS – Management Discretion</i>	Region/State/Local
Entrapment/ Burnover	SAI, AI, LLR, depending on severity	National	National/Regional/ State
Fire Shelter Deployment	SAI, AI, LLR, depending on severity	National	National/Regional/ State
Near-miss	LLR, AAR	Management Discretion	Region/State/Local
Fire Trespass	Fire Cause Determination and Trespass Investigation	Local	Local

<sup>1</sup>In the event that a wildland fire entrapment or fatality occurs, immediate notification to NICC is required. A *Wildland Fire Fatality and Entrapment Initial Report* (PMS 405-1) should be submitted to NICC within 24 hours. Submit this report even if some data is missing. The PMS 405-1 is located at ###  
[https://www.nife.gov/nicc/logistics/coord\\_forms.htm](https://www.nife.gov/nicc/logistics/coord_forms.htm)  
<https://www.nwcg.gov/publications/405-1>.

<sup>2</sup> Higher level management may exercise their authority to determine the type of review or investigation.

- 1 • **BLM** – When a BLM employee is involved, investigations will occur  
2 regardless of land jurisdiction. BLM agency administrators may jointly  
3 delegate authority to investigate accidents in cases of mixed jurisdiction or  
4 employee involvement. Joint delegations must ensure that BLM accident  
5 investigation reporting requirements are met.
- 6 • **FS** – Forest Service line officers are the deciding officials regarding what  
7 type of accident investigation or analysis method is to be used for accidents  
8 or near misses occurring under Forest Service jurisdiction.

## 9 Investigation Processes

### 10 Processes Common to All Wildland Fire Accident Investigations

- 11 • **Site Protection** – The site of the incident should be secured immediately  
12 and nothing moved or disturbed until the area is photographed and visually  
13 reviewed by the investigation team. Exact locations of injured personnel,  
14 entrapments, injuries, fatalities, and the condition and location of personal  
15 protective equipment, property, and other equipment must be documented.
- 16 • **Management of Involved Personnel** – Treatment, transport, and follow-up  
17 care must be immediately arranged for injured and involved personnel. The  
18 agency administrator or delegate should develop a roster of involved  
19 personnel and supervisors and ensure they are available for interviews by  
20 the investigation team. The agency administrator should consider relieving  
21 involved supervisors from fireline duty until the preliminary investigation  
22 has been completed. Attempt to collect initial statements from the involved  
23 individuals prior to a Critical Incident Stress Management (CISM) session.
- 24 • **Delegation of Authority** – A delegation of authority shall be issued to the  
25 investigation team leader. The delegation of authority will outline roles,  
26 responsibilities, and expected deliverables. Delegation of authority  
27 templates are available ### at <https://www.nife.gov/programs/safety/> from  
28 agency fire safety program managers.
- 29 • **Critical Incident Stress Management (CISM)** – CISM is the  
30 responsibility of local agency administrators, who should have individuals  
31 pre-identified for critical incident stress debriefings. Also refer to the  
32 *Agency Administrator's Guide to Critical Incident Management (PMS 926)*,  
33 available at <https://www.nwcg.gov/publications/926>. Individuals or teams  
34 may be available through Employee Assistance Programs (EAPs) or  
35 geographic area coordination centers (GACCs).

### 36 Wildland Fire Accident Investigation (AI) Process

- 37 • **FS** – The Wildland Fire Accident Investigation (AI) Process is not  
38 applicable to Forest Service accidents. The Forest Service's formal  
39 Learning Review Processes are the Facilitated Learning Analysis (FLA)  
40 which may be used for unintended outcomes of all types and the  
41 Coordinated Response Protocol (CRP) reserved for FS employee fatality

1 *events. Both processes are explicitly non-punitive and must have a*  
2 *delegation signed by a line officer so stating. Where appropriate, and for*  
3 *less serious incidents the FS may also use the Rapid Lesson Sharing (RLS)*  
4 *process or other review process such as After Action Reviews which*  
5 *typically do not have a line officer's delegation. The FS does not use the*  
6 *SAI process but may assist other agencies in a SAI for incidents involving*  
7 *the FS interests or personnel. FS Aviation accidents and incidents utilize*  
8 *the FS Aviation Mishap Investigation process.*

9 Accident investigations and reports should be commensurate with the  
10 complexity and/or severity of the accident and focus on organizational learning  
11 and the prevention of reoccurrence. Investigations and reports may range from  
12 large investigation teams producing comprehensive reports to first-level  
13 supervisors initiating investigations and reporting injury/property damage in  
14 agency reporting systems (e.g., SMIS/eSafety). Final accident investigation  
15 reports may range between agency-specific accident reports, small one-page  
16 Rapid Lessons Sharing, simple or complex Lessons Learned Review reports, to  
17 extensive investigation reports that follow the same format as a serious accident.

#### 18 **Notification**

19 When an accident occurs, agency notification requirements will be followed.  
20 Notification requirements universally include:

- 21 • Local dispatch center
- 22 • Unit fire management officer
- 23 • Agency administrator
- 24 • OSHA (refer to chapter 7 for reporting criteria)

#### 25 **Investigation Team Membership**

26 Investigation team membership should be commensurate with the complexity  
27 and/or severity of the accident. An investigation team should consist of a team  
28 leader and an adequate number of technical specialists and subject matter  
29 experts. For complex investigations, team membership may also include a chief  
30 investigator, a safety advisor/manager, and additional technical specialists, and a  
31 writer/editor. Team members may have dual roles (e.g., chief investigator/safety  
32 advisor).

#### 33 **Investigation Methodology**

34 Accident Investigations (AI) are detailed and methodical efforts to collect and  
35 interpret facts related to an accident and to provide specific recommendations to  
36 prevent recurrence. The AI may include the following actions:

- 37 • Visual inspection of involved site, equipment, or material;
- 38 • Detailed analysis of equipment or material, as necessary;
- 39 • Interviews with involved personnel, witnesses, managers, and other  
40 pertinent persons;
- 41 • Collection and review of written statements;
- 42 • Review of records, archives, plans, policies, procedures, and other pertinent  
43 documents;

- 1 • Consideration of environmental, equipment, material, procedural, and  
2 human factors as they related to the incident; and  
3 • Development of specific findings and related recommendations for the AI  
4 report.

5 **Accident Investigation 24- and 72-Hour Reports**

6 24- and 72-hour reports should be completed when an AI will be conducted.  
7 Final 24- and 72-hour reports will be approved by the AI delegating official,  
8 then sent to the agency fire safety/risk management lead who will provide a  
9 copy to the Wildland Fire Lessons Learned Center (LLC). E-mail:  
10 llcdocsubmit@gmail.com.

- 11 • **24-Hour Preliminary Report** – This report contains known basic facts  
12 about the accident. It will be completed and forwarded by the responsible  
13 agency administrator to the next higher level (e.g., district manager  
14 forwards to state director). Names of injured personnel will not be included  
15 in this report. Personnel may be referenced by position.  
16 • **72-Hour Expanded Report** – This report provides additional factual  
17 information, if available. The information may include the number of  
18 victims and severity of injuries. The focus should be on information that  
19 may have immediate impact on future accident prevention. This report will  
20 be completed and forwarded by the AI team to the AI delegating official.  
21 Names of injured personnel will not be included in this report. Personnel  
22 may be referenced by position.

23 **Accident Investigation Final Report**

24 Within approximately 45 days of the accident, a final report shall be submitted  
25 to the senior manager dependent upon the level of investigation (e.g., local  
26 agency administrator, state/regional director, and agency fire director or their  
27 designee). If a lower level investigation is conducted, a courtesy copy of the  
28 final report shall be sent to the respective agency's national fire safety/risk  
29 management lead.

30 The final report (minus names of employees—they should be referenced by  
31 position) will be submitted to Wildland Fire Lessons Learned Center (LLC) by  
32 the respective agency's national fire safety leads. E-mail:  
33 llcdocsubmit@gmail.com.

34 **Accident Investigation Report Standard Contents**

35 Accident investigation reports will vary in length, format and complexity. Each  
36 report should be commensurate to the complexity of the incident and focus on  
37 organizational learning and the prevention of reoccurrence. The following list is  
38 common or standard contents often found in accident investigation reports.

- 39 • **Executive Summary** – A brief narrative of the facts involving the accident  
40 including dates, locations, times, name of incident, jurisdiction(s), number  
41 of individuals involved, etc. Names of injured personnel or personnel  
42 involved in the accident are not to be included in this report (reference them  
43 by position).



- 1 • **Narrative** – A detailed chronological narrative of events leading up to and  
2 including the accident, as well as rescue and medical actions taken after the  
3 accident. This section will contain who, what, and where.
- 4 • **Investigation Process** – A brief narrative of actions taken by the  
5 investigation team. This narrative should include investigation team  
6 membership, delegation of authority information (from who and contents,  
7 include a copy as an appendix), investigative actions and timeline (when the  
8 team conducted interviews, inspections, site visits, etc.), and if other sources  
9 were consulted (i.e., professional accident reconstruction experts,  
10 equipment manufacturers, etc.). This section may also address if  
11 environmental, equipment, material, procedural, and human factors were  
12 present, and state how findings/recommendations were developed.
- 13 • **Findings/Recommendations**
- 14 ○ **Findings** – Developed from the factual information. Each finding is a  
15 single event or condition. Each finding is an essential step in the  
16 accident sequence, but each finding is not necessarily causal or  
17 contributing, and each finding may not have an associated  
18 recommendation. Findings should only include information necessary  
19 to explain the specific event or condition. Findings must be  
20 substantiated by the factual data. Findings should not include opinion  
21 or speculation.
- 22 ○ **Discussion** – This provides explanation or information pertinent to a  
23 specific finding.
- 24 ○ **Recommendations** – Recommendations are proposed actions intended  
25 to prevent similar accidents. Recommendations should be directly  
26 related to findings, should not contain opinion or speculation, and when  
27 appropriate, should identify the specific organization responsible for  
28 completing the recommended action. Recommendations will be  
29 evaluated and may be incorporated into future operational direction  
30 through established processes.
- 31 • **Conclusions and Observations** – Investigation team’s opinions and  
32 inferences, and “lessons learned” may be captured in the section.
- 33 • **Reference Materials**
- 34 ○ **Maps/Photographs/Illustrations** – Graphic information used to  
35 document and visually portray facts.
- 36 ○ **Appendices** – Reference materials (e.g., fire behavior analysis,  
37 equipment maintenance reports, agreements).
- 38 ### AI Delegation of Authority templates, AI report template and examples of  
39 AI reports can be found at the NIFC Safety website,  
40 <https://www.nifc.gov/programs/safety/>. Examples of AI reports are available  
41 from agency fire safety program managers.

**1 Wildland Fire Serious Accident Investigation (SAI) Process**

2 For interagency serious accident investigations, a multi-agency delegation of  
3 authority to conduct the investigation may be issued. The delegation will ensure  
4 that the investigation meets the policy requirements of involved agencies.

- 5 ● **BLM/FWS** – *The Interagency Serious Accident Investigation Guide*  
6 *establishes core direction for BLM, FWS, and interagency serious accident*  
7 *investigations (exceptions for aviation accidents are stated in the guide). It*  
8 *provides serious accident investigation teams a standardized and*  
9 *comprehensive process for conducting serious accident investigations. The*  
10 *guide is available at ### <https://www.nife.gov/programs/safety/>*  
11 *[https://www.nps.gov/subjects/fire/upload/interagency-serious-accident-](https://www.nps.gov/subjects/fire/upload/interagency-serious-accident-investigation-guide.pdf)*  
12 *[investigation-guide.pdf](https://www.nps.gov/subjects/fire/upload/interagency-serious-accident-investigation-guide.pdf).*

13 *Serious accident investigation reports will be completed, routed, and*  
14 *disseminated according to processes established in the guide. Reports may*  
15 *contain information supplemental to the requirements of the guide if it*  
16 *augments the BLM/FWS's ability to learn and to develop further*  
17 *improvements. The guide may be used entirely or in part for accidents that*  
18 *do not meet the serious accident definition.*

- 19 ● **FS** – *The Forest Service's response to serious accidents are the Facilitated*  
20 *Learning Analysis (FLA) which may be used for unintended outcomes of all*  
21 *types, and the Coordinated Response Protocol (CRP) reserved for FS*  
22 *employee fatality events. Both processes are explicitly non-punitive and*  
23 *must have a delegation signed by a line officer so stating. FS Aviation*  
24 *accidents and incidents utilize the FS Aviation Mishap Investigation*  
25 *process. Current versions of the FLA and CRP guides can be found on the*  
26 *Wildland Fire Lessons Learned Center's website*  
27 *(<https://www.wildfirelessons.net/home>).*

**28 Fire Director Responsibilities**

29 The Fire Director(s) or designee(s) of the lead agency, or agency responsible for  
30 the land upon which the accident occurred, will:

- 31 ● Ensure the agency safety manager and Designated Agency Safety and  
32 Health Official (DASHO) have been notified;
- 33 ● Immediately appoint, authorize (through delegation of authority), and  
34 deploy an accident investigation team;
- 35 ● Provide resources and procedures adequate to meet the team's needs;
- 36 ● Receive the factual and management evaluation reports and take action to  
37 accept or reject recommendations;
- 38 ● Forward investigation findings, recommendations, and corrective action  
39 plan to the DASHO (the agency safety office is the "office of record" for  
40 reports);
- 41 ● Convene an accident review board/ board of review (if deemed necessary)  
42 to evaluate the adequacy of the factual and management reports and suggest  
43 corrective actions;

- 1 • Ensure a corrective action plan is developed, incorporating management
- 2 initiatives established to address accident causal factors; and
- 3 • Ensure Serious Accident Investigations remain independent of other
- 4 investigations.

#### 5 **Agency Administrator Responsibilities**

- 6 • Develop local preparedness plans to guide emergency response.
- 7 • Identify agencies with jurisdictional responsibilities for the accident.
- 8 • Provide for and emphasize treatment and care of survivors.
- 9 • Ensure the incident commander secures the accident site.
- 10 • Conduct an in-briefing to the investigation team.
- 11 • Facilitate and support the investigation as requested.
- 12 • Determine need and implement Critical Incident Stress Management
- 13 (CISM).
- 14 • Notify home Tribe leadership in the case of a Native American fatality.
- 15 • Prepare and issue the required 24-Hour Preliminary Report unless formally
- 16 delegated to another individual.

#### 17 **Notification**

18 Agency reporting requirements will be followed. As soon as a serious accident  
19 is verified, the following groups or individuals should be notified:

- 20 • Agency administrator;
- 21 • Public affairs;
- 22 • Agency law enforcement;
- 23 • Safety personnel;
- 24 • County sheriff or local law enforcement as appropriate to jurisdiction;
- 25 • National Interagency Coordination Center (NICC) through the local
- 26 dispatch center and GACC. Provide a *Wildland Fire Fatality and*
- 27 *Entrapment Initial Report* (PMS 405-1) directly to NICC within 24 hours;
- 28 • Agency headquarters; and
- 29 • OSHA will be notified according to agency policy when an employee is
- 30 killed on the job or suffers a work-related hospitalization, amputation, or
- 31 loss of an eye. <https://www.osha.gov/report.html>
- 32 ○ A fatality must be reported within **8 hours**.
- 33 ○ An in-patient hospitalization, amputation, or eye loss must be reported
- 34 within **24 hours**.

35 Notification to the respective agency's fire national safety/risk management lead  
36 is required.

#### 37 **Designating the Investigation Team Lead**

38 The 1995 Memorandum of Understanding (MOU) between the U.S. Department  
39 of the Interior and the U.S. Department of Agriculture states that serious  
40 wildland fire-related accidents will be investigated by interagency investigation  
41 teams.

1 The Memorandum of Agreement (MOA) between Department of Agriculture  
2 Forest Service and Department of Interior augments and provides clarification  
3 to the 1995 MOU for investigation type and team lead/deputy team  
4 lead/interagency representative designation. The MOA also provides an  
5 interagency template for joint delegation of authority. The MOA is available ###  
6 at <https://www.nife.gov/programs/safety/> from agency fire safety program  
7 managers.

8 Following initial notification of a serious accident, the agency DASHO will  
9 designate a Serious Accident Investigation Team Lead(s) and provide that  
10 person(s) with a written delegation of authority to conduct the investigation and  
11 the means to form and deploy an investigation team.

- 12 • **BLM/NPS/FWS** – The agency DASHOs have delegated this responsibility  
13 to the respective agency fire directors.
- 14 • **BLM** – The Fire and Aviation Directorate Safety Program Manager  
15 mobilizes SAI teams in coordination with the SAI Team Leader.

16 Accidents involving more than one agency will require a collaboratively  
17 developed delegation of authority that is signed by each of the respective  
18 agencies.

### 19 **Serious Accident Investigation Team (SAIT) Composition**

20 SAIT members should not be affiliated with the unit that sustained the accident.

#### 21 ***Team Leader (Core Team Member)***

22 A senior agency management official, at the equivalent associate/assistant  
23 regional/state/area/division director level. The team leader will direct the  
24 investigation and serve as the point of contact to the Designated Agency Safety  
25 and Health Official (DASHO).

#### 26 ***Chief Investigator (Core Team Member)***

27 A qualified accident investigation specialist is responsible for the direct  
28 management of all investigation activities. The chief investigator reports to the  
29 team leader.

#### 30 ***Accident Investigation Advisor/Safety Manager (Core Team Member)***

31 An experienced safety and occupational health specialist or manager who acts as  
32 an advisor to the team leader to ensure that the investigation focus remains on  
33 safety and health issues. The accident investigation advisor/safety manager also  
34 works to ensure strategic management issues are examined. Delegating Officials  
35 or their designee may, at their discretion, fill this position with a trained and  
36 qualified NWCG Safety Officer, Line (SOFR), Safety Officer, Type 2 (SOF2),  
37 or Safety Officer, Type 1 (SOF1).

#### 38 ***Interagency Representative***

39 An interagency representative will be assigned to every fire-related Serious  
40 Accident Investigation Team. They will assist as designated by the team leader  
41 and will provide outside agency perspective. They will assist as assigned by the  
42 Team Leader and will provide a perspective from outside the agency.

1 **Technical Specialists**

2 Personnel who are qualified and experienced in specialized occupations,  
3 activities, skills, and equipment, addressing specific technical issues such as  
4 specialized fire equipment, weather, and fire behavior.

5 **Public Affairs Officer**

6 For investigations with high public visibility and significant news media  
7 interest, a public affairs officer (PAO) should be considered a part of the team.  
8 The PAO should develop a communications plan for the team, be a designated  
9 point of contact for news media, and oversee all aspects of internal and external  
10 communications. Ideally, the PAO should be qualified as a Type 1 or Type 2  
11 public information officer and be familiar with SAI team organization and  
12 function.

- 13 • **BLM** – *All media related documents (news releases, talking points, etc.)*  
14 *should be cleared through NIFC Public Affairs prior to external release.*

15 Core SAIT members are required to take the Interagency Serious Accident  
16 Investigation Course 1112-05 prior to serious accident investigation assignment.  
17 This training is required every 5 years to maintain currency unless the Core  
18 SAIT member has completed an SAIT assignment within the last 5 years.

- 19 • **BLM/FWS/FS** – *This training is required every 5 years to retain currency.*

20 **SAI 24- and 72-Hour Reports**

21 The final 24-hour report will be approved by the agency administrator in  
22 concurrence with the SAI delegating official. The 72-hour report will be  
23 approved by the SAI delegating official. Both reports are sent to the agency fire  
24 safety/risk management lead who will provide a copy to the Wildland Fire  
25 Lessons Learned Center (LLC). E-mail: llcdocsubmit@gmail.com.

- 26 • **24-Hour Preliminary Report** – This report contains known basic facts  
27 about the accident. It will be completed and forwarded by the responsible  
28 agency administrator to the SAI delegating official. Names of injured  
29 personnel will not be included in this report. Personnel may be referenced  
30 by position.
- 31 • **72-Hour Expanded Report** – This report provides additional factual  
32 information, if available. The information may include the number of  
33 victims and severity of injuries. The focus should be on information that  
34 may have immediate impact on future accident prevention. This report will  
35 be completed and forwarded by the SAI team to the SAI delegating official.  
36 Names of injured personnel will not be included in this report. Personnel  
37 may be referenced by position.

38 **SAI Final Report**

39 Within 45 days of the incident, a final report consisting of a Factual Report (FR)  
40 and a Management Evaluation Report (MER) will be produced by the  
41 investigation team and forwarded to the Designated Agency Safety and Health  
42 Official (DASHO) through the agency Fire Director(s).

- 1 • **Factual Report** – This report contains a brief summary or background of  
2 the event, and facts based only on examination of technical and procedural  
3 issues related to equipment and tactical fire operations. It does not contain  
4 opinions, conclusions, or recommendations. Names of injured personnel are  
5 not to be included in this report (reference them by position). Post-accident  
6 actions should be included in this report (emergency response attribute to  
7 survival of a victim, etc.). Factual Reports will be submitted to Wildland  
8 Fire Lessons Learned Center (LLC) by the respective agency's fire  
9 safety/risk management leads. E-mail: llcdocsu@nifc.gov.
- 10 • **Management Evaluation Report (MER)** – The MER is intended for  
11 internal use only and explores management policies, practices, procedures,  
12 and personal performance related to the accident. The MER categorizes  
13 findings identified in the factual report and provides recommendations to  
14 prevent or reduce the risk of similar accidents.

15 ~~### Factual Report and Management Evaluation Report formatting can be found  
16 at <https://www.nifc.gov/programs/safety/>.~~

### 17 **Accident Review Board/Board of Review**

18 An Accident Review Board/Board of Review is used by some agencies to  
19 evaluate recommendations, and develop a corrective action plan. Refer to the  
20 respective agency's safety and health policy.

## 21 **Fire Cause Determination and Trespass Investigation**

### 22 **Introduction**

23 Agency policy requires determination of cause, origin, and responsibility for all  
24 wildfires. Accurate fire cause determination is a critical first step for a  
25 successful fire investigation and for targeting fire prevention efforts. Proper  
26 investigative procedures, which occur concurrent with initial attack, more  
27 accurately pinpoint fire causes and can preserve valuable evidence that would  
28 otherwise be destroyed by suppression activities. Fire trespass refers to the  
29 occurrence of unauthorized fire on agency-protected lands where the source of  
30 ignition is tied to some type of human activity.

31 Initiation of fire cause determination must be started with notification of an  
32 incident. Initial attack dispatchers are responsible for capturing all pertinent  
33 information when the fire is reported and throughout the incident. The initial  
34 attack incident commander and the initial attack forces are responsible for  
35 protecting the origin area and initiating fire cause determination and  
36 documenting observations starting with their travel to the fire. If probable cause  
37 indicates human involvement, an individual qualified in fire cause determination  
38 (INVF or cooperator equivalent) should be dispatched to the fire.

### 39 **Policy**

40 The agency must pursue cost recovery, or document why cost recovery is not  
41 required, for all human-caused fires on public lands. The agency will also pursue

1 cost recovery for other lands under fire protection agreement where the agency  
2 is not reimbursed for suppression actions, if so stipulated in the agreement.

3 For all human-caused fires where negligence can be determined, trespass actions  
4 are to be taken to recover cost of suppression activities, land rehabilitation, and  
5 damages to the resource and improvements. Only fires started by natural causes  
6 will not be considered for trespass and related cost recovery.

7 The determination whether to proceed with trespass action must be made on  
8 “incident facts,” not on “cost or ability to pay.” Trespass collection is both a cost  
9 recovery and a deterrent to prevent future damage to public land. It is prudent to  
10 pursue collection of costs, no matter how small. This determination must be  
11 documented and filed in the unit office’s official fire report file.

12 Unless specified otherwise in an approved protection agreement, the agency that  
13 has the land management jurisdiction/administration role is accountable for  
14 determining the cause of ignition, responsible party, and for obtaining all  
15 billable costs, performing the billing, collection, and distribution of the collected  
16 funds. The agency with the fire protection responsibility role must provide the  
17 initial determination of cause to the agency with the land management  
18 jurisdiction/administration role. The agency providing fire protection shall  
19 provide a detailed report of suppression costs that will allow the jurisdictional  
20 agency to proceed with trespass procedures in a timely manner.

21 Each agency’s role in fire trespass billing and collection must be specifically  
22 defined in a relevant Cooperative Fire Protection Agreement between federal  
23 and state cooperators. Federal agencies will follow established procedures for  
24 each agency and utilize the IPAC system to transfer funds.

25 Agency references:

- 26 • **BLM** – 9238-1
- 27 • **NPS** – RM-18, chapter 6 and RM-9
- 28 • **FWS** – 621 FW 1
- 29 • **FS** – FSM 5130 and FSM 5300
- 30 • **BIA** – 53 IAM chapter 7-H and 90IAM 1.4C (10)
- 31 • **BIA** – For guidance regarding origin and cause determination on lands  
32 under the jurisdiction of the Bureau of Indian Affairs, see 90 IAM 1.4C (10)  
33 *Wildland Fire Management - National Fire Investigation Handbook*  
34 available at <https://www.bia.gov/policy-forms/handbooks>.
- 35 • **BIA** – For guidance regarding fire trespass and damage to Indian Forest  
36 Products on lands under the jurisdiction of the Bureau of Indian Affairs see  
37 53IAM 7-H *Indian Forest Management Handbook – Forest Trespass*,  
38 available at  
39 [https://www.bia.gov/sites/bia.gov/files/assets/bia/ots/dfwfm/pdf/idc-](https://www.bia.gov/sites/bia.gov/files/assets/bia/ots/dfwfm/pdf/idc-022535.pdf)  
40 [022535.pdf](https://www.bia.gov/policy-forms/handbooks) and <https://www.bia.gov/policy-forms/handbooks>.

1 **Related Policy Documents**

2 These documents provide specific direction related to incident and accident  
 3 investigations.

	Safety	Prescribed Fire
<b>DOI</b>	485 DM chapter 7	
<b>BLM</b>	DOI Occupational Safety and Health Program – Field Manual, 1112-1	
<b>NPS</b>	DO/RM-50B, RM-18 chapter 3	RM-18, chapter 7
<b>FWS</b>	240 FW 7	
<b>FS</b>	FSH-6709.11	FSM-5140
	FSM-5100 and FSH-6709.11, FSM 5720 (Aviation), FSM 5130 (Ground Operations), FSM 6730 (Specific policy), FSH 6709.12 chapter 30 (General guidance), and most recent Accident Investigation Guide, for specific guidance.	Same as Safety
<b>Interagency</b>	Information on accident investigations may be found at ### <a href="https://www.nife.gov/programs/safety/">https://www.nife.gov/programs/safety/</a> <a href="https://www.nps.gov/subjects/fire/upload/interagency-serious-accident-investigation-guide.pdf">https://www.nps.gov/subjects/fire/upload/interagency-serious-accident-investigation-guide.pdf</a> . For reporting use PMS 405-1, <i>Wildland Fire Fatality and Entrapment Initial Report</i> , ### <a href="https://www.nwcg.gov/publications/405-1">https://www.nwcg.gov/publications/405-1</a> <a href="https://www.nwcg.gov/sites/default/files/publications/PMS%20405-1.pdf">https://www.nwcg.gov/sites/default/files/publications/PMS%20405-1.pdf</a>	Same as Safety



## Chapter 19 Dispatch and Coordination System

### Introduction

The primary mission of the national dispatch/coordination system is the timely, cost-effective, and efficient coordination, mobilization, and demobilization of wildland fire resources. This mission is accomplished at the direction of agency administrators and designated fire managers at the local, geographic, and national level and delegated to the center manager. Agency administrators and fire managers are responsible for providing direction to their respective dispatch/coordination centers. The dispatch/coordination system implements the movement of resources in response to the direction as delegated.

Agency administrators and fire managers will:

- Provide oversight for the development and implementation of dispatch/coordination center plans and operating procedures (e.g., initial response plans, dispatch operating guides/manuals, and mobilization guides) that enable the effective implementation of the fire management plan.
- Through prior planning, provide dispatch with an initial response plan to allocate resources to new incidents under the leadership of the center manager or delegated acting.
- Establish priorities for prepositioning and deployment of fire suppression resources based on evaluation of current/predicted fire activity and firefighting resource status and availability, and communicate these priorities to the dispatch/coordination managers through established command channels for implementation.
- Serve as authorized representatives on local, geographic, and national coordinating groups and MAC groups.

Dispatch/coordination center managers will:

- Ensure that dispatch/coordination center decisions and actions are consistent with priorities, established plans, and operating procedures as determined by agency administrators and fire managers.
- Implement pre-planned response for allocation of resources to new incidents, pursuant to their delegation from agency administrators and designated fire managers.
- Develop and implement dispatch/coordination center plans and operating procedures (e.g., initial response plans, dispatch operating guides/manuals, and mobilization guides) that enable the effective implementation of the fire management plan.

### National Dispatch/Coordination System

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

- National – National Interagency Coordination Center

- 1 • Geographic – Geographic area coordination centers
  - 2 • Local – Local dispatch centers
- 3 Logistical dispatch operations occur at all three levels, while initial attack  
4 dispatch operations occur primarily at the local level. Any geographic area or  
5 local dispatch center using a dispatch system outside the three-tier system must  
6 justify why a non-standard system is being used and request written  
7 authorization from the BLM, FWS, and/or NPS National Office or USFS  
8 Regional Office.
- 9 **National Interagency Coordination Center (NICC)**
- 10 The NICC is located at NIFC, in Boise, Idaho. The principal mission of the  
11 NICC is the cost-effective and timely coordination of land management agency  
12 emergency response for wildland fire at the national level. This is accomplished  
13 through planning, situation monitoring, and expediting resource orders between  
14 the BIA Areas, BLM states, National Association of State Foresters, FWS  
15 Regions, FS Regions, NPS Regions, National Weather Service (NWS) Regions,  
16 Federal Emergency Management Agency (FEMA) regions through the United  
17 States Fire Administration (USFA), and other cooperating agencies.
- 18 The NICC coordinates any requests for support from foreign countries, either  
19 through Departments of Agriculture and Interior agreements (Canada and  
20 Mexico) or arrangements (Australia and New Zealand), or from the Forest  
21 Service International Programs' Disaster Assistance Support Program (DASP)  
22 through the U.S. Agency for International Development's Office of Foreign  
23 Disaster Assistance.
- 24 The NICC supports non-fire emergencies when tasked by an appropriate agency,  
25 such as FEMA, through the National Response Framework. The NICC collects  
26 and consolidates information from the GACCs and disseminates the *National*  
27 *Incident Management Situation Report* through the NICC website at  
28 <https://www.nifc.gov/nicc/sitreprt.pdf>.
- 29 **Geographic Area Coordination Centers (GACCs)**
- 30 There are 10 GACCs, each of which serve a specific geographic portion of the  
31 United States. Each GACC interacts with the local dispatch centers, as well as  
32 with the NICC and neighboring GACCs. Refer to the *National Interagency*  
33 *Mobilization Guide* for a complete directory of GACC locations, addresses, and  
34 personnel.
- 35 The principal mission of each GACC is to provide the cost-effective and timely  
36 coordination of emergency response for all incidents within the specified  
37 geographic area. GACCs are also responsible for:
- 38 • Determining needs;
  - 39 • Coordinating priorities;
  - 40 • Facilitating mobilization of resources within their geographic area (GA) and  
41 in support of other GAs; and

- 1 • Supplying intelligence associated with incidents and resource availability  
2 within their GA to the NICC and cooperating agencies.

### 3 **Local Dispatch Centers**

4 Local dispatch centers are located throughout the country as dictated by the  
5 needs of fire management agencies. Local dispatch centers dispatch multi-  
6 agency wildland firefighting resources within a pre-established and identified  
7 dispatch zone boundary. The principal mission of a local dispatch center is to  
8 provide safe, timely, and cost-effective coordination of emergency response for  
9 all incidents within its specified geographic area. This entails the coordination of  
10 initial attack responses and the ordering of additional resources when fires  
11 require extended attack.

12 Local dispatch centers are also responsible for supplying intelligence and  
13 information relating to fires and resource status to their GACC and to their  
14 agency managers and cooperators. Local dispatch centers may work for, or with,  
15 numerous agencies, but should only report to one GACC.

16 Some local dispatch centers are also tasked with law enforcement and agency  
17 administrative workloads for non-wildfire operations. If this is the case, a  
18 commensurate amount of funding and training should be provided by the  
19 benefiting activity to accompany the increased workload. If non-wildfire  
20 workload is generated by another agency operating in an interagency dispatch  
21 center, the agency generating the additional workload should offset this  
22 increased workload with additional funding or personnel.

### 23 **Mobilization Guides**

24 The NICC and each GACC annually publish a mobilization guide. The  
25 mobilization guides identify standard procedures which guide the operations of  
26 multi-agency logistical support activity throughout the coordination system.  
27 These guides are intended to facilitate interagency dispatch coordination,  
28 ensuring timely and cost-effective incident support services are provided. Local  
29 and geographic area mobilization guides supplement the *National Interagency*  
30 *Mobilization Guide*.

31 The *National Interagency Mobilization Guide* (NFES 2092) and links to  
32 geographic area mobilization guides are available at <https://www.nifc.gov/nicc/>.

### 33 **Local Mobilization Guide/Dispatch Operating Plan**

34 Local dispatch centers will have a local mobilization guide or dispatch operating  
35 plan to supplement the GACC and national mobilization guides. The  
36 mobilization guide or operating plan will include or provide reference to the  
37 minimum elements and procedures to guide the operation of a local dispatch  
38 center. See appendix P for minimum required elements and procedures for  
39 inclusion in a local mobilization guide/dispatch operating plan or at  
40 <https://www.nifc.gov/standards/guides/red-book>.

**1 Local and Geographic Area Drawdown**

2 Drawdown is the predetermined number and type of suppression resources that  
3 are required to maintain viable initial attack (IA) capability at either the local or  
4 geographic area. Drawdown resources are considered unavailable outside the  
5 local or geographic area for which they have been identified.

6 Drawdown is intended to:

- 7 • Ensure adequate fire suppression capability for local and/or geographic area  
8 managers; and
- 9 • Enable sound planning and preparedness at all management levels.

10 Although drawdown resources are considered unavailable outside the local or  
11 geographic area for which they have been identified, they may still be  
12 reallocated by the geographic area or National MAC to meet higher priority  
13 obligations.

**14 Establishing Drawdown Levels**

15 Local drawdown is established by the local unit and/or the local MAC group and  
16 implemented by the local dispatch office. The local dispatch office will notify  
17 the geographic area coordination center (GACC) of local drawdown decisions  
18 and actions.

19 Geographic area drawdown is established by the GMAC and implemented by  
20 the GACC. The GACC will notify the local dispatch offices and the National  
21 Interagency Coordination Center (NICC) of geographic area drawdown decision  
22 and actions.

**23 National Ready Reserve (NRR)**

24 NRR is a means by which the NMAC identifies and readies specific categories,  
25 types, and quantities of fire suppression resources in order to maintain overall  
26 national readiness during periods of actual or predicted national suppression  
27 resource scarcity.

28 NRR implementation responsibilities are as follows:

- 29 • NMAC establishes national ready reserve requirements by resource  
30 category, type, and quantity.
- 31 • NICC implements NMAC intent by directing individual GACCs to place  
32 specific categories, types, and quantities of resources on national ready  
33 reserve.
- 34 • GACCs direct local dispatch centers and/or assigned IMTs to specifically  
35 identify resources to be placed on national ready reserve.
- 36 • NICC mobilizes national ready reserve assets through normal coordination  
37 system channels as necessary.

38 National ready reserve resources must meet the following requirements:

- 39 • May be currently assigned to ongoing incidents;
- 40 • Must be able to demobe and be en route to new assignment in less than 2  
41 hours;

- 1 • Resources must have a minimum of 7 days left in 14-day rotation
  - 2 (extensions will not be factored in this calculation);
  - 3 • May be assigned to incidents after being designated ready reserve, in
  - 4 coordination with NICC; and
  - 5 • Designated ready reserve resources may be adjusted on a daily basis.
- 6 NMAC will adjust ready reserve requirements as needed. Furthermore, in order
- 7 to maintain national surge capability, the NMAC may retain available resources
- 8 within a geographic area, over and above the established geographic area
- 9 drawdown level.

## 10 **Dispatch/Coordination Center Administration**

### 11 **Memorandum of Understanding (MOU)**

12 Each dispatch/coordination center will have a Memorandum of Understanding

13 (MOU) signed by all cooperators. This MOU will be reviewed and updated

14 annually. Dispatch/coordination center MOUs and their associated operating

15 plans (OPs) will be current and will define:

- 16 • The roles and responsibilities of each interagency partner's fiscal and
- 17 infrastructure support responsibilities;
- 18 • Administrative oversight/support groups involved with the
- 19 dispatch/coordination center;
- 20 • Clear fiscal reimbursement procedures and interagency funding procedures;
- 21 • The dispatch/coordination center's organizational charts;
- 22 • Communication protocols for local and geographic area cooperating
- 23 Agencies, including briefings, planned meetings, and conference calls;
- 24 • Procedures for incident management team mobilization and close-out; and
- 25 • Supporting documentation, such as any local initial attack or fire and
- 26 aviation agreements for units serviced by the center.

27 Funding for facilities, equipment, and staffing needs shall be identified in each

28 participating agency's planning and budget process, and included in the

29 MOU/OP.

### 30 **Service and Supply Plans**

31 All local dispatch centers shall maintain a service and supply plan that contains

32 current copies of procurement documents related to locally available resources.

33 Service and supply plans must be current, complete, organized, and accessible to

34 initial attack and expanded dispatchers.

35 The Service and Supply Plan will contain current copies of competitive Incident

36 Blanket Purchase Agreements (I-BPAs), as well as source lists for incident-only

37 agreements. Resources and their respective contracts/agreements will be entered

38 into IROC if applicable, and naming conventions will meet national standards.

39 For additional required components of a service and supply plan, refer to

40 appendix P at <https://www.nifc.gov/standards/guides/red-book>.

### 41 **Continuity of Operations Plan (COOP)**

1 All centers will maintain a current Continuity of Operations Plan (COOP) which  
2 includes a pre-identified alternate location with adequate supplies, notification  
3 procedures for activation, a back-up computer system, and contingency plans for  
4 loss of telecommunications equipment and/or loss of access to network  
5 connectivity. Additionally, all centers which are required to maintain  
6 communications with field going resources, including aircraft, will maintain an  
7 identified back-up power source and redundancies in communication systems  
8 for a possible loss of radios and/or telecommunications equipment.

9 **Dispatch/Coordination Center Manager Delegation of Authority**

10 All dispatch/coordination center managers shall have a signed delegation of  
11 authority providing an adequate level of operational authority from all  
12 participating agencies. The delegation of authority will include appropriate  
13 supervisory authority, and a process for completion of employee performance  
14 evaluations.

15 The dispatch/coordination center manager may, where appropriate, complete a  
16 delegation of authority for staff that identifies roles and responsibilities for  
17 acting center manager, coordinator-on-duty, floor supervisor, and/or internal  
18 duty officer.

19 **National Interagency Coordination Center (NICC) Functional**  
20 **Responsibilities**

21 NICC has established the coordinator-on-duty (NICC COD) position. The NICC  
22 COD is responsible for managing the daily operation of the NICC and for  
23 resource allocation decisions in alignment with NMAC direction.

24 **Positioning and Movement of Resources**

25 NICC, in conjunction with the GACCs, is responsible for ensuring a coordinated  
26 response to wildland fire incidents and/or all-hazard incidents under the National  
27 Response Framework or other appropriate authorities. NICC positions resources  
28 (personnel, aircraft, supplies, and equipment) to meet existing and anticipated  
29 incident, preparedness, severity, wildland, and prescribed fire needs regardless  
30 of geographic location or agency affiliation. NICC coordinates movement of  
31 resources across geographic area boundaries. NICC allocates resources  
32 according to National Multi-Agency Coordinating Group (NMAC) direction  
33 when competition for wildland fire resources occurs among geographic areas.

34

### 1 **Management of National Aviation Resources**

2 As directed or delegated by NMAC, NICC allocates national resource aviation  
3 assets, **### in conjunction with appropriate agency aviation leadership**, to the  
4 geographic areas based upon national priorities. These national resources  
5 include:

- 6 • Federal airtankers
- 7 • **### Federal** Single Engine Airtankers (SEATs)
- 8 • Large transport aircraft
- 9 • Modular Airborne Fire Fighting System (MAFFS) Airtankers
- 10 • Type 1 and 2 FS Exclusive Use/Call-When-Needed **### contracted**  
11 **helicopters helicopters and associated helitack and/or rappellers**
- 12 • Airborne Thermal Infrared (IR) fire mapping aircraft
- 13 • Leadplanes and aerial supervision modules
- 14 • Smokejumpers
- 15 • Smokejumper aircraft
- 16 • Water Scoopers
- 17 • Federally-contracted exclusive use and CWN UAS
- 18 • **### Rappellers**

19 NICC has established authorities and procedures for dispatching aviation  
20 resources. These authorities and procedures include:

- 21 • Aircraft ordering protocols for fire, logistical and administrative flights;
- 22 • Tracking of all aircraft ordered through NICC that cross geographic area  
23 boundaries;
- 24 • Mechanisms for disseminating availability and commitment status  
25 throughout the dispatch/coordination system; and
- 26 • Procedures for mobilization and use of large transport aircraft (NICC is the  
27 sole source for large transport aircraft).
- 28 • GACCs hosting national Type 1 and 2 helicopters will coordinate with  
29 NICC prior to releasing flight crews for the day when those resources are  
30 not being used within the host area and could be utilized elsewhere for  
31 emerging or ongoing fire activity.
- 32 • **### Priority should be given to EU aviation assets over CWN aviation**  
33 **assets whenever feasible.**

### 34 **Management of National Support Resources**

35 NICC mobilizes national support resources such as National Interagency Radio  
36 Support Cache radio systems and kits, Incident Remote Automatic Weather  
37 Stations, Project Remote Automatic Weather Stations, National Contract Mobile  
38 Food Services, and National Contract Mobile Shower Facilities. Refer to the  
39 *National Interagency Mobilization Guide* for more information.

### 40 **Allocation of Other National Resources**

41 As directed or delegated by the NMAC, NICC mobilizes national program  
42 resources such as national interagency buying teams, administrative payment  
43 teams, burned area emergency response teams, and national fire prevention and

1 education teams to the geographic areas based upon national priorities. Refer to  
2 the *National Interagency Mobilization Guide* for more information.

### 3 **Predictive Services**

4 The National Predictive Services Program mission is to integrate climate,  
5 weather, fuels, situation and incident resource status information to enhance the  
6 ability of managers to make sound decisions for both short- and long-range  
7 strategic planning. Working as cohesive units situated at each of the geographic  
8 area and national interagency coordination centers, Predictive Services will  
9 blend the functions of intelligence, fire management analysis and meteorology  
10 for delivering decision support products and services in support of geographic  
11 area and national decision-making.

12 The National Predictive Services Oversight Group (PSOG) provides  
13 management oversight and direction to the National Predictive Services  
14 Program. The group coordinates, directs and oversees the development and  
15 implementation of national program products and services, ensures the integrity  
16 and cohesiveness of program operations, arbitrates differences, and provides a  
17 venue for dialogue and deliberation in support of a sustainable and effective  
18 program.

19 The National Predictive Services staff works under the direction of the national  
20 interagency coordination center (NICC) manager, with guidance from the  
21 National Multi-Agency Coordinating Group (NMAC). Geographic Area  
22 Coordination Center (GACC) Predictive Services staff work under the direction  
23 of the GACC Manager, with guidance from the geographic area coordinating  
24 groups. National and GACC missions share importance and as such National  
25 and GACC Predictive Services work in unison to create and maintain products  
26 and services which provide value to users at all levels.

27 Predictive Services is comprised of meteorologists, fuels and fire behavior  
28 analysts and intelligence coordinators and officers at NICC and the GACCs.  
29 GACC managers and geographic area coordinating groups determine the need  
30 and allocation of positions within each GACC with input from national  
31 predictive service staff, the NICC manager and NMAC.

### 32 **International and Department of Defense Assistance**

33 NICC serves as the focal point for international assistance requested from  
34 NMAC either under existing agreements or by the US Department of State.  
35 NICC also serves as the focal point for any requests for assistance from the  
36 Department of Defense.

37 For more information, see agreements at  
38 <https://www.nifc.gov/nicc/logistics/references.htm>.

### 39 **Geographic Area Coordination Center (GACC) Functional Responsibilities**

40 Each GACC manager will be responsible for managing the daily operation of  
41 the GACC and for resource allocations within their GA. Resource allocation will  
42 be in alignment with their GA MAC and NMAC. The GACC manager may



1 identify an additional point-of-contact (POC) in the form of coordinator-on-duty  
2 (COD), duty officer and/or duty chief.

### 3 **Positioning and Movement of Resources**

4 GACCs, in conjunction with NICC and local dispatch centers, are responsible  
5 for ensuring a coordinated response to wildland fire incidents and/or all-hazard  
6 incidents under the National Response Framework (NRF) or other appropriate  
7 authorities. GACCs mobilize and position resources (personnel, aircraft,  
8 supplies, and equipment) internally among local dispatch centers to meet  
9 existing and anticipated incident, preparedness, severity, wildland, and  
10 prescribed fire needs, regardless of geographic location or agency affiliation.  
11 GACCs coordinate movement of resources within geographic area boundaries  
12 and allocate resources according to Geographic Area Multi-Agency  
13 Coordinating Group (GMAC) direction when competition for wildland fire  
14 resources occurs within the geographic area. GACCs will ensure adequate fire  
15 suppression capability for local and/or geographic area managers, and enable  
16 sound planning and preparedness at all management levels.

17 Geographic areas will establish priorities for their incidents and wildland fires  
18 and report them to NICC. GACCs will notify NICC and adjoining GACCs of  
19 the commitment of national resources within their area, and will notify the local  
20 dispatch offices and the NICC of geographic area drawdown decision and  
21 actions.

22 Activities associated with the NRF will be accomplished utilizing established  
23 dispatch coordination procedures. ~~### The affected GACC will coordinate~~  
24 ~~ordering points with Regional Response Coordination Centers (RRCC) and Joint~~  
25 ~~Field Offices (JFO). The affected GACC will coordinate ordering points with~~  
26 ~~the Regional ESF #4 Coordinator and the ESF #4 Lead at the appropriate~~  
27 ~~Regional Response Coordination Centers (RRCC) and Joint Field Offices (JFO).~~

### 28 **Management of Aviation Resources**

29 GACCs have established authorities and procedures for dispatching aviation  
30 resources. These procedures include:

- 31 • Aircraft ordering protocols for fire, logistical and administrative flights;
- 32 • Procedures for ordering agency-approved IR mapping aircraft and  
33 unmanned aircraft system (UAS);
- 34 • Procedures for tracking of all aircraft within geographic area boundaries;
- 35 • Mechanisms for disseminating availability and commitment status  
36 throughout the dispatch/coordination system;
- 37 • Ordering and operational procedures between the GACC, dispatch center(s)  
38 and airtanker base(s);
- 39 • Procedures for flight following (including protocols for use of Automated  
40 Flight Following (AFF) and initial call on the National Flight Following  
41 Frequency);
- 42 • Procedures for ordering and establishing TFR's and operating guidelines for  
43 airspace deconfliction for Military Air Space (MTR, SUA, MOA) and

- 1 Restricted Areas. GACCs will participate in planned airspace meetings
- 2 annually;
- 3 • Procedures for ordering and utilization of FAA temporary towers;
- 4 • Procedures for reporting through the SAFECOM system; and
- 5 • Procedures for reporting drone intrusions.

#### 6 **Predictive Services**

7 The GACC and/or Predictive Service Managers will provide daily supervision  
8 of their respective Predictive Services programs, including developing GACC-  
9 specific operating plans. These plans will encompass the daily activities of the  
10 GACC Predictive Services program, including supervision, the flow of  
11 information within the GACC and geographic area, and the products produced  
12 for geographic area purposes. GACC and/or Predictive Service Managers will  
13 have ultimate responsibility for ensuring GACC Predictive Services staff have  
14 the appropriate allocation of time and resources to produce required national  
15 products including the National 7-day Significant Fire Potential Outlook; the  
16 National Significant Wildland Fire Potential Outlook; and Fuels and Fire  
17 Behavior Advisories as needed.

#### 18 **Local Dispatch Center Functional Responsibilities**

19 Local Dispatch centers are responsible for initial attack dispatching,  
20 coordination of communications, intelligence gathering and dissemination, and  
21 logistical support for local incidents and field operations.

#### 22 **Initial Attack Dispatching**

23 Local dispatch centers are the focal point for the report of, and initial response to  
24 wildland fires, and under appropriate authorities, other emergency incidents at  
25 the local level. Deployment of response resources is made in accordance with  
26 local processes and procedures as outlined in the dispatch center's mobilization  
27 guide.

28 Each dispatch office with the responsibility for initial response to wildland fires  
29 shall have a pre-planned response plan that allocates resources to new wildland  
30 fires in accordance with fire management direction, initial attack agreements,  
31 and established ordering procedures. The pre-planned response plan will be  
32 reviewed and updated annually prior to fire season.

33 ### Incident records will be created by the dispatch center with delegated  
34 authority for the benefiting agency and associated Protecting  
35 Unit (<https://www.nwccg.gov/term/glossary/unit-protecting>) based on the point of  
36 origin (POO) of the incident. Reference Jurisdictional  
37 Unit (<https://www.nwccg.gov/term/glossary/unit-jurisdictional>) for additional  
38 information. Unique Incident Identifiers are the concatenation of the Year from  
39 the Fire Discovery Date/Time, the POO Protecting Unit and the Local Incident  
40 Identifier. The year is not exposed to the user in most applications. Unique  
41 Incident Identifiers are referenced in User Interface in the following format:  
42 MT-FNF-000567. Incident data and all ordering for the incident is tracked under

1 this unique designator for the life of the incident. Multiple Event/records will  
2 not be created when an incident burns onto or crosses jurisdictional boundaries.  
3 When duplicate records are inadvertently created, every effort will be made to  
4 rectify by aligning incident and resource data associated with two records to the  
5 correct record, the duplicate record will be updated to an invalid record.

6 Additionally, each center will have a method to document actions taken and  
7 resources sent to wildland fires. Centers may use either a manual or computer  
8 aided dispatch system.

9 Each dispatch center shall have maps posted that depict initial attack response  
10 areas, land ownership, jurisdictional and protection boundaries, hazards, and  
11 resource concerns. Each center will also ensure that Computer Aided Dispatch  
12 (CAD) and Geographic Information System (GIS) products are current,  
13 functioning, and utilized.

14 ### When an incident's Point of Origin (POO) is on Unprotected  
15 Lands ([https://www.nwcg.gov/term/glossary/unprotected-](https://www.nwcg.gov/term/glossary/unprotected-lands#:~:text=Areas%20for%20which%20no%20fire,a%20timber%20or%20rangeland%20association)  
16 [lands#:~:text=Areas%20for%20which%20no%20fire,a%20timber%20or%20ran-](https://www.nwcg.gov/term/glossary/unprotected-lands#:~:text=Areas%20for%20which%20no%20fire,a%20timber%20or%20rangeland%20association)  
17 [geland%20association](https://www.nwcg.gov/term/glossary/unprotected-lands#:~:text=Areas%20for%20which%20no%20fire,a%20timber%20or%20rangeland%20association)) or areas for which no fire organization has responsibility  
18 for management of a wildfire authorized by law, contract, or personal interest of  
19 the fire organization (e.g., a timber or rangeland association), there are two  
20 acceptable rationales for local dispatch incident record creation:

- 21 1. The responding organization determines threat to protected lands.
- 22 2. The responding organization determines incident has already burned onto  
23 protected lands.

24 Fire management direction/duty officer will determine if either criterion is met  
25 and necessitates an incident record creation and subsequent response. In this  
26 instance, the responding organization's Unit ID will be used for the Protecting  
27 Unit data element within the Unique Incident Identifier.

28 Dispatch centers will have protocols in place for frequency management,  
29 priority use of frequencies, and procedures for obtaining additional frequencies.

30 Local dispatch centers will have protocols in place for timely request and  
31 dissemination of Fire Weather Forecasts, Spot Weather Forecasts, Fire Weather  
32 Watches, and Red Flag Warnings to firefighters, incident commanders, and  
33 field-going personnel.

34 The National Multi-Agency Coordinating Group (NMAC) has established  
35 incident name protocols. Guidance can be found at  
36 <https://www.nifc.gov/nicc/administrative/nmac/index.html>.

37 All required reference material will be current and accessible, and expired or  
38 out-of-date material will be removed.

**1 Intelligence**

2 The intelligence function is responsible for gathering and disseminating  
3 incident, resource, weather and predictive services information. Each dispatch  
4 center will ensure that locations and conditions of the fire weather stations are  
5 known and a current weather station catalog is available. Weather data will be  
6 archived daily in WIMS and seasonal inputs will be maintained, including  
7 vegetative state, fuel moisture values, daily state of the weather observations,  
8 and updating breakpoints.

- 9 • *FS – Dispatch centers are required to have a person trained in the National  
10 Fire Danger Rating System (NFDRS) assigned to data quality assurance  
11 responsibilities.*

12 Dispatch centers will ensure that coordination/communication with the local  
13 NWS Forecast Office occurs annually prior to fire season.

14 Local dispatch centers will have a process in place for submission of the daily  
15 situation report and ICS-209s.

16 Dispatch centers with websites will ensure current intelligence and weather  
17 information is posted.

**18 Expanded Dispatch and Incident Business Management**

19 Expanded dispatch is a functional branch of the Incident Support Organization  
20 (ISO) that supports incidents and expands as local fire conditions and activity  
21 dictates. Expanded dispatch is established when a high volume of activity  
22 indicates that increased dispatch and coordination capability is required.

23 Each dispatch center will have an Expanded Dispatch Operating Plan which  
24 provides specific details about when, where, and how to implement an expanded  
25 dispatch. The plan will identify logistical support facilities available for  
26 expanded dispatch use. These facilities will be pre-identified, procured, and  
27 available for immediate setup, along with necessary equipment.

28 The expanded dispatch workspace will be separate from, but accessible to, the  
29 initial attack organization. The area should have adequate office space, including  
30 suitable lighting, heating/ cooling systems, and security. Expanded dispatchers  
31 will have access to communications equipment including telephones, fax  
32 machines, copiers, and computer hardware with adequate data storage space.

33 Qualified personnel should be on site in order to adequately staff required  
34 expanded dispatch functions. Expanded dispatch supervisors are responsible for  
35 establishing a staffing and operating schedule for expanded dispatch, including  
36 operational period changes, briefings, and strategy meetings.

**37 Aviation**

38 Each dispatch center will have documented procedures established for  
39 dispatching of aviation resources. These procedures will include:

- 40 • Aircraft ordering protocols for fire, logistical and administrative flights;

- 1 • Procedures for ordering agency-approved IR Mapping Aircraft and
- 2 unmanned aircraft system (UAS);
- 3 • Procedures for disseminating availability and commitment status throughout
- 4 the dispatch/coordination system;
- 5 • Procedures for coordination with airtanker bases;
- 6 • Procedures for airtanker, smokejumper and rappeller use and restrictions;
- 7 • Procedures for flight following (including protocols for use of Automated
- 8 Flight Following (AFF) and initial call on the National Flight Following
- 9 Frequency);
- 10 • Procedures for ordering and establishing TFRs;
- 11 • Procedures for airspace de-confliction for Military Air Space (MTR, SUA,
- 12 MOA) and Restricted Areas, and current Aviation flight hazard maps or
- 13 military operating area sectionals;
- 14 • Procedures for requesting FAA Temporary Towers;
- 15 • Procedures for reporting through the SAFECOM system; and
- 16 • Procedures for reporting drone intrusions.

### 17 **Accident Notification**

18 When an accident occurs, agency notification requirements will be followed. As  
19 soon as the accident is verified, the following should be notified:

- 20 • Local dispatch center;
- 21 • Unit fire management officer; and
- 22 • Agency administrator(s).

23 Additional notifications should occur in the dispatch/coordination system, from  
24 the local dispatch center to the NICC through the GACC.

### 25 **Incident Emergency Management Planning**

26 To achieve successful medical response, agency administrators will ensure that  
27 their units have completed the following items prior to each field season:

- 28 • A Medical Emergency Response Plan that identifies medical evacuation
- 29 options, local/county/state/federal resource capabilities, capacities, ordering
- 30 procedures, cooperative agreements, role of dispatch centers, and key
- 31 contacts or liaisons;
- 32 • Standardized incident and communication center protocols identified in the
- 33 Medical Incident Report section of the *IRPG*.
- 34 • For incidents that require the preparation of an IAP, Form ICS-206-WF will
- 35 be used. This form is available at
- 36 [https://www.nwccg.gov/sites/default/files/products/ics-](https://www.nwccg.gov/sites/default/files/products/ics-forms/ics_206_wf.pdf)
- 37 [forms/ics\\_206\\_wf.pdf](https://www.nwccg.gov/sites/default/files/products/ics-forms/ics_206_wf.pdf).

### 38 **Dispatch/Coordination Center Reference Material**

39 All coordination/dispatch centers will have reference materials available to all  
40 dispatchers. See appendix P for a list of minimum required reference materials  
41 at <https://www.nifc.gov/standards/guides/red-book>.

**1 Training**

2 Dispatch/Coordination center staff will be trained in, and follow established  
3 procedures for, the use of applications utilized in center operations.

4 Personnel will be cross trained in each function (i.e., aircraft, crews, overhead,  
5 equipment, intelligence) in order to provide staffing coverage. Dispatch  
6 personnel will be trained in and follow center procedures for the following (as  
7 applicable):

- 8 • Interagency Resource Ordering Capability (IROC);
- 9 • Computer Aided Dispatch (CAD);
- 10 • Fire Code;
- 11 • Automated Flight Following (AFF);
- 12 • Unit Identifiers;
- 13 • SIT Report/209; and
- 14 • Other applications (e.g., WFDSS, e-ISuite).

15 All dispatch center employees will have a documentation file for current season  
16 training, past season fire training, certifications and experience, fire experience,  
17 performance evaluations, and have task books initiated appropriate to their  
18 training needs. All supervisors will be familiar with safety and accident  
19 reporting processes (i.e., Safety Management Information System (SMIS),  
20 SAFENET, SAFECOM).

21 All employees will have current red cards produced by the Incident  
22 Qualification and Certification System (IQCS) as per chapter 13.

- 23 • **BLM** – *BLM employees are required to complete the Fire and Aviation*  
24 *Employee Orientation Checklist available at ###*  
25 ~~*<https://www.nifc.gov/standards>*~~ *<https://www.nifc.gov/standards/blm->*  
26 *[preparedness-review](https://www.nifc.gov/standards/blm-preparedness-review)*.

**27 Facilities and Equipment**

28 All dispatch/coordination centers will have a telephone system with an adequate  
29 number of lines for normal business volume, and the capability to expand as  
30 conditions dictate. Centers will have teleconference capabilities commensurate  
31 with the anticipated volume of business.

32 Copying, facsimile, computer, and GIS systems shall meet operational needs  
33 (quantity and capability) and comply with agency standards. Software will be  
34 compatible with Information Resource Management and agency requirements  
35 for security.

36 All facilities shall have an evacuation plan, security plan, and safety practices in  
37 place to safe guard the health and welfare of employees.

38 Adequate facilities will be available to host an expanded dispatch or MAC group  
39 and shall include telephones, computer access, copiers, and basic office supplies.  
40 Rooms for MAC Group use will have adequate IT equipment and support.

- 1 All centers will have adequate workspace with room for reference materials and
- 2 other necessary items to perform assigned duties. Individual workspace should
- 3 be provided away from the initial attack floor for each permanent employee, and
- 4 a break room area should be provided for employees.
  
- 5 Employees will have access to a locked area to store data that may contain
- 6 personally identifiable information (PII) or personal items.

7 **Radio Systems**

- 8 Radio systems will have an adequate number of frequencies to provide for
- 9 separation of incidents and use by all interagency partners. Base station and
- 10 repeater transmissions shall be recorded and maintained in accordance with
- 11 agency records management policies. Radio systems may have alert tones
- 12 available for use as determined by local center policies.

## Appendix A

### Sample Questions for Fire Site Visits by Agency Administrators

### Footer will reflect the latest version

#### Management Direction

- \_\_\_ Who is the incident commander? If the fire is being managed under Unified Command, are all commanders present? Is the incident operating smoothly?
- \_\_\_ What is the incident organization?
- \_\_\_ What is the current situation? What has been damaged or is at risk?
- \_\_\_ Have you received adequate direction for the management of the incident?
- \_\_\_ Is a Wildfire Decision Support System required/still valid?
- \_\_\_ What are the incident management objectives? Constraints? Probability of success?
- \_\_\_ Are the tactics in the Incident Action Plan realistic and achievable with current resources?
- \_\_\_ Is a resource advisor needed?
- \_\_\_ What are your estimates of suppression costs?
- \_\_\_ What are the incident commander's concerns?
- \_\_\_ What are the local, social, economic, and political issues?
- \_\_\_ Are there rehabilitation needs?
- \_\_\_ What can I, as the agency administrator, do to help?

#### Safety

- \_\_\_ What are your safety concerns?
- \_\_\_ Are these concerns resolved? If not, what needs to be done?
- \_\_\_ What is the general safety attitude and emphasis?
- \_\_\_ Have you assessed the potential hazardous situations and determined if the fire can be fought safely?
- \_\_\_ Have you applied the Fire Orders, Watch Out Situations, Lookout, Communication, Escape Routes, Safety Zones (LCES) process in selecting safe and effective strategies and tactics?
- \_\_\_ Have you effectively briefed firefighters on hazards, safety zones, escape routes, and current and expected weather and fire behavior?
- \_\_\_ Is the safety officer position filled? If not, how is this function being addressed?
- \_\_\_ Are you monitoring work schedules to ensure adequate rest? Are you meeting the standard work/rest guidelines?
- \_\_\_ Have you provided for adequate rest, food, water, and health services for all personnel?
- \_\_\_ Are all the fire personnel qualified for the positions they hold, and are they physically able to perform?



\_\_\_\_Have you had any injuries or accidents?

**Fire Suppression Operations**

- \_\_\_ What is the fire weather forecast (present and extended)?
- \_\_\_ What is the fire behavior potential?
- \_\_\_ Are fire personnel briefed on incident objectives, strategies, tactics, organization, communications, hazards, and safety principles?
- \_\_\_ Are the strategy and tactics based on current and forecasted weather?
- \_\_\_ Are the strategy and tactics safe, effective, and consistent with management's objectives and accepted fire policies and procedures?
- \_\_\_ Do you have effective communication on the incident and with dispatch?
- \_\_\_ Are you monitoring weather and fire behavior to make needed adjustments to strategy and tactics?
- \_\_\_ Are you using tactical aircraft? Do you have an assigned air tactical group supervisor?
- \_\_\_ Is aircraft use safe, effective, and efficient? Do you have a TFR?
- \_\_\_ If the fire escapes initial attack, what will your role be in developing the Wildland Fire Decision Support System?

**Administration**

- \_\_\_ Do you have any administrative concerns?
- \_\_\_ What arrangements have you made to complete time reports, accident forms, fire report, etc.?
- \_\_\_ Did all orders and procurement go through dispatch?
- \_\_\_ Do you have any outstanding obligations?
- \_\_\_ Are all rental agreements and use records properly completed?
- \_\_\_ How did the fire start? If human-caused, has an investigation been initiated to determine the cause and develop a trespass case?
- \_\_\_ Do you know of any current or potential claims?

**Dispatch Office**

- \_\_\_ Is the incident receiving fire weather and fire behavior information?
- \_\_\_ Is the incident getting the resources ordered in a timely manner?
- \_\_\_ Is dispatch adequately staffed?
- \_\_\_ What are the local, area, and National Preparedness Levels? How do they affect this fire?
- \_\_\_ Are the elements identified at the various Preparedness Levels being considered?
- \_\_\_ What are the current local, area and national fire situations?
- \_\_\_ What is the priority of existing fires and how are the priorities being determined?

## Appendix B Manager's Supplement for Post Incident Review

### Footer will reflect the latest version

Incident Commander \_\_\_\_\_  
 Incident Name and Number \_\_\_\_\_  
 Start Date and Duration of Incident \_\_\_\_\_  
 Date of Incident Debriefing \_\_\_\_\_  
 List of Debriefing Attendees: \_\_\_\_\_

Brief synopsis of fire behavior and narrative of the incident:

### Fire Size-up:

- Gave an accurate sizeup of the fire to dispatch upon arrival?
- Managed fire suppression resources in accordance with the management objectives for the area and availability of resources?
- Did the unit support organization provide timely response and feedback to your needs? (appendix A)
- Were there any radio communication issues?

### Provide for the Safety and Welfare of Assigned Personnel:

- Gave operation briefing prior to firefighters being assigned to incident operations.
- How were incoming resources debriefed; via radio, personal contact?
- Were agency work/rest guidelines followed? Was adequate food and water provided to firefighters?

### Fire Suppression Operations:

- Explain how the strategies and tactics used met management objectives, without compromising adherence to the Fire Orders, Watch Out Situations, and LCES.
- How were weather conditions monitored: daily weather briefings, spot weather forecasts or other?
- Were there adjustments needed to strategy and tactics?
- What were the potentially hazardous situations, and their mitigations?
- How were projected changes in the weather, tactics, hazards and fire behavior communicated to fire personnel?
- Were communications effective with dispatch and supervisor?
- Were all interested parties kept informed of progress, problems, and needs? Was aviation support used? If so, was it effective?
- Were there any injuries, close calls, or safety issues that should be discussed? Were these documented?

### Administrative Responsibilities:

- Submitted complete documentation to supervisor for time, accidents, incident status, unit logs, evaluations, and other required or pertinent reports?
- Provided timely and effective notification of the fire status and unusual events or occurrences to dispatch and management.
- As requested, provided effective input into the Wildland Fire Decision Support System.
- If necessary, provided team transition briefing as assigned.

- Form ICS 201 was completed in accordance with local policy.

### Appendix C Sample Delegation for Unit Fire Management Officers

### Footer will reflect the latest version

\_\_\_\_\_, Fire Management Officer for the \_\_\_\_\_ (Unit) is delegated authority to act on my behalf for the following duties and actions:

1. Represent the \_\_\_\_\_ (Agency) in the \_\_\_\_\_ Multi-Agency Coordinating Group in setting priorities and allocating resources for fire emergencies.
2. Coordinate all prescribed fire activities in the \_\_\_\_\_ (Unit) and suspending all prescribed fire and issuance of burning permits when conditions warrant.
3. Ensure that only fully qualified personnel are used in wildland fire operations.
4. Coordinate, preposition, send, and order fire and aviation resources in response to current and anticipated zone fire conditions.
5. Oversee and coordinate the \_\_\_\_\_ Interagency Dispatch Center on behalf of the \_\_\_\_\_ (Agency).
6. Request and oversee distribution of severity funding for Unit Fire and Aviation.
7. Approve Fire Program requests of overtime, hazard pay, and other premium pay.
8. Ensure all incidents are managed in a safe and cost-effective manner.
9. Coordinate and provide all fire and prevention information needs to inform internal and external costumers with necessary information.
10. Coordinate all fire funding accounts with the Budget Officer to assure unit fiscal guidelines are adhered to and targets are met.
11. Approve and sign aviation request forms.
12. Approve red cards in accordance with agency policy.
13. Authorized to hire emergency firefighters in accordance with the ~~### Emergency Worker Pay Plan~~ Administratively Determined (AD) Pay Plan for Emergency Workers (Casuals).

\_\_\_\_\_  
Fire Management Officer

\_\_\_\_\_  
Date

\_\_\_\_\_  
Agency Administrator

\_\_\_\_\_  
Date

## Appendix D

### Agency Administrator's Briefing to Incident Management Team

### Footer will reflect the latest version

#### Briefing Package for Incident Management Teams

The purpose of this template is to provide a format and content outline for the host unit to use when briefing an incident management team (IMT). Some items will not be relevant to some units; delete or add additional information as needed. An optional outline is included for those units that would like to use WFDSS to conduct the IMT briefing.

#### Overview for ALL Team Members

- Introduction – Agency Administrator
  - Other Agencies and Cooperators
- Objectives and Course of Action – Agency Administrator/FMO (use WFDSS as needed)
  - Objectives Tab – Incident Objectives and Incident Requirements
  - Course of Action Tab – Overview of strategic direction
- Situational update – Assigned IC or FMO (use WFDSS as needed)
  - Fire start date, cause
  - Situation Tab – Situational overview
    - Analysis
      - Short Term, Near Term and FSPro
    - Fire Environment and Safety
      - Est Ground Evacuation
      - Retardant Avoidance
    - Disturbance History (in the area)
      - Historical Fires
      - Fuel Treatments
    - Fire Weather and Danger
      - Significant Fire Potential – Predictive Services
      - RAWs stations
      - Local Fire Environment information (Fire Weather, Fire Behavior) – localized anomalies, terrain influences, weather patterns or fire behavior, current and predicted fire weather/fire behavior
    - Boundaries
      - Responsible/Jurisdictional boundaries
      - Federal Boundaries
      - County
    - Designated Areas
      - Wilderness/Potential Wilderness
      - Special designation

- BLM – oil/gas/range/horse and burro

- Infrastructure
  - Facilities
  - Communication
  - Energy
  - Roads and Trails
- Natural and Cultural Resources
  - Air Quality
  - Critical Habitat
  - Sage Grouse Habitat
- Other considerations to include:
  - Current Planning Area in Published Decision
  - Values at Risk – or other considerations that aren't in WFDSS
  - Resource Benefits – explain where fire is beneficial on the landscape
  - Assessment Tab – current risks and potential benefits (use WFDSS as needed)
- Risk and Complexity Analysis
- Benefits of fire on this landscape (type of fire, where, when)
- Decision and Costs – agency administrator or FMO (use WFDSS as needed)
  - Cost Tab – outline cost thresholds for current Decision
  - Decision Tab – Review the Rationale of the Agency Administrator
- Local Concerns – Agency Administrator or FMO
  - Environmental, social, political, economic
  - Law enforcement or investigations if applicable
  - Area closures – potential impacts to local income, outfitter guides, etc.
  - Initial attack responsibilities
  - Training responsibilities – Inclusion of local and geographic area priority trainees
- Incoming IC Comments
- Closing Remarks – Agency Administrator
  - Agency administrator's Key Points from Leader's Intent
  - Breakout group meetings to follow



**Breakout Groups**

***Incident Commander***

Written Package	Oral Briefing
<ul style="list-style-type: none"> <li>• Current and expected weather, fire behavior and fire danger</li> <li>• Delegation of authority</li> <li>• Leaders Intent</li> <li>• WFDSS Decision Document</li> <li>• Contact List</li> <li>• ICS-209</li> <li>• IAP and Map</li> <li>• Closure Orders</li> <li>• Local Wildfire Guidance documentation</li> <li>• Heavy Equipment Policy</li> <li>• Medical Evacuation protocol</li> <li>• Coordination of Hazardous Materials</li> </ul>	<ul style="list-style-type: none"> <li>• Set up daily coordination calls between IC, AA, (include others as needed)</li> <li>• Financial Considerations/Limitations</li> <li>• Other coordination expectations – such as adjoining agencies, tribal consultation, elected officials</li> <li>• Local resource concerns (anadromous fish, cultural sites, timber, invasive species, etc.)                             <ul style="list-style-type: none"> <li>○ Resource Advisor</li> </ul> </li> <li>• Other incidents/IMTs in the area or GACC</li> <li>• Hazardous Materials                             <ul style="list-style-type: none"> <li>○ Unexploded ordnances, asbestos, mining contaminants, etc.</li> </ul> </li> </ul>

***Information***

Written Package	Oral Briefing
<ul style="list-style-type: none"> <li>• Contact list information (phone number, roles, etc.) for appropriate agencies, elected officials, business leaders</li> <li>• Daily updates email list</li> <li>• Template for press releases</li> <li>• Local media contacts</li> <li>• Media guide</li> <li>• JIC contact numbers</li> <li>• Local Unit Public Information Plan</li> </ul>	<ul style="list-style-type: none"> <li>• If JIC activated, how the IMT will interact</li> <li>• Expectations of public meetings, or coordinated outreach from the IMT</li> <li>• Public Information plan within 24 hours</li> </ul>

***Operations***

Written Package	Oral Briefing
<ul style="list-style-type: none"> <li>• WFDSS decision                             <ul style="list-style-type: none"> <li>○ MAPs</li> <li>○ Course of Action</li> </ul> </li> <li>• Fire department contacts/resource list/availability                             <ul style="list-style-type: none"> <li>○ Provide structure protection guidance (as relative Unit and adjoining ownership as needed)</li> <li>○ Evacuation plans and trigger points</li> <li>○ Structure protection guidance</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Weather/fire danger information</li> <li>• Fire behavior models and predictions</li> <li>• Management action points                             <ul style="list-style-type: none"> <li>○ Trigger points or evaluation lines for tactical operations</li> <li>○ Natural barriers</li> </ul> </li> <li>• Structure protection guidance (overview from local perspective)</li> <li>• Spike camp vs. crew shuttle</li> <li>• Dozer line placement restrictions, recommendations and requirements</li> </ul>

Written Package	Oral Briefing
<ul style="list-style-type: none"> <li>• Contact list</li> <li>• Resource orders/resource list                             <ul style="list-style-type: none"> <li>○ Outgoing IC/Operations resource list – what’s on order, what’s assigned to the fire currently, what still needs to be ordered</li> </ul> </li> <li>• Area maps/geospatial PDF map of fire area                             <ul style="list-style-type: none"> <li>○ Unit frequencies and repeater map</li> <li>○ Retardant Avoidance maps</li> <li>○ Structure inventory data/maps</li> <li>○ Values at risk maps if different than what is in WFSS</li> </ul> </li> <li>• Unit aviation briefing guide</li> <li>• Suppression rehabilitation plan</li> <li>• Mop up or rehabilitation standards/guidance</li> <li>• Turn back standards</li> <li>• Heavy equipment policy</li> <li>• Medical evacuation protocol</li> <li>• Unit identified hazards and potential mitigations (e.g., working in grizzly bear habitat, mining hazards, asbestos contaminated areas)</li> <li>• Coordination of hazardous materials</li> </ul>	<ul style="list-style-type: none"> <li>• Known structures with protection expectations</li> <li>• IA responsibilities and procedures</li> <li>• Rehabilitation standards or expectations</li> <li>• Unit-identified hazards and potential mitigations (e.g., working in grizzly bear habitat, mining hazards, asbestos contaminated areas)</li> </ul>

***Air Operations***

Written Package	Oral Briefing
<ul style="list-style-type: none"> <li>• Aviation briefing guidance</li> <li>• Regional and local frequency guides</li> <li>• TFR maps</li> <li>• Frequency maps</li> <li>• Aviation hazard map</li> <li>• Unit helibase map</li> <li>• Retardant Avoidance maps</li> <li>• Available aviation resources (on order and on loan)</li> <li>• Local airports and airstrips</li> <li>• Contact list (Local air operations personnel and phone numbers)</li> </ul>	<ul style="list-style-type: none"> <li>• Tactical resources (smokejumpers, AA, airtankers) ordering process</li> <li>• Helibase locations used in the past</li> <li>• Fuel – stationary and mobile</li> <li>• Helibase areas (proximity to fire)</li> <li>• Communication limitations</li> <li>• Helicopters available locally</li> <li>• Local weather issues (i.e., wind, smoke)</li> <li>• Restricted areas (military, local flight paths, HARP, clear radar)</li> <li>• Known hazards</li> <li>• Housing for pilots</li> <li>• Retardant status</li> <li>• TFR</li> </ul>

Written Package	Oral Briefing
	<ul style="list-style-type: none"> <li>Retardant or water usage reporting requirements</li> </ul>

**Safety**

Written Package	Oral Briefing
<ul style="list-style-type: none"> <li>Emergency Medical Field Evacuation Plan</li> <li>Serious Accident and Incident within the Incident Plan</li> <li>Burn Care Facilities list</li> <li>CISM Guidelines for Fire Management Information Sheet</li> <li>Critical Incident Stress Management Request Form</li> <li>Wildland Fire Fatality and Entrapment Initial Report form</li> <li>Memorandum of Agreement between Department of Agriculture FS and DOI</li> <li>Unit identified hazards and potential mitigations (e.g., working in grizzly bear habitat, mining hazards, asbestos contaminated areas)</li> <li>Completed ICS-206 for area</li> <li>Contact List</li> </ul>	<ul style="list-style-type: none"> <li>Accidents to date</li> <li>Unit identified hazards (e.g., unexploded ordnances, bear baiting stations, mines, snag patches, extremely rough terrain, etc.)</li> <li>Unit protocol for communication of varying degrees of accidents                             <ul style="list-style-type: none"> <li>What level of notification does the agency administrator want?</li> </ul> </li> <li>Local medical plans, hospital locations, etc.</li> </ul>

**Finance Section (Could be combined with Logistics)**

Written Package	Oral Briefing
<ul style="list-style-type: none"> <li>Unit Incident Business Operating Guidelines</li> <li>Contracts and agreements                             <ul style="list-style-type: none"> <li>List of all current agreements including land use agreements, fuel agreements, local purchase, equipment/resources agreements</li> <li>Cell phone carrier information</li> <li>Cost share agreements</li> <li>Fire department cooperative fire agreements</li> <li>Weed washing stations contract options</li> </ul> </li> <li>Comp/claims requirements and contacts (Hospital Liaison)</li> <li>Fiscal limitations and constraints</li> </ul>	<ul style="list-style-type: none"> <li>Overview of local/cooperator agreements</li> </ul>

Written Package	Oral Briefing
<ul style="list-style-type: none"> <li>• Identify INBA and contracting officer(s)</li> <li>• Buying unit</li> <li>• Contact list</li> </ul>	

**Logistics Section**

Written Package	Oral Briefing
<ul style="list-style-type: none"> <li>• Incident Map                             <ul style="list-style-type: none"> <li>○ ICP camp locations – map</li> <li>○ Drop points</li> </ul> </li> <li>• Contracts                             <ul style="list-style-type: none"> <li>○ Cell phone carrier information</li> <li>○ Weed washing stations contract options</li> </ul> </li> <li>• Unit frequencies and repeater map</li> <li>• Medical information for area</li> <li>• Expanded dispatch highlights</li> <li>• Agreements                             <ul style="list-style-type: none"> <li>○ List of all current agreements including Land Use Agreement, fuel agreements, local purchase, equipment/resources agreements</li> </ul> </li> <li>• Contact list</li> </ul>	<ul style="list-style-type: none"> <li>• Medical information for the area – protocol</li> <li>• Availability of caterer or local restaurants for IMT/crews</li> <li>• Communication recommendations                             <ul style="list-style-type: none"> <li>○ Cell phone coverage (carriers)</li> </ul> </li> <li>• Resource ordering – IROC access and orders</li> <li>• Known ground support issues                             <ul style="list-style-type: none"> <li>○ Rental car/vehicle availability</li> </ul> </li> <li>• ICP/camp site recommendations (used in past)</li> <li>• Discussion of agreements</li> </ul>

**Planning Section**

Written Package	Oral Briefing
<ul style="list-style-type: none"> <li>• Delegation of authority</li> <li>• Leader’s Intent</li> <li>• WFDSS decision</li> <li>• 209/IAP email list</li> <li>• GIS contacts</li> <li>• ICS 209</li> <li>• Resource List (IROC orders)</li> <li>• Weather, fire danger and current fuel moistures                             <ul style="list-style-type: none"> <li>○ Contacts for these products – local weather office, fuels specialist, etc.</li> <li>○ Current spot weather forecast</li> </ul> </li> <li>• Initial Map and IAP</li> <li>• IROC orders/resource list</li> <li>• Contact list</li> </ul>	<ul style="list-style-type: none"> <li>• WFDSS documentation                             <ul style="list-style-type: none"> <li>○ Modeling support/products</li> </ul> </li> <li>• ICS 209 deadlines, protocols for complexities, limited fires, etc.</li> <li>• Training responsibilities</li> </ul>

Written Package	Oral Briefing
<ul style="list-style-type: none"> <li>• Specific wildfire guidance documentation</li> <li>• RAWs ordering</li> <li>• IR availability/ordering</li> <li>• Final product expectations                             <ul style="list-style-type: none"> <li>○ Narrative/Executive Summary (IMT)</li> <li>○ Transition Plan (IMT)</li> <li>○ Demobilization Plan (IMT/Expanded)</li> <li>○ Maps (IMT)</li> <li>○ Documentation (IMT) – number of packages required</li> <li>○ Hard drive (IMT)</li> <li>○ Rehabilitation Plan (Area)</li> <li>○ Evacuation Plan (Local)</li> <li>○ Structure Protection Plan (Area/IMT)</li> <li>○ Known sites update (IMT/Area)</li> </ul> </li> <li>• Electronic data                             <ul style="list-style-type: none"> <li>○ FTP site posting directions or information repository (IMT hard drive)</li> <li>○ GIS data</li> <li>○ Known sites template</li> </ul> </li> </ul>	

**Contacts**

*Unit Name* \_\_\_\_\_

Area	Name	Job Title	Work Phone #	Alternate #
Agency Administrator		Agency Administrator		
		Executive Assistant		
Fire Management		Fire Management Officer		
		Aviation Officer		
		Dispatch Center Manager		
		Asst. Dispatch Center Manager		
		IA Dispatcher		
Administrative Representative		Incident Business Specialist		
Unit Claims Liaison		Budget Officer		
Resource Advisor		Biologist		
Archeologist		Archeologist		
Public Information		Public Affairs Officer		
Safety		Safety Officer		
Law Enforcement		Patrol Captain		
Vehicles/Fleet		Fleet Manager		
Information Systems		GIS Coordinator		
		Web Manager		
Hazmat Coordinator		Engineer		
D1		District Ranger		
		Fire Management Officer		
		Office Manager		
Priority Trainee Program		GATR		

Potential contacts include: Acquisition management (i.e., contracting specialists, purchasing agency, contracting officers, grants and agreements); Union representatives; human resources management (i.e., OWCP contacts); IT information (i.e., IROC/e-ISuite, customer helpdesk for agencies involved).

***Regional and Interagency***

Potential contacts may include hospital liaison(s), incident business coordinator and buying team coordinator, regional contracting specialist (VIPR), regional contractor liaison, State Department of Transportation, state troopers, state land office area manager, local law enforcement, electric/power company, etc.

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## Appendix E Wildland Fire Risk and Complexity Assessment

### Footer will reflect the latest version and a fully fillable PDF

The Wildland Fire Risk and Complexity Assessment should be used to evaluate firefighter safety issues, assess risk, and identify the appropriate incident management organization. Determining incident complexity is a subjective process based on examining a combination of indicators or factors. An incident's complexity can change over time; incident managers should periodically re-evaluate incident complexity to ensure that the incident is managed properly with the right resources.

### **Instructions:**

Incident commanders should complete Part A and Part B and relay this information to the agency administrator. If the fire exceeds initial attack or will be managed to accomplish resource management objectives, incident commanders should also complete Part C and provide the information to the agency administrator.

### **Part A: Firefighter Safety Assessment**

**Evaluate the following items, mitigate as necessary, and note any concerns, mitigations, or other information.**

Evaluate these items	Concerns/Mitigations/Notes
LCES	
Fire Orders and Watch Out Situations	
Multiple operational periods have occurred without achieving initial objectives.	
Incident personnel are overextended mentally and/or physically and are affected by cumulative fatigue.	
Communication is ineffective with tactical resources and/or dispatch.	
Operations are at the limit of span of control.	
Aviation operations are complex and/or aviation oversight is lacking.	
Logistical support for the incident is inadequate or difficult.	

Part B: Relative Risk Assessment

Values				Notes/Mitigation
<p><b><u>B1. Infrastructure/Natural/Cultural Concerns</u></b>                      Based on the number and kinds of values to be protected, and the difficulty to protect them, rank this element low, moderate, or high.                      Considerations: key resources potentially affected by the fire such as urban interface, structures, critical municipal watershed, commercial timber, developments, recreational facilities, power/pipelines, communication sites, highways, potential for evacuation, unique natural resources, designated areas (i.e., wilderness), T&amp;E species habitat, and cultural sites.</p>	L	M	H	
<p><b><u>B2. Proximity and Threat of Fire to Values</u></b>                      Evaluate the potential threat to values based on their proximity to the fire, and rank this element low, moderate, or high.</p>	L Far	M	H Near	
<p><b><u>B3. Social/Economic Concerns</u></b>                      Evaluate the potential impacts of the fire to social and/or economic concerns, and rank this element low, moderate, or high.                      Considerations: impacts to social or economic concerns of an individual, business, community or other stakeholder; degree of support for the wildland fire program and resulting fire effects; other fire management jurisdictions; tribal subsistence or gathering of natural resources; air quality regulatory requirements; public tolerance of smoke, including health impacts; potential for evacuation and ingress/egress routes; and restrictions and/or closures in effect or being considered.</p>	L	M	H	
Hazards				Notes/Mitigation
<p><b><u>B4. Fuel Conditions</u></b>                      Consider fuel conditions ahead of the fire and rank this element low, moderate, or high.                      Evaluate fuel conditions that exhibit high ROS and intensity for your area, such as those caused by invasive species or insect/disease outbreaks; and/or continuity of fuels.</p>	L	M	H	
<p><b><u>B5. Fire Behavior</u></b>                      Evaluate the current and expected fire behavior and rank this element low, moderate, or high.                      Considerations: intensity; rates of spread; crowning; profuse or long-range spotting.</p>	L	M	H	
<p><b><u>B6. Potential Fire Growth</u></b>                      Evaluate the potential fire growth, and rank this element low, moderate, or high.                      Considerations: Considerations would include current and expected fire growth based on fire behavior analysis and the weather forecast and/or the ability to control the fire.</p>	L	M	H	

Probability				Notes/Mitigation
<p><b><i>B7. Time of Season</i></b>                      Evaluate the potential for a long-duration fire and rank this element low, moderate, or high.                      Considerations: time remaining until a season ending event.</p>	L Late	M Mid	H Early	
<p><b><i>B8. Barriers to Fire Spread</i></b>                      Evaluate the barriers to fire spread and their potential to limit fire growth, and rank this element low, moderate, or high.                      Considerations: If many natural and/or human-made barriers are present, rank this element low. If some barriers are present, rank this element moderate. If no barriers are present, rank this element high.</p>	L Many	M	H Few	
<p><b><i>B9. Seasonal Severity</i></b>                      Evaluate fire danger indices and rank this element low/moderate, high, or very high/extreme.                      Considerations: Fire danger indices such as energy release component (ERC); drought status; live and dead fuel moistures; fire danger indices; adjective fire danger rating; geographic area preparedness level.</p>	L/M	H	VH/ E	
<p><b><i>Enter the number of items circled for each column.</i></b></p>				

**Relative Risk Rating (circle one):**

<b>Low</b>	Majority of items are “Low” with a few items rated as “Moderate” and/or “High.”
<b>Moderate</b>	Majority of items are “Moderate” with a few items rated as “Low” and/or “High.”
<b>High</b>	Majority of items are “High.” A few items may be rated as “Low” or “Moderate.”

Part C: Organization

Relative Risk Rating (from Part B)					
Circle the Relative Risk Rating (from Part B)	L	M	H		
Implementation Difficulty				Notes/Mitigation	
<p><b><u>C1. Potential Fire Duration</u></b>                      Evaluate the estimated length of time that the fire may continue to burn if no action is taken and amount of season remaining. Rank this element low, moderate, or high. Note: This will vary by geographic area.</p>	N/A Very Short	L Short	M	H Long	
<p><b><u>C2. Incident Strategies (Course of Action)</u></b>                      Evaluate the level of risk to firefighters and aviators required to successfully meet the current strategy and implement the course of action. Rank this element as very low, low, moderate, or high. Consider the likelihood that the strategy will be successful, the risks to firefighters and aviators; and whether there are clearly defined trigger points.</p>	Very Low	L	M	H	
<p><b><u>C3. Functional Concerns</u></b>                      Evaluate the need to increase organizational structure to adequately and safely manage the incident, and rank this element very low (minimal resources committed), low (adequate), moderate (some additional support needed), or high (current capability inadequate).                      Considerations: Incident management functions (logistics, finance, operations, information, planning, safety, and/or specialized personnel/equipment) are inadequate and needed; availability of resources; access to EMS support; heavy commitment of local resources to logistical support; ability of local businesses to sustain logistical support; substantial air operation which is not properly staffed; worked multiple operational periods without achieving initial objectives; incident personnel overextended mentally and/or physically; Incident Action Plans, briefings, etc. missing or incomplete; performance of firefighting resources affected by cumulative fatigue; and ineffective communications.</p>	Very Low	L	M	H	

Socio/Political Concerns					Notes/Mitigation
<p><b><u>C4. Objective Concerns</u></b>  <b>Evaluate the complexity of the incident objectives and rank this element very low, low, moderate, or high.</b>                      Considerations: clarity; ability of current organization to accomplish; disagreement among cooperators; tactical/operational restrictions; complex objectives involving multiple focuses; objectives influenced by serious accidents or fatalities.</p>	Very Low	L	M	H	
<p><b><u>C5. External Influences</u></b>  <b>Evaluate the effect external influences will have on how the fire is managed and rank this element very low, low, moderate, or high.</b>                      Considerations: limited local resources available for initial attack; increasing media involvement, social/print/television media interest; controversial fire policy; threat to safety of visitors from fire and related operations; restrictions and/or closures in effect or being considered; pre-existing controversies/ relationships; smoke management problems; sensitive political concerns/interests.</p>	Very Low	L	M	H	
<p><b><u>C6. Ownership Concerns</u></b>  <b>Evaluate the effect ownership/jurisdiction will have on how the fire is managed and rank this element very low, low, moderate, or high.</b>                      Considerations: disagreements over policy, responsibility, and/or management response; fire burning or threatening more than one jurisdiction; potential for unified command; different or conflicting management objectives; potential for claims (damages); disputes over suppression responsibility.</p>	Very Low	L	M	H	
<p><i>Enter the number of items circled for each column.</i></p>					

Part C: Organization (continued)

**Recommended Organization (circle one):**

<b>Type 5</b>	Majority of items rated as “Very Low”; a few items may be rated in other categories.
<b>Type 4</b>	Majority of items rated as “Low,” with some items rated as “Very Low,” and a few items rated as “Moderate” or “High.”
<b>Type 3</b>	Majority of items rated as “Moderate,” with a few items rated in other categories.
<b>Type 2</b>	Majority of items rated as “Moderate,” with a few items rated as “High.”
<b>Type 1</b>	Majority of items rated as “High”; a few items may be rated in other categories.

**Rationale:**

Use this section to document the incident management organization for the fire. If the incident management organization is different than the Wildland Fire Risk and Complexity Assessment recommends, document why an alternative organization was selected. Use the “Notes/Mitigation” column to address mitigation actions for a specific element, and include these mitigations in the rationale.

Name of Incident: \_\_\_\_\_ Unit(s): \_\_\_\_\_

Date/Time: \_\_\_\_\_ Signature of Preparer: \_\_\_\_\_

### The RCA is also available at <https://www.nwecg.gov/publications/210>.

## Appendix F Indicators of Incident Complexity

### Footer will reflect the latest version

Common indicators may include the area (location) involved; threat to life, environment and property; political sensitivity, organizational complexity, jurisdictional boundaries, values at risk, and weather. Most indicators are common to all incidents, but some may be unique to a particular type of incident. The following are common contributing indicators for each of the five complexity types.

### Type 5 Incident Complexity Indicators

General Indicators	Span of Control Indicators
<ul style="list-style-type: none"> <li>• Incident is typically terminated or concluded (objective met) within a short time once resources arrive on scene</li> <li>• For incidents managed for resource objectives, minimal staffing/oversight is required</li> <li>• Resources vary from two to six firefighters</li> <li>• Formal Incident Planning Process not needed</li> <li>• Written Incident Action Plan (IAP) not needed</li> <li>• Minimal effects to population immediately surrounding the incident</li> <li>• Critical Infrastructure, or Key Resources, not adversely affected</li> </ul>	<ul style="list-style-type: none"> <li>• Incident commander (IC) position filled</li> <li>• Single resources are directly supervised by the IC</li> <li>• Command Staff or General Staff positions not needed to reduce workload or span of control</li> </ul>

### Type 4 Incident Complexity Indicators

General Indicators	Span of Control Indicators
<ul style="list-style-type: none"> <li>• Incident objectives are typically met within one operational period once resources arrive on scene, but resources may remain on scene for multiple operational periods</li> <li>• Multiple resources may be needed</li> <li>• Resources may require limited logistical support</li> <li>• Formal Incident Planning Process not needed</li> <li>• Written Incident Action Plan (IAP) not needed</li> <li>• Limited effects to population surrounding incident</li> <li>• Critical Infrastructure or Key Resources may be adversely affected, but mitigation measures are uncomplicated and can be implemented within one Operational Period</li> <li>• Elected and appointed governing officials, stakeholder groups, and political organizations require little or no interaction</li> </ul>	<ul style="list-style-type: none"> <li>• IC role filled</li> <li>• Resources either directly supervised by the IC or supervised through an ICS Leader position</li> <li>• Task Forces or Strike Teams may be used to reduce span of control to an acceptable level</li> <li>• Command Staff positions normally not filled to reduce workload or span of control</li> <li>• General Staff position(s) normally not filled to reduce workload or span of control</li> </ul>

**Type 3 Incident Complexity Indicators**

General Indicators	Span of Control Indicators
<ul style="list-style-type: none"> <li>● Incident typically extends into multiple operational periods</li> <li>● Incident objectives usually not met within the first or second operational period</li> <li>● Resources may need to remain at scene for multiple operational periods, requiring logistical support</li> <li>● Numerous kinds and types of resources may be required</li> <li>● Formal Incident Planning Process is initiated and followed</li> <li>● Written Incident Action Plan (IAP) needed for each Operational Period</li> <li>● Responders may range up to 200 total personnel</li> <li>● Incident may require an Incident Base to provide support</li> <li>● Population surrounding incident affected</li> <li>● Critical Infrastructure or Key Resources may be adversely affected and actions to mitigate effects may extend into multiple Operational Periods</li> <li>● Elected and appointed governing officials, stakeholder groups, and political organizations require some level of interaction</li> </ul>	<ul style="list-style-type: none"> <li>● IC role filled</li> <li>● Numerous resources supervised indirectly through the establishment and expansion of the Operations Section and its subordinate positions</li> <li>● Division Supervisors, Group Supervisors, Task Forces, and Strike Teams used to reduce span of control to an acceptable level</li> <li>● Command Staff positions may be filled to reduce workload or span of control</li> <li>● General Staff position(s) may be filled to reduce workload or span of control</li> <li>● ICS functional units may need to be filled to reduce workload</li> </ul>

**Type 2 Incident Complexity Indicators**

General Indicators	Span of Control Indicators
<ul style="list-style-type: none"> <li>● Incident displays moderate resistance to stabilization or mitigation and will extend into multiple operational periods covering several days</li> <li>● Incident objectives usually not met within the first several Operational Periods</li> <li>● Resources may need to remain at scene for up to 7 days and require complete logistical support</li> <li>● Numerous kinds and types of resources may be required including many that will trigger a formal demobilization process</li> <li>● Formal Incident Planning Process is initiated and followed</li> <li>● Written Incident Action Plan (IAP) needed for each Operational Period</li> <li>● Responders may range from 200 to 500 total</li> <li>● Incident requires an Incident Base and several other ICS facilities to provide support</li> <li>● Population surrounding general incident area affected</li> <li>● Critical Infrastructure or Key Resources may be adversely affected, or possibly destroyed, and actions to mitigate effects may extend into multiple Operational Periods and require considerable coordination</li> <li>● Elected and appointed governing officials, stakeholder groups, and political organizations require a moderate level of interaction</li> </ul>	<ul style="list-style-type: none"> <li>● IC role filled</li> <li>● Large numbers of resources supervised indirectly through the expansion of the Operations Section and its subordinate positions</li> <li>● Branch Director position(s) may be filled for organizational or span of control purposes</li> <li>● Division Supervisors, Group Supervisors, Task Forces, and Strike Teams used to reduce span of control</li> <li>● All Command Staff positions filled</li> <li>● All General Staff positions filled</li> <li>● Most ICS functional units filled to reduce workload</li> </ul>



**Type 1 Incident Complexity Indicators**

General Indicators	Span of Control Indicators
<ul style="list-style-type: none"> <li>● Incident displays high resistance to stabilization or mitigation and will extend into numerous operational periods covering several days to several weeks</li> <li>● Incident objectives usually not met within the first several Operational Periods</li> <li>● Resources may need to remain at scene for up to 14 days, require complete logistical support, and several possible personnel replacements</li> <li>● Numerous kinds and types of resources may be required, including many that will trigger a formal demobilization process</li> <li>● DOD assets, or other nontraditional agencies, may be involved in the response, requiring close coordination and support</li> <li>● Complex aviation operations involving multiple aircraft may be involved</li> <li>● Formal Incident Planning Process is initiated and followed</li> <li>● Written Incident Action Plan (IAP) needed for each Operational Period</li> <li>● Responders may range from 500 to several thousand total</li> <li>● Incident requires an Incident Base and numerous other ICS facilities to provide support</li> <li>● Population surrounding the region or state where the incident occurred is affected</li> <li>● Numerous Critical Infrastructure or Key Resources adversely affected or destroyed. Actions to mitigate effects will extend into multiple Operational Periods spanning days or weeks and require long-term planning and considerable coordination</li> <li>● Elected and appointed governing officials, stakeholder groups, and political organizations require a high level of interaction</li> </ul>	<ul style="list-style-type: none"> <li>● IC role filled</li> <li>● Large numbers of resources supervised indirectly through the expansion of the Operations Section and its subordinate positions</li> <li>● Branch Director Position(s) may be filled for organizational or span of control purposes</li> <li>● Division Supervisors, Group Supervisors, Task Forces, and Strike Teams used to reduce span of control</li> <li>● All Command Staff positions filled and many include assistants</li> <li>● All General Staff positions filled and many include deputy positions</li> <li>● Most or all ICS functional units filled to reduce workload</li> </ul>

### The RCA is also available at <https://www.nwecg.gov/publications/210>.

## Appendix G Sample Delegations of Authority AA to IMT and Leader's Intent

### Footer will reflect the latest version

Delegation of Authority  
Colorado State Office  
Montrose Field Office

As of 1800, May 20, 2005, I have delegated authority to manage the Crystal River Fire, Number E353, San Juan Resource Area, to Incident Commander Bill Jones and his Incident Management Team.

The fire, which originated as four separate lightning strikes occurring on May 17, 2005, is burning in the Crystal River Drainage. My considerations for management of this fire are:

1. Provide for firefighter and public safety.
2. Manage the fire with as little environmental damage as possible.
3. Key cultural features requiring priority protection are:
4. Key resources considerations are:
5. Restrictions for suppression actions include:
6. Minimum tools for use are:
7. My agency resource advisor will be:
8. The fire borders are:
9. Manage the fire cost-effectively for the values at risk.
10. Provide training opportunities for the resources area personnel to strengthen our organizational capabilities and work with the geographic area training representative (GATR) to identify opportunities for priority trainees.
11. Minimum disruption of residential access to private property, and visitor use consistent with public safety.
12. Efforts should be made to minimize some impacts to communities and ensure that communication is maintained with the state Air Quality Bureau.

\_\_\_\_\_  
Signature and Title of Agency Administrator

\_\_\_\_\_  
Date

Amendment to Delegation of Authority

The Delegation of Authority dated May 20, 2005, issued to Incident Commander Bill Jones for the management of the Crystal River Fire, number E353, is hereby amended as follows. This will be effective at 1800, May 22, 2005.

13. Key cultural features requiring priority protection are:
14. Use of tracked vehicles authorized to protect Escalante Cabin.

\_\_\_\_\_  
Signature and Title of Agency Administrator

\_\_\_\_\_  
Date

**Delegation of Authority for Incident Name**

**Date:**

**To: Incident Commander – Name of IC**

*From: Jurisdictional Agencies*

Subject: Incident Number and jurisdictional unit

Effective at XXXX hours on Provide the Date, You are delegated authority for the management of the XXXX Incident on the XXXX Jurisdictional Unit – include other jurisdictions if needed. You have full authority for incident management activities on this/these jurisdiction(s) within the framework of law, agency policies, and direction provided within the delegation of authority, Wildland Fire Decision Support System Decision, the *Leader's Intent* letter (optional) and the Team Briefing Package provided.

This delegation carries with it the full authority for the management of the resources (personnel and equipment), costs, and rehabilitation of incident management efforts directly associated with this incident(s). Your primary responsibility is to organize, manage and direct your assigned resources for safe, efficient and effective management of the incident. You are accountable to the agency administrator or designated representative.

\_\_\_\_\_  
Agency Administrator  
Agency/Jurisdictional Unit

\_\_\_\_\_  
*Date/Time*

\_\_\_\_\_  
Agency Administrator  
Agency/Jurisdictional Unit

\_\_\_\_\_  
*Date/Time*

I accept this Delegation:

\_\_\_\_\_  
Incident Commander

\_\_\_\_\_  
*Date/Time*

## Leader's Intent

This is an **optional** document with the following information provided as a template. The purpose is to provide information to an IMT that is not directly related to the strategic direction for managing a wildfire (strategic direction belongs in the WFDSS Decision). Some items will not be relevant to your Unit; delete or add additional information as needed. Items *italicized* and underlined are areas where you should review the information and either add unit-specific information or delete those statements.

### Overview

This leader's intent document is one piece of many components of the entire briefing package provided to the incident management team (IMT). In addition to this leader's intent letter, the IMT will also receive the following documentation to support the management of this incident:

- Delegation of authority
- Published decision from the Wildland Fire Decision Support System
- Briefing package

### Communications

It is expected we will meet *daily or as needed* to be informed on significant accomplishments or issues. Daily discussion points include but aren't limited to the following:

- *Safety*
- *Other identified values at risk*
- *Risk trade-offs*
- *Relationships with partners and stakeholders*
- *External communication*
- *Operational effectiveness (Your assessment of likelihood of success of achieving all objectives)*
- *Benchmarks based on team capabilities, span of control, daily progress*
- *Complexity*
- *Cost*
- *Ramp up and ramp down strategies*
  - *Final fire package*

Expect to have a preliminary team evaluation at the incident closeout and a final evaluation at the end of fire season when all incident business transactions have been finalized.

*Expanded dispatch is in place, please coordinate and work through XX expanded dispatch center located at the interagency communication center for additional resources or support needs.*

### Strategic Planning

Successful management of this fire requires a common understanding of the values that require protection, their priority for protection, the probability they will be impacted, under what circumstances they require protection, what protection might look like, and how we manage our response. *Strategic direction is aligned with the Land and Resource Management Plan/Resource Management Plans and associated amendments as detailed in the WFDSS Decision.* It is expected that you and your necessary staffs read and follow

## APPENDIX G SAMPLE DELEGATIONS OF AUTHORITY AA TO IMT AND LEADER'S INTENT

the Decision (Incident Requirements, Incident Objectives, Course of Action, Rationale) in WFDSS. If you have questions or concerns, contact me directly to discuss or clarify. The team should assist with the following:

- Keep line officer informed of significant accomplishments/issues of which can be documented in the Periodic Assessment throughout the duration of the incident.
- Through your risk assessment process, provide feedback regarding needed changes to the Incident Objectives and Course of Action to mitigate unnecessary risk to firefighters.
- Provide input regarding any other identified values to be addressed in planning operations and in the WFDSS Decision.
- Provide input to the current Risk and Complexity Analysis (RCA) in WFDSS and the need for updates; RCA updates can be made to document changed conditions without publishing a new decision.
- Provide support in updating and revising the decision as necessary, and/or determining if an update to components of the decision or documentation is needed (e.g., expectation that the planning area will be breached).
- Develop, update, and revise management action points as necessary to protect identified values (e.g., structural inholdings, communication sites, culturally sensitive areas) (The unit can list values here, or refer to WFDSS).

Throughout the life of the incident there will likely be oral discussions, agreements or changes in tactics/management of the fire as a whole that deviate from this letter or the WFDSS Decision documentation. Such deviations must be discussed with me in person so that we can determine solutions and update the WFDSS Decision as needed.

### Human Resources

- All personnel assigned shall be treated with dignity and respect. Manage the human resources assigned to the fire in a manner that promotes a positive and harassment-free work environment and creates a “no tolerance” atmosphere for harassment, alcohol, or illegal drug use.
- All personnel assigned should receive evaluations prior to leaving the incident. Encourage supervisors to provide meaningful feedback regarding performance and conduct.

### Safety

- Visitor and public safety is a concern.
  - Provide timely information to publics impacted by the fire/closure areas.
  - Coordinate closures/evacuations with law enforcement as identified in the briefing package.
  - If needed, utilize the appropriate cooperative law enforcement agreement in the briefing package.
- Coordinate and consult with safety and health manager or designated agency representative as identified in the briefing package.
- Coordinate hazardous material matters with unit safety officer. Specific information has been included in the briefing package.
- Camp security is advised due to base camp's proximity to town.
- Known safety hazards within the proximity of the fire area; e.g., grizzly bear baiting station at XX location, grizzly habitat (considerations for camp, spike camps, night operations, etc.), large standing snag patch from fire, trees are severely weakened.

excessively steep terrain (provide a geographical location) with large rock outcrops and no values of concern.

### Operations

Attention to firefighter and aviation safety is an absolute necessity! Incident Action Plans should reflect leader's intent for the incident. Tactical actions will be assessed and effective mitigation measures will be in place to avoid putting firefighting personnel at unnecessary risk; Consider not implementing tactical actions by assessing the value being protected versus the risk (even if mitigated) required to protect it.

- Structure Protection
  - Ensure firefighters who engage in structure protection are staying within their tactical training, capabilities, and agency policies.
  - Document significant issues for values at risk within the ICS 209.
  - Utilize the Community and Structure Fire Protection Guidelines (refer to your local guidance if relevant).
- Retardant
  - Review the fire retardant avoidance maps and documentation provided during the IMT in-brief OR in WFDSS, and coordinate with the Resource Advisor as identified in the briefing package.
  - Follow reporting guidelines for retardant use as defined in the briefing package.
  - Follow the guidance/protocol within the Wildfire Guidelines for Resource Protection if retardant is misplaced.
  - Use retardant only when and where it is expected to be successful in slowing fire spread or reducing intensities so ground firefighters may engage the fire more safely with a higher likelihood of success.
- Aviation
  - Aviation safety is a high priority. An Aviation Risk Assessment will be completed on all aviation missions in support of fire management. For additional guidance regarding Aviation Resources or local protocol refer to the Briefing Package and work with the Unit Aviation Officer or their designee as a liaison.
  - An initial TFR has been established for the fire area, coordinate changes to the current TFR with the Unit Aviation Officer.
- Initial Attack Operations
  - You will be responsible for Initial Attack activities within your designated TFR.
  - The local unit may call upon you for additional support as needed for Initial Attack activities.
- Cultural and Resource Protection and/or Enhancement
  - Avoid damage to sensitive cultural resources within the fire area; coordinate suppression actions with the line resource advisor/archeologist. Specific sensitive cultural information was included within the briefing package.
  - Ensure all tactical actions adhere to the Unit Wildfire Guidelines for Resource Protection and develop a rehabilitation plan for the impacts associated with those actions.
  - Not all wildfire is detrimental in this Planning Area. Specific strategic direction is provided in the WFDSS Decision.

**Public Information**

- Develop a public information plan for the incident within XX hours and work closely with the unit Public Affairs Specialist to disseminate information to internal staff, external partners, and interested publics. Refer to the briefing package for names and contacts.
- Accuracy and timeliness of public information is important. Public meetings should be held as needed and on a routine basis.
- Maintain contact with appropriate agencies, elected officials, business leaders and members of the public as identified within the briefing package.
- Informational meetings or briefings and news releases are to be coordinated with the Agency Representatives as identified within the briefing package.

**Finance**

- Document decisions that have incident cost ramifications within the IC Daily log and provide clear rationale for the decisions.
- Utilize the XX Incident Business Plan; please work with the designated INBA for the incident. Refer to the briefing package for contact information.
- A buying team is in place, XX Dispatch Center.
- Develop a total cost projection for managing the incident in line with the strategic direction provided for federal lands, this needs to be completed within XX hours of being delegated authority.
- Provide assistance in developing a cost share agreement as mutually agreed upon by the XX jurisdictions involved.

**Logistics**

- Telecommunications contracts have been previously established with Verizon for phone and data plans to support IMT base camps. Specific information is included within the briefing package.
- The Local Unit has previously identified base camp and spike camp locations, please evaluate these areas before establishing new locations. Land use agreements for these sites are in place, coordinate with the Incident Business Advisor for specific information.
- Maps of these areas will be provided within the briefing package.
  - Invasive and noxious weeds – Vehicle and equipment washing is required on fires within XX area. Insert localized information. Refer to Wildfire Guidelines for Resource Protection on the local unit for additional information (provided with the briefing package). Please direct questions to the assigned Resource Advisor.

**Other**

- To build capacity, the use of trainees is strongly suggested to be incorporated into team functions where available. Local trainees will receive first priority for assignments. A list of the local trainees is included within the briefing package.
- Work with the geographic area training representative (GATR) to identify opportunities for priority trainees.
- Coordinate and work closely with the following positions/personnel – contact information as well additional contacts maybe found in the briefing package.
- Line officer
- District FMO/unit FMO
- Unit aviation officer
- Interagency dispatch center manager
- Public affairs officer
- Unit safety officer
- Incident business advisor
- Resource advisor
- Agency/interagency partners
- Other IMTs in the adjoining area

\_\_\_\_\_  
Line Officer Signatory

\_\_\_\_\_  
Date

\_\_\_\_\_  
Optional signatures add if needed

\_\_\_\_\_  
Date

\_\_\_\_\_  
Incident Commander

\_\_\_\_\_  
Date



### Appendix H Local Incident Commander Briefing to IMT

### Footer will reflect the latest version

The Incident Briefing, ICS-201 form provides the basis for the local incident commander to brief the incoming team.

#### Briefing Information

Forms Available or Attached:		Other Attachments:
<input type="checkbox"/> ICS 201	<input type="checkbox"/> ICS 215	<input type="checkbox"/> Map of Fire
<input type="checkbox"/> ICS 207	<input type="checkbox"/> ICS 220	<input type="checkbox"/> Aerial Photos
<input type="checkbox"/> ICS 209		<input type="checkbox"/> Weather Forecast
Fire Start Date:		
Time:		
Fire Cause:		
Fuels Ahead of Fire:		
Fuels at Fire:		
Fire Behavior:		
Fire Spread:		
Natural Barriers:		
Anchor Points:		
Perimeter Secured, Control/Mitigation Efforts Taken, and Containment Status:		

Life, Improvements, Resources and Environmental Issues:			
Weather Forecast:			
	Established	Possible	
ICP:	<input type="checkbox"/>	<input type="checkbox"/>	
Base:	<input type="checkbox"/>	<input type="checkbox"/>	
Camp(s):	<input type="checkbox"/>	<input type="checkbox"/>	
Staging Area(s):	<input type="checkbox"/>	<input type="checkbox"/>	
Copy Machine Available		<input type="checkbox"/> Yes	<input type="checkbox"/> No
Safety Issues:		EMS in Place: <input type="checkbox"/> Yes <input type="checkbox"/> No	
Air Operations Effectiveness to Date:			
Air Related Issues and Restrictions:			
Hazards (Aircraft and People):			
Access from Base to Line:			
Personnel and Equipment on Incident (Status and Condition):			
Personnel and Equipment Ordered:			
Cooperating and Assisting Agencies on Scene:			
Helibase/Helispot Location:			

Crash Fire Protection at Helibase:
Medivac Arrangement:
Communication System in Use: <input type="checkbox"/> Radio <input type="checkbox"/> Telephone <input type="checkbox"/> Cell Phone
Water Availability:
Review of Incident Action Plan; Copy of Approved Wildland Fire Decision Support System Published Decision:
Smoke Conditions:
Local Political Issues:
Damage Assessment Needs:
Security Problems:

## Appendix I Incident Management Team Performance Evaluation

### Footer will reflect the latest version

<b>Team IC</b>		<b>Incident Type</b>	
<b>Incident Name</b>		<b>Incident Number</b>	
<b>Assignment Dates</b>		<b>Total Acres</b>	
<b>Host Agency</b>		<b>Evaluation Date</b>	
<b>Administrative Unit</b>		<b>Sub-Unit</b>	
<p>At the conclusion of each incident management team (IMT) assignment, the agency administrator or representative should complete this initial performance evaluation (sections 1-5). This evaluation should be discussed directly with the incident commander. The initial performance evaluation should be delivered by the agency administrator without delay to the incident commander, the state/regional fire management officer, and the chair of the IMT's home geographic area multi-agency coordination group to ensure prompt follow-up to any issues of concern.</p>			
<p><b>Complete the following evaluation narratives and rating for each question</b>                  0 – did not achieve expectations      3 – met expectations      5 – excelled</p>			
<p>1. How well did the Team accomplish the objectives described in the Wildland Fire Decision Support System (WFSS) the delegation of authority, and the agency administrator briefing?</p>			
Circle one	0	1	2
3	4	5	
(Explain)			
<p>2. How well did the team manage the cost of the incident? Did the team follow agency incident operating guidelines? Were follow-up issues (e.g., invoices, OWCP and vendor issues) identified and documented for the agency administrator?</p>			
Circle one	0	1	2
3	4	5	
(Explain)			

3. How did the team demonstrate sensitivity to resource limits/constraints and environmental concerns?						
Circle one	0	1	2	3	4	5
(Explain)						
4. How well did the team deal with sensitive political and social concerns?						
Circle one	0	1	2	3	4	5
(Explain)						
5. Was the team professional in the manner in which they assumed management of the incident and how they managed the total incident? How did the team handle transition either to another IMT or in returning the incident the hosting agency?						
Circle one	0	1	2	3	4	5
(Explain)						
6. How well did the team anticipate and respond to changing conditions, was the response timely and effective?						
Circle one	0	1	2	3	4	5
(Explain)						
7. How well did the team place the proper emphasis on safety?						
Circle one	0	1	2	3	4	5
(Explain)						

8. Did the team activate and manage the mobilization/demobilization in a timely and cost effective manner?						
Circle one	0	1	2	3	4	5
(Explain)						
9. How well did the team use local resources, trainees, and closest available forces?						
Circle one	0	1	2	3	4	5
(Explain)						
10. How did the team notify the incident agency regarding triggers for initiating a cost share agreement or Continuous Improvement Assessment (FS)/Significant Wildland Fire Review (DOI)? How were those recommendations implemented?						
Circle one	0	1	2	3	4	5
(Explain)						
11. Was the IC engaged and in charge of the team and the incident? How well did the IC function and operate as a leader?						
Circle one	0	1	2	3	4	5
(Explain)						

12. How timely was the IC in assuming responsibility for the incident and initiating action?						
Circle one	0	1	2	3	4	5
(Explain)						
13. How did the IC show sincere concern and empathy for the hosting unit and local conditions?						
Circle one	0	1	2	3	4	5
(Explain)						
14. Did the IMT provide an organized financial package (comps/claims documentation completed, payment documents forwarded, I-suite updated, etc.) to the host unit or next IMT prior to demobilization?						
Circle one	0	1	2	3	4	5
(Explain)						
15. Other comments:						
Agency Administrator or Representative:				Date:		
Incident Commander:				Date:		

## Appendix J Sample Delegation – Lessons Learned Review (LLR)

### Footer will reflect the latest version

Memorandum

To: LLR Facilitator; *[Title of person/office this is meant for]*

From: Delegating Official

Subject: Delegation of Authority – *[Incident name]* LLR

Situation Summary:

You are hereby designated the authority to lead and conduct a LLR for *[Incident name]*. The review process will begin at *[Identify LLR start time, date, and location]*. The Fire Staff and Fire Management Office have identified the group of employees who will also be participating. That information will be provided to you upon your arrival.

You have the authority to tailor your team and the LLR process to fit the situation and your style of facilitation. However, I would like you to utilize the guidance outlined in the *Interagency Standards for Fire and Fire Aviation Operations chapter 18*, while conducting the LLR. This includes:

- convening the participants;
- identifying facts of the event and developing a chronological narrative of the event;
- identifying underlying reasons for success or failure;
- identifying what was learned and what should/could be done differently in the future;
- identify any recommendations that would prevent future similar occurrences; and
- providing a final, written report covering the above items, which is due to me within two weeks of the event occurrence.

If you need any assistance, your primary contact will be *[Name of primary contact]*.

Thank you for your time and assistance.



## Appendix K Recommendations for Incident Emergency Medical Services

### Footer will reflect the latest version

Resource	Initial Attack	<250 People	250 to 500 People	> 500 People
<b>Medical Unit Leader (MEDL)</b>	No	TBD by IC and jurisdictional agency	YES (1)	YES (1)
<b>First Responder or Basic FA</b>	Yes	Yes	N/A	N/A
<b>MEDL EMTs</b>	No	No	1	2
<b>EMTs</b>	No	To be determined by the IC or jurisdictional agency	1	2
<b>MEDL Quals</b>	N/A	N/A	310-1 Basic EMT	310-1 Basic EMT
<b>Med Unit EMT Quals</b>	N/A	Basic EMT	310-1 Basic EMT	310-1 Basic EMT
<b>EMTs per Division</b>	N/A	To be determined in consultation with Operations and/or Medical Unit	To be determined in consultation with Operations and/or Medical Unit	To be determined in consultation with Operations and/or Medical Unit
<b>Establish Local Medical Direction</b>	N/A	To be determined by the IC or jurisdictional agency	Yes	Yes
<b>First Aid Kits</b>	Pocket & Vehicle First Aid Kits	Pocket, Vehicle and Crew First Aid Kits	Pocket, Vehicle and Crew First Aid Kits	Pocket, Vehicle and Crew First Aid Kits
<b>100-person First Aid Kit</b>	No	To be determined by the IC or jurisdictional agency	Yes	No
<b>500-person First Aid Kit</b>	No	No	No	Yes
<b>AED</b>	To be determined by the IC or jurisdictional agency	To be determined by the IC or jurisdictional agency	Yes	Yes

APPENDIX K RECOMMENDATIONS FOR INCIDENT EMERGENCY MEDICAL SERVICES

Resource	Initial Attack	<250 People	250 to 500 People	> 500 People
Oxygen	No	No	TBD	Yes
OTC Meds	No	To be determined in consultation with Safety Officer, Medical Unit Leader, and Finance Section Chief	To be determined in consultation with Safety Officer, Medical Unit Leader, and Finance Section Chief	To be determined in consultation with Safety Officer, Medical Unit Leader, and Finance Section Chief
Emergency Transport	N/A	Method to provide transport to the nearest medical facility is to be identified in the Incident Action Plan	Method to provide transport to the nearest medical facility is to be identified in the Incident Action Plan	Method to provide transport to the nearest medical facility is to be identified in the Incident Action Plan

**NOTE:** Regional differences/protocols exist that vary from these recommendations and may require a higher level of EMS service. Examples of regional differences/protocols are: 1) Northern Rockies (Incident Medical Specialist Program); 2) Pacific Northwest (Incident Medical Specialist Program); and 3) Alaska (Firemedic Program).

## Appendix L Delegation of Authority – FAST

### Delegation of Authority \_\_\_\_\_ Geographic Area Fire and Aviation Safety Team (FAST)

### Footer will reflect the latest version

Situation Summary (issues and concerns/reason for ordering the FAST)

Objectives (measurable)

Team Skills Required (per objectives listed above)

The final team composition will be determined at time of dispatch and members named on the resource order.

#### **Mission**

The FAST is to conduct an independent assessment and evaluation of operational and managerial activities (related to the specific objectives stated above) at the following locations (mission segments):

The team may determine visits to other incidents/organizations/operations as appropriate, and may do so after coordination with the GMAC. The FAST will contact the GMAC Coordinator (describe frequency of contact):

The FAST is to provide technical or managerial assistance when requested and where necessary to immediately correct an identified, critical problem. The FAST may also provide short-term assistance in managing situations or incidents when requested by the incident, organization, or operation.

#### **Protocols**

The FAST will organize and conduct an entry briefing with the appropriate managers of the locations/incidents identified previously. The entry briefing will provide the objectives and operational parameters of the mission.

Once the mission segment is completed, the FAST will organize and conduct an exit briefing with the same officials or their designees, during which a draft of the mission-segment report will be presented and discussed. Components of this report will include:

- Purpose and Objectives
- Findings, Commendations, and Recommendations
- Follow-up Actions Needed
- Immediate
- Long-term
- Scope (local, area, national)
- Copy of the delegation of authority

The FAST will contact the GMAC Coordinator\_\_\_\_\_.

FAST will provide a final written report to the GMAC Coordinator upon completion of all mission segments. This report will include:

- FAST Final Report Outline
- Executive Summary
- Purpose and Objectives
- Summary (Findings, Recommendations, Commendations, Assistance Provided)
- Critical and Immediate Follow-up Actions Required
- Introduction
- Methods and Procedures
- Mission Segments (Summary of Incidents, Organizations, Operations Reviewed. Include copies of Mission Segment Reports)
- Analysis
- Findings and Trends, Commendations, and Recommendations
- Follow-up Actions Needed
- Immediate
- Long-term
- Scope (local, area, national)
- A copy of the delegation of authority

The \_\_\_\_\_ Multi-Agency Coordination Group hereby charters and delegates the preceding authority to \_\_\_\_\_, FAST Leader, effective on \_\_\_\_\_.

/s/

Chair, \_\_\_\_\_ Coordinating Group

Date: \_\_\_\_\_

**Appendix M**  
**Area Command (AC) Complexity Assessment**  
*Guide for ACT Engagement*

**Incident:** \_\_\_\_\_ **Date:** \_\_\_\_\_

**Check all that apply. (Current date/time and expected over next 72-96 hours.)** ### Footer will reflect the latest version

FACTORS	YES	NO
Multiple incident management organizations (IMTs of varying types) are assigned on a single administrative unit or several adjoining units that can be combined into a single Area Command.		
Local resources and managers need incident management assistance for multi-jurisdictional incidents that may/will incur a unified command organization and/or cost share agreements; may be single incident with multiple IMTs.		
Response trends, and/or planning level, political, media, or public concerns are escalating from local to state/regional level and may rise to national levels (e.g., PLs, military activation, FEMA and/or FMAG involvement).		
Incident reporting or communication requirements are diverse, time-sensitive, and/or require consolidation and clarity.		
Incident personnel are having difficulty achieving objectives.		
Intricate local land and resource management objectives and constraints exist and require close oversight for compliance.		
Special circumstances that warrant additional management oversight and support (including, but not limited to, serious injuries, fatalities, equipment accidents, special non-fire events happening locally) are occurring/impacting agency oversight.		
Key unit leadership (AAs, LOs, Agency Reps, FMOs, etc.) is absent, operating beyond scope of training/experience, or multiple acting/detailed members are present/needed. Fatigue of these individuals is becoming a factor and will not improve for some time.		
Significant events (e.g., severe weather, large public events, substantial increase of initial attack) are predicted that will impact success.		
Complex, long-term or multiple incidents are exceeding acceptable agency administrator and fire program manager		

FACTORS	YES	NO
span of control.		
Multiple incidents and administrative units are competing for resources: Incident prioritization, allocation of scarce resources, coordinating the sharing of critical resources, and application and management of surge resources can reduce competition and facilitate more efficient operations.		
A <i>Theater of Operations</i> concept is present in the thinking, planning, and operational choices of decision makers: A greater commitment to long-term strategy/planning is warranted to better utilize resources and manage incidents.		
<b><u>TOTAL</u></b>		

<p><b><u>0-2 YES</u></b>  <b>ACT <u>may not</u> be required, but can be ordered if YES items are significant</b></p>	<p><b><u>3-6 YES</u></b>  <b><u>Consider</u> ordering ACT: if not, monitor indicators closely and reconsider if additional YES indicators are noted</b></p>	<p><b><u>6+ YES</u></b>  <b>ACT <u>recommended</u></b></p>
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## Appendix N

### Wildland Fire Decision Support System Information

#### WFDSS Overview

The Wildland Fire Decision Support System (WFDSS) is an interagency, web-based application that helps agency administrators and fire managers make risk-informed decisions for all types of wildland fires, regardless of complexity. WFDSS integrates the various applications used to manage incidents into a single risk-informed, collaborative system to streamline the analysis and reporting processes, providing one decision documentation system tiered to Land and/or Resource Management Plans.

The application's home page can be accessed at <https://WFDSS.usgs.gov>.

#### WFDSS Account Information

The WFDSS application is intended for use by the US federal government for managing wildland fires.

Qualified users (federal and Tribal employees and non-federal WFDSS partners) can request accounts on the WFDSS Production (for live incidents) or Training (training incidents only) login pages and a single account provides access to each system. Additional information about requesting an account can be found at [https://wfdss.usgs.gov/wfdss\\_help/WFDSSHelp\\_request\\_acct.html](https://wfdss.usgs.gov/wfdss_help/WFDSSHelp_request_acct.html).

Federal accounts are granted automatically, non-federal accounts are granted by geographic area editor (GAE) or national editors (NE), depending on the geographic area a user's account is associated with (Note: Each federal entity has different overlapping regions which may not coincide with geographic areas. A GAE from a perceived different geographic area may assist you as a result).

Users work with GAEs, NEs, and the Interagency Incident Applications (IIA) Help Desk to manage locked accounts, disabled accounts and password resets. The help topics Requesting a Password Reset, Understanding Locked User Accounts and Re-enabling a Disabled Account provide additional information, they can be located in the WFDSS Online help available at [https://wfdss.usgs.gov/wfdss\\_help/index.htm](https://wfdss.usgs.gov/wfdss_help/index.htm).

#### WFDSS User Roles

User Roles in WFDSS correspond to permissions which allow users to perform certain tasks within the application. Newly activated accounts are assigned a Viewer role but within the application, users can request author, dispatcher, data manager, or fire behavior specialist roles as necessary. Various support roles exist as well, and include geographic area editor, national editor, administrator and help desk. User role requests are granted by geographic and national editors, depending on the geographic area and role requested.

- Users assigned the Viewer role can view published content but can only engage in incident documentation if assigned incident privileges.

- The Author role is required for users to create and/or own incidents and manage the decision documentation process.
- The Dispatcher and Data Manager roles are typically designated at the local level to manage an Administrative Unit's incident information and spatial data.
- The Fire Behavior Specialist role can be requested/granted when a certain degree of fire behavior analysis training has been completed (training and experience culminating in S491 and S495).
- The geographic area editor role is a primary support role for authors, dispatchers, data managers and fire behavior specialists; users assigned this role have implicit ownership of incidents within their geographic area, regardless of agency. Additional information about GAE duties is included in the WFDSS Training and Support section.
- The National Editor role has maximum authority relative to WFDSS incident management; users assigned this role have implicit ownership of all incidents in WFDSS.

The WFDSS User Roles help topic provides additional information about user roles and can be found in the WFDSS online help available at [https://wfdss.usgs.gov/wfdss\\_help/index.htm](https://wfdss.usgs.gov/wfdss_help/index.htm).

### **WFDSS Incident Privileges**

Incident privileges are assigned and managed by incident owners at the time of (and are specific to) an incident. These privileges allow users to Own, Edit, Review, or Approve decision content. Users must be assigned the Author user role to own incidents, but users with any role can edit, review or approve decisions. If a change in incident privileges is necessary for an incident, contact the incident owner(s) to coordinate the change. Incident Privileges and Managing Incident Privileges are two topics that provide additional information; they can be searched for in the WFDSS help.

### **WFDSS Training and Support**

A variety of WFDSS training and support materials are located on the WFDSS home page. Here you can access modeling and decision learning resources, videos and various white papers and supporting documents. The Hot Picks section provides links to annual refresher materials as well as the most common WFDSS-related offerings; it's a column located on the right side of the WFDSS home page. The Training and Related References sections of the WFDSS home page are available here, respectively:  
[https://wfdss.usgs.gov/wfdss/WFDSS\\_Training.shtml](https://wfdss.usgs.gov/wfdss/WFDSS_Training.shtml) and  
[https://wfdss.usgs.gov/wfdss/WFDSS\\_Resources.shtml](https://wfdss.usgs.gov/wfdss/WFDSS_Resources.shtml).

Within the WFDSS application, the online help is a comprehensive set of help topics that are mapped to corresponding pages in the application. Click the help icon in the upper right of any page to access specific help information for any



page in the application. The online help can also be accessed here:  
[https://wfdss.usgs.gov/wfdss\\_help/index.htm](https://wfdss.usgs.gov/wfdss_help/index.htm).

### **Geographic Area Editors Support of WFDSS Users, Incidents and Agencies**

Geographic area editors (GAE) are another source of WFDSS training and support. Their primary role is to support WFDSS users and incidents within their geographic area (GA), serve as interagency technical experts, and Point of Contacts for their agency or bureau.

GAEs from various agencies are typically designated within each GA. GAEs work cooperatively for the benefit of all users within their GA and are both able and expected to assist any caller from any agency within their GA.

#### **Geographic Area Editors WFDSS Duties**

- Grants and removes user roles (Viewer, Author, Dispatcher, Fire Behavior Specialist, and Data Manager) in the Training and Production systems within their GA.
  - Serves as a WFDSS expert to support WFDSS users within their GA.
  - Assists or otherwise provides oversight in the development of decision content for WFDSS decisions.
  - Provides “WFDSS Point of Contact (POC)” technical help during off hours and weekends.
  - Provides training and answers technical “how to” questions.
- Provides incident support within their GAs as needed, and when an incident owner is unavailable. Geographic area editors can:
  - Edit any WFDSS incident within their GA, in coordination with incident owners, editors and/or Approving Official(s);
  - Develop and share filters (groups, incident, analysis, and intelligence);
  - Upload incident and/or analysis shapefiles;
  - Transfer/modify incident ownership;
  - Grant incident privileges; and
  - Edit jurisdictional point of origin (in coordination with local unit and incident).
- Serves as geographic area POC for their agency or bureau.
  - Facilitates interagency cooperation and coordination in support of multijurisdictional incidents and field users.
  - Consults fire and resource management staff and agency leadership as needed on WFDSS decision content.
  - Coordinates with and provides backup to other GAEs within their GA.
  - Disables agency/bureau user accounts within their GA.
  - Disseminates technical information such as upgrades to the WFDSS system, “how to” guidance and training materials/announcements.
  - Participates in GAE calls to keep up to date on system changes or other relevant information to be shared with field units.
  - Verifies completion of security training for non-federal account requests.

- Assists with the reactivation of disabled accounts within their GA. When a user with a disabled account contacts a GA editor, the GA can assign the user a role in WFDSS Production and it automatically syncs with the user's Training account. The user can then contact the Help Desk to reset their password and unlock the account.

#### **Geographic Area Editors WFDSS Limitations**

- Cannot reset passwords (users must contact the help desk to reset their password and unlock their account).
- Do not have privileges specific to fire behavior specialist, administrator or helpdesk.
- Cannot view disabled accounts for users in other GAs.

#### **Fire Behavior Analysis**

Fire behavior analysis is incorporated into WFDSS, in the form of the Fire Spread Probability model (FSPro), Basic Fire Behavior (Basic), Short Term Fire Behavior (STFB) and Near Term Fire Behavior (NTFB). A comparison of these models (as well as FlamMap and FARSITE) can be found on the WFDSS homepage under the Training menu option ([https://wfdss.usgs.gov/wfdss/WFDSS\\_Training.shtml](https://wfdss.usgs.gov/wfdss/WFDSS_Training.shtml)), Modeling Learning Resources section.

WFDSS users assigned the Fire Behavior Specialist (FBS) role are responsible for fulfilling analysis needs for incidents. FBSs can be local; assigned to incident management teams in the form of LTANs or FBANs; or provide assistance remotely. It's helpful to identify local FBSs pre-season to understand the local capacity for analysis assistance.

If a local FBS is not available to provide analysis for an active incident, you can request assistance by one of the following options: selecting Fire Behavior Request from the Information tab of an Incident and submitting the request (GAE's are monitoring these requests for their units), contacting a geographic area editor directly, or calling the Analysis & Decision Content Support number listed on the WFDSS home page (208-387-5253). Additional information about requesting assistance for an incident can be found on the Decision Support section of the Wildland Fire Management Research, Development and Application group home page at <https://wfmrda.nwcg.gov/>.

#### **Relative Risk Assessment**

The Relative Risk Assessment is required before publishing a Decision for an incident. Its purpose is to assist you in planning for, assessing, and managing your incidents. Incident Owners or Editors can perform the assessment, which provides a quick but comprehensive assessment of the risk of the fire. This is a qualitative process that can be completed in less time than a quantitative long-term risk assessment. The Relative Risk Assessment chart uses three risk components:

- values

- hazard
- probability

Each of these components is assessed independently. As the graphs for each component are completed, document thoughts/reasons for inputs in the accompanying text boxes. Text and graphs automatically populate into the WFDSS decision. The three outputs are then evaluated in a final step that provides the Relative Risk rating for the fire. From the Relative Risk rating, guidance is provided within the system to assist the Owner/Author in determining the level of analysis needed, considerations for the incident and documentation of the Decision. The help topics About Relative Risk and Calculating Relative Risk provide additional information and can be located in the WFDSS online help available at [https://wfdss.usgs.gov/wfdss\\_help/index.htm](https://wfdss.usgs.gov/wfdss_help/index.htm).

#### **Organization Assessment**

The Organization Assessment (OA) is required to publish a Decision for an incident. It guides agency administrators in their incident management organization selection, both in escalating and moderating situations (i.e., this process can be used to expand or contract organizations). The OA is based on Relative Risk, implementation difficulty, and socio-political concerns. The final part of the OA combines these variables to allow users to select the level of incident management needed. The help topics Organization Assessment Reference provides additional information and can be located in the WFDSS online help at [https://wfdss.usgs.gov/wfdss\\_help/index.htm](https://wfdss.usgs.gov/wfdss_help/index.htm).

#### **Incident KMZ (left menu)**

Incident KMZ files can be downloaded to include all of the incident spatial data and completed analyses from the Published Decision(s). The spatial data is composed of incident and analysis shapes found in the Incident and Analysis map layers on the Situation map. Shapes include planning areas, fire perimeters, management action points, incident objective shapes, analysis outputs and analysis ignition files. If a decision is pending, only spatial information available to all users will be provided in the KMZ.

#### **WFDSS Suggested Refresher and Preseason Items**

It's recommended that units provide annual WFDSS refreshers to all individuals that may be involved in incident decision-making and documentation. It's also important to identify individuals assigned the Fire Behavior Specialist role in WFDSS to understand a unit's capacity for providing analysis products, and to identify future analysts for training and exposure come fire season.

WFDSS Refresher Training Recommendations are located in the WFDSS Refreshers section of the WFM RD&A web page (<https://wfmrda.nwcg.gov/agency-administrator-toolbox/aa-wfdss-refreshers>). Additional refresher information can be found on the WFDSS home page (Training and Related References menu options, annual refresher documents in

Hot Picks) and from GAEs. Suggested minimum duration for review is two hours.

It is suggested that the following items are covered in annual WFDSS refreshers:

- *Strategic Objectives and Requirements* – briefly review what is currently pre-loaded in WFDSS, discuss if there is conflicting information within the same Strategic Objective (SO) or FMU, and evaluate what fire management options can be utilized within each SO/FMU. Determine if edits are needed to update the information currently in WFDSS.
- *Relative Risk* – can be visited pre-season to define some local inputs.
- *Boundary Fires* – discuss, with interagency partners, how fires will be managed along boundaries. Utilize a fire scenario for this discussion if possible and work through the WFDSS process.
- *Unit Fire Planning* – review planning-related shapes associated to ensure they are still applicable and to identify potential needs for one or more Other Unit Shapes.
- *Fire Scenario* – utilize WFDSS Training to develop one or more fire scenarios and guide corresponding discussions. Utilize a fire scenario that is somewhat complex and includes interagency partners.
  - *Planning Area* – draw a planning area with dialogue around how to draw it and what to include within it.
  - *Values Inventory* – review the values inventory that’s derived from drawing the planning area. Document missing values, if any, and determine if shapes are available to represent them.
  - *Situation Map/Tab* – review available map layers and the data they contain, and check system preferences to ensure that all applicable map layers are available for viewing.
  - *Relative Risk and Organizational Assessment* – complete this process making notes of what various elements were rated and why.
  - *Incident Objectives / Incident Requirements* – write them for the scenario. Review to ensure they address the what, when, where and why to communicate leader’s intent and indicate priority.
  - *Course of Action* – develop a course of action that further explains leader’s intent, the priorities for the incident, and as needed, what not to do.
  - *Scenarios* – as the above information is developed, discuss the potential scenarios and document those actions not taken in the assessment or rationale.
  - *Rationale* – draft the rationale to include “My decision is…” information. This is the executive summary of the document. Consider documenting what is allowed in the management plan, the probability of being successful, the expected duration, and what was considered but rejected. The Rationale section provides a list of items to consider addressing and discussing.
  - If interagency partners are not involved in the scenario, discuss who, when and how they would have been involved during an incident.

- *Fire Behavior Models*
  - Discuss the various models (FSPro, NTFB, STFB, Basic) and how any of them might be utilized to inform decision content.
  - Review the values at risk information provided by the models and how it varies from the values inventory.
  - Discuss how the models might be utilized to answer what types of questions (practice forming the questions first, and then determining which modeling tool would provide the best answer).
  - Review products previously utilized by the Unit to evaluate risk on a fire or assist with decision-making.