Interagency Standards for Fire and Fire Aviation Operations

January 2014
NFES 2724

Produced by the Federal Fire and Aviation Task Group, National Interagency Fire Center, Boise, ID.

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Release Date: January 2014

Interagency Standards for Fire and Fire Aviation Operations

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

Department of Agriculture
Forest Service

2014

January 2014
NFES 2724

NATIONAL INTERAGENCY FIRE CENTER
3833 S. Development Avenue
Boise, Idaho 83705-5354

January 1, 2014

To: Agency Personnel

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

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

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

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

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

For the Bureau of Land Management this document is supplemental policy.

For the USDA Forest Service this document implements policy in *Forest Service Manual 5100.*

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.*

Release Date: January 2014

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

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

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

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Chapter 01
Federal Wildland Fire Management Policy Overview

Scope

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

Purpose

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

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

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

Guiding Principles of the Federal Wildland Fire Management Policy

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

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

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

Elements of the Federal Wildland Fire Management Policy

1. **Safety**
   Firefighter and public safety is the first priority. All FMPs and activities must reflect this commitment.
2. **Fire Management and Ecosystem Sustainability**
   The full range of fire management activities will be used to help achieve ecosystem sustainability, including interrelated ecological, economic, and social components.

3. Response to Wildland Fire

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

4. Use of Wildland Fire

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

5. Rehabilitation and Restoration

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

6. Protection Priorities

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

7. Wildland Urban Interface

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

8. Planning

Every area with burnable vegetation must have an approved FMP. FMPs are strategic plans that define a program to manage wildland and prescribed fires based on the area's approved land management plan (LMP). FMPs must provide for firefighter and public safety; include fire management strategies, tactics, and alternatives; address values to be protected, and public health issues; and be consistent with resource management objectives, activities of the area, and environmental laws and regulations.

9. Science

FMPs and fire programs will be based on a foundation of the best available science. Research will support ongoing efforts to increase our scientific knowledge of biological, physical, and sociological factors. Information needed to support fire management will be developed through an integrated interagency fire science program. Scientific results must be made available to managers in a timely manner and must be used in the development of LMPs, FMPs, and implementation plans.

10. Preparedness

Agencies will ensure their capability to provide safe, cost-effective fire management programs in support of land and resource management plans through appropriate planning, staffing, training, equipment, and management oversight.

11. Suppression

Fires are suppressed at minimum cost, considering firefighter and public safety, benefits and all values to be protected consistent with resource objectives.

12. Prevention

Agencies will work together with their partners, other affected groups, and individuals to prevent unauthorized ignition of wildland fires.

13. Standardization

Agencies will use compatible planning processes, funding mechanisms, training and qualification requirements, operational procedures, values-to-be protected methodologies, and public education programs for all fire management activities.

14. Interagency Cooperation and Coordination

Fire management planning, preparedness, prevention, suppression, restoration and rehabilitation, monitoring, research, and education will be conducted on an interagency basis with the involvement of cooperators and partners.

15. Communication and Education

Agencies will enhance knowledge and understanding of wildland fire management policies and practices through internal and external communication and education programs. These programs will be continuously improved through the timely and effective exchange of information among all affected agencies and organizations.

16. Agency Administrator and Employee Roles

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

17. Evaluation

Agencies will develop and implement a systematic method of evaluation to determine effectiveness of projects through implementation of the *2001*

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

-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)

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

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

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

1. Wildland fire management agencies will use common standards for all aspects of their fire management programs to facilitate effective collaboration among cooperating agencies.

2. Agencies and bureaus will review, update, and develop agreements that clarify the jurisdictional inter-relationships and define the roles and responsibilities among local, state, tribal, and federal fire protection entities.

3. Responses to wildland fire will be coordinated across levels of government regardless of the jurisdiction at the ignition source.

4. Fire Management Plans will be intergovernmental in scope and developed on a landscape scale.

5. Wildland fire is a general term describing any non-structure fire that occurs in the wildland. Wildland fires are categorized into two distinct types:
   a. Wildfires - Unplanned ignitions or prescribed fires that are declared wildfires.
   b. Prescribed Fires - Planned ignitions.

6. A wildland fire may be concurrently managed for one or more objectives and objectives can change as the fire spreads across the landscape. Objectives are affected by changes in fuels, weather, topography; varying social understanding and tolerance; and involvement of other governmental jurisdictions having different missions and objectives.

7. Management response to a wildland fire on federal land is based on objectives established in the applicable Land/Resource Management Plan, and/or the Fire Management Plan.

8. Initial action on human-caused wildfire will be to suppress the fire at the lowest cost with the fewest negative consequences with respect to firefighter and public safety.

9. Managers will use a decision support process to guide and document wildfire management decisions. The process will provide situational assessment, analyze hazards and risk, define implementation actions, and document decisions and rationale for those decisions.

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

Fire Operations Doctrine

Purpose of Fire Operations Doctrine

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

The Nature of Fire Operations

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

Wildland Fire Operations Risk Management

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.

Fire Preparedness

Fire preparedness is the state of being ready to provide an appropriate response to wildland fires based on identified objectives. Preparedness is the result of activities that are planned and implemented prior to fire ignitions. Preparedness requires identifying necessary firefighting capabilities and implementing

coordinated programs to develop those capabilities. Preparedness requires a continuous process of developing and maintaining firefighting infrastructure, predicting fire activity, implementing prevention activities, identifying values to be protected, hiring, training, equipping, pre-positioning, and deploying firefighters and equipment, evaluating performance, correcting deficiencies, and improving operations. All preparedness activities should be focused on developing fire operations capabilities and on performing successful fire operations.

Fire Operations Command Philosophy

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

Fire Leadership

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

Fire Suppression

The purpose of fire suppression is to put the fire out in a safe, effective, and efficient manner. Fires are easier and less expensive to suppress when they are small. When the management goal is full suppression, aggressive initial attack is the single most important method to ensure the safety of firefighters and the public and to limit suppression costs. Aggressive initial attack provides the Incident Commander maximum flexibility in suppression operations. Successful initial attack relies on speed and appropriate force. All aspects of fire

suppression benefit from this philosophy. Planning, organizing, and implementing fire suppression operations should always meet the objective of directly, quickly, and economically contributing to the suppression effort. Every firefighter, whether in a management, command, support, or direct suppression role, should be committed to maximizing the speed and efficiency with which the most capable firefighters can engage in suppression action. When the management goal is other than full suppression, or when conditions dictate a limited suppression response, decisiveness is still essential and an aggressive approach toward accomplishment of objectives is still critical.

Principles of Suppression Operations

The primary means by which we implement command decisions and maintain unity of action is through the use of common principles of suppression operations. These principles guide our fundamental fire suppression 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 suppression operations and are intended to improve decision making and firefighter safety. They are not absolute rules. They require judgment in application.

Principles of Fire Suppression Action

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

1. **Objective**
   The principle of the objective is to direct every fire suppression operation toward a clearly defined, decisive, and obtainable objective. The purpose of fire suppression operations is to achieve the suppression objectives that support the overall management goals for the fire.
2. **Speed and Focus**
   Speed is rapidity of action. Focus is the convergence of appropriate resources at the desired position to initiate action. The principle of speed and focus maintains that rapidly deploying and concentrating firefighting resources, in a calculated fashion, at the decisive time and place increases the likelihood of successful suppression actions.
3. **Positioning**
   The principle of positioning maintains that rapid, flexible, and opportunistic movement increases the effectiveness of fire suppression resources. Positioning ranges from single resource offensive or defensive reactions to dynamic fire conditions, to pre-positioning of multiple resources based on predicted activity and values at risk. Positioning should always be undertaken with speed and focus in mind and with sufficient time for positioning to occur before operations begin.

4. Simplicity

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

5. Safety

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

Cost Effective Fire Operations

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

Chapter 02
BLM Wildland Fire and Aviation Program Organization and Responsibilities

Introduction

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

BLM Fire Operations Website

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

National Wildfire Coordinating Group (NWCG) Relationship to BLM

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

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

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

Fire and Aviation Directorate

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

Program Manager Responsibilities

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

- Develops policies and standards for firefighting safety, training, prevention, suppression, and use of wildland fires on Bureau lands.
- Provides guidance to State Directors on the use of prescribed fire and fuels management to achieve hazardous fuels reduction and resource management objectives.
- Integrates fire and aviation management procedures into natural resource management.
- Establishes position competencies, standards, and minimum qualifications for Fire Management Officers, Fire Management Specialists, and leaders based on federal interagency standards.
- Implements the interagency Fire Program Analysis (FPA) process and develops procedures and standards for the distribution of program resources.
- Reviews and evaluates state fire and aviation management programs.
- Represents the BLM in the coordination of overall fire and aviation management activities at National Interagency Fire Center (NIFC), on intra- and interagency fire committees, groups, and working teams.
- In conjunction with federal fire directors, establishes priorities for assignment of critical resources during wildland fire emergencies.
- Initiates or participates on Boards of Review concerning actions taken on selected wildland fires.
- Negotiates cooperative agreements and/or modifications of existing national level agreements to improve fire and aviation management activities on Bureau lands.
- Reviews funding requests for severity, hazardous fuel reduction, and emergency rehabilitation of Bureau lands damaged by wildland fires; makes determinations on funding levels and recommends approval to the BLM Director.
- Serves as the Bureau's focal point for the Large Fire Cost Review (LFCR) process and initiates, facilitates, and provides oversight for the LFCR process. The AD coordinates with the appropriate state director, assembles a LFCR team, provides a delegation of authority, initiates the LFCR, and provides briefings to the Bureau Director, as appropriate.

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

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

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

Support Services Division Chief (FA-200)

- Manages all aspects of the business responsibilities and programs under the jurisdiction of NIFC for the benefit of the BLM and cooperating agencies.

- Directs the accomplishment of the approved operating budget, exercising appropriate control to assure program quality goals are met according to established standards.
- Interprets Departmental and Bureau policies and directives as they affect BLM-NIFC programs.
- Participates in the BLM-wide and interagency task force activities as a leader or member.
- Responsible for the NIFC Site and Facilities Management, NIFC Safety and Health program, Business Practices, Human Resources, Information Resource Management, Maintenance and Security, National Radio Cache, Remote Automated Weather Stations (RAWS) program, and Transportation.
- Is a focal point and frequent spokesperson for the Bureau and the national level management, assures a public awareness of Bureau programs and coordinates with key officials in affected federal agencies, states, and occasionally with other entities such as: foreign governments, private individuals, private organizations, vendors, suppliers, transportation groups, airlines, and others.
- Supports the implementation of the BLM's Automation/Modernization/ Information Resource Management (IRM) initiatives as they apply to BLM/NIFC.

Fire Operations Division Chief (FA-300)

- Serves as the principal technical expert on fire operations to the Assistant Director (FA), Deputy Assistant Director (FA), and to the BLM state fire programs.
- Provides the Assistant Director (FA) and the Deputy Assistant Director (FA) technical advice, operational oversight, and leadership in all aspects of fire operations.
- Performs annual fire program preparedness reviews. Evaluates compliance with policies, objectives, and standards. Assesses operational readiness and provides technical assistance to solve identified problems. Performs other operations reviews as required/requested.
- Assists the Assistant Director (FA) and Deputy Assistant Director (FA), in the formulation and establishment of national policies and programs pertinent to wildland fire preparedness, suppression, shared national resources, safety, training, and equipment.
- Serves as the BLM technical expert on national interagency mobilization and utilization of fire suppression resources.
- Develops national plans, standards, and technical guides for the BLM and interagency fire management operations.
- Develops and implements safety programs, accident investigation procedures, and safety trend analyses.
- Supervises the Branch of Radio Operations (FA-350) which is responsible for tactical and operational national radio planning for the Bureau to meet

the needs of all business users (law enforcement (LE), fire, cadastral survey, recreation, and natural resource programs). FA-350 is responsible for managing the BLM's nationwide radio frequency (RF) assignments; conducting management control reviews; user satisfaction surveys; Exhibit 300 Business Case; operational analysis; equipment test plans; testing resources for the DOI Technical Service Center (TSC); implementation of facilities standards, and management of equipment lifecycles.

- Serves as the BLM representative to the National Multi Agency Coordinating Group (NMAC).

Budget and Evaluation Division Chief (FA-400)

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

Aviation Division Chief (FA-500)

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

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

Planning and Resources Division Chief (FA-600)

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

External Affairs Division Chief (FA-700)

- Responsible for coordination of information between the Department of the Interior and Office of Wildland Fire to the BLM, BIA, USFWS, NPS, USFS, National Association State Foresters (NASF), and Federal Emergency Management Agency (FEMA) at NIFC.
- Responsible for coordination of the responses to: Office of Management and Budget (OMB), Government Accountability Office (GAO),

congressional, other elected official, and other external inquiries among agencies and departments, establishing and maintaining cooperative relationships resulting in quality work products.

- Serves as the primary manager of the External Affairs program for the NIFC.
- Serves as the primary point of contact to external audiences regarding BLM, and at times, DOI fire and aviation policy.
- Serves as the primary point of contact with the BLM Washington Office and DOI external affairs and communication offices.
- Develops recommendations pertaining to External Affairs aspects for BLM Fire and Aviation policies.
- Initiates External Affairs policies and procedures pertaining to Fire and Aviation for adoption at the department level in conjunction with other departments and agencies.
- Serves as personal and direct representative of the Assistant Director, Fire and Aviation at various meetings and functions with members of congress and staff, state governors and legislatures, officials of local, state and federal agencies, major private corporations, public and private interest groups, and foreign governments.
- Serves as external affairs expert and consultant to the Assistant Director, (FA) and the Deputy Assistant Director (FA) on a wide variety of issues and policies of controversial nature, providing analysis and advice on public reaction to major policy and program issues.
- Responsible for management and contact of all NIFC and BLM FA public expressions, including printed material, video productions, and social media products.
- Coordinates with BLM legislative affairs on proposed legislation regarding FA.

State Director

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

District/Field Manager

The District/Field Manager is responsible to the State Director for the safe and efficient implementation of fire management activities within their unit. This includes cooperative activities with other agencies or landowners in accordance with delegations of authorities. The District/Field Manager and their principal actings will meet the required elements outlined in the Management Performance Requirements for Fire Operations below.

Management Performance Requirements for Fire Operations

PERFORMANCE REQUIRED	State Director/ Associate	District/ Field Manager
1. Ensures Fire Management Plans (FMPs) reflect the agency commitment to firefighter and public safety, while utilizing the full range of fire management activities available for ecosystem sustainability.	X	X
2. Develops fire management standards and constraints that are compliant with agency fire policies.	X	X
3. Ensures use of fire funds is in compliance with department and agency policies.	X	X
4. Ensures incident responses will be based on current and approved Resource Management Plans (RMPs) and FMPs.	X	X
5. Attends the Local or National Fire Management Leadership Course. Ensures that personnel delegated fire program responsibilities have completed the Local or National Fire Management Leadership Course.		X
6. Publishes decisions in the Wildland Fire Decision Support System (WFDSS) as per chapter 2 and Chapter 11.	X	X
7. Provides a written Delegation of Authority to FMOs that gives them an adequate level of operational authority. If fire management responsibilities are zoned, ensures that all appropriate Agency Administrators have signed the delegation.	X	X
8. Ensures only trained, certified fire and non-fire personnel are available to support fire operations at the local and national level.	X	X
9. Ensures master agreements with cooperators are valid and in compliance with agency policy, and that attached Annual Operating Plans are current.	X	X
10. Personally visits at least one wildland and one prescribed fire each year.		X
11. Annually convenes and participates in pre-and post season fire meetings.	X	X
12. Reviews critical operations and safety policies and procedures with fire and fire aviation personnel.	X	X

PERFORMANCE REQUIRED	State Director/ Associate	District/ Field Manager
13. Ensures timely follow-up to fire management program reviews.	X	X
14. Ensures fire and fire aviation preparedness reviews are conducted annually in all unit offices. Participates in at least one review annually.	X	X
15. Ensures investigations are conducted for incidents with potential, entrapments, and serious accidents as per the standards in Chapter 18.	X	X
16. Provides a written Delegation of Authority, copy of the Wildland Fire Decision Support System (WFDSS) Published Decision, and an Agency Administrator Briefing to Incident Management Teams.		X
17. Provides a written Delegation of Authority and/or expectations to the unit's Type 3, 4, and 5 Incident Commanders annually prior to fire season.		X
18. Ensures resource advisors are identified, trained, and available for incident assignment. Refer to *Resource Advisors Guide for Wildland Fire PMS 313, NFES 1831, Jan 2004.*		X
19. Attends post fire closeout on Type 1 and Type 2 fires (attendance may be delegated.)		X
20. Ensures trespass actions are initiated and documented to recover cost of suppression activities, land rehabilitation, and damages to the resource and improvements for all human-caused fires where liability can be determined, as per *Fire Trespass Handbook H-9238-1.*	X	X
21. Ensures compliance with National and State Office policy for prescribed fire activities. Participates in periodic reviews of the prescribed fire program.	X	X
22. Ensures prescribed fire plans are approved and meet agency policies.	X	X
23. Ensures the prescribed fire plan has been reviewed and recommended by a qualified technical reviewer who was not involved in the plan preparation.		X
24. Ensures a policy has been established to review and sign the go/no go checklist.		X

PERFORMANCE REQUIRED	State Director/ Associate	District/ Field Manager
25. Ensures Unit Safety Program is in place, has a current plan, has an active safety committee that includes the fire program.	X	X
26. Annually updates and reviews the *Agency Administrator's Guide to Critical Incident Management.*	X	X
27. Ensures that a current emergency medical response plan is in place and accessible.		X
28. Ensures current fire and weather information is posted (hardcopy, web, etc.), and available for all employees.		X

Manager's Oversight

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

Post Incident Review

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

Fire Training for Agency Administrators

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

- National - Fire Management Leadership
- Geographic - Local Fire Management Leadership

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

State Fire Management Officer (SFMO)

The State Fire Management Officer (SFMO) provides leadership for their agency fire and fire aviation management program. The SFMO is responsible

and accountable for providing planning, coordination, training, technical guidance, and oversight to the state fire management programs. The SFMO also represents the State Director on interagency geographic area coordination groups and Multi-Agency Coordination (MAC) groups. The SFMO provides feedback to Districts/Field Offices on performance requirements.

District/Field Office Fire Management Officer

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

The Fire Management Officer:

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

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

Fire Staff Performance Requirements for Fire Operations

PERFORMANCE REQUIRED	State FMO	District/ Zone/Field Office FMO
1. Establishes and manages a safe, effective, and efficient fire program.	X	X
2. Ensures the fire program is funded and managed to provide for safe and effective fire management activities.	X	X
3. Ensures the Fire Management Plan (FMP) reflects the agency commitment to firefighter and public safety, while utilizing the full range of fire management activities available for ecosystem sustainability.	X	X
4. Ensures Individual Fire Reports (DI-1202s) are completed, signed/approved, and entered into WFMI.	X	X
5. Ensures only trained and qualified personnel are assigned to fire and fire aviation duties.	X	X

PERFORMANCE REQUIRED	State FMO	District/ Zone/Field Office FMO
6. Ensures the unit safety program is implemented and provides direction for fire and non-fire safety regulations, training, and concerns.	X	X
7. Ensures completion of a Risk Assessment (RA) for fire and fire aviation activities, and non-fire activities so mitigation measures are taken to reduce risk.		X
8. Ensures compliance with work/rest guidelines during all fire and fire aviation activities.	X	X
9. Ensures fire and fire aviation management employees understand their role, responsibilities, authority, and accountability.	X	X
10. Organizes, trains, equips, and directs a qualified work force.	X	X
11. Establishes and implements a post incident assignment performance review process for each employee.	X	X
12. Develops, implements, evaluates, and documents fire and fire aviation training to meet current and anticipated needs.	X	X
13. Ensures fire and fire aviation policies are understood, implemented, and coordinated with other agencies as appropriate.	X	X
14. Monitors fire suppression activities to recognize when complexity levels exceed program capabilities. Increases managerial and operational resources to meet the need.	X	X
15. Monitors fire season severity predictions, fire behavior, and fire activity levels. Ensures national fire severity funding and national preposition funding is requested in a timely manner, used, and documented in accordance with agency standards.	X	X
16. Monitors the expenditure of Short-Term Severity and State Discretionary Preposition funding.	X	X
17. Ensures master agreements with cooperators are valid and in compliance with agency policy, and that attached Annual Operating Plans are current.	X	X

PERFORMANCE REQUIRED	State FMO	District/ Zone/Field Office FMO
18. Develops, maintains, and implements current operational plans (e.g., dispatch, preparedness, prevention).		**X**
19. Ensures that initial response plans (e.g. run cards, preplanned response) are in place and provide for initial response commensurate with guidance provided in the Fire Management Plan and Land/Resource Management Plan. Ensures that initial response plans reflect agreements and annual operating plans, and are reviewed annually prior to fire season.		**X**
20. Develops, maintains, and implements restrictions procedures in coordination with cooperators whenever possible.	**X**	**X**
21. Ensures that the use of fire funds complies with department and agency policies.	**X**	**X**
22. Reviews and approves appropriate overtime authorization requests for personnel providing fire suppression coverage during holidays, special events, and abnormal fire conditions.		**X**
23. Ensures a process is established to communicate fire information to public, media, and cooperators.	**X**	**X**
24. Annually convenes and participates in pre-and post season fire meetings where management controls and critical safety issues are discussed.	**X**	**X**
25. Oversees pre-season preparedness review of fire and fire aviation program.	**X**	**X**
26. Initiates, conducts, and/or participates in fire program management reviews and investigations.	**X**	**X**
27. Personally participates in periodic site visits to individual incidents and projects.	**X**	**X**
28. Utilizes the Risk and Complexity Assessment (appendix E & F) to ensure the proper level of management is assigned to all incidents.	**X**	**X**
29. Ensures transfer of command on incidents occurs as per Chapter 11.		**X**
30. Ensures incoming personnel and crews are briefed prior to fire and fire aviation assignments.		**X**

PERFORMANCE REQUIRED	State FMO	District/ Zone/Field Office FMO
31. Ensures that an accurate and defensible decision is published in the Wildland Fire Decision Support System (WFDSS) for all fires that escape initial attack.	X	X
32. Ensures that an accurate and defensible decision is published in the Wildland Fire Decision Support System (WFDSS) for all fires managed for multiple objectives.	X	X
33. Works with cooperators, groups, and individuals to develop and implement processes and procedures for providing fire safe communities within the wildland urban interface.	X	X
34. Ensures trespass actions are initiated and documented to recover cost of suppression activities, land rehabilitation, and damages to the resource/improvements for all human-caused fires that ignite on BLM jurisdiction where liability can be determined.	X	X
35. Ensures required unit personnel are trained in fire cause determination and fire trespass.	X	X
36. Ensures compliance with National and State Office policy for prescribed fire activities. Provides periodic reviews of the prescribed fire program.	X	X
37. Annually updates and reviews the *Agency Administrator's Guide to Critical Incident Management*.	X	X
38. Ensures that all fire employees review and update their emergency contact information annually, either in Employee Express or in hard copy format.	X	X
39. Ensures fire season severity predictions, weather forecasts, fire behavior predictors, and fire activity levels are monitored and communicated daily to all employees (hard copy, web page, email, radio, or fax).		X
40. Ensures standards in current National and Local Mobilization Guides are followed.	X	X
41. Complies with established property control/management procedures.	X	X

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

Delegation of Authority

Delegation for State Fire Management Officers (SFMO)

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

- Serve as the State Director's authorized representative on geographic area coordination groups, including MAC groups.
- Coordinate and establish priorities on uncommitted fire suppression resources during periods of shortages.
- Coordinate logistics and suppression operations statewide.
- Relocate agency pre-suppression/suppression resources within the state/region based on relative fire potential/activity.
- Correct unsafe fire suppression activities.
- Direct accelerated, aggressive initial attack when appropriate.
- Enter into agreements to provide for the management, fiscal, and operational functions of combined agency operated facilities.
- Suspend prescribed fire activities when warranted.
- Give authorization to hire Emergency Firefighters in accordance with the DOI Pay Plan for Emergency Workers.
- Monitor emergency Short-Term fire severity funding and State Discretionary Preposition funding expenditures not to exceed the state's annual authority.
- Ensure national fire severity funding and national preposition funding is requested in a timely manner, used, and documented in accordance with agency standards.
- Appendix C provides a sample "Delegation of Authority".

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

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

- Serve as the District Manager's authorized representative on operations groups and coordination groups, including MAC groups.

- Coordinate and establish priorities on uncommitted fire suppression resources during periods of shortages.
- Coordinate logistics and suppression operations for the unit.
- Relocate agency pre-suppression/suppression resources within the unit based on relative fire potential/activity.
- Correct unsafe fire suppression activities.
- Direct accelerated, aggressive initial attack when appropriate.
- Facilitate entry into agreements to provide for the management, fiscal, and operational functions of combined agency operated facilities.
- Suspend prescribed fire activities when warranted.
- Give authorization to hire Emergency Firefighters in accordance with the DOI Pay Plan for Emergency Workers.
- Approve emergency fire severity funding expenditures not to exceed the unit's approved authority.
- Appendix C provides a sample "Delegation of Authority".

BLM Operational Duty Officer (ODO)

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

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

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

Incident Business

A consolidated view of fire business practices, supporting policy, and regulation is contained in the *BLM Standards for Fire Business Management*, available at: http://web.blm.gov/internal/fire/budget/Reference_docs/Incident%20Business/IB-new/OrangeBk.html

BLM Fire Management Position Titles and Fire Department Cooperator Equivalencies

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

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

Safety and Occupational Health Program

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

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 non-suppression related fire activities. RAs are completed for suppression related activities and crews are briefed on RAs prior to beginning work.			**X**	**X**
3. An individual has been designated as the Unit Safety Officer.	**X**			**X**
4. Maintains a working relationship with all facets of the fire organization including outstations.		**X**	**X**	**X**
5. A safety committee or group, which includes fire representation, is organized to monitor safety and health concerns and activities.		**X**	**X**	**X**
6. Written safety and health programs required by OSHA are in place and being implemented to include fire personnel.	**X**	**X**		

PERFORMANCE REQUIRED	State Safety Manager	District/ Zone Safety Manager	Unit FMO	District/ Field Manager
7. Employees are provided mandatory safety and health training, including the BLM Fire and Aviation Employee Orientation Checklist.		**X**	**X**	**X**
8. Fire safety programs (e.g., SAFENET, Six Minutes for Safety, Safety Alerts) are known and being utilized.			**X**	
9. Safety publications are available to all fire employees (e.g., *Incident Response Pocket Guide, 1112-2 Manual, Fireline Handbook 410-1*).			**X**	
10. Assures that risk management process is integrated into all major policies, management decisions, and the planning and performance of every job. (*BLM Manual 1112)*			**X**	
11. Procedures are in place to monitor Work Capacity Test (WCT) results and ensure medical examination policies are followed.			**X**	
12. Material Safety Data Sheets (MSDS) are present, accessible, and available for all hazardous materials used and stored in the work area.		**X**	**X**	
13. Procedures are in place to purchase non-standard equipment as identified in the JHA/Risk Assessment process, and to ensure compliance with consensus standards (e.g., ANSI, NIOSH) for PPE.	**X**	**X**		**X**

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

Employee Safety and Health Program Responsibility

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

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

Emergency Notification and Contact Information

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

- Supervisor of the injured employee will notify the local state Fire Operations Group representative immediately after treatment when the injured employee is not released to duty. This contact will be in addition to contacts made to the home unit chain of command.

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

Employee Advocacy

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

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

BLM Fire and Aviation Honor Guard

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

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

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

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

Employee Conduct

All employees, cooperators, contractors, and volunteers who participate in wildland fire operations have the duty to treat each other with respect and to maintain a work environment free of misconduct and harassment. Misconduct includes but is not limited to: alcohol misuse, driving while intoxicated, the use of illegal drugs, hazing, insubordination, disregard for policies and procedures, and the destruction or theft of government property.

Harassment is coercive or repeated, unsolicited and unwelcome verbal comments, gestures, or physical contacts and includes retaliation for confronting or reporting harassment.

Harassment and misconduct will not be tolerated under any circumstances and will be dealt with in the strictest of terms. We must all take responsibility for creating and ensuring a healthy and safe work environment. Employees who experience or witness harassment, misconduct, or any inappropriate activity should report it to the proper authority immediately.

Examples of Harassment and Misconduct

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

BLM Mobile Fire Equipment Policy

Introduction

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

Policy and Guidance

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

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

Fire Equipment Committees

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

BLM National Fire Equipment Program (NFEP)

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

BLM Fire Equipment Status Report (FES)

The FES Report will be completed by each state's designated representative by April 15th every year. The FES is required to gather baseline data including the license number, type, make/model and location on mobile asset types (i.e., engines, off-highway vehicles and support vehicles). The Division of Fire Operations will issue an annual reminder notification to the Fire Operations Group (FOG) requesting this information. The FES is available at the NFEP section of the BLM Fire Operations website.

BLM Engine Use Report (EUR)

EUR data will be submitted monthly for every BLM engine, including those on inactive status. All required fields must be completed; optional fields are discretionary. Information gathered will include fire suppression/hazardous fuels reduction data, personnel training and qualifications, vehicle maintenance, and vehicle utilization specific to the BLM engine program.

The EUR uses the SharePoint platform to gather and display standardized and consistent data from the BLM engine program. The Division of Fire Operations will provide EUR SharePoint owner privileges to one person per state as designated by the respective state's FOG representative. This individual will be responsible for enabling field personnel to enter required data into the EUR SharePoint site. The EUR is available at the NFEP section of the BLM Fire Operations website.

Equipment Development

The BLM NFEP has established a fire equipment development process to ensure that new fire equipment or technologies meet or exceed established performance standards. All new fire equipment will follow this development process and will

be tested and evaluated under actual field conditions prior to being made available for general ordering.

Standardization

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

Fire Engine and Command Vehicle Identifier Standards

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

Deficiency Reporting

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

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

Acquisition of Working Capital Fund Equipment

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

the NFEP works with the BLM Fleet Manager, the receiving unit, contracting, and the vendor to fill the order.

Funding

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

BLM Mobile Fire Equipment Ordering

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

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

If states order their own equipment using WCF funds, they must have approval from the WCF Fleet Manager, State Fire Management Officer, and the Chief, Division of Fire Operations (FA-300) prior to ordering.

Equipment Modification/Retrofitting

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

Property Transfer/Replacement

Surplus and early turn-in fire vehicles may be transferred to another unit for continued service with the approval of the State Fire Management Officer and the WCF Manager. In these instances, the vehicle remains in the same class, and the FOR and use rates will continue to be charged to the unit acquiring the vehicle. Units may dispose of fire vehicles prior to the normal replacement date. In these instances, no future replacement is automatically provided and there is no accrued credit for the FOR collected on that unit prior to disposal. Units acquiring this type of equipment continue payment of the FOR and use rates.

Conversions

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

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

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

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

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

BLM Engine Equipment Inventory

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

Fire Equipment Maintenance and Care Standards

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

- Equipment exterior:
  - Clean and waxed
  - Free of debris
  - Items secured
  - Windows and mirrors cleaned
  - All mechanical systems in good working order
- Equipment interior:
  - Cab and compartments free of dirt and debris
  - Cab free of loose items
  - Equipment stored in appropriate compartments and organized
  - Windows and mirrors cleaned
  - Mechanical systems in good working order

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

The Fire Equipment Maintenance Procedure and Record (FEMPR) will be used to document periodic maintenance on all equipment. Apparatus safety and operational inspections will be performed at the intervals recommended by the manufacturer and on a daily and post-fire basis as required. All annual

inspections will include a pump gpm test to ensure the pump/plumbing system is operating at or above the manufacturer's minimum rating for the pump. The Fire Equipment Maintenance Procedure and Record (FEMPR) shall be maintained and archived to record historic engine maintenance for the duration of the vehicle's service life. This historical data is beneficial in determining trends, repair frequency, and repair costs. The FEMPR can be found at the BLM Fire Operations website.

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

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

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

Lights and Siren Response

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

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

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

BLM Firefighters

Introduction

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

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

These units include:

- **Hand Crews -** Vehicle mobile firefighters that specialize in the use of hand tools, chainsaws, portable pumps, and ignition devices for tactical operations. Hand crew types include Interagency Hotshot Crews (IHC)s, Type 2 Initial Attack Crews, Type 2 Crews, and Fire Suppression Modules.
- **Engine Crews -** Engine mobile firefighters that specialize in the use of engines for tactical operations.
- **Helitack -** Helicopter mobile firefighters that specialize in the use of helicopters for tactical and logistical operations.
- **Smokejumpers -** Fixed wing aircraft and parachute mobile firefighters that specialize in the use hand tools, chainsaws, and ignition devices for tactical operations.

BLM Firefighter Priority for Use

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

Mobilization of BLM Firefighters

BLM firefighters are mobilized to perform the following functions:

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

There are six funding mechanisms for mobilizing BLM firefighters:

- Preparedness funding
- Suppression funding
- Short term severity (State/Regional Level Severity) funding
- National level severity funding
- National preposition funding
- State discretionary preposition funding

Preparedness Funding

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

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

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

Suppression Funding

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

Short Term Severity (State Level Severity)

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

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

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

National Level Severity Funding

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

- Preparedness plans indicate the need for additional preparedness/suppression resources;
- Anticipated fire activity will exceed the capabilities of local resources;
- Fire season has either started earlier or lasted longer than identified in the fire management plan; and/or
- An abnormal increase in fire potential or fire danger not planned for in existing preparedness plans exists.

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

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

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

In order to support the BLM national aviation strategy, which includes prioritized allocation based on need, air resource mobility, and cost containment,

a state may be directed to release an air resource to another state. All charges related to releasing an air resource will be covered by Fire and Aviation or the receiving state.

National Preposition Funding

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

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

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

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

- National Preposition Request Process
  - Unit FMO identifies need and notifies State FOG representative. FOG representative informs SFMO.
  - FOG representative coordinates with unit FMO to verify need and determine asset types, numbers, and projected preposition location.
  - Requesting FOG representative queries FOG group and identifies available assets.
  - Requesting and sending FOG representatives jointly complete the BLM Preposition Request Form found on the BLM Fire Operations website.
  - Requesting FOG representative will submit the request electronically via e-mail to "BLM_FA_Prepositioning@blm.gov" to acquire Division of Fire Operations (FA-300) approval. If aviation assets are requested, FA-300 will coordinate with the National Aviation Office (FA-500) and secure FA-500 approval.
  - FA-300 will notify the requesting and sending FOG representatives via e-mail when the request is approved.
  - After securing FA-300/500 approval, the requesting FOG representative places name request order(s) for specified assets through normal coordination system channels.
  - Responding BLM assets will be assigned to a temporary host unit by the receiving FOG representative.
  - Responding assets, sending/receiving FOG representatives, and the temporary host unit will negotiate length of assignment and crew

rotation, and ensure that prepositioned personnel meet work/rest requirements.

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

State Discretionary Preposition Funding

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

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

BLM Fire Training and Workforce Development

BLM Fire Training and Workforce Development Program

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

BLM Standards for Fire Training and Workforce Development

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

BLM Firefighters General Non-Fire Training Requirements

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

Employment Category	Training Required	Initial Requirement/ Frequency	Delivery Method/ Responsible Party
Agency Permanent, Career Seasonal, & Temporary Firefighters	Safety Orientation	-Once	Instructor-led Supervisor
	Bloodborne Pathogens	-Once: Awareness level. For employees not at increased risk (e.g. non-fireline support personnel) -Annually: For employees at increased risk due to assigned duties (e.g. IHC, Helitack, SMJ, Engine Crew)	Instructor-led Unit Safety Manager
	Defensive Driving	-Prior to operating motor vehicle for official purposes. -Once every three years.	-Instructor-led (initial) -DOI Learn or Instructor-led (recurrency) -Unit Safety Manager
	First Aid/ Cardiopulmonary Resuscitation (CPR)	-Upon initial employment. -Every 3 years or per certifying authority.	-Instructor-led -Unit Safety Manager
	HAZMAT - First Responder Awareness Level	-Upon initial employment. -Annually.	-Instructor-led -Unit Safety Manager
	USGS Hazard Communications-GHS	Upon initial employment.	-Instructor-led, DOI Learn -Unit Safety Manager, Unit Hazardous Materials Coordinator *(Refer to WO IM No. 2013-100)*
	Do What's Right/EEO/ Diversity	-Annually.	-Instructor-led, DOI Learn, or as determined by EEO Manager -FMO (Do What's Right) -EEO Manager

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

Driver Training for Regular Drivers of Fire Equipment

All regular drivers of engines, water tenders, helicopter support vehicles, crew carriers, fuel tenders, and fire command and support vehicles must complete

BL-300 *Fire Vehicle Driver Orientation* (initially) and RT-301 *Fire Vehicle Driver Refresher Training* (annually). Course materials are available at the BLM Fire Training website at:
http://www.blm.gov/nifc/st/en/prog/fire/training/fire_training.html

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

BLM Firefighter Mandatory Physical Fitness Standards

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

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

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

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

BLM Firefighter Target Physical Fitness Standards

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

	Age 18-29	Age 30-39	Age 40-49	Age 50 & Up
1.5 Mile Run	11:58	12:25	13:05	14:43
Sit-Ups (1 minute)	40	36	31	26
Push-Ups (1 minute)	33	27	21	15
Pull-Ups (1 minute)	6	6	5	5

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

BLM National Fire Operations Fitness Challenge

The BLM national fire operations fitness challenge encourages and recognizes achievement in physical fitness by BLM firefighters. The fitness challenge provides a common system by which BLM firefighters can measure current fitness, establish fitness goals, and track fitness improvement. The fitness challenge is voluntary, but BLM firefighters are encouraged to participate. The fitness challenge tests participants in four basic exercises - push-ups, pull-ups, sit-ups and a timed run of either 1.5 or 3.0 miles. Test results are compiled into a final overall score. Unit and state offices are encouraged to support and recognize achievement in firefighter fitness. The BLM FA Division of Fire Operations will recognize high achievers annually. Specific information on the fitness challenge is located in the Toolbox on the BLM Fire Operations Website.

Interagency Fire Program Management Standards

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

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

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

BLM Hand Crews

BLM Hand Crew Standards (all crew types)

- **Language -** CRWB and FFT1: must be able to read and interpret the language of the crew as well as English.

- **Flight Weight –** 5300 pounds.
- **Personal gear -** Sufficient for 14 day assignments.
- **Physical fitness -** Arduous, all positions.
- **Required Equipment & PPE -** Fully equipped as specified in the *Interagency Standards for Fire and Fire Aviation Operations.*

BLM Hand Crew Standards by Type

Crew Type	Type 1	Type 2IA	Type 2	Fire Suppression Module
Crew Size	Minimum 18 Maximum 25	Minimum 18 Maximum 20	Minimum 18[1] Maximum 20	Minimum 5 Maximum 10
Leadership Qualifications	1-Supt. 1-Assist Supt 3 Squad Leaders	1 CRWB 3 ICT5	1 CRWB 3 FFT1	1 SRB/ICT5 2 FFT1 2 FALA
Incident Management Capability	Operate up to 3 independent squads w/ T4 and T5 command capability	Operate up to 3 independent squads with T5 command capability	Operate as single crew in full crew configuration	Operates as a single module w/T5 command capability
Language Requirement	All senior leadership including Squad Bosses and higher must be able to read and interpret the language of the crew as well as English.			
Crew Experience	80% of the crewmembers must have at least 1 season experience in fire suppression	60% of the crewmembers must have at least 1 season experience in fire suppression	20% of the crewmembers must have at least 1 season experience in fire suppression	Agency only
Full Time Organized Crew	Yes (work and train as a unit 40 hrs per week)	No	No	No
Crew Utilization	National Shared Resource	Local unit control	Local unit control	Local unit control
Communication	7 programmable handheld radios. 1programmable mobile radio in each truck	4 programmable handheld radios	4 programmable handheld radios	2 programmable handheld radios
Sawyers	3 Agency Qualified	3 Agency Qualified	None	None
Training	40 hours annual training prior to assignment.	40 hours Basic firefighter training or once red carded; 4 hours annual fireline refresher training prior to assignment.	40 hours Basic firefighter training or once red carded; 4 hours annual fireline refresher training prior to assignment.	40 hours Basic firefighter training or once red carded; 4 hours annual fireline refresher training prior to assignment.

Crew Type	Type 1	Type 2IA	Type 2	Fire Suppression Module
Logistics	Squad level agency purchasing authority	Crew level agency purchasing authority recommended	No purchasing authority	Self-sufficient for 48 hours; purchasing authority recommended
Maximum Weight	5300 lbs			N/A
Dispatch Availability	Available Nationally	Available Nationally	Variable	Variable
Production Factor	1.0	.8	.8	Variable
Transportation	Own transportation	Need transportation	Need transportation	Own transportation
Tools & Equipment	Fully equipped, Crew First Aid Kit	Not equipped	Not equipped	Variable
Personal Gear	Arrives with: personal first aid kit, headlamp, 1 qt canteen, web gear, sleeping bag, personal gear for 14 days			
PPE	All standard designated fireline PPE			
Certification	Must be annually certified by the local host unit Agency Administrator or designee prior to being made available for assignment	N/A	N/A	N/A
Works together 40 hours/week	Yes	No	No	No

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

BLM Interagency Hotshot Crews

BLM IHCs are comprised of 18-25 firefighters and are used primarily for wildfire suppression, fuels reduction, and other fire management duties. They are capable of performing self-contained initial attack suppression operations, and commonly provide incident management capability at the Type 3 or 4 levels. BLM IHCs meet all IHC standards stated in the *Standards for Interagency Hotshot Crew Operations.*

BLM IHC Locations

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

BLM IHC Annual Crew Mobilization

BLM IHCs will comply with the Annual Crew Pre-Mobilization Process outlined in the *Standards for Interagency Hotshot Crew Operations* before becoming available for assignment each spring. BLM specific direction is outlined below:

- The Superintendent will complete an appendix C from the *Standards for Interagency Hotshot Crew Operations* with their local FMO and Agency Administrator.
- A copy of Appendix C will be sent to the BLM State Fire Management Officer for approval.
  - The extent of the preparedness review required every 12 months by the Appendix C is at the discretion of the State Fire Management Officer, local Fire Management Officer, and Superintendent.

The State Fire Management Officer will notify the appropriate Geographic Area Coordination Center (GACC) of crew availability.

BLM IHC Crew Status

If a change in crew capabilities results in the inability to meet the standards specified in the *National Interagency Hotshot Crew Operations Guide* or *Standards for Fire and Fire Aviation Operations,* the Superintendent is required to contact their local GACG and have the crew typing amended to the appropriate level as listed in the BLM crew typing chart.

Re-statusing the crew back to the IHC level will use either the Annual Crew Pre-Mobilization Process or the Crew Certification Process outlined in the *Standards for Interagency Hotshot Crew Operations.* The choice of which process will be

at the discretion of the State Fire Management Officer, local Fire Management Officer, and Superintendent.

BLM IHC Crew Size

BLM IHCs have the option of traveling with 25 personnel when on incident assignments as authorized by the local unit. BLM IHC superintendents will obtain prior approval from the dispatching GACC when the assignment requires fixed wing transport and the crew size is greater than 20.

BLM IHC Status Reporting System

Refer to Chapter 13 for BLM IHC status reporting requirements.

BLM IHC Training and Qualification Requirements

Role	NWCG Qualification	Fire Training
Firefighter	FFT2	IS-700 *NIMS: An Introduction* I-100 *Intro to ICS* S-130 *Firefighter Training* S-190 *Intro to Wildland Fire Behavior* L-180 *Human Factors on the Fireline*
Senior Firefighter	FFT1	All the above plus: S-211 *Portable Pumps and Water Use* S-212 *Chain Saws* S-131 *Firefighter Type 1* S-133 *Look Up, Look Down, Look Around* S-270 *Basic Air Operations* S-290 *Intermediate Fire Behavior*
Squad Boss	ICT5	All the above plus: I-200 *Basic ICS* S-215 *Fire Ops in the WUI* S-230 *Crew Boss Single Resource* S-234 *Ignition Operations* S-260 *Incident Business Management* L-280 *Followership to Leadership*
Assistant Superintendent	STCR ICT4	All the above plus: IS-800B *NRF: An Introduction* I-300 *Intermediate ICS* S-200 *Initial Attack IC* S-330 *Task Force/Strike Team Leader* S-390 *Intro to Fire Behavior Calculations* L-380 *Fireline Leadership* M-410 *Facilitative Instructor or equivalent*
Superintendent	TFLD ICT4 FIRB	All the above.

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

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

BLM Wildland Fire Modules
Refer to Chapter 13.

BLM Engines

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

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

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

BLM Engine Minimum Staffing Requirements
All BLM engines will meet these staffing standards on every fire response:
- BLM engines operating with five or more personnel will always have a fully qualified ENOP (other than the Engine Boss). The Engine Boss must be qualified as ICT4;
- BLM engines operating with four personnel will always have an FFT1 (other than the Engine Boss). The Engine Boss must be qualified as ICT5;
- BLM Engines operating with three or fewer personnel must have an Engine Boss qualified as ICT5 or higher; and

- Chase vehicles are considered part of the engine staffing.

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

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

[1] All WCF class 668 super-heavy engines will be minimally staffed as type 3 or 4 engines with an engine boss, engine operator, and engine crewmember. All WCF class 668 super-heavy tactical water tenders (2 seats, Tatra chassis, volume pump rated at 250 GPM and 150 PSI or better) will be minimally staffed with an engine boss and an engine crewmember.

[2] A WCF class 669 non-tactical water tender may be staffed with a crew of one driver/operator when it is used in a support role as a fire engine refill unit or for dust abatement. These operators do not have to pass the Work Capacity Test (WCT) but are required to take annual refresher training, and possess a CDL with tank endorsement, and air brake endorsement (if applicable).

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

BLM Engine Training and Qualification Requirements

BLM has established additional training and qualification requirements for Engine Operator (ENOP) and Engine Boss (ENGB). These additional requirements are listed below, and were enforced in IQCS under the BLM Set ID on February 15, 2013. Historical recognition has been applied to BLM responders that were fully qualified as ENOP and/or ENGB prior to February 15, 2013; these responders will remain qualified. BLM responders who were in trainee status for ENOP and/or ENGB on or after February 15, 2013 will meet the requirements below.

Fireline Position	Required Training and Qualifications
Engine Crewmember	IS-700 *NIMS: An Introduction* I-100 *Intro to ICS* L-180 *Human Factors on the Fireline* S-130 *Firefighter Training* S-190 *Introduction to Wildland Fire Behavior*
Engine Operator	Qualified as FFT1 PMS- 419 *BLM Engine Operator Course* L-280 *Followership to Leadership* S-131 *Firefighter Type 1* S-133 *Look Up/Down/Around* S-211 *Pumps and Water Use* S-212 *Wildfire Power Saws* S-260 *Incident Business Management* S-290 *Intermediate Fire Behavior*
Engine Boss	Qualified as ENOP and ICT5 I-200 *Basic ICS* S-215 *Fire Operations in the Wildland/Urban Interface* S-230 *Crew Boss (Single Resource)* S-290 *Intermediate Fire Behavior*

BLM Engine Driver Requirements

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

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

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

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

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

BLM Smokejumpers

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

BLM SMKJ Operations

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

BLM Smokejumper Mission

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

BLM SMKJ Coordination & Dispatch

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

BLM Ram-Air Parachute System Management

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

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

BLM Smokejumper Aircraft

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

BLM SMKJ Training

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

Candidates are evaluated to determine:

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

BLM Smokejumper Training and Qualification Targets

Position	IQCS Target	SMKJ Training Target
Dept Managers	T1 and T2 C&G	
Spotter	ICT3, DIVS, ATGS RXB2, SOFR	
Lead Smokejumper	STLD, TFLD	Senior Rigger, FOBS
Smokejumper	ICT4, CRWB, FIRB	FEMO
Rookie Smokejumper	ICT5, FFT1	

BLM SMKJ Jump Proficiency Guideline

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

BLM Smokejumper Physical Fitness Standards

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

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

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

*This element is tested during Smokejumper Rookie Training.

Retesting

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

Retesting criteria include:

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

BLM Exclusive Use Helitack Crews

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

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

The BLM host unit is responsible for providing a Helitack Crew that meets the minimum experience and qualification requirements specified in the Exclusive Use Fire Helicopter Position Prerequisites in Chapter 16 of this document. Each functional or supervisory level must have met the experience and qualification requirements of the next lower functional level. The minimum daily staffing level (7 day staffing) must meet the level indicated in the *Interagency Helicopter Operations Guide (IHOG)* Chapter 2, Chart 2-4. The host unit is also responsible for providing administrative support, and *Interagency Helicopter Operations Guide (IHOG)* specified equipment, vehicles, and facilities for their Helitack Crews and any other associated specialized equipment.

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

Target (Desired) Exclusive Use Helitack Crew Qualifications & Composition

Role	Target IQCS Qualifications	Target Training
Fire Helicopter Crew Supervisor	ICT3 or DIVS, HEB1, PLDO,HLCO, ASGS	S-300 or S-339, S-378, L-381, S-375
Assistant Fire Helicopter Crew Supervisor	TFLD, HEB2, PLDO	S-215, S-330, S-390, S-371, L-380
Fire Helicopter Squad Boss	ICT4, HMGB	S-200, S-230, S-290, M-410, S-230
Helicopter Senior Crew Member	ICT5, HMGB(T)	S-372, L-280
Helicopter Crew Member	FFT1, HECM	S-131, S-133

Management Actions for Noncompliant Remote Automatic Weather Stations (RAWS)

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

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

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

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

- Contact the RAWS Help Desk (208-387-5475 or rawshelp@blm.gov). Identify the station and discuss troubleshooting steps or schedule the necessary repairs. If there are trained personnel in the local area, the Help Desk may be able to ship the required parts and coordinate the repairs via phone. If a professional technician needs to make a site visit, provide a local individual to assist, and use this opportunity to provide training for local personnel.
- Ensure that appropriate personnel and organizations know which stations are out of compliance, and which sensors are affected, if possible. Direct them to alternative weather data sources if possible.
- Use nearby compliant RAWS if available.
- Based on local knowledge of specific RAWS problems (e.g. which sensor is out of compliance), separate reliable data from unreliable data.
- Consider using data from belt weather kit readings, other portable device observations, Predictive Services or National Weather Service offices, or non-fire weather sources such as airports.

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

Sage Grouse Conservation Related to Wildland Fire and Fuels Management

BLM is currently taking unprecedented steps to ensure conservation of the Gunnison Sage-Grouse and Greater Sage-Grouse on public lands. Fire and fuels management functions will contribute to these conservation efforts through planning, utilization of sage-grouse maps and data, and applying best management practices. While protecting sage-grouse habitats and populations is critical, firefighter and public safety remain our highest priorities.

Wildland Fire Operations

The BLM will strive to maintain a high initial attack success rate while being cognizant of sage-grouse habitats by:

- Utilizing available maps and spatial data depicting sage-grouse habitats during suppression activities;
- Using predictive services to prioritize and preposition firefighting resources in critical habitat areas;
- Improving firefighter awareness of the importance of sagebrush habitat;
- Continuing the use of resource advisors familiar with local sage-grouse habitat and management practices during initial and extended attack;
- Emphasizing habitat conservation during resource allocation decisions; and
- Applying local, state, and national-level best management practices.

Fuels Management

The fuels treatment planning process will use objectives from land use and fire management plans as a framework for project design, treatment location, and documentation. Fire program managers will emphasize sage-grouse conservation by utilizing local toolboxes, annual national Instruction Memoranda and applying state and national-level best management practices which identify, enhance, and conserve sage-grouse habitats. States may elect to issue detailed criteria regarding patch sizes, cover requirements, or other habitat parameters in fuels project design.

Fire and fuels management best management practices for sage-grouse conservation can be located at the BLM Fire Planning and Fuels Management website at: http://web.blm.gov/internal/fire/fpfm/sg/index.html

BLM Use of WFDSS

In addition to WFDSS guidance in Chapter 11, the BLM has established the following additional policy requirements for the WFDSS:

- Input of initial attack fires into the WFDSS is optional. All fires which escape initial attack or are being managed for multiple objectives will be input into the WFDSS and a decision will be published.

- Use of the web-based WFDSS application is required. If internet connections or servers are unavailable, WFDSS documentation will be completed using the "temporary WFDSS paper form" and entered into the web-based application as soon as it becomes available.
- Minimum WFDSS documentation requirements are available at the BLM Fire Operations Website.
- State and field units will ensure that WFDSS Strategic Objectives and Management Requirements reflect guidance contained in current Fire Management Plans and Land/Resource Management Plans.
- The spatial planning process in WFDSS will not be utilized by the BLM. Offices may experiment with Spatial Fire Planning (SFP) in the training environment, but will not utilize SFP in the production environment of WFDSS.
- BLM Agency Administrators must meet fire training requirements for Agency Administrators, as specified in in this chapter.
- BLM Agency Administrators will maintain WFDSS user profiles, allowing them to approve wildfire decisions documented in WFDSS.
- BLM approvers of wildfire decisions documented in WFDSS are displayed in the Department of the Interior (DOI) WFDSS Approval Requirements Table in Chapter 11 of this document.
- Wildfire decisions, documented in WFDSS and approved by BLM Agency Administrators, constitute awareness of estimated fire costs to date. This cost, shown in the WFDSS Course of Action, will be developed from sources such as I-Suite, ICS-209 summaries, finance units within incident management teams, estimation spreadsheets, or other sources.
- To facilitate effective wildfire management, *MS-1203* has been amended to delegate authority to local managers to approve all wildfire decisions regardless of cost thresholds. BLM District/Field Managers will approve wildfire decisions for fires which:
  - Escape initial attack;
  - Are managed for multiple objectives; or
  - Exhibit high complexity due to one or more of the following: values at risk, potential for growth, potential duration, or other factors requiring Agency Administrator awareness.
- The BLM DM/FM is responsible for approval of wildfire decisions on BLM-managed lands in Alaska.
- To ensure awareness of suppression expenditures at all levels, local agency administrators will provide written notification to state directors or the bureau director as cost thresholds (Chapter 11) are approached or reached.
- As approvers of WFDSS decisions, Agency Administrators will ensure that periodic assessments are completed until the fire is declared out.

Wildfire Decision Approval Process in Alaska for Non-BLM Lands:

- In Department Manual 620 Chapter 2, BLM is delegated the responsibility to provide cost-effective wildland fire suppression services on DOI-

managed and Alaska Native lands. In this direction, BLM-Alaska Fire Service (AFS) participates in the wildfire decision approval process for fires on those lands.

- The AFS Manager and AFS Fire Management Officers serve as agency administrators for approving wildfire decisions documented in WFDSS.
- In addition to the Jurisdictional Agency Administrator, AFS Fire Management Officers serve as agency administrators for fires less than $5 million.
- In addition to the Jurisdictional Agency Administrator, the AFS Manager serves as an agency administrator for fires $5 million and greater.
- To ensure awareness of suppression expenditures at all levels, the AFS Manager will provide written notification to the state director or the bureau director as cost thresholds (Chapter 11) are approached or reached.

Chapter 03
National Park Service Program Organization & Responsibilities

Introduction

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

NPS Wildland Fire Operations Website

NPS Wildland Fire Operations maintains a website that hosts operational and informational documents. The website also contains information about the following programs: Wildland Fire Fleet and Facilities; Fuels; Safety and Prevention; and Training, Qualifications and Workforce Development. The address of the NPS Wildland Fire Operations website is: http://npsfamshare/wildlandfire/operations/default.aspx

Agency Administrator Roles

Director

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

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

Regional Director

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

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

Park Superintendent

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

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

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

PERFORMANCE REQUIRED	NPS Director	Regional Director	Park Supt
personnel changes necessitate a revision and update. As appropriate, the DOA will specify multi-agency coordination (MAC) group authorities.			
5. Ensure applicable park resource management objectives are included in Fire Management Plan (FMP). Ensure FMP receives an interdisciplinary annual review and is validated and appropriately updated on an annual basis in advance of the fire season. Fire Management Plans do not automatically expire. They are considered valid until superseded by a new or revised approved plan. A comprehensive review of the FMP should be completed every 7 years (RM 18, Chapter 4). Copies of the park's signed annual FMP Review and Update template (RM-18, Chapter 4, Exhibit 2) or packet, will be sent to the Regional FMO and to the FMPC in Boise. (Note the change to a seven year review instead of five year review.)			**X**
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.	**X**	**X**	**X**
7. Develop fire management standards and constraints that are in compliance with agency fire policies.		**X**	**X**
8. Ensure compliance with the collection, storing, and aggregation of Wildland Fire Program Core geospatial data (http://share.nps.gov/firegis).			**X**
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**

PERFORMANCE REQUIRED	NPS Director	Regional Director	Park Supt
10. Review safety policies, procedures, and concerns with field fire and fire aviation personnel. Discussions should include issues that could compromise safety and effectiveness during the upcoming season.			**X**
11. Ensure timely follow-up actions to program reviews, fire preparedness reviews, fire and fire aviation safety reviews, fire critiques and post-season reviews.	**X**	**X**	**X**
12. Ensure fire and fire aviation preparedness reviews are conducted in all units each year. Parks must complete checklists applicable to their specific program scope and complexity and include appropriate program elements, such as prescribed fire. A summary of the preparedness review findings including standards exceeded or needing improvement will be submitted to the Regional FMO before the fire season.		**X**	**X**
13. Ensure an approved burn plan is followed for each prescribed fire project, including technical review and Go/No Go checklists are completed, follow-up monitoring and documentation to ensure management objectives are met.		**X**	**X**
14. Meet annually with major cooperators and review interagency agreements to ensure their continued effectiveness and efficiency (may be delegated).		**X**	**X**
15. Ensure post fire reviews are conducted on all fires that escape initial attack or are managed as long term incidents. Participate in all reviews that require management by any type of Incident Management Team (Regional Director may delegate).		**X**	**X**
16. Provide management oversight by personally visiting wildland and prescribed fires each year.			**X**

PERFORMANCE REQUIRED	NPS Director	Regional Director	Park Supt
17. Provide incident management objectives, written delegations of authority and Agency Administrator briefings to Incident Management Teams. See Chapter 11, Agency Administrator Responsibilities.			**X**
18. Monitor wildfire potential and provide oversight during periods of critical fire activity/situations.	**X**	**X**	**X**
19. Ensures that resource advisors are identified, trained, available, and appropriately assigned to wildland fire incidents. Refer to *Resource Advisors Guide for Wildland Fire* PMS 313, NFES 1831, Jan 2004.			**X**
20. Convene and participate in annual pre- and post-season fire meetings.	**X**	**X**	**X**
21. Attends the Fire Management Leadership Course (geographic or national) within two years of appointment to Superintendent. Ensures that personnel assigned oversight responsibilities for the fire program have completed the Fire Management Leadership course.		**X**	**X**
22. Ensure appropriate investigations are conducted for accidents (as defined in Chapter 18), entrapments, shelter deployments, and related events.	**X**	**X**	**X**
23. For all unplanned human-caused fires where liability can be determined, ensure actions are initiated to recover cost of suppression activities, land rehabilitation, and damages to the resource and improvements.		**X**	**X**
24. Ensure the development of Published Decisions within WFDSS with local unit staff specialists for all fires that escape initial attack.	**X**	**X**	**X**
25. Ensure there is adequate direction in fire management plans to identify fire danger awareness with escalating fire potential.			**X**

PERFORMANCE REQUIRED	NPS Director	Regional Director	Park Supt
26. Ensure compliance with Departmental and agency policy, as well as Regional Office direction for prescribed fire activities and ensure that periodic reviews and inspections of the prescribed fire program are completed.	X	X	X
27. Review prescribed fire plans and recommend or approve the plans depending upon the delegated authority. Ensure that the prescribed fire plan has been reviewed and recommended by a qualified technical reviewer who was not involved in the plan preparation.			X
28. At National Preparedness Level 4 and 5, approve the initiation or continuation of prescribed fire applications based on an assessment of risk, impacts of the proposed actions on area resources and activities and include feedback from the Geographic Area Multi-Agency Coordinating Group.		X	

Fire Management Staff Roles

National Office

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

Regional Office

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

Park

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

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

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

Fire Management Staff Performance Requirements for Fire Operations

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

PERFORMANCE REQUIRED	FAM CHIEF	RFMO	FMO
8. Ensure that the fire and fire aviation management staff understand their role, responsibilities, authority, and accountability.	X	X	X
9. Organize, train, equip, and direct a qualified work force. Establish "red card" certification/qualification process at the local level. Individual Development Plans (IDP) should be developed for all employees, but special emphasis must be on employees that do not meet standards.	X	X	X
10. Ensure fire and fire aviation policies are understood, followed, and coordinated with other agencies as appropriate.	X	X	X
11. Recognize when complexity levels exceed program capabilities. Increase administrative, managerial, and operational resources to meet the need.	X	X	X
12. Initiate, conduct, and participate in fire management related reviews and investigations, including converted prescribed fires.	X	X	X
13. Provide for and personally participate in periodic site visits to individual incidents and projects.	X	X	X
14. Utilize the incident complexity analysis to ensure the proper level of management is assigned to all incidents.		X	X
15. Review and evaluate performance of the fire management organization and take appropriate actions.	X	X	X
16. Ensure incoming personnel and crews are briefed prior to fire and fire aviation assignments.		X	X
17. Ensure the development of Published Decisions within WFDSS with local unit staff specialists for all fires that escape initial attack and within limitations contained within the Park's FMP.		X	X

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

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

Requirements for Fire Management Positions

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

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

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

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

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

Training

Training for Park Superintendents

The following training is required for park superintendents.

- Fire Management Leadership (geographic or national)

The training should be completed within two years of appointment to a designated management position to ensure that personnel who have oversight responsibilities for the fire program have completed the Fire Management Leadership course.

Training for Fire Management Officers

The following training is required for fire management officers.

- Fire Program Management (M-581).
- M-3 Aviation Management for Supervisors (every 3 years).

NPS Firefighters General Training Requirements

	One-Time Training	Recurring Training	Annual Training
All Firefighters	Hazardous Materials First Responder Operations Level (24 hr course) Aviation B3:Helicopter/Airplane Safety–classroom	First Aid/CPR, every 2 years. Defensive Driving every 3 years. Aviation B3 (on-line), every three years.	RT-130 Annual Fireline Safety Training EEO, Discrimination & Whistleblowing in the Workplace (on-line) * Hazardous Materials First Responder Operations Level refresher (8 hrs total)** Blood borne Pathogen (on-line)

*Training is not required for AD positions.

**For more information on refresher see http://inside.nps.gov/waso/custommenu.cfm?lv-2&prg=62&id=6954

Structural Fire and Hazardous Materials Response

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

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

Vehicle, trash, and dumpster fires contain a high level of toxic emissions and must be treated with the same caution that structural fires are treated. Firefighters must be outfitted with NFPA compliant structural fire personal protective clothing, including self-contained breathing apparatus. Situations exist during the incipient phase of a vehicle fire where the fire can be quickly suppressed with the discharge of a handheld fire extinguisher. Discharging a handheld fire extinguisher during this phase of the fire will normally be considered an appropriate action for any employee who has received annual fire extinguisher training. If the fire has gone beyond the incipient stage, employees are to protect the scene and request the appropriate suppression resources.

Hazardous Materials Response

Hazardous material response or control is not a functional responsibility of wildland fire suppression resources. These incidents have tremendous potential to cause significant health and life safety issues. In order to protect the health and safety of NPS personnel, no employee shall be directed, or dispatched (including self dispatching) to an incident involving hazardous materials unless they are provided with the required personal protective equipment and the appropriate certification level. NPS personnel on incidents involving hazardous material will limit their actions to those emergency services necessary for the immediate protection of themselves and the public and the prompt notification of appropriate public safety agencies. All wildland firefighters who are likely to witness or discover hazardous substances are required to complete the agency's First Responder Awareness (Level I) program, requiring 4-8 hours of initial training and an additional 4 hours of refresher training annually.

Delegation of Authority

Delegation for Regional Fire Management Officers

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

- Serves as the Regional Director's authorized representative on Geographic Area Coordination Groups, including MAC groups.

- Coordinate and establish priorities on uncommitted fire suppression resources during periods of shortages.
- Coordinate wildland fire planning, response, and evaluation region-wide.
- Relocate agency pre-suppression/suppression resources within the region based on fire potential/activity.
- Correct unsafe fire suppression activities.
- Direct accelerated, aggressive initial attack when appropriate.
- Develop and maintain agreements to provide for the management, fiscal and operational functions of combined agency operated facilities.
- Suspend prescribed fire activities when warranted.
- Give authorization to hire Emergency Firefighters in accordance with the DOI Pay Plan for Emergency Workers.
- Approve emergency fire severity funding expenditures not to exceed the Regional annual authority.

NPS Duty Officer (DO)

All Fire Management Officers are responsible to provide DO coverage during any period of predicted incident activities. DO's responsibilities may be performed by any individual with a signed Delegation of Authority from the local Agency Administrator. The required duties for all DOs are:

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

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

Engine Operating Standards

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

Vehicle Color and Marking

Vehicles dedicated to wildland fire activities shall be white in color and have a single four-inch wide red reflective stripe placed according to NFPA 1906

(NFPA 1906 8.8.3, 2006 edition). The word "FIRE" red with white background color will be clearly visible on all four sides of the vehicle. The NPS Arrowhead will be placed on the front doors. The size and placement of the Arrowhead will be as specified in RM-9. An identifier will be placed on the vehicle according to local zone or GACC directions. Roof numbers will be placed according to local zone procedures.

Engine Staffing Standards

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

Engine Type	Recommended Daily Staffing†	WCF Mandatory Staffing During Defined Season	Minimum 210 Standards	Min Quals, out-of-park Response	Min Quals, In-park Response
3	5*	4*	3	ENGB, 2-FFT2	ENGB, 2-FFT2
4	5*	4*	2	ENGB, 2-FFT2	ENGB, FFT2
5	5*	4*	2	ENGB, 2-FFT2	ENGB, FFT2
6	3	3	2	ENGB, 2-FFT2	ENOP**, FFT2
7	3	2	2	ENGB, FFT2	See Below ***

† Recommended when status is available, but must at least meet minimum 410-1 standards for off-park assignments.
* Engines staffed with more than 3 will always have a qualified engine operator (ENOP) in addition to an ENGB
** ENOP must also be qualified as ICT5
*** Determined by Park Superintendent and/or FMO, minimum FFT2

ENOP is an agency specific qualification. To add this position to an employee in IQCS, use the NPS00 SetID.
NPS ENOP Prerequisites: FFT1, L-280, RT130, FITCAT, ENOP PTB
ENOP PTB can be found at: http://www.nwcg.gov/pms/taskbook/taskbook.htm

Lights and Siren Response

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

limited use of emergency lights and siren is appropriate and necessary due to an immediate threat to life.

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

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

Vehicle Repairs and Maintenance

The cost of all vehicle repairs and maintenance is the responsibility of the individual parks unless the damage is directly attributable to operations on a wildfire. In that case, with approval from the IC, the damages may be paid for under the fire's suppression account. Daily preventative maintenance checks, regular servicing, and prompt repairs are critical to providing mission readiness, performance, and safe operation. Annual required maintenance servicing and monthly preventative maintenance checks will be conducted and documented. Wildland fire vehicles that are not operationally sound or have safety deficiencies must not be put into service. In addition, vehicles that suffer from mechanical or safety issues while enroute or on assignment must be taken out of service at the earliest opportunity in which it is safe to do so and must not be put back into service until corrective action can be completed.

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

Equipment Bulletins and Equipment Alerts

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

Unexpected issues involving wildland fire vehicles which do not fall under other types of wildland fire reviews and investigations and/or other applicable federal, state or specific agency requirements must be reported via an electronic form located in the PDS fleet tab. If an unexpected vehicle issue warrants a EB or EA it is issued by the National Fire Equipment Program Manager through the Operations Advisory Team and the Capital Equipment Committee. Members of these groups must ensure the information reaches all levels of the organization.

Annual Safety Inspections, Scheduled Maintenance, and Daily Inspections
It is required to complete and document annual safety inspections, regularly scheduled preventative maintenance and daily (or pre-trip) inspections for all NPS wildland fire vehicles. Annual safety inspections must be documented on Form 1520-35 and uploaded into PDS. Regularly scheduled preventative maintenance, unscheduled maintenance and repairs must be recorded in PDS. Daily inspections must be recorded in the FEMPR (Fire Engine Maintenance Procedure and Record).

NPS Firefighter Target Physical Fitness Standards

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

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

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

National Fire Operations Fitness Challenge

The national fire operations fitness challenge encourages and recognizes achievement in physical fitness by NPS firefighters. The fitness challenge provides a common system by which NPS firefighters can measure current fitness, establish fitness goals, and track fitness improvement. The fitness challenge is voluntary, but NPS firefighters are encouraged to participate. The fitness challenge tests participants in four basic exercises - push-ups, pull-ups, sit-ups and a timed run of 1.5 miles. Test results are compiled into a final overall score. Unit and Regional offices are encouraged to support and recognize achievement in firefighter fitness. Specific information on the fitness challenge is located at www.blm.gov/nifc/st/en/prog/fire/fireops/fitness_challenge.html.

Wildland Fire Uniform Standards

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

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

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

approval may establish a predetermined dress code for fire staff. The goals of the NPS uniform program can appropriately be applied (with common sense) to this departure from the norm.

- The DOI Boot Policy is referenced in Chapter 7.
- The fire management officer is responsible for establishing a reasonable allotment schedule for new or returning employees, commensurate with supplies provided in previous seasons. A suggested per person issuance is three to four tee shirts, one ball cap, and one sweatshirt (where appropriate). $100 would normally be adequate to cover costs of this issuance.

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

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

Fire Management Credentials

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

NPS Use of WFDSS

1. The internet-based WFDSS will be the primary fire documentation platform for all NPS wildfires. NFPORS will remain the documentation platform for all NPS prescribed fires.

2. Minimum required documentation/data field entry for each fire will follow system standards.
3. Input of initial attack fires in the WFDSS is optional. All fires which go into extended attack or are being managed for multiple objectives will be input into the WFDSS and a decision will be published.
4. Those fires burning on to NPS lands from another federal fire management agency (Forest Service, Bureau of Land Management, Bureau of Indian Affairs, or US Fish & Wildlife Service) should be entered by the originating agency, not the NPS.
5. Wildfires burning on to NPS lands from state and local lands will be entered into WFDSS by the receiving NPS unit, if they have not been entered by another federal agency or State, with the true Point of Origin and Discovery Date being entered. When these incidents are created in WFDSS, the Responsible Unit Name at Point of Origin will not be the NPS. However, the NPS will be selected as at least one of the Responsible Agency(s) in addition to Other.
6. Wildfires must be entered individually, not as complexes, into the WFDSS. This is independent of the operational or financial management of a group of fires as a complex, and regardless of them having a common course of action.
7. Applicable fire-related resource management objectives and management requirements from the NPS Management Policies, as well as from a park's General Management Plan, Resource Management/Stewardship Plan, and Fire Management Plan (FMP), will be migrated into the WFDSS. This information will reflect the management objectives for wildland fire as stated in the park's FMP and supporting NEPA documents.
8. Every wildland fire decision will consider the development of protection objectives which also provide for safety of firefighters and the public and minimize the loss of, and damage to, property, cultural and natural resources.
9. WFDSS does not replace ICS-209 and Situation Reporting Systems. Parks will continue to follow National, Geographic Area Coordination Center (GACC), and/or local guidance for fire reporting within these systems.
10. Refer to Chapter 11 of the *Interagency Standards for Fire and Fire Aviation Operations* for further guidance.

National Park Service Specific Qualifications and Qualifications Exceptions

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

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

Introduction

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

Agency Administrator Roles

Director

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

Chief, National Wildlife Refuge System

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

Regional Director

The Regional Director is responsible to the Director for fire management programs and activities within their region. The Regional Director will meet the required elements outlined in the *Management Performance Requirements for Fire Operations* and ensure training is completed to support delegations to line managers and principal acting's. The Regional Director ensures that Refuge Managers/Project Leaders, and or Field Supervisors are qualified to approve prescribed fire plans. Any prescribed fire that is converted to a wildfire, and/or contributes to an air quality violation, and/or significant damage to values outside of FWS boundaries must be reviewed. The appropriate level and scope of the review will be determined by agency policy. The final review results shall be provided to the Regional Director within 90 days.

Regional Chief and Refuge Supervisors

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

Project Leader/Refuge Manager

The Project Leader is responsible for the safe and efficient implementation of fire management activities within their unit, including cooperative activities with other agencies or landowners, in accordance with delegations of authorities. The Project Leader, or principal acting, will meet required elements outlined in the Project Leader/Refuge Manager Performance Requirements.

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

Management Performance Requirements for Fire Operations

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief / Refuge Supervisor	Project Leader/ Refuge Manager
Policy				
1. Ensure any standards developed are compliant with agency wildland fire policies.	**X**	**X**	**X**	**X**
2. Ensure use of fire funds is in compliance with department and agency policies.	**X**	**X**	**X**	**X**
3. Review critical operations and safety policies and procedures, including Interagency Fire Program Management, and *Interagency Standards for Fire and Fire Aviation Operations* "Red Book"		**X**	**X**	**X**

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief / Refuge Supervisor	Project Leader/ Refuge Manager
Standards, with fire and fire aviation personnel.				
Program Management				
4. Provide a written Delegation of Authority to FMOs giving an adequate level of operational authority. For zoned/area units, ensure all appropriate Agency Administrators have signed the delegation. When applicable, an Inter-refuge Agreement specifying reciprocal responsibilities of the Project Leader/Refuge Manager and the Area/Zone FMO.	**X**	**X**	**X**	**X**
5. Ensure all fire management activities are supported by a current FMP with documented annual updates and are integrated with an approved Comprehensive Conservation Plan.	**X**	**X**	**X**	**X**
6. Ensure units have a current safety plan, an active safety committee, and safety program that integrates the fire program.			**X**	**X**
7. Ensure investigations and reviews are conducted for incidents, accidents, escaped prescribed fires, and near misses as described in Chapter 18.	**X**	**X**	**X**	**X**
8. Annually update and review the *FWS Line of Duty Death Response Handbook* and the *Agency Administrator's*		**X**	**X**	**X**

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief / Refuge Supervisor	Project Leader/ Refuge Manager
Guide to Critical Incident Management				
9. Ensure timely follow-up to fire management program reviews.			**X**	**X**
10. Ensure master agreements with cooperators are valid and in compliance with agency policies, and Annual Operating Plans are current.		**X**	**X**	**X**
11. 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 FWS *Fire Management Handbook*.		**X**	**X**	**X**
12. 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**
13. Convene and participate in annual fire meetings.			**X**	**X**
14. Participate as part of in-briefings and post fire closeouts on Type I and Type II fires.				**X**
15. 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
16. Ensure fire and fire aviation preparedness reviews are conducted annually in all unit offices.				**X**
17. Ensure resource advisors are identified, trained, and available for incident assignment. Refer to *Resource Advisors Guide for Wildland Fire* PMS 313, NFES 1813, Jan 2004.				**X**
18. Personally visit at least one wildland fire each year as available.				**X**
19. Ensure appropriate management of Social/Political/Media resources and relationships affecting wildland fire.		**X**	**X**	**X**
20. Ensure appropriate risk management, administration, management and oversight of wildland incidents. Ensure Incident Business Analysts, Resource Advisors, and Agency Representative positions are utilized as needed.				**X**
21. Provide oversight to Emergency Stabilization (ES) and Burned Area Rehabilitation (BAR) processes and procedures.				**X**
Training / Certification				
22. Ensure only trained, certified fire and non-fire personnel are available to support fire operations at the local, geographic and national levels.	**X**	**X**	**X**	**X**

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief / Refuge Supervisor	Project Leader/ Refuge Manager
23. Ensure personnel delegated fire program responsibilities have completed required training.			**X**	**X**
Prescribed Fire/Fuels Management				
24. Ensure compliance with National and Regional policies for prescribed fire activities. Conduct periodic reviews of the prescribed fire program.		**X**	**X**	**X**
25. Implement Interagency Prescribed Fire Planning and Implementation Guide.			**X**	**X**
26. Ensure Prescribed Fire Plans are approved and meet agency policies.				**X**
27. Ensure all wildfires resulting from prescribed fire actions are reported to Regional Director within 24 hours of the wildfire declaration.			**X**	**X**
28. In the event of a declared wildfire from an escaped prescribed fire, conduct and submit Declared Wildfire Review to National Office with 30 days of wildfire out date.			**X**	**X**
29. Ensure Prescribed Fire Plans have been reviewed and recommended by a qualified technical reviewer other than the plan author.				**X**
30. Review and approve the Agency Administrator Ignition Authorization.				X

Fire Management Staff Roles

National Office

Fire Director

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

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

Regional Office

Regional Fire Management Coordinator (RFMC)

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

RFMCs will ensure IQCS accounts are established and training records maintained for Agency Administrators.

Refuge

Zone Fire Management Officer (FMO)

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

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

Fire Management Staff Performance Requirements for Fire Operations

PERFORMANCE REQUIRED	Fire Director	RFMC	Zone FMO
Policy			
1. Establishes and manages a safe, effective, and efficient fire program.	**X**	**X**	**X**
2. Ensures that the Fire Management Plan (FMP) reflects the agency commitment to firefighter and public safety, while utilizing the full range of fire management activities available for ecosystem sustainability.		**X**	**X**
3. Provides the expertise and skills to fully integrate fire and fire aviation management into interdisciplinary planning efforts.	**X**	**X**	**X**
4. Ensures compliance with work/rest guidelines during all fire and fire aviation activities.	**X**	**X**	**X**
5. Ensures fire and fire aviation policies are understood, implemented, and coordinated with other agencies as appropriate	**X**	**X**	**X**
Program Management			
6. Ensures completion of a Job Hazard Analysis (JHA)/Risk Assessment for fire and fire aviation activities to mitigate risk.		**X**	**X**
7. Develop, negotiate, and implement cost share, Service First, and reimbursable protection agreements with cooperators	**X**	**X**	**X**
8. Ensures that the fire and fire aviation management employees understand their role, responsibilities, authority, and accountability.	**X**	**X**	**X**
10. Monitors fire suppression activities to recognize when complexity levels exceed current management capabilities. Increases managerial and operational resources to meet the need.	**X**	**X**	**X**

PERFORMANCE REQUIRED	Fire Director	RFMC	Zone FMO
11. Monitors fire season severity predictions, fire behavior, and fire activity levels. Takes action to ensure safe, efficient, and effective operations.	X	X	X
12. Ensures that master agreements with cooperators and operational plans (e.g., Annual Operating Plans, dispatch, preparedness, prevention) are valid and in compliance with agency policy.	X	X	X
13. Ensures use of fire funds is in compliance with department and agency policies.	X	X	X
14. Ensures that fire severity funding is requested, used, and documented in accordance with agency standards.	X	X	X
15. Ensures a process is established to communicate fire information to public, media, and cooperators.	X	X	X
16. Convenes and participates in annual fire meetings. Specifically address management controls and critical safety issues.	X	X	X
17. Oversees pre-season preparedness review of fire and fire aviation program.	X	X	X
18. Initiates, conducts, and/or participates in fire program management reviews and investigations.	X	X	X
19. Personally participates in periodic site visits to individual incidents and projects.		X	X
20. Ensures that transfer of command occurs as per appendix D on incidents.		X	X
21. Ensure the proper level of management complexity is assigned to all incidents		X	X
22. Ensures that incoming personnel and crews are briefed prior to fire and fire aviation assignments.		X	X
23. Ensures a WFDSS analysis is completed, updated, approved, and certified as necessary.		X	X
24. 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
25. Ensures unit is capable of wildfire cause determination.	X	X	X

PERFORMANCE REQUIRED	Fire Director	RFMC	Zone FMO
26. Annually updates and reviews the FWS *Line of Duty Death Response Handbook* and the *Agency Administrator's Guide to Critical Incident Management.*	**X**	**X**	**X**
27. Ensures that fire season severity predictions, weather forecasts, fire behavior predictors, and fire activity levels are monitored and communicated daily to all employees (hard copy, web page, email, radio, or fax).		**X**	**X**
28. Uses current National, Geographic, and Local Mobilization Guides and ensures standards are followed.	**X**	**X**	**X**
29. Ensures all job related accidents/incidents resulting in, or having the potential to cause fatalities, injuries, illnesses, property or environmental damage are reported and/or investigated. All such reports are electronically submitted through the Safety Management Information System (SMIS), Safenet or Safecom as appropriate.		**X**	**X**
Planning			
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.			**X**
31. Responsible for the coordination of RAWS maintenance, sensor calibration, and oversight of daily inputs.			**X**
Training			
32. Organizes trains, equips, and directs a qualified work force. Ensures that only trained and qualified personnel are assigned to fire and fire aviation duties. Establishes and implements performance review process(es).		**X**	**X**
Prescribed Fire and Fuels			
33. Ensures compliance with Service and Regional policy for prescribed fire activities. Provides periodic reviews of the prescribed fire program.	**X**	**X**	**X**

PERFORMANCE REQUIRED	Fire Director	RFMC	Zone FMO
34. Reports all wildfires resulting from prescribed fires to the Regional Fire Management Coordinator within 12 hours of the wildfire declaration.			X

National Fire Leadership Team

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

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

Delegation of Authority

Regional Fire Management Coordinator

In order to effectively perform their duties, a RFMC must have certain authorities delegated from the Regional Director. This delegation is normally

placed in the regional office supplement to agency manuals. This Delegation of Authority should include:

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

Zone Fire Management Officer

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

Inter-refuge Agreements

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

Fire Duty Officer

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

- Monitor unit incident activities for compliance with FWS safety policies.
- Coordinate and set priorities for unit preparedness activities, incident response and resource allocation.

- Keep Agency Administrators and resources informed of the current and expected situation.
- Plan for and implement actions required for future needs.
- Document decisions and actions.
- It is recommended FDOs not fill ICS functions.

Fire Severity Funding

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

Daily Fire Report

During the "National Fire Season" as identified by the National Interagency Coordination Center in Boise, ID (NICC), each field unit within the Refuge System will report all wildland fire occurrence and fire status daily to their local dispatch office and Regional Office. Additionally, each Region will establish procedures to gather fire information and coordinate with their respective geographic area coordination centers as necessary. Field units will report the status of large fires separately on form ICS-209 to the local dispatch centers with copies furnished to the RFMCs. Include weekend fire activity on Monday's report unless there is significant fire activity.

Individual Fire Report

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

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

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

Fish and Wildlife Service Use of Wildland Fire Decision Support System

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

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

Final Wildland Fire Record

The final wildland fire project record may include the following:

- FMIS data entry
- Narrative
- WFDSS
- Incident Action Plan(s)
- Daily weather forecasts and spot weather forecasts cumulative fire map showing acreage increase by day
- Total cost summary
- Monitoring data (Wildland Fire Observation Records)
- Critique of fire projections on Incident Action Plan

Physical Fitness and Conditioning

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

Training

Agency Administrator Training

The qualification standards identified in the *Interagency Fire Program Management Qualification Standards* are required, in conjunction with specific

agency requirements, when filling vacant fire program positions, and as an aid in developing Individual Development Plans (IDPs) for employees.

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

Fire Management Officer Training

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

FWS Firefighter General Training Requirements

	One-Time Training	Annual Training	Recurring Training
Agency permanent, career seasonal, & temporary firefighters	Hazardous Materials-First Responder Awareness Level	Blood Borne Pathogens (online – DOI Learn)	First Aid /CPR (every 2 years)
	B3: Combination Helicopter/Airplane Safety (Classroom/Online)	RT-130 Annual Fireline Safety Training	B3: Combination Helicopter/Airplane Safety Refresher (every 3 years)
	Hazardous Materials (see 242 FW 6 Table 6-4)	Hazardous Materials (see 242 FW 6 Table 6-4)	Defensive Driving (every 3 years)
AD & EFF	**Required Training**		
	First Aid/CPR	Defensive driving (if operating GOV)	

Fish and Wildlife Service Specific Qualifications

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

Chapter 05
USDA Forest Service Wildland Fire and Aviation Program Organization and Responsibilities

Introduction

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

Foundational Doctrine

The vision of the Forest Service's Fire and Aviation Management program 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. To support this vision, five objectives set the foundation for an all-inclusive and comprehensive High Reliability Fire Management program. These objectives are intrinsic for supporting the vision.

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

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

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

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

The Operational Environment

- *Fire Suppression*

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

Mission

- *Forest Service Wide*

2. The Forest Service is prepared and organized to support national and international emergencies with trained personnel and other assets when requested.

3. Agency employees respond when they come across situations where human life is immediately at risk or there is a clear emergency, and they are capable of assisting without undue risk to themselves or others.

4. In responding to emergencies, we will bring the same professionalism and passion for safety as we do to non-emergency situations.

5. Support for local fire emergencies takes priority over accomplishment of local resource targets. Support of non-local fire emergencies will be at the discretion of the local line officer, as bounded by agency agreements and Regional or National direction.

6. A cooperative relationship between the Forest Service and other agencies is essential. The Forest Service is committed to honor its part of the joint responsibility to develop and maintain effective working relationships with its intergovernmental cooperators.

- *Fire & Aviation Management*

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

- *Fire Suppression*

8. Successful fire suppression is essential to support the Forest Service mission.

9. The intent of wildfire suppression is to protect human life, property, and at risk lands and resources.

Leadership and Accountability

- *Forest Service Wide*

10. The hallmarks of Forest Service leadership are action, attitude, and accountability.

11. Leaders express clear and concise intent to ensure assignments are managed safely, effectively, and efficiently.

12. Leaders regularly monitor operations for effectiveness, and take action when there is recognition of exceptional or problematic employee performance.

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

- *Fire Suppression*

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

Roles and Relationships

- *Forest Service Wide*

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

- *Fire & Aviation Management*

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

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

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

- *Fire Suppression*

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

Operations

- *Forest Service Wide*

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

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

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

- *Fire Suppression*

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

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

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

Risk Management

- *Fire Suppression*

30. We practice risk management to minimize the exposure and affects of the inherent hazards in fire suppression while maximizing the opportunities to achieve leader intent.

Agency Administrator Positions

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

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

Training and Core Competencies

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

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

Line Officer Certification Program

The following principles will guide certification of Agency Administrators in fire management:

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

Line Officers will be evaluated in three basic areas:

- Training;
- Background and experience; and
- Demonstrated understanding of concepts and principles.

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

Guidelines

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

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

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

- **Training:** Fire Management Leadership or National Fire Management for Line Officers, and attain WFDSS Certification as described per authorization level in FSM 5120.
- **Background and Experience:**
  - Successful management of a minimum of one Type 3 or higher fire, or one successful higher complexity fire (Type 2 or higher) quality shadow assignment (consider complexity and size of the fires).

- Management oversight of a low-complexity fire program and/or experience as an Agency Administrator or representative.
- Applicable experience in all hazard or other incident oversight may be considered in lieu of this experience.
- Consider career fire experience.

- **Demonstrated Ability:** Successful evaluation by a coach (including feedback from ICs or ACs) that the candidate has demonstrated understanding and application of the responsibilities of an Agency Administrator on smaller low-complexity fires with a basic understanding of the elements of the core competencies.

Journey Level - The line officer could manage a moderate to high complexity fire. The line officer needs to be certified at the Working Level and should meet the following:

- **Training:** Fire Management Leadership or National Fire Management for Line Officers, and attain WFDSS Certification as described per authorization level in FSM 5120.
- **Background and Experience:**
  - Successful management of a minimum of one Type 2 or higher fire, or one successful higher complexity fire (Type 1) quality shadow assignment, depending on fire experience (complexity and size of the fires should be considered).
  - Management oversight of a moderate-complexity fire program, or experience as an Agency Administrator or representative on Type 2 or higher fires.
  - Applicable experience in all-hazard or other incident oversight may also be considered in lieu of other guidelines.
- **Demonstrated Ability:** Successful evaluation by a coach (including feedback from ICs or ACs) that the candidate has demonstrated understanding and application of the responsibilities of an Agency Administrator on moderate to large complex fires in the core competencies, and other elements that may be relevant.

Advanced Level - The line officer could manage a high complexity fire. The line officer needs to be certified at the Journey Level, and should meet the following:

- **Training:** Fire Management Leadership or National Fire Management for Line Officers, and attain WFDSS Certification as described per authorization level in FSM 5120.
- **Background and Experience:**
  - Successful management of a minimum of five Type 1 or 2 fires (at least one of which is a Type 1 fire), depending on fire experience (complexity and size of the fires should be considered).
  - Management oversight of a moderate to high-complexity fire program.
  - Applicable experience in all hazard or other incident oversight may also be considered in lieu of other guidelines.

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

Other Considerations

Core competencies, consistent with Fire Doctrine principles, include:

- Safety;
- Strategies and tactics for cost containment;
- Incident management processes;
- Understanding of decision support tools;
- Situational awareness of resource availability & allocation;
- Understanding fire agreements and cost apportionment;
- WFDSS experience;
- Monitoring and evaluation of fire operations;
- Risk management; and
- Social/political awareness and interpersonal relations.

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

- Upper levels of fire leadership and fire management courses;
- Function as the Line Officer in sand table exercises and training simulations in S-420, S-520, and other fire courses;
- Participate in advanced risk management training;
- Get assigned to a Type 1 or Type 2 team as a training assignment (e.g. shadow Plans) and see the world from their viewpoint;
- WFDSS training (see the WFDSS homepage http://wfdss.usgs.gov/wfdss for training materials);
- Include risk management and fire management topics during annual line officer meetings;
- Attend staff rides (staff rides need to include a stand that portrays the line officer perspective);
- Participate in prescribed fires and/or attend prescribed fire training;
- Participate in other leadership and/or decision-making training;
- Attend L-580 *Leadership is Action*;
- For additional information, a copy of the *Line Officer Desk Reference for Fire Program Management* can be downloaded at: http://www.wfmrda.nwcg.gov/reference_&_guidance.php under the heading “USFS Line Officer Desk Reference”.

Guidance on the Selection of Coaches

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

Criteria for individuals serving as Coaches are as follows:

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

Specific Agency Administrator Responsibilities for Fire and Aviation at the Field Level

Responsibilities

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

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

Preparedness

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

- Identify resource management objectives to maintain a current Fire Management Plan (FMP) that identifies an accurate level of funding for personnel and equipment.
- Develop preparedness standards that are in compliance with agency fire policies.
- Management teams 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 transfers of incident command, periods of multiple fire activity, and Red Flag Warnings.
- Ensure fire and aviation preparedness reviews are conducted each year and include the key components of the record of decision for the nationwide aerial application of fire retardant on National Forest System land.
- Meet annually with cooperators and review interagency agreements to ensure their continued effectiveness and efficiency.
- Meet annually with local US Fish and Wildlife Service and NOAA Fisheries specialists to ensure the avoidance maps reflect changes during the year on additional species or changes made for designated critical habitat, and reporting and monitoring guidelines are still valid and being applied.
- Convene and participate in annual conferences and fire reviews.
- Agency Administrators, Fire Program Managers, and/or Safety and Health Program Managers shall conduct after action reviews on all Type 3 fires and a minimum of 10% of their unit's Type 4 and 5 fires and document their inspections in the incident records.

Suppression

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

buffers) and otherwise evaluate the need for resource advisors for all other fires, and assign as appropriate.

- For all unplanned human-caused fires where responsibility can be determined, ensure actions are initiated to recover cost of suppression activities, land rehabilitation, damages to the resource, and improvements.
- Ensure structure exposure protection principles are followed.

Responsibilities and Oversight

- Agency Administrators are responsible for all aspects of fire management.
- Agency Administrators will ensure that all Forest Service employees and employees of interagency partners working on Forest Service jurisdiction wildfires clearly understand direction.
- Agency Administrators must approve and publish decisions in WFDSS (and subsequent courses of action) and issue delegations of authority to the Incident Commander. The Agency Administrator authority is based on incident type.

Incident Type	USFS Approval*
Type 1	Regional Forester level with National oversight
Type 2	Forest Supervisor level with oversight by the Regional Forester
Type 3,4,5	District Ranger level with oversight by the Forest Supervisor

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

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

Risk Management Framework

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

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

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

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

1. Complete an incident Risk Assessment
   - Develop an assessment of what is at risk (from preseason work or input from key stakeholders), and the associated probabilities and potential consequences.
2. Complete a Risk Analysis
   - Consider alternatives (objectives, strategies and tactics) against desired outcomes, exposure to responders, probability of success and values to be protected.
3. Complete Two-Way Risk Communications
   - Engage community leaders, local government officials, partners, and other key stakeholders of the incident to share the risk picture and enlist input.
4. Conduct Risk Sharing Dialogue
   - Engage appropriate senior line officers and political appointees (as necessary) regarding the potential decision aimed at obtaining understanding, acceptance, and support for the alternatives and likely decision.
5. Make the Risk Informed Decision
6. Document the risk: assessment, analysis, communication, sharing and decision in WFDSS
7. Continue Monitoring and Adjusting as necessary or as conditions change.

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

- Complete an incident after action review.

- Engage key stakeholders of the incident to be involved
- Review what worked, what did not work and suggestions for improvement

- Conduct a peer review after action process
  - Engage others who have had similar incidents to learn strategies for improvement
- Implement plans for improvement
  - Make use of lessons learned in real-time if possible

Safety

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

Fuels

- Complete a fuels treatment effectiveness assessment on all wildfires which start in or burn into a fuel treatment area.
- Enter results of the assessment in the Fuels Treatment Effectiveness Monitoring (FTEM) database found at: www.nwportal.fs.usda.gov within 90 days of control of the fire.

Prescribed Fire

- Provide program leadership by visiting prescribed fire treatment projects and providing leader's intent to prescribed fire personnel.
- Ensure compliance with National and Regional Office policy and direction for prescribed fire activities and ensure that periodic reviews and inspections of the prescribed fire program are completed.
- Adhere to procedures for Regional and/or National level approvals for new and continued prescribed fire activities at National Preparedness Levels 4 and 5 as described in the *National Interagency Mobilization Guide.*
- Ensure a Prescribed Fire Plan is written and approved for each project prior to implementation in accordance with the *Interagency Prescribed Fire Planning and Procedures Guide* available at: www.nwcg.gov/pms/RxFire/rxfire.htm
- Review Prescribed Fire Plans:
  - Ensure that the prescribed fire plan has been reviewed and recommended by a qualified technical reviewer.

- Ensure that prescribed fire plans are designed to achieve desired conditions as described in Land and Resource Management Plans and project-specific NEPA analysis.

- Approve Prescribed Fire Plans:
  - Minimum qualifications for Forest Supervisors, District Rangers, other Line Officers and formally delegated "Acting" Line Officers to approve prescribed fire plans are:
    - Completing a National or Regional Fire Management Leadership course, or
    - Qualifying in a Type 1 or 2 Command and General Staff position (currency not required), or
    - Qualifying as a Prescribed Fire Burn Boss (RXB1 or RXB2) or Prescribed Fire Manager (RXM1 or RXM2) (currency not required).
  - Authority to approve prescribed fire plans is held at the Forest Supervisor level but may be delegated in writing to other qualified line officers or staff.
  - Approve prescribed fire plan amendments and determine the need for additional technical review of proposed plan amendments prior to approval.
- Reauthorize all prescribed fire plans if more than one year has elapsed since last authorization.
- Report all instances of prescribed fires resulting in a wildfire declaration and/or air quality Notice-of-Violation.

Fire Management Positions

The following standards show the minimum operational experience required for fire management positions. The *Interagency Fire Program Management Qualifications Standard (IFPM)* and *Forest Service Fire Program Management Standard (FS-FPM)* will be used in conjunction with specific agency requirements when filling vacant fire program positions, and as an aid in developing Individual Development Plans (IDPs) for employees.

Specific Fire Management Staff Responsibilities for Fire Operations at the Field Level

Preparedness

- Use sound risk management practices as the foundation for all aspects of fire and aviation management.
- Ensure that only trained and qualified personnel are assigned to fire and aviation duties.
- Develop, implement, evaluate, and document fire and aviation training program to meet current and anticipated needs.
- Establish an effective process to gather, evaluate, and communicate information to managers, supervisors, and employees. Ensure clear concise communications are maintained at all levels.

- Ensure fire and aviation management staffs understand their roles, responsibilities, authority, and accountability.
- Develop and maintain effective communication with the public and cooperators.
- Regardless of funding level, provide a safe, effective, and efficient fire management program.
- Organize, train, equip, and direct a qualified work force. An Individual Development Plan (IDP) must be provided for incumbents who do not meet new standards. Establish qualification review process.
- Take appropriate action when performance is exceptional or deficient.
- Ensure fire and aviation policies are understood, followed, and coordinated with other agencies as appropriate.
- Ensure that adequate resources are available to implement fire management operations.
- Provide fire personnel with adequate guidance, training, and decision-making authority to ensure timely decisions.
- Develop and maintain agreements, annual operating plans, and contracts on an interagency basis to increase effectiveness and efficiencies.
- Develop, maintain, and annually evaluate the FMP to ensure accuracy and validity.
- Ensure budget requests and allocations reflect preparedness requirements in the FMP.
- Develop and maintain current operational plans. (e.g., dispatch, pre-attack, prevention).
- Ensure that reports and records are properly completed and maintained.
- Ensure fiscal responsibility and accountability in planning and expenditures.
- Assess, identify, and implement program actions that effectively reduce unwanted wildland fire ignitions and mitigate risks to life, property, and resources.
- Work with cooperators to identify processes and procedures for providing fire adapted communities within the wildland urban interface.

Suppression

- Provide for and personally participate in periodic site visits to individual incidents and projects.
- Utilize the Organizational Needs Assessment and/or Complexity Analysis to ensure the proper level of management is assigned to all incidents.
- Ensure incoming personnel and crews are briefed prior to fire and aviation assignments.
- Coordinate the development of Published Decisions within WFDSS with local unit staff specialists for all fires that escape initial attack.
- Ensure effective transfer of command of incident management occurs and safety is considered in all functional areas.

- Monitor fire activity to anticipate and recognize when complexity levels exceed program capabilities. Increase managerial and operational resources to meet needs.
- Complete cost recovery actions when unplanned human-caused fires occur.
- Ensure structure exposure protection principles are followed.
- Ensure all misapplications of wildland fire chemicals are reported and appropriate consultation conducted as needed (see Chapter 12).
- Ensure 5% assessment of fires less than 300 acres that had aerial fire retardant used and have avoidance areas as a result of the record of decision for the nationwide aerial application of fire retardant on National Forest System land is completed and documented for misapplication reporting.
- Ensure all assessments of impacts to threatened and endangered species or cultural resources are conducted by trained and qualified resource personnel.

Safety

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

Prescribed Fire

- Ensure a written, approved burn plan exists for each prescribed fire project.
- Prepare and implement all prescribed fire plans in accordance with the *Interagency Prescribed Fire Planning and Procedures Guide* available at: www.nwcg.gov/pms/RxFire/rxfire.htm
- Ensure that the Prescribed Fire Burn Boss assigned to each project is qualified at the appropriate level as determined by project complexity (see the *Interagency Prescribed Fire Planning and Procedures Guide* at www.nwcg.gov/pms/RxFire/rxfire.htm for specific guidance).
- Review and update all prescribed fire plans as necessary to comply with new policy or procedures and submit to agency administrator for review and approval.
- Submit amendments to prescribed fire plans to the agency administrator for approval.
- Resubmit prescribed fire plans to agency administrator if more than one year has elapsed since last authorization was signed.

Structure Exposure Protection Principles

Mission and Role

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

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

Strategic Principles

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

Tactical Applications

Structure Protection Definition

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

USFS Role

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

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

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

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

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

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

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

The Forest Service shall not:

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

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

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

Local Government Role

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

Cost

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

Tactical Operating Principles

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

- The first priority for all risk-decisions is human survival, both of firefighters and the public.
- Incident containment strategies specifically address and integrate protection of defendable improved property and wildland values.
- Direct protection of improved property is undertaken when it is safe to do so, when there are sufficient time and appropriate resources available, and when the action directly contributes to achieving overall incident objectives.
- Firefighter decision to accept direction to engage in structure protection actions is based on the determination that the property is defendable and the risk to firefighters can be safely mitigated under the current or potential fire conditions.
- A decision to delay or withdraw from structure protection operations is the appropriate course of action when made in consideration of firefighter safety, current or potential fire behavior, or defensibility of the structure or groups of structures.
- Firefighters at all levels are responsible to make risk-decisions appropriate to their individual knowledge, experience, training, and situational awareness.
- Every firefighter is responsible to be aware of the factors that affect their judgment and the decision-making process, including: a realistic perception of their own knowledge, skills, and abilities, the presence of life threat or structures, fire behavior, availability of resources, social/political pressures, mission focus, and personal distractions such as home, work, health, and fatigue.
- An individual's ability to assimilate all available factors affecting situational awareness is limited in a dynamic wildland urban interface fire environment. Every firefighter is responsible to understand and recognize these limitations, and to apply experience, training and personal judgment to observe, orient, decide, and act in preparation for the "worst case".
- It is the responsibility of every firefighter to participate in the flow of information with supervisors, subordinates, and peers. Clear and concise communication is essential to overcome limitations in situational awareness.

Chapter 6

RESERVED

This chapter is reserved.

Chapter 07
Safety and Risk Management

Introduction

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

Policy

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

Agency Specific Safety Policy Documents:

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

For additional safety guidance, refer to:

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

Guiding Principles

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

Goal

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

Definitions

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

Risk Management Process

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

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

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

A completed JHA/RA is required for:

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

- Supervisors and appropriate line managers must ensure that established JHAs are reviewed and signed prior to any non-routine task or at the beginning of the fire season.
  - ***BLM-*** *Additional RA information can be obtained at: http://web.blm.gov/portal/employeeresources/allemployees/safety/riskmanagment.php*
  - ***FS -*** *JHA's must include a description of the emergency medical procedures, identification of key individuals, and actions that will be taken to ensure prompt and effective medical care and evacuation. See FSH 6709.11, section 21.1 for more information.*

Work/Rest

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

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

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

Length of Assignment

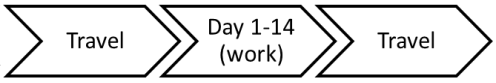
Assignment Definition

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

Length of Assignment

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

14-Day Scenario



Days Off

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

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

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

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

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

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

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

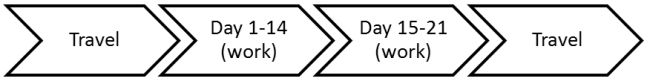
Assignment Extension

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

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

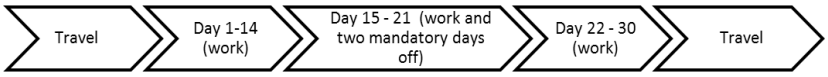
Upon completion of the standard 14-day assignment, an extension of up to an additional 14 days may be allowed (for a total of up to 30 days, inclusive of mandatory days off, and exclusive of travel).

21-Day Scenario



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

30-Day Scenario



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

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

Single Resource/Kind Extensions

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

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

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

Incident Management Team Extensions

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

Maximum Consecutive Days Worked- Home Unit

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

Driving Standard

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

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

General Driving Policy

- Employees must have a valid state driver's license in their possession for the appropriate vehicle class before operating the vehicle. Operating a government-owned or rental vehicle without a valid state driver's license is prohibited.
- All drivers whose job duties require the use of a motor vehicle will receive initial defensive driver training within three months of entering on duty and refresher driver training every three years thereafter.
  - ***BLM /FS-*** *Driver training is required prior to operating a vehicle for official purposes.*
- All traffic violations or parking tickets will be the operator's responsibility.
- All driving requiring a CDL will be performed in accordance with applicable Department of Transportation regulations.
- Drivers and all passengers are required to use provided seat belts at all times when the motor vehicle is in motion.
- Employees operating any motor vehicle with a Gross Vehicle Weight Rating (GVWR) of 26,000 pounds or more, towing a vehicle 10,000 pounds GVWR or more, hauling hazardous material requiring the vehicle to be placarded, or transporting 16 or more persons (including the driver) must possess a valid Commercial Drivers License (CDL) with all applicable endorsements. Program funds are authorized to pay for the cost of CDL licensing fees and exams, necessary for employees to operate fire equipment. In those cases where a test has been failed and must be retaken,

the employee will be responsible for costs associated with additional testing.

- ***BLM-*** *BLM Form 1112-11 will be used to document every fire and aviation employee's authorization to drive government vehicles or to drive private or rental vehicles for government business. BLM Form 1112-11 replaces form OF-345, form DI-131, and any equivalent form that has been created for local or state level use. Employees are required to self-certify their physical ability to operate vehicles which they are authorized to use. Drivers of vehicles that require a Commercial Driver's License may be required to have additional driver, medical, and fitness testing as required by local and/or state laws. Employees will immediately inform their supervisor and update BLM Form 1112-11 if a change in medical condition impedes their driving ability or if a state driving privilege is restricted for any reason. Supervisors will review the updated form and take appropriate action as necessary. BLM Form 1112-11 is available at: http://web.blm.gov/blmforms/*
- ***FS -*** *Policy requires all operators of government owned, or leased vehicles to have a Forest Service issued Operator's Identification Card (OF-346) indicating the type of vehicles or equipment the holder is authorized and qualified to operate.*
- ***BLM/FWS/NPS –*** *The DOI has granted wildland fire agencies a waiver to allow employees between the ages of 18 and 21 to operate agency commercial fire vehicles using a state issued CDL under the specific conditions as stated below:*
  - *Drivers with a CDL may only drive within the state that has issued the CDL and must comply with the state's special requirements and endorsements.*
  - *These drivers must only drive vehicles that are equipped with visible and audible signals, and are easily recognized as fire fighting equipment. This excludes, but is not limited to, school buses used for crew transport and "low-boy" tractor trailers used for construction equipment transport.*
  - *Supervisors must annually establish and document that these drivers have a valid license (i.e. that the license has not been suspended, revoked, canceled, or that the employee has not been otherwise unqualified from holding a license - 485 DM 16.3.B (1), ensure that the employee has the ability to operate the vehicle(s) safely in the operational environment assigned (485 DM 16.3.B (2), and review and validate the employee's driving record (485 DM 16.3.B(4)).*
- ***NPS-*** *For NPS employees engaged in activities other than wildfire or prescribed fire, refer to the current NPS Official Travel Driving Policy for restrictions.*

- ***BLM/FWS/NPS-*** *Employees, volunteers, and contractors (for BLM, this includes co-operators) are prohibited from using any mobile voice/data*

communication or electronic data retrieval device while operating a government owned, leased, or rented vehicle or while operating a personally-owned vehicle for official government business, and are further prohibited from using any government-owned mobile communication or data retrieval device while operating a personally-owned vehicle. Government purchased two-way radios are exempt from this requirement. The use of any of these devices during an emergency situation (immediate threat to life) is limited to the extent necessary to convey vital information. When there is a passenger in the vehicle and the vehicle is in motion, the passenger shall manage communications to prevent driver distraction.

- ***FS-*** *Drivers shall not engage in cellular phone or mobile radio communications while the vehicle is in motion unless actively engaged in an emergency such as wildland firefighting. During non-emergency situations, the driver shall identify a safe location to stop the vehicle and then engage in cellular phone or mobile radio communications. These restrictions apply whether or not hands-free technology is available.*

Non-Incident Operations Driving

Refer to the current driving standards for each individual agency.

Mobilization and Demobilization

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

Incident Operations Driving

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

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

driver was still compliant with the 10 hour individual (behind the wheel) driving time limitations.

Fire Vehicle Operation Standards

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

Management Controls to Mitigate Exposure

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

Wildland Fire Field Attire

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

Personal Protective Equipment (PPE)

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

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

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

Required Fireline PPE includes:

- Wildland fire boots
- Fire shelter (M-2002)
- Hard hat with chinstrap
- Goggles/safety glasses (as identified by JHAs/RAs)

- Ear plugs/hearing protection
- Yellow long-sleeved flame resistant shirt
- Flame resistant trousers
- Leather or leather/flame resistant combination gloves. Flight gloves are not approved for fireline use.
- Additional PPE as identified by local conditions, material safety data sheet (MSDS), or JHA/RA

    - ***FS-*** *Shirt, trousers, and gloves used by USFS personnel must meet Forest Service specification 5100-91 (shirt), 5100-92 (trousers), 6170-5 (gloves), or be certified to the National Fire Protection Association (NFPA) 1977, Standard on Protective Clothing and Equipment for Wildland Fire Fighting.*

Wildland Fire Boot Standard

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

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

- ***DOI-*** *The DOI has issued policy authorizing payment of a boot stipend by DOI agencies. See agency-specific guidance for implementation of the DOI policy.*

Fire Shelters

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

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

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

Fire shelters will be carried in a readily accessible manner by all line personnel. The deployment of shelters will not be used as a tactical tool. Supervisors and firefighters must never rely on fire shelters instead of using well-defined escape routes and safety zones. When deployed on a fire, fire shelters will be left in place if it is safe to do so and not be removed pending approval of authorized

investigators. Firefighters must report the shelter deployment incident to their supervisor as soon as possible.

Head Protection

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

Acceptable hardhats for fireline use are:

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

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

Eye and Face Protection

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

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

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

Hearing Protection

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

- Chainsaw operators/fallers.

- Pump operators.
- Helibase and aircraft ramp personnel.
- Wildland fire chemical mixing personnel.

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

Neck Protection

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

Shrouds should be positioned in a manner that allows for immediate use. For additional information see MTDC Tech Tip *Improved Face and Neck Shroud for Wildland Firefighters, 2004* (0451-2323-MTDC).
http://fsweb.mtdc.wo.fs.fed.us/pubs/htmlpubs/htm04512323/index.htm

Leg Protection

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

Respiratory Protection

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

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

Managers and supervisors will not knowingly place wildland firefighters in positions where exposure to toxic gases or chemicals that cannot be mitigated and would require the use of self-contained breathing apparatus.
Managers will not sign cooperative fire protection agreements that would commit wildland firefighters to situations where exposure to toxic gases or chemicals would require the use of self-contained breathing apparatus.

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

Specialized or Non Standard Personal Protective Equipment (PPE)

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

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

High Visibility Vests

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

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

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

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

Additional information is available in the Missoula Technology and Development Center (MTDC) report, *High-Visibility Garments and Worker*

Safety on Roadways (1251-2818P-MTDC).
http://fsweb.mtdc.wo.fs.fed.us/pubs/htmlpubs/html12512818

Fireline Safety

Incident Briefings

Fire managers must ensure that safety briefings are occurring throughout the fire organization, and that safety factors are addressed through the IC or their designee and communicated to all incident personnel at operational briefings. The identification and location of escape routes and safety zones must be stressed. A briefing checklist can be found in the *Incident Response Pocket Guide (IRPG).*

LCES - A System for Operational Safety

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

- L - Lookout(s)
- C - Communication(s)
- E - Escape Route(s)
- S - Safety Zone(s)

Right to Refuse Risk

Every individual has the right to turn down unsafe assignments. When an individual feels an assignment is unsafe, they also have the obligation to identify, to the degree possible, safety alternatives for completing that assignment. The IRPG contains a process for properly refusing risk.

Smoke and Carbon Monoxide

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

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

Location of Fire Camps and Plans to Remain in Place

Fire camps should be located in areas that will service the incident for the long term without having to relocate. Due to such factors as extreme fire behavior, fire camp locations might be compromised. Incident Commanders are to be especially vigilant to quickly identify situations that may put their fire camp(s)

or any other adjacent fire camps in jeopardy. As such, planning for evacuation and/ or remain in place actions should be considered. Evacuation plans at a minimum shall include:

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

Standard Safety Flagging

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

- Hot-pink flagging marked "Escape Route" (NFES 0566). Crews with colorblind members may wish to carry and utilize fluorescent chartreuse flagging (NFES #2396).
- Hazards. Yellow with black diagonal stripes, 1 inch wide (NFES 0267). If the above recommendation is not utilized on an incident, the incident will need to identify the selected color and make it known to all firefighters.

Emergency Medical Planning and Services

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

Incident Emergency Management Planning

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

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

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

- An Incident Emergency Plan that identifies medical evacuation options, local/county/state/federal resource capabilities, capacities, ordering procedures, cooperative agreements, role of dispatch centers, and key contacts or liaisons;
- Standardized communication center protocols that include the following components:
  - Determine the nature of the emergency;
  - If the emergency is a medical injury/illness, determine if the injury/illness is life threatening;
  - If the injury is life threatening, then clear designated frequency for emergency traffic;
  - Identify the on-scene point of contact by position and last name (i.e. TFLD Smith);
  - Ensure that the Medical Unit Leader (if assigned) is contacted immediately;
  - Identify number injured, patient assessment(s) and location (geographic and/or GPS coordinates);
  - Identify on-scene medical personnel by position and last name (i.e. EMT Jones);
  - Identify preferred method of patient transport;
  - Determine any additional resources or equipment needed;
  - Document all information received and transmitted on the radio or phone;
  - Document any changes in the on-scene point of contact or medical personnel as they occur;
- For incidents that require the preparation of an IAP, an incident medical plan that satisfies the requirements found in NWCG memo number 025-2010 is required, and will include an expanded block eight of the ICS-206 Medical Plan detailing available resources (ground and air), roles, responsibilities, and hazard mitigations.

For more information, refer to NWCG 025-2010 at http://www.nwcg.gov/general/memos/nwcg-025-2010.html

Air Ambulance Coordination

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

Incident Emergency Medical Services

Agencies will follow interim NWCG minimum standards for incident emergency medical services as defined in Appendix K (NWCG#011-2208) to assist wildland fire Incident Commanders with determining the level and

number of emergency medical resources and related supplies needed based upon the number of incident personnel. This standard as well as other incident medical information can be found on the NWCG Incident Emergency Medical Subcommittee website at:
http://www.nwcg.gov/branches/pre/rmc/iems/index.html

Incidents that have established Medical Units shall follow the direction as outlined in *Interim NWCG Minimum Standards for Medical Units Managed By NWCG Member Agencies* at:
http://www.nwcg.gov/branches/pre/rmc/iems/policyguides/minimum_stds_for_medical_units.pdf

NWCG has published *Clinical Treatment Guidelines for Wildland Fire Medical Units (PMS 551)*. These guidelines establish a national approach for medical care during large incidents that expand the typical emergency management services (EMS) scope of practice to include the mission of managing and maintaining the health and wellness of wildland fire personnel. These guidelines are available at:
http://www.nwcg.gov/branches/pre/rmc/iems/index.html

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

Required Treatment for Burn Injuries

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

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

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

The Agency Administrator or designee for the incident will coordinate with the employee's home unit to identify a workers compensation liaison to assist the injured employee with workers compensation claims and procedures. Workers compensation benefits may be denied in the event that the attending physician does not agree to refer the firefighter to a regional burn center.

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

Burn Injury Criteria

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

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

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

Explosives, Munitions, and Unexploded Ordnance

When encountering explosives, munitions, unexploded ordinance (UXO), or suspected UXO, never pick up, handle, uncover, or touch suspected explosives or military munitions. Retreat and secure the area from entry. Immediately notify the local dispatch office, and gather as much information as possible from a safe distance.
Gather the following information and provide it to the dispatch center:

- Location of the explosive/munitions using a map, GPS coordinates, or landmarks (use of a GPS receiver is acceptable because it is a receive-only device).
- Picture of the explosive if it can be obtained from a safe distance.
- Who discovered the explosive/munitions and how they can be contacted.

- Condition of the explosive/munitions (e.g., buried, partially exposed, fully exposed, deteriorated, or punctured).
- Number and type of explosive/munitions visible (e.g., blasting caps, dynamite, bomb, grenade, etc.).
- Estimated size of explosive/munitions (e.g., length and diameter).
- Distinctive features of explosive/munitions (e.g., shape, color, markings).
- Nearby structures, if any (so inhabitants can be contacted and evacuated if necessary).
- Public access to the vicinity (i.e., open or closed to motor vehicles).

Never spend more time near munitions, suspected explosives, or UXO than is absolutely necessary. Only collect the above information as long as it is safe to do so from a distance. Never compromise safety to collect information.

Notifications

Local dispatch centers are responsible for notifying:

- Agency law enforcement;
- Unit safety officer;
- Agency Administrator; and
- Local law enforcement.

Discovery of Explosives/Munitions/UXO Associated with Former Defense Sites

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

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

For additional UXO safety information, see the current IRPG.

Industrial and Naturally Occurring Hazardous Exposures

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

This section provides information and mitigations for most commonly encountered industrial and naturally occurring potential exposures. Recognizing

there may be unique/area specific hazardous exposures (e.g., fungus causing valley fever, erionite, coal seams), the following standards apply to all hazards:

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

Dump and Spill Sites

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

- Follow the procedures in the IRPG;
- Treat each site as if it contains harmful materials;
- Do not handle, move, or open any container, breathe vapors, or make contact with the material;
- Move a safe distance upwind from the site;
- Contact appropriate personnel. Generally, this is the Hazardous Materials Coordinator for the local office; and
- Firefighters need to immediately report hydrogen sulfide (H_2S) or potential exposure and seek immediate medical care.
- ***BLM/FWS/NPS -*** *Agencies require that all field personnel complete First Responder Awareness training. Firefighters are required to take an annual refresher for Hazardous Material protocol.*

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

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

Wildland Fires In or Near Oil/Gas Operations

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

- Firefighters shall receive annual oil and gas hazard recognition and mitigation training;
- Local unit shall complete a JHA/RA for wildland fire activities in oil and gas areas and provide a copy with a briefing to all local and incoming resources;
- Establish Response Protocols and proper decontamination procedures to minimize exposure to additional employees, equipment, and facilities. Protocols will include notification procedures to respective oil and gas company(s);
- Ensure oil and gas resource advisors are consulted;
- Ensure that at least one member of each squad or engine crew is knowledgeable in the use and data interpretation of the H_2S gas monitor. Training on the device will include at a minimum:
  - Equipment charging and maintenance of sensors;
  - Startup, zeroing, calibration, and bump testing procedures as recommended by the manufacturer; and
  - How the monitor elicits a warning alarm (visual, auditory, vibration).
- Understand Peak Reading, Short Term Exposure Limits (STEL), and Time Weighted Averages;
  - Understand how to set the monitors alarm threshold.
- The monitor's alarm shall be set at the current American Conference on Governmental Industrial Hygienists (ACGIH) Threshold Limit Value (10 PPM 2008) and STEL (15 PPM 2008);
- If H_2S gas is encountered, immediately disengage and leave area; and
- Do not establish incident base camps or staging areas in or near oil and gas operations.

The following websites provide additional information and training resources:

- http://www.nifc.gov/video/HazMat.wmv
- http://iirdb.wildfirelessons.net/main/Reviews.aspx
- www.nfpa.org/assets/files/pdf/Sup10.pdf
- A template for briefing Incident Management Teams is available in the "Additional Resources" section of the NIFC Safety website at www.nifc.gov

Wildland Fires In or Near Radioactive Locations

Abandoned uranium mines and other potential radioactive sites exist in many areas of public lands. When these areas are identified, local management should provide information and direction on operations to be used. General knowledge and understanding of potential radiation exposure is necessary for wildland fire

program management to make valid risk management decisions in these areas. The following websites provide this information and general guidelines:

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

Hazardous Water Sources

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

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

Hydrogen Cyanide (HCN) Exposure

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

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

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

Safety for Personnel Visiting Fires

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

Visits to an Incident Base

Recommended field attire for visits to incident base camps and other non-fireline field locations:

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

Fireline Logistical Support

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

- Complete fire shelter training
- Fireline PPE
- Receive an incident briefing
- Ensure adequate communications are established
- Other requirements (if any) established by the Incident Commander
- A Work Capacity Test (WCT) is not required unless required for a specific position defined in the PMS 310-1.

Minimum Requirements for Visits to the Fireline/RX Burns

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

- Visits to the fireline must have the approval of the IC/Burn Boss.
- Visitors must maintain communications with the DIVS or appropriate fireline supervisor of the area they are visiting.
- Required PPE:
  - Wildland fire boots.
  - Yellow long-sleeved flame resistant shirts.
  - Flame resistant trousers.
  - Hard hat with chinstrap.
  - Leather or leather/flame resistant combination gloves. Flight gloves are not approved for fireline use.
  - Fire shelter (M-2002), must also receive fire shelter training.
- Required field attire:
  - Undergarments made of 100 percent or the highest possible content of natural fibers or flame-resistant materials.
- Required equipment/supplies:
  - Hand tool.
  - Water canteen.

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

Non-Escorted Visits

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

- Must have adequate communications and radio training.
- Completed the following training:
  - Introduction to Fire Behavior (S-190).
  - Firefighter Training (S-130).
  - Annual Fireline Safety Refresher Training, including fire shelter training.
- Deviation from this requirement must be approved by the IC or Burn Boss.

The law enforcement physical fitness standard is accepted as equivalent to a "light" WCT work category.

Escorted Visits

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

- Visitors must receive training in the proper use of PPE.
- Requirement for hand tool and water to be determined by escort.
- Visitors must be able to walk in mountainous terrain and be in good physical condition with no known limiting conditions.
- Escorts must be minimally qualified as Single Resource Boss. Any deviation from this requirement must be approved by the IC or Burn Boss.

Helicopter Observation Flights

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

- Required PPE:
  - Flight helmet
  - Leather boots
  - Flame-resistant clothing
  - All leather or leather and aramid gloves

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

Fixed-Wing Observation Flights

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

Six Minutes for Safety Training

It is recommended that daily Six Minutes for Safety training be conducted that focuses on high-risk, low frequency activities that fire personnel may encounter

during a fire season. A daily national Six Minutes for Safety briefing can be found at: http://www.nifc.gov/sixminutes/dsp_sixminutes.php or the National Incident Management Situation Report.

SAFENET

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

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

Individuals who observe or who are involved in an unsafe situation shall initiate corrective actions if possible, and then report the occurrence using SAFENET. You are encouraged, but not required, to put your name on the report. Prompt replies to the originator (if name provided), timely action to correct the problem, and discussion of filed SAFENETs at local level meetings encourage program participation and active reporting.

SAFENET is not the only way to correct a safety-related concern and it does not replace accident reporting or any other valid agency reporting method. It is an efficient way to report a safety concern. It is also a way for front line firefighters to be involved in the daily job of being safe and keeping others safe, by documenting and helping to resolve safety issues. SAFENETs may be filed:

- Electronically at http://safenet.nifc.gov;
- Verbally by telephone at 1-888-670-3938; or
- By SAFENET Field Card

The SAFENET Field Card can be used by wildland fire personnel to immediately identify and report unsafe situations or close calls that should receive immediate resolution/mitigation. If the situation cannot be resolved at the local/incident level, the reporting individual is encouraged to follow the formal SAFENET submission process stated above. SAFENET Field Cards are available at: http://safenet.nifc.gov

Accident/Injury Reporting

The Occupational Safety and Health Administration (OSHA) mandates that all accidents and injuries be reported in a timely manner. This is important for the following reasons:

- To protect and compensate employees for incidents that occur on-the-job.
- To assist supervisors and safety managers in taking corrective actions and establish safer work procedures.
- To determine if administrative controls or Personal Protective Equipment are needed to prevent a future incident of the same or similar type.
- To provide a means for trend analysis.

Employees are required to immediately report to their supervisor every job-related accident. Managers and supervisors shall ensure that an appropriate level of investigation is conducted for each accident and record all personal injuries and property damage. Coordinate with your human resources office or administrative personnel to complete appropriate Office of Worker's Compensation (OWCP) forms. Reporting is the responsibility of the injured employee's home unit regardless of where the accident or injury occurred.

- ***DOI-*** *employees will report accidents using the Safety Management Information System (SMIS) at https://www.smis.doi.gov/. Supervisors shall complete SMIS report within six working days after the accident/injury.*
- ***FS-*** *employees will use the Safety and Health Information Portal System (SHIPS) through the Forest Service Dashboard at http://fsweb.asc.fs.fed.us/HRM/owcp/WorkersComp_index.php*

Critical Incident Management

The NWCG has published the *Agency Administrator's Guide to Critical Incident Management* (PMS 926). This guide is designed as a working tool to assist Agency Administrators with the chronological steps in managing a critical incident. This document includes a series of checklists, which outline Agency Administrator's and other functional area's oversight and responsibilities. The guide is not intended to replace local emergency plans or other specific guidance that may be available, but should be used in conjunction with existing agency policy, line of duty death (LODD) handbooks, or other critical incident guidance. Local units should complete the guide, and review and update at least annually. This guide is only available electronically at: http://www.nwcg.gov/pms/pubs/pubs.htm.

Critical Incident Stress Management (CISM)

A critical incident may be defined as a fatality or other event that can have serious long term affects on the agency, its employees and their families or the community. Such an event may warrant stress management assistance. The

local Agency Administrator may choose to provide CISM for personnel that have been exposed to a traumatic event.

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

Chapter 08
Interagency Coordination & Cooperation

Introduction

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

National Wildland Fire Cooperative Agreements

USDOI and USDA Interagency Agreement for Fire Management

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

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

DOI, USDA, and DOD Interagency Agreement

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

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

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

National Wildland Fire Management Structure

Wildland Fire Leadership Council (WFLC)

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

The Council consists of the Department of Agriculture's Undersecretary for Natural Resources and Environment, the Deputy Undersecretary for Natural Resources and Environment, and the Chief of the U.S. Forest Service; the Department of the Interior's (DOI) Assistant Secretary for Policy, Management and Budget, the Directors of the National Park Service, Bureau of Indian Affairs, Bureau of Land Management, Fish and Wildlife Service, and U.S. Geological Survey; the Department of Homeland Security's U.S. Fire Administration Administrator; the President of the Intertribal Timber Council; two state governors selected from the National Governors Association; a county commissioner serving as a member of the National Association of Counties; a mayor serving as a member of the National League of Cities; a State Forester 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.

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.

Wildland Fire Executive Council (WFEC)

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

Federal Fire Policy Council (FFPC)

The FFPC provides a common national federal agency approach to wildland fire management. FFPC ensures that wildland fire management policies, programs, activities, and budgets are coordinated and consistent among and between the member agencies and strives for coordinated and consistent policies and programs with non-federal partner and cooperator agencies. FFPC sets strategic policy and program direction, provides coordinated recommendations to the

Secretaries of Agriculture, the Interior, and Homeland Security and resolves inconsistencies among and between federal wildland fire programs.

The FFPC is accountable and has the authority to:

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

The FFPC is responsible to:

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

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

Fire Executive Council (FEC)

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

The FEC is accountable and has the authority to:

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

The FEC is responsible and has the authority to:

- Provide coordinated federal interagency executive level wildland fire policy leadership, direction, and program oversight
- Provide coordinated recommendations and advice to the FFPC
- Provide wildland fire policy and program direction to the Fire Management Board (FMB)
- Provide strategic policy and program integration with resource management, aviation, and other related program areas
- Coordinate and communicate with other non-federal entities
- Set strategic budget direction and recommendations
- Establish strategic direction and requirements for wildland fire information and technology, wildland fire administrative/business support, scientific and research support, and other program areas
- Approve wildland fire policy, as appropriate
- Resolve policy and program management inconsistencies and differences
- Oversee compliance with policy, budget, and program direction
- Charter the Fire Management Board
- Charter the National Wildfire Coordinating Group (NWCG) along with the Intertribal Timber Council and the National Association of State Foresters

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

Fire Management Board (FMB)

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

The FMB is accountable and has the authority to:

- Coordinate federal program management and oversight

The FMB is responsible for and has the authority to:

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

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

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

National Wildfire Coordinating Group (NWCG)

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

Interior Fire Executive Council (IFEC)

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

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

Office of Wildland Fire (OWF)

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

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

OWF has three functional areas:

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

Multi-Agency Management and Coordination

National Multi-Agency Coordinating (NMAC) Group

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

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

Geographic Area Multi-Agency Coordinating (GMAC) Groups

Geographic area multi-agency coordination is overseen by GMAC Groups, which are comprised of geographic area (State, Region) lead administrators or fire managers from agencies that have jurisdictional or support responsibilities, or that may be significantly impacted by resource commitments. GMAC responsibilities include:

- Establish priorities for the geographic area.
- Acquire, allocate, and reallocate resources.

- Provide NMAC with National Ready Reserve (NRR) resources as required.
- Issue coordinated and collective situation status reports.

National Dispatch/Coordination System

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

- National
- Geographic
- Local

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

National Interagency Coordination Center (NICC)

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

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

Geographic Area Coordination Centers (GACCs)

There are 11 GACCs, each of which serves a specific geographic portion of the United States. Each GACC interacts with the local dispatch centers, as well as with the NICC and neighboring GACCs. Refer to the *National Interagency Mobilization Guide* for a complete directory of GACC locations, addresses, and personnel.

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

Local Dispatch Centers

Local dispatch centers are located throughout the country as dictated by the needs of fire management agencies. The principal mission of a local dispatch center is to provide safe, timely, and cost-effective coordination of emergency response for all incidents within its specified geographic area. This entails the

coordination of initial attack responses and the ordering of additional resources when fires escape initial attack.

Local and Geographic Area Drawdown

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

- Ensure adequate fire suppression capability for local and/or geographic area managers.
- Enable sound planning and preparedness at all management levels.

Although drawdown resources are considered unavailable outside the local or geographic area for which they have been identified, they may still be reallocated by the Geographic Area or National MAC to meet higher priority obligations. Refer to Chapter 19 for guidance on establishment of drawdown levels.

National Ready Reserve (NRR)

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

Interagency Incident Business Management Handbook

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

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

- ***BLM -*** *The IIBMH replaces BLM Manual Section 1111.*
- ***FWS -*** *Refer to Service Manual 621 FW 1Wildland Fire Management.*
- ***NPS -*** *Refer to RM-18.*
- ***FS -*** *Refer to FSH 5109.34.*

Standards for Cooperative Agreements

Agreement Policy

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

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

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

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

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

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

Types of Agreements

National Interagency Agreements

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

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

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

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

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

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

Elements of an Agreement

The following elements should be addressed in each agreement:

- The authorities appropriate for each party to enter in an agreement.
- The roles and responsibilities of each agency signing the agreement.
- An element addressing the cooperative roles of each participant in prevention, pre-suppression, suppression, fuels, and prescribed fire management operations.
- Reimbursements/Compensation - All mutually approved operations that require reimbursement and/or compensation will be identified and agreed to by all participating parties through a cost-share agreement. The mechanism and timing of the funding exchanges will be identified and agreed upon.
- Appropriation Limitations - Parties to this agreement are not obligated to make expenditures of funds or reimbursements of expenditures under terms of this agreement unless the Congress of the United States of America appropriates such funds for that purpose by the Counties of _____, by the Cities of _____, and/or the Governing Board of Fire Commissioners of_____.

- Liabilities/Waivers - Each party waives all claims against every other party for compensation for any loss, damage, personal injury, or death occurring as a consequence of the performance of this agreement unless gross negligence on any part of any party is determined.
- Termination Procedure - The agreement shall identify the duration of the agreement and cancellation procedures.
- A signature page identifying the names of the responsible officials shall be included in the agreement.

- ***NPS -*** *Refer to DO-20 for detailed instructions and format for developing agreements.*

Annual Operating Plans (AOPs)

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

General Elements of an AOP

The following items should be addressed in the AOP:

- **Mutual Aid**
  The AOP should address that there may be times when cooperators are involved in emergency operations and unable to provide mutual aid. In this case, other cooperators may be contacted for assistance.
- **Command Structure**
  Unified command should be used, as appropriate, whenever multiple jurisdictions are involved, unless one or more parties request a single agency IC. If there is a question about jurisdiction, fire managers should mutually decide and agree on the command structure as soon as they arrive on the fire; Agency Administrators should confirm this decision as soon as possible. Once this decision has been made, the incident organization in use should be relayed to all units on the incident as well as dispatch centers. In all cases, the identity of the IC must be made known to all fireline and support personnel.
- **Communications**
  In mutual aid situations, a common designated radio frequency identified in the AOP should be used for incident communications. All incident resources should utilize and monitor this frequency for incident information, tactical use, and changes in weather conditions or other emergency situations. In some cases, because of equipment availability/ capabilities, departments/agencies may have to use their own frequencies for tactical operations, allowing the "common" frequency to be the link between departments. It is important that all department/agencies change to a single frequency or establish a common communications link as soon as practical. Clear text should be used. Avoid personal identifiers, such as

names. This paragraph in the AOP shall meet Federal Communications Commission (FCC) requirements for documenting shared use of radio frequencies.

- **Distance/Boundaries**
  Responding and requesting parties should identify any mileage limitations from mutual boundaries where "mutual aid" is either pay or non-pay status. Also, for some fire departments, the mileage issue may not be one of initial attack "mutual aid", but of mutual assistance. In this situation, you may have the option to make it part of this agreement or identify it as a situation where the request would be made to the agency having jurisdiction, which would then dispatch the fire department.
- **Time/Duration**
  Responding and requesting parties should identify time limitations (usually 24 hours) for resources in a non-reimbursable status, and "reimbursable rates" when the resources are in a reimbursable status.
- **Qualifications/Minimum Requirements**
  As per the NWCG memorandum *Qualification Standards During Initial Action, March 22, 2004* and the PMS 310-1 *Wildland Fire Qualification System Guide*:
  - The 310-1 qualification/certification standards are mandatory only for national mobilization of wildland fire fighting resources.
  - During initial action, all agencies (federal, state, local and tribal) accept each other's standards. Once jurisdiction is clearly established, then the standards of the agency(s) with jurisdiction prevail.
    - ***BLM-*** *During initial attack, all agencies accept each other's standards. When an incident exceeds initial attack and jurisdiction has been established, the standards of the jurisdictional agency(s) prevail.*
  - Prior to the fire season, federal agencies should meet with their state, local, and tribal agency partners and jointly determine the qualification/ certification standards that will apply to the use of local, non-federal firefighters during initial action on fires on lands under the jurisdiction of a federal agency.
  - The Geographic Area Coordinating Group should determine the application of 310-1 qualification/certification standards for mobilization within the geographic area.
  - On a fire where a non-federal agency is also an agency with legal jurisdiction, the standards of that agency apply.
  - The AOP should address qualification and certification standards applicable to the involved parties.
- **Reimbursement/Compensation**
  Compensation shall be as close to actual expenditures as possible. This should be clearly identified in the AOP. Vehicles and equipment operated under the federal excess property system will only be reimbursed for maintenance and operating costs.

- **Cooperation**
  The annual operating plan will be used to identify how the cooperators will share expertise, training, and information on items such as prevention, investigation, safety, and training.
- **Agency Reviews and Investigations**
  Annual operating plans should describe processes for conducting agency specific reviews and investigations.
- **Dispatch Centers**
  Dispatch centers will ensure all resources know the name of the assigned IC and announce all changes in incident command. Geographic Area Mobilization Guides, Zone Mobilization Guides, and Local Mobilization Guides should include this procedure as they are revised for each fire season.

Fiscal Responsibility Elements of an AOP

Annual Operating Plans should address the following:

- The level of communication required with neighboring jurisdictions regarding the management of all wildland fires, especially those with multiple objectives.
- The level of communication required with neighboring jurisdictions regarding suppression resource availability and allocation, especially for wildland fires with objectives that include benefit.
- Identify how to involve all parties in developing the strategy and tactics to be used in preventing wildland fire from crossing the jurisdictional boundary, and how all parties will be involved in developing mitigations which would be used if a wildland fire does cross jurisdictional boundaries.
- Jurisdictions, which may include state and private lands, should identify the conditions under which wildland fire may be managed to achieve benefit, and the information or criteria that will be used to make that determination (e.g. critical habitat, hazardous fuels, and land management planning documents).
- Jurisdictions will identify conditions under which cost efficiency may dictate where suppression strategies and tactical actions are taken (i.e. it may be more cost effective to put the containment line along an open grassland than along a mid-slope in timber). Points to consider include loss and benefit to land, resource, social and political values, and existing legal statutes.
- The cost-sharing methodologies that will be utilized should wildfire spread to a neighboring jurisdiction in a location where fire is not wanted.
- The cost-share methodologies that will be used should a jurisdiction accept or receive a wildland fire and manage it to create benefit.
- Any distinctions in what cost-share methodology will be used if the reason the fire spreads to another jurisdiction is attributed to a strategic decision, versus environmental conditions (weather, fuels, and fire behavior), or tactical considerations (firefighter safety, resource availability) that preclude

stopping the fire at jurisdictional boundaries. Examples of cost-sharing methodologies may include, but are not limited to, the following:

- When a wildland fire that is being managed for benefit spreads to a neighboring jurisdiction because of strategic decisions, and in a location where fire is not wanted, the managing jurisdiction shall be responsible for wildfire suppression costs.
- In those situations where weather, fuels, or fire behavior of the wildland fire precludes stopping at jurisdiction boundaries cost-share methodologies may include, but are not limited to:
  a) Each jurisdiction pays for its own resources – fire suppression efforts are primarily on jurisdictional responsibility lands,
  b) Each jurisdiction pays for its own resources – services rendered approximate the percentage of jurisdictional responsibility, but not necessarily performed on those lands,
  c) Cost share by percentage of ownership,
  d) Cost is apportioned by geographic division. Examples of geographic divisions are: Divisions A and B (using a map as an attachment); privately owned property with structures; or specific locations such as campgrounds,
  e) Reconciliation of daily estimates (for larger, multi-day incidents). This method relies upon daily agreed to cost estimates, using Incident Action Plans or other means to determine multi-Agency contributions. Reimbursements can be made upon estimates instead of actual bill receipts.

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

All-Hazards Coordination and Cooperation

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

Stafford Act Disaster Relief and Emergency Assistance

The *Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288, as amended)* establishes the programs and processes for the Federal Government to provide disaster and emergency assistance to states, local governments, tribal nations, individuals, and qualified private non-profit organizations. The provisions of the Stafford Act cover all hazards including natural disasters and terrorist events. In response to, or in anticipation of, a

major disaster or emergency as defined by the act, the President "may direct any federal agency, with or without reimbursement, to utilize its authorities and the resources granted to it under federal law (including personnel, equipment, supplies, facilities, managerial, technical, and advisory services) in support of state and local assistance efforts."

Homeland Security Act

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

Homeland Security Presidential Directive-5

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

National Response Framework

Federal disaster relief and emergency assistance are coordinated by the Federal Emergency Management Agency (FEMA) using the National Response Framework (NRF). The NRF, using the National Incident Management System (NIMS), establishes a single, comprehensive framework for the management of domestic incidents. The NRF provides the structure and mechanisms for the coordination of federal support to state, local, and tribal incident managers; and for exercising direct federal authorities and responsibilities. Information about the National Response Framework can be found at:
www.fema.gov/national-response-framework

National Incident Management System (NIMS)

HSPD-5 directed that the DHS Secretary develop and administer a National Incident Management System to provide a consistent, nationwide approach for Federal, State, and local governments to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among federal, state, and local capabilities, the NIMS will include a core set of concepts, principles, terminology, and technologies covering the incident command system; multi-agency coordination systems; unified command; training; identification and management of resources (including systems for classifying types of resources); qualifications and certification; and the collection, tracking, and reporting of incident information and incident

resources. Information about the NIMS can be found at:
www.fema.gov/national-incident-management-system

Emergency Support Function (ESF) Annexes

Emergency Support Function (ESF) Annexes are the components of the NRF that detail the mission, policies, structures, and responsibilities of federal agencies. They are utilized for coordinating resource and programmatic support to the states, tribes, and other federal agencies or other jurisdictions and entities during Incidents of National Significance. Each ESF Annex identifies the ESF coordinator and the primary and support agencies pertinent to the ESF. USDA-FS and USFA are the Co-coordinators of ESF #4- Firefighting. USDA-FS coordinates at the national and regional levels with FEMA, state agencies, and cooperating agencies on all issues related to response activities. USFA coordinates with appropriate state agencies and local fire departments to expand structural firefighting resource capacity in the existing national firefighting mobilization system and provides information on protection of emergency services sector critical infrastructure.

The ESF primary agency serves as a federal executive agent under the Federal Coordinating Officer to accomplish the ESF mission. The ESF support agencies, when requested by the designated ESF primary agency, are responsible for conducting operations using their own authorities, subject-matter experts, capabilities, or resources. USDA-FS is the primary agency for ESF #4 - Firefighting. See http://www.fema.gov/sites/default/files/orig/fema_pdfs/pdf/emergency/nrf/nrf-esf-04.pdf for further information regarding ESF #4.

Other NRF USDA-FS and DOI responsibilities are:

ESF Support Annex	USDA-FS Role	DOI Role
#01 Transportation	Support	Support
#02 Communications	Support	Support
#03 Public Works and Engineering	Support	Support
#04 Firefighting	Coordinator & Primary	Support
#05 Emergency Management	Support	Support
#06 Mass Care, Emergency Assistance, Housing, & Human Services	Support	Support
#07 Logistics Management and Resources Support	Support	Support
#08 Public Health and Medical Services	Support	Support
#09 Search and Rescue	Support	Primary
#10 Oil and Hazardous Materials Response	Support	Support
#11 Agriculture and Natural Resources	Primary	Primary

#12 Energy		Support
#13 Public Safety and Security	Support	Support
#15 External Affairs	Support	Support

National Oil and Hazardous Substances Pollution Contingency Plan (NCP, 40 CFR 300)

The NCP provides the organizational structure and procedures for preparing for and responding to discharges of oil and releases of hazardous substances, pollutants, and contaminants. The NCP is required by section 105 of the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (CERCLA), 42 U.S.C. 9605, as amended by the Superfund Amendments and Reauthorization Act of 1986 (SARA), P.L. 99–499, and by section 311(d) of the Clean Water Act (CWA), 33 U.S.C. 1321(d), as amended by the Oil Pollution Act of 1990 (OPA), P.L. 101–380. The NCP identifies the national response organization that may be activated in response actions to discharges of oil and releases of hazardous substances, pollutants, and contaminants in accordance with the authorities of CERCLA and the CWA. It specifies responsibilities among the federal, state, and local governments and describes resources that are available for response, and provides procedures for involving state governments in the initiation, development, selection, and implementation of response actions, pursuant to CERCLA. The NCP works in conjunction with the National Response Framework through Emergency Support Function 10 – Oil and Hazardous Material Response.

Post-Katrina Emergency Management Reform Act

The *Post-Katrina Emergency Reform Act of 2006 (Public Law 109-295)* amended the Homeland Security Act. This law established the FEMA Administrator as responsible for managing the Federal response to emergencies and disasters, and for reporting directly to the President. The Secretary of Homeland Security is the Principal Federal Official, but has no direct authority for response or coordination.

Presidential Policy Directive-8

Presidential Policy Directive-8 (PPD-8), National Preparedness, March 30, 2011 is intended to strengthen all-of-Nation preparedness. PPD-8 directs the Secretary of Homeland Security to develop a national preparedness goal and a national preparedness system in coordination and consultation with other federal departments and agencies, state, local, tribal, and territorial governments, private and non-profit sectors, and the public. The national preparedness system is comprised of:

- National planning frameworks for the prevention, protection, mitigation, response to, and recovery from national threats. These frameworks are similar and complementary to the National Response Framework (NRF).
- Corresponding Federal interagency operational plans.
- Guidance for the national interoperability of personnel and equipment.

- Guidance for business, community, family, and individual preparedness.

All-Hazards Coordination and Cooperation

In an actual or potential Incident of National Significance that is not encompassed by the Stafford Act, the President may instruct a federal department or agency, subject to any statutory limitations on the department or agency, to utilize the authorities and resources granted to it by Congress. In accordance with Homeland Security Presidential Directive-5, federal departments and agencies are expected to provide their full and prompt support, cooperation, available resources, consistent with their own responsibilities for protecting national security. Personnel assigned to all-hazard incidents may only perform duties within agency policy, training, and capability.

NWCG Role in Support, Coordination, and All-Hazards Response by Wildland Fire Agencies

The National Wildfire Coordinating Group has established guidelines to define NWCG's role in the preparedness for, coordination of, and support to all-hazards incidents.

General All-Hazards Guidelines for NWCG:

- The National Incident Management System (NIMS) is the foundation of all response. NWCG principles, procedures, and publications will comply with and support NIMS. NWCG expects that all local, State, and Federal response agencies and organizations will comply with NIMS.
- NWCG uses the NIMS definition of All-Hazards, which includes wildland fire. This definition is:
  - All-Hazards: Describing an incident, natural or manmade, that warrants action to protect life, property, environment, and public health or safety, and to minimize disruptions of government, social, or economic activities.
- NWCG recognizes FEMA's role in overseeing the development, implementation, and maintenance of NIMS, which includes the Incident Command System (ICS) and its components (forms, core competencies, training, qualifications and standards, etc.).
- NWCG accepts the components of NIMS and will develop an endorsement process and additional qualifications requirements for positions having specific wildland fire application.
- NWCG recognizes and supports the use of position-specific qualifications from other NIMS compliant disciplines (law enforcement, structure fire, hazmat, etc.)
- NWCG supports the ongoing development and maintenance of wildland fire systems to be adaptable for all-hazards response.
- NWCG expects that all wildland fire personnel engaged in all-hazards response, whether at the national, regional or local level will base actions on both NWCG and agency policies, standards, doctrine, and procedures.

- NWCG member agencies ensure all personnel responding to all-hazards incidents are properly trained, equipped, and qualified for their assigned position.
- NWCG encourages all wildland fire agencies and personnel to receive appropriate preparedness training, focusing on general knowledge of all-hazards response, disaster characteristics, and the effects from these events on citizens and responders.
- NWCG encourages all wildland fire agencies and personnel to consider appropriate risk mitigation measures (e.g. vaccinations, personal protective equipment, etc.) prior to responding to all-hazards incidents.
- NWCG coordinates with member agencies to ensure accountability of wildland fire personnel during all-hazards response.

USFS All-Hazards Guiding Principles and Doctrine

The Forest Service has developed doctrine, known as the *Foundational Doctrine for All-Hazard Response*, outlining the guiding principles, roles, and responsibilities of the agency during all-hazards response. Forest Service responders and leadership are expected to follow this doctrine, established to help ensure the safest response conditions possible.

The following principles encompass the guidelines, roles, and responsibilities established in this doctrine:

- The intent of Forest Service all-hazard response and support is to protect human life, property, and at-risk lands and resources *while imminent threats exist.*
- Personnel should be prepared and organized to support all-hazard responses by providing trained personnel to utilize their inherent skills, capabilities, and assets -without requiring significant advanced training and preparation. Support to cooperators requiring wildland resources will be consistent with employee core skills, capabilities, and training.
- As incidents move from the *response phase* to the *recovery phase*, there should be a shift to demobilizing agency resources.
- Within all-hazard response environments, agency personnel may encounter situations in which there is an imminent threat to life and property outside of their Agency's jurisdiction. These environments include scenarios ranging from being first on scene at a vehicle accident, to committing Agency resources to protect a local community. Leaders are therefore expected to use their judgment and respond appropriately.
- Wildland resources deployed to all-hazard responses will understand the dynamic and complex environment and utilize their leadership, training, and skills to adapt, innovate, and bring order to chaos.
- Leaders are expected to operate within the incident organizational structure encountered on all-hazard responses. When such structure is absent, they will utilize National Incident Management System principles to assure safe and effective utilization of agency resources.

- Leaders are expected to operate under existing policies and doctrine under normal conditions. On all-hazard responses, fire and aviation business and safety standards may have to be adapted to the situation to successfully accomplish the mission. When conflicts occur, employees will use their judgment, weigh the risk versus gain, and operate within the intent of Agency policy and doctrine.
- All-hazard response will be focused on missions that we perform consistently and successfully. Workforce assignments will be directed toward the core skills developed through our existing training and curriculum.
- Agency employees will be trained to operate safely and successfully in the all-hazard environment. Preparedness training will focus on gaining general knowledge of all-hazard response, disaster characteristics, as well as the effects from these events on citizens and responders.
- Specific operational skills will be facilitated through the National Incident Management System, working with the responsible agencies who supply the technical specialists who, in turn, provide the specific skill sets. The Forest Service will not train or equip to meet every hazard.
- Wildland employees are expected to perform all-hazard support as directed within their qualifications and physical capabilities. All employees have the right to a safe assignment. The employee may suspend his or her work whenever any environmental condition –or combination of conditions- become so extreme than an immediate danger is posed to employee health and safety that cannot be readily mitigated by the use of appropriate, approved protective equipment or technology.
- Acceptable risk is risk mitigated to a level that provides for reasonable assurances that the all-hazard task can be accomplished without serious injury to life or damage to property.
- All-hazard incident-specific briefing and training will be accomplished *prior* to task implementation. This preparation will usually occur prior to mobilization where incident description, mission requirements, and known hazards are addressed. Key protective equipment and associated needs for these all-hazard task that wildland employees do not routinely encounter or perform will be identified. This will be done- and be in place- *prior* to task implementation.
- Agency employees will be provided with appropriate vaccinations, credentials, and personal protective equipment to operate in the all-hazard environment to which they are assigned.
- Additional information can be found in the Forest Service Foundational Doctrine for All-Hazard Response: http://www.fs.fed.us/fire/doctrine/conferences/all_hazard_response.pdf

International Wildland Fire Coordination and Cooperation

U.S. - Mexico Cross Border Cooperation on Wildland Fires

In June of 1999, the Department of Interior and the Department of Agriculture signed a Wildfire Protection Agreement with Mexico. The agreement has two purposes:

- To enable wildfire protection resources originating in the territory of one country to cross the United States-Mexico border in order to suppress wildfires on the other side of the border within the zone of mutual assistance (10 miles/16 kilometers) in appropriate circumstances.
- To give authority for Mexican and U.S. fire management organizations to cooperate on other fire management activities outside the zone of mutual assistance.

National Operational Guidelines for this agreement are located in Chapter 40 of the *National Interagency Mobilization Guide* available online. These guidelines cover issues at the national level and also provide a template for those issues that need to be addressed in local operating plans. The local operating plans identify how the agreement will be implemented by the GACCs (and Zone Coordination Centers) that have dispatching responsibility on the border. The local operating plans will provide the standard operational procedures for wildfire suppression resources that could potentially cross the U.S. border into Mexico.

U.S. - Canada, Reciprocal Forest Firefighting Arrangement

Information about United States - Canada cross border support is located in Chapter 40 of the *National Interagency Mobilization Guide* available online. This chapter provides policy guidance, which was determined by an exchange of diplomatic notes between the U.S. and Canada in 1982. This chapter also provides operational guidelines for the Canada - U.S. Reciprocal Forest Fire Fighting Arrangement. These guidelines are updated yearly.

U.S. - Australia/New Zealand Wildland Fire Arrangement

Information about United States - Australia/New Zealand support is located in Chapter 40 of the *National Interagency Mobilization Guide* available online. This chapter provides a copy of the arrangements signed between the U.S. and the states of Australia and the country of New Zealand for support to one another during severe fire seasons. It also contains the AOP that provides more detail on the procedures, responsibilities, and requirements used during activation.

International Non-Wildland Fire Coordination and Cooperation

International Disasters Support

Federal wildland fire employees may be requested through the FS to support the U.S. Government's (USG) response to international disasters by serving on Disaster Assistance Response Teams (DARTs). A DART is the operational

equivalent of an ICS team used by the U.S. Agency for International Development's Office of Foreign Disaster Assistance (OFDA) to provide an on-the-ground operational capability at the site of an international disaster. Prior to being requested for a DART assignment, employees will have completed a weeklong DART training course covering information about:

- USG agencies charged with the responsibility to coordinate USG responses to international disaster.
- The purpose, organizational structure, and operational procedures of a DART.
- How the DART relates to other international organizations and countries during an assignment. Requests for these assignments are coordinated through the FS International Programs, Disaster Assistance Support Program (DASP).
- DART assignments should not be confused with technical exchange activities, which do not require DART training.

More information about DARTs can be obtained at the FS International Program's website: http://www.fs.fed.us/global/aboutus/dasp/welcome.htm.

Chapter 09
Fire Management Planning

Policy and Implementation

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. Fire Management planning will reflect interagency and intergovernmental considerations. Individual federal agencies may develop distinctive but compatible planning products that result from their agency planning process.

Every area with burnable vegetation must have an approved Fire Management Plan (FMP). FMPs are strategic plans that define a program to manage fuels as well as planned and unplanned ignitions based on the areas approved Land or Resource Management Plan (L/RMP). FMPs must provide for firefighter and public safety; include fire management strategies and tactics; address values to be protected and public health issues; and be consistent with resource management objectives, activities of the area, and environmental laws and regulations.

For agency-specific fire planning policy and implementation guidance, see:
http://www.nwcg.gov/branches/ppm/fpc/archives/fire_policy/index.htm

- ***FS -*** *new guidance is anticipated for release in FY 2014 that replaces the FMP and meets the intent of the Interagency Fire Management Policy.*

Purpose

The fire management planning process and requirements may differ among agencies. However, for all agencies, resulting planning products contain strategic and operational elements that describe how to manage applicable fire program components such as: response to unplanned ignitions, hazardous fuels and vegetation management, burned area emergency stabilization and rehabilitation, prevention, community interactions and collaborative partnerships roles, and monitoring and evaluation programs.

Fire planning products include a concise summary of information organized by fire management unit (FMU) or by other geospatially explicit representations of the landscape. These products should be updated as new information becomes available, as conditions on the ground necessitate updates, or when changes are made to the L/RMP.

For an example of FMP templates, see:

- ***DOI****- http://www.nwcg.gov/branches/ppm/ifpc/library.htm*
- ***FS-*** *http://fsweb.wo.fs.fed.us/fire/fmp/*

Concepts and Definitions

For further clarification of concepts and definitions that follow, refer to *Terminology Updates Resulting from Release of the Guidance for the Implementation of Federal Wildland Fire Management Policy (2009), April 30, 2010 (NWCG #024-2010),* and the *Guidance for Implementation of Federal Wildland Fire Management Policy, February 13, 2009*.

Land/Resource Management Plan

A document prepared with public participation and approved by the Agency Administrator that provides guidance and direction for land and resource management activities for an administrative area. The L/RMP may identify fire's role in a particular area and for a specific benefit, or may contain general statements regarding the role of fire across the land management unit. Guidance contained in the L/RMP provides the basis for the development of strategic fire management objectives and the fire management program in the designated area.

Fire Management Plan

A Fire Management Plan (FMP) identifies and integrates all wildland fire management (both planned and unplanned ignitions) and associated activities within the context of the approved L/RMP. The FMP is supplemented by operations plans, including but not limited to preparedness plans, preplanned dispatch plans, fuels treatment plans, and prevention plans. FMPs assure that wildland fire management goals and objectives are coordinated.

Fire Management Unit

The purpose of Fire Management Units (FMUs) in planning is to assist in organizing information in complex landscapes. The process of creating FMUs divides the landscape into smaller geographic areas to more easily describe physical/biological/social characteristics and frame associated planning guidance based on these characteristics.

A FMU can be any land management area definable by one or more objectives that set it apart from the management characteristics of an adjacent FMU (e.g. management constraints, topographic features, access, values to be protected, political boundaries, fuel types, and major fire regime groups). The FMU may have dominant management objectives and pre-selected strategies assigned to accomplish these objectives.

Wildland Fire

Wildland fire is a general term describing any non-structure fire that occurs in vegetation and/or natural fuels including both prescribed fire and wildfire.

Fire Type

Wildland fires are categorized into two distinct types:

- Wildfires- Unplanned ignitions or prescribed fires that are declared wildfires.
- Prescribed fires- Planned ignition.

Wildfire Management Objectives

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

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

Response to Wildfire

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

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

- ***FS-*** *Human caused fires and trespass fires must be suppressed safely and cost effectively and must not be managed for resource benefits.*
- ***BLM-*** *All known human caused fires, except escaped prescribed fires, will be suppressed in every instance and will not be managed for resource benefits.*
- ***FWS-*** *All escaped prescribed fires will be suppressed. When reporting in FMIS, the cause of the wildfire will be "Escaped RX" and the narrative will document the link between the prescribed fire and the wildfire.*
- ***NPS-*** *Refer to RM-18, Chapter 2 for further guidance.*

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

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

Initial Response

Initial response is the immediate decisions and actions taken to react to an ignition. These decisions and actions may include a management or initial decision to postpone taking action on the ground based on conditions, safety, and/or competing priorities.

- **Initial Attack**
  This type of initial response is an aggressive action to an unwanted fire consistent with firefighter and public safety and values to be protected.

Extended Attack
Suppression activity for a wildfire that has not been contained or controlled by initial attack or contingency forces and for which more firefighting resources are arriving, en route, or being ordered by the initial attack Incident Commander. See *NWCG Glossary of Wildland Fire Terminology.*

Wildfire Suppression
Management action to extinguish a fire or confine fire spread.

DOI Reporting of Wildfire Acres That Meet Resource Management Objectives

Acres burned in a wildfire that achieve resource management objectives as defined in Resource/Fire Management Plans (R/FMP) will be reported in the NFPORS Non-National Fire Plan (Non-NFP) portal. While strategies for managing individual wildfires are established through the fire management decision process, the identification of acres which achieved R/FMP objectives should be made after the fire is declared out, regardless of the fire management objective, strategy or tactic used. The determination of benefit must be based on land management objectives which are affected by fire severity, intensity, and other fire impacts. Post-fire impact, such as invasion of exotic species and the need for rehabilitation, should be considered in this determination. At a minimum, acres reported in the Non-NFP module must meet the following criteria:

- the R/FMP supports attainment of resource benefit through use of fire,
- an interdisciplinary approach is used to determine whether the R/FMP objectives were met, and
- line manager approves the determination.

For reporting policy regarding planned hazardous fuels reduction treatments burned in a wildfire, refer to Chapter 17 of this document.

FS Reporting of Wildfire Acres That Meet Resource Objectives

The USFS provides direction for reporting accomplishment from unplanned ignitions in the annual budget advice and by Washington Office interim direction letters.

Chapter 10
Preparedness

Preparedness

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

Preparedness actions are consistent with actions identified in Fire Management Plans and are based on operational plans including Preparedness Plans, Fire Danger Operating Plans (FDOPs), Preparedness Level Plans, Step-up Plans (also called Staffing Plans), and Initial Response Plans.

Preparedness Plans

Preparedness plans provide management direction given identified levels of burning conditions, fire activity, and resource commitment. Outputs from the FDOP process are used to support decisions found in many components of preparedness plans, including staffing plans, step-up/staffing plans, prevention plans, preparedness levels, dispatch response plans, dispatch response levels, etc. Increasing fire danger and/or fire activity, as well as increased commitment of local, geographic area, and national resources suggests a corresponding change in preparedness actions. These actions will ensure a unit is as prepared as possible to react to new and emerging wildfire incidents.

Actions defined in the various components of preparedness plans must be based on and consistent with the unit's Fire Management Plan. Preparedness plans should include, but are not limited to:

- Initial Response Plan
- Staffing Plan (also known as Step-up Plan) with unit drawdown levels specified at each staffing level
- Fire Prevention Plan (as specified by agency requirements)
- An analysis and decision making process that defines the unit's protocols for publishing a wildfire decision (also called a Decision Support Plan)
- Fire Danger Operating Plan

- The identification of actions to be taken in response to increasing levels of fire severity and activity (preparedness level) at the unit level.

Fire Danger Operating Plan

FDOPs use information from decision support tools such as the National Fire Danger Rating System (NFDRS), the Canadian Forest Fire Danger Rating System (CFFDRS, used in interior Alaska), the Palmer Drought Index, live fuel moisture data, monthly or seasonal wildland fire outlooks, seasonal climate forecasts, and wildland fire risk analyses. FDOPs should be prepared by individuals trained at the Intermediate NFDRS (S-491) level, and preferably the Advanced NFDRS level.

The FDOP guides the application of information from decision support tools (i.e. NFDRS, CFFDRS, etc.) at the local level. A FDOP documents the establishment and management of the local unit fire weather station network and describes how fire danger ratings are applied to local unit fire management decisions. FDOPs are generally prepared for local interagency areas; therefore, interagency involvement throughout the process is essential. Interagency FDOPs are an integral component of unit fire management plan(s). FDOPs may be packaged as a stand-alone document or as part of a larger planning effort (such as a fire management plan).

All units will develop and maintain a Fire Danger Operating Plan. Fire Danger Operating Plans include, but are not limited to, the following components:

- **Roles and Responsibilities**
  Defined for those responsible for maintenance and daily implementation of the plan, program management related to the plan, and associated training. Training for development of fire danger rating areas is available through NWCG-sponsored NFDRS courses.
- **Fire Danger Rating Inventory**
  An inventory of the basic components of the operating plan will include a description of the dispatch response areas, protection units, administrative units, fire occurrence, land management objectives, standards, guidelines, etc. The fire danger rating inventory:
  - includes identification of fire/ignition issues specific to the area;
  - incorporates NFDRS fuel models, slope classes (topography, and weather/climatology into Fire Danger Rating Areas (FDRAs); and
  - validates the existing weather station network and identifies any additional weather stations that support fire danger rating needs.
  - validates that each Remote Automated Weather Station (RAWS) meets the requirements of the *Interagency Wildland Fire Weather Station Standards and Guidelines* (PMS 426-3);

- **Operational Procedures**
  This section establishes the procedures used to gather and process data in order to integrate fire danger rating information into decision processes. The network of fire weather stations whose observations are used to determine fire danger ratings is identified. Station maintenance responsibilities and schedules are defined.
  - NFDRS offers several choices of fuel model and output to the user. Distinct selections of fuel model and index/component are appropriate for different management decisions (such as internal readiness or industrial and public restrictions). The choice of NFDRS fuel model and index or component used to determine fire danger ratings to support particular decisions is explained in this section.
  - NFDRS requires periodic management in order to produce appropriate results that are applied in a timely manner. Some daily observation variables (such as state of the weather) must be manually validated and published daily. This procedure is essential for the calculation of daily and forecasted NFDRS outputs in the Weather Information Management System (WIMS) and ensures weather data storage in the National Interagency Fire Management Integrated Database (NIFMID). These efforts are coordinated with the local National Weather Service fire weather meteorologists and Geographic Area Coordination Center (GACC) predictive services meteorologists to provide timely forecasted NFDRS outputs. Observed (today) and forecasted (tomorrow) NFDRS outputs are communicated daily. Live fuel moisture model inputs (such as herbaceous vegetation type/stage, season code, greenness factor) are adjusted seasonally in WIMS (http://fam.nwcg.gov/fam-web/) at appropriate times. Decision points are determined through analysis using FireFamily Plus and reviewed and adjusted annually or more often as appropriate in WIMS.
- **Climatic Breakpoints and Fire Business Thresholds**
  Climatological breakpoints and fire business thresholds are established to provide NFDRS-based decision points for all appropriate management responses in a Fire Danger Rating Area (FDRA). Climatological breakpoints are points on the cumulative distribution of one fire weather/danger index computed from climatology without regard for associated fire occurrence/business. For example, the value of the 90th percentile ERC is the climatological breakpoint at which only 10 percent of the ERC values are greater in value. Climatological percentiles are used for budgetary decisions by federal agencies.
  - BLM - 80th and 95th percentiles
  - FWS/NPS/FS - 90th and 97th percentiles

It is important to identify the period or range of data analysis used to determine the agency percentiles. The percentile values for 12 months of data will be different from the percentile values for the fire season. Year round data should

be used for percentiles for severity-related decisions, and percentiles based on fire season data should be used for staffing levels and adjective fire danger rating.

It is equally important to recognize that these agency-specific climatological percentiles represent a method to describe a point during the year with respect to fire weather/danger indices computed from historical weather only. Climatological percentiles do not incorporate the correlation of fire occurrence data.

Fire business thresholds are values of one or more fire weather/fire danger indices that have been statistically related to occurrence of fires (fire business). Generally, the threshold is a range of weather/fire danger values where fire activity has significantly increased or decreased. Assuming that a comprehensive FireFamilyPlus analysis of historical weather and fire occurrence data is completed, fire business thresholds are expected to more closely predict large and/or multiple fire activity than climatological breakpoints.

Staffing Level

The Staffing Level is used to make daily internal fire operations decisions. The Staffing Level is the daily staffing of initial response resources, as opposed to the number of resources dispatched to an incident (see Initial Response Plan). A unit can operate with anywhere from 3 to 9 levels of staffing. Most units typically use 5 (1,2,3,4,5) or 6 (1,2,3L,3H,4,5) levels. Staffing Level is a direct output of the danger rating processor (WIMS) and is based on one of the following:

- NFDRS (Burning Index, Energy Release Component, Spread Component, or Ignition Component)
- Keetch-Byram Drought Index

Staffing levels only consider fire danger, while Preparedness Levels incorporate additional items, such as number of fires, incident management teams assigned, and resources committed.

Adjective Fire Danger Rating

Adjective Fire Danger Rating (low, moderate, high, very high, extreme) is based on the NFDRS index or component used to compute staffing level and the ignition component (the probability that a firebrand would cause a wildland fire). It is a general description of fire danger for the purpose of informing the public. Adjective ratings are computed automatically in the WIMS based on NFDRS parameters provided by local fire managers.

Climatological breakpoints and fire business thresholds are developed with NFDRS software, such as FireFamilyPlus, and are applied in the NFDRS processor, (WIMS), to determine daily staffing levels and adjective ratings.

Preparedness Level Plans

Preparedness Level Plans are required at the national, state/regional, and local levels. These plans address the five Preparedness Levels (1-5) and provide management direction based on identified levels of burning conditions, fire activity, and resource commitment/availability. Preparedness Level Plans may be developed by a state/regional office for agency-specific use.

Refer to the *National Interagency Mobilization Guide* and GACC Mobilization Guides for more information on Preparedness Level Plans.

Step-up Plans

Step-up Plans, (also called Staffing Plans), are designed to direct incremental preparedness actions in response to increasing fire danger. Each Step-up Plan should address the unit's chosen number of Staffing Levels, and the corresponding planned actions that are intended to mitigate those changing fire danger conditions. The Step-up Plan should be based on analysis completed as part of the unit's FDOP, and should be included as part of the FDOP.

The Step-up Plan describes escalating responses that are pre-approved in the FDOP and fire management plan. A Step-up Plan should also include supplemental preparedness actions. Supplemental preparedness actions are designed to enhance the unit's fire management capability during short periods (one burning period, Fourth of July, or other pre-identified events) where normal staffing cannot meet initial attack, prevention, or detection needs.

The difference between step-up and severity is that step-up actions are established in the unit FDOP and/or fire management plan and implemented by the unit when those pre-identified conditions are experienced. Severity is a longer duration condition that cannot be adequately dealt with under normal staffing, such as a killing frost converting live fuel to dead fuel or drought conditions. Severity is discussed later in this chapter.

Supplemental preparedness actions identified in the fire management plan or FDOP should include, but are not limited to, the following items:

- Management direction and considerations;
- Fire prevention actions, including closures/restrictions, media messages, signing, and patrolling;
- Prepositioning suppression resources;
- Cooperator discussion and/or involvement;
- Safety considerations: safety message, safety officer;
- Augmentation of suppression forces;

- Support function: consideration given to expanded dispatch activation, initial attack dispatch staffing, and other support needs (procurement, supply, ground support, and communication);
- Support staff availability outside of fire organization;
- Communication of Fire Weather Watch and Red Flag Warning conditions;
- Fire danger/behavior assessment;
- Briefings for management and fire suppression personnel;
- Fire information - internal and external;
- Multi-agency coordination groups/area command activation;
- Prescribed fire direction and considerations; and
- Increased detection activities.

Initial Response Plans

Initial response plans, also referred to as run cards or preplanned response plans, specify the fire management response (e.g. number and type of suppression assets to dispatch) within a defined geographic area to an unplanned ignition, based on fire weather, fuel conditions, fire management objectives, and resource availability.

Fire Management Officers will 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. Initial response plans will reflect agreements and annual operating plans, and will be reviewed annually prior to fire season. Initial response plans may be modified as needed during fire season to reflect the availability of national, prepositioned, and/or severity resources.

Fire Danger PocketCard for Firefighter Safety

Fire Danger PocketCards provide, through a graphical interpretation of daily fire danger, a means for firefighters to understand the fire potential for a given local area during any day of the fire season. Interagency PocketCards are encouraged in areas where multiple agencies share fire suppression responsibilities. Fire Danger PocketCards must adhere to the NWCG standard located at: http://fam.nwcg.gov/fam-web/pocketcards/default.htm

PocketCards can be updated as frequently as needed by downloading the additional weather observations, amending the Fire Family Plus database, and running new cards. PocketCards based on stations with a dataset of 10 years or less should be updated annually, while cards with more data (10 years or more) should be updated every other year.

Compliance with the standard, including quality, currency, and application of the PocketCard, is the responsibility of the local fire management unit.

- ***BLM-*** *BLM units will maintain Fire Danger PocketCards and ensure they are available to all personnel.*
- ***FS-*** *Obtain Regional certification for Fire Danger PocketCards. Distribute PocketCards to each fireline supervisor on Type 3, 4, and 5 wildfires. Update and post the cards per the NWCG standard published on the website referenced above. Units have the option to do more frequent updates if they choose to do so.*

Seasonal Risk Analysis

A Seasonal Risk Analysis (SRA) requires fire managers to review current and predicted weather and fuels information, compare this information with historic weather and fuels records, and predict the upcoming fire season's severity and duration for any given area. It is important to incorporate drought indices into this assessment.

Analysis information needed to complete SRAs are prepared, issued, and updated each year by GACC Predictive Service staffs. These analyses consider detailed information for each of the Predictive Services Areas (PSA) within the geographic area.

If the SRA suggests an abnormal fire season might be anticipated, a unit should notify the state/regional office and request additional resources commensurate with the escalated risk. Information from a SRA can be used to modify the Annual Operating Plan (AOP), step-up and pre-attack plans. It provides the basis for actions such as prepositioning critical resources, requesting additional funding, or modifying Memoranda of Understanding (MOU) to meet anticipated needs.

As identified in the Fire Management Plan and/or Fire Danger Operating Plan, each unit selects, and compares to normal, the current value and seasonal trend of one or more of the following indicators which are most useful in predicting fire season severity and duration in its area:

- NFDRS (or CFFDRS) index values (ERC, BI);
- Temperature levels;
- Precipitation levels;
- Humidity levels;
- Palmer Drought or Standardized Precipitation Index;
- 1000-hour fuel moisture (timber fuels);
- Vegetation moisture levels;
- Live fuel moisture (brush fuels);
- Curing rate (grass fuels);

- Episodic wind events (moisture drying days);
- Unusual weather events (early severe frost); or
- Fires to date.

The seasonal trend of each selected indicator is graphically compared to normal and all-time worst. This comparison is updated regularly and posted in dispatch and crew areas.

Seasonal Assessment Workshops may be conducted to facilitate the development of seasonal outlook reports. Local SRAs should be compiled at the state/regional office to determine the predicted fire season severity within the state/region, and then forwarded to the respective national office for use in determining national fire preparedness needs. Risk analysis is ongoing. It should be reviewed periodically and revised when significant changes in key indicators occur. All reviews of Seasonal Risk Analyses, even if no changes are made, should be documented.

Management Actions for Noncompliant Remote Automated Weather Stations (RAWS)

Noncompliance report

A weekly report from Wildland Fire Management Information (WFMI) weather module displays Remote Automated Weather Stations (RAWS) that are more than 1 year and 45 days past their annual maintenance date. Fire weather stations are to be maintained annually per Interagency Wildland Fire Weather Station Standards & Guidelines (PMS 426-3). The report is widely distributed by email and available at http://raws.fam.nwcg.gov/nfdrs.html. If a RAWS is on the report, it has either not had annual maintenance, or the documentation for annual maintenance has not been completed in WFMI. Data from these RAWS should not be used or used with caution.

Portable RAWS

Fire managers should ensure that locally held portable RAWS are maintained prior to use; non-maintained portable RAWS will not be activated for data processing through WFMI weather.

- ***BLM-*** *Refer to Chapter 2 for more guidance.*

Fire Severity Funding

Fire severity funding is the authorized use of suppression operations funds (normally used exclusively for suppression operations and distinct from preparedness funds) for extraordinary preparedness activities that are required due to:

- Preparedness plans (Fire Management Plan, Fire Danger Operating Plan, annual operating plan, etc.) indicate the need for additional preparedness/suppression resources. The plan(s) should identify thresholds for severity needs.
- Anticipated fire activity will exceed the capabilities of local resources.
- Fire seasons that either start earlier or last longer than planned in the fire management plan.
- An abnormal increase in fire potential or danger not planned for in existing preparedness plans.

The objective of fire severity funding is to mitigate losses due to extraordinary conditions by supplementing suppression response capability and provide for increased wildfire prevention activities.

When resources acquired through the approved fire planning process (e.g. NFMAS, IIAA, FPA) are insufficient to meet the extraordinary need, additional resources may be requested through the severity funding process.

Fire severity funding is not intended to:

- raise preparedness funding levels to cover differences that may exist between funds actually appropriated and those identified in the fire planning process, or
- mitigate threats to Threatened and Endangered Species habitat, wildland/urban interface, or other values identified in Land Use/Resource Management Plans.

Typical Uses

Severity funds are typically used to:

- Increase prevention activities;
- Temporarily increase firefighting staffing;
- Pay for standby;
- Preposition initial attack suppression forces;
- Provide additional aerial reconnaissance; and
- Provide for standby aircraft availability.

Authorization

Authorization to use severity funding is provided in writing based on a written request with supporting documentation. Authorization is on a line item basis and comes with a severity cost code. Agencies will follow their administrative procedures for issuing severity cost codes. Authorization is provided for a maximum of 30 days per request; however, regardless of the length of the authorization, use of severity funding must be terminated when abnormal conditions no longer exist. If the fire severity situation extends beyond the 30-day authorization, the State/Region must prepare a new severity request.

State/Regional Level Severity Funding

Each fiscal year the national office will provide each state/region with funding and a severity cost code for state/regional short-term severity needs (e.g. wind events, cold dry front passage, lightning events, and unexpected events such as off road rallies) that are expected to last less than one week. Expenditure of these funds is authorized by the state/regional directors at the written request of the Agency Administrator. State/regional directors are responsible and accountable for ensuring that these funds are used only to meet severity funding objectives and that amounts are not exceeded. The national office will notify the state/regional director, state/regional budget officer, and the state/regional FMO when the severity cost code is provided.

- ***BLM-*** *Refer to Chapter 2 and the BLM Fire Operations Website for additional short-term severity guidance.*
- ***FWS –****Refer to the Fire Management Handbook Chapter 10 for additional short-term severity guidance.*
- ***NPS -*** *Parks have the authority to approve "Step-up" actions only, as defined in their fire management plan. Regional offices approve severity (long term - up to 30 days) for parks up to $100,000 per severity event.*
- ***FS -*** *Severity funding direction is found in FSM 5190.*

National Level Severity Funding

National Agency Fire Directors or their delegates are authorized to allocate fire severity funding under specific conditions stated or referenced in this chapter. Expenditure of these funds is authorized by the appropriate approving official at the written request of the state/regional director. Approved severity funding will be used only for the preparedness activities and timeframes specifically outlined in the authorization, and only for the objectives stated above.

- ***BLM-*** *Refer to Chapter 2 and the BLM Fire Operations Website for additional national severity guidance.*
- ***NPS-*** *National office approves all requests over $100,000.*
- ***FWS****- Additional information may be found on the FWS Sharepoint site.*

Appropriate Severity Funding Charges

Labor

Appropriate labor charges include:

- Regular pay for non-fire personnel;
- Regular pay for seasonal/temporary fire personnel outside their normal fire funded activation period;
- Overtime pay for all fire and non-fire personnel;

Severity funded personnel and resources must be available for immediate initial attack regardless of the daily task assignment. Severity funded personnel and

resources will not use a severity cost code while assigned to wildfires. The wildfire firecode number will be used.

Vehicles and Equipment

This includes:

- GSA lease rate and mileage;
- Hourly rate or mileage for Agency owned vehicles; and
- Commercial rentals and contracts.

Aviation

This includes:

- Contract extensions;
- The daily minimum for call when needed (CWN) aircraft;
- Preposition flight time; and
- Support expenses necessary for severity funded aircraft (facility rentals, utilities, telephones, etc.).

Travel and Per Diem

Severity funded personnel in travel status are fully subsisted by the government in accordance with their agency regulations. Costs covered include:

- Lodging;
- Government provided meals (in lieu of per diem);
- Airfare (including returning to their home base);
- Privately owned vehicle mileage (with prior approval); and
- Other miscellaneous travel and per diem expenses associated with the assignment.

Prevention Activities

These include:

- Funding Prevention Teams (Preventions teams will be mobilized as referenced in the *National Mobilization Guide*, Chapter 20)
- Implementing local prevention campaigns, to include community risk assessments, mitigation planning, enforcement, outreach, and education
- Augmenting patrols
- Note: Non-fire funded prevention team members should charge base 8 and overtime to the severity cost code for the length of the prevention activities assignment. Fire funded personnel should charge overtime only to the severity cost code for the length of the prevention activities assignment.

Inappropriate Fire Severity Funding Charges

- To cover differences that may exist between funds actually appropriated (including rescissions) and those identified in the fire planning process
- Administrative surcharges, indirect costs, fringe benefits
- Equipment purchases

- Purchase, maintenance, repair, or upgrade of vehicles
  - ***FWS/NPS-*** *Severity-related repair and maintenance of FWS and NPS vehicles and equipment may be funded by severity because FWS and NPS do not have a use rate covering these charges. These charges must be approved by the National Office.*
- Purchase of radios
- Purchase of telephones
- Purchase of pumps, saws, and similar suppression equipment
- Aircraft availability during contract period
- Cache supplies which are normally available in fire caches
- Fixed ownership rate vehicle costs
- Incident Only Emergency Equipment Rental Agreements (EERAs) may not be used for severity activities or hazardous fuels projects. Equipment that has been solicited under competitive pre-season I-BPAs may be used on nationwide fire suppression, all-hazard incidents, and severity activities. Long term rehabilitation projects require a separate solicitation for equipment.

Interagency Requests

Agencies working cooperatively in the same geographic area must work together to generate and submit joint requests, to minimize duplication of required resources, reduce interagency costs, and to utilize severity funded resources in an interagency manner. However, each agency should request funds only for its own agency specific needs. The joint request should be routed simultaneously through each agency's approval system, and the respective approving official will issue an authorization that specifies allocations by agency.

Requesting Fire Severity Funding

Each agency has established severity funding request protocols. The completed and signed request is submitted from the state/regional director to the appropriate approving official as per the sequence of action outlined below. Authorizations will be returned in writing.
Severity funding request information for all agencies can be found at http://www.nifc.gov/policies/pol_severity_funding.html

Sequence of Action and Responsible Parties for Severity Funding Requests

Action	Responsible Party
Identify and develop severity funding request.	Unit FMO
Review, modify, and approve (or reject) request. Forward to state/regional office.	Unit Agency Administrator
Review, modify, and approve (or reject) unit request. Add state/regional needs and consolidate. Forward to	State/Regional FMO

state/regional director for approval within 48 hours.	
Review, modify, and approve (or reject) request. Forward to the appropriate National Fire Director/approving official within 48 hours. Notify the fire budget staff.	State/Regional Director
Review, modify, and approve (or reject) the request within 48 hours. Issue written authorization with a severity cost code.	Appropriate National Fire Director/Approving Official
Establish severity cost code in the appropriate finance system within 24 hours.	Applicable National Finance System
Notify unit office(s) and state/regional budget lead upon receipt of authorization.	State/Regional FMO
Execute severity cost code. Ensure that project expenditures are only used for authorized purposes.	Unit Office
Maintain severity files, including requests, authorizations, and summary of expenditures and activities.	Unit/State/Regional/ National Offices

Labor Cost Coding For Severity Funded Personnel

Fire preparedness personnel outside their normal activation period, employees whose regular salary is not fire funded, and Administratively Determined (AD) employees hired under an approved severity request should charge regular time and approved non-fire overtime to the severity suppression operations subactivity and the requesting office's severity cost code.

Fire preparedness personnel should charge their regular planned salary (base-eight) to their budgeted subactivity using their home unit's location code. Overtime associated with the severity request should be charged to the severity suppression operations subactivity and the requesting office's severity cost code.

Regular hours worked in suppression operations will require the use of the appropriate fire subactivity with the appropriate firecode number. Overtime in fire suppression operations will be charged to the suppression operations subactivity with the appropriate firecode number.

Employees from non-federal agencies should charge their time in accordance with the approved severity request and the appropriate local and statewide agreements. An interagency agreement for reimbursement must be established. The Interagency Agreement for Fire Management can be used as a template.

Documentation

The state/regional and national office will document and file accurate records of severity funding activity. This will include complete severity funding requests, written authorizations, and expenditure records.

Severity Funding Reviews
State/regional and national offices should ensure appropriate usage of severity funding and expenditures. This may be done as part of their normal agency fire program review cycle.

Fire Prevention/Mitigation

Wildland Fire Cause Determination & Fire Trespass
Refer to Chapter 18 for guidance.

Wildland Fire Mitigation and Prevention
Fire programs are required to fund and implement unit level Fire Prevention Plans by completing a wildland mitigation/prevention assessment. The purpose of this is to reduce unwanted human caused ignitions, to reduce damages and losses caused by unwanted wildland fires, to reduce unnecessary risk to firefighters, and to reduce the suppression costs of wildland fires. As weather and fuel conditions move from average to above average or severe, and/or human activity increases, mitigation and prevention activities must be strengthened to maintain effectiveness.

Prevention includes education (sign posting plans, school programs, radio and news releases, recreation contacts, local business contacts, exhibits), industrial program monitoring (timber, mining, power line maintenance operations), reconnaissance patrols, and other activities to prevent the occurrence of unwanted human caused fires.

- ***BLM-****Refer to the BLM Wildland Fire Prevention, Education and Mitigation Planning Guide available at: http://www.blm.gov/nifc/st/en/prog/fire/fuelsmgmt/fire_prevention_and.html*
- ***NPS-*** *Only units that experience more than an average of 26 human caused fires per ten-year period are required to develop a fire prevention plan.*
- ***FS –****Refer to FSM 5110 and 5300.*

Professional Liability Insurance

Public Law 110-161 provides for reimbursement for up to one half of the cost incurred for professional liability insurance (including any administrative processing cost charged by the insurance company) for temporary fire line managers, management officials, and law enforcement officers.

To qualify for reimbursement, "temporary fire line managers" must meet one of the following three criteria:

- Provide temporary supervision or management of personnel engaged in wildland fire activities;
- Provide analysis or information that affects a supervisor's or manager's decision about a wildland fire;

- Direct the deployment of equipment for a wildland fire, such as a base camp manager, an equipment manager, a helicopter coordinator, or an initial attack dispatcher.
  - ***DOI*** *– see Personnel Bulletin No. 08-07, March 20, 2008*
  - ***FS*** *– refer to http://fsweb.asc.fs.fed.us/HRM/benefits/PLI.php*

Chapter 11
Incident Management & Response

National Response Framework

The National Response Framework presents the guiding principles that enable all response partners to prepare for and provide a unified national response to disasters and emergencies - from the smallest incident to the largest catastrophe. The Framework establishes a comprehensive, national, all-hazards approach to domestic incident response. Information about the National Response Framework can be found at: http://www.fema.gov/national-response-framework.

National Incident Management System

The National Wildfire Coordinating Group (NWCG) follows the National Incident Management System (NIMS), which is a component of the National Response Framework. NIMS provides a universal set of structures, procedures, and standards for agencies to respond to all types of emergencies. NIMS will be used to complete tasks assigned to the interagency wildland fire community under the National Response Framework.

Incident Management and Coordination Components of NIMS

Effective incident management requires:

- Command organizations to manage on-site incident operations.
- Coordination and support organizations to provide direction and supply resources to the on-site organization.

Incident Command System (ICS)

The ICS is the on-site management system used in NIMS. The ICS is a standardized emergency management system specifically designed to provide for an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, communications, and procedures operating within a common organizational structure to manage incidents. ICS will be used by the agencies to manage wildland fire operations and all-hazard incidents.

Wildfire Complexity

Wildfires are typed by complexity, from Type 5 (least complex) to Type 1 (most complex). The ICS organizational structure develops in a modular fashion based on the complexity of the incident. Complexity is determined by completing a Risk and Complexity Assessment (Refer to samples in appendix E & F).

Incidents not meeting the recommended incident typing characteristics in the *Wildland Fire Incident Management Field Guide* (PMS 210) and later in this chapter should have a documented Risk and Complexity Assessment (Appendix E) verifying the command organization is appropriate.

Wildfire Risk and Complexity Assessment

The National Wildfire Coordinating Group has adopted the Risk and Complexity Assessment (RCA) as a replacement for the Incident Complexity Analysis and the Organizational Needs Assessment. The RCA assists personnel with evaluating the situation, objectives, risks, and management considerations of an incident and recommends the appropriate organization necessary to manage the incident. The Risk and Complexity Assessment is found in Appendix E.

The RCA also includes common indicators of incident complexity to assist firefighters and managers with determining incident management organizational needs. These common indicators are found in Appendix F.

The RCA is also available at: http://www.nwcg.gov/pms/pubs/pms210/

Command Organizations

Incident Command

All wildfires, regardless of complexity, will have an Incident Commander (IC). The IC is a single individual responsible to the Agency Administrator(s) for all incident activities. ICs are qualified according to the NWCG *Wildland Fire Qualifications Systems Guide* PMS 310-1 (NFES # 310-1) and any additional agency requirements. The IC may assign personnel to any combination of ICS functional area duties in order to operate safely and effectively. ICS functional area duties should be assigned to the most qualified or competent individuals available.

Incident Commanders are responsible for:

- Obtaining a Delegation of Authority and/or expectations to manage the incident from the Agency Administrator. For Type 3, 4, or 5 incidents, delegations/expectations may be written or oral;
- Ensuring that safety receives priority consideration in all incident activities, and that the safety and welfare of all incident personnel and the public is maintained;
- Assessing the incident situation, both immediate and potential;
- Maintaining command and control of the incident management organization;
- Ensuring transfer of command is communicated to host unit dispatch and to all incident personnel;
- Developing incident objectives, strategies, and tactics;
- Developing the organizational structure necessary to manage the incident;

- Approving and implementing the Incident Action Plan, as needed;
- Ordering, deploying, and releasing resources;
- Ensuring incident financial accountability and expenditures meet agency policy and standards; and
- Ensuring incident documentation is complete.

For purposes of initial attack, the first IC on scene qualified at any level will assume the duties of initial attack IC. The initial attack IC will assume the duties and have responsibility for all suppression efforts on the incident up to his/her level of qualification until relieved by an IC qualified at a level commensurate with incident complexity.

As an incident escalates, a continuing reassessment of the complexity level should be completed to validate the current command organization or identify the need for a higher level of incident management.

An IC is expected to establish the appropriate organizational structure for each incident and manage the incident based on his/her qualifications, incident complexity, and span of control. If the incident complexity exceeds the qualifications of the current IC, the IC must continue to manage the incident within his/her capability and span of control until replaced.

On-site Command Organizations

Command organizations responsible for incident management include:

- Type 5 Incident Command;
- Type 4 Incident Command;
- Type 3 Incident Command;
- Type 2 Incident Command;
- Type 1 Incident Command;
- National Incident Management Organizations (NIMO);
- Area Command; and
- Unified Command.

Incident Characteristics

Type 5 Incident Characteristics

- Ad hoc organization managed by a Type 5 Incident Commander.
- Primarily local resources used.
- ICS command and general staff positions are not activated.
- Resources vary from two to six firefighters.
- Incident is generally contained within the first burning period and often within a few hours after resources arrive on scene.
- Additional firefighting resources or logistical support are not usually required.
- May require a Published Decision in WFDSS.

Type 4 Incident Characteristics

- Ad hoc organization managed by a Type 4 Incident Commander.
- Primarily local resources used.
- ICS command and general staff positions are not activated.
- Resources vary from a single resource to multiple resource task forces or strike teams.
- Incident is usually limited to one operational period. However, incidents may extend into multiple operational periods.
- Written Incident Action Plan (IAP) is not required. A documented operational briefing will be completed for all incoming resources. Refer to the *Incident Response Pocket Guide* for a briefing checklist.
- May require a Published Decision in WFDSS or other decision support document.

Type 3 Incident Characteristics

- Ad hoc or pre-established Type 3 organization managed by a Type 3 Incident Commander.
- The IC develops the organizational structure necessary to manage the incident. Some or all of ICS functional areas are activated, usually at the Division/Group Supervisor and/or unit leader level.
- The incident complexity analysis process is formalized and certified daily with the jurisdictional agency. It is the IC's responsibility to continually reassess the complexity level of the incident. When the assessment of complexity indicates a higher complexity level, the IC must ensure that suppression operations remain within the scope and capability of the existing organization and that span of control is consistent with established ICS standards.
- Local and non-local resources used.
- Resources vary from several resources to several task forces/strike teams.
- May be divided into divisions.
- May require staging areas and incident base.
- May involve low complexity aviation operations.
- May involve multiple operational periods prior to control, which may require a written Incident Action Plan (IAP).
- Documented operational briefings will occur for all incoming resources and before each operational period. Refer to the *Incident Response Pocket Guide* for a briefing checklist.
- ICT3s will not serve concurrently as a single resource boss or have any non-incident related responsibilities.
- May require a Published Decision in WFDSS.
- May require a written Delegation of Authority.

Type 3 Incident Command

When ICT3s are required to manage an incident, they must not have concurrent responsibilities that are not associated with the incident and they must not concurrently perform single resource boss duties.

The NWCG has not established Command and General Staff positions at the Type 3 complexity level, with the exception of Incident Commander Type 3 (ICT3). However, a Type 3 incident may require additional functional positions to assist the Incident Commander. The following table lists minimum qualification requirements for these functional responsibilities.

Type 3 Functional Responsibility	Specific 310-1 or Equivalent Qualification Standards Required to Perform ICS Functions at Type 3 Level
Incident Command	Incident Commander Type 3 (ICT3)
Safety	Line Safety Officer (SOFR)
Operations	Task Force Leader (TFLD)
Division	Single Resource Boss- Operational qualification must be commensurate with resources assigned (i.e. more than one resource assigned requires a higher level of qualification).
Plans	Local entities can establish level of skill to perform function.
Logistics	Local entities can establish level of skill to perform function.
Information	Local entities can establish level of skill to perform function.
Finance	Local entities can establish level of skill to perform function.

Type 3 experience that is input into the Incident Qualification and Certification System (IQCS) will not exceed an individual's current Incident Qualification Card.

Type 2 Incident Characteristics

- Pre-established incident management team managed by Type 2 Incident Commander.
- ICS command and general staff positions activated.
- Many ICS functional units required and staffed.
- Geographic and/or functional area divisions established.
- Complex aviation operations.
- Incident command post, base camps, staging areas established.
- Incident extends into multiple operational periods.
- Written Incident Action Plan required for each operational period.

- Operations personnel often exceed 200 per operational period and total personnel may exceed 500.
- Requires a Published Decision in WFDSS or other decision support document.
- Requires a written Delegation of Authority to the Incident Commander.

Type 2 Incident Command

These ICs command pre-established Incident Management Teams that are configured with ICS Command Staff, General Staff and other leadership and support positions. Personnel performing specific Type 2 command and general staff duties must be qualified at the Type 1 or Type 2 level according to the *310-1* standards and any additional agency requirements.

Type 1 Incident Characteristics

- Pre-established Incident Management Team managed by Type 1 Incident Commander.
- ICS command and general staff positions activated.
- Most ICS functional units required and staffed.
- Geographic and functional area divisions established.
- May require branching to maintain adequate span of control.
- Complex aviation operations.
- Incident command post, incident camps, staging areas established.
- Incident extends into multiple operational periods.
- Written Incident Action Plan required for each operational period.
- Operations personnel often exceed 500 per operational period and total personnel may exceed 1000.
- Requires a Published Decision in WFDSS or other decision support document.
- Requires a written Delegation of Authority to the Incident Commander.

Type 1 Incident Command

These ICs command pre-established Incident Management Teams that are configured with ICS Command Staff, General Staff and other leadership and support positions. Personnel performing specific Type 1 Command and General Staff duties must be qualified at the Type 1 level according to the PMS 310-1 standards and any additional agency requirements.

Incident Management Teams

Area Command

Area Command is an Incident Command System organization established to oversee the management of large or multiple incidents to which several Incident Management Teams have been assigned. Area Command may become Unified Area Command when incidents are multi-jurisdictional. The determining factor

for establishing area command is the span of control of the Agency Administrator.

National Area Command teams are managed by the National Multi-Agency Coordinating Group (NMAC) and are comprised of the following:

- Area Commander (ACDR);
- Assistant Area Commander, Planning (AAPC);
- Assistant Area Commander, Logistics (AALC); and
- Area Command Aviation Coordinator (ACAC).

Depending on the complexity of the interface between the incidents, specialists in other areas such as aviation safety or information may also be assigned.
Area Command Functions include:

- Establish overall strategy, objectives, and priorities for the incident(s) under its command;
- Allocate critical resources according to priorities;
- Ensure that incidents are properly managed;
- Coordinate demobilization;
- Supervise, manage, and evaluate Incident Management Teams under its command; and
- Minimize duplication of effort and optimize effectiveness by combining multiple agency efforts under a single Area Action Plan.

Type 1 Incident Management Teams
Type 1 Teams are managed by Geographic Area Multi-Agency Coordinating Groups and are mobilized by the Geographic Area Coordination Centers. At national preparedness levels 4 and 5, these teams are managed by the National Multi-Agency Coordinating Group (NMAC).

National Incident Management Organization (NIMO)
NIMO Teams are managed by the Forest Service Washington Office and are ordered thru the NICC. The mission of NIMO is to promote continuous improvement by introducing innovative concepts, approaches, and technologies while providing adaptive and agile incident management. The NIMO Coordinator can assist ordering units to order teams in short or long configurations, customized configuration for special capabilities, and managing long duration incidents.

NIMO's standard configuration consists of seven Command and General Staff positions qualified up to a Type 1 level. If desired, a NIMO Long Team can be ordered which consists of 27 standard Long Team positions.

Typical NIMO assignments include:

- National or Geographic Area/Regional support to provide strategic planning assistance, during incident review, and feedback.

- To serve as mentors, trainers and evaluators on a Type 2 or Type 3 incident.
- Manage multiple ignitions within a GACC by using "Theater" level management.
- Support and mentoring to an Agency Administrator with a complex fire situation.
- International Assignments
- All-hazard Incidents
- Mission Specific Assignments – NIMO will continue to assist Forest Service units and other agencies with special missions. Examples from the past include R2 Bark Beetle, R5 Marijuana Eradication, and R5 Station Fire BAER.

Type 2 Incident Management Teams

Most Type 2 teams are managed by Geographic Area Multi-Agency Coordinating Groups and are coordinated by the Geographic Area Coordination Centers. Some Type 2 teams are managed by non-federal agencies (e.g. state or local governments) and availability of these teams is determined on a case by case basis.

Unified Command

Unified Command is an application of the Incident Command System used when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. Under Unified Command, agencies work together through their designated Incident Commanders at a single incident command post to establish common objectives and issue a single Incident Action Plan. Unified Command may be established at any level of incident management or area command. Under Unified Command, all agencies with jurisdictional responsibility at the incident contribute to the process of:

- Determining overall strategies;
- Selecting alternatives;
- Ensuring that joint planning for tactical activities is accomplished; and
- Maximizing use of all assigned resources.

Advantages of Unified Command are:

- A single set of objectives is developed for the entire incident;
- A collective approach is used to develop strategies to achieve incident objectives;
- Information flow and coordination is improved between all jurisdictions and agencies involved in the incident;
- All involved agencies have an understanding of joint priorities and restrictions; and
- No agency's legal authorities will be compromised or neglected.

Coordination and Support Organizations

Organizations that provide coordination and support to on-site command organizations include:

- Initial Attack Dispatch;
- Expanded Dispatch;
- Buying/Payment Teams;
- National and Geographic Area Coordination Centers (refer to Chapter 8);
- Local, Geographic Area, and National Multi-Agency Coordinating (MAC) Groups.

Refer to Chapter 19 for Initial Attack and Expanded Dispatch information.

Buying/Payment Teams

Buying/Payment Teams support incidents by procuring services, supplies, and renting land, facilities, and equipment. These teams may be ordered when incident support requirements exceed local unit capacity. These teams report to the Agency Administrator or the local unit administrative officer. See the *Interagency Incident Business Management Handbook* for more information.

Multi-Agency Coordination (MAC)

Multi-Agency Coordination Groups are part of the National Interagency Incident Management System (NIIMS) and are an expansion of the off-site coordination and support system. MAC groups are activated by the Agency Administrator(s) when the character and intensity of the emergency situation significantly impacts or involves other agencies. A MAC group may be activated to provide support when only one agency has incident(s). The MAC group is made up of agency representatives who are delegated authority by their respective Agency Administrators to make agency decisions and to commit agency resources and funds. The MAC group relieves the incident support organization (dispatch, expanded dispatch) of the responsibility for making key decisions regarding prioritization of objectives and allocation of critical resources. The MAC group makes coordinated Agency Administrator level decisions on issues that affect multiple agencies. The MAC group is supported by situation, resource status and intelligence units who collect and assemble data through normal coordination channels.

MAC group direction is carried out through dispatch and coordination center organizations. When expanded dispatch is activated, the MAC group direction is carried out through the expanded dispatch organization. The MAC group organization does not operate directly with Incident Management Teams or with Area Command Teams, which are responsible for on-site management of the incident.

MAC groups may be activated at the local, geographic, or national level. National level and Geographic Area level MAC groups should be activated in

accordance with the preparedness levels criteria established in the National and Geographic Area Mobilization Guides.

The MAC Group Coordinator facilitates organizing and accomplishing the mission, goals and direction of the MAC group. The MAC group coordinator:

- Provides expertise on the functions of the MAC group and on the proper relationships with dispatch centers and incident managers;
- Fills and supervises necessary unit and support positions as needed, in accordance with coordination complexity;
- Arranges for and manages facilities and equipment necessary to carry out the MAC group functions;
- Facilitates the MAC group decision process; and
- Implements decisions made by the MAC group.

Activation of a MAC group improves interagency coordination and provides for allocation and timely commitment of multi-agency emergency resources. Participation by multiple agencies in the MAC effort will improve:

- Overall situation status information;
- Incident priority determination;
- Resource acquisition and allocation;
- State and Federal disaster coordination;
- Political interfaces;
- Consistency and quality of information provided to the media and involved agencies; and
- Anticipation of future conditions and resource needs.

Wildland Fire Decision Support System (WFDSS)

The Wildland Fire Decision Support System (WFDSS) is a web-based decision support system that provides a single dynamic documentation system for use beginning at the time of discovery and concluding when the fire is declared out. WFDSS allows the Agency Administrator to describe the fire situation, create Incident Objectives and Requirements, develop a Course of Action, evaluate risks, and publish a decision.

For detailed information on the tools and capabilities in WFDSS, and how managers may use the tools, refer to Appendix N.

WFDSS will be used for decision support documentation for all fires that escape initial attack or exceed initial response. These incidents will have a Published Decision within WFDSS. A Published WFDSS Decision establishes objectives, a Course of Action and Rationale for incidents with varying duration, spread potential, costs, or other considerations. The level of documentation to publish a decision should be commensurate to the incident duration, spread potential, cost,

or Relative Risk. Agency-specific direction established in memos or other policy documents may further define WFDSS documentation requirements.

Reference the NWCG memorandum # 012-2011, "Wildland Fire Decision Support System (WFDSS) Decision Documentation and GACG Responsibilities" for NWCG guidance on decision publication.

- ***BLM-****Refer to Chapter 2 for additional requirements for WFDSS implementation.*
- ***NPS-*** *Refer to Chapter 3 for additional requirements for WFDSS implementation.*

Initial Decision

An initial decision should be published within 24 hours after the determination that a Published Decision is needed, or within 24 hours of requesting an incident management team.

Considerations for determining that a decision is needed include:

- The fire has not been contained by initial attack resources dispatched to the fire;
- The fire will not have been contained within the initial attack management objectives established for that zone or area according to the unit's planning documents;
- The Incident Objectives include both protection and resource benefit elements consistent with land management planning documents;
- The fire affects or is likely to affect more than one agency or more than one administrative unit within a single agency (for example more than one National Forest);
- The fire is burning into or expected to burn into wildland-urban interface.
- Significant safety or other concerns such as air quality are present or anticipated;
- The Relative Risk Assessment indicates the need for additional evaluation and development of best management practices for achieving land and resource objectives; and
- The criteria for Flame Act funding are anticipated to be met and documentation will be needed.

New Decision

As incident complexity increases or decreases, it may become necessary for additional supporting analyses to inform decision making. If additional analysis indicates the decision needs modification, a new decision is required. Depending on the complexity of the incident, a new decision should be published within 2-3 days for less complex incidents and within 4-7 days for more complex incidents. The same criteria above plus the following considerations can guide determinations about publishing a new decision:

- The Periodic Assessment indicates the Course of Action is no longer valid;

- The management needs of the incident exceed existing capability;
- The expected costs of incident management exceed the estimated costs in the initial Decision or agency-established thresholds for level of approval authority;
- The fire moves or is expected to move beyond the Planning Area analyzed;
- Management Action Points have been established since the initial Decision was published and additional information is needed to further manage the incident over time; and
- The line officer is considering ordering an IMT.

Additional information about WFDSS can be found in Appendix N. User support information, training materials, and other resources can be found at the WFDSS homepage. http://wfdss.usgs.gov/

WFDSS Decision Approval and Publication

Decisions in WFDSS are approved and published by the appropriate Line Officer as defined in the tables below. Incident privileges must be assigned within WFDSS to designate the Approver(s). During the approval process, prior to publishing a decision, the Periodic Assessment timeframe can be set from 1 to 14 days.

It is imperative that a decision be reviewed carefully as once approved and published, a decision becomes a system of record and all WFDSS users can view the information. Additionally, the action CANNOT be undone. If there is an error in the information, or new information is added for documentation or update (i.e. fire behavior, Management Action Points) a new decision must be published to officially update the record.

All agencies having jurisdiction included in a WFDSS Planning Area should be notified prior to publication of a decision.

WFDSS Approval Requirements by Agency

DOI WFDSS Approval Requirements

Cost Estimate[1]	WFDSS Approval
Less Than $5 Million	BIA Agency Superintendent, NPS Park Superintendent, FWS Refuge Manager, BLM District/Field Manager[3]
$5 Million - $10 Million	BIA/NPS/FWS Regional Director[2]; BLM District/Field Manager[3]
Greater Than $10 Million	BIA/NPS/FWS National Director[2]; BLM District/Field Manager[3]

USFS WFDSS Approval Requirements

Incident Type	USFS Approval
Type 3,4,5	District Ranger level with oversight by the Forest Supervisor
Type 2	Forest Supervisor level with oversight by the Regional Forester[4]
Type 1	Regional Forester level with National oversight[4]

[1]***DOI-*** *Cost estimate should be based on proportionate agency share of the estimated final cost of the incident. For example, on a $20 million fire managed by a Type 1 IMT that is 98% FS, 1% BLM, and 1% NPS, the USFS Regional Forester and the BLM and NPS local Agency Administrators would be the approving officials in a jointly published WFDSS decision.*

[2]***BIA/NPS/FWS-*** *Regional Directors and National Director may delegate WFDSS approval authority as per agency policy.*

[3]***BLM-*** *District/Field Managers will approve WFDSS decisions and provide written notification to the state and/or national director when approaching $5 million and/or $10 million cost estimates. Refer to Chapter 2 for additional information regarding delegation of WFDSS approval.*

[4]***FS-*** *This authority may be delegated to the next lower level provided that the line officer at the lower next level meets Line Officer wildfire response certification requirements.*

WFDSS Support

The Wildland Fire Management Research Development and Application (WFM RD&A) group provides the national infrastructure for wildland fire decision making and WFDSS support. Field users should contact their WFDSS Geographic Area Editor for assistance prior to contacting WFM RD&A. Information for requesting assistance from WFM RD&A can be found at the WFDSS homepage at http://wfdss.usgs.gov/

Managing the Incident

Agency Administrator Responsibilities

The Agency Administrator (AA) manages the land and resources on their organizational unit according to the established land management plan. Fire management is part of that responsibility.

Agency Administrators are responsible for safety oversight, and may request additional safety oversight as needed.

Situations that may require additional safety oversight:

- A fire escapes initial attack or when extended attack is probable;
- There is complex or critical fire behavior;
- There is a complex air operation;
- The fire is in an urban intermix/interface; and
- Other extraordinary circumstances.

The AA establishes specific performance objectives for the Incident Commander (IC) and delegates the authority to the IC to take specific actions to meet those objectives. AA responsibilities to an Incident Management Team (IMT) include:

- Conduct an initial briefing to the Incident Management Team (appendix D);
- Provide an approved WFDSS Decision;
  - ***FS -*** *Ensure that significant decisions related to strategy and costs are included in WFDSS.*
- Complete a Risk and Complexity Assessment (Appendix E & F) to accompany the WFDSS Published Decision;
  - ***FS-*** *Complete a Risk and Complexity Assessment (RCA) for Type 1, 2, and 3 incidents within WFDSS.*
- Coordinate with neighboring agencies on multi-jurisdiction fires to issue a joint Delegation of Authority and develop a single Published Decision in WFDSS for the management of unplanned ignitions;
- Issue a written Delegation of Authority (appendix G) to the Incident Commander and to other appropriate officials, Agency Administrator Representative, Resource Advisor, and Incident Business Advisor. The delegation should:
  - State specific and measurable objectives, priorities, expectations, Agency Administrator's intent, constraints, and other required direction;
  - Establish the specific time for transfer of command;
  - Assign clear responsibilities for initial attack;
  - Define your role in the management of the incident;
  - Conduct during action reviews with the IC;
  - Assign a resource advisor(s) to the IMT;
  - Define public information responsibilities;

- If necessary, assign a local government liaison to the IMT;
- Assign an Incident Business Advisor (IBA) to provide incident business management oversight commensurate with complexity; and
- Direct IMT to address rehabilitation of areas affected by suppression activities.

- Coordinate mobilization with the Incident Commander:
  - Negotiate filling of mobilization order with the IC;
  - Establish time and location of Agency Administrator briefing;
  - Consider approving support staff additional to the IMT as requested by the IC; and
  - Consider authorizing transportation needs as requested by the IC.
- Provide pertinent support materials and documents (L/RMP, FMP, GIS data, local unit SOP's, maps, Service and Supply Plan, etc.) to the IMT.

In situations where one agency provides fire suppression service under agreement to the jurisdictional agency, both jurisdictional and protecting agencies will be involved in the development of and signatories to the Delegation of Authorities to the Incident Management Teams and the Published Decision in WFDSS.

Agency Administrator Representative Responsibilities

The Agency Administrator Representative (the on-scene Agency Administrator) is responsible for representing the political, social, and economic issues of the Agency Administrator to the Incident Commander. This is accomplished by participating in the Agency Administrator briefing, in the IMT planning and strategy meetings and in the operational briefings.

Responsibilities include representing the Agency Administrator to the IMT regarding:

- Compliance with the Delegation of Authority and the Published Decision in WFDSS;
- Public Concerns (air quality, road or trail closures, smoke management, threats);
- Public safety (evacuations, access/use restrictions, temporary closures);
- Public information (fire size, resources assigned, threats, concerns, appeals for assistance);
- Socioeconomic, political, or tribal concerns;
- Land and property ownership concerns;
- Interagency and inter-governmental issues;
- Wildland urban interface impacts; and
- Media contacts.

Resource Advisor Responsibilities

The Resource Advisor is responsible for anticipating the impacts of fire operations on natural and cultural resources and for communicating protection requirements for those resources to the Incident Commander. The Resource

Advisor should ensure IMT compliance with the Land/Resource Management Plan and Fire Management Plan. The Resource Advisor should provide the Incident Commander with information, analysis, and advice on these areas:

- Rehabilitation requirements and standards;
- Land ownership;
- Hazardous materials;
- Fuel breaks (locations and specifications);
- Water sources and ownership;
- Critical watersheds;
- Critical wildlife habitat;
- Noxious weeds/aquatic invasive species;
- Special status species (threatened, endangered, proposed, sensitive);
- Fisheries;
- Poisonous plants, insects and snakes;
- Mineral resources (oil, gas, mining activities);
- Archeological site, historic trails, paleontological sites;
- Riparian areas;
- Military issues;
- Utility rights-of-way (power, communication sites);
- Native allotments;
- Grazing allotments;
- Recreational areas; and
- Special management areas (wilderness areas, wilderness study areas, recommended wilderness, national monuments, national conservation areas, national historic landmarks, areas of critical environmental concern, research natural areas, wild and scenic rivers).

The Resource Advisor and Agency Administrator Representative positions are generally filled by local unit personnel. These positions may be combined and performed by one individual. Duties are stated in the *Resource Advisor's Guide for Wildland Fire (NWCG PMS 313, NFES 1831, Jan 2004).*

Use of Trainees

Use of trainees is encouraged. On wildland fire incidents, trainees may supervise trainees. However, when assigning trainees to positions where critical life-safety decisions are affected, trainees must be directly supervised by a fully qualified individual. For example:

- A Division Group Supervisor (DIVS) trainee may not work directly for an Operations Section Chief without additional field supervision. The potential for high hazard work with high risk outcomes calls for a fully qualified DIVS to be assigned supervision of the DIVS trainee.
- A Supply Unit Leader (SPUL) trainee may supervise a Receiving/Distribution Manager (RCDM) trainee. In this case, supervision may be successfully provided in a lower hazard environment with appropriate risk mitigation.

Incident Action Plan

When a written Incident Action Plan is required, suggested components may include objectives, organization, weather forecast, fire behavior forecast, division assignments, air operations summary, safety message, medical plan, communications plan, and incident map.

Incident Status Reporting

The Incident Status Summary (ICS-209), submitted to the GACC, is used to report large wildland fires and any other significant events on lands under federal protection or federal ownership. Lands administered by states and other federal cooperators may also report in this manner.

Large fires are classified as 100 acres or larger in timber fuel types, 300 acres or larger in grass fuel types, or when a Type 1 or 2 Incident Management Team is assigned. A report should be submitted daily until the incident is contained. The Agency Administrator may require additional reporting times. Refer to local, zone and/or GACC guidance for additional reporting requirements.

Incident History and Financial Records

Wildfire incidents on Federal lands managed by the FS and DOI (except BIA) require creation of an Incident History File (IHF) to document significant events, actions taken, lessons learned and other information with long-term value for managing natural resources. IHF contents and instructions, and tools for creating the IHF are found at http://www.nwcg.gov/policies/records/index.html

The host unit will be responsible for retaining the incident documentation package including the IHF and financial records.

Document and Computer Security

Precautions must be taken to secure incident information in its various formats. All forms of information shall be treated as Controlled Unclassified Information (CUI) and care must be exercised when handling the data to prevent the inadvertent viewing or unauthorized disclosure of information. CUI paper copies that compromise privacy and security shall be shredded before disposal when no longer needed. All computers used at the incident must be patched and have anti-virus software installed with recently updated definition files. All media used to transfer information into the incident (for example, but not limited to: USB flash drives, portable hard drives and CD/DVDs) must be scanned prior to use. Autorun capabilities must be disabled to prevent the spread of malware. All computers and storage devices shall be physically secured at all times.

Transfer of Command

The following guidelines will assist in the transfer of incident command responsibilities from the local unit to incoming Incident Management Team and back to the local unit.

- The local team or organization already in place remains in charge until the local representative briefs their counterparts on the incoming team, a Delegation of Authority has been signed, and a mutually agreed time for transfer of command has been established.
- The ordering unit will specify times of arrival and transfer of command, and discuss these timeframes with both the incoming and outgoing command structures.
- Clear lines of authority must be maintained in order to minimize confusion and maintain operational control.
- Transfers of command should occur at the beginning of an operational period, whenever possible.
- All operational personnel will be notified on incident command frequencies when transfer of command occurs.

Release of Incident Management Teams

The release of an IMT should follow an approved transfer of command process. The Agency Administrator must approve the date and time of the transfer of command. The transition plan should include the following elements:

- Remaining organizational needs and structure;
- Tasks or work to be accomplished;
- Communication systems and radio frequencies;
- Local safety hazards and considerations;
- Incident Action Plan, including remaining resources and weather forecast
- Facilities, equipment, and supply status;
- Arrangement for feeding remaining personnel;
- Financial and payment processes needing follow-up; and
- Risk and Complexity Assessment.

Team Evaluation

At completion of assignment, Incident Commanders will receive a written performance evaluation from the Agency Administrator(s) prior to the teams' release from the incident. Certain elements of this evaluation may not be able to be completed at the closeout review. These include accountability and property control, completeness of claims investigation/documentation, and completeness of financial and payment documentation.

The final evaluation incorporating all of the above elements should be sent to the Incident Commander and the respective GACC within 60 days. See appendix I for the IMT evaluation form.

The Delegation of Authority, the Published Decision in WFDSS, and other documented Agency Administrator's direction will serve as the primary standards against which the IMT is evaluated.

The Agency Administrator will provide a copy of the evaluation to the IC and the state/regional FMO, and retain a copy for the final fire package.

The state/regional FMO will review all evaluations and will be responsible for providing a copy of evaluations documenting performance to the Geographic Area Coordinating Group or agency managing the IMT.

Unit/Area Closures

Threats to public safety may require temporary closure of a unit/area or a portion of it. When a fire threatens escape from the unit/area, adjacent authorities must be given as much advance notice as possible in order to achieve orderly evacuation.

Incident Emergency Management Planning and Services

Refer to chapter 7 for further guidance.

Fire Management in Wilderness

Actions taken in wilderness will be conducted to protect life and safety, to meet natural and cultural resource objectives, and to minimize negative impacts of the fire management actions and the fires themselves. In evaluating fire management actions, the potential degradation of wilderness character will be considered before, and given significantly more weight than, economic efficiency and convenience. Unless human life or private property is immediately threatened, only those actions that preserve wilderness character and/or have localized, short-term adverse impacts to wilderness character will be acceptable. Any delegation of authority to Incident Management Teams will convey appropriate emphasis on the protection of wilderness character and resources and will ensure interaction with local wilderness resource advisors.

- ***DOI-*** *For all wilderness fire management actions proposing the use of any of the Wilderness Act 4(c) prohibitions, a minimum requirements analysis will be completed.*
- ***FS-*** *For all wilderness fire management actions proposing the use of any Wilderness Act 4(c) prohibitions, a minimum requirements analysis is recommended.*

Operational Guidelines for Aquatic Invasive Species

In order to prevent the spread of aquatic invasive species, it is important that fire personnel not only recognize the threat aquatic invasive species pose to ecological integrity, but how our fire operations and resulting actions can influence their spread. Each local land management unit may have specific guidelines related to aquatic invasive species. Therefore, it is recommended that you consult established local jurisdictional guidelines for minimizing the spread

of aquatic invasive species and for equipment cleaning guidance specific to those prevalent areas and associated species. To minimize the potential transmission of aquatic invasive species, it is recommended that you:

- Consult with local biologists, Resource Advisors (READ) and fire personnel for known aquatic invasive species locations in the area and avoid them when possible;
- Avoid entering (driving through) water bodies or saturated areas whenever possible;
- Avoid transferring water between drainages or between unconnected waters within the same drainage when possible;
- Use the smallest screen possible that does not negatively impact operations and avoid sucking organic and bottom substrate material into water intakes when drafting from a natural water body;
- Avoid obtaining water from multiple sources during a single operational period when possible; and
- Remove all visible plant parts, soil and other materials from external surfaces of gear and equipment after an operational period. If possible, power-wash all accessible surfaces with clean, hot water (ideally > 140^{o} F) in an area designated by a local READ.
  - ***BLM-*** *For additional information and guidelines please refer to the links provided in the document titled "BLM Fire Program Aquatic Invasive Species Guidance", found at: http://web.blm.gov/internal/fire/fpfm/docs/aquatic.pdf*

Noxious Weed Prevention

To reduce the transport, introduction, and establishment of noxious weeds or other invasive species on the landscape due to fire suppression activities, all fire suppression and support vehicles, tools, and machinery should be cleaned at a designated area prior to arriving and leaving the incident. Onsite fire equipment should be used to thoroughly clean the undercarriage, fender wells, tires, radiator, and exterior of the vehicle. Firefighter personnel should clean personal equipment, boots, clothing, etc. of weed or other invasive species materials, including visible plant parts, soil, and other materials as identified by the fire resource advisor. The cleaning area should also be clearly marked to identify the area for post fire control treatments, as needed.

Ensure that seed mixes, mulch, and/or straw wattles contain no federally or state designated noxious weeds by using seed mixes, mulches or straw wattles that have been examined by a laboratory or have current weed free certification from a state seed laboratory or equivalent qualified testing agent.

Responding to Non-Wildland Fire Incidents

Managers will avoid giving the appearance that their wildland fire resources are trained and equipped to perform structure, vehicle, and dump fire suppression, to

respond to hazardous materials releases, or to perform emergency medical response for the public.

Wildland Urban Interface

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

-Review and Update of the 1995 Federal Wildland Fire Management Policy, January 2001, page 23.

Funding is not provided to prepare for or respond to emergency non-wildland fire response activities such as structure fires, vehicle fires, dump fires, hazardous materials releases, and emergency medical responses. Managers must ensure that fire management plans, interagency agreements, and annual operating plans clearly state agency and cooperator roles and responsibilities for non-wildland fire response activities that agency personnel are exposed to as a result of working in the interagency fire environment. Managers will also ensure that federal wildland fire resources are not identified on run cards or in dispatch plans for non-wildland fire responses.

Structure, Vehicle, Dumpster, Trash, and Landfill Fires

Wildland firefighters will not take direct suppression action on structure, vehicle, dumpster, trash, or landfill fires. Structure, vehicle, and landfill fire suppression is not a functional responsibility of wildland fire resources. These fires have the potential to emit high levels of toxic gases. This policy will be reflected in suppression response plans.

Wildland firefighters who encounter structure, vehicle, or landfill fires, or who are dispatched to such fires due to significant threat to adjacent agency protected lands/resources, will not engage in direct suppression action. Structure protection (not suppression) activities will be limited to exterior efforts, and only when such actions can be accomplished safely and in accordance with established wildland fire operations standards.

- ***NPS-*** *For structural fire (including vehicle, trash and dumpster fires) response, training, medical examination, and physical fitness requirements, and hazardous material response or control guidance, refer to chapter 3.*
- ***FS-*** *Wildfires other than vegetation (such as dumpster, trash, landfill, or vehicle) as the primary fuel present hazards that are outside of the basic wildland firefighters training and protective equipment. Response actions*

will be limited to protection of life, property, and resources when they can be safely undertaken with proper risk assessment and mitigation. When agency employees are trained, qualified, and equipped to take action on other than vegetation fires, they may do so with proper risk assessment and mitigation (Incident Response Pocket Guide, PMS 461).

Public Emergency Medical Response

Public emergency medical response is not a functional responsibility of wildland fire resources, and should not be part of a preplanned response that requires these duties. When wildland firefighters encounter emergency medical response situations, their efforts should be limited to immediate care (e.g. first aid, first responder) actions that they are trained and qualified to perform.

- *NPS– NPS employees who provide emergency medical services will adhere to the requirements contained in Director's Order and Reference Manual #51, Emergency Medical Services.*

Post Wildfire Activities

Each wildland fire management agency is responsible for taking prompt action to determine the need for, and to prescribe and implement, emergency treatments to minimize threats to life or property or to stabilize and prevent unacceptable degradation to natural and cultural resources resulting from the effects of a fire on the lands they manage.

Post wildfire activities references can be found in *Interagency Burned Area Emergency Response Guidebook, Interpretation of Department of the Interior 620 DM 3 and USDA Forest Service Manual 2523, For the Emergency Stabilization of Federal and Tribal Trust Lands, Version 4.0 dated Feb. 2006* and *Interagency Burned Area Rehabilitation Guidebook, Interpretation of Department of the Interior 620 DM 3, For the Burned Area Rehabilitation of Federal and Tribal Trust Lands, Version 1.3* dated October 2006. http://www.fws.gov/fire/ifcc/Esr/home.htm.

Damages resulting from wildfires are addressed through four activities:

- Wildfire Management Activity Damage Repair - Planned actions taken to repair the damages to resources, lands, and facilities resulting from wildfire suppression actions and documented in the Incident Action Plan. These actions are usually implemented prior to, or immediately after containment of the wildfire by the incident management organization. Repairs under this activity may be completed to return the value to pre-wildfire management activity condition as practical but may not improve the condition beyond what was existing prior to the incident.
- Emergency Stabilization - Planned actions to stabilize and prevent unacceptable degradation to natural and cultural resources, to minimize threats to life or property resulting from the effects of a wildfire, or to repair/replace/construct physical improvements necessary to prevent

degradation of land or resources. Emergency stabilization actions must be taken within one year following containment of a wildfire and documented in a Burned Area Emergency Response Plan.

- Rehabilitation - Efforts taken within three years of containment of a wildfire to repair or improve wildfire-damaged lands unlikely to recover naturally to management approved conditions, or to repair or replace minor facilities damaged by wildfire. These efforts are documented in a separate Burned Area Rehabilitation Plan.
- Restoration - Continuing the rehabilitation beyond the initial three years or the repair or replacement of major facilities damaged by the wildfire.

Post-Fire Activities

	Suppression Repair	Emergency Stabilization	Rehabilitation	Restoration
Objective:	Repair suppression damages	Protect life and property	Repair damages	Long Term Ecosystem Restoration
Damage due to:	Suppression activities	Post-fire events and fire	Fire	Fire
Urgency:	Immediately after containment	1-12 months	1-3 years	3 + years
Responsibility	Agency Administrator	Agency Administrator	Agency Administrator	Agency Administrator
Funding type:	Suppression (fire)	Emergency Stabilization	Rehabilitation	Regular program

Emergency Stabilization Approval Authorities

	BIA	BLM	FWS	NPS	FS
Local Approval Level	<$250,000 Agency Supt.	$0 Field/ District Manager	$0 Refuge Manager	$0 Park Supt.	$0 District Ranger
					$0 Forest Supervisor
Regional/ State Approval Level	$250,000-$500,000 Regional Director	<$100,000 State Director	<$500,000 Regional Director with Regional Fire Management Coordinator concurrence	<$500,000 Regional Director	$500,000 Western Regional Foresters
					$100,000 Eastern Regional Foresters
National Approval Level	>$500,000 Director of Fire Management	>$100,000 Director	>$500,000 Chief, Branch of Fire Management	>$500,000 Chief, Division of Fire and Aviation	>$100,000 or $500,000 Chief

Burned Area Emergency Response (BAER) Teams

BAER Teams are a standing or ad hoc group of technical specialists (e.g., hydrologists, biologists, soil scientists, etc.) that develop and may implement portions of the Burned Area Emergency Response Plans. They will meet the requirements for unescorted personnel found in Chapter 07 under "Visitors to the Fireline" when working within the perimeter of an uncontrolled wildfire. The team's skills and size should be commensurate with the size and complexity of the wildfire.

It is the Agency Administrator's responsibility to designate an interdisciplinary BAER team. However, BAER teams must coordinate closely with IC and Incident Management teams to work safely and efficiently. Initial requests for funding for BAER should be submitted to the appropriate Agency Administrator for approval within 7 calendar days after the total containment of the fire. If additional time is needed, extensions may be negotiated with those having approval authority.

- ***DOI -*** *The Department of the Interior maintains two standing National BAER Teams with pre-identified positions listed in the National Interagency Mobilization Guide and are comprised of personnel from the Bureau of Indian Affairs, Bureau of Land Management, National Park Service, Fish and Wildlife Service and Forest Service. The DOI-BAER Teams are dispatched by the National Interagency BAER Team Dispatch Prioritization Criteria Evaluation. http://www.fws.gov/fire/ifcc/Esr/BAER/BAER_Team_Management/2006%20BAERTeam%20call-out%20criteria.pdf.*
- ***DOI****- The DOI-BAER Teams should be requested at least 10 days prior to expected date of wildfire containment and ordered as per the National Mobilization Guide.*
- ***FS -*** *The Forest Service utilizes BAER Teams through a pool of resources with the skills identified by the receiving unit. When needed, BAER personnel from other units can either be contacted directly or through dispatch. Placing a general fire resource order for BAER team members via dispatch is not appropriate for ad hoc Forest Service teams. See FSM 2523 and FSH 2509.13 for agency specific policy and direction for BAER teams.*

Incident Business Management

Specific incident business management guidance is contained in the *Interagency Incident business Management Handbook* (PMS 902). This handbook assists participating agencies of the NWCG to constructively work together to provide effective execution of each agency's incident management program by establishing procedures for:

- Uniform application of regulations on the use of human resources, including classification, payroll, commissary, injury compensation, and travel;

- Acquisition of necessary equipment and supplies from appropriate sources in accordance with applicable procurement regulations;
- Managing and tracking government property;
- Financial coordination with the protection agency and maintenance of finance, property, procurement, and personnel records and forms;
- Use and coordination of incident business management functions as they relate to sharing of resources among federal, state, and local agencies, including the military;
- Investigation and reporting of accidents;
- Investigating, documenting, and reporting claims;
- Documenting costs and implementing cost-effective criteria for managing incident resources; and
- Non-fire incidents administrative processes.

Cost Management

An Incident Business Advisor (IBA) must be assigned to any wildfire with costs of $5 million or more. The complexity of the incident and the potential costs should be considered when assigning either an IBA1 or IBA2. If a qualified IBA is not available, the approving official will appoint a financial advisor to monitor expenditures.

Incident cost objectives will be included as a performance measure in Incident Management Team evaluations.

Large Fire Cost Reviews

An Interagency Large Fire Cost Review will be conducted when an incident (single fire or complex) meets or exceeds Federal combined expenditures of $10 million.

A review may also be conducted when an incident (single fire or fire complex) meets or is expected to meet one or more of the following criteria:

- The predicted time to achieve the fire management objective exceeds 21 days;
- There are significant political, social, natural resource, or policy concerns;
- There are significant and complicated cost-share or multi-jurisdictional issues; or
- The affected agency requests a review.

It is the responsibility of the Agency Administrator to monitor large fire costs and advise the appropriate individual(s) within their agency of the need for a Large Fire Cost Review. When a multi-jurisdictional fire requires review, the local Agency Administrator will determine which agency will be designated as the lead in the review process.

The Agency Director will provide a Delegation of Authority to the Cost Review Team authorizing the implementation of a review. When possible, Large Fire Cost Reviews should be conducted when the Incident Management Team is still in place to allow prompt access to records and incident personnel.

- ***BLM-*** *The Assistant Director, Fire and Aviation will initiate, facilitate, and provide oversight for the LFCR process. Upon determination of the need for a LFCR, the AD will coordinate with the appropriate state director and assemble a LFCR team, provide a delegation of authority, and initiate the LFCR using the Interagency Large Fire Cost Review Guide (July 2008), and appropriate supplemental direction. The AD will provide briefings to the Bureau Director, as appropriate.*

FLAME Act Responsibilities

To comply with protocols for the Forest Land Assistance, Management, and Enhancement (FLAME) Act, local units should forward a copy of the completed complexity analysis (Appendix E) through the State/Regional Office to the National Office. FLAME Act information should be forwarded for any fires occurring on their agency's lands (or on lands protected by that agency under formal agreement) that are managed by a Type 1 or Type 2 Incident Management Team, and are 300 acres or larger.

- ***BLM-*** *The Complexity Analysis should be forwarded by the State to the Division of Budget and Evaluation, Fire and Aviation (FA-400). The Division of Budget and Evaluation will also extract supporting documentation from the Wildland Fire Decision Support System.*
- ***FS-*** *Regions are required to submit the following information to FLAME@fs.fed.us for fires that are eligible for FLAME Act funding:*
  - *Incident job code*
  - *Incident number*
  - *Name of fire*
  - *Type of team(s) that was actually mobilized to the fire*
  - *Complexity Analysis/Organizational Needs Assessment*

Cache Management

Agencies often serve as interagency partners in national support caches and local area support caches, and may operate single agency initial attack caches. All caches will maintain established stocking levels, receive and process orders from participating agencies and follow ordering and fire replenishment procedures as outlined by the national and geographic area cache management plans and mobilization guides.

- ***FS -*** *Refer to FSM 5160 for specific requirements.*

Type 1 and 2 National Interagency Support Caches

There are fifteen National Interagency Support Caches (NISCs); eleven are managed by the Forest Service, three are managed by the BLM, and one is managed by the State of Idaho. The fifteen national caches are part of the

National Fire Equipment System (NFES). Each of these caches provides incident support in the form of equipment and supplies to units within their respective geographic areas. The NFES cache system may support other emergency, disaster, fire-related or land management activities, provided that such support is permitted by agency policies and does not adversely affect the primary mission. These national caches do not provide supplies and equipment to restock local caches for non-incident requests. Non-emergency (routine) orders should be directed to the source of supply, e.g., GSA or private vendors. The Great Basin Area Incident Support Cache at NIFC provides publications management support to the National Wildfire Coordinating Group (NWCG). Reference the *NWCG NFES Catalog Part 2: Publications* at www.nwcg.gov for more detailed information.

Forest Service National Symbols Program distribution is through the Eastern Area Incident Support Cache (NEK). This material is coordinated by the USDA Forest Service, under advisement of the National Association of State Foresters' (NASF) Cooperative Forest Fire Prevention Committee (CFFP). Materials include Smokey Bear /Junior Forest Ranger prevention items and Woodsy Owl environmental educational materials.

NEK also distributes DOI Fire Education materials. The website at http://www.symbols.gov/ contains the catalog of these materials, information about these programs, and online ordering instructions.

Type 3 Support Caches

These caches directly support more than one agency and generally cover more than one administrative unit. They will maintain stocking levels to meet the identified needs of the multiple agencies for whom service is provided.

Type 4 Local Caches

Numerous caches of this level are maintained by each agency. These caches will establish and maintain stocking levels to meet the initial response needs of the local unit(s).

Inventory Management

System Implementation

Each fire cache, regardless of size, should initiate and maintain a cache inventory management system. Agency management systems provide a check out/return concept that incorporates a debit/crediting for all items leaving the cache. This system is strictly followed in the Type 1 and 2 NISC's. Inventory management processes should be implemented for all Type 3 Support and Type 4 Local caches.

Accountability
Fire loss/use rate is defined as all property and supplies lost, damaged, or consumed on an incident. It is reported as a percentage that is calculated in dollars of items issued compared to items returned. Consumable items are not included in this total. All items stocked in agency fire caches will be categorized for return (loss tolerance/use rate) and accountability purposes.

Trackable Items
Trackable items include items that a cache may track due to dollar value, sensitive property classification, or limited quantities. Available items that are considered trackable are usually engraved or tagged with a cache trackable identification number. These items must be returned to the issuing cache at the end of the incident use, or documentation must be provided to the issuing cache as to why it was not returned. All trackable items are also considered durable. Accountability for trackable items is expected to be 100 percent.

Durable Items
Durable items include cache items considered to have a useful life expectancy greater than one incident. High percentages of return for these items are expected. These items are not specifically cache identified/tagged/engraved. Durable items include water handling accessories, helicopter accessories, tents and camp items such as heaters, lights, lanterns, tables, chairs, hose, tools, backpack pumps, sleeping bags, pads, cots, and personal protective equipment. A 90% level of return is the expected threshold for durable items.

Consumable Items
Consumable items include items normally expected to be consumed during incident use. Consumable items returned in unused condition are credited to the incident. Examples of consumable items are: batteries, plastic canteens, cubitainers, forms, MREs, fusees, hot food containers, petroleum products, and medical supplies.

Incident Management and Environmental Sustainability
Every incident should seek opportunities to reduce unnecessary waste and limit impacts associated with management actions. This may be accomplished, for example, by promoting recycling and encouraging the use of alternative energy sources as long as such efforts do not compromise operational or safety objectives.

Incident to Incident Transfer of Supplies and Equipment
Transfer of supplies and equipment between incidents is not encouraged, due to the increased possibility of accountability errors. In instances when it is determined to be economically feasible and operationally advantageous, the following must be accomplished by the Supply Unit Leader from the incident that is releasing the items.

Documentation will be completed on the *Interagency Incident Waybill (NFES #1472)* and must include the following:

- NFES Number.
- Quantity.
- Unit of Issue.
- Description.
- Trackable ID number, if item is trackable.
- Receiving incident name, incident number, and resource request number.
- The Supply Unit Leader will send the waybill transfer information to the servicing NISC to maintain proper accountability recording.

Upon request, the servicing NISC can provide the Supply Unit Leader with an Outstanding Items Report or Incident Summary Report to facilitate accurate waybill documentation.

Fire Loss Tolerance Reporting for Type 1 and 2 Incidents

In order to help managers keep incident-related equipment and supply loss to a minimum, incident management teams (IMTs) are required to maintain accountability and tracking of these items. Guidelines and procedures to assist with this accountability are provided in Chapter 30 of the *Interagency Incident Business Management Handbook*. To further facilitate these procedures and provide oversight, a fire loss report has been developed that provides detailed information regarding used and trackable item use. This report has been accepted by NWCG for all wildland fire agencies and will be compiled for all Type 1 and Type 2 incidents. Investigations may be conducted in those cases where thresholds may have been exceeded.

These reports are compiled by the NISC servicing the particular incident. Reports will then be forwarded to the responsible local office, with a copy to the state/regional FMO, within 60 days of the close of the incident to meet these time limits. The following steps must be followed to insure accurate reports:

- At the close of each incident, all property must be returned to the servicing NFES cache;
- If accountable/trackable property has been destroyed or lost, appropriate documentation must be provided to the cache for replacement and updating property records;
- All property purchased with emergency fire funds for an incident must be returned to the NFES cache system;
- All unused consumable and/or durable NFES items must be returned to the servicing NFES cache within 30 days of control of the incident; and
- Agency Administrators/fire management officers must review the fire loss report and recommend appropriate follow-up action if losses are excessive. Those actions and recommendations should be documented and filed in the final incident records.

Incident Supply and Equipment Return Procedures

Supplies and equipment ordered with suppression funds will be returned to the ordering unit at the close of the incident and dispersed in one of three ways:

- Items meeting NFES standards will be returned to the NISC for reuse within the fire supply system;
- Items not meeting the prescribed NFES standards will be purchased with program funds by the local unit if the items are needed for program use; or
- Items will be delivered to the unit's excess property program for disposal.

Cache Returns and Restock Procedures

All returns for credit and restock of caches to specific incident charges should be made within 30 days after the close of the incident. If that timeframe cannot be met, it is required that returns and restock be made during the same calendar year as items were issued. All returns should be tagged with appropriate incident number, accompanied by an interagency waybill identifying the appropriate incident number, or accompanied by issue documents to ensure proper account credit is given. Any items returned after the calendar year of issue will be returned to multiple-fire charges, unless specific incident charge documentation (issues) can be provided with the return.

Incident Replacement of Government Property

Refer to the *IIBMH*, Chapter 30 for procedures governing property management relating to incident activities. The Agency Administrator is responsible for providing agency property management guidelines and/or procedures to incident personnel.

Damage or Loss for assigned property is addressed under *IIBMH* Chapter 30. Specialty or non-cache items originally provided by the home unit through the use of preparedness funds will be replaced by home unit funds if the loss is due to normal wear and tear. If the government property is damaged on the incident due to a specific event, e.g., wind event damages tent, the incident may, upon receipt of required documentation and proof of damage, authorize replacement using the *Incident Replacement Requisition (OF-315)*. Cache items will be replaced at the incident if available. Cache items that are not available at the incident may be authorized for restocking at the home unit via an authorized *Incident Replacement Requisition*.

Chapter 12
Suppression Chemicals & Delivery Systems

Policy for Use of Fire Chemicals

Use only products qualified and approved for intended use. Follow safe handling procedures, use personal protective equipment recommended on the product label and *Material Safety Data Sheet* (MSDS).

A current list of qualified products and approved uses can be found on the Wildland Fire Chemical Systems (WFCS) website at http://www.fs.fed.us/rm/fire/wfcs/index.htm

Refer to local jurisdictional policy and guidance related to use of wildland fire chemicals for protection of historic structures.

Products must be blended or mixed at the proper ratio prior to being loaded into the aircraft. Quality control and safety requirements dictate that mixing or blending of wildland fire chemicals be accomplished by approved methods.

Types of Fire Chemicals

Long-Term Retardant

Long-term retardants contain fertilizer salts that change the way fuels burn. They are effective even after the water has evaporated. Retardants may be applied aerially by large air tanker, single engine airtanker (SEAT) and helicopter bucket. Some retardant products are approved for fixed tank helicopters. Some products are formulated specifically for delivery from ground sources. See the Qualified Products List (QPL) for specific uses for each product.

Recommended coverage levels and guidelines for use can be found in the *10 Principles of Retardant Application,* NFES 2048, PMS 440-2 pocket card. Retardant mixing, blending, testing, and sampling requirements can be found at the WFCS website Lot Acceptance and Quality Assurance page: http://www.fs.fed.us/rm/fire/wfcs/laqa.htm.

Fire Suppressant Foam

Fire suppressant foams are combinations of wetting and foaming agents added to water to improve the effectiveness of the water. They are no longer effective once the water has evaporated. Foam may be applied by engines, portable pumps, helicopters, and SEATs. Some agencies also allow application of foam from fixed-wing water scoopers. See the QPL for specific uses for each product.

Wet Water

Using foam concentrates at a mix ratio of 0.1 percent will produce a wet water solution.

Water Enhancer (Gel)

Water enhancers, such as fire fighting gels, are added to water to improve the viscosity and adhesion of water. They are not effective once the water has evaporated. These products may be used in structure protection within the wildland interface or on wildland fuels. They are fully approved for use in helicopter bucket and engine application. Many are also approved, at specific mix ratios, for use in SEATs, and fixed tank helicopters. See the QPL for specific uses for each product.

Safety Information

Personnel Safety

All qualified wildland fire chemicals meet minimum requirements (June 2007) in regard to aquatic and mammalian toxicity (acute oral toxicity, acute dermal toxicity, primary skin irritation, and primary eye irritation). Specifications for long-term retardants, fire suppression foams, and water enhancers can be found on the WFCS website.

Personnel involved in handling, mixing, and applying fire chemicals or solutions shall be trained in proper procedures to protect their health and safety and the environment. Approved fire chemicals can be irritating to the eyes. Personnel must follow the manufacturer's recommendations; including use of PPE, as found on the product label and product MSDS. The MSDSs for all approved fire chemicals can be found on the web site at: http://www.fs.fed.us/rm/fire/wfcs/msds.htm.

Human health risk from accidental drench with fire chemicals can be mitigated by washing with water to remove any residue from exposed skin.

Containers of any fire chemical, including backpack pumps and engine tanks, should be labeled to alert personnel that they do not contain only water and the contents are not potable.

Slippery footing is a hazard at storage areas, unloading and mixing sites, and wherever applied. Because all fire chemical concentrates and solutions contribute to slippery conditions, all spills must be cleaned up immediately, preferably with a dry absorbent pad or granules. Firefighters should be aware that fire chemicals can conceal ground hazards. Wildland fire chemicals can penetrate and deteriorate leather boots, resulting in wet feet and potentially ruined leather.

Aerial Application Safety

Personnel and equipment in the flight path of intended aerial drops should move to a location that will decrease the possibility of being hit with a drop.

Personnel near aerial drops should be alert for objects (tree limbs, rocks, etc.) that the drop could dislodge. The *Incident Response Pocket Guide* (IRPG) provides additional safety information for personnel in drop areas.

During training or briefings, inform all fire personnel of environmental guidelines and requirements for fire chemicals application and avoid contact with waterways.

Avoid dipping from rivers or lakes with a helicopter bucket containing residual fire chemicals without first cleaning/washing down the bucket.

Consider setting up an adjacent reload site and manage the fire chemicals in portable tanks or terminate the use of chemicals for that application.

Interagency Policy for Aerial and Ground Delivery of Wildland Fire Chemicals Near Waterways and Other Avoidance Areas

This policy is an expansion and update for the 2000 and 2009 updated Guidelines for Aerial Delivery of all wildland fire chemicals, including retardant, foam, and water enhancers, which were established and approved by the Forest Service (FS) and the Department of the Interior (DOI). The policy includes additional avoidance areas (both aquatic and terrestrial) for aerial delivery of fire chemicals as designated by individual agencies and includes additional FS reporting requirements.

This policy does not require the helicopter or airtanker pilot-in-command to fly in such a way as to endanger his or her aircraft, other aircraft, or structures or compromise ground personnel safety.

Aerial Delivery Policy	Ground Delivery Policy
• Avoid aerial application of all wildland fire chemicals within 300 feet (ft.) of waterways. • Additional mapped avoidance areas may be designated by individual agency. • Whenever practical, as determined by the fire incident commander, use water or other less toxic wildland fire chemical suppressants for direct attack or less toxic approved fire retardants in areas occupied by threatened, endangered, proposed, candidate or sensitive species (TEPCS) or their designated critical habitats.	• Avoid application of all wildland fire chemicals into waterways or mapped avoidance areas.

Definition of Waterway
Any body of water (including lakes, rivers, estuaries, streams, and ponds) whether or not it contains aquatic life.

Definition of Waterway Buffer
300 ft. distance on either side of a waterway.

Definition of Additional Mapped Avoidance Areas
There may be areas requiring additional protection outside of the 300 ft. waterway buffer. This may include certain dry intermittent or ephemeral streams, areas designated as wetlands, as well as areas for the protection of TEPCS terrestrial habitats and population areas. Units with these avoidance areas will provide maps and/or spatial data depicting these areas and identify these areas in preparedness plans as well as the Wildland Fire Decision Support System (WFDSS).

- ***FS-*** *Maps are available at http://apps.fs.fed.us/ArcGIS/rest/services/edw_external/edw_AerialFireRetardantAvoidanceAreas_01/MapServer.*

Guidance for pilots
Pilots will avoid all waterways and additional mapped avoidance areas designated by individual agencies. To meet the 300 ft waterway buffer zone or additional mapped avoidance areas guideline, implement the following:

- All Aircraft: When approaching a waterway or other avoidance areas, the pilot shall terminate application of wildland fire chemical approximately 300 ft before reaching the area. When flying over a waterway, the pilot shall not begin application of wildland fire chemical until 300 ft. after crossing the far bank or shore. The pilot shall make adjustments for airspeed and ambient conditions such as wind to avoid the application of wildland fire chemicals within the 300 ft. buffer zone. Riparian vegetation may be an indicator of waterways and pilots should confirm to the extent possible that no water is present before dropping.
- Prior to fire retardant application, all aerial supervision and/or pilots shall be briefed on the locations of all TEPCS or other avoidance areas in the vicinity.
- If operationally feasible, pilots or the aerial supervision shall make a 'dry run' over the intended application area and/or coordinate with ground resources to identify avoidance areas and waterways in the vicinity of the wildland fire.
- Pilots will be provided avoidance area maps and information at all briefings (if not dispatched from one geographic area/unit and delivering to another geographic area).

<u>Exceptions for USDA Forest Service</u>

- Deviations from the policy are allowed only for the protection of life or safety (public and firefighter).

Exceptions for all other Agencies

- When alternative line construction tactics are not available due to terrain constraints, congested area, life and property concerns or lack of ground personnel, it is acceptable to anchor the wildland fire chemical application to the waterway. When anchoring a wildland fire chemical line to a waterway, use the most accurate method of delivery in order to minimize placement of wildland fire chemical in the waterway (e.g., a helicopter rather than a heavy airtanker).
- Deviations from the policy are acceptable when life or property is threatened and the use of wildland fire chemical can be reasonably expected to alleviate the threat.
- When potential damage to natural resources outweighs possible loss of aquatic life, the unit administrator may approve a deviation from these guidelines.

Reporting Requirements of Aerially Delivered Wildland Fire Chemicals Into Waterways, Waterway Buffer Areas and Mapped Avoidance Areas

During training or briefings, inform field personnel of:

- Environmental guidelines for fire chemical application;
- Requirements for avoiding contact with waterways;
- Additional mapped avoidance areas as designated by individual agency; and
- Their responsibility for upward reporting in the event of application, for whatever reason, into avoidance areas.

If application of wildland fire chemical occurs or anyone believes it may have been introduced within waterways, waterway buffered areas, or other mapped avoidance areas, the following is required as appropriate:

- They should inform their supervisor;
- The information will be forwarded to incident management and the agency administrator, usually through the resource advisor;
- The incident or host authorities must immediately contact specialists within the local jurisdiction; and
- Notifications and reporting will be completed as soon as possible.

Procedures have been implemented for the required reporting. All information, including reporting tools and instructions are posted on the websites at:
http://www.fs.fed.us/rm/fire/wfcs
http://www.fs.fed.us/fire/retardant/

The FS has additional reporting requirements for threatened, endangered, proposed, candidate and FS listed sensitive species for aerially delivered fire retardant only. This requirement resulted from the Forest Service's acceptance of Biological Opinions received from the National Marine Fisheries Service (NMFS) and the U.S. Fish and Wildlife Service (FWS), and the *2011 Record of*

Decision for Nationwide Aerial Application of Fire Retardant on National Forest System Lands. The procedures, reporting tools, and instructions can be found at the same websites listed above.

Endangered Species Act (ESA) Emergency Consultation

The following provisions are guidance for complying with the emergency section 7 consultation procedures of the ESA for wildland fire chemicals. These provisions do not alter or diminish an action agency's responsibilities under the ESA.

Where T&E species or their habitats are potentially affected by application of wildland fire chemicals, the following additional procedures apply and shall be documented in initial or subsequent fire reports:

- As soon as practicable after application of wildland fire chemical near waterways or other avoidance area as designated by agency, determine whether the application has caused any adverse effects to a T&E species or their habitat. This can be accomplished by the following:
  - Ground application of wildland fire chemical outside a waterway is presumed to avoid adverse effects to aquatic species and no further consultation for aquatic species is necessary;
  - Aerial application of wildland fire chemical outside 300 ft. of a waterway is presumed to avoid adverse effects to aquatic species and no further consultation for aquatic species is necessary;
  - Aerial application of wildland fire chemical within 300 ft. of a waterway requires that the unit administrator determine whether there have been any adverse effects to T&E species within the waterway. If no adverse effects to aquatic T&E species or their habitats, no additional requirement to consult on aquatic species with FWS or NMFS is required; and/or
  - Application of wildland fire chemical within other avoidance areas as designated by agency requires the agency administrator to determine whether there have been any adverse effects to T&E species. If there are no adverse effects to species or their habitats there is no additional requirement to consult with FWS or NMFS.

If the action agency determines that there were adverse effects on T&E species or their habitats then the action agency must consult with FWS and NMFS, as required by 50 CFR 402.05 (Emergencies). Procedures for emergency consultation are described in the Interagency Consultation Handbook, Chapter 8 (March, 1998). In the case of a long duration incident, emergency consultation should be initiated as soon as practical during the event. Otherwise, post-event consultation is appropriate. The initiation of the consultation is the responsibility of the unit administrator.

Operational Guidelines for Invasive Species

Refer to Chapter 11 for guidance on minimizing potential transmission of invasive species.

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.

Policy

Firefighters must meet standards identified in the NWCG publication *PMS 310-1 National Interagency Incident Management System Wildland Fire Qualifications System Guide.* The *PMS 310-1* may be found at http://www.nwcg.gov/pms/docs/docs.htm

Certain firefighters must meet standards identified in the *Interagency Fire Program Management Qualifications Standards and Guide*. The *Interagency Fire Program Management Qualification Standards and Guide* may be found at http://www.ifpm.nifc.gov

Agency standards for training and qualifications may exceed the minimum standards established by National Wildfire Coordinating Group (NWCG). Such additional standards will be approved by the Fire Directors, and implemented through the Incident Qualifications and Certification System (IQCS). Standards which may exceed the minimum standards established by NWCG are identified in:

- ***BLM-*** *BLM Standards for Fire Training and Workforce Development, available at http://www.blm.gov/nifc/st/en/prog/fire/training/fire_training.html.*
- ***FWS -*** *The Fire Management Handbook.*
- ***FS –*** *The Fire and Aviation Qualification Guide (FAQG). AD hires sponsored by the Forest Service will also meet FAQG position qualification standards.*

Qualification and Certification Process

Each unit with fire management responsibilities will establish an Incident Qualification Card qualification and certification process, which may include a qualification and certification committee. In areas cooperating with other federal, state, or local agencies, an interagency qualification and certification committee should be established and include representatives from each unit.

These qualification and certification committees provide management oversight and review of the wildland and prescribed fire positions under their jurisdiction.

The committee:

- Ensures that qualifications generated by IQCS or other agency systems for employees are valid by reviewing the training and experience of each employee.
- Determines whether each employee possesses the personal characteristics necessary to perform the wildland and prescribed fire positions in a safe and efficient manner.
- Makes recommendations to the appropriate Agency Administrator or designee who is responsible for final certification signature.
- Develops interagency training needs and sponsors courses that can be offered locally.
- Ensures training nominees meet minimum requirements for attending courses.

Non-NWCG Agency Personnel Qualifications

Personnel from non-NWCG agencies meeting NWCG *PMS 310-1* prerequisites can participate in and receive certificates for successful completion of NWCG courses. Agency employees can complete the Task Blocks, Evaluation Record and Verification/Certification sections of a cooperating organizations employee Position Task Book. Agency employees will not initiate or complete the Agency Certification sections of Position Task Book for non-agency employees.

Personnel from agencies that do not subscribe to the NWCG qualification standards may be used on agency managed fires. Agency fire managers must ensure these individuals are only assigned to duties commensurate with their competencies, agency qualifications, and equipment capabilities.

Non-NWCG Agency Personnel Use on Prescribed Fire

The NWCG *PMS 310-1 Wildland Fire System Qualifications Guide* establishes the minimum qualifications for personnel involved in prescribed fires on which resources of more than one agency are utilized - unless local agreements specify otherwise. This guide may be found at:
http://www.nwcg.gov/pms/docs/docs.htm

Incident Qualifications and Certification System (IQCS)

The Incident Qualifications and Certification System (IQCS) is the fire qualifications and certification record keeping system. The Responder Master Record report provided by the IQCS meets the agency requirement for maintaining fire qualification records. The system is designed to provide managers at the local, state/regional, and national levels with detailed qualification, experience, and training information needed to certify employees in wildland fire positions. The IQCS is a tool to assist managers in certification decisions. However, it does not replace the manager's responsibility to validate that employees meet all requirements for position performance based on their agency standards.

A hard copy file folder will be kept for each employee. The contents will include, but are not limited to: training records for all agency required courses, evaluations from assignments, position task book verification, yearly updated IQCS forms, and the Responder Master Record (RPTC028) from IQCS. All records will be stored and/or destroyed in accordance with agency policies.

- ***BLM -*** *These policies can be found at: http://www.blm.gov/wo/st/en/info/regulations/combined_record_schedules.html*
- ***NPS -*** *IQCS Account Managers should have an IQCS Delegation of Authority if they are serving as the Certifying Official. Delegation of Authority can be found at: http://iqcs.nwcg.gov/main/requestAccount.html*

Certification of Non-Agency Personnel

Non-agency firefighters will be certified by state or local fire departments, or private training providers approved by a Memorandum of Understanding (MOU) through their local GACC. Agencies will not assist in the administration, or sponsor the Work Capacity Test (WCT), as the certifying agency.

Incident Qualification Card

The Agency Administrator (or delegate) is responsible for annual certification of all agency and Administratively Determined (AD) personnel serving on wildfire, prescribed fire, and all hazard incidents. This responsibility includes monitoring medical status, fitness, training, performance, and ensuring the responder meets all position performance requirements.

Training, medical screening, and successful completion of the appropriate WCT must be accomplished and documented. All Incident Qualification Cards issued to agency employees, with the exception of Emergency Firefighter (EFF-paid or temporary employees at the FFT2 level), will be printed using the IQCS. Incident Qualification Cards issued to EFF or temporary employees at the FFT2 level may be printed without use of the IQCS.

Each agency will designate employees at the national, regional/state, and local levels as Fire Qualifications Administrators, who ensure all incident experience, incident training, and position Task Books for employees within the agency are accurately recorded in the IQCS. All records must be updated annually or modified as changes occur.

- ***NPS-*** *Certification for Area Command and Type 1 Command and General Staff (C&GS) position task books will be done at the national office level; Type 2 C&GS, and any position task books issued to park fire management officers will be certified at the regional office level. All other position task books may be certified at the local unit level.*
- ***NPS-*** *It is NPS policy that two or more assignments be accomplished after completing a Position Task Book, and receiving certification, before an individual begins movement to the next higher level. It is also NPS policy to*

require two or more qualified assignments be accomplished in a position before an individual may become a position performance evaluator. The only exceptions to this policy are unit leader positions leading to Planning Section Chief, Logistics Section Chief, or Finance Section Chief. Subordinate unit leader positions require a minimum of one assignment after the PTB completion and position certification.

- ***FS-*** *Refer to FSH 5109.17, chapter 10, and the FAQG.*
- ***BLM-*** *BLM Recertification Policy: If an employee (including an agency-sponsored AD) has lost currency in a position, the employee is converted to trainee status for that position. In order to regain full qualification for the position, the employee must demonstrate the ability to perform in the position as determined by the Certifying Official. Prior to recertification, the employee must:*
  - *Complete the BLM Recertification Evaluation found at: http://www.blm.gov/nifc/st/en/prog/fire/training/fire_training.html*
  - *Complete one or more evaluation assignments.*
  - *Complete any additional requirements as determined by the Certifying Official (e.g. additional assignments and/or courses).*

  NOTE: This policy only applies to positions for which a task book is required.

Incident Qualification Card Expiration Dates

Incident Qualification Cards for responders that possess qualifications requiring Work Capacity Tests (WCT) and the Annual Fireline Safety Refresher Training course (RT-130) are valid through the earliest expiration date (either fitness or refresher) listed on the card. Incident Qualification Cards for responders that possess qualifications that do not require WCT or RT-130 for issuance are valid for 12 months from the date the card is signed by a certifying official.

- ***FS-*** *the WCT is considered effective for 13 months from the date passed. If an employee is on an emergency assignment on the date their WCT/refresher expires, they will complete their assignment including any extensions. Upon return to their duty station, they must complete the WCT/refresher and acquire a new Incident Qualification Card prior to accepting any new assignments.*

Universal Training Requirements

All personnel filling NWCG recognized positions on the fireline must have completed:

- S-130 Firefighter Training (including the required field exercises);
- S-190 Introduction to Wildland Fire Behavior;
- L-180 Human Factors on the Fireline;
- ICS-100 Introduction to ICS; and
- IS-700A NIMS: An Introduction (or current version).

Annual Fireline Safety Refresher Training

Annual Fireline Safety Refresher Training is required for those positions identified in the *Wildland Fire Qualifications System Guide* (NWCG 310-1). Annual Fireline Safety Refresher Training must include the following core components:

- **Entrapment Avoidance-** Use training and reference materials to study the risk management process as identified in the *Incident Response Pocket Guide* (IRPG) as appropriate to the participants, e.g., LCES, Standard Firefighting Orders, Watch Out Situations, Wildfire Decision Support System (WFDSS) direction, Fire Management Plan priorities, etc.;
- **Current Issues-** Review and discuss current topics which could be based on the new modules or areas of concern identified by your agency or geographic area. Review forecasts and assessments for the upcoming fire season and discuss implications for firefighter safety;
- **Fire Shelter-** Review and discuss last resort survival including escape and shelter deployment site selection. Conduct "hands-on" fire shelter inspections. Practice shelter deployments in applicable crew/module configurations (wearing fireline personal protective equipment during fire shelter practice can enhance the learning experience for students); and
- **Other Hazards and Safety Issues-** Choose additional hazard and safety subjects, which may include SAFENET, current safety alerts, site/unit specific safety issues and hazards.

These core components must be sufficiently covered to ensure that personnel are aware of safety concerns and procedures and can demonstrate proficiency in fire shelter deployment. The minimum refresher training hour requirements for each agency is identified below. Training time may be extended in order to effectively complete this curriculum or to meet local training requirements.

- ***BLM -*** *4 hours*
- ***FWS/FS -*** *No minimum hourly requirement; core topics as shown above will be covered.*
- ***NPS -*** *8 hours*

The Annual Fireline Safety Refresher Training course (RT-130) is not a self-study course. Minimum requirements have been established for instructors for Annual Fireline Safety Refresher Training. These requirements will ensure that an appropriate level of expertise and knowledge is available to facilitate refresher training exercises and discussions.

- Lead instructors must be a qualified single resource boss;
- Unit instructors must be a qualified firefighter type one (FFT1); and
- Adjunct instructors may be utilized to provide limited instruction in specialized knowledge and skills at the discretion of the lead instructor. They must be experienced, proficient and knowledgeable of current issues in their field of expertise.

- All instructors will need the knowledge and skills to utilize current educational technology as it relates to the Wildland Fire Safety Training Annual Refresher (WFSTAR) website, such as video streaming, downloading interactive videos, and use of mobile applications and devices.

For additional information please refer to the current *NWCG Field Manager's Course Guide* (PMS 901-1) at:
http://www.nwcg.gov/pms/training/fmcg.pdf.

Annual Fireline Safety Refresher Training will have a 12-month currency. Firefighters who receive initial fire training are not required to take Annual Fireline Safety Refresher Training in the same calendar year. A web site, http://www.nifc.gov/wfstar/index.htm, titled *Wildland Fire Safety Training Annual Refresher (WFSTAR)* is available to assist in this training.

Entrapment avoidance and deployment protocols are identified in the *Incident Response Pocket Guide (IRPG) (PMS No. 461/NFES No.1077)*. The guide contains a specific "Risk Management Process" and "Last Resort Survival Checklist".

- ***BLM -*** *The "Do What's Right" training is required annual training but is not a prerequisite for issuance of an Incident Qualification Card.*

Physical Fitness

Physical Fitness and Conditioning

Agency Administrators are responsible for ensuring the overall physical fitness of firefighters. Employees serving in wildland fire positions that require a fitness rating of arduous as a condition of employment are authorized one hour of duty time each work day for physical fitness conditioning. Employees serving in positions that require a fitness rating of moderate or light may be authorized up to three hours per week.

Fitness conditioning periods may be identified and structured to include aerobic and muscular exercises. Team sports are not authorized for fitness conditioning. Chapters 5, 6, 7, 8, and 9 and appendices F, G, and H of *Fitness and Work Capacity 2009 ed.* (PMS 304-2, NFES 1596) and the FireFit Program (http://www.nifc.gov/FireFit/index.htm) provide excellent guidance concerning training specifically for the pack test, aerobic fitness programs, and muscular fitness training.

- ***FS -*** *Forest Service direction is found in FSH 5109.17 and the FAQG. NFFE Partnership bargaining unit employees may only be required to successfully complete the WCT once per year.*
- ***NPS –*** *A fitness plan is required for all NPS personnel participating in a fitness program (DO-57). For health and fitness purposes, those who are fire-qualified at less than the arduous fitness level are not required to meet the mandatory fitness program requirements of DO-57 for wildland fire*

management. They are strongly encouraged to participate in the voluntary fitness program, and must still meet physical fitness/work capacity requirements as outlined in the Wildland Fire Qualifications System Guide (310-1) for positions with Moderate and Light fitness requirements.

Medical Examinations and Work Capacity Tests

Agency Administrators and supervisors are responsible for the occupational health and safety of their employees performing wildland fire activities, and may require employees to take a medical examination at any time. Established medical qualification programs, as stated in 5 CFR 339, provide consistent medical standards in order to safeguard the health of employees whose work may subject them or others to significant health and safety risks due to occupational or environmental exposure or demand.

Information on any medical records is considered confidential and must be kept in the employee's medical file.

Department of Interior Wildland Firefighter Medical Standards Program (DOI/MSP) - Arduous Fitness Level

All permanent, career-seasonal, temporary, Student Career Experience Program (SCEP) employees, and AD/EFF who participate in wildland fire activities requiring a fitness level of *arduous* must participate in the DOI-MSP at the appropriate level (see Examination Matrix on the MSP website) and must be cleared prior to attempting the WCT. Additional information regarding the DOI-MSP can be obtained at http://www.nifc.gov/medical_standards/.

- ***FS -*** *Refer to current agency direction: http://www.fs.fed.us/fire/safety/wct/wct_index.html*

If the HSQ or Annual Exam results in a status of "cleared", but the Servicing Human Resource Officer (SHRO) or FMO has a direct concern about an employee's/applicant's capacity to meet the physical or medical requirements of a position, the agency may require the employee/applicant to report for a specific medical evaluation. For more information, contact your SHRO or agency Wildland Fire Safety Program Manager.

If any "yes" answer is indicated on the HSQ, an annual exam is required prior to the employee taking the Arduous WCT. Cost of the exam will be covered at the National level.

If an examining clinician believes diagnostic testing beyond what is required by the Wildland Firefighter Medical Standards Program is needed to determine medical clearance, then agency approval is required before the tests are conducted. If the agency approves the clinician request, or requests further testing themselves, then the agency is responsible for payment. Additional

testing or treatment requested by the employee/applicant shall be at their own expense.

Employees or applicants who fail to meet the Federal Interagency Wildland Firefighter Medical Qualification Standards as a permanent, seasonal/temporary, or term employee may not perform as an AD/EFF for arduous duty positions.

If a Department of the Interior arduous duty wildland firefighter (WLFF) develops a change in medical status (injury or illness) between yearly medical exams or HSQs that prevents them from performing arduous duty lasting longer than three consecutive weeks, the WLFF is required to report this change to his/her supervisor who can request additional medical information and reevaluate the WLFF clearance status.

- ***NPS -*** *The law enforcement medical exam for NPS rangers, who are collateral duty wildland firefighters, will suffice for MSP clearance.*
- ***NPS -*** *Medical clearance must be entered into IQCS.*
- ***FWS-*** *Periodicity requirements for Refuge law enforcement examinations will be applied to arduous duty wildland fire positions. Law enforcement officers wishing to perform in NWCG PMS 310-1 or USFWS agency specific wildland fire positions with an arduous fitness requirement must pass the arduous work capacity test on an annual basis. The HSQ will be used for off exam years prior to arduous work capacity testing.*

Medical Exam Process for Light and Moderate Fitness Levels

This section applies to employees who are only required to complete the WCT at the light or moderate fitness level.

If any "Yes" answer is indicated on the HSQ, a medical examination is required prior to the employee taking the WCT.

Medical examinations will be performed utilizing the *Certificate of Medical Exam, U.S. Office of Personnel Management* OF-178. Stress EKGs are not required as part of the medical examination and will only be approved if recommended and administered by the medical examining physician. Cost for exams will be borne by the home unit. If medical findings during exam require further evaluation, then the cost of any further evaluation or treatment is borne by the employee/applicant. Costs for additional tests specifically requested by the agency will be borne by the home unit.

- ***FS-*** *Medical exams will be paid from a Washington Office fund code.*

If the SHRO or FMO has a direct concern about an employee's/applicant's capacity to meet the physical or medical requirements of a position, the agency may require the employee/applicant to report for a specific medical evaluation. For more information, contact your SHRO or agency Wildland Fire Safety Program Manager.

Standards for medical examinations using the OF-178 for light and moderate positions are available at:
http://www.blm.gov/nifc/st/en/prog/fire/more/human_resources/forms.html

The examining physician will submit the completed OF-178 (and applicable supplements) to the employee's servicing human resources office, where it will be reviewed and retained in the employee's medical file.

- ***NPS-*** *The law enforcement medical exam for NPS rangers, who are collateral duty wildland firefighters, will suffice for arduous, moderate, and light fitness level clearance.*
- ***FWS-*** *Periodicity requirements for Refuge law enforcement examinations will be applied to light or moderate. Law enforcement officers wishing to perform in NWCG PMS 310-1 or USFWS agency-specific wildland fire positions with a light or moderate fitness requirement must pass the appropriate level work capacity test on an annual basis. The HSQ will be used for off exam years prior to light or moderate work capacity testing.*

Health Screen Questionnaire (HSQ)

Title 5 CFR Part 339 - Medical Qualification Determinations, which provides a determination of an individual's fitness-for-duty, authorizes solicitation of this information.

The approved OMB Health Screen Questionnaire (HSQ) may be found at:
http://www.nifc.gov/medical_standards/documents/NewExamProcess/5100-31.pdf

The information on the HSQ is considered confidential and once reviewed by the test administrator to determine if the WCT can be administered, it must be kept in the employee's medical file (EMF). This file may only be viewed by Human Resource Management (HRM) or Safety personnel.

- ***FS -*** *See Work Capacity Tests for Wildland Fire Qualifications Implementation Guide, see website: http://www.fs.fed.us/fire/safety/wct/wct_index.html*

Work Capacity Test (WCT) Categories

The *NWCG Wildland Fire Qualification System Guide, PMS 310-1* identifies fitness levels for specific positions. There are three fitness levels - Arduous, Moderate, and Light - which require an individual to demonstrate their ability to perform the fitness requirements of the position. Positions in the "no fitness level required" category are normally performed in a controlled environment, such as an incident base.

Law Enforcement physical fitness standard is accepted as equivalent to a "light" WCT work category.

Work Capacity Test Categories

WCT Category	Distance	Weight	Time
Arduous Pack Test	3 miles	45 lb	45 min.
Moderate Field Test	2 miles	25 lb	30 min
Light Walk Test	1 mile	None	16 min

- **Arduous -** Duties involve field work requiring physical performance with above average endurance and superior conditioning. These duties may include an occasional demand for extraordinarily strenuous activities in emergencies under adverse environmental conditions and over extended periods of time. Requirements include running, walking, climbing, jumping, twisting, bending, and lifting more than 50 pounds; the pace of the work typically is set by the emergency conditions.
- **Moderate -** Duties involve field work requiring complete control of all physical faculties and may include considerable walking over irregular ground, standing for long periods of time, lifting 25 to 50 pounds, climbing, bending, stooping, twisting, and reaching. Occasional demands may be required for moderately strenuous activities in emergencies over long periods of time. Individuals usually set their own work pace.
- **Light -** Duties mainly involve office type work with occasional field activity characterized by light physical exertion requiring basic good health. Activities may include climbing stairs, standing, operating a vehicle, and long hours of work, as well as some bending, stooping, or light lifting. Individuals can usually govern the extent and pace of their physical activity.

Work Capacity Test (WCT) Administration

The Work Capacity Test (WCT) is the official method of assessing wildland firefighter fitness levels. General guidelines can be found in the "*Work Capacity Tests for Wildland Firefighters, Test Administrator's Guide" PMS 307, NFES 1109*.

- ***FS-*** *for FS direction on WCT administration, refer to "FS Work Capacity Tests for Wildland Fire Qualifications Implementation Guide" at: http://www.fs.fed.us/fire/safety/wct/wct_index.html*

WCT Administrators must ensure that WCT participants have been medically cleared, either through Wildland Firefighter Medical Qualification Standards or agency specific medical examination.

WCTs are administered annually to all employees, including AD/EFF who will be serving in wildland fire positions that require a fitness level. The currency for the WCT is 12 months.

- ***FS-*** *Currency for WCT is 13 months.*

The WCT results shall be documented on the WCT Record available online as Appendix O at http://www.nifc.gov/policies/policies_main.html. The WCT Record captures information that is covered under the Privacy Act and should be maintained in accordance with agency Freedom of Information Act (FOIA) guidelines.

Administration of the WCT of non-federal firefighters is prohibited for liability reasons. Potential emergency firefighters who would be hired under Emergency Hire authority by the agency must be in AD pay status or sign an agency specific volunteer services agreement prior to taking the WCT.

A Job Hazard Analysis (JHA) or Risk Assessment (RA) shall be developed and approved for each field unit prior to administrating the WCT. Administer the test using the JHA/RA as a briefing guide.

- ***BLM -*** *A risk assessment shall be developed and approved for each field unit prior to administering the WCT. A RA for the WCT can be found at: http://web.blm.gov/portal/employeeresources/allemployees/safety/riskmanagment.php*

The local unit shall prepare a medical response plan (such as an ICS-206 form), evaluate options for immediate medical care and patient transport, and identify closest emergency medical services. A minimum of a qualified Medical First Responder/Emergency Medical Responder (EMR) must be on site during WCT administration. Based upon a thorough evaluation of potential medical treatment and evacuation scenarios, a higher level of on-site emergency medical qualifications and equipment may be warranted (e.g. Emergency Medical Technician (EMT) or paramedic).

An Automatic External Defibrillator (AED) is required on-site during all WCTs.

Personnel taking the WCT will only complete the level of testing (Pack, Field, Walk) required by the highest fitness level identified for a position on their Incident Qualification Card. Employees shall not take the WCT unless they have an Incident Qualification Card qualification that requires it, and only at the fitness level required by that position as identified in the NWCG 310-1 or agency specific guidance or policy.

Treadmills are not approved for Work Capacity Testing.

WCT results must be entered into the IQCS annually to update the fitness level and date that will appear on the Incident Qualification Card. WCT dates entered in IQCS will reflect the date the employee passed the fitness test. The results of the most recent WCT will always supersede the results of any previous WCT, even if previous WCTs were within the currency period.

- ***FWS/NPS-*** *Law Enforcement Officers are required to provide a copy of the medical clearance for verification and tracking purposes to the appropriate*

incident qualifications and certifications system (IQCS) account manager. Account managers will reflect the appropriate examination type and currency for the Law Enforcement Officer examinations in the physical examinations portion of the IQCS system.

WCT Retesting

Those who do not pass the WCT will be provided another opportunity to retest. Employees will have to wait at least 48 hours before retaking the WCT. If an employee sustains an injury (verified by a licensed medical provider) during a test, the test will not count as an attempt. Once an injured employee has been released for full duty, the employee will be given time to prepare for the test (not to exceed 4 weeks). The numbers of retesting opportunities that will be allowed include:

- Three opportunities for permanent employees required to pass a test for duties in the fire program.
- One opportunity for temporary employees required to pass a test (a second chance maybe provided at the discretion of fire management).

Minimum Age Requirements for Hazardous Duty Assignments on Federal Incidents

Persons under 18 years old will not perform hazardous duties during wildland fire management operations on federal jurisdictions.

Engine Modules

Staffing levels and specific requirements for engine personnel may be found in Chapter 14, Fire Fighting Equipment.

Helicopter Modules

Staffing levels and specific requirements for helicopter personnel may be found in Chapter 16, Aviation.

Smokejumpers (SMKJ)

Smokejumpers provide professional and effective fire suppression, fuels reduction, and fire management services to help land managers meet objectives.

SMKJ Policy

Smokejumper operations are guided by direction in the interagency section of the *Interagency Smokejumper Operations Guide (ISOG).*

Each base will comply with smokejumper operations standards. The arduous duties, specialized assignments, and operations in a variety of geographic areas

require smokejumpers to have uniform training, agency approved equipment, communications, organization, and operating procedures.

SMKJ Communications

All smokejumpers carry programmable radios and are proficient in their use and programming procedures.

SMKJ Training

To ensure proficiency and safety, smokejumpers complete annual training that covers aspects of aviation, parachuting, fire suppression tactics, administrative procedures, and safety related to the smokejumper mission and fire operations. The training program for first-year smokejumpers is four weeks long. Candidates are evaluated to determine:

- Level of physical fitness;
- Ability to learn and perform smokejumper skills;
- Ability to work as a team member;
- Attitude; and
- Ability to think clearly and remain productive in a stressful environment.

SMKJ Target Qualifications

Position	IQCS Target	SMKJ Training Target
Dept Managers	T1 and T2 C&G	
Spotter	ICT3, DIVS, ATGS RXB2, SOFR	
Lead Smokejumper	STLD, TFLD	Senior Rigger, FOBS
Smokejumper	ICT4, CRWB, FIRB	FEMO
Rookie Smokejumper	ICT5, FFT1	

SMKJ Physical Fitness Standards

The national minimum standards for smokejumpers are:

- 1.5 mile run in 11:00 minutes or less;
- 45 sit-ups;
- 25 pushups;
- 7 pull-ups;
- 110 lb. packout over 3 miles/level terrain/90 minutes*; and
- Successful completion of the WCT at the arduous level.

*This element is tested during Smokejumper Rookie Training.

Interagency Hotshot Crews (IHC)

Interagency Hotshot Crews provide an organized, mobile, and skilled hand crew for all phases of wildfire suppression. IHCs are comprised of 18-25 firefighters and are used primarily for wildfire suppression, fuels reduction, and other fire management duties. IHC's are capable of performing self-contained initial attack suppression operations, and commonly provide incident management capability at the Type 3 or 4 levels.

IHC Policy

IHC standards provide consistent planning, funding, organization, and management of the agency IHCs. The sponsoring unit will ensure compliance with the established standards. The arduous duties, specialized assignments, and operations in a variety of geographic areas required of IHCs dictate that training, equipment, communications, transportation, organization, and operating procedures are consistent for all agency IHCs.

As per agency policy, all IHCs will be managed under the *Standards for Interagency Hotshot Crew Operations (SIHCO).*

- ***BLM/NPS -*** *BLM Preparedness Review Checklist #18 (Hotshot Crew) supersedes the checklist found in the SIHCO.*

IHC Certification

The process for IHC certification is found in the *Standards for Interagency Hotshot Crews* (SIHCO).

Annual Crew Pre-Mobilization Process

The superintendent of crews holding IHC status the previous season are required to complete the Annual IHC Mobilization Checklist (SIHCO Appendix C) and send the completed document to the local GACC prior to making the crew available for assignment each season.

Annual IHC Readiness Review

On an annual basis the superintendent of crews holding IHC status the previous season are required to complete the Annual IHC Preparedness Review (SIHCO Appendix B). This process is designed to evaluate crew preparedness and compliance with SIHCO. The annual review will be conducted while the crew is fully staffed and operational. The review is not required prior to a crew being made available for incident assignment at the beginning of their availability period. When a review document is completed, the document is kept on file at the local (host) unit fire management office.

IHC Organization

Individual crew structure will be based on local needs using the following standard positions: Superintendent, Assistant Superintendent, Squad Leader, Skilled Firefighter, and Crewmember.

- ***BLM/NPS-*** *IHCs have the option of traveling with 25 personnel when on incident assignments as authorized by the local unit. IHC superintendents will obtain prior approval from the dispatching GACC when the assignment requires fixed wing transport and the crew size is greater than 20.*

IHC Availability Periods

IHCs will have minimum availability periods as defined in the *SIHCO*. Availability periods may exceed the required minimum availability period. The Crew Superintendent will inform the local supervisor and the GACC of any changes in the crew's availability.

National IHC Status Reporting System

IHCs will report status through the National IHC Status Reporting System. IHC superintendents will regularly update the system with any change in crew status and/or current utilization when on assignment.

IHCs may report status by three methods:

- Via e-mail to BLM_FC_Crews@blm.gov (preferred method);
- Via the internet to the Hotshot Status submission form (link available from the Crew page of the NICC website); or
- Contacting the NICC Crew Desk at 208-387-5400.

IHC Communications

IHCs will provide a minimum of five programmable multi-channel radios per crew as stated in the *SIHCO.*

IHC Transportation

Crews will be provided adequate transportation. The number of vehicles used to transport a crew should not exceed five. All vehicles must adhere to the certified maximum Gross Vehicle Weight (GVW) limitations.

Other Hand Crews

Policy

All crews must meet minimum crew standards as defined below as well as any additional agency, state, or contractual requirements. Typing will be identified at the local level with notification made to the local GACC.

MINIMUM CREW STANDARDS FOR NATIONAL MOBILIZATION

Minimum Standards	Type 1	Type 2 with IA Capability	Type 2
Fireline Capability	Initial attack/can be broken up into squads, fireline construction, complex firing operations(backfire)	Initial attack/can be broken up into squads, fireline construction, firing to include burnout	Initial attack, fireline construction, firing as directed
Crew Size	18-20		
Leadership Qualifications	Permanent Supervision Supt: TFLD, ICT4,FIRB Asst Supt: STCR, ICT4 3 Squad Bosses: ICT5 2 Senior Firefighters: FFT1	Crew Boss: CRWB 3 Squad Bosses: ICT5	Crew Boss: CRWB 3 Squad Bosses: FFT1
Language Requirement	All senior leadership including Squad Bosses and higher must be able to read and interpret the language of the crew as well as English.		
Experience	80% 1 season	60% 1 season	20% 1 season
Full Time Organized Crew	Yes (work and train as a unit 40 hrs per week)	No	No
Communications	5 programmable radios	4 programmable radios	
Sawyers	3 agency qualified	3 agency qualified	None
Training	As required by the SIHCO or agency policy prior to assignment	Basic firefighter training and/or annual firefighter safety refresher prior to assignment	Basic firefighter training and/or annual firefighter safety refresher prior to assignment
Logistics	Crew level agency purchasing authority	No purchasing authority	No purchasing authority
Maximum Weight	5300 lbs		
Dispatch Availability	Available nationally	Available nationally	Variable
Production Factor	1.0	.8	.8
Transportation	Own transportation	Transportation needed	Transportation needed
Tools & Equipment	Fully equipped	Not equipped	Not equipped
Personal Gear	Arrives with: Crew First Aid kit, personal first aid kit, headlamp, 1 qt canteen, web gear, sleeping bag		
PPE	All standard designated fireline PPE		
Certification	Must be annually certified by the local host unit Agency Administrator or designee prior to being made available for assignment.	N/A	N/A

- ***BLM-*** *for additional standards and certification requirements, refer to Chapter 2.*

Wildland Fire Modules

The primary mission of WFM's is to provide an innovative, safe, highly mobile, logistically independent, and versatile fire crew with a primary commitment to support fire's role as a natural ecological process to restore and maintain resilient landscapes while providing for fire-adapted communities.

WFMs are comprised of 7 – 10 firefighters. The WFM program facilitates the use of fire and other management techniques involving planned and unplanned wildland fire events. WFMs are highly skilled and versatile fire crews, which provide technical and ecological based expertise in the areas of long term planning, ignitions, holding, and suppression, and fire effects monitoring. For more information please refer to PMS – *430*: *Interagency Standards for Wildland Fire Module Operations (ISWFMO).*

WFM Policy

All WFM operations will be conducted adhering to the *Interagency Standards for Wildland Fire Module Operations* (ISWFMO) *PMS 430.* Sponsoring units in conjunction with the appropriate Geographic Area Coordination Center will ensure compliance of all WFMs according to the standards set within the ISWFMO. The arduous duties, specialized assignments, and operations in a variety of geographic areas require WFMs to have uniform training, agency approved equipment, communications, organization, and operating procedures.

WFM Types and Certification

WFMs ready for assignment will be certified as Type 1 WFM (WFM1) or Type 2 WFM (WFM2). Refer to the *Interagency Standards for Wildland Fire Module Operations* (ISWFMO) – *PMS 430* for additional information.

WFM Availability Periods

WFMs will have minimum availability periods as defined in the ISWFMO. Availability for Type 1 WFMs may exceed the minimum period defined. Type 1 WFMs will be available for off unit assignment during the designated 90 day availability period. The module leader will inform the local supervisor and the GACC of any changes to the modules availability.

WFM Organization

Individual module structures vary based on local and agency needs using the following standard positions: Module Leader/ Foreman, Assistant Leader/ Foreman, Lead Firefighter, Senior Firefighter, Crewmember.

Minimum WFM Standards for Interagency Mobilization

Minimum Standards	Type 1	Type 2
Fireline Capability	Ability to form separate logistically self-sufficient independent groups, fire line construction, complex firing operations(backfire), monitoring, strategic planning, fire reconnaissance, public information.	Monitoring, fireline construction, firing to include burnout.
Crew Size	7-10	
Leadership Qualifications	- Qualifications are not tied to a particular position within the WFM. All modules will have the following qualifications: TFLD, RXB2*, ICT4, CRWB, FIRB, FOBS - Module Lead: TFLD, CRWB - Asst. Module Lead: ICT4, FEMO - 1 Squad Boss: ICT5 - 2 Senior Firefighters: FFT1 *RXB2 (1) could be any of the module members	- Crew Boss: CRWB - 1 Squad Boss: ICT5
Language Requirement	All senior leadership, including Squad Bosses and higher, must be able to read and interpret the language of the crew as well as English.	
Experience	90% > 1 season	60% > 1 season
Full Time Organized Crew	Yes (work and train as a unit 40 hrs. per week, 90 continuous days)	No
Communications	5 programmable radios	4 programmable radios
Sawyers	2 agency qualified	1 agency qualified
FEMO	2	2 (1 of 2 can be trainee)
Training	As required by the *ISWFMO* prior to assignment	Basic firefighter training or RT-130 prior to assignment
Medical First Responder Training	Yes	No
Logistics	Multiple crew level agency purchasing authorities	Generally no purchasing authority, may need assistance by incident logistics
Dispatch Availability	Availability determined by sponsoring agency	Availability variable by sponsoring agency
Mobilization Time	Within 2 hours of receipt of resource order when on duty, 8 hours when off duty	Within 24 hours of receipt of resource order.
Transportation	Own transportation	Transportation needed
Tools & Equipment	Fully equipped for each geographic region.	May need assistance by incident logistics
Specialized Digital, Remote Operations, Monitoring, Equipment	Yes	No
Personal Gear	Arrives with: Crew First Aid kit, personal first aid kit, headlamp, 1 quart canteen, web gear, sleeping bag	
PPE	All standard designated fireline PPE	
Certification	Must be annually certified by the Regional or State Office of the host unit agency administrator or designee prior to being made available for assignment.	Must complete the mobilization checklist by the local host unit or agency administrator or designee prior to being made available for assignment.

- ***BLM-*** *BLM WFMs will meet standards identified in the Interagency Standards for Wildland Fire Module Operations (PMS 430). In addition, BLM WFMs will meet the following requirements:*
  - *All BLM WFMs will meet the standards for Type 1 WFMs identified in the Interagency Standards for Wildland Fire Module Operations. Type 2 WFMs will not be formed, sponsored, or statused in the Resource Ordering and Status System (ROSS) by BLM units.*
  - *Approval from the Assistant Director, Fire and Aviation is required prior to establishing and/or statusing new Type 1 WFMs.*
  - *Any BLM unit may provide personnel to WFMs sponsored by another agency. All BLM personnel must meet the standards outlined in the Interagency Standards for Wildland Fire Module Operations, and the Interagency Standards for Fire and Fire Aviation Operations.*
  - *Units may utilize Type 1 and/or Type 2 WFMs for BLM incidents. Incident commanders will order the appropriate resource to accomplish incident objectives.*
  - *Fire Suppression Modules and WFMs are separate and distinct resources. The BLM has established standards for fire suppression modules in chapter 2 of this publication. Fire managers and incident commanders should order the appropriate resource to accomplish incident objectives.*
- ***NPS-*** *Modules are coordinated regionally and mobilized/demobilized through established ordering channels through the GACCs.*

Agency Certified Positions

As a supplement to the qualifications system, certain agencies have identified the additional positions of Prescribed Fire Burn Boss 3 (RXB3) - see Chapter 17; Engine Operator (ENOP) - see Chapter 2; and Chainsaw Operators and Fallers listed below.

- ***BLM-*** *Personnel hired by the BLM must meet requirements established in the position description. If the position description requires Incident Command System qualifications, only qualifications and minimum requirements specified in the NWCG Wildland Fire Qualifications Systems Guide (PMS 310-1) will be applied as selective factors and/or screen-out questions. To avoid reducing candidate pools, BLM-specific requirements that are supplemental to the PMS 310-1 may not be used as selective placement factors/screen-out questions. Supplemental BLM-specific training or qualification requirements may only be used as selective factors and/or screen-out questions when requested and justified by the selecting official, and approved by human resources. Impacts to the candidate pool must be addressed in the justification. As with all other BLM or DOI-specific training/experience requirements (e.g. Do What's Right training, purchase card training) that newly hired employees from other agencies may not have, the supervisor and IQCS certifying official are responsible for reconciling that employee's training and IQCS record after the*

employee has entered on duty. This may be accomplished by providing additional training/experience or by manually awarding competencies as per established IQCS protocol.

Chainsaw Operators and Fallers

The agencies have established the following minimum qualification and certification process for Chainsaw Operators (Incident Qualification Card certified as Faller A):

- Agency employees who are chainsaw operators and fallers must be minimally qualified as a FFT2 and meet the arduous fitness standards.
- Successful completion of S-212, including the field exercise, or those portions of S-212 appropriate for Faller A duties;
- Agency Administrator (or delegate) certification of qualifications after verification that training is successfully completed;
- Documentation must be maintained for individuals;
- The individual tasks required for completion of the "A" Task Book and the final evaluation for the "A" level saw operators must be verified or signed by a qualified "B" or "C" level saw operator;
- The individual tasks required for completion of the "B" Task Book must be evaluated by a qualified "B" or "C" level operator. The Final Evaluator Verification for "B" level operators must be signed by a "C" level saw operator;
- The individual tasks required for completion of the "C" Task Book must be evaluated by a qualified "C" level operator. The Final Evaluator Verification for "C" level operators must be signed by an approved "C" level evaluator;
- Each of the states/regions will certify and maintain a list of their current "C" class saw operators who they approve to be "C" class evaluators;
- The certification of "C" class evaluators will remain the responsibility of the Agency Administrator or delegate; and
- All fire related (Incident Qualification Carded) saw operation qualifications are maintained through the IQCS system and will have a currency of five years.
- ***BLM/NPS/FWS -*** *Position task book found at: http://www.nwcg.gov/pms/taskbook-agency/index.htm*
- ***FS -*** *FS direction can be found in FSH 5109.17, FAQG, and FSH 6709.11.*
- ***NPS/FWS -*** *Exceptions to the above policy are:*
  - *Size classes used in the Faller A, Faller B, and Faller C Position Task Book are guidelines and are not the determining factor in the complexity of a tree felling operation. The size classes are to be used as an evaluation tool during trainee evaluation. Chainsaw operators are expected to conduct a thorough size up of each individual tree and determine the extent of qualification required to safely perform a felling operation;*

- *The individual tasks required for completion of the "B" Task Book and the final evaluation for the Class "B" saw operations must be verified by a qualified Class "B" or "C" saw operator; and*
- *The individual tasks required for completion of the "C" Task Book must be verified by a qualified "C" level operator.*
- ***NPS Only-** Final evaluation of "C" level operators must be completed by a regionally-approved "C" level evaluator.*

Chapter 14
Firefighting Equipment

Introduction

The agency wildland fire program equipment resources include engines, dozers, water tenders, and other motorized equipment for fire operations.

Policy

Each state/region will comply with established standards for training, equipment, communications, organization, and operating procedures required to effectively perform arduous duties in multi-agency environments and various geographic areas.

Approved foam concentrate may be used to improve the efficiency of water, except near waterways where accidental spillage or over spray of the chemical could be harmful to the aquatic ecosystem, or other identified resource concerns.

Firefighting Engine/Water Tender Common Standards

Driving Standard
Refer to driving standards in Chapter 07.

Engine/Tactical Water Tender Water Reserve
Engine/Tactical Water Tender Operators will maintain at least 10 percent of the pumpable capacity of the water tank for emergency engine protection and drafting.

Chocks
At least one set of wheel chocks will be carried on each engine/water tender and will be properly utilized whenever the engine is parked or left unattended. This includes engine/water tender operation in a stationary mode without a driver "in place".

Fire Extinguisher
All engines/water tenders will have at least one 5 lb. ABC rated (minimum) fire extinguisher, either in full view or in a clearly marked compartment.

Nonskid Surfaces
All surfaces will comply with National Fire Protection Association (NFPA) 1906 Standard for Wildland Fire Apparatus requirements.

First Aid Kit
Each engine/water tender shall carry, in a clearly marked compartment, a fully equipped 10-person first aid kit.

Gross Vehicle Weight (GVW)
Each engine and water tender will have an annually certified weight slip in the vehicle at all times. Weight slip will show individual axle weights and total GVW. Operators of engines and water tenders must ensure that the maximum certified gross vehicle and axle weight ratings are never exceeded, including gear, personnel, and fuel. The NFPA 1906 standard of 250 pounds per seat position for each person and their personal gear will be used to calculate the loaded weight.

- ***FS -*** *Refer to FSH 7109.19, Chapter 30 for calculation of Rough Road Factor reduction for driving on rough or unsurfaced roads.*
- ***NPS -*** *A copy of the annual certified weight slip must be sent to the Fire Equipment and Facilities Specialist at the FMPC in Boise prior to the vehicle being put into service each season.*

Speed Limits
Posted speed limits will not be exceeded.

Lighting
Headlights and taillights shall be illuminated at all times while the vehicle is in motion. All new orders for fire engine apparatus will include an overhead lighting package in accordance with agency standards. Lighting packages will meet NFPA 1906 standards at the time of manufacture. Engines currently in service may be equipped with overhead lighting packages. A red, white, and amber combination is the accepted color scheme for fire. Lighting packages containing blue lights are reserved for law enforcement and are not allowed on fire vehicles.

Emergency Light Use
Emergency lighting will be used only during on site wildland fire operations or to mitigate serious safety hazards. Overhead lighting and other emergency lighting must meet state code requirements, and will be illuminated whenever the visibility is reduced to less than 300 feet.

- ***DOI-*** *See agency chapters or policy for specific guidance.*
- ***FS-*** *See FSM 5120 and 5130 for red lights and siren policy.*

Fire Equipment Maintenance Procedure and Record
Apparatus safety and operational inspections will be accomplished either on a post-fire or daily basis. Offices are required to document these inspections. Periodic maintenance (as required by the manufacturer) shall be performed at the intervals recommended and properly documented. All annual inspections

will include a pump performance test to ensure the pump/plumbing system is operating at desired specifications (pressure and gallons per minute).

Firefighting Engines

Operational Procedures

All engines will be equipped, operated, and maintained within guidelines established by the Department of Transportation (DOT), regional/state/local operating plans, and procedures outlined in *BLM Manual H-9216, Fire Equipment and Supply Management*, or agency equivalent. All personnel assigned to agency fire engines will meet all gear weight, cube, and manifest requirements specified in the *National Mobilization Guide*.

Engine Typing

Engine typing and respective standards have been established by NWCG.

Components	Engine Type						
	Structure Engines		Wildland Engines				
	1	2	3	4	5	6	7
Tank Minimum Capacity (gal)	300	300	500	750	400	150	50
Pump Minimum Flow (gpm)	1000	500	150	50	50	50	10
@ Rated Pressure (psi)	150	150	250	100	100	100	100
Hose 2 ½"	1200	1000	-	-	-	-	-
1 ½"	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

- ***FS -*** *See http://www.fs.fed.us/fire/equipment/engine-models/models.html for description of Forest Service national engine standards.*

Fire Engine Staffing

For Type 4,5,6, and 7 engines, minimum staffing is two individuals, including an Engine Boss.

For Type 3 engines, minimum staffing is three individuals, including an Engine Boss.

- ***BLM -*** *For BLM engine staffing requirements, see Chapter 2.*
- ***FWS -*** *Minimum staffing for Type 6 and 7 engines (on Refuge lands) is one ENOP and one FFT2. A minimum of one ICT5 must be available on the engine crew.*
- ***NPS -*** *For NPS engine staffing requirements, see Chapter 3.*
- ***FS -*** *A Single Resource Boss may supervise a Type 6 or 7 engine.*

Engine Inventories

An inventory of supplies and equipment carried on each vehicle is required to maintain accountability and to obtain replacement items lost or damaged on incidents. The standard inventory for engines is found in Appendix M.

Water Tenders

Water Tender Typing

Water tender typing and respective standards have been established by NWCG.

Requirements	Water Tender Type				
	Support			Tactical	
	S1	S2	S3	T1	T2
Tank Capacity (gal)	4000	2500	1000	2000	1000
Pump Minimum Flow (gpm)	300	200	200	250	250
@Rated Pressure (psi)	50	50	50	150	150
Max. Refill Time (mins)	30	20	15	-	-
Pump and Roll	-	-	-	Yes	Yes
Personnel (min)	1	1	1	2	2

Water Tender Staffing Standards

- **Water Tender (Non-Tactical)**
  - **Qualifications:** CDL (tank endorsement).
  - **Staffing:** A water tender (non-tactical) may be staffed with a crew of one driver/operator when it is used in a support role as a fire engine refill unit or for dust abatement. These operators do not have to pass the Work Capacity Test (WCT) but are required to take annual refresher training.
- **Water Tender (Tactical)**

  Tactical use is defined as "direct fire suppression missions such as pumping hoselays, live reel use, running attack, and use of spray bars and monitors to suppress fires".
  - **Qualifications:**
    - ***BLM/FWS-*** *ENOP, CDL (tank endorsement)*
    - ***FS-*** *FFT1, CDL*
  - **Staffing:** Tactical water tenders will carry a minimum crew of two:
    - ***BLM/FWS-*** *One ENOP and One FFT2*
    - ***BLM****- 668 Super Heavy Tactical Tenders will be staffed with one engine boss and one engine crewmember.*
    - ***FS-*** *One FFT1 and One FFT1/FFT2 firefighter*

Dozers/Tractor Plows

Dozer/Tractor Plow Training and Qualifications

Agency personnel assigned as dozer/tractor plow operators will meet the training standards for a Firefighter 2 (FFT2). This includes all safety and annual refresher training. While on fire assignments, all operators and support crew will meet PPE requirements including the use of aramid fiber clothing, hard hats, fire shelters, boots, etc.

Dozer/Tractor Plow Physical Fitness Standards

- ***BLM/NPS -*** *All employee dozer/tractor plow operators will meet the WCT requirements at the Moderate level before accepting fire assignments.*
- ***FWS -*** *See the Fire Management Handbook*
- ***FS -*** *FS dozer operators refer to FSM 5134.32.*

Dozer/Tractor Plow Operational Procedures

- Agency owned and operated dozer/tractor plows will be equipped with programmable two-way radios, configured to allow the operator to monitor radio traffic.
- Agency and contract dozer/tractor plows will have agency supplied supervision when assigned to any suppression operations.
- Contract dozers must be provided with radio communications, either through a qualified Heavy Equipment Boss (HEQB) or an agency-supplied

radio. Contract dozer/tractor plows will meet the specifications identified in their agreement/contract.

- Operators of dozer/tractor plows and transport equipment will meet DOT certifications and requirements regarding the use and movement of heavy equipment, including driving limitations, CDL requirements, and pilot car use.

All Terrain Vehicles (ATV)/Utility-Terrain Vehicles (UTV)

The operation of ATV/UTVs can be high risk. The use of ATV/UTVs should be evaluated to ensure that use is essential to accomplish the mission, rather than for convenience.

- ***BLM-*** *No ATVs will be used for industrial use OHV operations.*

Because of the high risk nature, agencies have developed specific operational policy (refer to current agency policy). ATV/UTV operators will meet the training and certification requirements of their agency; employees certified by their agency will be considered qualified ATV/UTV operators regardless of incident jurisdiction. Common policy requirements for wildland fire operations are highlighted below:

- A JHA/RA must be completed and approved by the supervisor prior to vehicle operation;
- All personnel authorized to operate an ATV/UTV must first complete agency specific or manufacturer-provided training in safe operating procedures and appropriate PPE;
- Re-evaluation/Re-certification - Operators shall be re-evaluated every three years. Infrequent users (less than 16 hours of riding a year) shall have a check ride prior to scheduled use of an ATV/UTV;
- Specific authorization for ATV/UTV use is required -- all ATV/UTV operations must hold a valid Motor Vehicle Operator's Identification Card, OF-346 or agency equivalent;
  - ***DOI-*** *Upon completion of agency-specific ATV/UTV training and operator certification requirements, All-Terrain Vehicle Operator (ATVO) will be placed on the employee's Incident Qualification and Certification (IQCS) Card (Red Card). IQCS Certifying Officials are responsible for verifying that ATV/UTV operator qualifications are current, and that the ATVO qualification is removed from the Red Card if agency-specific training, certification, or currency requirements lapse.*
  - ***NPS-*** *All Off-Highway Vehicle (OHV) operators (including ATV/UTV) must hold a valid state Motor Vehicle Operator's Permit. Operating restrictions identified on the operator's permit must be adhered to while operating an OHV (e.g., use of corrective lenses, etc.). NPS ATV operators must be qualified at either the Basic or Advanced Level as*

described in RM-50B depending on the hazard potential of the operation. All ATV operators shall be provided refresher training each year in accordance with a JHA and reevaluated by an ASI Certified Trainer every 3 years. The reevaluation shall be documented. RM-50B, Appendix B (ATV Operator Accountability/Certification Tracking Record) may be used to document the reevaluation. Further information on ATV/UTV use is found in RM-50B.

- ATVs can only have a single rider – passengers are prohibited even if ATV is designed for two riders;
- UTVs passengers are limited to the number of seats installed by manufacturer. The operator and passenger(s) must use seatbelts while the vehicle is in motion;
- Operators must use required PPE while loading/unloading ATV/UTV;
- Cargo loads shall be loaded and secured as to not affect the vehicle's center of gravity, and shall not exceed manufacturer's recommendations for maximum carrying capacity; and
- When transporting external fuel containers with a UTV/ATV, a 5 lb class BC fire extinguisher must be secured to the UTV/ATV.
  - *BLM- a 10 lb class BC fire extinguisher is required.*

Required PPE includes:

ATV Head Protection for Wildland Fire Operations:

- ATV Helmets must be worn at all times during ATV operations (on and off the fireline); and
- ATV Helmets must meet Snell SA2005, SA2010, or DOT certification.
  - A ¾ face model meeting Snell SA2005 or SA2010 certification is acceptable for use.
  - Use of half "shorty" helmets requires a JHA/RA for fireline use and must include justification for its use. Refer to MTDC Tech Tip publication, *A Helmet for ATV Operators with Fireline Duties* (0651-2350-MTDC).

UTV Head Protection for Wildland Fire Operations:

- Helmets must meet DOT, ANSI Z90.1; or Snell SA2005 or SA2010 unless:
  - UTV is used for low speeds and smooth travel surfaces, administrative use (e.g., campgrounds, incident base camps) UTV operators are not required to wear hardhats or helmets; or
    - ***FWS***- *Refer to 243 FW 6.*
  - UTV is equipped with approved Rollover Protection System (ROPS), and:
    - ***BLM*** *– A comprehensive and properly prepared RA of the specific conditions demonstrates no more than a medium residual risk level, then a hard hat meeting NFPA 1977 or ANSI Z 89.1*

standards may be worn with chin straps secured in place under chin.

- ***NPS -*** *Approved helmets are required for UTV operations that are rated moderate (amber) or high (red) using the"ORV Risk Assessment Tool" included in the NPS Off-Highway Vehicle Policy.*
- ***FWS****- A hardhat meeting NFPA 1977 or ANSI Z 89.1 standards may be worn with chin straps secured in place.*
- ***FS****- UTV Helmet (for fire use) – Helmets must have Snell SA certification. Wearing hardhats while driving or riding on a UTV is not allowed. Forest Service policy provides no exception to the helmet requirement for low speeds, smooth travel surfaces, or administrative use (FSH 6709.11, Chapter 10).*

Eye protection (goggles, face shield, or safety glasses) based upon JHA/RA.

- Eye protection is not required for a UTV equipped with an original manufacturer windshield that protects the face from branches, flying debris, etc., unless otherwise required by an associated industrial use activity or JHA/RA.

If operating ATV/UTV on the fireline, the following are required:

- Leather or leather/flame resistant combination gloves. Flight gloves are not approved for fireline use;
- Yellow flame resistant shirt;
- Flame resistant trousers;
- Wildland fire boots; and
- Appropriate head protection as described above
  - ***FS-*** *Shirt, trousers, and gloves used by USFS personnel must meet Forest Service specification 5100-91(shirt), 5100-92 (trousers), and 6170-5 (gloves) or be certified to the National Fire Protection Association (NFPA) 1977, Standard on Protective Clothing and Equipment for Wildland Fire Fighting.*

ATV/UTV operator shall carry a personal communication device (e.g. two-way radio, cellular phone, or satellite phone).

All other ATV/UTV specific guidance is found in the respective agency's policy:

- ***BLM -*** *Refer to BLM Manual 1112-1, Chapter 27 Off-Highway Vehicles.http://web.blm.gov/portal/employeeresources/allemployees/safety/policy.php*
- ***FWS -*** *Refer to 243 FW 6.*
- ***NPS -*** *Refer to Reference Manual50B Occupational Health and Safety, Section 6.1 Off-Highway Vehicle Safety http://www.nps.gov/policy/RM50Bdoclist.htm*

Vehicle Cleaning/Noxious Weed Prevention

Refer to Chapter 11 for guidance on minimizing potential transmission of invasive species.

Incident Remote Automated Weather Stations

Incident Remote Automated Weather Stations (IRAWS – NFES 5869) are readily deployable, portable weather stations that may be utilized in unprepared locations to monitor local weather conditions. IRAWS are intended for use on or near the fireline or at other all-risk incidents, and are installed and operated as desired by Fire Behavior Analysts (FBAN) and/or Incident Meteorologists (IMET) to record and distribute real time weather data.

National resource IRAWS systems are cached at the National Interagency Fire Center (NIFC) and may be ordered through standard equipment resource ordering systems. Following release from an incident, these stations must be returned to the Remote Sensing/Fire Weather Support Unit (RSFWSU) at NIFC for maintenance, recalibration, and redeployment.

Aerial Ignition Devices

Information on types of aerial ignition devices, operational guidelines, and personnel qualifications may be found in the *Interagency Aerial Ignition Guide.*

Ground Ignition Devices and Transporting/Dispensing Fuel

For ground ignition devices, follow the *Interagency Ground Ignition Guide* (PMS 443) for operational guidelines, personnel qualifications, and equipment selection.

For transporting and dispensing fuel, follow the *Interagency Transportation Guide for Gasoline, Mixed Gas, Drip-Torch Fuel, and Diesel* (PMS 442). These guides are posted at http://www.nwcg.gov/pms/pubs/pubs.htm.

- ***FS -*** *direction is found in FSH 5109.32a and 6709.11.*

Chapter 15
Communications

Policy

Agency specific policies for radio communications may be found in:

- *Department of Interior, Department Manual, Radio Communications Handbook (377 DM).*
- *USDA Forest Service Handbook (FSH 6609.14 chapters 10-40 and Forest Service Manual (FSM) 6600 Systems Management Chapter 6640 - Telecommunications.*

Dispatch Recording Devices

Recording of phone calls without all party's prior knowledge and consent is not permitted. Recording of radio traffic is appropriate.

- ***BLM –*** *Radio recording devices will be used by BLM dispatch offices or any interagency office dispatching BLM resources.*

Cellular/Satellite Phone Communications

Cellular/satellite telephones will not be used to communicate tactical or operational traffic unless no other means are available. Cellular/satellite telephones will not be used for flight following in lieu of normal flight following procedures. Telephone communications may be used for logistical purposes.

Refer to Chapter 7 for policy regarding use of mobile devices while operating a vehicle.

Radio Communications

Radio communications provide for the flow of tactical information needed for the command/control of personnel and resources.

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

Radio Contracts

Radios used for fire and aviation activities must be approved by the National Interagency Incident Communication Division (NIICD). Information on contracts, software, hardware requirements and approved radios is available at: http://www/nifc.gov/NIICD/documents.html, or contact your agency

Telecommunications Department or the National Interagency Fire Center Communications Duty Officer (NIFC CDO) at (208) 387-5644.

- ***BLM -*** *For information on BLM contracts, software, and hardware requirements and approved radios, contact the Branch of Radio Operations (FA-350) at (208) 387-5830.*

Radio Frequency Management

FM frequencies are authorized and assigned by the designated Washington Office frequency manager and managed by the state and local Communications Officers. Frequencies shall not be used without express permission from the local, state, regional, or national level designated frequency management personnel.

Daily Operational Frequency Management

Frequency assignments for normal daily and initial attack operations are made on a permanent basis and are requested through the normal Radio Frequency Authorization process from the local, state, regional or national level designated frequency management personnel.

Air operations initial attack frequencies, both AM and FM, will be assigned by the NIFC CDO. These assignments will be on an interagency basis and coordinated with the Geographic Area Coordination Centers (GACCs).

Mutual Aid Frequency Management

Mutual aid frequency sharing agreements can be made at the local level. However, mutual-aid frequency sharing agreements are only valid in the specific location where they originated. These agreements do not authorize the use of a shared frequency other than in the specified local area.

NIFC national fire frequencies are not to be used for these agreements. The only exception may occur when an agency holds a National Telecommunications Information Agency (NTIA) Radio Frequency Authorization (RFA) for a frequency that is included in the NIFC Channeling Plan. If this occurs, notification and coordination with the NIFC CDO is requested.

Incident Frequency Management

National level coordination and assignments of incident frequencies is the responsibility of the National Interagency Incident Communications Division (NIICD) and is managed by the NIFC CDO.

When communications requirements exceed normal operations, the NIFC CDO may request that GACCs assign a Communication Coordinator (COMC) to

facilitate geographic area frequency management. Additional information may be found in the *National Interagency Mobilization Guide*.

- Frequencies for Type 1 and 2 incidents are assigned by the NIFC CDO and are managed by a qualified Communications Unit Leader (COML). The COML will request, assign, and report all frequencies used on the incident to the NIFC CDO/COMC. This will include the request and assignment of all aircraft frequencies. Frequency use will be documented on the ICS-205 Incident Radio Communications Plan and on ICS-220 Air Operation Summary forms. These completed forms will be made available to incident personnel.
- Type 3 incidents, or other incidents that do not have an assigned COML, will coordinate and request all frequency and communication equipment needs through the COMC and/or the NIFC CDO.

If additional frequencies are required, the COML will order them through the established ordering process.

Additional frequencies for any operation may be available on a temporary basis, and may be requested by the NIFC CDO from the Washington Office Spectrum managers when:

- The NIICD national frequencies are all committed within a specific geographic area;
- New incidents within a specific complex create a need for additional frequencies;
- The fire danger rating is extreme and the potential for additional new incidents is high; and/or
- When there is frequency congestion due to significant numbers of incidents in close proximity.

Aviation Operations Frequency Management

- Air to Air initial attack –AM frequencies are assigned yearly to the GACC's by the NIFC CDO in coordination with the Federal Aviation Administration (FAA). Once assigned, management of those frequencies is the responsibility of the GACC and may be allocated to zones. Frequencies allocated to zones for initial attack are not to be dedicated for project fire use. If additional frequencies are required, they must be requested from and assigned by the NIFC CDO.
- Air to Ground –FM frequencies will be assigned and coordinated by the NIFC CDO and agency frequency managers.

Both AM and FM aviation frequency assignments will be used on an interagency basis and a master record of these assignments is maintained by the NIFC CDO. Updated frequency information is coordinated annually with the GACC's.

Pre-assigned National Frequencies

National Air Guard Frequency (168.6250 MHz)

A National Interagency Air Guard frequency for aircraft will be used for emergency aviation communications. Continuous monitoring of this frequency in narrowband mode is mandatory by agency dispatch centers. Transmission on this frequency must include the Continuous Tone Coded Squelch System (CTCSS) tone of 110.9 Hz.

This frequency, 168.6250 MHz is restricted to the following use:

- Air-to-air emergency contact and coordination;
- Ground-to-air emergency contact; and
- Initial call, recall, and re-direction of aircraft when no other contact frequency is available.

National Flight Following Frequency (168.6500 MHz)

The National Flight Following Frequency is used to monitor interagency and contract aircraft. This frequency is used for flight following and official aircraft flying point to point; it is not to be used during mission flights or incident operations.

All dispatch centers/offices will monitor the national fight following frequency at all times. A CTCSS tone of 110.9 must be placed on the transmitter and receiver of the National Flight Following frequency.

This frequency 168.6500 MHz is restricted to the following use:

- Flight following, dispatch, and/or re-direction of aircraft;
- Air-to-ground and ground-to-air administrative traffic; and
- Not authorized for ground-to-ground traffic.

National Interagency Air Tactics Frequencies (166.6750 MHz, 167.9500 MHz, 169.1500 MHz, 169.2000 MHz, 170.0000 MHz)

These frequencies are used to support air-to-air or ground-to-air communications on incidents west of the 95th meridian. These frequencies shall be used for air-to-air and ground-to-air communications only. They are not for use as ground tactical operational frequencies.

Transmitter power output of radios installed in aircraft utilizing these frequencies shall be limited to 10 watts. Use of these frequencies in base stations and repeaters is prohibited.

These frequencies will be assigned by the NIFC CDO or in coordination with the local unit if a NTIA-RFA is in effect.

National Interagency Airtanker Base Frequency (123.9750 MHz)
This frequency is assigned by the FAA to all airtanker bases (unless otherwise notified) for exclusive use. Use of this frequency is restricted to a radius of 40 nautical miles and 10,000 feet MSL from the coordinates of the airtanker base. No other use is authorized.

Smokejumper and Rappel/RADS Air to Ground Frequency (168.550 MHz)
BLM and USFS Smokejumpers have been granted exclusive use of primary National Air to Ground tactical frequency 168.550.

This frequency is also granted for use, with a separate transmit and receive tone, as a secondary/backup frequency for the BLM and USFS Rappel/Rope Assisted Delivery System (RADS) aerial delivery operations if the local air to ground tactical frequency is being used for initial attack operations and use of that local frequency could cause interference issues.

Use of this frequency for other than the delivery of aerial firefighters is prohibited. This frequency must be toned (CTCSS, transmit and receive) for Smokejumper and Rappel/RADS crews to ensure that interference issues are avoided. Smokejumpers will use tone 123.0 and Rappel/RADS crews will use tone 110.9.

Government-wide Area Common User Frequencies (163.1000 MHz, 168.3500 MHz)
These frequencies are used on a non-interference basis and are not exclusive to any user. These frequencies are not to be used for air-to-ground operations and are prohibited by DOI and USDA from use as a frequency during operations involving the protection of life and property.

- **NOTE:** When traveling between incidents, be sure to monitor for incident radio traffic in the area before using these frequencies.

National Interagency Fire Tactical Frequencies(168.0500 MHz, 168.200 MHz, 168.6000 MHz, 168.2500 MHz, 166.7250 MHz, 166.7750 MHz)
These frequencies are used to support ground tactical operations (line of sight) on incidents.

They are not authorized for:

- Air to air communications;
- Air to ground communications;
- Mobile radios with more than 5 watts output power;
- Base stations; or
- Repeater frequencies.

Use of these frequencies will be coordinated between the COML and the NIFC CDO/COMC. Power output is limited to 5 watts or less.

Incident Radio Support

All National Incident Radio Support Cache (NIRSC) communications equipment will be returned to NIRSC at NIFC immediately after the incident is turned over to the jurisdictional agency.

No cache communications equipment shall be moved from one incident to another without being first returned to NIRSC for refurbishment. Unused and red-sealed equipment may be moved, but only upon approval of the NIFC CDO or COMC.

Military Communications on an Incident

Military units assigned to an incident are assigned radios approved for use on incidents. Each battalion is typically assigned 80 handheld radios. Sixteen of these radios are used by military crew liaisons. Intercrew communications within a military unit is provided by the military on their radios using their frequencies. All frequency assignments at the incident will be made by the COML in accordance with the ICS-205.

Some military units have aviation VHF-FM radios compatible with civilian systems. Other units must be provided VHF-FM radios prior to dispatch to an incident. Wiring harnesses and radios will be resource ordered by the incident. The resource order will include a request for qualified personnel from NIICD to perform the installation of the equipment. Equipment will not be sent without qualified personnel to install it.

Chapter 16
Aviation Operations and Resources

Purpose and Scope

Aviation resources are one of a number of tools available to accomplish fire related land management objectives.

Aviation use must be prioritized based on management objectives and probability of success.

The effect of aviation resources on a fire is directly proportional to the speed at which the resource(s) can initially engage the fire, the effective capacity of the aircraft, and the deployment of ground resources.

These factors are magnified by flexibility in prioritization, mobility, positioning, and utilization of the versatility of many types of aircraft.

Risk management is a necessary requirement for the use of any aviation resource. The risk management process must include risk to ground resources, and the risk of not performing the mission, as well as the risk to the aircrew.

Organizational Responsibilities

National Office

Department of Interior (DOI)

Office of Aviation Services (OAS)
The Office of Aviation Services (OAS) is responsible for the coordination of aviation policy development and maintenance management within the agencies of the Department of the Interior (DOI). OAS has no operational responsibility. OAS provides aviation safety program oversight, accident investigation, and inspection/approval of aircraft and pilots for DOI agencies.

Bureau of Land Management (BLM)
National Aviation Office (NAO) - NAO develops BLM policy, procedures, and standards. It also maintains functional oversight, and facilitates interagency coordination for all aviation activities. The principal goals are safety and cost-effectiveness. The NAO supports BLM aviation activities and missions. This includes fire suppression, through strategic program guidance, managing aviation programs of national scope, coordination with OAS, and interagency partners. The Fire and Aviation Directorate has the responsibility and authority, after consultation with State Fire Management Officers, for funding and acquisition of all fire aircraft, prioritizing the allocation of BLM aircraft on a Bureau wide basis, and approving State Office requests to acquire supplemental

aircraft resources. Refer to *BLM National Aviation Plan and Manual 9400* for aviation policy and guides. (Refer to 112 DM 12 for a list of responsibilities.)

Forest Service (FS)

The FS has responsibility for all aspects of its aviation program, including aviation policy development, aircraft acquisition, and maintenance management. In addition, the FS has operational responsibility including development of aviation procedures and standards, as well as functional oversight of aviation assets and facilities, accident investigation, and aircraft and pilot inspection.

The Assistant Director (AD), Aviation, is responsible to the Director of Fire and Aviation Management for the management and supervision of the National Headquarters Office in Washington DC, and the detached Aviation Unit in Boise. The AD, Aviation provides leadership, support and coordination for national and regional aviation programs and operations. (Refer to FSM 5704.22 for list of responsibilities.)

The Branch Chief, Aviation Operations reports to the AD, Aviation, and is responsible for national aviation operational management and oversight.

The Branch Chief, Standardization and QA reports to the AD, Aviation, and is responsible for standardization and approval of agency and contract pilots.

The Branch Chief, Airworthiness and QA reports to the AD, Aviation, and is responsible for national aircraft airworthiness and maintenance program management and oversight.

The Branch Chief, Aviation Risk Management reports to the AD, Risk Management and Training, and is responsible for the national aviation safety and risk management program and oversight.

State/Regional Office

- ***BLM -*** *State FMOs are responsible for providing oversight for aircraft hosted in their state. State FMOs have the authority and responsibility to approve, with National Office concurrence, acquisition of supplemental aircraft resources within their state. State FMOs have the authority to prioritize the allocation, pre-positioning and movement of all aircraft assigned to the BLM within their state. State Offices will coordinate with the National Office on movement of their aircraft outside of their State. A State Aviation Manager (SAM) is located in each state office. SAMs are delegated as the Contracting Officers Representative (COR) for all exclusive use aircraft hosted by their state. SAMs implement aviation program objectives and directives to support the agency mission and state objectives. A state aviation plan is required to outline the state aviation program objectives and to identify state specific policy and procedures.*

- ***NPS/FWS -*** *A Regional Aviation Manager (RAM) is designated for each Region. RAMs implement aviation program objectives and directives to support the agency mission and Region objectives. Several Regions have additional support staff, and/or pilots assigned to support aircraft operations and to provide technical expertise. A Regional aviation operations and management plan is required to outline the Region's aviation program objectives and to identify Region-specific policy and procedures.*
- ***FS -*** *Regional Aviation Officers (RAOs) are responsible for directing and managing Regional aviation programs in accordance with the National and Regional Aviation Management Plans, and applicable agency policy direction. (Refer to FSM 5700 and FSH 5709.16 for list of responsibilities). RAOs report to Director of Fire and Aviation for their specific Region. Regional Aviation Safety Managers (RASMs) are responsible for aviation safety in their respective Regions, and work closely with the RAO to ensure aviation safety is an organizational priority (refer to FSM 5700 and FSH 5709.16 for list of responsibilities). Most Regions have additional aviation technical specialists and pilots who help manage and oversee the Regional aviation programs. Most Regions also have Aviation Maintenance Inspectors, Fixed-wing Program Managers, Helicopter Program Managers, Helicopter Operations Specialists, Inspector Pilots, etc.*

Local Office

Some areas have interagency aviation programs that utilize an Aviation Manager for multiple units. Duties are similar as other local level managers.

- ***BLM -*** *Unit Aviation Managers (UAMs) serve as the focal point for the Unit Aviation Program by providing technical expertise and management of aviation resources to support Field Office/District programs. Field/District Offices are responsible for hosting, supporting, providing daily management, and dispatching all aircraft assigned to their unit. Field/District Offices have the authority to request additional resources; to establish priorities, and make assignments for all aircraft assigned to the BLM within their unit or zone.*
- ***NPS -*** *Organizational responsibility refer to DO-60, RM-60.*
- ***FS -*** *Unit Aviation Officers (UAOs)/Forest Aviation Officers (FAOs) have the responsibility for aviation activities at the local level, including aviation mission planning, risk management and safety, supervision, and evaluation. UAOs/FAOs assist Line Officers with risk assessment/management and cost analysis. (Refer to FSH 5709.16_10.42)*

Aviation Information Resources

Aviation reference guides and aids for agency aviation management are listed for policy, guidance, and specific procedural requirements.

- ***BLM -*** *9400 Manual Appendix 1, National Aviation Plan (NAP) and applicable aviation guides as referenced in the NAP.*

- ***FWS -*** *Service Manual 330-339, Aviation Management and IHOG.*
- ***NPS -*** *RM-60 Aviation Management Reference Manual and IHOG & IASG.*
- ***FS -*** *FSM 5700, FSH 5709.16 and applicable aviation guides when approved by Fire Director as referenced in policy.*

Safety alerts, operational alerts, instruction memoranda, information bulletins, incident reports, and other guidance or information are issued as needed.

An up-to-date library with aviation policy and procedural references will be maintained at all permanent aviation bases, dispatch, and aviation management offices.

Aviation Safety

The FS and the BLM have adopted Safety Management Systems (SMS) as the foundation to our aviation safety program. The four pillars of SMS are Safety Policy, Safety Risk Management, Safety Assurance, and Safety Promotion. SMS is the standard for aviation safety set by the International Civil Aviation Organization (ICAO) and the Federal Aviation Administration (FAA).

SMS focuses on:

- Emphasis on proactive risk management;
- Promotes a "Just" culture;
- Addresses systemic safety concerns;
- Holds the organization accountable;
- Identifies "What" so we can manage the manageable; and
- Communicates the "Why" so the culture can learn from mistakes.

The intent of SMS is to improve the aviation culture by increasing hazard identification, reduce risk-taking behavior, learn from mistakes, and correct procedures before a mishap occurs rather than after the accident. More information on SMS is available at the Wildland Fire Lessons Learned Center under the Lessons Learned link at www.wildfirelessons.net. Additionally, the current approved US Forest Service Aviation SMS Guide is available at www.fs.fed.us/fire/av_safety/

Risk Assessment and Risk Management

The use of risk management will help to ensure a safe and successful operation. Risk is the probability that an event will occur. Assessing risk identifies the hazard, the associated risk, and places the hazard in relationship to the mission. A decision to conduct a mission requires weighing the risk against the benefit of the mission and deciding whether the risks are acceptable.

Aviation missions always have some degree of risk. The four sources of hazards are methods, medium, man, and machine. Managing risk is a 5-step process:

1. Identify hazards associated with all specified and implied tasks for the mission.
2. Assess hazards to determine potential of occurrence and severity of consequences.
3. Develop controls to mitigate or remove risk, and make decisions based on accepting the least risk for the best benefit.
4. Implement controls - (1) education controls, (2) physical controls, and (3) avoidance controls.
5. Supervise and Evaluate - enforce standards and continuously re-evaluate their effectiveness in reducing or removing risk. Ensure that controls are communicated, implemented, and enforced.

How to Properly Refuse Risk (Aviation)

Every individual (government and contracted employees) has the right and obligation to report safety problems affecting his or her safety and has the right to contribute ideas to correct the hazard. In return, supervisors are expected to give these concerns and ideas serious consideration. When an individual feels an assignment is unsafe, he or she also has the obligation to identify, to the degree possible, safe alternatives for completing that assignment. Turning down an assignment is one possible outcome of managing risk.

A "turn down" is a situation where an individual has determined he or she cannot undertake an assignment as given and is unable to negotiate an alternative solution. The turn down of an assignment must be based on assessment of risks and the ability of the individual or organization to control or mitigate those risks. Individuals may turn down an assignment because of safety reasons when:

- There is a violation of regulated safe aviation practices;
- Environmental conditions make the work unsafe; or
- They lack the necessary qualifications or experience.

Individuals will directly inform their supervisor that they are turning down the assignment as given. The most appropriate means of documented turn down criteria is using the Aviation Watch Out Situations (*IRPG*).

Supervisors will notify the Air Operations Branch Director (AOBD) or unit aviation leadership immediately upon being informed of a turn down. If there is no AOBD, notification shall go to the appropriate Section Chief, the Incident Commander or local fire and aviation staff. Proper handling of turn downs provides accountability for decisions and initiates communication of safety concerns within the incident organization.

If the assignment has been turned down previously and the supervisor asks another resource to perform the assignment, he or she is responsible to inform the new resource that the assignment had been turned down and the reasons why. Furthermore, personnel need to realize that a "turn down" does not stop

the completion of the assigned operation. The "turn down" protocol is an integral element that improves the effective management of risk, for it provides timely identification of hazards within the chain of command, raises risk awareness for both leaders and subordinates, and promotes accountability.

If an unresolved safety hazard exists the individual needs to communicate the issue/event/concern immediately to his or her supervisor and document as appropriate.

Aviation Safety Support

Aviation Safety Assistance Team (ASAT)

During high levels of aviation activity, it is advisable to request an Aviation Safety Assistance Team (ASAT). An ASAT's purpose is to enhance risk management, efficiency, effectiveness, and provide technical assistance while reviewing aviation operations. If an ASAT cannot be filled internally, the request may be placed with NICC through established ordering channels using individual overhead requests. An ASAT should operate under a Delegation of Authority from the appropriate State/Regional Aviation Manager(s) or Multi Agency Coordinating Group. Formal written reports shall be provided to appropriate manager(s) as outlined at the in-brief. A team should be developed to fit the need of the requesting unit and may consist of the following:

- Aviation Safety Manager;
- Operations Specialist (helicopter and/or fixed wing);
- Pilot Inspector;
- Maintenance Inspector (optional);
- Avionics Inspector (optional); and
- Aircraft Dispatcher (optional).

Aviation Safety Briefing

Every passenger must receive a briefing prior to each flight. The briefing is the responsibility of the Pilot in Command (PIC) but may be conducted by the pilot, flight manager, helicopter manager, fixed-wing base manager, or an individual with the required training to conduct an aviation safety briefing. The pilot should also receive a mission briefing from the government aircraft manager. Refer to the *IRPG* and *IHOG* Chapter 10.

Aviation Hazard

An aviation hazard is any condition, act, or circumstance that compromises the safety of personnel engaged in aviation operations. Pilots, flight crew personnel, aviation managers, incident air operations personnel, and passengers are responsible for hazard identification and mitigation. Aviation hazards may include but are not limited to the following:

- Deviations from policy, procedures, regulations, and instructions;
- Improper hazardous materials handling and/or transport;

- Airspace conflicts/flight following deviation;
- Deviation from planned operations;
- Failure to utilize PPE or Aviation Life Support Equipment (ALSE);
- Failure to meet qualification standards or training requirement;
- Extreme environmental conditions;
- Improper ground operations;
- Improper pilot procedures;
- Fuel contamination; and
- Unsafe actions by pilot, air crew, passengers, or support personnel.

Aviation hazards also exist in the form of wires, low-flying aircraft, and obstacles protruding beyond normal surface features. Each office will post, maintain, and annually update a "Known Aerial Hazard Map" for the local geographic area where aircraft are operated, regardless of agency jurisdiction. This map will be posted and used to brief flight crews. Unit Aviation Managers are responsible for ensuring the development and updating of Known Aerial Hazard Maps (IHOG).

Aerial Applications of Wildland Fire Chemical Safety

Chapter 12 contains information concerning the aerial application of wildland fire chemicals.

SAFECOM

The DOI and the FS have an incident/hazard reporting form called The Aviation Safety Communiqué (SAFECOM). The database, available at https://www.safecom.gov/, fulfills the Aviation Mishap Information System (AMIS) requirements for aviation mishap reporting for the DOI agencies and the FS. Categories of reports include: Accidents, Airspace, Hazards, Incidents, Maintenance, Mishap Prevention, and Kudos. The system uses the SAFECOM Form OAS-34 or FS-5700-14 to report any condition, observation, act, maintenance problem, or circumstance with personnel or aircraft that has the potential to cause an aviation-related mishap. The SAFECOM system is not intended for initiating punitive actions. Submitting a SAFECOM is not a substitute for "on-the-spot" correction(s) to a safety concern. It is a tool used to identify, document, track, and correct safety related issues. A SAFECOM does not replace the requirement for initiating an accident or incident report. Any individual (including vendors/cooperators) with knowledge of an incident/hazard should complete a SAFECOM. The SAFECOM form, including attachments and pictures, should be entered directly on the internet at https://www.safecom.gov/ or faxed to the Department of the Interior's Office of Aviation Services, Aviation Safety (208)433-5069 or to the FS at (208) 387-5735 ATTN: SAFETY. Electronic cc copies are automatically forwarded to the National, Regional, State, and Unit Aviation Managers.

The agency with operational control of the aircraft at the time of the hazard/incident/accident is responsible for completing the SAFECOM and submitting it through agency channels.

Aircraft Incidents/Accidents

Notification to the FS or OAS and DOI agency Aviation Safety Managers is required for any aircraft mishap involving damage or injury. Use the hotline (888) 464-7427 or the most expeditious means possible. Initiate the appropriate unit Aviation Mishap Response Plan.

Low-level Flight Operations

The only fixed-wing aircraft missions authorized for low-level fire operations are:

- Smokejumper/Para-cargo;
- Aerial Supervision Module (ASM) and Lead operations; and
- Retardant, water, and foam application.

Operational Procedures:

- A high-level recon will be made prior to low-level flight operations.
- All flights below 500 feet will be contained to the area of operation.
- PPE is required for all fixed-wing, low-level flights. Helmets are not required for multi-engine airtanker crews, smokejumper pilots, and ASM flight/aircrew members.

Congested Area Flight Operations

Airtankers can drop retardant in congested areas under DOI authority given in *FAR Part 137*.

FS authority is granted under exemption 392, from *FAR 91.119* as referenced in *FSM 5714*. When such operations are necessary, they may be authorized subject to these limitations:

- Airtanker operations in congested areas may be conducted at the request of the city, rural fire department, county, state, or federal fire suppression agency;
- An ASM/Lead/ATCO is ordered to coordinate aerial operations;
- The air traffic control facility responsible for the airspace is notified prior to or as soon as possible after the beginning of the operation;
- A positive communication link must be established between the ASM or Lead/ATCO, airtanker pilot(s), and the responsible fire suppression agency official; and

- The IC for the responsible fire agency or designee will advise the ASM/leadplane/airtanker that all non-essential people and movable property have been cleared prior to commencing retardant drops.

Airspace Coordination

The Interagency Airspace Program is an aviation safety program designed to enhance aviation safety and reduce the risk of a mid-air collision. Guidance for this program is found in the *Interagency Airspace Coordination Guide (IACG),* which has been adopted as policy by the DOI and FS. It is located at www.airspacecoordination.net. Additional guidance may be found in the *National Interagency Mobilization Guide* and supplemented by local Mobilization Guides.

Some state and FS units have Memorandums of Understanding (MOUs) with local military airspace authorities for airspace coordination. Briefings from Unit Aviation Managers/Officers (UAM/UAO) are crucial to ensure that any local airspace information is coordinated before flight.

All firefighting aircraft are required to have operative transponders and will use a national firefighting transponder code of 1255 when engaged in, or traveling to, firefighting operations (excluding ferry flights), unless given a discrete code by Air Traffic Control (ATC).

Additional coordination information can be found by contacting:

- ***BLM -*** *State Aviation Managers, National Airspace Program Manager*
- ***NPS -*** *Regional Aviation Managers*
- ***FS -*** *Regional Aviation Officers, National Airspace Program Manager*
- ***FWS -*** *National Aviation Safety and Operations*

Flight Request and Approval

- ***BLM –****Reference the BLM National Aviation Plan, Chapter 3, available at: http://www.blm.gov/mifc/st/en/prog/fire/Aviation/Administration.html*
- ***NPS -*** *Reference RM 60, Appendix 3 & 4.*
- ***FS -*** *Refer to FSM 5711.3 for administrative use, FSM 5705 for point-to-point and mission use for types of FS flights.*

Point-to-Point Flights

A “Point-to-point” flight is one that originates at one developed airport or permanent helibase and flies directly to another developed airport or permanent helibase with the sole purpose of transporting personnel or cargo (this term does not apply to flights with a scheduled air carrier on a seat fare basis). These types of flights are often referred to as “administrative” flights and only require the aircraft and pilot to be carded and approved for point-to-point flight. A point-to-point flight is conducted higher than 500 feet above ground level (AGL).

Agency policy requires designating a Flight Manager for point-to-point flights transporting personnel. The Flight Manager is a government employee that is responsible for coordinating, managing, and supervising flight operations. The Flight Manager is not required to be on board for most flights. For those flights that have multiple legs or are complex in nature a Flight Manager should attend the entire flight. The Flight Manager will meet the qualification standard for the level of mission assigned as set forth in the *Interagency Aviation Training Guide* (IAT).

- ***BLM –****Reference the BLM National Aviation Plan, Chapter 3, available at: http://www.blm.gov/nifc/st/en/prog/fire/Aviation/avlibrary.html*
- ***NPS -*** *Reference RM-60, Appendix 3 for agency specific policy.*
- ***FS -*** *Refer to FSM 5711.3for administrative use, FSM 5705 for point-to-point and mission use for types of FS flights*.

Mission Flights

Mission flights are defined as flights not meeting the definition of point-to-point flight. A mission flight requires work to be performed in the air (retardant or water delivery, fire reconnaissance, smokejumper delivery), or through a combination of ground and aerial work (delivery of personnel and/or cargo from helibases to helispots or unimproved landing sites, rappelling or cargo let-down, horse herding).

- PPE is required for any fixed wing mission flight conducted below 500'AGL. Flight helmets are not required for multi-engine airtanker crews, smokejumper pilots and ASM flight/aircrew members.
- Required attire for ATGS and fire reconnaissance are:
  - Leather shoes or boots; and
  - Natural fiber shirt, full length cotton or nomex pants, or flight suit.
- The use of full PPE is required for all helicopter flights (point to point and mission) and associated ground operations. The specific items to be worn are dependent on the type of flight, the function an individual is performing, or the ground operation being conducted. Refer to the tables in Chapter 9 of the IHOG for specific requirements.
- All personnel will meet training and qualification standards required for the mission.
- Agency FM radio capability is required for all mission flights.
- All passengers must be authorized and all personnel onboard must be essential to the mission.

Mission flights for fixed-wing aircraft include but are not limited to the following:

- Water or retardant application;
- Parachute delivery of personnel or cargo;
- Airtanker coordinator operations; and
- Takeoff or landing requiring special techniques due to hazardous terrain, obstacles, or surface conditions

Mission helicopter flights include but are not limited to the following:

- Flights conducted within 500 feet AGL;
- Water or retardant application;
- Helicopter coordinator and ATGS operations;
- Aerial ignition activities;
- External load operations;
- Rappelling;
- Takeoff or landing requiring special techniques due to hazardous terrain, obstacles, pinnacles, or surface conditions;
- Free-fall cargo; and
- Fire reconnaissance.

Flight-Following All Aircraft

Flight-Following is mandatory for all flights. Refer to the *National Interagency Mobilization Guide* for specific direction.

- Agency FM radio capability is required for all mission flights.
- For mission flights, there are two types of Agency Flight Following: Automated Flight Following (AFF) and radio check-in. AFF is the preferred method of agency flight following. If the aircraft and flight following office have AFF capability, it shall be utilized. Periodic radio transmissions are acceptable when utilizing AFF. Reference the AFF procedures section of the *National Interagency Mobilization Guide* for more information.
- All dispatch centers designated for fire support shall have the ability to monitor AFF as well as the capability to transmit and receive "National Flight Following" and "Air Guard".
- If AFF becomes inoperable the aircraft will normally remain available for service, utilizing radio/voice system for flight following. Each occurrence must be evaluated individually and decided by the COR/CO.
- Helicopters conducting Mission Flights shall check-in prior to and immediately after each takeoff/landing per IHOG 4.II.E.2.

Sterile Cockpit All Aircraft

Sterile cockpit rules apply within a 5-mile radius of the airport. The flight crew will not perform radio or cockpit communication during that time that is not directly related to safe flight of the aircraft from taxi to 5 miles out and from 5 miles out until clearing the active runway. This would consist of reading checklists, communication with Air Traffic Control (ATC), Flight Service Stations, Unicom, or other aircraft with the intent of ensuring separation or complying with ATC requirements. Communications by passengers or air crew members can be accomplished when the audio panels can be isolated and do not interfere with flight operations of the flight crew.

Exception: When conducting firefighting missions within 5 miles of an uncontrolled airport, maintain sterile cockpit until departing the traffic pattern and reaching final altitude. Monitor CTAF frequency if feasible while engaged in firefighting activities. Monitor CTAF as soon as practical upon leaving the fire and returning to the uncontrolled airport. When conducting firefighting missions within Class B, C, or D airspace, notify dispatch that ATC communications will have priority over dispatch communications.

Interagency Interim Flight and Duty Limitations/Aviation Stand Downs

Aviation stand downs are a means to find time, in an otherwise demanding flight schedule, to reflect on core aviation safety values. In this context, aviation stand downs refer to an administrative decision to keep tactical aviation resources on the ground through all or part of their normal duty day or days.

Interim flight and duty limitations are a method to manage pilot and crew fatigue by reducing the length of the duty day or increasing the number of days off in the normal duty day cycle. During extended periods of high flight activity, fatigue must be mitigated by fire and aviation managers.

Aviation stand downs and interim flight and duty day limitations can be implemented at the Geographic Area or National level. In either case, the procedure for implementation is the same. Requests for implementation of flight and duty limitations, or proposed stand down parameters, will be made through the National Aviation Office through which it originated.

Decisions and procedures for implementation will be made on a coordinated, interagency basis, involving the GACC, NICC, and National Aviation Representatives at NIFC and Aviation Contracting Officers. Details of the proposal will be formalized and coordinated with other affected agencies and implemented through the National Multi Agency Coordinating Group (NMAC).

Interim Flight and Duty Limitations Implementation

During extended periods of a high level of flight activity or maximum 14-hour days, fatigue factors must be taken into consideration by Fire and Aviation Managers. Phase 2 and/or Phase 3 Duty Limitations will be implemented for specific Geographic Area's Aviation resources. The minimum scope of operation should be by Geographic Area, i.e., Northwest, Great Basin, etc.

Phase 1 - Standard Flight and Duty Limitations (Abbreviated Summary):

- Fourteen (14) hour maximum duty day;
- Eight (8) hours maximum daily flight time for mission flights;
- Ten (10) hours for point-to-point, with a two (2) pilot crew;
- Maximum cumulative flight hours of thirty-six (36) hours, up to forty-two (42) hours in six (6) days; and

- Minimum of ten (10) hours uninterrupted time off (rest) between duty periods.

This does not diminish the authority or obligation of any individual COR (Contracting Officer Representative) or Aviation Manager to impose shorter duty days or additional days off at any time for any flight crew members for fatigue. This is currently provided for in agency direction and contract specifications.

Phase 2 - Interim Duty Limitations

When Phase 2 is activated, pilots shall adhere to the flight and day-off limitations prescribed in Phase 1 and the duty limitations defined under Phase 2.

Each flight crew member shall be given an additional day off each fourteen (14) day period. Crews on a twelve (12) and two (2) schedule shall have three (3) consecutive days off (11 and 3). Flight crews on six (6) and one (1) schedules shall work an alternating weekly schedule of five (5) days on, two (2) days off, then six (6) days on and one (1) day off.

Aircraft fixed daily rates and special rates, when applicable, shall continue to accrue during the extra day off. Contractors may provide additional approved crews to maximize utilization of their aircraft. All costs associated with providing the additional crew will be at the contractor's expense, unless the additional crew is requested by the Government.

Phase 3 - Interim Duty Limitations

When Phase 3 is activated, pilots shall adhere to the flight limitations of Phase 1 (standard), the additional day off of Phase 2, and the limitations defined under Phase 3.

Flight crew members shall have a minimum of twelve (12) consecutive hours of uninterrupted rest (off duty) during each duty day cycle. The standard duty day shall be no longer than twelve (12) hours, except a crew duty day extension shall not exceed a cumulative fourteen (14) hour duty day. The next flight crew rest period shall then be adjusted to equal the extended duty day, i.e., thirteen (13) hour duty day, thirteen (13) hours rest; fourteen (14) hour duty day, fourteen (14) hours rest. Extended duty day applies only to completion of a mission. In no case may standby be extended beyond the twelve (12) hour duty day.

Double crews (two (2) complete flight crews assigned to an aircraft), augmented flight crews (an additional pilot-in-command assigned to an aircraft), and aircraft crews that work a rotating schedule, i.e., two (2) days on, one (1) day off, seven (7) days on, seven (7) days off, or twelve (12) days on, twelve (12) days off, may be exempted from Phase 2 Limitations upon verification that their scheduling and duty cycles meet or exceed the provisions of Paragraph a. of Phase 2 and Phase 1 Limitations.

Exemptions of Phase 3 provisions may be requested through the local Aviation Manager or COR, but must be approved by the FS RAO or DOI Area Aviation Manager.

Aviation Assets

Typical agency aviation assets include: Helitack or Rappel, Aerial Supervision (ATGS, Lead, and ASM), Large (multi-engine) Airtankers, Very Large Airtankers (VLATs), Single Engine Airtankers (SEATs), and Smokejumpers.

- ***BLM -*** *All BLM acquired aircraft (exclusive use, On-Call, and CWN) are available to move to areas of greatest Bureau need, thereby maximizing efficiency and effectiveness. Specific authorities and responsibilities for Field/State and National Offices are outlined earlier in this chapter. Offices are expected to adhere to procedures established in the National Aviation Plan for both acquisition and use reporting.*

Helitack

Helitack crews perform suppression and support operations to accomplish fire and resource management objectives.

Organization - Crew Size

- ***BLM-*** *The standard BLM exclusive-use helitack crew size for a Type 3 helicopter is a minimum of seven personnel (supervisor, assistant, squad boss, and four crew members). The standard BLM exclusive–use helitack crew size for a Type 2 helicopter is a minimum of ten personnel (supervisor, assistant, squad boss, and seven crewmembers). BLM helicopters operated in Alaska need only be staffed with a qualified Helicopter Manager (HMGB).*
- ***NPS -*** *Helicopter exclusive-use modules will consist of a minimum of 8 fire funded personnel. The NPS regions may establish larger crew size and standards for their exclusive use helicopter crews based on the need for an all hazard component (Fire, SAR, Law Enforcement, and EMT). Exception to minimum helicopter crew staffing standards must be approved by the National Aviation Office. NPS helicopters operated in Alaska need only be staffed with a qualified Helicopter Manager (HMGB).*
- ***FS -*** *Regions may establish minimum crew size and standards for their exclusive use helitack crews. Experience requirements for exclusive-use helicopter positions are listed in FAQG, Chapter 4.*

Operational Procedures

The *Interagency Helicopter Operations Guide* (IHOG) NFES 1885 is policy for helicopter operations.

Communication

The helitack crew standard is one handheld programmable multi-channel FM radio per every two crew persons, and one multi-channel VHF-AM programmable radio in the primary helitack crew (chase) truck. Each helitack crew (chase) vehicle will have a programmable VHF-FM mobile radio. Each permanent helibase will have a permanent programmable FM radio base station and should be provided a VHF-AM base station radio.

Transportation

Dedicated vehicles with adequate storage and security will be provided for helitack crews. The required Gross Vehicle Weight (GVW) of the vehicle will be dependent upon the volume of equipment carried on the truck and the number of helitack crewmembers assigned to the crew.

- ***BLM -*** *Minimum vehicle configuration for a seven person crew will consist of one Class 661 Helitack Support Vehicle and one Class 156, 6-Pack pickup or Class 166 carryall.*

Training and Experience Requirements

All helitack members will meet fire qualifications as prescribed by the *National Wildfire Coordinating Group (NWCG) 310-1* and their agency manual requirements. The following chart establishes experience and training requirements for FS, BLM, NPS, and FWS Exclusive Use, Fire Helicopter Crew Positions.

Non-Exclusive Use HECM's and HMGB's should also meet the following currency requirements.

Exclusive Use Fire Helicopter Position Prerequisites			
POSITION[1]	MINIMUM PREREQUISITE EXPERIENCE[2]	MINIMUM REQUIRED TRAINING[3]	CURRENCY REQUIREMENTS
Fire Helicopter Crew Supervisor	One season [4]as an Assistant Fire Helicopter Crew Supervisor, ICT4, HMGB, HEB2		RT-372[5] RT-130 A-110[6]
Assistant Fire Helicopter Crew Supervisor	One season as a Fire Helicopter Squad Boss, ICT4, HMGB, HEB2 (T)	I-200, S-215, S-234, S-260, S-270	RT-372[5] RT-130 A-110[6]
Fire Helicopter Squad Boss	One season as a Fire Helicopter Crewmember, FFT1, ICT5	S-211, S-212	RT-130 A-110[6]
Fire Helicopter Crewmember	One season as a FFT2, HECM Taskbook	S-271, A-110	RT-130 A-110[6]

[1] All Exclusive use Fire Helicopter positions require an arduous fitness rating.
[2] Minimum experience and qualifications required prior to performing in the Exclusive use position. Each level must have met the experience and qualification requirements of the previous level(s).
[3] Minimum training required to perform in the position. Each level must have met the training requirements of the previous level(s).
[4] A "season" is continuous employment in a primary wildland fire position for a period of 90 days or more.
[5] After completing S-372, must attend Interagency Helicopter Manager Workshop (RT-372) within three years and every three years thereafter.
[6] A-110 is required every three years.

Note: Exceptions to the above position standards and staffing levels may be granted on a case-by-case basis by the BLM National Aviation Office, NPS Regional Office, FWS Regional Office, or FS Regional Office as appropriate.

- Some positions may be designated as COR/Alternate-COR. If so, see individual Agency COR training & currency requirements.
- Fire Helicopter Managers (HMGB) are fully qualified to perform all the duties associated with Resource Helicopter Manager.

Helicopter Rappel & Cargo Let-Down

Any rappel or cargo let-down programs must be approved by the appropriate agency national headquarters.

- ***BLM -*** *BLM personnel involved in an Interagency Rappel Program must have SFMO approval.*
- ***NPS -*** *Approval is required by the National Office*.
- ***FS -*** *Approval is required by the National Office.*

All rappel and cargo let-down operations will follow the *Interagency Helicopter Rappel Guide (IHRG)*, as policy. Any exemption to the guide must be requested by the program through the state/region for approval by the National Aviation Office (BLM), or Director of Fire and Aviation (FS).

Aerial Ignition

The Interagency Aerial Ignition Guide (IAIG) is policy for all aerial ignition activities.

Fire Chemical Avoidance Areas

See Chapter 12 (Suppression Chemicals and Delivery Systems) for guidance.

Aerial Supervision Principles for ATGS, ASM, and Lead

The response speed of aerial supervision resources contributes greatly to established aggressive initial attack doctrine and should be utilized accordingly.

Aerial supervision resources will be dispatched when available to initial/extended attack incidents in order to enhance safety, effectiveness, and efficiency of aerial/ground operations.

When aerial supervision resources are collocated with airtankers, they should be launched together to maximize the safety, effectiveness, and efficiency of incident operations.

Incidents with three or more aircraft over/assigned to them should also have aerial supervision in the form of ATGS or ASM. A qualified smokejumper spotter (senior smokejumper in charge of smokejumper missions) may coordinate airspace over a fire until a qualified ATGS arrives.

Operational Procedures and Policy

The *Interagency Aerial Supervision Guide* (IASG, PMS 505) provides operational procedures for all aerial supervision resources. The IASG and additional aerial supervision forms are maintained online at the NWCG website: http://www.nwcg.gov/pms/pubs/pms505/index.htm.

The *Wildland Fire Qualifications System Guide* (PMS 310-1) provides training, qualification, and currency standards.

The IASG contains additional requirements and is policy for the BLM, BIA, FWS, and NPS.

Air Tactical Group Supervisor (ATGS)

The ATGS coordinates incident airspace and manages incident air traffic. The ATGS is an airborne firefighter who coordinates, assigns, and evaluates the use of aerial resources in support of incident objectives. Specific duties and responsibilities are outlined in the *Wildland Fire Incident Management Field Guide* (PMS-210) and the *Interagency Aerial Supervision Guide*.

Program Management

The ATGS program is managed at the national level through program managers. Interagency operational and programmatic oversight is performed at the Geographic Area level through ATGS Cadre, a sub-group of the Interagency Aerial Supervision Subcommittee (IASS). An ATGS Cadre member is designated in each Geographic Area.

Training

Classroom training is completed as per the PMS 310-1.

Field (flight) training assignments are coordinated and prioritized by the Geographic Area Training Representatives and ATGS Cadre, and is implemented based on a national interagency trainee priority list.

National interagency ATGS training aircraft have been identified and are utilized for the sole purpose of ATGS flight training.

Operational Considerations

- Ground resources will maintain consistent communication with aerial supervision to maximize the safety, effectiveness, and efficiency of aerial operations.
- Relief aerial supervision should be ordered for sustained operations to ensure continuous coverage over an incident.
- Personnel who are performing aerial reconnaissance and detection will not perform aerial supervision duties unless they are fully qualified as an ATGS.
- ATGS aircraft must meet the aircraft/avionics typing requirements listed in the IASG and the pilot must be carded to perform the air tactical mission. Rotor-wing pilots are not required to be carded for air tactical missions.

The following PPE is required for all interagency ATGS operations:

- Leather shoes or boots; and
- Natural fiber shirt, full-length cotton or flame-resistant pants, or flight suit.

Leadplane

A leadplane is a national shared resource.

Agency policy requires an ASM or Lead/ATCO to be on order prior to aerial retardant/suppressant delivery over a congested area. Operations may proceed before the ASM or Lead/ATCO arrives if communications are established with on-site resources, authorization is granted from the IC, and the line is cleared prior to commencing aerial application operations.

Aerial Supervision Module (ASM)

The ASM is a national shared resource.

The ASM is crewed with both a Lead/ATCO qualified Air Tactical Pilot (ATP) and an Air Tactical Supervisor (ATS). These individuals are specifically trained to operate together as a team. The resource is primarily designed for providing both functions (Lead/ATCO and ATGS) simultaneously from the same aircraft, but can also provide single role service.

The ATP is primarily responsible for aircraft coordination over the incident. The ATS develops strategy and implements tactical plans through coordination with the IC or designee.

Operational Considerations

Any operation that limits the national resource availability must be approved by the agency program manager.

Aerial or incident complexity and environmental considerations will dictate when the ASM ceases low-level operations. The ASM flight crew has the responsibility to determine when the complexity level of the incident exceeds the capability to perform both ATGS and leadplane functions from one aircraft. The crew will request additional supervision resources, or modify the operation to maintain mission safety and efficiency.

Policy

Only those individuals certified and authorized by the BLM- National Aviation Office or the FS- Branch Chief Standardization and QA will function as an Air Tactical Supervisor (ATS) in an ASM mission profile.

Aerial Supervision Module Program Training and Qualifications

Training and qualification requirements for ASM crewmembers are defined in the *IASG.*

Reconnaissance or Patrol flights

The purpose of aerial reconnaissance or detection flights is to locate and relay fire information to fire management. In addition to detecting, mapping, and sizing up new fires, this resource may be utilized to provide ground resources with intelligence on fire behavior, provide recommendations to the IC when appropriate, and describe access routes into and out of fire areas for responding units. Only qualified Aerial Supervisors (ATGS, ASM, HLCO and Lead/ATCO) are authorized to coordinate incident airspace operations and give direction to aviation assets. Flights with a "Recon, Detection, or Patrol" designation should communicate with tactical aircraft only to announce location, altitude and to relay their departure direction and altitude from the incident.

Airtankers

Airtankers are a national resource. Geographic areas administering these aircraft will make them available for initial attack and extended attack fires on a priority basis. The GACC will ensure that all support functions (e.g. dispatch centers and tanker bases) are adequately staffed and maintained to support the mobilization of aircraft during normal and extended hours.

For aviation safety and policy concerning wildland fire chemicals see chapter 12 (Suppression Chemicals and Delivery Systems).

Airtankers are operated by commercial vendors in accordance with FAR Part 137. The management of Large Airtankers is governed by:

- ***BLM -*** *The requirements of the DM and BLM Manual 9400*
- ***FS -*** *FS operates Large Airtankers under the Grant of Exemption 392A as referenced in FSM 5714.*

Categories

Airtanker types are distinguished by their load capacity:

- Very Large Air Tankers (VLAT) – 8,000 gallons or more.
- Type 1 - 3,000 to 7,999 gallons.
- Type 2 - 1,800 to 2,999 gallons.
- Type 3 - 800 to 1,799 gallons (includes single engine airtankers, and CL-215/415 Water Scoopers).
- Type 4 – up to 799 gallons (single engine airtankers).

Airtanker Base Operations

Certain parameters for the operation of airtankers are agency-specific. For dispatch procedures, limitations, and times, refer to geographic area mobilization guides and the *Interagency Airtanker Base Operations Guide* (IABOG).

Airtanker Base Personnel

There is identified training for the positions at airtanker bases; the *Interagency Airtanker Base Operations Guide* (IABOG) contains a chart of required training for each position. It is critical that reload bases are prepared and staffed during periods of moderate or high fire activity at the base. All personnel conducting airtanker base operations should review the IABOG and have it available.

Startup/Cutoff Time for Multi Engine Airtankers

Refer to the *Interagency Aerial Supervision Guide* (NFES 2544).

Single Engine Airtankers

Single Engine Airtanker (SEAT) Operations, Procedures, and Safety

The *Interagency SEAT Operating Guide (*ISOG*,* NFES #1844) defines operating standards and is policy for both the DOI and FS.

SEAT Manager Position

The SEAT Manager (SEMG) duties and responsibilities are outlined in the ISOG. SEMGs ensure adherence to contract regulations, safety requirements, and fiscal accountability.

Operational Procedures

Using SEATs in conjunction with other aircraft over an incident is standard practice. Agency or geographical area mobilization guides may specify additional procedures and limitations.

Depending on location, operator, and availability, SEATs are capable of dropping suppressants, water, or approved chemical retardants. Because of the load capacities of the SEATs (500 to 800 gallons), quick turn-around times should be a prime consideration.

SEAT operations at established airtanker bases or reload bases are authorized. All BLM and FS Airtanker base operating plans will permit SEAT loading in conjunction with large airtankers.

Smokejumper Pilots

The *Interagency Smokejumper Pilot Operations Guide (ISPOG)* serves as policy for smokejumper pilot qualifications, training, and operations.

Military or National Guard Helicopters and Pilots

The *Military Use Handbook (NFES 2175)* will be used when planning or conducting aviation operations involving regular military aircraft. Ordering military resources is done through the National Interagency Coordination Center (NICC); National Guard resources are utilized through local or state Memorandum of Understanding (MOU).

Modular Airborne Fire Fighting System (MAFFS)

The *MAFFS Operating Plan* (available from the National Interagency Coordination Center) will be used when planning or conducting aviation operations involving MAFFS military aircraft. Ordering MAFFS is done through the National Interagency Coordination Center (NICC); MAFFS are utilized through a national agreement (see the *National Interagency Mobilization Guide*). Several states have the ability to activate MAFFS through separate agreements that do not require ordering through NICC.

Chapter 17
Fuels Management

Introduction

The purpose of the Hazardous Fuels Reduction (HFR) programs within the Department of the Interior (DOI) and the Forest Service (FS) is to reduce hazardous fuels (HF) and risks to human communities and improve the health of the land by creating fire-resilient landscapes and restoring fire-adapted ecosystems.

The DOI and FS, along with other federal, state, tribal, and local partners, will work to ensure effective HFR treatment efforts are collectively planned and implemented. These efforts will be consistent with the direction provided in:

- *Review and Update of the 1995 Federal Wildland Fire Management Policy (January 2001)*
- *Guidance for Implementation of Federal Wildland Fire Management Policy (February 13, 2009)*

Policy

The federal fire agencies use the *Interagency Prescribed Fire Planning and Implementation Procedures Guide* (NWCG PMS 484) to manage prescribed fire activities. This guide provides standardized procedures specifically associated with the planning and implementation of prescribed fire.

Policy, project planning and implementation priorities, and standards common to all agencies:

- The safety of firefighters and the public is the number one priority when planning and implementing HFR treatment projects;
- All HFR treatment projects will support resource management objectives as identified in their agency specific Land/Resource Management Plans;
- All HFR treatment projects will have plans that contain measurable objectives;
- All HFR treatment projects will comply with National Environmental Policy Act (NEPA) and all other regulatory requirements;
- All HFR management projects will be tracked and progress will be reported within required timeframes; and
- All HFR projects will be monitored to determine if treatment objectives were met and to document weather, fire behavior, fuels information, and smoke dispersion. Evaluation reports are to be completed and maintained in the project file.

Some programmatic differences are identified in the following agency specific documentation and serve as agency specific direction.

- ***BLM -*** *Refer to IM No. FA IM-2014-001*
- ***FWS -*** *Refer to Fire Management Handbook, Chapter 17*
- ***NPS -*** *Refer to RM 18*
- ***FS -*** *Refer to FSM 5140*

Reporting HFR Accomplishment

The HF module of the National Fire Plan Operations and Reporting System (NFPORS) is the national system for submitting proposed projects for approval, tracking accomplishments of the program, reporting performance, measuring accomplishments, and accountability for all agencies in the Department of Interior.

Department of Agriculture hazardous fuels treatment accomplishments for the Forest Service are entered into the Forest Service Activity Tracking System (FACTS) as the official system of record for tracking and reporting. This data is shared with NFPORS to facilitate interagency joint reporting needs. Acres treated through Forest Service funded State Fire Assistance grants are recorded directly in NFPORS.

Reporting Fuels Treatment Effectiveness Monitoring (FTEM)

Anytime a wildfire starts in or interacts with a fuel treatment area, interagency policy requires that we document the outcome to examine whether the treatment had the desired effect of reduced fire behavior and/or provided opportunities to firefighters for effective management of the wildfire.

- *BLM - Refer to (IM No. OF&A 2013-027)*
- *FWS - Refer to Fire Management Handbook, Chapter 17*
- *NPS - Refer to RM 18 and Documenting Hazardous Fuels Reduction Program Treatment Effectiveness Memo, 10/09/2012*
- *FS - Refer to FSM 5140*

Policy Regarding Planned HF Treatments Burned in a Wildfire

For DOI agencies, acres burned in a wildfire may only be reported in the NFPORS HFR Module as "Fire Use" if all the following conditions are met:

- The area burned was in a pre-existing NFPORS treatment unit;
- NEPA is complete;
- The planned objectives were met; and
- The accomplishment is approved by a Regional Fuels Specialist.

- ***BLM-*** *Offices will complete a fuels treatment effectiveness assessment and input appropriate information into the Fuels Treatment Effectiveness Monitoring (FTEM) online tool for all wildfires which start in, burn into, or burn through any portion of a fuel treatment area that has been completed*

and reported in the Hazardous Fuels Module of the National Fire Plan Operations and Reporting System (NFPORS) from fiscal year 2003 to present. If offices have wildfire/treatment intersections that have occurred prior to 2003 or are not in NFPORS, as long as offices can document that fuels dollars were expended on these treatments and the wildfire is recorded in the Wildland Fire Management Information (WFMI) system, the record should be entered into FTEM. For more information, refer to Instruction Memorandum No. FA IM-2013-027.

- ***BLM-*** *For policy regarding reporting acres burned in a wildfire, refer to chapter 9 of this document.*

The USFS provides direction for reporting accomplishment from unplanned ignitions in the annual budget advice and by Washington Office interim direction letters.

Prescribed Fire during Preparedness Levels 4 and 5

Approval is required for implementation of prescribed fires at national preparedness Levels 4 and 5 (Refer to the *National Mobilization Guide).*

- ***FWS-*** *National Preparedness Level 5 concurrence from Headquarters, Branch of Fire Management must be obtained utilizing Preparedness Level 5 Prescribed Fire Concurrence Form.*

Federal Agencies Assistance

Reference Section VI of the *Interagency Agreement For Wildland Fire Management among the Bureau of Land Management, Bureau of Indian Affairs, National Park Service, Fish and Wildlife Service of the United States Department Of The Interior, and the Forest Service of the United States Department Of Agriculture,* effective 2011-2015.

Agencies will enter into separate agreements for personnel and other resources provided for planning and implementation of (hazardous fuels management program) treatments and activities. This may or may not result in an exchange of funds subject to the applicable statutory authority used.

Hazard Pay/Environmental Differential for Prescribed Fire Implementation

Current policy is that hazard pay will not be paid for any prescribed fire. Under certain circumstances, hazard pay or environmental differential may be warranted. Offices should contact their servicing personnel office with specific questions.

Non-NWCG Agency Personnel Use on Prescribed Fire

For information regarding use of non-NWCG agency personnel on prescribed fires, see Chapter 13.

Use of Contractors for Prescribed Fire Implementation

Agencies can contract to conduct all or part of the planning and implementation of prescribed fire operations and/or all or part of mechanical treatments for HFR projects.

If a contractor is actively involved in igniting, holding, or mopping up an agency prescribed fire, a Contracting Officer's Authorized Representative (COR) or Project Inspector (PI) will be on site (exceptions can be made for late stage mop up and patrol) to ensure that the prescribed fire objectives are being met and that the terms of the contract are adhered to. The Agency Administrator and/or FMO will determine the qualifications required for the agency representative (COR or PI).

Use of AD Pay Plan for Prescribed Fire

Refer to the DOI Administratively Determined (AD) Pay Plan for Emergency Workers (Casuals) for information regarding the use of emergency workers for prescribed fire. The DOI AD Pay Plan does not allow for use of Casuals for mechanical or chemical reduction projects.

Forest Service does not have this authority.

Activation of Contingency Resources

In the event an agency activates the contingency resources in their prescribed fire plan, sending units should respond and support the requesting agency immediately to ensure that the public and firefighter safety are not compromised.

Non-Prescribed Fire HFR Activities

For policy, guidance, and standards for implementation of non-prescribed fire hazard fuel reduction treatments (e.g. mechanical, biological, chemical), refer to agency specific policy and direction.

Chapter 18
Reviews and Investigations

Introduction

Reviews and investigations are used by wildland fire and aviation managers to assess and improve the effectiveness and safety of organizational operations. Information (other than factual) derived from safety reviews and accident investigations should only be used by agencies for accident prevention and safety purposes.

Multiagency Cooperation

Many reviews and investigations involve cooperation between Federal, State, County, and Municipal Agencies. To comply with each agency's authorities, policies, and responsibilities, a multiagency review or investigation may be necessary. A multiagency Delegation of Authority should be provided to outline roles, responsibilities, and expected deliverables.

The Team Leader or delegating official(s) should establish cooperative relationships with the other agencies involved in the review or investigation to ensure policies and responsibilities are met. This may involve negotiations, cooperative agreements, and coordination with the agency Designated Agency Safety and Health Official (DASHO) or the agency official who signs the Delegation of Authority.

Federal Interagency Investigations

Close calls or accidents that involve interagency (USFS or DOI) personnel and/or jurisdiction (e.g. USFS firefighter injured on FWS jurisdictional wildland fire & 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 a specific incident. The purpose of a review is to ensure the effectiveness of the system element being reviewed, and to identify deficiencies and recommend specific corrective actions. Established review types are described below and include:

- Preparedness Reviews;
- After Action Reviews;
- Fire and Aviation Safety Team Reviews;
- Safety Assistance Team Visits;
- Aviation Safety and Assistance Team Reviews;
- Large Fire Cost Reviews;
- Individual Fire Reviews;
- Lessons Learned Reviews;
- Rapid Lesson Sharing; and
- Escaped Prescribed Fire Reviews.

Review Types and Requirements

Type	When Conducted	Delegating or Authorizing Official
Preparedness Review	Annually, or management discretion	Local/State/Region/ National
After Action Review	Management discretion	N/A
Fire and Aviation Safety Team Review	As fire activity dictates	Geographic Area Coordinating Group
Safety Assistance Team Visit	As fire activity dictates	Local/State/Region/ National
Aviation Safety Assistance Team Review	As aviation activity dictates	State/Regional Aviation Manager or MACG
Large Fire Cost Review	Refer to NWCG Memorandum #003-2009	Agency Director
Individual Fire Review	Management discretion	Local/State/Region/ National
Lessons Learned Review	Management discretion	Local/State/Region/ National
Rapid Lesson Sharing	Management Discretion	N/A
Escaped Prescribed Fire Review	See *Interagency Prescribed Fire Planning and Implementation Procedures Guide* (PMS 484)	

Preparedness Reviews

Preparedness Reviews assess fire programs for compliance with established fire policies and procedures outlined in the current *Interagency Standards for Fire and Fire Aviation Operations* and other pertinent policy documents.

Preparedness Reviews identify organizational, operational, procedural, personnel, or equipment deficiencies, and recommend specific corrective actions. Interagency Preparedness Review Checklists can be found at: http://www.nifc.gov/policies/pol_ref_intgncy_prepcheck.html

After Action Reviews (AAR)

An AAR is a learning tool intended for the evaluation of an incident or project in order to improve performance by sustaining strengths and correcting weaknesses. An AAR is performed as soon after the event as possible by the personnel involved. An AAR should encourage input from participants that is focused on:

- What was planned?
- What actually happened?
- Why it happened?
- What can be done the next time?

An AAR is a tool that leaders and units can use to get maximum benefit from the experience gained on any incident or project. When possible, the leader of the incident or project should facilitate the AAR process. However, the leader may choose to have another person facilitate the AAR as needed and appropriate. AARs may be conducted at any organizational level. However, all AARs involve the exchange of ideas and observations, and focus on improving proficiency. The AAR should not be utilized as an investigational review. The format can be found in the *Interagency Response Pocket Guide (IRPG), PMS #461, NFES #1077.* Additional AAR information is available at http://www.fireleadership.gov/toolbox/after_action_review/index.html

Fire and Aviation Safety Team (FAST) Reviews

Fire and Aviation Safety Teams assist Agency Administrators during periods of high fire activity by assessing policy, rules, regulations, and management oversight relating to operational issues. They can also do the following:

- Provide guidance to ensure fire and aviation programs are conducted safely;
- Assist with providing immediate corrective actions;
- Review compliance with OSHA abatement plan(s), reports, reviews, and evaluations; and
- Review compliance with *Interagency Standards for Fire and Fire Aviation Operations*.

FAST reviews can be requested through geographic area coordination centers to conduct reviews at the state/regional and local level. If a more comprehensive review is required, a national FAST can be ordered through the National Interagency Coordination Center.

FASTs include a team leader, who is either an Agency Administrator or fire program lead with previous experience as a FAST member, a safety and health

manager, and other individuals with a mix of skills from fire and aviation management.

FASTs will be chartered by their respective Geographic Area Coordinating Group (GACG) with a Delegation of Authority, and report back to the GACG. FAST reports will include an executive summary, purpose, objectives, methods/procedures, findings, recommendations, follow-up actions (immediate, long-term, national issues), and a letter delegating authority for the review. FAST reports should be submitted to the GACG with a copy to the Federal Fire and Aviation Safety Team (FFAST) chair within 30 days. See Appendix L for sample FAST Delegation of Authority.

Safety Assistance Team (SAT) Visits

In addition to FAST reviews, SAT visits emphasize mentally engaging individual firefighters, managers, and administrators to grasp potential issues, with a focus on firefighting safety fundamentals. SAT visits are not inspections. SATs are often ordered when activity within an area escalates rapidly, or when a high level of activity has been occurring for a long time. SATs can be interagency in scope and composition.

The goals of a Safety Assistance Team are to:

- Assist fire managers and IMTs with site visits to firefighters, fire managers, and program leaders.
- Be service oriented, assisting the local units.
- Provide early warning of potentially hazardous conditions or situations.

Direct intervention, circumventing normal chain of command, is authorized when necessary; however, the overall objective is to create a work environment where the normal operating procedures are responsible for safe practices.

Aviation Safety Assistance Team (ASAT) Reviews

Refer to Chapter 16 for ASAT information.

Large Fire Cost Reviews

Information on large fire cost reviews can be found in Chapter 11 (Incident Management), and at http://www.nwcg.gov/general/memos/nwcg-003-2009.html

Individual Fire Reviews

Individual fire reviews examine all or part of the operations on an individual fire. The fire may be ongoing or controlled. These reviews may be local, state/regional, or national. These reviews evaluate decisions and strategies, correct deficiencies, identify new or improved procedures, techniques or tactics, determine cost-effectiveness, and compile and develop information to improve local, state/regional, or national fire management programs.

Lessons Learned Reviews (LLRs)

The purpose of a LLR is to focus on the near miss events or conditions in order to prevent potential serious incident in the future. In order to continue to learn from our near misses and our successes it is imperative to conduct a LLR in an open, non-punitive manner. LLRs are intended to provide educational opportunities that foster open and honest dialog and assist the wildland fire community in sharing lessons learned information. LLRs provide an outside perspective with appropriate technical experts assisting involved personnel in identifying conditions that led to the unexpected outcome and sharing findings and recommendations.

A LLR should be tailored to the event being reviewed. The scope of the review should be commensurate with the severity of the incident. A LLR will not be substituted for a Serious Accident Investigation (SAI) or Accident Investigation (AI), should the criteria for either of those be met, but may be used as a supplement to the SAI or AI.

- ***FS****- Facilitated Learning Analysis (FLA) may be used for incidents meeting the AI criteria.*

A LLR will be led by a facilitator not involved in the event. A facilitator should be an appropriate fire management expert who possesses skills in interpersonal communications, organization, and be unbiased to the event. Personnel involved in the event will be participants in the review process. Depending upon the complexity of the event, the facilitator may request assistance from technical experts (e.g., fire behavior, fire operations, etc.).

The LLR facilitator will convene the participants and:

- Obtain a Delegation of Authority from appropriate agency level. See appendix J for a sample LLR Delegation of Authority;
- Identify facts of the event (sand tables maybe helpful in the process) and develop a chronological narrative of the event;
- Identify underlying reasons for success or unintended outcomes;
- Identify what individuals learned and what they would do differently in the future;
- Identify any recommendations that would prevent future similar occurrences;
- 24 and 72 hour reports may be produced, but are not required; and
- Provide a final written report including the above items to the pertinent Agency Administrator(s) within two weeks of event occurrence unless otherwise negotiated. Names of involved personnel should not be included in this report (reference them by position).

A copy of the final report will be submitted to the respective agency's national fire safety lead who will provide a copy to the Wildland Fire Lessons Learned Center (LLC). E-mail: llcdocsubmit@gmail.com

- *FS - The Forest Service has combined the Accident Prevention Analysis (APA) with the Facilitated Learning Analysis (FLA). A guide for the FLA process is available at http://bit.ly/FLA_guide*

Rapid Lesson Sharing (RLS)

RLS is a process for field personnel to quickly share lessons with others. RLS can be used to document and share lessons learned as a result of close calls, minor accidents, successes, efficient ways of performing work, adaptations, or anything wildland fire personnel can learn from.

To submit or view RLS documents, go to:
http://www.wildfirelessons.net/Resources/RapidLessonSharing

Escaped Prescribed Fire Reviews

An escaped prescribed fire is a prescribed fire which has exceeded, or is expected to exceed, its prescription. Escaped prescribed fire review direction is found in these agency documents:
Interagency Prescribed Fire Planning and Implementation Procedures Reference Guide (PMS 484)

- ***BLM -*** *IM No. FA IM-2014-001*
- ***FWS -*** *Fire Management Handbook, Chapter 17*
- ***NPS -*** *RM-18, Chapter 7 & 17*
- ***FS -*** *FSM 5140*

Escaped Prescribed Fire Reviews will be submitted to the Wildland Fire Lessons Learned Center (LLC) by the agency fuels program lead. Submissions should be sent to llcdocsubmit@gmail.com.

Investigations

Investigations are detailed and methodical efforts to collect and interpret facts related to an incident or accident, identify causes (organizational factors, local workplace factors, unsafe acts), and develop control measures to prevent recurrence.

Distinct types of wildland fire incidents and accidents have specific investigation requirements.

Wildland Fire Incident and Accident Types and Definitions

- **Serious Wildland Fire Accident**
  An unplanned event or series of events that resulted in death, injury, occupational illness, or damage to or loss of equipment or property. For wildland fire operations, a serious accident involves any of the following:
  - One or more fatalities;
  - Three or more personnel who are inpatient hospitalized as a direct result of or in support of wildland fire operations;
  - Property or equipment damage of $250,000 or more; and/or
  - Consequences that the Designated Agency Safety and Health Official (DASHO) judges to warrant Serious Accident Investigation.
- **Wildland Fire Accident**
  An unplanned event or series of events that resulted in injury, occupational illness, or damage to or loss of equipment or property to a lesser degree than defined in "Serious Wildland Fire Accident".
- **Near-miss**
  An unplanned event or series of events that could have resulted in death, injury, occupational illness, or damage to or loss of equipment or property but did not.
- **Entrapment**
  A situation where personnel are unexpectedly caught in a fire behavior-related, life-threatening position where planned escape routes or safety zones are absent, inadequate, or compromised. Entrapment may or may not include deployment of a fire shelter for its intended purpose. Entrapment may result in a serious wildland fire accident, a wildland fire accident, or a near-miss.
- **Burnover**
  An event in which a fire moves through a location or overtakes personnel or equipment where there is no opportunity to utilize escape routes and safety zones, often resulting in personal injury or equipment damage.
- **Fire Shelter Deployment**
  The removing of a fire shelter from its case and using it as protection against fire. Fire shelter deployment may or may not be associated with entrapment. Fire shelter deployment may result in a serious wildland fire accident, a wildland fire accident, or a near-miss.
- **Fire Trespass**
  The occurrence of unauthorized fire on agency-protected lands where the source of ignition is tied to some type of human activity.

Investigation Types and Requirements

Wildland Fire Event	Investigation Type	Management Level Requiring Notification[1]	Management level that determines review type and authorizes review[2]
Serious Wildland Fire Accident	Serious Accident Investigation (SAI) *FS- Coordinated Response Protocol*	National	National
Wildland Fire Accident	Accident Investigation (AI) *FS- FLA may be used*	*BLM/NPS- National* *FS/FWS- Management Discretion*	Region/State/Local
Entrapment/ Burnover	SAI, AI, LLR, depending on severity	National	National
Fire Shelter Deployment	SAI, AI, LLR, depending on severity	National	National
Near-miss	LLR, AAR	Management Discretion	Region/State/Local
Fire Trespass	Fire Cause Determination & Trespass Investigation	Local	Local

[1] In the event that a wildland fire entrapment or fatality occurs, immediate notification to NICC is required. A *Wildland Fire Entrapment/Fatality Initial Report* (PMS 405-1) should be completed and mailed to NICC electronically or by fax machine within 24 hours. Submit this report even if some data is missing. The PMS 405-1 is located at the following web site: http://www.nifc.gov/nicc/logistics/coord_forms.htm.

[2] Higher level management may exercise their authority to determine the type of review or investigation.

- ***BLM-*** *BLM Accidents that involve fire and aviation employees or equipment will be investigated according to the requirements stated in this chapter. Investigations will occur regardless of land jurisdiction. Facts will be collected, causes (organizational factors, local workplace factors, unsafe acts) identified, and an accident investigation report produced. The report will include recommended corrective actions and control measures. Report issuance and follow-up will be through established command channels. BLM Agency Administrators may jointly delegate authority to*

investigate accidents in cases of mixed jurisdiction or employee involvement. Joint delegations must ensure that BLM investigation requirements are met. The Facilitated Learning Analysis (FLA) process may be used as a supplemental element to required BLM accident investigation processes.

- ***FS-*** *Forest Service Line Officers are the deciding officials regarding what type of accident investigation or analysis method is to be used for accidents or near misses occurring under Forest Service jurisdiction. FLAs are a type of Lessons Learned Review.*

Investigation Processes

Processes Common to All Wildland Fire Accident Investigations

- **Site Protection** - The site of the incident should be secured immediately and nothing moved or disturbed until the area is photographed and visually reviewed by the investigation team. Exact locations of injured personnel, entrapments, injuries, fatalities, and the condition and location of personal protective equipment, property, and other equipment must be documented.
- **Management of Involved Personnel** - Treatment, transport, and follow-up care must be immediately arranged for injured and involved personnel. The Agency Administrator or delegate should develop a roster of involved personnel and supervisors and ensure they are available for interviews by the investigation team. The Agency Administrator should consider relieving involved supervisors from fireline duty until the preliminary investigation has been completed. Attempt to collect initial statements from the involved individuals prior to a Critical Incident Stress Management (CISM) session.
- **Delegation of Authority -** A Delegation of Authority shall be issued to the investigation team leader. The Delegation of Authority will outline roles, responsibilities, and expected deliverables. Delegation of Authority templates are available at: http://www.nifc.gov/safety/safety_reprtsInvest.html
- **Critical Incident Stress Management (CISM)** - CISM is the responsibility of local Agency Administrators, who should have individuals pre-identified for critical incident stress debriefings. Also refer to the *Agency Administrator's Guide to Critical Incident Management* (PMS 926), available at: http://www.nwcg.gov/pms/pubs/pms926.doc. Individuals or teams may be available through Employee Assistance Programs (EAPs) or Geographic Area Coordination Centers (GACCs).

Wildland Fire Serious Accident Investigation Process

For interagency serious accident investigations, a multi-agency delegation of authority to conduct the investigation may be issued. The delegation will ensure that the investigation meets the policy requirements of involved agencies.

- ***BLM/FWS-*** *The Interagency Serious Accident Investigation Guide establishes core direction for BLM, FWS, and interagency serious accident investigations (exceptions for aviation accidents are stated in the guide). It provides serious accident investigation teams a standardized and comprehensive process for conducting serious accident investigations. The guide is available at http://www.nifc.gov/safety/safety_reprtsInvest.html.*

  Serious accident investigation reports will be completed, routed, and disseminated according to processes established in the guide. Reports may contain information supplemental to the requirements of the guide if it augments the BLM's ability to learn and to develop further improvements.

  The guide may be used entirely or in part for accidents that do not meet the serious accident definition.

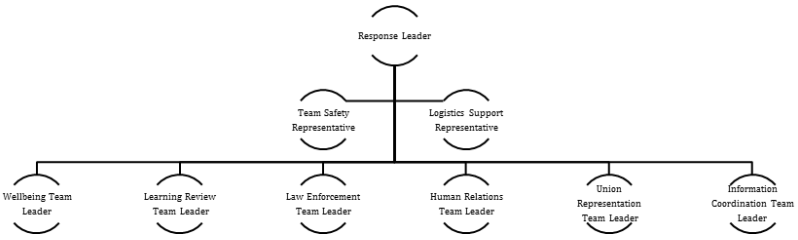
- ***FS- REVIEW AND INVESTIGATION OF SERIOUS INJURIES AND FATALITIES OF ON-DUTY FOREST SERVICE EMPLOYEES***
  A Coordinated Response Protocol (CRP) has been developed to coordinate the reviews required in response to incidents and accidents. The CRP concept is a phased approach to incident review that establishes pre-determined teams and training. The CRP is designed to coordinate all groups working together, including the Learning Review Team, Peer Support/Critical Incident Stress Management, Law Enforcement and Investigations, Union, and Human Resources. Additionally, the CRP stresses a mutual understanding of roles and responsibilities. This approach will provide a basis for cooperation before any team is dispatched to an incident, thus minimizing impact on field personnel, and making the data-gathering phase more efficient. This principle-based approach places the primary focus on our people and learning.

  Forest Service directives and guidelines regarding the investigation of serious employee injuries and fatalities establish specific roles for the Office of Safety and Occupational Health (OSOH) and Law Enforcement and Investigations (LEI) staffs. These roles are delineated in the Law Enforcement Manual at Forest Service Manual (FSM) 5303.11, the Service Wide Claims Management Handbook at Forest Service Handbook (FSH) 6509.11h, the Coordinated Response Protocol Guide, and FSH 6709.12. There is a requirement to conduct a claims investigation for any fatality or serious injury, and there is inherent value in conducting a Learning Review. To ensure that these potentially disparate roles are fulfilled, the following interim guidance is provided:

  1. *The Special Agent in Charge (SAC) and the appropriate Region/Station/Area Safety Manager will be notified immediately of incidents meeting the threshold for a Coordinated Response, who will report them to the Designated Agency Safety and Health Official (DASHO), the Director of LEI, and the Director of OSOH. This*

notification will engage a scalable coordinated response, the Coordinated Response Protocol (CRP). This protocol is designed as a collaborative effort with all team members participating, as required.

2. *The SAC will assume responsibility for site security, and through coordination with the Director of LEI, will conduct a preliminary incident review. The review will be completed as soon as possible, and in most cases within 72 hours. If there is no indication of criminal wrongdoing, the event will be turned over to the Response Leader (formerly named the Team Leader). If at any time during the CRP there is a reasonable indication that a criminal investigation is warranted, the Response Leader and Directors of LEI and OSOH will confer with the DASHO regarding how to proceed with the CRP.*
3. *The CRP Team may include the members listed in the following diagram. The role of each team member is fully explained in the CRP Guide.*



4. *CRP Team Leaders will coordinate their efforts with the Response Leader and strive to minimize traumatic impacts of the Learning Review and claims investigation on employees involved.*
5. *For every Forest Service accident in which the potential for a claim against the federal government exists, the CRP Team will coordinate the Learning Review and a claims investigation. OOL will conduct the Learning Review. LEI will conduct a claims investigation and complete the required report.*
6. *Information obtained by the Learning Review Team is often subjective in nature and subjective information will not be disclosed to agency personnel, other than those individuals appointed to the Learning Review or those involved in supervising or reviewing the work of the Learning Review, including OOL-appointed process coaches and reviewers. Conclusive reports and learning products derived from this information will be released for the purpose of organizational and individual learning.*
7. *In cases involving National Transportation Safety Board (NTSB), the designated NTSB Investigator in Charge (IIC) will determine party status. For some aviation accidents, the IIC may rely solely on party members to collect and supply information for the NTSB report without actually being on the accident scene. The NTSB prohibits law enforcement involvement with their accident investigations and is*

mandated to refer any suspicion of illegal activity to the FBI for investigation. The Qualified Technical Investigator (QTI) and Response Leader will work with the NTSB IIC and DASHO (or designated representative) to coordinate sharing any USFS Learning Review products.

Fire Director Responsibilities

The Fire Director(s) or designee(s) of the lead agency, or agency responsible for the land upon which the accident occurred, will:

- Notify the agency safety manager and Designated Agency Safety and Health Official (DASHO);
- Immediately appoint, authorize (through Delegation of Authority), and deploy an accident investigation team;
- Provide resources and procedures adequate to meet the team's needs.
- Receive the factual and management evaluation reports and take action to accept or reject recommendations;
- Forward investigation findings, recommendations, and corrective action plan to the DASHO (the agency safety office is the "office or record" for reports);
- Convene an accident review board/ board of review (if deemed necessary) to evaluate the adequacy of the factual and management reports and suggest corrective actions;
- Ensure a corrective action plan is developed, incorporating management initiatives established to address accident causal factors; and
- Ensure Serious Accident Investigations remain independent of other investigations.

Agency Administrator Responsibilities

- Develop local preparedness plans to guide emergency response.
- Identify agencies with jurisdictional responsibilities for the accident.
- Provide for and emphasize treatment and care of survivors.
- Ensure the Incident Commander secures the accident site.
- Conduct an in-briefing to the investigation team.
- Facilitate and support the investigation as requested.
- Determine need and implement Critical Incident Stress Management (CISM).
- Notify home tribe leadership in the case of a Native American fatality.
- Prepare and issue the required 24 Hour Preliminary Report unless formally delegated to another individual.

Notification

Agency reporting requirements will be followed. As soon as a serious accident is verified, the following groups or individuals should be notified:

- Agency Administrator;
- Public affairs;

- Agency Law Enforcement;
- Safety personnel;
- County sheriff or local law enforcement as appropriate to jurisdiction;
- National Interagency Coordination Center (NICC) through the local dispatch center and GACC. Provide a *Wildland Fire Entrapment/Fatality Initial Report* (PMS 405-1) directly to NICC within 24 hours;
- Agency headquarters; and
- OSHA (within 8 hours if the accident resulted in one or more fatalities or if three or more personnel are inpatient hospitalized).

Notification to the respective agency's fire national safety/risk management lead is required.

Designating the Investigation Team Lead

The 1995 Memorandum of Understanding between the U.S. Department of the Interior and the U.S. Department of Agriculture states that serious wildland fire-related accidents will be investigated by interagency investigation teams. Following initial notification of a serious accident, the National Fire Director(s) or their designee(s) will designate a Serious Accident Investigation Team Lead(s) and provide that person(s) with a written Delegation of Authority to conduct the investigation and the means to form and deploy an investigation team.

- ***BLM-*** *The Fire and Aviation Directorate Safety Program Manager mobilizes SAI teams in coordination with the SAI Team Leader.*

Accidents involving more than one agency will require a collaboratively developed Delegation of Authority that is signed by each of the respective agencies.

Serious Accident Investigation Team (SAIT) Composition

SAIT members should not be affiliated with the unit that sustained the accident.

- **Team Leader (Core Team Member)**
  A senior agency management official, at the equivalent associate/assistant regional/state/area/division director level. The team leader will direct the investigation and serve as the point of contact to the Designated Agency Safety and Health Official (DASHO).
- **Chief Investigator (Core Team Member)**
  A qualified accident investigation specialist is responsible for the direct management of all investigation activities. The chief investigator reports to the team leader.
- **Accident Investigation Advisor/Safety Manager (Core Team Member)**
  An experienced safety and occupational health specialist or manager who acts as an advisor to the team leader to ensure that the investigation focus remains on safety and health issues. The accident investigation advisor/safety manager also works to ensure strategic management issues

are examined. Delegating Officials or their designee may, at their discretion, fill this position with a trained and qualified NWCG Safety Officer, Line (SOFR), Safety Officer, Type 2 (SOF2), or Safety Officer, Type 1 (SOF1).

- **Interagency Representative**
  An interagency representative will be assigned to every fire-related Serious Accident Investigation Team. They will assist as designated by the team leader and will provide outside agency perspective. They will assist as assigned by the Team Leader and will provide a perspective from outside the agency.
- **Technical Specialists**
  Personnel who are qualified and experienced in specialized occupations, activities, skills, and equipment, addressing specific technical issues such as specialized fire equipment, weather, and fire behavior.
- **Public Affairs Officer**
  For investigations with high public visibility and significant news media interest, a public affairs officer (PAO) should be considered a part of the team. The PAO should develop a communications plan for the team, be a designated point of contact for news media, and oversee all aspects of internal and external communications. Ideally, the PAO should be qualified as a Type 1 or Type 2 public information officer and be familiar with SAI team organization and function.
  - ***BLM -*** *All media related documents (news releases, talking points, etc.) should be cleared through NIFC Public Affairs prior to external release.*

Core SAIT members are required to take the Interagency Serious Accident Investigation Course 1112-05 prior to serious accident investigation assignment. This training is also required every 5 years for recurrency.

- ***FS/BLM/FWS-*** *This training is required every 5 years to retain currency.*

SAI 24 and 72 Hour Reports

Final 24 and 72 hour reports will be approved by the SAI delegating official, then sent to the agency fire safety/risk management lead for national distribution, which may include posting through the NWCG Safety Alert System.

- 24-Hour Preliminary Report- This report contains known basic facts about the accident. It will be completed and forwarded by the responsible Agency Administrator to the SAI delegating official. Names of injured personnel will not be included in this report. Personnel may be referenced by position.
- 72-Hour Expanded Report- This report provides additional factual information, if available. The information may include the number of victims and severity of injuries. The focus should be on information that may have immediate impact on future accident prevention. This report will be completed and forwarded by the SAI team to the SAI delegating official.

Names of injured personnel will not be included in this report. Personnel may be referenced by position.

SAI Final Report

Within 45 days of the incident, a final report consisting of a Factual Report (FR) and a Management Evaluation Report (MER) will be produced by the investigation team to document facts, findings, and recommendations and forwarded to the Designated Agency Safety and Health Official (DASHO) through the agency Fire Director(s).

- **Factual Report** This report contains a brief summary or background of the event, and facts based only on examination of technical and procedural issues related to equipment and tactical fire operations. It does not contain opinions, conclusions, or recommendations. Names of injured personnel are not to be included in this report (reference them by position). Post-accident actions should be included in this report (emergency response attribute to survival of a victim, etc).

  Factual Reports will be submitted to Wildland Fire Lessons Learned Center (LLC) by the respective agency's fire safety/risk management leads. E-mail: llcdocsubmit@gmail.com
- **Management Evaluation Report (MER)**
  The MER is intended for internal use only and explores management policies, practices, procedures, and personal performance related to the accident. The MER categorizes findings identified in the factual report and provides recommendations to prevent or reduce the risk of similar accidents.

Factual Report and Management Evaluation Report formatting can be found on the NIFC website at: http://www.nifc.gov/safety/accident_resources.htm

Accident Review Board/Board of Review

An Accident Review Board/Board of Review is used by some agencies to evaluate recommendations, and develop a corrective action plan. Refer to the respective agency's Safety and Health policy.

Wildland Fire Accident Investigation Process

Accident investigations and reports should be commensurate with the complexity and/or severity of the accident. Investigations and reports may range from large investigation teams producing comprehensive reports to first-level supervisors initiating investigations and reporting injury/property damage in agency reporting systems.

Notification

When an accident occurs, agency notification requirements will be followed. Notification requirements universally include:

- Local dispatch center
- Unit Fire Management Officer
- Agency Administrator

Investigation Team Membership

Investigation team membership should be commensurate with the complexity and/or severity of the accident. An investigation team should consist of a team leader and an adequate number of technical specialists and subject matter experts. For complex investigations, team membership may also include a chief investigator, a safety advisor/manager, and additional technical specialists, and a writer/editor. Team members may have dual roles (e.g., chief investigator/safety advisor).

Investigation Methodology

Accident Investigations (AI) are detailed and methodical efforts to collect and interpret facts related to an accident and to provide specific recommendations to prevent recurrence. The AI should include the following actions:

- Visual inspection of involved site, equipment, or material;
- Detailed analysis of equipment or material, as necessary;
- Interviews with involved personnel, witnesses, managers, and other pertinent persons;
- Collection and review of written statements;
- Review of records, archives, plans, policies, procedures, and other pertinent documents;
- Consideration of environmental, equipment, material, procedural, and human factors as they related to the incident; and
- Development of specific findings and related recommendations for the AI report.

AI 24- and 72-Hour Reports

24- and 72-hour reports should be completed when a formal AI will be conducted. Final 24- and 72-hour reports will be approved by the AI delegating official, then sent to the agency fire safety/risk management lead for national distribution, which may include posting through the NWCG Safety Alert System.

- 24-Hour Preliminary Report- This report contains known basic facts about the accident. It will be completed and forwarded by the responsible Agency Administrator to the next higher level (e.g. District Manager forwards to Sate Director). Names of injured personnel will not be included in this report. Personnel may be referenced by position.
- 72-Hour Expanded Report- This report provides additional factual information, if available. The information may include the number of

victims and severity of injuries. The focus should be on information that may have immediate impact on future accident prevention. This report will be completed and forwarded by the AI team to the AI delegating official. Names of injured personnel will not be included in this report. Personnel may be referenced by position.

AI Final Report

Within 45 days of the accident, a final report including facts, findings, and recommendations shall be submitted to the senior manager dependent upon the level of investigation (e.g., local Agency Administrator, State/Regional Director, and Agency Fire Director or their designee). If a lower level investigation is conducted, a courtesy copy of the final report shall be sent to the respective agency's national fire safety/risk management lead.

The Final Report (minus names of employees- they should be referenced by position) will be submitted to Wildland Fire Lessons Learned Center (LLC) by the respective agency's National Fire Safety Leads.
E-mail: llcdocsubmit@gmail.com

Accident Investigation Report Standard Contents

- **Executive Summary -** A brief narrative of the facts involving the accident including dates, locations, times, name of incident, jurisdiction(s), number of individuals involved, etc. Names of injured personnel or personnel involved in the accident are not to be included in this report (reference them by position).
- **Narrative -** A detailed chronological narrative of events leading up to and including the accident, as well as rescue and medical actions taken after the accident. This section will contain who, what, and where.
- **Investigation Process**- A brief narrative of actions taken by the investigation team. This narrative should include investigation team membership, Delegation of Authority information (from who and contents, include a copy as an appendix), investigative actions and timeline (when the team conducted interviews, inspections, site visits, etc.), and if other sources were consulted (i.e. professional accident reconstruction experts, equipment manufacturers, etc.). This section should also address if environmental, equipment, material, procedural, and human factors were present, and state how findings/recommendations were developed.
- **Findings/Recommendations**
  - **Findings** are developed from the factual information. Each finding is a single event or condition. Each finding is an essential step in the accident sequence, but each finding is not necessarily causal or contributing. Findings should only include information necessary to explain the specific event or condition. Findings must be substantiated by the factual data. Findings should not include opinion or speculation.
  - **Discussion** –This provides explanation or information pertinent to a specific finding.

- **Recommendations -** Recommendations are proposed actions intended to prevent similar accidents. Recommendations should be directly related to findings, should not contain opinion or speculation, and should identify the specific individual responsible for completing the recommended action. Recommendations will be evaluated and may be incorporated into future operational direction through established processes.

- **Conclusions and Observations -** Investigation team's opinions and inferences, and "lessons learned" may be captured in the section. This section is not required.
- **Reference Materials**
  - **Maps/Photographs/Illustrations -** Graphic information used to document and visually portray facts.
  - **Appendices -** Reference materials (e.g., fire behavior analysis, equipment maintenance reports, agreements, Delegation of Authority).
  - **Records -** Factual data and documents used to substantiate facts involving the accident.

An AI Delegation of Authority template, AI report template and examples of AI reports can be found at the NIFC Safety website:
http://www.nifc.gov/safety/safety_reprtsInvest.html

Fire Cause Determination and Trespass Investigation

Introduction

Agency policy requires determination of cause, origin, and responsibility for all wildfires. Accurate fire cause determination is a critical first step for a successful fire investigation and for targeting fire prevention efforts. Proper investigative procedures, which occur concurrent with initial attack, more accurately pinpoint fire causes and can preserve valuable evidence that would otherwise be destroyed by suppression activities. Fire trespass refers to the occurrence of unauthorized fire on agency-protected lands where the source of ignition is tied to some type of human activity.

Policy

The agency must pursue cost recovery, or document why cost recovery is not required, for all human-caused fires on public lands. The agency will also pursue cost recovery for other lands under fire protection agreement where the agency is not reimbursed for suppression actions, if so stipulated in the agreement.

For all human-caused fires where negligence can be determined, trespass actions are to be taken to recover cost of suppression activities, land rehabilitation, and damages to the resource and improvements. Only fires started by natural causes will not be considered for trespass and related cost recovery.

The determination whether to proceed with trespass action must be made on "incident facts," not on "cost or ability to pay." Trespass collection is both a cost recovery and a deterrent to prevent future damage to public land. It is prudent to pursue collection of costs, no matter how small. This determination must be documented and filed in the unit office's official fire report file.

The Agency Administrator has the responsibility to bill for the total cost of the fire and authority to accept only full payment. On the recommendation of the State/Regional Director, the Solicitor/Office of General Counsel may compromise claims of the United States, up to the monetary limits ($100,000) established by law 31 U.S.C. 3711[a], 4 CFR 103-104, and 205 DM 7.1 and 7.2. The Solicitor/Office of General Counsel will refer suspension or termination of the amount, in excess of $100,000, exclusive of interest, penalties, or administrative charges, to the Department of Justice.

Unless specified otherwise in an approved protection agreement, the agency that has the land management jurisdiction/administration role is accountable for determining the cause of ignition, responsible party, and for obtaining all billable costs, performing the billing, collection, and distribution of the collected funds. The agency with the fire protection responsibility role must provide the initial determination of cause to the agency with the land management jurisdiction/administration role. The agency providing fire protection shall provide a detailed report of suppression costs that will allow the jurisdictional agency to proceed with trespass procedures in a timely manner.

Each agency's role in fire trespass billing and collection must be specifically defined in the relevant Cooperative Fire Protection Agreement. The billing and collection process for federal agencies is:

- For example, a federal agency fire occurs on another federal agency's land and is determined to be a trespass fire. BLM provides assistance, and supplies costs of that assistance to the federal agency with jurisdictional responsibility for trespass billing. The responsible federal agency bills and collects trespass, and BLM then bills the federal agency and is reimbursed for its share of the collection.
- For example, where BLM administered land is protected by a state agency, the billing and collection process is:
  - The state bills BLM for their suppression costs. The BLM will pursue trespass action for all costs, suppression, rehabilitation, and damages, and deposits the collection per BLM's trespass guidance.

Initiation of fire cause determination must be started with notification of an incident. Initial attack dispatchers are responsible for capturing all pertinent information when the fire is reported and throughout the incident. The initial attack Incident Commander and the initial attack forces are responsible for initiating fire cause determination and documenting observations starting with their travel to the fire. If probable cause indicates human involvement, an

individual qualified in fire cause determination (INVF or cooperator equivalent) should be dispatched to the fire.

Agency references:

- ***BLM -*** *9238-1*
- ***FWS -*** *Fire Management Handbook*
- ***NPS -*** *RM-18, Chapter 6 and RM-9*
- ***FS -*** *FSM 5130 and FSM 5300*

Related Policy Documents

These documents provide specific direction related to incident and accident investigations.

	Safety	Prescribed Fire
DOI	485 DM Chapter 7	
BLM	Manual 1112-2, 1112-1	
FWS	Service Manual 095	
NPS	DO/RM-50B, RM-18 Chapter 3	RM-18, Chapter 7
FS	FSH-6709.11	FSM-5140
	FSM-5100 and FSH-6709.11, FSM 5720 (Aviation), FSM 5130 (Ground Operations), FSM 6730 (Specific policy), FSH 6709.12 Chapter 30 (General guidance), and most recent *Accident Investigation Guide*, for specific guidance.	
Interagency	Information on accident investigations may be found at: http://www.nifc.gov/safety/accident_resources.htm. For reporting use *PMS 405-1, Wildland Fire Fatality and Entrapment Initial Report,* on the NWCG website.	

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.

Organization

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

- National- National Interagency Coordination Center
- Geographic- Geographic Area Coordination Centers
- Local- Local Dispatch Centers

Logistical dispatch operations occur at all three levels, while initial attack dispatch operations occur primarily at the local level. Any geographic area or local dispatch center using a dispatch system outside the three-tier system must justify why a non-standard system is being used and request written authorization from the DOI National Office or USFS Regional Office.

National Interagency Coordination Center (NICC)

The NICC is located at NIFC, in Boise, Idaho. The principal mission of the NICC is the cost-effective and timely coordination of land management agency emergency response for wildland fire at the national level. This is accomplished through planning, situation monitoring, and expediting resource orders between the BIA Areas, BLM States, National Association of State Foresters, FWS Regions, FS Regions, NPS Regions, National Weather Service (NWS) Regions, Federal Emergency Management Agency (FEMA) Regions through the United States Fire Administration (USFA), and other cooperating agencies.

The NICC coordinates any requests for support from foreign countries, either through Departments of Agriculture and Interior agreements (Canada and Mexico) or arrangements (Australia and New Zealand), or from the Forest Service International Programs' Disaster Assistance Support Program (DASP) through the U.S. Agency for International Development's Office of Foreign Disaster Assistance.

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

Geographic Area Coordination Centers (GACCs)

There are 11 GACCs, each of which serve a specific geographic portion of the United States. Each GACC interacts with the local dispatch centers, as well as with the NICC and neighboring GACCs. Refer to the *National Interagency Mobilization Guide* for a complete directory of GACC locations, addresses, and personnel.

The principal mission of each GACC is to provide the cost-effective and timely coordination of emergency response for all incidents within the specified geographic area. GACCs are also responsible for determining needs,

coordinating priorities, and facilitating the mobilization of resources from their areas to other geographic areas.

Local Dispatch Centers

Local dispatch centers are located throughout the country as dictated by the needs of fire management agencies. Local dispatch centers dispatch multi-agency wildland firefighting resources within a pre-established and identified dispatch zone boundary. The principal mission of a local dispatch center is to provide safe, timely, and cost-effective coordination of emergency response for all incidents within its specified geographic area. This entails the coordination of initial attack responses and the ordering of additional resources when fires require extended attack.

Local dispatch centers are also responsible for supplying intelligence and information relating to fires and resource status to their GACC and to their agency managers and cooperators. Local dispatch centers may work for, or with, numerous agencies, but should only report to one GACC.

Some local dispatch centers are also tasked with law enforcement and agency administrative workloads for non-wildfire operations. If this is the case, a commensurate amount of funding and training should be provided by the benefiting activity to accompany the increased workload. If non-wildfire workload is generated by another agency operating in an interagency dispatch center, the agency generating the additional workload should offset this increased workload with additional funding or personnel.

Mobilization Guides

The NICC and each GACC annually publish a Mobilization Guide. The Mobilization Guides identify standard procedures which guide the operations of multi-agency logistical support activity throughout the coordination system. These guides are intended to facilitate interagency dispatch coordination, ensuring timely and cost-effective incident support services are provided. Local and Geographic Area Mobilization Guides supplement the *National Interagency Mobilization Guide.*

The *National Interagency Mobilization Guide* (NFES 2092) and links to Geographic Area Mobilization Guides are available at http://www.nifc.gov/nicc/

Local Mobilization Guide/Dispatch Operating Plan

Local dispatch centers will have a local mobilization guide or dispatch operating plan to supplement the GACC and National Mobilization Guides. The mobilization guide or operating plan will include minimum elements and procedures to guide the operation of a local dispatch center. See Appendix P (available at http://www.nifc.gov/policies/pol_intgncy_guides.html) for

minimum required elements and procedures for inclusion in a local mobilization guide/dispatch operating plan.

Local and Geographic Area Drawdown

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

Drawdown is intended to:

- Ensure adequate fire suppression capability for local and/or geographic area managers; and
- Enable sound planning and preparedness at all management levels.

Although drawdown resources are considered unavailable outside the local or geographic area for which they have been identified, they may still be reallocated by the Geographic Area or National MAC to meet higher priority obligations.

Establishing Drawdown Levels

Local drawdown is established by the local unit and/or the local MAC group and implemented by the local dispatch office. The local dispatch office will notify the Geographic Area Coordination Center (GACC) of local drawdown decisions and actions.

Geographic area drawdown is established by the GMAC and implemented by the GACC. The GACC will notify the local dispatch offices and the National Interagency Coordination Center (NICC) of geographic area drawdown decision and actions.

National Ready Reserve (NRR)

NRR is a means by which the NMAC identifies and readies specific categories, types, and quantities of fire suppression resources in order to maintain overall national readiness during periods of actual or predicted national suppression resource scarcity.

NRR implementation responsibilities are as follows:

- NMAC establishes national ready reserve requirements by resource category, type, and quantity.
- NICC implements NMAC intent by directing individual GACCs to place specific categories, types, and quantities of resources on national ready reserve.
- GACCs direct local dispatch centers and/or assigned IMTs to specifically identify resources to be placed on national ready reserve.
- GACCs provide NICC specific names of national ready reserve resources.

- NICC mobilizes national ready reserve assets through normal coordination system channels as necessary.

National ready reserve resources must meet the following requirements:

- May be currently assigned to ongoing incidents;
- Must be able to demobe and be enroute to new assignment in less than 2 hours;
- Resources must have a minimum of 7 days left in 14 day rotation (extensions will not be factored in this calculation);
- May be assigned to incidents after being designated ready reserve, in coordination with NICC; and
- Designated ready reserve resources may be adjusted on a daily basis.

NMAC will adjust ready reserve requirements as needed. Furthermore, in order to maintain national surge capability, the NMAC may retain available resources within a geographic area, over and above the established geographic area drawdown level.

Dispatch/Coordination Center Administration

Memorandum of Understanding (MOU)

Each dispatch/coordination center will have a Memorandum of Understanding (MOU) signed by all cooperators. This MOU will be reviewed and updated annually. Dispatch/coordination center MOUs and their associated Annual Operating Plans (AOPs) will be current and will define:

- The roles and responsibilities of each interagency partner's fiscal and infrastructure support responsibilities;
- Administrative oversight/support groups involved with the dispatch/coordination center;
- Clear fiscal reimbursement procedures and interagency funding procedures
- The dispatch/coordination center's organizational charts;
- Communication protocols for local and geographic area cooperating Agencies, including briefings, planned meetings, and conference calls;
- Procedures for Incident Management Team mobilization and close-out; and
- Supporting documentation, such as any local initial attack or fire and aviation agreements for units serviced by the center.

Funding for facilities, equipment, and staffing needs shall be identified in each participating agency's planning and budget process, and included in the MOU/AOP.

Service and Supply Plans

All local dispatch centers shall maintain a Service and Supply Plan that contains current copies of procurement documents related to locally available resources. Service and Supply Plans must be current, complete, organized, and accessible

to Initial Attack and Expanded Dispatchers.

The Service and Supply Plan will contain current copies of competitive and non-competitive Incident Blanket Purchase Agreements (I-BPAs), as well as source lists for incident-only contracts. Resources and their respective contracts/agreements will be entered into ROSS if applicable, and naming conventions will meet national standards.

For additional required components of a Service and Supply Plan, refer to Appendix P (available at http://www.nifc.gov/policies/pol_intgncy_guides.html).

Continuity of Operations Plan (COOP)

All centers will maintain a current Continuation of Operations Plan (COOP) which includes an identified back-up power source, a back-up computer system, a contingency plan for loss of radios (if applicable), a pre-identified alternate location with adequate supplies, and notification procedures for activation.

Dispatch/Coordination Center Manager Delegation of Authority

All Dispatch/Coordination Center Managers shall have a signed Delegation of Authority providing an adequate level of operational authority from all participating agencies. The Delegation of Authority will include appropriate supervisory authority, and a process for completion of employee performance evaluations.

The Dispatch/Coordination Center Manager may, where appropriate, complete a Delegation of Authority for staff that identifies roles and responsibilities for Acting Center Manager, Coordinator-on-Duty, Floor Supervisor, and/or Internal Duty Officer.

National Interagency Coordination Center (NICC) Functional Responsibilities

The NICC has established the Coordinator-On-Duty (NICC COD) position. The NICC COD is responsible for managing the daily operation of the NICC and for resource allocation decisions in alignment with NMAC direction.

The National Interagency Coordination Center (NICC) is responsible for the following:

- **Positioning and Movement of Resources**
  NICC is responsible for, in conjunction with the GACCs, ensuring a coordinated response to wildland fire incidents and/or all-hazard incidents under the National Response Framework or other appropriate authorities. NICC positions resources (personnel, aircraft, supplies, and equipment) to meet existing and anticipated incident, preparedness, severity, wildland, and

prescribed fire needs regardless of geographic location or agency affiliation. NICC coordinates movement of resources across Geographic Area boundaries. NICC allocates resources according to National Multi-Agency Coordinating Group (NMAC) direction when competition for wildland fire resources occurs among Geographic Areas.

- **Management of National Aviation Resources**
  As directed or delegated by NMAC, NICC allocates national resource aviation assets to the Geographic Areas based upon national priorities. These national resources include:
  - Very Large Airtankers (VLATs);
  - Type 1 and Type 2 Airtankers;
  - Modular Airborne Fire Fighting System (MAFFS) Airtankers;
  - Type 1 and Type 2 helicopters;
  - Infra-red aircraft;
  - Lead planes and aerial supervision modules; and
  - Smokejumper aircraft.

  NICC has established authorities and procedures for dispatching aviation resources. These authorities and procedures include:
  - Aircraft ordering protocols for fire, logistical and administrative flights;
  - tracking of all aircraft ordered through NICC that cross Geographic Area boundaries;
  - mechanisms for disseminating availability and commitment status throughout the dispatch/coordination system; and
  - Procedures for mobilization and use of large transport aircraft (NICC is the sole source for large transport aircraft).
- **Management of National Support Resources**
  NICC mobilizes national support resources such as National Interagency Radio Support Cache radio systems and kits, Incident Remote Automatic Weather Stations, Project Remote Automatic Weather Stations, National Contract Mobile Food Services, and National Contract Mobile Shower Facilities. Refer to the National Interagency Mobilization Guide for more information.
- **Allocation of Other National Resources**
  As directed or delegated by the National Multi-Agency Coordinating Group (NMAC), NICC mobilizes national program resources such as National Interagency Buying Teams, Administrative Payment Teams, Burned Area Emergency Response Teams, and National Fire Prevention and Education Teams to the Geographic Areas based upon national priorities. Refer to the *National Interagency Mobilization Guide* for more information.
- **Predictive Services and Intelligence**
  Predictive Services is responsible for providing weather, fuels, and intelligence products that support the decision-making process at the local, state/regional, geographic, and national levels. NICC Predictive Services produces and disseminates (among other products) a monthly/seasonal outlook that covers the next one to four month period.

NICC ensures that procedures are in place for gathering, accessing and disseminating information, and maintains a current Standard Operating Procedure that outlines duties and procedures of the Predictive Services program. NICC is also responsible for maintaining a Predictive Services and Intelligence website to meet these mission requirements.

NICC Predictive Services has identified and maintains open lines of communication with interagency partners. NICC Predictive Services ensures that contacts and roles are maintained and understood for the National Weather Service (NWS), NIFC, NICC, and GACCS. Predictive Services staff participate in planned briefings, meetings and conference calls, monthly/seasonal assessments, etc.

NICC Predictive Services, in coordination with the NWS, has an Annual Operating Plan (AOP) that outlines products and services provided by each office. NICC Predictive Services ensures that provisions within the AOP that affect local dispatch centers are coordinated with and communicated to those centers.

- **International and Department of Defense Assistance**
  NICC serves as the focal point for international assistance requested from NMAC either under existing agreements or by the US Department of State. NICC also serves as the focal point for any requests for assistance from the Department of Defense.
  For more information, see the *National Interagency Mobilization Guide*, Chapter 40 at http://www.nifc.gov/nicc/

Geographic Area Coordination Center (GACC) Functional Responsibilities

The GACCs have established the Coordinator-On-Duty (COD) position. The COD is responsible for managing the daily operation of the GACC and for resource allocation decisions in alignment with NMAC direction.

Geographic Area Coordination Centers (GACCs) are responsible for the following:

- **Positioning and Movement of Resources**
  GACCs are responsible for, in conjunction with NICC and local dispatch centers, ensuring a coordinated response to wildland fire incidents and/or all-hazard incidents under the National Response Framework or other appropriate authorities. GACCs mobilize and position resources (personnel, aircraft, supplies, and equipment) internally among local dispatch centers to meet existing and anticipated incident, preparedness, severity, wildland, and prescribed fire needs, regardless of geographic location or agency affiliation. GACCs coordinate movement of resources within Geographic Area boundaries and allocate resources according to Geographic Area Multi-Agency Coordinating Group (GMAC) direction when competition for wildland fire resources occurs within the Geographic

Area. GACCs will ensure adequate fire suppression capability for local and/or Geographic Area managers, and enable sound planning and preparedness at all management levels.

Geographic Areas will establish priorities for their incidents and wildland fires and report them to NICC. GACCs will notify NICC and adjoining GACCs of the commitment of National Resources within their Area, and will notify the local dispatch offices and the NICC of Geographic Area drawdown decision and actions.

Activities associated with the National Response Framework will be accomplished utilizing established dispatch coordination procedures. The affected GACC will coordinate ordering points with Regional Response Coordination Centers (RRCC) and Joint Field Offices (JFO).

- **Management of Aviation Resources**

  GACCs have established authorities and procedures for dispatching aviation resources. These procedures include:
  - Aircraft ordering protocols for fire, logistical and administrative flights;
  - Procedures for tracking of all aircraft within Geographic Area boundaries;
  - Mechanisms for disseminating availability and commitment status throughout the dispatch/coordination system;
  - Ordering and operational procedures between the GACC, dispatch center(s) and airtanker base(s);
  - Procedures for flight following (including protocols for use of Automated Flight Following (AFF) and initial call on the National Flight Following Frequency);
  - Procedures for ordering and establishing TFR's and operating guidelines for airspace deconfliction for Military Air Space (MTR, SUA, MOA) and Restricted Areas. GACCs will participate in planned airspace meetings annually;
  - Procedures for ordering and utilization of FAA temporary towers; and
  - Procedures for reporting through the SAFECOM system.
- **Predictive Services and Intelligence**

  GACC Predictive Services is responsible for providing weather, fuels and intelligence products that support the decision-making process at the local, state, geographic and national levels. GACCs provide timely communications on information and decisions that affect the interagency dispatch community.

  GACCS ensure that procedures are in place for gathering, accessing and disseminating information, and maintain a current Standard Operating Procedure that outlines duties and procedures of the Predictive Services program. GACCs are also responsible for maintaining a Predictive Services and Intelligence website to meet these mission requirements.

Each GACC prepares an intelligence report that consolidates fire and resource status information received from each of the local dispatch centers in its area. This report is sent to NICC and to the local dispatch centers, caches, and agency managers in the geographic area.

GACC Predictive Services maintains open lines of communication with interagency partners and ensures that contacts and roles are maintained and understood for the National Weather Service (NWS), NIFC, NICC, and adjacent GACCS. Predictive Services staff participate in planned briefings, meetings and conference calls, monthly/seasonal assessments, etc.

GACC Predictive Services, in coordination with the NWS, has an Annual Operating Plan (AOP) that outlines products and services provided by each office. GACC Predictive Services ensures that provisions within the AOP that affect local dispatch centers are coordinated with and communicated to those centers.

Local Dispatch Center Functional Responsibilities

Local Dispatch centers are responsible for initial attack dispatching, coordination of communications, intelligence gathering and dissemination, and logistical support for local incidents and field operations.

- **Initial Attack Dispatching**
  Local dispatch centers are the focal point for the report of, and initial response to wildland fires, and under appropriate authorities, other emergency incidents at the local level. Deployment of response resources is made in accordance with local processes and procedures as outlined in the dispatch center's mobilization guide.

  Each dispatch office with the responsibility for initial response to wildland fires shall have a pre-planned response plan that allocates resources to new wildland fires in accordance with fire management direction, initial attack agreements, and established ordering procedures. The preplanned response plan will be reviewed and updated annually prior to fire season. Additionally, each center will have a method to document actions taken and resources sent to wildland fires. Centers may use either a manual or computer aided dispatch system.

  Each dispatch center shall have maps posted that depict initial attack response areas, land ownership, jurisdictional and protection boundaries, hazards, and resource concerns. Each center will also ensure that Computer Aided Dispatch (CAD) and Geographic Information System (GIS) products are current and functioning.

Dispatch centers will have protocols in place for frequency management, priority use of frequencies, and procedures for obtaining additional frequencies.
Local Dispatch centers will have protocols in place for timely request and dissemination of Fire Weather Forecasts, Spot Weather Forecasts, Fire Weather Watches, and Red Flag Warnings to firefighters, Incident Commanders, and field-going personnel.

All required reference material will be current and accessible, and expired or out-of-date material will be removed.

- **Intelligence**

The intelligence function is responsible for gathering and disseminating incident, resource, weather and predictive services information. Each dispatch center will ensure that locations and conditions of the fire weather stations are known and a current weather station catalog is available. Weather data will be archived daily in WIMS and seasonal inputs will be maintained, including vegetative state, fuel moisture values, daily state of the weather observations, and updating breakpoints.

  - ***FS-*** *Dispatch centers are required to have a person trained in the National Fire Danger Rating System (NFDRS) assigned to data quality assurance responsibilities.*

Dispatch centers will ensure that coordination/communication with the local NWS Forecast Office occurs annually prior to fire season.

Local dispatch centers will have a process in place for submission of the daily situation report and ICS-209's.

Dispatch Centers with websites will ensure current intelligence and weather information is posted.

- **Expanded Dispatch and Incident Business Management**

Expanded Dispatch is a functional branch of the Incident Support Organization (ISO) that supports incidents and expands as local fire conditions and activity dictates. Expanded Dispatch is established when a high volume of activity indicates that increased dispatch and coordination capability is required.

Each dispatch center will have an Expanded Dispatch Operating Plan which provides specific details about when, where, and how to implement an Expanded Dispatch. The plan will identify logistical support facilities available for Expanded Dispatch use. These facilities will be pre-identified, procured, and available for immediate setup, along with necessary equipment.

The Expanded Dispatch workspace will be separate from, but accessible to, the initial attack organization. The area should have adequate office space,

including suitable lighting, heating/ cooling systems, and security. Expanded Dispatchers will have access to communications equipment including telephones, fax machines, copiers, and computer hardware with adequate data storage space.

Qualified personnel should be on site in order to adequately staff required Expanded Dispatch functions. Expanded Dispatch supervisors are responsible for establishing a staffing and operating schedule for Expanded Dispatch, including operational period changes, briefings, and strategy meetings.

- **Aviation**
  Each dispatch center will have procedures established for dispatching of aviation resources. These procedures will include:
  - Aircraft ordering protocols for fire, logistical and administrative flights;
  - Procedures for disseminating availability and commitment status throughout the dispatch/coordination system;
  - Procedures for coordination with airtanker bases;
  - Procedures for airtanker, smokejumper and rappeller use and restrictions;
  - Procedures for flight following (including protocols for use of Automated Flight Following (AFF) and initial call on the National Flight Following Frequency);
  - Procedures for ordering and establishing TFR's;
  - Procedures for airspace de-confliction for Military Air Space (MTR, SUA, MOA) and Restricted Areas, and current Aviation flight hazard maps or military operating area sectionals;
  - Procedures for requesting FAA Temporary Towers; and
  - Procedures for reporting through the SAFECOM system.

Accident Notification

When an accident occurs, agency notification requirements will be followed. As soon as the accident is verified, the following should be notified:

- Local dispatch center;
- Unit Fire Management Officer; and
- Agency Administrator(s).

Additional notifications should occur in the dispatch/coordination system, from the local dispatch center to the NICC through the GACC.

Incident Emergency Management Planning

To achieve successful medical response, agency administrators will ensure that their units have completed the following items prior to each field season:

- An Incident Emergency Plan that identifies medical evacuation options, local/county/state/federal resource capabilities, capacities, ordering

procedures, cooperative agreements, role of dispatch centers, and key contacts or liaisons;

- Standardized communication center protocols that include the following components:
  - Determine the nature of the emergency;
  - If the emergency is a medical injury/illness, determine if the injury/illness is life threatening;
  - If the injury is life threatening, then clear designated frequency for emergency traffic;
  - Identify the on-scene point of contact by position and last name (i.e. TFLD Smith);
  - Ensure that the Medical Unit Leader (if assigned) is contacted immediately;
  - Identify number injured, patient assessment(s), and location (geographic and/or GPS coordinates);
  - Identify on-scene medical personnel by position and last name (i.e. EMT Jones);
  - Identify preferred method of patient transport;
  - Determine any additional resources or equipment needed;
  - Document all information received and transmitted on the radio or phone; and
  - Document any changes in the on-scene point of contact or medical personnel as they occur;
- For incidents that require the preparation of an IAP, an incident medical plan that satisfies the requirements found in NWCG memo number 025-2010 is required, and will include an expanded block eight of the ICS-206 Medical Plan detailing available resources (ground and air), roles, responsibilities, and hazard mitigations.

For more information, refer to Chapter 7, or NWCG 025-2010 at http://www.nwcg.gov/general/memos/nwcg-025-2010.html

Dispatch/Coordination Center Reference Material

All coordination/dispatch centers will have reference materials available to all dispatchers. See Appendix P (available at http://www.nifc.gov/policies/pol_intgncy_guides.html) for a list of minimum required reference materials.

Training

Dispatch/Coordination center staff will be trained in, and follow established procedures for, the use of applications utilized in center operations.-

Personnel will be cross trained in each function (i.e., aircraft, crews, overhead, equipment, intelligence) in order to provide staffing coverage. Dispatch

personnel will be trained in and follow Center procedures for the following (as applicable):

- Resource Ordering and Status System (ROSS);
- Computer Aided Dispatch (CAD);
- Fire Code;
- Automated Flight Following (AFF);
- Unit Identifiers;
- SIT Report/209; and
- Other applications (i.e. WFDSS, I-Suite).

All dispatch center employees will have a documentation file for current season training, past season fire training, certifications and experience, fire experience, performance evaluations, and have task books initiated appropriate to their training needs. All supervisors will be familiar with safety and accident reporting processes (i.e. Safety Management Information System (SMIS), SAFENET, SAFECOM).

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All employees will have current red cards produced by the Incident Qualification and Certification System (IQCS) as per chapter 13.

- ***BLM-*** *BLM employees are required to complete the BLM Fire and Aviation Employee Orientation Checklist, available at the BLM Fire Operations website.*

Facilities and Equipment

All Dispatch/Coordination Centers will have a telephone system with an adequate number of lines for normal business volume, and the capability to expand as conditions dictate. Centers will have teleconference capabilities commensurate with the anticipated volume of business.

Copying, facsimile, computer, and GIS systems shall meet operational needs (quantity and capability) and comply with agency standards. Software will be compatible with Information Resource Management and agency requirements for security.

All facilities shall have an evacuation plan, security plan, and safety practices in place to safe guard the health and welfare of employees.

Adequate facilities will be available to host an expanded dispatch or MAC group and shall include telephones, computer access, copiers, and basic office supplies. Rooms for MAC Group use will have adequate IT equipment and support. All centers will have adequate workspace with room for reference materials and other necessary items to perform assigned duties. Individual workspace should be provided away from the initial attack floor for each permanent employee, and a break room area should be provided for employees.

Employees will have access to a locked area to store data that may contain personally identifiable information (PII) or personal items.

Radio Systems

Radio systems will have an adequate number of frequencies to provide for separation of incidents and use by all interagency partners. Base station and repeater transmissions shall be recorded and maintained in accordance with agency records management policies. Radio systems may have alert tones available for use as determined by local center policies.

Sample Questions
For Fire Site Visits
By Agency Administrators

Management Direction

___Who is the incident commander? If the fire is being managed under Unified Command, are all commanders present? Is the incident operating smoothly?
___What is the incident organization?
___What is the current situation? What has been damaged or is at risk?
___Have you received adequate direction for the management of the incident? Is a Wildfire Decision Support System required/still valid?
___What are the incident management objectives? Constraints? Probability of success?
___Are the tactics in the Incident Action Plan realistic and achievable with current resources?
___Is a resource advisor needed?
___What are your estimates of suppression costs?
___What are the incident commander's concerns?
___What are the local, social, economic, and political issues?
___Are there rehabilitation needs?
___What can I, as the agency administrator, do to help?

Safety

___What are your safety concerns?
___Are these concerns resolved? If not, what needs to be done?
___What is the general safety attitude and emphasis?
___Have you assessed the potential hazardous situations and determined if the fire can be fought safely?
___Have you applied the Fire Orders, Watchout Situations, Lookout, Communication, Escape Routes, Safety Zones (LCES) process in selecting safe and effective strategies and tactics?
___Have you effectively briefed firefighters on hazards, safety zones, escape routes, and current and expected weather and fire behavior?
___Is the safety officer position filled? If not, how is this function being addressed?
___Are you monitoring work schedules to ensure adequate rest? Are you meeting the standard work/rest guidelines?
___Have you provided for adequate rest, food, water, and health services for all personnel?
___Are all the fire personnel qualified for the positions they hold, and are they physically able to perform?
___Have you had any injuries or accidents?

Fire Suppression Operations

___What is the fire weather forecast (present and extended)?
___What is the fire behavior potential?
___Are fire personnel briefed on incident objectives, strategies, tactics, organization, communications, hazards, and safety principles?
___Are the strategy and tactics based on current and forecasted weather?
___Are the strategy and tactics safe, effective, and consistent with management's objectives and accepted fire policies and procedures?
___Do you have effective communication on the incident and with dispatch?
___Are you monitoring weather and fire behavior to make needed adjustments to strategy and tactics?
___Are you using tactical aircraft? Do you have an assigned air tactical group supervisor?
___Is aircraft use safe, effective, and efficient? Do you have a TFR?
___If the fire escapes initial attack, what will your role be in developing the Wildfire Decision Support System?

Administration

___Do you have any administrative concerns?
___What arrangements have you made to complete time reports, accident forms, fire report, etc.?
___Did all orders and procurement go through dispatch?
___Do you have any outstanding obligations?
___Are all rental agreements and use records properly completed?
___How did the fire start? If human-caused, has an investigation been initiated to determine the cause and develop a trespass case?
___Do you know of any current or potential claims?

Dispatch Office

___Is the incident receiving fire weather and fire behavior information?
___Is the incident getting the resources ordered in a timely manner?
___Is dispatch adequately staffed?
___What are the local, area, and National Preparedness Levels? How do they affect this fire?
___Are the elements identified at the various Preparedness Levels being considered?
___What are the current local, area and national fire situations?
___What is the priority of existing fires and how are the priorities being determined.

Manager's Supplement for Post Incident Review

Incident Commander_____
Incident Name and No._____
Start Date and Duration of Incident _____
Date of Incident Debriefing_____
List of Debriefing Attendees:

Brief synopsis of fire behavior and narrative of the incident:

Fire Size-up:

- Gave an accurate sizeup of the fire to dispatch upon arrival?
- Managed fire suppression resources in accordance with the management objectives for the area and availability of resources?
- Did the unit support organization provide timely response and feedback to your needs? (Appendix A)
- Were there any radio communication issues?

Provide for the Safety and Welfare of Assigned Personnel:

- Gave operation briefing prior to firefighters being assigned to incident operations.
- How were incoming resources debriefed; via radio, personal contact?
- Were agency work/rest guidelines followed? Was adequate food and water provided to firefighters?

Fire Suppression Operations:

- Explain how the strategies and tactics used met management objectives, without compromising adherence to the Fire Orders, Watch Out Situations, and LCES?
- How were weather conditions monitored: daily weather briefings, spot weather forecasts or other?
- Were there adjustments needed to strategy and tactics?
- What were the potentially hazardous situations, and their mitigations?
- How were projected changes in the weather, tactics, hazards and fire behavior communicated to fire personnel?
- Were communications effective with dispatch and supervisor?
- Were all interested parties kept informed of progress, problems, and needs. Was aviation support used? If so, was it effective?
- Were there any injuries, close calls, or safety issues that should be discussed? Were these documented?

Administrative Responsibilities:

- Submitted complete documentation to supervisor for time, accidents, incident status, unit logs, evaluations, and other required or pertinent reports?
- Provided timely and effective notification of the fire status and unusual events or occurrences to dispatch and management.
- As requested, provided effective input into the Wildfire Decision Support System.
- If necessary, provided team transition briefing as assigned.
- Form ICS 201 was completed in accordance with local policy.

Delegation for Unit Fire Management Officers

_____, Fire Management Officer for the _____ (Unit) is delegated authority to act on my behalf for the following duties and actions:

1. Represent the _____(Agency) in the _____ Multi-Agency Coordinating Group in setting priorities and allocating resources for fire emergencies.

2. Coordinate all prescribed fire activities in the _____ (Unit) and suspending all prescribed fire and issuance of burning permits when conditions warrant.

3. Ensure that only fully qualified personnel are used in wildland fire operations.

4. Coordinate, preposition, send, and order fire and aviation resources in response to current and anticipated zone fire conditions.

5. Oversee and coordinate the _____ Interagency Dispatch Center on behalf of the _____ (Agency).

6. Request and oversee distribution of severity funding for Unit Fire and Aviation.

7. Approve Fire Program requests of overtime, hazard pay, and other premium pay.

8. Ensure all incidents are managed in a safe and cost-effective manner.

9. Coordinate and provide all fire and prevention information needs to inform internal and external costumers with necessary information.

10. Coordinate all fire funding accounts with the Budget Officer to assure unit fiscal guidelines are adhered to and targets are met.

11. Approve and sign aviation request forms.

12. Approve Red Cards in accordance with agency policy.

13. Authorized to hire Emergency Firefighters in accordance with the Emergency Worker Pay Plan.

_____ _____

Fire Management Officer Date

_____ _____

Agency Administrator Date

Agency Administrator's Briefing to Incident Management Team

Incident Name
Approx. Size @ Date Time
Location
Date of Start
Overhead and Suppression Resources Currently on Incident And Present IC
General Fire Situation in Area
Resources Ordered
Other Organizations Requiring Coordination (Area Command, Expanded Dispatch, MAC, Buying Team, Payment Team, Tribal Government, Other Agency Jurisdictions)
Law Enforcement/Ongoing Investigations
Financial Considerations/Limitations
Fire Behavior Considerations
Weather Situation
Fuel Types
Topography
Fire Behavior
Appropriate Management Response Considerations Established Through and for the WDFSS Development Priorities
Environmental Constraints
Utility Corridors

Air Operations
Effectiveness
Hazards
Air Space Restrictions
Airports, Heliports, Helispots
Suppression Policies
Other
Environmental, Social, Political, Economic, and Cultural Resource Considerations
Environmental
Social
Political
Economic
Cultural Resource
Communications
Radio
Telephone
Electronic (Computers)
Expanded Dispatch
Procurement Arrangements
Agreements
Tribal Government
Infrared Status

Security Considerations
Incident Management Direction and Considerations
Wildfire Decision Support System
Delegation of Authority
Agency Administrator's Representative
Incident Business Advisor
Resource Advisor
Suppression Priorities
Forest Supervisor/Incident Commander Contact
Time
Process
News Media and Incident Information Management
Training Considerations
Interagency/Private Property Considerations (costs, etc.)
Mop Up Standards
Rehabilitation Considerations
Initial Attack Responsibility
Support to Other Incidents
Disposition of Unit Resources on the Incident
Close Out and Debriefing

Human Welfare
Safety
Health
Civil Rights
Distribute Support Documents
Wildfire Decision Support System (Common WFDSS if Unified Command)
Delegation of Authority Letter
Map & Photos
Fire Management, Pre-Attack, Land Management Plans
Weather Forecast
Special Management Area Documents
Phone Directory, Fax Number
Agreements
Incident Status Summary (ICS - 209)
Business Management Documents
Payments (Vendors and Casuals)
Claims
Injury Compensation
Incident Business Guidelines (ISOPS)

Wildland Fire Risk and Complexity Assessment

The Wildland Fire Risk and Complexity Assessment should be used to evaluate firefighter safety issues, assess risk, and identify the appropriate incident management organization. Determining incident complexity is a subjective process based on examining a combination of indicators or factors. An incident's complexity can change over time; incident managers should periodically re-evaluate incident complexity to ensure that the incident is managed properly with the right resources.

Instructions:
Incident Commanders should complete Part A and Part B and relay this information to the Agency Administrator. If the fire exceeds initial attack or will be managed to accomplish resource management objectives, Incident Commanders should also complete Part C and provide the information to the Agency Administrator.

Part A: Firefighter Safety Assessment

Evaluate the following items, mitigate as necessary, and note any concerns, mitigations, or other information.

Evaluate these items	Concerns, mitigations, notes
LCES	
Fire Orders and Watch Out Situations	
Multiple operational periods have occurred without achieving initial objectives	
Incident personnel are overextended mentally and/or physically and are affected by cumulative fatigue.	
Communication is ineffective with tactical resources and/or dispatch.	
Operations are at the limit of span of control.	
Aviation operations are complex and/or aviation oversight is lacking.	
Logistical support for the incident is inadequate or difficult.	

Part B: Relative Risk Assessment

Values				Notes/Mitigation
B1. Infrastructure/Natural/Cultural Concerns **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, special-designation areas, T&E species habitat, cultural sites, and wilderness.	**L**	**M**	**H**	
B2. Proximity and Threat of Fire to Values **Evaluate the potential threat to values based on their proximity to the fire, and rank this element low, moderate, or high.**	**L**	**M**	**H**	
B3.Social/Economic Concerns **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; other fire management jurisdictions; tribal subsistence or gathering of natural resources; air quality regulatory requirements; public tolerance of smoke; and restrictions and/or closures in effect or being considered.	**L**	**M**	**H**	
Hazards				**Notes/Mitigation**
B4. Fuel Conditions **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; continuity of fuels; low fuel moisture	**L**	**M**	**H**	
B5. Fire Behavior **Evaluate the current fire behavior and rank this element low, moderate, or high.** Considerations: intensity; rates of spread; crowning; profuse or long-range spotting.	**L**	**M**	**H**	
B6. Potential Fire Growth **Evaluate the potential fire growth, and rank this element low, moderate, or high.** Considerations: Potential exists for extreme fire behavior (fuel moisture, continuity, winds, etc.); weather forecast indicating no significant relief or worsening conditions; resistance to control.	**L**	**M**	**H**	

Probability				Notes/Mitigation
B7. Time of Season **Evaluate the potential for a long-duration fire and rank this element low, moderate, or high.** Considerations: time remaining until a season ending event.	**L**	**M**	**H**	
B8. Barriers to Fire Spread **If many natural and/or human-made barriers are present and limiting fire spread, rank this element low. If some barriers are present and limiting fire spread, rank this element moderate. If no barriers are present, rank this element high.**	**L**	**M**	**H**	
B9. Seasonal Severity **Evaluate fire danger indices and rank this element low/moderate, high, or very high/extreme.** Considerations: energy release component (ERC); drought status; live and dead fuel moistures; fire danger indices; adjective fire danger rating; preparedness level.	**L/M**	**H**	**VH/E**	
Enter the number of items circled for each column.				

Relative Risk Rating (circle one):

Low	Majority of items are "Low", with a few items rated as "Moderate" and/or "High".
Moderate	Majority of items are "Moderate", with a few items rated as "Low" and/or "High".
High	Majority of items are "High"; A few items may be rated as ""Low" or "Moderate".

Part C: Organization

Relative Risk Rating (From Part B)				
Circle the Relative Risk Rating (from Part B).		**L**	**M**	**H**

Implementation Difficulty					Notes/Mitigation
C1. Potential Fire Duration **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.	**N/A**	**L**	**M**	**H**	
C2. Incident Strategies (Course of Action) **Evaluate the level of firefighter and aviation exposure required to successfully meet the current strategy and implement the course of action. Rank this element as low, moderate, or high.** Considerations: Availability of resources; likelihood that those resources will be effective; exposure of firefighters; reliance on aircraft to accomplish objectives; trigger points clear and defined.	**N/A**	**L**	**M**	**H**	

Implementation Difficulty					Notes/Mitigation
C3. Functional Concerns **Evaluate the need to increase organizational structure to adequately and safely manage the incident, and rank this element 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; 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 poorly prepared; performance of firefighting resources affected by cumulative fatigue; and ineffective communications.	**N/A**	**L**	**M**	**H**	
Socio/Political Concerns					**Notes/Mitigation**
C4. Objective Concerns **Evaluate the complexity of the incident objectives and rank this element low, moderate, or high.** Considerations: clarity; ability of current organization to accomplish; disagreement among cooperators; tactical/operational restrictions; complex objectives involving multiple focuses; objectives influenced by serious accidents or fatalities.	**N/A**	**L**	**M**	**H**	
C5. External Influences **Evaluate the effect external influences will have on how the fire is managed and rank this element low, moderate, or high.** Considerations: limited local resources available for initial attack; increasing media involvement, social/print/television media interest; controversial fire policy; threat to safety of visitors from fire and related operations; restrictions and/or closures in effect or being considered; pre-existing controversies/ relationships; smoke management problems; sensitive political concerns/interests.	**N/A**	**L**	**M**	**H**	

Socio/Political Concerns					Notes/Mitigation
C6. Ownership Concerns **Evaluate the effect ownership/jurisdiction will have on how the fire is managed and rank this element low, moderate, or high.** Considerations: disagreements over policy, responsibility, and/or management response; fire burning or threatening more than one jurisdiction; potential for unified command; different or conflicting management objectives; potential for claims (damages); disputes over suppression responsibility.	**N/A**	**L**	**M**	**H**	
Enter the number of items circled for each column.					

Recommended Organization (circle one):

Type 5	Majority of items rated as "N/A"; a few items may be rated in other categories.
Type 4	Majority of items rated as "Low", with some items rated as "N/A", and a few items rated as "Moderate" or "High".
Type 3	Majority of items rated as "Moderate", with a few items rated in other categories.
Type 2	Majority of items rated as "Moderate", with a few items rated as "High".
Type 1	Majority of items rated as "High"; a few items may be rated in other categories.

Rationale:
Use this section to document the incident management organization for the fire. If the incident management organization is different than the Wildland Fire Risk and Complexity Assessment recommends, document why an alternative organization was selected. Use the "Notes/Mitigation" column to address mitigation actions for a specific element, and include these mitigations in the rationale.

Name of Incident:_____ Unit(s):_____

Date/Time:_____Signature of Preparer:_____

The RCA is also available at: http://www.nwcg.gov/pms/pubs/pms210/

Indicators of Incident Complexity

Common indicators may include the area (location) involved; threat to life, environment and property; political sensitivity, organizational complexity, jurisdictional boundaries, values at risk, and weather. Most indicators are common to all incidents, but some may be unique to a particular type of incident. The following are common contributing indicators for each of the five complexity types.

Type 5 Incident Complexity Indicators

General Indicators	Span of Control Indicators
• Incident is typically terminated or concluded (objective met) within a short time once resources arrive on scene • For incidents managed for resource objectives, minimal staffing/oversight is required • One to five single resources may be needed • Formal Incident Planning Process not needed • Written Incident Action Plan (IAP) not needed • Minimal effects to population immediately surrounding the incident • Critical Infrastructure, or Key Resources, not adversely affected	• Incident Commander (IC) position filled • Single resources are directly supervised by the IC • Command Staff or General Staff positions not needed to reduce workload or span of control

Type 4 Incident Complexity Indicators

General Indicators	Span of Control Indicators
• Incident objectives are typically met within one operational period once resources arrive on scene, but resources may remain on scene for multiple operational periods • Multiple resources (over 6) may be needed • Resources may require limited logistical support • Formal Incident Planning Process not needed • Written Incident Action Plan (IAP) not needed • Limited effects to population surrounding incident • Critical Infrastructure or Key Resources may be adversely affected, but mitigation measures are uncomplicated and can be implemented within one Operational Period • Elected and appointed governing officials, stakeholder groups, and political organizations require little or no interaction	• IC role filled • Resources either directly supervised by the IC or supervised through an ICS Leader position • Task Forces or Strike Teams may be used to reduce span of control to an acceptable level • Command Staff positions may be filled to reduce workload or span of control • General Staff position(s) may be filled to reduce workload or span of control

Type 3 Incident Complexity Indicators

General Indicators	Span of Control Indicators
• Incident typically extends into multiple operational periods • Incident objectives usually not met within the first or second operational period • Resources may need to remain at scene for multiple operational periods, requiring logistical support • Numerous kinds and types of resources may be required • Formal Incident Planning Process is initiated and followed • Written Incident Action Plan (IAP) needed for each Operational Period • Responders may range up to 200 total personnel • Incident may require an Incident Base to provide support • Population surrounding incident affected • Critical Infrastructure or Key Resources may be adversely affected and actions to mitigate effects may extend into multiple Operational Periods • Elected and appointed governing officials, stakeholder groups, and political organizations require some level of interaction	• IC role filled • Numerous resources supervised indirectly through the establishment and expansion of the Operations Section and its subordinate positions • Division Supervisors, Group Supervisors, Task Forces, and Strike Teams used to reduce span of control to an acceptable level • Command Staff positions filled to reduce workload or span of control • General Staff position(s) filled to reduce workload or span of control • ICS functional units may need to be filled to reduce workload

Type 2 Incident Complexity Indicators

General Indicators	Span of Control Indicators
• Incident displays moderate resistance to stabilization or mitigation and will extend into multiple operational periods covering several days • Incident objectives usually not met within the first several Operational Periods • Resources may need to remain at scene for up to 7 days and require complete logistical support • Numerous kinds and types of resources may be required including many that will trigger a formal demobilization process • Formal Incident Planning Process is initiated and followed • Written Incident Action Plan (IAP) needed for each Operational Period • Responders may range from 200 to 500 total • Incident requires an Incident Base and several other ICS facilities to provide support • Population surrounding general incident area affected • Critical Infrastructure or Key Resources may be adversely affected, or possibly destroyed, and actions to mitigate effects may extend into multiple Operational Periods and require considerable coordination • Elected and appointed governing officials, stakeholder groups, and political organizations require a moderate level of interaction	• IC role filled • Large numbers of resources supervised indirectly through the expansion of the Operations Section and its subordinate positions • Branch Director position(s) may be filled for organizational or span of control purposes • Division Supervisors, Group Supervisors, Task Forces, and Strike Teams used to reduce span of control • All Command Staff positions filled • All General Staff positions filled • Most ICS functional units filled to reduce workload

Type 1 Incident Complexity Indicators

General Indicators	Span of Control Indicators
• Incident displays high resistance to stabilization or mitigation and will extend into numerous operational periods covering several days to several weeks • Incident objectives usually not met within the first several Operational Periods • Resources may need to remain at scene for up to 14 days, require complete logistical support, and several possible personnel replacements • Numerous kinds and types of resources may be required, including many that will trigger a formal demobilization process • DOD assets, or other nontraditional agencies, may be involved in the response, requiring close coordination and support • Complex aviation operations involving multiple aircraft may be involved • Formal Incident Planning Process is initiated and followed. • Written Incident Action Plan (IAP) needed for each Operational Period • Responders may range from 500 to several thousand total • Incident requires an Incident Base and numerous other ICS facilities to provide support • Population surrounding the region or state where the incident occurred is affected • Numerous Critical Infrastructure or Key Resources adversely affected or destroyed. Actions to mitigate effects will extend into multiple Operational Periods spanning days or weeks and require long-term planning and considerable coordination • Elected and appointed governing officials, stakeholder groups, and political organizations require a high level of interaction	• IC role filled • Large numbers of resources supervised indirectly through the expansion of the Operations Section and its subordinate positions • Branch Director Position(s) may be filled for organizational or span of control purposes • Division Supervisors, Group Supervisors, Task Forces, and Strike Teams used to reduce span of control • All Command Staff positions filled and many include assistants • All General Staff positions filled and many include deputy positions • Most or all ICS functional units filled to reduce workload

The RCA is also available at:
http://www.nwcg.gov/pms/pubs/pms210/

Sample Delegation of Authority:
Delegation of Authority
Colorado State Office
Montrose Field Office

As of 1800, May 20, 2005, I have delegated authority to manage the Crystal River Fire, Number E353, San Juan Resource Area, to Incident Commander Bill Jones and his Incident Management Team.

The fire, which originated as four separate lightning strikes occurring on May 17, 2005, is burning in the Crystal River Drainage. My considerations for management of this fire are:

1. Provide for firefighter and public safety.
2. Manage the fire with as little environmental damage as possible.
3. Key cultural features requiring priority protection are:
4. Key resources considerations are:
5. Restrictions for suppression actions include:
6. Minimum tools for use are:
7. My agency Resource Advisor will be:
8. The fire borders are:
9. Manage the fire cost-effectively for the values at risk.
10. Provide training opportunities for the resources area personnel to strengthen our organizational capabilities.
11. Minimum disruption of residential access to private property, and visitor use consistent with public safety.
12. Efforts should be made to minimize some impacts to communities and ensure that communication is maintained with the state Air Quality Bureau.

_____ _____
(Signature and Title of Agency Administrator) (Date)

Amendment to Delegation of Authority

The Delegation of Authority dated May 20, 2005, issued to Incident Commander Bill Jones for the management of the Crystal River Fire, number E353, is hereby amended as follows. This will be effective at 1800, May 22, 2005.

13. Key cultural features requiring priority protection are:
14. Use of tracked vehicles authorized to protect Escalante Cabin.

_____ _____
(Signature and Title of Agency Administrator) (Date)

Local Incident Commander Briefing

The Incident Briefing, ICS-201 form provides the basis for the local incident commander to brief the incoming team.

Briefing Information

Forms Available or Attached: ☐ ICS 201 ☐ ICS 215 ☐ ICS 207 ☐ ICS 220 ☐ ICS 209	Other Attachments: ☐ Map of Fire ☐ Aerial Photos ☐ 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:	☐	☐		
Base:	☐	☐		
Camp(s):	☐	☐		
Staging Area(s):	☐	☐		
Copy Machine Available			☐ Yes	☐ No
Safety Issues:		EMS in Place:	☐ Yes	☐ 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: ☐ Radio ☐ Telephone ☐ Cell Phone
Water Availability:
Review of Incident Action Plan; Copy of Approved Wildfire Decision Support System Published Decision:
Smoke Conditions:
Local Political Issues:
Damage Assessment Needs:
Security Problems:

Incident Management Team Performance Evaluation			
Team IC		**Incident Type**	
Incident Name		**Incident Number**	
Assignment Dates		**Total Acres**	
Host Agency		**Evaluation Date**	
Administrative Unit		**Sub-Unit**	

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.

Complete the follow evaluation narratives and rating for each question
0 - did not achieve expectations, 3 - met expectations, 5 - excelled

1. How well did the Team accomplish the objectives described in the Wildland Fire Decision Support System (WFDSS) the Delegation of Authority, and the Agency Administrator Briefing?

Circle one	0	1	2	3	4	5

(Explain)

2. How well did the Team manage the cost of the incident? Did the team follow agency incident operating guidelines? Were follow-up issues identified and documented for the Agency Administrator ie; invoices, OWCP and vendor issues?

Circle one	0	1	2	3	4	5

(Explain)

3. How did the Team demonstrate sensitivity to resource limits/constraints and environmental concerns?						
Circle one	0	1	2	3	4	5
(Explain)						
4. How well did the Team deal with sensitive political and social concerns?						
Circle one	0	1	2	3	4	5
(Explain)						
5. Was the Team professional in the manner in which they assumed management of the incident and how they managed the total incident? How did the Team handle transition either to another IMT or in returning the incident the hosting agency?						
Circle one	0	1	2	3	4	5
(Explain)						
6. How well did the Team anticipate and respond to changing conditions, was the response timely and effective?						
Circle one	0	1	2	3	4	5
(Explain)						
7. How well did the Team place the proper emphasis on safety?						
Circle one	0	1	2	3	4	5
(Explain)						

8. Did the Team activate and manage the mobilization/demobilization in a timely and cost effective manner?						
Circle one	0	1	2	3	4	5
(Explain)						
9. How well did the Team use local resources, trainees, and closest available forces?						
Circle one	0	1	2	3	4	5
(Explain)						
10. How did the Team notify the incident agency regarding triggers for initiating a cost share agreement or large fire cost review? How were those recommendations implemented?						
Circle one	0	1	2	3	4	5
(Explain)						
11. Was the IC engaged and in charge of the Team and the Incident? How well did the IC function and operate as a leader?						
Circle one	0	1	2	3	4	5
(Explain)						

12. How timely was the IC in assuming responsibility for the incident and initiating action?						
Circle one	0	1	2	3	4	5
(Explain)						
13. How did the IC show sincere concern and empathy for the hosting unit and local conditions?						
Circle one	0	1	2	3	4	5
(Explain)						
14. Did the Incident Management Team provide an organized financial package (comps/claims documentation completed, payment documents forwarded, I-suite updated, etc.) to the host unit or next IMT prior to demobilization?						
Circle one	0	1	2	3	4	5
(Explain)						
15. Other comments:						

Agency Administrator or Representative:		**Date:**	
Incident Commander:		**Date:**	

Memorandum

To: LLR Facilitator; Title of Person/Office This is Meant For

From: Delegating Official

Subject: Delegation of Authority - (Incident Name) LLR

Situation Summary:

You are hereby designated the authority to lead and conduct an LLR for (Incident Name). The review process will begin at (Identify LLR start time, date, and location). The Fire Staff and Fire Management Office have identified the group of employees who will also be participating. That information will be provided to you upon your arrival.

You have the authority to tailor your team and the LLR process to fit the situation and your style of facilitation. However, I would like you to utilize the guidance outlined in the *Interagency Standards for Fire and Fire Aviation Operations Chapter 18,* while conducting the LLR. This includes:

- convening the participants;
- identifying facts of the event and developing a chronological narrative of the event;
- identifying underlying reasons for success or failure;
- identifying what was learned and what should/could be done differently in the future;
- identify any recommendations that would prevent future similar occurrences; and
- providing a final, written report covering the above items, which is due to me within two weeks of the event occurrence.

If you need any assistance, your primary contact will be:

Thank you for your time and assistance.

Interim NWCG Minimum Standards of Incident Emergency Medical Services

Incident Size	Initial Attack	<250	250 to 500	> 500
Medical Unit Leader (MEDL)	No	TBD by IC and jurisdictional agency	YES (1)	YES (1)
First Responder or Basic FA	Yes	Yes	N/A	N/A
MEDL EMTs	No	No	1	2
EMTs	No	To be determined by the IC or jurisdictional agency.	1	2
MEDL Quals	N/A	N/A	310-1 Basic EMT	310-1 Basic EMT
Med Unit EMT Quals	N/A	Basic EMT	310-1 Basic EMT	310-1 Basic EMT
EMTs per Division	N/A	To be determined in consultation with Operations and/or Medical Unit		
Establish Local Medical Direction	N/A	To be determined by the IC or jurisdictional agency.	Yes	Yes
First Aid Kits	Pocket & Vehicle First Aid Kits	Pocket, Vehicle & Crew First Aid Kits	Pocket, Vehicle & Crew First Aid Kits	Pocket, Vehicle & Crew First Aid Kits
100 person First Aid Kit	No	To be determined by the IC or jurisdictional agency.	Yes	No
500 person First Aid Kit	No	No	No	Yes
AED	No	To be determined by the IC or jurisdictional agency.	Yes	Yes
Oxygen	No	No	TBD	Yes
OTC Meds	No	To be determined in consultation with Safety Officer, Medical Unit Leader, and Finance Section Chief		
Emergency Transport	N/A	Method to provide transport to the nearest medical facility is to be identified in the Incident Action Plan		

NOTE: Regional differences/protocols exist: e.g., Northern Rockies (Incident Medical Specialist Program), Pacific Northwest (Incident Medical Specialist Program) and Alaska (Firemedic Program) that are different from these guidelines and may require a higher level of EMS service.

Delegation of Authority
_____ Geographic Area
Fire & Aviation Safety Team (FAST)

Situation Summary (Issues and Concerns/ Reason for ordering the FAST)

Objectives (Measurable)

Team Skills Required (Per Objectives listed above.)

The final team composition will be determined at time of dispatch and members named on the resource order.

Mission
The FAST is to conduct an independent assessment and evaluation of operational and managerial activities (related to the specific objectives stated above) at the following locations (mission segments):

The team may determine visits to other incidents/organizations/operations as appropriate, and may do so after coordination with the GMAC. The FAST will contact the GMAC Coordinator (describe frequency of contact):

The FAST is to provide technical or managerial assistance when requested and where necessary to immediately correct an identified, critical problem. The FAST may also provide short-term assistance in managing situations or incidents when requested by the incident, organization, or operation.

Protocols
The FAST will organize and conduct an entry briefing with the appropriate managers of the locations/incidents identified previously. The entry briefing will provide the objectives and operational parameters of the mission.

Once the mission segment is completed, the FAST will organize and conduct an exit briefing with the same officials or their designees, during which a draft of the mission-segment report will be presented and discussed. Components of this report will include:

- Purpose and Objectives
- Findings, Commendations, and Recommendations

- Follow-up Actions Needed
- Immediate
- Long-term
- Scope [local, area, national]
- Copy of the DoA

The FAST will contact the GMAC Coordinator_____.

FAST will provide a final written report to the GMAC Coordinator upon completion of all mission segments. This report will include:

- FAST Final Report Outline
- Executive Summary
- Purpose and Objectives
- Summary (Findings, Recommendations, Commendations, Assistance Provided)
- Critical and Immediate Follow-up Actions Required
- Introduction
- Methods and Procedures
- Mission Segments (Summary of Incidents, Organizations, Operations Reviewed. Include copies of Mission Segment Reports).
- Analysis
- Findings and Trends, Commendations, and Recommendations
- Follow-up Actions Needed
- Immediate
- Long-term
- Scope [local, area, national]
- A copy of the DoA

The _____ Multi-Agency Coordination Group hereby charters and delegates the preceding authority to _____, FAST Leader, effective on _____.

/s/

Chair, _____ Coordinating Group

Date: _____

The following chart shows the NUS minimum stocking levels required for agency engines.
BLM units see the agency specific NUS on the NFEP website.

Category	Item Description	NFES #	Type	
			3, 4, & 5	6
Fire Tools & Equip	McLeod	0296	1	
	Combination Tool	1180	1	1
	Shovel	0171	3	2
	Pulaski	0146	3	2
	Backpack Pump	1149	3	2
	Fusees (case)	0105	1	½
	Foam, concentrate, Class A (5-gallon)	1145	1	1
	Chainsaw (and chaps)		1	1
	Chainsaw Tool Kit	0342	1	1
	Drip Torch	0241	2	1
	Portable Pump		*	*
Medical	First Aid Kit, 10-person	1143	1	1
	Burn Kit		1	1
	Body Fluids Barrier Kit	0640	1	1
General Supplies	Flashlight, general service	0069	1	1
	Chock Blocks		1	1
	Tow Chain or Cable	1856	1	1
	Jack, hydraulic (comply w/GVW)		1	1
	Lug Wrench		1	1
	Pliers, fence		1	1
	Food (48-hour supply)	1842	1	1
	Rags	3309	*	*
	Rope/Cord (feet)		50	50
	Sheeting, plastic, 10’ x 20’	1287	1	1
	Tape, duct	0071	1	1
	Tape, filament (roll)	0222	2	2
	Water (gallon/person) minimum		2	2
	Bolt Cutters		1	1
	Toilet Paper (roll)	0142	*	*
	Cooler or Ice Chest	0557	*	*
	Hand Primer, Mark III	0145	*	*
	Hose Clamp	0046	2	1
	Gaskets (set)		1	1
	Pail, collapsible	0141	1	1
	Hose Reel Crank		*	*
Safety	Fire Extinguisher (5 lb)	2143	1	1
	Flagging, Pink (roll)	0566	*	*
	Flagging, Yellow w/Black Stripes (roll)	0267	*	*

Category	Item Description	NFES #	Type	
			3, 4, & 5	6
	Fuel Safety Can (Type 2 OSHA, metal, 5-gallon)	1291	*	*
	Reflector Set		*	*
Vehicle & Pump Support	General Took Kit (5180-00-177-7033/GSA)		1	1
	Oil, automotive, quart		4	2
	Oil, penetrating, can		1	1
	Oil, automatic transmission, quart		1	1
	Brake Fluid, pint		1	1
	Filter, gas		1	1
	Fan Belts		1	1
	Spark Plugs		1	1
	Hose, air compressor w/adapters		1	0
	Fuses (set)		1	1
	Tire Pressure Gauge		1	1
	Jumper Cables		1	1
	Battery Terminal Cleaner		*	*
	Tape, electrical, plastic	0619	1	1
	Tape, Teflon		1	1
Personal Gear (Extra Supply)	File, mill, bastard	0060	*	*
	Head Lamp	0713	1	1
	Hard Hat	0109	1	1
	Goggles	1024	2	2
	Gloves		*	*
	First Aid Kit, individual	0067	1	1
	Fire Shirt		*	*
	Fire Shelter w/case & liner	0169	2	1
	Packsack	0744	2	1
	Batteries, headlamp (pkg)	0030	6	4
	Ear Plugs (pair)	1027	3	3
Radio	Portable		1	1
	Mobile		1	1
	Batteries (for portable radio)		2	2
Hose	Booster (feet/reel)	1220	100	100
	Suction (length, 8’ or 10’)		2	2
	1” NPSH (feet)	0966	300	300
	1 ½” NH (feet)	0967	300	300
	¾” NH, garden (feet)	1016	300	300
	1 ½” NH, engine protection (feet)		20	20
	1 ½” NH, refill (feet)		15	15
Nozzle	Forester, 1” NPSH	0024	3	2
	Adjustable, 1” NPSH	0138	4	2

Category	Item Description	NFES #	Type	
			3, 4, & 5	6
	Adjustable, 1 ½" NH	0137	5	3
	Adjustable, ¾" NH	0136	4	2
	Foam, ¾" NH	0627	1	1
	Foam 1 ½" NH	0628	1	1
	Mopup Wand	0720	2	1
	Tip, Mopup Wand	0735	4	2
	Tip, Forester, Nozzle, fog	0903	*	*
	Tip, Forester Nozzle, straight stream	0638	*	*
Wye	1" NPSH, Two-Way, Gated	0259	2	1
	1 ½" NH, Two-Way, Gated	0231	4	2
	¾" NH w/Ball Valve, Gated	0739	6	4
Adapter	1" NPSH-F to 1" HN-M	0003	*	*
	1" NH-F to 1" NPSH-M	0004	1	1
	1 ½" NPSH-F to 1 ½" NH-M	0007	1	1
	1 ½" NH-F to 1 ½" NPSH-M	0006	*	*
Increaser	¾" NH-F to 1" NPSH-M	2235	1	1
	1" NPSH-F to 1 ½" NH-M	0416	2	1
Coupling	1" NPSH, Double Female	0710	1	1
	1" NPSH, Double Male	0916	1	1
	1 ½" NH, Double Female	0857	2	2
	1 ½" NH, Double Male	0856	1	1
Reducer/ Adapter	1" NPSH-F to ¾" NH-M	0733	3	3
	1 ½" NH-F to 1 NPSH-M	0010	6	4
	2" NPSH-F to 1 ½" NH-M	0417	*	*
	2 ½" NPSH-F to 1 ½" NH-M	2229	*	*
Reducer	1 ½" NH-F to 1" NH-M	0009	1	1
	2 ½" NH-F to 1 ½" NH-M	2230	1	1
Tee	1" NPSH-F x 1" NPSH-M x 1" NPSH-M, w/cap	2240	2	2
	1 ½" NH-F x 1 ½" NH-M x 1" NPSH-M w/cap	0731	2	2
	1 ½" NH-F x 1 ½" NH-M x 1" NPSH-M w/valve	0230	2	2
Valve	1 ½" NH-F, Automatic Check and Bleeder	0228	1	1
	¾" NH, Shut Off	0738	5	5
	1" Shut Off	1201	1	1
	1 ½" Shut Off	1207	1	1
	Foot, w/strainer		1	1
Injector	1" NPSH x 1/12" NH, Jet Refill	7429	*	*
Wrench	Hydrant, adjustable, 8"	0688	1	1
	Spanner, 5", 1" to 1 ½" hose size	0234	4	1
	Spanner, 11", 1 ½" to 2 ½" hose size	0235	2	2
	Pipe, 14"	0934	1	1

Category	Item Description	NFES #	Type	
			3, 4, & 5	6
	Pipe, 20”		1	1
Engine	Fireline Handbook	0065	1	1
	GPS Unit		1	1
	Belt Weather Kit	1050	1	1
	Binoculars		1	1
	Map Case w/ maps		1	1
	Inventory List		1	1
	Current *Interagency Standards for Fire and Fire Aviation Operations*		1	1
* No minimums – carried by engines as an option, within weight limitations				
NPS – Additional or differing items recommended by NPS				
Fire Tools & Equip[1]	Flapper (NPS)		*	*
	Council Rake (NPS)	1807	*	*
	Leaf blower		*	*
	Shovel	0171	2	1
	Extra Quart, 2 cycle mix		2	1
	Portable Pump		1	*
General Supplies	Chock Blocks		1	1
	Tape, filament (roll)	0222	2	1
	Bolt Cutters		*	*
	Hose Clamp	0046	2	2
Safety	Reflector Set		1	1
Vehicle & Pump Support	Oil, automotive, quart		2	1
	Power steering Fluid		1	1
	Antifreeze (seasonal)		*	*
	Filter, air for engine and pump		*	*
	Filter, oil w/ wrench		*	*
Personal Gear (Extra Supply)	File, mill, bastard	0060	*	*
	Fire Shelter w/case & liner	0925/0975	1	1
	Packsack	0744	2	1
Radio	Batteries (for portable radio)		2	2
Hose	2 ½” Refill Hose, Water tender		*	*
Nozzle	Adjustable, 1 ½” NH	0137	3	3
Wyes	¾” NH w/Ball Valve, Gated	0739	6	2
Coupling	1” NPSH, Double Male	0916	2	1
	1” NH, Double Male	0856	2	2
Reducer / Adapter	1” NPSH-F to ¾” NH-M	0733	3	2
	1 ½” NH-F to 1 NPSH-M	0010	6	3
Tee	1” NPSH-F x 1” NPSH-M x 1” NPSH-M, w/cap	2240	2	*
Valve	1 ½” NH-F, Automatic Check and Bleeder	0228	1	*

Category	Item Description	NFES #	Type	
			3, 4, & 5	6
	¾" NH, Shut Off	0738	4	2
Wrench	Pipe, 20"		1	*
Engine	Accident Forms (Vehicle & Personnel)		1	1
	Compass		1	1

[1] A minimum of eight tools for type 3, 4, 5 engines and a minimum of five tools for type 6 engines is required. The listed numbers of tools in each box are required to be on the engine. Beyond that, the tools listed as optional or additional required tools can make up the rest of the minimum number required for engines.

* No minimums – carried by engines as an option, within weight limitations

Wildland Fire Decision Support System Information

WFDSS Subsections

The Wildland Fire Decision Support System is divided into 8 subsections represented by tabs within the program. These sections are: Information, Situation, Objectives, Courses of Action, Validation, Decisions, Periodic Assessment, and Reports.

Information

Basic information for an incident is found in this section, which includes: Incident Name, Point of Origin, Unique Fire Identifier, Fire Code, Fire Perimeter / Incident Size, Discovery Date, Containment Date, Controlled Date, Out Date, Landscape Data Source, Geographic Area, Responsible Unit at Point of Origin, Incident Cause, and Jurisdictional Agency at Point of Origin. Updating this information is essential for ongoing incidents (especially acreages and dates) as this information is automatically populated into the WFDSS Decision content. It is also important that the incident Owner(s) are available when the incident is updated or transferred. Incident ownership may be associated with an individual or group, depending on fire complexity, jurisdictions involved, and other considerations.

Situation

The Situation section provides a map interface displaying a variety of incident and reference information. It reduces the need for paper maps by giving users a dynamic and intuitive interface in which information needed for decision support is timely and easily accessible from anywhere with an internet connection. This section allows users to create new shape files, view values and boundaries, and conduct Basic and Short-Term fire analysis.

Map (sub tab) – has several spatial layers available:

- Base Layers- WFDSS Topos, Google Maps, Google Physical, U.S. States;
- Incident- Planning Areas, Fire Perimeters, Management Action Points, Points of Interest, Objective Shapes, Point of Origin;
- Analysis- Ignitions, Barriers, Landscape Masks, Basic Fire Behavior, Short Term Fire Behavior, Near Term Fire Behavior, FSPro (Values at Risk);
- Fire Environment and Safety- Active MODIS 6, Active MODIS 12, Active MODIS 24, MODIS YTD, Est Ground Evac Time, Retardant Avoidance, Aquatic Res Avoidance;
- Disturbance History- WFDSS Fires Since January 1 of Current Year, Historical Wildfires;
- Fire Weather and Danger- Significant Fire Potential, Fire Wx Zones, RAWS Stations
- Boundaries- Jurisdictional Agencies, Responsible Agencies, Federal Admin Areas, TNC Lands, Counties, Landscape Source;

- Designated Areas- Wilderness, Potential Wilderness, Special, Other, BLM;
- Infrastructure- Facilities, Communication, Energy, Roads and Trails;
- Natural and Cultural Resources- Air Quality, Critical Habitat (T&E), Sage Grouse Habitat;
- Unit Fire Planning- Unit Outlines, FMUs, and Other Unit Shapes for each agency unit shown on the map. Data managers can upload shape files that contain information about local values.

Map Capture (sub tab) – using the camera button at the top of the map users can create (save) a screen capture of the map that can be later incorporated into a Decision.

Info (sub tab) – the user can access: Feature Information, Fire Danger (ERC charts), Smoke Dispersion, Strategic Objectives, Fire Weather Forecasts, Predictive Services Significant Fire Potential, and Hourly Weather Forecast. Additionally users can access basic information about the underlying landscape file: Source, Elevation, Aspect, Slope, Fuel Model, Canopy Cover, Bulk Density, Stand Height, Base Height.

Objectives

Strategic Objectives and Management Requirements as entered from approved plans (Land & Resource Management Plans, Fire Management Plans) can be viewed and Incident Requirements and Objectives can be developed. Based on the Planning Area, Strategic Objectives and Management Requirements are automatically loaded to the Decision content.

Incident Requirements and Incident Objectives are created which are tiered from the overarching Strategic Objectives and Management Requirements. Users can control the activation or deactivated status of Incident Objectives and Incident Requirements based on fire location and activity.

Courses of Action

Documentation for action items and associated cost is completed in this section. Users can edit, include, or exclude action items each time a decision is made. Several methods for determining cost can be found here; follow your agency direction and include a summary of how the cost was constructed.

Cost can be developed using the Stratified Cost Index (SCI) located in the left hand menu. The SCI is available for USFS and DOI. The correct model is automatically chosen by the Unit ID in the Unique Fire Identifier. The model requires input for the estimated final acreage of the incident. Users can input up to four different estimated acreages.

Management Action Points (MAPs) (left menu) may be developed to define a condition which when met, prompts implementation of a pre-determined action.

The Condition, Action, and optional Cost can be defined and linked to geospatial MAPs drawn in the Situation tab.

Validation

The default Course of Action (pre-planned response) and decisions are validated in this section. It is important to document your justification in the comment section as completely as possible for answering the question – "Does the default or proposed Course of Action satisfy the strategic and/or incident objectives?"

WFDSS users should consider the following when writing this justification:

- Are there adequate resources to achieve your COA?
- Has the cost been developed to achieve the COA?
- Does the current fire behavior and weather assessment support the COA?
- Have you completed the Relative Risk Assessment and assessed the Planning Area's Value Inventory?
- Have you checked your Relative Risk Advice considerations?

This information will be viewable throughout the decision process and will be automatically populated in the WFDSS Decision content.

Decisions

In this section, users create, view, edit, and download published decisions. It is important that Owners, Editors, and Reviewers become familiar with their role and understand how to manipulate the incident content into the Decision Content. Additionally, knowing and understanding how and where to save information as agreed upon by the incident Owner(s) are essential. From this tab, an Owner(s) starts the review and approval process. Incident decisions can be edited by incident Owners or by those users who have been granted access through incident privileges. Users will access the decision editor by checking the radio button next to the pending decision, then clicking EDIT. Once editing is completed, users click the Check-In button to allow access by others.

The WFDSS Decision content is outlined into several sections: Assessment (Information, Weather, and Other content), Objectives (includes all FMUs, Strategic Objectives and Management Requirements included in the Planning Area as well as all included Incident Objectives and Incident Requirements), Course of Action (includes MAPs), Validation (Includes the Relative Risk text) and Rationale. Multiple editors can be working on different sections of the WFDSS Decision content with a little coordination and using the edit / check-in process. Additional information that supports the Decision should be added to each of these sections.

The users who are editing the Decision content should include maps captures or uploaded images that support the Decision or help tell the story of the incident and the Decision. These images can be added to any section of the content as needed. Additionally, the Editors should also include all support information:

cost development summary, Relative Risk, social/political concerns, fire behavior models, Values at Risk, long term assessment information.

Information from past planning documents that supports the Decision, now must be included in the Decision content in WFDSS. It is typically added in the Assessment portion of the Decision content. This information should also be summarized and referenced in the Rationale portion of the Decision.

Prior to submitting a Decision for the Review and Approval process, the Rationale portion of the Decision must be completed. The Rationale content should describe why the Decision was made to implement the Course(s) of Action. Consider explaining what caused you to make this Decision, what caused you to choose the Course(s) of Action, what are the causes and influences on the incident, what are the social and political concerns/pressures, what does the Relative Risk Assessment tell you, are their smoke concerns, and what fire behavior models informed the Decision.

Once a Decision has all the sections completed, it can be submitted for the Review and Approval process. If a Decision has not been published, it can be edited or deleted. However, once a Decision has been published, it is part of that incident record and cannot be changed or removed.

The Incident Objectives, Incident Requirements, Course of Action and Planning Area cannot be viewed by users who do not have incident ownership or privileges until a Decision is published. A new Decision must be made if updated information or findings are to be documented.

Periodic Assessment

This is the section where the Approver(s) will complete the Periodic Assessment and view the previous actions and comments. The Periodic Assessment must be completed based on the timeframe specified by the Approver. Depending upon the complexity and activity on the incident, the timeframe can be set to 1-14 days while publishing the Decision or during the Periodic Assessment process.

It is beneficial to document clear, concise information about the incident when completing the Periodic Assessment. The Periodic Assessment information will be part of the project record and a way for someone to gather situational awareness of the incident. It should be useful information, not only during the incident, but also for years to come when reviewing incidents. The comment section is especially pertinent because Approvers can outline the thought process and reasons for either continuing a current decision or requiring a new one.

Reports

This section allows users to create custom reports consisting of portions of Decision content, (e.g. the MAP content or Fire Behavior content). A report can be viewed, edited, published, and downloaded. The Report section does not

provide a report on a Published Decision. Reports on Published Decisions can be found in the Decisions tab by using the PDF or HTML button, depending on desired format. When creating a report the user can decide on a custom, Delegation of Authority, or a Management Action Point report. These reports give the user the ability to select pertinent information from the incident for the report they are constructing.

WFDSS Tools and Functions

WFDSS User Roles and Incident Privileges

User Roles within WFDSS correspond to permissions which allow users to perform certain tasks within the application, such as creating an incident or conducting fire behavior analysis. Typical User Roles are Viewer, Dispatcher, Author, Data Manager, and Fire Behavior Specialist.

Incident privileges are assigned at the time of (and are specific to) an incident. These privileges allow you to Own, Edit, Review, or Approve decision content.

Fire Modeling

Fire modeling has been 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). Comparison of WFDSS Short Term and Basic models to stand alone FlamMap and other fire behavior information can be found on the WFDSS homepage under the Related Resources link, fire behavior section. Information for requesting assistance in running these models for your incident can be found at the WFDSS homepage through the Wildland Fire Management Research and Development And Application group, or by visiting
http://www.wfmrda.nwcg.gov/decision_support.php

Relative Risk Assessment (left menu)

The Relative Risk Assessment is required before publishing a Decision for an incident. Its purpose is to assist in planning for, assessing, and managing the incident. It provides the Agency Administrator with a quick but comprehensive assessment of the risk of the fire. An incident Owner or Editor can perform the assessment.

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. The three outputs are then evaluated in a final step that provides the Relative Risk rating for the fire. As

the graphs are completed, there is a text box to document the thoughts/reasons for the inputs. The information from the text box automatically populates in the WFDSS Decision content but the graphs themselves do not. Relative Risk can be visited pre-season to define some local inputs. 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.

Organizational Needs Assessment (left menu)

The Organizational Needs Assessment (ONA) guides Agency Administrators in their management organization selection, both in escalating and moderating situations (.i.e. this process can be used to expand or contract organizations). The ONA is based on Relative Risk, implementation difficulty, and decision concerns. The final part of the ONA combines these variables to determine the level of incident management needed.

**Note: WFDSS is currently being revised to incorporate the Risk and Complexity Assessment (RCA).

Incident KMZ (left menu)

Incident KMZ files can be downloaded that include all the incident spatial data and completed analysis from the Published Decision(s). The spatial data is composed of the incident shapes found under the Incident and Analysis layers folder on the Situation Tab. If a decision is pending, only spatial information available to all users will be provided in the KMZ.

WORK CAPACITY TEST RECORD

Units will document the administration of the WCT to all employees and job applicants. This documentation must be retained until the next WCT is administered. Units may also be requested to provide data from these records to assist in the evaluation of the WCT process.

Privacy Act - No employee may disclose records subject to the Privacy Act unless the disclosure is permitted under 43 CFR 2.56 or to the individual to whom the record pertains. The Privacy Act contains a criminal penalty for unauthorized disclosure of records. (5 U.S.C. 552a)

To be completed by employee:

Name (Last, First):_____ Where employed:_____

Date test taken:_____ Test administered by: (Print Name)_____

ICS position for which test is required (highest needed)_____

Performance level needed (circle one):

Arduous Moderate Light

Type of test taken (circle one):

Pack Test Field Test Walk Test

Work Capacity Test Descriptions:

	Pack Test	**Field Test**	**Walk Test**
Pack weight	45 lbs.	25 lbs	None
Distance	3 miles	2 miles	1 mile
Time	45 minutes	30 minutes	16 minutes

To be completed by test administrator:

Test result time:

Employee passed test (circle one): Yes / No

I certify that the work capacity test was administered according to agency guidelines.

_____

(Signature of Test Administrator) (Title) (Date)

Dispatch Center Local Mobilization Guide/Dispatch Operating Plan

Local Mobilization Guides/Operating plans will contain the following elements and procedures:

- **Organization**
  - Chain-of-command/table of organization for the center, local agencies and cooperators
  - Notification process/procedures; Roles/responsibilities etc.
- **Dispatch Operations**
  - General information
  - Dispatcher roles and responsibilities
  - Procedures for each functional area (Coordinator On Duty, Overhead, Crews, Equipment, Aircraft, predictive services, etc.)
  - Dispatcher training and qualification requirements
  - Dispatch Center Staffing Plan
    - Call-out procedures for additional personnel in emergency situations
    - Designation of duty officer for dispatch center.
    - Shift limitations and day off/EFF hiring
  - Procedures for dispatch of resources off unit
- **Daily Duties**
  - Check-in/out of administrative/fire personnel
  - Procedures for gathering and disseminating intelligence and Weather/briefings
  - Verification of initial attack response levels
  - Verification of status of suppression resources
  - Preparedness level establishment and verification
  - Procedures for providing information to the field about Suppression/Support Resource availability, radio frequencies to be used; burning conditions/fuel types; weather forecast updates; local fire activity; agency policies, fire activity, incident updates, weather updates, resource status
  - Procedures for recording radio traffic, key events, and other information in a format accessible to all personnel (i.e. COD Notes, Shift Briefs)
- **Initial Attack/Response Plan Elements**
  - Preplanned dispatch plans, Run-cards, and dispatch procedures
  - Management notification of a reported fire
  - Procedures for identifying preparedness levels
  - Process for assessing the appropriate response
  - Identification and notification of resources to respond
  - Cooperator support and planned response
  - Communications procedures
  - Procedures to follow when activity exceeds the initial attack/response plan
  - Aviation procedures

- **Emergency Operations (Fire/Non-fire)**
  - Notification of a reported incident
  - Jurisdiction verification
  - Response plan activation
  - Agency and area notification
  - Move-up and cover procedures
  - Call-back procedures
  - Evacuation of incident area
  - Closing public/private roads
  - Ordering additional personnel, equipment, and aircraft
  - Fire Weather Watch and Red Flag Warning notification
  - Temporary Flight Restrictions (TFRs)
  - Agency duty officers (roles and responsibilities)
  - Aviation Mishap Response Guide
  - Utility company notification (power and gas)
  - Law enforcement dispatching procedures/requirements
  - HazMat/spill response notification procedures
  - Local government requesting all-risk assistance
  - Search and Rescue
- **Local Agreements**
  - Copies of all interagency or inter-unit agreements and associated annual operating plans that govern the use of fire management resources
  - Maps delineating areas of responsibility for fire suppression coverage
- **Communications**
  - Procedures for assigning/managing local radio frequencies
  - Procedures for obtaining additional frequencies
  - maps of repeater sites
  - instructions for using local dispatch radio consoles, phones, computers, fax machines, paging systems, etc.
    - ***BLM-*** *The BLM National Radio Operations Branch internal website hosts radio and frequency policy documents and related information. The internal website is https://sites.google.com/a/blm.gov/nrob/*
- **Weather**
  - Procedures for Processing of weather observations via Weather Information Management System (WIMS)
  - Daily posting and briefing procedures
  - Broadcasts of fire weather forecasts to local fire suppression personnel
  - Procedures for processing spot weather forecast requests and disseminating spot forecasts to the field
  - Procedures for immediate notification to fire suppression personnel of Fire Weather Watches and Red Flag Warnings

- **Fire Danger**
  - Locally significant fire danger indices and recording of those values daily
  - Procedures for update and posting of monthly the seasonal trends of those values versus seasonal averages
- **Briefings**
  - Time frames and frequencies/locations for daily briefings
  - Method for documenting briefings (time given, content of briefing, and person(s) conducting and receiving briefing)
- **Preparedness Levels**
  - General information relating to the local preparedness plan:
    - Procedures for identifying preparedness level
    - Notification to management
    - Dispatching roles and responsibilities at each preparedness level
  - Trigger Points
    - Specific triggers that cause the preparedness level to move up or down, such as number/size of fires, amount and type of resources available/committed, regional/national fire situation, condition of local fuels, observed fire behavior, human-caused risk or predicted lightning activity level, etc.
    - Specific actions tied to each preparedness level, such as extended staffing, prepositioning of suppression resources (crews, engines, airtankers, smokejumpers, etc.), the activation of local Multi-Agency Coordination (MAC) groups, making contact with other agencies, and hiring of call when needed (CWN) aircraft, emergency equipment rental agreements (EERA), or administratively determined (AD) pay plan crews
- **Aviation**
  - Ordering/scheduling requirements and procedures
  - special use airspace
  - Special use mission requirements
  - Incident/accident reporting and documentation procedures
  - Flight management/tracking procedures
- **Expanded Dispatch Plan**
  - Indicators for considering establishment of expanded dispatch
  - Recommended organization and points of contact
  - Overhead positions to order
  - Location/facilities, equipment/supplies, support needs
  - Procurement or buying unit team considerations
- **Service and Supply Plan**
  - Current copies of competitive and non-competitive Incident Blanket Purchase Agreements (I-BPAs)
  - Source lists for incident-only contracts.
  - protocols for the use of Dispatch Priority Lists (DPLs)
  - protocols for incident business coordination with agency administrative personnel

- contact lists and hiring procedures for AD or non-fire personnel, ground, and logistics support
- a list of locations for use as Staging Areas, Mobilization Centers, and Incident Command Posts (where applicable)
- procedures for Local and Geographic Area Cache ordering
- commercial travel procedures (including instructions on the use of the agency corporate travel cards)
- Incident Management Team and Buying Team mobilization
- The following reference materials:
  - *National Food Service Contract, NFES 1276*
  - *National Shower Facilities Contract, NFES 2729*
  - *National Incident Radio Support Cache (NIRSC) User's Guide, NFES 0968*
  - *Interagency Incident Business Management Handbook* including Geographic Area Supplements
  - *National Fire Equipment Systems Catalog, NFES 0362*
  - DPL contracts for vendors located in the local area
  - A Continuation of Operations Plan (COOP)

Administrative Items

- Funding; travel; time sheets; fire reports, etc.
- Procedures for completing and archiving fire records
- Procedures for mobilization of critical incident stress debriefing teams

Medical Plan

- Criteria/definitions; agency notification and documentation requirements
- Procedures for Emergency Medical Response and notification
- Activation/evacuation information
- Medical facility locations and phone numbers
- Air and ground transport (Medevac) capability
- Burn center information

Media Plan

- General procedures
- notification requirements to agency external affairs personnel
- routing for media calls

Required Reference Materials

All coordination/dispatch centers will have the following reference materials available:

- *National Interagency Mobilization Guide*
- *Geographic Area Mobilization Guide*
- *Interagency Standards for the ROSS Operations Guide*
- *Interagency Standards for Fire and Fire Aviation Operations*
- *WIMS User Guide*
- *National Predictive Services Handbook*
- *Interagency Situation Report User's Guide*
- *ICS – 209 Program User's Guide*

- *North American Emergency Response Guidebook* (DOT)
- *Interagency Helicopter Operations Guide*
- *Aircraft Identification Guide*
- *Interagency Air Tanker Bases Directory*
- *Interagency SEAT Operations Guide*
- *Interagency Areal Supervision Guide*
- *Interagency Smokejumper Operations Guide*
- *National Retardant Requirements Contract*
- *Interagency Call When Needed Helicopter Contract*
- *Interagency Airspace Guide*
- *Interagency Air Tanker Base Operations Guide*
- Military/National Guard Operating Plan (if applicable)
- Aviation Safety Plans
- AP1B
- Frequency Guides
- National Regional/State/Local Aviation Plans
- local airport, SEAT base, air tanker base, helibase and smoke jumper base locations
- current and complete *Interagency Aviation Mishap Response Guide*
- Fire Danger Operating Plan or other preparedness operating plan*
- Current Fire Danger Pocket Cards*
- Fire Management Plan*
- Mutual aid/initial attack agreements*

* Local Dispatch Centers only.

Risk Management Process

Step 1 Situation Awareness

Gather Information

- ☐ Objective(s)
- ☐ Communication
- ☐ Who's in Charge
- ☐ Previous Fire Behavior
- ☐ Weather Forecast
- ☐ Local Factors

Scout the Fire

Step 2 Hazard Assessment

Estimate Potential Fire Behavior Hazards

- ☐ Look up/Down/Around Indicators

Identify Tactical Hazards

- ☐ Watch Outs

What other safety hazards exist?

Consider severity vs. probability?

Step 3 Hazard Control

Fire Orders → LCES Checklist – MANDATORY

- ☐ Anchor Point
- ☐ Downhill Checklist (if applicable)

What other controls are necessary?

Step 4 Decision Point

Are controls in place for identified hazards?
NO - Reassess situation YES - Next question

Are selected tactics based on expected fire behavior?
NO - Reassess situation YES - Next question

Have instructions been given and understood?
NO - Reassess situation YES - Initiate action

Step 5 Evaluate

Personnel: Low experience level with local factors?
Distracted from primary tasks?
Fatigue or stress reaction?
Hazardous attitude?

The Situation: What is changing?
Are strategy and tactics working?

Standard Firefighting Orders

- Keep informed on fire weather conditions and forecasts.
- Know what your fire is doing at all times.
- Base all actions on current and expected behavior of the fire.
- Identify escape routes and safety zones and make them known.
- Post lookouts when there is possible danger.
- Be alert. Keep calm. Think clearly. Act decisively.
- Maintain prompt communications with your forces, your supervisor and adjoining forces.
- Give clear instructions and insure they are understood.
- Maintain control of your forces at all times.
- Fight fire aggressively, having provided for safety first.

Watch out Situations

- Fire not scouted and sized up.
- In country not seen in daylight.
- Safety zones and escape routes not identified.
- Unfamiliar with weather and local factors influencing fire behavior.
- Uninformed on strategy, tactics, and hazards.
- Instructions and assignments not clear.
- No communication link with crew members/supervisor.
- Constructing fireline without safe anchor point.
- Building fireline downhill with fire below.
- Attempting frontal assault on fire.
- Unburned fuel between you and fire.
- Cannot see main fire, not in contact with anyone who can.
- On a hillside where rolling material can ignite fuel below.
- Weather is getting hotter and drier.
- Wind increases and/or changes direction.
- Getting frequent spot fires across line.
- Terrain and fuels make escape to safety zones difficult.
- Taking nap near fireline.