



Fire
Management
Handbook
2016



United States Department of the Interior
FISH AND WILDLIFE SERVICE
Fire Management Branch
National Interagency Fire Center
3833 South Development Avenue
Boise, Idaho 83705



Refer to: FMB160008

January 7, 2016

Memorandum

To: Fire Management Coordinators, Regions 1-8
From: Chief, Branch of Fire Management
Subject: 2016 FWS Fire Management Handbook Release

The FWS Fire Management Handbook (Handbook) has been updated for 2016. This version replaces the 2015 Handbook. Bound copies of the 2016 Handbook will not be distributed; no hard copies are to follow. The Handbook may be downloaded from the following location: <http://www.fws.gov/fire/handbook/index.shtml>.

The Handbook is intended to serve as a program reference guide that documents the standards for operational procedures and practices for fire management activities in the Service. These standards and practices are based on current Service and Departmental policy, Federal Regulations and are intended to provide program guidance to ensure safe, efficient, and effective wildland fire operations.

The Handbook is formatted similarly to the [Interagency Standards for Fire and Fire Aviation Operations](#) which should be familiar to all involved in fire management. To minimize duplication the Handbook references, instead of restating, supplemental guidance in the Interagency Standards for Fire and Fire Aviation Operations (NFES #2724) and other common sources.

Significant changes in the 2016 FWS Fire Management Handbook are described in the attached list. The FWS Fire Management Handbook will be updated annually in January to coincide with the annual update of the Interagency Standards for Fire and Fire Aviation Operations Handbook. Please contact your Region's representative on the FWS National Fire Operations and Safety Team if you have suggestions for improving the Handbook.

Attachment

cc:
ARD, NWRS Regions 1-8
Chief, Division of Natural Resources
Chief, National Wildlife Refuge System
Staff, Branch of Fire Management

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General:

- Updated all website addresses and links (especially new NWCG weblinks)
- Added Chapter 19 Dispatch and Coordination Systems to match the Redbook
- Updated policy and guidance references throughout the document
- Changed all FMO references to Zone FMO for consistent verbiage with Strategic Plan
- Several references to “Sharepoint” were changed to “Fishnet”
- Grammatical edits were made throughout the document. Portions of the document have been reorganized to improve flow and clarity without modification to the text

Chapter 9- Planning:

- FMP requirements and exemption information updated from 2015 revisions
- Updated Table 9-1 FMP Requirements by Risk Category
- Re-worded several sections for clarity

Chapter 10- Preparedness:

- Deleted information on fire trespass that is duplicated in Redbook chapter 18
- Numerous editorial changes/corrections
- Moved section on RAWs Maintenance from Chapter 14 to Chapter 10 to match location in Redbook
- Suggestion to move section on Fire Cause Determination to Chapter 18 (to match location in Redbook) was not accepted this year but will be re-evaluated for 2017.

Chapter 11- Incident Management:

- Updated several sections in reference to the OWF Policy Memorandum 2015-10. The OWF memorandum affected funding allocation and project timeframes.
- Updated Plan Approval amount for the Chief, Fire Management Branch from \$500,000 to \geq \$500,000.

Chapter 13- Firefighting Training and Qualifications:

- Added Smoke Management Techniques (RX 410) as required training for RXB2 and RXB1
- Added training requirements for RXB1
- Added guidance to All Hazard Positions
- Reworded section on Employee Development for clarity
- Deleted section on Physical Fitness and Conditioning. It was duplicated in the Redbook.

Chapter 14- Firefighting Equipment:

- Moved section on RAWs Maintenance from Chapter 14 to Chapter 10 to match Redbook

Chapter 17- Prescribed Fire and Hazardous Fuels:

- Change terminology from “Prescribed Fire and Non Fire Hazardous Fuels Projects to “Fuels Management” Projects.
- Formatting changes to reference the Interagency Prescribed Fire Planning and Implementation Procedures Reference Guide as “the Guide”
- Reworded section on Prescribed Fire during Geo Area and National PL 4 and 5
- Updated National PL 5 Concurrence Form. Moved from fillable .pdf to MSWord version

- Suggestion to move section on Wildfire Declaration to Chapter 18 (to match location in Redbook) was not accepted this year but will be re-evaluated in 2016.

Chapter 19- Dispatch and Coordination System:

- Chapter added this year as a placeholder to match Redbook

Chapter 1 – Federal Wildland Fire Management Policy Overview:

- No substantial changes.

Chapter 2 – BLM:

- Removed text regarding this chapter states, references, or supplements policy for BLM, and inserted, “This chapter provides policy and guidance for Bureau of Land Management fire and aviation program management as referenced in *BLM Manual Section (MS) 9200 Fire Program Management.*”
- Inserted text regarding the Fire Operations Division Chief’s responsibility to certify Area Command and Type 1 Command and General Staff task books and red cards for the national and Washington offices.
- Inserted text regarding the Fire Operations Division Chief to provide written daily NMAC group briefings to BLM Assistant Director (FA), Deputy Assistant Director (FA), state FMOs and geographic MAC members in FIAT states at National Preparedness Level 3 and above.
- Clarified existing text in the “Management Performance Requirements for Fire Operations” table regarding State Director/Associate and District/Field Manager responsibilities for establishment of a fire organization to meet fire management objectives based on priorities and within national allocations.
- Clarified existing text in the “Management Performance Requirements for Fire Operations” table regarding Agency Administrator fire training requirement.
- Clarified existing text in the “Management Performance Requirements for Fire Operations” table regarding Agency Administrator requirement to visit fires each year.
- Clarified existing text regarding Fire Training for Agency Administrators and their actings.
- Inserted text in the “Fire Staff Performance Requirements for Fire Operations” table requiring District/Zone/Field Office FMO to develop, maintain, and implement a drawdown plan.
- Inserted text in the “Fire Staff Performance Requirements for Fire Operations” table requiring the District/Zone/Field Office FMO to develop IMT briefing packages prior to fire season.
- Inserted text in the “Fire Staff Performance Requirements for Fire Operations” table requiring the State FMO to certify Area Command and Type 1 Command and General Staff positions.
- Inserted major subsection “State and National Duty Officers” regarding preposition of suppression assets during fire season and dedicated duty officer telephone numbers.
- Removed existing text for expired Washington Office Instruction Memorandum No. 2012-196.
- Inserted text regarding mobile fire equipment transfer approval requirements.
- Inserted text for engine and command vehicle driver qualifications when responding with lights and sirens.
- Inserted minor subsection “BLM Fire Operations Group National Preposition Strategy” and text regarding the establishment and purpose of the Asset Intelligence Spreadsheet.
- Clarified text regarding each state director and the Fire and Aviation division chiefs for Operations and Aviation to expend short term severity funds.

- Removed “fire management plan” and inserted “Fire Danger Operating Plan” in regards to National Level Severity Funding.
- Inserted text regarding, “Mitigate threats to values identified in Land and Resource Management Plans with AD, Fire and Aviation concurrence” in regards to National Level Severity Funding.
- Inserted text regarding AD, Fire and Aviation may consider other factors when approving requests for national severity.
- Clarified existing text regarding 12 instead of 13 key fire management positions in IFPM.
- Clarified text in the “BLM Hand Crew Standards by Type” table for Type 1 crew size as a maximum of 22.
- Removed existing text referencing the *Alaska Interagency Mobilization Guide*, for mobilizing Type 2 crews within Alaska consisting of 16 personnel.
- Removed text regarding BLM Interagency Hotshot Crew (IHC) mobilization from Eastern and Southern Geographic Areas.
- Inserted text regarding BLM IHC crew size for mobilization as a standard of 20 with a maximum of 22.
- Clarified existing text regarding how BLM Fire Suppression Modules will be statused, tracked, and mobilized in ROSS.
- Clarified existing text regarding the number of smokejumpers in “one load” as 6-10.
- Clarified text regarding the name of the Interagency Smokejumper Aircraft Screening and Evaluation Subcommittee.
- Clarified existing text regarding smokejumper physical fitness standards.
- Changed major subsection from “Sage Grouse Conservation Related to Wildland Fire and Fuels Management” to “Sage Grouse Conservation Related to Wildland Fire.”
- Removed existing text regarding sage-grouse conservation related to fuels management and clarified the website to access current information.
- Inserted text regarding large fire assessments for wildfires occurring in sage-grouse habitat.
- Removed text regarding WFDSS “Course of Action” and inserted “Cost tab.”
- Inserted major subsection “BLM Global Positioning System (GPS) Datum and Coordinate Standard.”

Chapter 3 – NPS:

- Removed major subsection “NPS Wildland Fire Operations Website.”
- Inserted major subsection “Fire Management Leadership Board.”
- Inserted text under “Training for Park Superintendents” regarding required training for park superintendent designated actings.
- Removed existing text in the “NPS Firefighters General Training Requirements” table regarding 8 hours minimum for the Annual Fireline Safety Refresher and inserted, “No minimum hourly requirement.”
- Removed existing text regarding Fire Management Credentials and inserted text that, “The NPS Fire and Aviation Management Credential Program is currently suspended and undergoing a review.”
- Removed existing text regarding WFDSS “Course of Action” and inserted “Cost tab.”

Chapter 4 – FWS:

- Clarified existing text regarding the Regional Director to review any prescribed fire that is converted to a wildfire.
- Removed existing text regarding Refuge Managers/Project Leaders performance requirements based on unit's complexity.
- Removed Project Leader/Refuge Manager title and inserted Agency Administrator.
- Inserted "Zone" before FMO in the "Management Performance Requirements for Fire Operations" table and throughout the chapter.
- Clarified existing text regarding the Zone Fire Management Officer can represent the Agency Administrator on fire and fire aviation groups as delegated.
- Removed existing text regarding, "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."
- Removed existing text under Delegation of Authority for Regional Fire Management Coordinator to, "Direct accelerated, aggressive initial attack when appropriate."
- Clarified existing text under Delegation of Authority for Regional Fire Management Coordinator from approve "emergency" fire severity funding to approve "short-term" fire severity funding.
- Changed major subsection from "Daily Fire Reporting" to "Fire Reporting," and clarified existing text regarding reporting requirements.
- Removed existing text regarding guidance document for agency qualification of Agency Administrator (AADM) and inserted new guidance document.
- Inserted text regarding frequency of AD and EFF required training courses.
- Inserted major subsection "FWS Global Positioning System (GPS) Datum and Coordinate Standard."

Chapter 5 – FS:

- Changed major subsection from "Agency Administrator Positions" to "Agency Administrator Roles and Responsibilities for Incident Management."
- Clarified existing text regarding Agency Administrator core competencies.
- Inserted website for *Line Officer Desk Reference for Fire Program Management*.
- Changed minor subsection from "Line Officer Certification Program" to "Agency Administrator Certification Program."
- Removed existing text throughout the chapter referencing "Line Officer(s)" and replaced with "Agency Administrator(s)."
- Clarified existing text regarding Agency Administrator training, background and experience, and demonstrated ability for Working, Journey, and Advanced Levels.
- Inserted minor subsection "Evaluation Process" in regards to Agency Administrators.
- Removed minor subsection "Other Considerations" and consolidated/clarified text under minor subsection "Evaluation Process."
- Inserted text under "Evaluation Process" regarding Agency Administrator creditable work experience to achieve and maintain certification levels.
- Inserted minor subsection "Currency" in regards to Agency Administrator core competencies.

- Inserted minor subsection “Definitions” under major subsection “Agency Administrator Roles and Responsibilities for Incident Management.”
- Inserted text referencing core fire management competencies under major subsection “Agency Administrator Responsibilities for Fire and Aviation at the Field Level.”
- Removed existing text referencing GSA and inserted DLA and the website for the DLA Wildland Fire Equipment Catalog.
- Clarified text regarding approval authority for the different incident types.

Chapter 7 – Safety and Risk Management

- Removed existing text requiring long-sleeved flame resistant shirt be yellow.
- Inserted text regarding long-sleeved flame resistant shirt and trousers be National Fire Protection Association (NFPA) 1977 compliant.
- Clarified text regarding Head Protection-hardhats.
- Clarified and inserted text under “Required Treatment for Burn Injuries.”
- Changed minor subsection “Burn Injury Criteria” to “ABA Burn Injury Criteria” in regards to the American Burn Association (ABA) criteria.
- Clarified and inserted text regarding American Burn Association burn injury criteria.
- Inserted text regarding burn injury severity determination.
- Inserted a picture depicting percentage Total Body Surface Area (TBSA) for burn injuries.
- Inserted minor subsection “Wildland Fires In or Near Coal Seams.”
- Inserted text regarding the “Safety Alert System,” and descriptions of the three levels of Safety Alerts.
- Clarified existing CISM text and inserted minor subsections “Critical Incident Peer Support (CIPS)” and “Critical Incident Peer Support Groups.”

Chapter 8 – Interagency Coordination and Cooperation

- Removed text regarding, “The office’s approved fire management plan must define the role of the contractor in the overall program” in reference to Contracts.
- Inserted text that ICS will be used to manage all fires under federal jurisdiction.
- Inserted BLM specific text identifying the website for agreements/AOPs with Department of Defense and best practices, including UXO protocols.
- Deleted existing BLM specific text regarding accepting each other’s standards during initial action and inserted, “BLM may accept the standards of any local cooperator through the duration of an incident when the cooperator has a current cooperative fire response agreement with BLM, and the cooperator is in compliance with the agreement. Personnel from agencies that do not subscribe to the NWCG qualification standards may be used on agency managed fires, and must only be assigned to duties commensurate with their competencies, qualifications, and equipment capabilities.”
- Inserted text regarding communication plans, training, ICS and integration of resources to the Cooperation element of Annual Operating Plans (AOPs).
- Inserted major subsection “All-Hazard Incident Management Teams and Other Non-Wildland Fire Incident Management Teams.”

Chapter 9 – Fire Management Planning

- Inserted text regarding the purpose of planning strategically.

- Clarified existing text regarding fire management planning efforts should address the vision and goals of the Cohesive Strategy.
- Inserted websites for the DOI framework, and BLM and NPS Fire Management Plan templates.
- Clarified existing text regarding the Forest Service replacement of FSH 5109.19 with a Fire Management Planning Guide.
- Inserted website for *WFDSS Spatial Fire Planning Guide*.
- Removed existing text regarding fire planning information/guidance websites.
- Removed existing text referencing *April 30, 2010 (NWCG #024-2010)* document under Concepts and Definitions.
- Removed existing text regarding Fire Management Unit management objectives.
- Clarified existing text for DOI and the Forest Service regarding the connection of Land/Resource Management Plans and Fire Management Plans to other plans.

Chapter 10 – Preparedness

- Clarified existing text regarding Preparedness.
- Changed major subsection from “Preparedness Plans” to “Preparedness Planning” and clarified supporting text.
- Inserted text regarding a website for references, templates, and other supporting materials pertaining to the Fire Danger Operating Plan (FDOP) process.
- Inserted major subsection “Fire Danger Rating” and minor subsection “Communication of Fire Danger.”
- Clarified existing text under major subsection “Fire Danger Operating Plan Rating.”
- Changed minor subsection from “Climatic Breakpoints and Fire Business Thresholds” to “Decision Point Analysis” and clarified text.
- Inserted minor subsection “Fire Danger-based Decisions.”
- Moved “Staffing Level” under major subsection “Step-up/Staffing Plans” and clarified text.
- Removed minor subsection “Adjective Fire Danger Rating” and moved the clarified text to “Staffing Level” under major subsection “Step-up/Staffing Plans.”
- Inserted text regarding supplemental preparedness actions for Preparedness Level Plans.
- Changed major subsection from “Step-up Plans” to “Step-up/Staffing Plans,” and clarified text.
- Inserted “Staffing Level” as a minor subsection.
- Changed major subsection from “Initial Response Plans” to “Initial Response/Pre-planned Dispatch Plans,” and clarified existing text.
- Changed major subsection from “Fire Prevention/Mitigation” to “Fire Prevention/Mitigation Plans,” moved subsection forward in the chapter, and clarified existing text.
- Clarified existing text regarding Fire Danger PocketCard for Firefighter Safety and inserted text regarding timeframes for updating PocketCards.
- Inserted major subsection “Managing Weather Data in WIMS.”
- Changed major subsection from “Management Actions for Noncompliant Remote Automated Weather Stations (RAWS)” to “Management Actions for Remote Automated Weather Stations (RAWS),” and moved it back in the chapter.
- Inserted new major subsection “Predictive Service Areas.”

- Clarified text regarding 10 instead of 11 Geographic Area Predictive Services units.
- Clarified text regarding Local Unit Seasonal Tracking.
- Changed all minor subsections under Fire Severity Funding to include the word “Fire” and clarified text throughout.
- Clarified existing text that fire severity funding is not intended to mitigate threats to Threatened and Endangered Species habitat, wildland/urban interface, or other values identified in Land and Resource Management Plans for NPS, FWS, and the USFS.
- Changed minor subsection from “Appropriate Severity Funding Charges” to “Appropriate Fire Severity Funding Charges and Activities” and clarified text.
- Changed minor subsection from “Interagency Requests” to “Interagency Severity Requests” and clarified text.
- Inserted and/or clarified text in the “Sequence of Action and Responsible Parties for Severity Funding Requests” table for the Unit FMO and State/Regional FMO, and specific USFS requirements.
- Changed major subsection from “Professional Liability Insurance” to “Qualification for Professional Liability Insurance Reimbursement.”

Chapter 11 – Incident Management

- Inserted major subsection “All-Hazard Incident Management Teams and Other Non-Wildland Fire Incident Management Teams.”
- Clarified existing text regarding the Integration Reporting of Wildfire Information (IRWIN) data exchange system.
- Removed existing text referencing NWCG Memorandum # 012-2011, “Wildland Fire Decision Support System (WFDSS) Decision Documentation and GACG Responsibilities.”
- Removed text regarding criteria for Flame Act funding in the WFDSS Initial Decision.
- Clarified existing text regarding requirements triggering submission of an ICS-209, and inserted text requiring submission of an ICS-209 when a NIMO is assigned.
- Inserted text regarding IC responsibility for suppression repair (see “Post-Fire Activities” Table).
- Inserted text regarding “Funding Type” for emergency stabilization and rehabilitation (see “Post-Fire Activities” Table).
- Clarified existing text regarding title of individual responsible for USFS national level approval for emergency stabilization (see “Emergency Stabilization Approval Authorities” Table).
- Clarified existing text regarding DOI and USFS Burned Area Emergency Response (BAER) teams.

Chapter 12 – Suppression Chemicals and Delivery Systems

- Updated website for Forest Service avoidance area maps.

Chapter 13 – Firefighter Training and Qualifications

- Inserted the website for the Forest Service *Fire and Aviation Qualification Guide* (FAQG) throughout the chapter.

- Inserted text regarding, “Federal agencies will accept each other’s qualifications/certifications, regardless of jurisdiction and throughout the duration of the incident.”
- Clarified existing NPS text regarding IQCS account managers will have an IQCS Delegation of Authority from the certifying official.
- Added BLM to agencies requiring IQCS account managers to have an IQCS Delegation of Authority from the certifying official.
- Removed NPS text requiring, “... two or more qualified assignments be accomplished in a position before an individual may become a position performance evaluator,” and exceptions and subordinate unit leader positions.
- Removed existing NPS text regarding 8 hours for the annual fireline safety refresher training and added NPS to the list of agencies that have no minimum hourly requirement.
- Removed text referencing “FireFit” and replaced with “Interagency Fire Fitness Program in the USFS WCT Implementation Guide.”
- Clarified text regarding FWS physical fitness and conditioning reference.
- Inserted text for the USFS to reference the WCT Implementation Guide for Medical Examination and Work Capacity Tests.
- Clarified text regarding established medical qualifications provide consistent medical standards for arduous positions.
- Inserted text regarding USFS submission requirements of OF-178 for light and moderate fitness level positions.
- Clarified text regarding three opportunities total for permanent employees for Work Capacity Test retesting.
- Inserted text regarding, “Smokejumper medical standards are the same as the Federal Interagency Wildland Firefighter Medical Standards-Arduous Duty Wildland Firefighter.”
- Inserted BLM bullet to reference Chapter 2 for smokejumper physical fitness standards.
- Clarified text regarding the primary mission of a Wildland Fire Module.
- Inserted text regarding FWS chainsaw operators and fallers evaluator qualification requirements for position task books.
- Clarified existing text that the new Forest Service Manual (FSM 2358) is anticipated for release in early 2016.
- Removed USFS text regarding the MTDC Chain Saw or Crosscut Saw Training Course 0667-2805.

Chapter 14 – Firefighting Equipment

- Removed text regarding NPS gross vehicle weight annual certified weight slip procedures.
- Inserted text regarding FWS policy document for Emergency Light Use.
- Inserted USFS policy document FSH 5109.16 regarding Emergency Light Use.
- Inserted minor subheading “Mobile Attack (Pump and Roll).”
- Moved existing text regarding Operational Procedures for BLM Firefighting Engines to an agency specific bullet.
- Clarified existing text regarding fire engine staffing requirements for Type 4, 5, 6, and 7.
- Moved existing text regarding FWS specific requirements for Type 6 and 7 engines under Fire Engine Staffing for Type 4, 5, 6, and 7 engines.

- Changed minor subsection from “Water Tender Staffing Standards” to “Water Tender Qualifications and Staffing Standards.”
- Inserted text regarding dozer and tractor plow experience requirement.
- Removed all agency specific requirements regarding Dozer/Tractor Plow Physical Fitness Standards.
- Removed existing text regarding BLM requiring a 10 lb. class BC fire extinguisher for UTVs.
- Clarified existing text regarding ATV and UTV helmet standards.
- Clarified text regarding ATV/UTV PPE requirements for NFPA 1977 flame resistant shirts and trousers.
- Clarified existing BLM specific reference for ATV/UTV policy.
- Inserted BLM text referencing Washington Office Instruction Memorandum No. 2015-136, *Transporting Utility Terrain Vehicles (UTVs) in Pick-up Trucks*.
- Inserted BLM specific text regarding fire extinguisher requirement for UTVs equipped with a ground ignition device.
- Removed USFS direction (i.e. FSH 5109.32a) in regards to Ground Ignition Devices and Transporting/Dispensing Fuel.

Chapter 15 – Communications

- Deleted existing text regarding BLM and FWS GPS datum and coordinate standard under Radio Communications. Moved information to Chapter 2 and Chapter 4, respectively.
- Clarified existing text regarding permission required to use National Interagency Fire Tactical Frequencies.

Chapter 16 – Aviation Operations/Resources

- Inserted text regarding NPS National Office Organizational Responsibilities.
- Clarified existing text regarding USFS Branch Chief, Pilot Standardization responsibilities.
- Inserted text regarding NPS Regional Aviation Manager responsibilities.
- Inserted text regarding NPS Unit or Park Aviation Manager responsibilities.
- Inserted, removed, or updated USFS policy reference documents throughout Chapter 16.
- Inserted specific USFS text referencing FSM 5700 and employee use of an operational risk management process prior to every flight under Risk Assessment and Risk Management
- Removed existing text regarding “FAR” and inserted “14 CFR.”
- Inserted major subsection “Unmanned Aircraft Systems”.
- Inserted some BLM units have MOUs with local military airspace authorities for airspace coordination.
- Removed BLM reference document under Flight Request and Approval.
- Inserted USFS text regarding Special Use Mission Flights.
- Inserted night air tactical operations text to the list of mission flights for fixed-wing aircraft and helicopters.
- Inserted short-haul operations text to the list of mission helicopter flights.
- Inserted text adding maintenance crew members to Interim Flight and Duty Limitations Implementation, Phase 1.

- Inserted text regarding aviation manager’s actions to consider during Phase 1 Duty Limitations.
- Inserted text regarding, “All FS aircraft (agency-owned, exclusive use, leased and CWN) are available to move to areas of greatest agency need, thereby maximizing efficiency and effectiveness. Forest Service units are expected to adhere to procedures established in policy for acquisition and use reporting.”
- Clarified existing text regarding the USFS short-haul operations policy document.
- Clarified existing text regarding federal contracted airtankers are national resources.
- Clarified existing text regarding airtanker owners and operators.
- Inserted text regarding the BLM NAP contains governance requirements for airtankers.
- Clarified existing text regarding USFS governance of airtankers.
- Removed water scoopers under Airtanker Types.
- Inserted text regarding Airtanker Rotation including rotation of State airtankers.
- Inserted text regarding Canadian airtankers.
- Inserted text regarding Loading Operations of USFS airtankers under Airtanker Base Operations.
- Clarified existing text regarding Cooperator Aircraft.
- Inserted text regarding USFS specific requirements for Cooperator Aircraft.
- Removed existing major subsection “Interagency Fire Use of Unmanned Aircraft Systems (UAS),” and moved text under major subsection “Unmanned Aircraft Systems.”

Chapter 17 – Fuels Management

- Updated existing text to reflect terminology change “Hazardous Fuels Reduction (HFR)” to “Fuels Management (FM).”
- Changed major subsection from “Reporting HFR Accomplishment” to “Reporting Fuels Management Accomplishments.”
- Clarified existing text that all agencies have policy in regards to Reporting Fuels Treatment Effectiveness Monitoring.
- Inserted BLM specific requirements for Reporting Fuels Treatment Effectiveness Monitoring.
- Changed major subsection from “Policy Regarding Planned HF Treatments Burned in a Wildfire” to “Regarding Planned Fuels Treatments Burned in a Wildfire.”
- Clarified and inserted text regarding what DOI agencies may report as “Fire Use” in NFPORS.
- Clarified USFS specific text regarding conditions for “Fire Use” accomplishment reporting.
- Changed major subsection from “DOI Reporting of Wildfire Acres That Meet Resource Management Objectives” to “Reporting of Wildfire Acres That Meet Resource Management Objectives.”
- Clarified existing text from “Resource Management Plan (RMP)” to “Land and Resource Management Plan (LRMP).”
- Inserted text regarding FWS and USFS specific requirements for Reporting of Wildfire Acres That Meet Resource Management Objectives.
- Clarified text regarding Prescribed Fire During Preparedness Levels 4 and 5 and inserted agency specific requirements.

- Inserted text that, “Contractors must meet NWCG 310-1 qualification requirements and agency standards for specific skill positions for prescribed fire operations.”
- Changed major subsection from “Non-Prescribed Fire HFR Activities” to “Non-Fire Fuels Management Activities.”

Chapter 18 – Reviews and Investigations

- Updated existing text to reflect terminology change from “Escaped Prescribed Fire Review” to “Declared Wildfire Review.”
- Clarified existing text regarding Rapid Lesson Sharing.
- Removed existing text that Serious Accident Investigation (SAI) and Accident Investigation (AI) 24- and 72-hour reports may include posting through the NWCG Safety Alert System.
- Inserted text that the fire safety/risk management lead will provide a copy of SAI and AI 24- and 72-hour reports to the Wildland Fire Lessons Learned Center.

Chapter 19 – Dispatch and Coordination System

- Clarified existing text regarding Service and Supply Plan will contain current copies of competitive Incident Blanket Purchase Agreements (I-BPAs) and source lists for incident-only agreements.
- Clarified Continuity of Operations Plan (COOP) requirements under Dispatch/Coordination Center Administration.
- Clarified existing text regarding NICC Functional Responsibilities for Management of National Aviation Resources.
- Inserted text that local dispatch centers utilize Computer Aided Dispatch (CAD) and Geographic Information System (GIS) products.
- Inserted text for local dispatch centers regarding NMAC establishment of incident name protocols.
- Inserted text regarding each local dispatch center having documented procedures established for dispatching aviation resources.
- Updated existing text to reflect terminology change from “Medical Emergency Plan” to “Medical Emergency Response Plan.”

Appendices

- Clarified existing text in Appendix K (Interim NWCG Minimum Standards of Incident Emergency Medical Services) for flow and clarity.
- Clarified existing text in Appendix N (Wildland Fire Decision Support System Information) to reflect recent system updates, inserted information for two new subsections (tabs), and added a website for current refresher and training materials.
- Inserted text in Appendix P (Local Mobilization Guide/Dispatch Operating Plan) regarding inclusion of incident name protocols in Initial Attack/Response Plans.
- Clarified text in Appendix P (Local Mobilization Guide/Dispatch Operating Plan) regarding Service and Supply Plan will contain current copies of competitive Incident Blanket Purchase Agreements (I-BPAs) and source lists for incident-only agreements.
- Moved Service and Supply Plan references under Required Reference Materials in Appendix P (Local Mobilization Guide/Dispatch Operating Plan).

2016 FWS Web-Links

<http://www.fws.gov/fire/handbook/index.shtml>

2016 Fire Business Guide:

- <https://fishnet.fws.doi.net/regions/9/nwrs/fire/admin/Business%20Reference%20Guide/Forms/AllItems.aspx>

FWS Fire Branch SharePoint sites:

- <https://fishnet.fws.doi.net/regions/9/nwrs/fire/SitePages/Home.aspx>

(New)- FWS - SP

NIFC Home Page

- <http://www.nifc.gov/index.html> NIFC
- http://www.nifc.gov/policies/pol_ref_redbook.html Redbook
- http://www.nifc.gov/training/training_main.html Training
- <http://www.nifc.gov/nicc/index.htm> NICC
- <http://www.nifc.gov/nicc/mobguide/index.html> Mobilization Guide
- http://www.nifc.gov/policies/pol_severity_funding.html Severity
- <http://www.fws.gov/aviation/> FWS Aviation
- http://www.nifc.gov/aviation/av_reference.html IHOG

Service Manual Chapters

- <http://www.fws.gov/policy/manuals/> FWS

Other sites:

- <http://www.doi.gov/index.cfm> DOI Home Page
- <http://www.fws.gov/> FWS Home Page
- <http://www.fws.gov/policy/> FWS Library
- <http://www.srh.noaa.gov/ridge2/fire/> NOAA Fire Weather
- http://www.spc.noaa.gov/products/fire_wx/ NOAA Fire Outlook
- <http://www.gsa.gov/portal/category/21287> GSA Perdiem
- <http://www.nwcg.gov/> NWCG
- <http://www.nwcg.gov/publications/position-taskbooks> NWCG Taskbooks
- <http://www.nwcg.gov/publications/agency-taskbooks> Agency Taskbooks
- <http://www.nwcg.gov/publications/fema-taskbooks> FEMA Taskbooks
- <http://inciweb.nwcg.gov/> InciWeb

Chapter 01 Federal Wildland Fire Policy & Guidance Overview

Scope

The Service Fire Management Handbook incorporates, by reference, all guidance in the [Interagency Standards for Fire and Fire Aviation Operations](#) (aka Redbook; National Fire Equipment System (NFES) #2724) Chapter 1 in addition to the following Service specific clarifications:

The Service Fire Management Handbook is a program reference guide that defines the implementation standards, requirements and procedures of the wildland fire management program for the U.S. Fish and Wildlife Service. To minimize duplication, the Fire Management Handbook references, instead of restating, Interagency implementation standards, requirements and procedures for wildland fire management in the [Interagency Standards for Fire and Fire Aviation Operations](#) (Redbook) and other policy and guidance reference documents. The Fire Management Handbook and Redbook provide guidance for implementing safe and effective fire and fire aviation operations.

The 2015 Fire Management Handbook replaces the 2014 version of this handbook.

Policy and Guidance Affecting Service Fire Management Operations:

Federal – DOI and the Service adhere to Federal Wildland Fire Management Policy and Guidance. Most documents can be found at the [National Wildfire Coordinating Group \(NWCG\) Website](#) including:

- *Guidance for Implementation of Federal Wildland Fire Management Policy (2009).*
- *Review and Update of the 1995 Federal Wildland Fire Management Policy January 2001*
- *Federal Wildland Fire Management Policy and Program Review, Final Report, December 18, 1995.*
- *National Interagency Mobilization Guide (NFES 2092).*
- *Prescribed Fire Complexity Rating System Guide (NWCG, NFES 2474, Publication Management System (PMS) 424).*
- *National Incident Management System (NIMS) Wildland Fire Qualification System Guide (NWCG, PMS 310-1)*
- *Prescribed Fire Complexity Rating System Guide (NWCG PMS 424, NFES 2474).*
- *Prescribed Fire Smoke Management Guide (NWCG, PMS 420-INFES 1279,).*
- *Interagency Prescribed Fire Planning and Implementation Procedures Reference Guide (NWCG, PMS 484) .*

Departmental – The Service adheres to Departmental policy documented in the Departmental Manual and guidance transmitted through memo or email. Most Interagency policy is incorporated directly or by reference into the Departmental Manual.

1 **Service** – The [Fish and Wildlife Service Directives System](#) contains the current policy
2 and management directives that affect the daily activities of the Service and its
3 employees. The Directives system consists of the Service Manual, Director's Orders, and
4 National Policy Issuances. The [Fish and Wildlife Service Manual](#) describes the structure
5 and functions of the Service's organizational units, documents re-delegations of the
6 Director's authority, and prescribes the policies and procedures for administrative
7 activities and program operations. We use it to communicate instructions and provide
8 guidance in administrative and program operations. The Service Manual is the primary
9 source of information on organizational structure, authority to function, policy, and
10 general procedures. Director's Orders are limited to temporary policy, procedures,
11 delegations of authority, emergency regulations, special assignments of functions, and
12 initial functional statements on the establishment of new organizational units. These
13 policies are necessarily broad and generally require management discretion or judgment
14 in their implementation. They represent the Director's expectations of how the Service
15 and its employees will act in carrying out their official responsibilities. These policies are
16 often supplemented with guidance distributed by memo or email.

17
18 **Service Fire Management Handbook** – The Fire Management Handbook is
19 incorporated by reference into the Service Manual (621 FW 1) and is designed to meet
20 the intent stated above. The Fire Business Guide provides Service standardized fire
21 business guidance for the Fire Management Program, and contains specific business
22 rules, definitions, and standard operating procedures to ensure consistent accounting and
23 reporting requirements set forth by the Service, Department of the Interior (DOI), and
24 Congress.

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Chapter 04

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

The Service Fire Management Handbook incorporates, by reference, all guidance in the [Interagency Standards for Fire and Fire Aviation Operations](#) (Redbook, NFES #2724) Chapter 04 in addition to the following Service specific clarifications:

No additional guidance at this time.

Chapter 07 Safety

The Service Fire Management Handbook incorporates, by reference, all guidance in the [Interagency Standards for Fire and Fire Aviation Operations](#) (Redbook, NFES #2724) Chapter 07 in addition to the following Service specific clarifications:

No additional guidance at this time.

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1 **Chapter 08**
2 **Interagency Coordination and Cooperation**

3
4 The FWS Fire Management Handbook incorporates, by reference, all guidance in the
5 [Interagency Standards for Fire and Fire Aviation Operations Handbook](#) (Redbook, NFES
6 #2724) Chapter 8 in addition to the following FWS specific clarifications:

7
8 Regional Fire Management Coordinators, with the assistance of the Zone Fire
9 Management Officer, are responsible for ensuring that Refuges within their Regions have
10 appropriate initial attack response alternatives identified, coordinated and documented
11 appropriately in the associated planning documents.

12
13 Refuge Managers/Project Leaders are responsible for arranging for appropriate initial
14 attack response capability for all FWS units with a fire occurrence history within their
15 zone of responsibility. This can be accomplished through any of the following means:

- 16 • FWS employees and equipment (fire funded and/or collateral duty) that meet the
17 minimum NWCG PMS 310-1 qualification requirements for suppression
18 response, and provide adequate capability to safely and effectively initial attack
19 fires.
- 20 • State and local cooperating agencies with an agreement or a legal responsibility to
21 provide fire suppression to the unit.
- 22 • Business organizations providing suppression services for a fee requiring upfront
23 annual payment.

24
25 Considerations for utilization of State or local fire departments:

- 26 • Many Fire departments or wildland fire agencies are required by law to respond to
27 all fires in their protection area. If protection is required by law, FWS lands can
28 not be excluded and the FWS will not provide reimbursement for any services
29 provided.
- 30 • Some FWS lands may lie in areas where fire protection is not required by law or
31 where fire protection is funded through service charges. These units may
32 establish fire protection agreements with nearby fire agencies. These agreements
33 must be reviewed by the RFMC and warranted contracting officer as appropriate
34 prior to approval.
- 35 • Mutual Aid Agreements were common in the past, but require that all participants
36 contribute on a basis comparable with other participants. These agreements may
37 no longer be appropriate where the Service lacks the capability to provide
38 comparable assistance.

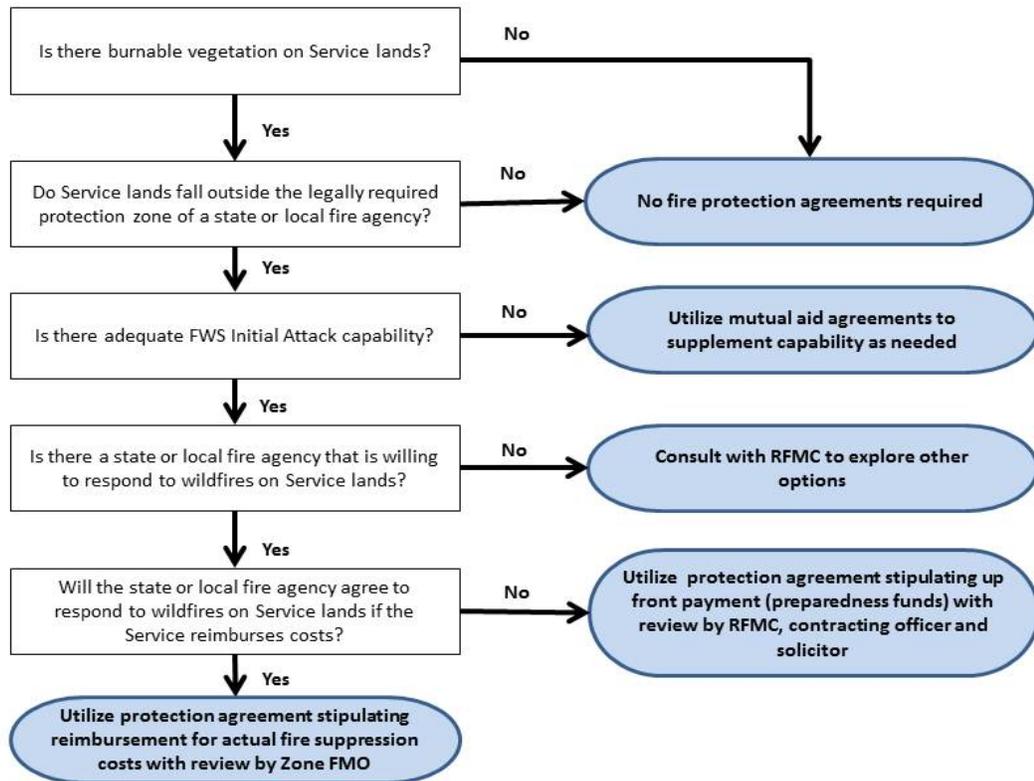
39
40 Considerations for payments of suppression service:

- 41 • Payments can only be made if there is an appropriate agreement or contract, and
42 the flowchart illustrates how to select when an agreement is needed and what type
43 of agreement is needed
- 44 • Protection agreements stipulating reimbursement for actual fire suppression costs
45 should be utilized rather than protection agreements stipulating upfront payment
46 whenever possible

- Payments are not appropriate if the refuge lies within the jurisdiction of a local fire department that is required by law to respond to all fires within their jurisdiction.
- These agreements must be reviewed by the RFMC, warranted contracting officer and Regional Solicitor as appropriate prior to approval

Management response to wildland fire must be outlined in the units Fire Management Plan, agreements, Annual Operating Plans, and local MOUs.

Suppression Alternatives Flow Chart



Chapter 09

Wildland Fire Management Planning

The Service Fire Management Handbook incorporates, by reference, all guidance in the [Interagency Standards for Fire and Fire Aviation Operations](#) (Redbook, NFES #2724) Chapter 09 in addition to the Service specific clarifications that follow.

Wildland fire management planning within the Service is a complex activity incorporating interagency fire management obligations and coordination at local, regional and national levels, the mission of the Service and the National Wildlife Refuge System, and local Refuge management. It occurs within the overall National Wildlife Refuge System and National Fish Hatchery planning process. The fire planning process is much more efficient and effective if the requisite land/resource management plans, such as Comprehensive Conservation Plans (CCP) for refuges and fish hatcheries, have been completed and approved.

This chapter is intended to enhance the capability of Agency Administrators, Zone Fire Management Officers (ZFMO), and other fire and Service personnel to develop, review, and update Fire Management Plans (FMP) that provide for safe, effective and efficient actions during wildfires, prescribed fires, non-fire hazard fuel reduction operations, and other related operations. An outline of responsibilities at local, regional, and national levels is included.

Authorities for Wildland Fire Management

There is a list of Acts and other mandates that provide the authority for managing wildland fires on Service lands, on lands where wildfire is threatening Service lands, and on adjacent lands. This information can be found in the Authorities for Wildfire Response on the Service's [Fire Management Planning Fishnet Page](#).

Planning Responsibilities

Local Fire Management Planning Responsibilities

The primary accountability for the development and content of an FMP, and the compliance needed for its implementation, rests with the unit Agency Administrator. During the development of a FMP, the Administrator depends on the local expertise of the fire staff, wildlife biologists, cultural resource specialists, and other local staff to ensure complete and appropriate content as well as compliance with federal, state, and local laws, requirements, and regulations. The annual FMP update policy is implemented and approved at the local level by the unit Agency Administrator in conjunction with the Zone FMO. Implementation plans described in the FMP, such as prescribed fire plans, are developed at the local level.

When the unit CCP is revised, the FMP must also be revised in the same planning effort and timeframe. This FMP revision requires regional level approval.

Regional Fire Management Planning Responsibilities

1 Regional Office fire management personnel are responsible for coordinating unit,
2 interagency and geographic area fire management planning efforts within their Region. In
3 addition, they are required to establish a formal FMP review and approval process with
4 regional subject matter experts for the revised FMP that was developed along with the
5 CCP. This will include identifying staff to provide biological, technical, fiscal and policy
6 reviews of the FMPs. The reviewing staff should be provided with parameters of the
7 review upfront to help expedite the process. The Regional Fire Management Coordinator
8 (RFMC), the Regional Refuge Chief, and their staffs are generally involved as well. A
9 Regional Director, or their designee, must approve all FMPs.

10 RFMCs will determine if preparedness plans are needed at the refuge/unit level or if
11 those plans developed by respective Geographic Area Coordination Centers provide
12 adequate guidance.

13 **National Fire Management Planning Responsibilities**

14 The Service Director and the Chief of the National Wildlife Refuge System are
15 responsible for related policy and for ensuring that FMPs are current. Development of
16 policy and oversight of wildland fire planning is delegated to the NWRS Branch of Fire
17 Management in the Division of Natural Resources and Planning. The Branch Chief and
18 staff are co-located with other federal Fire Directors at the National Interagency Fire
19 Center (NIFC) in Boise, Idaho.

20
21 Service Fire Management Branch Staff develop and update Service guidance for use with
22 the 2014 DOI Fire Management Plan Framework. (See - [Fire Management Fishnet](#) –
23 under Fire Management Plan Resources folder). They track the status of FMPs in a
24 Fishnet database for periodic reports to the Department or Congress.

25
26 NIFC fire staff review and propose updates to the Service Manual and the Service Fire
27 Management Handbook. They participate as members of interagency committees and
28 work groups under the umbrella of the National Wildfire Coordinating Group (NWCG)
29 which sponsors development and publication of standard training courses, Position
30 Taskbooks, interagency handbooks and guides such as the Wildland Fire Incident
31 Management Field Guide (PMS 210), and other similar products.

32
33 The NIFC fire staff plays a key Service role in development and execution of budgets for
34 the Wildland Fire Management Programs. The Wildland Fire Management budget is
35 managed as a set of discrete funds within the Department of Interior and has separate
36 Congressional appropriations from other Service functions. The NIFC fire staff relies on
37 wildfire occurrence data reports and prescribed fire and hazardous fuels project
38 implementation planning to develop and allocate budgets. This process is accomplished
39 with the oversight and involvement of the National Fire Leadership Team (NFLT), which
40 is a formal working group chartered by the Regional Refuge Chiefs. Executive
41 membership of the team includes Service Regional Fire Management Coordinators
42 (RFMCs) from Regions 1-8 and the Fire Management Branch's (FMB) Chief and Deputy
43 Chief.

Wildland Fire Terminology used in Fire Management Plans

The source of the terms and definitions in this chapter is the National Wildfire Coordinating Group (NWCG) Glossary of Wildland Fire Terminology, which represents federal, state, and local firefighting agencies and departments nation-wide. These definitions can change as wildland fire management policies change. For clarification of terms in this chapter and for the latest terms and definitions which may have changed since the update of this chapter, access the NWCG web site.

Fire Management Plan (FMP) Requirements

Table 9-1 identifies the FMP requirements for the Service.

Table 9-1 FMP Requirements by Risk Category

Criteria			Requirements		
Vegetative Description	Wildfire Management Strategy	Fuels Management Strategy	FMP	NEPA	Reviews and Revision
No burnable vegetation	Not Applicable	Not Applicable	Exempt	Exempt	Exempt
Burnable vegetation	Full Suppression	None	Wildfire Response Plan or Scalable FMP	None	Annual Review Required. FMP Revision tied to revision of CCP(s), other significant changes, or as deemed appropriate at Regional and/or Field Level
	Full Suppression	Utilize Prescribed fire and/or Non-fire treatments	Scalable FMP	EA or EIS	Annual Review Required. FMP Revision tied to revision of CCP(s), other significant changes, or as deemed appropriate at Regional and/or Field Level
	Full Range of Wildfire Management Response	None	Scalable FMP	EA or EIS	Annual Review Required. FMP Revision tied to revision of CCP(s), other significant changes, or as deemed appropriate at Regional and/or Field Level
	Full Range of Wildfire Management Response	Utilize Prescribed fire and/or Non-fire treatments	Scalable FMP	EA or EIS	Annual Review Required. FMP Revision tied to revision of CCP(s), other significant changes, or as deemed appropriate at Regional and/or Field Level

Every unit managed by the Service which has burnable vegetation must have an approved and current FMP. Units meeting the exemption criteria defined in Table 9.1 are not required to develop or maintain a FMP. Units which do not meet the exemption criteria must maintain a FMP unless exempted in writing by the Regional Director. The reason(s) for exemption must also be documented.

1 FMP Templates, consistent with the planning requirements identified in the Risk
2 Categories in Table 9.1 have been developed to assist in FMP development or revision
3 and may be found on the Service's [Fire Management Planning Fishnet Page](#).

4
5 The newly developed 2014 DOI Fire Management Plan Framework is scalable in nature
6 so you can developed a FMP that is more in line with the complexity and scope of your
7 unit. The new *DOI FMP Framework* may be found in the [Fire Management Planning](#)
8 [Fishnet Page](#). The *Wildfire Response Plan* can be used if: 1) the management strategy for
9 wildfires is 'Full Suppression' or "Suppression Only"; 2) suppression occurs via an
10 MOU or other Agreement; and 3) fuels management is not planned or conducted.. The
11 *Wildfire Response Plan* can be found in the same link as the DOI FMP Framework.

12
13 An approved FMP allows a manager to consider a wide range of management responses
14 to wildfires and to conduct prescribed fires. FMPs must be coordinated and approved by
15 the responsible Agency Administrator to ensure consistency with approved CCPs and
16 other management plans (e.g., habitat management plans).

17
18 **Annual Updates:** FMPs are intended to be dynamic and reflect current situations and
19 policies; therefore, to maintain currency, FMPs must be reviewed each year using the
20 nationally established [annual review process](#). Minor plan revisions may be accomplished
21 through an amendment added to the plan and signed by the line officer and servicing fire
22 management officer. A copy of a signed amendment, along with changes to the FMP and
23 appendices will be sent to the Regional office for documentation and updating of their
24 copy of the FMP. Without a current FMP, prescribed fires cannot be conducted and
25 response to unplanned ignitions can only be a full suppression strategy. Preparedness and
26 prevention activities can continue in the interim period as outlined in the expired plan.

27
28 **Revisions:** FMPs can be revised at any time; however, revisions are required following
29 the completion or revision of a CCP or when significant changes occur. An example of
30 such changes would be acquiring new lands for the unit that are different than those
31 currently on the unit and will need to be managed differently. Major scheduled revisions
32 to the FMP will follow the 15 year CCP revision cycle to provide consistency in
33 objectives and management strategy formulation. The FMP revisions stated in this
34 'revision' section will require Regional Office review and approval.

35
36 All new FMPs and those needing revisions due to significant change in land use or other
37 circumstances will use the most recent DOI Fire Management Plan Template (See
38 Fishnet - Fire Management Fishnet– under Fire Management Plan Resources folder) and
39 apply the most recent Service-specific guidance as it applies to the Framework. Units
40 that are revising FMPs may consider producing a spatially represented product in lieu of
41 the standard text product. Contact the National Planner for additional information on
42 these types of products.

43
44 Information required within the FMP depends on the wildland fire management activities
45 the unit plans on implementing. As described above, if a unit is not planning on
46 completing fuel treatments or using multiple objective wildfire, a FMP that addresses

1 wildfire response and post wildfire rehabilitation is sufficient. If the unit plans on using
2 fuels treatments and/or multiple objective wildfires, then these strategies must also be
3 addressed within the FMP and associated NEPA documents.

4
5 All wildfires will receive a management response. The response to wildfire includes all
6 of the response actions necessary to manage a wildfire for the duration of the event.
7 Therefore, the FMP must address a full range of wildfire management strategies for
8 suppression and/or multiple objective wildfire incident management. It is also necessary
9 to fully describe limitations or constraints that may apply to tactical operations.

10
11 As practicable, development of FMPs should take place on an interagency basis with
12 involvement of local partners, especially those with adjoining boundaries or who provide
13 fire management services through agreements or other approved instruments.

14
15 FMPs should describe the approval process and approving official for prescribed fire
16 plans and any other related operational plans as needed. Required elements and
17 components of prescribed fire plans are listed and described in the current version of the
18 *Interagency Prescribed Fire Planning and Implementation Procedures Guide*.

19 20 **National Environmental Policy Act Compliance**

21 National Environmental Policy Act (NEPA) requirements for activities on Service lands
22 are described in 621 FW1 and the 505 FW and 550 FW manual chapters. Additional
23 Departmental NEPA procedures may be referenced in 516 DM 1-6; or consult with the
24 Regional NEPA Specialist for details on the NEPA process.

25
26 Fuels management Categorical Exclusions (CE) developed by the Department of the
27 Interior and by the Service are available for use if appropriate. Departmental CEs are
28 listed in 43 CFR 46.210(k). Service-specific CEs are listed in 516 DM 8, 8.5 B (4-5). A
29 form for documenting fire management's use of CEs is available on the [Fire Management
30 Planning Fishnet Page](#).

31
32 CEs (Departmental or Service) cannot be used if exceptions to the CE apply. These
33 exceptions are listed under 43 CFR 46.215 and must be thoroughly evaluated before a CE
34 can be utilized.

35 36 **National Historic Preservation Act Compliance**

37 Service National Historic Preservation Act (NHPA) policy is found in Service Manual
38 Chapters 614 FW 1-5 and the Secretary of the Interior's Standards and Guidelines on
39 Historic Preservation.

40 41 **Other Regulatory Compliance**

42 Other compliance requirements include Section 7 of the Endangered Species Act (ESA),
43 (as amended in 1973), Section 810 of the 1980 Alaska National Interest Land
44 Conservation Act, and Section 118 of the Clean Air Act (as amended in 1990).
Additional federal, state and local compliance requirements may also exist.

Chapter 10 Preparedness

The Service Fire Management Handbook incorporates, by reference, all guidance in the [Interagency Standards for Fire and Fire Aviation Operations](#) (Redbook, NFES #2724) Chapter 10 in addition to the following Service specific clarifications:

Preparedness Plan

Refer to the [Interagency Standards for Fire and Fire Aviation Operations](#) (Redbook, NFES #2724) Chapter 10 for general Preparedness Plan definitions and information.

Preparedness Level/Step-Up Plans

Refer to the [Interagency Standards for Fire and Fire Aviation Operations](#) (Redbook, NFES #2724) Chapter 10 for general Preparedness Level/Step-up definitions and information.

The Step-Up Plan (Exhibits 10-1 and 10-2) will be reviewed and updated annually based on more current weather information as well as lessons learned from previous year(s).

The Step-Up Plan:

- Will include an introduction explaining the purpose of Step-Up Plan, how breakpoints were derived, weather station(s) utilized, potential issues with weather data, etc.
- Will contain accurate breakpoints between preparedness (staffing) levels.
- Will be based on NFDRS/CFDRS derived indices. The Step-Up Plan may also include other locally used indices such as Drought monitor, Live Fuel Moisture, etc.
- Will include a description of actions taken at each preparedness (staffing) levels.

Exhibit 10-1

XYZ WEATHER STATION (WIMS #)							
Data 1994 through 2004							
Analysis Period 04/01 – 10/31							
Description		Model T		Model G		Model L	
Danger Rating Adjective Class	Preparedness Level	ERC Range	BI Range	ERC Range	BI Range	ERC Range	BI Range
Low	I			0 - 18	0 - 20	0 - 10	0 - 9
Moderate	II			19 - 36	21 - 40	11 - 19	10 - 17
High	III			37 - 71	41 - 80	20 - 39	18 - 34
Very High	IV			72 - 90	81 - 98	40 - 50	35 - 42
Extreme	V			> 90	> 98	> 50	> 42

1 **Exhibit 10-2**

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STAFFING & ADJECTIVE CLASS; & DETERMINATION GUIDE	DESCRIPTION	ACTIONS TO BE TAKEN
<p style="text-align: center;">Staffing Class I</p> <p style="text-align: center;">Adjective Class Low</p> <p style="text-align: center;">Determination Guide:</p> <p>Four of the five criteria within description column fall within identified ranges for this severity level.</p>	<p>Numbers below for BI, ERC, and KBDI represent 90th percentile value divided by 4.</p> <p>Fuel Model G:</p> <ul style="list-style-type: none"> • BI: Range 0 – 20 • ERC: Range 0 – 18 • 1000 hr fuels: Greater than 20% • LFM: Greater than 250% <p>For Fuel Model L:</p> <ul style="list-style-type: none"> • BI: Range 0 – 9 • ERC: Range 0 – 10 <p>KBDI: 1 – 98</p> <p>Yearly Precipitation: Normal or Above</p> <p>Drought Monitor: None</p>	<ul style="list-style-type: none"> • Normal tours of duty; • Fire danger rating signs activated at start of the fire season; • Carry PPE while on duty; • Notify Pueblo Dispatch Center (PBC) of staffing class at intervals requested by PBC; • Minimum ICT5 + FFT2 respond to reported fire; • In early season, complete pre-season risk analysis;

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<p style="text-align: center;">Staffing Class II</p> <p style="text-align: center;">Adjective Class Moderate or Normal</p> <p style="text-align: center;">Determination Guide:</p> <p>Four of the five criteria within description column fall within identified ranges for this severity level.</p>	<p>Numbers below for BI, ERC, and KBDI represent 90th percentile value divided by 2.</p> <p>For Fuel Model G:</p> <ul style="list-style-type: none"> • BI: Range 21 – 40 • ERC: Range 19 – 36 • 1000 hr fuels: 16 – 20% • LFM: 225 - 250% <p>For Fuel Model L:</p> <ul style="list-style-type: none"> • BI: Range 10 – 17 • ERC: Range 11 – 19 <p>KBDI: 99 – 196</p> <p>Yearly Precipitation: 1 – 10% Below Normal</p> <p>Drought Monitor: D0 – D1 (Abnormally Dry to Moderate Drought)</p>	<p>All Level I Activities plus:</p> <ul style="list-style-type: none"> • All initial attack equipment ready in cache at all times; • Engines, Pumps and Saws checked weekly;
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<p>Staffing Class III</p> <p>Adjective Class High</p> <p>Determination Guide:</p> <p>Four of the five criteria within description column fall within identified ranges for this severity level.</p>	<p>For Fuel Model G:</p> <ul style="list-style-type: none"> • BI: Range 41– 80 • ERC: Range 37 – 71 • 1000 hr fuels: 13 – 16% • LFM: 150 - 224% <p>For Fuel Model L:</p> <ul style="list-style-type: none"> • BI: Range 18 – 34 • ERC: Range 20 – 39 <p>KBDI: 197 – 390</p> <p>Yearly Precipitation: 11 – 25% Below Normal</p> <p>Drought Monitor: D1 – D2 (Moderate to Severe Drought)</p>	<p>All Level II Activities plus:</p> <ul style="list-style-type: none"> • Minimum ICT5/ENOP + FFT2 with engine respond to reported; • Engines, Pumps, and Saws checked daily • Detection patrol following lightning activities and around high public use areas; • Post fire danger signs at entrances and high public use areas; • Stage 1 or Stage 2 Fire Restrictions may be implemented; • Begin coordination of potential closures with adjacent agencies; • Monitor availability of local fire suppression resources; • Begin preparing request for Short Term Severity and / or Severity Funding;
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<p>Staffing Class IV</p> <p>Adjective Class Very High</p> <p>Determination Guide:</p> <p>Four of the five criteria within description column fall within identified ranges for this severity level.</p>	<p>Numbers for BI, ERC, and KBDI below represent 90th thru 96th percentile.</p> <p>For Fuel Model G:</p> <ul style="list-style-type: none"> • BI: Range 81 – 98 • ERC: Range 72 – 90 • 1000 hr fuels: 8 – 12% • LFM: 85 - 149% <p>For Fuel Model L:</p> <ul style="list-style-type: none"> • BI: Range 35 – 42 • ERC: Range 40 – 50 <p>Yearly Precipitation: 26 – 45% Below Normal</p> <p>KBDI: 391 – 460</p> <p>Drought Monitor: D3 (Extreme Drought)</p>	<p>All Level III Activities plus:</p> <ul style="list-style-type: none"> • Minimum ICT5 + ENOP (or trainee) + FFT2 with engine respond to reported fire; • No fire equipment will be utilized for project work; • ICT4 available to respond; • 7-day effective coverage, including extended hours as determined by FDO; • Request activation of Short – term Severity and / or Severity Funding; • Detection Patrol Conditional; • Ensure that dispatch coverage maintains the capability to handle fire prevention, detection, and incident management activities; • Consider Information Officer working in conjunction with PFB distribute press releases regarding fire danger; • Coordinate Stage 1 or Stage 2 fire restrictions with adjacent agencies; • Coordinate potential closures with adjacent agencies; • FDO will monitor availability of PIDC Type III team and aviation resources.
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<p>Staffing Class V</p> <p>Adjective Class Extreme</p> <p>Determination Guide:</p> <p>Four of the five criteria within description column fall within identified ranges for this severity level.</p>	<p>Numbers for BI, ERC, and KBDI below represent 97th and above percentile.</p> <p>For Fuel Model G:</p> <ul style="list-style-type: none"> • BI: Greater than 98 • ERC: Greater than 90 • 1000 hr fuels: Below 8% • LFM: Below 85% <p>For Fuel Model L:</p> <ul style="list-style-type: none"> • BI: Greater than 42 • ERC: Greater than 50 <p>Yearly Precipitation: Greater than 45% Below Normal</p> <p>KBDI: Greater than 460</p> <p>Drought Monitor: D4 (Exceptional Drought)</p>	<p>All Level IV Activities plus:</p> <ul style="list-style-type: none"> • Minimum ICT3 + 2 engines each staffed with minimum ENGB and 2 FFT2s to respond to wildfire • Consider closure of public lands • Consider aerial detection flights
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Other Considerations to above table:

- When STAFFING LEVEL 3 or 4 is accompanied by a Lightning Activity Level of 4, 5, or 6 for the current day or within the previous 5 days, the STAFFING LEVEL may be adjusted to the next higher level respectively.
- Drought Monitor Index of D2 (Severe Drought) or higher (D3, D4, etc) may be used to justify adjustment of STAFFING LEVEL 3 and 4, to 4 and 5 respectively.
- Periods of elevated probability of human-caused fire occurrence, such as holiday weekends with increased visitation, may also be used to adjust the STAFFING LEVEL to the next highest level.
- STAFFING LEVELS 3 and 4 may be adjusted to 4 and 5 respectively if the Rocky Mountain Area preparedness level is Level 4 or Level 5.
- The Fire Duty Officer (FDO) will monitor the availability of other staff. Once initial attack resources are committed to an incident, the FDO will determine the need(s) for ensuring that adequate staffing is maintained for any additional response that may simultaneously occur.

Remote Automated Weather Stations Maintenance

Maintenance and repair of RAWS stations is critical to fire behavior indices as well as for use by other agencies. RAWS owned by the Service will meet maintenance and repair standards identified in the current version of the *Interagency Wildland Fire Weather Station Standards and Guidelines* (NWCG PMS 426-3). RAWS maintenance and repair is the responsibility of the Zone Fire Management Officer and station owner.

1 Individuals responsible for the maintenance on RAWS stations, changing out sensors, or
2 submitting post maintenance reports are required to have an individual access to the
3 Wildland Fire Management Information (WFMI) Weather Module. WFMI Weather
4 allows users in the field the ability to order sensors, update station narratives, notes, and
5 routes. Information on obtaining a WFMI Weather account can be found
6 <https://www.nifc.blm.gov/cgi/WfmiHome.cgi>.

7
8 The WFMI Weather module provides access to the weather data that is transmitted from
9 the more than 2500 RAWS located throughout the U.S. Locations of RAWS stations can
10 be searched online courtesy of the Western Regional Climate Center (WRCC) at
11 <http://www.wrcc.dri.edu>. Additionally, the WRCC website allows users to graph sensor
12 outputs making it easier to locate potential problems.

13
14 **Annual Maintenance** – The Zone FMO and station owner are responsible for ensuring
15 1) annual maintenance is completed per standards in NWCG PMS 426-3; 2) maintenance
16 and all other significant station activity is documented in the WFMI Weather Module.

17
18 RAWS that are over one month past due for annual maintenance can be set to not send
19 information to the Weather Information Management System (WIMS) to prevent these
20 stations from being used to inform critical fire management decisions. The decision to
21 turn off a station is the responsibility of the Regional RAWS Coordinator in coordination
22 with the Service National RAWS Coordinator and Regional Fire Management
23 Coordinator. Once annual maintenance has been completed, the station can be re-set to
24 send information to WIMS.

25
26 **Unscheduled Maintenance/Emergency RAWS Repairs** - Repairs to RAWS are to be
27 completed per standards identified in NWCG PMS 426-3. During the unit's fire season,
28 the Service allows the Zone FMO 7 days to initiate repairs (such as contacting RAWS
29 depot and ordering parts, etc.). This is more realistic and allows additional time beyond
30 what is identified in PMS 426-3. All activities will be documented in the WFMI Weather
31 Module.

32
33 **Weather Information Management System (WIMS)** - Maintaining the RAWS
34 information in WIMS is the responsibility of the Zone FMO. State of Weather and
35 observed weather observations will be completed daily. Dates for vegetative stages (such
36 as green-up, frozen, etc.) will also be completed annually by the Zone FMO following
37 guidance identified in the WIMS user guide.

38
39 More information on RAWS is located on the Internet at:
40 <http://raws.fam.nwcg.gov/index.html>

41 42 43 **Fire Severity Funding**

44
45 Fire Severity Funds are suppression operations funds intended to support extraordinary
46 preparedness activities and its use is consistent with approved preparedness plans. Fire

1 severity funding is not intended to raise preparedness funding levels to cover differences
2 that may exist between funds actually appropriated and those identified in the fire
3 planning process.

4
5 Units may request fire severity funding when wildfire response resources are insufficient
6 to meet the predicted fire workload on Service lands. Units/Regions may request 2 types
7 of severity funding depending upon the anticipated duration of need (see table).

8 9 **Short-term Fire Severity Funding**

10 Short-term Fire Severity Funding can be requested to implement preplanned actions from
11 an approved preparedness or step-up plan when the unit anticipates being at PL4 or PL5
12 (or equivalent) for less than seven consecutive days, or when the need is only for
13 extending the days/hours of existing staff. In rare instances, local Interagency resources
14 may be utilized to cover Service short-term severity events. If local Interagency resources
15 are required to support Service severity activities for a period longer than 4 days, the
16 long-term severity process must be utilized. RFMCs are authorized to approve the
17 expenditure of short-term fire severity funds up to the annual \$300,000 Regional cap.
18 Units must request, through their RFMC, authority to expend Short-Term Severity funds
19 detailing the conditions necessitating the increase in preparedness activities. Short-term
20 Fire Severity Funding approvals are valid for the short-term event detailed in the request
21 and do not constitute a blanket annual approval to expend short-term severity funds.
22 Upon conclusion of short-term preparedness actions, FMOs are required to submit a
23 report to the RFMC detailing the funds expended and activities conducted during
24 emergency preparedness.

25 26 **Long-term Fire Severity Funding**

27 Long-term Fire Severity Funding can be requested when additional outside resources are
28 needed for an extended period of time. The need for additional resources must be based
29 upon existing approved preparedness plans or documentation of extraordinary conditions
30 that were not anticipated in the existing preparedness plans. Long-term Fire Severity
31 Funding requests must be approved by the Chief, Branch of Fire Management and must
32 follow the FWS Severity Request [Format](#) Severity funding templates, job aids and
33 checklists have been created for field units and Regional Offices and are located on the
34 Severity page of the Service's Fire Management SharePoint site:

35 <https://fishnet.fws.doi.net/regions/9/nwrs/fire/ops/severity/default.aspx>

36 37 **Severity Cost Accounting**

38 Fire severity work breakdown structures are initiated by the National Office in the Fire
39 Management Information System. Refer to the Fire Business Guide and FWS Fire
40 Management SharePoint site for additional information.

1 Refer to the Fire Business Guide, the Interagency Standards for Fire and Aviation
 2 Operations (Red Book) and the Service SharePoint site for additional severity guidance
 3 and templates for use.
 4

Fire Severity Funding Levels	Fire Severity Authorization	Additional Resources (as specified in preparedness plans)
Regional Level Short-Term Events (severity conditions and expected SC4 or 5 for less than one week)	Work Breakdown Structures are provided by the National Office to each Region on an annual basis	Approved by Regional Office Complete short term severity expense reports
National Level Long-Term Events (severity conditions and predicted SC 4 or 5 for more than one week)	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. Work Breakdown Structures are provided by the National Office for each approved request.	Approved by National Office Complete long term severity expense reports

5
 6 **Reporting Requirements**

7 Units will email a final report to the RFMC and the FMB within 30 days of ending long-
 8 term severity. The final severity report must include the following:

- 9 • Total amount authorized
- 10 • Total amount expended
- 11 • Short narrative of fire activity

12
 13 The requesting unit must keep all fiscal documents pertaining to the severity expenditures
 14 separate from other fiscal documents for audit purposes. This includes timesheets, both
 15 for permanent and any AD hires, travel vouchers, purchase documents, etc. Given
 16 potential changes in conditions, identify anticipated duration for continued use of the
 17 authorization.
 18

19 **Normal Unit Strength (NUS)**

20
 21 Refuges that have a Fire Management Plan and provide suppression responsibilities
 22 should also have a cache of firefighting tools and personal protective equipment (PPE)
 23 adequate to support all refuge initial attack staff. The numbers, types, and distribution of
 24 materials in caches will be dictated by the staffing, suppression strategy, fuels and fire
 25 history of the refuge. Cache equipment, other than capitalized property, is considered to
 26 be the station's Normal Unit Strength (NUS). It is the responsibility of the refuge, in
 27 coordination with local and regional fire management staff to establish specific refuge
 28 and complex initial attack NUS levels. Requirements beyond the initial attack level will
 29 be supported through the regional and national fire cache system. Maintenance of NUS is
 30 the responsibility of the refuge. NUS is a maximum level of all items for initial attack fire

1 suppression efforts, not for support of fires exceeding initial attack or prescribed fire
 2 activities. NUS will include personal protective equipment and safety items required by
 3 personnel for prescribed fire assignments. Personnel ordered for extended attack
 4 activities are not to be equipped from the refuge's NUS, but will either come equipped or
 5 equipped by a ground support facility. All refuges will develop a NUS list and have it
 6 approved by the RFMC. The list will become an attachment to the refuge's Fire
 7 Management Plan. Only those approved items may be replaced. The initial stocking of
 8 the cache with NUS items is a one-time expenditure of preparedness funds. If additional
 9 items are needed, they must be approved through the RFMC. All NUS items are to be
 10 maintained in such a way that they are not used for routine refuge operations. This may
 11 be accomplished by storing equipment in designated areas protected by a seal or in an
 12 individual locked enclosure. The inventory and location of these items should be included
 13 in the pre-attack plan. Excess and unneeded supplies and equipment should be transferred
 14 to other refuges or interagency caches.

15 Once a NUS level of equipment and PPE is established, routine replacement of lost,
 16 broken or worn out equipment should be through the normal Defense Logistics Agency
 17 fire program. Items can be ordered by using the National Stock Number found in the
 18 NWCG National Fire Equipment System Catalog, Part 1: Fire Supplies and Equipment,
 19 or through the Defense Logistics Agency (DLA) Wildland Fire supply program Website.
 20 DLA should be considered the first source of supply, but other sources can also be used.

21 Supporting Ongoing Fires - Ordering - During wildland and prescribed fire operations,
 22 support in the form of NUS supplies, other fire suppression equipment, crews and
 23 overhead can be ordered through the local interagency zone dispatch/coordination center

<u>Item</u>	<u>NUS Formula</u>
Rations, Shelters, Hard Hats, Head Lamps, Goggles, Packs, Line Gear, First Aid Kits, Sleeping Bags, Water Bottles	1 per red-carded individual plus 20%
Tents	1 per red-carded individual
Aramid Pants, Aramid Shirts, Gloves	2 per red-carded individual plus 20% for each size issued
Shovels, Pulaskis, McLeods, Flaps, Fire Rakes (Hand Tools)	2 per red-carded individual plus 10% for each type of tool. Mix of tools is determined by station based on local needs.
Flight Helmets	6 per helicopter contract plus 2 spares. Stations w/o contract aircraft that frequently use helicopters for fire activities should obtain 4.
Back Pack Pumps	1 per 2 red-carded individuals
Chain Saws, Portable Pumps, Fold-A-Tank	As approved by the RFMC depending on firefighting tactics.

Foam	15 gallons per engine
Hose - Portable Pump used for hose lays or any size engine	1.5 inch -900 feet 1 inch - 900 feet
Nozzles (1" and 1.5" - total)	2 - Portable Pump 4 - Light Engine 5 - Medium or Heavy Engine Plus 20% for total number of nozzles on engines, water and foam combined
Wyes, Tees, Wrenches, Relief Valves, Hose Clamps, etc.	2 - Portable Pump 2 - Light Engine 3 - Medium Engine 4 - Heavy Engine Plus 10% for each item listed as required in the inventory
Adapters and Reducers (Based on local and anticipated needs)	2 - Portable Pump 2 - Light Engine 4 - Medium Engine 5 - Heavy Engine Plus 10% for each item listed as required in the inventory.

1

2

Information Systems

3

4

There are a number of computer applications, which provide analysis and decision support for fire manager/resource manager. Numerous other computer applications exist which have merit and can be used by refuges, but are not supported by the national office. Supported applications include:

6

7

8

9

- **Weather Information Management System (WIMS)**

10

11

12

13

14

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22

23

- **The Fire Effects Information System (FEIS)**

24

25

26

A computerized encyclopedia of scientific information describing the fire ecology of more than 1,000 plants and animal species and plant communities. Access to FEIS is available through the Internet at <http://www.feis-crs.org/beta/>.

1
2

- **Wildland Fire Assessment System (WFAS-MAPS)**

3 The broad area component of the Wildland Fire Assessment System (WFAS-MAPS)
4 is generating National Maps of selected fire weather and fire danger components of
5 the National Fire Danger Rating System (NFDRS). NFDRS computations are based
6 on once-daily, mid-afternoon observations (2 p.m. Local Standard Time) from the
7 Fire Weather Network that is comprised of some 1,500 weather stations throughout
8 the Conterminous United States and Alaska.

9
10 Observations are reported to the Weather Information Management System (WIMS)
11 where they are processed by NFDRS algorithms. Many of the stations are seasonal
12 and do not report during the off season. WFAS queries WIMS each afternoon and
13 generates maps from the days weather observations. Each afternoon Fire Weather
14 Forecasters from the National Weather Service also view these local observations and
15 issue trend forecasts for fire weather forecast zones. WIMS processes these forecasts
16 into next-day index forecasts. Additional information is located on the Internet at
17 <http://www.wfas.net/>.

18
19

- **Lightning Detection System (LDS)**

20 Fish and Wildlife Service (FWS), National Interagency Fire Center (NIFC) has an
21 Annual licensing contract with the Bureau of Land Management (BLM) for a pre-
22 determined amount of Lightning User licenses. The User Licenses enables identified
23 FWS Users access to the Bureau of Land Management (BLM) Lightning Detection
24 System. FWS User licenses are updated each time this annual contract becomes due.
25 Identified FWS users can access the site via internet at
26 <https://www.nifc.blm.gov/cgi/WfmiHome.cgi>. A Username and Password is required
27 to access the system. Near real time lightning data can be acquired once logged onto
28 BLM Lightning. Users can generate custom maps for their specific purpose.

29
30

Wildfire Prevention/Mitigation

31
32 Information on risk assessments and planning can be found at:

- 33
- [PMS 457 Recreation Area Fire Prevention \(1999\)](#)
 - [PMS 458 Fire Communication and Education \(1999\)](#)
 - [PMS 459 Fire Education Exhibits and Displays \(1999\)](#)
- 34
35

36

- **Prevention Goals**

- 37
- Reduce the likelihood of both human-caused and unwanted naturally-
38 ignited wildfire spread that could result in unacceptable loss.
 - Decrease the frequency of human-caused fires.
 - Reduce emergency suppression costs.
 - Reduce fire size and intensity by developing programs such as fuels
40 reduction/modification.
 - Establish cost-effective prevention programs at the national, regional, and
42 refuge levels.
- 43
44

- 1 ○ Integrate and coordinate prevention programs with State foresters, nearby
- 2 land management agencies, and wildfire protection organizations.
- 3 ○ Promote the creation of incentives for building and maintaining fire-safe
- 4 structures and fire-safe communities to reduce the unwanted consequences
- 5 of fire.
- 6 ○ Minimize damage from unwanted wildfire occurrence.
- 7 ○ Incorporate prevention programs into our fire management outreach
- 8 programs.
- 9
- 10 ● **Prevention Priorities**
- 11 ○ Our highest priority in the prevention program is to prevent catastrophic
- 12 fires and human-caused wildfires. All levels from the field through the
- 13 Washington Office Directorate will exhibit action committing to an
- 14 effective prevention program.
- 15 ○ Our prevention program is designed to minimize losses from wildfire
- 16 while considering resource management objectives.
- 17 ○ Our prevention program encourages a cooperative interagency approach
- 18 among all Federal, State, county, and municipal agencies/entities and is
- 19 consistent with our objectives and National Outreach Strategy guidance.
- 20 ○ The Project Leader is responsible for ensuring the investigation of every
- 21 wildfire to determine cause. Where evidence indicates the fire was caused
- 22 by arson or negligence (trespass), the Project Leader must protect
- 23 evidence and initiate a fire investigation. This investigation may range
- 24 from getting the responding fire crew to document the cause to requesting
- 25 a qualified arson investigator to perform a criminal investigation.
- 26 ○ The Project Leader must notify the Regional Fire Management
- 27 Coordinator of suspected arson
- 28 ● **Prevention Analysis**
- 29 ○ Each field office is responsible for performing a prevention analysis. Your
- 30 completed prevention analysis determines the scope, contents and need of
- 31 the fire prevention plan. Complete your prevention analysis for the same
- 32 planning period used in developing the Fire Management Plan. If this is
- 33 not possible the data base should be for the most recent 5 years. The
- 34 analysis serves as a justification for increasing, decreasing, and modifying
- 35 existing prevention activities.
- 36 ● **Prevention Plan**
- 37 ○ Your prevention analysis helps you determine if a prevention plan is
- 38 required. The problems you identify in the prevention analysis are
- 39 addressed and treatments are identified in the prevention plan.
- 40 ○ **Plan Submission.** If you identify a prevention problem when you
- 41 complete your prevention analysis, you must complete a prevention plan
- 42 unless your Regional Director issues an exemption.
- 43 ○ **Plan Amendment**
- 44 ○ You must periodically review your prevention analysis to
- 45 determine changes in human-caused fire incidence, cause, class of

1 people, location, changes in fuel loading or public use patterns. A
2 significant change or problem may require redirecting the current
3 program giving more emphasis to this area.

- 4 ▪ A prevention plan amendment is necessary when your review
5 justifies a change in the prevention program. The amendment is
6 submitted in the same way as the prevention plan.

- 7 • **Prevention Plan Implementation.**

- 8 ○ **Visitor Use Regulation.** Practice prevention enforcement at the level
9 necessary to gain compliance with fire laws and regulations.
- 10 ○ **Public Use Restrictions.** Project leaders have the authority to impose
11 public use and access restrictions in times of high fire danger. These
12 public use restrictions include:
 - 13 ▪ Restricted fire use in back-country; e.g., no cooking or warming
14 fires outside developed sites, etc.
 - 15 ▪ Restricting public use activities; e.g., off-road vehicles, back-
16 country access, etc.
 - 17 ▪ Restricting refuge operations or contract activities; e.g.,
18 construction, blasting, chain saw use, etc.
 - 19 ▪ Total or partial closure of the refuge.
- 20 ○ **Coordination of Closures.** You should coordinate all closures with the
21 State and adjacent Federal land management agencies. Joint agency
22 closures can be very effective and they are easier to manage and better
23 understood by the public when lands of similar hazard, regardless of
24 ownership, are treated the same. Notify and coordinate a closure or
25 restriction with all Federal, State, and local organizations responsible for
26 wildfire control whenever possible.

- 27 • **Interagency Cooperation.**

- 28 ○ Interagency cooperation is critical at all levels. Coordinating and sharing
29 resources among agencies can make prevention programs much more
30 effective. Carefully coordinate programs so they are complementary and
31 reinforce each other. Cooperative prevention programs should include
32 interagency committees, developing interagency public outreach
33 programs, and development and coordinated release of news stories to the
34 media. Cooperative interagency efforts in prevention activities with other
35 local fire authorities provide an excellent avenue for establishing cordial
36 relationships which pay dividends at the time of an emergency.

- 37 • **Prevention Training.**

- 38 ○ All personnel are responsible for wildfire prevention. Appropriate
39 employees should complete Fire Prevention Education 1 (PMS P101) to
40 ensure a basic understanding of wildfire prevention. This basic course is
41 available for purchase through the Publication Management System.
- 42 ○ Our field offices should work with their local cooperators to develop
43 effective prevention training programs for the mutual benefit of both.

44

Wildfire Cause Determination & Fire Trespass

To start things in motion, make a thorough investigation of the facts surrounding the fire and provide documentation in a trespass report. The report is completed by the Service employee who discovered the wildfire trespass or is assigned to the investigation. The trespass report is submitted to the Project Leader. Management shall at this point request assistance from Law Enforcement Officer (LEO) if there is any question on civil versus criminal penalties. The project leader should ensure investigation of each fire to determine whether natural or human causes started the fire. Where evidence indicates the fire was human caused, protect the evidence and initiate an investigation using qualified fire investigators. Initiate trespass actions to recover suppression costs and resource losses. Notify the Regional Fire Management Coordinator.

If the recommendation is to pursue as a trespass action because responsibility can be determined, a case number is assigned from the Refuge Case Log and the investigative file begins. If information at this point indicates the case to be criminal in nature, the LEO takes over further investigation. If information indicates the case will be a civil action, a Refuge employee with knowledge of investigative procedures may pursue the investigative process.

Upon fire trespass legal ruling and settlement determination (collection amount), the Service is responsible for the billing, collection and dispersal of collected funds. The collecting office will prepare a Bill for Collection DI-1040 indicating the **incident cost center FF.F46000 original fire incident project code** and forward the Bill for Collection to the cost accounting section (per Regional direction) along with supporting documentation. The cost accounting section will enter the Bill for Collection into FBMS, as well as prepare and send a “formal” bill to the plaintiff.

NOTE: It is “critical” that fire trespass collections and resultant spending transactions cite the original fire incident project code or the funds will lose their identity. A copy of the Bill for Collection must be forwarded to the Service Branch of Fire Management, Budget and Planning for National oversight.

Funds (check or money order) are to be deposited via Collection Transmittal 1 (fire trespass). Once fire trespass funds are deposited, they will be held by the collecting Region until the NFLT meets to discuss/negotiate current needs; funds will then be allocated based on NFLT decisions throughout the year. These funds may only be used for non-recurring contracts, interagency activities, temporary labor, and one-time purchases not requiring continued monetary commitment. These funds are not base funds; they are considered one-time funds and cannot be used to augment the preparedness budget. Funds may be used for fire activities in the wildfire prevention planning process, examples include: fire awareness, educational activities, law enforcement activities, and prevention and trespass training. Funds can also be used for restoration that is needed as a result of fire where, due to limitations on the use of

1 rehabilitation funds, restoration of developments damaged by a fire could not be
2 accomplished.

3
4 Please refer to the *Fire Business Guide* for additional administrative instructions and
5 guidance.

6
7 Depending upon a number of actions and reactions, there are situations where managers
8 must seek advice from appropriate Service specialists and Field or Regional Solicitors
9 (Solicitor) through established channels. The question of civil versus criminal recourse
10 requires outside input from technical experts. The nuances of investigation under civil
11 versus criminal cases differ, and require expert advice.

12
13 This Chapter should not be relied upon as the final authority in pursuing wildfire trespass
14 cost recovery. The references cited in the Departmental Manual, Part 620, 50 CFR, Part
15 28.32, and the Service Manual should be reviewed by those involved in wildfire trespass.
16 Managers need to know or be advised on what their roles, limitations, and capabilities are
17 in trespass cases (Service Manual 621 FW 1.5).

18
19 The costs incurred during suppression operations must be recovered in full if there is the
20 ability to pay. There is no room for negotiation on these costs. If the ability to pay does
21 not exist, a court decision could be handed down that might provide for payment in kind.

22
23 The manager does have the latitude to recommend alternative methods for recovery of
24 damages to natural resources or improvements. This recommendation would be
25 forwarded to the Solicitor through appropriate channels for a decision. If full payment is
26 not made to the Service while in the administrative phase of trespass, then it falls to the
27 legal system and its representatives to recover costs in whatever form is most appropriate.

28
29 It should also be remembered that an aggressive trespass program is also an excellent
30 prevention program. An appropriate level of media attention should be given to successes
31 of the trespass program in an effort to emphasize the positive preventative actions that
32 can be gained.

33 **Fire Investigation**

34 **Introduction**

35
36 All fires must be thoroughly investigated to determine cause and if negligence and/or
37 criminal intent were factors. Whether the fire was started from a careless act or was
38 willfully set must be determined in order to develop a successful fire investigation. Fire
39 investigation must be concurrent with fire suppression. Fire Investigation Methodology
40 and Techniques can be found in the NWCG Wildfire Origin and Cause Determination
41 Handbook (PMS 412-1)

42
43
44 **Wildland Fire Investigation Case Reports** At this point, an Initial Report of
45 Unauthorized Use (Exhibit 10-3), Wildland Fire Investigation Illustration and Sample

1 Case Report has been completed and submitted to the Project Leader. The
2 recommendation is to proceed with further investigation. The only question at this point
3 is whether this will be a civil or criminal investigation. Law Enforcement will be
4 consulted to determine in which direction to proceed. The Initial Report of Unauthorized
5 Use will become a part of the investigative report.

6
7 A trespass case number will be assigned from the Document Control Register (LEMAS)
8 or Law Enforcement Incident Log maintained at each Refuge office. The investigation
9 will then proceed. At this point, the trespass is still in the administrative process. The
10 Service could issue a billing and make full recovery of costs. We have not gone to the
11 judicial system yet.

12 13 **Civil**

- 14
15 ■ **Format.** The case report should be divided into five parts: Title Page, Synopsis,
16 Persons Named in the Report, Fire Investigation, and Appendix.
 - 17 ■ **Title Page.**
 - 18 ■ Fire name and number
 - 19 ■ Refuge
 - 20 ■ Fire date
 - 21 ■ Report prepared by
 - 22 ■ Position title
 - 23 ■ Period of investigation
 - 24 ■ Date of report
 - 25
26 ■ **Synopsis.** The Synopsis should be as brief as the writer deems necessary to
27 explain the case and to tie evidence into a narrative description. Discuss specific
28 elements of the violation (e.g., willfully and without Authority, sets fire on
29 National Wildlife Refuge). The writer should present facts that show negligence
30 and discuss any problems of conflicting evidence. It is not a substitute for the
31 investigation portion of the report. It should be factual, rather than conclusive. It
32 should be based upon the evidence developed during the investigation.
 - 33
34 ■ **Persons named in the report.** Attach a list of all persons mentioned in the report
35 by full name, address, phone number, and occupation
 - 36
37 ■ **Investigation.** This is the body of the report. It should consist of a chronological
38 description of what the Fire Investigator did in the investigation, whom he spoke
39 with and when, what was said, and what was observed. It is an account of all
40 matters developed in the investigation. Even minor things can prove extremely
41 important at a later date. Give authentic information regarding the names of
42 property owners who are involved in the case and any other individuals who
43 might be connected with the case, either as defendants or in any other direct
44 manner.

- 1 ▪ **Appendix.** Attach maps, sketches, and photographs which will aid in
2 comprehending locations, conditions, and circumstances described in the report.
3 Attach any statements taken from witnesses and a list of who was interviewed
4 without written statements, and to what they can attest. Include all related reports
5 and forms relevant to the case such as burning permits, Notice of Violation,
6 record of fire conditions, operating permits, slash status, weather records, dispatch
7 and radio logs.
8
9 ▪ **Processing.** Once evidence has been processed and suppression costs
10 determined, the case report should be put in final form. The case report should be
11 submitted for review to the FMO and Project Leader.
12

13 If a responsible party has been identified, a billing will be prepared and cost collection
14 procedures begun. A copy of the fire investigative report should be included in the fire
15 package.
16

17 **Criminal**

- 18
- 19 ▪ **Investigative Reports – Criminal**
- 20 ▪ The incident report is given a number and opens the case. It includes:
 - 21 ▪ Subject - address and physical description.
 - 22 ▪ Reporting person - either a confidential informant (CI) or informant. Include
23 address and phone number for informant, but not for the CI.
 - 24 ▪ Details clearly stating the violation and the "who, what, where, when, why, and
25 how" in a brief paragraph or two.
 - 26 ▪ Action and recommendation - describe what actions are to be initiated and
27 recommendations to consider.
- 28 ▪ The investigative report consists of:
 - 29 ▪ Cover page with primary information as to suspect, witnesses, violation, and a
30 short synopsis.
 - 31 ▪ Investigative results report which includes all actions taken by the Fire
32 Investigator concerning evidence collected, persons interviewed, sketches,
33 photographs, chain of custody receipts, and disposition form used when the case
34 has been adjudicated.
 - 35 ▪ Format example of the chronological order of a criminal report
 - 36 ▪ Criminal complaint
 - 37 ▪ Investigative report
 - 38 ▪ Investigative results
 - 39 ▪ Statement(s) of witness(es)
 - 40 ▪ Statement(s) of suspect(s)
 - 41 ▪ Photographs
 - 42 ▪ Sketches
 - 43 ▪ Evidence exhibits
- 44
- 45
- 46

Cost Determination

Introduction

All costs associated with a fire are to be determined by a qualified specialist who can assess damages and complete a damage appraisal report to accompany the fire trespass case.

Based on the appraisal, all costs to be reimbursed by the responsible party are determined and prepared by the associated refuge office. Calculation should encompass all costs, including those associated with the Service, States, other Federal agencies, rural fire districts, etc., and include resource damage rehabilitation costs, costs of repair or replacement of physical improvements, as well as all associated administrative costs.

Every attempt should be made to include all costs on the initial *Bill for Collection*. However, costs incurred after the initial bill has been sent should be documented with a subsequent *Bill for Collection* being sent or added during negotiation or with any settlement as a result of a court trial. The Service's Finance Center will follow up on any bills issued and not paid or not paid in full.

Resource Damages

Each burned area will be examined and the damages evaluated. The appropriate Resource Specialist should make the appraisal. Generally, damages will be the cost of emergency stabilization, burned area rehabilitation, and the value of resources burned minus any salvage value.

Emergency Stabilization Costs

These are charged to emergency stabilization funds and must be tied to a specific fire number (i.e., 10 digit cost center-FF.F2200000-fire number followed by a 0). Emergency stabilization is planned actions taken during and after a wildfire to stabilize and prevent unacceptable resource degradation or to minimize threats to life or property resulting from the fire. It includes such costs as reseeding to prevent immediate wind or water erosion and to prevent establishment of undesirable vegetative species, fencing of areas to prevent animals or humans from entering sensitive areas, and felling damaged trees posing threats to human safety.

Burned Area Rehabilitation Costs

This is the non-emergency replacement of facilities and resources damaged by wildfire or the re-establishment of ecosystem structure and functions. Rehabilitation is tied to a specific fire number (i.e. cost center FF.F3200000 fire code followed by a 0).

Suppression Related Rehabilitation Costs These are charged to suppression operations (FF.F20000) for rehabilitating on-site and off-site damage to resources caused by fire fighting actions, and are part of the fire bill.

Physical Improvement Damage

The damage or destruction of an improvement caused by the fire or fire suppression acts should be examined by qualified specialists and the cost of repair or replacement determined through bid estimates, appraisal, or contracting. Include only refuge-owned improvements.

Off-Site Values

These values are usually related to water sources which have dried up or structures damaged as a result of fire. Damage should be assessed using replacement cost. The damage of off-site values caused by the fire and/or fire suppression acts should be examined by qualified specialists and the cost of rehabilitation and/or values lost and repair or replacement determined through bid estimates, appraisal, or contracting.

Service Suppression Operations Costs

All direct costs incurred for the benefit of a specific fire are properly included as true fire costs for that case. They will include charges by the Service through Refuge(s), Regional Office(s), Office of Aircraft Services(OAS), National Interagency Fire Center (NIFC), Alaska Fire Service, agency fire caches, and agency coordination and dispatch centers. Other direct costs, such as the cost of fire investigation and preparing and processing a report, should be charged to suppression operations (FF.F20000).

These direct costs are the amounts applicable to a specific fire case that can be accurately and readily determined. Fire costs improperly charged to a fire should not be included in a billing. In order to accurately account for these fire costs, it is important that all Service financial input documents are coded directly to the specific fire number. Subsequently, all reasonable and necessary Service suppression costs will be reflected on the Fire Suppression Cost Report/Project Obligation Transactions Report produced by the Service's Financial Management Section.

Indirect (Administrative) Costs

An indirect cost rate may be added to the Service's direct amount being billed. This rate is commonly negotiated at the Regional or Unit level. Administrative/indirect costs include centralized data management, general administration, and other support functions performed jointly for which the amounts pertaining to specific fires cannot be determined accurately. These costs also are incurred for the benefit of more than one subactivity or fire, and in amounts too small to be reported on time and attendance reports or other financial documents that obligate monies.

Cost Database

The Service's Finance Center issues a monthly Project Obligation Transaction Report (POTR) that displays the costs associated with fire incidents. Correct costing to these fire codes is the responsibility of the organization. If costs are not coded to the correct fire code, it will be nearly impossible to determine the exact cost of a particular fire.

- Costs associated with aircraft services must be obligated/paid before these will be reflected in the POTR.

- 1 ▪ Payroll costs will be recorded in the month during which the actual payday falls.
- 2 ▪ Emergency Fire Fighter payroll will not be recorded until the certified schedule
- 3 reaches the Service's Payroll Office (Bureau of Reclamation), Denver, Colorado.

4 **Other Related Direct Costs**

5 Costs incurred by third parties such as State organizations, rural fire districts, protection
6 associations, and other Federal or State organizations must be compiled accurately for
7 billings and recovery from the party or parties responsible for the fire. These costs will
8 not appear on the Suppression Cost Report, and must be added.

9 **Civil Case Procedures and Billing**

10 **Fire Trespass and Case File**

11 All information regarding the fire case should be included in the case file. Included in
12 the case file are the fire investigation case report, photos, newspaper clippings, cost report
13 documents, and any correspondence. It should be organized in a logical manner and kept
14 in chronological order. Each case should be treated as if it will go into litigation.

15 **Trespass Register**

16 The case should be assigned a trespass case number from the regular Document Control
17 Register log.

18 **Case Preparation**

19 Back-up documentation for court litigations can be tremendous and in many cases,
20 originals of everything are required, i.e., T&As, invoices, etc. Once the fire investigation
21 case report has been completed and the case folder is in order, there are several options to
22 be considered in recovering costs associated with a trespass fire:

- 23 ▪ If it is apparent that collection of the costs will be uncontested, the refuge should
24 generate a *Bill for Collection* form, DI-1040 (Exhibit 10-4). This action does not
25 eliminate the use of the judicial systems. However, it is important that the criminal
26 case is resolved before pursuing civil remedies. It always strengthens the civil case if
27 any kind of criminal judgment is passed against the responsible party. This can be a
28 grand jury indictment up to and including an arson conviction. Each case should be
29 treated as if it will go into litigation.
- 30 ▪ In most cases the Service is under proprietary jurisdiction, and the option exists to
31 either use the State court system or the Federal judicial system to pursue collection of
32 fire costs. The option to pursue a State court remedy is not available in those cases
33 where the Service holds exclusive jurisdiction. Each case should be reviewed to see
34 which system will be most effective. Often, State laws are more appropriate when
35 dealing with negligent type offenses, such as reckless burning. These factors, along
36 with applicable State and Federal laws, should be considered when deciding what
37 avenue to pursue. If the facts and evidence of the investigation are insufficient to
38 show probable cause or the starting of the fire was clearly accidental and without
39 intent or negligence, then cases should be collected through a billing or demand letter

1 process. If this administrative procedure fails to obtain a full settlement, then it may
 2 be necessary to file a civil suit against the person in U.S. District Court. This is
 3 normally done through the Solicitor with the advice and consent of the U.S. Attorney.

5 **Trespass Notification**

6 Personal contact should be made, if possible, with the responsible party before a *Bill for*
 7 *Collection* is sent. A cover letter should accompany each bill. The cover letter should
 8 contain information such as the fire date, location, and cause of fire. It should list why
 9 the individual is the responsible party and is receiving a bill. It should also outline
 10 procedures and due dates for payment.

12 **Trespass Billing**

13 All *Bills for Collection* must be combined with the cover letter and a supplemental sheet
 14 that itemizes a breakdown of costs (retardant, etc). Once a bill has been issued (Exhibit
 15 10-4), all *Bills for Collection* must be sent by certified mail, return receipt requested.

16
 17 The *Bill for Collection* form, DI-1040, is used by all field stations to notify individuals or
 18 companies of outstanding debts owed the Service. One copy of the completed form is to
 19 be submitted in a blue envelope to the Service Finance Center, Cost Accounting Section,
 20 promptly upon issuance by field stations.

21
 22 The Service Finance Center will be responsible for any subsequent notices to the
 23 customer. A copy of all ensuing notices will be furnished to the appropriate organization.
 24 Instructions for preparing a *Bill for Collection* are as follows:

- 25
 26 ■ The "Bill Number" will consist of 10 numbers, with the first 5 digits being the
 27 organization code, the sixth digit being the fiscal year, the seventh digit being a "C,"
 28 and the last 3 digits corresponding to your sequential document numbering system.
 29 Numbers can be obtained either from the regular Document Control Register log or a
 30 Collection Control Register log maintained at the Regional/field office. Example:
 31 Bill Number 61520-4-C001
- 32 ■ The "Remit To" portion will mailed to the current lockbox address:

34	<u>Mailed Correspondence:</u>	<u>FedEx Delivery:</u>
35	U.S. Fish and Wildlife Service	U.S. Fish and Wildlife Service
36	Cost Accounting Section	Cost Accounting Section
37	P.O. Box 272065	7333 W. Jefferson Avenue, Suite 300
38	Denver, CO 80227-9060	Lake Wood, CO 82035
39		Phone (303) 984-6800

- 40
 41 ■ The "Date" is the billing date. With the "Description," a due date will be placed
 42 which is 30 days from the billing date. NOTE: The first overdue notice will be sent
 43 out 32 days from the date the Finance Center loads the bill into FBMS. The bill will
 44 be loaded within 1 work day of receipt. The 32-day period allows for interest and
 45 administrative charges to be assessed prior to the overdue notice being generated.
- 46 ■ "Payer" is the name and address of the individual or company billed.

- 1 ▪ In the "Description," furnish a detailed explanation of the materials/services
2 performed for the payer. In addition, the statement which follows must appear on all
3 DI-1040s: NOTE: Full payment is due within 30 days after the above billing date.
4 Prompt remittance is required to avoid the interest, administrative, and penalty
5 charges on delinquent debts. The interest rate applicable to this bill is _____%, in
6 addition to the \$_____ administrative charge per each delinquent notice. In order
7 for your account to be properly credited, please include a copy of this bill with your
8 payment. If you have any questions regarding this bill, please contact
9 _____ . Accounts more than 120 days overdue will be
10 assessed a 6 % penalty.
- 11
- 12 ▪ The interest rate applicable for inclusion into the above statement is determined
13 by the Department of Treasury. As this percent changes, notification will be
14 provided through subsequent FFS Bulletins. Penalties are charged in accordance
15 with the Debt Collection Act of 1982.
- 16 ▪ In addition, provide the payer with the name of a contact who is knowledgeable
17 about the specific nature of the issued bill.
- 18 ▪ Fill in the "Amount Due This Bill."
- 19
- 20 ▪ Provide all pertinent information necessary to properly classify the funds. This
21 includes cost center, subactivity, project, and fiscal year to which the billing is
22 applied. Upon remittance, the Service Finance Center will apply the collection to the
23 billing document number. The originating organization will be responsible for
24 sending any confirmation of receipt of payment to the payer. The Finance Center
25 must be notified any time the amount of the bill is going to be modified (upward or
26 downward), and also "cc" the Finance Center with any correspondence regarding the
27 billing. This documentation is required in the files if the bill has to be referred
28 elsewhere.
- 29

30 **Less Than Full Payment**

31 If at any time it appears that less than full payment may be negotiated, the Regional
32 Solicitor (Solicitor) will be involved. A complete case file should be submitted to the
33 Regional Office with a memo recommending the case be forwarded to the Solicitor. The
34 Solicitor acts upon recommendations by the Refuge and Regional Offices regarding
35 compromised settlements. The receiving office will apply monies received to the bill
36 using established collection procedures. At the same time, the difference between the
37 original bill amount and compromise amount will be written off as uncollectible.

38

39 **Litigation**

40 Each case should be handled as if it will ultimately end up in litigation. Careful attention
41 should be paid to following proper investigation and reporting techniques. Since wildfire
42 cases are relatively new to the judicial community, it may be necessary to spend some
43 time familiarizing the attorneys with char patterns and burn indicators, as well as general
44 fire terminology. It is well worth the effort to establish a rapport with these individuals.

45

1 Once the case is received and put into the judicial system, the attorneys will be in control
2 of the case. However, they will still work closely with Service personnel when additional
3 information or recommendations are needed.

4 **Case Follow-up and Closeout**

5 Not every case will come to a hasty conclusion. There are statutes of limitations from the
6 fire date to when action must be taken to identify the responsible party and prosecute or
7 pursue collection. Cases should be considered active until termination for cause or the
8 statute of limitations has expired.

9
10
11 Closeout of a case should include notification of the Regional Office, the appropriate
12 Refuge Manager, and any outside agencies involved. It should include letters to key
13 witnesses and notification to the news media.

14 **Criminal Case Procedures**

15
16
17 If the facts and evidence in the investigation indicate possible criminal intent, a law
18 enforcement officer should be contacted to determine if sufficient probable cause exists
19 to seek prosecution. Upon determination of probable cause, criminal prosecution may be
20 initiated.

21 **Misdemeanors**

22 Misdemeanors of a less serious nature may be handled administratively by oral and/or
23 written warnings. This is normally done when there is a technical violation of the law
24 (misdemeanor), but under the circumstances, the violation appears to have occurred
25 inadvertently or through ignorance of the law. Remember that the law requires us to
26 prove willful neglect under Section 303 of the Federal Land Policy and Management Act.
27 Either a Service resource or law enforcement personnel can issue a warning.

- 28
29
30 ■ More serious misdemeanor violations are to be treated by the violation notice that
31 calls for mandatory appearance before a U.S. Magistrate or by forfeiture of collateral
32 in accordance with a bail schedule. Only delegated Law Enforcement Officers are
33 authorized to issue violation notices.
- 34
35 ■ The option of filing a criminal complaint with the U.S. Attorney's office instead of a
36 violation notice is an option of the Law Enforcement Officer, depending on
37 circumstances and gravity of the violation.
- 38
39 ■ As in all law enforcement actions, appropriate line officials should be kept informed
40 of the law enforcement actions taken.
- 41
42 ■ After appropriate administrative measures have been completed, the case should be
43 closed with the closeout disposition form.

44
45 Examples of fire investigation processes and documents are located on the Service Fire
46 Management SharePoint site.

1

2 Felonies

3 In most cases, a felony committed in the presence of a Law Enforcement Officer should
4 be dealt with by making an arrest. Some circumstances might merit serving an arrest
5 warrant when more assistance is available, e.g., other refuge officers, special agents, local
6 law enforcement, etc.

7

- 8 ■ Where an actual physical arrest was not made, a criminal complaint becomes the
9 necessary document to bring the violator into custody.
 - 10 ■ An affidavit clearly spelling out the crime and the probable cause to arrest is then
11 reviewed by a judge.
 - 12 ■ When an arrest is made with or without an arrest warrant, a thorough search of the
13 suspect is to be performed to ensure the safety of the officer, the suspect, and
14 other persons.
- 15 ■ Only delegated Law Enforcement Officers are authorized to make arrests.

16

17 Channel for Prosecution

18 U.S. Attorneys prosecute all Federal laws, but will many times allow District Attorneys at
19 the county level to handle particular cases. Many times, District Attorneys will prosecute
20 cases when there is a corresponding State statute.

21

- 22 ■ A clear policy and understanding should be obtained from the U.S. Attorney's office
23 and individual District Attorneys to ensure appropriate procedures
- 24 ■ Law Enforcement Officers will coordinate criminal cases with appropriate
25 prosecutors.
- 26 ■ The Service policy regarding news releases relative to criminal investigations or
27 charges should be coordinated between Service Public Affairs personnel and the
28 Office of the U.S. Attorney with regard to Federal cases, and the local prosecutor for
29 State law violations. Normally, a press release is proper only after charges have been
30 filed with the court and/or the defendant has made an initial appearance before the
31 court system. These guidelines can vary, and should be formulated according to local
32 rules.

33

34 Trespass Glossary of Terms

35

36 Civil case

37 A civil case involves a trespass or civil wrong against a person or corporation. A civil
38 case can be proven upon a preponderance of evidence, whereas a crime must be "proven
39 beyond a reasonable doubt."

40

41 Civil offense

42 Any negligent act that causes damage to resources or properties of the United States.

43

44 Chain of custody

45 The steps an officer takes to ensure evidence is not "tainted" constitute the chain of
46 custody. All persons handling the evidence must be able to show the evidence was not

1 tampered with, and was in a secure location at all times prior to being introduced into
2 court action.

3 4 **Criminal case**

5 A criminal case involves a felony or a misdemeanor crime. A crime is a positive or
6 negative act in violation of treaties, statutes, and regulations pursuant to statutes. A
7 criminal case must prove the elements of the crime charged.

8 9 **Criminal complaint**

10 There are two types of criminal complaints - misdemeanor and felony. The complaint
11 charges a person or persons with a particular crime. It involves the use of witnesses and
12 confidential informants, evidentiary material, and shows "probable cause." Probable
13 cause is needed in the complaint to show the legal reasons why a person is charged with a
14 crime.

15 16 **Criminal offense**

17 Any unlawful ignition act intended to damage the United States or its properties, or
18 persons using public lands.

19 20 **Evidence**

21 Evidence has been defined as all the means by which any alleged matter of fact is
22 established or disproved. It includes testimony, records, documents, objects, etc., that
23 can be legally presented at a trial for the purpose of inducing a belief in the minds of the
24 court and jury as to the truth of the issue involved.

25 26 **Federal prosecution**

27 After a citation, criminal complaint, or arrest is made by an officer, the case is written up
28 as an official criminal report for review by an Assistant U.S. Attorney. When the case
29 warrants court action, the Assistant U.S. Attorney introduces the complaint to the court.
30 The defendant is then brought before the court for his initial appearance. At that time, the
31 judge will set a court date involving a court trial or trial by jury, or set sentencing if the
32 defendant pleads guilty.

33 34 **Felony**

35 Any offense punishable by death or imprisonment for a term exceeding 1 year is a felony.
36 An example of a felony would be 18 U.S.C. 1855, Wildlands Arson. This felony is
37 punishable by a fine of \$5,000 or imprisonment of not more than 5 years, or both.

38 39 **Fire investigation**

40 The process of determining the ignition source, materials first ignited, ignition factors,
41 and party responsible for a fire.

42 43 **Fire origin**

44 The primary purpose of a fire investigation is to determine what caused the fire, and
45 whether it was started by a natural ignition source (lightning) or person-caused. In most

1 fires, the first step is to determine where the fire originated. Determining the origin
2 narrows the search for and frequently pinpoints what caused the fire.

3
4 **Fire trespass**

5 Any unauthorized ignition of fire upon lands of the United States under the jurisdiction of
6 the Service.

7
8 **Fire suppression**

9 All work and activities connected with control and fire-extinguishing operations,
10 beginning with discovery and continuing until the fire is completely extinguished.

11
12 **Incident Commander (ICT1, ICT2, ICT3, ICT4, or ICT5)**

13 The IC is responsible for overall management of the incident and reports to the Agency
14 Administrator for the agency having incident jurisdiction. These positions may have one
15 of more deputies.

16
17 **Initial attack forces**

18 The first people assigned to a wildfire incident.

19
20 **Initial Attack Incident Commander (IAIC)**

21 The Incident Commander at the time the first attack forces commence suppression work
22 on a fire.

23
24 **Law Enforcement Officer**

25 The Service has two types of Law Enforcement Officers.

- 26
- 27 ▪ **Special Agent** - A criminal investigator of the Service who is qualified, trained, and
28 delegated authority by the Director to enforce applicable laws and regulations by
29 conducting criminal investigations.
 - 30
 - 31 ▪ **Zone/Refuge Officers** - An employee of the Service, who is qualified, trained,
32 uniformed, and who is delegated authority by the Director to enforce applicable laws
33 and regulations for the protection of resources.
- 34

35 **Litigation**

36 Any time a case has been referred to a Solicitor or prosecuting attorney for consideration,
37 it is said to be in litigation until conclusion of the case.

38
39 **Misdemeanor**

40 An offense less than a felony. A misdemeanor involves a monetary fine and/or
41 imprisonment not exceeding 1 year. An example would be 18 U.S.C. 1856, Fires Left
42 Un-attended and Un-extinguished. This misdemeanor is punishable by a fine not to
43 exceed \$500.00 and/or imprisonment of not more than 6 months.

44
45
46

- 1 **Negligent act**
- 2 Any unplanned act which lacks sufficient caution to prevent unwilling damage to
- 3 properties of the United States.
- 4
- 5 **State prosecution**
- 6 Crimes are prosecuted in a similar manner at the State level as at the Federal level.
- 7
- 8 **Witness**
- 9 Witnesses are persons who, through their senses, have knowledge of an act. Witnesses
- 10 have information that can be used in legal proceedings. The courts may require that
- 11 witnesses testify to first-hand information.
- 12
- 13 **Trespass References**
- 14 Wildfire Origin & Cause Determination Handbook (NWCG PMS 412-1, NFES 1874).
- 15
- 16
- 17
- 18
- 19
- 20
- 21
- 22
- 23 **Exhibit 10-3: Initial Report of Unauthorized Use**

INITIAL REPORT OF UNAUTHORIZED USE				Number	

				Region	

				Refuge	

				Date	
1. Name of person reporting violation*					
Address (include zip code)					

2. Occupation and title					
3. Date		a) Reported (month, day, year)		b) Discovered (month, day, year)	
4. Type of unauthorized use					
FIRE					
5. LOCATION					
Section	Township	Range		Subdivision	
Meridian	County		State		
6. How was the unauthorized use discovered?					
7. What does unauthorized use appear to be? (Check One)	Criminal			Civil in nature	
8. What is the recommendation? (Check one)	Report immediately to FWS Special Agent			Investigate further	
Name of reporting Officer				Title	

Comments and Recommendations (Include name and address of suspected unauthorized user, if known)
(Signature of Reporting Officer)
*Informant=s name may be held confidential at their request

1
2

Chapter 11 Incident Management

The Service Fire Management Handbook incorporates, by reference, all guidance in the [Interagency Standards for Fire and Fire Aviation Operations](#) (Redbook, NFES #2724) Chapter 11 in addition to the following Service specific clarifications:

Wildland Fire Management Standards

Every wildland fire on or threatening our lands will receive a management response.

Wilderness Wildfires - Wildfires in the wilderness or other especially reserved areas will be managed as identified in the approved Fire Management Plan and applicable land management plans (i.e. Wilderness Plan, CCP etc.) Line officers may authorize the use of all suppression methods, tools, and equipment, including motorized equipment, in wilderness areas or proposed wilderness areas. A minimum tool analysis will be used to determine wilderness values and objectives. The minimum tool analysis will be completed prior to a wildfire occurring in order to determine what, if any, types of motorized equipment, retardant, etc. will be permitted within the wilderness. This analysis will be attached as an appendix to the Fire Management Plan.

Contracts and Cooperative Agreements - Develop contracts and cooperative agreements to provide the primary backup suppression capacity on our lands whenever possible. Exercise care to ensure that such agreements and contracts are cost effective and provide adequate protection to our resources. The Division of Contracting and General Services and/or the Solicitor's Office will review them for legal sufficiency. An explanation of contracts and other types of agreements is in the Fire Management Handbook.

Non-Fire Funded Suppression- For field stations that do not have fire-funded personnel, it is expected that each field office with wildfire will maintain a minimal initial attack capability using field office staff that meet training and physical fitness requirements for wildland fire suppression or have current agreements in place for suppression responsibility by another agency. It does not include field offices in the following categories:

- Field offices that have fires posing little or no threat of resource loss;
- Alaska refuges, the Alaska Fire Service and its cooperator, the State of Alaska, provide wildland fire suppression services.

Air Quality and Smoke Management

Clean air is a primary natural resource value in all Fish and Wildlife Service units. Fire management activities which result in the discharge of air pollutants (e.g., particulates, carbon monoxide, and other pollutants from fires) are subject to, and must comply with, all applicable Federal, state, interstate, and local air pollution control requirements, as specified by Section 118 of the Clean Air Act, as amended (42 USC 7418). These requirements are the same substantive, procedural, and administrative requirements (See [561 FW 2](#)) that apply to a private person or other non-governmental entity. The protection of these resources must be given full consideration in fire management planning and operations.

1 Coordination with a state or states air regulatory office is required during the
2 development of resource and fire management plans in order to determine procedures for
3 compliance with state air quality regulations. The Service Air Quality Branch (AQB)
4 should be contacted on the proper procedures for obtaining coordination with the state or
5 states in which the refuge is located, or when notified by the state that an air pollution
6 violation has occurred.

7
8 At the time the draft Fire Management Plan is sent to the regional office for review, the
9 regional office will determine if the smoke management portions of the plan will be sent
10 to the AQB for review and comment. A copy of the comments from the AQB will be
11 returned to the region and will be forwarded to the refuge with the regional comments.
12 When the draft Fire Management Plan is in the region for review, the Regional Fire
13 Management Coordinator will ensure that the air quality coordinator reviews the smoke
14 management portion of the plan and the comments from AQB before they are returned to
15 the refuge. A copy of the air quality section(s) of the approved Fire Management Plan
16 will be sent to the AQB.

17
18 The [Smoke Management Guide for Prescribed and Wildland Fire 2001 Edition](#) (PMS
19 420-2, NFES 1279), is the Service's primary technical reference and should be referenced
20 when developing and implementing wildland fire management plans. Other useful
21 geographical and activity specific publications are:

- 22 ▪ [Southern Forestry Smoke Management Guidebook](#). Mobley et.al., USDA Forest
23 Service GTR SE-10, December, 1976. A very detailed and comprehensive book but
24 written specifically for the Southern States. It is an excellent reference for principles
25 of smoke management. The abbreviated principles listed below are from this
26 publication.
- 27 ▪ [Principles of Smoke Dispersion from Prescribed Fires in Northern Rocky Mountain
28 Forests](#). W.R. Beaufait and O.P. Cramer, USDA Forest Service, Division of Fire
29 Control, Northern Region, Missoula, Montana, August 5, 1969 (revised January 15,
30 1972). This publication covers the subject well but is confined to the Northern Rocky
31 Mountains.
- 32 ▪ [Slash Smoke Management Guidelines](#). Office of the State Forester, Salem, Oregon,
33 September 11, 1969. An excellent publication, though limited to slash burning and to
34 the State of Oregon.
- 35 ▪ Other useful publications can be found at the NIFC Smoke management website:
36 http://www.nifc.gov/smoke/smoke_publications.html.

37 38 **Post Wildfire Activities**

39
40 Service policy augments Department of the Interior emergency stabilization and burned
41 area rehabilitation policy and program guidance found in [Departmental Manual 620 DM
42 3](#), and the [Interagency Burned Area Emergency Response](#) and [Burned Area
43 Rehabilitation](#) Guidebooks, and Office of Wildland Fire (OWF) Memorandum 2015-10.
44

1 **Roles, Responsibilities and Accountability** - Plan preparation, review, approval, and
2 implementation require immediate action and span multiple program responsibilities and
3 disciplines as summarized below:

- 4 ■ Plan preparation - Refuge Manager
- 5 ■ Plan review
 - 6 ■ Compatibility and compliance review - Refuge Manager
 - 7 ■ Fiscal and policy review – Regional Fire Management Coordinator / National
 - 8 Burned Area Emergency Rehabilitation Coordinator
- 9 ■ Plan approval
 - 10 ■ < \$500,000 - Regional Director
 - 11 ■ ≥\$500,000 - Chief, Branch of Fire Management
- 12 ■ Plan implementation - Refuge Manager
 - 13 ■ Plan implementation oversight - Refuge Supervisor
- 14 ■ Program budget tracking and accountability - Chief, Branch of Fire Management
 - 15 ■ National Fire Plan Operations and Reporting System (NFORS) planning and
 - 16 initial project entry – National Burned Area Emergency Response Coordinator

17
18 **Planning** - Emergency stabilization and rehabilitation treatments may be described in a
19 single plan. The Emergency Stabilization Plan will specify only emergency activities and
20 treatments carried out within one year of wildfire containment. Plans must be completed
21 within 7 calendar days following 21 days after the fire's ignition date and approved
22 within 6 business days of receipt by the approving office (extensions can be granted by
23 the approving office). If ES treatments cannot be completed within the initial 1 year
24 period, the Director, US Fish and Wildlife Service may grant an extension of the time
25 period to December 31 of the second year following the ignition date. The extension
26 will only be considered if climatic conditions in the 1st year precluded completion of the
27 planned work. The Burned Area Rehabilitation Plan will specify non-emergency
28 activities and treatments which are compatible with approved unit management plans and
29 can be accomplished within 3 years following 21 days after the fire's ignition date. An
30 additional 2 years (5 years maximum from 21 days following the containment date) may
31 be approved for individual activities and treatments when extenuating circumstances can
32 be demonstrated as a separate request. A plan amendment, approved by the original plan
33 approval authority unless the total cost of the plan exceeds that authority, is required to
34 document and support any additional funding requests and can be made at any
35 time. Burned Area Emergency Response (emergency stabilization) and Burned Area
36 Rehabilitation Plan templates are provided.

- 37
- 38 ■ [Burned Area Emergency Response \(emergency stabilization\) Plan template and](#)
- 39 [examples](#)
- 40 ■ [Burned Area Rehabilitation Plan template and examples](#)

41
42 **Plan Review and Approval** - Project leaders submit electronic copies of completed
43 plans to the Regional Fire Management Coordinator (RFMC) and National Burned Area
44 Emergency Response Coordinator (NBAERC) for concurrent and coordinated technical,
45 fiscal and policy review. The RFMC presents the plan and RFMC/NBAERC approval
46 recommendations to the Regional Director for approval. Following Regional Director

1 approval, the NBAERC presents plans with estimated costs > \$500,000 to the Chief, Fire
2 Management Branch for final approval.

3
4 **Funding** - Emergency Stabilization and Burned Area Rehabilitation funding guidance
5 should be referenced when developing and implementing an Emergency Stabilization
6 and/or Burned Area Rehabilitation Plan. The FireCode will be used to establish the cost
7 structure for all post fire recovery projects. The appropriate cost structure will be
8 activated only after plan and funding approval. Consideration of additional Emergency
9 Stabilization or Burned Area Rehabilitation funding beyond the first year requires
10 monitoring results documented in the Annual Accomplishment Report (see Reporting
11 Requirements below).

- 12
- 13 ■ Emergency Stabilization funding is provided for no more than one year following 21
14 days after the fire's ignition date unless an exception has been granted. However,
15 emergency stabilization funding can be used for up to three years following total
16 containment of the wildfire for treatment effectiveness monitoring and to repair or
17 replace emergency stabilization structures or treatments where failure to do so would
18 imperil watershed functionality or result in serious loss of downstream values.
19 Emergency stabilization funding cannot be used to continue seeding, plantings, and
20 invasive plant treatments beyond one year. Continued treatment funding beyond the
21 first year requires an approved plan amendment including monitoring documentation
22 justifying the additional funding request and data entry into the NFPORS Restoration
23 and Rehabilitation module. Emergency stabilization plans and expenditures will
24 conform to standards in the [Interagency Burned Area Emergency Response](#)
25 [Guidebook](#).
 - 26 ■ Burned Area Rehabilitation funding is provided in one-year increments for no more
27 than five years following 21 days after the fire's ignition date. Obligating funds in
28 one fiscal year for use in another should only be done when there is not sufficient
29 time to initiate and complete the contracting necessary to begin treatment work
30 identified in an approved plan. All burned area rehabilitation projects or treatments
31 are funded on a priority basis as established by the Service. If necessary, the
32 selection of activities and treatments on prior-year fires will occur shortly after the
33 start of each fiscal year. Funding will be distributed when the Interior Appropriation
34 bill or other appropriate budget legislation is signed into law and the Department
35 transfers funding to the Service. Burned area rehabilitation plans will conform to
36 standards in the [Interagency Burned Area Emergency Response Guidebook](#).

37
38 **Budget Allocation** - The Branch of Fire Management will budget and allocate available
39 Emergency Stabilization or Burned Area Rehabilitation funds based on information in the
40 approved plan by:

- 41 ■ The original FireCode assigned during suppression efforts will be utilized within the
42 cost structure for the approved plan
- 43 ■ Establishing a FireCode compatible cost structure for the approved plan
- 44 ■ Initiating the budget allocation process based on fiscal year funding needs identified
45 in the approved plan.

- 1 ▪ Notifying (via e-mail) the regional fire management and budget offices of the funding
2 allocated.
- 3 ▪ The region or host unit will establish the appropriate cost structure using the host unit
4 Cost Center.

5
6 **Reporting Requirements** - A Burned Area Emergency Response (emergency
7 stabilization) and/or Burned Area Rehabilitation Plan Annual Accomplishment Report is
8 required to receive continued funding in years two and three. The reports are archived in
9 the field unit's project files and electronic copies are sent to the RFMC and the Branch of
10 Fire Management in Boise, Idaho, no later than September 15th each fiscal year.

- 11 • The Annual Accomplishment Report is in two parts. The first part is a written
12 narrative which will contain a project summary and document the actual initiation
13 and completion date, actual accomplishments, implementation actions and costs,
14 and treatment effectiveness monitoring results for each approved treatment and
15 activity identified in the Burned Area Emergency Response (emergency
16 stabilization) and/or Burned Area Rehabilitation Plan. The second part of the
17 report will be entering treatment and activity completion information into the
18 National Fire Operations and Reporting System (NFORS).

- 19
20 • Final Accomplishment Report-The Burned Area Emergency Response
21 (emergency stabilization) and/or Burned Area Rehabilitation Plan Final
22 Accomplishment Report will report overall actions taken in sufficient detail to
23 document all accomplishments, implementation costs and monitoring results. The
24 report(s) are archived in the field unit's project files and electronic copies are sent
25 to the RFMC and the Branch of Fire Management in Boise, Idaho, no later than 3
26 years and 60 days following the fire's ignition date. The reports will be posted to
27 the DOI sharepoint site:

28 <https://portal.doi.net/blm/portal/BAER/ESR%20plans/Forms/Upload%20view.aspx?RootFolder=%2Fblm%2Fportal%2FBAER%2FESR%20plans%2FUSFWS&FolderCTID=0x012000B35BC3185FF85542BD2C1F943593C3CE&View={67E54623-6684-4905-9742-D68C1A79BF28}>

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10

Chapter 12 Suppression Chemicals and Delivery System

The Service Fire Management Handbook incorporates, by reference, all guidance in the [Interagency Standards for Fire and Fire Aviation Operations](#) (Redbook, NFES #2724) Chapter 12 in addition to the following Service specific clarifications:

No additional guidance at this time.

Chapter 13 Training and Qualifications

The Service Fire Management Handbook incorporates, by reference, all guidance in the [Interagency Standards for Fire and Fire Aviation Operations](#) (Redbook, NFES #2724) Chapter 13 in addition to Service specific clarifications contained in this chapter. All personnel funded with fire funds who are hired under a position description containing firefighting duties will meet requirements for the appropriate fire position. Individuals will not be assigned to duties for which they lack training and qualification. All personnel hired as primary firefighters must meet the arduous fitness standard to maintain full fire funding and if the position is career status, arduous is required to meet special retirement considerations for fire.

Qualification Standards

The *Operations and Training Committee (OTC)* provides strategic management of operational and qualification standards for NWCG agency members in compliance with the National Incident Management System (NIMS). Input on current qualification standards or requests for changes to current standards should be channeled through Service representatives to the [OTC](#).

Wildland Fire Qualification System Guide (NWCG PMS 310-1) - The *National Incident Management System Wildland Fire Qualification System Guide* (NWCG [PMS 310-1](#)) establishes minimum requirements for training, experience, fitness, and currency for interagency wildland fire positions. Refuge personnel will meet PMS 310-1 standards for wildland fire qualifications unless otherwise specified in this handbook. State, local cooperators and contractors working on federal agency prescribed fires must meet the PMS 310-1 standards unless local agreements and/or contracts specify otherwise.

Federal Wildland Fire Qualifications Supplement - Minimum requirements for agency specific wildland fire positions not included in the PMS 310-1 can be found in the [Federal Wildland Fire Qualifications Supplement](#). FWS personnel may not use supplemental positions that are not endorsed by the FWS.

DOI Incident Positions Qualification Guide (IPQG) - The Department of Interior *Incident Positions Qualification Guide* ([IPQG](#)) establishes minimum standards for incident personnel using national “All-Hazards” standards. The [FWS Supplement Guide](#) provides additional FWS guidance for implementation of the IPQG.

Training Program and Processes

The Operations and Training Committee (OTC) provides vision and strategic direction for the development and delivery of NWCG training products and interagency wildland fire workforce development initiatives. Input on current interagency training and workforce development products or requests for changes should be channeled through the Service representative to the [Operations and Training Committee](#).

1
2 **Fire Management Instructors** - Each Region is responsible for the selection, training,
3 and certification of an adequate number of Service instructors for fire management
4 training. Funding for course instructors and subject matter participation is a local or
5 Regional fire management responsibility.

6
7 **Fire Management Curriculum** - Curriculum supporting fire management qualifications
8 and position certification is explained in the Wildland Fire Qualification System Guide
9 (NWCG PMS 310-1). Details relating to course descriptions and trainee/instructor
10 qualifications are provided in the NWCG Field Manager's Course Guide (NWCG PMS
11 901-1).

12
13 **Needs Analysis and Delivery** - Training needs analyses are developed each year at local,
14 regional/geographic and national levels. Complexity and organizational level descriptors
15 for entry, mid-level, and advanced course delivery can be found in the PMS 901-1.
16 NWCG approved training packages and course materials are available through the
17 Publications Management System at the National Interagency Fire Center. NWCG
18 National Fire Equipment System Catalog Part 2: Publications (NWCG PMS 449-2, NFES
19 3362), identifies materials and ordering procedures.

20
21 Attendance at national level (500 and 600) courses and attendee prioritization will follow
22 local geographic area processes. Regional Fire Management Coordinators will forward
23 priority candidates for these courses through their geographic area training
24 representatives. Nominations should be consistent with regional or geographic board
25 direction. Regions shall follow established Geographic Area and National Advanced Fire
26 and Resource Institute ([NAFRI](#)) protocol when nominating employees to S-520 or S-620.

27
28 **NWCG Course Equivalency** – An equivalent course is determined by agency identified
29 “evaluators” to be equal to a NWCG approved course. Awarding course equivalency is
30 an agency specific responsibility. Only agencies have the authority to certify their
31 employees meet NWCG training requirements when alternative course offerings are
32 used. Guidelines for course equivalency can be found in the [PMS 901-1](#).

33
34 Regions seeking course equivalency should conduct a detailed analysis and document
35 their findings on the USFWS Course Equivalency template. The analysis will then be
36 forwarded to the National Office for final approval. A new analysis must be completed
37 when the equivalent NWCG course is revised to ensure course equivalency continues.
38 All course equivalency determinations will be posted on the [Fire Management Fishnet](#)
39 [site](#).

FWS Course Equivalencies		
FWS Course Name	Course Name	Equivalent to
FW402 FWS Fire Instructor I	Fire Instructor I (NFPA 1041 standard)	M-410, when both FW 402 and FW 403 completed
FW 403 FWS Fire Instructor II	Fire Instructor II (NFPA 1041 standard)	M-410, when both FW 403 and FW 402 completed

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Incident Qualifications and Certification System (IQCS)

New user accounts, user account changes, and proposed system changes must be approved by the respective regional IQCS representative and the agency IQCS representative. User account related forms and requirements can be found on the [IQCS website](#).

Oversight – The Zone Fire Management Officer is responsible for oversight, input and maintenance of pertinent fire employee data and for ensuring that employees are trained, qualified, and certified at levels which meet preplanned needs for incident management response, initial attack and prescribed fire, and for ensuring the accuracy of annual Incident qualification cards. The Certifying Official (i.e. Refuge Manager or Project Leader) confirms through the issuance of an Incident Qualification Card that an individual is qualified to perform in a specified position.

IQCS Training – Authorized users must receive IQCS user training, appropriate to their anticipated system role, prior to accessing the system. Training can be obtained on-line through the IQCS website.

The Incident Qualifications and Certification System (IQCS) allows individuals to track experience gained on severity assignments where wildfires do not occur. Individuals will use the event code PP (Preparedness/Preposition/Mobilization) in IQCS to track experience gained on severity assignments. All wildfire experience gained while on a severity assignment will be coded to the appropriate incident identifier in IQCS.

Trainees may complete appropriate tasks in a position task book while on a severity assignment. Consult the PMS 310-1, *Wildland Fire Qualification Guide*, for event code definitions. A severity assignment is not a wildfire assignment until an actual fire occurs.

Service employees may only use positions listed in the following sources:

- Wildland Fire Qualification System Guide, PMS 310-1
- Federal Wildland Fire Qualifications Supplement
- DOI Incident Positions Qualification Guide (IPQG)

Approved agency positions are identified in IQCS under the FWS SetID. Service employees should not utilize agency specific positions available under other agency specific SetID's.

1
2 Employees that are no longer employed by the Service should be placed in INAC upon
3 termination of duty.

4
5 **Interagency Fire Program Management (IFPM) Requirements**

6
7 Service personnel in IFPM covered positions must meet the NWCG qualification and
8 additional training requirements identified for their positions. Information regarding
9 specific position requirements is available at <http://www.ifpm.nifc.gov/>.

10
11 **Employee Development**

12
13 The [Service Fire Management Employee Development Program](#) is based on the
14 following core mission principles:

- 15 - Develop leaders to meet Service Fire Management needs
- 16 - Build and maintain an operationally and technically proficient workforce
- 17 - Promote innovation
- 18 - Enhance communications of best management practices
- 19 - Promote workforce development opportunities that support the Service mission

20 The Employee Development Program supports local and regional needs by providing
21 supplemental funding for certain training and development opportunities. The program
22 seeks to support Service mission objectives by providing funding for development
23 activities that fall under three broad strategic focus areas including:

- 24 - Improving operational leadership and effectiveness
- 25 - Developing effective management skills
- 26 - Building foundational and advanced technical skills

27 Interested employees can find additional details on the program site:

28 (<https://sites.google.com/a/fws.gov/fws-fire-employee-development/>).

29
30 **U.S. Fish and Wildlife Service Specific Position Standards and Criteria**

31
32 Position taskbooks can be initiated prior to the completion of the required training,
33 however supervisors and trainees should carefully consider trainee experience history and
34 training needs before allowing them to start work on a position task book. All position
35 training requirements must be completed prior to position certification.

36
37 Experience and/or training requirements that exceed minimum standards identified in the
38 *Wildland Fire Qualification Guide* (PMS 310-1) for certain incident qualifications are
39 identified below. Service personnel must adhere to these additional requirements for
40 these qualifications.

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Prescribed Fire Burn Boss Type 2 (RXB2)

REQUIRED TRAINING

- Annual Fireline Safety Refresher (RT-130)
- Prescribed Fire Implementation (RX-301)
- Prescribed Fire Burn Plan Preparation (RX-341)
- Smoke Management Techniques (RX-410) *
- Introduction to Wildland Fire Behavior Calculations (S-390)

REQUIRED EXPERIENCE

- Satisfactory performance as a Firing Boss, Single Resource (FIRB)
- +
- Satisfactory performance as an Incident Commander Type 4 (ICT4)
- +
- Completion and Certification of PTB as a Prescribed Fire Burn Boss Type 2 (RXB2) on a prescribed fire incident.

PHYSICAL FITNESS LEVEL

Moderate

THESE POSITIONS MAINTAIN CURRENCY FOR RXB2

- Prescribed Fire Burn Boss Type 1 (RXB1)
- Prescribed Fire Manager Type 1 (RXM1)
- Prescribed Fire Manager Type 2 (RXM2)
- Strategic Operational Planner (SOPL)

RXB2 MAINTAINS CURRENCY FOR THESE POSITIONS

- Firefighter Type 1 (FFT1)
- Firefighter Type 2 (FFT2)
- Incident Commander Type 4 (ICT4)
- Prescribed Fire Burn Boss Type 1 (RXB1)
- Prescribed Fire Manager Type 2 (RXM2)
- Any Single Resource Boss (ENGB, FELB, FIRB, HEQB, CRWB)
- Strategic Operational Planner (SOPL)
- Strike Team Leader Crew (STCR)
- Strike Team Leader Engine (STEN)
- Strike Team Leader Heavy Equipment (STEQ)
- Task Force Leader (TFLD)

OTHER TRAINING WHICH SUPPORTS DEVELOPMENT OF KNOWLEDGE ANDSKILLS

- Fireline Leadership (L-380)
- Introduction to Fire Effects (RX-310)

Additional Information:

1 The RXB2 position is available in IQCS under the FWS SetID. Service employees
 2 should not utilize positions available under other agency specific SetID's when agency
 3 requirements exceed interagency standards.

4 * As of January 1, 2016, all new RXB2's (trainees with active PTBs) are required to
 5 successfully complete RX-410 Smoke Management training. All other qualified RXB2's
 6 will remain qualified based on previous training requirements.

7
 8 **Prescribed Fire Burn Boss Type 1 (RXB1)**

9
 10 **REQUIRED TRAINING**

11 Annual Fireline Safety Refresher (RT-130)
 12 Advanced Wildland Fire Behavior Calculations (S-490)
 13 Smoke Management Techniques (RX-410) **

14
 15 **REQUIRED EXPERIENCE**

16 Satisfactory performance as a Prescribed Fire Burn Boss (RXB2))
 17 +
 18 Completion and Certification of PTB as a Prescribed Fire Burn Boss Type 1 (RXB1) on a
 19 prescribed fire incident

20
 21 **PHYSICAL FITNESS LEVEL**

22 Light

23
 24 **THESE POSITIONS MAINTAIN CURRENCY FOR RXB1**

25 Prescribed Fire Burn Boss Type 2 (RXB2)
 26 Prescribed Fire Manager Type 1 (RXM1)
 27 Strategic Operational Planner (SOPL)

28
 29 **RXB1 MAINTAINS CURRENCY FOR THESE POSITIONS**

30 Firefighter Type 1 (FFT1)
 31 Firefighter Type 2 (FFT2)
 32 Incident Commander Type 3 (ICT3)
 33 Prescribed Fire Burn Boss Type 2 (RXB2)
 34 Any Single Resource Boss (ENGB, FELB, FIRB, HEQB, CRWB)
 35 Strategic Operational Planner (SOPL)
 36 Any Strike Team Leader (STCR, STEQ, STEN)
 37 Task Force Leader (TFLD)

38
 39 **OTHER TRAINING WHICH SUPPORTS DEVELOPMENT OF KNOWLEDGE
 40 AND SKILLS**

41 Advanced Fire Effects (RX-510)
 42 Fire Program Management (M-581)

43
 44 **Additional Information:**

1 The RXB1 position is available in IQCS under the FWS SetID. Service employees
2 should not utilize positions available under other agency specific SetID's when agency
3 requirements exceed interagency standards.

4
5 ** Smoke Management Techniques (RX-410) is now required for all RXB1's.
6 Individuals who have achieved this qualification but lack the training, have until January
7 1, 2021 to successfully complete the course. Trainees must complete RX-410 prior to
8 position certification.

11 **All Hazard Positions**

12
13 The Department of the Interior All-Hazards Incident Positions and Qualifications Guide
14 establishes the minimum standards for incident personnel responding to or managing
15 non-wildland fire incidents. Updated copies of the guide can be found at the DOI Office
16 of Emergency Management website; <https://www.doi.gov/emergency/ipgg>.

Chapter 14 Firefighting Equipment

The Service Fire Management Handbook incorporates, by reference, all guidance in the [Interagency Standards for Fire and Fire Aviation Operations](#) (Redbook, NFES #2724) Chapter 14 in addition to the following Service specific clarifications:

Remote Automated Weather Stations (RAWS)

The NWCG Fire Weather Subcommittee provides national leadership in wildland fire weather and climatology in support of effective fire management decision-making. As part of their role, the Fire Weather Subcommittee developed and maintains the *Interagency Wildland Fire Weather Station Standards and Guidelines* (NWCG PMS 426-3). The Service has adopted and follows the standards in this publication. The publication is available at <http://www.nwcg.gov/sites/default/files/products/pms426-3.pdf>

For more information on RAWS Maintenance, see Chapter 10 of this document
For Management Actions for Noncompliant RAWS Reports refer to [Interagency Standards for Fire and Fire Aviation Operations](#) Chapter 10.

Fire Vehicle Color and Striping National Standards

The Service adopted National standards for fire vehicle color and striping for wildland fire vehicles. New wildland fire engine acquisitions must conform to the color and striping standards. Compliance with the following standards are optional for all non-engine vehicles but are identified should the station desire to apply the standard to the fire fleet beyond the fire engine requirements.

Engines (*Light Class Trucks and other Wildland Fire Passenger Vehicles optional*)

Color

- Chassis shall be painted by the original equipment manufacturer with an automotive acrylic urethane or polyurethane paint and Oxford White in Color.
- Metal parts that are painted shall be gloss black acrylic automotive grade enamel.
- Items that are powder coated shall have a minimum 1-2 mm flat black powder coated finish.
- Blue lettering shall be Oralite 050 Blue or equivalent.
- Safety-yellow/green striping shall be (Red 204, Green 255, Blue 51 printed on white reflective and laminated), or equivalent in color.

Striping and Vehicle Identification

- All stripes shall meet NFPA 1906 (current edition) standards and ASTM D 4965 Standard Specifications for Retro-reflective sheeting for Traffic Control. Finish of the striping, numbering and emblems shall be void of air pockets or blemishes, and edges shall be smooth.

- 1 • All lettering and numbering shall be reflective in nature and conform to the minimum
2 requirements of ASTM D 4956, Standard Specification for reflective Sheeting for
3 Traffic Control, Type I, Class 1 or Class 3.
- 4 • All applicable signs, plates and labels listed in NFPA 1906 Standard for Wildland
5 Fire Apparatus current edition are required. They shall be permanent in nature and
6 securely attached and shall meet the requirements of NFPA 1906 current edition and
7 UL 969, Standard for Marking and Labeling System. Additionally they shall have
8 resistance to damage from temperatures between -30°F and 176°F and exposure to oil,
9 fuel, water, hydraulic fluids or other fluids used in wildland firefighting.
- 10 • Service vehicles shall be equipped with bold block italicized blue lettering ranging in
11 size from 3.5-12 inches with a verity of numbers and identifiers located on the doors
12 (15ea, 3.5 inch character), apparatus body sides (8 ea., 4inch characters), front (8 ea.,
13 4 inch characters), rear (4 ea., 4 inch characters), and Top-non italicized (4 ea., 12
14 inch characters). Additionally, FIRE in 4 inch bold block italicized blue letters; one
15 (1) on each side (integrated within in the 4 inch safety yellow reflective stripe, located
16 at the rear of the apparatus body, driver side and passenger side.), one (1) on the front,
17 and one (1) on the upper rear-facing driver side of the package. Numbers shall not be
18 placed in an area that reduces visibility; across door seams or reflectors and lights (16
19 total characters).
- 20 • A 4 inch white stripe shall be positioned at the front of the apparatus on the wings of
21 the bumper. Within the 4 inch white reflective stripe, 3.5 inch blue Block Bold
22 italicized reflective numbers placed on each end of the front bumper. Numbers shall
23 be centered horizontally and read left to right.
- 24 • Service units shall have a 4 inch safety-yellow/green stripe positioned on the sides of
25 the body and cab.
- 26 • Each vehicle shall have 4 inch blue Block Bold italicized reflective numbers placed
27 within, (or above) the striping above the front fenders (example 2425). Numbers
28 shall not be placed in an area that reduces visibility, across door seams or reflectors
29 and lights.
- 30 • The Service shield will be 12 inches in height and shall be placed on each front door,
31 centered left to right, integrated with any striping. Centered at the bottom of the shield
32 shall be the State and Unit identifier in 3.5 inch blue Block Bold italicized reflective
33 lettering (example AZ-BAR). The lettering "U.S. Fish & Wildlife Service" shall be
34 centered above emblem in approximately 1.5 inch (sized to be equal to the width of
35 the lower door) blue italicized reflective lettering.

36
37 *(Engines and Crew Vehicles Only)*

- 38 ○ Red and fluorescent yellow reflective chevron striping (6" color swatch width)
39 shall be installed. The striping shall be placed on the vertical rear facing surfaces
40 of the rear bumper in a chevron pattern sloping downward and away from the
41 centerline of the vehicle at an angle of 45 degrees to form a combined width of 4
42 inches.
- 43 ○ Installation of red/white reflector DOT stripe inside all vertical doors, chassis and
44 apparatus body shall be installed.
- 45 ○ *If applicable body style*, each compartment shall have 1.5 inch vinyl label located
46 on the lower rear corner of the compartment door. The compartment labeling

1 scheme for the driver side compartments shall be, D1 through D3 starting from
2 the front of the apparatus body working toward the rear, top to bottom. The
3 compartment lettering scheme shall be, for the passenger side compartments shall
4 be P1 through P3 starting from the front of the apparatus body working toward the
5 rear, top to bottom.

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Chapter 15 Communications

The Service Fire Management Handbook incorporates, by reference, all guidance in the [Interagency Standards for Fire and Fire Aviation Operations](#) (Redbook, NFES #2724) Chapter 15 in addition to the following Service specific clarifications:

Service Fire Tactical Frequencies

The Fish and Wildlife Service has been authorized and assigned Fire Tactical Frequencies for use within fire management Zones. Service Fire Tactical Frequencies are not authorized for use beyond the geographic boundaries identified with the Radio Frequency Agreements (RFAs) filed with the National Telecommunications and Information Administration. The fire tactical frequencies approved in 2014 have been delegated to the respective Regional Fire Management Coordinators for oversight and accountability of use. Specific frequency information may be requested from the RFMC.

The approved Service fire tactical frequencies registered in 2014 do not replace or restrict other frequencies which may already be approved and in use.

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Chapter 16 Aviation Operations/Resources

The Service Fire Management Handbook incorporates, by reference, all guidance in the [Interagency Standards for Fire and Fire Aviation Operations](#) (Redbook, NFES #2724) Chapter 16 in addition to the following Service specific clarifications:

No additional guidance at this time.

Chapter 17 Fuels Management

The Service Fire Management Handbook incorporates, by reference, all guidance in the [Interagency Standards for Fire and Fire Aviation Operations](#) (Redbook, NFES #2724) Chapter 17 in addition to the following Service specific clarifications:

Prescribed Fire and Non-Fire Fuels Projects

All FWS prescribed fires and non-fire fuels projects will be planned, implemented, and managed in accordance with all applicable policy, guidance, and standards (see <http://www.nwcg.gov/committees/interagency-fire-planning-committee>) including:

- *Review and Update of the 1995 Federal Wildland Fire Management Policy January 2001*
- *Federal Wildland Fire Management Policy and Program Review, Final Report, December 18, 1995.*
- *National Interagency Mobilization Guide (NFES 2092).*
- *Prescribed Fire Complexity Rating System Guide (NWCG, PMS 424, NFES 2474).*
- *Prescribed Fire Smoke Management Guide (NWCG, PMS 420-1, NFES 1279).*
- *Guidance for Implementation of Federal Wildland Fire Policy (February 13, 2009).*
- *National Incident Management System Wildland Fire Qualifications System Guide. (NWCG PMS 310-1).*
- *Interagency Prescribed Fire Planning and Implementation Procedures Reference Guide (the Guide)(NWCG, PMS 484)*

All prescribed fires and non-fire fuels projects will be managed in adherence to the standards described in the [Interagency Standards for Fire and Fire Aviation Operations](#) and the guidance set forth in this Chapter.

Management

Prescribed Fire

Prescribed fires and fuels management will be funded in accordance with guidance in the *FWS Fire Business Guide (2014)* and the *FWS Budget Allocation Handbook*.

Direction regarding private lands burning can be found on SharePoint at:

https://fishnet.fws.doi.net/regions/9/nwrs/fire/fuels/Shared%20Documents/Useful%20Docs%20for%20Fuels%20Mgt/fuels_treatment_on_private_land_faqs.pdf

Prescribed Fire and Non-Fire Fuels

MOU's, agreements, cost shares or contracts must be in place prior to any on-the-ground implementation.

1 **Planning**

2 **Prescribed Fire and Non-Fire Fuels Projects**

3 All fuels management projects need a plan that addresses management treatment
4 objectives. Plans should describe in clear, concise statements with specific measurable
5 resource and fuels/fire objectives for treatment implementation. Objectives will be
6 measurable and quantifiable so elements can be developed to meet those objectives and
7 aid in determination of project success following implementation.
8

9
10 Fuels management projects must be addressed in the applicable Fire Management Plan.
11 In addition, fuels projects must go through the appropriate National Environmental Policy
12 Act (NEPA) process, and meet other applicable requirements such as the National
13 Historic Preservation Act (NHPA), and Endangered Species Act (ESA) analysis or
14 justification (see Chapter 9 and 550 FW 3).
15

16 Fuels projects should 1) be planned on an interdisciplinary basis; 2) be integrated as
17 much as practicable with other resource management activities; and 3) serve to
18 implement the appropriate Comprehensive Conservation Plan (CCP) or other
19 Land/Resource Management Plan.
20

21 **Project File**

22 Units will maintain a project file for each prescribed fire and non-fire fuels project.
23 Project files will include:

- 24 • Original copy of the implementation plan along with any amendments, prescribed fire
25 Go-No-Go checklists, and agency administrator ignition authorization.
- 26 • Environmental compliance documentation such as NEPA, ESA, and cultural
27 clearances, etc.;
- 28 • Special documentation of planning requirements such as Wyden Amendment,
29 MOU's, or Interagency Agreement references, landowner agreements, other private
30 lands requirements, and any risk assessments and mitigation plans.
- 31 • List of persons contacted during the development and implementation of the plan
32 including Fish and Wildlife Service personnel, other agency personnel,
33 concessionaires, in-holders, special interest groups, refuge neighbors, concerned
34 publics, etc. The date of contact and comments will be recorded as appropriate.
35 Contact your local records management contact for any additional regional or local
36 requirements.
- 37 • A short narrative of the results, including a critique of effectiveness, future
38 recommendation(s), and lessons learned.
- 39 • All implementation documentation such as implementation organization charts, logs,
40 Incident Action Plans, weather forecasts, weather observations, and fire behavior, and
41 smoke dispersal observations.
- 42 • Final perimeter and/or treatment map
43

44 **Prescribed Fire**

45 Planned ignitions, including debris burning, must have an approved prescribed fire plan.
46

1 At a minimum, prescribed fire plans shall be prepared and reviewed per requirements in
2 the most recent version of the Guide. FWS has additional requirements/guidance to the
3 Guide that include:

- 4 • Prescribed fire plans will identify the organization(s) (including qualifications and
5 skill levels) that are required to safely implement the plan based upon the final
6 prescribed fire complexity analysis and a risk management assessment. Plans should
7 identify minimum organizations for the various phases of implementation
8 (blacklining, ground ignition, aerial ignition, holding, patrol).
- 9 • Prescribed fire plans may have multiple complexity analyses to address different
10 stages of implementation (Burn Boss qualifications and/or organization's). Refer to
11 the Guide for specific guidance.
- 12 • Programmatic Prescribed Fire Plans
 - 13 ▪ Low Complexity
 - 14 ○ Limited to where potential for escape is "negligible to nonexistent"
 - 15 ○ Limited to single complexity analysis
 - 16 ▪ Moderate/High Complexity
 - 17 ▪ All ignition units site specific information must be included in the
18 programmatic plan and go through technical review
- 19 • The final complexity rating is used as a basis for determining prescribed fire
20 organization, Prescribed Fire Burn Boss level, and mitigation measures.

21
22 The Service interprets low complexity prescribed fire plans to be limited to those with the
23 possibility of spread or spotting outside the project area is negligible to nonexistent and
24 that the potential for escape of a prescribed burn is low, as defined in the *Prescribed Fire*
25 *Complexity Rating System Guide (NWCG, PMS 424, NFES 2474)*.

26
27 Prescribed fire plans will identify contingency resources (and required qualifications and
28 fitness levels) and minimum response times for use if the fire exceeds prescription
29 parameters and the capability of planned on-site holding forces. Please see the Guide for
30 further information on contingency planning.

31
32 In addition to the Guide and bureau requirements, regions and/or local units may have
33 additional requirements for prescribed fire plans.

34
35 During prescribed fire planning and operations, all federal agencies will accept each
36 other's standards for qualifications. The minimum qualifications standard is National
37 Incident Management Wildland Fire Qualifications System Guide (NWCG PMS 310-1).

38
39 State, local cooperators and contractors working on federal agency prescribed fires must
40 meet the minimum qualification requirements in the National Incident Management
41 System Wildland Fire Qualifications Guide (NWCG PMS 310-1) unless local agreements
42 and/or contracts specify otherwise.

43
44 Prescribed fire plans will assess and mitigate potential smoke impacts, and be
45 coordinated with appropriate air quality specialists and Federal, State, Tribal, air

1 pollution control district or county regulatory authorities to ensure compliance with their
2 regulations (see Chapter 11).

3
4 An agreement will be required when any non-Service lands are being considered for use
5 as contingency.

7 **Project Review and Approval**

9 **Prescribed Fire and Non-Fire Fuels Projects**

10 Non-fire fuels treatment plans must have an agency administrator approval.

11
12 Agency Administrators are responsible for ensuring fuels and prescribed fire plans
13 receive adequate review and are approved according to Service direction.

14
15 Agency Administrators may delegate authorities to an acting Agency Administrator after
16 considering the complexity of the project and the training, qualifications, experience, and
17 demonstrated ability of the individual.

18
19 The Agency Administrator is responsible for ensuring hazardous fuels projects are in
20 compliance with the CCP, FMP, and Regional Guidance.

22 **Prescribed Fire**

23 Prescribed fire plans must be technically reviewed and approved following the process
24 identified in the Guide before they can be implemented.

25
26 The Agency Administrator is responsible for the Pre-Ignition Approval Checklist for any
27 prescribed fire projects under their authority.

29 **Prescribed Fire Implementation**

30
31 Prescribed fires must meet the Guide requirements.

32
33 Assigned staffing must meet qualification requirements and will be adequate to safely
34 implement the approved prescribed fire plan.

36 **Prescribed Fire during Geographical Area or National Preparedness Levels 4 and 5**

37 Approval is required for implementation of prescribed fire at Geographical Area or
38 National Preparedness Level (PL) 4. Written concurrence from the RFMC is required
39 prior to ignition

40 When in National PL 5, national approval is also required.

- 41
- 42 • Regional Chief's, or if designated, RFMC's or Regional fuels specialists, are
43 responsible for requesting concurrence for new prescribed fires when in National
44 Preparedness Level 5.
 - 45 • Preparedness Level 5 Prescribed Fire Concurrence Form (Exhibit 17-1) must be
46 completed by the Region and faxed or emailed to Branch for concurrence.

- Branch will respond to request by fax or email

After Action Reviews and Reporting

An After Action Review (AAR) will be conducted upon completion of fuels projects and prescribed fires.

Prescribed fires and non-fire fuels treatments must be documented including:

- FMIS report entered into FMIS within 15 days of declared out date (prescribed fire) or project completion (non-fire fuels treatments).
- Accomplishment report entered into NFPORS within 15 days (fire-funded fuels projects only) of declared out date (prescribed fire) or project completion (non-fire fuels treatments).
- Non-NFP accomplishment (Non-HFR or Fire funding) must be entered and summarized by state, by the NFPORS closing date, each FY. Guidance for these dates and data requirements are issued yearly in memorandum

Exhibit 17-1 National Preparedness Level 5 Concurrence Form
An MSWord version is available in the [Prescribed Fire folder](#) on the Fire Management SharePoint site under Fuels, Fuels Shared Documents

 <p>United States Department of the Interior— U.S. Fish and Wildlife Service National Preparedness Level 5 Prescribed Fire Concurrence Form</p>								
<p><small>Regional Chiefs, or if designated, RFMC's, or Regional fuels specialists, are responsible for requesting Branch of Fire Management (BFM) concurrence for new prescribed fires when in National Preparedness Level 5. Prior to forwarding the request to BFM, Regional Fire Management Staff will review proposed prescribed fire plan to ensure they meet standards as set forth by agency policy, are at an acceptable risk, and a high priority for completion. Regional staff should evaluate the potential need of resources from outside the local unit for each proposed prescribed fire and ensure that IA resources needs are met. It is advisable that Regional Fire Management Staff consult with their geographic area partners prior to forwarding the concurrence request.</small></p>								
Region								
Date								
Submitted By								
Phone Number	Office: _____ Cell: _____							
Describe Proposed Prescribed Fire:								
Station Name	Project Name	Lat/Long	Complexity	Acres	Primary Fuel Type	Ignition Start/End Date	Prescribed Fire Resources (See Note)	Contingency Resources (See Note)
<p><small>Note: List each prescribed fire by name. start/end date identifies date of ignition and date anticipated last date of anticipated of active fire activity (i.e. when will prescribed fire no longer require personnel to be on site) Enter engines, aviation resources, number of personnel, and crews required to implement the prescribed fire per approved fire plan; including identifying contingency resources, identify by agency type (i.e. federal, state, local VFD, etc.).</small></p> <ul style="list-style-type: none"> • Contingency resource availability has been confirmed with FMO: yes <input type="checkbox"/> no <input type="checkbox"/> • Contingency resources: on site <input type="checkbox"/> off site <input type="checkbox"/> both <input type="checkbox"/> <p><small>Describe current and expected conditions. Note: Include description of the potential risk of escape given fuel conditions (KBDI, ERC, BI, etc.) including the fuels outside of ignition unit, forecasted weather, Local Fire Danger Rating, IA coverage when personnel assigned to prescribed fire, other active prescribed fires, and other relevant information.</small></p>								
<p>Rationale for needing to conduct prescribed fire under current National Preparedness Level 5:</p>								
<p>Regional Office Use Only:</p>								
Written Approval Given/Denied				(whom/title)			(date/time)	
National Approving Official: _____					Date: _____			
<p><small>August 2015</small></p>								

Wildfire Declaration

The 2014 Rx Guide states: *A prescribed fire, or a portion or segment of a prescribed fire, must be declared a wildfire by those identified in the plan with the authority to do so, when either or both of the following criteria are met:*

- *Prescription parameters are exceeded and holding and contingency actions cannot secure the fire by the end of the next burning period, or,*
- *The fire has spread outside the project area or is likely to do so, and the associated contingency actions have failed or are likely to fail and the fire cannot be contained by the end of the next burning period.*

NOTE: The Service identifies a wildland fire as either a prescribed fire or wildfire. A single fire cannot be both.

Service interprets a prescribed fire to be singular. Personnel cannot declare a portion or segment of the prescribed fire as a wildfire resulting in two separate fires.

Once a prescribed fire is declared a wildfire, it cannot be converted back to prescribed fire status.

Each type of wildland fire, wildfire or prescribed fire, is a singular event. Acres cannot be double counted in reporting databases.

The prescribed fire plan acres accomplished and meeting the objectives, as identified in the prescribed fire plan, during the prescribed fire is reported as prescribed fire acres.

The area that is declared a wildfire, even if still in the prescribed fire plan area, cannot be identified as a prescribed fire accomplishment. The wildfire area is identified and reported as wildfire acres.

Prescribed fires burning off Federal lands onto non-Federal lands without an existing agreement with the landowner(s) must be declared a wildfire immediately.

All declared fires will be suppressed and will not be managed for resource benefits.

- Declared wildfires can be managed using confine and contain strategies.

Declared Wildfire Reviews

If a prescribed fire is declared a wildfire, the procedures described in the prescribed fire plan and Agency Administrator Ignition Authorization will be followed.

Zone FMO will notify the RFMC and Agency Administrator will initiate a Declared Wildfire Review. Refer to the Guide for further guidance regarding Declared Wildfire Reviews.

- The appropriate level of review will be determined by the RFMC or designee.

- 1 • A copy of all Declared Wildfire Reviews will be sent to the Headquarters, Branch of
- 2 Fire Management within 45 days of the fire being declared out.
- 3 • The National Fuels Specialist will submit the final report to the Wildland Fire
- 4 Lessons Learned Center.

5
6 If a significant event occurs other than a Declared Wildfire (deployment, entrapment,
7 fatality, near miss, etc.) refer to [240 FW 7](#) for reporting and investigative requirements.

8 **Hazardous Fuels Management Effectiveness Monitoring**

9
10
11 It is appropriate to use Fuels Management (FM) funding (utilizing a work break down
12 structure using an alpha code designator of W [WUI] or N [Non-WUI]) to facilitate
13 adaptive management when evaluating fuels management program and project
14 effectiveness, and to ensure that refuge resource management goals and objectives are not
15 compromised by the fuels management projects. The use of FM funds is limited to
16 monitoring the first and second order effects of fuel management projects/treatments
17 (prescribed fires and non-fire) on fuel and wildlife habitat composition and structure, as
18 recognized and well-described as measurable objectives in the approved refuge Fire
19 Management Plan and/or an approved Habitat Management Plan. Direction for
20 monitoring the effects of climate change on fire and fuels is not yet available. Legal
21 issues and lack of standards preclude any substantive Monitoring of the effects of climate
22 change at this time.

23
24 Monitoring of specific resource protection objectives for values may be paid for by FM
25 funding only until best management process and techniques can be established and
26 proven successful. It is suggested to limit this type of monitoring to those values that are
27 most important.

28
29 Although funding wildlife population inventories or fire effects research or management
30 studies on wildlife is not an appropriate use of FM funds, evaluating fuel management
31 projects/treatment effects on wildlife habitat composition and structure is intended to
32 complement these inventories, management studies and research projects.

33
34 Fuels management effectiveness monitoring requires the preparation and approval of a
35 monitoring plan. This plan can be a separate Fuels Treatment Monitoring Plan or part of a
36 holistic adaptive management program that integrates all refuge resource monitoring
37 activities. Whether separate or integrated the plan should contain:

- 38 • A full description of the fuel and wildlife habitat monitoring attributes, monitoring
 - 39 objectives, approved monitoring protocol description in sufficient detail that a
 - 40 successor can continue the monitoring, and the approved refuge Fire Management
 - 41 Plan and/or Habitat Management Plan reference identifying the monitoring need.
 - 42 • Description of management actions to be taken when monitored habitat attributes
 - 43 reach established threshold levels.
 - 44 • The refuge's commitment to implementing and completing the monitoring and
 - 45 management actions.
- 46

1 Regional Fire Management Coordinators will assure that before any fuel
2 project/treatment monitoring (beyond the first order fire effects monitoring in the
3 Prescribed Fire Plan) is approved for funding:

- 4 • The fuel and wildlife habitat monitoring activities are adequately described in the
5 approved Fire Management Plan and/or an approved Comprehensive Conservation
6 Plan or Habitat Management Plan.
- 7 • The monitoring protocols conform to regionally established fuel and wildlife habitat
8 monitoring protocols established under *Fulfilling the Promise* WH-10(1) action item
9 or the Service's Fuel and Fire Effects Monitoring Guide.
- 10 • The regional fire ecologist and/or wildlife biologist to determine if the proposed
11 protocols are the most cost effective and statistically defensible means of addressing
12 monitoring objectives independently review the plan.
- 13 • All stakeholders are aware of management changes that may result from the
14 monitoring results.

15 16 **Guidance from the Division of Fish and Wildlife Management and** 17 **Habitat Restoration**

18 19 **Prescribed Burning Off-Service Lands: Standards for alternative mechanisms of** 20 **implementing prescribed burning activities through the Service's private lands** 21 **programs.**

22
23 Use of Service personnel. Service personnel planning or implementing habitat
24 restoration projects on off-Service lands, using prescribed burning, must be certified, and
25 in compliance with all applicable departmental, Service, and regional fire management
26 policies. The project must have an agreement signed by the landowner authorizing the
27 use of prescribed fire on private land, and clearly stating the benefit to Federal Trust
28 resources.

29
30 The person in charge of fire operations specifically must meet the Burn Boss certification
31 requirements appropriate for the complexity level of the burn as derived from the
32 National Wildfire Coordinating Group (NWCG) Prescribed Fire Complexity Rating
33 System Guide. Based upon the outcome of the Complexity Analysis, the project officer
34 qualifications (RXB1, RXB2, or RXB3) will be assigned to oversee the implementation
35 of the project. The project must meet National Environmental Policy Act requirements
36 prior to ignition (621FW 2, 4A(2)), and have all the necessary permits and approvals. All
37 Service personnel participating in prescribed fires must meet the appropriate Service
38 training and experience qualification requirements as detailed in the Fire Management
39 Handbook. For all fire activities where the Service is involved a written prescribed fire
40 plan must be prepared, reviewed, and approved according to Service and regional
41 policies.

42
43 Service personnel may provide technical assistance regarding the ecological benefits of
44 conducting a prescribed fire on a project. Non-NWCG certified personnel must clearly
45 state that their recommendation for the use of fire is only to describe or project ecological
46 improvements they are not certified to provide any recommendations regarding the actual

1 design and implementation of the prescribed fire, nor will they participate in the
2 operational aspects of the prescribed fire.

3
4 Use of certified agencies. Local, State, Tribal and other Federal agencies could be the
5 partner actually planning and/or implementing the prescribed fire on private lands. The
6 NWCG recognizes the ability of cooperating agencies at the local level to jointly define
7 and accept each other's qualifications for prescribed fire. PMS 310-1 identifies the
8 minimum qualification standards for interagency prescribed fire operations, unless
9 otherwise specified in a local agreement. Departmental policy requires all Service
10 personnel engaged in interagency operations to meet these standards.

11
12 In some limited cases, the Service could provide funds to non-certified agencies for the
13 restoration and enhancement of Federal trust species habitats on private lands where
14 prescribed burning may or may not be used as a management tool. In these cases, the
15 Service will not have "substantial involvement" as defined in 31 U.S.C. 6301-6308. The
16 only mechanism to transfer funds to non-certified agencies where prescribed fire may be
17 used is a Grant Agreement. Grant Agreements with a non-certified state agency are for
18 the purpose of general habitat restoration activities. The Service cannot identify or
19 stipulate the techniques to be used for these habitat restoration projects. The task of
20 identifying these techniques is a responsibility of the state agency. Other funding
21 mechanisms such as Cooperative Agreements and Procurement Contracts require
22 "substantial involvement" of Service personnel and should not be used with non-certified
23 agencies.

24 Use of private cooperators. Private cooperators conducting a burn that is funded by
25 Service must be in compliance with NWCG, Service and regional policies regarding
26 prescribed burning. PMS 310-1 allows the establishment of standards to meet Service-
27 specific needs for operations that involve only Service personnel or, in some cases, local
28 cooperators. A written prescribed fire plan must be prepared, reviewed, and approved
29 according to Service and regional policies.

30
31 Hire private contractors certified by the Service. Private contractors who specialize in
32 providing fire management services must meet the NWCG standards contained within the
33 Wildland and Prescribed Fire Qualification Subsystem Guide, PMS 310-1, and meet any
34 other Service standards for qualifications and personal protective equipment (PPE). The
35 contract should specify these requirements as well as other regional and local standards
36 or work accomplishments they are to meet. There are vendors that are certified as
37 meeting the NWCG standards; however, the Service must still approve the burn plan. A
38 written prescribed fire plan must be prepared, reviewed, and approved according to local,
39 Service and regional policies.

40
41 Support only non-fire components. In the event one of the options above is not available,
42 the Service maintains the ability to only provide funding and/or technical assistance on
43 the non-fire components of the project. For example, the landowner is willing to
44 implement a project using prescribed burning without financial or technical assistance
45 from the Service, and the Service provides financial/technical assistance only to plant
46 trees or conduct seeding after the burn is complete. Service personnel may acknowledge

1 the potential ecological benefits of conducting a prescribed fire on a project, and that
2 prescribed fire may be used to complement activities funded by the Service, but the
3 planning documents and agreements must clearly state the limits of the Service's
4 involvement, that the Service is not responsible for the implementation of prescribed fire,
5 that the decision to use prescribed fire is the responsibility of the landowner, and that the
6 Service is not certified to provide any technical recommendations regarding the actual
7 design or execution of a prescribed fire.

8
9 **2007 Amendment-Prescribed Burning off Service Lands: Standards for prescribed**
10 **burning activities under Service-administered grant agreements.**

11
12 When conducting prescribed burning off Service lands under a Service-administered
13 grant agreement, State fish and wildlife agencies: (a) must comply with existing State
14 protocols that include compliance with pertinent Federal, State, and local laws; and (b) do
15 not have to comply with any requirements of the Fish and Wildlife Service Fire
16 Management Handbook provided that the Service does not have "substantial
17 involvement" in the project, as defined in 31 USC 6301-6308. Therefore, if these
18 requirements are met, State grantees under a Service -administered grant agreement do
19 not have to submit documentation under the grant agreement to reflect compliance with
20 requirements of the Fish and Wildlife Service Fire Management Handbook.

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Chapter 18

Reviews and Investigations

The Service Fire Management Handbook incorporates, by reference, all guidance in the [Interagency Standards for Fire and Fire Aviation Operations](#) (Redbook, NFES #2724) Chapter 18 in addition to the following Service specific clarifications:

No additional guidance at this time.

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Chapter 19 Dispatch and Coordination System

The Service Fire Management Handbook incorporates, by reference, all guidance in the [Interagency Standards for Fire and Fire Aviation Operations](#) (Redbook, NFES #2724) Chapter 19 in addition to the following Service specific clarifications:

No additional guidance at this time.