

# INDIAN AFFAIRS DIRECTIVES TRANSMITTAL SHEET

(modified DI-416)

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**EXPLANATION OF MATERIAL TRANSMITTED:**

This chapter documents policies, responsibilities, authorities, and standards that have general and continuing applicability to wildland fire activities under the jurisdiction of the Assistant Secretary - Indian Affairs.

This chapter replaces 90 IAM 1, Release #99-04, 5/25/99.



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Director, Bureau of Indian Affairs

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**FILING INSTRUCTIONS:**

Remove: 90 IAM 1 Release #99-04, 5/25/99

Insert: 90 IAM 1

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**1.1 Purpose and Objectives.** This chapter documents authorities, standards, and procedures that have general and continuing applicability to wildland fire activities under the jurisdiction of the Assistant Secretary - Indian Affairs.

## 1.2 Policy.

**A. Basic Policy.** Indian Affairs will adhere to the following wildland fire policies:

(1) **Safety:** Firefighter and public safety is the first priority. All Fire Management Plans and activities must reflect this commitment.

(2) **Fire Management and Ecosystem Sustainability:** The full range of fire management activities will be used to achieve ecosystem sustainability including its interrelated ecological, economic, and social components.

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

(4) **Use of Wildland Fire:** Wildland fire will be used to protect, maintain and enhance resources and, as nearly as possible, be allowed to function in its natural ecological role. Use of fire will be based on approved Fire Management Plans and will follow specific prescriptions contained in operational plans.

(5) **Rehabilitation and Restoration:** Rehabilitation and restoration efforts will be undertaken to protect and sustain ecosystems, public health, safety, and to help communities protect infrastructure.

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

(7) **Wildland Urban Interface:** The operational roles of the Bureau as a partner in the Wildland Urban Interface are wildland firefighting, hazard reduction, cooperative prevention and education, and technical assistance. Structural fire suppression is the responsibility of tribal, state or local governments. The Bureau may assist with exterior structural fire protection activities under formal fire protection agreements that specify the mutual responsibilities of the partners, including funding.

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

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

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(10) Preparedness: The Bureau will ensure the capability to provide safe, cost-effective fire management programs in support of land and resource management plans through appropriate planning, staffing, training, equipment, and management oversight.

(11) Suppression: Fires are suppressed at minimum cost, considering firefighter and public safety, and all values to be protected, consistent with resource objectives.

(12) Prevention: The Bureau will work with the other federal wildland agencies and with their partners and other affected groups and individuals to prevent unauthorized ignition of wildland fires.

(13) Standardization: The Bureau and its federal wildland partners will use compatible planning processes, funding mechanisms, training and qualification requirements, operational procedures, values-to-be-protected methodologies, and public education programs for all fire management activities.

(14) Interagency Cooperation: Fire management planning, preparedness, prevention, suppression, fire use, restoration and rehabilitation, monitoring, research, and education will be conducted on an interagency basis with the involvement of cooperators and partners.

(15) Communication and Education: The Bureau will enhance knowledge and understanding of wildland fire management policies and practices through internal and external communication and education programs. These programs will be continuously improved through the timely and effective exchange of information among all affected agencies and organizations.

(16) Agency Administrator and Employee Roles: Agency administrators will ensure that their employees are trained, certified and made available to participate in the wildland fire program locally, regionally, and nationally as the situation demands. Employees with operational, administrative, or other skills will support the wildland fire program as necessary. Agency administrators are responsible and will be held accountable for making employees available.

(17) Evaluation: The Bureau and the other federal wildland agencies will develop a systematic method of evaluation to determine effectiveness of projects through implementation of the 2001 Federal Wildland Fire Management Policy. The evaluation will assure accountability, facilitate resolution of areas of conflict, and identify resource shortages and agency priorities.

(18) Incident Business Management: The Bureau will work with other federal wildland fire agencies to provide uniform application of interagency policies and guidelines. Agencies shall follow the direction in the Interagency Incident Business Management Handbook in all functions except where specific agency legal mandates, polices, or regulations apply.

## **B. Operational Clarification for Consistent Wildland Fire Management Policy Implementation.**

(1) Only one management objective will be applied to a wildland fire. Wildland fires will either be managed for resource benefits or suppressed. A wildland fire cannot be managed for both objectives concurrently. If two wildland fires converge, they will be managed as a single wildland fire.

(2) Human caused wildfires will be suppressed in every instance and will not be managed for resource benefits.

(3) Once a wildland fire has been managed for suppression objectives, it may never be managed for resource benefit objectives.

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(4) The Appropriate Management Response (AMR) is any specific action suitable to meet Fire Management Unit (FMU) objectives. Typically, the AMR ranges across a spectrum of tactical options (from monitoring to intensive management actions). The AMR is developed by using FMU strategies and objectives identified in the Fire Management Plan.

(5) The Wildland Fire Situation Analysis (WFSa) process is used to determine and document the suppression strategy from the full range of responses available for suppression operations. Suppression strategies are designed to meet the policy objectives of suppression.

(6) Wildland fire use is the result of a natural event. The Land/Resource Management Plan, or the Fire Management Plan, will identify areas where the strategy of wildland fire use is suitable. The Wildland Fire Implementation Plan (WFIP) is the tool that examines the available response strategies to determine if a fire is being considered for wildland fire use.

(7) When a prescribed fire or a fire designated for wildland fire use is no longer achieving the intended resource management objectives and contingency or mitigation actions have failed, the fire will be declared a wildfire. Once a wildfire, it cannot be returned to a prescribed fire or wildland fire use status.

## 1.3 Authority.

**A. Statutes.** The statutes which authorize and provide the means for managing wildland fire on and or threatening lands under the jurisdiction of the Department of the Interior (DOI) are identified in Part 620 of the Departmental Manual, Wildland Fire Management.

**B. Regulations.** 25 Code of Federal Regulations (CFR) 163.28, Fire Management Measures.

**1.4 Guidance.** The following reports, guides and handbooks have been adopted as policy for the Bureau.

### **A. Government-wide:**

- (1) Federal Wildland Fire Management Policy and Program Review Report;
- (2) Federal Wildland Fire Management Policy and Program Review Implementation Action Plan Report;
- (3) Federal Wildland and Prescribed Fire Management Policy Implementation Procedures Reference Guide;
- (4) Interagency Fire Program Management Qualification (IFPM) Guide;
- (5) National Wildfire Coordinating Group (NWCG) Wildland and Prescribed Fire Qualification System Guide (PMS 310-1);
- (6) NWCG Fireline Handbook (PMS 410-1);
- (7) NWCG Interagency Incident Business Management Handbook (PMS 902);
- (8) NWCG Glossary of Wildland Fire Terminology (PMS 205);
- (9) National Interagency Incident Management Systems (NIIMS);
- (10) National Interagency Hotshot Crew Management Guide;

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- (11) Annual Interagency Federal Fire and Aviation Operations Action Plan;
- (12) Interagency Strategy for the Implementation of Federal Wildland Fire Policy Implementation;
- (13) A Collaborative Approach for Reducing Wildland Fire Risks to Communities and the Environment, 10-Year Comprehensive Strategy Implementation Plan;
- (14) Wildland Fire Use Implementation Procedures Reference Guide; and
- (15) National Response Plan.

**B. Department of the Interior:**

- (1) Departmental Manual Part 620, Wildland Fire Management; and
- (2) Department of the Interior Administratively Determined Pay Plan for Emergency Workers.

**C. Bureau of Indian Affairs:**

- (1) Wildland Fire and Aviation Program Management and Operations Guide;
- (2) Fuels Management Handbook;
- (3) Model 52 Wildland Engine Program Annual Operation Guide;
- (4) BIA Hotshot Crew Guide;
- (5) Emergency Firefighter Crew Management Guide;
- (6) National Fire Prevention Handbook;
- (7) Fuels Program Business Management Handbook;
- (8) Casual Pay Operating Guide; and
- (9) Memorandum of Understanding between Law Enforcement and Wildland Fire Management for Fire Investigation of Wildland Fire Incidents.

**1.5 Scope.** The provisions of this section of the Indian Affairs Manual (IAM) apply to all wildland fire management programs operated by the Bureau of Indian Affairs (BIA) and to those operated by an Indian tribe or tribal organization under a self-determination contract. Indian tribes which have negotiated Self-Governance Compacts are encouraged to comply with the standards contained in this section.

**1.6 Definitions.** Wildland fire management involves all fire program activities related to national, regional and field programs except aviation activities which are described in 57 IAM. This includes activities occurring on trust and restricted lands under the jurisdiction of Indian Affairs and on trust and restricted lands for which Indian Affairs has wildland fire management responsibilities. For other than wildland fire management terminology shown below, refer to the NWCG Glossary of Wildland Fire Terminology (PMS 205).

**A. Wildland fire** – any non-structure fire that occurs in the wildland. Three distinct types of wildland fire have been defined and include wildfire, wildland fire use and prescribed fire.

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**B. Wildfire** – any unplanned and unwanted wildland fire including unauthorized human-caused fires, escaped wildland fire use events, escaped prescribed fire projects, and all other wildland fires where the objective is to put the fire out.

**C. Wildland fire use** – the application of the appropriate management response to naturally-ignited wildland fires to accomplish specific resource management objectives in pre-defined designated areas outlined in Fire Management Plans. Operational management is described in the Wildland Fire Implementation Plan (WFIP).

**D. Prescribed fire** – any fire ignited by management actions to meet specific objectives. A written, approved prescribed fire plan must exist, and NEPA requirements (where applicable) must be met, prior to ignition.

## 1.7 Responsibilities.

### A. Director, Bureau of Indian Affairs:

- (1) Represents Indian Affairs on the Wildland Fire Leadership Council (WFLC);
- (2) Approves national level cooperative wildland fire management agreements with other Federal agencies and interagency wildland fire coordinating groups; and
- (3) Certifies funding authorizations for WFSA's submitted by regional offices for estimated costs over \$5,000,000.

### B. Director, Office of Trust Services:

- (1) Implements the policies and recommendations in the Federal Wildland Fire Management Policy and Program Review Report; and
- (2) Provides for the coordination of wildland fire management activities with other Federal, state, and non-government fire protection agencies.

### C. Chief, Division of Forestry:

- (1) Provides overall direction to the wildland fire management program; and
- (2) Serves on the Aviation Board of Directors.

### D. Chief, Branch of Fire Management:

- (1) Develops policies and standards for firefighter safety, equipment and training, and for the prevention, investigation, suppression and use of wildland fires on Indian trust and restricted lands;
- (2) Provides policies, standards and guidance to regional directors on the use of prescribed fire and fuels management to achieve hazardous fuel reduction and resource management objectives;
- (3) Integrates wildland fire management into natural resource management;
- (4) Establishes wildland fire management position competencies, standards and minimum qualifications for fire management officers, wildland fire specialists and leaders based on federal interagency standards recommended by the National Fire Aviation and Executive Board (NFAEB);

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(5) Implements national fire programs including: Fire Program Analysis (FPA), preparedness, hazardous fuels reduction, community assistance, prevention, emergency wildland fire operations, emergency stabilization, rehabilitation, medical standards, Interagency Fire Program Management Qualifications (IFPM), and joint fire science;

(6) Reviews and evaluates regional wildland fire management programs;

(7) Represents Indian Affairs in the coordination of overall wildland fire management activities at the National Interagency Fire Center (NIFC) and coordinates Indian Affairs representation on intra- and interagency wildland fire committees, groups and working teams, which include but are not limited to:

(a) National Wildfire Coordinating Group (NWCG);

(b) National Fire and Aviation Executive Board (NFAEB);

(c) National Multi-Agency Coordinating Group (MAC); and

(d) Wildland Fire Leadership Council (WFLC).

(8) In conjunction with other Federal Fire Directors, establishes priorities for assignment of critical resources during wildland fire emergencies;

(9) Approves all initiation or continuance of prescribed fire and wildland fire use applications at National Fire Preparedness Planning Level 5;

(10) Initiates or participates in boards of review concerning actions taken on selected wildland fires;

(11) Negotiates cooperative agreements and/or modification of existing national level agreements to improve wildland fire management activities on Indian trust and restricted lands;

(12) Reviews funding requests for hazardous fuel reduction, prevention, community assistance, facility construction, subsidiary and rehabilitation requests; makes determinations on funding levels and recommends approval to the Director, Office of Trust Services, based on guiding principles in the Federal Fire Policy, National Fire Plan (NFP), supporting documents and Secretarial directives;

(13) Approves and makes determination of funding levels for severity and emergency stabilization requests; and

(14) Oversees the national casual and vendor payment programs for emergency incident payments.

## **D. Regional Director:**

(1) Ensures that activities and/or plans reflect a commitment to safety and a state of readiness, commensurate with values at risk, to minimize wildfire loss;

(2) Oversees FPA, preparedness, hazardous fuels reduction, community assistance, prevention, emergency wildland fire operations, emergency stabilization, rehabilitation, medical standards, IFPM standards, and joint fire science;

(3) Develops regional level cooperative fire protection agreements;

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- (4) Submits funding requests to Chief, Branch of Fire Management for severity, hazardous fuel reduction, prevention, community assistance, facility construction, subsidiary and emergency stabilization and rehabilitation;
- (5) Directs regional movement of fire management personnel and equipment to meet emergency needs;
- (6) Determines when a critical fire situation has exceeded agency capability and ensures that qualified personnel take immediate charge of fire suppression activities; requests assistance when the wildfire situation exceeds the capability of the region's resources;
- (7) Certifies funding authorizations for WFSA's submitted by agency offices for estimated costs between \$2,000,000 and \$5,000,000;
- (8) Approves all initiation or continuance of prescribed fire burn and wildland fire use plans at National Fire Preparedness Planning Level 4;
- (9) Assigns boards of review on selected individual wildland fires which presented unusual problems or situations;
- (9) Negotiates cooperative agreements, self-determination contracts, and self-governance compacts with tribes for wildland fire management programs as needed;
- (10) Coordinates and implements regional FPA activities;
- (11) Oversees the region-wide casual and vendor payment programs for emergency incident payments;
- (12) Represents Indian landowners interests and Indian Affairs on Geographic Area Coordination Groups and on Multi-Agency Coordinating (MAC) groups; and
- (13) Develops region-wide wildfire investigation policies and procedures.

**E. Agency Superintendent**, unless excepted in regional directives:

- (1) Ensures that every wildland firefighter, fireline supervisor and fire manager takes positive action to obtain compliance with established standards and safe firefighting practices;
- (2) Protects Indian trust and restricted lands from wildfire by taking appropriate action as specified in the approved fire management plan to meet Indian landowner objectives or in the absence of an approved plan, takes immediate suppression action, consistent with other standards;
- (3) Develops plans, prepares agreements and implement activities for prescribed fires, wildland fire use, community assistance and/or other fuel reduction activities in accordance with approved implementation plans and established standards and guidelines;
- (4) Ensures agency fire management personnel develop and maintain fire management job qualifications and meet physical fitness standards in accordance with policy and assign personnel to fire suppression, prescribed fire, wildland fire use activities according to qualifications and demonstrated ability;
- (5) Develops, updates, and maintains the agency FPA, wildland fire prevention plan, annual mobilization plans, and ensures initial attack capability and management personnel availability to provide for an adequate level of protection from wildfire;



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- (6) Initiates, develops, and implements approved burned area emergency stabilization activities to prevent unacceptable resource degradation and to minimize threats to life or property resulting from wildfire;
- (7) Initiates, develops, and implements approved rehabilitation activities to protect and sustain ecosystems, public health, safety, and to help communities protect infrastructure;
- (8) Develops, updates and maintains agency FMP's;
- (9) Negotiates cooperative agreements with adjacent protection organizations as needed;
- (10) Negotiates reimbursable agreements with tribal, local, state, and other federal agencies for wildland fire management activities as needed;
- (11) Recommends a board of review be established to review actions taken on selected individual fires;
- (12) Ensures that all escaped prescribed fire and wildland fire use fires or prescribed fire and wildland fire use fires that result in resource or property damage are reviewed and investigated;
- (13) Requests assistance through appropriate interagency channels when the fire situation exceeds the capabilities of the agency's resources;
- (14) Initiates investigation of trespass from wildfires to determine cause and origin and if fire trespass has occurred;
- (15) Enters and maintains employee fire qualifications in the Incident Qualification Certification System (IQCS) and enters and maintains fire occurrence in the Bureau fire reporting system;
- (16) Documents the decision making process in a WFSA when a wildfire exceeds suppression efforts, management capability is inadequate to accomplish fire use objectives, or a prescribed fire can no longer be implemented in accordance with the approved plan; and approves appropriate course of action;
- (17) Approves all WFSA's and submits WFSA's with an estimated cost over \$2,000,000 to the regional office for certification of authorization for spending authority;
- (18) Maintains fiscal integrity in the use of the casual pay and vendor programs;
- (19) Has responsibility for financial and accountability oversight for all wildland fire management programs; and
- (20) Has responsibility for the adhering to the casual pay plan hiring authority in accordance with the pay plan policies and authority.