

BUREAU OF INDIAN AFFAIRS WILDFIRE PREVENTION PROGRAM HANDBOOK

90 IAM 5-H



Bureau of Indian Affairs
Office of Trust Services
Division of Forestry and Wildland Fire Management
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FOREWORD

This handbook provides standards, procedures, and business rules required to implement the Indian Affairs' (IA) wildfire prevention policy as documented in 90 IAM 5: Wildfire Prevention. This handbook supersedes all procedures related to IA wildfire prevention that may have been created and/or distributed throughout IA previously.

The Wildfire Prevention Program is managed within the Bureau of Indian Affairs' (BIA) Office of Trust Services (OTS), Division of Wildland Fire Management (DWFM). The mission of the wildfire prevention program is to reduce the frequency of human-caused wildfires across Indian Country.

Preventing wildfires is everyone's responsibility, from the casual user of natural resources to Agency Administrators, from Tribal leaders to the land managers. It is a fundamental responsibility and must be performed regardless of the availability of funding. Wildfire prevention must be "proactive." To be successful, it is first necessary to understand the primary wildfire causes and their underlying issues. Through education, enforcement, engineering, and administrative actions it is possible to reduce human-caused wildfires.



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Bryan Mercier
Director, Bureau of Indian Affairs

Date

TABLE OF CONTENTS

Chapter 1: Overview	1
1.1 Purpose.....	2
1.2 Standards.....	3
1.3 Requirements	3
1.4 General Procedures	4
Chapter 2: Planning	5
2.1 Developing a Funded Wildfire Prevention Program	5
2.2 CWPP-Equivalent WFPPs and CWPPs.....	6
2.3 Developing and Maintaining a Wildfire Prevention Program	7
2.4 Understanding the WFPP.....	8
2.5 Cultural Fire Use and the WFPP.....	9
2.6 The Standard WFPP Outline.....	10
2.7 Plan Approval Process	21
2.8 Funding an Approved Plan	21
2.9 Spatial Wildfire Prevention Plan (SWFPP).....	22
2.10 Wildfire Prevention Supporting Plans	23
2.11 Wildfire Prevention Strategies at Non-Funded Locations.....	23
Chapter 3: Funding	25
3.1 Funding Terminology	25
3.2 Prerequisites for Obtaining Funding for Wildfire Prevention	25
3.3 BIA Wildfire Prevention Funding Prioritization	26
3.4 Requesting Continued Funding for a Revised WFPP.....	27
3.5 Wildfire Prevention Program Business Standards.....	27
3.6 Funding Source and Approved Uses.....	29
3.7 Funding for a Fire Prevention Education Team (FPET).....	34
3.8 Guidelines for P.L. 638 Contract and Compact Wildfire Prevention Programs.....	35
3.9 Schedule of Important Dates for the Wildfire Prevention Program	36
Chapter 4: Accountability	37
4.1 Documenting Wildfire Prevention Program Accomplishments	37
4.2 Fiscal Accountability	38
4.2.1 Budget Utilization.....	38
4.2.2 Supplemental Utilization	38
4.3 Required Reporting.....	39

4.4	Reviews.....	39
4.4.1	Annual Readiness Reviews.....	39
4.4.2	Program Reviews.....	40
4.4.3	A-123 Internal Controls Review.....	44
Chapter 5: Wildfire Prevention Position Descriptions and Recommended Training.....		45
5.1	SPD and Expertise Levels.....	45
5.2	The Role of Wildfire Prevention Personnel in Wildland Fire Operations.....	46
5.3	Required Training.....	47
5.4	Recommended Training.....	47
5.4.1	Training Common to All Wildfire Prevention Positions.....	48
5.4.2	Additional Training Recommended for Wildfire Prevention Specialists.....	50
Chapter 6: Wildfire Prevention and Education Messages.....		53
6.1	Wildland Fire Media Relations Guidance.....	53
6.2	Approved Wildland Fire Management Topics for Media Release.....	54
6.3	Smokey Bear.....	55
6.3.1	Where to Purchase Smokey Bear Educational Supplies.....	55
6.3.2	Authorized Purchases for Educational Materials.....	56
Definitions.....		57

Chapter 1: Overview

The U.S. Code at Title 16, Section 594 (16 U.S.C. 594) authorizes the Secretary of the Department of the Interior (DOI) to protect and preserve Indian reservations and other lands under the jurisdiction of the DOI from wildfire. To meet this responsibility, the BIA established a Wildfire Prevention Program, managed by the Deputy Branch Chief of the DWFM's Fire Use and Fuels Management Program. BIA's Wildfire Prevention Program is managed regionally by Regional Wildland Urban Interface (WUI)/Wildfire Prevention Specialists that provide leadership and technical assistance at the regional level. The Regional WUI/Wildfire Prevention Specialists have specific responsibilities as outlined in 90 IAM 5: Wildfire Prevention. Additionally, the following roles and responsibilities apply to the Regional WUI/Wildfire Prevention Specialists by region:

- The Regional WUI/Wildfire Prevention Specialist serving the Northwest and Pacific regions is supervised by the Northwest Regional Office located in Portland, OR.
- The Regional WUI/Wildfire Prevention Specialist serving the Midwest and Eastern regions is supervised by the Midwest Regional Office located in Bloomington, MN.
- The Regional WUI/Wildfire Prevention Specialist serving the Rocky Mountains and Great Plains regions is supervised by the DWFM, and is located in the Rocky Mountains Regional Office in Billings, MT.
- The Regional WUI/Wildfire Prevention Specialist serving the Navajo, Western, and Southwest regions is supervised by the DWFM, and is located in the Southwest Regional Office in Albuquerque, NM.
- The Regional WUI/Wildfire Prevention Specialist serving the Southern Plains and Eastern Oklahoma regions is supervised by the DWFM, and is located in the Miami Agency in Miami, OK.

Wildfire prevention is a basic component of any program of wildfire protection. Experience has proven that wildfire prevention programs are most effective in protecting Indian lands from wildfire when planned using a scientific approach, based on the most recent research findings. The BIA has adopted policy, standards, requirements, and procedures to ensure that wildfire prevention efforts in Indian Country consistently achieve the highest level of success possible. Leadership and oversight are necessary to ensure that established policy and procedures are followed, and to determine the need for any corrective action(s).

1.1 Purpose

This handbook documents the practices and procedures required to implement the policy described in 90 IAM 5. It also provides guidance and business rules for planning, funding, implementing, and reviewing a wildfire prevention program.

The following documents are incorporated by reference in this handbook. For convenience and consistency, these documents are located online at:

<https://www.bia.gov/bia/ots/dwfm/resource-library>.

Some of the documents that can be found on the webpage(s) are:

- BIA Standard Wildfire Prevention Plan (WFPP) outline
- A template for the required tables in a WFPP
- BIA Technical Guide #1: Wildfire Prevention Risk Assessment Technical Guide
- BIA Technical Guide #2: Wildfire Prevention Planning
- BIA Technical Guide #3: Wildfire Prevention Accomplishment Reporting Technical Guide
- BIA Technical Guide #4: Wildfire Prevention Supporting Plans Technical Guide
- BIA Technical Guide #5: Wildfire Prevention Communications Techniques Technical Guide
- Peer Review Checklist
- BIA Wildfire Prevention Funding Request memo template
- BIA Wildfire Prevention Team In-Briefing Checklist
- Patrol Route Plan template
- Annual Readiness Review Checklist
- Wildfire Prevention Program Review Checklist
- Wildfire Prevention Program Review Report template
- Fire Prevention Education Team Delegation of Authority template

1.2 Standards

The BIA has established the following standards that have general and continuing applicability to all wildland fire prevention activities under the jurisdiction of the Assistant Secretary – Indian Affairs (AS-IA):

- Locations that demonstrate the highest need, coupled with a demonstrated willingness and ability to implement a planned prevention program, will have the highest priority for funding.
- Implementation of WFPPs is at the BIA agency/Tribal level. Exceptions are programs covering multiple BIA agencies; these may be implemented at the regional level.
- Wildfire prevention planning will be conducted using a scientific approach, based on the most recent research findings.
- The principles of “Adaptive Management” will be applied to wildfire prevention program planning.
- Smokey Bear will be used respectfully and only in accordance with the most recent version of the United States Department of Agriculture - Forest Service’s (USDA-FS) Smokey Bear Guidelines.

1.3 Requirements

This section identifies the requirements that have general and continuing applicability to wildland fire prevention activities under the jurisdiction of the AS-IA:

- WFPPs must meet or exceed the Community Wildfire Protection Plan (CWPP) guidance.
- WFPPs must be in place in order to secure wildfire prevention program funding.
- Funding will only be provided to occupied prevention positions. Vacant positions will not be funded until filled.
- Funding provided to implement prevention programs must be expended solely to implement the approved WFPP. For a program to be eligible for, and maintain full funding from, the Wildland Fire Prevention Program funds, the following must be met:
 - Eighty percent (80%) or more of the staff time identified in the WFPP must be spent on duties associated with implementing the approved WFPP, including time on wildfire investigation and prevention activities assisting others; and
 - Prevention programs must have a five-year average of at least 80% of the targeted prevention actions in their WFPPs being fully implemented, as reported in their annual accomplishment reports.

1.4 General Procedures

Prevention program oversight is conducted via program reviews of funded prevention programs at least every five years. More frequent reviews may be required when the review results are unfavorable. Prevention programs must meet *all* of the following standard program elements to be funded:

- There must be a WFPP that meets all of the requirements in the BIA's Wildfire Prevention Program Handbook (90 IAM 5-H), and is approved by the Regional Director (RD).
- The WFPP must demonstrate that savings (benefits) outweigh the costs of implementation.
- Budget requests must be based on the actions identified in the approved WFPP.
- There must be documentation of Tribal support for the WFPP or a prevention program.
- There must be a documented local Fire Investigation Policy and Procedure.
- There must be a documented Standard Operating Procedure (SOP) for wildfire investigation that outlines the roles and responsibilities of fire investigators and law enforcement.
- There must be a documented burn permit system.

Chapter 2: Planning

It is everyone's responsibility to prevent wildfires, whether at a location with a funded program or not. Many effective activities can be conducted at no cost or with a small amount of supplemental funding. At those locations where a funded program is not possible, a CWPP or equivalent may be useful to identify risks, hazards, and values as well as identify alternate funding sources. Information on how to develop a CWPP is found in the Society of American Forester's Guide, *Preparing a Community Wildfire Protection Plan*, located online at:

<https://www.forestsandrangelands.gov/documents/resources/communities/cwpphandbook.pdf>

However, at locations where wildfires often threaten lives and property, a funded wildfire prevention program may still be necessary.

2.1 Developing a Funded Wildfire Prevention Program

The first step in deciding to develop a funded wildfire prevention program is to answer the following questions:

- *Is there a human-caused wildfire problem?*
- *Is the number of human-caused wildfires significant enough to justify funding a program?*
- *Can a wildfire prevention program be effective at reducing these wildfires?*

If the answer to each of these questions is "yes," then continue reading this chapter.

If the answer to any of these questions is "no," then refer to [section 2.11](#) and chapters [3](#), [4](#), and [6](#) for guidance in conducting wildfire prevention activities.

A current WFPP is required to receive annual funding for a wildfire prevention program. It is critical to ensure that the WFPP is the guiding document for the actions implemented by the wildfire prevention staff. **Measures should be included in the program staff's performance evaluation criteria to require that at least 80 percent of the actions planned in the WFPP are implemented annually.**

The WFPP serves two main purposes:

- 1) It provides the analysis and documentation needed to fund a program. The Situational and Fiscal Analysis are the two main sections that document this information.
- 2) And, it provides the direction for the funded program in the Implementation section. It is the guiding document for the BIA agencies and Tribal wildfire prevention efforts.

The WFPP must be an integrated element of the Wildland Fire Management Program and directed toward ignitions which pose the greatest potential to cause damage or loss. Standards for wildfire

prevention programs are found throughout this handbook. To be eligible for wildfire prevention program funding, a WFPP must meet the standards and requirements found in this handbook.

The WFPP must be developed collaboratively in accordance with the BIA agency/Tribal overall wildland fire management goals as described in their Wildland Fire Management Plan (WFMP), Integrated Resource Management Plan (IRMP), or Forest Management Plan (FMP). The BIA recognizes that communication, cooperation, collaboration, and partnering with Tribal governments, communities, and state and other federal agencies are essential for success. There are numerous examples of federal plans, policies, strategies, etc. that direct agencies to communicate more effectively and collaborate with existing efforts on a national, regional, and local level. The collaborative process must be documented in the Introduction to the WFPP (Section I.C.). This description is required for the WFPP to be certified as equivalent to a CWPP.

2.2 CWPP-Equivalent WFPPs and CWPPs

The benefits of having a CWPP or equivalent WFPP are numerous. One of the most important benefits of the CWPP equivalency is the ability to establish a locally defined buffer zone for the WUI. Additionally, the improved coordination between fuels management and wildfire prevention programs should reduce duplication and increase support for both efforts due to the collaborative process.

The Healthy Forest Restoration Act (HFRA) establishes three requirements for CWPPs. They are:

- 1) the CWPP was developed collaboratively;
- 2) the CWPP identifies and prioritizes fuel treatment areas and methods; and,
- 3) the CWPP recommends measures to reduce structural ignitability.

The full text of the Healthy Forests Initiative and the HFRA is located online at: [Healthy Forests Initiative and Healthy Forests Restoration Act, Interim Field Guide \(usda.gov\)](#).

The BIA has developed guidance for CWPPs and WFPPs in Indian Country to meet HFRA's requirements, which is discussed in more detail in the bullets below. The BIA considers WFPPs that adhere to this guidance as an equivalent document to a CWPP. To accomplish this, it is essential that the fuels and wildfire prevention staff work together to develop the WFPP.

- **Collaboration:** A CWPP must be collaboratively developed by Tribal, local, and state government representatives in consultation with federal agencies and other interested parties. The partners involved in the collaborative process are documented in "I.C. Collaborative Process" of the Standard Outline. The HFRA states that three entities must mutually agree to the final contents of a CWPP. An equivalent document such as a BIA WFPP also includes those entities.

- ***Applicable Local Government.***
 - Under a CWPP, the local government is the county, Tribe, or city.
 - Under a WFPP, the local government is the Tribe or BIA agency.
- ***Local Fire Department.***
 - Under a CWPP, these are local fire department(s), including Tribal fire departments.
 - Under a WFPP, these may be Tribal or BIA fire management, and/or Tribal/rural fire departments.
- ***Forest Land Management.***
 - Under a CWPP, this is the state entity responsible for forest management.
 - Under a WFPP, this is a BIA agency (or regional) Forester, Natural Resource Officer, the Tribal Forest Manager, or Tribal Natural Resource Manager.
- ***Prioritized Fuel Reduction:*** A CWPP must identify and prioritize areas for hazardous fuel reduction treatments and recommend the types and methods of treatment that will protect one or more at-risk communities and essential infrastructure. The BIA WFPP accomplishes this by assessing community risk, prioritizing communities, and discussing appropriate fuels treatment methods for their protection. This discussion and identification of the priority areas for fuels treatments is documented in “IV. F. Prioritized Hazardous Fuels Reduction Areas” of the Standard Outline. Fuels and wildfire prevention personnel must work together to accomplish this.
- ***Treatment of Structural Ignitability:*** A CWPP must recommend measures that homeowners and communities can take to reduce the ignitability of structures throughout the area addressed by the plan. The BIA WFPP accomplishes this by identifying the factors that contribute to the ignition of structures and summarizing them in “Table 3 - Structural Ignitability Table”. The information in Table 3 forms the basis for the selection of mitigation measures and messages used in the WFPP. These are documented in “IV.E. Structural Ignitability Mitigation Options” of the Standard Outline.

2.3 Developing and Maintaining a Wildfire Prevention Program

The BIA requires all WFPP development to include a formal risk assessment and evaluation of wildfire prevention action effectiveness for the planning unit. There is currently one acceptable planning tool for developing a WFPP: the Wildfire Prevention Spatial Assessment and Planning Strategies software (WPSAPS).

BIA WFPPs are non-expiring. In order to keep a wildfire prevention program, the WFPP must be reviewed annually to ensure that objectives are valid and are currently being met, that planned actions are effectively addressing the identified problem, and that accomplishments are being tracked. If priorities or objectives change, the WFPP should be revised to reflect the shift in priorities or objectives.

The WFPP's Yearly Action Plan (YAP) will be updated yearly or at any time a significant change occurs affecting the BIA agency/Tribal wildfire prevention program. All WFPP revisions affecting program budget, overall workload, salary grade, expertise level, effectiveness, or number of personnel must repeat the review and approval process.

2.4 Understanding the WFPP

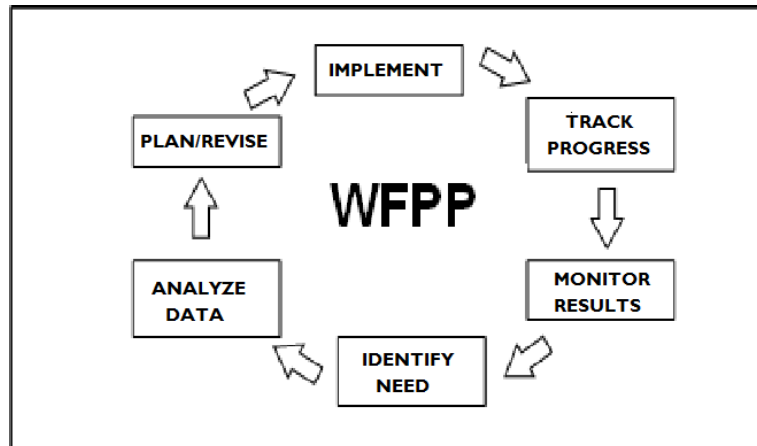
In order to implement the WFPP, a firm understanding of the wildfire history, wildfire prevention actions, accountability, and documentation needs to exist. All wildfire prevention program personnel face limited time and resources, and therefore personnel need to focus their time on actions that target their primary causes.

Wildfire history is the basis for the wildfire prevention strategy. The wildfire history must be complete and accurately reflect the human-caused wildfire occurrence. The data must be reviewed with the Fire Management Officer (FMO), Forest Manager, or Resource Manager and ensure the causes being addressed are the highest priorities.

Wildfire prevention actions are targeted to reduce wildfires as identified in the wildfire history. The General, Specific, and Community Level Actions are presented in Tables 8, 9, and 10 in the WFPP. Due to formatting issues, examples of these tables are not included in the Attachments. Instead, examples of these tables are available online at: <https://www.bia.gov/bia/ots/dwfm/resource-library>. These tables contain the annual targets for a wildfire prevention program.

The WFPP is a living document providing goals, objectives, annual targets, and direction while remaining flexible and easily amended. A yearly review of the latest official ten-year wildfire occurrence data, WFPP targets, YAPs, and accomplishments with wildland fire/forestry staff will help ensure the primary human causes are being addressed. Adapting the WFPP to changes in primary causes, effective or ineffective messages, or other needs as identified is an ongoing process. Figure 1 (below) presents this Adaptive Management process as it is applied to the WFPP and to a wildfire prevention program.

Figure 1 - Adaptive Management



When reviewing the WFPP targets and accomplishments, ask:

- *Am I implementing all the actions items identified in the plan?*
- *Am I routinely implementing action items not identified in the plan?*
- *Am I implementing action items at a different quantity level than designated in the plan? (e.g., 20 Smokey programs rather than five).*

Deviation from the planned workload can mean one of two things:

- 1) The WFPP workload needs to be revised to reflect a changed situation.
- 2) Wildfire prevention staff needs to refocus their activity on implementing the WFPP.

2.5 Cultural Fire Use and the WFPP

Tribes have a deep connection with fire. Fire is part of many Tribal cultures and ceremonies. The Tribal connection with fire should be respected and incorporated into wildfire prevention program activities as appropriate. Providing guidance in the WFPP that addresses Tribal use of fire should be considered.

The BIA agency/Tribal burn permit system is one standard program element which may need to be modified to protect the cultural practices of Native Americans during times of high fire danger. It should be stressed that Tribal members have the right to use fire for religious ceremonial activities, and the permit system may need to provide exemptions for ceremonial use of fire from the permitting process. A possible compromise is to establish an informal process for notification of ceremonies during periods of high fire danger. It is important that wildfire prevention personnel work with the Tribe(s) to ensure ceremonial fire use and public safety are both protected.

2.6 The Standard WFPP Outline

A Standard WFPP Outline has been adopted by the BIA. This outline must be followed to meet the national standard. If the unit is developing their WFPP as a “Spatial WFPP,” it will still need to provide a written WFPP using the Standard Outline. The spatial WFPP will include an expanded use of maps. Additional information on Spatial WFPPs is found in [section 2.9](#).

This section of the handbook uses the Standard WFPP Outline to describe the business rules and required program components at each step in the planning process.

The Standard WFPP Outline is comprised of a Prologue and five numbered sections:

The Prologue – Includes the Cover page, Signatures, Table of Contents, and Executive Summary.

- I. The Introduction** – The documentation included in this section provides the link between the wildfire prevention program and the FMP. It states the Tribal/fire management/wildfire prevention objectives and documents the collaborative process.
- II. The Situational Analysis Section** – This section presents a situational analysis of the management unit and describes the existing conditions. It includes a description of the management unit, wildfire history and cause data, history of wildfire prevention efforts, wildfire prevention strategies, and risk assessments for the management unit, communities, and fuel conditions.
- III. The Fiscal Analysis Section** – This section consists of the workload summary, effectiveness analysis, budget development, and cost-benefit analysis.
- IV. The Implementation Section** – This section includes the program’s policy and administrative requirements, and lists of the planned General, Specific, and Community Level Prevention Actions. It also includes a discussion of the options for reducing structural ignitability and a prioritization of the hazardous fuel areas. It discusses the annual planning calendar, supporting plans, and accomplishment reporting requirements. Together these sub-sections provide a road map to success.
- V. The Appendices** – The Appendices for the WFPP contain all supporting materials that have been referenced in the WFPP. Appendices are included to provide information that is too detailed for the text of the WFPP.

Additional details are provided below regarding the business rules associated with the content for each section of the Outline.

The Prologue

Cover Page.

No business rules apply to this section.

Signature Page.

Once a WFPP has been prepared (either new or revised) it must undergo a review and approval process to be considered for funding. The *minimum* signatures required for approval are:

- The Preparer
- The BIA agency Superintendent or an authorized Tribal official
- The Regional WUI/Wildfire Prevention Specialist (this signature is skipped if the WUI/Wildfire Prevention Specialist is the principal author)
- The regional FMO
- The RD (or Acting)

Optional signatures may include the wildfire prevention technician(s), local unit or regional Fuels Specialist, Regional Forester, and an authorized law enforcement person.

The following business rules apply to the signature page to ensure consistency and that proper authorizations are recorded:

- The signature for local concurrence must be the BIA agency Superintendent, Deputy Superintendent (if authorized), Tribal Fire Program Director, Tribal Natural Resource Director, or principal Tribal executive officer (Chief, Principal Chief, Chair, etc.).
- The Regional WUI/Wildfire Prevention Specialist must review and concur with the WFPP unless this person was the preparer. This review is for policy compliance, quality control, and the practicality of the planned actions.
- The WFPP must be recommended for approval by the regional FMO.
- The RD, an authorized Deputy RD, or an authorized Acting RD must approve the WFPP.
- Minor revisions and edits must be documented, but do not require a repeat of the approval process.
- Any revision affecting program budget, overall workload, salary grade, expertise level, effectiveness, or number of personnel requires a new approval page.

Table of Contents.

Executive Summary.

This sub-section briefly summarizes the WFPP. No business rules apply to this section.

I. The Introduction

There should be three sub-sections in the Introduction: A. Purpose and Scope; B. Management Goals and Objectives; and C. Collaborative Process.

A. Purpose and Scope.

This sub-section provides a short description of the purpose for the WFPP or revision.

No business rules apply to this section.

B. Management Goals and Objectives.

The goals for the WFPP are those in the IRMP, WFMP, or FMP that are wildfire prevention oriented or that have a wildfire prevention component.

- They should have the references to the source document.
- The objectives for wildfire prevention relate directly to these goals.
- They must be “SMART” (Specific, Measurable, Attainable, Realistic, and Time oriented).
- One of these objectives must establish a measurable target for the reduction of human-caused wildfire.

C. Collaborative Process.

This sub-section documents the collaborative process used to develop the WFPP.

The minimum collaborative partners include:

- the organization responsible for wildfire suppression in the jurisdiction (represented by an FMO, Fire Chief, etc.).
- federal or Tribal land management organization; and
- a representative of Tribal government or a BIA Line Officer for the unit.

Additionally, the preparer of the WFPP must coordinate with their designated Regional WUI/Wildfire Prevention Specialist, regional and/or local unit fuels staff, fire planner, and any cooperating agencies.

II. The Situational Analysis

This section documents the current situation, planning process, and analysis that was used. There are seven sub-sections and three required tables in the Situational Analysis.

A. Description of the Unit.

This subsection provides a very basic description of the Management Unit (MU).

No business rules apply to this section.

B. Wildfire Occurrence and Historical Data.

This sub-section summarizes the three leading wildfire occurrence causes for the MU. The source for this data is WPSAPS.

C. History of Prevention Efforts.

This sub-section briefly describes the history of wildfire prevention in the MU in narrative form.

No business rules apply to this section for new WFPPs.

D. Prevention Strategy.

This sub-section is a summary of the wildfire prevention categories and actions that will be implemented.

No business rules apply to this section.

E. Management Unit Assessment.

This sub-section provides a list of the PUs and their risk.

No business rules apply to this section.

F. Community Assessment.

This sub-section identifies all of the communities covered in the plan and ranks their risk.

- These must include all of the Communities at Risk as listed in the Federal Register on August 17, 2001 (Volume 66 Number 160) that are in the vicinity of Indian lands.
- Additional communities in the vicinity of Indian lands that are not on the Federal Register list must also be included in this assessment.
- It describes the distance used to define vicinity.
- It is important to seek local and BIA/Tribal input when identifying the communities included in the risk assessment.
- A map is useful to display the locations of the communities.

G. Fuels Assessment.

This sub-section is a narrative describing the fuel hazard across the MU.

No business rules apply to this section.

H. Structural Ignitability Analysis.

This subsection describes the overall issues with structures and their susceptibility to ignitions.

The minimum exposure risks to be included are roofing material; roof hygiene; survivable space; landscaping materials; landscape maintenance; siding; structural hygiene; and flammable storage.

III. Fiscal Analysis

A. Prevention Scenarios.

This subsection describes the different scenarios considered in WPSAPS.

No business rules apply to this subsection.

B. Workload Analysis.

This subsection describes the assumptions used for each scenario; the hours planned by wildfire prevention category for each scenario; and states the number of full and part time positions needed for each scenario.

The following business rules apply to this sub-section:

- ***The minimum annual hourly basis for each full-time position is 1662 hours.*** This figure represents the minimum of 80% of the 2080 full-time equivalency (FTE) hours as required by policy.
- The selection of the Standard Position Descriptions (SPD) used to hire the staff must be consistent with the WFPP. For example, if the WFPP was developed for a General Schedule (GS) – 9 Specialist, the program ***may not be staffed*** with a GS-7 Technician. Likewise, if the WFPP specifies a GS-7 Technician, ***it may not be filled*** with a GS-9 Specialist. In both cases, the WFPP would need to be revised to accommodate the use of an SPD for a different GS salary and expertise level.
- When two positions are funded at a single unit location, one of these must be filled at the Officer or Specialist level in the leadership role.
- No more than two positions may be funded at any location in a BIA funded wildfire prevention program.

- Complexity may be a factor in selecting the appropriate SPD; however, it should not be the only factor. Refer to Chapter 5 of this handbook for guidance on selecting the SPD and expertise level. The skill level required to implement the actions planned in the WFPP, combined with the overall skill level needed to coordinate the program, must be considered.

C. Effectiveness Analysis.

This sub-section describes the effectiveness of each scenario in terms of wildfires prevented.

The following business rule applies to this subsection:

- Estimated effectiveness is defined as the reduction in annual wildfire occurrence as calculated by WPSAPS.

D. Budget Development.

This sub-section describes the budget needed to implement the chosen scenario. The following business rules apply to the budget development in the WFPP:

- All programs will use the Office of Personnel Management (OPM) pay tables to develop the proposed budget. The salaries use the full performance grade level for the expertise level of the planned position(s). Each position will be planned at the mid-point (Step 5).
- Employee Benefit Compensation (EBC) is for each position. If EBC rates are not available, a rate of 40 percent should be used.
- The OPM GS salary table for the Rest of the U.S. (RUS) is used, unless a locality pay table is approved for use at the location. The OPM salary tables can be found online at: <https://www.opm.gov/policy-data-oversight/pay-leave/salaries-wages/>.
- Support costs are planned at a standard level of \$10,000 for one position and \$12,500 for two positions. This amount is for planning purposes only and is not guaranteed. It may vary up or down based upon available funds at the national level.

E. Cost-Benefit Analysis.

This section documents the costs of implementing the WFPP and the benefits as provided by WPSAPS. These may be described in narrative form or displayed in tabular form.

The following business rules apply to this section:

- The “Costs” for the analysis come from the input used to develop the scenario in WPSAPS, including salary, EBC, and Support.
- The “Benefits” come from the “Suppression Costs Averted per Year” reported by the Annual Prevention Effectiveness Summary report in WPSAPS.

IV. Implementation Plan

This section describes the planned actions and additional guidance needed for implementation.

A. Standard Program Elements.

The mission of the BIA Wildfire Prevention Program is to reduce human-caused wildfires. BIA policy (90 IAM 5) requires wildfire prevention programs to include specific proven effective wildfire prevention measures, called the “Standard Program Elements,” to secure long-term funding. The current status of each of these elements and any changes needed must be discussed in the Implementation section of the WFPP. The Standard Program Elements are:

1. ***Documented Program Support*** – Acceptable forms of documentation include any of the following:
 - A copy of the approval or signature page of the unit FMP where a wildfire prevention strategy or actions are described
 - A Tribal resolution supporting a wildfire prevention program
 - A letter from the Chief or Chair supporting the program
 - Tribal approval of the FMP where a wildfire prevention strategy or actions are described
 - Tribal approval of the WFPP

A copy of this documentation must be included in Appendix A. Failure to comply with this standard will result in funding being withheld.

2. ***Documented Wildfire Investigation Policies and Procedures*** – This subsection provides any additional details related to how wildfire investigations will be conducted at this location. The minimum standards for this subsection are in the BIA Wildland Fire Origin and Cause Investigation Handbook (90 IAM 6-H). It supersedes all conflicting investigation procedures identified in WFPPs.

The business rules that apply to this subsection are:

- BIA policy is to determine the origin and cause of all wildfires occurring on Indian lands and accurately record them in the official system.
- This determination may be made by the Initial Attack Incident Commander, a Wildfire Investigator (INVF), or an INVF trainee.
- Only those human-caused wildfires with potential for consequences, as described in the BIA Wildland Fire Origin and Cause Investigation Handbook (90 IAM 6-H), require investigation by a currently qualified INVF.
- A copy of the full policy and procedure for investigating wildfires must be attached in Appendix G.

Failure to comply with this standard will result in funding being withheld.

3. ***A Documented Standard Operating Procedure (SOP) for Investigating Wildfires*** – This subsection describes the Law Enforcement/Wildfire Investigation SOP. The business rules that apply to the SOP are:
- It must define the roles and responsibilities of wildfire investigators and law enforcement when investigating wildfires.
 - It must address the collection and storage of evidence.
 - It must be provided to all affected law enforcement organizations and off unit wildfire origin and cause investigators.
 - A copy of the SOP must be included in Appendix C.

Failure to comply with this standard will result in probationary, withheld, or discontinued funding.

4. ***Documented Burn Permit System*** – This subsection describes the documented burn permit system. Several business rules apply to this system:
- It must describe the form of the burn permit system. This includes a statement about whether it is by decree, rule, ordinance, Tribal law, adopted from another jurisdiction, or some other form.
 - The permit system must identify the responsible authority for obtaining a permit.
 - The burn permit system must minimally cover all trust lands during the established wildfire season.
 - The permit system must identify the procedures, and any applicable Tribal codes and ordinances that permittees are required to follow.
 - The adoption of the burn permit system must be made known to the Tribal population.
 - Consequences for violations of the burn permit system must also be clearly displayed on the permit or posted clearly for the public to observe.
 - The status of the burn permit system needs to be documented here, and a copy included in Appendix F. If a burn permit system is not in place, a draft must be included in Appendix F.
 - A burn permit system must be adopted within 12 months of approval of the funding of the WFPP. Failure to comply with this standard will result in probationary, withheld, or discontinued funding.
 - The burn permit system may provide information on open season burning, and information and points of contact for air quality and smoke management operations.

Burn permits may be used to authorize:

- disposal of domestic yard debris including leaves, trees, limbs, and grass within an individual's home site boundary;
- weed control in small areas;

- control of disease or pests;
- recreational bonfires; and
- wildfire investigation training.

Burn Permits may not be used to authorize:

- the use of fire is identified as a management action in any land management document (i.e., IRMP, Forest Management Plan, Range Management Plan, FMP, etc.) for lands under the jurisdiction of the BIA;
- the disposal of crop residues; and
- the disposal of household waste, automobile tires, or any other such items that would pose a threat or concern from an environmental standpoint.

Burn permits are not needed for:

- ceremonial fires;
- campfires and warming fires; and
- cooking fires.

5. *Administrative Requirements* – Any special restrictions or business rules that apply to the implementation of the plan are described and documented here. The business rules that apply to this subsection are:

- Requiring the plan to be implemented as written
- Requiring that supporting plans be developed
- Requiring the local unit to devote a position to implement the plan
- Restrictions on the use of funding

A. General Actions Descriptions.

The following business rules apply to this subsection:

- There must be a narrative description for each of the prevention activities included in the WFPP for the General Actions.
- A YAP from WPSAPS may be used to illustrate the General Actions workload.

B. Specific Action Descriptions.

The following business rules apply to this subsection:

- There must be a narrative description for each of the prevention activities included in the WFPP for the Specific Actions.

- A YAP from WPSAPS may be used to illustrate the Specific Actions workload.

C. Community Level Wildfire Prevention Actions.

The following business rules apply to this subsection:

- There should be separate lists for each community where Wildfire Prevention Actions at the community level are planned.
- There must be a narrative description for each of the prevention activities included in the WFPP for the Community Actions.

D. Structural Ignitability Mitigation Actions.

The following business rule applies to this subsection:

- The sub-section must describe the specific measures the wildfire prevention program will implement to reduce structural ignitability as described in the Structural Ignitability Assessment.

E. Prioritized Hazardous Fuels Reduction Areas.

The following business rules apply to this subsection:

- This subsection must minimally include a description of the general areas where fuels treatments are most needed, based on the Fuels Assessment.

F. Supporting Plans.

The following business rules apply to this sub-section:

- The minimum of five supporting plans must be listed and their status described (draft or approved).
- Additional details on how to develop these plans is found in the BIA Technical Guide #4: Wildfire Prevention Supporting Plans Technical Guide, available online at: <https://www.bia.gov/bia/ots/dwfm/resource-library>
- The required supporting plans are:
 - Sign Plan
 - Communications Plan
 - Preparedness/Readiness/Fire Danger Operating Plan
 - Patrol Plan
 - Restrictions/Closures Plan

G. Accountability.

This subsection discusses the types of reviews and reports required for the program and their schedules. The following business rules apply to this subsection:

This subsection must contain information on:

- Maintaining complete and accurate records
- Reviews
 - Program Reviews and their frequency;
 - Annual Review of funding agreements for Compact and PL-638 programs;
 - Annual Readiness Reviews;
 - Office of Management and Budget (OMB) A-123 Reviews/Audits; and
- Annual accomplishment reporting requirement

V. Appendices

These Appendices must be included:

Appendix A. Documentation of Program Support

Appendix B. Documentation of Tribal Support

Appendix C. The Law Enforcement SOP

Appendix D. Model Outputs

Appendix E. The Preparedness Plan

Appendix F. The Burn Permit System

Appendix G. Wildfire Investigation Policies and Procedures

Appendix H. The Restrictions Plan

Appendix I. Smokey Bear Guidelines

Appendix J. Accomplishment Reporting

Appendix K. Inspection Checklists and Aids

Appendix L. Communications Plan

Appendix M. The Patrol Plan

Appendix N. The Sign Plan

Appendix O. The Annual Planning Calendar

Appendix P. The Recommended Position Description

Appendix Q. An Electronic Copy of the WFPP in MS Word or Portable Document Format (PDF)

2.7 Plan Approval Process

Once the WFPP is complete, it must undergo a review and approval process. The minimum required steps in the review are:

- 1) The Regional WUI/Wildfire Prevention Specialist reviews the WFPP for completeness, policy compliance, numerical consistency, and logical errors. Once any identified issues have been resolved, the review is documented on the signature page. The WFPP is then submitted to another Regional WUI/Wildfire Prevention Specialist for an independent peer review.
- 2) The Peer Review uses the Peer Review Checklist, which is found online at: <https://www.bia.gov/bia/ots/dwfm/resource-library>. In the peer review, a different Regional WUI/Wildfire Prevention Specialist certifies that all of the required elements for a BIA WFPP are present. The reviewer certifies that they comply with established standards and are written in clear, concise language. Punctuation, usage, or spelling errors so numerous or serious that they impact the communication of ideas are subject to review and must be corrected. However, it should be noted that the purpose of this review is not to correct minor punctuation, usage, or spelling errors. The primary purpose is only to certify that the WFPP meets established standards. A copy of the certifying checklist must accompany the copy of the plan sent to the DWFM. It is the responsibility of the original reviewer to ensure the peer reviewer's changes are addressed.
- 3) The unit Line Officer (Superintendent or Tribal Program Manager) must sign the plan as concurring with it. It is then sent to the regional FMO.
- 4) The regional FMO (or other appropriate regional staff) reviews the WFPP and recommends it for approval to the RD. Only edits requiring changes to the program budget, workload, salary grade, expertise level, effectiveness, or number of personnel necessitate repeating the review process. This recommendation for approval is documented by the regional FMO's signature on the signature page.
- 5) The RD, an authorized Deputy RD, or an authorized Acting RD approves the WFPP by signing the signature page.
- 6) Once approved, the WFPP is maintained in electronic format. Copies are provided to the BIA agency/Tribe; Regional Fire staff; and to the Deputy, Fuels Management at DWFM in Boise, ID. All copies should be plainly marked as a copy.

2.8 Funding an Approved Plan

Once the WFPP (or revised WFPP) is approved, funding for it must be requested. The RD must provide the formal funding request to the Director, BIA. A funding request template is provided online at: <https://www.bia.gov/bia/ots/dwfm/resource-library>.

The amount requested for the first year must be for a specific amount as supported in the WFPP. Funding for the remainder of the WFPP lifespan is assumed to be automatic unless a shorter time period is specified.

Conditional (temporary) funding of a WFPP for a developmental period of one year may be approved. During that one year period, any policy requirements that were in draft form must be adopted, and the plan must clearly identify actions to complete the policy requirements during that year. At the end of the one year period, the local unit must provide documentation that all of the policy requirements have been met. Once all policy requirements have been met, the WFPP becomes eligible for long term funding.

2.9 Spatial Wildfire Prevention Plan (SWFPP)

A SWFPP integrates the WFPP into a unit's Spatial Fire Management Plan but cannot replace the written WFPP. The WFPP is the guiding document for the local unit wildfire prevention program. It provides fiscal analysis, budgetary, and program guidance, and establishes workloads that cannot be illustrated graphically; therefore, the WFPP serves as the basis for the development of a SWFPP.

The SWFPP augments the WFPP by displaying key information about the wildfire prevention program in a graphical format, allowing critical information to be easily understood by users such as managers, program staff, incident teams, cooperators, and the public. The SWFPP also displays the assessment results, planning features, and certain activities on a map.

Field units developing a SWFPP should consider what elements are most critical to display. At a minimum, the SWFPP should include and display the following elements:

- Wildfire Prevention Planning Unit and Community Composite Risk Assessment Results (from WPSAPS)
- Areas with high values at risk (if not displayed in the Spatial Fire Management Plan)
- Areas of historical high human-caused occurrence
- Fire danger sign locations
- Standard patrol routes
- Places where the wildfire prevention program posts public information and literature
- Volunteer Fire Departments
- Recreation areas
- Schools

The Regional WUI/Wildfire Prevention Specialist is available for assistance and guidance in the development of a SWFPP.

2.10 Wildfire Prevention Supporting Plans

Supporting plans are needed for a wildfire prevention program to be fully functional. Even locations that don't have funded programs can benefit from developing supporting plans as needed to better guide their operations. The most common supporting plans used in wildfire prevention are a Sign Plan; a Patrol Plan; a Communications Plan; a Preparedness Plan; and a Fire Restrictions Plan.

Guidance and templates for developing the most common supporting plans can be found in the BIA Wildfire Prevention Supporting Plans Technical Guide, located online in the Prevention and Wildfire Investigation Resource Library at: <https://www.bia.gov/bia/ots/dwfm/resource-library>.

2.11 Wildfire Prevention Strategies at Non-Funded Locations

Indian Country has many locations that are in need of wildfire prevention. Unfortunately, due to limited budgets, funding is not always available to hire a full-time person to implement a program. The wildfire prevention strategy for these locations is to develop a wildfire Prevention Action Plan (PAP) that can be implemented very easily. WPSAPS provides some maps useful in the development of the PAP and should be developed through the Risk Assessment module. The PAP is developed with the intent that other local program staff, detailers, or wildfire prevention teams are provided with enough information to implement wildfire prevention actions that will address the historical human-caused ignition issues at that location. These are the required contents of the PAP:

1) Digital maps of:

- The Fire Management Unit with Wildfire Prevention Units from WPSAPS
- Risk assessment results from WPSAPS
- Areas of high values at risk from WPSAPS
- Fire history from WPSAPS

Additional maps that are useful but not required:

- Fire danger sign locations
- Standard patrol routes
- Places where the wildfire prevention program posts public information and literature
- Volunteer Fire Departments
- Recreation areas
- Schools

2) Optional Charts showing:

- Fires by cause category and acres burned
- Fires by month (shows when typical wildfire season occurs)

3) Basic Wildfire Prevention Measures:

- Wildfire Prevention Strategy
- Optional List of Wildfire Prevention Actions
- Key Contacts
- Communications protocol
- Calendar of recurring events

WPSAPS must be used in developing this plan.

Chapter 3: Funding

The first priority for wildfire prevention funding is to implement approved WFPPs. Secondary priorities are to fund national contracts and agreements that enhance the overall wildfire prevention program. The third priority is to provide supplemental funds to conduct wildfire prevention activities that are not included in a funded WFPP. Any Tribe or BIA agency may request supplemental funding, even those where a funded WFPP could not be justified. Likewise, any Tribe or BIA agency may request Long-Term or Short-Term Severity funds to conduct wildfire prevention activities during times of special need or exceptional fire danger. Tribes have the option of funding wildfire prevention activities using Tribal funds. Finally, Tribes and BIA agencies have the option of funding prevention activities using preparedness funding.

3.1 Funding Terminology

The following terminology is used to describe the various funding status used for WFPPs:

- **Funded** - The WFPP is fully funded with no conditions.
- **Partially Funded** - The WFPP is only partially funded, but with no conditions.
- **Conditionally Funded** - The WFPP is funded for a short period with the condition that specific elements are developed.
- **Probationary Funded** - The WFPP is funded for a short period with the condition that specific issues/concerns identified in a program review are resolved.
- **Withheld** - Funding is temporarily withheld but held in reserve. This may be due to a position vacancy or an incomplete WFPP revision.
- **Unfunded** - The WFPP has expired, is not funded, and no funding is reserved; or the current national budget does not provide enough resources to fund the WFPP.

3.2 Prerequisites for Obtaining Funding for Wildfire Prevention

There are wildfire prevention program policies and requirements that must be met before programmatic funding can be distributed to a Tribe or BIA agency. These policies and requirements are necessary to effectively distribute funding to Tribes and BIA agencies with the greatest need. A unit must take several steps before a WFPP will be considered for funding. These include:

1. Someone in leadership or management at the Tribe (Chairman, Natural Resource Program Manager, FMO, etc.) or BIA agency (Superintendent, Forest Manager, FMO, etc.) must recognize the need and take action to reduce their human-caused wildfires.

2. The local unit must develop a WFPP in collaboration with the Regional WUI/Prevention Specialist. The WFPP must meet all standards, guidelines, and business rules contained in this handbook.
3. The local Line Officer must submit the WFPP to the Regional FMO for review and approval.
4. The WFPP must be approved by the RD in order to be considered for funding.
5. A request for funding from the RD for the program must be sent to the Director, BIA. No funding will be distributed to new programs without an official request from the respective RD.

3.3 BIA Wildfire Prevention Funding Prioritization

The BIA's DWFM strategically evaluates new funding requests and distributes funds based on the budget available and a wildfire prevention prioritization approach. Specifically, DWFM developed a process that relies on a National Wildfire Prevention Risk Assessment (NWPRA) to prioritize need. The NWPRA uses:

- Wildfire Occurrence
- WUI
- Values at Risk
- Wildfire Hazard Potential

The NWPRA produces a list of reservations ranked from highest to lowest priority. This ranking is used to evaluate and prioritize new funding requests.

Regions may submit funding requests, along with their approved new WFPPs, up until close of business (COB) on **July 15th each year**. All requests will be compiled in August of each year and ranked in order of priority.

New WFPPs must establish a minimum workload of 1662 hours in Prevention Actions to be considered for fulltime programmatic funding. This figure represents 80% of a full-time employee's time in wildfire prevention related duties as required by policy. WFPPs with a workload of less than 1662 hours but more than 835 hours may be funded for a specific number of pay periods. **Units with smaller workloads may still request supplemental funding to purchase wildfire prevention materials and signs.**

New WFPPs have a greater chance of being considered for funding if they:

- Demonstrate cost effectiveness and are competitive with planned costs for other Tribes and BIA agencies having similar wildfire prevention issues and complexity.
- Establish a minimum workload of 1662 hours in General, Specific, and Community Level Prevention Actions.

- Demonstrate they have a strategy to reduce the incidence of human-caused wildfires.
- Follow the standard WFPP Outline described in chapter 2.

Continued funding is not guaranteed for existing programs; however, priority consideration will be given to those programs.

3.4 Requesting Continued Funding for a Revised WFPP

Regional WUI/Wildfire Prevention Specialists evaluate the currently funded programs through reviews and interviews.

Submissions for continued funding are submitted to the DWFM up until COB on **September 15th each year**. All Revised WFPPs must meet the requirements detailed in Chapter 2. At a minimum, the following should be considered:

- The currently funded program is demonstrating success at reducing human-caused wildfires.
- The BIA agency/Tribe is utilizing the funding appropriately.
- Annual accomplishment reporting requirements are being met.
- All required elements are in place and functioning properly.
- Management is providing the appropriate level of supervision and support to the program.
- At least 80% of the funded staff's time is being spent on wildfire prevention or investigation activities, including off unit assignments.
- At least 80% of the planned actions in the WFPP are being implemented, on average, over the past five years.

Unfunded programs must initiate a new formal funding request to regain their funding. This request will be considered a "New" request and will be subjected to the protocols for all new requests. In some cases, re-instated funding may not be available.

3.5 Wildfire Prevention Program Business Standards

The following business standards for wildfire prevention program funding have been adopted:

- Wildfire prevention program funding must be used to implement the approved WFPP. Failing to implement the approved WFPP will result in probationary funding or a program becoming unfunded (e.g., using wildfire prevention funded personnel to augment the suppression organization or fuels management).
- Wildfire prevention program funding must only be used in support of the wildfire prevention personnel as described in the WFPP. Any use of wildfire prevention funding to support non-wildfire prevention personnel must be authorized, in writing, by the Regional WUI/Wildfire Prevention Specialist. Unauthorized use of wildfire prevention program funding to support non-

wildfire prevention personnel will result in a loss of that amount of funding in the following fiscal year (FY). Continued unauthorized use will result in the program becoming unfunded.

- Wildfire prevention funding is released to the field unit level only for occupied wildfire prevention positions. Vacant positions will not be funded until filled.
- When a position is vacated, the Regional WUI/Wildfire Prevention Specialist must notify DWFM in writing immediately after being notified of the vacancy.
- When a vacancy is filled after the start of a FY, the funding will be prorated for the balance of the FY.
- Full-time personnel funded under the AF1002T00.999900 functional area may not lapse base salary when on wildland fire assignments using a FireCode or when performing hazardous fuels reduction work.
- Prior to beginning the hiring process for a vacancy, the hiring unit must verify the availability of funding with the Regional WUI/Wildfire Prevention Specialist.
- Unfunded programs must initiate a new formal funding request to regain their funding. This request will be considered a “New” request and will be subjected to the protocols for all new requests. In some cases, re-instated funding may not be available.
- Wildfire prevention program funding (AF1002T00.999900) is designated to implement and support approved WFPPs. A minimum of 80% of the funded program’s staff duties must be spent implementing the WFPP, participating on wildfire prevention teams, or participating in wildfire investigations. This does not mean that 20% of the staff duties may be spent on other work. The WFPP establishes the approved annual workload for each FY. Implementing the WFPP must be the primary duty of the positions fully funded by wildfire prevention.
- The approved method of determining if 80% of the funded position’s time is being spent implementing the WFPP and associated activities is based on the reported accomplishments and workload factors for the wildfire prevention activities. This method is as follows:

Step 1 - Determine the Wildfire Prevention Workload (PW) - First, the reported accomplishments for the FY are multiplied by the associated workload factors for General and Specific Actions. **Note:** it is necessary to track annual accomplishments on an individual basis at locations with multiple funded wildfire prevention positions. The resulting values are then added together for each funded position.

Step 2 - Calculate the Total Hours of Wildfire Prevention Time - The number of “base 8” hours spent by each position on off-unit wildfire prevention or investigation assignments during the FY are added in.

Step 3 - Calculate the Percentage of Wildfire Prevention Time - The total is divided by 2080. Then the result is multiplied by 100 to convert it to a percentage.

An example is as follows:

Step 1 - Determine the PW

Using the workload factors, each reported annual accomplishment is multiplied by its associated workload factor and summed into General and Specific Actions totals. The General and Specific Actions totals are then added together.

PW = 750 (General Action Hours) + 840 (Specific Action Hours) = 1590 hours worked on WFPP

Step 2 - Calculate the Total Hours of Wildfire Prevention Time

Wildfire Prevention Time = 1590 + 160 (off-unit investigation assignments) = 1750 hrs. of wildfire prevention time

Step 3 - Calculate the Percentage of Wildfire Prevention Time

Percentage = $(1750/2080) \times 100 = 84.1$ percent

The 2080 hours used in the example above are for a standard FY. In the case of a shortened work year due to an administrative action (vacancy, unplanned furlough, adverse action, natural disaster, or hazardous weather), those hours not worked should be deducted from the 2080 base hours used in the calculations above.

3.6 Funding Source and Approved Uses

There are several funding sources that may be used to support a comprehensive wildfire prevention program. Wildfire prevention is funded from the AF1002T00.999900 functional area. AF1002T00.999900 funding is exclusively for the development, implementation, and support of wildfire prevention programs. **It may not be used to supplement any preparedness program shortfalls.**

1. **Wildfire Prevention Plan Implementation (AF1002T00.999900):** These funds are used for wildfire prevention position salaries and wildfire prevention program support. Since the source of the wildfire prevention funding is from the wildland fire preparedness program, any restrictions applied to preparedness funding also apply to wildfire prevention funding.
 - Wildfire prevention positions: Funding for salaries must be based on the employee's actual salary requirements, not to exceed the GS grade in the approved WFPP. Tribally managed programs under a P.L. 638 contract will be funded for actual salaries and benefits up to, but not exceeding, the GS grade identified in the approved WFPP. This funding may not be used to fund support to other natural resource or wildland fire programs. Funding for compacted

wildfire prevention programs will be provided at the full performance level of the midpoint for the grade of each position, unless the Tribe furnishes documentation that a different salary is needed. Funding for compact and contracted programs must fall within the ranges of the GS grades for the positions approved in the wildfire prevention plans.

- Wildfire prevention programs funded under a P.L. 638 contract will receive funding not to exceed the level the personnel would receive under OPM's GS salary rules.
- Wildfire prevention program support: Support funding for approved wildfire prevention program positions is authorized. This funding may only be utilized to provide position support necessary to implement a successful wildfire prevention program. This includes:
 - Tuition for training which furthers the development of knowledge and skills required to be at the full performance level of the wildfire prevention staff.
 - Travel for funded staff
 - Prevention educational materials – The purchase of materials for wildfire prevention education purposes is an authorized wildfire prevention program expense. Prevention educational materials must have wildfire prevention messages and are purchased for use at schools and events.
 - Examples include but are not limited to: pencils, coloring books, crayons, rulers, badges, erasers, Smokey Bear's story books, stickers, wrist bands, zipper pulls, litter bags, brochures, posters, informational and/or educational handouts, and campaign type buttons.
 - Promotional materials – The purchases of promotional materials are approved including signs, banners, informational and/or educational handouts, and other items promoting a specific event or campaign. Items that do not contain a specific wildfire prevention or mitigation message or are of individual item value of over one dollar, are prohibited unless authorized by the Line Officer.
 - Public events
 - Public service announcements
 - Wildfire prevention material development
 - Wildfire prevention/investigation training materials
 - Uniform apparel that conforms to the BIA's Wildland Fire Management Uniform Standards and Policy found at online at:
https://www.bia.gov/sites/bia.gov/files/assets/bia/ots/dfwfm/bwf/pdf/Attachement1_BIA_WildlandFireManagement_Uniform%20Standards_508.pdf
 - Equipment that supports the position or program
 - Office and field supplies and support (materials and equipment)
 - Maintenance and upkeep of wildfire prevention signs
 - Wildfire prevention program vehicle lease/use
 - Personal Protective Equipment (PPE) needed to support wildfire prevention staff

- Other items which are directly related to the efficient implementation of the wildfire prevention program at the local unit (must be approved by Regional WUI/Wildfire Prevention Specialist).

Each approved and funded wildfire prevention program is provided program support funding based on the availability of funding within the current FY, the number of positions funded under the approved WFPP, and program complexity.

It is critical that support funding is used as fully as possible each year in support of wildfire prevention program needs. Due to the competition for wildfire prevention funding, carryover balances should be held to an absolute minimum. Excessive carryover balances will be withheld from the program funding in the next FY.

2. **Tribal Funding:** A Tribe may choose to fund wildfire prevention when Bureau funding is limited or unavailable, as well as to supplement the Bureau funding as needed. Tribal authorities should be consulted about any restrictions on this funding.
3. **Preparedness Funding:** All or part of a wildfire prevention program may be funded through the preparedness funding supplied to the BIA region, BIA agency, or Tribe. When this source of funding is used in lieu of wildfire prevention funding, the same policies and guidelines need to be followed as if the funding was wildfire prevention funding.
4. **Supplemental Accounts:** The purpose of wildfire prevention supplemental funding is to provide for special projects not funded in an approved WFPP or CWPP. Any BIA region, BIA agency, or Tribe may request supplemental funding, whether or not a WFPP exists at that location. However, a planning document such as a CWPP or PAP is required for any funding request exceeding \$3,000 in a year. These funds are non-recurring and are based on availability. Supplemental funding may be provided at the regional, BIA agency, Tribal, and/or national level.

All supplemental requests must be entered on-line using the BIA's Wildfire Prevention Supplemental Funding Request. The electronic Wildfire Prevention Supplemental Funding Request is found online at <https://arcg.is/1z0Crj0>.

The WUI/Wildfire Prevention Specialist submits the prioritized supplemental requests to DWFM by COB on **August 1st of each year** to be considered for funding the following FY. Examples of authorized supplemental funding use include:

- Travel for training specific to wildfire prevention, education, mitigation, and investigation for those programs currently not receiving wildfire prevention funding. This is limited to current BIA and/or Tribal employees.
- Wildfire prevention team activities during non-emergency periods and when all other funding sources are unavailable. Support from supplemental funding for wildfire prevention teams will be limited by the availability of funding.

- Wildfire prevention/investigation specific training materials which benefits multiple Tribes and BIA agencies for those programs currently not receiving wildfire prevention funding.
- Purchase of support items such as wildfire investigation kits, wildfire prevention materials, and educational materials for those programs currently not receiving wildfire prevention funding.
- Exhibits and displays that would cost more than 10% of the annual support provided to the program.
- The development and printing of educational materials such as brochures, flyers, and banners to be used for special events where large numbers of visitors are expected.
- Additional Fire Danger Rating signs.
- Initial non-recurring one-time expenditures for “Startup” items described in the approved WFPP.
- Wildfire prevention vehicle purchases.

The wildfire prevention supplemental funding **may not** be used for:

- Base pay of preparedness funded positions, including wildfire prevention programs.
- Suppression equipment (unless justified and approved in a specific proposal with a demonstrated wildfire prevention benefit).
- Medical claims
- Indirect Costs
- Travel for regular government employees attending a non-wildfire prevention, education, mitigation, or wildfire investigation training.
- Any item and/or service which is identified in the approved and funded wildfire prevention program.
- Wildfire prevention promotional and/or educational materials (e.g., coffee mugs, Smokey Bear materials, key rings, etc.) at locations receiving wildfire prevention position funding.

A special note about supplemental funding: As new programs have been added, the amount of funding available for supplemental funding has grown smaller. Supplemental funding is competitively awarded to conduct wildfire prevention work. It is required that supplemental funds be expended according to the approved request. Deviations from the approved request up to \$1,000 require specific written approval from the WUI/Wildfire Prevention Specialist.

Requests to deviate from the approved original proposal for \$1,000 or more require specific written approval from the Regional WUI/Wildfire Prevention Specialist and must be agreed to by the Deputy Director, Fuels Management Program, DWFM.

Spending supplemental funding on prohibited uses or on items not included in the approved request (without the written approvals described above), will result in ineligibility for supplemental funds for five years. If the unapproved deviation occurs at the regional level, the entire region will become ineligible for supplemental funding for five years.

Supplemental funds may be available on occasion to purchase vehicles for the BIA/Tribal wildfire prevention program. When wildfire prevention vehicle funds are provided, they may not be used to purchase vehicles for non-wildfire prevention program use. There are two types of vehicles approved for wildfire prevention funding: ½ ton 4x4 pick-up with extended cab; or at locations where a trailer is commonly towed, a ¾ ton 4x4 pick-up with extended cab is allowed. Deviations from the approved vehicles will be considered the same as any other unapproved use of supplemental funding and will result in ineligibility for supplemental funds for five years.

If there are questions regarding the appropriate use of wildfire prevention supplemental funds, the Regional WUI/Wildfire Prevention Specialist or the Deputy Director, Fuels Management Program, DWFM should be consulted.

5. **Long-Term Severity:** The identification of wildfire prevention actions is essential during the development of a severity request. Severity requests are routinely done in regions experiencing, or predicted to experience, drought and severe fire danger. Severity funds may be used to fund wildfire prevention teams, augment patrols, and/or develop and implement local wildfire prevention campaigns (e.g., community risk assessment and mitigation plans, community outreach and education, wildfire prevention materials, and Firewise). These are not recurring funds. An electronic copy of the current Severity Cost Estimation Worksheet can be obtained from the Regional WUI/Wildfire Prevention Specialist.

The WUI/Wildfire Prevention Specialist is responsible for reviewing all wildfire prevention and investigation components of a Long-Term Severity request before it is submitted to the DWFM. It is the responsibility of the regional FMO to ensure this review occurs.

When requesting severity funding for wildfire prevention or investigation resources, it is critical to include information that explains the specific wildfire prevention objective(s) to be addressed with the funding and how the funding will be used to address those objectives. At a minimum, the following information must be included:

- A summary of human-caused wildfire activity. Include the number of human-caused wildfires to date as compared to the average of the previous five years.
- A description of how additional resources how (such as a Wildfire Prevention Team) will be used. Include any plans to share resources to cover multiple areas.
- Describe any significant upcoming large events or surges in outdoor activities.

- Provide a justification for additional funds to be used for wildfire prevention materials or supplies.
6. **Short-Term Severity:** Short term severity funding may be used to mobilize additional wildfire prevention resources to address a short duration surge in wildfire occurrence, or to staff special events associated with increased risks and high fire danger on Indian lands. A Short-Term Severity Fire Report must document the use of additional resources to meet the emergency situation. Short term severity funds are limited and should typically be used for events of less than a week, unless directly committed to an incident(s). For further guidance, consult the National Interagency Fire Center’s (NIFC) *Interagency Standards for Fire and Aviation Operations (Red Book)*, chapter 10. The current version of the *Red Book* can be found online at: https://www.nifc.gov/policies/pol_ref_redbook.html.

3.7 Funding for a Fire Prevention Education Team (FPET)

There are four methods for funding a FPET:

1. An Incident Management Team may order a FPET to prevent any additional wildfires in the immediate area of a large wildfire incident. In this case, the FPET becomes a resource of the wildfire and is charged to a FireCode.
2. The most common method is to fund the FPET with long term severity funding. As the conditions develop that justify the use of severity to fund additional suppression resources, one of the first considerations should be the need for increased wildfire prevention work and possible use of a FPET. The severity request must be submitted in the BIA-approved severity request format to the local regional office. This request is then forwarded to the DWFM for review. Additional guidance on severity funding is found in [section 3.6](#) of this handbook, as well as in chapters 6 and 10 of the *Red Book*. Once severity funding is approved for wildfire prevention education work, the team is requested through the resource ordering process. The team then charges its expenses to the Severity FireCode. The current version of the *Red Book* can be found online at: https://www.nifc.gov/policies/pol_ref_redbook.html.
3. For events that are of short duration during periods of high fire danger, consideration should be given to using regional-level Fire Severity Funding (often called short term severity). This funding is limited and should not be used excessively. Short term severity should not be used for FPET assignments expected to last more than one week. The conditions and trigger points that justify the use of short term severity should be documented. The RD approves the use of this funding, although this authority is normally delegated to the regional wildland fire staff.

When numerous initial attack human-caused wildfires compete for local resources on a near daily basis, it is possible to declare a “fire complex.” In these situations, it may be justifiable to order a FPET as a local resource to reduce activity within the complex. Close coordination is needed with the Regional WUI/Wildfire Prevention Specialist, the unit FMO and the regional FMO to ensure that the declaration of the complex is properly executed. The FPET is then ordered on the FireCode assigned to the complex.

A special note about using the AD Pay Plan for wildfire prevention work: The AD Pay Plan is **not a funding mechanism**. It is only a hiring authority. The AD Pay Plan authorizes and provides specific direction relative to the hiring of emergency workers. The Plan, which is approved by the Secretary of the DOI, is updated and issued annually. The current year AD Pay Plan for Emergency Workers contains specific information and details. Wildfire prevention workers hired using the AD Pay Plan must have a FireCode to charge their time and travel against. The FireCode can be for an ongoing incident, Complex, or Severity. FireCodes are required since the AD Pay Plan is an “emergency” hiring authority. Many situations can require the use of AD hires for wildfire prevention work. Their use should be closely monitored and terminated when the job is complete, or the need has passed. Use of the AD Pay Plan to hire someone to wear the Smokey costume is not authorized, nor is use of base program funding for AD Pay Plan hires.

Only Federal Government agencies may use the AD Pay Plan. It may not be used by non-federal organizations, including Tribes. If a Tribe wishes to use the AD Pay Plan for wildfire prevention team activation, they will need to work through a sponsoring BIA agency or regional office.

3.8 Guidelines for P.L. 638 Contract and Compact Wildfire Prevention Programs

Tribes have the opportunity to assume all or any portion of the wildfire prevention programs through P.L. 93-638 contracts or compacts.

As required in all contract or compact requests, Tribes must submit a proposal to the appropriate BIA official which describes their desire to manage the wildfire prevention program via a 638 contract or compact. The BIA Program Manager will ensure that the Tribal proposal adequately describes the objectives, targets for activities, and any progress reports being funded. A scope of work, which describes how the wildfire prevention program will be implemented and delivered by the Tribe or Tribal organization, should at a minimum include language that refers to “delivering the wildfire prevention program as described in the approved Wildfire Prevention Plan (WFPP).” The BIA Awarding Official must ensure the appropriate contract language is in place before funding is approved. ***It is strongly recommended that the Regional WUI/Wildfire Prevention Specialist be consulted when developing this language.***

Upon completion of the appropriate contract/compact documents, the region may then submit a request for wildfire prevention program funding on behalf of the Tribe or Tribal organization. This request must be submitted by the RD and must include documentation that the wildfire prevention program will be delivered by the Tribe or Tribal organization as written in the approved WFPP. Examples of documentation may include a copy of the scope of work from the 638 contract or compact for the wildfire prevention program, or a copy of the annual funding agreement, both of which must specifically state: “the funding is provided for the implementation of the wildfire prevention program as written in the approved WFPP.”

When the BIA provides technical assistance to a Tribe funded through a 638 contract or compact to implement a wildfire prevention program, special considerations are required. In such cases, the total cost of the BIA involvement must be predetermined and withheld from the funding that is provided to the Tribe or Tribal organization for the project. This funding should remain either at the BIA agency or regional office level as appropriate. This will provide a mechanism to pay for the BIA

expenses in the provision of technical assistance to the project. There is no mechanism for a Tribe to pay the BIA for the provision of technical assistance once the funding is in the contract or compact. Payment of indirect costs (IDCs) are allowed in P.L. 638 contract and compact Tribal programs; however, these funds are distributed separately from the program funds.

3.9 Schedule of Important Dates for the Wildfire Prevention Program

There is an annual cycle of events in BIA's Wildfire Prevention Program. This cycle consists of reporting due dates and funding requests due dates. The FY schedule of important dates is as follows:

November 15 - The unit level Annual Accomplishment Reports are due to be completed in WPSAPS.

December 1 - The unit level Annual Accomplishment Reports are printed out of WPSAPS and due to be deposited in the Prevention Teams site by the WUI/Wildfire Prevention Specialists.

December 1 - Copies of outreach materials are due to DWFM in Boise, ID.

December 31 - Carryover adjustment deadline for the previous FY.

January 6 - Regional input for the Annual National Prevention Program Summary (regions establish their due dates to facilitate summarizing data for submission to NIFC).

July 15 - DWFM sends out next FY program planning spreadsheet for updates.

July 15 - Regionally approved WFPPs for new programs are due to DWFM.

August 1 - Supplemental funding requests are due to DWFM.

August 1 - Regions return updated next FY program planning spreadsheet.

September 15 - Submissions are due for revised WFPPs to continue to receive funding.

Chapter 4: Accountability

BIA agencies and Tribes utilizing public funds must be able to account for their expenditures. The BIA recognizes the importance of accountability in managing the wildfire prevention programs it funds. Managers and Awarding Officials Technical Representative (AOTR-BIA oversight) often need access to documentation for wildfire prevention program activities, equipment, supplies, and expenditures. Organized records need to be kept for all of these. To ensure programs are accountable, there are record keeping requirements, accomplishment reports, and internal reviews.

4.1 Documenting Wildfire Prevention Program Accomplishments

Documentation is necessary for wildfire prevention actions. Since most wildfire prevention activities do not produce visible “on the ground” results, it’s important to establish a reliable documentation record for all wildfire prevention work. General and specific actions should be documented in some manner when accomplished. Several methods of documentation are acceptable, such as:

- Daily Journal
- Daily Activity Report (National Wildfire Coordinating Group (NWCG) Unit Log Form is acceptable)
- Activity/Daily Accomplishment Documentation Record

The following is the *minimum* information each record must include:

- What was accomplished
- Where the accomplishment took place
- When the accomplishment occurred
- Who was contacted or assisted
- What community was impacted

Some additional information that is also useful to include:

- Third party verification or photograph
- Type of action (general, specific, or community)
- Staff time involved
- Public(s) affected by the activity

Documentation requirements for each prevention action are found in the *BIA Wildfire Prevention Accomplishment Reporting Technical Guide* found online at:

<https://www.bia.gov/bia/ots/dwfm/resource-library>.

4.2 Fiscal Accountability

Programs are expected to be accountable for responsibly using the funds they are provided. The BIA's Budget Execution Reporting Tool (BERT) is a program expenditure tracking tool used by DWFM for monitoring budget use by BIA agency-delivered programs. It provides snapshot data of available funding for established BIA agency accounts by FY. It is also the recommended reference tracking tool for BIA agencies to use in tracking expenditures. Contract and compact programs will need to work with their Tribal accounting offices to establish budget execution tracking information.

4.2.1 Budget Utilization

Budgeted funds must be used appropriately. There are two metrics DWFM uses to evaluate the appropriate use of funds:

- Allowable expenses – Are the expenses charged to the program allowable?
- Full Utilization – Does the program fully utilize the funding provided? The standard discussed in the related policy (i.e., 90 IAM 5) is “full utilization” with a carryover balance of less than two percent of the program's final allocation.

4.2.2 Supplemental Utilization

Supplemental funds must be used as proposed. This funding is competitive and limited. They are only provided when funding is available. Utilization of these funds will receive a higher degree of scrutiny. The two metrics DWFM uses to evaluate the appropriate use of supplemental funds are:

- Did the program fully utilize the funding provided?
- Was the funding used as proposed?

Programs are advised to maintain a separate file for supplemental expenditures. A well-organized supplemental funding file includes:

1. Requests
2. Approvals
3. Funding transfer documents
4. Descriptions of items purchased
5. Copies of receipts and invoices for expenditures
6. The final status of each supplemental item

4.3 Required Reporting

The Annual Accomplishment Report is required for all funded programs. The report should be prepared by BIA agency/Tribal wildfire prevention staff, with assistance from the FMO or wildland fire staff. This report accounts for implementation of WFPP targets. It is critical since it measures how well the program that is funded is being implemented.

This annual report is now submitted using WPSAPS. Accomplishments are reported online using its Accomplishment Reporting module. It is strongly recommended that program personnel enter their accomplishments on a quarterly or monthly basis.

The annual report for the previous FY is due by **November 15** to the assigned Regional WUI/Wildfire Prevention Specialist. After the Regional WUI/Wildfire Prevention Specialist reviews the reports and obtains any corrections, all reports must be forwarded in electronic format to the Deputy, Fire Use and Fuels at NIFC by **December 1**.

The following requirements apply:

- Accomplishment reports will be completed for BIA agency/Tribal wildfire prevention programs on an annual basis using WPSAPS. Every reported accomplishment must be supported by the documentation described in the *BIA Wildfire Prevention Accomplishment Reporting Technical Guide*. The most current version of the *BIA Wildfire Prevention Accomplishment Reporting Technical Guide* can be found online at: <https://www.bia.gov/bia/ots/dwfm/resource-library>.
- Failure to submit an annual report by the deadline will result in withheld funding until the report is submitted.
- Failure to submit the report by the end of the 30 day probation period will result in a program review prior to funding being restored.
- Programs that miss the deadline for two consecutive years will be unfunded.

4.4 Reviews

Reviews are regularly used to provide a third level of accountability for wildfire prevention programs. They include self reviews and third party reviews.

4.4.1 Annual Readiness Reviews

The purpose of the review is to ensure the unit is prepared for the upcoming wildfire season. This review is a self review using the most current checklist. This review is conducted as a means of ensuring the program is prepared to function prior to a wildfire season. Some additional tips for conducting the readiness review are as follows:

- Guidance and policy for conducting readiness (or preparedness) reviews is found in the *Red Book*, chapter 18. This can be found online at: https://www.nifc.gov/policies/pol_ref_redbook.html.
- A checklist for conducting an Annual Readiness Review can be found online at: <https://www.bia.gov/bia/ots/dwfm/resource-library>.

4.4.2 Program Reviews

Program reviews provide a more intense level of review that takes place less frequently than readiness reviews. The purpose is to ensure proper policy compliance, procedure, and program delivery effectiveness. This review is designed to obtain, analyze, and evaluate information concerning the management, planning, and operational procedures of the program. It is a formal process that takes place at the regional, BIA agency, or Tribal level. This review may be used as the single annual audit for P.L. 638 contract and compact programs.

A wildfire prevention program review may be conducted as an independent review of the wildfire prevention program. It should be included as a part of an overall review of the wildland fire program or preparedness program. It offers several opportunities to evaluate the cooperation and effectiveness of the wildfire prevention and preparedness programs. Typically, this review should examine:

- Program compliance with policy and/or procedure. Underlying reasons behind non-compliance must be determined and suggestions for change identified.
- The effectiveness of the wildfire prevention strategy.
- Adequacy of budget and funding to achieve the stated goals and objectives in the WFPP.
- Effectiveness and opportunities for partnerships and collaborative efforts.
- If at least 80% of the funded staff's time is being spent on wildfire prevention or investigation activities, including off unit assignments.
- If at least 80% of the planned actions in the WFPP are being implemented, on average, over the past five years.

The Program Review Checklist can be found online at: <https://www.bia.gov/bia/ots/dwfm/resource-library>. The checklist is divided into 12 “functional areas.” Each functional area lists up to 12 standards that are reviewed. A rating is selected for how well the program has addressed each standard and the corresponding code is placed to the right of the standard, in the checklist. Notes, sufficient to develop a narrative, should be provided to the right of the rating code. The standards for the ratings are:

- Exceeds – The program has gone the “extra mile” on this standard or has produced exceptional results.
- Met – The program’s efforts generally meet the intent of the standard.
- Needs Improvement – The program’s efforts do not adequately address the intent of the standard. Elements are rated as “Needs Improvement”. They should be further detailed in the review report as either Issues or Concerns, based on their impact on the program’s success or policy compliance. If the impact is a “Concern”, a resolution should be provided in the Corrective Action Plan (CAP).
- Non-Compliant – The program has not addressed this element or is significantly out of compliance with policy. Elements rated as “Non-Compliant” should be further detailed in the review report as “Concerns” with corrective actions specified in the CAP.
- Not Reviewed – Not all standards apply to every program. Temporary circumstances may also exist that render evaluation of a standard unnecessary. The decision to not review a standard is made by the review team.

4.4.2.1 The Wildfire Prevention Program Review Process

The process for conducting a Wildfire Prevention Program Review is as follows:

- 1) The Regional WUI/Wildfire Prevention Specialist and the Tribal leadership or BIA Superintendent agree upon a date and location for the review.
- 2) The Regional WUI/Wildfire Prevention Specialist, as Review Team Leader, assembles the Review Team based upon available personnel and anticipated special needs. At a minimum, the Review Team should consist of the regional FMO, the Regional WUI/Wildfire Prevention Specialist, the BIA agency/Tribal FMO, and the wildfire prevention staff. It may also include Budget Specialists, Natural Resource Officers, Fuels staff, Forestry staff, the BIA Superintendent, Tribal officials and/or Tribal council members.
- 3) The Review Team arrives at the selected location and checks in with the designated Tribal Leader or BIA Superintendent. This step may be omitted if this is a virtual program review.
- 4) The Review Team then conducts the review using the Program Review Checklist found online at: <https://www.bia.gov/bia/ots/dwfm/resource-library>. The Checklist is used to guide a question-and-answer format for each standard. Some responses may need to be spot checked in the BIA agency or Tribal wildfire prevention staff’s records.

- 5) Once the Checklist is completed, the Review Team discusses the findings, identifies any follow-up responses needed, and agrees upon an overall assessment of the program's policy compliance and functionality. A timeline for the draft Program Review Report is discussed.
- 6) The Review Team Leader briefs the designated Tribal leader or BIA Superintendent on the findings, any follow-up responses needed, and any anticipated corrective actions.
- 7) Within four weeks of the review, the Review Team Leader prepares a draft Program Review Report and disseminates it to the Review Team and designated Tribal leader or BIA Superintendent to verify accuracy and comment on, or object to, the findings and recommendations.
- 8) Following a comment period (usually two weeks), the Review Team Leader works with those commenting to resolve differences of opinion and correct errors in the Program Review Report. This may require negotiations and further discussion if there are strong differences of opinion over any finding or recommendation. In the case of an impasse, the Review Team Leader has the authority to finalize the report. In this situation, the objections must be noted and explained in the final report.
- 9) The Review Team Leader signs the Final Program Review Report and certifies it as being accurate with their electronic signature locking the PDF file.
- 10) A copy of the Final Program Review Report is sent (electronically or in hard copy format) to the Review Team, designated Tribal leader and/or BIA Superintendent. An electronic copy is also sent to the Regional Self-Governance Specialist for Tribally delivered programs.

4.4.2.2 The Program Review Report

The final step in the program review process is to prepare the report. The Wildfire Prevention Program Review Report documents that proper oversight is being provided for wildfire prevention programs. Due to the importance of this report and its potential impact on program funding, a prescribed format has been developed. A template for this format can be found online at: <https://www.bia.gov/bia/ots/dwfm/resource-library>. The report is divided into nine sections, plus attachments. These are:

1. **Introduction** – This section lists the participants, location, date, time, and purpose for the review. It should describe the process and document which version of the Program Review Checklist was used. The following items should also be discussed in this section: “Commendations,” “Issues,” “Concerns,” “Improvement Recommendations,” and “Action Plan”.

2. **Findings Summary** – This section lists the number of standards in the Checklist that were reviewed; the number rated as “Exceeds” standards; the number rated as “Met” standards; the number rated as “Needs Improvement” standards; and the number rated as “Non-Compliant.” It uses these statistics to decide whether the overall findings of the review are “favorable” or “unfavorable.” The requirement for a favorable review is at least 80% of the standards reviewed must have been rated as “Met” or “Exceeds.”
3. **Findings** – This section is divided into the 12 functional areas and details the numerical results of each in the review. The standards from the Checklist are listed for each functional area, along with the rating for the standard and a short narrative describing the basis for the rating. If the standard is rated as “Needs Improvement,” then this section should explain whether the standard is an “Issue” or a “Concern.”
4. **Commendations** – These are developed from the standards rated as “Exceeds,” and should be described in this section. They may also be based on observations made during the review of exemplary products, enthusiasm, or similar attributes not included in the Checklist.
5. **Issues** – These are developed from the standards rated as “Needs Improvement.” They are standards that impact the quality or success potential of the program. They may be standards that are partially met, but still need attention. Issues are addressed in the “Improvement Recommendations.” This section identifies each Issue with a supporting narrative explaining the impact of each.
6. **Concerns** – These are more serious deficiencies in program delivery or policy compliance and are affecting the success of the program. The impact of each concern should be discussed as well as the impacts and the potential consequences of leaving the concern unaddressed. One of the impacts of an unaddressed concern is the potential to cause a program to lose funding. Others may include safety violations or legal consequences. “Corrective Actions” for Concerns are prescribed in the Action Plan.
7. **Improvement Recommendations** – This section of the report details recommendations to resolve or improve on standards that were rated as “Needs Improvement,” but were identified as Issues. There should be a recommendation for each Issue identified.
8. **CAP** – This section of the report details the corrective actions needed to resolve Concerns. The Corrective Actions must be within the ability of the program staff or administration to correct. Corrective Actions must have a due date and include the method for verifying the Corrective Action has been implemented.
9. **Finalization** – This short section at the end of the report documents the person submitting the report, and the dates of the review and of the final report. It also documents and addresses any objections or concerns raised by the BIA agency/Tribal staff. The last entry before the Attachments is an electronic signature that locks the document.

10. **Attachments** – This section includes a copy of the final Program Review Checklist, any supporting tables, graphics, accomplishment reports, or other materials that support the findings of the review.

4.4.2.3 Determining If the Review Was Favorable

There needs to be a clear determination that the Program Review was either favorable or unfavorable for funding purposes. This needs to be clearly stated in the Program Review Report. The process for making this determination is as follows: The number of standards that were rated as “Met” or “Exceeds” are divided by the number of standards reviewed. If the result is less than 80%, the review is “unfavorable.” If the result is 80% or greater, the review is “favorable,” providing that no serious policy violations are noted.

4.4.3 A-123 Internal Controls Review

The OMB requires a review of internal controls using the process and templates prescribed by Circular A-123, *Management’s Responsibility for Internal Control*, and as dictated by the DOI and IA’s Division of Internal Evaluation and Assessment (DIEA). It is a formal process, conducted on a two-year cycle for wildfire prevention.

This review uses a self-assessment checklist to evaluate policy compliance and program effectiveness at the BIA’s agency and regional levels. The review checklist is provided by DIEA, along with instructions, in the year of the review. The checklist uses a binary test to identify performance and accountability issues. Field tests are reviewed by the WUI/Wildfire Prevention Specialists, and site visits are then conducted at a minimum of two locations in each region. The Central Office then selects two regions at which to conduct site visits. Site visit reports are rolled up into regional reports, and the results must be certified by the RD. Any serious deficiencies are addressed through a CAP.

This review is equivalent to a program review as roughly the same questions are asked on each.

Chapter 5: Wildfire Prevention Position Descriptions and Recommended Training

This chapter provides guidance on selecting wildfire prevention Standard Position Descriptions (SPDs) and expertise levels that fit the WFPP and local management structure. It also discusses required and recommended training.

5.1 SPD and Expertise Levels

There are currently several SPDs approved for technician and specialist staffing wildfire prevention programs at the local level. These are separated by expertise levels and education requirements.

Note: These SPDs may be superseded for federal employees once the new Wildland Firefighter Job Series is implemented by OPM. Tribes may still find them useful, however.

- 1) **Wildfire Firefighter (Prevention) Technician** – Implements a WFPP designed by others, providing minimal input into the planning process. This position may be the only position at a location or part of a team assigned to the location. This position commonly reports directly to the FMO, Assistant FMO, Fire Program Manager, or other management staff as determined by the local unit. The position may require daily technical guidance and direction from the supervisor, or it may function somewhat independently. It may be the only position at a low or moderate complexity unit, or a secondary position at a moderate or high complexity unit. The maximum GS Grade Level for this position is GS-7.
 - Wildland Firefighter (Prevention), GS-0456-07 is appropriate for a technician that implement parts of the WFPP under supervision and recommends input during its development. It may also be used as a secondary position at a larger program location. It uses the DOI SPD titled: **DX01400**.
 - Wildland Firefighter (Prevention) GS-0456-08 is appropriate for a technician that independently implements, with limited supervision, the WFPP, and evaluates and recommends input during its development. It may also be used as a secondary position at a larger program location. It uses the DOI SPD titled: **DX01500**. It is a Wildland Firefighter (Prevention), GS-0456-08.
- 2) **Wildfire Firefighter (Prevention) Specialist** – Provides leadership and direction to prevention program implementation at the local and regional levels. Most develop and implement a WFPP, managing most of the planning process. This position may be the only position at a location or part of a team assigned to the location. This position commonly reports directly to the FMO, Assistant FMO, Fire Program Manager, or other management staff as determined by the unit. The position may provide daily technical guidance to others. It may be the only position at a moderate or high complexity unit or supervise others.
 - Wildland Firefighter (Prevention) at the GS-8 level develops a wildfire prevention plan, with assistance from a higher-level specialist. This position implements, or supervises, the implementation of the plan; conducts an analysis of risks; and monitors the effectiveness of the wildfire prevention strategy. It may be the only position at a location or the leader of a

two-person team assigned to the location. It may supervise another wildfire prevention employee. This position commonly reports directly to the FMO or Assistant FMO. It uses the DOI SPD titled: **DX01500**.

- Wildland Firefighter (Prevention) at the GS-0456-09 level independently, or with minimal assistance, develops a WFPP and supervises the implementation of the planned actions. This position conducts an analysis of risks, and monitors the effectiveness of the wildfire prevention strategy. This position acts as the leader of a team assigned to the location and supervises other wildfire prevention employees. This position commonly reports directly to the FMO or Assistant FMO. It uses the DOI SPD titled: **DX01600**.
- Wildfire Wildland Firefighter (Prevention) at the GS-0456-11 level independently develops a WFPP and supervises the implementation of the planned actions. This position acts as the leader of a team assigned to the location and supervises other wildfire prevention employees. This position commonly reports directly to the FMO or Assistant FMO. It may represent the BIA agency as a Subject Matter Expert on regional and national committees. It uses the DOI SPD titled: **DX01700**.

For positions that serve as Bi-Regional or Tri-Regional WUI/Prevention Specialists, the following guidance should be used:

- Wildland Firefighter (Prevention) at the GS-0456-12 level independently assists others in the development of WFPPs in assigned regions. This position assists DWFM with the development and implementation of projects supporting the prevention program at the national level. This position routinely provides technical assistance to the BIA agencies and Tribes at the regional level, and develops budgets for local programs in the assigned regions. It assists DWFM with the development and maintenance of a wide range of policy documents. It uses the DOI SPD titled: **DX04900**.

Note: the most recent copy of the selected SPD should always be obtained from the servicing Human Resources Office.

5.2 The Role of Wildfire Prevention Personnel in Wildland Fire Operations

The first responsibility of wildfire prevention personnel is to implement their WFPP. The wildfire prevention personnel also have a unique role in wildland fire operations. Due to the duties associated with performing the job, the wildfire prevention personnel provide several opportunities to enhance the effectiveness of the overall wildland fire organization. However, wildfire prevention personnel and wildland fire management must work together to ensure that assignments to operations or support functions are not routine and do not negatively impact the performance of planned and funded wildfire prevention duties or create confusion on the wildland fire scene. It is critical that wildfire prevention personnel perform only in operational roles for which they are qualified.

When patrolling, the wildfire prevention personnel may often be the first to observe a wildfire. In these cases, they should report the approximate location of the wildfire to their dispatch organization and offer to respond to verify location, ownership, and threats to property, life, and public safety.

#25-13, Issued: 11/15/24

Replaces #23-11, Issued: 12/19/22

Wildfire prevention personnel may also engage in initial attack operations as qualified and as needed. Once any life/safety concerns are mitigated, Incident Command is established, and adequate suppression resources are in place, the wildfire prevention personnel should be released to return to their wildfire prevention duties, including determining the cause and origin if the general origin area was on protected Indian lands. They can continue to support operations as necessary from this capacity. Their role in local extended attack operations should be limited to performing wildfire prevention duties, non-routine incident support, and rarely in developmental/trainee assignments. During periods of heightened fire occurrence with limited availability of qualified resources, prevention personnel may be utilized to support fire operations locally or nationally.

On-scene wildfire prevention duties include conducting cause and origin investigations; establishing contact with onlookers and nearby residents to obtain information; coordination with law enforcement regarding investigations; identifying witnesses; and advising nearby residents of the potential need for evacuations.

Other wildfire prevention duties that are part of the wildland fire operations include: coordinating the fire danger sign adjectives with dispatch, operations, and adjacent jurisdictions; coordinating with any Wildfire Prevention Education Teams; planning patrol routes to obtain the best effect; and using the teachable moment to discuss the potential negative impacts of the wildfire with those contacted.

Prevention personnel are encouraged to develop qualifications outside of prevention when local fire conditions allow. This may be included in an Individual Development Plan.

5.3 Required Training

WPSAPS Introductory Training – This training provides a basic understanding of how WPSAPS should be used to develop WFPPs, yearly action plans, and to report accomplishments. It is required training for all wildfire prevention leaders and personnel. It is offered annually in a virtual environment for no cost. Contact your assigned WUI/Prevention Specialist for information on the next planned offering.

5.4 Recommended Training

Regardless of the SPD selected for the position, the wildfire prevention staff needs to have knowledge and skills in most of the same areas, but at differing levels of expertise. Some of the knowledge and skills common to all expertise levels are the basics of wildfire investigation, ability to write technical reports, ability to communicate effectively, and ability to assess wildfire danger, hazards, and risks. The following summaries (see 5.4.1) explain the knowledge and skills needed at each expertise level.

Most courses for wildfire prevention are maintained by the NWCG or National Fire Protection Association (NFPA). The BIA will also occasionally develop courses with Indian Country-specific content. The Federal Emergency Management Agency (FEMA) maintains the courses in the National Incident Management System (NIMS). While none of these courses are required, those listed are strongly recommended since they contain content not readily available from other sources.

The National Wildland Fire Training website offers a convenient way to find these course schedules and can be found online at: <https://wildlandfirelearningportal.net/>.

5.4.1 Training Common to All Wildfire Prevention Positions

NWCG S-215 Fire Operations in the Wildland/Urban Interface – This course provides training in firefighter safety in the interface, managing human factors in the interface, pre-incident planning, size-up and initial strategy, structure triage, structure protection overview, tactics in the interface, tactical operations and resource use in the interface, action assessment, plan update, and after-action review. The course is taught at many wildland fire academies, normally with a nominal tuition. The payment method for the tuition will need to be discussed with the Tribe or BIA agency FMO. It is occasionally offered by BIA regions and Tribes with no tuition.

NWCG P-101 Introduction to Wildfire Prevention – This course is designed to provide a basic introduction to wildfire prevention principles and activities for wildfire prevention specialists, fire managers, public information officers, and others who have wildland fire wildfire prevention, education, or mitigation responsibilities. The course is occasionally taught at wildland fire academies, normally with a nominal tuition. The payment method for the tuition will need to be discussed with the Tribe or BIA agency FMO.

NWCG P-310 Wildfire Prevention Team Member – This course is designed to provide intermediate level wildfire prevention principles and activities and provide references for personnel wanting to serve as a member of a National Fire Prevention Education Team (NFPET). This course is now required to be qualified as a Fire Prevention Education Team Member (PETM). It is also useful for wildfire prevention specialists, wildland fire managers, public information officers, and others who have wildfire prevention, education, or mitigation responsibilities or who may host a NFPET.

NWCG FI-110 Wildland Fire Observations and Origin Scene Protection for First Responders – The primary emphasis of this course is to teach sound wildland fire observations and origin scene protection practices that enable first responders to a wildland fire scene to perform proper origin scene protection procedures. This course is frequently offered by BIA's regions and agencies, and by Tribes. There is no cost for attending one of these.

NWCG FI-210 Wildland Fire Origin and Cause Determination – This course provides a consistent knowledge and skill base for wildfire investigation. The concepts taught in this course will help the wildfire investigator perform at an acceptable level on a national basis without regard to geographic boundaries. The course is presented by lectures, electronic presentations, field exercises, and class discussion. The course may require tuition if not hosted by the BIA. The payment method for the tuition will need to be discussed with the Tribe or BIA agency FMO.

NWCG S-290 Intermediate Wildland Fire Behavior – This course is a classroom-based skills course designed to prepare the prospective fireline supervisor to undertake safe and effective wildland fire management operations. It is the second course in a series that collectively serves to develop fire behavior prediction knowledge and skills. Fire environment differences are discussed. The course is taught at many wildland fire academies, normally with a nominal tuition.

The payment method for the tuition will need to be discussed with the Tribe or BIA agency FMO. It is occasionally offered by BIA regions and by Tribes with no tuition. It is often offered at training academies for a fee. The payment method for the tuition will need to be discussed with the Tribe or BIA agency FMO.

NWCG S-203 Introduction to Incident Information (or FEMA’s G-290 Basic Public Information Officer) – These courses provide students with the skills and knowledge needed to serve as public information officers (PIOF). They cover establishing and maintaining an incident information operation, preparing news releases, communicating with internal and external audiences, working with the news media, handling special situations, and long-term planning and strategy. The NWCG course is taught at many wildland fire academies, normally with a nominal tuition. The FEMA course is occasionally offered by state emergency management organizations for a nominal tuition. The payment method for the tuition will need to be discussed with the Tribe or BIA agency FMO.

NWCG L-280 Followership to Leadership – This training course is designed as a self-assessment opportunity for individuals preparing to step into a leadership role. The course combines one day of classroom instruction followed by a second day in the field with students working through a series of problem-solving events in small teams (Field Leadership Assessment Course). Topics include leadership values and principles, transition challenges for new leaders, situational leadership, team cohesion factors, ethical decision making, and after-action review techniques. Some course delivery may be arduous in nature. The course is taught at many wildland fire academies, normally with a nominal tuition. The payment method for the tuition will need to be discussed with the Tribe or BIA agency FMO. It is occasionally offered by BIA regions and by Tribes with no tuition.

NWCG M-410 Facilitative Instructor – This training course is designed to help students become effective facilitative instructors. The purpose of this course is to improve training delivery and quality by presenting instructional methods with an emphasis on student-oriented adult training techniques. The course is occasionally taught at wildland fire academies, normally with a nominal tuition. The payment method for the tuition will need to be discussed with the Tribe or BIA agency FMO.

FEMA’s ICS 100: Introduction to the Incident Command System (ICS) – This course introduces the ICS and provides the foundation for higher level ICS training. This course describes the history, features and principles, and organizational structure of the ICS. It also explains the relationship between ICS and the NIMS. This course is available free online at: [IS-0100.c: An Introduction to the Incident Command System, ICS 100 - Course Welcome \(fema.gov\)](https://www.fema.gov/course/welcome/ics-100).

FEMA’s ICS-200 Basic ICS: ICS for Single Resources and Initial Action Incidents – ICS 200 is designed to enable personnel to operate efficiently during an incident or event within the ICS. ICS-200 provides training and resources for personnel who are likely to assume a supervisory position within the ICS. There is no fee for this training. It can be found online at: [IS-0200.c Basic Incident Command System for Initial Response, ICS 200 - Course Welcome: Basic Incident Command System for Initial Response \(ICS 200\) \(fema.gov\)](https://www.fema.gov/course/welcome/ics-200).

FEMA's IS-700 NIMS: An Introduction to the National Incident Management System

(NIMS) – This course provides an overview of the NIMS. The NIMS defines the comprehensive approach guiding the whole community - all levels of government, nongovernmental organizations (NGO), and the private sector - to work together seamlessly to prevent, protect against, mitigate, respond to, and recover from the effects of incidents. The course provides learners with a basic understanding of NIMS concepts, principles, and components. This course is available free online at: [IS-0700.b An Introduction to the National Incident Management System - Course Introduction: IS-0700.b An Introduction to the National Incident Management System Web Only \(fema.gov\)](#).

NFPA's Assessing Structure Ignition Potential from Wildfire – This two-day training is based on fire science research into how homes and other structures ignite during wildfires and covers wildfire behavior, structure exposure, and the concept of the Home Ignition Zone. Students learn how to analyze wildfire risks to structures and provide actionable advice to property owners through an activity-rich curriculum. It is offered by the NFPA at various locations around the country. There is tuition for the course. The payment method for the tuition will need to be discussed with the Tribe or BIA agency FMO. More details about the course can be found online at:

[NFPA's Assessing Structure Ignition Potential \(ASIP\) Training | Fire Research and Management Exchange System \(frames.gov\)](#)

Scientific and Technical Report Writing – This course teaches a student to organize and present their thoughts logically. It also helps students learn to avoid common usage and grammatical errors that can detract from the quality of their message. Technical writing classes are widely available through colleges, vocational schools, and sometimes offered through DOI. These classes usually have tuition. The cost of the tuition and approval to attend must be discussed with the supervisor prior to enrollment.

BIA specific wildfire prevention and investigation training – DWFM offers continuing education courses every one or two years for wildfire prevention personnel. These courses are open to all wildland fire management personnel and their supervisors. They cover a variety of traditional and current wildfire prevention, education, communication, and investigation topics, using national and local expertise. There is no tuition for these sessions.

5.4.2 Additional Training Recommended for Wildfire Prevention Specialists

In addition to the training recommended as common to all wildfire prevention positions, the Wildfire Prevention Specialist should take the following courses to further develop their skills and knowledge required to be at the full performance level of their position:

NWCG RX-310 Introduction to Fire Effects – This course is designed to provide students with the knowledge and skills necessary to recognize and communicate the relationships between basic wildland fire regimes and first order effects, the effects of wildland fire treatments on first order effects, and to manipulate wildland fire treatments to achieve desired first order effects. The course is occasionally taught at wildland fire academies, normally with a nominal tuition. The payment method for the tuition will need to be discussed with the Tribe or BIA agency FMO.

NWCG L-380 Fireline Leadership – This is leadership development training for unit supervisors. The training is designed to provide at least 50% of the delivery time as exercises and simulations. It is intended to cover application of leadership styles; communicating vision and intent; team building; detecting operational error; and managing stress. The course is occasionally taught at wildland fire academies, normally with a nominal tuition. The payment method for the tuition will need to be discussed with the Tribe or BIA agency FMO.

NWCG L-381 Incident Leadership – This is a leadership development training recommendation for incident response personnel who will function in fireline command roles. The training is designed to provide at least 50% of the delivery time as exercises and simulations. It is intended to cover command presence/climate; leader’s intent; command and control; rapid team building; communication techniques; detecting and mitigating error; and operational tempo awareness. The course is occasionally taught at wildland fire academies, normally with a nominal tuition. The payment method for the tuition will need to be discussed with the Tribe or BIA agency FMO.

NWCG P-301 Fire Wildfire Prevention Education 2 (Wildfire Prevention Planning) – This course is designed for wildfire prevention and education program leaders and wildland fire program managers with wildfire prevention, education, and mitigation responsibilities. The course promotes a collaborative planning process in developing an effective and efficient wildfire prevention and education program at the local, state, Tribal, regional, or national program level. Topics include assessment; planning; the collaborative process; communication; and monitoring accomplishments. This course is an intermediate course in the wildfire prevention training curriculum. The course is occasionally taught at wildland fire academies, normally with a nominal tuition. The payment method for the tuition will need to be discussed with the Tribe or BIA agency FMO.

Youth/Juvenile Firesetter Intervention Training – FEMA offers a two-day *Youth Firesetting Intervention Specialist* course. This course focuses on how identification, intake, screening, disposition and follow-up are used to mitigate youth firesetting behavior. Course content includes understanding the motivations behind youth firesetting and how the impact of adverse childhood experiences and behavioral/mental health changes can influence firesetting behaviors. This course is for the practitioner who provides services at the program delivery level. There is sometimes a small tuition to cover the cost of materials. The payment method for the tuition will need to be discussed with the Tribe or BIA agency FMO. More information on the FEMA courses can be found online at: <https://apps.usfa.fema.gov/nfacourses/catalog/details/10435>

The BIA also has Youth Fire Setter Intervention Program (YFSIP) material that has been developed specifically for BIA agencies and Tribes. This includes screening material, mentor manuals for wildfire prevention personnel, and task books for students; these are all provided during training sessions. Material is designed to help youth learn to respect fire by understanding the historical and cultural use of fire and the impact of fire misuse on their family, their Tribal community, and the land. Material is available through your Regional WUI/Prevention Specialist.

NWCG P-410 Wildfire Prevention Team Leader – This mid-level course was developed as part of a multi-course national curriculum covering wildfire prevention and is designed to enhance the skills and knowledge needed for personnel to lead a NFPET. It was designed to provide mid-level wildfire prevention principles and activities and provide references for personnel wanting to serve as

a leader of a NFPET. It is also required for Wildfire Prevention Specialists who serve as wildfire PETMs and desire to become team leader trainees, eventually becoming qualified as a wildfire prevention and education team leader (PETL). The course is occasionally offered as a stand-alone course. It is also sometimes taught at wildland fire academies. Due to the expenses in delivering the course, there is sometimes a nominal tuition. The payment method for the tuition will need to be discussed with the Tribe or BIA agency FMO.

FEMA’s ICS-300 Intermediate ICS for Expanding Incidents – ICS-300 provides training and resources for personnel who require advanced knowledge and application of the ICS. This course expands upon information covered in the ICS-100 and ICS-200 courses. The course is occasionally taught at wildland fire academies, normally with a nominal tuition. The payment method for the tuition will need to be discussed with the Tribe or BIA agency FMO.

Basic supervision – A course in basic supervision skills is strongly recommended for Wildfire Prevention Specialists that supervise employees. Many of these are available from different sources. The DOI uses the DOI University to deliver “Supervision for New Supervisors” periodically. The course has tuition. The payment method for the tuition will need to be discussed with the Tribe or BIA agency FMO. The DOI University course catalogue can be found online at: [DOIU Training Catalog](#).

Chapter 6: Wildfire Prevention and Education Messages

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

6.1 Wildland Fire Media Relations Guidance

The guidance provided in this section regarding the release of wildland fire related media information is intended to provide clear direction for BIA agency Line Officers, unit FMOs, and local wildfire prevention and fuels specialists.

The DFWFM media release template and approved supporting wildland fire messages can be found on the BIA's Prevention and Wildfire Investigation Resource Library at:
<https://www.bia.gov/bia/ots/dwfm/resource-library>.

Local units are encouraged to tailor messages to meet individual unit needs; however, the template should not be altered except to revise address, contact names, and phone numbers. All documents released to the media *must* follow the DFWFM branding. This includes:

- The BIA logo
- The DFWFM logo
- BIA agency address and contact information
- The name and phone number of a wildland fire management specialist for media inquiries
- The conclusion of the release will be indicated by hashtag BIA - Fire hashtag (i.e., # BIA-Fire #)
- The BIA.GOV website link
- The DFWFM Facebook link
- The website link where the release can be found if published and posted online
- The DFWFM footer: "Protecting human life, restoring cultural landscapes, supporting Indian self-determination."

It is strongly recommended, but not required, that field specialists who are asked to speak to the media successfully complete basic Fire Information Officer training S-203, and be a minimally qualified Public Information Officer Technician (PIOT). During complex situations, if an information officer is unavailable at the home unit, the BIA agency can always order a qualified individual through the national interagency mobilization system.

The Wildfire Prevention Program has developed a Wildfire Prevention Communications Techniques Technical Guide that expands on the principles involved in effective messaging. This guide is available online in the BIA Prevention and Wildfire Investigation Resource Library at: <https://www.bia.gov/bia/ots/dwfm/resource-library>.

6.2 Approved Wildland Fire Management Topics for Media Release

The following topics have been pre-approved for use by prevention staff in emergency situations that threaten life or property:

Wildfire prevention

- Fire Danger Alerts
- Fire Restrictions/Burn Bans
- Fire Preparedness Activities
- WeTIP (an anonymous tip service used for arson purposes)
- FIREWISE
- Arson Prevention
- Youth Fire Setter Wildfire Prevention
- Outdoor Cooking
- Debris Burning
- Campfire Safety
- Fireworks Safety
- Equipment/Vehicle Safety
- Other specific wildfire prevention messages specific to a local unit that may target a cause of wildfire starts.

Fire Operations, Fire Use, and Fuels Management

- Evacuations
- Road Closures
- Smoke in the Area
- Fire equipment use
- Incident Management Team Mobilization/Status Updates
- Multiple Objectives being met through use of natural wildfires
- Prescribed Fires (planned and complete)

Additionally, there are many pre-developed wildfire prevention campaigns and materials that may fit the situation and provide a convenient source of messages and materials. Some examples are: “One Less Spark, One Less Wildfire”; “Respect the Flame”; Ready, Set, Go; FIREWISE®; “Fire on the Land”; and Smokey Bear.

6.3 Smokey Bear

Not all programs will want to use Smokey Bear. The choice to use Smokey Bear is a local one, influenced by several factors. However, for those that do choose to use Smokey Bear, there are a few things the program staff needs to know. Smokey Bear is a powerful symbol for wildfire prevention, as his image is widely recognized and connected with wildfire prevention. Therefore, his image and message must be protected. Smokey’s sole message is about personal responsibility in connection with unwanted ignitions. That message: “*Only you can prevent wildfires,*” has been tested and is linked solidly to the symbol. No other message such as “*Stop, Drop and Roll*” should be used in connection with Smokey Bear.

The USDA-FS, the National Association of State Foresters (NASF), and the Ad Council are designated as the guardians for the use of Smokey Bear. The DOI may use Smokey Bear for wildfire prevention through an agreement with the USDA-FS. The use of Smokey Bear is protected by federal law. If a BIA agency or Tribal program chooses to use Smokey’s image on custom wildfire prevention materials, they will need to obtain written permission from either their Forest Service Regional Wildfire Prevention Specialist or their State Forester.

Smokey Bear’s image and costumes must be used only to promote wildfire prevention. Guidelines for the appropriate use of Smokey are found in the latest version of the USDA-FS’s *Smokey Bear Guidelines*. The most current version of these guidelines is recognized as the most authoritative source on the use of Smokey Bear and are accepted and adopted by the BIA. This document is available online at: <https://smokeybear.com/en/about-wildland-fire>, near the bottom of the page as [Smokey Bear Use Guidelines](#).

6.3.1 Where to Purchase Smokey Bear Educational Supplies

Smokey Bear educational materials provide a great way to “break the ice” with people at events, meetings, and educational programs. These items usually have an image of Smokey and his themed message of “*Only You Can Prevent Wildfires.*” They are educational rather than promotional. The Director, BIA has provided specific guidance on purchasing these items. A copy of the guidance can be found online at: <https://www.bia.gov/bia/ots/dwfm/resource-library>.

Smokey Bear items can be purchased from the USDA-FS through the National Symbols Cache website at: <https://www.symbols.gov/>.

The NASF also sells Smokey Bear educational materials through their website at: https://ebiz.brightkey.net/nasf770_ebiz/#filter=%7B%22Facet%22%3Anull,%22SubFacet%22%3Anull,%22Category%22%3Anull,%22SubCategory%22%3Anull%7D&searchTerm=&searchItemNameTerm=&searchDescriptionTerm=&productClass=.

Private vendors also sell Smokey Bear educational materials. These can be found by typing “Smokey Bear Educational Materials” into an internet search engine. When purchasing from a private vendor, make sure they are a properly licensed vendor as the use of Smokey Bear’s image is protected by federal law.

Wildfire prevention programs must not contract with commercial promotional material vendors to produce their own custom Smokey Bear materials without express written consent of the licensing coordinator for the USDA-FS.

6.3.2 Authorized Purchases for Educational Materials

The Wildfire Prevention Program is a valuable tool to Indian Country wildland fire management. Tribes and BIA agencies are encouraged to use wildfire prevention techniques to reduce human-caused ignitions. Raising Tribal/the public’s level of wildfire awareness and current conditions is critical to reducing human-caused wildfires.

Examples of allowable items include (but are not limited to): pencils, coloring books, crayons, rulers, badges, erasers, Smokey Bear’s storybooks, stickers, wristbands, zipper pulls, litter bags, brochures, posters, and campaign type buttons.

Definitions

- A. Closure** is a legal restriction, but not necessarily elimination, of specified activities such as smoking, camping, or entry that might cause wildfires or create risks to human health and safety in an area. It can also be an administrative action limiting or prohibiting access to a specific geographic or jurisdictional area for the purposes of reducing wildfire or the risk it poses to life, property, and resources.
- B. Community Wildfire Protection Plan (CWPP)** is a plan developed using a collaborative framework that identifies and prioritizes areas for hazardous fuel reduction treatments, and recommends the types and methods of treatment on all ownerships that will protect one or more at-risk communities and essential infrastructure. It also recommends measures to reduce structural ignitability.
- C. Cost-benefit analysis** is an economic tool to aid decision-making and is typically used by governments to evaluate the desirability of a given program. The aim is to compare the benefits of an action (program) to its costs.
- D. Indian Country** a term defined at 18 U.S.C. 1151 as:
- All land within the limits of any Indian Reservation under the jurisdiction of the United States Government, notwithstanding the issuance of any patent, and including the rights-of-way through the reservation.
 - All dependent Indian Communities within the borders of the United States whether within the original or subsequently acquired territory thereof, and whether within or without the limits of a state.
 - All Indian allotments, the titles to which have not been extinguished, including rights-of-way running through the same.
- E. Indian land** is an inclusive term describing all lands held in trust by the United States for individual Indians or Tribes, subject to federal restrictions against alienation or encumbrance, or all lands which are subject to the rights of use, occupancy and/or benefit of certain rights. The term Indian land also includes land for which the title is held in fee status by Indian Tribes, and U.S. Government-owned land under BIA jurisdiction (per 25 CFR chapter I, Part 150, Sec.150.2(h) Definitions).
- F. Management Unit (MU)** is the administrative unit covered under a WFPP.
- G. Prevention Unit (PU)** is a land management area definable by objectives, management constraints, topographic features, access, values to be protected, political boundaries, fuel types, and major wildland fire regime groups that set it apart from the characteristics of an adjacent PU.
- H. Risk Assessment** is an assessment of the ignition risks, fuel hazards, wildfire history, and values to be protected that is used to establish priority areas for wildfire prevention actions.

- I. **Trust Land** is an inclusive term describing all lands held in trust by the United States for individual Indians or Tribes, or subject to federal restrictions against alienation or encumbrance.
- J. **Wildland Urban Interface or WUI** is a line, area, or zone where structures and other human development meet or intermingle with undeveloped wildland or vegetative fuels.