



WILDLAND FIRE USE SUPPLEMENTAL MANAGEMENT GUIDE



U.S. DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
COLORADO & WYOMING STATE OFFICES
BRANCH OF FIRE AND AVIATION

MAY 2005

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➤ **Policy Reference**

Wildland Fire Use (WFU) is one of several Appropriate Management Response (AMR) methods utilized by land management agencies to manage wildland fires. Wildland Fire Use as well as the AMR does not include management ignited fire which is more commonly referred to as prescribed fire.

Bureau of Land Management (Bureau) policy allows for the management of wildland fires initiated by natural ignitions to meet specific land management objectives. The management of natural ignitions to meet specific land management objectives is referred to as “Wildland Fire Use.”

The “Wildland Fire Use, Implementation Procedures Reference Guide” (April 2005) provides standardized procedures, specifically associated with the planning and implementation of wildland fire use. These procedures meet all Bureau policy requirements described in the 2003 Interagency Strategy for the Implementation of Federal Wildland Fire Management Policy.

Prior to implementing Wildland fire use under the standards in the 2005 Guide, local units must have ensured compliance with National Environmental Policy Act (NEPA), National Historical Preservation Act (NHPA) and Endangered Species Act (ESA) requirements. In addition, an approved fire management plan must be in place which identifies how the local unit plans to implement wildland fire use. All actions implemented under this guide must also be consistent with local unit land and resource management plans.

This Implementation Procedures Reference Guide (2005 Guide) meets the requirements of National Fire and Aviation Executive Board (NFAEB) to develop common language and unified direction or guidance for agency/bureau manuals, directive handbooks, and guidelines to complete final implementation of this policy.

➤ **Planning**

There are three tiers of planning necessary to develop and implement wildland fire use.

- Land Management Plan (LMP). This is the overall document that sets resource management goals and objectives for a geographically defined area.
- Fire Management Plan (FMP). This identifies the appropriate strategies to achieve resource objectives.
- Fire Planning Unit (FPU) is the basic planning component of the FMP.

- A Fire Management Unit (FMU) is a sub-geographic area of an FPU. This was previously referred to as the Fire Management Zone (FMZ). FMUs may have multiple objectives and/or constraints and share like objectives and/or constraints with other FMUs.
- An FPU usually includes multiple FMUs, or may only include a single FMU, dependent on management objectives and/or specific localized situations.

FMPs must be consistent with firefighter/public safety, values to be protected, land and resource management plans and must address public health issues.

Wildland Fire Implementation Plan (WFIP). This is the site-specific implementation plan for a wildland fire use incident and consists of three distinct stages. It includes, at a minimum, the Stage I phase. Stage I is a stand-alone plan and includes short-term management actions. Stage I is followed by Stage II for the inclusion of additional and more specific short-term management actions that are needed for successful WFIP implementation. A long-lasting or complex incident will generally require the completion and implementation of Stage III. The methodology for initiating all stages of the WFIP is found in the "Wildland Fire Use, Implementation Procedures Reference Guide".

Minimum planning criteria that must be met to establish wildland fire use are as follows:

- Wildland fire use is supported in the unit's land use planning document and in the corresponding fire management plan.
- Wildland fire use areas are pre-defined geographic areas in the FMP.
- Resource management objectives are pre-stated in the LUP and FMP.
- Prescriptive criteria should be based upon vegetative composition (i.e. Desired Future Condition/Potential Natural Vegetation) and other measurable resource management objectives. It is not recommended to use fire behavior elements as the primary prescriptive criteria for initiating a wildland fire use event. The unit(s) implementing wildland fire use should also consider in their planning, such items as long-term drought, generalized seasonal fire dynamics and other localized factors which will provide the agency administrator with accurate and realistic data to make educated and sensible decisions regarding fire use management.
- Additional pre-planning documentation may include pre-identified Maximum Manageable Area (MMA) boundaries, Rare Event Risk

Assessment (RERAP), FARSITE assessments and historic weather analysis from Fire Family Plus. For smaller WFU areas, a detailed identification of critical resources that may need protection or mitigation actions may be pre-identified and cataloged to assist the fire manager during rapidly changing situations. This and other documentation is largely dependent on local expertise, need and fuel types.

➤ **Implementation Roles and Responsibilities**

For Colorado & Wyoming BLM lands, (as stated within the “Wildland Fire Use, Implementation Procedures Reference Guide”) a fully qualified Initial Attack Incident Commander (ICT4) may manage a Wildland Fire Use Incident while the incident is under the specific direction of a Stage I WFIP. If a local unit chooses to allow an ICT4 to manage a fire use event in Stage I of the WFIP, they should consider the following:

- Utilize only local ICT4s or those who have a strong knowledge of the local Fire Management Plan and the local fuels, climatic and fire behavior characteristics common to the fire area.
- Consider the effect on draw-down of local initial attack forces while their local resources are committed to the fire use incident(s).
- The assigned ICT4 should have a “working” knowledge of fire use management principles and procedures.

In addition to the option of utilizing an ICT4 for “on-the-ground” management of the fire use incident, the local unit may also choose to allow the Unit Duty Officer to complete the Stage I WFIP.

In any case, because of the potential extreme fire behavior and “flashy” fuel conditions commonly encountered within the lands administered by the Bureau in Colorado and Wyoming, it is strongly advised that local units consider collecting all of the necessary data and begin the planning process to be incorporated into the development of the Stage II WFIP immediately following approval of the Stage I WFIP. This is suggested to help local units stay ahead of potentially rapid escalations in risk and complexity.

Stages II and III of the WFIP are to be developed and managed in accordance with the guidance found in the “Wildland Fire Use, Implementation Procedures Reference Guide”. This includes the assignment of a Fire Use Manager I or II (FUM1 or FUM2) for the planning and implementation of those two specific Stages.

For all fire use incidents and at all levels or stages of the WFIP, a formal delegation of authority for the management of the incident(s) must be given to

the ICT4 or Fire Use Manager. This is extremely important for the following reasons:

- Because of the inherent risks in WFU, this delegation would assist in making sure the lines of authority are clearly defined and approved.
- A WFU may go through multiple complexity levels over long duration, this serves to clearly delegate authority for actions to the ICT4 or FUM1-2.
- Unlike a suppression action, WFU requires a different set of planning needs with associated tasks and duties. A formal delegation will spell these out and fully define the responsibilities/tasks to the ICT4 or FUM1-2.

Fire Use Managers may manage multiple incidents, depending upon the specific situation.

The qualifications and responsibilities of the Fire Use Manager are as follows: Fire Use Manager Type 2 (RXB2 or ICT3), Fire Use Manager 1 (RXB1 or ICT2). In either case, in order to be fully qualified, the person must have completed Advanced Fire Use Applications (S-580) and successfully completed their assigned task book levels for FUM1 or FUM2.

Typically, a Fire Use Manager Type 2 (FUM2) will manage those incidents that are of low to moderate complexity or in some cases, higher complexity incidents where local personnel have the sufficient depth and skill to manage the incident(s) with little impact to local and regional resources. In some situations, especially where fire use management skills are limited, or where the incident(s) are highly complex and have the potential for long term existence, a Fire Use Manager (FUM1) may be required to manage these types of events. Upon occasion, when this type of situation is encountered, a formal fire use management team, including 5-10 specialists is warranted, in addition to the FUM1. The determination of the FUM2 or FUM1 depends upon the results developed in the completion of the Planning Needs Assessment and the Fire Use Manager Decision Chart.

The Fire Use Manager (I or II) is responsible for the development of the Stage II and III WFIP, and the organization and expertise necessary to successfully manage wildland fires to meet resource objectives.

➤ **Operational Procedures**

The “Wildland Fire Use, Implementation Procedures Reference Guide” (April 2005) is the Bureau’s operational direction for managing wildland fire use incidents. This document provides detailed guidance for development of the Stage I, Stage II and the Stage III of the Wildland Fire Implementation Plan (WFIP). The actions under each stage are completed as required and become

the complete Wildland Fire Implementation Plan package. All of the appropriate forms and documents needed to initiate, complete, and validate the WFIP are included within the “Wildland Fire Use, Implementation Procedures Reference Guide”. In addition, the electronic software program that previously assisted managers in the development of the WFIP as well as the WFSA (Wildland Fire Situation Analysis) is currently under development. All earlier versions that have been utilized in the past DO NOT contain the current (2005) direction and guidance for the completion of the WFIP and should not be utilized at this time.

- **Stage I:**

The strategic fire size-up, initial actions and the Decision Criteria Checklist at Stage I may be delegated to the Field Office Manager and/or the designated “Acting”. When the Initial Attack Incident Commander (ICT4) and the Unit Duty Officer (UDO) determine the suitable appropriate management response action to be applied to a given incident, they must document their recommendation on the initial attack size-up card or similar document. If the ICT4 and the UDO recommend that the incident is a suitable wildland Fire Use candidate, the UDO will contact the Agency Administrator or delegated acting for initiation of the Stage I WFIP and the completion of the Decision Criteria Checklist. Once the decision is made to move forward with the WFU management option, a qualified ICT4 or Fire Use Manager must be assigned to the incident. The required timeframe is 8 hours for completion of Stage I

Note: In the event that a suitable fire use candidate is given a suitable fire use recommendation by the IC and the UDO and the Agency Administrator chooses, during the Decision Criteria Checklist, to select an AMR other than fire use, the decision rationale must be completed and documented on the Decision Criteria Checklist.

- **Stage II:**

The Implementation Procedures Reference Guide requires that the Stage II Short Term Implementation Actions assessment be completed within 24 hours of the determination to proceed to Stage II. In fuel types where the primary carrier of the fire is grass and or brush the Stage II action plan should be completed prior to the next burning period. Although the designation of a Maximum Manageable Area (MMA) is not required at Stage II, because of fuel situations within Bureau administered lands and the potential for rapid growth under certain circumstances, it may be advisable to develop an MMA during Stage II. At a minimum, a defined set of management action points should be identified to aid in the decision process for escalation to Stage III in the Wildland Fire Implementation Plan (WFIP) process. The development of the MMA or any predetermined

management action points may be based upon actual growth calculations, by pre-planned methods or by utilizing the boundaries that provide the best feature to enable successful management, where the identified fire use event is located. In any case, the “official” declaration of the MMA is not required until Stage III of the WFIP unless it is otherwise documented in writing by the Agency Administrator responsible for the overall management of the fire use event.

Within the varied locations administered by the Bureau, there are often opportunities to enter into cooperative agreements with private landowners, as well as local, state and other federal agencies for various facets of wildland fire use management. It is important for the Agency Administrator and the local fire management staff to prepare and finalize these agreements prior to or including the period that the respective incident is being managed under the guidelines of Stage II. Waiting until Stage III to enter into these agreements may often be too late for proper preparation and potential mitigation actions to be considered. It is highly recommended that these agreements be finalized prior to the fire season or during the initial FMP planning process when the WFU area is defined. Care should be taken to annually review all pre-existing agreements to ensure that they are still valid and represent the actual ownership and to reinforce the expectations and desires of all parties to the agreement(s). Copies of sample agreements are located in Appendix A.

- **Stage III:**

The Stage III actions supplement the FMP by providing the full long-term implementation actions necessary to manage the fire to accomplish the identified objectives. During Stage III it is desirable for the fire use team or individuals managing the fire to develop firefighter pocket cards for that particular incident. These pocket cards are an invaluable safety tool for incoming resources that may be assigned periodically throughout the life of the incident and who are not familiar with local climate, fuel and fire behavior conditions.

- **Periodic Fire Assessment:**

The Implementation Procedures Reference Guide requires that for each WFU fire, the Agency Administrator (or delegated individual) will periodically affirm the capability to continue management of the fire. The frequency for the periodic assessment is determined by the Agency Administrator in concert with the person assigned to manage the fire use incident. Within the Bureau administered lands in Colorado and Wyoming it is strongly recommended that active fires in grass and/or shrub fuel types which exhibit potential for rapid movement (spread), be reassessed on a daily basis.

- **Considerations:**

- If a Wildland Fire Use fire exceeds the established MMA, or is no longer meeting the resource objectives, a Wildland Fire Situation Analysis (WFSA) will be completed to evaluate and select a new strategic alternative and appropriate management response. There are exceptions listed in the Implementation Procedures Reference Guide. These exceptions are:
 - A fire exceeding the MMA does not require an automatic change to a different strategy. There will be cases where a change in strategy from wildland fire use to wildfire suppression and the formal implementation of the Wildland Fire Situation Analysis (WFSA) process because a wildland fire use event exceeded an established MMA is not prudent or logical. In these situations, experience may indicate that the MMA will be exceeded by the specific wildland fire use on a very small or non-threatening scale. Management options in this situation include:
 - ❖ Constraining the fire spread to the small or non-threatening overrun of the original acceptable area using whatever resources are available to deal with the situation. Containment must be accomplished within 48 hours from the end of that burning period, or the fire must be converted to a wildfire accompanied by a WFSA. If containment is successful, management of the fire as a WFU may continue. If the fire is converted to a wildfire, no further acreage gain may be attributed to wildland fire use.
 - ❖ In some situations, there may be reasonable justification to change MMA locations. Any proposed change to the MMA must be thoroughly documented and justified by the unit managing the fire. Approval to change the MMA will be provided by the next higher level in the organization. Changes in the MMA are not warranted simply due to the spread of the fire near the boundary. The approving level will review the initial MMA establishment criteria, changes to the situation affecting the need to change the boundary, and local and regional situations before determining if the proposed change is warranted.

- ❖ Where adjacent units/agencies have established adjacent MMAs for separate fires, it will be acceptable, given the units'/agencies' agreement, to manage fire spread from one MMA into another without formal change of either MMA boundary.
- Regardless of the stage in the process that the local field unit is implementing, the standard, agency-adopted work rest guidelines apply to all wildland fire use incidents.

➤ **Complexity:**

Complexity for Wildland Fire Use incidents will only be determined using the Relative Risk Rating process specified in the Implementation Procedures Reference Guide.

For fire use incidents of low complexity and that are being managed within the framework of the Stage I WFIP, a fully qualified Incident Commander Type 4 (ICT4) may manage a single fire use incident. The NWCG has established two levels of Fire Use Manager (FUM1 and FUM2) for varying levels of complexity. Only a qualified Fire Use Manager may manage a Wildland Fire Use incident at Stages II and III of the WFIP.

As the incident complexity increases, consideration may be given to assigning additional qualified personnel or a formal team. Indicators of increasing complexity include, but are not limited to; lack of key skill positions available to manage the incident, safety management issues, the number of fires being managed, substantial increases in acreage, anticipated severe weather, increasing coordination needs, smoke management issues, threatened or at-risk resources, and logistical support needs. There are risk assessment, planning needs and fire use manager selection guidelines and procedures listed in the Implementation Procedures Reference Guide.

Each unit-specific fire management organization should develop localized and specific policies and guidelines or “triggers” that initiate changes in personnel to be ordered and assigned. This is extremely important for the determination of the qualification level for the Fire Use Manager and associated Fire Use Team configurations for fire use events since throughout the “life-span” of a fire use event, complexities and associated management options may change several times

Because of the limited number of interagency Type II Fire Use Teams, currently sponsored by GACCs, local units are encouraged to train, develop and maintain a cadre of qualified personnel with fire use capabilities to manage fire use incidents that are typically less complex than what normally requires the commitment and utilization of a FUM1 or one of the Type II Fire Use Teams.

When the given fire analysis moves into the Stage III level, it is usually standard procedure to also order and fill additional positions such as Long-Term Analyst (LTAN), Technical Specialist – Geographic Information Systems (THSP-GIS), Technical Specialist – RERAP (THSP-RERAP) and Technical Specialist – FARSITE (THSP-FARSITE). These additional positions are needed to sufficiently analyze long-term weather, fire behavior and fire growth. Additional positions in safety, operations, logistics, finance, information and plans should be considered on a case-by-case basis.

➤ **Financial:**

Wildland fire use incidents use the 2821 (suppression) sub-activity, and the fire number assigned by the responsible office. The regulations applying to hazard pay and the AD pay plan apply to wildland fire use incidents. Additional information can be found in the Interagency Incident Business Management Handbook.

Wildland fire use incidents, on occasion, may require Emergency Stabilization and Rehabilitation depending upon the individual situation and ecosystem condition. In those cases, the unit where the fire was located must follow established Bureau policies and guidelines regarding Emergency Stabilization and Rehabilitation funding.

➤ **Documentation and Reports:**

The Implementation Procedures Reference Guide identifies the documentation required at each implementation stage. These documents and other documentation normally completed as part of the incident management activities are required to be retained in the final fire package.

Wildland Fire Use incidents are reported in the Bureau's fire reporting system (DI-1202's). Wildland Fire Use incidents are recorded as "Fire Type 1" and Protection Type 9." Should a Wildland Fire Use incident transition to a WSFA and appropriate management strategy are required. The acreage burned while the incident was managed as a Wildland Fire Use incident would be reported as discussed above. The acreage burned after the transition would be reported as "Fire Type 1" and "Protection Type 1" using a new fire number.

The National Fire Plan Operations Reporting System (NFPORS) will become the WFU reporting site in future years. For FY-06, the National Office of the Bureau will perform the conversion from the DI-1202 system to the NFPORS system until the appropriate business rules are developed for NFPORS.

➤ **Implementation Restrictions:**

Implementation of WFU is restricted at National Preparedness Levels IV and V. (See the Rocky Mountain Area & National Mobilization Guides.)

At National Preparedness Level IV, Wildland Fire Use application may be continued or be initiated if the proposed action receives concurrence the appropriate agency at the Regional or State Office level. This concurrence must be based on an assessment of risk, impacts of the proposed actions on area resources, and include feedback from the Geographic Area Multi Agency Coordination (MAC) Group. The Geographic Area MAC Group provides information or perspectives to agencies wishing to proceed with or implement a Wildland Fire Use event. The final decision to implement resides with the implementing agency's administrator.

At National Preparedness Level V, Wildland Fire Use applications can be continued or be initiated if the proposed action is recommended by the Regional or State Office levels. The National agency representative will assess risk impacts of the proposed actions and discuss the proposal with the National MAC group. This group will have an opportunity to provide information or perspectives to agencies wishing to proceed with or implement a Wildland Fire Use event. The final decision to implement resides with the implementing agency's administrator.

➤ **Fire Use Modules**

Whenever possible or feasible, local units and fire use management teams should utilize fire use modules to assist in the management of fire use events. These modules were originally formed to handle the myriad of specialized tasks that are often unique to fire use fires. There are several National Fire Use Modules (FUM) located throughout the United States and are ordered through standard dispatch protocols. Beginning in 2004, the BLM in Colorado began hosting the Unawep Fire Use Module, based in Grand Junction under the operational jurisdiction of the Upper Colorado River Interagency Fire Management Unit (UCR). The specific operating plan and associated information for the Unawep Fire Use Module is attached in Appendix B. In addition to the Unawep Module, the Black Hills Fire Use Module, hosted by the National Park Service and located at Jewel Cave National Monument in South Dakota is the only other nationally recognized and certified fire use module located within the boundaries of the Rocky Mountain Area.

➤ **Appendices:**

• **Appendix A:**

- 1) Fire Management Memorandum of Understanding with County Agency

2) Fire Management Memorandum of Understanding with Landowners

- **Appendix B:**

- 1) UnawEEP Fire Use Module – Information Briefing Paper
- 2) UnawEEP Fire Use Module – Project/Incident Work Request Form
- 3) UnawEEP Fire Use Module – Operations Plan

- **Appendix C:**

- 1) BLM National Direction For Adoption Of FUM1 & FUM2
- 2) FUM1 and FUM 2 NWCG Taskbook (PDF Version)

Appendix A:

**Fire Management Memorandum of
Understanding with County Agency**

**Fire Management Memorandum of
Understanding with Private Landowners**

Fire Management Memorandum of Understanding

General

This Memorandum of Understanding entered into by and between the _____ Field Office Manager and (property owner, address) and _____ County. This agreement provides for the management of wildland fire as described in the (1) _____ Field Office Fire Management Plan on the Bureau of Land Management, (2) _____ County Fire Management Plan and (3) privately owned lands described below.

Authority

Federal Land Planning and Management Act (FLPMA) of 1976 (43USC 1737-1738)
House Bill 00-1283(CRS 23-30-204, CRS 23-30-301, CRS 23-30-304, CRS 23-30-305, CRS 30-10-513, CRS 30-10-513.5 (1) (a), Part 1 of article 11 of title 30; 30-11-124.

Purpose

The Bureau of Land Management has designated lands in the _____ Field Office Fire Management Plan (FMP) for a wide range of fire management response for naturally ignited wildland fires and the use of prescribed fire. These can vary from aggressive and full suppression to management of the fire for resource benefit. Protection of life and property is the first priority for a fire for resource benefit. Management of these fires, under a defined prescription, takes advantage of natural fuel barriers and topography. The objectives for management are clearly based on resource objectives. These fire management responses collectively will be known as the “appropriate management response” or AMR, and

_____ County has the authority to cooperate with other governing bodies and with the state forester in the management of fires and

(Property owners’ name) owns several tracts of land totaling approximately (X) acres described as follows:

(Legal Description)

which are either surrounded by or adjacent to Bureau of Land Management lands included in _____ Field Office Fire Management Plan (FMP).

It is mutually agreed as follows:

1. The Bureau of Land Management will continue fire management practices as described in the FMP for (property owners’ name). The FMP requires appropriate management response (AMR) from naturally ignited (lightning) wildland fires which may occur in the area and which may, as a consequence of such decision as not to suppress, spread to said adjacent private lands.
2. _____ County supports such management actions on private land based on the framework provided in the County Fire Management Plan.
3. (Property owners’ name) has reviewed and agrees with the _____ Field Office Fire Management and recognizes the environmental benefits from a wildland fire to said property. They will not hold the United States responsible for any damage or injury to said property that may result from the implementation of the Fire Management Plan. This would include fire rehabilitation on private property.

4. The Bureau of Land Management agrees not to hold (Property owners name) harmless for damages, which may result from a naturally ignited (lightning) fire originating on this private land and spreading onto adjacent _____Field Office lands.
5. When such an ignition occurs, notification to respective parties will be made as soon as possible.

Duration/Renewal

This agreement will be in effect after the date of the last signature and will remain in effect for five years (or 5 years from current date here) or until canceled on sixty days written notice by either party. The landowner will immediately contact the BLM, if ownership of said property changes. On an annual basis, Little Snake Field Office will review the Fire Management Plan and make contact with private landholder. At this time if there are any changes in the Planning Objectives for the area adjacent to this private land or new concerns have arisen from the property owner, these items will be mutually discussed.

Special Provision

Officials not to Benefit

No member of or delegate to Congress, or resident commissioner, shall be admitted to any share or part of this agreement, or to any benefit that may arise there from; but this provision shall not be construed to extend to this agreement if made with a corporation for its general benefit.

The parties hereto have executed this Memorandum of Understanding as of the last date written below.

Date

Field Office Manager

Date

(Property owners' name)

Date

(_____ County Commissioner)

Fire Management Memorandum of Understanding

General

This Memorandum of Understanding entered into by and between the _____ Field Office Manager and (property owner, address). This agreement provides for the management of wildland fire as described in the _____ Field Office Fire Management Plan on the Bureau of Land Management and privately owned lands described below.

Authority

Federal Land Planning and Management Act (FLPMA) of 1976 (43USC 1737-1738)

Purpose

The Bureau of Land Management has designated lands in the _____ Field Office Fire Management Plan (FMP) for a wide range of fire management response for naturally ignited wildland fires. These can vary from aggressive and full suppression to management of the fire for resource benefit. Protection of life and property is the first priority for a fire for resource benefit. Management of these fires, under a defined prescription, takes advantage of natural fuel barriers and topography. The objectives for management are clearly based on resource objectives. These fire management responses collectively will be known as the “appropriate management response” or AMR, and

(Property owners’ name) owns several tracts of land totaling approximately (X) acres described as follows:

(Legal Description)

which are either surrounded by or adjacent to Bureau of Land Management lands included in _____ Field Office Fire Management Plan (FMP).

It is mutually agreed as follows:

6. The Bureau of Land Management will continue fire management practices as described in the FMP for (property owners’ name). The FMP requires appropriate management response (AMR) from naturally ignited (lightning) wildland fires which may occur in the area and which may, as a consequence of such decision as not to suppress, spread to said adjacent private lands.
7. (Property owners’ name) has reviewed and agrees with the _____ Fire Management Plan and recognizes the environmental benefits from a wildland fire to said property. They will not hold the United States responsible for any damage or injury to said property that may result from the implementation of the Fire Management Plan. This would include fire rehabilitation on private property.
8. The Bureau of Land Management agrees not to hold (Property owners name) harmless for damages, which may result from a naturally ignited (lightning) fire originating on this private land and spreading onto adjacent _____ Field Office lands.
9. When such an ignition occurs, notification to respective party will be made as soon as possible.

Duration/Renewal

This agreement will be in effect after the date of the last signature and will remain in effect for five years (or 5 years from current date here) or until canceled on sixty days written notice by either party. The landowner will immediately contact the BLM, if ownership of said property changes. On an annual basis, Little Snake Field Office will review the Fire Management Plan and make contact with private landholder. At this time if there are any changes in the Planning Objectives for the area adjacent to this private land or new concerns have arisen from the property owner, these items will be mutually discussed.

Special Provision

Officials not to Benefit

No member of or delegate to Congress, or resident commissioner, shall be admitted to any share or part of this agreement, or to any benefit that may arise there from; but this provision shall not be construed to extend to this agreement if made with a corporation for its general benefit.

The parties hereto have executed this Memorandum of Understanding as of the last date written below.

Date

Field Office Manager

Date

(Property owners' name)

Appendix B:

**Unawep Fire Use Module
Information Briefing Paper**

**Unawep Fire Use Module
Project/Incident Work Request Form**

**Unawep Fire Use Module
Operations Plan**

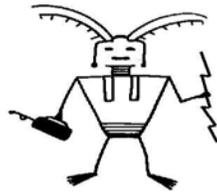


UPPER COLORADO RIVER INTERAGENCY FIRE MANAGEMENT



USFS - White River National Forest
BLM - Grand Junction
USFS - Grand Mesa National Forest

UNAWEEP



FIRE USE MODULE

The UnawEEP FUM will be available approximately mid-April to mid-October and consist of a core group of 7 personnel. The FUM mission is to provide an Inter-agency resource for fire use, prescribed fire, and wildland fire incidents.

When requesting the module, the tentative scheduling will be addressed by the module coordinator and requesting units based on the information provided on the module request form or by phone/fax. Once the project is scheduled the module will need to be ordered through appropriate dispatch procedures. It is best request the module at least one week in advance or earlier for projects to help with prioritization.

Module Coordinator: Winslow Robertson [970-244-3112 phone]
e-mail: winslow_robertson@co.blm.gov [970-244-3124 fax]

Module Leader: Ross Oxford [970-244-3119 phone]
e-mail: ross_oxford@co.blm.gov [970-244-3124 fax]
[970-210-6166 cell]

Qualifications: ICT3, TFLD, STEN, CRWB, ENGB, HCWN, RXB2, RXI2, HEB2, FEMO, FUM2 (t), & RXI1 (t)

Assistant Module Leader: Lathan Johnson [970-244-3119 phone]
e-mail: lathan_johnson@co.blm.gov [970-244-3124 fax]
[970-210-6167 cell]

Qualifications: ICT4, ENGB, CRWB, HECM, RXI2, FEMO, FALB, FLNV, RXB2 (t), & TFLD (t)

Module crewmembers: Sam Dearstyne, Nathan Metz, Stacy Rollins, Charlie Barrett, and John Jensen (1-2 detailer positions may come with the module) individual crewmembers may change outside summer season.

Qualifications: Various: FFT2, FEMO, FALB, FFT1, ICT5, HECM, ENGB

Module equipment:

4 x 4 truck with trailer	1
4 x 4 crew carrier	1
046 stihl chainsaws	2
036 stihl chainsaws	4
066 stihl chainsaw	1
Drip torches	4
Laptop computer/fire software	2
Portable printer	1
Digital camera	2
Garmin GPS	3
Protimeter	1
Duff meter	1
DBH tapes	3
Clinometers	3
Kestrel 3000	2
Belt weather kits	5
Handtools	8
ATV's	2
ATV power torch	1
Fuel sampling supplies (saw, bags, etc.)	yes
HOBO Portable weather station	1
Digital Video Camera	1
Radios	6
Cell phones	2
Satelite/cell phone	1

- The module arrives supplied for the first 2 operational periods.
- The module also has 2 purchase cards and can be self-sufficient if requested.
- Self sufficient for the module means: buying groceries and preparing our own fresh meals while camping on site for up to 4 days at a time. During the 2004 season meals averaged \$4/meal/person (\$12/day/person). Equipment/Inventory may change based on pre-assignment discussion with ordering unit based on needs assessment for assignment.

Module costs:

1ea-GS 9 1ea-GS 7 2ea-GS 5 3ea-GS 4
1 or more detailers (unknown GS)
Truck: \$.38/mile Crew Carrier: \$.50/mile

The modules base 8 hours are covered for prescribed projects but not for fire incidents. The requesting unit will cover overtime, travel, mileage, and other project associated costs (this can/will be negotiated case by case).



UPPER COLORADO RIVER INTERAGENCY FIRE MANAGEMENT

USFS - White River National Forest
BLM - Grand Junction
USFS - Grand Mesa National Forest



UNAWEEP FIRE USE MODULE

PROJECT/INCIDENT WORK REQUEST FORM

1. Requesting Unit:
2. Project Name(s):
3. Type of Project(s):
4. Project Contact(s):
5. Tentative Dates and Reporting Location:
6. Special Requirements:

Requesting Official: Title: Date:
--

Charge Code(s):



UPPER COLORADO RIVER INTERAGENCY FIRE MANAGEMENT

USFS - White River National Forest
BLM - Grand Junction
LSFS - Grand Mesa National Forest



UNAWEEP

FIRE USE MODULE

2005 OPERATIONS GUIDE

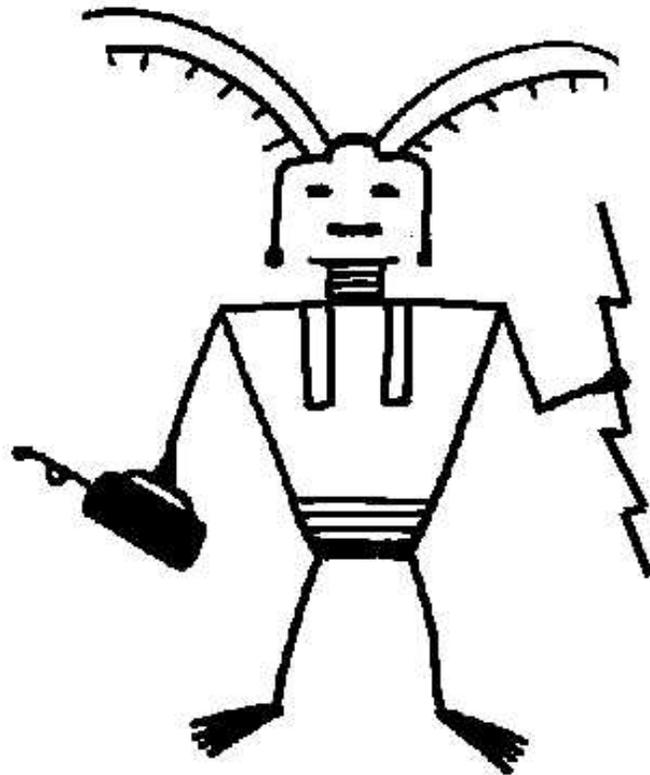


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1. Mission Statement

The mission of the Fire Use Module (FUM) program is to develop and maintain an Inter-agency resource for fire use, prescribed fire, and wildland fire suppression. The FUM will consist of multi-skilled fire professionals dedicated to implementing the National Fire Plan while providing a career pathway for employees.

2. Introduction

The Unawep Fire Use Module (FUM) will consist of approximately seven core personnel. The purpose of the FUM is to provide land management agencies with a skilled, mobile, and mission specific workforce that is principally assigned to fire use incidents, prescribed fire projects, and wildland fire suppression incidents.

The primary mission and priority of the FUM is the implementation of fire use related skills. The FUM will be a key resource in the implementation of fire use incidents, hazardous fuels reduction and prescribed fire projects that may include but not limited to project design, site preparation, project implementation, and project monitoring. Typically, the FUM will primarily be available for assignment in the local, regional, and national levels on an as needed basis.

The FUM may be made available to any land management agency throughout the Rocky Mountain Area and Nationwide during the field season with support emphasis placed on those administrative units that have a limited quantity of fire management resources.

3. Personnel Management

3.1 Staffing of the FUM will consist of a core of seven fully qualified module members. There will be an additional 1 to 3 slots open for detailers, trainees, and fill-ins to maintain a minimum module number of 7 members. The staffing dates, module positions, minimum and target qualifications are listed below.

A. The FUM will also be referenced by its home, local, or geographic name. The module will be fully staffed during the dates listed below:

- Unawep FUM: May 1st to October 14th

The module or part of the module may be available outside of the above dates on a case by case basis.

B. Module Positions:

- One PFT Module Leader
- One PPT Assistant Module Leader
- Five Seasonal crew member positions
- One to three other positions

C. Minimum Qualifications:

- Module Leader – Single Resource and ICT4
- Assistant – FFT1 and ICT5
- All others – FFT2

D. In addition to the minimum qualifications, other qualifications that will be present on the FUM will include:

- 1 RXI2
- 1 FALB
- 1 FEMO
- 1 FALA

E. Target qualifications include but are not limited to:

- FUMA 2
- RXB1 & 2
- ICT3, 4, & 5
- RXI1 & 2
- FEMO
- LTAN
- FIRB

Additional fire qualifications may be pursued at the discretion of each module and their home unit(s).

The module leader will provide all employees with a performance evaluation at the beginning, mid, and end of the year.

3.2 The home unit fire program leader has the responsibility to ensure that module personnel are fully qualified to fill specific positions on the module. Those persons who are not either fully qualified or trainee rated to perform a particular task **will not** be available for assignment.

3.3 All module personnel **will be** red carded and **must be** able to pass the arduous level of the pack test. This is a requirement for all positions including trainees on the module. All training and experience records will be maintained and updated by the module's home unit.

4. Financial Management

4.1 The home units will be responsible for providing all necessary start up costs such as equipment, personal protective equipment, tools, and vehicles for their assigned modules and members.

4.2 At the time of mobilization, until return to the home unit, the module members will charge all time, travel, per diem, vehicle use, mileage, support costs, and overtime to the receiving unit's project or fire charge/management codes. Under existing national agreement, cross billing does not normally occur. Only under rare circumstances would the field unit requesting assistance from a FUM, develop agency specific financial agreements and accounts to facilitate a timely reimbursement.

4.3 Module members are expected to spend all funds in a cost effective and responsible manner.

4.4 The module leader is responsible for all timekeeping and travel documentation throughout the duration of assignment. In addition, the module leader is responsible for all aspects of crew management including accident reporting, daily unit logs, monitoring documentation, and other pertinent items that are generally the assigned duties of any crew supervisor on fire management related project or incident

5. Operational Management

5.1 The scheduling of assignments for the modules will be the responsibility of the respective home unit fire managers. In the event of scheduling conflicts, the projects will be prioritized within the respective fire management units. If the workload within a given fire management unit requires the use of additional modules, the requesting unit will place a request through normal dispatch channels for one or more modules. In the event requests for modules exceed the number of available modules, the Rocky Mountain Coordinating Group will convene the operations committee to prioritize the critical needs for the modules. Project priorities will be decided on a case by a case basis and follow the general criteria of:

- Pre-established priorities at the state or regional level.
- Limitations in prescribed fire prescription windows.
- High resource benefits or critical values to be protected.

- First come, first serve basis if all other factors are equal.

Each fire management unit is expected to actively identify, coordinate, and obtain line officer approval for prescribed fire projects that may need assistance for one or more modules.

5.2 Modules must be ordered for out of area assignments as a core, with a core consisting as a minimum of 7 individuals. Modules will not need to maintain their core personnel outside of the core season as defined in Section 3.1(A). Either the module leader, the assistant module leader, or a person designated prior to the assignment that meets the Single Resource and ICT4 qualifications as acting module leader must remain with the module at all times during an assignment.

5.3 Modules have the option of making members available for single resource assignments, especially for training assignments, provided that this practice does not compromise the operational capability and availability of the module. Request to make members available for single resource assignments must go through the fire program manager and the appropriate dispatch center. Once a module is down to the core number of 7, single resource assignments will not be an option unless positions can be back filled with fully qualified members.

5.4 Individuals who are unable to maintain availability or miss an assignment may be replaced with another individual. How, or if, a member rejoins the module will be at the discretion of the home unit fire program manager. It is the responsibility of every module member to keep their supervisor, dispatch, and the program manager informed of any changes to their availability.

5.5 The home unit program manager must be aware of and confirm all personnel movements within the module under his/her jurisdiction.

5.6 All module assignments will conform to the standard agency work/rest guidelines.

5.7 Modules committed to prescribed fire projects, wildland fire use incidents, or wildfire suppression assignments will remain assigned and unavailable for re-assignment until released by the appropriate fire officer(s). Modules may be released from a project or incident to a higher priority incident as long as re-assignment follows standard dispatch procedures.

6. Wildland Fire Use Guidelines

6.1 The primary role of the modules is to implement fire use tactical operations under the direction of a Fire Use Manager (FUM2 or FUM1). In the case of a low complexity fire that is in Wildland Fire Implementation Plan (WFIP) stage I or II, the module may independently manage the incident provided that a

module member is a full qualified FUM2 and another module member is qualified to run operations, Task Force or Strike Team qualified. If these conditions do not exist, then a fully qualified FUM2 would need to direct the module=s. The module will provide technical information to the agency responsible for the incident to assist in assessing needs for national fire use teams or type 3 fire use teams.

6.2 The module may be assigned to multiple low complexity incidents while under the direction of a fully qualified FUM2 or FUM1. The module leader or assistant leader will have the final call on if the module can do multiple incidents or split into smaller groups. The factor affecting this decision the most will be qualifications and experience levels of everyone on the module.

7. Wildfire Suppression Guidelines

7.1 A secondary role of the FUM is to provide assistance when needed on wildfire suppression assignments. This could occur locally, regionally, or nationally in any position=s listed on red cards as trainee or fully qualified. The home fire program manager will evaluate and determine what role the module would be best utilized regarding suppression assignments.

8. Logistical Management

8.1 The home unit will provide the following for the modules

- Office space, phone and fax access
- Computer access with electronic communication
- Administrative support
- Cache space for equipment
- Quarters if possible

8.2 When ordering modules by ground transportation they will come equipped with the following equipment as a minimum:

- Assigned crew vehicles
- Two or more chainsaws with fuel
- Firing equipment
- Hand tools
- Five or more programmable radios
- Fire line gear and camping equipment
- Water and food for two days
- First aid kits

8.3 When ordering modules by air transportation they will come equipped with the following equipment as a minimum:

- Fire line gear and camping equipment
- Five or more programmable radios
- First aid kits

Any other gear, equipment, or project oversight must be provided by the requesting unit.

9. Dispatching and Ordering Procedures

9.1 For all assignments, the modules will be ordered and moved in accordance with standard and established dispatch channels and procedures.

10. Training and Certification

10.1 The home unit is responsible for arranging all training and refresher courses that are required to meet current red card qualifications while working towards target qualifications.

10.2 The home unit is responsible for initiating, tracking, and certifying position task books and ensure that all requirements met.

11. Safety

11.1 The module and all its members will utilize all standard safety practices and techniques to identify, evaluate, mitigate, and constantly re-evaluate incident and project situations to provide a safe working environment for everyone.

12. Performance and Accountability

12.1 The home unit fire program manager will, at a minimum, review module performance annually. If, at any time, unsatisfactory performance occurs the module will be reviewed as needed until performance returns to a satisfactory level or above.

Appendix C:

BLM National Direction For Adoption Of FUM1 & FUM2

FUM1 and FUM 2 NWCG Taskbook (PDF Version)

United States Department of the Interior
BUREAU OF LAND MANAGEMENT
Office of Fire and Aviation
3833 S. Development Avenue
Boise, Idaho 83705-5354

May 12, 2005
In Reply Refer To:
9210 (FA630) I

EMS Transmission 05/12/05
Instruction Memorandum FA IM-2005-023
Expires: 09/30/06

To: State Directors
Attn: State Fire Management Officers

From: Director, Office of Fire and Aviation

Subject: Adoption and Implementation of Fire Use Managers Type 1 and 2

Program Area: Fire Management

Purpose: Several states have completed the necessary planning and compliance, and have begun to implement Wildland Fire Use (WFU) as an option to re-introduce natural fire on Bureau-managed lands. The January 2000 Wildland and Prescribed Fire Management Policy, Implementation Procedures Reference Guide (1998) is being replaced. The new Wildland Fire Use Implementation Procedures Reference Guide updates wildland fire use policy and allows for two levels of Fire Use Managers (FUMA), Type 1 (FUM1) and Type 2 (FUM2), to oversee WFU incident operations.

Policy/Actions: The US Forest Service (USFS), the National Parks Service (NPS), and the US Fish and Wildlife Service (FWS) adopted the proposed FUM1 and FUM2 standards in 2004. Consistent with the new Wildland Fire Use Implementation Procedures Reference Guide, the Bureau of Land Management (BLM) is adopting and will implement the FUM1 and FUM2 standards for 2005. This will align us with our partner agencies in the management of WFU and provide for a consistent approach in following the new policy.

FUM1 minimum qualifications are Prescribed Burn Boss Type 1 or Incident Commander Type 2, completion of S-580 Advanced Fire Use Applications, and completion of the Task Book.

FUM2 minimum qualifications are Prescribed Burn Boss Type 2 or Incident Commander Type 3, completion of S-580 Advanced Fire Use Applications, and completion of the Task Book.

The Draft Task Book for the FUM1 and FUM2 positions has been obtained through the NWCG Fire Use Working Team (FUWT) and is attached.

Red Carding for FUM1 and 2 requires passing the Work Capacity Test (WCT) at the moderate or field test level annually.

FUMAs provide specialized expertise in WFU policy, practices and procedures which include the development of the Wildland Fire Implementation Plan (WFIP) through all stages. Tactical implementation of the WFIP can and must be carried out by the appropriate level of Incident Commander (IC) commensurate to the incident complexity as defined in the WFIP. The IC and the FUM1 or FUM2 may be the same individual or different individuals.

Timeframes: This Instruction Memorandum is effective immediately.

Background: Current FUMA position qualification standards identified by the National Wildfire Coordinating Group (NWCG) in January of 2000 allow for one type of FUMA. This standard has been found to be inadequate for implementation by all the agencies. The NWCG's Fire Use Working Team (FUWT), in cooperation with the Incident Operation Working Team (IOSWT), has developed two levels of FUMA, Type 1 and Type 2. The new standards have been forwarded for final approval but will not be formally adopted by NWCG until the revision of the qualification guide in January of 2006.

The current FUMA standard will equate to the future FUM1. This high standard has been found to be too restrictive for many non-complex WFU events. The creation of the FUM2 standard is meant to provide the level of management necessary for the majority of WFU actions. The new interagency policy guide identifies acceptable levels of complexity where a FUM2 or FUM1 will be required.

Directives Affected: Wildland and Prescribed Fire Management Policy, Implementation Procedures Reference Guide (1998).

Coordination: This implementation has been coordinated with all federal wildland agencies, the FUWT, IOSWT, as represented by NWCG, and confirmed by the new Wildland Fire Use, Implementation Procedures Reference Guide (2005), an interagency document.

Contact: If you have any questions or require assistance in identifying individuals who may qualify for these new positions, contact Roy Johnson, Chief, Fuels Management, 208-387-5163.

Signed by:
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