

# Fiscal Year 2015

## Wyoming Wildland Fire Management Annual Direction

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### Introduction

The National Fire Plan (NFP) was developed in August 2000, following a landmark wildland fire season, with the intent of actively mitigating communities' wildfire risk and responding to wildland fires and their impacts while ensuring sufficient firefighting capacity for the future. The NFP addresses five key points: Firefighting, Rehabilitation, Hazardous Fuels Reduction, Community Assistance, and Accountability.

The National Fire Plan continues to provide invaluable technical, financial, and resource guidance and support for Wildland Fire Management across the United States. Together, the USDA Forest Service and the Department of the Interior are working to successfully implement the key points outlined in the National Fire Plan by taking the following steps.

### Strategic Priorities

- Improve communications with states, tribes, non-governmental organizations, and other partners to ensure collaboration.
- Promote accountability for National Fire Plan funding and accomplishments.
- Emphasize the integration of federal hazardous fuels mitigation priorities identified within Community Wildfire Protection Plans..

**Performance/Workload Reporting:** All offices are reminded of the importance of reporting fire program accomplishments on a regular basis, as the BLM Director, the Department, the Office of Management and Budget (OMB), and Congress are monitoring our performance monthly. Accomplishments are to be reported into the appropriate information system (e.g., Performance Measure Data Specifications (PMDS), National Fire Plan Operations and Reporting System (NFPORS), and Wildland Fire Management Information DI-1202 Fire Reporting System). Established workload performance targets will be entered into PMDS, however the accomplishments data entry will be a product of an interface from the NFPORS systems. Units are required to enter accomplishments in NFPORS within five days of accomplishment.

Timely response to all data calls is required to ensure timely and accurate responses.

LF100	Wildland Fire Preparedness (LF1000000)	Wyoming
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**Program Leader: Paul Hohn – Assistant State Fire Management Officer - Operations**  
**Program Leader: Jason Baldwin – State Aviation Manager-Aviation**

*These Wyoming Supplemental Program Directives are provided in addition to the Washington Office Directives.*

**Goals and Priorities for FY 2015:**

- Safety remains the paramount focus area during all fire management activities
- Emphasize High Reliability Organization (HRO) Principles and Practices at all levels of the organization
- Ensure firefighter and public safety during all fire management activities
- Ensuring Initial Attack Response Preparedness and Capability
- Respond to Wildland Fire based on Land Use Objectives
- To achieve a cost-efficient and technically effective fire management program that meets resource objectives while minimizing both costs of suppression and damages to resources

**Wyoming General Guidance:**

- Provide cost efficient fire management activities.
- Maintain fire preparedness in accordance with appropriate local, state, regional and national preparedness levels.
- Fire management programs will manage wildland fires according to National Fire Policy and as supported by Resource Management and Fire Management Plans.

**Wyoming Office Specific Guidance:** Units will operate in accordance with State Director guidance.

- AVIATION MANAGEMENT PLAN (AMP) REVIEW – All offices will review and update unit specific AMPs annually, as outlined in the BLM National Aviation Plan. All AMP’s will be completed during this review process and filed locally with an electronic copy sent to the State Aviation Manager for review and tracking purposes.
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- FIRE MANAGEMENT PLAN (FMP) REVIEW – All offices will annually review unit specific FMPs and update them as needed. The FMP Annual Review Checklist will be completed during this review process by March 13, 2015 and filed locally with an electronic copy sent to the State Fire Planner for tracking purposes.
- Each year by December 16<sup>th</sup> Fire Units in coordination with their local GIS specialists must complete their updates, revisions, or amendments of the BLM Fire Management Planning Areas and Units (FMPA) geospatial data set on the Wyoming SDE database. BLM GIS data standards and related information for this data set are available at: <http://teamspace/sites/blmnds/Established%20Data%20Standards/Forms/Grouped%20by%20Standard.aspx>.
- FIRE ORGANIZATIONS – All offices are to submit their implemented fire management organization (Implemented Resources Table) to the State Fire Planner by the Friday of

the first full workweek of October.

- FIRE DANGER OPERATING PLANS AND CORRESPONDING STEP-UP PLANS– All offices are to review and update their Fire Danger Operating Plan and correlating Step-Up Plans annually. Plans will be submitted to the State AFMO by May 17, 2015.
- WILDLAND FIRE DECISION SUPPORT SYSTEM (WFDSS) – BLM Units will have their basic resource objectives and constraints, as stated in Resource and Fire Management Plans, pre-loaded into the WFDSS. As Resource Management Plans (RMP) and FMPs are revised, associated objectives and constraints should be entered into or updated in the WFDSS. Additional background information and interagency guidance are provided in Chapter 11 of the *Interagency Standards for Fire and Fire Aviation Operations* (Red Book).
- FIRE PROGRAM DECISION SUPPORT SYSTEM (FPDSS) – FPDSS was used in the nationally development of the FY 2015 Planning Target Allocation preparedness program allocations. This system uses information from several data sources. FPDSS will be used to determine the complexities for each field unit and State Office based on workload. Units should closely review complexity and minimum organizations. As agreed upon by the Wyoming Leadership Team in the winter of 2012, FPDSS will be utilized to determine Preparedness base program allocations for each field unit and the State Office fire program.
- FIRE REPORTING – It is the responsibility of the agency administrator to ensure timely completion of individual fire reports for each incident within their area of fire management responsibility. The BLM reports all unplanned wildland fires in the Wildland Fire Management Information (WFMI) system. Local units are encouraged to initiate an individual fire report upon initial action. Local units are required to complete fire reports no later than 30 days after the fire is declared out. Only completed reports are used when assessing Bureau, state, and district workload, complexity and performance.

Each year by December 16<sup>th</sup> Fire Units in coordination with their local GIS specialists must update the BLM Fire Occurrence and History Perimeter (FPER) data set hosted on the Wyoming SDE database with their final fire perimeters for incidents that involved BLM land within their unit and were 10 acres or greater in size. These local geospatial data sets will be incorporated into the national FPER data set. BLM GIS data standards and related information for this data set are available at:

<http://teamspace/sites/blmnds/Established%20Data%20Standards/Forms/Grouped%20by%20Standard.aspx>

- FIRE EQUIPMENT STATUS REPORT (FES) AND ENGINE USE REPORT (EUR) – Annually in April, each office will submit their information required for the Fire Equipment Report to the State Assistant Fire Management Officer. Additionally, all offices will submit monthly data required for the Engine Use Report (EUR) into the national EUR SharePoint site.

- SAGE GROUSE – Fire management units with identified Sage grouse habitat areas will work collaboratively with other Federal, State, Tribal, and Local cooperators to develop appropriate management strategies and response plans for wildland fire incidents as supported by RMPs, FMPs and Sage Grouse Conservation Plans.
- OVERHEAD – DOI/BLM General Directives state that only a 10% administrative cap can be taken from base program funding in Wildland Fire Preparedness statewide. At page 42 of the General Directives (2015 PTA), direct costs versus indirect costs are explained.
- It is necessary to be able to pull a report and to show that Wyoming is staying within the 10% indirect statewide cap for administrative costs. The WBS to be used when charging statewide indirect administrative cost is:

Cost Center	LF1000000.	XZ0000	LXSI065K0000
LLWYxxx000	Sub Activity	PE Code	WBS

\*\*Where xxx = actual office code.

This WBS project code is to be used only for the indirect (administrative) costs at either the state or field office level. Each district office will coordinate with the State Office Fire Business Management Program Analyst and State Assistant Fire Management Officer to ensure the max overhead cap is not exceeded statewide.

- FIRE MANAGEMENT OVER-EXPENDITURE POLICY – Over-expenditures at the unit level in a subactivity at the end of a fiscal year will result in a one-time reduction in the unit’s budget in that subactivity in the next fiscal year. For the first occurrence, 50% of the over-expenditure amount will be deducted, unless the reduction is under \$1,000. For the second consecutive occurrence, 75% of the over-expenditure amount will be deducted. For the third consecutive occurrence, 100% of the over-expenditure amount will be deducted.
  - Each Fire Management Program is responsible for balancing their individual budgets to within acceptable agency limits in coordination with established District and State Office processes. District Fire Management Officers must communicate any unforeseen expenditures that occur or may occur within the Fire Management Unit that may cause the Program to exceed total fiscal year allocations with the respective State Management Office Program Lead. In most cases, the State Office will make every effort to help remedy the situation so as to avoid the use of the "over expenditure policy" for the Fire Management Unit.
- NATIONAL TRAINING PARTICIPATION – There will be no FY2015 funding from the State Office for Instructors/speakers at National trainings/conferences/meetings.
- PERMANENT CHANGE OF STATION (PCS) MOVES – There is no funding being held in the Wyoming State Fire Budget for PCS moves. All vacancies will require that PCS moves come out of District or acquired during year end funding requests.
- HIGH DESERT DISTRICT SLIP-ON PREVENTION ENGINES – In FY11, Flatbed trucks were outfitted with excess slip-on engine packages with the intention on staging these

“engines” in the Kemmerer and Pinedale Field Offices. These vehicles were termed “Prevention Engines” by the HDD Fire Management. These vehicles had not previously been funded through approved national funding processes (i.e. UIA, FPDSS). It was agreed and understood by the HDD FMO that no additional funding would be allocated for these prevention vehicles and the HDD would not receive additional funding (outside of the WCF) in the future to ever cover the staffing or operation of these vehicles.

- WIND RIVER / BIG HORN BASIN TYPE 4 ENGINE UPGRADE(S) – In FY12 Wind River/Big Horn Basin requested approval to upgrade two type 6 engines to type 4 engines. In their written justification to the State Office and National Office, WBD committed to no increase of personnel or pay grade increases associated with the upgrade. FPDSS modeling will be applied as the only funding changes to WBD if any engine upgrades occur and additional national office funding is received.

**Workload and Performance Measures:**

- PREPAREDNESS REVIEWS:
  - The State Office will conduct a Preparedness Review in FY15 of the High Desert District Fire Program.
  - Additionally the Wind River/Big Horn Basin and High Plains Districts will be required to conduct self-preparedness reviews. All Preparedness Reviews will be performed and completed in accordance with a forthcoming WY Instruction Memorandum (IM).

**Preparedness-Allocations LF1000000.HT0000**

- BLM Wyoming Statewide FY2015 Allocations:

<b>LF1000000</b>		<b>PTA Basic</b>	<b>PTA Flex</b>	<b>Carryover</b>	<b>PTA FY15 Allocation</b>
<b>Cost Center</b>	<b>Office</b>	<b>\$ 3,697,000.00</b>	<b>\$ -</b>	<b>\$ -</b>	
LLWY931000	WYSO	475,548.00	-	-	<b>475,548.00</b>
LLWYD00000	HDD	1,347,386.00	-	-	<b>1,347,386.00</b>
LLWYP00000	HPD	696,092.00	-	-	<b>696,092.00</b>
LLWYR00000	WRBHB	926,974.00	-	-	<b>926,974.00</b>
<b>Overhead</b>	State Tap	<b>251,000.00</b>			<b>251,000.00</b>
<b>Total Budget</b>		<b>\$ 3,697,000.00</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 3,697,000.00</b>

- Rocky Mountain Area Coordination Center – Wyoming State Office will set aside \$5,000 from their annual allocation to support Rocky Mountain Area Coordination Center’s U.S. Fish and Wildlife Administrative Assistant who serves as the Rocky Mountain Coordinating Group’s Business Manager by Interagency Agreement.

**Meetings/Workshops/Training:**

- A Spring Pre-Season Fire Meeting will be held in Casper the week of March 17, 2015 and a Fall Post Season Fire Meeting will be held at a time and location to be determined.

**Feedback Requirements: None**

<b>LF5710</b>	<b>State Assistance Preparedness</b>	<b>Wyoming</b>
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**Program Leader: Paul Hohn – Assistant State Fire Management Officer - Operations**

- In Fiscal Year 2015, Wyoming will receive 50 percent of the collections made into the LF470 subactivity (Protection Assistance-Preparedness collection account) in FY 2014.
- Wyoming will also receive carryover balances for their unspent Preparedness Assistance Account from the previous fiscal year, and a share of the LF5710 balance remaining after national priority needs are identified and funded (the state share is based on the portion of the BLM Preparedness program that the state represents). See *attached diagram for further explanation of State Assistance disbursements.*
- These funds may be used only for non-recurring contracts, interagency activities, and one-time purchases not requiring continued monetary commitment beyond the level of the current Preparedness base budget.
- State assistance collections and funding uses will adhere to guidance outlined in the Fire and Aviation IM -2013-003 [Managing Fire Trespass and Protection Assistance Collections](#)

<u>LF5710000</u>	<u>Fund Year</u>	<u>Carryover from FY14</u>	<u>FY15 Cost Share 25% of FY14 Collections</u>	<u>FY15 Natl. %**TBD</u>	<u>FY15 Budget</u>	<u>FY15 Spent</u>
LLWY931000 WYSO	12x	64,473.10	24,027	-	88,500.52	-
LLWYD00000 HDD	14X	86,532.70	192,128	-	278,660.23	-
LLWYP00000 HPD	14X	54,449.36	203,960	-	258,409.17	-
LLWYR00000 WRBHB	14X	61,443.73	170,612	-	232,055.88	-
LLWY980500 RAW5	14X	12,532.52	-	-	12,532.52	-
<b>Totals</b>		<b>\$279,431.41</b>	<b>\$ 590,726.91</b>	<b>\$ -</b>	<b>\$870,158.32</b>	<b>\$ -</b>

**Feedback Requirements: None**

LF310	Fuels Management Program	Wyoming
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**Program Leader: Richard Putnam– Wyoming Fuels Management Program Lead**  
**Program Leader: Carmen Thomason –Trespass and Community Assistance Coordinator**

*All offices should carefully review the General Directives and the Long-Term Program Directives. The information contained in both is not repeated in these Program Directives. Refer to the current year Budget Justifications for additional program direction at the following website regarding this sub-activity:*

### **BLM WY Program Priorities**

Safety remains the paramount focus area of the Wildland Fire Management program, whether on the ground or in the air, for both our employees, interagency cooperators, and the public. Employees will follow BLM Safety and Red Book policies. High Reliability Organization (HRO) principles and practices should be emphasized at all levels of the organization.

The purpose of the Fuels Management Program is to remove or modify vegetation by conducting planning actions, fuels treatments, and CA actions to meet the objectives of the National Cohesive Strategy (CS), which include:

- creating fire adapted communities;
- maintaining and restoring landscape resilience; and
- improving wildfire response.

Bureau-specific Fuels Management Program priorities include:

- planning and implementing treatments and CA actions that reduce wildfire hazard and will conserve, maintain, and restore sage-grouse habitat;
- planning and implementing treatments and CA actions that will reduce wildfire risk to life and property; and
- planning and implementing treatments and CA actions where efficiencies can be realized through contributed and/or joint funding or labor (e.g. Healthy Lands Initiative, Forestry program).

### **FY2015 FMP Funding Structure:**

- Basic Funding: Basic funds should cover permanent and career-seasonal employees who contribute to meeting Fuels program objectives. Basic Fuels allocations were determined using 2013 on-board permanent labor. Offices should ensure basic funding is coded correctly in FBMS and identified in NFPORS for:
  - direct costs associated with projects (WBS project code required; all basic work related to projects should be identified in NFPORS in the 'treatment/activity name' field with a 1\_XX);
  - indirect costs (i.e. administrative costs, coded as PJ08,
  - direct costs not associated with projects (coded as PJ02, PJ04, or PJ06).

BLM must maintain capability to implement on-the-ground fuels treatments. To maintain

this on-the-ground capability, BLM's goal is to maximize the amount of the total fuels funding allocated to project work by limiting PJXX charges (indirect costs and direct costs not associated with projects) to 40 percent of the total fuels allocation

- **Flex Funding:** Flex funds should be used to support planning actions, treatments and CA project work identified in NFPORS that will reduce wildfire potential, in these areas:
  - adjacent to life and property,
  - within or adjacent to sage-grouse habitat outside of FIAT assessment identified priorities, and/or
  - within Healthy Lands (HL) Focal Areas.

Projects funded with flex allocations should be identified in NFPORS and have a treatment/activity name 2\_XX, have a regional approval date, and be identified as HL, Wildland Urban Interface (WUI), and/or have sage-grouse identified as a species of interest. States may re-direct flex funding if necessary to other priorities as needed. All substitutions must be reflected in NFPORS.

**Workforce Planning:** Districts should strive to constrain labor costs to a maximum of 50 percent of their total Fuels allocation. Districts whose labor exceeds 50 percent of their total Fuels allocation should make workforce decisions to maintain operational capabilities. Permanent labor should be allocated to core Fuels program positions to accomplish Fuels project work.

#### **Program of Work (POW):**

- Guidance for developing the fiscal year (FY) 2015 Program of Work (POW) for Fuels and Community Assistance can be found at [FA IM-2014-016](#).
- If projects have joint funding and accomplishment reporting with MLR disciplines the [1740-2 Integrated Vegetative Management Handbook](#), Chapter 9 must be followed to ensure accurate PE accomplishments are captured in NFPORS and PMDS.
- District Offices must negotiate and gain approval from the WYSO fuels lead on any changes to the funding and/or targets. If targets are to be changed those targets must be re-negotiated with the state and national offices. WYSO fuels lead will set the PMDS target for each of the field offices in Wyoming.
- Districts must complete all targeted acres identified in NPORS/PMDS and spend LF3100000 funding to the 98% level by the end of the fiscal year.

#### **Accomplishment Reporting:**

- Offices will report accomplishment into the National Fire Plan Operations and Reporting System (NFPORS) within 5 days of actual completion. All Fuels program elements associated with treatments, planning, monitoring, community assistance, and biomass will be automatically uploaded into PMDS monthly, including AM (community assistance) and HE (biomass) program elements.

- Offices should ensure that wildfire acres that meet resource objectives are reported either in the Hazardous Fuels Module or Non-NFP Module of NFPORS consistent with guidance found in the *Interagency Standards for Fire and Aviation Operations*.
- Offices will complete a fuels effectiveness assessment and input the appropriate information into [FTEM](#) for all wildfires which start in, burn into, or burn through any portion of a fuels treatment area that has been completed and reported in the Hazardous Fuels Module of NFPORS from FY2003 to present.
- Fire Trespass and MEP EOY and quarterly reports are due to the WYSO CA Lead by assigned dates.
- Each year by December 16<sup>th</sup> offices in coordination with their local GIS specialists must submit their BLM Vegetation Treatment Area (VTRT) data set of completed vegetation treatments for FY2014, as well as for prior fiscal years if they had not been submitted previously, to the WY930 State GIS. These local geospatial data sets will be incorporated into the national VTRT data set. BLM GIS data standards and related information for this data set are available at: <http://web.blm.gov/internal/fire/fpfm/dmr.html> under *Hazardous Fuels Vegetation Treatment Area Data Standard Documentation*.

#### Hazardous Fuels Reduction BLM Wyoming Statewide Allocation FY2015

<b>LF3100000</b>		<b>PTA Basic</b>	<b>PTA Flex</b>	<b>Total Allocation</b>
<b>Cost Center</b>	<b>Office</b>	<b>\$ 2,073,000</b>	<b>\$ 207,000</b>	<b>\$ 2,280,000</b>
LLWY931000	WYSO	276,802.55	-	276,802.55
LLWYD00000	HDD	720,944.99	85,000.00	805,944.99
LLWYP00000	HPD	451,916.57	54,000.00	505,916.57
LLWYR00000	WRBHB	573,335.90	68,000.00	641,335.90
<b><i>Overhead</i></b>				
LLWY910000	State Director overhead	50,000.00	-	50,000.00
<b>Total PTA Basic +Flex</b>		<b>\$ 2,073,000</b>	<b>\$ 207,000</b>	<b>\$ 2,280,000</b>

**Feedback Requirements:** None

<b>L5320</b>	<b>Trespass</b>	<b>Wyoming</b>
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**Program Leader: Carmen Thomason –Trespass and Community Assistance Coordinator**

BLM Wyoming will adhere to the direction provided in the following documents:

- 2013 Fire Trespass Annual Operating Plan. <http://teamspace/sites-wy/wyfmnotes/Shared%20Documents/Trespass/AOPs%20%20Guides/2013/signed%20AOP%20wy2013-042i-atrch1.pdf>
- Chapter 12 of the 2014 BLM Standards for Fire Business Management. [http://web.blm.gov/internal/fire/budget/Reference\\_docs/Incident%20Business/OrangeBK/files/BLM\\_Standards\\_for\\_Fire\\_Business\\_2014\\_final.pdf](http://web.blm.gov/internal/fire/budget/Reference_docs/Incident%20Business/OrangeBK/files/BLM_Standards_for_Fire_Business_2014_final.pdf)

**Managing Trespass Funds and Collections:**

Trespass collection and funding uses will adhere to guidance outlined in the Fire and Aviation IM -2013-003 [Managing Fire Trespass and Protection Assistance Collections](#)

- Funds collected from fire trespass actions can only be used for fire program activities that support the protection of life, resources, and property. Examples include fire prevention, mitigation, education, investigation, cost recovery, and preparedness activities. These funds can also be used for restoration activities. Trespass funds may be used for non-recurring contracts and one time purchases that do not require continued monetary commitment beyond what is available in the trespass account. Funds can be used for labor, training, travel, and support and administration of fire program activities. However, while labor charges are allowed, these funds should not be used as the basis for hiring permanent positions.
- Trespass funds are not base funds; they are considered one-time funds. These funds do not have to be applied to the same lands that generated the collections, and can be used without fiscal year limitation.
- Trespass related expenditures will be coded as follows:

LLWY931000	L53200000.xx0000	LVDPFIREWY00
LLWYD00000	L53200000.xx0000	LVDPFIREWY00
LLWYP00000	L53200000.xx0000	LVDPFIREWY00
LLWYR00000	L53200000.xx0000	LVDPFIREWY00

\*\*Where xx represents the valid PE code for the use of specific trespass funding.

**Feedback Requirements: None**