

## Department Order: 017

### Title: Management of Fire Suppression Component; Fire Presuppression Preparedness

Original Date Signed: September 26, 1991

Original Author: Harold C. Heinze

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#### 1. PURPOSE STATEMENT:

The purpose of this Department Order (DO) is to define and establish the authorized use of the Fire Suppression Component for preparedness and suppression activities for the Department of Natural Resources (DNR). This is effective July 1, 1994 and supersedes all previous Fire Suppression use procedures and specifically Dept. Order #017 dated September 26, 1991.

#### 2. GENERAL POLICY:

This section identifies statutes, regulations, and policies that relate to DNR fire protection obligations and the related activities associated with carrying out those responsibilities.

#### Governing Statutes

The following is a list of statutes that are the cornerstones for statewide policy for the Fire Suppression Component.

|              |                      |  |
|--------------|----------------------|--|
| AS 41.15.010 | Intent               | Provides that resources will be protected commensurate with the value of the resource at risk on private, state, and municipal land. |
| AS 41.15.030 | Contracts            | Provides that the Commissioner may enter into necessary contracts for protection and; hire emergency personnel.                      |
| AS 41.15.050 | Fire season          | Provides that the period from May 1 to September 30 is designated as the fire season.  |
| AS 41.15.200 | Statement of purpose | Provides a readily (may be repealed)   |

|                               |   |   |
|-------------------------------|---|---|
|                               |   | available fund for the payment of expenses incurred by the Dept. of Natural Resources in suppressing fires. |
| AS 26.23.010 and AS 44.19.048 | Statement of Purpose and Disaster Relief Fund                   | Provides a readily available fund for disasters by proclamation by the Governor.                            |
| AS 26.23.020                  | Governor's Responsibilities And Authorities During An Emergency | Provides definition of Governor's authority to respond to disaster emergencies.                             |
| AS 26.23.050                  | Financing   | Defines the sources of emergency funding.   |
| AS 36.30.310                  | Emergency Procurement   | Defines when emergency procurement may be used in lieu of regular procurement procedures.                   |
| AS 36.30.350                  | Records of Emergency Procurement                                | Statute eliminated.   |

### **3. DNR, DOF RESPONSIBILITIES & PROTECTION PROGRAM DESIGN**

The Department's protection program is established by Alaska Statutes 41.15.010 - 41.15.170. Authority is provided by statute through the Commissioner of Natural Resources (delegated to DOF) to protect natural surface resources as determined by the values-at-risk on all lands under State, private, and municipality ownership, with the exception of private lands protected by the federal government as enacted by law (i.e., native ownership under ANCSA). The value at risk determination for State responsibility resources has been delegated to the Director, Division of Forestry through Department Order 113 and the Interagency Fire Management Plan process which requires annual review and input from State, private, and municipal resource managers.

State, private, and municipal land ownership is scattered across the entire state. The majority of this area lies in a high forest fire prone zone. Lands managed by the U.S. Dept. of Interior (DOI) and the U.S. Department of Agriculture (DOA) are also fire prone. Therefore, there exists common reasoning for the DOI and the DOA to join the State in Cooperative Agreements for statewide fire protection.

Therefore, Cooperative Agreements have been negotiated between the Division of Forestry and the Bureau of Land Management and the U.S. Forest Service providing that each agency protect each others land within defined mutual protection boundaries thus eliminating duplication of effort in the same locations. This agreement also provides for the exchange of suppression forces when one agency's fire activity exceeds their fire suppression force capability. This reduces the number of dedicated forces required by each suppression organization. The Department's preparedness, planning, and organizational design will take full economic benefit of

interagency protection options including organizational merging where a cost benefit is derived and State managerial integrity is maintained.

The Division of Forestry has designed the suppression organization into a central core of management, support, and initial attack capability. The initial attack forces are the primary priority for staffing in an attempt to suppress fires while small and therefore at a lesser cost. The management and support organization is the nucleus for assurance that all suppression actions are conducted in accordance to State procedures and with a high degree of consideration for State benefit. This nucleus is expanded by other agency personnel commensurate to the fire situation requirements. The Department's policy is to assure DNR management overview for each incremental level of presuppression and suppression activity.

#### **4. PROTECTION PROGRAM IMPLEMENTATION**

The Alaska Consolidated Interagency Fire Management Plan provides a coordinated approach to fire management on all lands in Alaska. Because of the benefits and economy for protection derived from interagency cooperation, the DOF will define resource values and Strength-of-Force plans based on the interagency concepts for comprehensive fire protection program planning.

A. **Interagency Fire Management Plans**

The Department has entered into a formal protection level classification process with the other land managing agencies in the state. The process identifies areas into four defined categories of protection based on resource value and the impact fire has on the management objective for each area. The value-at-risk is then determined and endorsed by land and resource managers. The end results portray the protection requirement and when evaluated against occurrence history provides a criteria for determining Strength-of-Force requirement, as further described below.

The Interagency Fire Management Plan is updated every year in detail which changes protection intensity i.e., when new human habitation is identified or "disposal program land" is identified. When changes necessitate, the preparedness level will be adjusted to assure protection levels and cooperative agreements are maintained.

B. **Strength-of-Force Planning**

Analysis of the fire history within the State's protection area reflects that it is in a high fire prone area of the state. Review of past actions for suppression also show that the average fire extinguished at ten (10) acres or smaller costs approximately four thousand dollars. Fires if suppressed at a much higher acreage average two million dollars per fire for those in high value resource areas. (Fire size vs. cost analysis, years 1981-1985.) Therefore, funding the fire organization to a satisfactory level where the fires are suppressed while small is directly beneficial in economic terms. To be efficient the protection program must be operated on a sustained basis to avoid loss of training and experience investment. The goal for the Division is to suppress fire commensurate with land management standards. A strong initial attack, management and support capability must be maintained to assure that program wide control and maximum efficiency is achieved for an "average fire year" based on the historical average.

C. **National Interagency Incident Management Systems (NIIMS)**

The Division of Forestry has adopted the National Interagency Incident

Management System for qualification and certification of fire suppression, support and management personnel assigned to State fire protection activities. Strict adherence to this system is required to assure safety during suppression action, and a proper management posture is maintained to conduct State business. Adherence to this system allows interagency exchange of personnel and equipment.

Technical training will be provided to maintain personnel fire qualifications to meet the State's average year fire workload.

## **5. SUPPRESSION COMPONENT USE**

It is the intent of the Suppression Component to cover costs associated with actual fire suppression and fixed costs required to meet necessary fire readiness not funded in the fire management operating budget project for a normal fire year.

Because of the fluctuation of fire season severity, temporary increases above the average preparedness level are also covered by the suppression component. Certain fixed indirect operating costs which are specifically identified herein, are also covered by the suppression component.

### **A. Authorized Expenditures, Fixed Indirect Operating**

Certain services are not identified within a specific unit of the Division's organization yet apply to the preparedness requirements on a statewide basis. Also, costs may fluctuate annually depending on availability of the specific service within the State, especially for highly specialized functions. These services are authorized expenditures from the suppression component where efficiency and cost effectiveness is supported through formal analysis. The annual fixed indirect operating services will be defined in the budget request using estimated contract costs. The following categories are authorized:

1. Cooperator services secured by formal agreement.
2. Aviation contract availability.
3. State aviation fleet. This covers travel, contractual services, commodities, equipment and parts needed to manage the State aviation fleet, airport use fees, facilities, ramp & building utilities associated with the aviation program.
4. Risk Management insurance for authorized functions.
5. Weather forecasting service, and weather station procurement, installation and maintenance.
6.
  - a. State fleet vehicles exclusively used for fire suppression are authorized to be charged to the suppression component for the full year. This includes replacement and operating rates.
  - b. State fleet vehicles used on a partial year basis for fire suppression are authorized to be charged to the suppression component for the period of time they are equipped for fire suppression. This includes replacement and operating rates.
  - c. State fleet vehicles used on an incidental basis for fire suppression support are not authorized to be charged to the suppression component except when assigned to a specific

incident. Both the replacement and operating rate shall be charged based on the number of days assigned.

7. Fixed charges for dedicated dispatch communications line charges.
8. EFF Crew boss training wages and travel, contractual services, and supplies associated with EFF crew and crew boss training.
9. It is beneficial to the department to waive indirect costs with federal cooperators -- Bureau of Land Management/Alaska Fire Service and the United States Forest Service for cooperative fire protection. However, indirect cost recovery is an acceptable way to partially fund qualifying department administrative operating costs. Therefore, an amount equal to non-billed indirect costs from the federal cooperators may be annually paid from this component.
10. Fire accounting and personnel management functions. This covers all accounting personnel plus associated travel, contractual services, commodities, and equipment expenditures associated with the fire accounting and personnel management functions.
11. Warehouse and maintenance support. This covers all warehouse and maintenance management and maintenance personnel plus associated travel, contractual services, commodities, and equipment needed to manage the State warehousing and maintenance program.
12. Fire Dining Hall support. This covers all fire dining hall management and personnel, plus associated travel, contractual services, commodities, and equipment needed to manage the State's fire dining halls.
13. Fire dispatch and logistics support. This covers all fire dispatch and logistics management and personnel, plus associated travel, contractual services, commodities, and equipment needed to manage the State's fire dispatch and logistics functions.
14. Fire initial attack program. This covers all fire initial attack management and personnel, plus associated travel, contractual services, commodities, and equipment needed to manage the State's fire initial attack fire program.

B. **Authorized Expenditure, (High Fire Danger)**

During periods when fire danger requires a temporary increase in preparedness the costs are authorized to be paid from the suppression component.

1. **Salary**

a. Regular time for:

1. Temporary, permanent seasonal, permanent part-time and [other] non-permanent personnel when extended beyond their regular budgeted or appointed period.\*
2. Personnel not regularly funded in a presuppression budget.\*
3. Emergency hire personnel.
4. Cooperator personnel.
5. Emergency firefighter (EFF) personnel.

\*Applicable administrative fiscal management procedure will apply depending on the specific situation. (RSA, RP, ARAR, etc.)

b. Overtime/Standby:

1. Overtime and standby for personnel described above, and for all permanent full-time personnel. Overtime or standby is limited to the time authorized by Division Line Officers or their designated duty officers and by the administrative policy directives. (Emergency firefighter personnel are not paid standby they are either on or off shift.)
2. When it is required for the workforce to work overtime due to equipment failure or other uncontrolled event which is not part of a planned action. The overtime must be authorized by the Division's Regional Line officers or designated Duty Officers.
3. Employees will not be routinely scheduled for normal tours of duty exceeding the regular schedule requiring the payment of overtime. When a position must be routinely covered beyond the regular schedule, managers should consider all available scheduling alternatives.

2. **Travel:**

Travel and subsistence costs associated with the movement/mobilization of personnel, equipment and supplies to and from specific locations because of above normal fire danger/risk.

3. **Contractual:**

Hiring/rental of specialized services or equipment for the temporary preparedness increase required for above normal fire danger conditions.

4. **Supplies:**

Procurement of expendable supplies and acquisition and short-term use of non-expendable supplies from commercial vendors or cooperators which are required to support the temporary increase in preparedness.

5. **Equipment:**

It is not intended that equipment be purchased for temporary increase for preparedness. If such circumstances arise a request must be approved by the Director. Supporting justification must accompany the request and Director approval must be obtained prior to purchase.

C. **Authorized Expenditures, Suppression**

All activities associated with the detection, suppression, documenting, auditing and investigation of a fire incident, subject to the provisions of this section, may be paid from the suppression component.

Included are the direct costs associated with the management, control and support of the incident, refurbishment of fire equipment, rehabilitation of damage caused by suppression activities and removal of fire caused safety hazards that pose an imminent safety hazard to the general public. Expenditures to treat safety hazards require written approval by the Director. All charges must be made to an established ledger code. Surveillance of fires burning under an approved Limited protection category are chargeable to this activity.

**1. Salary:**

Regular time for:

1. Temporary, permanent seasonal, permanent part-time and non-permanent personnel.\*
2. All permanent full time personnel not regularly funded in a presuppression budget.\*
3. Emergency hire personnel.
4. Cooperator personnel.
5. Emergency firefighter (EFF) personnel.

\*Applicable administrative fiscal management procedure will apply depending on the specific situation. (RSA, RP, ARAR, etc.)

a. *Overtime/Standby/Hazard Time:*

Overtime/standby/hazard time may be paid from the suppression component when working directly in support of a specific incident identified by an authorized ledger code. The overtime/standby time must be approved by the Incident Commander, a designated Duty Officer, or the line officer in charge.

b. *Federal and Canadian Support:*

Regular time, overtime, standby and hazard pay for all permanent seasonal, permanent part-time, permanent full time, EFF and temporary personnel engaged in suppression activities and/or support activities on federal or Canadian lands is determined to be a reimbursable service payable from the suppression component. All regular time may be paid from the suppression component through appropriate administrative procedures.

c. *Duration of Charges:*

Obligations for direct suppression action are authorized throughout the year. Obligations begin as soon as an incident is reported and end when all activity associated with the incident is completed.

Administrative, tort actions or court cases requiring subsequent action may be charged to the specific incident at any time

providing the action is approved by the Chief, Fire Management.

**2. Travel:**

Travel to and from the incident site is chargeable to this activity. Once at the fire, all employees will be subsisted at State expense, or as required by a collective bargaining agreement. Per diem is applicable subject to specific per diem policy.

**3. Support:**

Support costs incurred by off-site personnel dedicated to the incident; i.e. warehousing, dispatching, procurement, etc., are obligated to this component.

**4. Supplies and Materials:**

All supplies and materials used in the fire suppression effort will be charged to the specific incident. If supplies and materials are stockpiled in anticipation of need on a specific incident, they will be obligated against that incident. Subsequently, if supplies and materials are used on another incident, then the original incident cost will be reduced and the new incident charged for the supplies and materials. Transportation costs, including costs incurred associated with the loan of interagency manpower and equipment (BIFC and others) are coded to the specific incidents.

**5. Equipment:**

Use costs for dedicated State equipment and aircraft, along with leased or rented aircraft and equipment and associated support costs will be charged to specific fire incidents.

0. Expenditures for rental or replacement and/or repair of lost or damaged equipment due to a fire incident may be charged to this component.

1. Any reimbursement funds received from Risk Management for lost, stolen or damaged equipment will be returned to the suppression component if the equipment was previously replaced with fire suppression component monies.

2. Exhausted specialized fire equipment may be replaced with written authorization of the Chief, Fire Management.

**6. Claims:**

Payment of valid claims created by the suppression/support effort will be charged to this component.

**7. Cooperators:**

Payment of presuppression/suppression costs incurred by Canadian, federal and local cooperators protecting State land commensurate with approved agreements will be charged to this component.

D. **Declaration of Disaster Emergency**

In the event all suppression component funds are depleted, the Division of Forestry will prepare a request for Declaration of Disaster, coordinate with Alaska Division of Emergency Services and forward the Declaration through the DNR Commissioner to the Office of Management and Budget who will seek Governor's signature. This Declaration, when signed by the Governor, will provide funding for continuing action within the framework and intent of the suppression component.

E. **Search and Rescue**

The division has a "Common Law Duty to Rescue". Where actual emergencies occur threatening human life, the division will respond to assist within the existing capability of equipment, personnel and training as developed for fire suppression activities. The primary responsibility for search and rescue is that of the Department of Public Safety (DPS). Where an agreement, or Reimbursable Services Agreement may exist between the division and DPS, costs for requested support for search and rescue will be charged to that specific RSA, or billed according to provisions in the agreement. Where a RSA or agreement does not exist, costs will be charged to the suppression component and recovered from DPS through administrative coordination.

The suppression component will not be used to conduct training or procure other capabilities solely for the purpose of search and rescue. The division will likewise participate in search missions for downed aircraft organized and conducted by the State Troopers, Civil Air Patrol or Rescue Coordination Center within the existing capability of the division's aviation fleet when available. The same provisions for administrative cost recovery will apply.

Article referenced at:

<http://www.dnr.state.ak.us/int/commis/dos/do017.htm>