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Strategic Plan for Implementing a Department of Defense Wildland Fire Policy DoD Legacy Program



U.S. AIR FORCE

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Environmental Excellence
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HISTORY OF DOD WILDLAND FIRE POLICY

DoD Wildland Fire Policy Working Group

May 1995: The Assistant Deputy Under Secretary of Defense (Environmental Security) directed the Marine Corps to chair a working group of representatives from each military service to draft a Defense Wildland Fire Policy.

ADUSD (ES) letter, dated 15 May 1995 states...

“The lack of a DoD-wide policy, especially the lack of training standards, places the Department at risk of not being able to respond effectively to wildland fires.”



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HISTORY OF DOD WILDLAND FIRE POLICY

March 1998: DoD Wildland Fire Policy Working Group Final Report

Submitted to Mr.
Gary D. Vest, the
Principal Assistant
Deputy Under
Secretary of Defense
for Environmental
Security



Fort Greely, Alaska

HISTORY

DOD WILDLAND FIRE POLICY

10 October 2000: Some Working Group recommendations were incorporated into revised Department of Defense Instruction DODI 6055.6.



***Avon
Park Air
Force
Range,
Florida***



DODI 6055.6

DoD Fire and Emergency Services Program

Department of Defense Instruction DODI 6055.6 **DoD Fire and Emergency Services Program** **10 October 2000**

*E2.5.9. Wildland Fire Preparation and Response. Fire department and natural resources preparedness and response to wildland fires shall be in accordance with the **Federal Wildland Fire Management Policy and Program Review of 1995** and the **Interagency Fire Management Agreement** (reference (l)), except as covered under DoD Directive 3025.15 (reference (m)). The Department of Defense shall establish and maintain **voting membership in the National Wildfire Coordinating Group** to facilitate the development of policy, standards, and training with the Federal wildland agencies. The Department of Defense shall establish and maintain a **fire protection specialist position at the National Interagency Fire Center to represent DoD** wildland fire requirements, coordinate the use of military assets through the Director of Military Support, and manage the wildland fire qualification system for the Department of Defense.*

DODI 6055.6

DoD Fire and Emergency Services Policy

What happened then?



***NOBODY
MOVED!***



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LEGACY PROJECT

Implement DoD Wildland Fire Policy

2003 DOD LEGACY PROJECT

TITLE: STRATEGIC PLAN FOR IMPLEMENTING DOD WILDLAND FIRE MANAGEMENT POLICY

PURPOSE: Outline the specific actions required to implement the Wildland Fire Policy in DODI 6055.6 and the endorsed recommendations of the DoD Wildland Fire Policy Working Group Final Report.

DODI 6055.6

DoD Fire and Emergency Services Policy

PROBLEMS IMPLEMENTING DODI 6055.6

- 1. No Office of Primary Responsibility identified.**
- 2. Responsibility crosses DoD functional stovepipes.**
 - **ODUSD (I&E) Environmental Readiness and Safety *is responsible for fire and emergency services.***
 - **ODUSD (I&E) Conservation *plans, programs, and responds to wildland fires on most installations.***
 - **ASD-HD, Assistant Secretary of Defense (Homeland Defense), *new since 2003, now claims some jurisdictional authority.***
- 3. DODI 6055.6 incorporates other federal policy by reference, but most don't know what that means.**



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DODI 6055.6

Adopt Federal Wildland Fire Management Policy

DOCTRINE 1: *...preparedness and response to wildland fires shall be in accordance with the Federal Wildland Fire Management Policy and Program Review of 1995.*



***Barksdale Air
Force Base,
Louisiana***

DOCTRINE 1

Federal Wildland Fire Management Policy and Program Review of 1995.

A federal standard that guides the philosophy, direction, and implementation of wildland fire activities on federal lands. Endorsed by:

- U.S. Forest Service
- U.S. Fish and Wildlife Service
- National Park Service
- Bureau of Land Management
- Bureau of Indian Affairs
- Bureau of Reclamation

DOCTRINE 1

Federal Wildland Fire Management Policy and Program Review of 1995.

- Federal lands with burnable vegetation must have a Wildland Fire Management Plan.
- Endorses the use of prescribed fire to protect, maintain, and enhance resources.
- Agencies will standardize training and certification requirements.
- Endorses interagency planning, preparedness, and prevention.



What Happened?

Department of Defense, DUSD (ES), Ms. Sherri Goodman signed the 2001 Review and Update of the Federal Wildland Fire Management Policy and Program Review of 1995. However, no implementation instructions were issued.

Also adopted by:

- Department of Energy
- Department of Commerce
- U.S. Environmental Protection Agency
- Federal Emergency Management Agency
- U.S. Geological Survey
- National Association of State Foresters



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DODI 6055.6

Sign Interagency Fire Management Agreement

DOCTRINE 2:

...preparedness and response to wildland fires shall be in accordance with the Interagency Fire Management Agreement

***Naval and
Marine
Corps
Reserve
Center
California***



Sign Interagency Fire Management Agreement

DOCTRINE 2

DoD Signs Interagency Agreement for Fire Management

A Department level mutual assistance agreement for cooperation, support, **and reimbursement** signed by:

- U.S. Forest Service
- U.S. Fish and Wildlife Service
- National Park Service
- Bureau of Land Management
- Bureau of Indian Affairs
- Bureau of Reclamation

Sign Interagency Fire Management Agreement

What Happened?

- **Department of Defense has not signed the *Interagency Agreement for Fire Management.***



Other Agencies prepare to confront a fire coming off of Dare County Bombing Range

Sign Interagency Fire Management Agreement

What Happened?

- **Confusion over a ‘competing agreement’ - Office of Assistant Secretary of Defense (Homeland Defense) is working a different agreement:**

Interagency Agreement for the Provision of Temporary Support During Wildland Fire Fighting Operations between the United States Department of Interior, the Department of Agriculture, and the Department of Defense (in draft).

- **Provides one-way support only – DoD to other agencies.**
- **Provides support only at ‘Planning Level 5’.**
- **States that all requests for DoD assistance must come to the Office of the Secretary of Defense (ASD-HD). Does allow exception for local mutual assistance agreements.**

DOCTRINE 3: *The Department of Defense shall establish and maintain voting membership in the National Wildfire Coordinating Group (NWCG).*



DOCTRINE 3

DoD becomes a Voting Member of the National Wildfire Coordinating Group (NWCG)

NWCG...

- **Facilitates the development of policy, standards and training within the Federal wildland agencies and many others;**
- **Sets wildland fire fighter training, certification, and personal protective equipment standards;**
- **Staffs special working teams and advisory groups to address wildland fire issues of national significance.**

Member agencies each provide a proportion of the NWCG operating budget.

DoD Becomes Voting Member of the NWCG

What Happened?

- ***NWCG sent a letter, dated March 18, 2004, to Mr. Paul Dubois, Deputy Under Secretary of Defense (Installations and Environment), invited the Department of Defense to become a member of NWCG.***
- ***Some installations use NWCG standards, but DoD does not yet recognize NWCG certification and training.***
- ***DoD Fire Fighter Certification Program currently only recognizes National Fire Protection Association (NFPA) certification – not NWCG certification.***
- ***Stalemate: Who pays for NWCG membership?***



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DODI 6055.6

DoD Establish a Billet at NIFC

DOCTRINE 4: The Department of Defense *shall establish and maintain a fire protection specialist position at the National Interagency Fire Center (NIFC).*



Fort Huachuca



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DODI 6055.6

DoD Establish a Billet at NIFC

DOCTRINE 4

DoD staffs a fire protection specialist at NIFC.

NIFC...

- **Is the 'business office' for interagency cooperation.**
- **Coordinates interagency dispatch for a seamless interagency response to wildfire, hurricane, flood, and tornado incidents across the nation;**
- **Maintains a nationwide wildfire equipment cache.**

NIFC membership must be coordinated with the NIFC Governing Board and a potential financial obligation.



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DODI 6055.6

DoD Establish a Billet at NIFC

What Happened?

- A DoD office responsible for the position was not specifically identified – and no one has volunteered.
- No coordination with NIFC has occurred.
- Army's Director of Military Support (DOMS) did cooperate with NIFC.
- *New Joint Director of Military Support (JDOMS) reorganized under control of ASD-Homeland Defense.*



***Wildfire near Naval Air Station
Miramar, CA***



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Strategic Plan for Implementing DoD Wildland Fire Policy



***Interagency
assistance
Eglin AFB.***

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Strategic Plan for Implementing DoD Wildland Fire Policy

CURRENT DELEGATIONS OF AUTHORITY

- **DUSD(I&E)**
 - Oversees Fire and Emergency Services
 - OPR is ODUSD (ESOH)
- **Air Force**
 - Executive Agent for DoD *Fire Fighter Certification Program*
- **Navy**
 - Executive Agent for DoD *National Fire Incident Reporting System (NFIRS)*
- **Army**
 - WAS Executive Agent for Military Support to Civilian Agencies
 - Joint Department Of Military Services (JDOMS) reorganized under ASD-HD, with NORTHCOM as OPR.
- **Marine Corps**
 - WAS Lead for temporary DoD Wildland Fire Policy Working Group

Strategic Plan for Implementing DoD Wildland Fire Policy

STRATEGIC PLAN RECOMMENDATIONS

Revise DODI 6055.6 to...

**Designate the Marine Corps as Executive Agent for execution of
DoD wildland fire policy.**



USMC will:

- **Staff a Billet at the National Interagency Fire Center. DoD signs Interagency Agreement for Fire Mgmt.**
- **NIFC billet represents DoD on the National Wildfire Coordinating Group. DoD becomes a NWCG voting member.**

Strategic Plan for Implementing DoD Wildland Fire Policy

STRATEGIC PLAN RECOMMENDATIONS

**Supplement DODI 6055.6 with a Manual providing...
STAFFING AND POSITION DESCRIPTION GUIDANCE**

- Position Descriptions will classify incumbent as either a *'Primary'*, *'Secondary'*, or *'Collateral Duty'* Wildland Fire Fighter. (also *'Voluntary'*)
- Position Descriptions will establish minimum wildfire qualification levels in regards to certification and training.



Strategic Plan for Implementing DoD Wildland Fire Policy

STRATEGIC PLAN RECOMMENDATIONS

**Supplement DODI 6055.6 with a Manual providing...
TRAINING AND CERTIFICATION GUIDANCE**

- The DoD Fire Fighter Certification Program will be used to track wildland firefighter certifications.
- DoD 'red cards' can be issued based upon the DoD FFCP database.





Strategic Plan for Implementing DoD Wildland Fire Policy

STRATEGIC PLAN RECOMMENDATIONS

TRAINING AND CERTIFICATION GUIDANCE

- **DoD active duty and personnel in the GS-081 job series will meet the certification standards specified in...**
 - ***NFPA 1051 – Standard for Wildland Fire Fighter Professional Qualifications and***
 - ***NFPA 1002 – Standard for Fire Apparatus Driver/Operator Professional Qualifications.***
- **DoD personnel in the natural resources job series (GS-401 thru GS-499) may use the NWCG standards to attain the required NFPA certification.**

The NWCG Wildland Fire Qualification Subsystem Guide (PMS 310-1/NFES 1414) will also be a DoD standard.



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Strategic Plan for Implementing DoD Wildland Fire Policy

NFPA – NWCG CERTIFICATION CROSSWALK

<u>NFPA Job Level Title</u>	<u>NWCG Equivalent</u>	<u>NWCG Equivalent Training</u>
Wildland Fire Fighter I	Firefighter II	S-130 Fire Fighter Training S-190 Introduction to Fire Behavior I-100 Introduction to the Incident Command System
Wildland Fire Fighter II	Firefighter I	S-131 Advanced Fire Fighter Training S-133 Look Up, Look Down, Look Around S-201 Supervisory Concepts and Techniques S-211 Portable Pumps and Water Use S-212 Wildfire Power Saws S-216 Driving for the Fire Service
Wildland Fire Officer I	Single Resource Boss, or Incident Commander Type 4	S-200 Initial Attack Incident Commander S-215 Fire Operations in the Urban Interface S-230 Crew Boss (Single Resource) S-234 Ignition Operations S-260 Fire Business Management Principles S-270 Basic Air Operations S-290 Intermediate Wildland Fire Behavior I-200 Basic Incident Command System ETC...

Strategic Plan for Implementing DoD Wildland Fire Policy

STRATEGIC PLAN RECOMMENDATIONS

TRAINING AND CERTIFICATION GUIDANCE

- The DoD Fire Fighter Certification Program will be used to track wildland firefighter certifications.
- DoD 'red cards' will be issued based upon the DoD FFCP database.
- DoD-specific certification categories will be identified.

Examples:

Prescribed Fire Burn Boss Type 3 (RXB3), Low Complexity

Tractor/Plow Operator (TPOP)



Tyndall Air Force Base, Florida

Strategic Plan for Implementing DoD Wildland Fire Policy

STRATEGIC PLAN RECOMMENDATIONS

**Supplement DODI 6055.6 with a Manual providing:
PHYSICAL FITNESS STANDARDS**

- Adopt objective Work Capacity Test (WCT) as a DoD standard.
- Define DoD-specific fitness guidelines for defining '*arduous*', '*moderate*', '*light*' and '*none*' for wildland fire tasks. Ex: USFWS and Florida Div. of Forestry.
- Define appropriate pre-employment and follow-up medical exam criteria.



Strategic Plan for Implementing DoD Wildland Fire Policy

STRATEGIC PLAN RECOMMENDATIONS

Certification and fitness requirements based on an evaluation of ‘complexity’ in the installation Wildland Fire Management Plan.



Fort Knox Kentucky



Avon Park Air Force Range, FL

Strategic Plan for Implementing DoD Wildland Fire Policy

STRATEGIC PLAN RECOMMENDATIONS

**Supplement DODI 6055.6 with a Manual providing a
Table of Authorization for Firefighter Personal
Protective Equipment (PPE) and Installation Equipment**





Strategic Plan for Implementing DoD Wildland Fire Policy

OTHER STRATEGIC PLAN COMPONENTS

- Requirement for an installation Wildland Fire Management Plan.
- Discusses options for Training:
 - Specialized Training Curriculums
 - NIFC Prescribed Fire Training Centers
 - Modular training curriculums
 - Cross-training opportunities at other DoD installations
- Recommends using the DoD National Fire Incident Reporting System (NFIRS), wildland fire module, to report wildfires and prescribed burns.
- Discusses strategies for budgeting appropriated funds for wildland fire prevention & suppression.

Strategic Plan for Implementing DoD Wildland Fire Policy

Are we over-stating the risk?





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Strategic Plan for Implementing DoD Wildland Fire Policy

Can we afford the ‘no action alternative’?

