

UNITED STATES DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT
Office of Fire and Aviation
3833 South Development Avenue
Boise, Idaho 83705

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Instruction Memorandum No. OF&A 99-007
Expires: 9/30/00

To: State Directors

From: Director, Office of Fire and Aviation

Subject: Allocation of Forces

Due Date: April 16, 1999

Allocation of Forces (AOF) is the identification of BLM's fair share of fire/emergency personnel required to meet national, state and local needs. This topic was discussed at the 1998 Spring Fire Management Officer's meeting and the National Fire and Aviation Conference recently in Seattle, and action items were finalized at the January Operations Committee meeting. Many incident command positions cannot be filled or are extremely difficult to fill by BLM or cooperating agencies.

Our objective in the AOF effort is to meet the current and projected requirements for incident management teams at the National, Geographic, and local level. Failure to do so jeopardizes the health and safety of our firefighters and the public. We often forget that the people providing assistance at one of our emergencies are another BLM Office's or agencies' specialists in the resource, realty, computer, administration, management, or operation program.

The previous drafts of this document contained seven charts that portrayed our personnel/position needs, number of available people, and a wide variety of issues on how to alleviate the problem over a 3-5 year period. States provided comments on the original material.

A summary of the information and recommendations brought forward from the original material is attached. By April 16, 1999, each state needs to submit the material in the format identified in Attachment 2. An example of this has been provided in Attachment 3.

If you have any questions, please give Ron Dunton a call at 208-387-5154.

Signed by:
Lester K. Rosenkrance
Director, Office of Fire and Aviation

Authenticated by:
Pat Lewis
Supervisory Mgmt. Asst.

3 - Attachments

- 1 - Issue, Background, Action Items and Recommendations (4 pp.)
- 2 - Allocation of Forces Format (2 pp.)
- 3 - Sample Submission (3 pp.)

Distribution:

Jay Thietten (5627 MIB)
BLM, NARTC
Fire Program Manager
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Issue, Background, Action Items and Recommendations

Issue: Failure to meet critical commitments to interagency cooperator (NWCG) and agency needs. The number of BLM personnel participating on National and Geographic Area teams (Incident Management, Area Command, and Fire Use Teams) has been declining for many years. At present, BLM has approximately 140 people participating on these teams and we should have about 320.

Background: BLM had an Allocation-of-Forces System in the past that met the Bureau's needs for many years. Based on needs established by National, State and local offices, it identified people and target positions. It provided an incentive for Fire Management Officers to meet with new office employees and maintain communication with all other employees and management to assure the office had an adequate number of qualified people and trainees to meet their local, state, and National commitments. Because the system of allocations was not maintained, many offices were unable to meet the requirements and the system was dropped. Dropping the office targets reduced the emphasis/responsibilities to communicate with and seek out employees interested in participating in the fire/emergency/support assignments and ultimately reduced the number of people participating.

At present, BLM has a 24 percent responsibility within the NWCG. This 24 percent is also being used as the Bureauwide target for participation on National Teams (Incident Management, Fire Use, and Area Command) and Geographic Area Incident Management Teams. The number of BLM people participating on teams will vary considerably based on the number of Type 1 and 2 incidents in each Geographic Area and their use over a 5-year average. If the Bureau average of 24 percent is a good target, then all Geographic Areas are deficient with some much farther from the goal than others. BLM states will vary considerably from the 24 percent Bureauwide. States like Alaska and Nevada will probably be much higher while others may be less. The Bureau's actual percent to be attained and present status will be determined after each state submits their agreed upon Geographic Area information.

Action Items:

National Office:

1. Will take the lead in working with the ELT to guide the process and assure we have trained and qualified personnel to handle our own emergency workload and provide support for the Geographic Area and National effort.

Assigned: Director, OF&A

Date: 3/99

2. Will take the lead in having the Multi-Year Performance Plan modified. This modification will reiterate the Government Performance Review Act requirement that all offices will have an adequate number of properly trained people to implement their emergency and fire management plans. This also includes the Allocation-of-Forces requirements.

Assigned: Fire Program Manager Date: 10/99

3. Based on State submissions, will calculate the actual BLM percentage of people being provided to the national wildland fire workload and coordinate with the states on minor adjustments, if necessary.

Assigned: Fire Program Management Date: 6/99

4. Continue to work with appropriate people within the Department of the Interior to propose legislation to modify the Fair Labor Standards Act to increase the cap from GS 10-1 to GS 15-1.

Assigned: Director, OF&A Date: 10/99

5. Monitor the qualifications and progress of individuals in the Command and General Staff positions for both Type 1 and 2 teams.

Assigned: Fire Program Management Date: 10/99

6. Develop guidelines and recognition programs for people participating on National Teams at the Unit Leader and above level. A yearly cash award for each team member may be appropriate due to the commitment, how call-up schedules disrupt normal lifestyle, and disparity between incident command positions. Guidelines will need to be developed. This item may also need to be coordinated with other agencies.

Assigned: Fire Program Management Date: 10/99

7. Add the topic of Allocation-of-Forces to the Preparedness Review process.

Assigned: Fire Program Management Date: 4/99

State Offices:

8. Will work through their Geographic Area, determine their appropriate number of people to provide and the best positions to target. Offices will work with each field office to determine the most appropriate positions/people to target in the short and long term.

Assigned: State Fire Management Officer Date: 5/99

9. Will be responsible for tracking qualifications of individuals at the Unit Leader and above level and key skilled positions (e.g., Fire Behavior Analyst, Prescribed Fire Behavior Specialist) as well as any State Office personnel participating. Coordination with Field Offices will be required to assure appropriate training, experience, proper advancement, and documentation occurs.

Assigned: State Fire Management Officer Date: 6/99

Field Offices:

10. Will identify those with interest and ability to perform the tasks in emergency and wildland fire operations and support roles.

Assigned: District Fire Management Officer Date: 4/99

11. Will be responsible for developing people from entry level through Unit Leader positions and providing experience in on-the-ground emergency and fire suppression operations.

Assigned: District Fire Management Officer Date: on going

All Offices:

12. Will prepare an aggressive recruitment program to contact all Bureau personnel and identify those who are interested in participating on wildland fire and prescribed fire assignments and/or support positions. For short term solutions, key people are those with prior qualifications or special skills acquired through their normal employment. In the long term, they are the new/younger people where the financial investment can be realized.

Assigned: Fire Management Officer All levels Date: 5/99

13. Will keep line officers informed on the status of people qualified and being used in the fire program and how they are doing reaching established targets. Management personnel should be made aware of the training opportunities available to them in order to prepare for a major emergency in their area of responsibility.

Assigned: Fire Management Officer All levels Date: 4/99

14. Fire management personnel will use their data from the Fire Management Plan to determine their wildland and prescribed fire workload, qualifications needed, and the number of positions required to implement their plans.

Assigned: Fire Management Officer All levels Date: 6/99

15. All employees funded by the fire program are expected to and will participate in fire operations based on availability and qualifications. Non-availability will be approved by the appropriate line officer/supervisor.

Assigned: Fire Management Officer All levels Date: 6/99

16. Employees participating on wildland fires, especially at the Incident Management Team level, will have an EPPRR element addressing this participation and their availability. It is desirable that all employees, where long term training and development has occurred, do the same.

Assigned: Fire Management Officer. Date: 6/99

17. A Training Specialist (TNSP), if not assigned to a team, should be ordered as soon as approval by the incident. All people with TNSP qualifications should have one mandatory assignment each year. All people employed in a fire training position should be targeted for qualification as a TNSP.

Assigned: Fire Management Officer

Date: 6/99

Recommendations: Other areas that are recommended and may be used where appropriate are:

18. Provide one-half work month, where necessary, for non-fire employees who are "red carded" in critical positions. Funding options need to be explored.

19. Provide spot awards for non-fire people who pick up a significant workload for people on fires.

20. Where possible, position descriptions should include providing assistance during emergency operations.

The information above provides numerous opportunities. The issue will not be resolved with any one item; only with utilization of those appropriate for each office can we resolve the problem. The fix will not be overnight but rather over a 3-5 year period; some offices and positions will take even longer. We need to start now.

Statewide BLM Target

State _____

1. Identify the agreed on Geographic Area percentage of personnel _____%.
BLM is responsibility for.

2. Identify the number of teams and the number of people on National and Geographic Area teams.

	<u>Teams</u>		<u>Members</u>		<u>Total</u>
Number of Type 1 Incident Command Teams.	—	X	—	=	—
Number of Type 2 Incident Command Teams.	—	X	—	=	—
Number of Area Command Teams.	—	X	—	=	—
Number of Fire Use Teams.	—	X	—	=	—
Other (BAER, Buying, etc.)	—	X	—	=	—
	—	X	—	=	—
Total Positions				=	—

3. Identify the number of people that BLM is responsible for.

Multiply the BLM percentage (Item 1) times the total number of people needed for the Geographic Area (Item 2).

$$\text{___}\% \quad \times \quad \text{___} \text{Positions} = \text{___}$$

Where two or more states are in a Geographic Area, SFMOs need to agree on the number of positions they will provide. The state will provide

$$\frac{\text{___}}{\text{State}} \frac{\text{___}}{\text{Pos.}}, \frac{\text{___}}{\text{State}} \frac{\text{___}}{\text{Pos.}}, \& \frac{\text{___}}{\text{State}} \frac{\text{___}}{\text{Pos.}} = \frac{\text{___}}{\text{Total}}$$

Identify the positions and the number of each that the state will plan to achieve.

Positions	Number
_____	_____
_____	_____

4. Identify the title and number of additional State Office required technical positions, (e.g.-FBAN, ATGS, RXBA, RXB2, etc.) or shortage positions.

<u>Positions</u>	<u>Number</u>	<u>Location</u>	<u>Total</u>
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

5. Total Positions Statewide for Allocation of Forces. _____

6. Using the statewide total of positions distribute them amongst appropriate offices. Based on your inventory of people interested and available for fire positions, identify by office the number of positions (staying consistent with the positions used in Item 2 and 4)each will be responsible for, the number presently qualified, and how many would be qualified in three years. Also, for each office identify the actual positions and the employee’s name and their current status (Qualified/Trainee).

<u>Office</u>	<u>Positions Allocated</u>	<u>Presently Qualified</u>	<u>Qualified. In 3 years</u>
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

7. Identify by Office the number and type positions needs to meet their local fire and emergency needs.

<u>Positions</u>	<u>Position Needed</u>	<u>Presently Qualified</u>	<u>Qual. Pos. In 3. Years</u>
ICT3	_____	_____	_____
ICT4	_____	_____	_____
DIVS	_____	_____	_____
ATGS	_____	_____	_____
SPUL	_____	_____	_____
ORDM	_____	_____	_____
EDSP	_____	_____	_____
RXB2	_____	_____	_____
MEDL	_____	_____	_____
TIME	_____	_____	_____
PTRC	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

Statewide BLM Target

State **UTAH**

1. Identify the agreed on Geographic Area percentage of personnel BLM is responsible for. **20** %.

2. Identify the number of teams and the number of people on National and Geographic Area teams.

Number of Type 1 Incident Command Teams.	3	X	33	=	99	
Number of Type 2 Incident Command Teams.	6	X	22	=	132	
Number of Area Command Teams.	2	X	4	=	8	
Number of Fire Use Teams.	2	X	4	=	8	
Other (BAER, Buying, etc.)	BAER	1	X	4	=	4
	BUYING	1	X	6	=	<u>6</u>
Total Positions					257	

3. Identify the number of people that BLM is responsible for.

Multiplied the BLM percentage (Item 1) times the total number of people needed for the Geographic Area (Item 2).

$$20\% \times 257 \text{ Positions} = 51$$

Where two or more states are in a Geographic Area, SFMOs need to agree on the number of positions they will provide. The state will provide

Utah	18	,	Nevada	24	,	Idaho	9	=	51
State	Pos.		State	Pos.		State	Pos.	Total	

Identify the positions and the number of each that the state will plan to achieve.

Positions	Number
ICT1	1
FBAN	1
ICT2	2
ETC.	
Total	18

Attachment 3-1

4. Identify the title and number of additional State Office required technical positions, (e.g.-Rx Fire Beh. Spec., etc.) or shortage positions.

Fire Behavior Analyst	1	statewide	1
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Fire Behavior Specialist	1	per district	5
Air Tactical Grp. Supv.	1	statewide	1
Helibase Mgr 2	1	Districts with helicopter	<u>2</u>
		Additional Positions	9

5. Total Positions Statewide for Allocation of Forces (18 + 9) **27**

6. Using the statewide total of positions distribute them amongst appropriate offices. Based on your inventory of people interested and available for fire positions, identify by office the number of positions (staying consistent with the positions used in Item 2 and 4) each will be responsible for, the number presently qualified, and how many would be qualified in three years. Also, for each office identify the actual positions and the employee's name and their current status (Qualified/Trainee).

Office	Positions Allocated	Presently Qualified	Qual. Pos. In 3 years
Utah State Office	5	3	4
Salt Lake District	5	3	4
Cedar City	7	4	6
Richfield	4	4	4
Moab	<u>6</u>	<u>3</u>	<u>5</u>
	27	17	23

Identify the positions for each office, the name of the Bureau employee targeted for the position, and their qualification status.

<u>Utah State Office</u>	<u>Name</u>	<u>Status</u>
ATGS	name	Qualified
PSC1	name	Trainee
DIVS	name	Qualified
<u>Salt Lake</u>		
FBAN	name	Trainee
DIVS	name	Qualified
DIVS	name	Trainee
<u>Moab</u>		
_____	_____	_____
_____	_____	_____

Attachment 3-2

7. Identify by Office the positions, number of each required, the number they presently have, and how many they will have in 3 years to meet the national, geographic area, and local wildland

fire, prescribed fire and other emergency needs.

Office Cedar City

<u>Positions</u>	<u>Position Needed</u>	<u>Presently Qualified</u>	<u>Qual. Pos. In 3. Years</u>
ATGS	<u>2</u>	<u>3</u>	<u>3</u>
HEB2	<u>1</u>	<u>0</u>	<u>1</u>
ICT3	<u>3</u>	<u>1</u>	<u>2</u>
ICT4	<u>9</u>	<u>5</u>	<u>7</u>
SPUL	<u>2</u>	<u>1</u>	<u>2</u>
ORDM	<u>2</u>	<u>1</u>	<u>1</u>
EDSP	<u>5</u>	<u>3</u>	<u>4</u>
RXB2	<u>2</u>	<u>0</u>	<u>1</u>
PTRC	<u>3</u>	<u>2</u>	<u>3</u>