

ANNUAL OPERATING PLAN

between the

**US FISH AND WILDLIFE SERVICE,
SOUTHEAST REGION,
J. N. "Ding" Darling National Wildlife Refuge**

and

THE SANIBEL CAPTIVA CONSERVATION FOUNDATION

and

THE CITY OF SANIBEL

and

THE SANIBEL FIRE RESCUE DISTRICT

2014

Purpose:

This Annual Operating Plan (AOP) supplements the *2010 Memorandum of Understanding (MOU) between the Service, SCCF, the City and the District.*

This Fire Management Cooperative Agreement facilitates the cooperation of the parties in the use of prescribed fire to maintain or restore wildlife habitats, ecosystems, and endangered or threatened species. It additionally provides for reciprocal assistance during wildland fire incidents and the limited interchange of personnel, equipment, information, and funds.

This AOP has been developed jointly and contains detailed, specific procedures that will provide safe, efficient, and effective cooperative prescribed burning activities and subsequent contingency or suppression actions for any wildfire that may be converted from a prescribed fire.

We are committed to mutual support and to all wildland fire management cooperators assisting in wildland fire management efforts. We recognize and respect each agency's primary missions and differences in organizations and procedures. We will focus our efforts on building upon the strengths of these differences as well as our common interests.

Personnel from each agency should become familiar with the offices and personnel in their respective areas representing their cooperating organizations. It is mutually advantageous to bring each organization's forces to bear on wildland fires burning in these areas in order to provide a timely response.

The Service, SCCF and the City of Sanibel hereby waive all claims against each other for the compensation of any loss, damage, personnel injury or death occurring as a consequence of performance or any provision of the Plan.

MUTUAL AID ZONES:

The J.N. "Ding" Darling National Wildlife Refuge may offer assistance to the City of Sanibel and SCCF while working with the Florida Forest Service (FFS) in suppression efforts on a wildland fire that is located on the island of Sanibel without prior approval from the Regional Office, U.S. Fish and Wildlife Service, Atlanta, Ga.

Operational Use of Fire Management Plans:

The J.N. "Ding" Darling National Wildlife Refuge Fire Management Plan provides direction to guide fire management response of any organization responding to wildland fire on the DDNWR.

The City and SCCF fall under the jurisdiction of FFS for wildland fire response.

Prescribed Burning:

The Prescribed Fire Plan (PFP) is the site-specific project implementation document. It is a legal

document that provides the Agency Administrator the information needed to approve the plan and the Prescribed Fire Burn Boss with all the information needed to implement the prescribed fire. Prescribed fire projects must be implemented in compliance with the written plan and as stated in the Memorandum of Understanding.

Prescribed Fire Plans and activities must reflect the commitment that firefighter and public safety is the first priority. Every person involved in a prescribed fire is responsible for identifying safety issues and concerns. It is the responsibility of each individual participating in prescribed fire activities to notify their immediate supervisor of any possible misunderstanding of assigned tasks or safety concerns related to their assignment.

The Chief-of-Party for the assisting parties will work closely with the Prescribed Fire Burn Boss. The Chief-of-Party representing the Service will review the Prescribed Fire Plan and ensure that Service employees will be supervised by National Wildfire Coordinating Group (NWCG) qualified supervisors. If the Chief-of-Party determines that the proposed burn is unsafe or has serious concerns about the advisability of burning, and is unable to reach a satisfactory agreement with the Burn Boss to rectify the situation, he or she retains the option of withdrawing the assisting party's resources. Decisions by refuge fire management staff to refuse an assignment will be documented in accordance with the *NWCG Incident Response Pocket Guide, PMS 410-1 (IRPG)*.

The parties will provide assistance to each other at no charge for making available fire resources for operations and contingencies as well as planning and site preparation efforts. The parties will consult with the Florida Forest Service (FFS) District Foresters on the planning of prescribed burning activities and will make them aware of all scheduled burns in a timely manner and will coordinate with the FFS to meet State Smoke Management Guidelines per agency policy.

Fire Dispatch Procedures and Initial Attack:

In the event of a wildfire on FWS lands or threatening FWS lands, the first responder will contact the Refuge Manager who will in turn contact the FWS District Fire Management Officer (DFMO) or designee. **After hours, the contact list will be used to make correct notifications (See Appendix A). The contact list gives the phone numbers of key persons to be contacted for each agency.** The first person reached on this list will be responsible for making sure that proper dispatch procedures are followed on behalf of the respective agency.

For fires occurring on FWS lands which extend beyond initial attack, the Unified Command structure will be utilized.

For fires occurring on non-FWS lands, the first response will be from the Sanibel Fire Rescue District. The Incident Commander (IC) will assume command of the incident and inform neighboring agencies, landowners and the Florida Forest Service.

The Sanibel Police Department will aid in coordination of evacuations, traffic control and public safety if necessary, regardless of fire location.

Command Structure:

The Unified Command organization, as detailed under the *Incident Command System (ICS)* within the *National Interagency Incident Management System (NIIMS)*, may be established where appropriate. (Consult the NFES Publication 1466, titled "Unified Command".) This organization would combine the resources and personnel of all agencies in a combined suppression effort, with only one General and Command Staff. "Unified Commanders" who have jurisdictional interest in the incident will work together to set the fire objectives.

The Unified Command approach may be initiated when one or more of the following conditions are met:

- A. When one or more agencies have joint geographic jurisdiction over the same fire or fire complex.
- B. When one or more agencies have a substantial resource commitment. This commitment is defined both in terms of quantity of resources committed and in the duration for which the resources are committed.
- C. When agencies have significant values at risk. This may include situations where the fire is burning on one agency's lands and is threatening the other agency's jurisdictional lands.

The Unified Command approach is intended for use in such situations to optimize the efforts of each agency involved. Unified Command simply gives the cooperating agencies representation at the command level. Unified Commanders would work for the Agency Administrators who have jurisdictional authority and responsibility for the land. It is recognized that a letter of delegation of authority will spell out the terms of this relationship. The Unified Commanders will jointly develop fire suppression objectives reflective of the duties of the agencies involved. Although the Unified Command system utilizes two or more IC's to manage the fire, there is only one fire organization. It is imperative that all areas of such an organization work together to meet the objectives set forth by the commanders. This requires that the organization be located in one command center, and work towards meeting the same overall objectives which are developed for the entire incident.

Aviation:

Aircraft and pilots used to transport Service personnel or those directly controlled by the Service shall be approved by the US Department of Interior, Interior Business Center, and Acquisitions Services Directorate (AQD).

Aircraft use shall follow the J.N. "Ding" Darling National Wildlife Refuge Aviation Plan.

Communications:

Radio frequencies used for wildland fire suppression and related activities will be shared between the agencies through mutual agreement. The FWS and the FFS has analog high band radio frequency capability, however the Sanibel Captiva Conservation Foundation, the City of Sanibel, and the Sanibel Fire Rescue District do not. All personnel on a fire will have a portable radio, and for those who do not

have a radio, a radio will be assigned at the incident. All fires involving FFS and/or FWS resources will use FFS and/or FWS analog frequencies. A compatible radio will be made available for all non-Service personnel. (See Appendix B)

NOTE: Clear text is mandatory on fires under the ICS. Do not use codes, alpha-numeric designators, jargon or any other form of speech which may result in an unclear or imprecise message. When making initial contact, **give the name of the unit you are calling, and then identify yourself! Emergency fire traffic takes precedence over routine communications.**

Public Information:

It is the intent that all agencies will fully cooperate in seeking out media outreach opportunities associated with the Fire MOU. The purpose of this effort is to fully inform the public of the current situation in a prescribed fire or wildland fire suppression operation, the risks to the public, the effects of the fire on the land, and the progress being made by the respective agencies in managing the fire(s). Throughout any media contacts, the roles of the cooperating agencies in fighting wildland fires and protecting life and property will be emphasized. Where appropriate, a Public Information Officer (PIO) will be assigned to facilitate all agencies' information outreach needs.

The Sanibel Police Department maintains a list of special needs citizens, which will be available to Burn Bosses as needed.

Fire Reports:

The Prescribed Fire Plan shall be the primary documentation for the implementation of each prescribed burn. The Prescribed Fire Burn Boss is required to document the implementation of the burn detailing the conditions and significant events involved in the burn, including an initial assessment regarding the effectiveness of the burn.

Fire reports will be submitted for each wildfire. Fires in the mutual threat zone will be reported to the adjoining agency by the responding agency, and final fire reports provided.

Accomplishment reporting will be in accordance with individual agency procedures.

Fire Weather:

The Remote Automated Weather Station (RAWS) located at the J.N. "Ding" Darling NWR is a Forest Technology Systems (FTS) weather station (Lat. 26.4627/Long. -82.1550) and is accessible through WIMS (Weather Information Management System) or Mesowest. Fire weather data gathered by the RAWS will be made available to the FFS, either by direct access or by phone call. The FFS will likewise make their weather station information available to the FWS.

The RAWS is equipped with a Geostationary Operational Environmental Satellite (GOES) satellite transmitter which makes real time data available over the internet at:

http://raws.wrh.noaa.gov/cgi-bin/roman/meso_base.cgi?stn=TS755&unit=0&time=LOCAL

The Sanibel Captiva Conservation Foundation also maintains a weather station located adjacent to the Ding Darling RAWS. This data is available via the internet at:

<http://www.sccf.org/WEATHER/Currentsccf2.htm>

The City of Sanibel does not maintain a weather station.

Training & Qualifications:

The Prescribed Fire Burn Boss for joint-jurisdiction prescribed burns shall be agreed upon by the Agency Administrators of the FWS, SCCF and City. The FWS, SCCF and City agree to accept the fire position training and qualifications of the *NWCG PMS 310-1 Wildland Fire Qualifications System Guide* for all joint or Service jurisdictional burns. The Chief-of-Party representing the Service will review the Prescribed Fire Plan and ensure that Service employees will be supervised by NWCG-qualified supervisors.

The parties will cooperate in providing fire training opportunities to each other. This cooperation includes sharing instructors, facilities, and classroom opportunities. An annual fireline safety refresher and work capacity test (pack test) will be conducted on an annual basis at a location determined by all parties.

Reviews:

- **After Action Reviews**

An After Action Review (AAR) including all personnel involved in the prescribed burn or wildland fire will be conducted and documented after each operational period or as soon as possible thereafter. The climate surrounding an AAR must be one in which the participants openly and honestly discuss what transpired, in sufficient detail and clarity, so everyone understands what did and did not occur and why. Most importantly participants should leave with a strong desire to improve their proficiency.

The Burn Boss'/IC's role is to ensure there is skilled facilitation of the AAR. The Burn Boss/IC will reinforce that respectful disagreement is OK. Participants are to keep focused on the "what", not the "who". The leader will ensure that everyone participates, and that the AAR is ended on a positive note.

AAR Format (NWCG Incident Response Pocket Guide-PMS 461):

- 1 - What was planned?
- 2 - What actually happened?
- 3 - Why did it happen?
- 4 - What can we do next time to correct weaknesses & sustain strengths?

- **Escaped Fire Reviews**

The Agency Administrator(s) will be notified of an escaped fire. The Agency Administrator(s) is required to make the proper notifications. All prescribed fires that have been converted to wildfire will have an investigative review initiated by the Agency Administrator(s). The level and scope of the review will be determined by policy and procedure in the Interagency Standards for Fire and Fire Aviations Operations (Red Book) for USFWS prescribed burns and will be determined by City and SCCF administrators for burns conducted on SCCF or City property.

Fire Resources:

A list of personnel (See Appendix C) and equipment (See Appendix D) available for fire fighting and support operations for the FWS, SCCF and City is attached. These resources may be requested for any emergency or for prescribed burns as mutually agreed upon by responsible representatives of the organizations. It is the responsibility of the DFMO for the FWS, representatives of SCCF, and the City to update this list and notify each other of any changes in availability.

Appendices:

- A. Contact List
- B. Radio Frequencies
- C. Personnel and Qualifications
- D. Equipment List

Period of Performance:

This Annual Operating Plan shall become effective from signature date by all four parties and will continue in effect until December 31, 2014. The AOP shall be reviewed by all aforementioned parties annually and will be considered valid for a period of one year from signature date unless written notice is given by one of the four aforementioned parties before that date. The AOP may be terminated by any of the four parties upon thirty (30) days written notice of such termination to the other parties.

IN WITNESS WHEREOF, the parties have caused this Operating Plan to be executed by an authorized official on the date and year set forth below their signature.

For the U.S. Fish and Wildlife Service



Paul Tritaik, Project Leader
J.N. "Ding" Darling National Wildlife Refuge Complex

Date: 2/3/2014

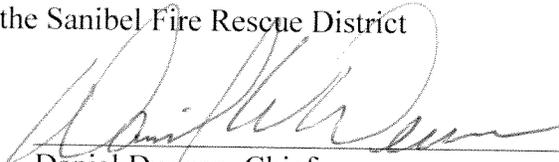
For the Sanibel Captiva Conservation Foundation



Erick Lindblad, Executive Director
Sanibel Captiva Conservation Foundation

Date: 12/18/13

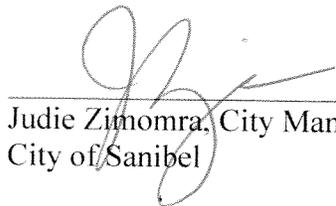
For the Sanibel Fire Rescue District



Daniel Duncan, Chief
Sanibel Fire Rescue District

Date: 12/18/2013

For the City of Sanibel



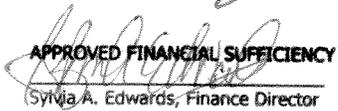
Judie Zimomra, City Manager
City of Sanibel

Date: 2/20/2014

APPROVED AS TO FORM:



CITY ATTORNEY



APPROVED FINANCIAL SUFFICIENCY
Sylvia A. Edwards, Finance Director

*Appendix A:
Contacts for Cooperators/Partners*

NAME	POSITION	LOCATION	PHONE #	
Paul Ryan	Fire Operations & Rx Fire/Fuels Tech	Ding Darling NWR	Office	239/472-1100 x239
			Cell	239/826-6755
			Nextel	159*506070*1
Paul Tritaik	Refuge Manager	Ding Darling NWR	Office	239/472/1100 x223
			Cell	239/233-2270
Joyce Palmer	Deputy Refuge Manager	Ding Darling NWR	Office	239/472/1100 x225
			Cell	239/222-1692
Erick Lindblad	Executive Director	SCCF	Office	239/472-2329
			Cell	239/470-3564
Chris Lechowicz	Wildlife Habitat Management Director	SCCF	Office	239/472-3984 x200
			Cell	239/470-3303
Judie Zimomra	City Manager	City of Sanibel	Office	239/472-3700
James Evans	Natural Resources Director	City of Sanibel	Office	239/472-3700
			Cell	239/770-0003
			Cell	812/599-1828
Cass Palmer	District Fire Management Officer	Florida Panther NWR	Office	239/657-5476
			Cell	239/682-9647
Robert Trincado	Assistant Fire Management Officer	Florida Panther NWR	Office	239/657-7637
			Cell	239/253-4135
			Nextel	158*41*63796
Greg Suszek	Prescribed Fire Specialist	Florida Panther NWR	Office	239/657-5812
			Cell	239/877-9545
			Nextel	159*96676*1
Danny Duncan	Chief	Sanibel Fire Rescue District	Office	239/472-5525
			Cell	239/565-9474
			Nextel	159*98804*5
Matt Scott	Deputy Chief	Sanibel Fire Rescue District	Office	239/472-5525
			Cell	239/565-5087
Bill Tomlinson	Chief	Sanibel Police Dept.	Office	239/472-3111
			Cell	239/464-1200
Hank Graham (Cal 1)	District Manager	FFS in Fort Myers	Office	239/690-3500 x105
Johnny Bryson (Cal 2)	Fire Operations	FFS in Fort Myers	Office	239/690-3500 x107
Mike Weston (Cal 6)	Forest Area Sup.	FFS in Fort Myers	Office	239/690-3500 x121
Clark Ryals (Cal 16)	Senior Ranger	FFS in Fort Myers	Office	239/690-3500 x123

Appendix B:
Radio Frequencies for FWS and FFS

CH. #	TYPE	CH. Name	Rx Freq/N or W	Rx Tone/NAC	Tx Freq/N or W	Tx Tone/NAC
1	Analog	FP RPTR	164.6250 N	203.5	163.1500 N	118.8
2	Analog	FP TACTICAL 1	168.2000 N	CSQ	168.2000 N	CSQ
3	Analog	FP TACTICAL 2	168.0500 N	CSQ	168.0500 N	CSQ
4	Analog	FFS DISPATCH-170 LEE NORTH RPTR	159.4500 N	141.3	151.4225 N	141.3
5	Analog	FFS DISPATCH-173 LEE SOUTH RPTR	159.4500 N	141.3	151.4225 N	192.8
6	Analog	FFS RED	154.2650 N	CSQ	154.2650 N	CSQ
7	Analog	FFS WHITE	154.2800 N	CSQ	154.2800 N	CSQ
8	Analog	FFS BLUE	154.2950 N	CSQ	154.2950 N	CSQ
9	Analog	FFS TACTICAL 3	151.2350 N	CSQ	151.2350 N	156.7
10	Analog	FFS TACTICAL 4	151.2950 N	CSQ	151.2950 N	156.7
11	Analog	FFS MOBILE	159.3150 N	CSQ	159.3150 N	156.7
12	Analog	FWS AIR TO GRND	169.2000 N	CSQ	169.2000 N	CSQ
13	Analog	FFS AIR TO GRND	168.6750 N	CSQ	168.6750 N	CSQ
14	Digital	BICY DISPATCH CARNSTWN RPTR	172.4250 N	No Tone NAC1035	170.1000 N	No Tone NAC1035
15	Analog	BICY TACTICAL	167.9500 N	CSQ	167.9500 N	CSQ
16	Analog	BICY LOCAL	172.4250 N	CSQ	172.4250 N	CSQ

*All FWS radios are programmed with the above coopererator frequencies.

Appendix C:
Firefighter Qualifications

Name	Qualifications	Home Unit	Fitness Level
Paul Ryan	ICT4, RXB2, ENGB, FIRB, FALB, HECM, PLDO	Ding Darling NWR	Arduous
Jeremy Conrad	FFT1, READ, FALA	Ding Darling NWR	Arduous
Cass Palmer	DIVS, ICT3, TFLD, FALB	Florida Panther NWR	Arduous
Robert Trincado	DIVS, ICT3, TFLD, FALB	Florida Panther NWR	Arduous
Greg Suszek	TFLD, ICT4, RXB2, ENGB, HMGB	Florida Panther NWR	Arduous
Wesley O'Connor	DZOP, ENGB, HECM, FALB	Florida Panther NWR	Arduous
Paul Stevko	ICT4, ENGB, FIRB, HECM, PLDO	Florida Panther NWR	Arduous
Bobby Schat	ENGB, ICT5	Florida Panther NWR	Arduous
Dave Lucas	DZOP, FFT2	Florida Panther NWR	Arduous
James Evans	FFT2	City of Sanibel	Arduous
Toby Clark	FFT2	SCCF	Arduous
Chris Lechowicz	FFT2	SCCF	Arduous
Joel Caouette	FFT2	SCCF	Arduous

Appendix D:
Equipment available for Fire Suppression Activities

Equipment	Equip #	Description	Number	Location
Dozer	4685	Caterpillar D5M Tractor/plow w/transport	1	FPNWR
Engine	4661	Type VI w/235 gal. water	1	FPNWR
Swamp Buggies	4681 4682	w/water capability	2	FPNWR
ATV		4x4	2	FPNWR
UTV	4683	4x4 w/60 gal. water	1	FPNWR
ASV	4687	Tracked w/200 gal. water	1	FPNWR
Dozer	N/A	Caterpillar D6K LGP, w/transport	1	JNDDNWR
Engine	4662	Type VI w/330 gal. water	1	JNDDNWR
ATV		4x4	1	JNDDNWR
UTV	4684	4x4 w/60 gal. water	1	JNDDNWR
Engine	Brush 171	Type VI w/300 gal. water	1	SFRD
Brush Truck		4x4 w/200 gal. water	1	SCCF