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# 2014 Wildfire Preparedness Plan

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Report to the Governor and General Assembly  
on the 2014 Plan for the Wildfire  
Preparedness Fund

April 24, 2014

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## Introduction and Background

Colorado law; specifically Section 24-33.5-1227 (3) (a), C.R.S. requires the Director of the Division of Fire Prevention and Control to develop an annual Wildfire Preparedness Plan, in collaboration with a representative of the County Sheriffs of Colorado, a representative of the Colorado State Fire Chiefs' Association, the Director of the Office of Emergency Management and the Adjutant General.

The Wildfire Preparedness Plan shall be designed to address the following:

- (1) The amount of aerial firefighting resources necessary for the state of Colorado at times of high and low wildfire risk;
- (2) The availability of appropriate aerial firefighting equipment and personnel at times of high fire risk to respond to a wildfire;
- (3) The availability of state wildfire engines and staffing of the engines at different levels of wildfire risk;
- (4) The availability of wildfire hand crews, including state inmate wildfire hand crews, at different levels of wildfire risk; and
- (5) A process for ordering and dispatching aerial firefighting equipment and personnel that is consistent with, and supportive of, the statewide mobilization plan prepared pursuant to Section 24-33.5-705.4, C.R.S.

The Wildfire Preparedness Plan shall also provide recommendations on the use of the Wildfire Preparedness Fund created in §24-33.5-1227 (1) (a), C.R.S.

## Wildfire Preparedness Fund - History

The Wildfire Preparedness Fund (WPF) in Colorado was authorized by the 2006 Legislature through Senate Bill 06-096, which also appropriated funding for state fiscal years 2006 through 2010 to support implementation of the actions directed by the legislation. SB11-238 extended the annual transfer of \$3.25 million by the Department of Local Affairs from the mineral leasing fund to the Division of Fire Prevention and Control for two years beginning July 1, 2012.

Senate Bill 13-270 amended Section 10-3-209 (4), C.R.S., and allows for appropriations to be made by the General Assembly for the Wildfire Emergency Response Fund and the WPF from insurance premium taxes (IPT) collected by the Division of Insurance in the Department of Regulatory Agencies prior to their transfer to the General Fund. However, SB13-270 did not make an appropriation for FY 2014-15 to the WPF.

The Department of Public Safety requested an appropriation of \$4,150,000 Cash Funds from the proceeds of insurance premium taxes to the WPF for FY 2014-15, FY 2015-16, and beyond for the ongoing funding of wildfire suppression functions within the Division of Fire Prevention and Control (DFPC). The request for \$4,150,000 for FY 2014-15 was included in the General Appropriation Act (HB 14-1336).

## Other Funding Sources for Wildfire Preparedness and Management

While the WPF is the only fund required by law to be addressed in the annual Wildfire Preparedness Plan, there are other sources of funding that support the wildfire preparedness, response, suppression, coordination, and management responsibilities of the Division of Fire Prevention and Control.

## Wildfire Preparedness Plan – 2014

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Other sources of funding for DFPC's wildfire preparedness and wildfire management program include:

**Wildfire Emergency Response Fund** – Created in Section 24-33.5-1226 (1), C.R.S., may receive appropriations from the general assembly, gifts, grants, reimbursements, or donations. The fund may be used to provide funding for: (a) the first aerial tanker flight or the first hour of a firefighting helicopter to a wildfire at the request of any county sheriff, municipal fire department, or fire protection district; and (b) the employment of wildfire hand crews to fight a wildfire for the first two days of a wildfire at the request of any county sheriff, municipal fire department, or fire protection district.

**Emergency Fire Fund** – Created in Section 24-33.5-1220 (2) (a), C.R.S., may receive gifts, grants, reimbursements, or donations, appropriations from the general assembly, all private and public funds, including funds from counties and the Denver water board. The moneys in the fund are continuously appropriated. The moneys are to be used to fund or reimburse emergency responses to wildfires in accordance with memoranda of understanding with participating public entities. This fund helps support a program through which counties voluntarily pay a fee (based on the assessed value of property in the county and the forested acreage in the county) that is credited to the fund.

**Wildland Fire Equipment Repair Cash Fund** – Created in Section 24-33.5-1220 (3), C.R.S., may receive appropriations from the general assembly, private and public funds, including from counties and the Denver water board. The moneys in the fund are continuously appropriated. The moneys are to be used to fund the costs of fire equipment maintenance and repair.

**Wildland Fire Cost Recovery Fund** – Created in Section 24-33.5-1220 (4), C.R.S., may receive appropriations from the general assembly, gifts, grants, reimbursements, donations, or moneys recovered by the Division for fire suppression. The moneys in the fund are continuously appropriated. This fund provides initial support for entities, such as local agencies and contractors, involved in fire suppression, and receives reimbursement from these entities for resources used in fire suppression efforts.

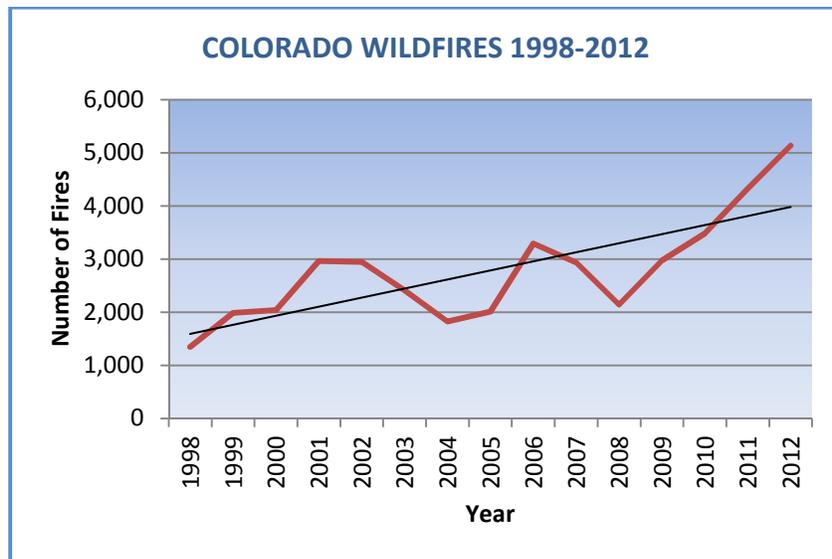
**Colorado Firefighting Air Corps Fund** – Created in Section 24-33.5-1228 (3) (a), C.R.S., may receive appropriations from the general assembly, gifts, grants, reimbursements, or donations. The moneys in the fund are continuously appropriated. The moneys are to be used for the direct and indirect costs of maintaining the Colorado Firefighting Air Corps, including expenses associated with acquisition, retrofitting, labor, equipment, supply, transportation, air, mobilization, repair, maintenance, and demobilization.

**General Fund** – The Department requested \$622,004 General Fund and 8.0 FTE in FY 2014-15 and \$562,374 General Fund in FY 2015-16 and beyond, for DFPC state engine staffing and associated costs. The request was to fund additional state engine crews to be able to fully staff one more engine with state employees (3.0 FTE) and be able to staff five more engines with one state employee (engine captain) and two local firefighters for a total of eight staffed state engines. The Department also submitted a FY 2013-14 Supplemental and an associated FY 2014-15 Budget Amendment for \$60,277 General Fund to hire the new FTE starting for two months in FY 2013-14. The General Assembly approved both the Department's Supplemental and new funding requests for 8.0 additional FTE in FY 2014-15 and associated costs.

## Situation

Wildfires occur as unscheduled emergency events in wildland fuels (prairie or forest vegetation) and in fuels that include a combination of wildland and human introduced fuels such as houses and improvements. Wildfires involve or threaten human life, residential housing, other improvements, and natural resources. Wildfire knows no boundaries; it does not recognize jurisdictional responsibilities. A single wildfire often crosses private, county, state, tribal and federal lands and threatens communities, infrastructure, economies, and valuable natural resources that affect citizens, landowners and fire managers across all landscapes. In-as-much, wildland firefighting in Colorado is interagency in nature involving state, county, local, federal, and tribal partners.

Due to natural fuels build-up and increased population in wildland-urban interface areas, wildfires that exceed the control efforts of local and county resources are becoming more common.



Since the 1990s, the number, intensity, and complexity of wildfires in Colorado have been growing exponentially, and experts predict that it will continue to worsen. In the 1960s, the average annual number of wildfires in Colorado was 457, and these fires burned an average of 8,170 acres annually. By the 1990s the average number of fires and acres burned had more than doubled to about 1,300 fires with 22,000 acres burned. Between the 1990s and the 2000s, the average number of fires and acres burned more than doubled again.

## Preparedness Planning Assumptions

- Public and firefighter safety is the priority.
- Wildfires that exceed the capabilities of local and county resources will occur.
- Wildfires will threaten lives, property, and natural resources.
- No single entity or jurisdiction alone can suppress every wildfire.
- Successful suppression and extinguishment of catastrophic wildfires require organized interagency cooperation at all levels of government.

# Wildfire Preparedness Plan – 2014

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- Ensuring that state wildfire resources are identified, staffed, and positioned to respond will prevent some wildfires from becoming large catastrophic events and will assist in the containment and suppression of those wildfires that do escape initial attack.

## Fire Season Outlook 2014

In late April and early May of every year, scientists and land managers produce coordinated outlooks for fire season across the western US to better prioritize resources. While it is too early to forecast with accuracy what the 2014 fire season will bring, the current National Predictive Services models indicate above normal significant wildland fire potential expected for April for eastern Colorado. A return to normal is expected in May. Above normal significant wildland fire potential conditions could develop for June and July across southwestern Colorado if warm and dry conditions persist.<sup>1</sup>

- Long term severe to extreme drought is evident across a large portion of southeastern Colorado. The lower elevations of Colorado are also lacking moisture. Over the higher elevations snowpack is above average in most major drainages, with slightly below average measurements over far southern Colorado.
- A more active weather pattern is shaping up for April and May across the Rocky Mountain Area. Warm, dry and windy conditions are a concern ahead of troughs across the Plains prior to green-up, especially where moisture deficits are significant.

## Wildland Fire Management Organization

Colorado's structure for combatting wildland fires is a cooperative, interagency system involving local, county, state, and federal agencies. Wildland fire protection responsibilities on non-federal lands in Colorado follow a hierarchy of local jurisdiction, to the county sheriff, and finally to the State of Colorado. The Division of Fire Prevention and Control (DFPC) is the lead state agency for wildland fire suppression as identified in the Colorado state emergency operations plan and in accordance with the provisions of Section 23-31-301, C.R.S.<sup>2</sup>

## Locally Managed Resources

The vast majority of Colorado's firefighting resources are owned and operated by local fire departments (fire protection districts, municipal fire departments, non-governmental volunteer fire departments, etc.). County Sheriffs and county governments also own and operate firefighting equipment or equipment that can be called upon for wildland fires, such as dozers and water tenders.

Currently, there are nearly 1,500 engines and brush trucks operated by local agencies that are listed in the State's resource inventory database (WebEOC). The table below depicts the local firefighting resources by kind and type that are listed in WebEOC:

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<sup>1</sup> National Significant Wildland Fire Potential Outlook, National Interagency Fire Center, Predictive Services, April 1, 2014. [http://www.predictiveservices.nifc.gov/outlooks/monthly\\_seasonal\\_outlook.pdf](http://www.predictiveservices.nifc.gov/outlooks/monthly_seasonal_outlook.pdf)

<sup>2</sup> Section 29-22.5-103 (3) (a), C.R.S.

# Wildfire Preparedness Plan – 2014

## LOCAL RESOURCES LISTED IN WEBOEC

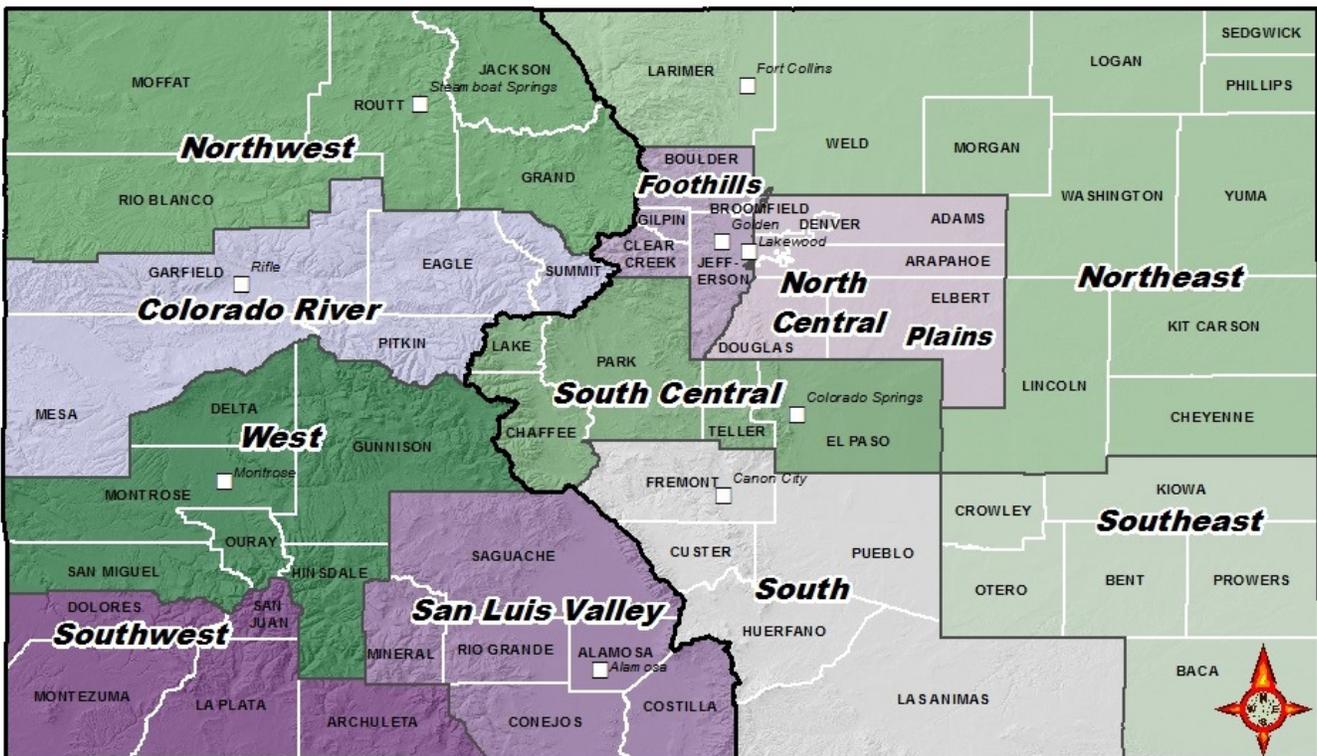
Category Type	Type 1	Type 2	Type 3	Type 4	Type 5	Type 6	Type 7
ATV	4	3	7	0	2	0	6
Brush Patrol Unit	1	7	18	9	160	218	8
Crew Carrier	1	5	8	1	2	0	2
Engine	521	107	115	56	138	125	1
Hand Crew	3	15	2	0	1	0	0
Water Tender	163	171	46	8	3	10	0
Track Dozer	0	1	1	0	0	0	0
<b>Total:</b>	<b>693</b>	<b>309</b>	<b>197</b>	<b>74</b>	<b>306</b>	<b>353</b>	<b>17</b>

These equipment numbers represent only a percentage of the total that local jurisdictions own and operate, as not all jurisdictions submit their resource information to CDEM.

## DFPC’s Wildland Fire Management Program

Wildland fire management service, support, and programs are implemented and delivered to counties and fire districts primarily through the wildfire operations staff, consisting of the Deputy Section Chief of Wildfire Operations and the Area and Regional Fire Management Officers (FMOs).

### Division of Fire Prevention and Control Fire Management Zones



# Wildfire Preparedness Plan – 2014

Under DFPC, the immediate field response to requests for assistance with wildfires comes from the FMO. DFPC has 9 Regional FMOs to cover the State's All-Hazard Regions, with 2 Area FMO positions serving in supervisory and backfill roles. Because of its geographic size, the Northwest All-Hazards Region was divided into two Fire Management Regions; the Northwest Fire Management Region and the Colorado River Fire Management Region, each with an assigned Regional FMO.

Additionally, the North Central Region exceeds the capability of one FMO due to the number, severity, and complexity of wildfires and has been divided into two Fire Management Regions; the Plains and Foothills Regions.

## DFPC Engine Program

The DFPC Engine Program provides assistance to local jurisdictions when local firefighting resources are overburdened due to number, complexity, or duration of fires. When areas of the state are under high or extreme fire danger, DFPC Engines may be pre-positioned on "severity" assignments for the purpose of supplementing local resources for quick initial attack.

Also in "shoulder seasons," when state and federal handcrews are virtually non-existent, the engine crews can be pulled together to form a handcrew or the overhead for cooperator handcrews. Over the past several years, the DFPC Engine Program has proven to be a valuable force multiplier in situations when other resources have been stretched thin.

While suppression is the most visible function of the program, the engine crews also provide a wide range of forestry and fire related services including critical wildland fire training to local jurisdictions. The engine crews also provide valuable fuels reduction services. In conjunction with the Division of Natural Resources (DNR) and the Colorado State Forest Service (CSFS), the crews work on state lands to reduce hazardous fuels and increase forest health. This is done through various methods including general thinning, chipping, pile burning and broadcast burning.



**DFPC TYPE 4 ENGINE**



**DFPC TYPE 6 ENGINE**

DFPC currently maintains nine Type 6 Engines and four Type 4 Engines.<sup>3</sup> In order to make the most of existing resources and provide assistance to local entities in wildland firefighting, DFPC has implemented alternative staffing models, such as engines jointly staffed by DFPC and local personnel. Under this program, DFPC

<sup>3</sup> The State Engine Program currently consists of three staffed engines; one of which is jointly staffed between DFPC and a local fire department. The program will increase by one additional fully-staffed engine and five jointly staffed engines effective May 1, 2014.

## Wildfire Preparedness Plan – 2014

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provides an engine and an engine captain, while the local jurisdiction provides two firefighters to staff the engine. These jointly staffed engines are available for initial attack in the local jurisdiction and mutual aid response area, are dispatched to state responsibility fires. The benefit of the jointly staffed engine program is it provides for the immediate response of an engine to state and local wildfires for approximately one-third of the personnel costs to the state.

DFPC also maintains several engines that are staffed through cooperative agreements. While not fully staffed on a daily basis, these engines can be quickly staffed when needed for fire responses.

### **Colorado's Wildfire Aviation Program**

Colorado's wildfire aviation capabilities have historically been provided by the federal government with the exception of DFPC's Single Engine Air Tanker (SEAT) aircraft and rotor-wing assets provided by the Colorado National Guard in some instances. The federal aviation capabilities are administered through the interagency dispatch system by the National Interagency Fire Center (NIFC), located in Boise, ID.

### **DFPC's Single Engine Air Tanker Program**

For the past several years, in order to increase the likelihood that fire aviation resources are available when needed, the State has supplemented federal aviation resources by entering into exclusive-use contracts for Single Engine Air Tankers (SEATs).

SEATs have consistently proven to be very effective as initial attack firefighting resources. The SEATs' load (approximately 800 gallons) is smaller than the large air tankers' load, but their mobility, speed, and accuracy make them ideal for fighting fires in in lighter sage, brush, and grass type fuels.



**COLORADO'S SINGLE ENGINE AIR TANKER**

For the 2013 fire season, DFPC entered into an exclusive-use contract for 2 SEATs for 120 days each. The contract provided for the addition of a third SEAT if needed. The actual number of contract days and flight hours was based on need (240 operational days between the 2 SEATs in 2013).

# Wildfire Preparedness Plan – 2014

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## **National Guard Rotor-Wing Assets**

The Colorado National Guard's rotor-wing assets are often requested in the initial attack phase of private, county, or state wildfires. These assets may include Type I, bucketed or tanked Chinooks and Blackhawks, and Type III Lakotas used for command and control. In recent years, hoist-capable Blackhawk helicopters have been made available for emergency extraction when firefighters are working in steep and inaccessible terrain.

Because the National Guard assets are prioritized to other defense-related missions, they may not always be available to respond to Colorado's wildfire situation. While their capability is unquestionable, they are not dedicated, first and foremost, to Colorado's wildfire needs. However, during the past two fire seasons, the Colorado National Guard made six active flight missions on State Active Duty Status (SAD), one active flight mission on Immediate Response Authority (IRA) status and two medical support missions on stand-by status (SAD).

## **Colorado Firefighting Air Corps**

In 2013, the General Assembly passed and the Governor signed Senate Bill 13-245 which establishes the Colorado Firefighting Air Corps (CFAC) within the Division of Fire Prevention and Control. The CFAC is comprised of aircraft, personnel, facilities, and equipment necessary to conduct aerial firefighting. The law authorizes the DFPC to purchase and retrofit firefighting aircraft or to contract for such aircraft and supporting services. If the CFAC acquires aircraft, the director of DFPC must establish reimbursement rates for CFAC assets made available to assist the aerial firefighting efforts of other jurisdictions.

The law also creates the Colorado Firefighting Air Corps Fund to receive grants, reimbursements, and funding from other sources, as well as state appropriations. The fund is continuously appropriated and may be used for CFAC operational expenditures. However, in 2013 the General Assembly made no appropriation to the fund, so the acquisition and operation of aircraft is not possible until funding is allocated.

The law also directed DFPC to submit by April 1, 2014, a report to the General Assembly concerning the efficacy of CFAC and strategies to enhance the state's aerial firefighting capabilities. The report, which recommended improvements and capabilities to enhance Colorado's ability to support local firefighting forces, was presented to the Governor and General Assembly on March 28, 2013.

The full report can be found at <http://dfs.state.co.us>.

## **Federal Excess Personal Property (FEPP) Engine Program**

This DFPC program is responsible for building and maintaining a fleet of Federal Excess Personal Property (FEPP) engines that are placed with local jurisdictions across the State of Colorado to increase local capability to respond to wildfires and other emergencies.<sup>4</sup> The DFPC currently maintains 120 FEPP engines, of which there are 118 under agreements across the state.

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<sup>4</sup> The Federal Excess Personal Property Program was enacted by Congress under the Federal Property and Administrative Services Act of 1949 and the Cooperative Forestry Assistance Act of 1978. The Act directs the Secretary of Agriculture to encourage the use of FEPP to assist in reducing state fire budgets by loaning federally-owned property to state foresters and their cooperators.

## Wildfire Preparedness Plan – 2014



### COLORADO'S FEPP ENGINES

The goal is to completely upgrade the fleet every 12 years. To do this requires fabrication of 10 FEPP engines every year. It costs about \$40,000 each to fabricate FEPP engines. Thus, DFPC needs \$400,000 per year to maintain the engine replacement/upgrade schedule.

The annual total funding needed to upgrade and maintain the FEPP fleet is approximately \$800,000. Of which, \$400,000 is for new fabrication FEPP fire trucks and the balance is for maintaining the fleet. In FY 2013 DFPC did not build any new fabrication FEPP engines because of the lack of accessible funding. However, DFPC spent \$497,565.31 maintaining FEPP engines, of which \$75,531.18 was considered upgrades eligible to be charged to the Healthy Forests Fund.

### Colorado Department of Corrections: State Wildland Inmate Fire Team (SWIFT)

Following the 2000 fire season, the Division of Correctional Industries (CCI) began forming a wildland fire team to provide hand crew support and assistance on wildland fires within Colorado. CCI currently operates three, 20 member State Wildland Inmate Fire Team (SWIFT) crews, one each in Canon City, Buena Vista, and Rifle. CCI also operates a half crew of trained offenders in Rifle that they have doubled in size during the last two fire seasons to operate as a 4th crew. Last season the crews worked on 22 incidents, 31 assignments, including the Boulder Flood incident, for a total of 147 days on assignment.



The Buena Vista SWIFT Crew on the Hewlett Fire (May 17, 2012)

That effort resulted in an estimated cost savings to the taxpayers of Colorado of over \$800,000. The savings is calculated by comparing the cost of the SWIFT crews compared to a similarly typed crew from other resources, plus the savings estimated by calculating the time the offenders reduce from their sentence by participating in the program.

## Wildfire Preparedness Plan – 2014

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Offenders that participate in the program must waive parole and placement in a Community corrections setting for a season and we allow them to begin applying for those release options after October 1. As much as 90% of the offenders do release after that point, but CCI maintains the capability of providing at least one full crew year round by combining resources from all of their locations. SWIFT crews have been deployed to an incident during every month of the year with the exception of February.

### Colorado's Wildfire Management Goals

Suppression costs escalate significantly as fire size increases. A wildland fire becomes a local emergency before it evolves into a State, then regional, then national incident. Colorado's wildfire management program should continue to hold as a high priority the strengthening of first response firefighting forces to safely and effectively suppress wildland fires.

Fast, aggressive, initial attack on new fires (for fires where full suppression efforts is the appropriate management response) can reduce the number of mega fires that may burn hundreds of homes and cost the taxpayers tens of millions of dollars in suppression costs. The safety of firefighters and the public will continue to be the first priority in all fire management activity.

**DFPC's goal for wildfire management is to keep all wildfires with values at risk smaller than 100 acres and to suppress all fires in Wildland Urban Interface (WUI) areas at less than ten acres, 98% of the time.**

### Enabling Goals

Because DFPC's role is primarily to support local and county firefighting organizations, in order to achieve this wildfire management goal, accomplishment of the following enabling goals will be necessary:

1. Generate an incident assessment for every fire within 60 minutes of report or detection.
2. Deliver the appropriate aviation suppression resources to every fire within 60 minutes of the request.

Aviation assets will be strategically located based on preparedness levels, interagency situational awareness of fire activity, weather, National Fire Danger Rating System (NFDRS) indices, location of other aerial assets, etc.

### 2014 Wildfire Preparedness Plan

Following is a summary of the activities that will be implemented to address the required components of the annual Wildfire Preparedness Plan as well as facilitating the achievement of DFPC's wildfire management goals:

#### Wildland Fire Management

Wildland fire management service, support, and programs will continue to be implemented and delivered to counties and fire districts through the wildfire operations staff, consisting of the Deputy Section Chief of Wildfire Operations and the Area and Regional Fire Management Officers (FMOs).

### Aerial Firefighting Resources

DFPC will develop and manage the Colorado Firefighting Air Corps (CFAC) that will provide for availability of appropriate aerial firefighting equipment and personnel at times of both high and fire risk to respond to a wildfire.

The 2014 plan for CFAC aerial firefighting resources will be based on wildfire risk and need, as well as available funding, and may include any number of potential arrangements. To the degree practicable and possible, the minimum deployment of CFAC aerial firefighting resources will be:

**Multi-Mission Fixed-Wing Aircraft** – In order achieve the goal of generating an incident assessment for every fire within 60 minutes of report or detection of a wildfire Colorado should procure and operate two fixed-wing multi-mission aircraft.

These aircraft should be equipped with modern sensing, processing, and communication systems to allow for the gathering and dissemination of real-time wildfire information. The multi-mission aircraft should be integrated into the state's wildfire information management system to allow all data to be immediately available to wildfire managers across the state.

**Rotor-Wing Multi-Mission Aircraft** – In order achieve the goal of providing the appropriate aviation suppression resources to every fire within 60 minutes of the request Colorado should procure and operate four multi-mission rotor-wing aircraft.

These aircraft should be capable of operating in Colorado's high altitude and hot temperature environments. The rotor-wing aircraft should be capable of delivering wildfire suppression personnel (helitack crews) to remote locations to facilitate initial attack missions. The rotor-wing aircraft should also be able to carry water or retardant to remote locations in order to support ground-based suppression teams.

**Single Engine Air Tankers (SEATs)** – In order achieve the goal of providing the appropriate aviation suppression resources to every fire within 60 minutes of the request and to increase the effectiveness of the SEAT program, it is proposed that Colorado increase the exclusive-use SEAT contract to four aircraft in 2014.

For the past several years, Colorado procured SEATs on an annual exclusive-use contract basis during the wildland fire season. Typically, the contract has been for two SEATs with an option for a third if needed. SEATs are very effective in lighter fuel types such as grass and brush and are most effective during initial attack operations if used as a quick response resource. The efficiency and effectiveness of SEATs is increased if they are located in close proximity to the incident and integrated with ground resources as a support tool.

DFPC will also ensure the maintenance of process for ordering and dispatching aerial firefighting equipment and personnel that is consistent with, and supportive of, the statewide mobilization plan prepared pursuant to Section 24-33.5-705.4, C.R.S. DFPC will provide the technical assistance and program management that identifies local, county, and state resources; their qualification to national standards; and their listing in interagency zone dispatch centers and in the Colorado Statewide Resource Mobilization System.

## Wildfire Preparedness Plan – 2014

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Principal funding for CFAC will be from the Colorado Firefighting Air Corps Fund created in Section 24-33.5-1228 (3) (a), C.R.S. The estimated total program costs for 2014 are \$19,670,000.

### **Suppression & Prescribed Fire Program**

DFPC's Suppression and Prescribed Fire Program will address the required availability of state wildfire engines and staffing of the engines at different levels of wildfire risk; as well as the availability of wildfire hand crews, including state inmate wildfire hand crews, at different levels of wildfire risk.

The 2014 plan for state engines will be based on wildfire risk and need, as well as available funding, and may include any number of potential arrangements, including:

- Strategically Located State Engines (with Permanent, Seasonal, and/or Interagency staffing)
- Strategically Located Super Modules (Type 4 and Type 6)

To the degree practicable and possible, the minimum deployment of state engines will be:

- 3 DFPC staffed engines
- 5 state engines staffed jointly by DFPC and local agencies; and
- 4 call-when-needed engines operated by local agencies.

### **Wildland Fire Modules**

DFPC proposes the formation of two Wildland Fire Modules (WFMs), each staffed with ten individuals. Their purpose is to conduct operations involving planned and unplanned wildland fire events with expertise in the areas of initial attack, ignition, holding, suppression, prescribed fire preparation and implementation support, hazard fuels reduction, aviation operations and fire effects monitoring.

These resources would be stationed on the Western Slope and Front Range areas of Colorado. Their key focus is rapid response initial attack and they will have the skills and flexibility to change missions rapidly and to adapt to the unique character of each wildfire situation. The overriding goal is for these modules to be able to mobilize rapidly for emerging incidents, work with other resources both air and ground-based firefighting, and help suppress fires before they become large and destructive. If requested, they may join together within a 4-5 hour time span into a fully qualified, equipped and skilled Type 2 (IA) hand crew. In addition, they may also: serve as a helitack module; plan and implement prescribed fires at all complexities; assist with incident management on rapidly evolving incidents; collect and input data into the Colorado Wildfire Information Management System (CO-WIMS); provide wildfire and prescribed fire training; and manage multiple resource objective incidents.

Additionally, DFPC will continue to support the State Wildland Inmate Fire Team (SWIFT) crews operated by CCI; providing training, logistical and/or overhead support that may be needed to ensure operational readiness and hazardous fuel reduction projects.

### Wildfire Information Management System Tool

DFPC will provide all local wildfire management organizations with access to a Wildfire Information Management System Tool. This tool will integrate with any available data source and provide real-time, collaborative information updates to all participants. The tool will be tailored to each individual's role in the wildfire management system while providing a near real-time common operating picture.

This tool will record and display all of the available parameters for wildfire management, including:

- Parcel level risk assessment
- Regional risk assessments (state, fire management region, county, or other geographic boundaries)
- Resource availability and tasking
- Resource requests
- Active incidents, including: location; perimeter; risk assessment; growth potential; lives, structures, and resources threatened; real-time suppression cost estimation; active hot spots; assigned resources; and requested resources.

The wildfire information management tool should integrate with federal systems to allow for simplified hand-offs of large incidents to Type I and Type II Incident Management Teams.

### Other Recommendations

- Evaluate the benefits, opportunities, costs, and risks associated with implementing an "Agricultural Aircraft-Based Rapid Response Aerial Firefighting Program" for Colorado (see discussion on page 25).
- Explore ways to further incorporate Colorado National Guard rotor-wing assets as a standing wildland firefighting resource for initial or extended attack.
- Explore and implement appropriate opportunities to further incorporate the Colorado Wing of the Civil Air Patrol in the Division's wildfire management program.
- Work to ensure all firefighters are provided the appropriate training, equipment and facilities necessary to successfully and safely meet the increasingly complicated and challenging wildfire and emergency response environment.

### 2014 Preparedness Fund Budget

The 2014 Preparedness Fund Budget estimate reflects funding specifically authorized and appropriated from §24-33.5-1227 (1) (a), C.R.S. It is based on state Fiscal Year 2014/15 that runs from July 1, 2014 to June 30, 2015.

## Wildfire Preparedness Plan – 2014

### Division of Fire Prevention & Control 2014 Wildfire Preparedness Budget Estimate

	2013 PLAN	(1)	FY 2012-13 ACTUAL	FY 2013-14 ESTIMATE	(2)	2014 PLAN	(3)
<b>Beginning Fund Balance</b>	\$1,017,088		\$2,849,811	\$2,152,158		\$1,377,125	
Appropriation	\$3,250,000		\$3,250,000	\$3,250,000		\$4,100,000	
Other Revenues	\$0		\$65,485	\$285,000		\$95,000	
<b>Total Revenue</b>	<u>\$4,267,088</u>		<u>\$6,165,296</u>	<u>\$5,687,158</u>		<u>\$5,572,125</u>	
<b>Fire Aviation Program</b>							
Salaries & Operating	\$594,329		\$518,520	\$255,581		\$84,376	
SEATs (EU Contract)	\$1,200,000		\$1,279,675	\$1,082,750		0	
Contingency	\$156,500		\$0	\$0		\$1,082,750	
<b>Subtotal</b>	<u>\$1,950,829</u>		<u>\$1,798,195</u>	<u>\$1,338,331</u>		<u>\$1,167,126</u>	
<b>Fire Management Program</b>							
Wildland Fire Management							
Section Management (4)	\$688,993		\$607,653	\$536,388		\$536,388	
FMO Salaries	\$818,110		\$569,612	\$876,919		\$964,611	
FMO Operating	\$187,524		\$130,564	\$343,516		\$343,516	
<b>Subtotal</b>	<u>\$1,694,627</u>		<u>\$1,307,829</u>	<u>\$1,756,823</u>		<u>\$1,844,515</u>	
<b>Suppression &amp; Prescribed Fire Program</b>							
Engine Crews & Operating	\$200,963		\$375,798	\$495,410		\$495,410	
Wildland Fire Module	\$0		\$0	\$0		\$1,213,902	
<b>Subtotal</b>	<u>\$200,963</u>		<u>\$375,798</u>	<u>\$495,410</u>		<u>\$1,709,312</u>	
<b>Vehicle Maintenance Shop</b>							
Salaries	\$82,260		\$33,751	\$38,733		\$77,466	
Operating & Repairs	\$296,409		\$422,034	\$330,267		\$323,706	
FEPP Engine Replacement	\$0		\$75,531	\$209,469		\$400,000	
<b>Subtotal</b>	<u>\$378,669</u>		<u>\$531,316</u>	<u>\$578,469</u>		<u>\$801,172</u>	
<b>Severity (Contingency)</b>							
SWIFT Crew Contingency	\$42,000		\$0	\$50,000		\$50,000	
Severity	\$0		\$0	\$91,000		\$0	
<b>Subtotal</b>	<u>\$42,000</u>		<u>\$0</u>	<u>\$141,000</u>		<u>\$50,000</u>	

## Wildfire Preparedness Plan – 2014

<b>Total Preparedness Fund</b>	<b>\$4,267,088</b>	<b>\$4,013,138</b>	<b>\$4,310,033</b>	<b>\$5,572,125</b>
<b>Ending Balance</b>	\$0	\$2,152,158	\$1,377,125	\$0

Notes:

- (1) The 2013 Preparedness Fund Budget estimate was a calendar year budget based on the second half of state Fiscal Year 2012/13 that runs through June 30, 2013 and the first half of FY 2013/14 which runs through December 31, 2013. The Calendar Year Budget was presented since work planning within the wildfire community typically follows a calendar year. However, the 2014 Preparedness Fund Budget was developed to align with the State Fiscal Year (July 1 through June 31).
- (2) This amount represents a transfer from the Healthy Forests and Vibrant Communities Fund (HFVCF) pursuant to SB14-154. The fiscal note for SB14-154 assumes that the bill takes effect in the current fiscal year (FY 2013-14) and the \$285,000 transfer from HFVCF fund balance therefore occurs in this fiscal year.
- (3) This amount represents a transfer from the Severance Tax Operational Account pursuant to SB14-154.
- (4) This line includes funding for management of the Wildland Fire Management Section including a portion of the expenses related to Incident Business and General Office, and support of the Interagency (Zone) Dispatch Centers.
- (5) Other funding sources may be used to supplement the Wildfire Preparedness Fund.
- (6) DFPC may use the moneys in the Wildfire Preparedness Fund to implement the Wildfire Preparedness Plan, including:
  - (a) purchasing, acquiring, leasing, or contracting for the provision of firefighting aircraft, engines and other vehicles, facilities, equipment and supplies for firefighting and other emergencies;
  - (b) the retrofitting, staffing, maintenance, operation, and support of firefighting aircraft, engines and other vehicles; and
  - (c) to provide funding or reimbursement for the purchase of fire shelters by volunteer fire departments in order to comply with applicable federal requirements.
- (7) DFPC may enter into agreements to provide firefighting services, including personnel or firefighting aircraft, engines, or other vehicles to federal, state, or local agencies.

Preparedness means having the appropriate resources available to respond when needed. For that to successfully occur, a framework of agreements, plans, processes, lists, standards, and relationships must exist, be clearly understood, and be supported. Since 2006, the Colorado Wildfire Preparedness Fund has provided that support.

## Wildfire Preparedness Plan – 2014

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### Concurrence

The following organizations and individuals were consulted in the development of the Wildfire Preparedness Plan and concur with the recommendations contained therein:

#### For the County Sheriffs of Colorado

*Joseph K. Pelle*

Printed Name

*J. K. Pelle*

Signature

#### For the Colorado State Fire Chiefs'

*Jimmy C. Bumgarner Jr*

Printed Name

*J. C. Bumgarner Jr.*

Signature

#### For the Director of the Office of Emergency Management

*David K. Hard* David K Hard *David K Hard*

Printed Name

Signature

#### For the Adjutant General

Printed Name

Signature

## Wildfire Preparedness Plan – 2014

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### Concurrence

The following organizations and individuals were consulted in the development of the Wildfire Preparedness Plan and concur with the recommendations contained therein:

#### For the County Sheriffs of Colorado

\_\_\_\_\_  
Printed Name

\_\_\_\_\_  
Signature

#### For the Colorado State Fire Chiefs'

\_\_\_\_\_  
Printed Name

\_\_\_\_\_  
Signature

#### For the Director of the Office of Emergency Management

\_\_\_\_\_  
Printed Name

\_\_\_\_\_  
Signature

#### For the Adjutant General

H. MICHAEL EDWARDS, MAJ GEN, COANG  
Printed Name

H. Michael Edwards  
Signature