National Park Service
U.S. Department of the Interior

Branch of Wildland Fire
Division of Fire and Aviation

National Park Service Wildland Fire Program Review Guide

Yosemite National Park Prescribed Burn. NPS / Rich Schwab

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Introduction

Overview

This guide describes the processes and tools for conducting Wildland Fire Management Program Reviews within the National Park Service (NPS). The primary purpose is to provide effective program evaluation techniques and discuss the specifics of each phase of the program evaluation process.

The Program Review Guide provides direction on how to conduct a review. Many of the tools found in the guide are optional at the discretion of the team and the desired outcome. As explained in the guide, reviews can be scalable. They may simply be a phone interview to determine the status of an issue or a full large-scale review that measures the health of a program.

Evaluation of wildland fire program performance should be done on a continuing basis. This will provide an overall framework for all individuals involved with the program so that they may find the evaluations and recommendations useful. To be effective, program evaluation efforts must be placed within the broader context of program and organization management and control. A flexible capacity for internal self-evaluation is fundamental to the management and ongoing improvement of programs, processes, and activities.

Evaluations should address whether quantity, quality, effectiveness, and efficiency are satisfactory based on national and interagency standards. As a result, suggestions are made for improvement that includes alternative processes, new approaches or strategies, workforce adjustments, funding strategies, and/or changes in information technology.

During all interviews, the Review Team should attempt to identify solutions to potential problems mentioned during the interviews.

Program Review Templates that provide interview questions and program elements to assess and review are found in Appendix 8 for park reviews and Appendix 9 for regional reviews. Tables of other types of reviews and investigations different than program reviews are found in Appendix 7.

Scope and Purpose

Program evaluations will focus on wildland fire management areas, the new and innovative ideas that have local, regional, national or interagency application, and on the services being provided to parks. Most important, will be the safety policies and practices within the program and the people that are involved.

A review should be designed to obtain, analyze, and evaluate information concerning management, planning, and operational procedures of the program. The review will look at plans and guiding documents and how well they are working. Focus will be on policy, procedures, and practices. If a policy or procedure is not being followed, the reason behind this must be determined and suggestions for change identified.

The general objectives of the program review are to:

- ✓ Validate adequacy of management policy, structure, and guidance to support park management in performing their duties.

- ✓ Confirm compliance with laws, regulations, and Departmental and national program guidance.

- ✓ Share ideas, methods, and techniques developed by other offices or individuals and incorporate those that improve program effectiveness.

In general, the focus of the review deals with accountability, whether policy and other guidance are clear and adequate, the regional or park's interpretation and implementation of policy and areas where change or addition is required in policy.

Program Review and the Strategic Plan

The National Park Service was created to conserve unimpaired many of the world's most magnificent landscapes, places that enshrine our nation's enduring principles, and places that remind us of the tremendous sacrifices Americans have made on behalf of those principles. They are the most remarkable collection of places in America for recreation and learning. As required by the 1916 Organic Act, these special places must be managed in a special way—a way that allows them to be enjoyed not just by those who are here today, but also by generations that follow. Enjoyment by present and future generations can be assured only if these places are passed on to them in an unimpaired condition. And that is the challenge that faces all the employees of the National Park Service including those involved with wildland fire management.

As an important part of fulfilling its mission, the National Park Service manages wildland fire to protect the public; park communities and infrastructure; conserve natural and cultural resources; and maintain and restore natural ecosystems and processes. The risks and expenses associated with planning and implementing fire management activities require exceptional skill and attention to detail. The highest priority under all circumstances is firefighter and public safety. All plans, project implementation, and responses to wildland fire must demonstrate this commitment.

National, regional, and park fire management organizations have program oversight and intra and interagency coordination responsibilities for all aspects of the wildland fire management program. This oversight includes ensuring that there is continuity within the program, compliance with NPS and Departmental policy and uniformity, and compliance in the use of program funds. Program areas to be reviewed are listed under Evaluation Standards below. Modifications to this list may be necessary to address needs that are unique to each region.

The review process is a systematic method to determine effectiveness of fire management programs through implementation of the 2001 Federal Wildland Fire Management Policy and its 2009 Implementation Guidance, and the National Fire Plan and supporting documents i.e., The Cohesive Fuels Treatment Strategy, February 2006; the 10-year Strategy Implementation Plan, December 2006; and Secretarial directives. Compliance with NPS director's orders, reference manuals, and guidelines provided in manuals, handbooks, operations guides, and directives will also be evaluated.

Review Process

There are several reasons to initiate a review. The following diagram depicts this process. It also depicts the type of assessment outcome such as a single element review and the level of engagement.

WHEN DO YOU INITIATE A REVIEW?
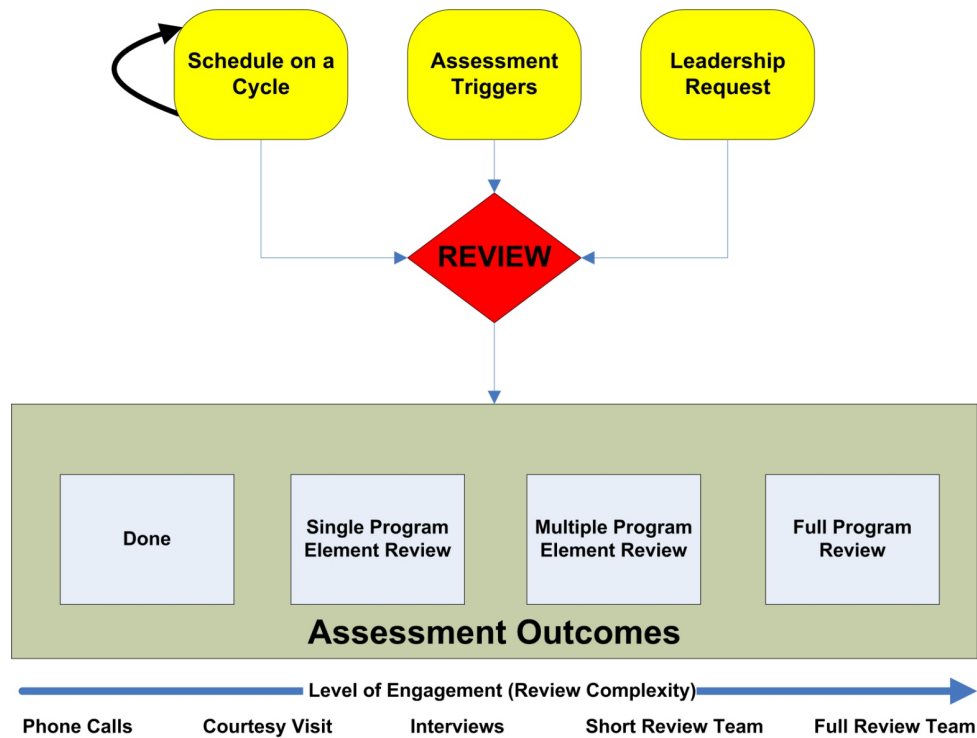
Initiating the Review

The top portion of the diagram lists the factors that initiate a review.

- Reviews may be scheduled on a regular cycle, or
- Triggers determine the need for a review, or
- Park, regional, or national leadership request a review

Schedule on a Cycle: Parks or regions may be reviewed on a regular cycle so that all units are eventually visited on a routine basis. This cycle can be determined by the dividing the number of units that need to be assessed by the capacity to review the units on an annual basis. For example, a region may have twelve fire management officers and may be able to assess only three of them a year. Therefore, a review will be conducted every four years. Keep in mind that the level of a review is a continuum that may range from conducting phone calls to convening a full review team.

Triggers: On a reoccurring basis (e.g. every three years), parks and regions are encouraged to answer assessment questions (see the example found in Appendix 6) in order to determine the need to conduct a review. Along with an analysis of financial data, staffing, fire occurrence, unmitigated risks, etc., these questions can serve as triggers to initiate a review. The following data, findings, or events may serve as the trigger:

Trigger	Description
C	*PDS analysis*
C	*Some other type of review (e.g. OMB, GAO, etc.)*
B	*Financial review*
C	*Performance*
C	*Program strengthening*
C	*Newly hired FMO*
B	*Reports of inappropriate behavior*
B	*Unmitigated risks*
B	*Significant injuries or patterns of injuries*
C	*Atypical situations*
C	*Fiscal irregularities*
B	*Fire event*
A	*Line officer request*
A	*Assessment*
A	*Random sample*
A	*Stratified sample (e.g. large parks, clusters, etc.)*

Key	Description
C	Could trigger a review
B	Triggers another type of review
A	Automatically triggers a review

Leadership Request: The regional director or park superintendent may convene review teams to assess wildland fire management programs subsequent to the occurrence of any significant, controversial, or unusual wildland fire management activities. The purpose is to report back to the requester recommendations that provide support to management to improve program effectiveness, customer service, employee safety, morale, and fiscal accountability.

Levels of Review

There is a continuum of different levels of reviews that starts with simply having a phone conversation to convening a full review team. The various levels of reviews are as follows:

- Phone call
- Courtesy visit
- Individual interview such as one conducted by a regional fire management officer with a park fire management officer
- Formal review teams assessing single or multiple elements of a fire program
- Formal review teams assessing the full fire program

For example, a phone call may be satisfactorily to answer any questions and determine that no further action is needed. The courtesy visit puts eyes on the ground but may not wholly examine the program. Single or multiple element reviews may be all that is necessary because certain program areas such as fuels management or aviation assets are deficient. The full reviews are the most intensive with formal reports and products being produced for park and regional leadership. All reviews should have some type of documentation such as a memorandum to the file to a formal report.

Team Composition

The composition of a review team is dependent on the issues and complexity of the program being reviewed. The teams are scalable and membership on this team may vary depending upon programs and objectives that are to be met. Members may be selected from local, regional, and national offices and, when appropriate, other agencies. General composition may involve the following positions or expertise:

- ✓ Team Leader

- ✓ Operations

- ✓ Regional or Park Fire Management Officer from a different Region or Park

- ✓ Program Specialists/Analysts from administration, budget, contracting, human resources, etc. as needed

✓ Regional or National staff specialists as needed including Fuels, Workforce Development, BAER, and Aviation

Building the Evaluation Team:

✓ Identify issues that need to be examined

✓ Identify key internal personnel and external stakeholders that need to be interviewed.

✓ Define team responsibilities, priorities and critical success factors.

✓ Establish clear goals and set expectations.

Generally, the following should be represented on an evaluation team:

Team Leader: Evaluations should have one Team Leader. A Deputy Team Leader may be added to the Review Team depending upon the extent and complexity of the program review. The team leader serves as the link between the team and the park or region's program manager leadership. The team leader is responsible for ensuring adherence to the NPS evaluation standards and guidelines. The team leader supervises and manages the evaluation team, manages entrance and close-out meetings, keeps the team focused on review scope and objectives, manages complex and controversial issues that arise during the review, assembles review team drafts, and compiles a final review document for the Regional Director or Park Superintendent.

Team members: should include subject matter experts in the areas related to those being evaluated. Team members work under the direction of the team leader and are responsible for conducting the evaluation in accordance with NPS standards and guidelines, and the evaluation work plan. Team members are not necessarily limited to NPS, but rather belong to any organization and organizational level deemed appropriate.

Consultants/advisors: may be called upon for specific tasks to provide information and assistance to the team, while not being full team members.

Liaison: Fire Management Officer from the unit being reviewed.

The Information Collection Effort

The region or park that is being reviewed will need to make certain information is available to the Review Team prior to the review. This material will be standard types of reports that would normally be available at a park or regional office. If necessary, some information will be requested by individual team members before the Review Team's arrival in order to reduce the amount of time required to address some of the program review questions.

The types of information may include but are not limited to:

- ✓ Fire reports, maps, statistics, incident management team close-out reports, after action reviews, large fire cost reviews, and associated fire records, reports, and documentation.

- ✓ NFPORS, WFMI, FPA, and PDS analysis documentation.

- ✓ Fire management plans, mobilization plans, and related supporting documents.

- ✓ Standard operating procedures and policy documents.

- ✓ Fire staffing profiles including location, job titles, funding sources, fire qualifications, role and function statements, and organization charts.

- ✓ Training records.

- ✓ Briefing statements including overview of fire programs

- ✓ Identification of key park or regional issues.

- ✓ Program accomplishments including treatment acres.

- ✓ Budget allocation documents showing funding spread.

- ✓ Financial reports that show expenditures of fire funds including emergency funds for prior and current fiscal year.

- ✓ End-of-year summary reports showing actual expenditures against planned expenditures.

- ✓ Cooperative agreements and/or contracts.

- ✓ Copies of most recent internal reviews.

✓ Latest external reviews or evaluations that have relevance to the wildland fire program.

✓ Preliminary interview lists. Personal interviews may also be conducted with individuals outside of the fire program at the regional and park levels. Interviews may include cooperators, financial managers, procurement, human resource staffs, etc.

Site Visit Itinerary

Entrance Briefing: During onsite reviews, there should be an entrance meeting of the review team and park or regional or leadership. The purpose of this meeting will clarify the review objectives, ensure understanding of the process and the expected product, finalize schedules for meetings and interviews and coordinate information gathering. A close-out with the same group will occur at the conclusion of the review. See Close-out/Exit Briefing below.

Schedule and Conduct Site Visit: It is important to develop a schedule of all meetings and interviews several weeks prior to starting the review. The schedule should be developed to ensure full implementation of the evaluation work plan and to meet the needs of the leadership. The team leader should work with the Fire Management Officer, or other designee to identify who needs to be interviewed during the site visit, to schedule interviews and meeting rooms, and to obtain any additional materials needed by the Review Team. To facilitate the interview process, consideration should be given to conducting group interviews. Time should be provided to meet with the regional or park leadership at the beginning and end of the site visit to discuss the evaluation objectives and scope, as well as present the preliminary findings contained in a draft report. The interview schedule should also allow time for review team meetings at the end of each day. These meetings will allow the team to reach consensus on findings and recommendations to be included in the evaluation report.

Other things to consider in the schedule include:

✓ An all employee meeting - so employees will know who you are, why you are there, what you are going to cover, and what will happen as a result of the evaluation.

✓ An hour each day for one-on-one interviews with employees or external customers.

✓ Downtime between interviews.

✓ Time for team members to review records.

✓ Evening Review Team meetings to recap the day, adjust schedules, provide team feedback on complex and controversial issues, and make new assignments.

In addition, team members will interview national office employees for regional reviews and regional employees for park reviews. The team will also conduct interviews to identify issues or concerns regarding the quality of the regional relationship with parks and park relationships with regions. During all interviews, the Review Team should attempt to identify solutions to potential problems mentioned during the interviews.

It is important to review records to determine if procedures are being followed, the effectiveness of management controls, and to validate performance results.

Close-out/Exit Briefing: A close-out session with the park or regional fire leadership; superintendent or regional director (or designee); and selected staff is usually scheduled on the last day or next to the last day of the evaluation. The close-out should be planned, so there is sufficient time for team members to meet with the office staff after the close-out to make needed changes in the evaluation report or to clarify findings and recommendations, if needed. The purpose of the close-out session is to discuss preliminary findings with the organization's leadership. The team leader conducts the close-out session, or may assign a member of the team this responsibility with support from individual team members on their activity or program as necessary. If time allows, minor findings, recommendations and observations may be discussed, even though they may not be in the draft evaluation report.

Findings and Recommendations

The key findings and recommendations will be addressed in the close-out meeting. Again, solutions to findings should be presented. The intent is to improve the program so this will be approached in a positive manner. For regional program reviews, the final report will be issued from the Chief, Branch of Wildland Fire Management through the Associate Director of Visitor and Resource Protection. For park reviews the final report will be issued by the Regional Fire Management Officer through the Regional Director. Due dates for any follow-up actions and responsibility will be negotiated to ensure reasonable dates are established that will lead to success in improving the program.

Final Report Outline

The purpose of an evaluation report is to promptly and objectively convey the evaluation results to those who will utilize this information. The evaluation report generally contains nine sections:

1. Table of Contents
2. Background
3. Executive Summary
4. Purpose of the evaluation (goals and objectives)
5. Methodology
6. Areas of satisfactory or better performance
7. Opportunities for improvement
8. Findings, recommendations, and follow-up actions (immediate, long-term, national issues)
9. Appendices. See Appendix 1 in this guide (Program Review Report).

The report should identify control weaknesses and describe plans for corrective action.

Develop Draft Evaluation Report: By the end of the first day, the team should be able to outline what they think the final evaluation report should look like (you can base this outline on the results of your first day interviews and on the information developed during the scoping phase). The outline will aid the team members in developing each topic and will help in keeping the evaluation on track. The team leader should consider making writing assignments at this step in the evaluation process.

Draft report writing should start as soon as possible to fully develop findings, recommendation and support for them and to be prepared for the close-out meeting.

The report is a team product with consensus reached on each finding and recommendation.

✓ The findings are tied directly to the evaluation objectives.

✓ The recommendations are tied directly to the finding.

In most cases, the Review Team will issue, through the Branch Chief, Branch of Wildland Fire Management or Regional Director, a draft report within 30 days of the close out report. Copies of the draft evaluation report will be provided to the regional or park leadership for their review and their comments will be considered prior to finalizing the report.

Response to the Draft Report: Within 30 days of receipt of the draft report, the superintendent or regional director will review the report for accuracy and adequacy and reply with the following information: comments and concerns on the draft report; concurrence or non-concurrence with the recommendations for corrective action; and dates for completion of the corrective action. The park or regional office leadership may request changes be made to the report. However, such changes must be supported by additional information and provided to the Team Leader. See Appendix 2 (Guide for Responding to Draft Report).

Finalize Report: Within 60 days of issuance of the draft report, the Review Team will consider any comments received and submit a final report for the Regional Director or Branch Chief, Wildland Fire Management's signature. It is essential that the Review Team's assessment of the comments on the draft report, any ensuing amendments, and transmittal memorandum are promptly carried out. A timely report encourages responsive follow-up by the evaluated office.

Distribution: The Branch Chief, Branch of Wildland Fire Management may choose to distribute any final report of NPS-wide significance through the Associate Director for Visitor and Resource Protection.

Follow-up

Follow-up responsibilities should be assigned to the Park Superintendent or Regional Director or designee. The action would serve to bring the review and its recommendations to closure by validating that all actions had been completed. These final steps add validity to the process and illustrate top management support to enhancing the program through the review process.

Conducting the Follow-up Phase:

The purpose of a follow-up evaluation is to ensure that changes recommended in the review report are addressed. The only practical way to do this is to actually look at the program or office to see if the desired change has occurred. If the desired results were not achieved, assistance should be provided in developing a process that will ensure correction of the identified weaknesses. Appendix 3 (Follow up Tracking Matrix) shows a matrix tracking approach to follow up.

Review Criteria

The Wildland Fire Management Program Review is an evaluation of the park's or region's program operations to measure actual outcomes and results against program goals and objectives. This may include assessing attainment of NPS priority objectives; application of NPS policy; and examining program execution against established standards. The following core elements will be used to design and plan program evaluations. The Review Team may supplement these criteria with additional areas for analysis to meet other specific purposes. Suggested coverage within these elements can be amended based on the nature and scope of the evaluation.

Parks and regional offices implement national and regional policies; appraise and monitor their operations to assure effectiveness and goal attainment; and recommend to the National Fire Management Program Center success stories that demonstrate ways to improve program effectiveness, revisions in national policies, plans, and procedures. Within this context, the criteria for program evaluations are:

(1) Implementation of policy and guidance; e.g., consistency in interpretation and application.

(2) Effectiveness of program; in the execution and compliance with laws, regulations, policies, and procedures; consistency, outcomes, and accountability.

(3) Effectiveness in meeting goals and objectives; e.g., accomplishment of work plans, NPS priority objectives, and the NPS mission; deviations to plans; impediments to meeting goals.

(4) Improvements in program execution; e.g., program review and corrective actions; recommendations for revisions in policies, plans, and procedures; increase in program efficiency; cost savings.

(5) Ability to meet the needs of parks; e.g., knowledge of the park's mission, fire management objectives and their needs; responsiveness; and feedback.

(6) Processes; if required, e.g., system operations, workflow, timeliness, impediments.

(7) Success stories; that can be shared with other regional and parks to improve program effectiveness and efficiencies.

(8) Recognition; for jobs well done.

Evaluation Standards and Program Review Templates

The data collection instruments and analysis of information reflect program standards anchored in policy. Templates have been designed to evaluate specific wildland fire management program areas to accomplish evaluation objectives. Appendices 8 and 9 Program Review Templates) provide the evaluation standards and core elements in each wildland fire management program area of review. These templates are used on wildland fire management program reviews Service-wide. As previously described, their use is optional but they are recommended to provide a systematic process to be implemented during a review and maintain a consistent level of review.

The wildland fire management program areas of review include Nine Programmatic Areas of a Progressive Fire Management Program:

- Program Administration

- Program Leadership

- Strategic Planning and Compliance

- Fire Ecology

- Information Resource Management and Support

- Aviation

- Facilities, Equipment

- Communication, Education

- Operations, Safety, and Fuels

Appendices

Appendix 1, Program Review Report Outline

1. TABLE OF CONTENTS - Presents the first view of the substance of the report to the reader. For this reason, it is important that it is well organized and that information is easily transferred to the reader to guide throughout the report.

2. EXECUTIVE SUMMARY -The most important section of the report because many managers may only take the time to read the summary. Therefore, the summary should be able to stand alone from the entire report. This information may be stated in the body of the report as the "EXECUTIVE SUMMARY", or it may be provided in the transmittal memorandum to which the report is attached. The purpose is to summarize:

- ✓ What was evaluated

- ✓ Why it was evaluated

- ✓ When the evaluation was done

- ✓ Where the site visit was conducted

- ✓ What approach was used

- ✓ What was found

3. BACKGROUND – Describe briefly the program, office, or problem evaluated. Include major issues, budget, organization, staffing, and authorization, responsibilities of program, priorities, and recent history as applicable to the review.

4. **PURPOSE OF THE REVIEW/GOALS AND OBJECTIVES** – What are the objectives of the review. For example: The objectives of the review are to assess the overall effectiveness and efficiency of the Wildland Fire Management Program and to develop recommendations which will help solve problem or increase efficiency, effectiveness, etc.

5. **METHODOLOGY** – Describe the method and approach used to conduct the review. Include:

✓How was scoping conducted?

✓Who is the intended audience for the review report?

✓How was the review carried out? Dates? Locations? If interviews or focus groups were conducted, how were they conducted? What was the number and type of individuals interviewed (program staff, supervisors, managers, internal or external, etc.)? Number and type of records examined? Type of data gathered and analyzed? Other observations made and how? Steps in

review process should be tied to the specific objectives. Plans for follow-up should be included.

✓ Who were the team members?

6. AREAS OF SATISFACTORY PERFORMANCE (Specify topics) – Focus on success of organization/program in achieving intended results and breakthrough improvement (might also be a benchmark if it can help improve other organizations/programs within the Service).

7. OPPORTUNITIES FOR IMPROVEMENT (Specify topics) – This should discuss, in detail, the findings and recommendations made for each major topic. All findings and recommendations should be related to the evaluation goals and objectives. Findings should be clear, convincing statements of a problem based on the analysis conducted, and should include all elements of a finding: criteria (how should it be working), condition (how it is working now) include evidence/support, effect (the difference between what is and what should be), and cause (the explanation for the effect). Recommendations should include implementable steps for eliminating the problem. Recommendations should be tied to a finding or group of findings. They should be specific and use clear and direct language, reasonable, implementable, and directed at correcting basic causes of the identified problem; identify WHAT needs to be done and by WHO, WHEN, and WHERE. Offer specific examples, if possible. Finally, discuss the intent of the recommendation (to improve, to correct, to reduce, etc.).

8. APPENDICES – May be used to present detailed information, results of analyses, or other materials that the team feels should be attached to the report. Very often, the list of outside contacts and a summary of the outside interviews are included in the Appendix. Other items that can be included in the Appendix are: Survey results, work plan, or additional background information.

Appendix 2, Guide for Responding to Report

There are three options for responding:

1. Agreement with finding and recommendation.

In this case, clearly state that you agree and that you will take (or have already taken) action. State what that action is, who will implement it, how it will be done, and' when it will be done. If you feel that your response is sufficient to close out the recommendation, say so.

2. Disagree with all or portions of finding/recommendation and want to propose an alternative.

Explaining what you disagree with and why. Describe your alternative(s) including what action is proposed, why, who will be responsible for implementing, and when it will be done. Also include the advantages and disadvantages of your alternatives compared with the recommendation.

3. Disagree with finding and/or recommendation.

Again, clearly state what you disagree with and what you agree with. Explain why you disagree and why you will not take the recommended action. Point out where the facts, assumptions, etc., in the evaluation report are incorrect. Back up your explanation with data, explain your assumptions, and separate fact from feeling.

When responding to recommendations, make it clear what recommendation you are responding to. It may be helpful to repeat or summarize the recommendation for easy reference. Also, remember the "WHO, WHAT, WHEN, HOW" when responding.

Appendix 3, Follow up Tracking Matrix

Program Review Recommendations

Number	Program Activity	Recommendation	Assigned to/ Due date

Appendix 4, Risk Assessment

Introduction

The Green Amber Red (GAR) Model is a risk analysis tool. It provides a more general analysis of the operational system, and second, it provides a qualitative rating scale for each of the categories that correspond to the identified areas of risk. It is important to remember that risk management is a process that continues throughout the mission and each assessment model allows management to set the acceptable risk standards as they apply to each mission.

Calculating Risk Using GAR Model

To compute the total risk level, for each risk category previously identified, assign a number from 0 (For No Risk) to 10 (For Maximum Risk) for each of the eight categories. This is a personal estimate or starting point for the all-important discussion that should include as many of the participants as practical. The discussion is more important than the actual number that is assigned. The individual risk category scores are then totaled.

Color Coding Risk

The mission risk is similar to the colors of a traffic light. If the total risk value falls in the GREEN ZONE, risk is rated as low. A moderate level of risk is indicated when the total risk value falls in the AMBER ZONE, and should the total value falls in the RED ZONE, you should insure that all risk control measures have been implemented and can be effective controls prior to starting the event or evolution. The Amber and Red risk levels must be evaluated at a higher level in the organization to ensure that the organizational risk acceptance levels are aligned with the expected benefit of the operation.

The GAR Model provides a general assessment of operations and allows management to set the standard for risk. Any concern for elevated risk levels in one or more of the categories, may require an in depth assessment using a more specific assessment.

Once again, assigning numerical values or "color codes" to hazards using the GAR Model is not the most important part of this risk assessment. The importance of this step is the team discussions leading to an understanding of the threats, how they will be controlled, and the standards that management expects the aircrew to maintain. These standards then provide a mental model for everyone involved in the operation that allows decision making and threat and error management to be properly aligned with the organization.

*The following is the template of the GAR Risk Assessment for **Program Administration.***

Operation: **Program Administration**   Date:

Objective(s):

Category	Circle the number as appropriate	Description
Supervision		
Supervisor has perfect knowledge about the mission, personnel, capabilities, and limitations, and is able to apply the appropriate control to minimize risk	<☺ *1 2 3 4 5 6 7 8 9 10* ☹>	Supervisor has little knowledge about the mission, personnel, capabilities, and limitations, and lacks skill, knowledge, or ability to apply the appropriate control to minimize risk.
Work Planning and Standard Operating Plans		
There is a well-designed work plan and SOP's that are reviewed and revised as needed to meet demands and to account for adaptation.	<☺ *1 2 3 4 5 6 7 8 9 10* ☹>	There are no plans or SOP's or they don't address many current adaptations made in response of demands for efficiency. Time constraints have a strong effect on ability to plan.
Communication		
Interpersonal communications are clear and there is a high level of trust in the organization. Adequate personnel and technology are available to relay information accurately to those who make the decisions	<☺ *1 2 3 4 5 6 7 8 9 10* ☹>	There is low trust in the organization or the personnel/communication equipment is unreliable based on the expected needs for the mission.
Finance and Budget		
Expenditures and obligations meet funding authority. Charges are appropriate for activity/subactivity charged. Accounts are established correctly within activity guidelines.	<☺ *1 2 3 4 5 6 7 8 9 10* ☹>	Expenditures and obligations meet funding authority. Charges are appropriate for activity/subactivity charged. Accounts are established correctly within activity guidelines
MISSION TOTAL		

Benefit Statement:

Operation Approved by: **Title:**   **Date:**

ZONE	NUMERIC TOTAL
GREEN ZONE	*1-12*
AMBER ZONE	*13-25*
RED ZONE	*26-40*

GAR MODEL EXAMPLE

Program Elements	Rating	Number of Factors	Highest Possible Score
Leadership and Program Management	26	5	50
Operations	15	5	50
Fuels	3	4	40
Fire Ecology	23	4	40
Planning	7	6	60
Affiliated Programs	9	4	40
Comm Ed	19	4	40
Information Resource Management	21	4	40
Program Administration	26	4	40
(Total possible score = 400)	**149**		

Each Program Element receives a score by being evaluated on a number of factors.

Rating	Risk Overall Rating Description
271-400	*Program is exposed to significant risk and in need of major improvements*
136-270	*Risks are relatively mitigated but improvements and increased planning are needed*
0-135	*Operational risks are effectively mitigated to an appropriate level*

149 →

Risk ⬆
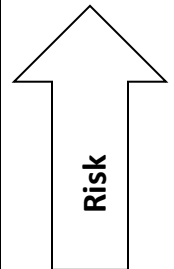
Appendix 5, Sample Review Letter

October 16, 2014

Memorandum

To: Superintendent, Glacier National Park
          Attention: Wildland Fire Management

From: Director, Intermountain Region

Subject: Wildland Fire Management Program Review

The Intermountain Regional Office would like to thank you for your request for a wildland fire program review. This memorandum serves as notice that representatives from regional, national, and sister park offices will conduct a review of the Glacier National Park Wildland Fire Management Program the week of December 3 – 7, 2014.

The Review is designed to evaluate the management, planning, and operational procedures of the wildland fire program for your Park. It also serves as an opportunity to share ideas, methods, and techniques developed by other offices or individuals from around the country and incorporate those that improve your organization when advantageous to do so. Most important in the evaluation will be the safety policies and practices within the program and the people involved in the program. A final report from this review will be issued in January 2013.

On December 3, 2014 the review team would like to conduct an entrance briefing with you, park staff, and others involved with the wildland fire program. The briefing will provide an overview of the program, outline of the evaluation objectives, and more importantly, receive feedback from your Wildland Fire Management program participants. I ask your assistance in the following:

- Select a time that is convenient for the Entrance Meeting. I would suggest 10:00 a.m.
- Set up a room capable of handling 20 to 25 people.

- Insure key staff attend the entrance meeting. These will be program leaders and specialists that are interviewed throughout the week including the multi-park communication and education specialist and fire ecologist.
- Select some key goals and objectives for the Review Team to focus upon.
- Arrange for a Human Resource Representative to attend during a portion of the week.
- Before the meeting, review the Wildland Fire Management Program Review Guide.
- Arrange for sufficient breakout rooms from which to conduct interviews.

After the briefing and throughout the week, the team members will interview key personnel involved with the program including park staff, regional office staff, interagency fire program managers, as well as state and federal cooperators.

On December 7, 2014 at 9:00 a.m., an exit briefing will be held with you and key members of your staff and the Wildland Fire Program staff to present preliminary findings, success stories, areas that may need improvement, areas of sound performance, and any associated areas of programmatic recommendations. This meeting will be brief to succinctly present draft recommendations that address regional office concerns. The Team Leader would like to conclude with an After Action Review of the team's performance and review format. We want to hear your suggestions to improve the review format and guidelines. I would like to conclude by 10:30 a.m.

If you have questions or would like additional information, you may contact Horace Albright, Regional Fire Management Officer, at 303-387-5575.

Appendix 6, Program Review Pre-Assessment

On a reoccurring basis (e.g. every three years), parks and regions are encouraged to answer the following questions in order to determine the need to conduct a review. Along with an analysis of financial data, staffing, fire occurrence, unmitigated risks, etc., these questions can serve as triggers to initiate a review.

Line Officer Survey (Answer Questions 1-10)

FMO Survey (Answer Questions 1-17)

Regional or National Office that will be Conducting the Review (Answer Questions 1 – 26)

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1. How well do the components of Fire Program function together as a team?
2. How well does the Fire Program function as a component of the larger Park team?
3. How well does the Fire Program function within the interagency community beyond the Park?
4. Is the Fire Program on the right trajectory?
5. How can the Fire Program be improved?
6. Is the Fire Program receiving adequate Regional support?
7. Do you feel your people are qualified for the job?
8. Do you understand the Wildland Fire Decision Support process?
9. Do you receive briefings on fire activity?
10. What can I, as the agency administrator, do to help?

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11. Ecologically, are the right acres burning (or being protected)?
12. Is the composition of the staffing, equipment, and facilities in balance?
13. Is the fire program funding adequately to manage the fire workload?
14. Does the Fire Management Plan as written, enable the fire program to do the right things on the landscape? Are the objectives in the Fire Management Plan realistic and achievable?
15. What are your safety concerns in the Fire Program?
16. Is Park/Regional management supportive of the Fire Program?
17. How confident are you that your program meets policy and guidance contained in: NPS Management Policies – 2006; Director's Order 18 - Wildland Fire; Reference Manual 18 - Wildland Fire?

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18. Is the Regional or National Office being briefed on issues and concerns?
19. Is there timely response and feedback?
20. Does the Park or Region meet required reporting and management deliverables?
21. Is there engagement with local and regional forces?
22. Is there adequate and timely incident response?
23. Are controls in place for managing the fire program?

24. Are instructions to the field clear and understood?
25. Are Fire Management Plans current and approved?
26. Does the fire staff meet Interagency Fire Program Management Minimum Qualification Standards and NWCG Incident Qualifications and Certifications?

Appendix 7, Tables of Reviews and Investigations

Appendix 7 provides tables of reviews and investigations other than program reviews. Reviews and investigations are used by wildland fire and aviation managers to assess and improve the effectiveness and safety of organizational operations. Information (other than factual) derived from safety reviews and accident investigations should only be used by agencies for accident prevention and safety purposes.

TABLE OF REVIEWS

REQUIRED ACTIVITY	FREQUENCY	REQUIRED BY	DELEGATING OR AUTHORIZING OFFICIAL*
Fire Preparedness Review	Annual	RM 18	Park
Program Review (Park)	As needed	RM 18	Park (conducted by Region)
Program Review (Region)	Every seven years or as needed	RM 18	Region (conducted by WASO)
After Action Review (AAR)	Management discretion	Interagency Standards for Fire and Fire Aviation	Park
Fire and Aviation Safety Team Review (FAST)	As fire activity dictates	Interagency Standards for Fire and Fire Aviation	Geographic Area Coordinating Group
Aviation Safety and Technical Assistance Team Review	As aviation activity dictates	Interagency Standards for Fire and Fire Aviation	State/Regional Aviation Manager or MACG
Individual Fire Review	Management discretion	Interagency Standards for Fire and Fire Aviation	Local/ State/ Region/ National
Lessons Learned Review (LLR)	Management discretion	Interagency Standards for Fire and Fire Aviation	Local/ State/ Region/ National
Escaped Prescribed Fire Review	Per escaped fire incident	Prescribed Fire Planning and Implementation Procedures Guide	Local/ State/ Region/ National

*Higher level management may exercise their authority to determine the type of review or investigation.

TABLE OF INVESTIGATIONS

WILDLAND FIRE EVENT	INVESTIGATION TYPE	NOTIFICATION REQUIREMENT	MANAGEMENT LEVEL THAT DETERMINES REVIEW TYPES AND AUTHORIZES REVIEW*
Serious Wildland Fire Accident	Serious Accident Investigation (SAI)	National	National
Wildland Fire Accident	Accident Investigation (AI) FS only- FLA may be used	BLM/NPS- National, FS/FWS- Management Discretion	Region/ State/ Local
Entrapment	SAI, AI, LLR, depending on severity	National	National
Fire Shelter Deployment	SAI, AI, LLR, depending on severity	National	National
Near-miss	LLR, AAR	Management Discretion	Region/ State/ Local
Fire Trespass	Fire Cause Determination & Trespass Investigation	Local	Local

* Higher level management may exercise their authority to determine the type of review or investigation.

After Action Review (AAR's), Lessons Learned Review (LLR), Facilitated Learning Analysis (FLA), Administrative Investigations (AI) and Serious Accident Investigations (SAI)

References

Reference Manual 18

Interagency Standards for Fire and Fire Aviation

Interagency Prescribed Fire Planning and Implementation Procedures Guide

Facilitated Learning Analysis (FLA)

Appendix 8, Program Review Templates for Park Reviews

Many of the tools found in the guide are optional based on the desired outcome and the discretion of the team. As explained in the guide, reviews can be scalable. They may simply be a phone interview to determine the status of an issue or a full large-scale review that measures the health of a program.

Appendix 9, Program Review Templates for Regional Reviews

Many of the tools found in the guide are optional based on the desired outcome and the discretion of the team. As explained in the guide, reviews can be scalable. They may simply be a phone interview to determine the status of an issue or a full large-scale review that measures the health of a program.