Chapter 11
Incident Management

National Interagency Incident Management System (NIIMS)

The National Interagency Incident Management System (NIIMS) is sponsored by the National Wildfire Coordinating Group (NWCG). It provides a universal set of structures, procedures, and standards for agencies to respond to all types of emergencies. NIIMS is compliant with the National Incident Management System (NIMS). NIIMS will be used to complete tasks assigned to the interagency wildland fire community under the National Response Plan.

Incident Command System (ICS)

The Incident Command System is the on-site management system used in NIIMS/NIMS. The ICS is a standardized emergency management construct specifically designed to provide for an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, communications, and procedures operating within a common organizational structure to manage incidents. ICS will be used by the agencies to manage wildland fire operations.

Wildland Fire Complexity Analysis

Wildland fires are typed by complexity, from Type 5 (least complex) to Type 1 (most complex). The ICS organizational structure develops in a modular fashion based on the complexity of the incident. Complexity is determined by performing an Incident Complexity Analysis - (Refer to samples in Appendix F & G). Units may develop their own Complexity Analysis format to replace Appendix G. It is the Incident Commander's responsibility to continually reassess the complexity level of the incident. When the complexity analysis indicates a higher complexity level, the IC must ensure that suppression operations remain within the scope and capability of the existing organization. Incident Commanders must continually reassess incident complexity to ensure the appropriate command organization is either in place or on order.

Fire Management Organization Assessment

The Fire Management Organization Assessment is a short checklist that agency administrators may use to identify conditions associated with heavy fire activity that may overload the local fire staff, reducing its effectiveness to manage the situation. Identifying these conditions may help the agency administrator determine whether increasing staffing levels might be an appropriate action to take. See Appendix K.

Incident Management and Coordination Components of NIIMS

Effective incident management requires:

- Command Organizations to manage on-site incident operations.
- Coordination and Support Organizations to provide direction and supply resources to the on-site organization.

On Site Command Organizations	Off Site Coordination and Support
Type 5 Incident Command	Initial Attack Dispatch
Type 4 Incident Command	Expanded Dispatch
Type 3 Incident Command	Buying /Payment Teams
Type 2 Incident Command	Coordination Centers
Type 1 Incident Command	(Geographic or National)
Fire Use Management Teams	Multi-Agency Coordinating Groups
Unified Command	(Local, Geographic, or National)
Area Command	

Command Organization

Incident Command

All fires, regardless of complexity, will have an Incident Commander (IC). The IC is a single individual responsible to the agency administrator(s) for all incident activities; including the development of strategies and tactics, and the ordering, deployment, and release of resources. The IC develops the organizational structure necessary to manage the incident. ICS Command Staff (Safety Officer and Information Officer) and General Staff (Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance Section Chief) are established as required to perform key functional responsibilities for the IC.

For purposes of initial attack the first Incident Commander (IC) on scene, qualified at any level, will assume the duties of initial attack incident commander. The initial attack incident commander will assume the duties and responsibility (ies) for all suppression efforts on the incident, up to their level of qualification, until relieved by an IC, qualified at a level commensurate with incident complexity, arrives on scene.

Type 4 and 5 Incident Command

Type 4 and 5 Incident Commanders (ICs) are qualified according to the *NWCG Wildland Fire Qualifications Systems Guide PMS 310-1 (NFES # 310-1).* The Type 4 or 5 IC may assign personnel to any combination of ICS functional area duties in order to operate safely and effectively. ICS functional area duties should be assigned to the most qualified or competent individuals available.

Type 5 Incident Characteristics
- Ad hoc organization managed by a Type 5 Incident Commander.
- Primarily local resources used.
- ICS command and general staff positions are not activated.
- Resources vary from two to six firefighters.
- Incident is generally contained within the first burning period and often within a few hours after resources arrive on scene.
- Additional firefighting resources or logistical support are not usually required.

Type 4 Incident Characteristics
- Ad hoc organization managed by a Type 4 Incident Commander.
- Primarily local resources used.
- ICS command and general staff positions are not activated.
- Resources vary from a single resource to multiple resource task forces or strike teams.
- Incident is usually limited to one operational period in the control phase. Mopup may extend into multiple operational periods.
- Written incident action plan (IAP) is not required. A documented operational briefing will be completed for all incoming resources. Refer to the *Incident Response Pocket Guide* for a briefing checklist.

Type 3 Incident Command

Type 3 Incident Commanders (ICT3s) are qualified according to the *310-1*. ICT3s are required to manage the incident. They must not have concurrent responsibilities that are not associated with the incident, and they must not concurrently perform single resource boss duties. It is important to note that not all Type 3 complexity incidents require a full complement of individuals at the command and general staff positions. A Type 3 Incident Commander (ICT3) is expected to exercise their authority and establish the appropriate organizational structure for each incident as based on complexity, and span of control.

As an incident escalates, a continuing assessment of the complexity level should be completed to validate the continued Type 3 effort or the need for a higher level of incident management.

The following chart illustrates the minimum qualifications required for individuals performing Type 3 complexity functions:

Type 3 Functional Responsibility	Specific 310-1 or equivalent qualification standards required to perform ICS functions at Type 3 level
Incident Command	Incident Commander Type (ICT3)
Safety	Line Safety Officer
Operations	Strike Team Leader or Task Force Leader
Division	Single Resource Boss
Plans	Local entities can establish level of skill to perform function.
Logistics	Local entities can establish level of skill to perform function.
Information	Local entities can establish level of skill to perform function.
Finance	Local entities can establish level of skill to perform function.

1   • **FS -** *Refer to FSM 5109.17 for Additional standards.*
2
3   Type 3 experience that is input into the Incident Qualification and Certification
4   System (IQCS) will not exceed an individual's current Incident Qualification
5   Card.
6
7   **Type 3 Incident Characteristics**
8   • Ad hoc or pre-established Type 3 organization managed by a ICT3.
9   • The IC develops the organizational structure necessary to manage the
10   incident. Some or all of ICS functional areas are activated, usually at the
11   division/group supervisor and/or unit leader level.
12 • The Incident Complexity Analysis process is formalized and certified daily
13   with the jurisdictional agency. It is the IC's responsibility to continually
14   reassess the complexity level of the incident. When the complexity
15   analysis indicates a higher complexity level the IC must ensure that
16   suppression operations remain within the scope and capability of the
17   existing organization, and that span of control is consistent with
18   established ICS standards.
19 • Local and non-local resources used.
20 • Resources vary from several resources to several task forces/strike teams.
21 • May be divided into divisions.
22 • May require staging areas and incident base.
23 • May involve low complexity aviation operations.
24 • May involve multiple operational periods prior to control, which may
25   require a written Incident Action Plan (IAP).
26 • Documented operational briefings will occur for all incoming resources
27   and before each operational period. Refer to the *Incident Response Pocket*
28   *Guide* for a briefing checklist.
29 • ICT3's will not serve concurrently as a single resource boss or have any
30   non incident related responsibilities.
31
32
33

Type 1 and 2 Incident Command

Type 1 and 2 Incident Commanders are qualified according to the *310-1*. These ICs command pre-established Incident Management Teams that are configured with ICS Command Staff, General Staff, and other leadership and support positions. Personnel performing specific Type 1 or Type 2 command and general staff duties must be qualified at the Type 1 or Type 2 level according to the 310-1 standards.

Type 2 Incident Characteristics

Type 2 teams are managed by Geographic Area Multi-Agency Coordinating Groups, and are coordinated by the Geographic Area Coordination Centers.

- Pre-established incident management team managed by Type 2 Incident Commander.
- ICS command and general staff positions activated.
- Many ICS functional units required and staffed.
- Geographic and functional area divisions established.
- Complex aviation operations involving multiple aircraft.
- Incident Command Post, base camps, staging areas established.
- Incident extends into multiple operational periods.
- Written incident action plan required for each operational period.
- Operations personnel often exceed 200 per operational period and total personnel may exceed 500.
- Requires a Wildland Fire Situation Analysis (WFSA).
- Requires a written Delegation of Authority to the Incident Commander.

Type 1 Incident Characteristics

Type 1 teams are managed by Geographic Area Multi-Agency Coordinating Groups, and are coordinated by the Geographic Area Coordination Centers. At national preparedness levels 4 and 5 these teams are coordinated by the National Interagency Coordination Center.

- Pre-established incident management team managed by Type 1 Incident Commander.
- ICS command and general staff positions activated.
- Most ICS functional units required and staffed.
- Geographic and functional area divisions established.
- May require branching to maintain adequate span of control.
- Complex aviation operations involving multiple aircraft.
- Incident command post, incident camps, staging areas established.
- Incident extends into multiple operational periods.
- Written incident action plan required for each operational period.
- Operations personnel often exceed 500 per operational period and total personnel may exceed 1000.
- Requires a Wildland Fire Situation Analysis. (WFSA)
- Requires a written Delegation of Authority to the Incident Commander.

Fire Use Management Teams (FUMT)

Fire Use Management Teams provide land managers with skilled and mobile personnel to assist with the management of Wildland Fire Use (WFU) fires and with prescribed fires. Fire Use Management Teams are available as an interagency resource for assignment to all agencies and units. FUMTs consist of the following positions:

- Incident Commander Type 2   (ICT2)
- Safety Officer 2   (SOF2)
- Public Information Officer 2   (POI2)
- Operations Sections Chief Type 2   (OSC2)
- Planning Section Chief Type 2   (PSC2)
- Long Term Fire Behavior Analyst   (LTAN)
- Logistics Section Chief Type 2   (LSC2)
- Three additional positions

National Incident Management Organization Teams

Two National Incident Management Organization (NIMO) teams are configured as short Type I incident management teams. Each team has a full-time Incident Commander and six full-time Command & General Staff. One NIMO team is mobilized from Atlanta and the other from Boise. NIMO teams will be assigned to incidents as appropriate.

Area Command

Area Command is an Incident Command System organization established to oversee the management of multiple incidents that are each being managed by an ICS organization or to oversee the management of large or multiple incidents to which several Incident Management teams have been assigned. Area Command may become Unified Area Command when incidents are multi-jurisdictional. The determining factor for establishing area command is the span of control of the agency administrator.

Area Command Functions

- Establish overall strategy, objectives, and priorities for the incident(s) under its command.
- Allocate critical resources according to priorities.
- Ensure that incidents are properly managed.
- Coordinate demobilization.
- Supervise, manage, and evaluate Incident Management Teams under its command.
- Minimize duplication of effort and optimize effectiveness by combining multiple agency efforts under a single Area Action Plan.

Area Command Teams

National Area Command teams are managed by National Multi-Agency Coordinating (NMAC) and are comprised of the following:

- Area Commander (ACDR)
- Assistant Area Commander, Planning (AAPC)
- Assistant Area Commander, Logistics (AALC)
- Area Command Aviation Coordinator (ACAC)
- Area Command Trainees (2, as identified by the Area Commander)

Depending on the complexity of the interface between the incidents, specialists in other areas such as aviation safety or information may also be assigned.

Unified Command

Unified Command is an application of the Incident Command System used when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. Under Unified Command, agencies work together through their designated incident commanders at a single incident command post to establish common objectives and issue a single Incident Action Plan. Unified Command may be established at any level of incident management or area command. Under Unified Command all agencies with jurisdictional responsibility at the incident contribute to the process of:

- Determining overall strategies.
- Selecting alternatives.
- Ensuring that joint planning for tactical activities is accomplished.
- Maximizing use of all assigned resources.

Advantages of Unified Command are:

- A single set of objectives is developed for the entire incident.
- A collective approach is used to develop strategies to achieve incident objectives.
- Information flow and coordination is improved between all jurisdictions and agencies involved in the incident.
- All involved agencies have an understanding of joint priorities and restrictions.
- No agency's legal authorities will be compromised or neglected.

Coordination and Support Organizations

Initial Attack Dispatch

Initial Attack is the planned response to a wildfire, given the wildfire's potential fire behavior. The command decision to move suppression resources is made by an authorized person at a local Initial Attack Dispatch Center.

Expanded Dispatch

Expanded Dispatch is the organization needed to support an incident which expands along with the Incident Command System. Expanded dispatch is established when a high volume of activity indicates that increased dispatch and coordination capability is required.

Expanded Dispatch Organization

An Expanded Dispatch operations center may be established. The Expanded Dispatch coordinator facilitates accomplishment of goals and direction of the Agency administrator and, when activated, the Multi Agency Coordinating Group. The position may be filled by the person normally managing the day-to-day operations of the center or an individual from a higher level of management. The Expanded Dispatch center coordinator is responsible for:

- Filling and supervising necessary positions, if they are necessary, in accordance with coordination complexity.
- Implementing decisions made by the Multi-Agency Coordination (MAC) group.

Expanded Dispatch Facilities and Equipment

Expanded Dispatch facilities and equipment should be pre-identified, procured, and available for immediate setup. The following key items should be provided for:

- Work space separate from, but accessible to, the initial attack organization.
- Adequate office space (lighting, heating, cooling, security).
- Communications equipment (telephone, fax, computer hardware with adequate data storage space, priority use, and support personnel).
- Area suitable for briefings (agency administrators, media).
- Timetable/schedule should be implemented and adhered to (operational period changes, briefings, strategy meetings).
- A completed and authorized Continuation of Operations Plan (COOP).
- Qualified personnel on site to staff operations for the entire operational.

Buying/Payment Teams

Buying/Payment Teams support incidents by procuring services and supplies and renting land and equipment. These teams may be ordered when incident support requirements exceed local unit capacity. These teams report to the agency administrator or the local unit administrative officer. See the *Interagency Incident Business Management Handbook* for more information.

Multi-Agency Coordination (MAC) Group

Multi-Agency Coordination Groups are part of the National Interagency Incident Management System (NIIMS) and are an expansion of the off-site coordination and support system. MAC Groups are activated by the Agency administrator(s) when the character and intensity of the emergency situation significantly impacts or involves other agencies. A MAC Group may be

activated to provide support when only one agency has incident(s). The MAC
Group is made up of agency representatives who are delegated authority by their
respective agency administrators to make agency decisions and to commit
agency resources and funds. The MAC Group relieves the incident support
organization (dispatch, expanded dispatch) of the responsibility for making key
decisions regarding prioritization of objectives and allocation of critical
resources. The MAC Group makes coordinated agency administrator level
decisions on issues that affect multiple agencies. The MAC Group is supported
by situation, resource status, and intelligence units who collect and assemble
data through normal coordination channels.

MAC Group Direction

MAC Group direction is carried out through dispatch and coordination center
organizations. When Expanded Dispatch is activated, the MAC Group direction
is carried out through the expanded dispatch organization. The MAC Group
organization does not operate directly with Incident Management Teams or with
Area Command teams, which are responsible for on-site management of the
incident.

MAC Group Activation Levels

MAC groups may be activated at the local, state, regional, or national level.
National level and Geographic Area level MAC Groups should be activated in
accordance with the preparedness levels criteria established in the National and
Geographic Area Mobilization Guides.

MAC Group Coordinator

The MAC Group coordinator facilitates organizing and accomplishing the
mission, goals, and direction of the MAC Group. The MAC Group coordinator:

- Provides expertise on the functions of the MAC Group and on the proper
  relationships with dispatch centers and incident managers.
- Fills and supervises necessary unit and support positions as needed, in
  accordance with coordination complexity.
- Arranges for and manages facilities and equipment necessary to carry out
  the MAC Group functions.
- Facilitates the MAC Group decision process. Implements decisions made
  by the MAC Group.

MAC Group Functions

Activation of a MAC Group improves interagency coordination and provides for
allocation and timely commitment of multi-agency emergency resources.
Participation by multiple agencies in the MAC effort will improve:

- Overall situation status information.
- Incident priority determination.
- Resource acquisition and allocation.
- State and Federal disaster coordination.

- Political interfaces.
- Consistency and quality of information provided to the media and involved agencies.
- Anticipation of future conditions and resource needs.

Managing the Incident

Agency Administrator Responsibilities

The agency administrator (AA) manages the land and resources on their organizational unit according to the established land management plan. Fire management is part of that responsibility. The AA establishes specific performance objectives for the Incident Commander (IC), and delegates the authority to the IC to take specific actions to meet those objectives.
AA responsibilities to a Type 1 or 2 Incident Management Team (IMT) or Fire Use Management Team (FUMT) include:

- Conduct an initial briefing to the Incident Management Team (Appendix D).
- Provide an approved and certified Wildland Fire Situation Analysis (WFSA) or Wildland Fire Implementation Plan (WFIP). The WFSA is validated daily and the WFIP is validated as required.
- Complete an Incident Complexity Analysis (Appendix F & G) to accompany the WFSA.
- Issue a written Delegation of Authority (Appendix H) to the Incident Commander and to other appropriate officials (agency administrator Representative, Resource Advisor, and Incident Business Advisor). For Type 3, 4, or 5 Incidents, delegations may be written or oral. The delegation should:
  - State specific and measurable objectives, priorities, expectations, constraints, and other required direction.
  - Establish the specific time for transfer of command.
  - Assign clear responsibilities for initial attack.
  - Define your role in the management of the incident.
  - Assign a resource advisor(s) to the IMT.
  - Define public information responsibilities.
  - If necessary, assign a local government liaison to the IMT.
  - Assign an Incident Business Advisor (IBA) to provide incident business management oversight commensurate with complexity.
  - Direct IMT to address rehabilitation of areas affected by suppression activities.
- Coordinate Mobilization with the Incident Commander:
  - Negotiate filling of mobilization order with the IC.
  - Establish time and location of agency administrator briefing.
  - Consider approving support staff additional to the IMT as requested by the IC.
  - Consider authorizing transportation needs as requested by the IC.

In situations where one agency provides fire suppression service under agreement to the jurisdictional agency, both jurisdictional and protecting agencies will be involved in the development of, and signatories to, the delegation of authorities and the WFSA to the incident management teams.

Agency Administrator Representative Responsibilities

The agency administrator representative (the on-scene agency administrator) is responsible for representing the political, social, and economic issues of the agency administrator to the Incident Commander. This is accomplished by participating in the agency administrator briefing, in the IMT planning and strategy meetings, and in the operational briefings. Responsibilities include representing the agency administrator to the IMT regarding:

- Compliance with the Delegation of Authority and the WFSA.
- Public Concerns (air quality, road or trail closures, smoke management, threats)
- Public Safety (evacuations, access/use restrictions, temporary closures)
- Public Information (fire size, resources assigned, threats, concerns, appeals for assistance)
- Socioeconomic, Political, or Tribal Concerns
- Land and Property Ownership Concerns
- Interagency and Inter-governmental Issues
- Wildland Urban Interface Impacts
- Media Contacts

Resource Advisor Responsibilities

The Resource Advisor is responsible for anticipating the impacts of fire operations on natural and cultural resources and for communicating protection requirements for those resources to the Incident Commander. The Resource Advisor should ensure IMT compliance with the Land Management Plan and Fire Management Plan direction, and provide the Incident Commander with information, analysis, and advice on these areas:

- Rehabilitation requirements and standards
- Land Ownership
- Hazardous Materials
- Fuel Breaks (locations and specifications)
- Water Sources and Ownership
- Critical Watersheds
- Critical Wildlife Habitat
- Noxious Weeds
- Special Status Species (threatened, endangered, proposed, sensitive)
- Fisheries
- Poisonous Plants, Insects, and Snakes
- Mineral Resources (oil, gas, mining activities)
- Archeological Site, Historic Trails, Paleontological Sites
- Riparian Areas

- Military Issues
- Utility Rights-of-way (power, communication sites)
- Native Allotments
- Grazing Allotments
- Recreational Areas
- Special Management Areas (Wilderness Areas, Wilderness Study Areas, Recommended Wilderness, National Monuments, National Conservation Areas, National Historic Landmarks, Areas Of Critical Environmental Concern, Research Natural Areas, Wild And Scenic Rivers)

The Resource Advisor and agency administrator representative positions are generally filled by local unit personnel. These positions may be combined and performed by one individual. Duties are stated in the *Resource Advisor's Guide for Wildland Fire* (NWCG PMS 313, NFES 1831, Jan 2004).

Incident Action Plan

When a written Incident Action Plan is required, suggested components may include objectives, organization, weather forecast, fire behavior forecast, division assignments, air operations summary, safety message, medical plan, communications plan, and incident map.

Incident Status Reporting

The Incident Status Summary (ICS-209), submitted to the GACC, is used to report large wildland fires, and any other significant events on lands under federal protection or federal ownership. Lands administered by states and other federal cooperators may also report in this manner.

Large fires are classified as 100 acres or larger in timber fuel types, 300 acres or larger in grass fuel types, or when a Type 1 or 2 Incident Management Team is assigned. A report should be submitted daily until the incident is contained. The agency administrator may require additional reporting times. Refer to local, zone, and/or GACC guidance for additional reporting requirements.

Incident History and Financial Records

Wildland fire incidents on Federal lands managed by the FS and DOI (except BIA) require creation of an Incident History File (IHF) to document significant events, actions taken, lessons learned and other information with long-term value for managing natural resources. IHF contents and instructions and tools for creating the IHF are found at www.nifc.gov.

For incidents involving use of wildland fire for resource benefit, include Wildland Fire Implementation Plans (Stages I, II, and III) or equivalents with the records shown above.

The ordering host unit will be responsible for retaining the incident documentation package including the Incident History File (IHF) and financial records.

Transfer of Command

The following guidelines will assist in the transfer of incident command responsibilities from the local unit to incoming Type 1 or 2 Incident Management Team, and back to the local unit.

- The local team or organization already in place remains in charge until the local representative briefs their counterparts on the incoming team, a delegation of authority has been signed, and a mutually agreed time for transfer of command has been established.
- The ordering unit will specify times of arrival and transfer of command, and discuss these timeframes with both the incoming and outgoing command structures.
- Clear lines of authority must be maintained in order to minimize confusion and maintain operational control.
- Transfers of command should occur at the beginning of an operational period, whenever possible.
- All operational personnel will be notified on incident command frequencies when transfer of command occurs.

Release of Teams

The release of a Type 1 or 2 IMT should follow an approved transfer of command process. The agency administrator must approve the date and time of the transfer of command. The transition plan should include the following elements:

- Remaining organizational needs and structure
- Tasks or work to be accomplished
- Communication systems and radio frequencies
- Local safety hazards and considerations
- Incident Action Plan, including remaining resources and weather forecast
- Facilities, equipment, and supply status
- Arrangement for feeding remaining personnel
- Financial and payment processes needing follow-up
- Complexity Analysis

Team Evaluation

At completion of assignment, Incident Commanders will receive a written performance evaluation from the agency administrators prior to the teams release from the incident. Certain elements of this evaluation may not be able to be completed at the closeout review. These include; accountability and property control; completeness of claims investigation/documentation; and completeness of financial and payment documentation. The final evaluation incorporating all

of the above elements should be sent to the Incident Commander within 60 days.
See Appendix J for the IMT evaluation form.

The Delegation of Authority, the WFSA, and agency administrator's direction
will serve as the primary standards against which the IMT is evaluated.

The agency administrator will provide a copy of the evaluation to the IC, the
state/regional FMO, and retain a copy for the final fire package.

The state/regional FMO will review all evaluations and will be responsible for
providing a copy of evaluations documenting performance to the geographic
area board managing the IMT.

Post Wildfire Activities

Each wildland fire management agency is responsible for taking prompt action
to determine the need for and to prescribe and implement emergency treatments
to minimize threats to life or property or to stabilize and prevent unacceptable
degradation to natural and cultural resources resulting from the effects of a fire
on the lands they manage.

Damages resulting from wildland fires are addressed through four activities:

- **Wildfire Suppression Activity Damage Repair -** Planned actions taken
  to repair the damages to resources, lands, and facilities resulting from
  wildfire suppression actions and documented in the Incident Action Plan.
  These actions are usually implemented immediately after containment of
  the wildfire by the Incident Management Team before demobilization.
- **Emergency Stabilization -** Planned actions to stabilize and prevent
  unacceptable degradation to natural and cultural resources, to minimize
  threats to life or property resulting from the effects of a wildfire, or to
  repair/replace/construct physical improvements necessary to prevent
  degradation of land or resources. Emergency stabilization actions must be
  taken within one year following containment of a wildland fire and
  documented in a Burned Area Emergency Response Plan.
- **Rehabilitation -** Efforts taken within three years of containment of a
  wildland fire to repair or improve wildfire-damaged lands unlikely to
  recover naturally to management approved conditions, or to repair or
  replace minor facilities damaged by wildfire. These efforts are
  documented in a separate Burned Area Rehabilitation Plan.
- **Restoration -** Continuing the rehabilitation beyond the initial three years
  or the repair or replacement of major facilities damaged by the wildfire.

BAER Components Table

	Suppression Rehabilitation	**Emergency Stabilization**	**Rehabilitation**	**Restoration**
Objective:	Repair suppression damages	Protect life and property	Repair damages	Long Term Ecosystem Restoration
Damage due to:	Suppression activities	Post-fire events	Fire	Fire
Urgency:	Before incident closeout	1-12 months	1-3 years	3 + years
Responsibility	Incident commander	Agency Administrator	Agency Administrator	Agency Administrator
Funding type:	Suppression (fire)	Emergency Stabilization	Rehabilitation	Regular program

Approval Authorities Table

	BIA	BLM	FWS	NPS	FS
Local Approval Level	$100,000 Agency Superintendent	$0 Field/District Manager	$0 Refuge Manager	$0 Park Superintendent	$0 District Ranger $0 Forest Supervisor
Regional/State Approval Level	$100,000/ $250,000 Regional Director	<$100,000 State Director	<$500,000 Regional Director with Regional Fire Management Coordinator concurrence	<$500,000 Regional Director	$500,000 Western Regional Foresters $100,000 Eastern Regional Foresters
National Approval Level	>$500,000 Director of Fire Management	>$100,000 Director	>$500,000 Chief, Branch of Fire Management	>$500,000 National Fire Management Officer	>$100,000 or $500,000 Chief

Burned Area Emergency Response (BAER) Teams

BAER Teams are a standing or ad hoc group of technical specialists (e.g., hydrologists, biologists, soil scientists, etc.) that develop and may implement portions of the Burned Area Emergency Response Plans. They will meet the requirements for unescorted personnel found in Chapter 07 under "Visitors to the Fireline" when working within the perimeter of an uncontrolled wildfire. The team's skills and size should be commensurate with the size and complexity of the wildfire.

- It is the agency administrator's (not the Incident Commander's) responsibility to designate an interdisciplinary BAER team. However, BAER teams must coordinate closely with IC and Incident Management teams to work safely and efficiently. Initial requests for funding for BAER should be submitted to the appropriate agency administrator for approval within 7 calendar days after the total containment of the fire. If additional time is needed, extensions may be negotiated with those having approval authority.

- **DOI -** *The Department of the Interior maintains one standing National BAER Team with pre-identified positions listed in the National Interagency Mobilization Guide and are comprised of personnel from the Bureau of Indian Affairs, Bureau of Land Management, National Park Service, Fish and Wildlife Service, and Forest Service. The DOI-BAER Team is dispatched by the National Interagency BAER Team Dispatch Prioritization Criteria Evaluation. The DOI-BAER Teams should be requested at least 10 days prior to expected date of wildfire containment.*

- **FS -** *The Forest Service utilizes BAER Teams through a pool of resources with the skills identified by the receiving unit. When needed, BAER personnel from other units can either be contacted directly or through dispatch. Placing a general fire resource order for BAER team members via dispatch is not appropriate for ad hoc Forest Service teams. See FSM 2523 and FSH 2509.13 for agency specific policy and direction for BAER team.*

Incident Business Management

Cost Containment

The primary criteria for choosing suppression strategies are to minimize costs without compromising safety. Planned and actual suppression costs must be commensurate with the values to be protected. They must be included and displayed in the Wildland Fire Situation Analysis. Even though resource benefits may result in some areas of a fire, it is inappropriate to expend suppression dollars with the explicit objective of achieving resource benefit. Indirect containment strategies are appropriate only if they are the safest or least cost option. Selection of these strategies must be carefully scrutinized when fire danger trends are rising. Long duration wildfires need to be closely evaluated by cost containment teams to ensure that operations are not occurring beyond the point of diminishing returns.

An Incident Business Advisor (IBA1) must be assigned to any fire with suppression costs of more than $5 million. An IBA2 is advised for fires with suppression costs of $1-5 million. If a certified IBA is not available, the approving official will appoint a financial advisor to monitor expenditures.

Incident suppression cost objectives will be included as a performance measure in Incident Management Team evaluations.

Cache Management

The DOI-BLM manages two National Interagency Support Caches (NISC), and USDA-Forest Service manages nine national caches. Agencies often serve as interagency partners in local area support caches, and operate single agency initial attack caches. All caches will maintain established stocking levels, receive and process orders from participating agencies, and follow ordering and fire replenishment procedures as outlined by the national and geographic area cache management plans and mobilization guides.

- *FS - Refer to FSM 5160 for specific requirements.*

National Interagency Support Caches

The eleven national caches are part of the National Fire Equipment System (NFES). Each of these caches provides incident support in the form of equipment and supplies to units within their respective geographic areas. The NFES cache system may support other emergency, disaster, fire-related or land management activities, provided that such support is permitted by agency policies and does not adversely affect the primary mission. These national caches do not provide supplies and equipment to restock local caches for non-incident requests. Non-emergency (routine) orders should be directed to the source of supply, e.g., GSA or private vendors. The Great Basin Cache at NIFC provides publications management support to the National Wildfire Coordinating Group (NWCG). Reference the NWCG, *National Fire Equipment System Catalog (NFES 0362)* for more detailed information.

Forest Service National Symbols Program distribution is through the Northeast Area National Interagency Support Cache. This material is coordinated by the USDA Forest Service, under advisement of the National Association of State Foresters' (NASF) Cooperative Forest Fire Prevention Committee (CFFP), and the DOI Bureau of Land Management. Materials include Smokey Bear prevention items, and Junior Forest Ranger environmental educational materials. Northeast Area National Interagency Support Cache also distributes DOI Fire Education materials and provides resource kits for National Fire Prevention Teams. The website at www.symbols.gov contains the catalog of these materials and offers information having to do with these programs.

Local Area Interagency Support Caches

These caches directly support more than one agency, and generally cover more than one administrative unit. They will maintain stocking levels to meet the identified needs of the multiple agencies for whom service is provided.

Initial Response Caches

Numerous caches of this level are maintained by each agency. These caches will establish and maintain stocking levels to meet the initial response needs of the local unit(s).

Inventory Management

System Implementation

Each fire cache, regardless of size, should initiate and maintain a cache inventory management system. Agency management systems provide a check out/return concept that incorporates a debit/crediting for all items leaving the cache. This system is strictly followed in the NISC's. Inventory management processes should be implemented for all local interagency support and initial action caches.

Reporting Requirements

By April 1st of each year, all local interagency support and initial action caches will submit inventories to their servicing NISC.

All items reported will conform to refurbishment standards set forth in *NFES 2249, Fire Equipment Storage and Refurbishment Standards*. Those items not identified in *NFES 2249* will not be refurbished.

Accountability

Fire loss/use rate is defined as all property and supplies lost, damaged or consumed on an incident. It is reported as a percentage that is calculated in dollars of items issued compared to items returned. The reasonable anticipated fire loss/use rate for all items issued to an incident is 15 percent of trackable and durable items. Consumable items are not included in this total. All items stocked in agency fire caches will be categorized for return (loss tolerance/use rate) and accountability purposes.

Trackable Items

Include items that a cache may track due to dollar value, sensitive property classification, limited quantities available, or other criteria set by each NISC. Items that are considered trackable are usually engraved or tagged with a cache identification number. These items must be returned to the issuing cache at the end of the incident use, or documentation must be provided to the issuing cache as to why it was not returned. All trackable items are also considered durable. 100 percent accountability is expected on trackable items.

Durable Items

Include cache items considered to have a useful life expectancy greater than one incident. High percentages of return for these items are expected. These items are not specifically cache identified/tagged/engraved. Acceptable loss tolerance/use rates for the following durable goods have been established:

- 10% for water handling accessories, helicopter accessories, tents, and camp items such as heaters, lights, lanterns, tables, and chairs.
- 20% for hose, tools, backpack pumps, sleeping bags, pads, and cots.
- 30% for personal protective equipment.

Consumable Items

Include items normally expected to be consumed during incident use.

Consumable items returned in unused condition are credited to the incident.

Examples of consumable items are: batteries, plastic canteens, cubitainers,

forms, MREs, fusees, hot food containers, petroleum products, and medical

supplies.

Incident to Incident Transfer of Supplies and Equipment

Transfer of supplies and equipment between incidents is not encouraged, due to

the increased possibility of accountability errors. In instances when it is

determined to be economically feasible and operationally advantageous, the

following must be accomplished by the Supply Unit Leader from the incident

that is releasing the items.

Documentation will be completed on the *Interagency Incident Waybill (NFES

#1472)*, and must include the following:

- NFES Number
- Quantity
- Unit of Issue
- Description
- Property number, if item is trackable
- Receiving incident name, incident number and resource request number
- The Supply Unit Leader will send the waybill transfer information to the
  servicing NISC to maintain proper accountability recording.

Upon request, the servicing NISC can provide the Supply Unit Leader with and

Outstanding Items Report to facilitate accurate waybill documentation.

Fire Loss Tolerance Reporting for Type 1 and 2 Incidents

In order to help managers keep incident-related equipment and supply loss to a

minimum, incident management teams (IMT)'s are required to maintain

accountability and tracking of these items. Guidelines and procedures to assist

with this accountability are provided in Chapter 30 of the *IIBMH*. To further

facilitate these procedures and provide oversight, a fire loss report has been

developed that provides detailed information regarding used and trackable item

use. This report has been accepted by NWCG for all wildland fire agencies and

will be compiled for all Type 1 and Type 2 incidents. Investigations may be

conducted in those cases where loss/use tolerances rates may have been

exceeded.

These reports are complied by the NISC servicing the particular incident.

Reports will then be forwarded to the responsible local office, with a copy to the

state/regional FMO, within 60 days of the close of the incident to meet these

time limits. The following steps must be followed to insure accurate reports:

- At the close of each incident, all property must be returned to the servicing NFES cache.
- If accountable property has been destroyed or lost, appropriate documentation must be provided to the cache for replacement and updating property records.
- All property purchased with emergency fire funds for an incident must be returned to the NFES cache system.
- All unused consumable and/or durable NFES items must be returned to the servicing NFES cache within 30 days of control of the incident.
- Agency administrators/fire management officers must review the fire loss report and recommend appropriate follow-up action if losses are excessive. Those actions and recommendations should be documented and filed in the final incident records.

Incident Supply and Equipment Return Procedures

Supplies and equipment ordered with suppression funds will be returned to the ordering unit at the close of the incident and dispersed in one of three ways:

- Items meeting NFES standards will be returned to the local or geographic area cache for reuse within the fire supply system.
- Items not meeting the prescribed NFES standards will either be purchased with project funds by the local unit if the items are needed for program use.
- Items will be delivered to the unit's excess property program for disposal.

Cache Returns and Restock Procedures

All returns for credit and restock of caches to specific incident charges should be made within 30 days after the close of the incident. If that timeframe cannot be met, it is required that returns and restock be made during the same calendar year as items were issued. All returns should be tagged with appropriate incident number, accompanied by an interagency waybill identifying the appropriate incident number, or accompanied by issue documents to ensure proper account credit is given. Any items returned after the calendar year of issue will be returned to multiple-fire charges, unless specific incident charge documentation (issues) can be provided with the return.

Incident Replacement of Government Property

Refer to the *IIBMH, Chapter 30* for procedures governing property management relating to incident activities. The agency administrator is responsible for providing agency property management guidelines and/or procedures to incident personnel.

Damage or Loss for assigned property is addressed under *IIBMH Chapter 30*, 35.4. Specialty or non-cache items originally provided by the home unit through the use of preparedness funds will be replaced by home unit funds if the loss is due to normal wear and tear. If the government property is damaged on the incident due to a specific event, eg., wind event damages tent, the incident may,

upon receipt of required documentation and proof of damage, authorize
replacement using the *Incident Replacement Requisition (OF315).* Cache items
will be replaced at the incident if available. Cache items that are not available at
the incident may be authorized for restocking at the home unit via an authorized
Incident Replacement Requisition.