

# Chapter – 11

## Incident Organization, Management and Operations

### A. Introduction

#### 1. National Response Framework

Presents the guiding principles that enable all response partners to prepare for and provide a unified national response to disasters and emergencies - from the smallest incident to the largest catastrophe. The Framework establishes a comprehensive, national, all-hazards approach to domestic incident response. Information about the National Response Framework can be found at:  
<http://www.fema.gov/emergency/nrf/index.htm>

#### 2. The National Interagency Incident Management System (NIIMS)

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

Effective incident management requires:

- a. Command organizations to manage on-site incident operations.
- b. Coordination and support organizations to provide direction and supply resources to the on-site organization.

#### 3. Incident Command System (ICS)

ICS is the on-site management system used in NIIMS/NIMS. The ICS is a standardized emergency management system 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 and all risk incidents.

Agency Administrators are responsible for all land management activities within their respective jurisdictions and therefore provide direction and delegation for the management of an incident. To effectively manage an incident, it is important to understand the roles and responsibilities of these organizations.

## **B. Incident Organization**

All teams are ordered through the established ordering channels from local dispatch offices, Geographic Area Coordination Centers (GACCs), and the National Interagency Coordination Center (NICC).

### **1. Incident Command**

- a. All wildfires, regardless of size, will have an Incident Commander (IC) i.e., a single individual responsible to the Agency Administrator for all incident command level functions and incident activities; Incident Commanders are responsible for:
  - 1) Obtaining a Delegation of Authority and/or expectations to manage the incident from the agency administrator. For type 3, 4, or 5 incidents, delegations/expectations may be written or oral.
  - 2) Ensuring that safety receives priority consideration in all incident activities, and that the safety and welfare of all incident personnel and the public is maintained.
  - 3) Assessing the incident situation, both immediate and potential.
  - 4) Maintaining command and control of the incident management organization.
  - 5) Ensuring transfer of command is communicated to host unit dispatch and to all incident personnel.
  - 6) Developing incident objectives, strategies, and tactics.
  - 7) Developing the organizational structure necessary to manage the incident.
  - 8) Approving and implementing the Incident Action Plan, as needed.
  - 9) Ordering, deploying, and releasing resources.

10) Ensuring incident financial accountability and expenditures meet agency policy and standards.

11) Ensuring incident documentation is complete.

- b. For purposes of initial attack, the first IC on scene qualified at any level will assume the duties of initial attack IC. The initial attack IC will assume the duties and have responsibility 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.

As an incident escalates, a continuing reassessment of the complexity level should be completed to validate the current command organization or identify the need for a higher level of incident management.

An IC is expected to establish the appropriate organizational structure for each incident and manage the incident based on his/her qualifications, incident complexity, and span of control. If the incident complexity exceeds the qualifications of the current IC, the IC must continue to manage the incident within his/her capability and span of control until replaced.

## **C. Types of Incidents**

### **1. Type 5 Incidents**

- a. Ad hoc organization managed by a Type 5 IC.
  - 1) ICT5 is qualified according to the *NWCG Wildland Fire Qualifications Systems Guide* PMS 310-1 (NFES # 310-1).
  - 2) ICT5 may assign personnel to any combination of ICS functional area duties in order to operate safely and effectively.
  - 3) ICS functional area duties should be assigned to the most qualified or competent individuals available.
- b. Primarily local resources used.
- c. ICS command and general staff positions are not activated.
- d. Resources vary from two to six firefighters.
- e. Incident is generally contained within the first burning period and often within a few hours after resources arrive on scene.

- f. Additional firefighting resources or logistical support are not usually required.

## **2. Type 4 Incidents**

- a. Ad hoc organization managed by a type 4 IC
  - 1) ICT4 is qualified according to the *NWCG Wildland Fire Qualifications Systems Guide* PMS 310-1 (NFES # 310-1).
  - 2) ICT4 may assign personnel to any combination of ICS functional area duties in order to operate safely and effectively.
  - 3) ICS functional area duties should be assigned to the most qualified or competent individuals available.
- b. Primarily local resources used.
- c. ICS command and general staff positions are not activated.
- d. Resources vary from a single resource to multiple resource task forces or strike teams.
- e. Incident is usually limited to one operational period in the control phase. Mop up may extend into multiple operational periods.
- f. 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.
- g. Role of Agency Administrator  
  
Provide/approve objectives and priorities for the management of the Incident.

## **3. Type 3 Incidents**

- a. Ad hoc or pre-established type 3 organization managed by a type 3 Incident Commander.
  - 1) ICT3 is qualified according to the *NWCG Wildland Fire Qualifications Systems Guide* PMS 310-1 (NFES # 310-1).

- 2) When ICT3s are required to manage an incident they must not have concurrent responsibilities that are not associated with the incident and they must not concurrently perform single resource boss duties. ICS functional area duties should be assigned to the most qualified or competent individuals available.
- b. The IC develops the organizational structure necessary to manage the incident. Some or all of ICS functional areas are activated, usually at the division/group supervisor and/or unit leader level.
- c. The Incident Complexity Analysis process is formalized and certified daily with the jurisdictional agency. It is the IC'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 and that span of control is consistent with established ICS standards.
- d. Local and non-local resources used.
- e. Resources vary from several resources to several task forces/strike teams.
- f. May be divided into divisions.
- g. May require staging areas and incident base.
- h. May involve low complexity aviation operations.
- i. May involve multiple operational periods prior to control, which may require a written Incident Action Plan (IAP).
- j. Documented operational briefings will occur for all incoming resources and before each operational period. Refer to the Incident Response Pocket Guide for a briefing checklist.
- k. ICT3s will not serve concurrently as a single resource boss or have any non incident related responsibilities.
- l. Role of Agency Administrator:
  - 1) Provide/approve objectives and priorities for the management of the Incident. **See Appendix 11-3**
  - 2) Insure the completion of a Wildfire Complexity Analysis (WCA).

- 3) Develop and approve the Wildland Fire Decision Support System (WFSS) document and re-validate as needed.
- 4) If non-agency personnel are assigned management of the incident a Delegation of Authority (DOA) must be assigned.
- 5) Assign a representative to the team that is knowledgeable in fire and can participate in all team meetings.
- 6) Consider assigning a Tribal liaison to the incident.
- 7) Identify and request opportunities for training assignments of local personnel.
- 8) Oversight of incident business management at the local level for acquisition, personnel, work and rest guidelines, claims, agreements (local/Tribal).

Other than the Incident Commander, command and general staff positions have not been established at the type 3 complexity level. However, a type 3 incident may require additional functional positions to assist the Incident Commander. The following table lists minimum qualification requirements for these functional responsibilities.

<b>Type 3 Functional Responsibility</b>	<b>Specific 310-1 or equivalent qualification standards required to perform ICS functions at type 3 level</b>
Incident Command	Incident Commander Type 3 (ICT3)
Safety	Line Safety Officer
Operations	Strike Team/Task Force Leader
Division	Single Resource Boss Operational qualification must be commensurate with resources assigned (i.e. more than one resource assigned requires a higher level of qualification).
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.

#### **4. Type 2 Incidents**

- a. Pre-established incident management team managed by type 2 Incident Commander.
  - 1) ICT2s are qualified according to the 310-1.
  - 2) ICT2s command pre-established Incident Management Teams that are configured with ICS Command Staff, General Staff and other leadership and support positions.
- b. ICS command and general staff positions activated.

Personnel performing specific type 2 command and general staff duties must be qualified at the type 1 or type 2 level according to the 310-1 standards.
- c. Many ICS functional units required and staffed.
- d. Geographic and functional area divisions established.
- e. Complex aviation operations.
- f. Incident command post, base camps, staging areas established.
- g. Incident extends into multiple operational periods.
- h. Written incident action plan required for each operational period.
- i. Operations personnel often exceed 200 per operational period and total personnel may exceed 500.
- j. Requires WFDSS or other decision support document.
- k. Requires a written Delegation of Authority to the Incident Commander. See **Appendix 11-2**
- l. Role of Agency Administrator:
  - 1) Provide/approve objectives and priorities for the management of the Incident. See **Appendix 11-3**.
  - 2) Insure the completion of a WCA.
  - 3) Develop and approve the WFDSS and re-validate as needed.

- 4) If non-agency personnel are assigned management of the incident a written DOA must be signed.
- 5) Assign a local agency representative to the team that is knowledgeable in the WFM program and can participate in all team meetings.
- 6) Consider assigning a Tribal representative to the incident.
- 7) Provide an Agency Administrator briefing to the team, see example in **Appendix 11-1**.
- 8) Identify and request opportunities for training assignments of local personnel.
- 9) Oversight of incident business management to order additional incident support, e.g. buying team, expanded dispatch, Administrative Payment Team (APT), Incident Business Advisor (IBA).
- 10) Identify the need for additional incident management and resources, such as a Type I incident management teams (IMTs), Area Command (AC), and potential business management issues, e.g. cost share agreements, support teams, Federal Emergency Management Agency (FEMA) declaration, military or national guard or Burned Area Emergency Response (BAER) team.
- 11) Before release of the IMT, provide an Incident Team Evaluation to the IC. See **Appendix 11-4**.

## **5. Incidents**

- a. Pre-established incident management team managed by type 1 Incident Commander.
  - 1) Type 1 Incident Commanders are qualified according to the 310-1.
  - 2) These ICs command pre-established Incident Management Teams that are configured with ICS Command Staff, General Staff and other leadership and support positions.
- b. ICS command and general staff positions activated.

Personnel performing specific type 1 command and general staff duties must be qualified at the type 1 level according to the 310-1 standards.



- c. Most ICS functional units required and staffed.
- d. Geographic and functional area divisions established.
- e. May require branching to maintain adequate span of control.
- f. Complex aviation operations.
- g. Incident command post, incident camps, staging areas established.
- h. Incident extends into multiple operational periods.
- i. Written incident action plan required for each operational period.
- j. Operations personnel often exceed 500 per operational period and total personnel may exceed 1000.
- k. Requires WFDSS or other decision support document.
- l. Requires a written Delegation of Authority to the incident commander. See **Appendix 11-2**.
- m. Role of Agency Administrator:
  - 1) Provide/approve objectives and priorities for the management of the incident. See **Appendix 11-3**.
  - 2) Insure the completion of a WCA.
  - 3) Develop and approve the WFDSS document and re-validate as needed.
  - 4) If non-agency personnel are assigned management of the incident a written DOA must be signed.
  - 5) Assign a local Agency representative to the team that is knowledgeable in the WFM program and can participate in all team meetings.
  - 6) Consider assigning a Tribal representative to the incident.
  - 7) Provide an Agency Administrator briefing to the team, see example in **Appendix 11-1**.
  - 8) Identify and request opportunities for training assignments of local personnel.

- 9) At this stage, interface with the team often takes more of the Agency Administrator's time.
- 10) Oversight of incident business management to order additional incident support, e.g. buying team, expanded dispatch, APT and an IBA.
- 11) Identify the need for additional incident management and resources, such as a Type I IMTs, AC, and potential business management issues, e.g. cost share agreements, support teams, FEMA declaration, military or National Guard, or BAER team.

## **6. Unified Command**

- a. 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.
- b. Under Unified Command all agencies with jurisdictional responsibility at the incident contribute to the process of:
  - 1) Determining overall strategies.
  - 2) Selecting alternatives.
  - 3) Ensuring that joint planning for tactical activities is accomplished.
  - 4) Maximizing use of all assigned resources
- c. Situations when Unified Command is used:
  - 1) Incidents involve more than one jurisdictional boundary.
  - 2) Individual agency responsibilities and authority is normally legally confined to a single jurisdiction.
  - 3) The goals of UC are to:
    - a) Improve the information flow and interface between agencies

- b) Develop a single collective approach to the incident, regardless of its functional complexities.
  - c) Optimize the efforts of all agencies to perform their respective missions.
  - d) Reduce or eliminate duplicate efforts or missions.
  - e) Improve each agency's awareness of the plans and actions of all others.
  - f) Ensure that all agencies with responsibility for the incident have an understanding of their organization's goals, objectives, and restrictions.
  - g) Ensure that no Agency's authority will be compromised.
  - h) Develop objectives for the entire incident.
- d. Advantages of Unified Command are:
- 1) A single set of objectives is developed for the entire incident.
  - 2) A collective approach is used to develop strategies to achieve incident objectives.
  - 3) Information flow and coordination is improved between all jurisdictions and agencies involved in the incident.
  - 4) All involved agencies have an understanding of joint priorities and restrictions.
  - 5) No agency's legal authorities will be compromised or neglected.

## **7. Area Command**

- a. Area Command is an Incident Command System organization established 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.

- b. National Area Command teams are managed by the National Multi-Agency Coordinating Group (NMAC) and are comprised of the following:
  - 1) Area Commander (ACDR)
  - 2) Assistant Area Commander, Planning (AAPC)
  - 3) Assistant Area Commander, Logistics (AALC)
  - 4) Area Command Aviation Coordinator (ACAC)
  - 5) Depending on the complexity of the interface between the incidents, specialists in other areas such as aviation safety or information may also be assigned.
- c. Area Command Functions include:
  - 1) Establish overall strategy, objectives and priorities for the incident(s) under its command.
  - 2) Allocate critical resources according to priorities.
  - 3) Ensure that incidents are properly managed.
  - 4) Coordinate demobilization.
  - 5) Supervise, manage and evaluate Incident Management Teams under its command.
  - 6) Minimize duplication of effort and optimize effectiveness by combining multiple agency efforts under a single Area Action Plan.

## **D. Managing the Incident**

### **1. Agency Administrator's Responsibilities to the Incident Management Team**

- a. Conduct initial briefing so incident objectives and concerns are understood by the IMT, and you understand the IMT's expectations and concerns. Define your role in the management of the incident.
- b. Provide an approved and certified WFDSS.

- c. Complete an Incident Complexity Analysis to accompany the WFDSS
- d. Coordinate with neighboring agencies on multi-jurisdiction fires to issue a joint delegation of authority and develop a single WFDSS document when possible.
- e. Issue a written Delegation of Authority (**Appendix 11-2**) to the type 1 or 2 Incident Commander and to other appropriate officials, agency administrator representative, resource advisor and incident business advisor. The delegation should:
  - 1) State specific and measurable objectives, priorities, expectations, agency administrator's intent, constraints and other required direction.
  - 2) Establish the specific time for transfer of command.
  - 3) Assign clear responsibilities for additional initial attack responses.
  - 4) Define your role in the management of the incident.
  - 5) Conduct during action reviews with the IC.
  - 6) Assign resource advisor(s) to the IMT.
  - 7) Consider assigning a Tribal Liaison to the IMT
  - 8) Define public information responsibilities.
  - 9) If necessary, assign a local government liaison to the IMT.
  - 10) Assign an Incident Business Advisor (IBA) to provide incident business management oversight commensurate with complexity.
    - a) IBA works under the direct supervision of the Agency Administrator and in coordination with the IMT.
    - b) The primary duty of the IBA is to serve as a liaison and advisor to the Agency Administrator, Area Command and IMT.

- c) The IBA assists in the facilitating resolution of business management issues and provides oversight for coordination of and advice regarding cost management and cost containment, coordination and interaction between support units to ensure appropriate business management practices are followed.
- 11) Direct IMT to address rehabilitation of areas affected by suppression
- f. Coordinate Mobilization with the Incident Commander:
  - 1) Negotiate filling of mobilization order with the IC.
  - 2) Establish time and location of agency administrator briefing.
  - 3) Consider approving support staff additional to the IMT as requested by the IC.
  - 4) Consider authorizing transportation needs requested by the IC.
- g. Provide a separate written evaluation to the IC on IMT performance

## **2. The Agency Administrator Representative Responsibilities**

On-scene agency administrator representing the political, social and economic issues of the agency administrator to the Incident Commander.

- a. Participates in the agency administrator briefing, in the IMT planning and strategy meetings and in the operational briefings.
- b. Representing the agency administrator to the IMT regarding:
  - 1) Compliance with the Delegation of Authority and the WFDSS.
  - 2) Public Concerns (air quality, road or trail closures, smoke management, threats)
  - 3) Public safety (evacuations, access/use restrictions, temporary closures)
  - 4) Public information (fire size, resources assigned, threats, concerns, appeals for assistance)
  - 5) Socioeconomic, political, or tribal concerns

- 6) Land and property ownership concerns such as rehabilitation of all effects of wildfire suppression.
- 7) Interagency and inter-governmental issues
- 8) Wildland urban interface impacts
- 9) Media contact.

### **3. Resource Advisor Responsibilities**

- a. Anticipate the impacts of fire operations on natural and cultural resources and for communicating protection requirements for those resources to the Incident Commander.
- b. Ensure IMT compliance with the Land Management Plan and Fire Management Plan.
- c. Provide the Incident Commander with information, analysis and advice on these areas:
  - 1) Rehabilitation requirements and standards.
  - 2) Land ownership
  - 3) Hazardous materials
  - 4) Fuel breaks (locations and specifications)
  - 5) Water sources and ownership
  - 6) Critical watersheds
  - 7) Critical wildlife habitat
  - 8) Noxious weeds/aquatic invasive species
  - 9) Special status species (threatened, endangered, proposed, sensitive)
  - 10) Fisheries
  - 11) Poisonous plants, insects and snakes
  - 12) Mineral resources (oil, gas, mining activities)
  - 13) Archeological site, historic trails, paleontological sites

- 14) Riparian areas
- 15) Military issues
- 16) Utility rights-of-way (power, communication sites)
- 17) Native allotments
- 18) Grazing allotments
- 19) Recreational areas
- 20) Special management areas (cultural sites, 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).

#### **4. Resource Advisor and Agency Administrator Representative**

These 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).

#### **5. Trainees**

Use of trainees is encouraged. On wildland fire incidents, trainees may supervise trainees. However, when assigning trainees to positions where critical life-safety decisions are affected, trainees must be directly supervised by a fully qualified individual. (NWCG Memorandum #018-2010 *Assignment of Trainees to Incident Positions*, April 8, 2010). For example:

- a. A Division Group Supervisor (DIVS) trainee may not work directly for an Operations Section Chief without additional field supervision. The potential for high hazard work with high risk outcomes calls for a fully qualified DIVS to be assigned supervision of the DIVS trainee.
- b. A Supply unit Leader (SPUL) trainee may supervise a Receiving/Distribution Manager (RCDM) trainee. In this case, supervision may be successfully provided in a lower hazard environment with appropriate risk mitigation.



## **E. Incoming Team Transition/Transfer of Command**

Once the decision has been made to mobilize an IMT, the following guidelines assist transition of fire management responsibilities to incoming IMTs.

The ordering unit should accomplish the following actions prior to the arrival of the incoming team:

- Determine incident command post (ICP)/base location.
- Order basic support equipment and supplies for the incident.
- Secure an ample supply of appropriate maps, this is critical.
- Determine the team's transportation needs and obtain vehicles.
- Schedule Agency Administrator briefing time and location.
- Obtain necessary communications equipment.

### **1. Transfer of Command Responsibilities**

- a. 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.
- b. The ordering unit will specify times of arrival and transfer of command and discuss these timeframes with both the incoming and outgoing command structures.
- c. Clear lines of authority must be maintained in order to minimize confusion and maintain operational control.
- d. Transfers of command should occur at the beginning of an operational period, whenever possible.
- e. All operational personnel will be notified on incident command frequencies when transfer of command occurs.

## **2. Agency Administrator Briefing**

- a. This briefing should take place as soon as the incoming team is completely assembled, preferably at a location away from the incident.
- b. Information will be in writing and some may be oral.
- c. A written Delegation of Authority (DOA) and WFDSS document will be completed and provided to the incoming team.
- d. Provide, at a minimum, a written incident brief. **See Appendix 11-1.**

## **3. Local Agency Incident Commander Briefing**

- a. This briefing should take place immediately after the Agency Administrator briefing.
- b. The local Agency IC should be prepared to provide specific information on fire behavior, weather, logistics, and current operations. ICS form 201, Incident Briefing, can be found at <http://www.nwccg.gov/pms/forms/icsforms.htm>.

## **4. Assuming Command of an Incident by an IMT**

Incident management Team and Local Contact

Agency staff should expect the incoming IC to contact the fire's unit dispatch in advance for the following:

- Expected support staff needs.
- Contracting with Agency Administrator to determine briefing time, location, critical issues and/or concerns.
- Team transportation needs.

## **F. Incident Management Considerations**

The rapidly increasing cost of wildfire suppression is of major concern to Agency Administrators. Development of strategy and tactical implementation should evaluate costs commensurate with the values at risk for improvements and private property, as well as for natural resources being protected.

Fire management requires the fire manager and firefighter to select suppression and mop-up tactics commensurate with the wildfire's potential or existing behavior, yet leave minimal environmental impact.

## **1. Incident Business Management**

Specific incident business management guidance is contained in the *Interagency Incident Business Management Handbook* (PMS 902). This handbook was developed to assist participating agencies of the NWCG to constructively work together to provide effective execution of each agency's incident management program by establishing procedures for:

- a. Uniform application of regulations on the use of human resources, including classification, payroll, commissary, injury compensation, and travel.
- b. Acquisition of necessary equipment and supplies from appropriate sources in accordance with applicable procurement regulations.
- c. Managing and tracking government property.
- d. Financial coordination with the protection agency and maintenance of finance, property, procurement, and personnel records and forms.
- e. Use and coordination of incident business management functions as they relate to sharing of resources among federal, state, and local agencies, including the military.
- f. Investigation and reporting of accidents.
- g. Investigating, documenting, and reporting claims.
- h. Documenting costs and implementing cost-effective criteria for managing incident resources.
- i. Non-fire incidents administrative processes.

## **2. Cost Containment**

- a. 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 Decision Support System (WFDSS) documentation. Indirect containment strategies are appropriate only if they are the safest or least costly 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.
- b. 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.
- c. Incident suppression cost objectives will be included as a performance measure in Incident Management Team evaluations.

## **3. Large Fire Cost Reviews**

- a. An Interagency Large Fire Cost Review will be conducted when an incident (single fire or complex) meets or exceeds Federal combined expenditures of \$10 million.
- b. A review may also be conducted when an incident (single fire or fire complex) meets or is expected to meet one or more of the following criteria:
  - 1) The predicted time to achieve the fire management objective exceeds 21 days.
  - 2) There are significant political, social, natural resource, or policy concerns.
  - 3) There are significant and complicated cost-share or multi-jurisdictional issues.
  - 4) The affected agency requests a review.
- c. It is the responsibility of the agency administrator to monitor large fire costs and advise the appropriate individual(s) within their agency of the need for a Large Fire Cost Review.

- d. When a multi-jurisdictional fire requires review, the local agency administrator will determine which agency will be designated as the lead in the review process.
- e. The Regional Fire Management Officer will provide a delegation of authority to the Cost Review Team authorizing the implementation of a review.
- f. The *Large Fire Cost Review Guidebook* and draft Delegation of Authority for use by all federal wildland fire management agencies can be found at <http://www.nwcg.gov/general/memos/nwcg-003-2009.html>

**4. When a written Incident Action Plan is required, suggested components may include**

- a. Objectives
- b. Organization
- c. Weather forecast
- d. Fire behavior forecast
- e. Division assignments
- f. Air operations summary
- g. Safety message
- h. Medical plan
- i. Communications plan
- j. Incident map

**5. The Incident Status Summary (ICS-209)**

Is submitted to the GACC, and 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.

## **6. Large fires**

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.

## **7. FLAME Fund Act**

The FLAME Fund Act will pay the cost of catastrophic emergency wildland fire suppression activities and serve as a reserve fund when appropriations in the regular suppression account are exhausted. DOI Bureaus will comply with the **FLAME Fund Act** for fires occurring from October 1 to Sept 2.

- a. Appropriation funds are:
  - 1) To pay the costs of catastrophic emergency wildland fire suppression activities
  - 2) To serve as a reserve fund when appropriations in the regular suppression account are exhausted.
  - 3) For funds which are strictly from a transfer account; no expenses will be charged directly to the account.
- b. Criteria to qualify for use on an individual fire incident:
  - 1) The Secretary must issue a declaration that the incident is of significant complexity to warrant the deployment of a Type 1 or Type 2 IMT
  - 2) Must be 300 acres or larger
- c. Support documentation will be supplied to OWFC from the Bureaus for any fire that meets or exceeds the thresholds. OWFC will collect documentation for the fire season on or near August 1 and September 1. The type of information to be collected and the source of information for each is:

Type	Data	Steward Source
Jurisdictional Agency Name	Intel	Sit 209
Fire Name and	Intel	Sit 209
FireCode	Intel	Sit 209
Incident State Location	Intel	Sit 209
Estimated Incident Cost	Intel	Sit 209
WFDSS Date	Bureau	NIFC
WFDSS Course of Action	Bureau	NIFC
Complexity Analysis	Local Unit	Districts, Parks, Refuges, Agencies

- d. Documentation will be collected by each Agency/Tribe, Region and BIA- NIFC for any fire that meets FLAME Act criteria on Trust Lands.

## **G. Release of Incident Management Teams From an Incident**

### **1. Process to Release an IMT from an Incident**

- a. 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:
- 1) Remaining organizational needs and structure.
  - 2) Tasks or work to be accomplished.
  - 3) Communication systems and radio frequencies.
  - 4) Local safety hazards and considerations.
  - 5) Incident Action Plan, including remaining resources and weather forecast
  - 6) Facilities, equipment and supply status.
  - 7) Arrangement for feeding remaining personnel.
  - 8) Financial and payment processes needing follow-up.

- 9) Complexity Analysis.
- b. The outgoing team should start phasing in the local team or Agency/Tribal personnel as soon as demobilization begins. The outgoing team should not be released from the incident until agreed upon objectives are met and fire management activity is at the level and workload acceptable to the local unit.

Example of Objectives

- 1) Fire must be controlled or contained.
- 2) Most line personnel and resources not needed for patrol and mop-up are released.
- 3) Incident base shut down, reduced, or in the process.
- 4) Planning Section Chief has prepared a draft of the fire narrative for the close-out debriefing.
- 5) Finance/Administration Section Chief should have most known finance problems resolved. Contact made with local unit administrative personnel to hand over incident finance package.
- 6) Resource rehabilitation work completed or done to local unit's satisfaction.
- 7) Overhead performance ratings are completed.
- 8) Incident close-out debriefing with Agency Administrator. (The IMT should have a closed debriefing session prior to meeting with Agency Administrator)
- 9) Agency Administrator's or representatives should debrief team and prepare evaluation as soon as possible after release.

Should an IMT be assigned to a fire and portions of the above procedures cannot be followed due to emergency conditions or other problems, the assigned IC and staff will work with members of the local unit to obtain information to make the transition period effective and organized.



## **2. Incident Management 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. This delay in preparing the written evaluation will also provide the Agency Administrator with the opportunity to evaluate the IMTs effectiveness with cooperating agencies, the media, and neighbors.

- a. The final evaluation incorporating all of the above elements should be sent to the incident commander and the respective GACC within 60 days.
- b. The Delegation of Authority, the WFDSS documents and other documented agency administrator's direction will serve as the primary standards against which the IMT is evaluated.
- c. The agency administrator will provide a copy of the evaluation to the IC and the Regional/Agency/Tribal FMO, and retain a copy for the final fire package.
- d. The Regional/Agency/Tribal FMO will review all evaluations and will be responsible for providing a copy of evaluations documenting performance to the geographic area board or agency managing the IMT.

## **H. Coordination and Support Organizations**

### **1. Initial Action Dispatch**

- a. An initial Attack Dispatch organization is the primary unit responsible for implementing the initial response to incidents upon report. It is integrated within the fire organization and the decision for deployment of response resources is made by an authorized individual.
- b. IA dispatch is also responsible for coordination of communications and logistical support for incidents and field operations.

## **2. Expanded Dispatch**

- a. 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. This allows initial action dispatchers to concentrate on new starts.
- b. The expanded dispatch coordinator facilitates accomplishment of goals and direction of the agency administrator and, when activated, the Multi Agency Coordinating (MAC) 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:
  - 1) Filling and supervising necessary positions in accordance with coordination complexity.
  - 2) Implementing decisions made by the MAC group
- c. Expanded dispatch facilities and equipment should be pre-identified, procured and available for immediate setup. The following key items should be provided for:
  - 1) Work space separate from, but accessible to, the initial attack organization.
  - 2) Adequate office space (lighting, heating, cooling, security).
  - 3) Communications equipment (telephone, fax, computer hardware with adequate data storage space, priority use and support personnel).
  - 4) Area suitable for briefings (agency administrators, media).
  - 5) Timetable/schedule should be implemented and adhered to (operational period changes, briefings, strategy meetings).
  - 6) A completed and authorized Continuation of Operations Plan (COOP).
  - 7) Qualified personnel on site to staff required operations.

### **3. Buying Teams**

Buying/Payment Teams support incidents by procuring services, supplies, 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.

### **4. Administrative Payment Teams**

Administrative Payment Team (APT) makes payments for large incidents or if the workload on an incident is such that payments cannot be processed in a timely manner. APTs should be requested through normal dispatch channels. The APT reports to the Agency Administrator or other designated personnel (e.g. local unit administrator officer). The *National Mobilization Guide* provides dispatch procedures for the National Park Service APTs. The Agency Administrator provides a DOA to the APT.

### **5. Multi-Agency Coordination Groups:**

- a. Is part of the National Interagency Incident Management System (NIIMS) and are an expansion of the off-site coordination and support system.
- b. Are activated by the Agency administrator(s) when the character and intensity of the emergency situation significantly impacts or involves other agencies.
- c. May be activated to provide support when only one agency has incident(s).
- d. 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.
- e. Relieves the incident support organization (dispatch, expanded dispatch) of the responsibility for making key decisions regarding prioritization of objectives and allocation of critical resources.
- f. Makes coordinated agency administrator level decisions on issues that affect multiple agencies.
- g. Is supported by situation, resource status and intelligence units who collect and assemble data through normal coordination channels.

- h. MAC Group direction is carried out through expanded dispatch organizations.
- i. MAC Group organization relationships
  - 1) A MAC organization represents the agencies from which it is composed.
  - 2) The flow of information is from MAC through the expanded or normal dispatch channels.
  - 3) The organization does not operate directly with the incident command or AC who have responsibility for the management of the on-the-ground incident organizations.
- j. MAC Group activation improves:
  - 1) Interagency coordination at top management levels and provides for allocation and timely commitment of multi-agency emergency resources on any incident.
  - 2) Overall situation status information.
  - 3) Incident priority determination.
  - 4) Resource acquisition or allocation.
  - 5) Tribal, State, federal disaster coordination.
  - 6) Political interfaces.
  - 7) Overall coordinated information provided to the media and agencies involved.

**APPENDIX 11-1**  
**Agency Administrator's Briefing to Incident**  
**Management Team**

General Information	
Name of Incident:	Type of Incident:
Incident Start Date: Time: Cause:	Approximate Size of Incident: Location:
General Weather Conditions:	
Local Weather or Behavioral Conditions:	
Land Status:	
Local Incident Policy:	
Resource Values Threatened:	
Private Property or Structures Threatened:	
Capability of Unit to Support Team (Suppression and Support Resources):	

**Command Information**

Written Delegation of Authority	
Agency: _____ Resource Advisor: _____  Agency Administrator's Representative: _____	
Transition	
Name of Current Incident Commander: _____  Time frame for Team to Assume Command: Date: _____ Time: _____  Recommended Local Participation in IMT Organization: _____  Current IC and Staff Roles Desired after Transition: _____	
Other Incidents in Area: _____	
Other Command Organizations (Unified/Area/MAC): _____	
Local Emergency Operations Center (EOC) Established: _____	
Trainees Authorized: _____	
Legal Considerations (Investigations In Progress): _____	

**Command Information Continued**

Known Political Considerations:
Sensitive Residential and Commercial Developments, Resource Values, Archaeology Sites, Road less, Wilderness, and Unique Suppression Requirements:
Local Social/Economic Considerations:
Private Representatives Such as Timber, Utility, Railroads, and Environmental Groups:
Incident Review Team Assigned (FAST, Audit, Other):

**Incident Information**

Information Organization Reports To	
Incident Commander:	Agency Administrator:
Local Public Affairs:	Other:
Provide Incident Information Updates To	
Unit FMO:	Expanded Dispatch:
Local Public Affairs:	Other:

**Safety Information**

Accidents and Injuries to Date:
Condition of Local Personnel:
Known Hazards:
Injury and Accident Reporting Procedures:



**Planning Section**

General Information
Access to Fax and Copy Machines:  Access to Computers and Printers:
Existing Pre-Attack Plans:
Other Nearby Incidents Influencing Strategy/Tactics/Resources:
Training Specialist Assigned or Ordered:  Training Considerations:

**Planning Section Continued**

Situation Unit	<p>General Weather Conditions/Forecasts:</p> <p>Fire Behavior:</p> <p>Local Unusual Fire Behavior and Fire History in Area of Fire:</p> <p>Fuel Types(s) at Fire:</p> <p>Fuel Types(s) Ahead of Fire:</p>
Resources Unit	<p>Refer to Attached Resource Orders</p> <p>Personnel on Incident (General):</p> <p>Equipment on Incident (General):</p> <p>Resources on Order (General):</p> <p>Incident Demobilization Procedures:</p>

**Operations Section**

Priorities for Control, WFDSS document Approved:	
Current Tactics:	
Incident Accessibility by Engines and Ground Support:	
Air Operations	Air Tactical Group Supervisor:
Air tankers Assigned:	
Effectiveness of Air tankers:	
Air Base(s):	Telephone:

**Operations Section - Continued**

Air Operations
----------------

Helicopters Assigned:

Helibase Location:

Crash/Rescue at Helibase:

FAR 91.137 Assigned (Describe):

Flight Hazard Map Available/Know Hazards in Areas:

Smoke/Visibility Conditions:

Aviation Safety Team Assignment or Ordered:

**Logistics Section**

Facilities Unit	
ICP/Base Pre-Plans:    Yes            No	
ICP/Base Location:	
Catering Service/Meals Provided:	
Shower Facilities:	
Security Considerations:	
Incident Recycling:	
Supply Unit	
Duty Officer or Coordinator Phone Number:	
Expanded Dispatch Organization:	
Supply System to be Used (Local Supply Cache):	
Single Point Ordering:	

**Logistics Section - Continued**

Communications Unit			
Communications System(s)			
NFRC System on Order:	Yes	No	Type:
Local Network Available:	Yes	No	
Temporary			
Cell Phone Cache Available:		Yes	No
Landline Access to ICP:	Yes	No	
Local Telecom Technical Support:			
Ground Support Unit			
Route to ICP/Base:			
Route From ICP/Base to Fire:			
Medical Unit			
Nearest Hospital or Desired Hospital:			
Nearest Burn Center, Trauma Center:			
Nearest Air Ambulance:			

**Finance Section**

Name of Incident Agency Administrative Representative:	
Name of Incident Business Advisor (If Assigned):	
Agreements and Annual Operating Plans in Place:	
Jurisdictional Agencies Involved:	
Need for Cost Share Agreement:	
Cost Unit	
Fiscal Considerations:	
Cost Collection or Trespass:	
Management Codes in Use:	

**Finance Section - Continued**

Procurement Unit	<p>Buying Team in Place or Ordered:</p> <p>Contracting Officer Assigned:</p> <p>Copy of Local Service and Supply Plan Provided:</p> <p>Is all Equipment Inspected and Under Agreement:</p> <p>Emergency Equipment Rental Agreements:</p>
Compensation/Claims Unit	<p>Potential Claims:</p> <p>Status of Claims/Accident Reports:</p>
Time Unit	<p>Payroll Procedure Established for T&amp;A Transmittal:</p>



**APPENDIX 11-2**  
**Wildfire**  
**Delegation of Authority (Example)**

Agency: \_\_\_\_\_

As of 1800, May 20, 2002, I have delegated authority to manage the Crystal River Fire, Number E353, Santa Cruz Resource Area, to Incident Commander Bill Jones and his Incident Management Team.

The fire which originated as four separate lightning strikes occurring on May 17, 2002, is burning in the Crystal River Drainage. My considerations for management of this fire are:

1. Provide for fire fighter and public safety.
2. Manage the fire with as little environmental damage as possible. The guide to minimum impact suppression tactics (MIST) is attached.
3. Key cultural features requiring priority protection are: Scout Cabin, and overlook board walks along the south rim.
4. Key resources considerations are: protecting endangered species by avoiding retardant and foams from entering the stream; if the ponderosa pine timber sale is threatened, conduct a low intensity under burn and clear fuels along road 112.
5. Restrictions for suppression actions include: no tracked vehicles on slopes greater than 20 percent or meadow soils, except where roads exist and are identified for use. No retardant will be used within 100 feet of water.
6. Minimum tools for use are Type 2/3 helicopters, chainsaws, hand tools, and portable pumps.
7. My agency advisor will be Ted Johnson (wildlife biologist).
8. The NE flank of the fire borders private property and must be protected if threatened. John Smith of the South Central Fire Department will be the local representative.
9. Manage the fire cost-effectively for the values at risk.
10. Provide training opportunities for the resources area personnel to strengthen our organizational capabilities.
11. Minimum disruption of residential access to private property, and visitor use consistent with public safety.

\_\_\_\_\_  
(Signature and Title of Agency Administrator)

\_\_\_\_\_  
(Date)

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## APPENDIX 11-3 Incident Commander Briefing

The Incident Briefing, ICS-201 Form Provides the Basis for the Local Incident Commander to Brief the Incoming Team.

### Briefing Information

Forms Available or Attached: G ICS 201      G ICS 215 G ICS 207      G ICS 220 G ICS 209	Other Attachments: G Map of Fire G Aerial Photos G Weather Forecast
Fire Start Date:      Time:  Fire Cause:	
Fuels at Fire:	Fuels Ahead of Fire:
Fire Spread:	Fire Behavior:
Anchor Points:	Natural Barriers:
Perimeter Secured, Control/Mitigation Efforts Taken, and Containment Status:	

**Briefing Information - Continued**

Life, Improvements, Resources and Environmental Issues:		
Weather Forecast:		
Established	Possible Copy Machine Available	
ICP:	Yes	No
Base:	Yes	No
Camp(s):		
Staging Areas(s):		
Safety Issues:	EMS in Place: Yes No	
Air Operations Effectiveness to Date:		
Air Related Issues and Restrictions:		

**Briefing Information - Continued**

Hazards (Aircraft and People):	
Access from Base to Line:	
Personnel and Equipment on Incident (Status and Condition):	
Personnel and Equipment Ordered:	
Cooperating and Assisting Agencies on Scene:	
Helibase/Helispot Locations:	
Facility Fire Protection	
Crash Fire Protection at Helibase:	
Medivac Arrangement:	

**Briefing Information - Continued**

Communication System in Use: Radio _____ Telephone _____ Mobile Phone _____
Water Availability:
Review of Existing Plans for Control in Effect; Copy of Approved WFSAs:
Smoke Conditions:
Local Political Issues:
Damage Assessment Needs:
Security Problems:

### APPENDIX 11-4 Incident Team Evaluation

Team IC: \_\_\_\_\_ Type: \_\_\_\_\_

Incident: \_\_\_\_\_ Fire Number: \_\_\_\_\_

- 1. Did the Team accomplish the objectives described in the Wildland Fire Situation Analysis the Delegation of Authority, and the Agency Administrator Briefing (if available)? Yes No
- 2. Was the Team cost effective in their management of the Incident? Yes No
- 3. Was the Team sensitive to resource limits and environmental concerns? Yes No
- 4. Was the Team sensitive to political and social concerns? Yes No
- 5. Was the Team professional in the manner which they assumed management of the incident, managed the total incident, and returned it to the hosting agency? Yes No
- 6. Did the Team anticipate and respond to changing conditions in a timely and effective manner? Yes No
- 7. Did the Team place the proper emphasis on safety? Yes No
- 8. Did the Team activate and manage the demobilization in a timely, cost-effective manner? Yes No
- 9. Did the Team attempt to use local resources and trainees, and closest available forces to the extent practical? Yes No
- 10. Was the Incident Commander (IC) an effective manager of the Team and its activities? Yes No
- 11. Was the IC obviously in charge of the Team and incident (Was the IC performing a leadership role)? Yes No
- 12. Was the IC aggressive in assuming responsibility for the incident and initiating action? Yes No
- 13. Did the IC express a sincere concern and empathy for the hosting unit and local conditions? Yes No
- 14. Other comments:

\_\_\_\_\_  
Agency Administrator or Agency Representative:

\_\_\_\_\_  
Date:

\_\_\_\_\_  
Incident Commander:

\_\_\_\_\_  
Date:

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**APPENDIX 11-5  
Administrative Payment Team  
Delegation of Authority (Example)**

Date:

To: (Administrative Payment Team Leader)

From: (Superintendent of Agency)

Subject: Delegation of Authority

You are hereby authorized to process vendor payments for supplies, emergency equipment rental agreement payments, services and Casual Emergency Firefighter payments, and issue U.S. Government Treasury Checks on behalf of (Agency) for expenses incurred on the (location of fire). The incident began on (date of incident). The Administrative Payment Team is requested to process payments as efficiently as authorized above during (from date) to (end date). (Approximately), the ending time will be dependent on status on incident, you will be notified.

I understand the original payment documents will be released to the Bureau of Indian Affairs, Accounting Operations Division in (location) for record retention and data entry. You are authorized to charge all expenses to the fire suppression account P11 (organization code) (FY) 92310 (Fire Code), Incident Project Order Number (fire location – WA-YAA-001). I expect to receive copies of all documents that are required for processing payments. This will enable my staff to review all payments made.

(Agency administrator's name), Administrative Officer will be your Liaison Officer for any questions regarding payments and is authorized to sign any documents as required. (Agency Procurement Officer's name), Warranted Officer, will be assisting and coordinating with you to assure correct documentation to pay bills is provided. The Warrant Officer's authority is (amount of Warrant authority).

I understand the team cannot process payments for Tort Claims, National Contracts, Fedstrip, Office of Workman's Compensation invoices, aircraft obligations, travel advances, travel vouchers, and non-emergency items. You are also required to provide copies of Blanket Purchase Agreements, all preseason Emergency Equipment Rental Agreements and Resource Orders for supplies, equipment (which is dozers, engines).

Upon completion of your assignment, we will meet with the team and my staff members to discuss what was accomplished and you will be providing me with a final debriefing which consists of a cost summary of disbursements.

I am also required to provide an Administrative Payment Team Performance and Team Member Rating upon completion of payments.

\_\_\_\_\_  
Agency Administrator or Agency Representative:

\_\_\_\_\_  
Date:

\_\_\_\_\_  
Administrative Payment Team Leader

\_\_\_\_\_  
Date:

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