Chapter 11
Incident Management & Response

National Interagency Incident Management System

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 Framework.

Incident Command System (ICS)

The 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.

Wildland Fire Decision Support System (WFDSS)

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 Incident Complexity Analysis format to replace appendix G. 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.

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
Type 5 Incident Command
Type 4 Incident Command
Type 3 Incident Command
Type 2 Incident Command
Type 1 Incident Command
Wildland Fire Management Teams
NIMO
Area Command
Unified Command

Off Site Coordination and Support
Initial Attack Dispatch
Expanded Dispatch
Buying /Payment Teams
Coordination Centers (Geographic or National)
Multi-Agency Coordinating Groups (Local, Geographic, or National)
National Multiagency Coordination (NMAC)

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) and are established as required to perform key functional responsibilities for the IC.

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 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.

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.

- ***FS -*** *See FSH 5109.17 for additional standards.*

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.* 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. 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 ICT3 is expected to exercise their authority and establish the appropriate organizational structure for each incident based on complexity and span of control.

As an incident escalates, a continuing reassessment 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.

- ***FS*** *- Refer to FSH 5109.17 for additional standards.*

Type 3 experience that is input into the Incident Qualification and Certification System (IQCS) will not exceed an individual's current Incident Qualification Card.

Type 3 Incident Characteristics

- Ad hoc or pre-established type 3 organization managed by an ICT3.
- 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.
- 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.
- Local and non-local resources used.
- Resources vary from several resources to several task forces/strike teams.
- May be divided into divisions.
- May require staging areas and incident base.
- May involve low complexity aviation operations.
- May involve multiple operational periods prior to control, which may require a written Incident Action Plan (IAP).

- 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.
- ICT3's will not serve concurrently as a single resource boss or have any non incident related responsibilities.

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

Most 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.
- 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 WFDSS or other decision support document.
- 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.
- 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 WFDSS or other decision support document.
- Requires a written Delegation of Authority to the incident commander.

Wildland Fire Management Teams (WFMT)

Wildland Fire Management Teams provide land managers with skilled and mobile personnel to assist with the management of wildfires and prescribed fires. WFMT are available as an interagency resource for assignment to all agencies and units.

National Incident Management Organization Teams

Four 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. NIMO teams are mobilized from Boise, Atlanta, Portland and Phoenix.

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 ACDR).

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

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.

IA dispatch is also responsible for coordination of communications and logistical support for incidents and field operations.

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

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 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 required operations.

Buying/Payment 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.

Multi-Agency Coordination (MAC)

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 Wildland Fire Management Team (WFMT) include:

- Conduct an initial briefing to the Incident Management Team (appendix D).
- Provide an approved and certified WFDSS.
- ***FS -*** *Ensure that significant decisions related to strategy and costs are included in a key decision log.*
- Complete an Incident Complexity Analysis (appendix F & G) to accompany the WFDSS
- Issue a written Delegation of Authority (appendix H) to the type 1 or 2 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, agency administrator's intent, 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.
  - Conduct during action reviews with the IC.
  - 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 WFDSS 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 WFDSS.
- 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. The Resource Advisor should 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/aquatic invasive species
- 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 http://www.nifc.gov/.

The ordering host unit will be responsible for retaining the incident documentation package including the 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 and the respective GACC within 60 days. See appendix J for the IMT evaluation form.

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.

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 or agency 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.

Post wildfire activities references can be found in *Interagency Burned Area Emergency Response Guidebook, Interpretation of Department of the Interior 620 DM 3 and USDA Forest Service Manual 2523, For the Emergency Stabilization of Federal and Tribal Trust Lands, Version 4.0 dated Feb. 2006 and "Interagency Burned Area Rehabilitation Guidebook, Interpretation of Department of the Interior 620 DM 3, For the Burned Area Rehabilitation of Federal and Tribal Trust Lands, Version 1.3* dated October 2006 http://www.fws.gov/fire/ifcc/Esr/home.htm.

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 Organization.
- **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 Repair	**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:	Immediately after containment	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 Fire Director	>$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 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 two standing National BAER Teams 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 Teams are dispatched by the National Interagency BAER Team Dispatch Prioritization Criteria Evaluation. http://www.fws.gov/fire/ifcc/Esr/BAER/BAER_Team_Management/BAER teams.htm.. The DOI-BAER Teams should be requested at least 10 days prior to expected date of wildfire containment and ordered through the National Mobilization Guide.*
- ***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 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.

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.

Large Fire Cost Reviews

A large fire cost review will be required for incidents (single fire or complex) that meet or exceed federal combined expenditures of $10 million.

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. 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.

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.

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 http://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 the *Fire Equipment Storage and Refurbishment Standards (www.nwcg.gov).* Those items not identified in this document 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 trackable 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 Management and Environmental Sustainability

Every incident should seek opportunities to reduce unnecessary waste and limit impacts associated with management actions. This may be accomplished, for example, by promoting recycling and encouraging the use of alternative energy sources as long as such efforts do not compromise operational or safety objectives.

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.
- Trackable ID 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 *Interagency Incident Business Management Handbook*. 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/trackable 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 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*.

Unit/Area Closures

Threats to public safety may require temporary closure of a unit/area, or a portion of it. When a fire threatens escape from the unit/area, adjacent authorities must be given as much advance notice as possible in order to achieve orderly evacuation.

Incident Emergency Medical Services

Agencies will follow interim NWCG minimum standards for incident emergency medical services as defined in appendix L (NWCG#011-2208) to assist wildland fire incident commanders with determining the level and number of emergency medical resources and related supplies needed based upon the number of incident personnel. This standard as well as other incident medical information can be found on the Incident Emergency Medical Task Group website at: http://www.nwcg.gov/teams/shwt/iemtg/index.html