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## Chapter 11 Incident Management & Response

### National Response Framework

The 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>

### National Interagency Incident Management System

The National Interagency Incident Management System (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.

### 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.

### 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-hazard incidents.

### Wildland Fire Complexity

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 completing an Incident Complexity Analysis - (Refer to samples in appendix E

1 & F). Units may develop their own Incident Complexity Analysis format to  
2 replace appendix F.

3

#### 4 **Organizational Needs Assessment**

5 The National Wildfire Coordinating Group has adopted the Organizational  
6 Needs Assessment (ONA) as a replacement for the Type 3, Type 2, and Type 1  
7 Incident Complexity Analysis. The Organizational Needs Assessment assists  
8 personnel with evaluating the situation, objectives, risks, and management  
9 considerations of a complex incident and determining the appropriate  
10 organization necessary to manage the incident. The Organizational Needs  
11 Assessment is incorporated into the Wildland Fire Decision Support System  
12 (WFDSS), and is available at: <http://www.wfmrda.nwcg.gov/policy.php>

- 13 • **BLM/NPS-** *For all incidents, managers will determine incident complexity*  
14 *to establish the appropriate Incident Command System (ICS) management*  
15 *structure. Complexity Analysis direction is provided in the Interagency*  
16 *Standards for Fire and Fire Aviation Operations (NFES 2724), the Incident*  
17 *Response Pocket Guide (PMS 461), and the Fireline Handbook (PMS 410-*  
18 *1). For Type 1 and Type 2 incidents, and for incidents managed for*  
19 *resource benefit, managers may use the ONA to supplement the complexity*  
20 *analysis. The ONA provides a more selective assessment of implementation*  
21 *difficulty, decision concerns, and overall risk. As with the Complexity*  
22 *Analysis, this assessment can be used to assist in the selection of the*  
23 *appropriate management organization for a complex incident.*

24

### 25 **Command Organizations**

26

#### 27 **Incident Command**

28 All fires, regardless of complexity, will have an incident commander (IC). The  
29 IC is a single individual responsible to the agency administrator(s) for all  
30 incident activities. Incident Commanders are responsible for:

- 31 • Obtaining a Delegation of Authority and/or expectations to manage the  
32 incident from the agency administrator. For Type 3, 4, or 5 incidents,  
33 delegations/expectations may be written or oral.
- 34 • Ensuring that safety receives priority consideration in all incident activities,  
35 and that the safety and welfare of all incident personnel and the public is  
36 maintained.
- 37 • Assessing the incident situation, both immediate and potential.
- 38 • Maintaining command and control of the incident management  
39 organization.
- 40 • Ensuring transfer of command is communicated to host unit dispatch and to  
41 all incident personnel.
- 42 • Developing incident objectives, strategies, and tactics.
- 43 • Developing the organizational structure necessary to manage the incident.
- 44 • Approving and implementing the Incident Action Plan, as needed.
- 45 • Ordering, deploying, and releasing resources.

- 1 • Ensuring incident financial accountability and expenditures meet agency  
2 policy and standards.  
3 • Ensuring incident documentation is complete.  
4  
5 For purposes of initial attack, the first IC on scene qualified at any level will  
6 assume the duties of initial attack IC. The initial attack IC will assume the  
7 duties and have responsibility for all suppression efforts on the incident up to  
8 his/her level of qualification until relieved by an IC qualified at a level  
9 commensurate with incident complexity.

10  
11 As an incident escalates, a continuing reassessment of the complexity level  
12 should be completed to validate the current command organization or identify  
13 the need for a higher level of incident management.

14  
15 An IC is expected to establish the appropriate organizational structure for each  
16 incident and manage the incident based on his/her qualifications, incident  
17 complexity, and span of control. If the incident complexity exceeds the  
18 qualifications of the current IC, the IC must continue to manage the incident  
19 within his/her capability and span of control until replaced.

20

#### 21 **On-site Command Organizations**

22 Command organizations responsible for incident management include:

- 23 • Type 5 Incident Command  
24 • Type 4 Incident Command  
25 • Type 3 Incident Command  
26 • Type 2 Incident Command  
27 • Type 1 Incident Command  
28 • Wildland Fire Management Teams  
29 • National Incident Management Organizations (NIMO)  
30 • Area Command  
31 • Unified Command

32

#### 33 **Type 5 Incidents**

34

##### 35 **Type 5 Incident Characteristics**

- 36 • Ad hoc organization managed by a Type 5 Incident Commander.  
37 • Primarily local resources used.  
38 • ICS command and general staff positions are not activated.  
39 • Resources vary from two to six firefighters.  
40 • Incident is generally contained within the first burning period and often  
41 within a few hours after resources arrive on scene.  
42 • Additional firefighting resources or logistical support are not usually  
43 required.  
44 • May require a Published Decision in WFDSS.

45

**1 Type 5 Incident Command**

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

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

**9 Type 4 Incidents****11 Type 4 Incident Characteristics**

- 12 • Ad hoc organization managed by a Type 4 Incident Commander.
- 13 • Primarily local resources used.
- 14 • ICS command and general staff positions are not activated.
- 15 • Resources vary from a single resource to multiple resource task forces or  
16 strike teams.
- 17 • Incident is usually limited to one operational period in the control phase.  
18 Mop-up may extend into multiple operational periods.
- 19 • Written incident action plan (IAP) is not required. A documented  
20 operational briefing will be completed for all incoming resources. Refer to  
21 the *Incident Response Pocket Guide* for a briefing checklist.
- 22 • May require a Published Decision in WFDSS or other decision support  
23 document.

24  
25 Incidents not meeting these characteristics should have a documented  
26 Complexity Analysis (Appendix F) verifying the Type 4 command organization  
27 is appropriate.

**29 Type 4 Incident Command**

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

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

**37 Type 3 Incidents****39 Type 3 Incident Characteristics**

- 40 • Ad hoc or pre-established Type 3 organization managed by a Type 3  
41 Incident Commander.
- 42 • The IC develops the organizational structure necessary to manage the  
43 incident. Some or all of ICS functional areas are activated, usually at the  
44 Division/Group Supervisor and/or unit leader level.

- 1 • The Incident Complexity Analysis process is formalized and certified daily
- 2 with the jurisdictional agency. It is the IC’s responsibility to continually
- 3 reassess the complexity level of the incident. When the complexity analysis
- 4 indicates a higher complexity level the IC must ensure that suppression
- 5 operations remain within the scope and capability of the existing
- 6 organization and that span of control is consistent with established ICS
- 7 standards.
- 8 • Local and non-local resources used.
- 9 • Resources vary from several resources to several task forces/strike teams.
- 10 • May be divided into divisions.
- 11 • May require staging areas and incident base.
- 12 • May involve low complexity aviation operations.
- 13 • May involve multiple operational periods prior to control, which may
- 14 require a written Incident Action Plan (IAP).
- 15 • Documented operational briefings will occur for all incoming resources and
- 16 before each operational period. Refer to the *Incident Response Pocket*
- 17 *Guide* for a briefing checklist.
- 18 • ICT3’s will not serve concurrently as a single resource boss or have any
- 19 non-incident related responsibilities.
- 20 • May require a Published Decision in WFDSS.
- 21 • May require a written Delegation of Authority.

22

23 **Type 3 Incident Command**

24 Type 3 Incident Commanders (ICT3s) are qualified according to the 310-1.

25 When ICT3s are required to manage an incident, they must not have concurrent

26 responsibilities that are not associated with the incident and they must not

27 concurrently perform single resource boss duties.

28

29 Other than the Incident Commander, command and general staff positions have

30 not been established at the Type 3 complexity level. However, a Type 3

31 incident may require additional functional positions to assist the Incident

32 Commander. The following table lists minimum qualification requirements for

33 these functional responsibilities.

34

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 3 (ICT3)
Safety	Line Safety Officer
Operations	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.

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

2

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

6

## 7 **Type 2 Incidents**

8

### 9 **Type 2 Incident Characteristics**

- 10 • Pre-established incident management team managed by Type 2 Incident  
11 Commander.
- 12 • ICS command and general staff positions activated.
- 13 • Many ICS functional units required and staffed.
- 14 • Geographic and/or functional area divisions established.
- 15 • Complex aviation operations.
- 16 • Incident command post, base camps, staging areas established.
- 17 • Incident extends into multiple operational periods.
- 18 • Written Incident Action Plan required for each operational period.
- 19 • Operations personnel often exceed 200 per operational period and total  
20 personnel may exceed 500.
- 21 • Requires a Published Decision in WFDSS or other decision support  
22 document.
- 23 • Requires a written Delegation of Authority to the Incident Commander.

24

### 25 **Type 2 Incident Command**

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

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

32

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**Type 1 Incidents****Type 1 Incident Characteristics**

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

**Type 1 Incident Command**

Type 1 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 command and general staff duties must be qualified at the Type 1 level according to the *310-1* standards.

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

**Incident Management Teams****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.

**Type 2 Incident Management Teams**

Most Type 2 teams are managed by Geographic Area Multi-Agency Coordinating Groups and are coordinated by the Geographic Area Coordination Centers. Some Type 2 teams are managed by non-federal agencies (e.g. state or local governments) and availability of these teams is determined on a case by case basis.

**Type 1 Incident Management Teams**

Type 1 teams are managed by Geographic Area Multi-Agency Coordinating Groups and are mobilized by the Geographic Area Coordination Centers. At

1 national preparedness levels 4 and 5, these teams are managed by the National  
2 Multi-Agency Coordinating Group (NMAC).

3

#### 4 **National Incident Management Organization Teams**

5 Four National Incident Management Organization (NIMO) teams are configured  
6 as short Type I Incident Management Teams. Each team has a full-time Type 1  
7 Incident Commander and six full-time Type 1 Command & General Staff.

8 NIMO teams are mobilized from Boise, Atlanta, Portland, and Phoenix. The  
9 primary focus of the National Incident Management Organization is  
10 management of complex incidents.

11

12 In addition to complex incident management, these teams have year-round "non-  
13 incident" duties in support of fire and aviation management, including training,  
14 quality assurance activities, fuels management, fuels implementation, fire and  
15 resource management support, NWCG projects, cost containment, and  
16 leadership development.

17

#### 18 **Area Command**

19 Area Command is an Incident Command System organization established to  
20 oversee the management of large or multiple incidents to which several Incident  
21 Management Teams have been assigned. Area Command may become Unified  
22 Area Command when incidents are multi-jurisdictional. The determining factor  
23 for establishing area command is the span of control of the agency  
24 administrator.

25

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

- 28 • Area Commander (ACDR).
- 29 • Assistant Area Commander, Planning (AAPC).
- 30 • Assistant Area Commander, Logistics (AALC).
- 31 • Area Command Aviation Coordinator (ACAC).

32

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

35

36 Area Command Functions include:

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



## 1 **Unified Command**

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

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

14

15 Advantages of Unified Command are:

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

24

## 25 **Coordination and Support Organizations**

26

27 Organizations that provide coordination and support to on-site command  
28 organizations include:

- 29 • Initial Attack Dispatch
- 30 • Expanded Dispatch
- 31 • Buying/Payment Teams
- 32 • National and Geographic Area Coordination Centers (refer to Chapter 8)
- 33 • Local, Geographic Area, and National Multi-Agency Coordinating (MAC)  
34 Groups

35

### 36 **Initial Attack Dispatch**

37 An initial attack dispatch organization is the primary unit responsible for  
38 implementing the initial response to incidents upon report. It is integrated  
39 within the fire organization and the decision for deployment of response  
40 resources is made by an authorized individual.

41

42 Initial attack dispatch is also responsible for coordination of communications  
43 and logistical support for incidents and field operations.

44

45

**1 Expanded Dispatch**

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

6  
7 The Expanded Dispatch Coordinator facilitates accomplishment of goals and  
8 direction of the agency administrator and, when activated, the Multi Agency  
9 Coordinating Group. The position may be filled by the person normally  
10 managing the day-to-day operations of the center or an individual from a higher  
11 level of management. The Expanded Dispatch Coordinator is responsible for:

- 12 • Filling and supervising necessary positions in accordance with coordination  
13 complexity.
- 14 • Implementing decisions made by the Multi-Agency Coordination (MAC)  
15 group.

16  
17 Expanded dispatch facilities and equipment should be pre-identified, procured,  
18 and available for immediate setup. The following key items should be provided:

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

**28 Buying/Payment Teams**

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

**34 Multi-Agency Coordination (MAC)**

35  
36 Multi-Agency Coordination Groups are part of the National Interagency  
37 Incident Management System (NIIMS) and are an expansion of the off-site  
38 coordination and support system. MAC groups are activated by the Agency  
39 administrator(s) when the character and intensity of the emergency situation  
40 significantly impacts or involves other agencies. A MAC group may be  
41 activated to provide support when only one agency has incident(s). The MAC  
42 group is made up of agency representatives who are delegated authority by their  
43 respective agency administrators to make agency decisions and to commit  
44 agency resources and funds. The MAC group relieves the incident support  
45

1 organization (dispatch, expanded dispatch) of the responsibility for making key  
2 decisions regarding prioritization of objectives and allocation of critical  
3 resources. The MAC group makes coordinated agency administrator level  
4 decisions on issues that affect multiple agencies. The MAC group is supported  
5 by situation, resource status and intelligence units who collect and assemble data  
6 through normal coordination channels.

7

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

14

15 MAC groups may be activated at the local, geographic, or national level.  
16 National level and Geographic Area level MAC groups should be activated in  
17 accordance with the preparedness levels criteria established in the National and  
18 Geographic Area Mobilization Guides.

19

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

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

30

31 Activation of a MAC group improves interagency coordination and provides for  
32 allocation and timely commitment of multi-agency emergency resources.

33 Participation by multiple agencies in the MAC effort will improve:

- 34 ● Overall situation status information.
- 35 ● Incident priority determination.
- 36 ● Resource acquisition and allocation.
- 37 ● State and Federal disaster coordination.
- 38 ● Political interfaces.
- 39 ● Consistency and quality of information provided to the media and involved  
40 agencies.
- 41 ● Anticipation of future conditions and resource needs.

42

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## 1 **Wildland Fire Decision Support System (WFDSS)**

2

3 The Wildland Fire Decision Support System (WFDSS) is a web-based decision  
4 support system that provides a single dynamic documentation system for use  
5 beginning at the time of discovery and concluding when the fire is declared out.

6 It can be scaled and modified as the incident duration and complexity changes.

7 WFDSS is a linear process of fire documentation and analysis for the agency  
8 administrator to describe the basic fire situation, create incident objectives and  
9 requirements, develop a course of action, validate key dependencies, and  
10 evaluate risks. To support the decision process, spatial data within WFDSS  
11 allows users to display the fire situation, quantify values at risk, perform fire  
12 behavior analysis and predictions, and develop management strategies. These  
13 combined features allow the Agency Administrator to make an informed  
14 decision for management of the incident considering safety, complexity, risk,  
15 and economics.

16

17 The utility of WFDSS assists Line Officers by providing a system with a host of  
18 tools to aid decision making. WFDSS provides situational assessment, unit  
19 level strategic objectives and management requirements, fire behavior and  
20 growth analysis, and economic assessment. The framework within the system  
21 provides space to document risk, organizational need, incident objectives and  
22 requirements, courses of action, and decision rationale. WFDSS provides a  
23 system for periodic review of decisions and allows creation of new decisions as  
24 needed. For detailed information on the tools and capabilities in WFDSS, and  
25 how managers may use the tools, refer to Appendix N.

26

27 WFDSS will be used for decision support documentation for all fires that escape  
28 initial attack or exceed initial response. These incidents will have a Published  
29 Decision within WFDSS. A Published WFDSS Decision establishes objectives,  
30 a course of action and rationale for incidents with varying duration, spread  
31 potential, costs, or other considerations. The level of documentation to publish a  
32 decision should be commensurate to the incident duration, spread potential, cost,  
33 or relative risk. Agency-specific direction established in memos or other policy  
34 documents may further define WFDSS documentation requirements. Reference  
35 the NWCG memorandum # 012-2011, "Wildland Fire Decision Support System  
36 (WFDSS) Decision Documentation and GACG Responsibilities" for NWCG  
37 guidance on decision publication.

- 38 • *BLM-Refer to Chapter 2 for additional requirements for WFDSS*  
39 *implementation.*

40

### 41 **Initial Decision**

42 An initial decision should be published within 24 hours after the determination  
43 that a published decision is needed, or within 24 hours of requesting an incident  
44 management team.

45

46

- 1 Considerations for determining that a decision is needed include:
- 2 ● The fire has not been contained by initial attack resources dispatched to the
  - 3 fire.
  - 4 ● The fire will not have been contained within the initial attack management
  - 5 objectives established for that zone or area according to the unit's planning
  - 6 documents.
  - 7 ● The incident objectives include both protection and resource benefit
  - 8 elements consistent with land management planning documents.
  - 9 ● The fire affects or is likely to affect more than one agency or more than one
  - 10 administrative unit within a single agency (for example more than one
  - 11 National Forest).
  - 12 ● The fire is burning into or expected to burn into wildland-urban interface.
  - 13 ● Significant safety or other concerns such as air quality are present or
  - 14 anticipated.
  - 15 ● The relative risk assessment indicates the need for additional evaluation and
  - 16 development of best management practices for achieving land and resource
  - 17 objectives.
  - 18 ● The criteria for Flame Act funding are anticipated to be met and
  - 19 documentation will be needed.

20

21 Initial published decisions may not need a great deal of detail or supporting

22 analyses, assuming that the fire has not exhibited extraordinary burning

23 conditions or emerged quickly as a high complexity incident. Even in those rare

24 cases where a fire almost immediately becomes high complexity, providing

25 clear initial direction quickly to those responsible for managing the fire while

26 more detailed analyses are prepared can be critical.

27

#### 28 **New Decision**

29 Specific variables influence incident complexity and the social and political

30 considerations that come into play, especially on multijurisdictional fires with

31 multiple decision-makers. As incident complexity rises it may become

32 necessary for additional supporting analyses to inform decision making. The

33 more supporting analyses needed, the more time required to complete those

34 analyses. Depending on the complexity of the incident, a new decision should

35 be published within 2-3 days for less complex incidents and within 4-7 days for

36 more complex incidents. The same criteria above plus the following

37 considerations can guide determinations about publishing a new decision:

- 38 ● The periodic assessment indicates the course of action (decision) is no
- 39 longer valid.
- 40 ● The management needs of the incident exceed existing capability.
- 41 ● The expected costs of incident management exceed agency-established
- 42 thresholds.
- 43 ● The fire moves or is expected to move beyond the planning area analyzed.

- 1 • Management Action Points have been established since the initial decision  
2 was published and additional information is needed to further manage the  
3 incident over time.
- 4 • The line officer is considering ordering an IMT.
- 5
- 6 Additional information about WFDSS can be found in Appendix N. User  
7 support information, training materials, and other resources can be found at the  
8 WFDSS homepage. <http://wfdss.usgs.gov/>

### 9

#### 10 **WFDSS Support**

11 A National Fire Decision Support Center (NFDSC) has been established to  
12 support analysis used in wildland fire decision making and WFDSS. The  
13 NFDSC seeks to develop, improve, and increase production and operation use of  
14 decision support products. The NFDSC provides direct decision support,  
15 mentoring, and training to develop and strengthen regional/state and unit level  
16 decision support capacity. Information for requesting assistance from the  
17 NFDSC can be found at <http://www.wfmrda.nwcg.gov/nfdsc.php> or from the  
18 WFDSS homepage. <http://wfdss.usgs.gov/>

#### 19

#### 20 **WFDSS Decision Approval and Publication**

21 Decisions in WFDSS are approved and published by the appropriate Line  
22 Officer as defined in the tables below. Incident privileges must be assigned  
23 within WFDSS to designate the approver. During the approval process, prior to  
24 publishing a decision, the periodic assessment timeframe can be set.

25

26 It is imperative that a decision be reviewed carefully as once approved and  
27 published, a decision becomes a system of record and all WFDSS users can  
28 view the information. Additionally, the action CANNOT be undone. If there is  
29 an error in the information, or new information is added for documentation or  
30 update (i.e. fire behavior, Management Action Points) a new decision must be  
31 made to officially update the record.

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1 **WFDSS Approval Requirements by Agency**

2

3

**DOI WFDSS Approval Requirements**

<b>Cost Estimate<sup>1</sup></b>	<b>WFDSS Approval</b>
Less Than \$5 Million	Agency Superintendent, Park Superintendent, Field/District/Refuge Manager
\$5 Million - \$10 Million	State/Regional Director <sup>2</sup>
Greater Than \$10 Million	National Director <sup>2</sup>

4

5

**USFS WFDSS Approval Requirements**

<b>Incident Type</b>	<b>USFS Approval</b>
Type III, IV, V	District Ranger level with oversight by the Forest Supervisor
Type II	Forest Supervisor level with oversight by the Regional Forester
Type I	Regional Forester level with National oversight <sup>3</sup>

6 <sup>1</sup>**DOI-** Cost estimate should be based on proportionate agency share of the total  
7 estimated cost of the incident. For example, on a \$20 million fire managed by a  
8 Type 1 IMT that is 98% FS, 1% BLM, and 1% NPS, the USFS National  
9 Director and the BLM and NPS local agency administrators would be the  
10 certifying officials in a jointly published WFDSS decision.

11 <sup>2</sup>**DOI-** State/Regional Directors and National Director may delegate WFDSS  
12 approval authority as per agency policy.

13 <sup>3</sup>**FS-** This authority may be delegated to the next level provided that the line  
14 officer at the next level meets Line Officer wildfire response certification  
15 requirements.

16

**Managing the Incident**

18

**Agency Administrator Responsibilities**

20 The Agency Administrator (AA) manages the land and resources on their  
21 organizational unit according to the established land management plan. Fire  
22 management is part of that responsibility. The AA establishes specific  
23 performance objectives for the incident commander (IC) and delegates the  
24 authority to the IC to take specific actions to meet those objectives.

25

26 AA responsibilities to a Type 1 or 2 Incident Management Team (IMT) or  
27 Wildland Fire Management Team (WFMT) include:

- 28 • Conduct an initial briefing to the Incident Management Team (appendix D).
- 29 • Provide an approved and certified WFDSS.

- 1 ○ *FS* - Ensure that significant decisions related to strategy and costs are
- 2 included in WFDSS.
- 3 ● Complete an Incident Complexity Analysis (Appendix E & F) to
- 4 accompany the WFDSS Published Decision.
- 5 ○ *FS*- Complete an Organizational Needs Assessment (ONA) for Type I,
- 6 II, and III incidents within WFDSS.
- 7 ● Coordinate with neighboring agencies on multi-jurisdiction fires to issue a
- 8 joint delegation of authority and develop a single Published Decision in
- 9 WFDSS for the management of unplanned ignitions.
- 10 ● Issue a written Delegation of Authority (appendix G) to the Type 1 or 2
- 11 Incident Commander and to other appropriate officials, Agency
- 12 Administrator Representative, Resource Advisor, and Incident Business
- 13 Advisor. The delegation should:
  - 14 ○ State specific and measurable objectives, priorities, expectations,
  - 15 Agency Administrator's intent, constraints, and other required
  - 16 direction.
  - 17 ○ Establish the specific time for transfer of command.
  - 18 ○ Assign clear responsibilities for initial attack.
  - 19 ○ Define your role in the management of the incident.
  - 20 ○ Conduct during action reviews with the IC.
  - 21 ○ Assign a resource advisor(s) to the IMT.
  - 22 ○ Define public information responsibilities.
  - 23 ○ If necessary, assign a local government liaison to the IMT.
  - 24 ○ Assign an Incident Business Advisor (IBA) to provide incident
  - 25 business management oversight commensurate with complexity.
  - 26 ○ Direct IMT to address rehabilitation of areas affected by suppression
  - 27 activities.
- 28 ● Coordinate mobilization with the Incident Commander:
  - 29 ○ Negotiate filling of mobilization order with the IC.
  - 30 ○ Establish time and location of agency administrator briefing.
  - 31 ○ Consider approving support staff additional to the IMT as requested by
  - 32 the IC.
  - 33 ○ Consider authorizing transportation needs as requested by the IC.

34  
35 In situations where one agency provides fire suppression service under  
36 agreement to the jurisdictional agency, both jurisdictional and protecting  
37 agencies will be involved in the development of and signatories to the  
38 Delegation of Authorities and the Published Decision in WFDSS to the incident  
39 management teams.

#### 40 **Agency Administrator Representative Responsibilities**

42 The Agency Administrator Representative (the on-scene agency administrator)  
43 is responsible for representing the political, social, and economic issues of the  
44 agency administrator to the Incident Commander. This is accomplished by  
45 participating in the agency administrator briefing, in the IMT planning and  
46 strategy meetings and in the operational briefings.



- 1 Responsibilities include representing the Agency Administrator to the IMT  
2 regarding:
- 3 ● Compliance with the Delegation of Authority and the Published Decision in  
4 WFDSS.
  - 5 ● Public Concerns (air quality, road or trail closures, smoke management,  
6 threats)
  - 7 ● Public safety (evacuations, access/use restrictions, temporary closures)
  - 8 ● Public information (fire size, resources assigned, threats, concerns, appeals  
9 for assistance)
  - 10 ● Socioeconomic, political, or tribal concerns
  - 11 ● Land and property ownership concerns
  - 12 ● Interagency and inter-governmental issues
  - 13 ● Wildland urban interface impacts
  - 14 ● Media contacts

15

#### 16 **Resource Advisor Responsibilities**

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

- 23 ● Rehabilitation requirements and standards
- 24 ● Land ownership
- 25 ● Hazardous materials
- 26 ● Fuel breaks (locations and specifications)
- 27 ● Water sources and ownership
- 28 ● Critical watersheds
- 29 ● Critical wildlife habitat
- 30 ● Noxious weeds/aquatic invasive species
- 31 ● Special status species (threatened, endangered, proposed, sensitive)
- 32 ● Fisheries
- 33 ● Poisonous plants, insects and snakes
- 34 ● Mineral resources (oil, gas, mining activities)
- 35 ● Archeological site, historic trails, paleontological sites
- 36 ● Riparian areas
- 37 ● Military issues
- 38 ● Utility rights-of-way (power, communication sites)
- 39 ● Native allotments
- 40 ● Grazing allotments
- 41 ● Recreational areas
- 42 ● Special management areas (wilderness areas, wilderness study areas,  
43 recommended wilderness, national monuments, national conservation areas,

1 national historic landmarks, areas of critical environmental concern,  
2 research natural areas, wild and scenic rivers)

3  
4 The Resource Advisor and Agency Administrator Representative positions are  
5 generally filled by local unit personnel. These positions may be combined and  
6 performed by one individual. Duties are stated in the *Resource Advisor's Guide*  
7 *for Wildland Fire (NWCG PMS 313, NFES 1831, Jan 2004)*.

#### 9 **Use of Trainees**

10 Use of trainees is encouraged. On wildland fire incidents, trainees may  
11 supervise trainees. However, when assigning trainees to positions where critical  
12 life-safety decisions are affected, trainees must be directly supervised by a fully  
13 qualified individual. For example:

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

22  
23 For more information, refer to *NWCG Memorandum #018-2010 Assignment of*  
24 *Trainees to Incident Positions (April 8, 2010)*

#### 26 **Incident Action Plan**

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

#### 32 **Incident Status Reporting**

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

37  
38 Large fires are classified as 100 acres or larger in timber fuel types, 300 acres or  
39 larger in grass fuel types, or when a Type 1 or 2 Incident Management Team is  
40 assigned. A report should be submitted daily until the incident is contained.  
41 The Agency Administrator may require additional reporting times. Refer to  
42 local, zone and/or GACC guidance for additional reporting requirements.

#### 44 **Incident History and Financial Records**

45 Wildland fire incidents on Federal lands managed by the FS and DOI (except  
46 BIA) require creation of an Incident History File (IHF) to document significant

1 events, actions taken, lessons learned and other information with long-term  
2 value for managing natural resources. IHF contents and instructions, and tools  
3 for creating the IHF are found at  
4 <http://www.nwcg.gov/policies/records/index.html>

5  
6 The host unit will be responsible for retaining the incident documentation  
7 package including the IHF and financial records.

#### 9 **Document and Computer Security**

10 Precautions must be taken to secure incident information in its various formats.  
11 All forms of information shall be treated as Controlled Unclassified Information  
12 (CUI) and care must be exercised when handling the data to prevent the  
13 inadvertent viewing or unauthorized disclosure of information. CUI paper  
14 copies that compromise privacy and security shall be shredded before disposal  
15 when no longer needed. All computers used at the incident must be patched and  
16 have anti-virus software installed with recently updated definition files. All  
17 media used to transfer information into the incident (for example, but not limited  
18 to: USB flash drives, portable hard drives and CD/DVDs) must be scanned prior  
19 to use. Autorun capabilities must be disabled to prevent the spread of malware.  
20 All computers and storage devices shall be physically secured at all times.

#### 22 **Transfer of Command**

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

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

#### 40 **Release of Incident Management Teams**

41 The release of a Type 1 or 2 IMT should follow an approved transfer of  
42 command process. The Agency Administrator must approve the date and time  
43 of the transfer of command. The transition plan should include the following  
44 elements:

- 45 • Remaining organizational needs and structure.
- 46 • Tasks or work to be accomplished.

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- 1 • Communication systems and radio frequencies.
- 2 • Local safety hazards and considerations.
- 3 • Incident Action Plan, including remaining resources and weather forecast
- 4 • Facilities, equipment, and supply status.
- 5 • Arrangement for feeding remaining personnel.
- 6 • Financial and payment processes needing follow-up.
- 7 • Complexity Analysis/Organizational Needs Assessment.

8

### 9 **Team Evaluation**

10 At completion of assignment, Incident Commanders will receive a written  
11 performance evaluation from the Agency Administrator(s) prior to the teams'  
12 release from the incident. Certain elements of this evaluation may not be able to  
13 be completed at the closeout review. These include accountability and property  
14 control, completeness of claims investigation/documentation, and completeness  
15 of financial and payment documentation.

16

17 The final evaluation incorporating all of the above elements should be sent to  
18 the incident commander and the respective GACC within 60 days. See  
19 appendix I for the IMT evaluation form.

20

21 The Delegation of Authority, the Published Decision in WFDSS, and other  
22 documented Agency Administrator's direction will serve as the primary  
23 standards against which the IMT is evaluated.

24

25 The Agency Administrator will provide a copy of the evaluation to the IC and  
26 the state/regional FMO, and retain a copy for the final fire package.

27

28 The state/regional FMO will review all evaluations and will be responsible for  
29 providing a copy of evaluations documenting performance to the Geographic  
30 Area Coordinating Group or agency managing the IMT.

31

### 32 **Unit/Area Closures**

33

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

38

### 39 **Incident Emergency Management Planning and Services**

40

41 Refer to chapter 7 for further guidance.

42

### 43 **Operational Guidelines for Aquatic Invasive Species**

44

45 In order to prevent the spread of aquatic invasive species, it is important that fire  
46 personnel not only recognize the threat aquatic invasive species pose to

1 ecological integrity, but how our fire operations and resulting actions can  
2 influence their spread. Each local land management unit may have specific  
3 guidelines related to aquatic invasive species. Therefore, it is recommended that  
4 you consult established local jurisdictional guidelines for minimizing the spread  
5 of aquatic invasive species and for equipment cleaning guidance specific to  
6 those prevalent areas and associated species. To minimize the potential  
7 transmission of aquatic invasive species, it is recommended that you:

- 8 • Consult with local biologists, Resource Advisors (READ) and fire  
9 personnel for known aquatic invasive species locations in the area and avoid  
10 them when possible.
- 11 • Avoid entering (driving through) water bodies or saturated areas whenever  
12 possible.
- 13 • Avoid transferring water between drainages or between unconnected waters  
14 within the same drainage when possible.
- 15 • Use the smallest screen possible that does not negatively impact operations  
16 and avoid sucking organic and bottom substrate material into water intakes  
17 when drafting from a natural water body.
- 18 • Avoid obtaining water from multiple sources during a single operational  
19 period when possible.
- 20 • Remove all visible plant parts, soil and other materials from external  
21 surfaces of gear and equipment after an operational period. If possible,  
22 power-wash all accessible surfaces with clean, hot water (ideally > 140° F)  
23 in an area designated by a local READ.
- 24 ○ *BLM- For additional information and guidelines please refer to the links  
25 provided in the document titled BLM Fire Program Aquatic Invasive  
26 Species Guidance found at:  
27 <http://web.blm.gov/internal/fire/fpfm/docs/aquatic.pdf>*

#### 29 **Noxious Weed Prevention**

30  
31 To reduce the transport, introduction, and establishment of noxious weeds or  
32 other invasive species on the landscape due to fire suppression activities, all fire  
33 suppression and support vehicles, tools, and machinery should be cleaned at a  
34 designated area prior to arriving and leaving the incident. Onsite fire equipment  
35 should be used to thoroughly clean the undercarriage, fender wells, tires,  
36 radiator, and exterior of the vehicle. Firefighter personnel should clean personal  
37 equipment, boots, clothing, etc. of weed or other invasive species materials,  
38 including visible plant parts, soil, and other materials as identified by the fire  
39 resource advisor. The cleaning area should also be clearly marked to identify  
40 the area for post fire control treatments, as needed.

41  
42 Ensure that seed mixes, mulch, and/or straw wattles contain no federally or state  
43 designated noxious weeds by using seed mixes, mulches or straw wattles that  
44 have been examined by a laboratory or have current weed free certification from  
45 a state seed laboratory or equivalent qualified testing agent.

46

**1 Responding to Non-Wildland Fire Incidents**

2

3 Managers will avoid giving the appearance that their wildland fire suppression  
4 resources are trained and equipped to perform structure, vehicle, and dump fire  
5 suppression, to respond to hazardous materials releases, or to perform  
6 emergency medical response for the public.

7

**8 Wildland Urban Interface**

9 The operational roles of the federal agencies as partners in the wildland urban  
10 interface are wildland firefighting, hazard reduction, cooperative prevention and  
11 education, and technical assistance. Structural fire suppression is the  
12 responsibility of tribal, state, or local governments. Federal agencies may assist  
13 with exterior structural fire protection activities under formal fire protection  
14 agreements that specify the mutual responsibilities of the partners, including  
15 funding (Some federal agencies have full structural protection authority for their  
16 facilities on lands they administer and may also enter into formal agreements to  
17 assist state and local governments with structural protection).

18

19 *Review and Update of the 1995 Federal Wildland Fire Management*  
20 *Policy, January 2001, page 23.*

21

22 Funding is not provided to prepare for or respond to emergency non-wildland  
23 fire response activities such as structure fires, vehicle fires, dump fires,  
24 hazardous materials releases, and emergency medical responses. Managers  
25 must ensure that fire management plans, interagency agreements, and annual  
26 operating plans clearly state agency and cooperator roles and responsibilities for  
27 non-wildland fire response activities that agency personnel are exposed to as a  
28 result of working in the interagency fire environment. Managers will also  
29 ensure that federal wildland fire resources are not identified on run cards or in  
30 dispatch plans for non-wildland fire responses.

31

**32 Structure, Vehicle, Dumpster, Trash, and Landfill Fires**

33 Firefighters will not take direct suppression action on structure, vehicle,  
34 dumpster, trash, or landfill fires. Structure, vehicle, and landfill fire suppression  
35 is not a functional responsibility of wildland fire resources. These fires have the  
36 potential to emit high levels of toxic gases. This policy will be reflected in  
37 suppression response plans.

38

39 Firefighters who encounter structure, vehicle, or landfill fires during normal  
40 wildland fire suppression duties, or who are dispatched to such fires due to  
41 significant threat to adjacent agency protected lands/resources, will not engage  
42 in direct suppression action. Structure protection (not suppression) activities  
43 will be limited to exterior efforts, and only when such actions can be  
44 accomplished safely and in accordance with established wildland fire operations  
45 standards.

- 1 • **NPS-** For structural fire (including vehicle, trash and dumpster fires)  
2 response, training, medical examination, and physical fitness requirements,  
3 and hazardous material response or control guidance, refer to chapter 3.
- 4 • **FS-** Wildfires other than vegetation (such as dumpster, trash, landfill, or  
5 vehicle) as the primary fuel present hazards that are outside of the basic  
6 wildland firefighters training and protective equipment. Response actions  
7 will be limited to protection of life, property, and resources when they can  
8 be safely undertaken with proper risk assessment and mitigation. When  
9 agency employees are trained, qualified, and equipped to take action on  
10 other than vegetation fires, they may do so with proper risk assessment and  
11 mitigation (*Incident Response Pocket Guide, PMS 461*).

### 12 **Public Emergency Medical Response**

13 Public emergency medical response is not a functional responsibility of wildland  
14 fire resources, and should not be part of a preplanned response that requires  
15 these duties. When wildland firefighters encounter emergency medical response  
16 situations, their efforts should be limited to immediate care (e.g. first aid, first  
17 responder) actions that they are trained and qualified to perform.

- 18 • **NPS-** *NPS employees who provide emergency medical services will adhere  
19 to the requirements contained in Director's Order and Reference Manual  
20 #51, Emergency Medical Services.*

### 21 **Post Wildfire Activities**

22  
23  
24  
25 Each wildland fire management agency is responsible for taking prompt action  
26 to determine the need for, and to prescribe and implement, emergency  
27 treatments to minimize threats to life or property or to stabilize and prevent  
28 unacceptable degradation to natural and cultural resources resulting from the  
29 effects of a fire on the lands they manage.

30 Post wildfire activities references can be found in *Interagency Burned Area  
31 Emergency Response Guidebook, Interpretation of Department of the Interior  
32 620 DM 3 and USDA Forest Service Manual 2523, For the Emergency  
33 Stabilization of Federal and Tribal Trust Lands, Version 4.0 dated Feb. 2006*  
34 and *Interagency Burned Area Rehabilitation Guidebook, Interpretation of  
35 Department of the Interior 620 DM 3, For the Burned Area Rehabilitation of  
36 Federal and Tribal Trust Lands, Version 1.3 dated October 2006.*  
37 <http://www.fws.gov/fire/ifcc/Esr/home.htm>.

38  
39 Damages resulting from wildland fires are addressed through four activities:

- 40 • **Wildfire Suppression Activity Damage Repair** - Planned actions taken to  
41 repair the damages to resources, lands, and facilities resulting from wildfire  
42 suppression actions and documented in the Incident Action Plan. These  
43 actions are usually implemented immediately after containment of the  
44 wildfire by the Incident Management Organization.
- 45 • **Emergency Stabilization** - Planned actions to stabilize and prevent  
46 unacceptable degradation to natural and cultural resources, to minimize

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**11-23**

- 1 threats to life or property resulting from the effects of a wildfire, or to
- 2 repair/replace/construct physical improvements necessary to prevent
- 3 degradation of land or resources. Emergency stabilization actions must be
- 4 taken within one year following containment of a wildland fire and
- 5 documented in a Burned Area Emergency Response Plan.
- 6 ● Rehabilitation - Efforts taken within three years of containment of a
- 7 wildland fire to repair or improve wildfire-damaged lands unlikely to
- 8 recover naturally to management approved conditions, or to repair or
- 9 replace minor facilities damaged by wildfire. These efforts are documented
- 10 in a separate Burned Area Rehabilitation Plan.
- 11 ● Restoration - Continuing the rehabilitation beyond the initial three years or
- 12 the repair or replacement of major facilities damaged by the wildfire.

13

14 **Post-Fire Activities**

	<b>Suppression Repair</b>	<b>Emergency Stabilization</b>	<b>Rehabilitation</b>	<b>Restoration</b>
<b>Objective:</b>	Repair suppression damages	Protect life and property	Repair damages	Long Term Ecosystem Restoration
<b>Damage due to:</b>	Suppression activities	Post-fire events	Fire	Fire
<b>Urgency:</b>	Immediately after containment	1-12 months	1-3 years	3 + years
<b>Responsibility</b>	Agency Administrator	Agency administrator	Agency administrator	Agency administrator
<b>Funding type:</b>	Suppression (fire)	Emergency Stabilization	Rehabilitation	Regular program

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1

**Emergency Stabilization Approval Authorities**

	<b>BIA</b>	<b>BLM</b>	<b>FWS</b>	<b>NPS</b>	<b>FS</b>
<b>Local Approval Level</b>	<\$250,000 Agency Supt.	\$0 Field/ District Manager	\$0 Refuge Manager	\$0 Park Supt.	\$0 District Ranger
					\$0 Forest Supervisor
<b>Regional/State Approval Level</b>	\$250,000- \$500,000 Regional Director	<\$100,000 State Director	<\$500,000 Regional Director with Regional Fire Management Coordinator concurrency	<\$500,000 Regional Director	\$500,000 Western Regional Foresters
					\$100,000 Eastern Regional Foresters
<b>National Approval Level</b>	>\$500,000 Director of Fire Management	>\$100,000 Director	>\$500,000 Chief, Branch of Fire Management	>\$500,000 Chief, Division of Fire and Aviation	>\$100,000 or \$500,000 Chief

2

**Burned Area Emergency Response (BAER) Teams**

3 BAER Teams are a standing or ad hoc group of technical specialists (e.g.,  
4 hydrologists, biologists, soil scientists, etc.) that develop and may implement  
5 portions of the Burned Area Emergency Response Plans. They will meet the  
6 requirements for unescorted personnel found in Chapter 07 under “Visitors to  
7 the Fireline” when working within the perimeter of an uncontrolled wildfire.  
8 The team’s skills and size should be commensurate with the size and complexity  
9 of the wildfire.  
10

11

12 It is the Agency Administrator’s responsibility to designate an interdisciplinary  
13 BAER team. However, BAER teams must coordinate closely with IC and  
14 Incident Management teams to work safely and efficiently. Initial requests for  
15 funding for BAER should be submitted to the appropriate Agency Administrator  
16 for approval within 7 calendar days after the total containment of the fire. If  
17 additional time is needed, extensions may be negotiated with those having  
18 approval authority.

- 19 • *DOI - The Department of the Interior maintains two standing National*  
20 *BAER Teams with pre-identified positions listed in the National Interagency*  
21 *Mobilization Guide and are comprised of personnel from the Bureau of*  
22 *Indian Affairs, Bureau of Land Management, National Park Service, Fish*  
23 *and Wildlife Service and Forest Service. The DOI-BAER Teams are*  
24 *dispatched by the National Interagency BAER Team Dispatch Prioritization*

- 1 *Criteria Evaluation.*  
2 *[http://www.fws.gov/fire/ifcc/Esr/BAER/BAER\\_Team\\_Management/2006%20](http://www.fws.gov/fire/ifcc/Esr/BAER/BAER_Team_Management/2006%20BAERTeam%20call-out%20criteria.pdf)*  
3 *[OBAERTeam%20call-out%20criteria.pdf.](http://www.fws.gov/fire/ifcc/Esr/BAER/BAER_Team_Management/2006%20BAERTeam%20call-out%20criteria.pdf)*
- 4 ● ***DOI-** The DOI-BAER Teams should be requested at least 10 days prior to*  
5 *expected date of wildfire containment and ordered as per the National*  
6 *Mobilization Guide.*
  - 7 ● ***FS -** The Forest Service utilizes BAER Teams through a pool of resources*  
8 *with the skills identified by the receiving unit. When needed, BAER*  
9 *personnel from other units can either be contacted directly or through*  
10 *dispatch. Placing a general fire resource order for BAER team members*  
11 *via dispatch is not appropriate for ad hoc Forest Service teams. See FSM*  
12 *2523 and FSH 2509.13 for agency specific policy and direction for BAER*  
13 *teams.*

## 15 **Incident Business Management**

16  
17 Specific incident business management guidance is contained in the *Interagency*  
18 *Incident business Management Handbook* (PMS 902). This handbook assists  
19 participating agencies of the NWCG to constructively work together to provide  
20 effective execution of each agency's incident management program by  
21 establishing procedures for:

- 22 ● Uniform application of regulations on the use of human resources, including  
23 classification, payroll, commissary, injury compensation, and travel.
- 24 ● Acquisition of necessary equipment and supplies from appropriate sources  
25 in accordance with applicable procurement regulations.
- 26 ● Managing and tracking government property.
- 27 ● Financial coordination with the protection agency and maintenance of  
28 finance, property, procurement, and personnel records and forms.
- 29 ● Use and coordination of incident business management functions as they  
30 relate to sharing of resources among federal, state, and local agencies,  
31 including the military.
- 32 ● Investigation and reporting of accidents.
- 33 ● Investigating, documenting, and reporting claims.
- 34 ● Documenting costs and implementing cost-effective criteria for managing  
35 incident resources.
- 36 ● Non-fire incidents administrative processes.

## 38 **Cost Management**

39 The primary criteria for choosing suppression strategies are to minimize costs  
40 without compromising safety. Planned and actual suppression costs must be  
41 commensurate with the values to be protected. They must be included and  
42 displayed in the Wildland Fire Decision Support System (WFDSS) Published  
43 Decision. Indirect containment strategies are appropriate only if they are the  
44 safest or least costly option. Selection of these strategies must be carefully  
45 scrutinized when fire danger trends are rising. Long duration wildfires need to

1 be closely evaluated to ensure that operations are not occurring beyond the point  
2 of diminishing returns.

3  
4 An Incident Business Advisor (IBA) must be assigned to any fire with costs of  
5 \$5 million or more. The complexity of the incident and the potential costs  
6 should be considered when assigning either an IBA1 or IBA2. If a qualified  
7 IBA is not available, the approving official will appoint a financial advisor to  
8 monitor expenditures.

9  
10 Incident cost objectives will be included as a performance measure in Incident  
11 Management Team evaluations.

### 12 13 **Large Fire Cost Reviews**

14 An Interagency Large Fire Cost Review will be conducted when an incident  
15 (single fire or complex) meets or exceeds Federal combined expenditures of \$10  
16 million.

17  
18 A review may also be conducted when an incident (single fire or fire complex)  
19 meets or is expected to meet one or more of the following criteria:

- 20 • The predicted time to achieve the fire management objective exceeds 21  
21 days.
- 22 • There are significant political, social, natural resource, or policy concerns.
- 23 • There are significant and complicated cost-share or multi-jurisdictional  
24 issues.
- 25 • The affected agency requests a review.

26  
27 It is the responsibility of the agency administrator to monitor large fire costs and  
28 advise the appropriate individual(s) within their agency of the need for a Large  
29 Fire Cost Review. When a multi-jurisdictional fire requires review, the local  
30 agency administrator will determine which agency will be designated as the lead  
31 in the review process.

32  
33 The Agency Director will provide a delegation of authority to the Cost Review  
34 Team authorizing the implementation of a review.

35  
36 The *Large Fire Cost Review Guidebook* and draft Delegation of Authority for  
37 use by all federal wildland fire management agencies can be found at  
38 <http://www.nwccg.gov/general/memos/nwccg-003-2009.html>.

### 39 40 **FLAME Act Responsibilities**

41 To comply with protocols for the Forest Land Assistance, Management, and  
42 Enhancement (FLAME) Act, local units should forward a copy of the completed  
43 complexity analysis (Appendix E) through the State/Regional Office to the  
44 National Office. FLAME Act information should be forwarded for any fires  
45 occurring on their agency's lands (or on lands protected by that agency under

- 1 formal agreement) that are managed by a Type 1 or Type 2 Incident  
2 Management Team, and are 300 acres or larger.
- 3 • **BLM-** *The Complexity Analysis should be forwarded by the State to the*  
4 *Division of Budget and Evaluation, Fire and Aviation (FA-400). The*  
5 *Division of Budget and Evaluation will also extract supporting*  
6 *documentation from the Wildland Fire Decision Support System.*
  - 7 • **FS-** *Regions are required to submit the following information to*  
8 *FLAME@fs.fed.us for fires that are eligible for FLAME Act funding:*
    - 9 ○ *Incident job code*
    - 10 ○ *Incident number*
    - 11 ○ *Name of fire*
    - 12 ○ *Type of team(s) that was actually mobilized to the fire*
    - 13 ○ *Complexity Analysis/Organizational Needs Assessment*

## 15 Cache Management

16  
17 Agencies often serve as interagency partners in national support caches and  
18 local area support caches, and may operate single agency initial attack caches.  
19 All caches will maintain established stocking levels, receive and process orders  
20 from participating agencies and follow ordering and fire replenishment  
21 procedures as outlined by the national and geographic area cache management  
22 plans and mobilization guides.

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

### 25 National Interagency Support Caches

26 There are eleven National Interagency Support Caches (NISCs); nine are  
27 managed by the Forest Service, and two are managed by the BLM. The eleven  
28 national caches are part of the National Fire Equipment System (NFES). Each  
29 of these caches provides incident support in the form of equipment and supplies  
30 to units within their respective geographic areas. The NFES cache system may  
31 support other emergency, disaster, fire-related or land management activities,  
32 provided that such support is permitted by agency policies and does not  
33 adversely affect the primary mission. These national caches do not provide  
34 supplies and equipment to restock local caches for non-incident requests. Non-  
35 emergency (routine) orders should be directed to the source of supply, e.g., GSA  
36 or private vendors. The Great Basin Cache at NIFC provides publications  
37 management support to the National Wildfire Coordinating Group (NWCG).  
38 Reference the *NWCG, National Fire Equipment System Catalog (NFES 0362)*  
39 for more detailed information.

40  
41 Forest Service National Symbols Program distribution is through the Northeast  
42 Area National Interagency Support Cache. This material is coordinated by the  
43 USDA Forest Service, under advisement of the National Association of State  
44 Foresters' (NASF) Cooperative Forest Fire Prevention Committee (CFFP) and  
45 the DOI Bureau of Land Management. Materials include Smokey Bear  
46 prevention items and Junior Forest Ranger environmental educational materials.

1 Northeast Area National Interagency Support Cache also distributes DOI Fire  
2 Education materials and provides resource kits for National Fire Prevention  
3 Teams. The website at <http://www.symbols.gov/> contains the catalog of these  
4 materials and offers information having to do with these programs.

5

#### 6 **Local Area Interagency Support Caches**

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

10

#### 11 **Initial Response Caches**

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

15

### 16 **Inventory Management**

17

#### 18 **System Implementation**

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

25

#### 26 **Reporting Requirements**

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

29

30 All items reported will conform to refurbishment standards set forth in the *Fire*  
31 *Equipment Storage and Refurbishment Standards (PMS 448)* available at  
32 [www.nwcg.gov](http://www.nwcg.gov). Those items not identified in this document will not be  
33 refurbished.

34

#### 35 **Accountability**

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

43

#### 44 **Trackable Items**

45 Include items that a cache may track due to dollar value, sensitive property  
46 classification, limited quantities available, or other criteria set by each NISC.

1 Items that are considered trackable are usually engraved or tagged with a cache  
2 trackable identification number. These items must be returned to the issuing  
3 cache at the end of the incident use, or documentation must be provided to the  
4 issuing cache as to why it was not returned. All trackable items are also  
5 considered durable. 100 percent accountability is expected on trackable items.

6

#### 7 **Durable Items**

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

- 12 • 10% for water handling accessories, helicopter accessories, tents and camp  
13 items such as heaters, lights, lanterns, tables, and chairs.
- 14 • 20% for hose, tools, backpack pumps, sleeping bags, pads, and cots.
- 15 • 30% for personal protective equipment.

16

#### 17 **Consumable Items**

18 Include items normally expected to be consumed during incident use.  
19 Consumable items returned in unused condition are credited to the incident.  
20 Examples of consumable items are: batteries, plastic canteens, cubitainers,  
21 forms, MREs, fuses, hot food containers, petroleum products, and medical  
22 supplies.

23

#### 24 **Incident Management and Environmental Sustainability**

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

30

#### 31 **Incident to Incident Transfer of Supplies and Equipment**

32 Transfer of supplies and equipment between incidents is not encouraged, due to  
33 the increased possibility of accountability errors. In instances when it is  
34 determined to be economically feasible and operationally advantageous, the  
35 following must be accomplished by the Supply Unit Leader from the incident  
36 that is releasing the items.

37

38 Documentation will be completed on the *Interagency Incident Waybill (NFES*  
39 *#1472)* and must include the following:

- 40 • NFES Number.
- 41 • Quantity.
- 42 • Unit of Issue.
- 43 • Description.
- 44 • Trackable ID number, if item is trackable.
- 45 • Receiving incident name, incident number, and resource request number.

- 1 • The Supply Unit Leader will send the waybill transfer information to the  
2 servicing NISC to maintain proper accountability recording.  
3  
4 Upon request, the servicing NISC can provide the Supply Unit Leader with and  
5 Outstanding Items Report to facilitate accurate waybill documentation.  
6

### 7 **Fire Loss Tolerance Reporting for Type 1 and 2 Incidents**

8 In order to help managers keep incident-related equipment and supply loss to a  
9 minimum, incident management teams (IMT)'s are required to maintain  
10 accountability and tracking of these items. Guidelines and procedures to assist  
11 with this accountability are provided in Chapter 30 of the *Interagency Incident*  
12 *Business Management Handbook*. To further facilitate these procedures and  
13 provide oversight, a fire loss report has been developed that provides detailed  
14 information regarding used and trackable item use. This report has been  
15 accepted by NWCG for all wildland fire agencies and will be compiled for all  
16 type 1 and type 2 incidents. Investigations may be conducted in those cases  
17 where loss/use tolerances rates may have been exceeded.  
18

19 These reports are compiled by the NISC servicing the particular incident.  
20 Reports will then be forwarded to the responsible local office, with a copy to the  
21 state/regional FMO, within 60 days of the close of the incident to meet these  
22 time limits. The following steps must be followed to insure accurate reports:

- 23 • At the close of each incident, all property must be returned to the servicing  
24 NFES cache.  
25 • If accountable/trackable property has been destroyed or lost, appropriate  
26 documentation must be provided to the cache for replacement and updating  
27 property records.  
28 • All property purchased with emergency fire funds for an incident must be  
29 returned to the NFES cache system.  
30 • All unused consumable and/or durable NFES items must be returned to the  
31 servicing NFES cache within 30 days of control of the incident.  
32 • Agency administrators/fire management officers must review the fire loss  
33 report and recommend appropriate follow-up action if losses are excessive.  
34 Those actions and recommendations should be documented and filed in the  
35 final incident records.  
36

### 37 **Incident Supply and Equipment Return Procedures**

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

- 40 • Items meeting NFES standards will be returned to the local or geographic  
41 area cache for reuse within the fire supply system.  
42 • Items not meeting the prescribed NFES standards will be purchased with  
43 project funds by the local unit if the items are needed for program use.  
44 • Items will be delivered to the unit's excess property program for disposal.  
45

1 **Cache Returns and Restock Procedures**

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

11

12 **Incident Replacement of Government Property**

13 Refer to the *IIBMH*, Chapter 30 for procedures governing property management  
14 relating to incident activities. The Agency Administrator is responsible for  
15 providing agency property management guidelines and/or procedures to incident  
16 personnel.

17

18 Damage or Loss for assigned property is addressed under *IIBMH* Chapter 30.  
19 Specialty or non-cache items originally provided by the home unit through the  
20 use of preparedness funds will be replaced by home unit funds if the loss is due  
21 to normal wear and tear. If the government property is damaged on the incident  
22 due to a specific event, e.g., wind event damages tent, the incident may, upon  
23 receipt of required documentation and proof of damage, authorize replacement  
24 using the *Incident Replacement Requisition (OF-315)*. Cache items will be  
25 replaced at the incident if available. Cache items that are not available at the  
26 incident may be authorized for restocking at the home unit via an authorized  
27 *Incident Replacement Requisition*.