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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/national-response-framework>.

National Incident Management System

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

Incident Management and Coordination Components of NIMS

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

1 Incidents not meeting the recommended incident typing characteristics below
2 should have a documented Complexity Analysis (Appendix F) verifying the
3 command organization is appropriate.

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 **Command Organizations**

25 **Incident Command**

26 All wildfires, regardless of complexity, will have an Incident Commander (IC).
27 The IC is a single individual responsible to the Agency Administrator(s) for all
28 incident activities. ICs are qualified according to the NWCG Wildland Fire
29 Qualifications Systems Guide PMS 310-1 (NFES # 310-1) and any additional
30 agency requirements. The IC may assign personnel to any combination of ICS
31 functional area duties in order to operate safely and effectively. ICS functional
32 area duties should be assigned to the most qualified or competent individuals
33 available.

34 Incident Commanders are responsible for:

- 35 • Obtaining a Delegation of Authority and/or expectations to manage the
36 incident from the Agency Administrator. For Type 3, 4, or 5 incidents,
37 delegations/expectations may be written or oral;
- 38 • Ensuring that safety receives priority consideration in all incident activities,
39 and that the safety and welfare of all incident personnel and the public is
40 maintained;
- 41 • Assessing the incident situation, both immediate and potential;

- 1 • Maintaining command and control of the incident management
2 organization;
- 3 • Ensuring transfer of command is communicated to host unit dispatch and to
4 all incident personnel;
- 5 • Developing incident objectives, strategies, and tactics;
- 6 • Developing the organizational structure necessary to manage the incident;
- 7 • Approving and implementing the Incident Action Plan, as needed;
- 8 • Ordering, deploying, and releasing resources;
- 9 • Ensuring incident financial accountability and expenditures meet agency
10 policy and standards; and
- 11 • Ensuring incident documentation is complete.

12
13 For purposes of initial attack, the first IC on scene qualified at any level will
14 assume the duties of initial attack IC. The initial attack IC will assume the
15 duties and have responsibility for all suppression efforts on the incident up to
16 his/her level of qualification until relieved by an IC qualified at a level
17 commensurate with incident complexity.

18
19 As an incident escalates, a continuing reassessment of the complexity level
20 should be completed to validate the current command organization or identify
21 the need for a higher level of incident management.

22
23 An IC is expected to establish the appropriate organizational structure for each
24 incident and manage the incident based on his/her qualifications, incident
25 complexity, and span of control. If the incident complexity exceeds the
26 qualifications of the current IC, the IC must continue to manage the incident
27 within his/her capability and span of control until replaced.

28 **On-site Command Organizations**

29 Command organizations responsible for incident management include:

- 31 • Type 5 Incident Command;
- 32 • Type 4 Incident Command;
- 33 • Type 3 Incident Command;
- 34 • Type 2 Incident Command;
- 35 • Type 1 Incident Command;
- 36 • Wildland Fire Management Teams;
- 37 • National Incident Management Organizations (NIMO);
- 38 • Area Command; and
- 39 • Unified Command.

40 **Incident Characteristics**

41 **Type 5 Incident Characteristics**

- 42
- 43
- 44 • Ad hoc organization managed by a Type 5 Incident Commander.
- 45 • Primarily local resources used.

- 1 • ICS command and general staff positions are not activated.
- 2 • Resources vary from two to six firefighters.
- 3 • Incident is generally contained within the first burning period and often
- 4 within a few hours after resources arrive on scene.
- 5 • Additional firefighting resources or logistical support are not usually
- 6 required.
- 7 • May require a Published Decision in WFDSS.

8

9 **Type 4 Incident Characteristics**

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

22

23 **Type 3 Incident Characteristics**

- 24 • Ad hoc or pre-established Type 3 organization managed by a Type 3
- 25 Incident Commander.
- 26 • The IC develops the organizational structure necessary to manage the
- 27 incident. Some or all of ICS functional areas are activated, usually at the
- 28 Division/Group Supervisor and/or unit leader level.
- 29 • The Incident Complexity Analysis process is formalized and certified daily
- 30 with the jurisdictional agency. It is the IC's responsibility to continually
- 31 reassess the complexity level of the incident. When the complexity analysis
- 32 indicates a higher complexity level the IC must ensure that suppression
- 33 operations remain within the scope and capability of the existing
- 34 organization and that span of control is consistent with established ICS
- 35 standards.
- 36 • Local and non-local resources used.
- 37 • Resources vary from several resources to several task forces/strike teams.
- 38 • May be divided into divisions.
- 39 • May require staging areas and incident base.
- 40 • May involve low complexity aviation operations.
- 41 • May involve multiple operational periods prior to control, which may
- 42 require a written Incident Action Plan (IAP).
- 43 • Documented operational briefings will occur for all incoming resources and
- 44 before each operational period. Refer to the *Incident Response Pocket*
- 45 *Guide* for a briefing checklist.

- 1 • ICT3s will not serve concurrently as a single resource boss or have any non-
- 2 incident related responsibilities.
- 3 • May require a Published Decision in WFDSS.
- 4 • May require a written Delegation of Authority.

6 **Type 3 Incident Command**

7 When ICT3s are required to manage an incident, they must not have concurrent
8 responsibilities that are not associated with the incident and they must not
9 concurrently perform single resource boss duties.

10

11 The NWCG has not established Command and General Staff positions at the
12 Type 3 complexity level, with the exception of Incident Commander Type 3
13 (ICT3). However, a Type 3 incident may require additional functional positions
14 to assist the Incident Commander. The following table lists minimum
15 qualification requirements for these functional responsibilities.

16

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 (SOFR)
Operations	Task Force Leader (TFLD)
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.

17

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

21

22 **Type 2 Incident Characteristics**

- 23 • Pre-established incident management team managed by Type 2 Incident
24 Commander.
- 25 • ICS command and general staff positions activated.
- 26 • Many ICS functional units required and staffed.

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- 1 • Geographic and/or functional area divisions established.
- 2 • Complex aviation operations.
- 3 • Incident command post, base camps, staging areas established.
- 4 • Incident extends into multiple operational periods.
- 5 • Written Incident Action Plan required for each operational period.
- 6 • Operations personnel often exceed 200 per operational period and total
- 7 personnel may exceed 500.
- 8 • Requires a Published Decision in WFDSS or other decision support
- 9 document.
- 10 • Requires a written Delegation of Authority to the Incident Commander.

11

Type 2 Incident Command

12 These ICs command pre-established Incident Management Teams that are
13 configured with ICS Command Staff, General Staff and other leadership and
14 support positions. Personnel performing specific Type 2 command and general
15 staff duties must be qualified at the Type 1 or Type 2 level according to the *310-*
16 *1* standards and any additional agency requirements.

17

Type 1 Incident Characteristics

- 19 • Pre-established incident management team managed by Type 1 Incident
- 20 Commander.
- 21 • ICS command and general staff positions activated.
- 22 • Most ICS functional units required and staffed.
- 23 • Geographic and functional area divisions established.
- 24 • May require branching to maintain adequate span of control.
- 25 • Complex aviation operations.
- 26 • Incident command post, incident camps, staging areas established.
- 27 • Incident extends into multiple operational periods.
- 28 • Written Incident Action Plan required for each operational period.
- 29 • Operations personnel often exceed 500 per operational period and total
- 30 personnel may exceed 1000.
- 31 • Requires a Published Decision in WFDSS or other decision support
- 32 document.
- 33 • Requires a written Delegation of Authority to the Incident Commander.

34

Type 1 Incident Command

36 These ICs command pre-established Incident Management Teams that are
37 configured with ICS Command Staff, General Staff and other leadership and
38 support positions. Personnel performing specific Type 1 command and general
39 staff duties must be qualified at the Type 1 level according to the *310-1*
40 standards and any additional agency requirements.

41

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45

1 Incident Management Teams

2

3 Type 2 Incident Management Teams

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

9

10 Type 1 Incident Management Teams

11 Type 1 teams are managed by Geographic Area Multi-Agency Coordinating
12 Groups and are mobilized by the Geographic Area Coordination Centers. At
13 national preparedness levels 4 and 5, these teams are managed by the National
14 Multi-Agency Coordinating Group (NMAC).

15

16 National Incident Management Organization Teams

17 Four National Incident Management Organization (NIMO) teams are configured
18 as short Type I Incident Management Teams. Each team has a full-time Type 1
19 Incident Commander and six full-time Type 1 Command & General Staff.
20 NIMO teams are mobilized from Boise, Atlanta, Portland, and Phoenix. The
21 primary focus of the National Incident Management Organization is
22 management of complex incidents.

23

24 In addition to complex incident management, these teams have year-round "non-
25 incident" duties in support of fire and aviation management, including training,
26 quality assurance activities, fuels management, fuels implementation, fire and
27 resource management support, NWCG projects, cost containment, and
28 leadership development.

29

30 Area Command

31 Area Command is an Incident Command System organization established to
32 oversee the management of large or multiple incidents to which several Incident
33 Management Teams have been assigned. Area Command may become Unified
34 Area Command when incidents are multi-jurisdictional. The determining factor
35 for establishing area command is the span of control of the Agency
36 Administrator.

37

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

- 40 • Area Commander (ACDR);
- 41 • Assistant Area Commander, Planning (AAPC);
- 42 • Assistant Area Commander, Logistics (AALC); and
- 43 • Area Command Aviation Coordinator (ACAC).

44

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

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1 Area Command Functions include:

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

12 **Unified Command**

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

- 21 • Determining overall strategies;
- 22 • Selecting alternatives;
- 23 • Ensuring that joint planning for tactical activities is accomplished; and
- 24 • Maximizing use of all assigned resources.

25 Advantages of Unified Command are:

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

36 **Coordination and Support Organizations**

37 Organizations that provide coordination and support to on-site command
38 organizations include:

- 39 • Initial Attack Dispatch;
- 40 • Expanded Dispatch;
- 41 • Buying/Payment Teams;
- 42 • National and Geographic Area Coordination Centers (refer to Chapter 8);
- 43 • Local, Geographic Area, and National Multi-Agency Coordinating (MAC)
44 Groups.

1 Refer to Chapter 19 for Initial Attack and Expanded Dispatch information.

2

3 **Buying/Payment Teams**

4 Buying/Payment Teams support incidents by procuring services, supplies, and
5 renting land, facilities, and equipment. These teams may be ordered when
6 incident support requirements exceed local unit capacity. These teams report to
7 the Agency Administrator or the local unit administrative officer. See the
8 *Interagency Incident Business Management Handbook* for more information.

9

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

11 Multi-Agency Coordination Groups are part of the National Interagency
12 Incident Management System (NIIMS) and are an expansion of the off-site
13 coordination and support system. MAC groups are activated by the Agency
14 Administrator(s) when the character and intensity of the emergency situation
15 significantly impacts or involves other agencies. A MAC group may be
16 activated to provide support when only one agency has incident(s). The MAC
17 group is made up of agency representatives who are delegated authority by their
18 respective Agency Administrators to make agency decisions and to commit
19 agency resources and funds. The MAC group relieves the incident support
20 organization (dispatch, expanded dispatch) of the responsibility for making key
21 decisions regarding prioritization of objectives and allocation of critical
22 resources. The MAC group makes coordinated Agency Administrator level
23 decisions on issues that affect multiple agencies. The MAC group is supported
24 by situation, resource status and intelligence units who collect and assemble data
25 through normal coordination channels.

26

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

33

34 MAC groups may be activated at the local, geographic, or national level.
35 National level and Geographic Area level MAC groups should be activated in
36 accordance with the preparedness levels criteria established in the National and
37 Geographic Area Mobilization Guides.

38

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

- 41 ● Provides expertise on the functions of the MAC group and on the proper
42 relationships with dispatch centers and incident managers;
- 43 ● Fills and supervises necessary unit and support positions as needed, in
44 accordance with coordination complexity;
- 45 ● Arranges for and manages facilities and equipment necessary to carry out
46 the MAC group functions;

- 1 • Facilitates the MAC group decision process; and
- 2 • Implements decisions made by the MAC group.
- 3
- 4 Activation of a MAC group improves interagency coordination and provides for
- 5 allocation and timely commitment of multi-agency emergency resources.
- 6 Participation by multiple agencies in the MAC effort will improve:
- 7 • Overall situation status information;
- 8 • Incident priority determination;
- 9 • Resource acquisition and allocation;
- 10 • State and Federal disaster coordination;
- 11 • Political interfaces;
- 12 • Consistency and quality of information provided to the media and involved
- 13 agencies; and
- 14 • Anticipation of future conditions and resource needs.
- 15

16 **Wildland Fire Decision Support System (WFDSS)**

17
18 The Wildland Fire Decision Support System (WFDSS) is a web-based decision
19 support system that provides a single dynamic documentation system for use
20 beginning at the time of discovery and concluding when the fire is declared out.
21 WFDSS allows the Agency Administrator to describe the fire situation, create
22 Incident Objectives and Requirements, develop a Course of Action, evaluate
23 risks, and publish a decision.

24
25 For detailed information on the tools and capabilities in WFDSS, and how
26 managers may use the tools, refer to Appendix N.

27
28 WFDSS will be used for decision support documentation for all fires that escape
29 initial attack or exceed initial response. These incidents will have a Published
30 Decision within WFDSS. A Published WFDSS Decision establishes objectives,
31 a Course of Action and Rationale for incidents with varying duration, spread
32 potential, costs, or other considerations. The level of documentation to publish a
33 decision should be commensurate to the incident duration, spread potential, cost,
34 or Relative Risk. Agency-specific direction established in memos or other
35 policy documents may further define WFDSS documentation requirements.

36
37 Reference the NWCG memorandum # 012-2011, "Wildland Fire Decision
38 Support System (WFDSS) Decision Documentation and GACG
39 Responsibilities" for NWCG guidance on decision publication.

- 40 • **BLM**-Refer to Chapter 2 for additional requirements for WFDSS
41 implementation.
- 42 • **NPS**- Refer to Chapter 3 for additional requirements for WFDSS
43 implementation.
- 44
- 45

1 Initial Decision

2 An initial decision should be published within 24 hours after the determination
3 that a Published Decision is needed, or within 24 hours of requesting an incident
4 management team.

5

6 Considerations for determining that a decision is needed include:

- 7 • The fire has not been contained by initial attack resources dispatched to the
8 fire;
- 9 • The fire will not have been contained within the initial attack management
10 objectives established for that zone or area according to the unit's planning
11 documents;
- 12 • The Incident Objectives include both protection and resource benefit
13 elements consistent with land management planning documents;
- 14 • The fire affects or is likely to affect more than one agency or more than one
15 administrative unit within a single agency (for example more than one
16 National Forest);
- 17 • The fire is burning into or expected to burn into wildland-urban interface.
- 18 • Significant safety or other concerns such as air quality are present or
19 anticipated;
- 20 • The Relative Risk Assessment indicates the need for additional evaluation
21 and development of best management practices for achieving land and
22 resource objectives; and
- 23 • The criteria for Flame Act funding are anticipated to be met and
24 documentation will be needed.

25

26 New Decision

27 As incident complexity increases or decreases, it may become necessary for
28 additional supporting analyses to inform decision making. If additional analysis
29 indicates the Decision needs modification, a new decision is required.

30 Depending on the complexity of the incident, a new decision should be
31 published within 2-3 days for less complex incidents and within 4-7 days for
32 more complex incidents. The same criteria above plus the following
33 considerations can guide determinations about publishing a new decision:

- 34 • The Periodic Assessment indicates the Course of Action (Decision) is no
35 longer valid;
- 36 • The management needs of the incident exceed existing capability;
- 37 • The expected costs of incident management exceed the estimated costs in
38 the initial Decision or agency-established thresholds for level of approval
39 authority;
- 40 • The fire moves or is expected to move beyond the Planning Area analyzed;
- 41 • Management Action Points have been established since the initial Decision
42 was published and additional information is needed to further manage the
43 incident over time; and
- 44 • The line officer is considering ordering an IMT.

45

1 Additional information about WFDSS can be found in Appendix N. User
 2 support information, training materials, and other resources can be found at the
 3 WFDSS homepage. <http://wfdss.usgs.gov/>

4
 5 **WFDSS Decision Approval and Publication**

6 Decisions in WFDSS are approved and published by the appropriate Line
 7 Officer as defined in the tables below. Incident privileges must be assigned
 8 within WFDSS to designate the Approver(s). During the approval process, prior
 9 to publishing a Decision, the Periodic Assessment timeframe can be set from 1
 10 to 14 days.

11
 12 It is imperative that a decision be reviewed carefully as once approved and
 13 published, a decision becomes a system of record and all WFDSS users can
 14 view the information. Additionally, the action CANNOT be undone. If there is
 15 an error in the information, or new information is added for documentation or
 16 update (i.e. fire behavior, Management Action Points) a new decision must be
 17 published to officially update the record.

18
 19 All agencies having jurisdiction included in a WFDSS Planning Area should be
 20 notified prior to publication of a decision.

21
 22 **WFDSS Approval Requirements by Agency**

23
 24 **DOI WFDSS Approval Requirements**

Cost Estimate ¹	WFDSS Approval
Less Than \$5 Million	BIA Agency Superintendent, NPS Park Superintendent, FWS Refuge Manager, BLM District/Field Manager ³
\$5 Million - \$10 Million	BIA/NPS/FWS Regional Director ² ; BLM District/Field Manager ³
Greater Than \$10 Million	BIA/NPS/FWS National Director ² ; BLM District/Field Manager ³

25
 26 **USFS WFDSS Approval Requirements**

Incident Type	USFS Approval
Type 3,4,5	District Ranger level with oversight by the Forest Supervisor
Type 2	Forest Supervisor level with oversight by the Regional Forester ⁴
Type 1	Regional Forester level with National oversight ⁴

27 **DOI-** Cost estimate should be based on proportionate agency share of the total
 28 estimated cost of the incident. For example, on a \$20 million fire managed by a
 29 Type 1 IMT that is 98% FS, 1% BLM, and 1% NPS, the USFS Regional

- 1 *Forester and the BLM and NPS local Agency Administrators would be the*
2 *approving officials in a jointly published WFDSS decision.*
3 ²**BIA/NPS/FWS-** *Regional Directors and National Director may delegate*
4 *WFDSS approval authority as per agency policy.*
5 ³**BLM-** *District/Field Managers will approve WFDSS decisions and provide*
6 *written notification to the state and/or national director when approaching \$5*
7 *million and/or \$10 million cost estimates. Refer to Chapter 2 for additional*
8 *information regarding delegation of WFDSS approval.*
9 ⁴**FS-** *This authority may be delegated to the next lower level provided that the*
10 *line officer at the lower next level meets Line Officer wildfire response*
11 *certification requirements.*

12

13 **WFDSS Support**

14 The Wildland Fire Management Research Development and Application (WFM
15 RD&A) group provides support for wildland fire decision making and WFDSS.
16 Information for requesting assistance from WFM RD&A can be found at
17 <http://www.wfmrda.nwccg.gov/nfdsc.php> or from the WFDSS homepage.
18 <http://wfdss.usgs.gov/>

19

20 **Managing the Incident**

21

22 **Agency Administrator Responsibilities**

23 The Agency Administrator (AA) manages the land and resources on their
24 organizational unit according to the established land management plan. Fire
25 management is part of that responsibility.

26

27 Agency Administrators are responsible for safety oversight, and may request
28 additional safety oversight as needed.

29

30 Situations that may require additional safety oversight:

- 31 • A fire escapes initial attack or when extended attack is probable;
- 32 • There is complex or critical fire behavior;
- 33 • There is a complex air operation;
- 34 • The fire is in an urban intermix/interface; and
- 35 • Other extraordinary circumstances.

36

37 The AA establishes specific performance objectives for the Incident
38 Commander (IC) and delegates the authority to the IC to take specific actions to
39 meet those objectives. AA responsibilities to an Incident Management Team
40 (IMT) include:

- 41 • Conduct an initial briefing to the Incident Management Team (appendix D);
- 42 • Provide an approved WFDSS;
 - 43 ○ **FS** - *Ensure that significant decisions related to strategy and costs are*
 - 44 *included in WFDSS.*

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

23 **Incident Action Plan**

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

29 **Incident Status Reporting**

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

34
35 Large fires are classified as 100 acres or larger in timber fuel types, 300 acres or
36 larger in grass fuel types, or when a Type 1 or 2 Incident Management Team is
37 assigned. A report should be submitted daily until the incident is contained.
38 The Agency Administrator may require additional reporting times. Refer to
39 local, zone and/or GACC guidance for additional reporting requirements.

41 **Incident History and Financial Records**

42 Wildfire incidents on Federal lands managed by the FS and DOI (except BIA)
43 require creation of an Incident History File (IHF) to document significant
44 events, actions taken, lessons learned and other information with long-term
45 value for managing natural resources. IHF contents and instructions, and tools

1 for creating the IHF are found at
2 <http://www.nwccg.gov/policies/records/index.html>

3
4 The host unit will be responsible for retaining the incident documentation
5 package including the IHF and financial records.

6

7 **Document and Computer Security**

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

19

20 **Transfer of Command**

21 The following guidelines will assist in the transfer of incident command
22 responsibilities from the local unit to incoming Incident Management Team and
23 back to the local unit.

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

37

38 **Release of Incident Management Teams**

39 The release of an IMT should follow an approved transfer of command process.
40 The Agency Administrator must approve the date and time of the transfer of
41 command. The transition plan should include the following elements:

- 42 • Remaining organizational needs and structure;
- 43 • Tasks or work to be accomplished;
- 44 • Communication systems and radio frequencies;
- 45 • Local safety hazards and considerations;

- 1 • Incident Action Plan, including remaining resources and weather forecast
- 2 • Facilities, equipment, and supply status;
- 3 • Arrangement for feeding remaining personnel;
- 4 • Financial and payment processes needing follow-up; and
- 5 • Complexity Analysis/Organizational Needs Assessment.

6

7 **Team Evaluation**

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

14

15 The final evaluation incorporating all of the above elements should be sent to
16 the Incident Commander and the respective GACC within 60 days. See
17 appendix I for the IMT evaluation form.

18

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

22

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

25

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

29

30 **Unit/Area Closures**

31

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

36

37 **Incident Emergency Management Planning and Services**

38

39 Refer to chapter 7 for further guidance.

40

41 **Fire Management in Wilderness**

42

43 Actions taken in wilderness will be conducted to protect life and safety, to meet
44 natural and cultural resource objectives, and to minimize negative impacts of the
45 fire management actions and the fires themselves. In evaluating fire
46 management actions, the potential degradation of wilderness character will be

1 considered before, and given significantly more weight than, economic
2 efficiency and convenience. Unless human life or private property is
3 immediately threatened, only those actions that preserve wilderness character
4 and/or have localized, short-term adverse impacts to wilderness character will be
5 acceptable. Any delegation of authority to incident management teams will
6 convey appropriate emphasis on the protection of wilderness character and
7 resources and will ensure interaction with local wilderness resource advisors.

- 8 • **DOI-** *For all wilderness fire management actions proposing the use of any*
9 *of the Wilderness Act 4(c) prohibitions, a minimum requirements analysis*
10 *will be completed.*
- 11 • **FS-** *For all wilderness fire management actions proposing the use of any*
12 *Wilderness Act 4(c) prohibitions, a minimum requirements analysis is*
13 *recommended.*

14

15 **Operational Guidelines for Aquatic Invasive Species**

16

17 In order to prevent the spread of aquatic invasive species, it is important that fire
18 personnel not only recognize the threat aquatic invasive species pose to
19 ecological integrity, but how our fire operations and resulting actions can
20 influence their spread. Each local land management unit may have specific
21 guidelines related to aquatic invasive species. Therefore, it is recommended that
22 you consult established local jurisdictional guidelines for minimizing the spread
23 of aquatic invasive species and for equipment cleaning guidance specific to
24 those prevalent areas and associated species. To minimize the potential
25 transmission of aquatic invasive species, it is recommended that you:

- 26 • Consult with local biologists, Resource Advisors (READ) and fire
27 personnel for known aquatic invasive species locations in the area and avoid
28 them when possible;
- 29 • Avoid entering (driving through) water bodies or saturated areas whenever
30 possible;
- 31 • Avoid transferring water between drainages or between unconnected waters
32 within the same drainage when possible;
- 33 • Use the smallest screen possible that does not negatively impact operations
34 and avoid sucking organic and bottom substrate material into water intakes
35 when drafting from a natural water body;
- 36 • Avoid obtaining water from multiple sources during a single operational
37 period when possible; and
- 38 • Remove all visible plant parts, soil and other materials from external
39 surfaces of gear and equipment after an operational period. If possible,
40 power-wash all accessible surfaces with clean, hot water (ideally > 140° F)
41 in an area designated by a local READ.
- 42 ○ **BLM-** *For additional information and guidelines please refer to the links*
43 *provided in the document titled “BLM Fire Program Aquatic Invasive*
44 *Species Guidance”, found at:*
45 *<http://web.blm.gov/internal/fire/fpfm/docs/aquatic.pdf>*

1 Noxious Weed Prevention

2

3 To reduce the transport, introduction, and establishment of noxious weeds or
4 other invasive species on the landscape due to fire suppression activities, all fire
5 suppression and support vehicles, tools, and machinery should be cleaned at a
6 designated area prior to arriving and leaving the incident. Onsite fire equipment
7 should be used to thoroughly clean the undercarriage, fender wells, tires,
8 radiator, and exterior of the vehicle. Firefighter personnel should clean personal
9 equipment, boots, clothing, etc. of weed or other invasive species materials,
10 including visible plant parts, soil, and other materials as identified by the fire
11 resource advisor. The cleaning area should also be clearly marked to identify
12 the area for post fire control treatments, as needed.

13

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

18

19 Responding to Non-Wildland Fire Incidents

20

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

25

26 Wildland Urban Interface

27 The operational roles of the federal agencies as partners in the wildland urban
28 interface are wildfire suppression, structure protection (see below), prescribed
29 fire, hazard reduction, cooperative prevention and education, and technical
30 assistance. Structural fire suppression is the responsibility of tribal, state, or
31 local governments. Federal agencies may assist with exterior structural fire
32 protection activities under formal fire protection agreements that specify the
33 mutual responsibilities of the partners, including funding (Some federal agencies
34 have full structural protection authority for their facilities on lands they
35 administer and may also enter into formal agreements to assist state and local
36 governments with structural protection).

37 *-Review and Update of the 1995 Federal Wildland Fire Management*
38 *Policy, January 2001, page 23.*

39

40 Funding is not provided to prepare for or respond to emergency non-wildland
41 fire response activities such as structure fires, vehicle fires, dump fires,
42 hazardous materials releases, and emergency medical responses. Managers
43 must ensure that fire management plans, interagency agreements, and annual
44 operating plans clearly state agency and operator roles and responsibilities for
45 non-wildland fire response activities that agency personnel are exposed to as a
46 result of working in the interagency fire environment. Managers will also

1 ensure that federal wildland fire resources are not identified on run cards or in
2 dispatch plans for non-wildland fire responses.

3

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

5 Wildland firefighters will not take direct suppression action on structure,
6 vehicle, dumpster, trash, or landfill fires. Structure, vehicle, and landfill fire
7 suppression is not a functional responsibility of wildland fire resources. These
8 fires have the potential to emit high levels of toxic gases. This policy will be
9 reflected in suppression response plans.

10

11 Wildland firefighters who encounter structure, vehicle, or landfill fires, or who
12 are dispatched to such fires due to significant threat to adjacent agency protected
13 lands/resources, will not engage in direct suppression action. Structure
14 protection (not suppression) activities will be limited to exterior efforts, and only
15 when such actions can be accomplished safely and in accordance with
16 established wildland fire operations standards.

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

28

29 **Public Emergency Medical Response**

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

- 35 • *NPS- NPS employees who provide emergency medical services will adhere*
36 *to the requirements contained in Director's Order and Reference Manual*
37 *#51, Emergency Medical Services.*

38

39 **Post Wildfire Activities**

40

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

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

9
 10 Damages resulting from wildfires are addressed through four activities:

- 11 • Wildfire Suppression Activity Damage Repair - Planned actions taken to
 12 repair the damages to resources, lands, and facilities resulting from wildfire
 13 suppression actions and documented in the Incident Action Plan. These
 14 actions are usually implemented immediately after containment of the
 15 wildfire by the Incident Management Organization.
- 16 • Emergency Stabilization - Planned actions to stabilize and prevent
 17 unacceptable degradation to natural and cultural resources, to minimize
 18 threats to life or property resulting from the effects of a wildfire, or to
 19 repair/replace/construct physical improvements necessary to prevent
 20 degradation of land or resources. Emergency stabilization actions must be
 21 taken within one year following containment of a wildfire and documented
 22 in a Burned Area Emergency Response Plan.
- 23 • Rehabilitation - Efforts taken within three years of containment of a wildfire
 24 to repair or improve wildfire-damaged lands unlikely to recover naturally to
 25 management approved conditions, or to repair or replace minor facilities
 26 damaged by wildfire. These efforts are documented in a separate Burned
 27 Area Rehabilitation Plan.
- 28 • Restoration - Continuing the rehabilitation beyond the initial three years or
 29 the repair or replacement of major facilities damaged by the wildfire.

30 31 **Post-Fire Activities**

	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	Agency Administrator	Agency Administrator	Agency Administrator	Agency Administrator
Funding type:	Suppression (fire)	Emergency Stabilization	Rehabilitation	Regular program

1

Emergency Stabilization Approval Authorities

	BIA	BLM	FWS	NPS	FS
Local Approval Level	<\$250,000 Agency Supt.	\$0 Field/ District Manager	\$0 Refuge Manager	\$0 Park Supt.	\$0 District Ranger
					\$0 Forest Supervisor
Regional/State Approval Level	\$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
National Approval Level	>\$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

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

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

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*
25 *Criteria Evaluation.*

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

14 Incident Business Management

15

16 Specific incident business management guidance is contained in the *Interagency*

17 *Incident business Management Handbook* (PMS 902). This handbook assists

18 participating agencies of the NWCG to constructively work together to provide

19 effective execution of each agency's incident management program by

20 establishing procedures for:

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

37 Cost Management

38 An Incident Business Advisor (IBA) must be assigned to any wildfire with costs

39 of \$5 million or more. The complexity of the incident and the potential costs

40 should be considered when assigning either an IBA1 or IBA2. If a qualified

41 IBA is not available, the approving official will appoint a financial advisor to

42 monitor expenditures.

43

44 Incident cost objectives will be included as a performance measure in Incident

45 Management Team evaluations.

1 **Large Fire Cost Reviews**

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

5
6 A review may also be conducted when an incident (single fire or fire complex)
7 meets or is expected to meet one or more of the following criteria:

- 8 • The predicted time to achieve the fire management objective exceeds 21
9 days;
- 10 • There are significant political, social, natural resource, or policy concerns;
- 11 • There are significant and complicated cost-share or multi-jurisdictional
12 issues; or
- 13 • The affected agency requests a review.

14
15 It is the responsibility of the Agency Administrator to monitor large fire costs
16 and advise the appropriate individual(s) within their agency of the need for a
17 Large Fire Cost Review. When a multi-jurisdictional fire requires review, the
18 local Agency Administrator will determine which agency will be designated as
19 the lead in the review process.

20
21 The Agency Director will provide a Delegation of Authority to the Cost Review
22 Team authorizing the implementation of a review.

23
24 The *Large Fire Cost Review Guidebook* and draft Delegation of Authority for
25 use by all federal wildland fire management agencies can be found at
26 <http://www.nwcg.gov/general/memos/nwcg-003-2009.html>.

27

28 **FLAME Act Responsibilities**

29 To comply with protocols for the Forest Land Assistance, Management, and
30 Enhancement (FLAME) Act, local units should forward a copy of the completed
31 complexity analysis (Appendix E) through the State/Regional Office to the
32 National Office. FLAME Act information should be forwarded for any fires
33 occurring on their agency's lands (or on lands protected by that agency under
34 formal agreement) that are managed by a Type 1 or Type 2 Incident
35 Management Team, and are 300 acres or larger.

- 36 • **BLM-** *The Complexity Analysis should be forwarded by the State to the*
37 *Division of Budget and Evaluation, Fire and Aviation (FA-400). The*
38 *Division of Budget and Evaluation will also extract supporting*
39 *documentation from the Wildland Fire Decision Support System.*
- 40 • **FS-** *Regions are required to submit the following information to*
41 *FLAME@fs.fed.us for fires that are eligible for FLAME Act funding:*
 - 42 ○ *Incident job code*
 - 43 ○ *Incident number*
 - 44 ○ *Name of fire*
 - 45 ○ *Type of team(s) that was actually mobilized to the fire*
 - 46 ○ *Complexity Analysis/Organizational Needs Assessment*

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11-25

Cache Management

2

3 Agencies often serve as interagency partners in national support caches and
4 local area support caches, and may operate single agency initial attack caches.
5 All caches will maintain established stocking levels, receive and process orders
6 from participating agencies and follow ordering and fire replenishment
7 procedures as outlined by the national and geographic area cache management
8 plans and mobilization guides.

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

10

Type 1 and 2 National Interagency Support Caches

12 There are fifteen National Interagency Support Caches (NISCs); eleven are
13 managed by the Forest Service, three are managed by the BLM, and one is
14 managed by the State of Idaho. The fifteen national caches are part of the
15 National Fire Equipment System (NFES). Each of these caches provides
16 incident support in the form of equipment and supplies to units within their
17 respective geographic areas. The NFES cache system may support other
18 emergency, disaster, fire-related or land management activities, provided that
19 such support is permitted by agency policies and does not adversely affect the
20 primary mission. These national caches do not provide supplies and equipment
21 to restock local caches for non-incident requests. Non-emergency (routine)
22 orders should be directed to the source of supply, e.g., GSA or private vendors.
23 The Great Basin Area Incident Support Cache at NIFC provides publications
24 management support to the National Wildfire Coordinating Group (NWCG).
25 Reference the *NWCG NFES Catalog Part 2: Publications* at www.nwcg.gov for
26 more detailed information.

27

28 Forest Service National Symbols Program distribution is through the Eastern
29 Area Incident Support Cache (NEK). This material is coordinated by the USDA
30 Forest Service, under advisement of the National Association of State Foresters'
31 (NASF) Cooperative Forest Fire Prevention Committee (CFFP). Materials
32 include Smokey Bear /Junior Forest Ranger prevention items and Woodsy Owl
33 environmental educational materials.

34

35 NEK also distributes DOI Fire Education materials. The website at
36 <http://www.symbols.gov/> contains the catalog of these materials, information
37 about these programs, and online ordering instructions.

38

Type 3 Support Caches

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

43

44

45

46

1 Type 4 Local Caches

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

5

6 Inventory Management

7

8 System Implementation

9 Each fire cache, regardless of size, should initiate and maintain a cache
10 inventory management system. Agency management systems provide a check
11 out/return concept that incorporates a debit/crediting for all items leaving the
12 cache. This system is strictly followed in the Type 1 and 2 NISC's. Inventory
13 management processes should be implemented for all Type 3 Support and Type
14 4 Local caches.

15

16 Accountability

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

22

23 Trackable Items

24 Trackable items include items that a cache may track due to dollar value,
25 sensitive property classification, or limited quantities. Available items that are
26 considered trackable are usually engraved or tagged with a cache trackable
27 identification number. These items must be returned to the issuing cache at the
28 end of the incident use, or documentation must be provided to the issuing cache
29 as to why it was not returned. All trackable items are also considered durable.
30 Accountability for trackable items is expected to be 100 percent.

31

32 Durable Items

33 Durable items include cache items considered to have a useful life expectancy
34 greater than one incident. High percentages of return for these items are
35 expected. These items are not specifically cache identified/tagged/engraved.
36 Durable items include water handling accessories, helicopter accessories, tents
37 and camp items such as heaters, lights, lanterns, tables, chairs, hose, tools,
38 backpack pumps, sleeping bags, pads, cots, and personal protective equipment.
39 A 90% level of return is the expected threshold for durable items.

40

41 Consumable Items

42 Consumable items include items normally expected to be consumed during
43 incident use. Consumable items returned in unused condition are credited to the
44 incident. Examples of consumable items are: batteries, plastic canteens,
45 cubitainers, forms, MREs, fusees, hot food containers, petroleum products, and
46 medical supplies.

1 **Incident Management and Environmental Sustainability**

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

7

8 **Incident to Incident Transfer of Supplies and Equipment**

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

14

15 Documentation will be completed on the *Interagency Incident Waybill (NFES*
16 *#1472)* and must include the following:

- 17 • NFES Number.
- 18 • Quantity.
- 19 • Unit of Issue.
- 20 • Description.
- 21 • Trackable ID number, if item is trackable.
- 22 • Receiving incident name, incident number, and resource request number.
- 23 • The Supply Unit Leader will send the waybill transfer information to the
24 servicing NISC to maintain proper accountability recording.

25

26 Upon request, the servicing NISC can provide the Supply Unit Leader with an
27 Outstanding Items Report or Incident Summary Report to facilitate accurate
28 waybill documentation.

29

30 **Fire Loss Tolerance Reporting for Type 1 and 2 Incidents**

31 In order to help managers keep incident-related equipment and supply loss to a
32 minimum, incident management teams (IMTs) are required to maintain
33 accountability and tracking of these items. Guidelines and procedures to assist
34 with this accountability are provided in Chapter 30 of the *Interagency Incident*
35 *Business Management Handbook*. To further facilitate these procedures and
36 provide oversight, a fire loss report has been developed that provides detailed
37 information regarding used and trackable item use. This report has been
38 accepted by NWCG for all wildland fire agencies and will be compiled for all
39 Type 1 and Type 2 incidents. Investigations may be conducted in those cases
40 where thresholds may have been exceeded.

41

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

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

14

15 **Incident Supply and Equipment Return Procedures**

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

- 18 • Items meeting NFES standards will be returned to the NISC for reuse
19 within the fire supply system;
- 20 • Items not meeting the prescribed NFES standards will be purchased with
21 program funds by the local unit if the items are needed for program use; or
- 22 • Items will be delivered to the unit's excess property program for disposal.

23

24 **Cache Returns and Restock Procedures**

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

34

35 **Incident Replacement of Government Property**

36 Refer to the *IIBMH*, Chapter 30 for procedures governing property management
37 relating to incident activities. The Agency Administrator is responsible for
38 providing agency property management guidelines and/or procedures to incident
39 personnel.

40

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

- 1 receipt of required documentation and proof of damage, authorize replacement
- 2 using the *Incident Replacement Requisition (OF-315)*. Cache items will be
- 3 replaced at the incident if available. Cache items that are not available at the
- 4 incident may be authorized for restocking at the home unit via an authorized
- 5 *Incident Replacement Requisition*.