Chapter 11
Incident Management & Response

XXX 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), XXX which is a component of the National Response Framework. XXX It 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 risk incidents.

~~XXX Wildland Fire Decision Support System (WFDSS)~~
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 XXX ~~performing~~ completing an Incident Complexity Analysis - (Refer to

samples in appendix F & G. Units may develop their own Incident Complexity
Analysis format to replace appendix G. XXX ~~When the complexity analysis~~
~~indicates a higher complexity level, the IC must ensure that suppression~~
~~operations remain within the scope and capability of the existing organization.~~
~~Incident commanders must continually reassess incident complexity to ensure~~
~~the appropriate command organization is either in place or on order.~~

Command Organizations

Incident Command
All fires, regardless of complexity, will have an incident commander (IC). The
IC is a single individual responsible to the agency administrator(s) for all
incident activities. XXX ~~; including the development of strategies and tactics,~~
~~and the ordering, deployment and release of resources.~~ Incident Commanders
are responsible for:
- Obtaining a Delegation of Authority and/or expectations to manage the
  incident from the agency administrator. For type 3, 4, or 5 incidents,
  delegations/expectations may be written or oral.
- Ensuring that safety receives priority consideration in all incident activities,
  and that the safety and welfare of all incident personnel and the public is
  maintained.
- Assessing the incident situation, both immediate and potential.
- Maintaining command and control of the incident management
  organization.
- Ensuring transfer of command is communicated to host unit dispatch and to
  all incident personnel.
- Developing incident objectives, strategies, and tactics.
- Developing the organizational structure necessary to manage the incident.
- Approving and implementing the Incident Action Plan, as needed.
- Ordering, deploying, and releasing resources.
- Ensuring incident financial accountability and expenditures meet agency
  policy and standards.
- Ensuring incident documentation is complete.

~~XXX The IC develops the organizational structure necessary to manage the~~
~~incident. ICS Command Staff (Safety Officer and Information Officer) and~~
~~General Staff (Operations Section Chief, Planning Section Chief, Logistics~~
~~Section Chief and Finance Section Chief) XXX and are established as required~~
~~to perform key functional responsibilities for the IC.~~

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

1

2 As an incident escalates, a continuing reassessment of the complexity level
3 should be completed to validate the XXX current command organization
4 continued XXX type 3 effort or XXX identify the need for a higher level of
5 incident management.

6

7 An XXX IC ICT3 is expected to XXX exercise their authority and establish the
8 appropriate organizational structure for each incident XXX and manage the
9 incident based on XXX his/her qualifications, incident complexity, and span of
10 control. XXX If the incident complexity exceeds the qualifications of the current
11 IC, the IC must continue to manage the incident within his/her capability and
12 span of control until replaced.

13

14 **XXX On-site Command Organizations**
15 Command organizations responsible for incident management include:
16 ● Type 5 Incident Command
17 ● Type 4 Incident Command
18 ● Type 3 Incident Command
19 ● Type 2 Incident Command
20 ● Type 1 Incident Command
21 ● Wildland Fire Management Teams
22 ● National Incident Management Organizations (NIMO)
23 ● Area Command
24 ● Unified Command

25

26

27 XXX untabled this…..moved to text

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

Off Site Coordination and Support
Initial Attack Dispatch
Expanded Dispatch

Buying /Payment Teams
Coordination Centers (Geographic or National)
Multi-Agency Coordinating Groups (Local, Geographic, or National)
National Multiagency Coordination (NMAC)

Type XXX 4 and 5 Incidents

Type 5 Incident Characteristics

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

Type XXX4 and 5 Incident Command

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

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

XXX Type 4 Incidents

Type 4 Incident Characteristics

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

XXX Type 4 Incident Command

Type 4 Incident Commanders (ICs) are qualified according to the *NWCG Wildland Fire Qualifications Systems Guide PMS 310-1.* The type 4 IC may

assign personnel to any combination of ICS functional area duties in order to operate safely and effectively. ICS functional area duties should be assigned to the most qualified or competent individuals available.

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

Type 3 Incidents

Type 3 Incident Characteristics

- Ad hoc or pre-established type 3 organization managed by a type 3 Incident Commander.
- The IC develops the organizational structure necessary to manage the incident. Some or all of ICS functional areas are activated, usually at the division/group supervisor and/or unit leader level.
- The Incident Complexity Analysis process is formalized and certified daily with the jurisdictional agency. It is the IC's responsibility to continually reassess the complexity level of the incident. When the complexity analysis indicates a higher complexity level the IC must ensure that suppression operations remain within the scope and capability of the existing organization and that span of control is consistent with established ICS standards.
- Local and non-local resources used.
- Resources vary from several resources to several task forces/strike teams.
- May be divided into divisions.
- May require staging areas and incident base.
- May involve low complexity aviation operations.
- May involve multiple operational periods prior to control, which may require a written Incident Action Plan (IAP).
- Documented operational briefings will occur for all incoming resources and before each operational period. Refer to the *Incident Response Pocket Guide* for a briefing checklist.
- ICT3's will not serve concurrently as a single resource boss or have any non incident related responsibilities.

Type 3 Incident Command

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

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

Type 3 Functional Responsibility	Specific 310-1 or equivalent qualification standards required to perform ICS functions at type 3 level
Incident Command	Incident Commander Type 3 (ICT3)
Safety	Line Safety Officer
Operations	XXX ~~Strike Team Leader or~~ Task Force Leader
Division	Single Resource Boss XXX 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.

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

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

Type XXX ~~1 and~~ 2 Incidents

XXX ~~Most type 2 teams are managed by Geographic Area Multi-Agency Coordinating Groups and are coordinated by the Geographic Area Coordination Centers.~~ Moved to IMT descriptions later in chapter

Type 2 Incident Characteristics

- Pre-established incident management team managed by type 2 Incident Commander.
- ICS command and general staff positions activated.
- Many ICS functional units required and staffed.
- Geographic and functional area divisions established.
- Complex aviation operations.
- Incident command post, base camps, staging areas established.

1   ●   Incident extends into multiple operational periods.

2   ●   Written incident action plan required for each operational period.

3   ●   Operations personnel often exceed 200 per operational period and total
4   personnel may exceed 500.

5   ●   Requires WFDSS or other decision support document.

6   ●   Requires a written Delegation of Authority to the Incident Commander.

7

8   **Type XXX ~~1 and~~ 2 Incident Command**

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

15 ●   *XXX FS -*   *Refer to FSH 5109.17 for additional standards.*

16

17 **XXX Type 1 Incidents**

18 XXX ~~Type 1 teams are managed by Geographic Area Multi-Agency~~
19 ~~Coordinating Groups and are coordinated by the Geographic Area Coordination~~
20 ~~Centers. At national preparedness levels 4 and 5 these teams are coordinated by~~
21 ~~the National Interagency Coordination Center.~~ Moved to IMT descriptions later
22 in chapter

23 **Type 1 Incident Characteristics**

24 ●   Pre-established incident management team managed by type 1 Incident
25   Commander.

26 ●   ICS command and general staff positions activated.

27 ●   Most ICS functional units required and staffed.

28 ●   Geographic and functional area divisions established.

29 ●   May require branching to maintain adequate span of control.

30 ●   Complex aviation operations.

31 ●   Incident command post, incident camps, staging areas established.

32 ●   Incident extends into multiple operational periods.

33 ●   Written incident action plan required for each operational period.

34 ●   Operations personnel often exceed 500 per operational period and total
35   personnel may exceed 1000.

36 ●   Requires WFDSS or other decision support document.

37 ●   Requires a written Delegation of Authority to the incident commander.

38

39 **XXX Type 1 Incident Command**

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

45 ●   *XXX FS -*   *Refer to FSH 5109.17 for additional standards.*

Incident Management Teams

XXX 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. XXX 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.

XXX Type 1 Incident Management Teams
Type 1 teams are managed by Geographic Area Multi-Agency Coordinating Groups and are ~~coordinated~~ mobilized by the Geographic Area Coordination Centers. At national preparedness levels 4 and 5 these teams are XXX ~~coordinated by the National Interagency Coordination Center~~ managed by the National Multi-Agency Coordinating Group (NMAC).

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

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

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

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

XXX ~~Area Command Teams~~

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

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

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

XXX Area Command Functions include:

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

Unified Command

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

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

Advantages of Unified Command are:

- A single set of objectives is developed for the entire incident.
- A collective approach is used to develop strategies to achieve incident objectives.
- Information flow and coordination is improved between all jurisdictions and agencies involved in the incident.
- All involved agencies have an understanding of joint priorities and restrictions.

● No agency's legal authorities will be compromised or neglected.

Coordination and Support Organizations

XXX Organizations that provide coordination and support to on-site command organizations include:
● Initial Attack Dispatch
● Expanded Dispatch
● Buying/Payment Teams
● National and Geographic Area Coordination Centers (refer to Chapter 8)
● Local, Geographic Area, and National Multi-Agency Coordinating (MAC) Groups

Initial Attack Dispatch
An initial Attack Dispatch organization is the primary unit responsible for implementing the initial response to incidents upon report. It is integrated within the fire organization and the decision for deployment of response resources is made by an authorized individual.

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

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

XXX Expanded Dispatch Organization
The expanded dispatch coordinator facilitates accomplishment of goals and direction of the agency administrator and, when activated, the Multi Agency Coordinating Group. The position may be filled by the person normally managing the day-to-day operations of the center or an individual from a higher level of management. The expanded dispatch center coordinator is responsible for:
● Filling and supervising necessary positions in accordance with coordination complexity.
● Implementing decisions made by the Multi-Agency Coordination (MAC) group.

XXX Expanded Dispatch Facilities and Equipment
Expanded dispatch facilities and equipment should be pre-identified, procured and available for immediate setup. The following key items should be provided for:
● Work space separate from, but accessible to, the initial attack organization.

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

Buying/Payment Teams

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

Multi-Agency Coordination (MAC)

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

XXX ~~MAC Group Direction~~

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

XXX ~~MAC Group Activation Levels~~

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

XXX ~~MAC Group Coordinator~~

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

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

XXX ~~MAC Group Functions~~

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

- Overall situation status information.
- Incident priority determination.
- Resource acquisition and allocation.
- State and Federal disaster coordination.
- Political interfaces.
- Consistency and quality of information provided to the media and involved agencies.
- Anticipation of future conditions and resource needs.

Wildland Fire Decision Support System (WFDSS)

XXX ~~The Wildland Fire Decision Support System (WFDSS) is a web based decision support system, which replaces the Wildland Fire Situation Analysis (WFSA), Wildland Fire Implementation plan (WFIP), Long Term Implementation Plan (LTIP) and Strategic Implementation Plan (SIP). These documents have been combined into a single dynamic process within the WFDSS. WFDSS utilizes GIS information that incorporates modeling, documentation of a decision process, and multiple databases. These features are combined into a system that gives the decision maker maximum flexibility in defining their course of action and subsequent strategic and tactical actions based on planning documents, incident specific analysis and risk assessment. As an internet based system with multiple database links; WFDSS can give decision support in a timely and efficient manner.~~

~~Use of WFDSS for all unplanned fires has been implemented differently throughout the agencies. It is the decision of the local unit to determine who shall be responsible for initial entry and updating fires in the system. Mandatory use of WFDSS is required for all agencies.~~

XXX The Wildland Fire Decision Support System (WFDSS) is a web-based decision support system, ~~which replaces all documentation and analyses previously conducted using the Wildland Fire Situation Analysis (WFSA), Wildland Fire Implementation Plan (WFIP), Long Term Implementation Plan (LTIP), and Strategic Implementation Plan (SIP). The Wildland Fire Decision Support System~~ that provides a single dynamic documentation system for use beginning at the time of discovery and concluding when the fire is declared out. It can be scaled and modified as the incident duration and complexity changes. The WFDSS involves a linear process of fire documentation and analysis for the agency administrator to describe the basic fire situation, create incident objectives and requirements, develop a course of action, validate key dependencies, and evaluate risks. To support the decision process, spatial data within the WFDSS allows users to display the fire situation, quantify values at risk, perform fire behavior predictions, and develop management strategies. These combined features allow the agency administrator to make an informed decision for management of the incident considering safety, complexity, risk and economics.

XXX ~~Requirements for wildland fire documentation within WFDSS have varied across the federal land management agencies. However, common agreement is that~~ WFDSS will be used for decision support documentation and all fires that escape initial attack or exceed initial response will have a published decision within WFDSS. A published WFDSS decision establishes a course of action and rationale for incidents with varying duration, spread potential, costs, or other considerations. Consider publishing a decision when a fire continues to actively spread beyond a few burning periods, increases in complexity or cost, or has a high relative risk. The level of documentation to publish a decision should be commensurate to the incident duration, spread potential, cost or relative risk. Agency-specific direction established in memos or other policy documents may further define WFDSS documentation requirements. ~~XXX Although implementation of WFDSS by the agencies has occurred at different times and with different implementation requirements, common agreement is that WFDSS will be used and a decision will be published for escaped initial attack fires or those fires exceeding the initial response. Fires being managed with strategies other than full suppression require a published decision, to address issues such as potential fire duration, complexity, economics, and need for periodic assessment.~~

~~Agency-specific direction may further define WFDSS documentation requirements.~~

XXX Additional information about the WFDSS can be found in Appendix S or ~~Additional information regarding~~ user support information, training materials, and other resources can be found at the WFDSS homepage. http://wfdss.usgs.gov/wfdss/WFDSS_Home.shtml

WFDSS Support

A National Fire Decision Support Center (NFDSC) has been established to support analysis used in wildland fire decision making and WFDSS. The support provided by NFDSC consists of developing, improving, and increasing production and operational use of decision support products. As part of that support NFDSC will provide not only direct decision support but also mentoring and training to develop and strengthen regional and unit level decision support capacity. XXX ~~Information for requesting assistance from the NFDSC can be found at the WFDSS website: http://WFDSS.usgs.gov. An over view of the WFDSS Elements can be found in appendix S.~~ Information for requesting assistance from the NFDSC can be found at www.wfmrda.org by clicking on the NFDSC tab or at the WFDSS homepage.

WFDSS User Roles and Incident Privileges

XXX ~~Privileges within WFDSS are controlled by several user roles which have varying levels of capability in relation to creation and editing of incidents, analyses, reports, and decisions. More information can be found on the WFDSS homepage under the Related Resources link.~~

User Roles within WFDSS correspond to permissions which allow users to perform certain tasks within the application, such as creating an incident or conducting fire behavior analysis. Typical User Roles are Viewer, Dispatcher, Author, Data Manager, and Fire Behavior Specialist.

Incident privileges are assigned at the time of (and are specific to) an incident. These privileges allow you to Own, Edit, Review, or Approve a decision document.

Fire Modeling

XXX ~~Fire modeling has been incorporated into WFDSS, in the form of the FIRE Spread Probability model (FSPro) and FlamMap. Single purpose models from FlamMap; the "Basic" and "Short Term", have been incorporated in to the system.~~ Fire modeling has been incorporated into WFDSS, in the form of the FIRE Spread Probability model (FSPro), Basic Fire Behavior (Basic), Short Term Fire Behavior (STFB) and Near Term Fire Behavior (NTFB). Comparison of WFDSS short and basic models to stand alone FlamMap and other fire behavior information can be found on the WFDSS homepage under the Related Resources link, fire behavior section. Information for requesting assistance in running these models for your incident can be found at the WFDSS homepage through the National Fire Decision Support Center (NFDSC).

XXX ~~Response Levels~~

~~WFDSS can be used to assess the entire spectrum of incident complexity and risk within three Response Levels (RL), RL1, RL2, and RL3. These response levels are used in a manner similar to that of the stages of a WFIP in that your incident can escalate and de-escalate through these levels as the incident progresses. WFDSS differs from the WFIP process in that there is no nationally~~

prescribed time requirement in which a RL must be completed. The movement
through Response Levels does not necessarily need to be linear and should be
determined by incident complexity, objectives, and expected duration of the
incident.

- **RL1** - Most fires will not progress beyond this point. Response Level 1 is characterized by basic analysis and preplanned actions and decisions. This RL will be similar to the WFIP stage 1.
- **RL2** - Response Level 2 is characterized by a more detailed analysis and planning process. It is at this point your initial course of action is developed and a decision is approved by an agency administrator. This RL is comparable to WFIP stage 2.
- **RL3** - Response Level 3 is characterized by a very detailed analysis and course of action that may include long-term planning considerations. This RL is comparable to WFIP stage 3 or the Long Term Implementation Plan (LTIP). Fires in this category will typically be large, highly complex, or long-term fire management events. This RL decision document must also be approved by an agency administrator.

XXX Relative Risk Assessment

The Relative Risk assessment is required before publishing a decision for an
incident. Its purpose is to assist in planning for, assessing, and managing the
incident. It provides the Agency Administrator with a quick but comprehensive
assessment of the risk of the fire. An incident owner, editor, reviewer, or
approver can perform the assessment.

This is a qualitative process that can be completed in less time than a
quantitative long-term risk assessment. The relative risk assessment chart uses
three risk components:

- values
- hazard
- probability

Each of these components is assessed independently. The three outputs are then
evaluated in a final step that provides the relative risk rating for the fire. From
the relative risk rating, guidance is provided within the system to assist the
owner/author in determining the level of analysis needed, considerations for the
incident and documentation of the decision.

WFDSS Decision Approval and Publication

Decisions in WFDSS are approved and published by the appropriate line officer
as defined in the table below. Incident privileges must be assigned within
WFDSS to designate the approver. During the approval process, prior to
publishing a decision, the timeframe for periodic assessment can be set (1-14
days).

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

WFDSS Approval Requirements

Cost Estimate	BIA	BLM	FWS	NPS	USFS
$0-$2M	Agency Superintendent	XXX ~~Field/District Manager~~	Project Leader/ Refuge Manager	Park Superintendent	District Ranger
$2M-$5M	Regional Director	XXX ~~Field/District Manager*~~	Regional Director	XXX ~~Regional Director~~ Park Superintendent*	Forest Supervisor
$5M-$10M	BIA Director	XXX ~~Field/District Manager*~~	FWS Director	XXX ~~NPS Director~~ Park Superintendent*	Forest Supervisor
$10M-$50M	BIA Director	XXX ~~Field/District Manager*~~	FWS Director	~~NPS Director~~ Park Superintendent*	Regional Forester
>$50M	BIA Director	XXX ~~Field/District Manager*~~	FWS Director	~~NPS Director~~ Park Superintendent*	USFS Chief

*XXX *BLM/NPS – All WFDSS decisions are approved in the application at the local level by the Field Office Manager, District Manager or Park Superintendent. When the cost thresholds described above are reached, certification by respective BLM State Directors/Bureau Directors or NPS Regional Director/National Director occurs through a process outside of the WFDSS application. Certification from the higher level must be in writing.*

XXX BLM/NPS WFDSS Approval and Cost Certification

*Cost Estimate (*Certification or recertification is required at the following thresholds)*	*Approving Official for WFDSS Decision*	*Certifying Official for Fire Cost*
<$2M	*District/Field Office Manager/Park Superintendent*	*District/Field Manager/Park Superintendent*
>$2M	*District/Field Office Manager/Park Superintendent*	*BLM State Director/NPS Regional Director*
>$5M	*District/Field Office Manager/Park Superintendent*	*BLM Director/NPS Director*

Periodic Assessment

XXX ~~The Periodic Assessment must be completed by the designated approver at the time frame set during the publication process. This timeframe can be set 1-14 days depending upon the complexity and status of the incident and the Line Officer can request a reminder email for the morning the next assessment is due. It is beneficial to document clear, concise information about the incident when completing the periodic assessment as this information will be part of the decision record. It is a way for someone to gather situational awareness of the incident and should be useful information not only during the incident but for years to come when looking back at the incident. It is especially pertinent because it will outline your thought process and reasons for either continuing a current decision or requiring a new decision.~~

XXX The periodic assessment allows an approver to verify that the WFDSS decision is still valid during the course of the incident. The periodic assessment must be completed by the designated approver in the time frame set during the publication process. The frequency of the Periodic Assessment is set at the time the decision is published and can range from 1 to 14 days and the approver can request a reminder email. It is important to document clear, concise information about the incident when completing the periodic assessment as this information will be part of the decision record.

XXX WFDSS Features

The WFDSS has many tools within one system for documenting and supporting decision making. Some features include:

● Fire Behavior
   Modeling tools are available within the system to assist with informed decision making. Fire modeling has been incorporated into WFDSS, in the

form of the FIRE Spread Probability model (FSPro), Basic Fire Behavior (Basic), Short Term Fire Behavior (STFB) and Near Term Fire Behavior (NTFB).

- Values Inventory –
  There are numerous national and interagency geospatial layers that are intended to help users visualize values data geographically. WFDSS Values Inventory uses the geospatial data to quantify the values within a planning area. This is intended as a strategic tool and is the fastest method to see and quantify values within the fire planning area. The report is a tabular product that gives the breakdowns of values in quantity, miles or acres, depending on the value.

- Values at Risk
  WFDSS Values at Risk combines FSPro outputs with reference to value layers to quantify the number, miles or acres of specific values within each probability contour. No economic values are associated with the outputs.

- Rapid Assessment Values at Risk (RAVAR)
  The RAVAR analysis process is completed outside of the WFDSS and in imported into the system once completed. To order a RAVAR analysis, contact your Geographic Editor. RAVAR utilizes Fire Spread Probability Model (FSPro) outputs and county assessor cadastral data for structural property values as well as other Tier 1 (national) and Tier 2 (regional) values at risk. The result of overlaying the values and the FSPro output is both a map product and a tabular product that breaks down the values by probability radii. This product is intended for strategic use and may lack sufficient detail for use in making tactical decisions.

- Stratified Cost Index
  SCI is intended as a self assessment tool for cost per acre for fires larger than 300 acres and is not dependant on any spatial information except the latitude and longitude of the fire. The SCI tool is based on historical suppression costs based on fire size, location (inside or outside wilderness and distance to town), ERC percentile, fuel model, and the agency of jurisdiction. There are separate models for the Department of Interior (DOI) and USDA Forest Service.

- Smoke Dispersion
  Based on the lat/long of a fire, a smoke dispersion forecast can be obtained in WFDSS through a web link found on the Situation Tab in the Info Tab.. The seven day forecast provides projections of Mixing Height, Transport winds, Ventilation rates, Haines Indices, and PM2.5 values.

- Wildland Fire Air Quality
  Wildland fire Air Quality tools can be linked within the application under the left menu – fire related links.

XXX ~~Wildland Fire Decision Support System (WFDSS) Tools~~
~~Modeling tools are available to assist fire managers and agency administrators in decisions regarding strategies and tactics.~~

Rapid Assessment Values at Risk (RAVAR) is the primary fire economics tool within the Wildland Fire Decision Support System (WFDSS). It utilizes Fire Spread Probability Model (FSPro) outputs and county assessor cadastral data for structural property values as well as other Tier 1 (national) and Tier 2 (regional) values at risk. RAVAR is typically integrated with the FSPro model to identify the likelihood of a resources being impacted in the potential fire path but can be linked to any expected fire spread polygon. This quantifiable data can be used to inform managers while developing the best course of action.

- *USFS* - Congressional mandate required the Forest Service to develop a performance measure for wildland fire suppression expenditures which resulted in the development of the Stratified Cost Index (SCI). The SCI estimates expenditures on individual large wildland fires (>300 acres) by geographic area considering characteristics of the fire, the fire environment and values within proximity of the fire. The use of SCI for Forest Service fires is not mandated however it is recommended that SCI be used for large FS fires exceeding 5 million dollars or that will likely be audited. Check with your Forest or Region for local protocol on the use of SCI.
- *DOI* - There are unique SCI models which have been developed for each DOI agency. Agency specific direction will be given in the future related to when the models will be available in WFDSS, and how field units will use them in cost estimation.

Managing the Incident

Agency Administrator Responsibilities

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

- Conduct an initial briefing to the Incident Management Team (appendix D).
- Provide an approved and certified WFDSS.
- *FS -* Ensure that significant decisions related to strategy and costs are included in a key decision log XXX or in WFDSS.
- Complete an Incident Complexity Analysis (appendix F & G) to accompany the WFDSS
- XXX Coordinate with neighboring agencies on multi-jurisdiction fires to issue a joint delegation of authority and develop a single WFDSS document for the management of unplanned ignitions.
- Issue a written Delegation of Authority (appendix H) to the type 1 or 2 Incident Commander and to other appropriate officials, agency administrator representative, resource advisor and incident business advisor.

==XXX~~ For type 3, 4, or 5 incidents, delegations may be written or oral~~== The delegation should:

- State specific and measurable objectives, priorities, expectations, agency administrator's intent, constraints and other required direction.
- Establish the specific time for transfer of command.
- Assign clear responsibilities for initial attack.
- Define your role in the management of the incident.
- Conduct during action reviews with the IC.
- Assign a resource advisor(s) to the IMT.
- Define public information responsibilities.
- If necessary, assign a local government liaison to the IMT.
- Assign an Incident Business Advisor (IBA) to provide incident business management oversight commensurate with complexity.
- Direct IMT to address rehabilitation of areas affected by suppression activities.
- Coordinate mobilization with the Incident Commander:
  - Negotiate filling of mobilization order with the IC.
  - Establish time and location of agency administrator briefing.
  - Consider approving support staff additional to the IMT as requested by the IC.
  - Consider authorizing transportation needs as requested by the IC.

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

Agency Administrator Representative Responsibilities

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

- Compliance with the Delegation of Authority and the WFDSS.
- Public Concerns (air quality, road or trail closures, smoke management, threats)
- Public safety (evacuations, access/use restrictions, temporary closures)
- Public information (fire size, resources assigned, threats, concerns, appeals for assistance)
- Socioeconomic, political, or tribal concerns
- Land and property ownership concerns
- Interagency and inter-governmental issues
- Wildland urban interface impacts
- Media contacts

Resource Advisor Responsibilities

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

- Rehabilitation requirements and standards
- Land ownership
- Hazardous materials
- Fuel breaks (locations and specifications)
- Water sources and ownership
- Critical watersheds
- Critical wildlife habitat
- Noxious weeds/aquatic invasive species
- Special status species (threatened, endangered, proposed, sensitive)
- Fisheries
- Poisonous plants, insects and snakes
- Mineral resources (oil, gas, mining activities)
- Archeological site, historic trails, paleontological sites
- Riparian areas
- Military issues
- Utility rights-of-way (power, communication sites)
- Native allotments
- Grazing allotments
- Recreational areas
- Special management areas (wilderness areas, wilderness study areas, recommended wilderness, national monuments, national conservation areas, national historic landmarks, areas of critical environmental concern, research natural areas, wild and scenic rivers)

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

XXX Use of Trainees

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

- A Division Group Supervisor (DIVS) trainee may not work directly for an Operations Section Chief without additional field supervision. The potential for high hazard work with high risk outcomes calls for a fully qualified DIVS to be assigned supervision of the DIVS trainee.

- A Supply unit Leader (SPUL) trainee may supervise a Receiving/Distribution Manager (RCDM) trainee. In this case, supervision may be successfully provided in a lower hazard environment with appropriate risk mitigation.

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

Incident Action Plan

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

Incident Status Reporting

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

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

Incident History and Financial Records

Wildland fire incidents on Federal lands managed by the FS and DOI (except BIA) require creation of an Incident History File (IHF) to document significant events, actions taken, lessons learned and other information with long-term value for managing natural resources. IHF contents and instructions and tools for creating the IHF are found at XXX ~~http://www.nifc.gov/.~~ http://www.nwcg.gov/policies/records/index.html
The XXX ~~ordering~~ host unit will be responsible for retaining the incident documentation package including the IHF and financial records.

XXX Document & Computer Security

XXX Precautions must be taken to secure incident information in its various formats. All forms of information shall be treated as Controlled Unclassified Information (CUI) and care must be exercised when handling the data to prevent the inadvertent viewing or unauthorized disclosure of information. CUI paper copies that compromise privacy and security shall be shredded before disposal when no longer needed. All computers used at the incident must be patched and have anti-virus software installed with recently updated definition files. All media used to transfer information into the incident (for example, but not limited to: USB flash drives, portable hard drives and CD/DVDs) must be scanned prior

==to use. Autorun capabilities must be disabled to prevent the spread of malware. All computers and storage devices shall be physically secured at all times.==

Transfer of Command
The following guidelines will assist in the transfer of incident command responsibilities from the local unit to incoming type 1 or 2 Incident Management Team and back to the local unit.
- The local team or organization already in place remains in charge until the local representative briefs their counterparts on the incoming team, a delegation of authority has been signed and a mutually agreed time for transfer of command has been established.
- The ordering unit will specify times of arrival and transfer of command and discuss these timeframes with both the incoming and outgoing command structures.
- Clear lines of authority must be maintained in order to minimize confusion and maintain operational control.
- Transfers of command should occur at the beginning of an operational period, whenever possible.
- All operational personnel will be notified on incident command frequencies when transfer of command occurs.

Release of Teams
The release of a type 1 or 2 IMT should follow an approved transfer of command process. The agency administrator must approve the date and time of the transfer of command. The transition plan should include the following elements:
- Remaining organizational needs and structure.
- Tasks or work to be accomplished.
- Communication systems and radio frequencies.
- Local safety hazards and considerations.
- Incident Action Plan, including remaining resources and weather forecast
- Facilities, equipment and supply status.
- Arrangement for feeding remaining personnel.
- Financial and payment processes needing follow-up.
- Complexity Analysis.

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

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

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

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

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

Unit/Area Closures

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

XXX Incident Emergency Management Planning and Services

XXX Refer to chapter 7 for further guidance.

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

XXX Responding to Non-Wildland Fire Incidents

Wildland Urban Interface

The operational roles of the federal agencies as partners in the wildland urban interface are wildland firefighting, hazard reduction, cooperative prevention and education, and technical assistance. Structural fire suppression is the responsibility of tribal, state, or local governments. Federal agencies may assist with exterior structural fire protection activities under formal fire protection agreements that specify the mutual responsibilities of the partners, including funding. (Some federal agencies have full structural protection authority for

their facilities on lands they administer and may also enter into formal
agreements to assist state and local governments with structural protection.)

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

Although funding is not provided to prepare for or respond to emergency non-wildland fire response activities such as structure fires, vehicle fires, dump fires, hazardous materials releases, and emergency medical responses, managers must ensure that fire management plans, interagency agreements, and annual operating plans clearly state agency and cooperator roles and responsibilities for non-wildland fire response activities that agency personnel are exposed to as a result of working in the wildland urban interface environment.

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

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

- *XXX NPS – Structural Fire Response Requirements (including vehicle, trash and dumpster fires). Structural fire suppression is a functional responsibility in many NPS units. Any structural fire response shall only be by personnel who have received the required training and are properly equipped. Vehicle, trash and dumpster fires contain a high level of toxic emissions and must be treated with the same caution that structural fires are treated. Firefighters must be outfitted with NFPA compliant structural fire personnel protective clothing, including self-contained breathing apparatus. Situations exist during the incipient phase of a vehicle fire where the fire can be quickly suppressed with the discharge of a handheld fire extinguisher. Discharging a handheld fire extinguisher during this phase of the fire will normally be considered an appropriate action. If the fire has gone beyond the incipient stage, employees are to protect the scene and request the appropriate suppression resources. In order to protect the health and safety of National Park Service personnel, no employee shall be directed, or dispatched (including self-dispatching) to the suppression of structural fires, including vehicle fires, unless they are provided with the required personnel protective equipment, firefighting equipment and*

training. All employees must meet or exceed the stands and regulations
identified in Director's Order and Reference Manual #58, Structural Fire.

- *XXX NPS – Training Requirements for Firefighters Responding to*
  Structural Fires (including Vehicle Fires). All wildland firefighters who
  respond to structural fires will meet the training requirements identified in
  Director's Order and Reference Manual #58, Structural Fire.
- *XXX NPS – Medical Examination Requirements for Firefighters*
  Responding to Structural Fires (including Vehicle Fires). All wildland
  firefighters who respond to structural fires will meet the medical
  requirements identified in Director's Order and Reference Manual #58,
  Structural Fire.
- *XXX NPS – Physical Fitness for Wildland Firefighters Responding to*
  Structural Fires (including Vehicle Fires). The physical fitness requirements
  are the same as for wildland fire arduous duty.

- **XXX** *NPS - Hazardous material response or control is not a functional*
  responsibility of wildland fire suppression resources. These incidents have
  tremendous potential to cause significant health and life safety issues. In
  order to protect the health and safety of NPS personnel, no employee shall
  be directed, or dispatched (including self dispatching) to an incident
  involving hazardous materials unless they are provided with the required
  personnel protective equipment and the appropriate certification level. NPS
  personnel on incidents involving hazardous material will limit their actions
  to those emergency services necessary for the immediate protection of
  themselves and the public and the prompt notification of appropriate public
  safety agencies. All wildland firefighters who are likely to witness or
  discover hazardous substances are required to complete the agency's First
  Responder Awareness (Level I) program, requiring 4-8 hours of initial
  training and an additional 4 hours of refresher training annually.

**Move to above section to chapter 3, add bullet here referencing chap 3
location.**

XXX Public Emergency Medical Response

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

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

Post Wildfire Activities

1   Each wildland fire management agency is responsible for taking prompt action
2   to determine the need for, and to prescribe and implement, emergency
3   treatments to minimize threats to life or property or to stabilize and prevent
4   unacceptable degradation to natural and cultural resources resulting from the
5   effects of a fire on the lands they manage.
6
7   Post wildfire activities references can be found in *Interagency Burned Area*
8   *Emergency Response Guidebook, Interpretation of Department of the Interior*
9   *620 DM 3 and USDA Forest Service Manual 2523, For the Emergency*
10   *Stabilization of Federal and Tribal Trust Lands, Version 4.0 dated Feb. 2006 and*
11   *"Interagency Burned Area Rehabilitation Guidebook, Interpretation of*
12   *Department of the Interior 620 DM 3, For the Burned Area Rehabilitation of*
13   *Federal and Tribal Trust Lands, Version 1.3* dated October 2006
14   http://www.fws.gov/fire/ifcc/Esr/home.htm.
15
16   Damages resulting from wildland fires are addressed through four activities:
17   ●   **Wildfire Suppression Activity Damage Repair -** Planned actions taken to
18   repair the damages to resources, lands and facilities resulting from wildfire
19   suppression actions and documented in the Incident Action Plan. These
20   actions are usually implemented immediately after containment of the
21   wildfire by the Incident Management Organization.
22   ●   **Emergency Stabilization -** Planned actions to stabilize and prevent
23   unacceptable degradation to natural and cultural resources, to minimize
24   threats to life or property resulting from the effects of a wildfire, or to
25   repair/replace/construct physical improvements necessary to prevent
26   degradation of land or resources. Emergency stabilization actions must be
27   taken within one year following containment of a wildland fire and
28   documented in a Burned Area Emergency Response Plan.
29   ●   **Rehabilitation -** Efforts taken within three years of containment of a
30   wildland fire to repair or improve wildfire-damaged lands unlikely to
31   recover naturally to management approved conditions, or to repair or
32   replace minor facilities damaged by wildfire. These efforts are documented
33   in a separate Burned Area Rehabilitation Plan.
34   ●   **Restoration -** Continuing the rehabilitation beyond the initial three years or
35   the repair or replacement of major facilities damaged by the wildfire.
36
37   ==**XXX** ~~**BAER Components Table**~~ **Post-Fire Activities Table**==

	Suppression Repair	**Emergency Stabilization**	**Rehabilitation**	**Restoration**
Objective:	Repair suppression damages	Protect life and property	Repair damages	Long Term Ecosystem Restoration
Damage due to:	Suppression activities	Post-fire events	Fire	Fire

Urgency:	Immediately after containment	1-12 months	1-3 years	3 + years
Responsibility	Incident commander	Agency administrator	Agency administrator	Agency administrator
Funding type:	Suppression (fire)	Emergency Stabilization	Rehabilitation	Regular program

1

2   ==XXX Emergency Stabilization== Approval Authorities Table

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

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 ● It is the agency administrator's responsibility to designate an

12   interdisciplinary BAER team. However, BAER teams must coordinate

13   closely with IC and Incident Management teams to work safely and

14   efficiently. Initial requests for funding for BAER should be submitted to

15   the appropriate agency administrator for approval within 7 calendar days

after the total containment of the fire. If additional time is needed,
extensions may be negotiated with those having approval authority.

- **DOI -** *The Department of the Interior maintains two standing National BAER Teams with pre-identified positions listed in the National Interagency Mobilization Guide and are comprised of personnel from the Bureau of Indian Affairs, Bureau of Land Management, National Park Service, Fish and Wildlife Service and Forest Service. The DOI-BAER Teams are dispatched by the National Interagency BAER Team Dispatch Prioritization Criteria Evaluation. http://www.fws.gov/fire/ifcc/Esr/BAER/BAER_Team_Management/2006% 20BAERTeam%20call-out%20criteria.pdf.*
- **DOI** *- The DOI-BAER Teams should be requested at least 10 days prior to expected date of wildfire containment and ordered through the National Mobilization Guide.*
- **FS -** *The Forest Service utilizes BAER Teams through a pool of resources with the skills identified by the receiving unit. When needed, BAER personnel from other units can either be contacted directly or through dispatch. Placing a general fire resource order for BAER team members via dispatch is not appropriate for ad hoc Forest Service teams. See FSM 2523 and FSH 2509.13 for agency specific policy and direction for BAER team.*

Incident Business Management

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

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

Cost Containment

The primary criteria for choosing suppression strategies are to minimize costs without compromising safety. Planned and actual suppression costs must be commensurate with the values to be protected. They must be included and displayed in the Wildland Fire Decision Support System (WFDSS) documentation. Indirect containment strategies are appropriate only if they are the safest or least costly option. Selection of these strategies must be carefully scrutinized when fire danger trends are rising. Long duration wildfires need to be closely evaluated by cost containment teams to ensure that operations are not occurring beyond the point of diminishing returns.

XXX An Incident Business Advisor (IBA1) must be assigned to any fire with suppression costs of more than $5 million. An IBA2 is advised for fires with suppression costs of $1-5 million. If a certified IBA is not available, the approving official will appoint a financial advisor to monitor expenditures. An Incident Business Advisor (IBA) must be assigned to any fire with costs of $5 million or more. The complexity of the incident and the potential costs should be considered when assigning either an IBA1 or IBA2. If a qualified IBA is not available, the approving official will appoint a financial advisor to monitor expenditures.

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

Large Fire Cost Reviews

XXX A large fire cost review will be required for incidents (single fire or complex) that meet or exceed federal combined expenditures of $10 million. XXX An Interagency Large Fire Cost Review will be conducted when an incident (single fire or complex) meets or exceeds Federal combined expenditures of $10 million.

XXX A review may also be conducted when an incident (single fire or fire complex) meets or is expected to meet one or more of the following criteria:
- The predicted time to achieve the fire management objective exceeds 21 days.
- There are significant political, social, natural resource, or policy concerns.
- There are significant and complicated cost-share or multi-jurisdictional issues.
- The affected agency requests a review.

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

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

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

Cache Management

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

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

National Interagency Support Caches

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

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

Local Area Interagency Support Caches

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

Initial Response Caches

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

Inventory Management

System Implementation

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

Reporting Requirements

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

All items reported will conform to refurbishment standards set forth in the *Fire Equipment Storage and Refurbishment Standards* ==XXX (PMS 448)== available at *www.nwcg.gov.* Those items not identified in this document will not be refurbished.

Accountability

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

Trackable Items

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

Durable Items

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

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

Consumable Items

Include items normally expected to be consumed during incident use.

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

Examples of consumable items are: batteries, plastic canteens, cubitainers, forms, MREs, fusees, hot food containers, petroleum products and medical supplies.

Incident Management and Environmental Sustainability

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

Incident to Incident Transfer of Supplies and Equipment

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

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

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

Upon request, the servicing NISC can provide the Supply Unit Leader with and Outstanding Items Report to facilitate accurate waybill documentation.

Fire Loss Tolerance Reporting for Type 1 and 2 Incidents

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

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

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

Incident Supply and Equipment Return Procedures

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

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

Cache Returns and Restock Procedures

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

issue will be returned to multiple-fire charges, unless specific incident charge
documentation (issues) can be provided with the return.

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

Damage or Loss for assigned property is addressed under *IIBMH* Chapter 30,
35.4. Specialty or non-cache items originally provided by the home unit through
the use of preparedness funds will be replaced by home unit funds if the loss is
due to normal wear and tear. If the government property is damaged on the
incident due to a specific event, e.g., wind event damages tent, the incident may,
upon receipt of required documentation and proof of damage, authorize
replacement using the *Incident Replacement Requisition (OF315)*. Cache items
will be replaced at the incident if available. Cache items that are not available at
the incident may be authorized for restocking at the home unit via an authorized
Incident Replacement Requisition.