

1 Chapter 11

2 Incident Management

3

4 National Interagency Incident Management System (NIIMS)

5 The National Interagency Incident Management System (NIIMS) is sponsored
6 by the National Wildfire Coordinating Group (NWCG). It provides a universal
7 set of structures, procedures, and standards for agencies to respond to all types
8 of emergencies. NIIMS is compliant with the National Incident Management
9 System (NIMS). NIIMS will be used to complete tasks assigned to the
10 interagency wildland fire community under the National Response Plan.

11

12 Incident Command System (ICS)

13 The Incident Command System is the on-site management system used in
14 NIIMS/NIMS. The ICS is a standardized emergency management construct
15 specifically designed to provide for an integrated organizational structure that
16 reflects the complexity and demands of single or multiple incidents, without
17 being hindered by jurisdictional boundaries. ICS is the combination of facilities,
18 equipment, personnel, communications, and procedures operating within a
19 common organizational structure to manage incidents. ICS will be used by the
20 agencies to manage wildland fire operations.

21

22 Wildland Fire Complexity Analysis

23 Wildland fires are typed by complexity, from Type 5 (least complex) to Type 1
24 (most complex). The ICS organizational structure develops in a modular
25 fashion based on the complexity of the incident. Complexity is determined by
26 performing an Incident Complexity Analysis - (Refer to samples in Appendix F
27 & G). Units may develop their own Complexity Analysis format to replace
28 Appendix G. It is the Incident Commander's responsibility to continually
29 reassess the complexity level of the incident. When the complexity analysis
30 indicates a higher complexity level, the IC must ensure that suppression
31 operations remain within the scope and capability of the existing organization.
32 Incident Commanders must continually reassess incident complexity to ensure
33 the appropriate command organization is either in place or on order.

34

35 Fire Management Organization Assessment

36 The Fire Management Organization Assessment is a short checklist that agency
37 administrators may use to identify conditions associated with heavy fire activity
38 that may overload the local fire staff, reducing its effectiveness to manage the
39 situation. Identifying these conditions may help the agency administrator
40 determine whether increasing staffing levels might be an appropriate action to
41 take. See Appendix K.

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- 1 Incident Management and Coordination Components of NIIMS
- 2 Effective incident management requires:
- 3 Command Organizations to manage on-site incident operations.
- 4 Coordination and Support Organizations to provide direction and supply
- 5 resources to the on-site organization.

- 6 ~~On site Command Organizations~~ ~~Off site Coordination and Support~~
- 7 ~~Type 5 Incident Command~~ ~~Initial Attack Dispatch~~
- 8 ~~Type 4 Incident Command~~ ~~Expanded Dispatch~~
- 9 ~~Type 3 Incident Command~~ ~~Buying /Payment Teams~~
- 10 ~~Type 2 Incident Command~~ ~~Local, Geographic, or National~~
- 11 ~~Type 1 Incident Command~~ ~~Geographic and National~~
- 12 ~~Fire Use Management Teams~~ ~~Coordination Centers~~
- 13 ~~Unified Command~~ ~~Multi-Agency Coordinating Groups~~
- 14 ~~Area Command~~

<u>On Site Command Organizations</u>	<u>Off Site Coordination and Support</u>
<u>Type 5 Incident Command</u>	<u>Initial Attack Dispatch</u>
<u>Type 4 Incident Command</u>	<u>Expanded Dispatch</u>
<u>Type 3 Incident Command</u>	<u>Buying /Payment Teams</u>
<u>Type 2 Incident Command</u>	<u>Coordination Centers</u>
<u>Type 1 Incident Command</u>	<u>(Geographic or National)</u>
<u>Fire Use Management Teams</u>	<u>Multi-Agency Coordinating Groups</u>
<u>Unified Command</u>	<u>(Local, Geographic, or National)</u>
<u>Area Command</u>	

16
17 Command Organization

18
19 Incident Command
20 All fires, regardless of complexity, will have an Incident Commander (IC). The
21 IC is a single individual responsible to the agency administrator(s) for all
22 incident activities; including the development of strategies and tactics, and the
23 ordering, deployment, and release of resources. The IC develops the
24 organizational structure necessary to manage the incident. ICS Command Staff
25 (Safety Officer and Information Officer) and General Staff (Operations Section
26 Chief, Planning Section Chief, Logistics Section Chief, and Finance Section
27 Chief) are established as required to perform key functional responsibilities for
28 the IC.

29
30 For purposes of initial attack the first Incident Commander (IC) on scene,
31 qualified at any level, will assume the duties of initial attack incident
32 commander. The initial attack incident commander will assume the duties and
33 responsibility (ies) for all suppression efforts on the incident, up to their level of
34 qualification, until relieved by an IC, qualified at a level commensurate with
35 incident complexity, arrives on scene.

36
37 Type 4 and 5 Incident Command
| 11-2

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

6
7 Type 5 Incident Characteristics
8 Ad hoc organization managed by a Type 5 Incident Commander.
9 Primarily local resources used.
10 ICS command and general staff positions are not activated.
11 Resources vary from two to six firefighters.
12 Incident is generally contained within the first burning period and often within a
13 few hours after resources arrive on scene.
14 Additional firefighting resources or logistical support are not usually required.

15
16 Type 4 Incident Characteristics
17 Ad hoc organization managed by a Type 4 Incident Commander.
18 Primarily local resources used.
19 ICS command and general staff positions are not activated.
20 Resources vary from a single resource to multiple resource task forces or strike
21 teams.
22 Incident is usually limited to one operational period in the control phase.
23 Mopup may extend into multiple operational periods.
24 Written incident action plan (IAP) is not required. A documented operational
25 briefing will be completed for all incoming resources. Refer to the Incident
26 Response Pocket Guide for a briefing checklist.

27
28 Type 3 Incident Command
29 Type 3 Incident Commanders (ICT3s) are qualified according to the 310-1.
30 ICT3s are required to manage the incident. They must not have concurrent
31 responsibilities that are not associated with the incident, and they must not
32 concurrently perform single resource boss duties. It is important to note that not
33 all Type 3 complexity incidents require a full complement of individuals at the
34 command and general staff positions. A Type 3 Incident Commander (ICT3) is
35 expected to exercise their authority and establish the appropriate organizational
36 structure for each incident as based on complexity, and span of control.
37
38 As an incident escalates, a continuing assessment of the complexity level should
39 be completed to validate the continued ~~ICT~~Type 3 effort or the need for a higher
40 level of incident management.

41
42 The following chart illustrates the minimum qualifications required for
43 individuals performing Type 3 complexity functions:

44
45
46

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	Strike Team Leader or Task Force Leader
Division	Single Resource Boss
Plans	Local entities can establish level of skill to perform function.
Logistics	Local entities can establish level of skill to perform function.
Information	Local entities can establish level of skill to perform function.
Finance	Local entities can establish level of skill to perform function.

2 FS - Refer to FSM 5109.17 for Additional standards.

3

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

7

8 Type 3 Incident Characteristics

9 Ad hoc or pre-established Type 3 organization managed by a ~~Type 3 Incident~~
 10 ~~Commander~~ICT3.

11

12 The IC develops the organizational structure necessary to manage the incident.
 13 Some or all of ICS functional areas are activated, usually at the division/group
 14 supervisor and/or unit leader level.

15 The Incident Complexity Analysis process is formalized and certified daily with
 16 the jurisdictional agency. It is the IC's responsibility to continually reassess the
 17 complexity level of the incident. When the complexity analysis indicates a
 18 higher complexity level the IC must ensure that suppression operations remain
 19 within the scope and capability of the existing organization, and that span of
 20 control is consistent with established ICS standards.

21 Local and non-local resources used.

22 Resources vary from several resources to several task forces/strike teams.

23 May be divided into divisions.

24 May require staging areas and incident base.

25 May involve low complexity aviation operations.

26 May involve multiple operational periods prior to control, which may require a
 27 written Incident Action Plan (IAP).

28 Documented operational briefings will occur for all incoming resources and
 29 before each operational period. Refer to the Incident Response Pocket Guide for
 a briefing checklist.

- 1 ~~Type 3 ICI~~CT3's will not serve concurrently as a single resource boss or have
2 any non incident related responsibilities.
3
- 4 Type 1 and 2 Incident Command
5 Type 1 and 2 Incident Commanders are qualified according to the 310-1. These
6 ICs command pre-established Incident Management Teams that are configured
7 with ICS Command Staff, General Staff, and other leadership and support
8 positions. Personnel performing specific Type 1 or Type 2 command and
9 general staff duties must be qualified at the Type 1 or Type 2 level according to
10 the 310-1 standards.
11
- 12 Type 2 Incident Characteristics
13 Type 2 teams are managed by Geographic Area Multi-Agency Coordinating
14 Groups, and are coordinated by the Geographic Area Coordination Centers.
15 Pre-established incident management team managed by Type 2 Incident
16 Commander.
17 ICS command and general staff positions activated.
18 Many ICS functional units required and staffed.
19 Geographic and functional area divisions established.
20 Complex aviation operations involving multiple aircraft.
21 Incident ~~command post~~Command Post, base, camps, staging areas established.
22 Incident extends into multiple operational periods.
23 Written incident action plan required for each operational period.
24 Operations personnel often exceed 200 per operational period and total
25 personnel may exceed 500.
26 Requires a Wildland Fire Situation Analysis (WFSAs).
27 Requires a written Delegation of Authority to the Incident Commander.
28
- 29 Type 1 Incident Characteristics
30 Type 1 teams are managed by Geographic Area Multi-Agency Coordinating
31 Groups, and are coordinated by the Geographic Area Coordination Centers. At
32 national preparedness levels 4 and 5 these teams are coordinated by the National
33 Interagency Coordination Center.
34 Pre-established incident management team managed by Type 1 Incident
35 Commander.
36 ICS command and general staff positions activated.
37 Most ICS functional units required and staffed.
38 Geographic and functional area divisions established.
39 May require branching to maintain adequate span of control.
40 Complex aviation operations involving multiple aircraft.
41 Incident command post, incident camps, staging areas established.
42 Incident extends into multiple operational periods.
43 Written incident action plan required for each operational period.
44 Operations personnel often exceed 500 per operational period and total
45 personnel may exceed 1000.
46 Requires a Wildland Fire Situation Analysis. (WFSAs)

1 Requires a written Delegation of Authority to the Incident Commander.

2

3 Fire Use Management Teams (FUMT)

4 Fire Use Management Teams provide land managers with skilled and mobile
5 personnel to assist with the management of Wildland Fire Use (WFU) fires and
6 with prescribed fires. Fire Use Management Teams are available as an
7 interagency resource for assignment to all agencies and units. FUMTs consist of
8 the following positions:

9 Incident Commander Type 2 (ICT2)

10 Safety Officer 2 (SOF2)

11 Public Information Officer 2 (POI2)

12 Operations Sections Chief Type 2 (OSC2)

13 Planning Section Chief Type 2 (PSC2)

14 Long Term Fire Behavior Analyst (LTAN)

15 Logistics Section Chief Type 2 (LSC2)

16 Three additional positions

17

18 National Incident Management Organization Teams

19 Two National Incident Management Organization (NIMO) teams are configured
20 as short Type I incident management teams. Each team has a full-time Incident
21 Commander and six full-time Command & General Staff. One NIMO team is
22 mobilized from Atlanta and the other from Boise. NIMO teams will be assigned
23 to incidents as appropriate.

24

25 Area Command

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

33

34 Area Command Functions

35 Establish overall strategy, objectives, and priorities for the incident(s) under its
36 command.

37 Allocate critical resources according to priorities.

38 Ensure that incidents are properly managed.

39 Coordinate demobilization.

40 Supervise, manage, and evaluate Incident Management Teams under its
41 command.

42 Minimize duplication of effort and optimize effectiveness by combining
43 multiple agency efforts under a single Area Action Plan.

44

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46

1 Area Command Teams

2 National Area Command teams are managed by National Multi-Agency
3 Coordinating (NMAC) and are comprised of the following:
4 Area Commander (ACDR)
5 Assistant Area Commander, Planning (AAPC)
6 Assistant Area Commander, Logistics (AALC)
7 Area Command Aviation Coordinator (ACAC)
8 Area Command Trainees (2, as identified by the Area Commander)
9 Depending on the complexity of the interface between the incidents, specialists
10 in other areas such as aviation safety or information may also be assigned.

11

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.
24 Maximizing use of all assigned resources.

25

26 Advantages of Unified Command are:

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

34

35 Coordination and Support Organizations

36

37 Initial Attack Dispatch

38 Initial Attack is the planned response to a wildfire, given the wildfire's potential
39 fire behavior. The command decision to move suppression resources is made by
40 an authorized person at a local Initial Attack Dispatch Center.

41

42 Expanded Dispatch

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

1 Expanded Dispatch Organization

2 An Expanded Dispatch operations center may be established. The Expanded
3 Dispatch coordinator facilitates accomplishment of goals and direction of the
4 Agency administrator and, when activated, the Multi Agency Coordinating
5 Group. The position may be filled by the person normally managing the day-to-
6 day operations of the center or an individual from a higher level of management.
7 The Expanded Dispatch center coordinator is responsible for:
8 Filling and supervising necessary positions, if they are necessary, in accordance
9 with coordination complexity.
10 Implementing decisions made by the Multi-Agency Coordination (MAC) group.

11
12 Expanded Dispatch Facilities and Equipment

13 Expanded Dispatch facilities and equipment should be pre-identified, procured,
14 and available for immediate setup. The following key items should be provided
15 for:

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

25
26 Buying/Payment Teams

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

32
33 Multi-Agency Coordination (MAC) Group

34 Multi-Agency Coordination Groups are part of the National Interagency
35 Incident Management System (NIIMS) and are an expansion of the off-site
36 coordination and support system. MAC Groups are activated by the Agency
37 administrator(s) when the character and intensity of the emergency situation
38 significantly impacts or involves other agencies. A MAC Group may be
39 activated to provide support when only one agency has incident(s). The MAC
40 ~~group~~ Group is made up of agency representatives who are delegated authority
41 by their respective Agency-agency administrators to make agency decisions and
42 to commit agency resources and funds. The MAC Group relieves the incident
43 support organization (dispatch, expanded dispatch) of the responsibility for
44 making key decisions regarding prioritization of objectives and allocation of
45 critical resources. The MAC Group makes coordinated Agency-agency
46 administrator level decisions on issues that affect multiple agencies. The MAC

1 Group is supported by situation, resource status, and intelligence units who
2 collect and assemble data through normal coordination channels.

3

4 MAC Group Direction

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

11

12 MAC Group Activation Levels

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

17

18 MAC Group Coordinator

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

22 Provides expertise on the functions of the MAC Group and on the proper
23 relationships with dispatch centers and incident managers.

24 Fills and supervises necessary unit and support positions as needed, in
25 accordance with coordination complexity.

26 Arranges for and manages facilities and equipment necessary to carry out the
27 MAC ~~group-Group~~ functions.

28 Facilitates the MAC ~~group-Group~~ decision process. Implements decisions made
29 by ~~the MAC group-Group~~.

30

31 MAC Group Functions

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

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

35 Overall situation status information.

36 Incident priority determination.

37 Resource acquisition and allocation.

38 State and Federal disaster coordination.

39 Political interfaces.

40 Consistency and quality of information provided to the media and involved
41 agencies.

42 Anticipation of future conditions and resource needs.

43

44 Managing the Incident

45

46 Agency Administrator Responsibilities

- 1 The agency administrator (AA) manages the land and resources on their
- 2 organizational unit according to the established land management plan. Fire
- 3 management is part of that responsibility. The AA establishes specific
- 4 performance objectives for the Incident Commander (IC), and delegates the
- 5 authority to the IC to take specific actions to meet those objectives.
- 6 AA responsibilities to a Type 1 or 2 Incident Management Team (IMT) or Fire
- 7 Use Management Team (FUMT) include:
- 8 Conduct an initial briefing to the Incident Management Team (Appendix D).
- 9 Provide an approved and certified Wildland Fire Situation Analysis (WFSA) or
- 10 Wildland Fire Implementation Plan (WFIP). The WFSA is validated daily and
- 11 the WFIP is validated as required.
- 12 Complete an Incident Complexity Analysis (Appendix F & G) to accompany the
- 13 WFSA.
- 14 Issue a written Delegation of Authority (Appendix H) to the Incident
- 15 Commander and to other appropriate officials (agency administrator
- 16 Representative, Resource Advisor, and Incident Business Advisor). For Type 3,
- 17 4, or 5 Incidents, delegations may be written or oral. The delegation should:
- 18 State specific and measurable objectives, priorities, expectations, constraints,
- 19 and other required direction.
- 20 Establish the specific time for transfer of command.
- 21 Assign clear responsibilities for initial attack.
- 22 Define your role in the management of the incident.
- 23 Assign a resource advisor(s) to the IMT.
- 24 Define public information responsibilities.
- 25 If necessary, assign a local government liaison to the IMT.
- 26 Assign an Incident Business Advisor (IBA) to provide incident business
- 27 management oversight commensurate with complexity.
- 28 Direct IMT to address rehabilitation of areas affected by suppression activities.
- 29 Coordinate Mobilization with the Incident Commander:
- 30 Negotiate filling of mobilization order with the IC.
- 31 Establish time and location of ~~Agency~~ administrator briefing.
- 32 Consider approving support staff additional to the IMT as requested by the IC.
- 33 Consider authorizing transportation needs as requested by the IC.
- 34
- 35 In situations where one agency provides fire suppression service under
- 36 agreement to the jurisdictional agency, both jurisdictional and protecting
- 37 agencies will be involved in the development of, and signatories to, the
- 38 delegation of authorities and the WFSA to the incident management teams.
- 39
- 40 ~~A website for agency administrators managing a large fire incident in which a~~
- 41 ~~IMT will be assigned is located at:~~
- 42 ~~[http://www.fs.fed.us/r3/fire/swamgmt/admin/aa_guidelines/swa_aa_guidelines.h](http://www.fs.fed.us/r3/fire/swamgmt/admin/aa_guidelines/swa_aa_guidelines.htm)~~
- 43 ~~tm-~~
- 44
- 45 Agency Administrator Representative Responsibilities

1 The agency administrator representative (the on-scene agency administrator) is
2 responsible for representing the political, social, and economic issues of the
3 agency administrator to the Incident Commander. This is accomplished by
4 participating in the agency administrator briefing, in the IMT planning and
5 strategy meetings, and in the operational briefings. Responsibilities include
6 representing the agency administrator to the IMT regarding:
7 Compliance with the Delegation of Authority and the WFSA.
8 Public Concerns (air quality, road or trail closures, smoke management, threats)
9 Public Safety (evacuations, access/use restrictions, temporary closures)
10 Public Information (fire size, resources assigned, threats, concerns, appeals for
11 assistance)
12 Socioeconomic, Political, or Tribal Concerns
13 Land and Property Ownership Concerns
14 Interagency and Inter-governmental Issues
15 Wildland Urban Interface Impacts
16 Media Contacts
17
18 Resource Advisor Responsibilities
19 The Resource Advisor is responsible for anticipating the impacts of fire
20 operations on natural and cultural resources and for communicating protection
21 requirements for those resources to the Incident Commander. The Resource
22 Advisor should ensure IMT compliance with the Land Management Plan and
23 Fire Management Plan direction, and provide the Incident Commander with
24 information, analysis, and advice on these areas:
25 Rehabilitation requirements and standards
26 Land Ownership
27 Hazardous Materials
28 Fuel Breaks (locations and specifications)
29 Water Sources and Ownership
30 Critical Watersheds
31 Critical Wildlife Habitat
32 Noxious Weeds
33 Special Status Species (threatened, endangered, proposed, sensitive)
34 Fisheries
35 Poisonous Plants, Insects, and Snakes
36 Mineral Resources (oil, gas, mining activities)
37 Archeological Site, Historic Trails, Paleontological Sites
38 Riparian Areas
39 Military Issues
40 Utility Rights-of-way (power, communication sites)
41 Native Allotments
42 Grazing Allotments
43 Recreational Areas
44 Special Management Areas (Wilderness Areas, Wilderness Study Areas,
45 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).

8 Incident Action Plan

9
10 When a written Incident Action Plan is required, suggested components may
11 include objectives, organization, weather forecast, fire behavior forecast,
12 division assignments, air operations summary, safety message, medical plan,
13 communications plan, and incident map.

14 Incident Status Reporting

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

19
20 Large fires are classified as 100 acres or larger in timber fuel types, 300 acres or
21 larger in grass fuel types, or when a Type 1 or 2 Incident Management Team is
22 assigned. A report should be submitted daily until the incident is contained.
23 The agency administrator may require additional reporting times. Refer to local
24 zone, and/or GACC guidance for additional reporting requirements.

25 Incident History and Financial Records

26
27 Wildland fire incidents on Federal lands managed by the FS and DOI (except
28 BIA) require creation of an Incident History File (IHF) to document significant
29 events, actions taken, lessons learned and other information with long-term
30 value for managing natural resources. IHF contents and instructions and tools
31 for creating the IHF are found at www.nifc.gov.

32
33 For incidents involving use of wildland fire for resource benefit, include
34 Wildland Fire Implementation Plans (Stages I, II, and III) or equivalents with
35 the records shown above.

36
37 The ordering host unit will be responsible for retaining the incident
38 documentation package including the Incident History File (IHF) and financial
39 records.

40 Transfer of Command

41
42 The following guidelines will assist in the transfer of incident command
43 responsibilities from the local unit to incoming Type 1 or 2 Incident
44 Management Team, and back to the local unit.

1 The local team or organization already in place remains in charge until the local
2 representative briefs their counterparts on the incoming team, a delegation of
3 authority has been signed, and a mutually agreed time for transfer of command
4 has been established.

5 The ordering unit will specify times of arrival and transfer of command, and
6 discuss these timeframes with both the incoming and outgoing command
7 structures.

8 Clear lines of authority must be maintained in order to minimize confusion and
9 maintain operational control.

10 Transfers of command should occur at the beginning of an operational period,
11 whenever possible.

12 All operational personnel will be notified on incident command frequencies
13 when transfer of command occurs.

14 15 Release of Teams

16 The release of a Type 1 or 2 IMT should follow an approved transfer of
17 command process. The agency administrator must approve the date and time of
18 the transfer of command. The transition plan should include the following
19 elements:

20 Remaining organizational needs and structure

21 Tasks or work to be accomplished

22 Communication systems and radio frequencies

23 Local safety hazards and considerations

24 Incident Action Plan, including remaining resources and weather forecast

25 Facilities, equipment, and supply status

26 Arrangement for feeding remaining personnel

27 Financial and payment processes needing follow-up

28 Complexity Analysis

29 30 Team Evaluation

31 At completion of assignment, Incident Commanders will receive a written
32 performance evaluation from the agency administrators prior to the teams
33 release from the incident. Certain elements of this evaluation may not be able to
34 be completed at the closeout review. These include; accountability and property
35 control; completeness of claims investigation/documentation; and completeness
36 of financial and payment documentation. The final evaluation incorporating all
37 of the above elements should be sent to the Incident Commander within 60 days.
38 See Appendix J for the IMT evaluation form.

39
40 The Delegation of Authority, the WFSA, and agency administrator's direction
41 will serve as the primary standards against which the IMT is evaluated.

42
43 The agency administrator will provide a copy of the evaluation to the IC, the
44 state/regional FMO, and retain a copy for the final fire package.

45

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

4 Financial Records

5 ~~The ordering host unit will be responsible for retaining the incident~~
 6 ~~documentation package and financial records.~~

7
 8 Post Wildfire Activities

9 Each wildland fire management agency is responsible for taking prompt action
 10 to determine the need for and to prescribe and implement emergency treatments
 11 to minimize threats to life or property or to stabilize and prevent unacceptable
 12 degradation to natural and cultural resources resulting from the effects of a fire
 13 on the lands they manage.

14
 15 Damages resulting from wildland fires are addressed through four activities:
 16 Wildfire Suppression Activity Damage Repair - Planned actions taken to repair
 17 the damages to resources, lands, and facilities resulting from wildfire
 18 suppression actions and documented in the Incident Action Plan. These actions
 19 are usually implemented immediately after containment of the wildfire by the
 20 Incident Management Team before demobilization.

21 Emergency Stabilization - Planned actions to stabilize and prevent
 22 unacceptable degradation to natural and cultural resources, to minimize threats
 23 to life or property resulting from the effects of a wildfire, or to
 24 repair/replace/construct physical ~~improvement~~improvements necessary to
 25 prevent degradation of land or resources. Emergency stabilization actions must
 26 be taken within one year following containment of a wildland fire and
 27 documented in a Burned Area Emergency Response Plan.

28 Rehabilitation - Efforts taken within three years of containment of a wildland
 29 fire to repair or improve wildfire-damaged lands unlikely to recover naturally to
 30 management approved conditions, or to repair or replace minor facilities
 31 damaged by wildfire. These efforts are documented in a separate Burned Area
 32 Rehabilitation Plan.

33 Restoration - ~~The continuation of~~Continuing the rehabilitation beyond the initial
 34 three years or the repair or replacement of major facilities damaged by the
 35 wildfire.

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36
 37 BAER Components Table

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

<u>Urgency:</u>	<u>Before incident closeout</u>	<u>1-12 months</u>	<u>1-3 years</u>	<u>3 + years</u>
<u>Responsibility</u>	<u>Incident commander</u>	<u>Agency Administrator</u>	<u>Agency Administrator</u>	<u>Agency Administrator</u>
<u>Funding type:</u>	<u>Suppression (fire)</u>	<u>Emergency Stabilization</u>	<u>Rehabilitation</u>	<u>Regular program</u>

1
2 Approval Authorities Table

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

3
4 Burned Area Emergency Response (BAER) Teams
5 BAER Teams are a standing or ad hoc group of technical specialists (e.g.,
6 hydrologists, biologists, soil scientists, etc.) that develop and may implement
7 portions of the Burned Area Emergency Response Plans. They will meet the
8 requirements for unescorted personnel found in Chapter ~~0607~~ under “Visitors to
9 the Fireline” when working within the perimeter of an uncontrolled wildfire.
10 The team’s skills and size should be commensurate with the size and complexity
11 of the wildfire.
12 It is the agency administrator’s (not the Incident Commander’s) responsibility to
13 designate an interdisciplinary BAER team. However, BAER teams must
14 coordinate closely with IC and Incident Management teams to work safely and
15 efficiently. Initial requests for funding for BAER should be submitted to the

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1 appropriate agency administrator for approval within 7 calendar days after the
2 total containment of the fire. If additional time is needed, extensions may be
3 negotiated with those having approval authority.

4 DOI - The Department of the Interior maintains one standing National BAER
5 Team with pre-identified positions listed in the National Interagency
6 Mobilization Guide and are comprised of personnel from the Bureau of Indian
7 Affairs, Bureau of Land Management, National Park Service, Fish and Wildlife
8 Service, and Forest Service. The DOI-BAER Team is dispatched by the
9 National Interagency BAER Team Dispatch Prioritization Criteria Evaluation.
10 The DOI-BAER Teams should be requested at least 10 days prior to expected
11 date of wildfire containment.

12 FS - The Forest Service utilizes BAER Teams through a pool of resources with
13 the skills identified by the receiving unit. When needed, BAER personnel from
14 other units can either be contacted directly or through dispatch. Placing a
15 general fire resource order for BAER team members via dispatch is not
16 appropriate for ad hoc Forest Service teams. See FSM 2523 and FSH 2509.13
17 for agency specific policy and direction for BAER team.

18 19 Incident Business Management

20 21 Cost Containment

22 The primary criteria for choosing suppression strategies are to minimize costs
23 without compromising safety. Planned and actual suppression costs must be
24 commensurate with the values to be protected. They must be included and
25 displayed in the Wildland Fire Situation Analysis. Even though resource
26 benefits may result in some areas of a fire, it is inappropriate to expend
27 suppression dollars with the explicit objective of achieving resource benefit.
28 Indirect containment strategies are appropriate only if they are the safest or least
29 cost option. Selection of these strategies must be carefully scrutinized when fire
30 danger trends are rising. Long duration wildfires need to be closely evaluated
31 by cost containment teams to ensure that operations are not occurring beyond
32 the point of diminishing returns.

33
34 An Incident Business Advisor (IBA1) must be assigned to any fire with
35 suppression costs of more than \$5 million. An IBA2 is advised for fires with
36 suppression costs of \$1-5 million. If a certified IBA is not available, the
37 approving official will appoint a financial advisor to monitor expenditures.

38
39 Incident suppression cost objectives will be included as a performance measure
40 in Incident Management Team evaluations.

41 42 Incident Action Plan

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

1 Incident Status Reporting

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

6
7 Large fires are classified as 100 acres or larger in timber fuel types, 300 acres or
8 larger in grass fuel types, or when a Type 1 or 2 Incident Cache Management
9 Team is assigned. A report should be submitted daily until the incident is
10 contained. The agency administrator may require additional reporting times.
11 The DOI-BLM manages two National Interagency Support Caches (NISC), and
12 USDA-Forest Service manages nine national caches. Agencies often serve as
13 interagency partners in local area support caches, and operate single agency
14 initial attack caches. All caches will maintain established stocking levels,
15 receive and process orders from participating agencies, and follow ordering and
16 fire replenishment procedures as outlined by the national and geographic area
17 cache management plans and mobilization guides.
18 FS - Refer to local, zone, and/or GACC guidanceFSM 5160 for additional
19 reportingspecific requirements.

20
21 National Interagency Support Caches

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

34
35 Forest Service National Symbols Program distribution is through the Northeast
36 Area National Interagency Support Cache. This material is coordinated by the
37 USDA Forest Service, under advisement of the National Association of State
38 Foresters' (NASF) Cooperative Forest Fire Prevention Committee (CFFP), and
39 the DOI Bureau of Land Management. Materials include Smokey Bear
40 prevention items, and Junior Forest Ranger environmental educational materials.
41 Northeast Area National Interagency Support Cache also distributes DOI Fire
42 Education materials and provides resource kits for National Fire Prevention
43 Teams. The website at www.symbols.gov contains the catalog of these materials
44 and offers information having to do with these programs.

45
46 Local Area Interagency Support Caches

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

4 Initial Response Caches

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

10 Inventory Management

11 System Implementation

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

18 Reporting Requirements

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

21 All items reported will conform to refurbishment standards set forth in NFES
22 2249, Fire Equipment Storage and Refurbishment Standards. Those items not
23 identified in NFES 2249 will not be refurbished.

24 Accountability

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

32 Trackable Items

33 Include items that a cache may track due to dollar value, sensitive property
34 classification, limited quantities available, or other criteria set by each NISC.
35 Items that are considered trackable are usually engraved or tagged with a cache
36 identification number. These items must be returned to the issuing cache at the
37 end of the incident use, or documentation must be provided to the issuing cache
38 as to why it was not returned. All trackable items are also considered durable.
39 100 percent accountability is expected on trackable items.

40 Durable Items

1 Include cache items considered to have a useful life expectancy greater than one
2 incident. High percentages of return for these items are expected. These items
3 are not specifically cache identified/tagged/engraved. Acceptable loss tolerance/
4 use rates for the following durable goods have been established:
5 10% for water handling accessories, helicopter accessories, tents, and camp
6 items such as heaters, lights, lanterns, tables, and chairs.
7 20% for hose, tools, backpack pumps, sleeping bags, pads, and cots.
8 30% for personal protective equipment.

9 Consumable Items

10 Include items normally expected to be consumed during incident use.
11 Consumable items returned in unused condition are credited to the incident.
12 Examples of consumable items are: batteries, plastic canteens, cubitainers,
13 forms, MREs, fusees, hot food containers, petroleum products, and medical
14 supplies.

15 Incident to Incident Transfer of Supplies and Equipment

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

21 Documentation will be completed on the Interagency Incident Waybill (NFES
22 #1472), and must include the following:

23 NFES Number

24 Quantity

25 Unit of Issue

26 Description

27 Property number, if item is trackable

28 Receiving incident name, incident number and resource request number

29 The Supply Unit Leader will send the waybill transfer information to the
30 servicing NISC to maintain proper accountability recording.

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

33 Fire Loss Tolerance Reporting for Type 1 and 2 Incidents

34 In order to help managers keep incident-related equipment and supply loss to a
35 minimum, incident management teams (IMT)'s are required to maintain
36 accountability and tracking of these items. Guidelines and procedures to assist
37 with this accountability are provided in Chapter 30 of the IIBMH. To further
38 facilitate these procedures and provide oversight, a fire loss report has been
39 developed that provides detailed information regarding used and trackable item
40 use. This report has been accepted by NWCG for all wildland fire agencies and
41 will be compiled for all Type 1 and Type 2 incidents. Investigations may be

1 conducted in those cases where loss/use tolerances rates may have been
2 exceeded.

3 These reports are compiled by the NISC servicing the particular incident.
4 Reports will then be forwarded to the responsible local office, with a copy to the
5 state/regional FMO, within 60 days of the close of the incident to meet these
6 time limits. The following steps must be followed to insure accurate reports:
7 At the close of each incident, all property must be returned to the servicing
8 NFES cache.
9 If accountable property has been destroyed or lost, appropriate documentation
10 must be provided to the cache for replacement and updating property records.
11 All property purchased with emergency fire funds for an incident must be
12 returned to the NFES cache system.
13 All unused consumable and/or durable NFES items must be returned to the
14 servicing NFES cache within 30 days of control of the incident.
15 Agency administrators/fire management officers must review the fire loss report
16 and recommend appropriate follow-up action if losses are excessive. Those
17 actions and recommendations should be documented and filed in the final
18 incident records.

20 Incident Supply and Equipment Return Procedures

21 Supplies and equipment ordered with suppression funds will be returned to the
22 ordering unit at the close of the incident and dispersed in one of three ways:
23 Items meeting NFES standards will be returned to the local or geographic area
24 cache for reuse within the fire supply system.
25 Items not meeting the prescribed NFES standards will either be purchased with
26 project funds by the local unit if the items are needed for program use.
27 Items will be delivered to the unit's excess property program for disposal.

29 Cache Returns and Restock Procedures

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

40 Incident Replacement of Government Property

41 Refer to the IIBMH, Chapter 30 for procedures governing property management
42 relating to incident activities. The agency administrator is responsible for
43 providing agency property management guidelines and/or procedures to incident
44 personnel.

1 Damage or Loss for assigned property is addressed under IIBMH Chapter 30,
2 35.4. Specialty or non-cache items originally provided by the home unit through
3 the use of preparedness funds will be replaced by home unit funds if the loss is
4 due to normal wear and tear. If the government property is damaged on the
5 incident due to a specific event, eg., wind event damages tent, the incident may,
6 upon receipt of required documentation and proof of damage, authorize
7 replacement using the Incident Replacement Requisition (OF315). Cache items
8 will be replaced at the incident if available. Cache items that are not available at
9 the incident may be authorized for restocking at the home unit via an authorized
10 Incident Replacement Requisition.