

Chapter – 10

Incident Organization, Management and Operations

Introduction

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: **www.fema.gov/national-response-framework**.

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

The NIIMS will be phased out of all NWCG documentation “since the Presidential Directive 5 has mandated NIMS as the system for all incidents in the US”, per the NWCG #115th Meeting Summary of Decisions, October 16, 2012. NIIMS is being replaced by NIMS.

The ICS is the on-site management system used in NIMS. The ICS is a standardized emergency management system specifically designed to provide for an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, communications and procedures operating within a common organizational structure to manage incidents. ICS will be used by the agencies to manage wildland fire operations and all hazard incidents.

Agency Administrators are responsible for all land management activities within their respective jurisdictions and therefore provide direction and delegation for the management of an incident. To effectively manage an incident, it is important to understand the roles and responsibilities of these organizations.

Incident Organization

All teams are ordered through the established ordering channels from local dispatch offices, GACC's and the NICC.

Incident Command

All wildfires, regardless of complexity, will have an IC. The IC is a single individual responsible to the Agency Administrator(s) for all incident activities. IC's are qualified according to the NWCG Wildland Fire Qualifications Systems Guide PMS 310-1 (NFES # 310-1) and any additional agency requirements. The 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. IC's 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; and
- Ensuring incident documentation is complete.

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 have responsibility for all suppression efforts on the incident up to his/her level of qualification until relieved by an IC qualified at a level commensurate with incident complexity.

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

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

Incident Types

Type 5 Incident

- 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; and
- Additional firefighting resources or logistical support are not usually required.

Type 4 Incidents

- 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. However, incidents may extend into multiple operational periods;
- Written 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.; and
- Role of Agency Administrator is to provide/approve objectives and priorities for the management of the Incident.

Type 3 Incidents

- 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 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;
- May require a Published Decision in WFDSS; and
- May require a written DOA.
- Role of Agency Administrator is to:
 - Provide/approve objectives and priorities for the management of the Incident. See **Appendix 10-3**;
 - Insure the completion of Organizational Needs Assessment Develop and approve the WFDSS document and re-validate as needed;
 - If non-agency personnel are assigned management of the incident a DOA must be assigned;
 - Assign a representative to the team that is knowledgeable in fire and can participate in all team meetings;
 - Consider assigning a Tribal liaison to the incident;
 - Identify and request opportunities for training assignments of local personnel; and
 - Oversight of incident business management at the local level for acquisition, personnel, work and rest guidelines, claims, agreements (local/Tribal).

When ICT3's 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.

The NWCG has not established Command and General Staff positions at the Type 3 complexity level, with the exception of Incident Commander Type 3 (ICT3). 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.

Type 3 Functional Responsibility	Specific 310-1 or equivalent qualification standards required to perform ICS functions at type 3 level
Incident Command	Incident Commander Type 3 (ICT3)
Safety	Line Safety Officer
Operations	Task Force Leader
Division	Single Resource Boss Operational qualification must be commensurate with resources assigned (i.e. more than one resource assigned requires a higher level of qualification).
Plans	Local entities can establish level of skill to perform function.
Logistics	Local entities can establish level of skill to perform function.
Information	Local entities can establish level of skill to perform function.
Finance	Local entities can establish level of skill to perform function.

Type 2 Incidents

- Pre-established incident management team managed by ICT2.
- ICS command and general staff positions activated.
- Many ICS functional units required and staffed.
- Geographic and/or functional area divisions established.
- Complex aviation operations.
- Incident command post, base camps, staging areas established.
- Incident extends into multiple operational periods.
- Written IAP required for each operational period.
- Operations personnel often exceed 200 per operational period and total personnel may exceed 500.
- Requires a Published Decision in WFDS or other decision support document.

- Requires a written DOA to the Incident Commander. See **Appendix 10-2**.
- Role of Agency Administrator:
 - Provide/approve objectives and priorities for the management of the Incident. See **Appendix 10-3**;
 - Insure the completion of the Organizational Needs Assessment;
 - Develop and approve the WFDSS and re-validate as needed;
 - If non-agency personnel are assigned management of the incident a written DOA must be signed;
 - Assign a local agency representative to the team that is knowledgeable in the WFM program and can participate in all team meetings;
 - Consider assigning a Tribal representative to the incident.
 - Provide an Agency Administrator briefing to the team, see example in **Appendix 10-1**;
 - Identify and request opportunities for training assignments of local personnel;
 - Oversight of incident business management to order additional incident support, e.g., buying team, expanded dispatch, APT, IBA;
 - Identify the need for additional incident management and resources, such as a Type I IMT, AC and potential business management issues, e.g. cost share agreements, support teams, FEMA declaration, military or national guard or BAER team; and
 - Before release of the IMT, provide an Incident Team Evaluation to the IC. See **Appendix 10-4**.

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

Type 1 Incidents

- Pre-established incident management team managed by Type 1 Incident Commander;
- ICS command and general staff positions activated;
- Most ICS functional units required and staffed;
- Geographic and functional area divisions established;
- May require branching to maintain adequate span of control;

- Complex aviation operations;
- Incident command post, incident camps, staging areas established;
- Incident extends into multiple operational periods;
- Written IAP required for each operational period;
- Operations personnel often exceed 500 per operational period and total personnel may exceed 1000;
- Requires a Published Decision in WFDSS or other decision support document. See **Appendix 10-2**;
- Requires a written DOA to the IC.
- Role of Agency Administrator:
 - Provide/approve objectives and priorities for the management of the incident. See **Appendix 10-3**;
 - Insure the completion of an Organizational Need Assessment;
 - Develop and approve the WFDSS document and re-validate as needed;
 - If non-agency personnel are assigned management of the incident a written DOA must be signed;
 - Assign a local Agency representative to the team that is knowledgeable in the WFM program and can participate in all team meetings;
 - Consider assigning a Tribal representative to the incident;
 - Provide an Agency Administrator briefing to the team, see example in **Appendix 10-1**;
 - Identify and request opportunities for training assignments of local personnel;
 - At this stage, interface with the team often takes more of the Agency Administrator's time;
 - Oversight of incident business management to order additional incident support, e.g. buying team, expanded dispatch, APT and an IBA.; and
 - Identify the need for additional incident management and resources, such as a Type I IMTs, AC, and potential business management issues, e.g. cost share agreements, support teams, FEMA declaration, military or National Guard, or BAER team.

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

UC is an application of the ICS used when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. Under UC, agencies work together through their designated incident commanders at a single incident command post to establish common objectives and issue a single IAP. UC may be established at any level of incident management or area command.

Under UC 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; and
- Maximizing use of all assigned resources.

Situations when UC is used:

- Incidents involve more than one jurisdictional boundary; and
- Individual agency responsibilities and authority is normally legally confined to a single jurisdiction.

The goals of UC are to:

- Improve the information flow and interface between agencies;
- Develop a single collective approach to the incident, regardless of its functional complexities;
- Optimize the efforts of all agencies to perform their respective missions;
- Reduce or eliminate duplicate efforts or missions;
- Improve each agency's awareness of the plans and actions of all others;
- Ensure that all agencies with responsibility for the incident have an understanding of their organization's goals, objectives, and restrictions;
- Ensure that no Agency's authority will be compromised;
- Develop objectives for the entire incident.

Advantages of UC 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; and
- No agency's legal authorities will be compromised or neglected.

Area Command

AC is an ICS organization established 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.

National Area Command teams are managed by the NMAC and are comprised of the following:

- Area Commander (ACDR);
- Assistant Area Commander, Planning (AAPC);
- Assistant Area Commander, Logistics (AALC); and
- Area Command Aviation Coordinator (ACAC).

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

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

Managing the Incident

Agency Administrator Responsibilities

The AA manages the land and resources on their organizational unit according to the established land management plan. Fire management is part of that responsibility. This position is generally filled by local unit personnel.

Situations that may require additional safety oversight:

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

The AA establishes specific performance objectives for the IC and delegates the authority to the IC to take specific actions to meet those objectives. AA responsibilities to an IMT include:

- Conduct an initial briefing to the Incident Management Team. See **Appendix 10-1**;
- Provide an approved WFDSS;
- Complete an Incident Complexity Analysis to accompany the WFDSS Published Decision;
- Coordinate with neighboring agencies on multi-jurisdiction fires to issue a joint DOA and develop a single Published Decision in WFDSS for the management of unplanned ignitions;
- Issue a written DOA (**Appendix 10-2**) to the IC and to other appropriate officials, AA Representative, Resource Advisor, and IBA. The delegation should:
 - State specific and measurable objectives, priorities, expectations, AA'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; and
 - Consider assigning a Tribal Liaison to the IMT.
- Assign an IBA to:
 - Work under the direct supervision of the AA and in coordination with the IMT;
 - Provide incident business management oversight commensurate with complexity;
 - Direct IMT to address rehabilitation of areas affected by suppression activities;
- Coordinate mobilization with the IC:
 - Negotiate filling of mobilization order with the IC;
 - Establish time and location of AA briefing;

- Consider approving support staff additional to the IMT as requested by the IC; and
- Consider authorizing transportation needs as requested by the IC.
- Provide pertinent support materials and documents (L/RMP, FMP, GIS data, local unit SOP's, maps, Service and Supply Plan, etc.) to the IMT.

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 DOA's and the Published Decision in WFDSS to the incident management teams.

The **Agency Administrator Representative** (the on-scene AA is responsible for representing the political, social, and economic issues of the AA to the IC This is accomplished by participating in the AA briefing, in the IMT planning and strategy meetings and in the operational briefings. The AA Representative and the Resource Advisor 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).

Responsibilities include representing the Agency Administrator to the IMT regarding:

- Compliance with the Delegation of Authority and the Published Decision in 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; and
- 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/ Resource Management Plan and Fire Management Plan.

The Resource Advisor and the AA Representative 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). The Resource Advisor should provide the IC 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; and
- 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).

Trainees are 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. (NWCG Memorandum #018-2010 Assignment of Trainees to Incident Positions, April 8, 2010). For example:

- A 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 SPUL trainee may supervise a RCDM trainee. In this case, supervision may be successfully provided in a lower hazard environment with appropriate risk mitigation.

Incoming Team Transition/Transfer of Command

The following guidelines will assist in the transfer of incident command responsibilities from the local unit to incoming IMT 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 DOA 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;
- AA Briefing should take place as soon as the incoming team is completely assembled, preferably at a location away from the incident; and
- Agency staff should expect the incoming IC to contact the fire's unit dispatch in advance for:
 - Expected support staff needs.
 - Team transportation needs.

Release of Incident Management Teams

The release of an IMT should follow an approved transfer of command process. The AA 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; and
- Complexity Analysis/Organizational Needs Assessment.

Team Evaluation

At completion of assignment, IC's will receive a written performance evaluation from the AA(s) 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 10-1** for the IMT evaluation form.

The DOA, the Published Decision in WFDSS, and other documented AA's direction will serve as the primary standards against which the IMT is evaluated.

The AA will provide a copy of the evaluation to the IC and the State/regional/Tribal FMO, and retain a copy for the final fire package.

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

Incident Management Considerations

The rapidly increasing cost of wildfire suppression is of major concern to Agency Administrators. Development of strategy and tactical implementation should evaluate costs commensurate with the values at risk for improvements and private property, as well as for natural resources being protected.

Fire management requires the fire manager and firefighter to select suppression and mop-up tactics commensurate with the wildfire's potential or existing behavior, yet leave minimal environmental impact.

Incident Business Management

Specific incident business management guidance is contained in the *Interagency Incident Business Management Handbook* (PMS 902). This handbook assists 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; and
- 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 WFDSS documentation. Indirect containment strategies are appropriate only if they are the safest or least costly option. Selection of these strategies must be carefully scrutinized when fire danger trends are rising. Long duration wildfires need to be closely evaluated by cost containment teams to ensure that operations are not occurring beyond the point of diminishing returns.

An Incident Business Advisor (IBA1) must be assigned to any fire with suppression costs of more than \$5 million. 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 IMT evaluations.

Large Fire Cost Reviews

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.

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; or
- The affected agency requests a review.

It is the responsibility of the AA 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 AA will determine which agency will be designated as the lead in the review process.

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

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

An IAP should include:

- Objectives;
- Organization;
- Weather forecast;
- Fire behavior forecast;
- Division assignments;
- Air operations summary;
- Safety message;
- Medical plan;
- Communications plan; and
- Incident map.

The **Incident Status Summary (ICS-209)** is submitted to the GACC, and 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 IMT is assigned. A report should be submitted daily until the incident is contained. The AA may require additional reporting times. Refer to local, zone and/or GACC guidance for additional reporting requirements.

FLAME Fund Act

Fires which are 300 acres or larger, and require a Type 1 or 2 IMT to manage the fire, are required under the FLAME Act to have a WFDSS Decision Document to support cost being transferred from FLAME funds to the Suppression Operations account. The application has been changed. Once someone completes the ONA, the program sends a message to the system for a FLAME ACT report. The application also locks out Incident Objectives and Requirements from being edited for the current Decision Document. It is currently recommended that you do the ONA last, just before you are ready to send the Decision document to the Line Officer.

To comply with protocols for the FLAME Act, local units should forward a copy of the completed complexity analysis through the State/Regional Office to the National Office. FLAME Act information should be forwarded for any fires occurring on their agency's lands (or on lands protected by that agency under formal agreement) that are managed by a Type 1 or Type 2 IMT, and are 300 acres or larger.

Support documentation will be supplied to OWFC from the Bureaus for any fire that meets or exceeds the thresholds. OWFC will collect documentation for the fire season on or near August 1 and September 1.

The type of information to be collected and the source of information for each is:

Type	Data	Steward Source
Jurisdictional Agency Name	Intel	Sit 209
Fire Name and	Intel	Sit 209
FireCode	Intel	Sit 209
Incident State Location	Intel	Sit 209
Estimated Incident Cost	Intel	Sit 209
WFDSS Date	Bureau	NIFC
WFDSS Course of Action	Bureau	NIFC
Complexity Analysis	Local Unit	Districts, Parks, Refuges, Agencies

Documentation will be collected by each Agency/Tribe, Region and BIA-NIFC for any fire that meets FLAME Act criteria on Trust Lands.

The Regional/Agency/Tribal 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.

Coordination and Support Organizations

An **Initial Action 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 is the organization needed to support an incident which expands along with the ICS. Expanded dispatch is established when a high volume of activity indicates that increased dispatch and coordination capability is required. This allows initial action dispatchers to concentrate on new starts.

The expanded dispatch coordinator facilitates accomplishment of goals and direction of the agency administrator and, when activated, the MAC 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; and
- Implementing decisions made by the MAC group.

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); and
- Qualified personnel on site to staff required operations.

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 AA or the local unit administrative officer. See the *Interagency Incident Business Management Handbook* for more information.

Administrative Payment Teams (APT) makes payments for large incidents or if the workload on an incident is such that payments cannot be processed in a timely manner. APT's should be requested through normal dispatch channels. The APT reports to the AA or other designated personnel (e.g., local unit administrator officer). The *National Mobilization Guide* provides dispatch procedures for the National Park Service APT's. The AA provides a DOA to the APT.

Multi-Agency Coordination (MAC) Groups are part of the NIIMS and are an expansion of the off-site coordination and support system. MAC groups are activated by the AA(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 AA 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 AA level decisions on issues that affect multiple agencies. The MAC group is supported by situation, resource status and intelligence units who collect and assemble data through normal coordination channels.

MAC group direction 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 IMT or with AC teams, which are responsible for on-site management of the incident.

MAC groups may be activated at the local, geographic, 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.

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; and
- Implements decisions made by the MAC group.

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; and
- Anticipation of future conditions and **APPENDIX 10-1 - Agency Administrator's Briefing to Incident Management Team**

APPENDIX 10-1
Agency Administrator's Briefing to Incident Management Team

General Information	
Name of Incident:	Type of Incident:
Incident Start Date:	Approximate Size of Incident:
Time:	Location:
Cause:	
General Weather Conditions:	
Local Weather or Behavioral Conditions:	
Land Status:	
Local Incident Policy:	
Resource Values Threatened:	
Private Property or Structures Threatened:	
Capability of Unit to Support Team (Suppression and Support Resources):	

Command Information

Written Delegation of Authority	
Agency:	Resource Advisor:
Agency Administrator's Representative:	
Transition	
Name of Current Incident Commander:	
Time frame for Team to Assume Command:	
Date:	Time:
Recommended Local Participation in IMT Organization:	
Current IC and Staff Roles Desired after Transition:	
Other Incidents in Area:	
Other Command Organizations (Unified/Area/MAC):	
Local Emergency Operations Center (EOC) Established:	
Trainees Authorized:	
Legal Considerations (Investigations In Progress):	

Command Information Continued

Known Political Considerations:
Sensitive Residential and Commercial Developments, Resource Values, Archaeology Sites, Road less, Wilderness, and Unique Suppression Requirements:
Local Social/Economic Considerations:
Private Representatives such as Timber, Utility, Railroads, and Environmental Groups:
Incident Review Team Assigned (FAST, Audit, Other):

Incident Information

Information Organization Reports to	
Incident Commander: Local Public Affairs:	Agency Administrator: Other:
Provide Incident Information Updates to	
Unit FMO: Local Public Affairs:	Expanded Dispatch: Other:

Safety Information

Accidents and Injuries to Date:
Condition of Local Personnel:
Known Hazards:
Injury and Accident Reporting Procedures:

Planning Section

General Information	
Access to Fax and Copy Machines: Access to Computers and Printers:	
Existing Pre-Attack Plans:	
Other Nearby Incidents Influencing Strategy/Tactics/Resources:	
Training Specialist Assigned or Ordered: Training Considerations:	

Planning Section Continued

Situation Unit	
General Weather Conditions/Forecasts:	
Fire Behavior:	
Local Unusual Fire Behavior and Fire History in Area of Fire:	
Fuel Types(s) at Fire:	
Fuel Types(s) Ahead of Fire:	
Resources Unit	Refer to Attached Resource Orders
Personnel on Incident (General):	
Equipment on Incident (General):	
Resources on Order (General):	
Incident Demobilization Procedures:	

Operations Section

Priorities for Control, WFDSS document Approved:	
Current Tactics:	
Incident Accessibility by Engines and Ground Support:	
Air Operations	
Air Tactical Group Supervisor:	
Air tankers Assigned:	
Effectiveness of Air tankers:	
Air Base(s):	Telephone:

Operations Section - Continued

Air Operations	
Helicopters Assigned: Helibase Location: Crash/Rescue at Helibase: FAR 91.137 assigned (Describe): Flight Hazard Map Available/Know Hazards in Areas: Smoke/Visibility Conditions: Aviation Safety Team Assignment or Ordered:	

Logistics Section

Facilities Unit	
ICP/Base Pre-Plans: Yes No	
ICP/Base Location:	
Catering Service/Meals Provided:	
Shower Facilities:	
Security Considerations:	
Incident Recycling:	
Supply Unit	
Duty Officer or Coordinator Phone Number:	
Expanded Dispatch Organization:	
Supply System to be Used (Local Supply Cache):	
Single Point Ordering:	

Logistics Section - Continued

Communications Unit	
Communications System(s)	
NFRC System on Order:	Yes No Type:
Local Network Available:	Yes No
Temporary	
Cell Phone Cache Available:	Yes No
Landline Access to ICP:	Yes No
Local Telecom Technical Support:	
Ground Support Unit	
Route to ICP/Base:	
Route From ICP/Base to Fire:	
Medical Unit	
Nearest Hospital or Desired Hospital:	
Nearest Burn Center, Trauma Center:	
Nearest Air Ambulance:	

Finance Section

Name of Incident Agency Administrative Representative:	
Name of Incident Business Advisor (If Assigned):	
Agreements and Annual Operating Plans in Place:	
Jurisdictional Agencies Involved:	
Need for Cost Share Agreement:	
Cost Unit	
Fiscal Considerations:	
Cost Collection or Trespass:	
Management Codes in Use:	

Finance Section - Continued

Procurement Unit	
Buying Team in Place or Ordered:	
Contracting Officer Assigned:	
Copy of Local Service and Supply Plan Provided:	
Is all Equipment Inspected and Under Agreement:	
Emergency Equipment Rental Agreements:	
Compensation/ Claims Unit	
Potential Claims:	
Status of Claims/Accident Reports:	
Time Unit	
Payroll Procedure Established for T&A Transmittal:	

APPENDIX 10-2
Wildfire
Delegation of Authority (Example)

Agency: _____

As of 1800, May 20, 2013, I have delegated authority to manage the Crystal River Fire, Number E353, Santa Cruz Resource Area, to Incident Commander Bill Jones and his Incident Management Team.

The fire which originated as four separate lightning strikes occurring on May 17, 2013, is burning in the Crystal River Drainage. My considerations for management of this fire are:

1. Provide for fire fighter and public safety.
2. Manage the fire with as little environmental damage as possible. The guide to minimum impact suppression tactics (MIST) is attached.
3. Key cultural features requiring priority protection are: Scout Cabin, and overlook board walks along the south rim.
4. Key resources considerations are: protecting endangered species by avoiding retardant and foams from entering the stream; if the ponderosa pine timber sale is threatened, conduct a low intensity under burn and clear fuels along road 112.
5. Restrictions for suppression actions include: no tracked vehicles on slopes greater than 20 percent or meadow soils, except where roads exist and are identified for use. No retardant will be used within 100 feet of water.
6. Minimum tools for use are Type 2/3 helicopters, chainsaws, hand tools, and portable pumps.
7. My agency advisor will be Ted Johnson (wildlife biologist).
8. The NE flank of the fire borders private property and must be protected if threatened. John Smith of the South Central Fire Department will be the local representative.
9. Manage the fire cost-effectively for the values at risk.
10. Provide training opportunities for the resources area personnel to strengthen our organizational capabilities.
11. Minimum disruption of residential access to private property, and visitor use consistent with public safety.

(Signature and Title of Agency Administrator)

(Date)

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**APPENDIX 10-3
Incident Commander Briefing**

The Incident Briefing, ICS-201 Form Provides the Basis for the Local Incident Commander to Brief the Incoming Team.

Briefing Information

Forms Available or Attached: G ICS 201 G ICS 215 G ICS 207 G ICS 220 G ICS 209	Other Attachments: G Map of Fire G Aerial Photos G Weather Forecast
Fire Start Date: Time: Fire Cause:	
Fuels at Fire:	Fuels Ahead of Fire:
Fire Spread:	Fire Behavior:
Anchor Points:	Natural Barriers:
Perimeter Secured, Control/Mitigation Efforts Taken, and Containment Status:	

Briefing Information - Continued

Life, Improvements, Resources and Environmental Issues:	
Weather Forecast:	
Established	Possible Copy Machine Available
ICP:	Yes No
Base:	Yes No
Camp(s):	
Staging Areas(s):	
Safety Issues:	EMS in Place: Yes No
Air Operations Effectiveness to Date:	
Air Related Issues and Restrictions:	

Briefing Information - Continued

Hazards (Aircraft and People):	
Access from Base to Line:	
Personnel and Equipment on Incident (Status and Condition):	
Personnel and Equipment Ordered:	
Cooperating and Assisting Agencies on Scene:	
Helibase/Helispot Locations:	
Facility Fire Protection	
Crash Fire Protection at Helibase:	
Medivac Arrangement:	

Briefing Information - Continued

Communication System in Use: Radio_____ Telephone_____ Mobile Phone_____
Water Availability:
Review of Existing Plans for Control in Effect; Copy of Approved WFSAs:
Smoke Conditions:
Local Political Issues:
Damage Assessment Needs:
Security Problems:

**APPENDIX 10-4
Incident Team Evaluation**

Team IC:
Incident:

Type:
Fire Number:

- | | | | |
|-----|---|-----|----|
| 1. | Did the Team accomplish the objectives described in the Wildland Fire Situation Analysis the Delegation of Authority, and the Agency Administrator Briefing (if available)? | Yes | No |
| 2. | Was the Team cost effective in their management of the Incident? | Yes | No |
| 3. | Was the Team sensitive to resource limits and environmental concerns? | Yes | No |
| 4. | Was the Team sensitive to political and social concerns? | Yes | No |
| 5. | Was the Team professional in the manner which they assumed management of the incident, managed the total incident, and returned it to the hosting agency? | Yes | No |
| 6. | Did the Team anticipate and respond to changing conditions in a timely and effective manner? | Yes | No |
| 7. | Did the Team place the proper emphasis on safety? | Yes | No |
| 8. | Did the Team activate and manage the demobilization in a timely, cost-effective manner? | Yes | No |
| 9. | Did the Team attempt to use local resources and trainees, and closest available forces to the extent practical? | Yes | No |
| 10. | Was the Incident Commander (IC) an effective manager of the Team and its activities? | Yes | No |
| 11. | Was the IC obviously in charge of the Team and incident (Was the IC performing a leadership role)? | Yes | No |
| 12. | Was the IC aggressive in assuming responsibility for the incident and initiating action? | Yes | No |
| 13. | Did the IC express a sincere concern and empathy for the hosting unit and local conditions? | Yes | No |
| 14. | Other comments: | | |

Agency Administrator or Agency Representative:

Date:

Incident Commander:

Date:

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**APPENDIX 10-5
Administrative Payment Team
Delegation of Authority (Example)**

Date:
To: (Administrative Payment Team Leader)
From: (Superintendent of Agency)
Subject: Delegation of Authority

You are hereby authorized to process vendor payments for supplies, emergency equipment rental agreement payments, services and Casual Emergency Firefighter payments, and issue U.S. Government Treasury Checks on behalf of (Agency) for expenses incurred on the (location of fire). The incident began on (date of incident). The Administrative Payment Team is requested to process payments as efficiently as authorized above during (from date) to (end date). (Approximately), the ending time will be dependent on status on incident, you will be notified.

I understand the original payment documents will be released to the Bureau of Indian Affairs, Accounting Operations Division in (location) for record retention and data entry. You are authorized to charge all expenses to the fire suppression account P11 (Cost Center) (FY) AF2001010.999900 (WBS), Incident Project Order Number (fire location – WA-YAA-001). I expect to receive copies of all documents that are required for processing payments. This will enable my staff to review all payments made.

(Agency administrator's name), Administrative Officer will be your Liaison Officer for any questions regarding payments and is authorized to sign any documents as required. (Agency Procurement Officer's name), Warranted Officer, will be assisting and coordinating with you to assure correct documentation to pay bills is provided. The Warrant Officer's authority is (amount of Warrant authority).

I understand the team cannot process payments for Tort Claims, National Contracts, Fedstrip, Office of Workman's Compensation invoices, aircraft obligations, travel advances, travel vouchers, and non-emergency items. You are also required to provide copies of Blanket Purchase Agreements, all preseason Emergency Equipment Rental Agreements and Resource Orders for supplies, equipment (which is dozers, engines).

Upon completion of your assignment, we will meet with the team and my staff members to discuss what was accomplished and you will be providing me with a final debriefing which consists of a cost summary of disbursements.

I am also required to provide an Administrative Payment Team Performance and Team Member Rating upon completion of payments.

Agency Administrator or Agency Representative:

Date:

Administrative Payment Team Leader

Date:

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