

PNWCG Resource Allocation Strategies

August 12, 2018

Resource allocation strategies have been developed to further define guidance for the allocation of wildland fire resources in the Pacific Northwest (PNW) when resource shortages or extraordinary situations exist.

The current strategies of pre-positioning, reallocation and lend/lease of resources have been further defined and standardized for use within the PNW. Two new strategies, Regional Surge Task Forces (STF) and IMT Reserves, have been created to supplement our current resource allocation strategy during periods of critical resource shortages.

Lend/Lease

Definition

An agreement between IMTs to allow for the use of assigned resources **from one incident to another incident** for a short-term mission (**generally not to exceed one to three operational periods; validated each day by Operations**).

Description

The lend/lease of resources fill a critical short term operational need between large incidents. This allows Incident Commanders (ICs) to share resources, to increase efficiencies, and to simplify process. The process defined below is not intended for use on small incidents or IA where e-ISuite is not utilized.

Implementation Procedures

- **IROC** - Resources are **not reassigned** in IROC. Resource remains assigned to the initial incident. (No resource order will be generated so no new resource number). Incident Dispatch/Expanded Dispatch is not required to make any edits on the initial resource order to track lend/lease resources.
 - If an incident is within 2 – 3 days of demobilizing; resources from that incident should be reassigned and not use the lend/lease strategy.
- **Inspections** - Lend/lease contract resources previously inspected by sending incident should **not** be **re-inspected** by receiving incident.
- **E-ISuite** – Resource will **not** be moved in I-Suite;
 - **Sending Incident** will continue to post time in their database. A new incident will be added to the database so that costs are accurately captured for both incidents. In the remarks block of the Of-288 or OF-286, note that the resource was lend/lease. This will serve as the documentation for use of multiple incident codes on the invoice.
 - **Receiving Incident** will add an e-ISuite COST entry: “Resource on loan from XX Incident”. If there is a need to have individual lend/lease resources listed in the database so they can be assigned on the IAP the COST has the option to enter each resource separately.
- **Capturing Costs** - Finance Chiefs will coordinate to ensure costs are included in the receiving incident data base as a line item, **not actual posted time**. The estimated system rates can be used if actuals are not available.

- **Length of assignment** - will not be affected by lend/lease – all days count toward the original assignment length.
- **Demob** – The sending incident is responsible to collect all documentation and process the final invoice to demob the resource.
- **Hard Copy Documents** - all original documents (Shift tickets, CTRs, etc.) will be sent to sending incident.
 - **Lend/Lease File** – Both the send and receiving incidents will set up a file for the lend/lease resources. At a minimum it should contain the following:
 - A list of the resources (*Resource Order#; vendor name; dates of use; etc.*)
 - Aircraft Use Summary sheets (*if used*)
 - Copy of the OF-286/OF-288 (*optional; this would be provided to the receiving incident at the end of the lend/lease period. Although it would be very beneficial for documentation purposes it may not always be possible to accomplish.*)
- **Aviation** – The Aircraft summary reports will document all lend/lease activities and will include a cost breakdown by Incident code. A copy of these summary reports can be provided to the State to support any bills associated with the lend/lease resource. COST should make a duplicate copy of any lend/lease summary reports and keep them in a separate file in the COST documentation section of the final fire package.
- **Communication** between IMTs is key!
 - The IC makes the final decision on whether or not to participate in a lend/lease strategy. It is their responsibility to ensure that the information is shared with their Command and General staff.
 - Finance chiefs must coordinate with each other and with their team to ensure costs are accurately captured; time is posted and all documentation is provided to the sending incident.
 - Operations need to ensure that Finance is informed when the lend/lease ends so that all the documentation can be forwarded to the sending incident in a timely manner.

Examples

FS incident loans 3 crews to State incident

Application	FS incident (sending)	State incident (receiving)
IROC	Crews stay assigned to FS incident	
e-ISuite– Data Steward	Add State Incident to database	
e-ISuite – RESOURCES		If resources check in, do not add resource to database Resources are added to the database by Finance (COST) see instructions below
e-ISuite – TIME	Post time to State incident added to database upon crews return. In remarks of OF-286 or OF-288 note that this is a Lend/lease resource	Do not post any time and have crews take back CTRs or Shift tickets to FS incident
e-ISuite – COST		Coordinate with FSC/COST of FS Incident Option 1: Add a single line item “Resource loan from XX Incident” Enter a total daily cost for all the resources which can be obtained from the FS incident Option 2: Add a line for each resource. Example for name could be ABC dozer and “Resource loan from XX Incident” should be added in remarks. Enter daily cost for each resource which can be obtained from the FS incident
Injuries	Assist as needed to make sure documentation is forwarded and completed	Fill out appropriate forms to capture event, ask FS incident for assistance for federal resources, if needed

NOTE: When the lending incident enters the accounting code for the receiving incident into e-ISuite, the system will generate two OF-286 invoices and another column of time on the OF-288. The lending incident will submit **ALL** pay documents through their payment system. The lending incident is responsible for any payments made to the vendors. If necessary, the lending incident agency will submit a bill to the receiving incident agency through standard billing processes.

FS incident loans 2 Helicopters to State incident

Application	FS incident (sending)	State incident (receiving)
IROC	Aircraft stay assigned to FS incident	
e-ISuite – COST	<p><i>Coordinate with FSC/COST of State Incident</i></p> <p>Aircraft summary reports will identify the resource as lend/lease and include a breakdown of the costs by incident Provide State Incident with a copy of the Daily Summaries of Aircraft flown on State Incident</p> <p>To facilitate documentation, make a copy of all Aircraft summary reports for Lend/lease resources and file them separately in the COST documentation box.</p>	<p><i>Coordinate with FSC/COST of FS Incident</i></p> <p>Add aircraft to database</p> <p>Enter cost information from the Daily Summaries provided by the FS Incident</p>

These examples would also apply if resources were loaned from:

- *State Incident to Federal Incident*
- *State Incident to State Incident*
- *Federal Incident to Federal Incident*

Pre-Position

Definition

Mobilization of a resource(s) by specific type and number, to a defined location, in advance of an anticipated increase in initial attack/extended attack workload.

Description

Pre-identified resources are made available for prompt response within the geographic area. Authority to mobilize these resources rests with the Northwest Coordination Center (NWCC) in concurrence with NW MAC. Resources could be hosted at other incidents, at a local unit, or held in staging. These resources will provide the capability to enhance current initial/extended attack capability.

Implementation Procedures

NWCC Emergency Operations Manager decides to pre-position resources and contacts the local Center Manager who will be hosting the resources.

- Type and mix of resources will be determined by NWCC Emergency Operations Manager in concurrence with the appropriate NW MAC representative(s) or designate(s).
- Orders will be placed by the host unit in IROC and could be filled from within the Geographic Area or through the National Interagency Coordination Center.
- The authority to reassign the pre-positioned resources rests with NWCC.

- During the 0730 NW MAC/IC/AC coordination call and the 1000 dispatch center managers coordination call the NWCC Emergency Operations Manager will communicate the availability of the pre-positioned resources.
- Pre-positioned resources are considered to be staged and compensated when the criteria of the NWCC Standards for Interagency Incident Business Management are met. This means being held at a specific location and not at their home. An agency representative must be available to certify and sign for time worked.
- Cost for pre-positioned resources will be borne by the benefitting agencies according to Pacific Northwest Coordinating Group (PNWCG) agreement as part of the NW Annual Operating Plan.

Resource Reallocation

Definition

Reallocation refers to already allocated resources that are being reassigned to another, higher priority, incident or mission. For comparison, allocation refers to the act of assigning to an incident, resources that were previously unassigned.

Description

The purpose of this reallocation strategy is to create an interagency decision model that will be used when necessary to reallocate scarce resources between on-going large incidents, new or emerging incidents, and initial attack. The strategy recognizes that reallocation decisions are best made within daily incident planning cycles and that the appropriate individuals must be involved and notified.

Resource reallocations will generally be implemented when there are no other alternatives. The NW MAC will make command decisions as necessary to avoid lengthy negotiations.

Delegation of Authority

During critical fire seasons, Regional/State Agency Administrators provide the NW MAC (in coordination with the NW MAC Chair) with a delegation of authority to act on their behalf. This authority includes incident prioritization, the ability to direct, control, allocate, and reallocate wildland fire resources among sub-geographic area MACs, Area Commands, and Incident Management Teams. (Reference NW MAC Operations Handbook)

The NW MAC Coordinator may authorize reallocation when time is critical.

The Resource Reallocation Decision

In day to day operations, NWCC and the local Emergency Operations Center's (EOC's) retain the authority to allocate and reallocate resources through interagency agreements and delegations of authority. As large fire incidents develop across a spectrum of complexities and wildland fire agencies, authority over incident prioritization and the allocation and reallocation of resources is reserved for MAC groups at the national, geographic, and sub-geographic levels. Incident priorities are coordinated between MAC groups and ICs and through objectives established for each incident by the Agency Administrators and ICs.

The Reallocation Process

Reallocation decision protocols are built along the daily planning cycle starting with the 0730 NW MAC conference call with Area/Incident Commanders that identifies critical needs. (The numbered paragraphs correspond to numbers shown within Figure 1 – Reallocation Process Diagram.)

1. The local agency administrator defines the incident objectives documented in the WFDSS/WFSA and in the delegation of authority to the Area Commander / Incident Commander
2. Based on these objectives the IC develops a strategy and associated tactics which in turn defines the resources needed. The IC communicates critical resource needs to the NW MAC usually through the ICS-209, the Incident Priority Worksheet (IPW), and daily morning conference call (0730). ICs need to provide the information on specific objectives in enough detail to allow the MAC to assess tradeoffs of reallocation decisions.
3. The NWCC Emergency Operations Manager will ensure that no other resources are available before recommending a resource reallocation by the NW MAC.
4. The priority of an incident, as determined by NW MAC, may not always equate to the “mission priority” for a scarce resource which will be considered in the reallocation process. Rationale for reallocating resources will be established prior to implementing any action. This rationale should be well documented and transparent to the fire management community.
5. The NW MAC, when evaluating the rationale for a reallocation, may decide that reallocating resources does not meet their strategic objectives. In this case no reallocation negotiation actions are initiated and the decision will be communicated to the requesting AC/IC.
6. NW MAC, in conjunction with the NWCC Emergency Operations Manager, will identify incidents as possible candidates from which to acquire critical resources. The NW MAC coordinator will decide whether to pursue negotiations or to make a command decision to reallocate resources. If the decision is to proceed directly to a “reallocation decision,” then the MAC chair will be contacted for concurrence and the MAC agency representative will be notified.
7. If the decision is to negotiate for resources, the NW MAC coordinator will communicate with the area command or incident management team representative (AC, IC, Deputy IC or designated representative) and the NW MAC agency representative (if necessary).
8. Any decision to reallocate resources will be documented within the MAC decision document and shared with the appropriate stakeholders.
9. If an incident management team is asked or directed to give up resources, every effort should be made to give the IC sufficient time to modify strategies and associated tactics prior to the incident planning meeting at 1600. Therefore, the IC will be notified of any reallocation of resources no later than 1400 hours.
10. If the situation warrants, resources will be reallocated by NW MAC command decision in place of negotiations.
11. In the event of a command decision with no negotiations, the NW MAC will conduct an After Action Review (AAR) to evaluate the effects on incident planning and execution to document the measure of success.

Reallocation Process

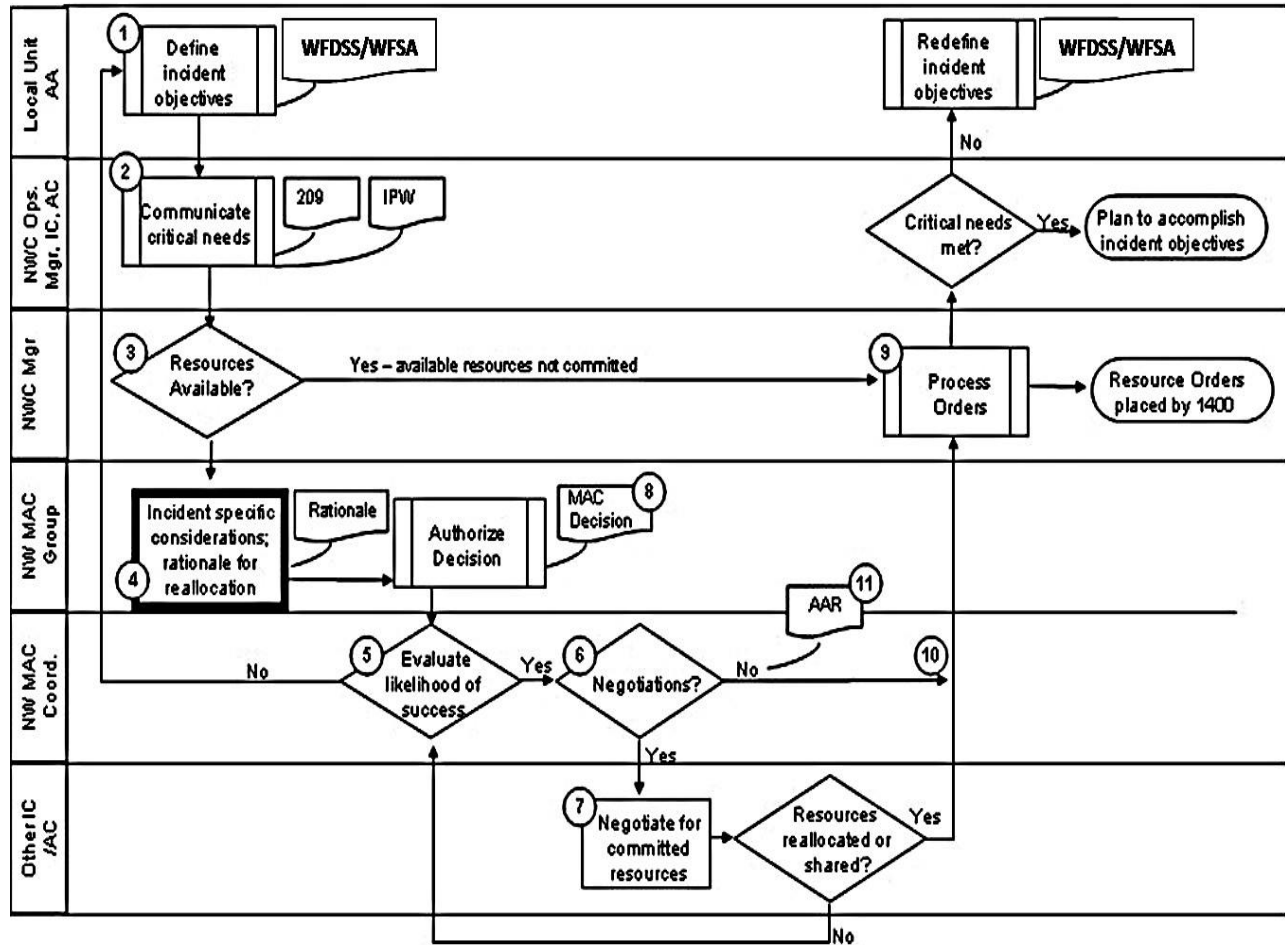


Fig. 1: Process diagram with numbers corresponding to allocation process narrative.

Implementation Procedures

- The appropriate NW MAC representative(s) will be responsible for communicating the resource reallocation strategy to the local unit agency administrator.
- NWCC Emergency Operation Manager will communicate reallocations with affected Expanded Dispatch Supervisors and Center Managers.
- NWCC Emergency Operations Manager will ensure “Release Authorization” is attached to resources identified for reallocation in IROC (This IROC feature ensures resources are held on their current assignment until authorized for reassignment in IROC by NWCC).
- The receiving dispatch office will place a IROC order for the reallocated resources. The sending incident will reassign (in IROC) those resources to the new incident.
- Reallocated resources should have at least 6 days remaining before “timing out”.
- Length of assignment will not be affected by reallocation – all days count towards original assignment length.
- Resources should be closed out in e-ISuite by the sending incident and re-entered into e-ISuite at the receiving incident with their new numbers.

- The receiving incident pays reallocated resource travel to that incident. The sending incident pays for any mandatory days off taken before the new assignment starts.

Incident Management Team (IMT) Reserve

Definition

A reserve of resources assembled and mobilized to support the deployment of an IMT on a new large incident. This IMT Reserve is timed to arrive with the IMT on the incident.

Description

Every IMT requires a certain base capability to address basic WFDSS objectives. A reserve of resources will be identified to deploy as an IMT Reserve when an IMT is ordered. The package generally consists of the following resources, and can be modified on a case by case basis:

- One staffed standard category T2 or T3 helicopter, five engines and eight T2 crews.

IMT Reserve resources may be reallocated from other incidents, drawn from local units, or from outside the geographic area.

Implementation Procedures

- Reallocated resources will follow the NW MAC reallocation process as outlined in the NW MAC Resource Reallocation Strategy. Unassigned or pre-positioned resources will follow standard procedures.
- NWCC Emergency Operation Manager will communicate the mobilization of the IMT Reserve components to the sending and receiving Expanded Dispatch Supervisors and Center Managers.
- NWCC Emergency Operations Manager may require “Release Authorization” by NWCC in IROC to resources currently assigned. (This IROC feature ensures resources are held on their current assignment until authorized for reassignment in IROC by NWCC).
- IMT Reserve resources should have at least six days remaining before “timing out”.
- Resources currently assigned will continue to be utilized and charge to their assigned incident until reassigned to an emerging incident.
- Resources will be assigned to their new assignment in IROC.
- Once assigned, the IMT Reserve resources are entered in e-ISuite and remain on that incident until released.
- Travel is paid by the receiving incident.
- This will not be considered a new assignment for determining length of assignment. All days in staging or travel between incidents will count as days worked.

Regional Surge Task Force (STF)

Definition

Surge Task Forces (STF) are pre-identified mobile suppression units with overhead that can effectively and efficiently implement special mission operations in a one to four day time frame. A requesting unit will identify their mission critical needs and request a STF to address those needs. The configuration of a STF may vary depending on the need and whether it is supporting initial attack or large incidents. Resources that populate the STF may be unassigned, reassigned, requested from outside the Geographic Area, or reallocated.

Description

The purpose of a Regional STF is to provide the capability to accomplish a specific high priority mission on an incident. This strategy employs the use of task forces composed of operational resources allocated and deployed strategically by NW MAC. The resources will remain under the control of the NW MAC and will move together from mission to mission between incidents and complexes within the Geographic Area.

A Surge Task Force would be assigned to specific missions based on the following criteria:

- 1) Specific tasking or mission to be accomplished (complex burnout operations, critical line construction under difficult conditions, provide air resources and personnel for initial preparation for IMT aviation operations, etc.)
- 2) Achieving incident objectives would change the character of the fire: prevent a mega-fire, prevent a fire from increasing in complexity and becoming a bigger resource sink, or move a fire to a mop-up and patrol status and free up resources.
- 3) Number of days needed to complete the mission.
- 4) Probability of success.
- 5) Consequence of not receiving STF.

Possible ground operations Surge Task Force configurations may include but are not limited to:

- 2 to 3-Interagency Hotshot Crews
- 1 to 2 Type 2IA crews

Possible Air Operations Surge Task Force configurations may include but are not limited to:

- Timber-ATGS with platform (Chief of Party), 1-T3 helicopter, 1-T1 limited helicopter, HEBM, 3-HMGB, and 5-HECM.
- Desert-ATGS with platform (Chief of Party), 1-T2 standard helicopter, 2 single engine air tankers, HEBM, 2-HMGB, SEMG, and 8-HECM.
- Mixed-ATGS with platform (Chief of Party), 1 T-3 helicopter, 1 T2 limited helicopter, HEBM, 2- HMGB, and 5-HECM.

Implementation Procedures

Requesting Surge Task Force Resources

- The request for a Surge Task Force should be recommended by the IC on the Surge Task Force Request form.
- The form can be found at:
https://gacc.nifc.gov/nwcc/content/products/2019_Critical_Mission_Surge_Request_Fillable_Form.pdf
- The request should generally be submitted at least 2 days in advance of its need on the incident. **An example of the Surge Task Force Request Form is shown below:**

Critical Mission Request for Surge Resources

Intent:

Provide an incident with surge capability that will change the character of the fire: prevent a mega-fire, prevent a fire from increasing in complexity and becoming a bigger resource sink, or move a fire to a mop-up and patrol status and free up resources.

Operational Guidelines:

- Surge resources fulfill the objectives of the critical mission and are NOT to be utilized individually to accomplish other incident objectives.
- The incident will receive surge resources prepared to accommodate the date/time needed for the next critical mission; always assume surge resources will move to the next critical mission.
- The incident will expedite surge resources through the check-in/check-out process.
- Accomplishment of critical mission objectives will be monitored and re-evaluated daily by NW MAC.

Incident Name:

Critical Mission Details—Include the effect of the mission on incident strategies and timeline:

Type & Number of Resources being requested:

Date/Time Resources are needed:

Number of shifts necessary to accomplish the mission:

Probability of Success:

Consequences of not filling the critical mission request:

Submitted by:

Date:

Submit the completed form to: **ornwc_mcco@firenet.gov**

This form is available at:

https://gacc.nifc.gov/nwcc/content/products/2019_Critical_Mission_Surge_Request_Fillable_Form.pdf

IROC Ordering & Incident Tracking

- The incident will place an order for “Strike Team—Crew” with Expanded Dispatch. Expanded will document in Special Needs “Surge Task Force—Crew” and pass the order to NWCC.
- Upon receiving the request, NWCC Operations will coordinate with NW MAC Support to assign specific crew resources to the Surge Task Force.
- Surge Task Forces will be numbered sequentially as they are ordered and mobilized: Surge Group #1, Surge Group #2 and so on. Assigned STF numbers will only be utilized once each calendar year.
- Surge Task Force resources will be assembled on the incident and notified of their status and purpose as a Surge Task Force.
- Once a Surge Task Force has completed its mission, it will be released from the incident and reassigned under the direction of the NW MAC to the requesting incident with the next highest mission priority. If the next mission is on the same incident, no change in status is necessary.

Check-in & Finance

When a Surge Task Force is assigned to an incident they are treated the same as other resources on the incident for check-in and finance.

- The Surge Task Force should not be treated as lend/lease like has been in the past. The STF will be assigned to hosting incidents approved by NW MAC.
- Time will be turned in to finance and an OF-286 or OF-288 will be generated for each incident a Surge Task Force is assigned.

Dissolving the Surge Task Force

Surge Task Forces will “dissolve” under two circumstances:

- The Surge Task Force has accomplished its mission and no other critical missions remain
 - In this case, STF will be released from the incident and the resources will be reassigned as single resources on the incident to which they are presently assigned.
- Surge Task Force resources are timing out and no other resources are available to take their place.
 - The STF will be released from the incident; timing out resources will be released to home and resources with time remaining will be reassigned to the incident.