

U.S. Department of the Interior  
Office of Emergency Management

# Incident Management Implementation Guide



Office of  
**Emergency Management**

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## **PURPOSE**

The purpose of this guide is to provide Department of the Interior-wide assistance for Bureaus and Offices to implement DOI's framework for managing incident staffing for all-hazard incidents by applying established qualifications parameters for positions, training requirements for responders, and dispatch/mobilization procedures. Implementation will increase situational awareness and employee safety, ensure availability of personnel to meet multiple missions, and facilitate the prioritization and effective use of resources for all-hazards and wildland fire response.

## **BACKGROUND**

On February 28, 2003, the President issued Homeland Security Presidential Directive (HSPD) 5 identifying the National Incident Management System (NIMS), which incorporates the Incident Command System (ICS), as the most efficient tool to successfully manage incidents, emergencies and events, wherever they occur. The policy requirements of HSPD 5 are reflected in [Departmental Manual \(OM\) Chapter 900, Section 1.5 Policy](#), which requires bureaus and offices to comply with standards developed by the NIMS.

DOI bureaus and offices have implemented the use of NIMS as directed in [Emergency Management Policy Guidance Bulletin 2007-1](#): *NIMS Training Requirements* and continue to use the NIMS concept in supporting emergency incidents both on Interior lands and as part of interagency response efforts.

Following the Deepwater Horizon (MC252) Gulf Coast Oil Spill in 2010, the Department of the Interior (DOI) Deputies Operating Group designated the [Resource Ordering and Status System \(ROSS\)](#) as the single point ordering software system for the Department. The Department's [Emergency Management Council \(EMC\)](#) approved the use of the [Incident Qualifications and Certification System \(IQCS\)](#) as the official system of record that shares qualification data with ROSS.

The [Emergency Management Policy Bulletin 2011-1](#) established the DOI framework for managing incident staffing for all-hazard incidents (i.e., non-fire incidents) and the qualifications criteria for positions, training requirements for responders, and dispatch/mobilization procedures.

The EMC approved the [Incident Position Qualification Guide<sup>1</sup> \(IPQG\)](#) on May 2, 2012. The [IPQG](#) establishes minimum qualification standards for all bureau and office emergency responders using national "All-Hazards" standards thereby allowing for resources to be shared across all Interior bureaus in times of need.

The information contained in the [IPQG](#) is now reflected in IQCS allowing bureaus and offices to input incident responder information and to determine any bureau-specific incident mobilization requirements.

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<sup>1</sup> The DOI *Incident Position Qualification Guide* was formerly known as the All-Hazards Incident Positions and Qualifications Guide

## OVERVIEW OF DOI ALL-HAZARDS INCIDENT MANAGEMENT SYSTEMS

### ***Incident Position and Qualifications Management***

All-hazards incident positions and qualification standards are found in the [IPQG](#). The standards established in the [IPQG](#) are to be met by DOI personnel involved in managing and responding to all hazards incidents and are intended to be implemented uniformly throughout DOI. The [IPQG](#) also provides the basis for certifying members of DOI bureau and office All-Hazards Incident Management Teams (IMTs).

The [IPQG](#) depicts position competency and behavior guidance, using a performance-based system in order for an individual to qualify and be certified<sup>2</sup> for an incident position. Each incident position table in the [IPQG](#) describes the required training, experience, physical fitness level, currency standards and other training which supports development of knowledge and skills for the given position.

Before an individual can become qualified, they must meet all position competency and behavior guidance for the position in which the qualification is sought – and – receive certification from their respective bureau or office. Certification is a subjective determination each agency must make based on task evaluations, position performance evaluations, and their judgment of the quality of an individual's experience.

### ***Required Training***

Required training provides a direct link between training and job performance to provide for responder health and safe operations on All-Hazards incidents. OSHA mandated training such as CPR, First Aid, Bloodborne Pathogens, etc., as well as any specific agency required training such as Defensive Driving should be accomplished according to individual bureau or office requirements and is not listed in the position tables. Required training cannot be challenged.

### ***Required Experience***

Positions described in the [IPQG](#) may require an individual to have specific experience. The term *satisfactory performance* followed by a specific incident position, serves as an experiential prerequisite that indicates that the individual must have experience in that position in order to meet the *satisfactory performance* requirement. A *satisfactory performance* requirement will be followed by one or more additional criteria:

- Completion of a Position Task Book (PTB)
- Bureau/office established certification
- License or other certification

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<sup>2</sup> Certified – Has been 'certified' by local agency management as meeting all requirements in the Guide to perform the position. This includes PTB certification and selecting the position to appear on the Incident Qualification Card.

### ***Position Task Books (PTB) As Part of Required Experience***

When a PTB is required for a specific position, *Completion of PTB and Certification* will be indicated under *Required Experience*. Each PTB lists the performance requirements (tasks) for the specific position in a format that allows a trainee to be evaluated against written guidelines. For any PTB, successful performance of all tasks as observed and recorded by a *qualified evaluator* will result in a recommendation that the trainee be certified in that position. The *Certifying Official* must determine certification based on the responder meeting all of the requirements for the position and the subjective determination of the individual's ability to perform the position on an incident.

### ***License or Other Certificate as Part of Required Experience***

Many positions listed in the [IPQG](#) require a certificate or license for a field or profession as one of the components required for the position. When a license or certificate is indicated under *Required Experience* the *Certifying Official* must determine certification based on the responder meeting all of the requirements for the position and the subjective determination of the individual's ability to perform the position on an incident. Position currency for these positions is not established in the [IPQG](#) as local or state certificate or license in their field or profession may vary by jurisdiction.

### ***Agency Established Required Experience***

[IPQG](#) positions that list *Agency Established* under *Required Experience* are incident positions that have similar skill-sets to those found in an individual's regular job. When *agency established* is listed for the respective position's required experience, no PTB exists and the Agency Certifying Official must determine certification based on the responder meeting all of the requirements for the position and the subjective determination of the individual's ability to perform the position on an incident.

### ***Historical Recognition of Experience***

Incident management personnel may use past experience to meet the requirements for some positions. During the All-Hazards Incident Management Program implementation phase, personnel who have documentation of previous training, education, and experience or documentation of previous extensive on-the-job incident response experience may receive credit by their under *Historical Recognition of Experience*. Historical recognition may not apply to education, certificates, or licenses under the laws affecting some localities. The minimum training, fitness and currency requirements for the position must be met regardless of historical recognition. The Historical Recognition of Experience process is detailed in this guide.

### ***Physical Fitness Levels***

Personnel must meet established physical fitness standards for specific hazards for incident assignments as set by the Department or by their bureau. Bureaus have the latitude to determine the fitness levels needed for All-Hazards positions with no pre-established Department-wide or interagency standards. Bureaus have the latitude to establish higher standards. In addition, bureaus have the latitude to determine the method of evaluating the physical fitness level of their personnel within Departmental guidelines. Whatever method is used, it must be a measurable evaluation process (see 5 CFR, Chapter 1, subpart B 339.203). Fitness standards listed in the [IPQG](#) should be considered as generic recommendations and not applicable to all types of hazards.

### **Currency Requirements**

For the positions identified in the [IPQG](#), the maximum time allowed for maintaining currency is three (3) years for air operations and dispatch positions and five (5) years for all others. Currency can be maintained by performance in the position qualified for within the appropriate time frame or performance in an individual's regular agency position when the individual's regular position is the same as the position in the [IPQG](#), (i.e., an individual who is qualified as a Biologist and is a Biologist in their regular agency position).

### **Other Training which Supports Development of Knowledge and Skills**

Personnel are not required to complete courses referenced under "Other Training Which Supports Development of Knowledge and Skills" in order to qualify for a position—unless specific agency policy dictates otherwise. Although training referenced here is not required, the training identified is a primary means by which personnel can prepare for position performance evaluation by obtaining specific knowledge and skills required to perform tasks identified in the PTB.

### **INCIDENT QUALIFICATIONS AND CERTIFICATION SYSTEM (IQCS)**

All-Hazards incident qualifications for agency personnel will occur using the IQCS. IQCS is an interagency application that allows the sharing of incident responder training and certification data across all involved agencies. The four major functions that IQCS performs are as follows:

1. Certification Standards Management: IQCS contains the incident response position performance standards and their respective qualification and certification requirements.
2. Training Management: IQCS can interface with learning management systems or provide stand-alone abilities for course/offering descriptions, learning objectives, pre-course requirements, class schedules, student registration and class participation information.
3. Workforce Analysis: IQCS can report and forecast the disposition, status and deficiencies of all tracked positions from any agency in the incident response community; using a snapshot up to a 3-5 year projection.
4. Incident Responder Management: IQCS tracks personnel information related to qualifications and incident history that includes information such as: positions, position performance, training, physical fitness status, and external warrants.

### ***IQCS Roles***

In IQCS, *Roles* are assigned to users (persons with *Accounts*<sup>3</sup> in IQCS). A user may have multiple Roles assigned and will only have one User ID and login. An IQCS Role and the *regular job* duties of a person who might be assigned the IQCS User Role with the same name should not be confused.

Account Manager – Have the capability to add and modify qualifications-related records for all members of an *Account*. This includes incident experience, training, career development, Incident Qualification Cards, contact data, employment information, and Incident Qualifications in general. Account Managers are assigned by a bureau or office and serve as the primary contact for personnel for the purposes of establishing an individual's IQCS profile.

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<sup>3</sup> Account – A group of incident responders whose qualification records are managed by one individual. Accounts are typically established by organization code or structure, such as a District, Park, Refuge, etc. (An Account is not a role. It is a means to group or organize records for ease of data management.)

Agency Representative – Assigned to national representatives of each participating agency who are responsible for applying agency standards, policies, and business practices to the IQCS. Access includes the ability to view all data on responders within their own bureau or office, and limited capability to edit values in certain foundation tables in the application. Holders of this role may also specify criteria for new reports or queries and request their creation by the system developers and may also print agency-specific reports for workforce analytics.

Certifying Official – Individual identified by the agency (national, geographic area/regional, or local unit level) as the person responsible for certifying individual’s position qualifications for a unit. In general, this is the person who signs the Incident Qualification Card for employees in the organization (and who signs the Position Task Book Certification page for the unit’s employees). Each bureau or office will identify these persons and disseminate that information to the responders in the bureau or office. IQCS will **NOT** identify individuals as the Certifying Official in their data records; however, some individuals will have User Roles of Certifying Official assigned to their Employee ID in the system for the purpose of allowing them access to certain components, pages, fields, and accounts. The User Role “Certifying Official” may be assigned to the agency-designated signer of the Qualification Card or to an IQCS user who has been delegated that authority by agency management.

FMO/AFMO – Traditionally established for wildland fire, the FMO/AFMO role designates Supervisors of incident responders who are normally responsible for the incident qualifications for their organization. This role can be assigned at the bureau/office, regional/geographic area or local level and has limited IQCS access for viewing qualifications data and querying relevant reports, verifying position criteria have been met, ensuring qualifications criteria are maintained, and determining workforce analytics needs for the affected unit. Persons assigned this role are often the Certifying Official for subordinate supervisors in the organization.

Supervisor – View-only access to persons who have direct supervision of incident responders, but may not be authorized to certify, add, enter, or modify data for responders. The role does have access to Incident Responder Development Plan<sup>4</sup> (IRDP) pages for subordinates.

### **RESOURCE ORDERING AND STATUS SYSTEM (ROSS)**

ROSS is a system that provides automated support to interagency dispatch and coordination offices operating in an estimated 400 interagency dispatch and coordination offices throughout the National Interagency Dispatch System. ROSS tracks all tactical, logistical, service and support resources mobilized by the incident dispatch community. The system:

1. Provides current status of resources available to support mobilization activities.
2. Enables dispatch offices to exchange and track resource order information electronically.
3. Enables dispatch offices to rapidly and reliably exchange mission-critical emergency electronic messages.

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<sup>4</sup> IRDP – Incident Responder Development Plan – Planning tool to aid supervisors and employees in determining training and experience needed to achieve certain position qualifications. The IRDP can outline a 3 – 5 year training program for the Responder.

## **NATIONAL INTERAGENCY DISPATCH SYSTEM**

The National Interagency Coordination Center (NICC), located in Boise, Idaho is the focal point for coordinating the mobilization of resources for incidents throughout the United States.

### ***Ordering Channels***

All agencies have designated ordering procedures for incident support and services. These established ordering channels provide for rapid movement of requests, agency review, efficient utilization of resources, and cost effectiveness.

### ***Geographic Area Coordination Centers (GACC)***

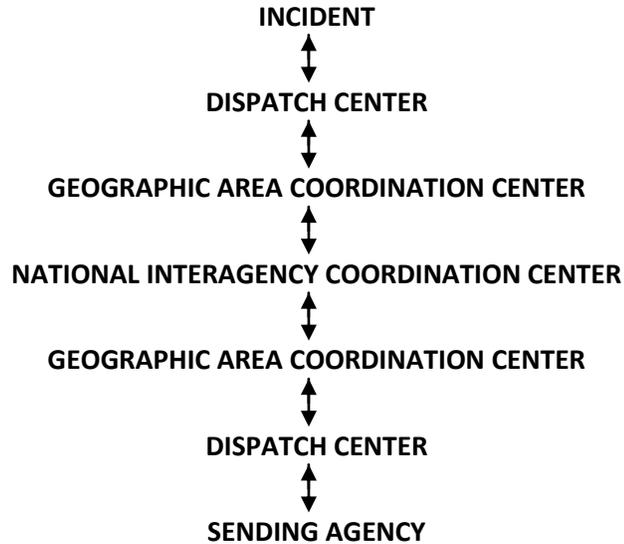
The GACCs act as focal points for internal and external requests not filled at the local level. GACCs are located in the following Areas:

- EASTERN – Milwaukee, Wisconsin: Connecticut, Delaware, Illinois, Indiana, Iowa, Maine, Maryland, Massachusetts, Michigan, Minnesota, Missouri, New Hampshire, New Jersey, New York, Ohio, Pennsylvania, Rhode Island, Vermont, West Virginia, and Wisconsin.
- SOUTHERN – Atlanta, Georgia: Alabama, Arkansas, District of Columbia, East Texas (plus Texas State Forest Service in West Texas), Florida, Georgia, Kentucky, Louisiana, Mississippi, North Carolina, Oklahoma, South Carolina, Tennessee, Virginia, Puerto Rico, and the Virgin Islands.
- SOUTHWEST – Albuquerque, New Mexico: Arizona, New Mexico, and West Texas (west of the 100th Meridian).
- ROCKY MOUNTAIN – Lakewood, Colorado: Colorado, Kansas, Eastern Wyoming, Nebraska, and South Dakota.
- NORTHERN ROCKIES – Missoula, Montana: Montana, North Dakota, Northern Idaho, and Yellowstone National Park, Wyoming.
- ALASKA – Fort Wainwright, Alaska: Alaska.
- NORTHWEST – Portland, Oregon: Oregon and Washington.
- NORTHERN CALIFORNIA OPERATIONS – Redding, California: Northern California and Hawaii.
- SOUTHERN CALIFORNIA OPERATIONS – Riverside, California: Southern California and USA Pacific Islands.
- EASTERN GREAT BASIN – Salt Lake City, Utah: Southern Idaho, Western Wyoming, Utah, and a portion of Arizona north of the Colorado River.
- WESTERN GREAT BASIN – Reno, Nevada: Nevada and a portion of California southeast of Lake Tahoe.

### ***Ordering Process***

Resource order requests will be processed using the Resource Ordering and Status System (ROSS). Resource order requests as the result of an incident will follow the established ordering channel displayed below.

At the point in this flow when an order can be filled, reverse the process to insure proper notification back to the incident or requesting office.



All DOI bureaus and offices will have the ability to connect into the National Interagency Dispatch System for mobilization of all-hazard incident resources.

**THE RELATIONSHIP BETWEEN THE IPQG, THE IQCS, THE INTERAGENCY DISPATCH PROCESS AND ROSS**

The incident position and qualifications management requirements established in the [IPQG](#) for DOI are programmed into *IQCS*. As bureau and office *IQCS* account managers input their respective bureau/office responder’s qualification data into *IQCS*, the system applies the business rules from the [IPQG](#) to construct a catalog of employees and their incident qualifications. *IQCS* is designated as the official system of record for DOI incident responders.

When a resource is ordered for an incident, the order is processed according to specific bureau or office business rules as part of a National Interagency Dispatch System. Through a *clearinghouse process*, *IQCS* data is shared with *ROSS* and provides the necessary information for a dispatch center to fill a resource order and mobilize the resource to the incident. *ROSS* is designated as the single point ordering software system for the Department.

**RESPONSIBILITIES**

***Heads of Bureaus***

Bureau Directors are responsible to ensure a Point of Contact (POC) is designated as the primary individual to develop bureau specific procedures for determining the most effective way for implementing the All-Hazards Incident Management Program within their bureau. Bureaus are also responsible for identifying personnel that may be available to deploy to emergency incidents, ensuring they are appropriately trained and have the correct qualifications, and providing them with information regarding how the bureau will dispatch responders using the Department’s single point ordering software system, *ROSS*.

***Heads of Offices (Office of the Secretary)***

Individual heads of offices and other staff organizations within the Office of the Secretary are responsible to ensure a Point of Contact (POC) is designated as the primary individual to develop office specific procedures for determining the most effective way for implementing the All-Hazards Incident Management Program within their office. Offices with programmatic areas of responsibilities for response will advise OEM and the EMC regarding requirements and qualifications for personnel

responding to emergencies in their mission area. While this guidance applies to all offices, selected offices have specific responsibilities as follows:

- Director, Office of Emergency Management. OEM, through the Assistant Director, Preparedness and Response Division, is responsible for developing policy under the Departmental Manual (DM) 900 regarding the overall coordination of the All-Hazards Incident Management Program. OEM is also responsible for establishing and maintaining a training program available to all DOI responders to build the Department's capacity for staffing all-hazard emergency incidents.
- Director, Office of Wildland Fire. OWF is responsible for appointing a representative to the All-Hazards Incident Management Program Sub-Committee of the EMC. OWF, in partnership with OEM, is responsible for helping to coordinate qualifications and requirements with the broader fire community.
- Director, Office of Budget. The Office of Budget is responsible for providing overarching budget guidance during emergency situations.
- Director, Office of Acquisitions. The Office of Acquisitions is responsible for providing overarching acquisitions policy for use during emergency situations.
- Director, Office of Financial Management. The Office of Financial Management is responsible for providing overarching financial management policy for use during emergency situations.
- Director, Office of Environmental Policy and Compliance. The Office of Environmental Compliance (OEPC), in coordination with the Environmental Safeguards Group, is responsible for advising OEM and the EMC regarding the requirements and qualifications for those responding to environmental emergencies.
- Director, Office of Law Enforcement and Security. The Office of Law Enforcement and Security (OLES) is responsible for public safety and security on DOI lands. OLES is responsible for advising OEM and EMC regarding the requirements and qualifications for those responding on public safety and security missions.
- Director, Office of Human Resources. The Office of Human Resources (OHR) is responsible for providing overarching human resources policy for use during emergency situations. Additionally, OHR is responsible for revising and publishing the *DOI Administratively Determined (AD) Pay Plan* in coordination with OEM, OWF and the wildland fire community.
- Director, Office of Occupational Safety and Health. The Office of Occupational Safety and Health (OSH) is responsible for providing occupational safety oversight and technical expertise for DOI employees operating during emergency situations. OSH is also responsible for assuring safety staffing requirements are addressed and catalogued for incident responders who are filed in IQCS.

### ***Managers/Supervisors***

Managers/supervisors are not required to be emergency response personnel themselves to supervise emergency response employees and oversee their participation in the program. Managers/supervisors of employees wishing to deploy on emergency incidents provide the first line of certification of employee qualifications and as such, are responsible for initiating position task books for positions that require them, certifying employee training requirements are completed, and providing reasonable opportunities for employees to complete training and participate in emergency deployments.

### ***Employees***

Employees interested in becoming qualified for positions within the [IPQG](#) are required to notify their immediate supervisor and discuss options for participating. A written agreement between the supervisor and employee is required for approval of training and emergency deployments. Employees are also responsible for submitting training and qualification data through their supervisor to the

bureau/office data steward for IQCS and for maintaining their availability status in ROSS in accordance with bureau/office guidelines and with supervisor approval.

### **Qualifications Review Committee (QRC)**

A QRC evaluates employee's qualification against established standards and provides consistent recommendations for certification. A QRC, in accordance with their level of authority, reviews a trainee's completed certification package, and recommends what action the certifying official should take. A QRC should have among its members a qualified functional or program designee at the equivalent, or higher position level than the employee under review for qualification determination. QRC members will include qualified incident management and incident support staff. Additional subject matter experts may be used to assist in review of discipline specific positions.

### **DOI LEAD QRC**

The membership of the lead QRC for DOI is comprised of the Emergency Management Council (EMC) All-Hazards Incident Management Program Subcommittee. In this role referred to as EMCQRC.

The primary objective of the EMCQRC is to review certification packages for Type 1 and Type 2 command and general staff and Area Command positions and to make a recommendation to the certifying official. The EMCQRC will meet quarterly (when required).

For positions listed under "NWCG Positions Recognized by DOI" the EMCQRC will review Type 1 and Type 2 command and general staff and Area Command packages for all DOI Bureaus except BIA, BLM, FWS and NPS who have existing processes to evaluate those positions.

For positions listed under "NIMS ICS and Incident Support Positions" The EMCQRC will review all Type 2 command and general staff packages for all DOI Bureaus except BIA, BLM, FWS and NPS packages when they are not in conflict with existing wildland fire Bureau processes for that position.

For all positions except for Type 1 and Type 2, bureaus are strongly encouraged to establish an interbureau QRC review process for all other positions that require completion of a position task book and to delegate that responsibility to the regional level or local unit as appropriate. Smaller Bureaus or Offices responsible for small numbers of responders are encouraged combine with other Bureau's QRC process to review certification packages, or may use the EMCQRC if they are unable to establish their own process. The "QRC Responder Evaluation Worksheet" in Annex F may be used as part of this process. Other positions categorized as "Technical Specialists" are not subject to the QRC process.

### **ALL QRC PROCESSES SHOULD PROVIDE THE FOLLOWING:**

- A method for historical recognition when there is sufficient documentation available to substantiate the experience and training.
- A method for any individual to submit documentation of the experience and training for review by the Agency or the appropriate review committee established by the Agency.
- Criteria to determine if the previous experience or training is appropriate for the position including all requirements and competencies necessary for successful performance.

Final certification by the Agency will ensure all currency and fitness requirements of the position are met.

### **Historical Recognition of Experience**

Personnel who have documentation of previous training, education, and experience in a NIMS position(s) or documentation of previous extensive on-the-job incident response experience may receive credit by their Agency for any category of criteria except for physical/medical fitness and currency. It may be possible for personnel who acquired historical recognition for a higher-level NIMS ICS position to also acquire recognition by their Agency for applicable lower-level positions. Agencies should establish a simple process for gaining recognition for any lower-level position. Personnel are encouraged to seek historical recognition for each position they want recognized.

Historical recognition may not apply to the categories of education, certificates, or licenses under the laws affecting some localities. In these cases, the minimum training, fitness and currency requirements for the position in Section C of the [IPQG](#) must be met regardless of any historical recognition process.

Incident management personnel can use past experience to meet the minimum NIMS ICS Qualification requirements. Historical recognition may only be sought for incident management positions listed in the [IPQG](#) in Annex B.2 and DOI all-hazards incident positions listed in Annex B.3.

For all DOI All-Hazards Incident Technical Specialists listed in Annex B.4, historical recognition of experience is not applicable. In these cases, the minimum training, fitness and currency requirements for the position in Section C must be met regardless of any historical recognition process.

For all National Wildfire Coordinating Group (NWCG) Positions listed in Annex B.1 of the [IPQG](#), the only currently recognized pathway for an individual to meet a position competency is by meeting the position requirements established in the PMS-310-1. Historical recognition of experience for these positions is outside the scope of this process. This applies to all Type 1 Command Staff, Type 1 General Staff and Area Command Level Positions.

If a person who was historically recognized in a position seeks a higher level NIMS ICS position qualification within the same functional area or across functional areas they must meet all requirements in Section C and may not use the historical recognition process. As an example, a historically recognized Resources Unit Leader seeking All-Hazards Planning Section Chief Type 2 (PSA2) qualification must meet all prerequisites for the PSA2 listed in Section C of the [IPQG](#).

Only positions described below may be considered for historical recognition.

### ***Historical Recognition of Experience Process***

Individuals seeking qualification by historical recognition of ICS experience must document their relevant experience and the completion of all course requirements in this Guide by completing the "[Historical Recognition of Experience Individual Responder Evaluation Application](#)" and attach any supporting documents before forwarding to their supervisor or training officer.

The supervisor or training officer will evaluate the overall strength of the historical recognition case before making a recommendation to the Certifying.

### ***Qualifications Review Committee (QRC)***

The Emergency Management Council, Qualification Review Committee (EMCQRC) is designed to evaluate certain [IPQG](#) positions, but may be requested to assist Bureaus to evaluate an individual's historical recognition for any position. It is recommended that responders are evaluated using the [QRC Responder Evaluation Worksheet](#).

When evaluating an [Historical Recognition of Experience Individual Responder Evaluation Application](#) it is imperative that the incident complexity of is considered – this is especially important when determining historical recognition for responder seeking qualification in command or general staff positions. An Incident Complexity characterization and matrix begins on page 14 of this guide.

### ***Type 2 Command or General Staff Positions***

To be recommended through the historical recognition process as Type 2 Command or General Staff , an individual responder must submit a "[Historical Recognition of Experience Individual Responder Evaluation Application](#)" along with supporting documentation to their respective [EMC representative](#) or Agency delegate to forward to the EMCQRC. The EMCQRC will meet as required to evaluate the submitted experience and use references and other sources to recommend what action the certifying authority should take. The determination may be (1) *Fully qualified for the position*; (2) *Qualified for the position upon completion of recommendations*; (3) *Not currently qualified*; (4) *Qualified at a lower level or a different position*.

### ***Type 3 Command or General Staff and Other DOI Positions***

With the exception of Type 2 Command or General Positions discussed above, an Agency may establish their own Qualifications Review Committee (QRC) or similar process to evaluate historical recognition for DOI NIMS and Incident Support Positions listed in the [IPQG](#) in Annex B.2 or DOI All-Hazards Incident Positions listed Annex B.3.

### ***Emergency Management Council (EMC) Responsibilities***

EMC members, or their delegate, must manage the process for their respective Agency and use the QRC process and discipline specific subject matter experts to evaluate historical recognition experience packages. Applicants are encouraged to use the [Historical Recognition of Experience Individual Responder Evaluation Application](#).

### ***Emergency Incident Coordination Center (EICC)***

Personnel who are already certified and meet position requirements for an [IPQG](#) position by the Emergency Incident Coordination Center (EICC) will not need to submit any documentation and their account will be transferred to the Incident Qualification and Certification System (IQCS).

### ***Wildland Fire Qualification System Guide (PMS-310-1)***

An individual already certified for an [IPQG](#) position under the Wildland Fire Qualification System Guide (PMS-310-1) will not need to submit documentation to retain an existing qualification. Personnel with PMS-310-1 qualifications may be certified for additional [IPQG](#) positions through historical recognition.<sup>5</sup>

### ***Historical Recognition Documentation***

#### **Historical Recognition Documentation may include:**

- Incident Action Plans showing the person filling the NIMS position
- ICS 214s, Unit Logs, from incident documentation packages
- ICS 260-1 - Resource Order
- Incident action plan components (ICS 203 - Organization Assignment List, ICS 204 - Assignment List, etc.)
- ICS 215 - Operational Planning Worksheet
- ICS 225 - Incident Personnel Performance Rating
- Incident Narrative
- ICS Performance Evaluations
- Position Task Books
- Certificates of qualifications or of training
- Written references from past employers stating experience
- Log books and other records of performance
- Assignments, reports, and documentation from previous courses
- Past competency-based assessments
- Record of academic results
- Course attendance record
- Incident commander or section chief recommendation.
- Letters from superiors or other subject matter experts that have supervised, or can validate the necessary experience, may also provide documentation.

### ***Historical Recognition of Experience Timeframes***

[Emergency Management Policy Bulletin 2011-1](#): Department of the Interior All-Hazards Incident Staffing, provided a two-year time period ending July 18, 2013 to permit individuals to apply to be qualified under the historical recognition. The Agencies should develop a method to ensure historical recognition is not applicable to individuals with documentation dated after the date of release of this document. After this date of release, all individuals seeking to become qualified in existing positions must meet the requirements within [IPQG](#).

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<sup>5</sup> A PMS-310-1 qualified Safety Officer Type 2 (SOF2) may be granted historical recognition for All-Hazards Safety Officer Type 2 (SOA2), provided they meet the required training and can demonstrate adequate incident management experience.

### ***Historical Recognition of Experience for a Newly Created Position***

Recognition for a newly created position is a process of providing individuals the opportunity to become certified for the new position. Once a new position has been formally adopted, the Agency should permit a one-year timeframe to submit applications for consideration for the position. The starting date will begin from the date the position has been recognized by the NIMS qualifications process. All applications must be received by the Agency prior to the end of the one year application period. For experience to be considered it must have been obtained prior to the original announcement date of the position.

The nature of the historical recognition process for newly created positions acknowledges there will not be any PTBs to submit to document experience in a position. Other forms of documentation will be necessary to document and may include Incident Action Plan (IAP) components (203s and 204s), Activity Logs, ICS-214's, Performance Reports, ICS-225s, and/or pay documents. Letters from supervisors or other subject matter experts that have supervised or can validate the necessary experience will also qualify as documentation. The QRC should be empowered to determine if the applicant meets the qualifications requirements and written justification and documentation for individuals placed in new positions should be maintained.

### **IMPLEMENTATION OF DOI ALL-HAZARDS INCIDENT MANAGEMENT PROGRAM**

All-Hazards Incident Management Program implementation starts by identifying a bureau/office Point of Contact (POC) as the primary individual to develop bureau/office specific procedures for implementation. The POC will perform a major role in the following:

#### ***IQCS and Incident Position and Qualifications Management:***

- Identify a lead IQCS account manager (may be same as POC) and national, regional and/or local individuals who will establish IQCS accounts and obtain IQCS training as Account Managers, Agency Representatives, and Certifying Officials.
- Establish a protocol for certification of the all-hazards incident personnel qualifications (See Certifying Official role).
- Establish bureau/office minimum staffing levels for all-hazards incident personnel.
- Identify all-hazards incident personnel who meet the minimum requirements for the position they are filling and who may use the historical recognition of experience process to meet the minimum qualification requirements.

#### ***ROSS and the National Interagency Dispatch System***

- Finalize the dispatch process that your bureau/office will use to host an incident – and to mobilize personnel to an incident.
- Ensure the field employee's appropriate unit identifiers have been established.
- Enter into applicable agreements that are required in order to connect into the National Interagency Dispatch System.

## **Incident Complexity**

“Incident complexity” is a characterization used to describe the level of difficulty, severity, or overall resistance that incident management personnel face while trying to manage an incident to a successful conclusion, or to manage one type of incident compared to another type. Determining Incident Complexity is a subjective process based on examining a combination of indicators, or factors. Common indicators may include the area (location) involved; threat to life, environment and property; political sensitivity, organizational complexity, jurisdictional boundaries, values at risk, and weather. Most indicators are common to all incidents, but some may be unique to a particular type of incident.

Out of a whole-numbered scale of one to five “incident types,” the most serious or complex incident is labeled with a number one (1), and the least complex incident is labeled with a number five (5).

The following chart includes sets of contributing indicators for each of the five complexity types. The person responsible for determining incident complexity should analyze the general and span of control indicators specific to the actual or potential incident. This person will need to make a determination about what indicators the incident displays at a given time. Every indicator shown in the chart for a complexity level does not need to be present for that particular incident or complexity level to be selected.

An incident’s complexity can change. A Type 3 incident may be reduced to a Type 5, as the incident is managed, or it might also grow, or be forecasted to grow, to become a more complex incident. After-shocks, for instance, may add more complexity to an earthquake event, which initially signaled a Type 3 incident response. Incident managers will continuously review all indicators to ensure that the incident can be managed properly with the right resources regardless of how complex.

The designated and/or delegated official responsible for the incident must determine the complexity of an incident and assign qualified personnel as needed. In situations where multiple agencies and jurisdictions are involved, the determination of complexity and qualifications should be made jointly.

## TYPE 5 COMMON INCIDENT COMPLEXITY INDICATORS

General Indicators	Span of Control Indicators
<ul style="list-style-type: none"> <li>• Incident is typically terminated or concluded (objective met) within an hour or two once resources arrive on scene</li> <li>• One to five single resources may be needed</li> <li>• Formal Incident Planning Process not needed</li> <li>• Written Incident Action Plan (IAP) not needed</li> <li>• Minimal effects to population immediately surrounding the incident</li> <li>• Critical Infrastructure, or Key Resources, not adversely affected</li> </ul>	<ul style="list-style-type: none"> <li>• Incident Commander (IC) position filled</li> <li>• Single resources are directly supervised by the IC</li> <li>• Command Staff or General Staff positions not needed to reduce workload or span of control</li> </ul>

## TYPE 4 COMMON INCIDENT COMPLEXITY INDICATORS

General Indicators	Span of Control Indicators
<ul style="list-style-type: none"> <li>• Incident objectives are typically met within several hours once resources arrive on scene, but resources may remain on scene for up to 24 hours</li> <li>• Multiple resources (over 6) may be needed</li> <li>• Resources may require limited logistical support</li> <li>• Formal Incident Planning Process not needed</li> <li>• Written Incident Action Plan (IAP) not needed</li> <li>• Limited effects to population surrounding incident</li> <li>• Critical Infrastructure or Key Resources may be adversely affected, but mitigation measures are uncomplicated and can be implemented within one Operational Period</li> <li>• Elected and appointed governing officials, stakeholder groups, and political organizations require little or no interaction</li> </ul>	<ul style="list-style-type: none"> <li>• IC role filled</li> <li>• Resources either directly supervised by the IC or supervised through an ICS Leader position</li> <li>• Task Forces or Strike Teams may be used to reduce span of control to an acceptable level</li> <li>• Division or Group Supervisor position may be filled for organizational or span of control purposes</li> <li>• Command Staff positions may be filled to reduce workload or span of control</li> <li>• General Staff position(s) may be filled to reduce workload or span of control</li> </ul>

### TYPE 3 COMMON INCIDENT COMPLEXITY INDICATORS

General Indicators	Span of Control Indicators
<ul style="list-style-type: none"> <li>• Incident typically extends into multiple operational periods</li> <li>• Incident objectives usually not met within the first or second operational period</li> <li>• Resources may need to remain at scene for up to 3 or 4 days, requiring logistical support</li> <li>• Numerous kinds and types of resources may be required</li> <li>• Formal Incident Planning Process is initiated and followed</li> <li>• Written Incident Action Plan (IAP) needed for each Operational Period</li> <li>• Responders may range up to 200 total personnel</li> <li>• Incident may require an Incident Base to provide support</li> <li>• Population surrounding incident affected</li> <li>• Critical Infrastructure or Key Resources may be adversely affected and actions to mitigate effects may extend into multiple Operational Periods</li> <li>• Elected and appointed governing officials, stakeholder groups, and political organizations require some level of interaction</li> </ul>	<ul style="list-style-type: none"> <li>• IC role filled</li> <li>• Numerous resources supervised indirectly through the establishment and expansion of the Operations Section and its subordinate positions</li> <li>• Division Supervisors, Group Supervisors, Task Forces, and Strike Teams used to reduce span of control to an acceptable level</li> <li>• Branch Director position(s) may be filled for organizational purposes and occasionally for span of control</li> <li>• Command Staff positions filled to reduce workload or span of control</li> <li>• General Staff position(s) filled to reduce workload or span of control</li> <li>• ICS functional units may need to be filled to reduce workload</li> </ul>

## TYPE 2 COMMON INCIDENT COMPLEXITY INDICATORS

General Indicators	Span of Control Indicators
<ul style="list-style-type: none"> <li>• Incident displays moderate resistance to stabilization or mitigation and will extend into multiple operational periods covering several days</li> <li>• Incident objectives usually not met within the first several Operational Periods</li> <li>• Resources may need to remain at scene for up to 7 days and require complete logistical support</li> <li>• Numerous kinds and types of resources may be required including many that will trigger a formal demobilization process</li> <li>• Formal Incident Planning Process is initiated and followed</li> <li>• Written Incident Action Plan (IAP) needed for each Operational Period</li> <li>• Responders may range from 200 to 500 total</li> <li>• Incident requires an Incident Base and several other ICS facilities to provide support</li> <li>• Population surrounding general incident area affected</li> <li>• Critical Infrastructure or Key Resources may be adversely affected, or possibly destroyed, and actions to mitigate effects may extend into multiple Operational Periods and require considerable coordination</li> <li>• Elected and appointed governing officials, stakeholder groups, and political organizations require a moderate level of interaction</li> </ul>	<ul style="list-style-type: none"> <li>• IC role filled</li> <li>• Large numbers of resources supervised indirectly through the expansion of the Operations Section and its subordinate positions</li> <li>• Branch Director position(s) may be filled for organizational or span of control purposes</li> <li>• Division Supervisors, Group Supervisors, Task Forces, and Strike Teams used to reduce span of control</li> <li>• All Command Staff positions filled</li> <li>• All General Staff positions filled</li> <li>• Most ICS functional units filled to reduce workload</li> </ul>

## TYPE 1 COMMON INCIDENT COMPLEXITY INDICATORS

General Indicators	Span of Control Indicators
<ul style="list-style-type: none"> <li>• Incident displays high resistance to stabilization or mitigation and will extend into numerous operational periods covering several days to several weeks</li> <li>• Incident objectives usually not met within the first several Operational Periods</li> <li>• Resources may need to remain at scene for up to 14 days, require complete logistical support, and several possible personnel replacements</li> <li>• Numerous kinds and types of resources may be required, including many that will trigger a formal demobilization process</li> <li>• DOD assets, or other nontraditional agencies, may be involved in the response, requiring close coordination and support</li> <li>• Complex aviation operations involving multiple aircraft may be involved</li> <li>• Formal Incident Planning Process is initiated and followed.</li> <li>• Written Incident Action Plan (IAP) needed for each Operational Period</li> <li>• Responders may range from 500 to several thousand total</li> <li>• Incident requires an Incident Base and numerous other ICS facilities to provide support</li> <li>• Population surrounding the region or state where the incident occurred is affected</li> <li>• Numerous Critical Infrastructure or Key Resources adversely affected or destroyed. Actions to mitigate effects will extend into multiple Operational Periods spanning days or weeks and require long-term planning and considerable coordination</li> <li>• Elected and appointed governing officials, stakeholder groups, and political organizations require a high level of interaction</li> </ul>	<ul style="list-style-type: none"> <li>• IC role filled</li> <li>• Large numbers of resources supervised indirectly through the expansion of the Operations Section and its subordinate positions</li> <li>• Branch Director Position(s) may be filled for organizational or span of control purposes</li> <li>• Division Supervisors, Group Supervisors, Task Forces, and Strike Teams used to reduce span of control</li> <li>• All Command Staff positions filled and many include assistants</li> <li>• All General Staff positions filled and many include deputy positions</li> <li>• Most or all ICS functional units filled to reduce workload</li> </ul>