10 - Incident Management

Policy

It is BLM policy to use the incident command system (ICS) to manage all incidents, and to have an operational briefing for all fire personnel on any type of incident. A delegation of authority outlining clear, obtainable objectives will be provided to the incoming incident commander.

All units will use the Incident Complexity Analysis and the Wildland Fire Situation Analysis (WFSA) to determine the most appropriate organization and management strategies for a wildland fire.

A unified command structure will be a consideration in all multi-jurisdiction incidents.

Field Office Managers are required to personally visit an appropriate number of fires each year. (See Chapter 2, Program Roles and Performance Standards.) A checklist that can be used by managers during those visits is included in **Appendix L.(FWS, USFS)**

Introduction

When complexity levels exceed initial attack capabilities, the appropriate ICS positions should be added to the command staff, commensurate with the complexity of the incident. Increasing fire complexity can overwhelm an initial attack IC, if specific ICS organizational issues are not addressed at an early stage. The Incident Complexity Analysis and the WFSA assist the manager in determining the appropriate management structure to provide for safe and efficient fire suppression operations.

The ICS provides for a management/organizational structure on incidents that evolve in complexity or increase in size, whether within a few hours or over several days. While the criteria for incident complexity vary by local conditions, a fire that has escaped initial attack:

- Has not been contained by the initial attack resources dispatched to the fire.
- Will not have been contained within the management objectives established for that zone or area.
- Has not been contained within the first burning period and there is no estimate of containment or control.

Many safety problems, organizational issues, and cost-efficiency concerns emerge during the incident transfer of command into a larger operation. These transfer of command periods have historically been the most dangerous phase of incident management. Clear lines of authority must be established quickly in order to minimize confusion and maintain operational control

Managers will transfer command of incidents at the start of a new operational period.

Incident management requires both on-site incident organizations and off-site coordination and support organizations. To effectively manage an incident, it is important to understand the roles and responsibilities of these organizations.

Agency Administrator

Off-Site (Coordination)	**On-Site (Command)**
–Initial Attack Dispatch	–Initial Attack (Type 4 & 5 Incidents)
–Expanded Dispatch	–Extended Attack (Type 3 Incidents)
–Buying Teams	–Type 2 Incidents
–Geographic Area Coordination	–Type 1 Incidents
–MAC Groups	–Area Command

Incident Complexity Analysis

Appraising the Situation

An Incident Complexity Analysis (**Appendix M**) should be used as a guide for agency administrators and/or fire managers to identify and mitigate certain complexity or safety issues by selecting a different strategy, tactic, or higher qualification of incident management personnel to safely and effectively manage the incident.

In developing this analysis, certain assumptions are made:

- As an incident becomes more complex, the need for an incident management team or organization increases.
- To facilitate assembling an efficient and effective organization, key managers should be involved during the early stages of complexity analysis.

- The analysis is not a cure-all for the decision process; local fire history, current fire conditions, and management requirements must be considered.

On-Site Incident Organizations

All fires, regardless of size, have an incident commander–a single individual responsible to the agency administrator for all incident command level functions and incident activities.

Type 5 Incident

- Resources required typically vary from two to six firefighters.
- The incident is generally contained within the first burning period and often within a few hours after resources arrive on scene.

Type 4 Incident

- Command staff and general staff functions are not activated.
- Resources vary from a single module to several resources, a task force, or strike team.
- The incident is usually limited to one operational period in the control phase.
- The agency administrator will have briefings, and ensure that WFSAs and delegation of authority are updated.
- No written incident action plan (IAP) is required. However, a documented operational briefing will be completed for all incoming resources **(Appendix I)**.
- Role of the agency administrator:
  - ➢ Operational Plans which include Objectives and Priorities.

Type 3 Incidents

- Some or all of of the command and general staff positions may be activated, usually at the division/group supervisor and/or unit leader level.
- Type 3 teams (or incident command organizations) manage initial attack fires with a significant number of resources, an extended attack fire until containment/ control is achieved, or an escaped fire until a type 1or 2 team assumes command.

Note: Some units may have a predetermined type 3 incident management team formally designated; other units put together a type 3 organization with command and/or general staff positions filled as the need arises.

When using a type 3 team or incident command organization, a manager must avoid using them beyond the type 3 complexity level.

Minimum Positions   The command staff is normally comprised of the incident commander and a safety officer, plus two general staff positions. however, the following positions and qualifications should be considered when assembling type 3 IMTs. By completing an Incident Complexity Analysis, a fire manager can

assess the hazards and complexities of an incident and determine the specific positions needed. (e.g., if sensitive public/media relationships are evident, then an information officer should be ordered as part of the team.)

A type 3 incident commander will not serve concurrently as a single resource boss.

Positions	Qualification Requirement
Incident Commander	Incident Commander Type 3 (Division Supervisor recommended)
Operations	Strike Team Leader or Task Force Leader
Logistics	Facilities Unit Leader, Supply Unit Leader, or Ground Support Unit Leader
Plans	Resource Unit Leader or Situation Unit Leader
Finance	Time Unit Leader or Procurement Unit Leader
Safety	Safety Officer Type 3
Information	Information Officer Type 3

■ Resources vary from several resources to several task forces/strike teams.
■ The incident may be divided into divisions.
■ The incident may involve multiple operational periods prior to control, which may require a written action plan. A documented operational briefing will be completed for all incoming resources, and before each operational period.
■ Staging areas and a base may be used.
■ Role of agency administrator:
  ➢ Operational Plans, which include Objectives and Priorities.
  ➢ Incident Complexity Analysis.
  ➢ Wildland Fire Situation Analysis (WFSA).

Type 2 Incident

■ Most or all of the command and general staff positions are filled.
■ The incident extends into multiple operational periods.
■ A written action plan is required for each operational period.
■ Many of the functional units are needed and staffed.
■ The agency administrator will have briefings, and ensure that WFSAs and delegation of authority are updated.
■ Operations personnel normally do not exceed 200 per operational period and total incident personnel do not exceed 500 (numbers are guidelines only).

■   Divisions are usually established to geographically facilitate work assign-
    ments; a qualified division/group supervisor is not required on divisions
    established for reasons other than span-of-control or other complexity
    factors.
■   Role of agency administrator:
    ➤   Incident Complexity Analysis.
    ➤   WFSA.
    ➤   Agency administrator briefings.
    ➤   Written delegation of authority.

Type 1 Incident

Characteristics include all of the criteria for a Type 2 incident, plus the following:
■   All command and general staff positions are activated.
■   Operations personnel often exceed 500 per operational period and total
    personnel will usually exceed 1000 (numbers are guidelines only).
■   Divisions are established requiring division supervisor qualified personnel.
■   May require the establishment of branches.
■   The agency administrator will have briefings, and ensure that WFSAs and
    delegation of authority are updated.
■   At this stage, interface with the team takes more of the agency
    administrator's time.
■   Use of resource advisors at the incident base is recommenced.
■   High impact on the local office occurs, requiring additional staff for office
    administrative and support functions.

Unified Command

A representative from each of the involved jurisdictions shares command, and at
times, other functions. Collectively they direct the management of the incident to
accomplish common objectives. Unified command may be at the incident
management team or area command level.

■   The concept of unified command means that all agencies who have
    jurisdictional responsibility at the incident contribute to the process of:
    ➤   Determining overall strategies.
    ➤   Selecting alternatives.
    ➤   Ensuring that joint planning for tactical activities is accomplished.
    ➤   Maximizing use of all assigned resources.

■   Unified command is used when:
    ➤   Incidents involve more than one jurisdictional boundary.
    ➤   Individual agency responsibilities and authority are normally legally
        confined to a single jurisdiction.
■   The goals of the unified command are to:
    ➤   Improve the information flow and interface among all 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.

Complex

A complex is two or more individual incidents located nearby which are assigned to a single incident commander or unified command to facilitate management.

Area Command (AC)

Area command is an organization established to oversee the management of multiple incidents that are each being handled by an incident management team. An AC can also oversee the management of a very large incident that has multiple IMTs assigned to it. However, an AC can be established at any time incidents are close enough that oversight direction is required among IMTs to ensure conflicts do not arise.

■ The functions of an AC:
➢ Coordinate the determination of incident objectives and strategies.
➢ Set priorities for using critical resources allocated to the incidents assigned to the area command.
➢ May be responsible for the coordination of demobilization.
➢ The organization is normally small, with personnel assigned to command, planning, aviation, and logistics. Depending on the complexity of the interface between the incidents, specialists in other areas such as aviation safety or information may also be assigned to area command.

■ The AC is responsible for supervising, managing, and evaluating the incident management teams.

As the numbers of wildland fires, complex incidents, and the involvement of or impact on other agencies increases, it is necessary to expand day-to-day coordination and management organizations to ensure efficient and effective use of critical personnel and equipment. This is not an expansion of the ICS, but rather an expansion of the coordination and management system that supports on-the-ground incident management organization(s).

Managing the Incident
Agency Administrator's Responsibilities to the IMT

- Ensure that Fire Cause Determination information is coordinated with the IMT.
- Complete and approve delegation of authority. (**Appendix N**).
- Conduct initial briefing so that incident objectives and concerns are understood by the IMT, and you understand the IMT's expectations and concerns. Define your role in the management of the incident.
- Provide signed initial WFSA and establish daily re-certification procedure.
- Assign resource advisor(s) to the IMT.
- Define public information responsibilities and delegations so that all parties understand their roles. Establish standards for IMT liaison with local communities. Ensure that all appropriate public, media, and government contacts are made.
- Ensure that employee briefings occur.
- Ensure close coordination between Unit Information Officer and Incident Information Officer.
- Ensure that you are briefed on the fire situation in enough detail to meet your needs.
- Make a comparison between "suppression costs" and "values at risk." "Values at risk" assesses the resource, and the political and economic considerations which may be affected by the incident now and in the foreseeable future.
- Consider assigning a local government liaison to the IMT.
- Consider ordering an Incident Business Advisor (IBA) to provide incident business management oversight.
- Set clear and measurable standards for safety. Highlight known hazards of the area. You may require a safety analysis on the tactical alternatives.
- Assign clear responsibilities for additional initial attack responses.
- Ensure fire management staff is briefed regularly on incident status.
- Ensure the IMT addresses fire training needs.
- Ensure that rehabilitation of all effects of fire suppression is addressed by the IMT.
- Ensure that all business management matters are resolved to your satisfaction prior to release of the IMT. You may choose to establish follow-up contact procedures with team for fiscal matters.
- Ensure a written release from authority and responsibility for the incident(s) is provided to the incident commander when released from the incident(s).
- Provide a separate written evaluation to the IC on IMT performance. **(Appendix O)**.

Incident Management Teams (IMTs)

All teams are ordered through the established ordering channels from local dispatch offices, geographic area coordination centers (GACCs), and the National Interagency Coordination Center (NICC).

Type 2 Incident Management Teams

These teams are ordered through the GACC. The team can be ordered in one of two configurations – short (nine members) or long (approximately 27-33 members). The national standard configuration of Type 1 and 2 teams is the same; however, GACCs may adjust the makeup of teams for use in their area.

Short Team:

Incident Commander (ICT2)

Planning Section Chief (PSC2)

Safety Officer (SOF2)

Logistics Section Chief (LSC2)

Finance Section Chief (FSC2)

Operations Section Chief (OSC2) (2)

Air Support Group Supervisor (ASGS)

Additional Long Team Members:

Situation Unit Leader (SITL)

Communication Unit Leader (COML)

Supply Unit Leader (SPUL)

Facilities Unit Leader (FACL)

Ground Support Unit Leader (GSUL)

Time Unit Leader (TIME)

Procurement Unit Leader (PROC)

Division Supervisor (DIVS) (4 each)

Resource Unit Leader (RESL) (2 each)

Fire Behavior Analyst (FBAN)

Information Officer (IOF2)

Compensation / Claims Unit Leader (COMP)

Air Tactical Group Supervisor (ATGS)

Type 1 Incident Management Teams

There are 16 Type 1 national interagency teams. These teams are mobilized according to national call-out procedures and rotation. Teams ordered through NICC will be in either long- or short-team configuration. Any variation from the standard configuration is only allowed at the discretion of the requesting unit.

Area	No. of Teams
Northern Rockies	2
Rocky Mountains	1
Southwest	2
Great Basin	2
California	5
Northwest	2
Alaska	1
Southern	1

Area Command Teams

There are four national area command teams. Teams are comprised of the following six personnel–four specific and two trainees identified by the area commander:

> Area Commander (ACDR)
> Area Command Planning Chief (ACPC)
> Area Command Logistics Chief (ACLC)
> Area Command Aviation Coordinator (ACAC)
> Area Command Trainee (2)

Transfer of Command

Once the decision has been made to mobilize an incident management team, the following guidelines assist the transition of fire management responsibilities from the local unit to incoming IMT. This includes briefings that must be given by the agency administrator, FMO, and IC. Some information will be in writing and some may be oral; all briefing information will be documented. A delegation of authority (**Appendix N**) and a WFSA are provided by the agency administrator to the incoming team at the briefing.

Transfer of Command Responsibilities

■   The local team or organization already in place remains in charge until the incoming team is briefed by their counterparts, a delegation of authority has been signed and a mutually agreed time for transfer of command has been established.
■   The ordering unit will specify times of arrival and transfer of command, and discuss these time frames with the incoming IC.
■   The ordering unit should accomplish the following actions prior to the arrival of the incoming team:
   ➢   Determine incident command post (ICP)/base location.
   ➢   Order basic support equipment and supplies for the incident.
   ➢   Secure an ample supply of appropriate maps. This is critical.

> Determine the team's transportation needs and obtain vehicles.
> Schedule agency administrator briefing time and location.
> Obtain necessary information for the administrator briefing.
> Obtain necessary communications equipment.

Agency Administrator Briefing

This briefing should take place as soon as the incoming team is completely assembled, preferably at a location away from the incident. The WFSA and delegation of authority should be completed prior to the briefing.

The agency administrator (or designated representative) should provide, at a minimum, a written overview that covers:

- Fire Status/Information
  > Name and number(s) of incident.
  > Approximate size, location, jurisdictions, and land status.
  > Name of the current incident commander.
  > General weather conditions at the incident site.
  > Fire Behavior.
  > Fuel types.
  > Current objectives, strategies, tactics.
  > ICP and/or base locations.
  > Other use of resources which might have an impact on the incident.
- Local participation in the team organization by resource and agency representatives.
- Any information about existing or anticipated unified command organization.
- Names and skills of technical specialists assigned to the incident.
- Unit fire policy.
- Concerns about resource values, improvements, wilderness and roadless areas, cultural resources, rare or threatened and endangered species, rehabilitation requirements, etc.
- Priorities for control.
- News media procedures.
- Political considerations.
- Agreements or memorandums of understanding (MOU) in effect.
- Other agency resources or representatives already on the incident.
- Desired date and time when team transition will occur.
- Safety issues:
  > Accidents to date.
  > Status of accident reports.
  > Areas with existing or potential hazardous materials.
  > Status of Fire Cause Determination or Investigation.
  > Hazards (Hazmat, power lines, underground gas lines, etc.).
  > Name of local and state safety manager.

- Operations and Planning:
  - Strategies.
  - Tactics.
  - Unusual local fire behavior and fire history in the vicinity of the incident.
  - Pre-attack plans available to the team.
  - Incident Status Summary (ICS-209) or Intelligence Summary reporting requirements.
  - Copy of the current ICS-209.
  - Status of current team.
  - Status of local agency personnel.
  - Agency capabilities for team operation support.
  - Agency rest and rotation policies.
  - Agency rehabilitation policies.
  - Agency demobilization concerns.
  - Other large incidents.

- Logistics:
  - Transportation routes.
  - Ordering system to be used.
  - Procurement unit in place or ordered.
  - Incident feeding procedures.
  - Available sleeping facilities.
  - Local medical facilities.
  - Nearest burn treatment center/med-evac/lifeflight.
  - Contacts with local law enforcement agencies.

- Finance/Administration:
  - Fiscal limitations and constraints.
  - Any cost-sharing arrangements affecting the incident.
  - Contracting officer available.
  - Potential for claims/injuries.
  - Incident Business Advisor (IBA) assigned?
  - Service and Supply Plan.
  - Unit/Agency business management requirements.
  - Buying Team ordered?
  - Payment Team ordered?
  - Local Unit business contacts.
  - Incident Finance Package requirements.
  - Printed list of local BPAs and contractors in area.

Delegation of Authority

The transfer of authority for suppression actions on a fire is done through a written delegation of authority from the agency administrator to the incident commander. An IMT may manage suppression actions on a fire only after receiving a signed delegation of authority from the agency administrator. This procedure facilitates the transfer of command incident between management levels.

The delegation of authority will contain specific, measurable objectives to be accomplished by the IMT, as well as any limitations to that authority. Measurable objectives will provide both the IMT and agency administrator a means for continual evaluation and necessary adjustments as the incident progresses. See **Appendix N** for a sample Delegation of Authority.

Taking Over of an Incident by an IMT

The following are guidelines for incoming local and of unit IMTs for transfer of fire suppression responsibilities, and for the release of IMTs. Information can be written or oral but must be documented.

> Incoming IC should contact the fire's unit dispatch in advance and arrange for:
> - Expected support staff.
> - Making contact with agency administrator, determine briefing time and location.
> - Transportation needs.

The ordering unit should do the following prior to the arrival of the incoming team:

- Obtain necessary information for the agency administrator briefing package. See checklist in **Appendix P** and sample briefing form in **Appendix Q**.

Incident Management Considerations

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

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.

The following guidelines are for agency administrators, IMTs, and firefighters to consider. Some or all of the items may apply, depending on the situation:

- Firefighter and public safety cannot be compromised.
- Evaluate suppression tactics during planning and strategy sessions to ensure they meet agency administrator objectives and minimum impact suppression tactics (MIST). Include agency resource advisor and/or local representative.
- Discuss MIST where applicable during briefings and implement during line construction, mopup, and rehabilitation.
- Discuss the feasibility of Wildland Fire Use strategies for achieving resource benefits.

Appendix S (Fire Management Organizational Analysis) is a checklist to assist line managers in evaluating operational fire program needs and complexities in fire situations. A number of factors can occur which increases the complexity and workload for the district fire staff and depending upon staff size and availability, could overload the organization. Managers should use this checklist to evaluate the current management structure and staffing levels to determine whether or not additional staff assistance is necessary. It is recommended that the checklist be utilized early during complex situations and reviewed periodically.

Wildland Fire Use for Resource Benefit

The Bureau of Land Management applies this strategy in managing wildland fires for resource benefit.

An approved Fire Management Plan is required. This plan identifies specific resource and fire management objectives, a predefined geographic area, and prescriptive criteria that must be met.

A Wildland Fire Implementation Plan (WFIP) will be completed for all wildland fires that are managed for resource benefit. This is an operational plan for assessing, analyzing, and selecting strategies for wildland fire use. It is progressively developed and documents appropriate management responses for any wildland fire managed for resource benefits. The plan will be completed in compliance with the guidance found in the *Wildland and Prescribed Fire Management Policy Implementation Procedures Reference Guide,* August 1998. A Wildland Fire Implementation Plan consists of three distinct stages.

Stage I: "The Initial Fire Assessment" or size-up. is the preliminary information gathering stage.   It compares current information to established prescription criteria found in the Fire Management Plan. This is an initial decision making tool which assists managers in classifying fires for resource benefit or suppression actions.

Stage II: "The Short-Term Implementation Action" stage provides managers and staff with needed information to initiate and continue management of the wildland fire for resource benefit. It provides predictions of potential fire spread, any necessary short-term management actions needed, fire complexity, and any long-range management actions anticipated.

Stage III: "The Long-Term Assessment and Implementation Actions." This stage supplements the FMP by providing the site specific long term implementation actions necessary to manage the wildland fire to accomplish identified objectives.

Minimum Impact Suppression Tactics (MIST)
Implementation Guidelines

MIST emphasize suppressing a wildland fire with the least impact to the land. Actual fire conditions and good judgement will dictate the actions taken. Consider what is necessary to halt fire spread and contain it within the fireline or designated perimeter boundary, while safely managing the incident.

Safety
- Apply principles of LCES to all planned actions.
- Constantly review and apply the 18 Watch Out Situations and 10 Standard Fire Orders.

Be particularly cautious with:
- ➢ Burning snags allowed to burn.
- ➢ Burning or partially burned live and dead trees.
- ➢ Unburned fuel between you and the fire.
- ➢ Identify hazard trees with either an observer, flagging, and/or glow-sticks.

Fire Lining Phase
- Select tactics, tools, and equipment that least impact the environment.
- Give serious consideration to use of water or foam as a firelining tactic (fireline constructed with nozzle pressure, wetlining).
- In light fuels, consider:
  - ➢ Cold trail line.
  - ➢ Allowing fire to burn to natural barrier.
  - ➢ Consider burn out and use of "gunny" sack or swatter.
  - ➢ Constantly re-checking cold-trailed fireline.
  - ➢ If constructed fireline is necessary, use minimum width and depth to check fire spread.
- In medium/heavy fuels, consider:
  - ➢ Use of natural barriers and cold-trailing.
  - ➢ Cooling with dirt and water, and cold trailing.
  - ➢ If constructed fireline is necessary, use minimum width and depth to check fire spread.

- ➢ Minimize bucking to establish fireline; preferably move or roll downed material out of the intended constructed fireline area. If moving or rolling out is not possible, or the downed log/bole is already on fire, build line around and let material be consumed.
- ▪ Aerial fuels–brush, trees, and snags:
  - ➢ Adjacent to fireline: limb only enough to prevent additional fire spread.
  - ➢ Inside fireline: remove or limb only those fuels which if ignited would have potential to spread fire outside the fireline.
  - ➢ Cut brush or small trees necessary for fireline construction flush to the ground.
- ▪ Trees, burned trees, and snags:
  - ➢ Minimize cutting of trees, burned trees, and snags.
  - ➢ Do not cut live trees, unless determined they will cause fire spread across the fireline or seriously endanger workers. Cut stumps flush with the ground.
  - ➢ Scrape around tree bases near fireline if hot and likely to cause fire spread.
  - ➢ Identify hazard trees with either an observer, flagging and/or glow-sticks.

- ▪ When using indirect attack:
  - ➢ Do not fall snags on the intended unburned side of the constructed fireline, unless they are an obvious safety hazard to crews.
  - ➢ On the intended burn-out side of the line, fall only those snags that would reach the fireline should they burn and fall over.

Mopup Phase
- ▪ Consider using "hot-spot" detection devices along perimeter (aerial or hand-held).
- ▪ Light fuels:
  - ➢ Cold-trail areas adjacent to unburned fuels.
  - ➢ Do minimal spading; restrict spading to hot areas near fireline.
  - ➢ Use extensive cold-trailing to detect hot areas.
- ▪ Medium and heavy fuels:
  - ➢ Cold-trail charred logs near fireline; do minimal scraping or tool scarring.
  - ➢ Minimize bucking of logs to check for hot spots or extinguish fire: preferably roll the logs and extinguish the fire.
  - ➢ Return logs to original position after checking or ground is cool.
  - ➢ Refrain from making boneyards: burned/partially burned fuels that were moved would be arranged in natural position as much as possible.

- ➢ Consider allowing larger logs near the fireline to burn out instead of bucking into manageable lengths. Use a lever, etc. to move large logs.
- Aerial fuels–brush, small trees and limbs:
  - ➢ Remove or limb only those fuels which if ignited have potential to spread fire outside the fireline.
- Burning trees and snags:
  - ➢ First consideration is to allow a burning tree/snag to burn itself out or down (ensure adequate safety measures are communicated).
  - ➢ Identify hazard trees with either an observer, flagging, and/or glow-sticks.
  - ➢ If burning tree/snag poses serious threat of spreading firebrands, extinguish fire with water or dirt. Felling by chainsaw will be last means.
  - ➢ Consider falling by blasting, if available.
  - ➢ Be particularly cautious when working under snags that may pose a hazard.

Camp Sites and Personal Conduct

- Use existing campsites if available.
- If existing campsites are not available, select campsites that are unlikely to be observed by visitors/users.
- Select impact-resistant sites such as rocky or sandy soil, or openings within heavy timber. Avoid camping in meadows, along streams or shores.
- Change camp location if ground vegetation in and around the camp shows signs of excessive use.
- Do minimal disturbance to land in preparing bedding and campfire sites.
- Do not clear vegetation or do trenching to create bedding sites.
- Toilet sites should be located a minimum of 200 feet from water sources. Holes should be dug 6-8 inches deep. (Use portable toilets whenever possible.)
- Select alternate travel routes between camp and fire if trail becomes excessive.
- Evaluate spike camps versus fixed camp site in sensitive areas.

Restoration of Fire Suppression Activities

- Firelines:
  - ➢ After fire spread has stopped and lines are secured, fill in deep and wide firelines and cut trenches.
  - ➢ Water bar, as necessary, to prevent erosion, or use wood material to act as sediment dams.

- ➢ Ensure stumps from cut trees/large size brush are cut flush with ground.
- ➢ Camouflage cut stumps, if possible.
- ➢ Any trees or large size brush cut during fireline construction should be scattered to appear natural.
- ▪ Camps:
  - ➢ Restore campsite to natural conditions as much as possible.
  - ➢ Scatter fireplace rocks, charcoal from fire; cover fire ring with soil; blend area with natural cover.
  - ➢ Pack out all garbage and unburnables.
- ▪ General:
  - ➢ Remove all signs of human activity (flagging, litter, etc.).
  - ➢ Restore helicopter landing sites.
  - ➢ Fill in and cover latrine sites.

Work/Rest Guidelines

Incident Management will plan for and ensure that crews, overhead personnel and support personnel are provided a 2 for 1 work to rest ratio (for every 2 hours of work or travel, provide 1 hour of sleep and/or rest). The incident commander or Agency Administrate will document, approve, and include in the daily incident records, the justification for work shifts exceeding 16 hours (including travel time) after the first operational period.

Length of Commitment

In order to provide for safe, efficient, and effective support of wildland fire operations the following policy on length of assignments is established. This policy applies to all firefighters, overhead, dispatchers, and support personnel.

- ▪ Incident assignments will not exceed 14 days, excluding travel. There may be situations where life and property are so imminently threatened, or suppression objectives are close to being met, that an exception is necessary to smoothly allow for replacements. Incident commanders and agency administrators (responsible for the incident and home unit) will monitor the situation and jointly agree on extensions.
- ▪ The incident commander will document, gain approval from agency administrators, and include the justification in the incident records, for any assignment that exceeds 14 days. However, no assignment will exceed 21 days except as stated in the following paragraph. Strong consideration and management of firefighting resources must ensure that back-to-back assignments are considered in the health, readiness, and capability of the resource. The health and safety of incident personnel and resources will not be compromised under any circumstance.
- ▪ Military battalions are mobilized on a 30 day commitment (including training and travel), by proper agreement, as well as the strike team leaders and battalion liaisons assigned to those units.

- However, incident commanders will give strong consideration as to the health and condition of these crews by varying the intensity and exposure of their assignments. Government and contract pilots will adhere to the standards in the "Interim Flight and Duty Limitations", *National Interagency Mobilization Guide* (NFES 2092), Chapter 20, Section 24.13.
- When filling incident assignments, individuals and their supervisors must consider when the requested individual's last day off occurred, prior to mobilization, to ensure the individual's readiness and capability for the assignment.
- The length of the commitment for state crews and other cooperators may be specified in existing agreements and will take precedence. However, the safety and welfare of the firefighting resource should always be considered.
- During National Preparedness Level 5, personnel can be given two days R&R after the first 14 day assignment, and be extended or reassigned an additional 14 day assignment. This would be based on concurrence with the resource and home unit. At the end of the second 14 day assignment, the resource will be released to the home unit. Upon arriving home, the resource should be allowed a minimum of four days, excluding travel, before receiving another assignment.

Rehabilitation

Fire damages resulting from wildland fires take two forms: suppression damages and resource damages. Suppression action damages may be the result of suppression operations; resource damages are a result of the fire itself as related to the damage to the natural resource.

Rehabilitation involves short-term (usually 1-6 months) actions to stabilize a burned area and mitigate suppression damages. This includes replacing equipment, infrastructure, buildings, or facilities damaged or destroyed by a suppression action. Immediate rehabilitation to prevent further land degradation or resource loss, or to ensure safety, may be carried out as part of the incident.

Post-incident rehabilitation actions must be specified in a rehabilitation plan approved by the director. Rehabilitation needs should be considered for each fire, and plans prepared for fires requiring complex rehabilitation efforts.

Incident Status Reporting

The status of the incident must be reported at least once every 24 hours. The agency administrator may require additional reporting times. Incident status is reported on the Incident Status Summary (ICS-209) or an Intelligence Summary, depending on local dispatch or geographical coordination center requirements. Time frames should meet local, GACC, and NIFC requirements.

Release of Teams

The release of an IMT is basically the reverse of the transition to the IMT from extended attack. The agency administrator must approve the date and time.

The incoming team should have ample time to phase in operations with the out going team, prior to the outgoing team being released. The outgoing team should not be released from the incident until agreed upon objectives are met and fire management activity and workload is at a level that the incoming team can reasonably assume:

- Agency administrator's objectives must by met.
- Most line personnel and resources not needed for patrol and mopup are released.
- Incident base shut down, reduced, or in the process of shutting down.
- Planning Section Chief has prepared a draft of the fire narrative for the close-out debriefing.
- Finance/Administration Section Chief should have most known finance problems resolved. Contact made with local unit administrative personnel to hand over incident finance package.
- Resource rehabilitation work completed or done to local unit's satisfaction.
- Overhead performance ratings are completed.
- Incident close-out debriefing with agency administrator. (The IMT should have a closed debriefing session prior to meeting with agency administrator.)
- Agency administrator(s) or representatives should debrief team and prepare evaluation as soon as possible after release.

Should an IMT be assigned to a fire and portions of the above procedures cannot be followed due to emergency conditions or other problems, the assigned IC and staff will work with members of the local unit to obtain information to make the transition period effective and organized.

Team Evaluation

The agency administrator must complete a written evaluation of the IMT **(Appendix O)**. This evaluation should not be completed at the closeout review; instead, it should be completed after sufficient time has elapsed so that incident costs, claims, demobilization, and rehabilitation are essentially complete and can be thoroughly evaluated.

This delay in preparing the written evaluation will also provide the agency administrator with the opportunity to evaluate the IMT's effectiveness with cooperating agencies, the media, and neighbors. However, the written evaluation must be completed within six months after demobilization of the IMT.

The delegation of authority, the WFSA, and agency administrator's direction will serve as the primary standards against which the IMT is evaluated.

The agency administrator will provide a copy of the evaluation to the incident commander, SFMO, and retain a copy for the final fire package.

The SFMO will review all evaluations and will be responsible for providing a copy of evaluations documenting performance to the geographic area board managing the IMT.

Other factors to consider in a written evaluation of an IMT are:

- Orderly transition; local unit to team/team to local unit.
- Human resource management.
- Personnel safety records.
- Fiscal performance compared to WFSA predictions.
- Accountability and control of property.
- Documentation of fire costs.
- Completeness of claims investigations/documentation.
- Media relations.
- Interaction with cooperative agencies/local unit staff/neighbors/support units.
- Completeness of financial and payment documentation.
- Effectiveness of suppression damage rehabilitation.
- Orderly demobilization.
- Completeness of final fire package.

Off-site Coordination & Support

Initial Dispatch
This includes normal dispatching operations on initial actions using existing available resources.

Expanded Dispatch
As incidents develop and/or numbers of wildland fires increase, it is necessary to expand day-to-day coordination organizations. Coordinators are added to handle requests for personnel, equipment and supplies, aircraft, etc. This allows initial action dispatchers to concentrate on new starts.

- An operations center may be set up for expanded dispatch.
- The center coordinator facilitates accomplishments of goals and direction of the agency administrator and, when in place, 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 center coordinator is responsible for:

> ➢ Filling and supervising necessary positions, as needed, in accordance with coordination complexity.
> ➢ Implementing decisions made by the MAC group.

- Facilities and equipment for an expanded dispatch organization 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).

Buying/Payment Teams

Buying Teams and Administrative Payment Teams may be resource ordered when incident support requirements exceed local unit capacity. These teams report to the agency administrator or other designated personnel (e.g. local unit administrative officer).

Multi-agency Coordination Group (MAC)

A MAC group is activated by the agency administrator when requests exceed or may exceed the number of available resources. Normally, this will occur when a number of jurisdictions are involved; local resources are heavily supporting an effort; there is a significant impact due to the commitment of local resources.

A MAC group can be activated to provide staff support to the land manager when only one agency has incident(s). The MAC group is made up of agency representatives who are fully authorized to commit agency resources and funds. They, as a group, prioritize incidents and allocate scarce resources based on resource requests and availability, policies and agreements, and situation status.

In order to make knowledgeable decisions, the group is supported by situation and resource status coordinators who collect and assemble data through normal coordination channels. MAC group direction is carried out through expanded dispatch organizations.

- MAC groups may be activated at one or several levels (local, state/region, and national).
- A MAC group and supporting organization would normally be activated when the character and intensity of the emergency situation significantly impacts or involves other agencies. At this point, agency representatives are brought together and briefed so they can relieve the expanded

dispatch organization making key decisions regarding the sharing and use of critical resources.

- MAC group and support organization – Positions, units and support personnel are activated depending on the complexity of the involvement.
- MAC organization relationships – A MAC organization represents the agencies from which it is composed. The flow of information is from MAC through the expanded or normal dispatch channels. The organization does not operate directly with the incident command or area command who have responsibility for the management of the on-the-ground incident organizations.
- MAC functions – Activation of a MAC group improves interagency coordination at top management levels and provides for allocation and timely commitment of multi-agency emergency resources on any incident. Participation by multiple agencies in the MAC effort will improve:
  - ➢ Overall situation status information.
  - ➢ Incident priority determination.
  - ➢ Resource acquisition or allocation.
  - ➢ State, federal disaster coordination.
  - ➢ Political interfaces.
  - ➢ Overall coordinated information provided to the media and agencies involved.
- The agency representatives should be fully authorized to represent their agency. Their functions are to:
  - ➢ Ensure that the collective situation and resource status is provided and current, by agency.
  - ➢ Prioritize incidents.
  - ➢ Determine specific resource requirements, by agency.
  - ➢ Determine resources availability by agency (available for out-of-jurisdiction assignment) and the need for providing resources in a mobilization center.
  - ➢ Determine need and designate mobilization and demobilization centers.
  - ➢ Allocate scarce/limited resources to incidents based on priorities.
  - ➢ Anticipate future resource needs.
  - ➢ Review policies/agreements for resources allocations.
  - ➢ Review need for other agency involvement.
  - ➢ Provide necessary liaison with out-of-area facilities and agencies, as appropriate.
  - ➢ Critique and recommend improvements.
- MAC group coordinator – the MAC group coordinator facilitates organizing and accomplishing the mission, goals, and direction of the MAC group. The position provides expertise on the functions of a MAC organization and the proper relationships with dispatch centers and incidents.
  - ➢ Fill and supervise necessary unit and support positions, as needed, in accordance with coordination complexity.
  - ➢ Arrange for and manage facilities and equipment necessary to carry out the MAC group functions.

> ➢ Facilitate the MAC group decision process by ensuring the development and display of information that will assist agency representatives in keeping abreast of the total situation. Provide the data necessary for astute priority setting and allocation of resources.
> ➢ Implement decision made by MAC group.

- ▪ MAC group agency representatives – The MAC group is made up of top management level personnel from those agencies who have jurisdictional responsibility and those who are supporting the effort or may be impacted by the lack of local resources.

U.S. Fish and Wildlife Service (FWS) Agency Specific Directions

Page 10-1   Policy
Policy stated complies with FWS to Service Manual 095 FW 3 *Wildland Fire Management and Fire Management* Handbook Chapter 3.

U.S. Forest Service (USFS)
Agency Specific Directions

Page 10-1   Policy:
FS Agency Administrators are not currently required to personally visit an appropriate number of fires each year. The FS endorses this standard but at this time it is not FS policy.