# 11 - Incident Management



# Policy

It is the BLM policy to utilize the Incident Command System to manage all incidents.

# Introduction

Over 90% of wildland fires are contained and controlled during initial attack. The implementation of an ICS approach provides for management/organizational growth on those incidents that evolve in complexity or increase in size. The transition and/or growth of an ICS management structure can occur over a period of several days or it may happen quickly within a few hours. Many safety problems, organizational issues, and cost-efficiency concerns emerge as the incident transitions into a larger operation. These transitions historically have been the most dangerous phase of incident management. Careful planning of transitions occurring during operational periods must be accomplished in order to mitigate all safety and coordination issues. Managers should strive to transition incidents at the start of a new operational period with incident action planning complete.

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.

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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 Coord	-Type 1 Incidents
-MAC Groups	-Area Command

Agency Administrator

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# **On-Site Incident Organizations**

# **Type 5 Incidents**

Characteristics of a Type 5 Incident are:

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

# **Type 4 Incidents**

Characteristics of a Type 4 Incident are:

- The Incident has an Incident Commander, a single individual responsible to the Agency Administrator for all incident command level functions and incident activities. (All fires regardless of size have an Incident Commander.)
- Command and general staff positions are not activated.
- Resources vary from a single firefighter to several single resources or a single task force or strike team.
- The Type 4 Incident is limited to one operational period in the control phase. Mopup may extend into multiple periods.
- The Type 4 Incident does not require a written action plan.
- Role of the Agency Administrator
  - > Operational Plans which provide:
    - Objectives
    - Strategy
    - Priorities

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# Type 3 Incident (Extended Attack)

Characteristics of a Type 3 Incident are:

- Some of the command and general staff positions may be activated, usually at the division/group supervisor and unit leader level.
- Resources vary from several single resources to several task forces/strike teams.
- The Incident may be divided into divisions but usually does not meet the division/group supervisor complexity for span-of-control.

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- The Incident may involve multiple operational periods prior to control, which requires a written action plan.
- Staging areas and a base may be used.
- Role of Agency Administrator:
  - > Operation Plan which includes: Objectives, Strategy, and Priorities
  - > Fire complexity analysis.
  - > Wildland Fire Situation Analysis.

## **Type 2 Incident**

Characteristics of a Type 2 Incident are:

- Most or all of the command and general staff positions are filled.
- Incident base/camps are established.
- The incident extends into multiple operational periods.
- A written action plan is needed and prepared.
- Many of the functional units are needed and staffed.
- 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 making work assignments and 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
  - > Complexity analysis
  - > Wildland Fire Situation Analysis
  - Agency Administrator briefings
  - > Written Delegation of Authority

# Type 1 Incident

Characteristics of a Type 1 Incident: A Type 1 Incident meets all the criteria of 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 guideline only).

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- Divisions are established requiring division/group supervisor qualified personnel.
- May require the establishment of branches.
- The Agency Administrator will have briefings, WFSAs, and new delegation of authority along with possible transition from Type 2 to Type 1 Teams.
- At this stage interface with the team often takes more of the Agency Administrator's time.
- Use of resource advisors at the incident base usually occurs.
- High impact on the local office occurs requiring additional staff for office administrative support functions.

#### **Unified Command**

A representative from each of the involved jurisdictions shares in carrying out the command and at times other functions. Collectively they direct the management of the incident to accomplish a set of common objectives from all involved agencies. Unified command may be at the Incident Management Team or Area Command level.

- The concept of unified command simply means that all agencies who have jurisdictional responsibility at the incident contribute to the process of:
  - Determining overall strategies.
  - Selection of alternatives.
  - > Ensuring that joint planning for tactical activities will be accomplished.
  - > Making maximum use of all assigned resources.
- The need for a unified command is brought about because:
  - > Incidents have no regard for jurisdictional boundaries.
  - Individual agency responsibilities and authority is normally legally confined to a single jurisdiction.

• The goals of the unified command are to:

> Improve the information flow and interface between all agencies.

- Develop a single collective approach to the incident regardless of its functional complexities.
- Optimize the efforts of all agencies as they perform their respective missions.
- Reduce or eliminate duplicate efforts or omissions.
- > Improve each agency's awareness of the plans and actions of all others.
- $\succ$  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 a set of objectives that will be developed for the entire incident.

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## Complex

A complex is two or more individual incidents located in the same general proximity which are assigned to a single incident commander or unified command to facilitate management.

## Area Command (AC)

Area command is an expansion of the incident command function primarily designed to manage a very large incident that has multiple incident management teams assigned or numerous large incidents with teams assigned. However, an AC can be established at any time that incidents are close enough that oversight direction is required among incident management teams to ensure conflicts do not arise.

- The functions of AC are to coordinate the determination of incident:
  - Objectives.
  - > Strategies.
  - Priorities for the use of 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, and logistics. Depending on the complexity of the interface between the incidents, specialist 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.

### **Overall Coordination and Management**

As numbers of wildland fires, complex incidents, and the involvement 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 Incident Command System (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

The Agency Administrator's responsibilities to the Incident Management Team are:

 Assure that cause of fire is investigated immediately and that the ignition site is protected. Make clear assignment to the IMT for further investigation of ignition source.

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- Complete and approve Delegation of Authority.
- Conduct initial briefing following a well-prepared briefing format; 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 IMT.
- Define public information responsibilities and delegations so that all parties understand their roles. Establish standards for IMT liaison with local communities. Assure that all appropriate public, media, and government contacts are made.
- Assure that employee briefings occur.
- Utilize the capabilities of the IMT Information Officer, but remain involved.
- Assure that you receive briefings on the fire situation in enough detail to meet your needs.
- Consider the realities of today's suppression costs. A comparison between suppression costs and "Values at Risk" should be made. "Values at Risk" is a total assessment of the resource, and the political and economic considerations which may be affected by the incident now and in the foreseeable future.
- Consider requesting a Comptroller to assure cost-effective incident operations.
- Set clear and measurable standards for safety. Highlight known hazards of the area. You may require a safety analysis on the tactical alternatives.

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- Assign clear responsibilities for additional initial attack action responses.
- Assure that fire management staff is briefed regularly on incident status.
- Assure that the IMT addresses your fire training needs.
- Assure that rehabilitation of all effects of fire suppression activities is addressed by the IMT.
- Assure that all fiscal 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.

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- Assure a written re-Delegation of Authority has been completed prior to release of the IMT.
- Provide separate written evaluation to the IC and IMT performance.

## Large Fire Complexity Analysis

The following guide is presented to assist the Agency Administrator and staff in analyzing the complexity or predicted complexity of a fire situation. Because of the time required to assemble or move an Incident Management Team to a fire, this checklist should be completed when a fire escapes initial attack and be kept as part of the fire records. This document is prepared concurrently with the preparation of and attached to a new or revised Wildland Fire Situation Analysis. It must be emphasized that this analysis should, where possible, be based on predictions to allow adequate time for assembling and transporting the ordered resources.

#### Use of the Guide

- 1 Analyze each element and check the response yes or no.
- **2** If positive responses exceed, or are equal to, negative responses within any primary factor (A through G), the primary factor should be considered as a positive response.
- **3** If any three of the primary factors (A through G) are positive responses, this indicates the fire situation is or is predicted to be Type 1.
- 4 Factor H should be considered after all above steps. If more than two of these items are answered yes, and three or more of the other primary factors are positive responses, a Type 1 team should be considered. If the composites of H are negative, and there are fewer than three positive responses in the primary factors (A-G), a Type 2 team should be considered. If the answers to all questions in H are negative, it may be advisable to allow the existing overhead to continue action on the fire.

**Controversial fire policy** – Differing fire policies between suppression agencies when the fire involves multiple ownership is a good example.

**Pre-existing controversies** – These may or may not be fire management related. Any controversy drawing public attention to an area may present unusual issues to the Incident Management Team and local management.

Have personnel overextended themselves mentally or physically?–This is a critical item that requires judgment by the responsible agency. It is difficult to write guidelines for this judgment because of the wide differences among individuals. If the Agency Administrator feels the existing personnel cannot

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continue to function efficiently and take wise and aggressive action due to mental or physical reasons, assistance is mandatory.

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Fire Complexity Analysis	Yes	No
A. Fire Behavior Observed or Predicted		
<ol> <li>Burning index (from on-site measurement of weather conditions) predicted to be above the 90% level using the major fuel model in which the fire is burning.</li> </ol>		
2. Potential exists for extreme fire behavior (fuel moisture, winds, etc.)		
3. Crowning, profuse or long-range spotting.		
<ol> <li>Weather forecast indicating no significant relief or worsening conditions.</li> </ol>		
Tota	I	
B. Resources Committed		
1. 200 or more personnel assigned.		
2. Three or more divisions.		
3. Wide variety of special support personnel.		
4. Substantial air operation which is not properly staffed.		
5. Majority of initial attack resources committed.		
Tota	I <u> </u>	
C. Resources Threatened		
1. Urban interface.		
2. Developments and facilities.		
3. Restricted, threatened, or endangered species habitat.		
4. Cultural sites.		
<ol> <li>Unique natural resources, special-designation areas, wilderness.</li> </ol>		
6. Other special resources.		
Tota	1	
D Safety		
1. Unusually hazardous fireline construction.		
2. Serious accidents or fatalities.		
3. Threat to safety of visitors from fire and related operations.		
4. Restrictions and/or closures in effect or being considered.		
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	5. No night operations in place for safety reasons.		
		Total	
E.	Ownership		
	1. Fire burning or threatening more than one jurisdiction.		
	2. Potential for claims (damages).		
	3. Different or conflicting management objectives.		
	4. Disputes over suppression responsibility.		
	5. Potential for unified command.		
		Total	
F.	External Influences		
	1. Controversial fire policy.		
	2. Pre-existing controversies/relationships.		
	3. Sensitive media relationships.		
	4. Smoke management problems.		
	5. Sensitive political interests.		
	6. Other external influences.		
		Total	
G.	Change in Strategy		
	1. Change in strategy to control from confine or contain		
	2. Large amounts of unburned fuel within planned perimeter		
	3. WFSA invalid or requires updating.		
		Total	
H.	Existing Overhead		
	1. Worked two operational periods without achieving initial objectives.		
	2. Existing management organization ineffective.		
	3. Overhead overextended mentally and/or physically.		
	<ol> <li>Incident action plans, briefings, etc. missing or poorly prepared.</li> </ol>		
		Total	

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# **Team Selection**

Selecting the appropriate management team is essential for successfully meeting your incident objectives. The incident complexity analysis will guide you in the selection of the appropriate team.

All teams are ordered through the established ordering channels from local dispatch offices, Geographic Area Coordination Centers, and National Interagency Coordination Center.

The following teams are available for immediate mobilization.

#### Type 3 Incident Management Teams

The Type 3 Incident Management Team is used to manage initial attack fires with a large commitment of resources, manage an escaped fire until a Type 1 or 2 team arrives, or to manage an extended attack fire until containment/control is achieved. The incident may be divided into segments, but normally would not meet the division supervisor complexity in regards to span-of-control.

In using the Type 3 team, a manager must be very cautious to avoid extending them beyond the extended attack (Type 3) level. The command staff is normally comprised of the Incident Commander, plus two primary Command Staff positions; however, a manager must assess the hazards and determine if the safety officer position is also needed.

**Recommended Minimum Positions** The following positions and qualifications should be considered when assembling Type 3 Incident Management Teams. By using the factors in the "Extended Attack Complexity Analysis" a fire manager can determine the specific positions needed by addressing each complexity or issue related to the incident, e. g., if sensitive public/media relation-ships are evident, then an Information Officer should be part of the team.

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Positions	Qualification Requirement
Incident Commander	Type 3 IC, (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 3

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Information

Inf or ma tio n Offi cer 3

## **Type 2 Incident Management Teams**

These teams are ordered through the Geographic Area Coordination Center. The team can be ordered in one of two configurations – short (9 members) or long (approximately 27-33 members). The National standard configuration of Type 1 and Type 2 teams is the same; however, Geographical Area Coordination Centers may adjust the makeup of teams for use in their area.

Short Team:

Incident Commander (ICT2) Planning Section Chief (PSC2) Safety Officer (S0F2) Logistics Section Chief (LSC2) Finance Section Chief (FSC2) Operations Section Chief (OSC2) (2) Air Operations Branch Director (AOBD)

## 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) Comp/claims Unit Leader (COMP) Air Support Group Supervisor (ASGS) Air Tactical Group Supervisor (ATGS)

## Type 1 Incident Management Teams

There are eighteen Type 1 National Interagency Teams. These teams are mobilized according to National call-out procedures and rotation. Teams ordered

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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 – Number of Teams

Northern Rockies – 2	Great Basin – 2	Alaska – 1
Rocky Mountains – 1	California – 5	Eastern Area – 1
Southwest – 2	Northwest – 3	Southern – 1

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#### Area Command

There are four National Area Command Teams. Area Command works directly for Agency Administrator(s) and is an extension of the incident command function primarily designed to manage a very large incident that has multiple incident management teams assigned. The function of the teams are to coordinate the determination of incident: objectives, strategies, priorities for scarce resources, and coordination of demobilization.

Teams are comprised of the following six positions – 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 Area Command Trainee

# **Prescribed Fire Teams**

These interagency teams are available for planning, developing and implementing the prescribed fire program. As a national resource the teams are available to all agencies through NICC. The team can be ordered in many configuration based on the ordering office's needs. The teams are made up of the following positions:

Prescribed Fire Manager Operations Section Chief Prescribed Fire Behavior Analyst Prescribed Fire Behavior Analyst (Trainee)

Planning Section Chief Logistics Section Chief Assistant Team Leader

# Transition to Teams

Once the decision has been made to mobilize an Incident Management Team a briefing must be given by the Agency Administrator, FMO, and local incident commander. The following guidelines are provided to assist in the orderly transition of fire management responsibilities to incoming incident management teams. Some information will need to be in writing and some may be oral. A Delegation of Authority is provided by the Agency Administrator to the incoming team at the briefing.

# Assumption of Responsibilities

 The assumption of an incident by a team must be as smooth and orderly as possible. An orderly transition saves money and assures that fire fighting

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continues in an orderly manner. The local team already in place remains in charge until incoming team members are briefed by their counterparts.

- The ordering area should specify the times of arrival and transition by the incoming team. These should be discussed with the incoming incident commander when determined so that the transition is orderly.
- The ordering unit should accomplish the following actions prior to the arrival of the incoming team:
  - > Determine incident command post/base location.
  - Order support equipment, supplies, and basic support organization for the incident.
  - > Secure an ample supply of appropriate maps. This is a critical item.
  - > Determine the team's transportation needs and obtain needed vehicles.
  - > Schedule Agency Administrator briefing time and location.
  - Obtain necessary information for the Administrator briefing.
  - Obtain necessary communications equipment.

**There should be two briefings for the incoming team.** The first briefing should be by the Agency Administrator at a site away from the incident. The second briefing should be by the existing incident commander at the incident command post. The time needed for transition will depend on the complexity of the incident, the expertise of the existing team, and/or other problems. The WFSA and Delegation of Authority should be completed prior to the first briefing.

# Agency Administrator Briefing

This briefing should take place as soon as the incoming team is completely assembled. The Agency Administrator (or designated representative) should provide, at a minimum, the following information to the team:

- A written overview with the following information:
  - > Name and number of incident.
  - > Approximate size, location, jurisdictions and land status.
  - Name of the current incident commander.
  - General weather conditions at the incident site.
  - Behavior of fire.
  - > Fuel types.
  - > Current tactics.
  - Incident command post and base locations.
  - Other strategies, resources and tactics which might have an impact on the incident.
- Signed delegation of authority to the incoming incident commander.

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- Local participation in the team organization by resource and agency representatives.
- Information about existing or anticipated unified command organization (if any). (May have been a consideration in decision to order a team.)
- 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 and endangered species, rehabilitation requirements, etc.
- Priorities for control.
- News media procedures.
- Political considerations.
- Agreements in effect.
- Other agencies already on the incident, agency representatives.
- 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.
  - > Investigation of ignition point and direction on needed follow-up.
  - > Hazards (power lines, underground gas lines, etc.)
  - > Name of local and State safety manager
- Operations and Planning (Considered in Incident Commander briefing):
- Strategy
   Tactics
  - > Local unusual fire behavior and fire history in the vicinity of the incident.
  - $\succ$  Pre-attack plans available to the team.
  - > Incident Status Summary (ICS-209) 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.

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- > 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.
  - Contacts with local law enforcement agencies.
- Finance/Administration:
  - Fiscal limitations and constraints.
  - > Any cost-sharing arrangements affecting the incident.
  - > Contracting officer assigned.
  - > Potential for claims.
  - > Comptroller assigned.

#### **Delegation of Authority**

The transfer of authority for suppression actions on a fire is done through the execution of a written delegation of authority from the Agency Administrator to the Incident Commander. This procedure facilitates the transition between incident management levels.

An Incident Management Team may assume the authority to manage suppression actions on a fire only after receiving a signed delegation of authority from the Agency Administrator. The delegation of authority is a part of the briefing package provided to the incoming incident management team. It should contain both the delegation of authority and specific limitations to that authority. It is very important to include specific, measurable objectives to be accomplished by the Incident Management Team. Good objectives will provide both the IMT and Agency Administrator a means for continual evaluation and adjustments if needed as the incident progresses.

Sample:

Delegation of Authority Colorado State Office Montrose Field Office

As of 1800, May 20, 1995, I have delegated authority to manage the Crystal River Fire, number E353, San Juan Resource Area, to Incident Commander Bill Jones and his Incident Management Team.

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The fire which originated as four separate lightning strikes occurring on May 17, 1995, is burning in the Crystal River Drainage. My considerations for management of this fire are:

- 1. Provide for fire fighter and public safety.
- 2. I would like the fire managed under a control strategy with suppression actions done with as little environmental damage as possible. The BLM guide to minimum impact suppression tactics is attached.
- 3. Key cultural features requiring priority protection are: Escalante Cabin, and overlook board walks along the south rim.
- 4. Key resource considerations are: protecting endangered species by avoiding retardant and foams from entering the stream, if the ponderosa pine timber sale is threatened conduct a low intensity under burn and clear fuels along road 312.
- 5. Restrictions for suppression actions are no tracked vehicles on slopes greater than 20% or meadow soils except where roads exist and are identified for use, and no retardant will be utilized within 100 feet of water.
- 6. Minimum tools for use are Type 2/3 helicopters, chainsaws, hand tools and portable pumps.
- 7. My Agency Advisor will be Eric Johnson (Wildlife Biologist).
- 8. The NE flank of the fire borders private property and must be protected if threatened. John Dennison of the Big Pine Fire Department will be the local representative.
- 9. Managing the fire cost-effectively for the values at risk is a significant concern.
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10. Providing training opportunities for the resource area personnel is requested

strengthen our organizational capabilities.

11. Minimum disruption of residential access to private property, and visitor use consistent with public safety.

> (signature) Title of Agency Administrator

Amendment to Delegation of Authority

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The Delegation of Authority dated May 20, 1995, issued to Incident Commander Bill Jones for the management of the Crystal River Fire, number E353 is hereby amended as follows. This will be effective 1800, May 22, 1995.

- 3. Key cultural features requiring priority protection are: Escalante Cabin, overlook board walks along the south rim, and the Ute Mountain study site.
- 12. Use of tracked vehicles authorized to protect Escalante Cabin.

(signature)

Title of Agency Administrator

## **Transfer of Command**

The following are guidelines for local and off-unit Incident Management Teams for the orderly transfer of fire suppression responsibilities. This guide is for the assumption and release of incoming Management Teams plus a checklist of information and data the receiving unit needs to provide. Information will be written and oral.

### Taking Over of a Complex Fire by an Off-Unit Incident

#### Management Team

- 1 The assumption of a fire by an off-unit team must be as smooth and orderly as possible. It must be remembered that the local team is in charge until officially released.
- **2** Ordering unit should specify expected time of arrival and expected time of takeover by the off-unit team.
- **3** Incoming Incident Commander should contact the fire's unit dispatch in advance and arrange for:
  - Expected support staff
  - Location of Agency Administrator
  - Transportation needs. Team Incident Commander should also contact ordering Agency Administrator or designated alternate immediately on team assignment.
- **4** The ordering unit should do the following prior to the arrival of the incoming team:
  - Determine ICP/Base Location
  - Order support equipment, supplies, and initial basic support organization for the fire.
  - Order or make ample supply of topography maps, base maps, etc.
  - Determine transportation needs of incoming team. (From ordering unit to fire and on fire.)
  - Determine Agency Administrator briefing time and location.

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- Obtain necessary information for the Agency Administrator briefing (see below).
- Order communication cache and communication vehicle.
- **5** There should be two briefings for the incoming team. First briefing should be by the Agency Administrator at a site away from the fire. Second briefing should be by the local Incident Commander at the fire site. Transition period of takeover will depend on complexity, expertise of local team, and/or other issues.
- 6 Agency Administrator Briefing. Should be as held soon as possible after arrival of all members of the team. It is impossible to list everything a team needs to know. The following checklist and sample briefing form include those items that should be discussed and/or distributed to the team:

#### **Briefing Package Checklist**

- \_ Agency Administrator's Delegation of Authority to the Incident Commander
- \_ WFSA for \_\_\_\_\_ Incident
- Agency Administrator's Briefing to the Incident Management Team
- Unit Service and Supply Plan
- Local Key Contact Phone List
- \_ ICS-209 \_\_\_/\_\_/
- \_ Fire Weather Forecast

Incident Area Map(s)

- Incident Area Aerial Photo(s) (Planning Section packet only)
  - Resource, Overhead, and Equipment Order Forms completed to date (Logistics & Planning Section packets only)

#### Sample:

Agency Administrator's Briefing to the Incident Management Team

GENERAL	
Name of incident	
Fire start: date	time

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cause
Approximate size of fire
Location
Land status
Local fire policy
Resource values threatened
Private property or structures threatened
Capability of Unit to support team (suppression and support resources)
Command
Written Delegation of Authority:
Agency
Agency Administrator's representative
Resource Advisor
Transition:
Name of current Incident Commander
Proposed time when team will assume command: datetime
Recommended local participation in fire team organization
Other Command Organizations (Unified/Area/MAC)
Legal considerations (investigations in process)
Known political considerations
Local social / economic considerations
Incident Information
IIO Organization reports to: Incident Commander Agency Administrator
Provide regular updates to: Unit FMO Expanded Dispatch
Safety
Accidents/injuries to date
Condition of local personnel
Known hazards
PLANNING SECTION
General
Access to Fax and Copier
Other nearby incidents influencing strategy/tactics/resources
Training specialist assigned or ordered Training considerations

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Rehabilitation policies
Situation Unit
General weather conditions/forecast
Fire behavior
Local unusual fire behavior and fire history in area of fire
Fuel types: at fire
ahead of fire
ICS off-incident reporting requirements
Resources Unit
Refer to attached Resource Orders.
Personnel on fire (general)
Equipment on fire (general)
Unit demobilization procedures
Priorities for control, Wildland Fire Situation Analysis approved
Ground Operations
Accessibility by engines
Accessibility by around support
Air Operations Branch
Airtankers assigned
Effectiveness of airtankers
Air Tactical Group Supervisor
Air base
Telephone
Helicopters assigned
Helibase location
Crash / rescue at helibase
Crash / rescue at helibase FAR 91.137 assigned (describe)
Crash / rescue at helibase FAR 91.137 assigned (describe) Flight hazard map available / known hazards in area

Smoke/visibility conditions \_\_\_\_\_ Aviation Safety Team assigned or ordered \_\_\_\_

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LOGISTICS SECTION
Facilities Unit
ICP/Base location
ICP/Base Pre-plans: Yes No
Catering services/meals provided
Shower facilities
Security considerations
Incident Recycling
Supply Unit
Expanded dispatch organization
Supply system to be used (local supply cache, ordering procedures)
Communications Unit
Communications system(s)
NFRC System on order Yes No Type
Local Network available Yes No Temporary
Cell phone cache available Yes No
Landline access to ICP Yes No Unknown
Local Telecom technical support
Ground Support Unit
Route to ICP/Base
Route ICP to Fire
Medical Unit
Nearest hospital
Nearest burn center
Nearest air ambulance
FINANCE SECTION
Cost Unit
Fiscal considerations
Cost sharing (on multi-agency fires)
Comptroller assigned? (name)
Procurement Unit
Buying unit in place or ordered
Procurement unit leader assigned
Contracting officer assigned
Copy of local Service and Supply plan provided Yes No Is all equipment inspected and under agreement?

# **Compensations/Claims Unit**

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Potential for claims \_\_\_\_\_\_ Status of claims/accident reports \_\_\_\_\_\_

# Time Unit

Payroll procedure established for T&A transmittal

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7 Local Incident Commander Briefing - Incoming team will be briefed by local Incident Commander on arrival at fire. The ICS 201 form should be the basis for this briefing. After briefing, functions will start phasing in to their areas of responsibility, but will not assume control until the predetermined time. Local teams may continue to work on fire in various functions depending on physical condition and Agency Administrator's direction.

ysical condition and Agency Administrator's direction.
Map of fire (best available)
Time of start
Spread - fire behavior
Fuels - at fire
Anchor points
Line held (on map)
Natural barriers
Weather forecast
ICP and Base/Campsites
Established
Possible
Airtanker effectiveness to date
Hazards (aircraft and people)
Access from base to line
Personnel and equipment on line
Personnel and equipment ordered (confirm information received at
Agency Administrator briefing)
o,
Aerial photos Yes No
Helibase/helispot locations (use map)
Communication system in use: Radio
Telephone Mobile Phone
Water availability
Facility fire protection
Crash fire protection at helibase
Medivac arrangement
Review of existing plans for control in effect; copy of approved WFSA.
Smoke conditions
Local political issues
Any security problems?
Personnel on line (names and location - put on map).
Copy machine in Incident Command PostYesNo

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# **Release of Incident Management Team**

Release of an Incident Management Team is basically the reverse of the above. Date and time must be approved by Agency Administrator or a representative. It must be as smooth as possible and local team members should be assigned and start working with team members at the predetermined time. Local management team should be off duty 24 hours prior to takeover.

Outgoing team should start phasing in local team as soon as demobilization begins.

Outgoing team should not be released from the Incident until fire management activity is at the level and workload a local team can reasonably assume.

- Fire must be controlled or contained.
- Most all line crew members released that are not needed for patrol and mopup.
- Base camp shut down, reduced, or in the process.
- Planning Section Chief has prepared a rough copy of fire report and narrative.
- Finance Section Chief should have most all known finance problems resolved. Contact made with local unit budget and financial personnel.
- Resource rehabilitation work completed or done to unit's satisfaction.
- Overhead ratings completed.

Finance and Logistics Section Chiefs may have to stay longer or return to local unit to resolve problems.

Incident Management Team should have closed debriefing session prior to meeting with Agency Administrator.

Agency Administrator and Evaluation Team should debrief team and prepare evaluation as soon as possible after release. Items to cover:

- The local Agency Administrator should give team written performance evaluation.
- Were objectives met? (See approved WFSA)
- Safety
- Were costs considered in selection of strategy and tactics.

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Outstanding or poor performance of individuals or crews.

Should an Incident Management Team be assigned to a fire and portions of the above procedures cannot be followed due to emergency conditions or other problems, the assigned Incident Commander and staff will work with members of the local unit in obtaining the necessary information to make the transition period effective and organized.

# **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 leaves minimal environmental impact.

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

The following guidelines are for Agency Administrators, Incident Management Teams, and firefighters to consider. Some or all of the items may apply, depending on the situation; consider:

- Firefighter and Public Safety may not be compromised.
- Evaluate each and every suppression tactic during planning and strategy sessions to see that they meet Agency Administrator objectives and minimum impact guidelines.
- Include agency resource advisor and/or local representative in above session.
- Discuss minimum impact tactics with overhead during overhead briefings, to gain a full understanding.

 Ensure minimum impact tactics are implemented during line construction as well as other resource disturbing activities.

#### **Implementation Guidelines**

Minimum impact suppression is an increased emphasis to do the job of suppressing a wildland fire while maintaining a high standard of caring for the land. Actual fire conditions and your good judgement will dictate the actions you take. Consider what is necessary to safely manage the incident .

#### Safety

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Apply LCES to all planned actions

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- Constantly review and apply the Situations That Shout Watch Out and Standard Fire Orders.
- Be particularly cautious with:
  - > Burning snags you allow to burn down.
  - > Burning or partially burning live and dead trees.
  - > Unburned fuel between you and the fire.
  - > Identify hazard trees with either an observer, flagging, and/or glow-sticks.
- Be constantly aware of the surroundings, of expected fire behavior, and possible fire perimeter one or two days hence.

#### Fire Lining Phase

- 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.
  - > Allow fire to burn to natural barrier.
  - > Consider burn out and use of "gunny" sack or swatter.
  - > Constantly re-check 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 build line around logs.
- 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.
  - Brush or small trees that are necessary to cut during fireline construction will be cut flush with 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. If tree cutting occurs, 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.

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- 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 working in the vicinity.
  - On the intended burn-out side of the line, fall only those snags that would reach the fireline should they burn and fall over. Consider alternative means to falling, i.e. fireline explosives, bucket drops.

#### Mopup Phase

- Consider using "hot-spot" detection devices along perimeter (aerial or handheld).
- Light fuels:
  - > Cold-trail areas adjacent to unburned fuels.
  - > Do minimal spading; restrict spading to hot areas near fireline only.
  - Use extensive cold-trailing to detect hot area.
- 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.
  - > 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 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:

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- 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.

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- 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 lake 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 coyote camps versus fixed camp site in sensitive areas.

#### **Restoration of Fire Suppression Activities**

- Firelines:
  - After fire spread is secured, fill in deep and wide firelines, and cut trenches.
  - Waterbar, 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 (plastic flagging, pieces of aluminum foil, litter).
  - Restore helicopter landing sites.
  - > Cover, fill in latrine sites.

# **Work/Rest Guidelines**

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Management of crew, overhead, and support personnel rest to assure safe, productive fire suppression activity is a basic responsibility of all supervisory fire management personnel. Refer to Safety Chapter.

## **Incident Status Reporting**

The status of the incident must be reported at least once every 24 hours. The local Agency Administrator may require additional reporting times. Incident status is reported on the Incident Status Summary (ICS-209) and associated continuation sheet. Establish time requirements that will meet both the local, Geographic Area Coordinator Center (GACC) and National Interagency Fire Center requirements.

# 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 actions (usually 0-6 months) 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 actions 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 those fires requiring complex rehabilitation efforts.

# **Release of Teams**

The release of an Incident Management Team is basically the reverse of the transition to the Incident Management Team from extended attack. The Agency Administrator must approve the date and time. The incoming local Incident Management team should have adequate rest prior to assuming control of the incident.

Incident Management Team should not be released from the incident until:

- The agreed objectives are met.
- Most operations personnel that are not needed for patrol and mopup have been demobilized.
- Base/Camp have been demobilized, reduced, or are being demobilized.
- Planning section chief has prepared a rough copy of fire report and narrative.

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- Finance section chief should have all known finance problems resolved. Contact made with budget and financial personnel.
- Suppression rehabilitation work is completed or to a point where the agency is satisfied with assuming remaining work.
- Overhead performance ratings are completed.
- Incident close out with Agency Administrator.

# **Team Closeout and Review**

The Agency Administrator must complete a written evaluation of the Incident Management Team. 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 Incident Management Team's effectiveness with cooperating agencies, the media, and neighbors. However, the written evaluation must be completed within six months after demobilization of the Incident Management Team.

The Delegation of Authority, Wildland Fire Situation Analysis, and Agency Administrator's direction shall serve as the primary standards against which the Incident Management Team is evaluated.

The Agency Administrator will provide a copy of the evaluation to the Incident Commander, and State Fire Management Officer and retain a copy for the final fire package.

The SFMO will review all evaluations and will be responsible for providing a copy of any evaluation documenting superior or deficient performance to the geographic area board managing the Incident Management Team in question. The SFMO will confer with the Office of Fire and Aviation regarding performance evaluation prior to submission to the geographic coordination center.

See Reviews Chapter for closeout format.

Factors to consider in a written evaluation of an Incident Management Team are:

- Compliance with Delegation of Authority.
- Compliance with Wildland Fire Situation Analysis.
- Compliance with Agency Administrator directions.
- Orderly transition; Local Unit to team/team to Local Unit.
- Human Resource management.
- Personnel safety records.

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- Financial performance compared to WFSA predictions.
- Accountability and control of all accountable property.
- Documentation of fire costs.
- Completeness of claims investigations/documentation.
- Media relations.
- Interaction with cooperative agencies/office staff/neighbors.
- Effectiveness of suppression damage rehabilitation.
- Orderly demobilization.
- Completeness of final fire package.

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# **Interagency Incident Team Evaluation**

This form serves as documentation for the Agency Administrator on how the Incident Management Team performed. The evaluation specifically looks at how the IMT managed the incident. The form provides an opportunity to evaluate with a simple yes or no or a short comment.

	Team IC:			Туре:				
	Inciden	t:		Fire Number:				
	1	Did the Team accomplish the objectives described in the Wildland Fire Situation Analysis (WFSA), the Delegation of Authority, and the Agency Administrator Briefing (if available)?						
					Yes		No	
	2	W	as the Team cost effective in their ma	inagement	of th	e Incio	dent?	
					Yes		No	
	3	Was the Team sensitive to resource limits and environmental concerns?						
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					Yes		No	
	4	W	as the Team sensitive to political and	social con	cerns	s?		
					Yes		No	

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5	Was the Team professional in the manner which they assumed management of the incident, managed the total incident, and returned it to the hosting agency?						
		Yes		No			
6	Did the Team anticipate and respond to changing conditions in a timely and effective manner?						
		Yes		No			
7	Did the Team place the proper emphasis on safet	y?					
		Yes		No			
8	Did the Team activate and manage the demobilization in a timely, cost-effective manner?						
		Yes		No			
9	Did the Team attempt to use local resources and available forces to the extent practical?	trainees	, ar	nd close	əst		
		Yes		No			

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10	Was the IC an effective manager of the Team and its activities?					
		Yes		No		
11	Was the IC obviously in charge of the Team and incident? Was the IC performing a leadership role?					
		Yes		No		
12	Was the IC aggressive in assuming responsibility for the incident and initiating action?					
		Yes		No		
13	Did the IC express a sincere concern and empathy for the hosting unit and local conditions?					
		Yes		No		



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Line Officer/Agency Representative:	Dat e:
Incident Commander:	Dat e:

# **Off-site Coordination & Support**

# **Initial Action Dispatch**

This includes normal dispatching operations on initial actions utilizing 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 Emergency Operations Center may be set up for expanded dispatch.
- The Emergency Operations Center Coordinator serves as a facilitator in accomplishing the goals and direction of the Agency Administrator and, when in place, the MAC Group. The individual filling of the position is key and, depending on the complexity of the situation, 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 Emergency Operations 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 its organization should be pre-identified, procured, and available for immediate setup. The following key items should be provided for:
  - > Separate from but accessible to the initial attack organization.
  - > Adequate office space (lighting, heating, cooling, security).
  - Communications, equipment (telephone, telecopier, 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 Teams**

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Assistant Disbursing Officer Teams and Administrative Payment Teams may be assigned to expanded dispatch or the 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; are heavily supporting an effort; and/or are significantly impacted by the commitment of local resources. A MAC Group support organization 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 of the responsibility for 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 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.

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Overall coordinated information provided to the media and agencies involved.

The agency representatives should be fully authorized to represent their agency. Their functions are:

- 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 agencies' involvement.
- Provide necessary liaison with out-of-area facilities and agencies, as appropriate.
- Critique and recommend improvements.
- MAC Group Coordinator the MAC Group coordinator serves as a facilitator in 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 heavily supporting the effort or may be significantly impacted by the lack of local resources.

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