

10 – Incident Management

Introduction

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

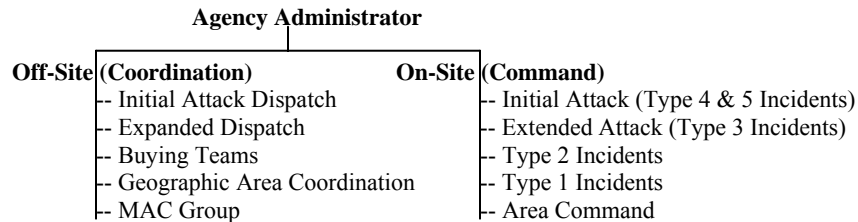
ICS provides for a management/organizational structure on incidents that evolve in complexity or increase in size, whether within a few hours or over several days. While the criteria for incident complexity vary by local conditions, a fire that has escaped initial attack:

- 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 operational 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.



Policy

It is agency policy to use the 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 IC.

All units will use the Incident Complexity Analysis and the WFSA to determine the most appropriate organization and management strategies for a wildland fire. An electronic copy of the WFSA can be found at www.fws.gov/fm/policy/HANDBOOK or at www.fs.fed.us/land/fire/wfsa.htm.

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

Agency administrators 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 P**.

The WFSA is a decision making process in which the agency administrator or representative describes the situation, compares multiple strategic wildland fire management alternatives, evaluates the expected effects of the alternatives, establishes objectives and constraints for the management of the fire, selects the preferred alternative, and documents the decision. The format and level of detail required depends on the specific incident and its complexity. The key is to document the decision made. A WFSA will be completed when a fire escapes initial attack.

USFS – Adds the responsibility and authority of the Forest Supervisors, District Ranger and ICs to supercede normal resource considerations and constraints when the safety of firefighters, other personnel, or the public is at risk. Adds the responsibility of Forest Supervisors and District Rangers to meet annually with Type 3, 4, and 5 ICs to communicate Line Officer expectations for IC performance in critical phases of wildland fire suppression. Adds responsibility for supplemental safety inspections of a minimum of 10% of each units Type 3, 4, and 5 wildland fires. Adds the responsibility to ensure that ICs on Type 1, 2 and 3 wildland fires have no concurrent incident management positions as a collateral duty. Incorporates ID 5130-2002-1 which is removed by this ID.

Incident Complexity Analysis

Appraising the Situation

An Incident Complexity Analysis (**Appendix H**) will be used for Type 1 and 2 incidents. An Incident Complexity Analysis – Type 3, 4 and 5 Incidents (**Appendix G**) will 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 (IC) – 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.
- Role of the agency administrator:
 - ▶ FMP includes Operational Plans, which include Objectives and Priorities.

Type 4 Incident

- Command staff and general staff functions are not activated.
- Resources vary from a single module to several resources.
- The incident is usually limited to one operational period in the control phase.
- No written incident action plan (IAP) is required. However, a documented operational briefing will be completed for all incoming resources (**Appendix D**).
- Role of the agency administrator:
 - ▶ FMP includes Operational Plans, which include Objectives and Priorities.

Type 3 Incident

- In-briefings and out-briefings are more formal.
- Some or all of the command and general staff positions may be activated, usually at the division/group supervisor and/or unit leader level.
- Type 3 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 1 or 2 team assumes command.
- 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. Refer to *Incident Response Pocket Guide* for outline.
- Staging areas and a base may be used.
- Role of agency administrator:
 - ▶ Operational Plans, which include Objectives and Priorities.
 - ▶ Incident Complexity Analysis.
 - ▶ WFSAs and delegation of authority are completed as needed.

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).

Some units may have a predetermined Type 3 organization designated. This may include a Type 3 organization with command and/or general staff positions filled as the need arises.

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

A Type 3 IC will not serve concurrently as a single resource boss.

USFS – Type 3 IC will have no concurrent incident management positions as a collateral duty.

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 regular 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 guideline only).
- Divisions are usually established to geographically facilitate work assignments; 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.
 - ▶ WFSAs completions and daily updates.
 - ▶ Agency administrator briefings to the IMT.
 - ▶ Written delegation of authority to the incoming IC.
 - ▶ Make resource advisor available.

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 1,000 (numbers are guidelines only).
- Divisions are established requiring division supervisor qualified personnel.
- May require the establishment of branches.
- High impact on the local office occurs, requiring additional staff for office administrative and support functions.
- Interface with the team will take more of the agency administrator's time.
- Role of agency administrator:
 - ▶ Incident Complexity Analysis.
 - ▶ WFSAs completions and daily updates.
 - ▶ Agency administrator briefings to the IMT.
 - ▶ Written delegation of authority to the incoming IC.
 - ▶ Make resource advisor available.

Unified Command

A representative from each of the involved jurisdictions shares command. 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 having 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 mission.
 - ▶ 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.
- Role of agency administrator as appropriate to the incident(s) complexity.
 - ▶ Incident Complexity Analysis.
 - ▶ WFSAs completions and daily updates.
 - ▶ Agency administrator briefings to the IMT.
 - ▶ Written delegation of authority to the incoming IC.
 - ▶ Make resource advisor available.

Complex

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

Area Command

Area command (AC) 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 AC.
 - ▶ 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 AC.
- The AC is responsible for supervising, managing, and evaluating the IMTs.

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 systems that support the on-the-ground incident management organization(s).

Agency Administrator Responsibilities

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 Q**).
- 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 WFSAs 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 contracts 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.
- Consider assigning a local government liaison to the IMT.
- Order an Incident Business Advisor (IBA) to provide incident business management oversight commensurate with complexity.
- Highlight known hazards of the area. You may require a safety analysis on the tactical alternatives.
- Assign clear responsibilities for initial attack.
- Ensure fire management staff is briefed regularly on incident status.
- 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 or IMT performance (**Appendix R**).
- Establish expanded dispatch and /or a buying team.

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).

Interagency Fire Use Management Teams (FUMT)

The primary mission and priority of these teams is to provide managers with skilled and mobile personnel to assist with the management of Wildland Fire Use (WFU) and

prescribed fires. Four teams are available as an interagency resource for assignment to all agencies and units. FUMTs consist of the following positions:

Incident Commander Type 2	(ICT2)
Operations Sections Chief Type 2	(OSC2)
Planning Section Chief Type 2	(PSC2)
Long Term Fire Behavior Analyst	(LTAN)
Logistics Section Chief Type 2	(LSC2)
(Three trainees)	

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 areas:

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 Analysis (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 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 IMT, the following guidelines assist the transition of fire management responsibilities from the local unit to incoming IMT. A delegation of authority (**Appendix N**) and a WFSA are provided by the agency administrator to the incoming team at the briefing.

Ordering Unit and Incoming Incident Commander Responsibilities

The following are guidelines for local units and incoming IC, defining their roles and responsibilities during the transfer of command and the later release of IMTs.

Information can be written or oral but must be documented.

- The local team or organization already in place remains in charge until their counterparts brief the incoming team, 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 incoming team should have ample time to phase in operations with the outgoing team, prior to the outgoing team being released
- Formal transfers of command will not occur in the middle of an operational period.
- 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.
 - ▶ Coordinate with incoming IMT in placing necessary pre-orders.
 - ▶ Secure an ample supply of appropriate maps.
 - ▶ Determine the team's transportation needs and obtain vehicles.
 - ▶ Schedule agency administrator briefing time and location.
 - ▶ Obtain necessary communications equipment.
 - ▶ Obtain necessary information for the agency administrator briefing package. See IC checklist in **Appendix S** and sample Agency Administrator briefing form in **Appendix T**.
 - ▶ Complete or update WFSA.

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.

Agency Administrator Briefing

This briefing (**Appendix T**) should take place as soon as the incoming team is completely assembled, preferable at a location away from the incident.

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

- Fire Status/Information
 - ▶ Name(s) and number(s) of incident(s).

- ▶ Approximate size, location, jurisdictions, and land status.
- ▶ Name of the current IC.
- ▶ General weather conditions at the incident site.
- ▶ Fire behavior.
- ▶ Fuel types.
- ▶ Current objectives, strategies, tactics.
- ▶ ICP and/or base locations.
- ▶ Other use of resources that might have an impact on the incident.
- Local participation in the team organization by resource advisors and agency representative.
- 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/regional safety manager.
- Operations and Planning:
 - ▶ Strategies.
 - ▶ Tactics.
 - ▶ Local fire behavior, weather patterns, 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/buying team in place or ordered.
 - ▶ Incident feeding procedures.
 - ▶ Available sleeping facilities.

- ▶ Local medical facilities/Agency Provided Medical Care (APMC).
- ▶ Nearest burn treatment center/medivac/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

A delegation of authority is used to transfer authority, to manage actions on an incident, from the agency administrator to the IC. This can be in either written or oral format, but for those incidents of higher complexity (Type 1 and 2), a written delegation must be used.

This procedure facilitates the transfer of command of the 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 Q** for a sample delegation of authority.

Release of Teams

The release of an IMT is basically the reverse of the transfer of command. The agency administrator must approve the date and time.

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 be 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 an internal closed debriefing session prior to meeting with agency administrator.)

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 R**). 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 IC, state/regional FMO, and retain a copy for the final fire package.

The state/regional FMO 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 investigation/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.

Incident Management Considerations

Fire managers will manage wildland fires in accordance with the standards identified by the appropriate agency administrator and land management plan.

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:

- Firefighter and public safety cannot be compromised.
- Evaluate suppression tactics during planning and strategy sessions to ensure they meet agency administrator objectives.
- Include agency resource advisor and/or local representative.
- Discuss Minimum Impact Suppression Tactics (MIST) where applicable during briefings, and implement during line construction, mop-up, and rehabilitation.
- Discuss the feasibility of WFU strategies for achieving resource benefits.

Wildland Fire Use for Resource Benefit

Agencies may apply this strategy in managing wildland fires for resource benefit.

An approved Fire Management Plan (FMP) 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 WFIP 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 FMP. 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.

NPS – Wildland Fire Use Program Oversight.

- Regional office fire management officers are responsible for appraising and surveying all wildland fire use activities within their region. The regional office fire staff will review implementation plans for fires with a Complex Rating. Direct contact with parks may be necessary in order to stay apprised of complex situations. On rare occasions, circumstances or situations may exist which require the regional director to intervene in the wildland fire use decision process.

- Review by the regional fire management officer or acting is mandatory for Wildland Fire Implementation Plans with a projected cost of greater than \$500,000. Review by the NPS National Fire Management Officer at NIFC, or Acting, is mandatory for Wildland Fire Implementation Plans with a projected cost of greater than \$1,000,000.

Minimum Impact Suppression Tactics (MIST)

The intent of MIST is to suppress a wildfire with the least impact to the land. Fire conditions and good judgment dictate the actions taken. Consider what is necessary to halt fire spread and contain it within the fireline or designated perimeter boundary. See **Appendix U** for MIST guidelines.

Work/Rest Guidelines

See Chapter 4

Fire Rehabilitation

Damages resulting from wildland fires take two forms: suppression damages and resource damages. Suppression action damage is the result of suppression operations; resource damage is damage to the natural resources by fire.

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.

Emergency rehabilitation teams are agency specific. The Department of the Interior (DOI) maintains two standing Emergency Stabilization & Rehabilitation (ESR) Teams with pre-identified positions listed in the *National Interagency Mobilization Guide*, while the Forest Service deploys Burned Area Rehabilitation (BAER) Teams through a pool of resources with the skills identified through the receiving unit.

DOI – ESR Teams are comprised of personnel from the Bureau of Indian Affairs, Bureau of Land Management, National Park Service, Fish and Wildlife Service, and Forest Service. DOI-ESR Teams may be dispatched to any DOI wildland fire incident or where DOI lands are involved. DOI-ESR Teams should be requested at least 10 days prior to anticipated control of the fire. ESR teams perform both “emergency stabilization” and long-term rehabilitation assignments.

USFS – BAER teams dedicate all emphasis to “emergency rehabilitation. Both teams are responsible for analyzing the problem and developing treatments for mitigation. Neither team is responsible for implementation. See *FSM 2530* and *FSH 2509.13* for agency specific policy and direction for BAER teams.

Incident Status Reporting

The Incident Status Summary (ICS-209), submitted to the GACC, is used to report large wildland fires, WFU events, and any other significant events on lands under federal protection or federal ownership. Lands administered by states and other federal cooperators may also report in this manner.

Large fires are classified as 100 acres or larger in timber fuel types, 300 acres or larger in grass fuel types, or when a Type 1 or 2 Incident Management Team is assigned. A report should be submitted daily until the incident is contained. The agency administrator may require additional reporting times. Refer to local, zone, and/or GACC guidance for additional reporting requirements.

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 coordination organizations. Coordinators are added to handle requests for personnel, equipment and supplies, aircraft, etc. This allows initial attack dispatchers to concentrate on new starts.

- An operations center may be set up for expanded dispatch.
- The center coordinator facilitates accomplishment 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 supervision 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; or 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 MAC 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 having 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 agencies. 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 resource 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 resource allocation.
- ▶ 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 decisions 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.

Fire Management Organization Analysis

The Fire Management Organization Analysis (**Appendix V**) 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 increase 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.