

Chapter - 11

Incident Organization, Management and Operations

A. Introduction

The Incident Command System (ICS) will be used by all Federal Wildland Fire Management (WFM) Agencies to manage all incidents. The ICS provides for a management/organizational structure on incidents that evolve in complexity or increase in size, whether within a few hours or over several days.

Wildfire incidents may require different levels of local and external organizations to coordinate, support and manage incident operations. To effectively manage an incident, it is important to understand the roles and responsibilities of these organizations.

Agency Administrators are responsible for all land management activities within their respective jurisdictions and therefore provide direction and delegation for the management of an incident.

B. Incident Organization

All wildfires, regardless of size, will have an Incident Commander (IC) i.e., a single individual responsible to the Agency Administrator for all incident command level functions and incident activities.

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).

1. Type 5 Incident

- a. Resources required typically vary from two to six firefighters.
- b. The incident is generally contained within the first burning period and often within a few hours after resources arrive on scene.
- c. Additional firefighting resources or logistical support are usually not required.
- d. IC Type 5 qualifications
 - Training
 - Look-Up, Look-Down, Look-Around (S-133)

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Annual Fireline Safety Refresher (RT-130)

- Experience

Firefighter Type I and satisfactory trainee assignment as an (ICT5).

2. Type 4 Incident

- a. Command and general staff positions are not activated.
- b. Resources vary from a single resource to multiple resources task force or strike team.
- c. The incident is limited to one operational period in the control phase. Mop-up may extend into multiple periods.
- d. No written incident action plan (IAP) is required. However, a documented operational briefing should be completed for all incoming resources (see Chapter 12, Initial Attack and the Appendix).
- e. Role of the Agency Administrator:
 - Operational Plans which include Objectives and Priorities
- f. IC Type 4 qualifications (ICT4)
 - Training
 - Initial Attack Incident Commander (S-200)
 - Annual Fireline Safety Refresher (RT-130)
 - Experience
 - Single Resource Boss (Crew, Dozer, Engine, Tractor/Plow) and satisfactory trainee performance as an ICT4.

3. Type 3 Incident (Extended Attack)

- a. Organization

Type 3 ICs (ICT3s) are qualified according to the National Wildfire Coordinating Group (NWCG) *Wildland Fire Qualification System Guide PMS 310-1*. ICT3s are required to manage the incident. They must not have concurrent responsibilities that are not

associated with the incident, and they must not concurrently perform single resource boss duties. ICT3s establish the appropriate organizational structure to manage the incident based on span of control and incident complexity. ICT3s may assign personnel to any combination of ICS functional area duties in order to operate safely and effectively. The PMS 310-1 establishes Type 3 specific qualifications standards for safety officers and information officers. Minimum qualifications for all other functional areas are established by agency policy in the chart below.

Type 3 Competencies

Type 3 Functional Responsibility	Specific 310-1 or equivalent qualification standards required to perform ICS functions at Type 3 level
Incident Command	Incident Commander Type 3
Safety	Safety Officer, Line
Information	Public Information Officer
Operations	Strike Team Leader or Task Force Leader
Division	Single Resource Boss
Logistics	No minimum qualification
Plans	No minimum qualification
Finance	No minimum qualification

- Some of the command and general staff positions may be activated, usually at the division/group supervisor and/or unit leader level.
- Resources vary from several 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.

b. Management

- The incident may involve multiple operational periods prior to control, may require a written Incident Action Plan (IAP).
- Staging areas and a base may be used.
- IC Type 3 (ICT3) qualifications

1) Training

Introduction to wildland fire behavior (S-390) and

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prerequisites.

2) Experience

(a) ICT4 and Task Force Leader and satisfactory performance as a trainee ICT3.

Or

(b) Strike Team Leader and qualified in at least 2 single resources positions (must include either engines or crews) and ICT4 and satisfactory performance as a trainee ICT3.

c. Role of Agency Administrator:

- Provide/approve objectives and priorities for the management of the Incident.
- Insure the completion of a Wildfire Complexity Analysis (WCA).
- Develop and approve the Wildland Fire Situation Analysis (WFSA).
- If non-agency personnel are assigned management of the incident a Delegation of Authority (DOA) must be assigned.
- Assign a representative to the team that is knowledgeable in fire and can participate in all team meetings.
- Consider assigning a Tribal liaison to the incident.
- Identify and request opportunities for training assignments of local personnel.
- Oversight of incident business management at the local level for acquisition, personnel, work and rest guidelines, claims, agreements (local/Tribal).

4. Type 2 Incident

a. Organization

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

1) Short Team:

- (a) Incident Commander (ICT2)
- (b) Planning Section Chief (PSC2)
- (c) Safety Officer (SOF2)
- (d) Logistics Section Chief (LSC2)
- (e) Finance Section Chief (FSC2)
- (f) Operations Section Chief (OSC2)
- (g) Air Support Group Supervisor (ASGS)

2) Additional Long Team Members:

- (a) Situation Unit Leader (SITL)
- (b) Communication Unit Leader (COML)
- (c) Supply Unit Leader (SPUL)
- (d) Facilities Unit Leader (FACL)
- (e) Ground Support Unit Leader (GSUL)
- (f) Time Unit Leader (TIME)
- (g) Procurement Unit Leader (PROC)
- (h) Division Supervisor (DIVS) (4 each)
- (i) Resource Unit Leader (RESQ) (2 each)
- (j) Fire Behavior Analyst (FBAN)
- (k) Information Officer (IOF2)
- (l) Compensation / Claims Unit Leader (COMP)
- (m) Air Tactical Group Supervisor (ATGS)

- Operations personnel normally do not exceed 200 per operational period and total incident personnel do not exceed 500 (numbers are guidelines only).

b. Management

- Incident base/camps are established.
- The incident extends into multiple operational periods.
- A written IAP is required for each operational period.
- 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.
- IC Type 2 (ICT2) qualifications

1) Training

Command and general staff (S-420) and prerequisites.

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2) Experience

- (a) ICT3 and Operations Section Chief Type 2 and satisfactory trainee assignment as an ICT2.
Or
- (b) ICT3 and Planning Section Chief Type 2 and satisfactory trainee assignment as an ICT2.
Or
- (c) ICT3 and Logistics Section Chief Type 2 and satisfactory trainee assignment as an ICT2.
Or
- (d) ICT3 and Finance Section Chief Type 2 and satisfactory trainee assignment as an ICT2.

c. Role of Agency Administrator:

- Provide/approve objectives and priorities for the management of the Incident
- Insure the completion of a WCA.
- Develop and approve the WFSA and re-validate as needed.
- If non-agency personnel are assigned management of the incident a written DOA must be signed.
- Assign a local agency representative to the team that is knowledgeable in the WFM program and can participate in all team meetings.
- Consider assigning a Tribal representative to the incident.
- Provide an Agency Administrator briefing to the team, see example in **Appendix 11-1**.
- Identify and request opportunities for training assignments of local personnel.
- Oversight of incident business management to order additional incident support, e.g. buying team, expanded dispatch, Administrative Payment Team (APT), Incident Business Advisor (IBA).
- Identify the need for additional incident management and resources, such as a Type I incident management teams (IMTs), Area Command (AC), and potential business management issues, e.g. cost share agreements, support teams, Federal Emergency Management Agency (FEMA)

declaration, military or national guard or Burned Area Emergency Response (BAER) team.

5. Type 1 Incident

Characteristics include all of the criteria for a Type 2 incident, plus:

a. Organization

- All command and general staff positions are activated.
- There are 16 Type 1 national interagency teams. These teams are mobilized according to national call-out procedures and rotation. Teams ordered through the National Interagency Coordination Center (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.
- Operations personnel often exceed 500 per operational period and total personnel will usually exceed 1000 (numbers are guideline only).

b. Management

- Divisions are established requiring division supervisor qualified personnel.
- May require the establishment of branches.
- Use of local Agency/Tribal resource advisors at the incident base is required.
- High impact on the local office occurs, requiring additional staff for office administrative and support functions.
- IC Type 1 (ICT1) qualifications
 - 1) Training
Advanced Incident Management (S-520) and prerequisites
 - 2) Experience
ICT2 and satisfactory trainee assignment as an ICT1.

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- c. Role of Agency Administrator:
- Provide/approve objectives and priorities for the management of the incident.
 - Insure the completion of a WCA.
 - Develop and approve the WFSA and re-validate as needed.
 - If non-agency personnel are assigned management of the incident a written DOA must be signed.
 - Assign a local Agency representative to the team that is knowledgeable in the WFM program and can participate in all team meetings.
 - Consider assigning a Tribal representative to the incident.
 - Provide an Agency Administrator briefing to the team, see example in **Appendix 11-1**.
 - Identify and request opportunities for training assignments of local personnel.
 - At this stage, interface with the team often takes more of the Agency Administrator's time.
 - Oversight of incident business management to order additional incident support, e.g. buying team, expanded dispatch, APT and an IBA.
 - Identify the need for additional incident management and resources, such as a Type I IMTs, AC, and potential business management issues, e.g. cost share agreements, support teams, FEMA declaration, military or national guard, or BAER team.

6. Unified Command

- a. Organization
- A representative from each of the involved jurisdictions shares command, and at times, other functions. Collectively they direct the management of the incident to accomplish common objectives. Unified Command (UC) may be at the IMT or AC level.

- The concept of UC means that all agencies who have jurisdictional responsibility at the incident contribute to the process of:
 - 1) Determining overall strategies.
 - 2) Selecting alternatives.
 - 3) Ensuring that joint planning for tactical activities is accomplished.
 - 4) Maximizing use of all assigned resources.
- b. Unified Command is used when:
 - Incidents involve more than one jurisdictional boundary.
 - Individual agency responsibilities and authority is normally legally confined to a single jurisdiction.
 - The goals of UC are to:
 - 1) Improve the information flow and interface between all agencies.
 - 2) Develop a single collective approach to the incident, regardless of its functional complexities.
 - 3) Optimize the efforts of all agencies to perform their respective missions.
 - 4) Reduce or eliminate duplicate efforts or missions.
 - 5) Improve each agency's awareness of the plans and actions of all others.
 - 6) Ensure that all agencies with responsibility for the incident have an understanding of their organization's goals, objectives, and restrictions.
 - 7) Ensure that no Agency's authority will be compromised.
 - 8) Develop objectives for the entire incident.

7. Area Command

- a. Organization
 - AC is an organization established to oversee the management of multiple incidents that are each being handled by an IMT. 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 organization is normally small, with personnel assigned to command, planning, aviation, and logistics. Depending on the

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complexity of the interface between the incidents, specialists in other areas such as aviation safety or information may also be assigned to AC.

- There are four national AC teams. Teams are comprised of the six personnel, four specific and two trainees' positions are identified by the area commander.

Positions

- 1) Area Commander (ACDR)
- 2) Area Command Planning Chief (ACPC)
- 3) Area Command Logistics Chief (ACLC)
- 4) Area Command Aviation Coordinator (ACAC)
- 5) Area Command Trainee (2)

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

b. Management

- Coordinate the determination of incident objectives and strategies.
- Set priorities for using critical resources allocated to the incidents assigned to the area command.
- May be responsible for the coordination of demobilization.
- The AC is responsible for supervising, managing, and evaluating the IMTs.

C. Managing the Incident

1. Agency Administrator's Responsibilities to the Incident Management Team

- a. Ensure that wildfire cause determination information is coordinated with the IMT. Complete and approve a DOA, see example, **Appendix 11-2.**

- b. 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.
- c. Provide signed initial WFSA and establish daily re-certification procedure.
- d. Assign Resource Advisor(s) to the IMT.
- e. Assign an Agency liaison to the IMT.
- f. Consider assigning a Tribal liaison to the IMT.
- g. Consider assigning an IBA, or other fiscal/administrative individual which would be based on the need for a Type I or II IMT, AC, and potential business management issues. The IBA works under the direct supervision of the Agency Administrator and in coordination with the IMT. The primary duty of the IBA is to serve as a liaison and advisor to the Agency Administrator, AC, and IMT. The IBA assists in the facilitating resolution of business management issues and provide oversight for coordination of and advice regarding cost management and cost containment, coordination and interaction between support units to ensure appropriate business management practices are followed.
- h. Define public information responsibilities and delegations so that all parties understand their roles. Establish standards for IMT liaison with local communities. Ensure that all appropriate public, media, and government contacts are made.
- i. Ensure that employee briefings occur.
- j. Remain involved with the IMT Information Officer.
- k. Ensure that you are briefed on the fire situation in enough detail to meet your needs.
- l. Make a comparison between "suppression costs" and "values at risk." "Values at risk" assesses the resource, and the political and economic considerations which may be affected by the incident now and in the foreseeable future.
- m. Set clear and measurable standards for safety. Highlight known hazards of the area. You may require a safety analysis on the tactical alternatives.
- n. Assign clear responsibilities for additional initial attack (IA) responses.

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- o. Ensure fire management staff is briefed regularly on incident status.
- p. Ensure the IMT addresses fire training needs.
- q. Ensure that rehabilitation of all effects of wildfire suppression is addressed by the IMT.
- r. 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.
- s. When applicable, ensure a written re-DOA has been completed prior to release of the IMT.
- t. Provide a separate written evaluation to the IC on IMT performance.

2. Wildfire Complexity Analysis

The WCA, see **Appendix 12-3** of Chapter 12, assists the Agency Administrator and staff to analyze the current or predicted complexity of a fire situation to determine the appropriate type of team to use. Because of the time required to assemble or move an IMT to a fire, this checklist should be completed when a wildfire escapes IA. Keep the analysis as part of the fire records. This document is prepared concurrently with, and attached to, a new or revised WFSAs. 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.

D. Team Transition/Transfer of Command

Once the decision has been made to mobilize an IMT, the following guidelines assist transition of fire management responsibilities to incoming IMTs. This includes briefings that must be given by the Agency Administrator, FMO, and IC. Some information will be in writing and some may be oral. A DOA and a WFSAs are provided by the Agency Administrator to the incoming team at the briefing.

1. Transfer of Command Responsibilities

- a. The transfer of command responsibilities for an incident to an IMT must be as efficient and orderly as possible. The local team or organization already in place remains in charge until incoming team members are briefed by their counterparts and a DOA has been signed.

- b. The ordering unit should specify times of arrival and transition by the incoming team, and discuss these time frames with the incoming IC. Transition time will depend on the complexity of the incident, the expertise of the existing team, local factors, and other issues.
- c. The ordering unit should accomplish the following actions prior to the arrival of the incoming team:
 - Determine incident command post (ICP)/base location.
 - Order basic support equipment and supplies for the incident.
 - Secure an ample supply of appropriate maps, this is critical.
 - Determine the team's transportation needs and obtain vehicles.
 - Schedule Agency Administrator briefing time and location.
 - Obtain necessary information for the administrator briefing.
 - Obtain necessary communications equipment.

E. Agency Administrator Briefing

This briefing should take place as soon as the incoming team is completely assembled, preferably at a location away from the incident. The WFSA and DOA should be completed prior to the briefing. The Agency Administrator (or designated representative) should provide, at a minimum, a written overview briefing, see **Appendix 11-1**.

F. Local Agency Incident Commander Briefing

This briefing should take place immediately after the Agency Administrator briefing. The local Agency IC should be prepared to provide specific information on fire behavior, weather, logistics, and current operations. A briefing format is shown in **Appendix 11-3**.

G. Delegation of Authority

The transfer of authority for suppression actions on a wildfire is done through a written DOA from the Agency Administrator to the IC. An IMT may manage suppression actions on a wildfire only after receiving a signed DOA from the Agency Administrator. This procedure facilitates the transition between incident management levels.

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The DOA should 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 example **Appendix 11-2**. The delegation should:

- State specific and measurable objectives, priorities, expectations, constraints, and other required direction.
- Establish the specific time for transfer of command.
- Assign clear responsibilities for IA.
- Define your role in the management of the incident.
- Assign a resource advisor(s) to the IMT.
- Define public information responsibilities.
- If necessary, assign a local government liaison to the IMT.
- Assign an IBA to provide incident business management oversight commensurate with complexity.
- Direct IMT to address rehabilitation of areas affected by suppression activities.

In situations where one agency provides fire suppression service under agreement to the jurisdictional agency, both jurisdictional and protecting agencies will be involved in the development of, and signatories to, the DOAs and the WFSAs to the IMTs.

H. Assuming Command of an Incident By an IMT

The following represents an example of the types of information exchange or needs prior to the arrival and/or release of an IMT to or from an incident. Information will be written and oral.

1. Incident Management Team and Local Contact

Agency staff should expect the incoming IC to contact the fire's unit dispatch in advance for the following:

- Expected support staff needs.

- Contacting with Agency Administrator to determine briefing time, location, critical issues and/or concerns.
- Team transportation needs.

2. Local Unit Responsibility

Prior to arrival of an IMT, obtain the necessary information for the Agency Administrator briefing package. See checklist in **Appendix 11-1**.

I. Incident Management Considerations

Fire management requires the fire manager and firefighter to select suppression and mop-up tactics commensurate with the wildfire's potential or existing behavior, yet leave minimal environmental impact. The rapidly increasing cost of wildfire suppression is 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.

1. Minimum Impact Suppression Tactics (MIST) Implementation Guidelines

Minimum Impact Suppression Tactics (MIST) emphasizes suppressing a wildfire with the least impact to the land. Actual wildfire conditions and good judgment will dictate the actions taken. Consider what is necessary to halt wildfire spread and contain it within the fireline or designated perimeter boundary, while safely manage the incident.

a. Fire Lining Phase

- Select tactics, tools, and equipment that will be the least impact to the environment.
- Give serious consideration to use of water or foam as a fireline tactic (fireline constructed with nozzle pressure, wet-lining).
- In light fuels, consider:
 - 1) Cold trail line.
 - 2) Allowing wildfire to burn to natural barrier.
 - 3) Consider burn out and use of "gunny" sack or swatter.
 - 4) Constantly re-checking cold-trailed fireline.
 - 5) If constructed fireline is necessary, use minimum width and depth to check wildfire spread.

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- In medium/heavy fuels, consider:
 - 1) Use of natural barriers and cold-trailing.
 - 2) Cooling with dirt and water, and cold trailing.
 - 3) If constructed fireline is necessary, use minimum width and depth to check -fire spread.
 - 4) Minimize bucking to establish fireline; preferably move or roll downed material out of the intended constructed fireline area. If moving or rolling out is not possible, or the downed log/bole is already on fire, build line around and let material be consumed.
 - Aerial fuels-brush, trees, and snags:
 - 1) Adjacent to fireline: limb only enough to prevent additional wildfire spread.
 - 2) Inside fireline: remove or limb only those fuels which if ignited would have potential to spread fire outside the fireline.
 - 3) Cut brush or small trees necessary for fireline construction flush to the ground.
 - Trees, burned trees, and snags:
 - 1) Minimize cutting of trees, burned trees, and snags.
 - 2) Do not cut live trees, unless determined they will cause wildfire spread across the fireline or seriously endanger workers. Cut stumps flush with the ground.
 - 3) Scrape around tree bases near fireline if hot and likely to cause fire spread.
 - 4) Identify hazard trees with either an observer, flagging and/or glow-sticks.
 - When using indirect attack:
 - 1) Do not fall snags on the intended unburned side of the constructed fireline, unless they are an obvious safety hazard to crews.
 - 2) 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).
- b. Mop-up Phase
- Consider using "hot-spot" detection devices along perimeter (aerial or hand-held).

- Light fuels:
 - 1) Cold-trail areas adjacent to unburned fuels.
 - 2) Do minimal spading; restrict spading to hot areas near fireline.
 - 3) Use extensive cold-trailing to detect hot areas.

 - Medium and heavy fuels:
 - 1) Cold-trail charred logs near fireline; do minimal scraping or tool scarring.
 - 2) Minimize bucking of logs to check for hot spots or extinguish fire: preferably roll the logs and extinguish the fire.
 - 3) Return logs to original position after checking or ground is cool.
 - 4) Refrain from making boneyards: burned/partially burned fuels that were moved would be arranged in natural position as much as possible.
 - 5) Consider allowing larger logs near the fireline to burn out instead of bucking into manageable lengths. Use a lever, etc. to move large logs.

 - Aerial fuels-brush, small trees and limbs:

Remove or limb only those fuels which if ignited have potential to spread fire outside the fireline.
 - Burning trees and snags:
 - 1) First consideration is to allow a burning tree/snag to burn itself out or down (ensure adequate safety measures are communicated).
 - 2) Identify hazard trees with either an observer, flagging, and/or glow-sticks.
 - 3) If burning tree/snag poses serious threat of spreading firebrands, extinguish fire with water or dirt. Felling by chainsaw will be last means.
 - 4) Consider falling by blasting, if available.
 - 5) Be particularly cautious when working under snags that may pose a hazard.
- c. Camp Sites and Personal Conduct
- Use existing campsites if available.
 - If existing campsites are not available, select campsites that are unlikely to be observed by visitors/users.

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- Select impact-resistant sites such as rocky or sandy soil, or openings within heavy timber. Avoid camping in meadows, along streams or shores.
 - Change camp location, if ground vegetation in and around the camp shows signs of excessive use.
 - Do minimal disturbance to land in preparing bedding and campfire sites. Do not clear vegetation or do trenching to create bedding sites.
 - Toilet sites should be located a minimum of 200 feet from water sources. Holes should be dug 6-8 inches deep. (Use portable toilets whenever possible.)
 - Select alternate travel routes between camp and fire if trail becomes excessive.
 - Evaluate coyote camps versus fixed camp site in sensitive areas.
- d. Restoration of Fire Suppression Activities
- Firelines (hand and dozer):
 - 1) After fire spread has stopped and lines are secured, fill in deep and wide firelines and cut trenches.
 - 2) Waterbar, as necessary, to prevent erosion, or use wood material to act as sediment dams.
 - 3) Ensure stumps from cut trees/large size brush are cut flush with ground.
 - 4) Camouflage cut stumps, if possible.
 - 5) Any trees or large size brush cut during fireline construction should be scattered to appear natural.
 - Camps:
 - 1) Restore campsite to natural conditions as much as possible.
 - 2) Scatter fireplace rocks, charcoal from fire; cover fire ring with soil; blend area with natural cover.
 - 3) Pack out all garbage and unburnables.
 - General:
 - 1) Remove all signs of human activity (flagging, litter, etc.).
 - 2) Restore helicopter landing sites.
 - 3) Fill in and cover latrine sites.

J. Incident Status Reporting

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

K. Release of Incident Management Teams From an Incident

1. Process to Release an IMT

- a. The release of an IMT is basically the reverse of the transition to the IMT from extended attack. The Agency Administrator must approve the date and time. The incoming IMT should have adequate rest prior to assuming control of the incident.
- b. The outgoing team should start phasing in the local team or Agency/Tribal personnel as soon as demobilization begins. The outgoing team should not be released from the incident until agreed upon objectives are met and fire management activity is at the level and workload acceptable to the local unit.
 - Example of Objectives
 - 1) Fire must be controlled or contained.
 - 2) Most line personnel and resources not needed for patrol and mop-up are released.
 - 3) Incident base shut down, reduced, or in the process.
 - 4) Planning Section Chief has prepared a draft of the fire narrative for the close-out debriefing.
 - 5) Finance/Administration Section Chief should have most known finance problems resolved. Contact made with local unit administrative personnel to hand over incident finance package.
 - 6) Resource rehabilitation work completed or done to local unit's satisfaction.
 - 7) Overhead performance ratings are completed.
 - 8) Incident close-out debriefing with Agency Administrator. (The IMT should have a closed debriefing session prior to meeting with Agency Administrator)
 - 9) Agency Administrator's or representatives should debrief team and prepare evaluation as soon as possible after release.

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

L. Incident Management Team Evaluation

1. IMT Evaluation Process

The Agency Administrator must complete a written evaluation of the IMT. It is recommended that a preliminary evaluation be completed at the closeout review and a final evaluation 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 IMTs effectiveness with cooperating agencies, the media, and neighbors. However, the written evaluation must be completed within six months after demobilization of the IMT.

2. IMT Evaluation Criteria

- a. The DOA, WFSA, and Agency Administrator's direction shall serve as the primary standards against which the IMT is evaluated.
- b. The Agency Administrator will provide a copy of the evaluation to the incident commander, FMO, and retain a copy for the final fire package.
- c. The FMO will review all evaluations and will be responsible for providing a copy of evaluations documenting superior or deficient performance to the geographic area board managing the IMT.
- d. See **Appendix 11-4** for an example of an Interagency IMT Evaluation format.

M. Coordination and Support Organizations

1. Initial Action Dispatch

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

2. Expanded Dispatch

- a. As incidents develop and/or numbers of wildfires 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.
- b. An operations center may be set up for expanded dispatch.
- c. The center coordinator facilitates accomplishments of goals and direction of the Agency Administrator and, when in place, the Multi-Agency Coordinating Group (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 center coordinator is responsible for:
 - Filling and supervising necessary positions, as needed, in accordance with coordination complexity.
 - Implementing decisions made by the MAC group.
 - Facilities and equipment for an expanded dispatch organization should be pre-identified, procured, and available for immediate setup. The following key items should be provided for:
 - 1) Work space separate from, but accessible to, the initial attack organization.
 - 2) Adequate office space (lighting, heating, cooling, security).
 - 3) Communications equipment (telephone, fax, computer hardware with adequate data storage space, priority use, and support personnel).
 - 4) Area suitable for briefings (agency administrators, media).
 - 5) Timetable/schedule should be implemented and adhered to (operational period changes, briefings, strategy meetings).

3. Buying Teams

Buying 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).

4. Administrative Payment Teams

Administrative Payment Team (APT) makes payments for large incidents or if the workload on an incident is such that payments cannot be processed in a timely manner. APTs should be requested through normal dispatch channels. The APT reports to the Agency Administrator or other designated personnel (e.g. local unit administrator officer). The *National Mobilization Guide* provides dispatch procedures for the National Park Service APTs. The Agency Administrator provides a DOA to the APT. See Appendix 11-5 for an example of DOA.

5. Multi-Agency Coordination Group

- a. The Multi-Agency Coordination (MAC) group is activated by the Agency Administrator when requests exceed or may exceed the number of available resources. Normally, this will occur when a number of jurisdictions are involved; local resources are heavily supporting an effort; there is a significant impact due to the commitment of local resources.
- b. The 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.
- c. 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.
- d. MAC groups may be activated at one or several levels (local, state/region, and national).
- e. The 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.
- f. MAC group and support organization - Positions, units and support personnel are activated depending on the complexity of the involvement.

- g. 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 AC who have responsibility for the management of the on-the-ground incident organizations.
- h. 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.
 - Tribal, State, federal disaster coordination.
 - Political interfaces.
 - Overall coordinated information provided to the media and agencies involved.
- i. The agency representatives should be fully authorized to represent their agency. Their functions are to:
 - Ensure that the collective situation and resource status is provided and current, by agency.
 - Prioritize incidents.
 - Determine specific resource requirements, by agency.
 - Determine resources availability by agency (available for out-of-jurisdiction assignment) and the need for providing resources in a mobilization center.
 - Determine need and designate mobilization and demobilization centers.
 - Allocate scarce/limited resources to incidents based on priorities.
 - Anticipate future resource needs.

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- Review policies/agreements for resources allocations.
 - Review need for other agency involvement.
 - Provide necessary liaison with out-of-area facilities and agencies, as appropriate.
 - Critique and recommend improvements.
- j. 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. Responsibilities include:
- 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.
- k. 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.

**APPENDIX 11-1
Agency Administrator's Briefing to Incident
Management Team**

General Information	
Name of Incident:	Type of Incident:
Incident Start Date:	Approximate Size of Incident:
Time:	Location:
Cause:	
General Weather Conditions:	
Local Weather or Behavioral Conditions:	
Land Status:	
Local Incident Policy:	
Resource Values Threatened:	
Private Property or Structures Threatened:	
Capability of Unit to Support Team (Suppression and Support Resources):	

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Command Information

Written Delegation of Authority	
Agency:	Resource Advisor:
Agency Administrator's Representative:	
Transition	
Name of Current Incident Commander:	
Time frame for Team to Assume Command:	
Date:	Time:
Recommended Local Participation in IMT Organization:	
Current IC and Staff Roles Desired after Transition:	
Other Incidents in Area:	
Other Command Organizations (Unified/Area/MAC):	
Local Emergency Operations Center (EOC) Established:	
Trainees Authorized:	
Legal Considerations (Investigations In Progress):	

Command Information Continued

Known Political Considerations:
Sensitive Residential and Commercial Developments, Resource Values, Archaeology Sites, Roadless, Wilderness, and Unique Suppression Requirements:
Local Social/Economic Considerations:
Private Representatives Such as Timber, Utility, Railroads, and Environmental Groups:
Incident Review Team Assigned (FAST, Audit, Other):

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Incident Information

Information Organization Reports To	
Incident Commander:	Agency Administrator:
Local Public Affairs:	Other:
Provide Incident Information Updates	
Unit FMO:	Expanded Dispatch:
Local Public Affairs:	Other:

Safety Information

Accidents and Injuries to Date:
Condition of Local Personnel:
Known Hazards:
Injury and Accident Reporting Procedures:

Planning Section

General Information
Access to Fax and Copy Machines:
Access to Computers and Printers:
Existing Pre-Attack Plans:
Other Nearby Incidents Influencing Strategy/Tactics/Resources:
Training Specialist Assigned or Ordered:
Training Considerations:

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Planning Section Continued

Situation Unit	General Weather Conditions/Forecasts: Fire Behavior: Local Unusual Fire Behavior and Fire History in Area of Fire: Fuel Types(s) at Fire: Fuel Types(s) Ahead of Fire:
Resources Unit	Refer to Attached Resource Orders Personnel on Incident (General): Equipment on Incident (General): Resources on Order (General): Incident Demobilization Procedures:

Operations Section

Priorities for Control, Wildland Fire Situation Analysis Approved:	
Current Tactics:	
Incident Accessibility by Engines and Ground Support:	
Air Operations	
Air Tactical Group Supervisor:	
Airtankers Assigned:	
Effectiveness of Airtankers:	
Air Base(s):	Telephone:

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Operations Section - Continued

Air Operations
Helicopters Assigned:
Helibase Location:
Crash/Rescue at Helibase:
FAR 91.137 Assigned (Describe):
Flight Hazard Map Available/Know Hazards in Areas:
Smoke/Visibility Conditions:
Aviation Safety Team Assignment or Ordered:

Logistics Section

Facilities Unit

ICP/Base Pre-Plans: Yes No

ICP/Base Location:

Catering Service/Meals Provided:

Shower Facilities:

Security Considerations:

Incident Recycling:

Supply Unit

Duty Officer or Coordinator Phone Number:

Expanded Dispatch Organization:

Supply System to be Used (Local Supply Cache):

Single Point Ordering:

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Logistics Section - Continued

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	
Local Telecom Technical Support:			
Ground Support Unit			
Route to ICP/Base:			
Route From ICP/Base to Fire:			
Medical Unit			
Nearest Hospital or Desired Hospital:			
Nearest Burn Center, Trauma Center:			
Nearest Air Ambulance:			

Finance Section

Name of Incident Agency Administrative Representative:

Name of Incident Business Advisor (If Assigned):

Agreements and Annual Operating Plans in Place:

Jurisdictional Agencies Involved:

Need for Cost Share Agreement:

Cost Unit

Fiscal Considerations:

Cost Collection or Trespass:

Management Codes in Use:

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Finance Section - Continued

Procurement Unit	<p>Buying Team in Place or Ordered:</p> <p>Contracting Officer Assigned:</p> <p>Copy of Local Service and Supply Plan Provided:</p> <p>Is all Equipment Inspected and Under Agreement:</p> <p>Emergency Equipment Rental Agreements:</p>
Compensation/Claims Unit	<p>Potential Claims:</p> <p>Status of Claims/Accident Reports:</p>
Time Unit	<p>Payroll Procedure Established for T&A Transmittal:</p>

APPENDIX 11-2
Wildfire
Delegation of Authority (Example)

Delegation of Authority
Agency: _____

As of 1800, May 20, 2002, I have delegated authority to manage the Crystal River Fire, Number E353, Santa Cruz Resource Area, to Incident Commander Bill Jones and his Incident Management Team.

The fire which originated as four separate lightning strikes occurring on May 17, 2002, is burning in the Crystal River Drainage. My considerations for management of this fire are:

1. Provide for fire fighter and public safety.
2. Manage the fire with as little environmental damage as possible. The guide to minimum impact suppression tactics (MIST) is attached.
3. Key cultural features requiring priority protection are: Scout Cabin, and overlook board walks along the south rim.
4. Key resources 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 112.
5. Restrictions for suppression actions include: no tracked vehicles on slopes greater than 20 percent or meadow soils, except where roads exist and are identified for use. No retardant will be used 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 Ted Johnson (wildlife biologist).
8. The NE flank of the fire borders private property and must be protected if threatened. John Smith of the South Central Fire Department will be the local representative.
9. Manage the fire cost-effectively for the values at risk.
10. Provide training opportunities for the resources area personnel to strengthen our organizational capabilities.
11. Minimum disruption of residential access to private property, and visitor use consistent with public safety.

(Signature and Title of Agency Administrator)

(Date)

APPENDIX 11-3 Incident Commander Briefing

The Incident Briefing, ICS-201 Form Provides the Basis for the Local Incident Commander to Brief the Incoming Team.

Briefing Information

Forms Available or Attached: <input type="checkbox"/> ICS 201 <input type="checkbox"/> ICS 215 <input type="checkbox"/> ICS 207 <input type="checkbox"/> ICS 220 <input type="checkbox"/> ICS 209	Other Attachments: <input type="checkbox"/> Map of Fire <input type="checkbox"/> Aerial Photos <input type="checkbox"/> Weather Forecast
Fire Start Date: Time: Fire Cause:	
Fuels at Fire:	Fuels Ahead of Fire:
Fire Spread:	Fire Behavior:
Anchor Points:	Natural Barriers:
Perimeter Secured, Control/Mitigation Efforts Taken, and Containment Status:	

Briefing Information - Continued

Life, Improvements, Resources and Environmental Issues:			
Weather Forecast:			
	<u>Established</u>	<u>Possible</u>	<u>Copy Machine Available</u>
ICP:			Yes No
Base:			Yes No
Camp(s):			
Staging Areas(s):			
Safety Issues:			EMS in Place: Yes No
Air Operations Effectiveness to Date:			
Air Related Issues and Restrictions:			

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Briefing Information - Continued

Hazards (Aircraft and People):	
Access from Base to Line:	
Personnel and Equipment on Incident (Status and Condition):	
Personnel and Equipment Ordered:	
Cooperating and Assisting Agencies on Scene:	
Helibase/Helispot Locations:	
Facility Fire Protection	
Crash Fire Protection at Helibase:	
Medivac Arrangement:	

Briefing Information - Continued

Communication System in Use: Radio_____ Telephone_____ Mobile Phone_____
Water Availability:
Review of Existing Plans for Control in Effect; Copy of Approved WFSA:
Smoke Conditions:
Local Political Issues:
Damage Assessment Needs:
Security Problems:

APPENDIX 11-4 Incident Team Evaluation

Team IC: _____ Type: _____

Incident: _____ Fire Number: _____

1. Did the Team accomplish the objectives described in the Wildland Fire Situation Analysis the Delegation of Authority, and the Agency Administrator Briefing (if available)? Yes No
2. Was the Team cost effective in their management of the Incident? Yes No
3. Was the Team sensitive to resource limits and environmental concerns? Yes No
4. Was the Team sensitive to political and social concerns? Yes No
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 safety? 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 trainees, and closest available forces to the extent practical? Yes No
10. Was the Incident Commander (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
14. Other comments:

Agency Administrator or Agency Representative:

Date:

Incident Commander:

Date:

APPENDIX 11-5 Administrative Payment Team Delegation of Authority (Example)

Date:

To: (Administrative Payment Team Leader)

From: (Superintendent of Agency)

Subject: Delegation of Authority

You are hereby authorized to process vendor payments for supplies, emergency equipment rental agreement payments, services and Casual Emergency Firefighter payments, and issue U.S. Government Treasury Checks on behalf of (Agency) for expenses incurred on the (location of fire). The incident began on (date of incident). The Administrative Payment Team is requested to process payments as efficiently as authorized above during (from date) to (end date). (Approximately), the ending time will be dependent on status on incident, you will be notified.

I understand the original payment documents will be released to the Bureau of Indian Affairs, Accounting Operations Division in (location) for record retention and data entry. You are authorized to charge all expenses to the fire suppression account P11 (organization code) (FY) 92310 (Fire Code), Incident Project Order Number (fire location – WA-YAA-001). I expect to receive copies of all documents that are required for processing payments. This will enable my staff to review all payments made.

(Agency administrator's name), Administrative Officer will be your Liaison Officer for any questions regarding payments and is authorized to sign any documents as required. (Agency Procurement Officer's name), Warranted Officer, will be assisting and coordinating with you to assure correct documentation to pay bills is provided. The Warrant Officer's authority is (amount of Warrant authority).

I understand the team cannot process payments for Tort Claims, National Contracts, Fedstrip, Office of Workman's Compensation invoices, aircraft obligations, travel advances, travel vouchers, and non-emergency items. You are also required to provide copies of Blanket Purchase Agreements, all preseason Emergency Equipment Rental Agreements and Resource Orders for supplies, equipment (which is dozers, engines).

Upon completion of your assignment, we will meet with the team and my staff members to discuss what was accomplished and you will be providing me with a final debriefing which consists of a cost summary of disbursements.

I am also required to provide an Administrative Payment Team Performance and Team Member Rating upon completion of payments.

Agency Administrator or Agency Representative:

Date:

Administrative Payment Team Leader

Date: