

CALIFORNIA WILDLAND FIRE COORDINATING GROUP



Sustainability of California Incident Management Teams (IMTs)

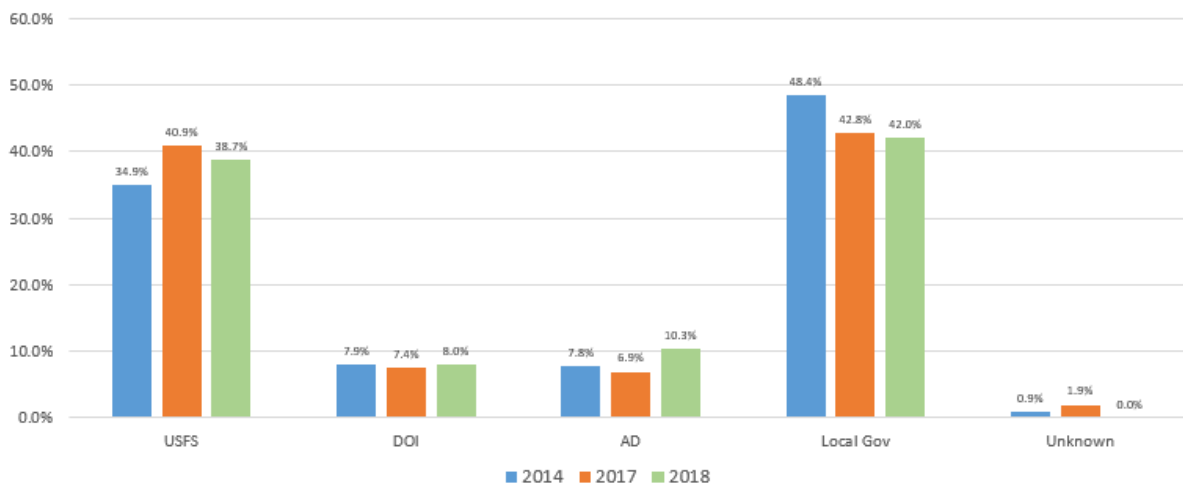
Date: September 2018

Issue: Sustainability of CA Incident Management Teams (IMTs) continues to be a challenge. Over the last 5 years agencies continue to see a reduction of applicants to a level which is making it difficult to sustain the current number of CA IMTs. Participants who are rostered are many times not able to participate because of pressures and expectations from home units. There is currently not a broad approach successional plan resulting in limited movement across teams. Reduction of federal participation continues. Agency usage of IMTs is not in alignment with agency participation.

Background: CWCG currently manages four Type 1 and seven Type 2 IMTs. CALFIRE separately retains command and control of six Type 1 IMTs in the State. In early 2010, CWCG had to reduce Type 1 IMTs from five to four due to the lack of Agency Type I Incident Commanders (ICT1) and Type I trainee Incident Commanders (ICT1) including the succession of associated command and general staff (C&G).

In addition, there have been shortages in full-time Type 1 and Type 2 C&G staff on both Type I and 2 IMTs and little movement of IMTs members from Type 2 to Type 1. Overall team application numbers have declined with only 802 unique names including trainees in 2018 compared to 1200-1400 unique names in previous years (638 unique names needed to fill 11 teams). Of those 802 applicants not all meet the needed positions to fill all the team vacancies resulting in rosters with holes in critical positions. Table 1 shows the nearly flat trend for all agencies with a slight increase of AD hires to support CWCG IMTs since 2014.

Table 1: Agency Participation Trends in CA, Based on Rostered Positions for Type 1 and Type 2 IMTs (2014, 2017, 2018)



When looking at team composition for full time versus part time participation over 20% of CWCG IMTs are comprised of non-full time agency employees (Table 2, Table 3). When comparing these percentages to current trainees a large discrepancy is seen with very few trainees in areas primarily incumbered by part time employees. Meaning, CWCG currently lacks enough trainees in these shortage areas/postions to incumber these positions in the future. The area to note is the duplicated applicants. If an applicant applied in both Command and Aviation that applicant is being counted twice in determining these numbers. That applicant can only fill one rostered slot. If duplicates are removed these numbers drop significantly.

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Table 2: Rostered Qualified Participants vs. Rostered Trainee Participants

Function	AD	FED	Local FT	Local PT	Total Qualified	Trainees	% Trainees
Aviation	3	8	7	2	20	3	15%
Command	1	13	3	2	19	8	42%
Finance	12	28	3	6	49	17	35%
Information	6	6	5	2	19	9	48%
Liaison	6	0	4	4	14	3	21%
Logistics	13	34	61	19	127	34	27%
Operations	2	65	31	2	100	32	32%
Plans	13	36	51	9	109	38	35%
Safety	6	8	2	7	23	9	39%
Total	62	198	167	53	485	153	
Percent	13%	41%	35%	11%			

Table 3: Rostered Qualified C&G positions vs. Rostered Trainee Participants

Function	AD	FED	Local FT	Local PT	Total Qualified	Trainees	% Trainees
AOBD	1	4	4	1	10	1	11.1%
ICT1	1	3	1	1	6	0	0.0%
ICT2	0	17	3	1	13	8	61.5%
FSC1	0	3	0	1	4	0	0.0%
FSC2	3	10	0	1	9	5	55.6%
LOFR	7	1	5	4	14	3	21.4%
LSC1	0	4	3	2	8	1	12.5%
LSC2	4	6	10	1	17	4	23.5%
OSC1	1	7	6	1	10	5	50.0%
OSC2	1	27	3	0	19	12	63.2%
PIO1	2	4	2	0	6	2	33.3%
PIO2	5	7	6	2	13	7	53.8%
PSC1	0	2	4	0	5	1	20.0%
PSC2	4	9	8	1	14	8	57.1%
SOF1	1	6	1	3	8	3	37.5%
SOF2	4	10	2	4	14	6	42.9%

These shortages continue to affirm the need to quantify what the current and future capacity is for IMTs in California and actively engage in IMT succession planning strategies.

Issue Analysis: The mission of CWCG is to provide Agency Administrators with organized, highly skilled and qualified personnel to implement land management-based objectives on wildland fires. California staffs and fields more IMTs than any other geographic area nationwide. California is one of the most complex states in which to manage wildland fire incidents due to fuels, weather, complex topography, fire behavior, sociopolitical and environmental concerns, demographics, wildland urban interface/intermix and associated protection responsibility shared with the State and Local Government.

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Complexity can be expected to increase with longer fire seasons, longer fire events, increased fire behavior and severity. The federal workforce that responds to fire events continues to shrink, while demand on cooperating fire agencies continues to increase.

The primary objective of the analysis was to determine whether CA Geographic area has an adequate amount of IMT candidates to sustain CWCG 11 IMTs and the needed qualifications of applicants. In addition, identify critical shortage areas which may be the limiting factor for continuing to field 11 CWCG IMTs.

An analysis was completed to first identify IMT needed positions. With the current organization of 11 IMTs staffed with 44 qualified members each, **484 qualified participants** are needed to fill all IMTs. For the sake of analysis, to determine if there is enough of each position applying a hypothetical team of 44 qualified participants was identified.

A comparison of numbers from the hypothetical team to what currently applied in ICAP was completed (Table 4). The need column either shows the positions that are short or the excess of applicants for each functional area. The same hypothetical analysis was performed using only full time FED and Local Government (excluding ADs and Local-PT).

Table 4: Hypothetical IMT Required/Have/Need using 2018 Applicant Pool

Function	Required (per IMT)	Total for all IMTS	Have	Need	Have (Full time only)	Need (Excluding Part time)	2018 Trainees
Aviation	4	44	20	24	15	29	3
Command	2	22	19	3	16	6	8
Finance	6	66	49	17	31	35	17
Information	2	22	19	3	11	11	9
Liaison	1	11	15	+3	4	7	3
Logistics	10	110	127	+17	95	15	34
Operations	8	88	100	+12	96	+8	32
Plans	9	99	109	+10	87	12	38
Safety	2	22	23	+1	10	12	9
Total	44	484	480	4	365	119	

Results:

- A shortage in all functional areas except for Operations.
- Shortages in Aviation, Command, Finance and Information with excess in Logistics, Operations and Plans.
- Note the number of trainees in each functional area. Example aviation is a need of 24 qualified applicants and only 3 Trainees.
- Currently not enough trainees in the system to fill the need in Aviation and exactly enough trainees to fill the need in finance.
- What this table doesn't represent is the shortcomings in certain critical positions (C&G). Several of these trainees being counted are at unit leader levels and not at the C&G qualification level which further impacts the ability to roster full IMTs.
- When analyzed only using full time agency personal the discrepancy is further depicted. Analyzing the 2018 rosters, not a single team was able to staff every position to meet 2016 NMAC IMT Composition.

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- Teams are currently not being sustained today and mobilizing with holes in critical positions. The 2018 rosters are currently not meeting the 2016 NMAC IMT Configuration.
- Command and General Staff positions have the same trend in critical vacancies.

Table 5 indicates the critical must fill positions versus Table 4 which includes unit leader or other positions currently not needed to mobilize a team.

Table 5: Hypothetical IMT Required/Have/Need using 2018 Applicant Pool

Function	Required (per IMT)	Total for all IMTS	Have	Need	Have (Full time only)	Need (Excluding Part time)	2018 Trainees
AOBD	1	11	9	2	8	3	1
ICT1	1	4	6	+4	4	0	0
ICT2	1	7	13	+6	20	+13	8
FSC1	1	4	4	0	3	1	0
FSC2	1	7	9	+2	10	+3	5
LOFR	1	11	14	+3	6	5	3
LSC1	1	4	8	+4	7	+3	1
LSC2	1	7	17	+10	16	+9	4
OSC1	2	8	10	+2	13	+5	5
OSC2	2	14	19	+5	30	+16	12
PIO1	1	4	6	+2	6	+2	2
PIO2	1	7	13	+6	13	+6	7
PSC1	1	4	5	+1	5	+2	1
PSC2	1	7	14	+7	14	+10	8
SOF1	1	4	8	+4	8	+3	3
SOF2	1	7	14	+7	14	+5	6

Results:

- Not enough trainees to fill future needs
- Developing and accelerating personnel for incident management teams and specifically C&G positions needs to be addressed.
- Several alternatives were developed to address current and future potential applicant shortages.
- Several analyses have been completed in the past including white papers to CWCG and national alternatives to Incident Management Successional Planning, Evolving Incident Management (EIM).
- Multiple reports show years of successional planning challenges and multiple approaches towards solutions.
- It is typical that Type 1 IMTs carry 2 of each of General Staff position due to workload and work rest needs. Excluding OSC where it is desired to typically roster 3 OSC.

Note: If an applicant applied as both an ICT1, ICT2 and AOBD that applicant is being counted 3 times in determining these numbers. That applicant can only fill one rostered slot. If duplicates are removed these numbers drop significantly.

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CA IMT Sustainability Options for Consideration

Option 1

Field the following number of IMTs:

- Five Type 1 – full configured at 44 positions plus 14 trainees
 - Five Type 2 – modified long configured at 34 positions plus 14 trainees
- Net Teams: 10 (-1) Net Participants: 530 (-108)

In this option, each Type 2 IMT would be assigned in a successional partnership with a specific Type 1 IMT “Partnered” teams would jointly recruit, develop and progress their members based on qualifications and interests.

Considerations

- This option reduces the number of individuals selected and rostered on Type 2 IMTs.
- This option recognizes the increased number of complex fires by adding a Type 1 IMT to the system.
- Reducing Type 2 IMT size, less personnel are required to staff these teams thus making staffing sustainable into the future.
- Reduced type 2IMTsize also more appropriately aligns capability with complexity and narrows the gap between type 3 organizations and type 2 teams.
- Partnered teams resulting in joint recruitment development.
- Addition T1 team in system.
- Overall team reduction of 1 Less capacity of T2 teams because of less rostered participants
- Require change of expectation of T2 Team capability.

Option 2

Field the following number of IMTs:

- Four Type 1 – full configured at 44 positions plus 14 trainees
 - Six Type 2 – full configured at 44 positions plus 14 trainees
- Net Teams: 10 (-1) Net Participants: 580 (-58)

This option essentially reduces the current number of type 2 IMTs by one thus requiring fewer of the decreasing number of applicants to fully staff. Given an odd number of type 1 and type 2 teams, successional management would not be partnered but allowed to occur based on efforts consistent with previous practices.

Considerations:

- To address complexity and agency ordering needs, type 2 teams would have a renewed expectation of mobilizing in less than a full configuration.
- This option is combined with an aggressive recruitment campaign by the teams and by unit agency administrator and fire chiefs.
- Total number of participant count drops closer aligning with current capacity.
- All teams stay at current team capability expectation.
- Overall team reduction of 1 T2 team.

Option 3

Operate with the following number of IMTs:

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- Five type 1 – full configured at 44 positions plus 14 trainees
- Five type 2 – modified long configured at 34 plus 14 trainees
- One type 2 (WFT) – short/modified configured at 15 plus 5 trainees
Net Teams: 11 (0) Net Participants: 550 (-88)

This option uses a combination of the things referred to in option 1, adding a short/modified IMT for wildland fire management incidents not needing the traditional full size IMT.

Considerations:

- Total number of participant count drops closer aligning with current capability.
- Address complexity level gaps. Offers Agency Administrators additional team configuration options.
- Less capacity of T2 teams because of less rostered participants.
- Require change of expectation of T2 Team capability.
- Longer implementation timeframe to develop qualified applicants.

Option 4

Field the following number of IMTs:

- Eight type 1 – full configured at 44 positions plus 14 trainees
Net Teams: 8 (-3) Net Participants: 464 (-174)

This option follows the current CAL FIRE model where any team can be used for type 1 & 2 complex fires. This option is combined with an aggressive recruitment campaign by IMTs, by agency administrators and unit fire chiefs. The difference is that the Type 2 step would be eliminated allowing more people to be on California IMTs sooner in their careers.

Pro: Accelerated T1 training plan. All teams could mobilize to both T1 and T2 complexity incidents.

Con: Long term implementation plan needed.

Option 5:

Continue to attempt to field traditional number of IMTs based on who applies:

- Four Type 1 – full configured at 44 positions plus 14 trainees
- Seven Type 2 – Full configured at 44 positions plus 14 trainees
Net Teams: 11 (0) Net Participants: 638 (0)

CWCG would determine the ability to field by requiring rosters to strictly follow 2016 NMAC IMT Configuration vs just filling a roster with 44 positions regardless of configuration.

This option would require an aggressive recruitment campaign by the IMTs, agency line officers and unit fire chiefs to renew interest and reinvigorate the applicant pool needed for to achieve success.

Federal Agencies would need to establish a “renewed commitment” to making all employees available to mobilize with IMTs when requested as a priority above all others.

This option would have to be based on available applications for ICs, C&G available to determine IMT numbers.

Pro: Sustains current perceived capacity.

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Con: Not sustainable into the future. Significant roster holes. Continued high dependency on non-full-time and local government agencies, continues to not align with Agency use of IMTs.

Option 6 -

Intention to move towards a single type of IMT and create a sustainable pipeline of qualified C&G at the type I level. This option follows the current CAL FIRE model where any team can be used for complex fires above the current Type 3 level. This option is combined with an aggressive recruitment campaign by the IMTs, Agency Administrators and unit Fire Chiefs.

2019 Field IMTs based on who applies:

- Priority will be focused on maintaining **four** Type 1 IMTs– Fully configured at 44 positions plus 14 trainees
- Fill remaining Type 2 IMTs – Fully configured at 44 positions plus 14 trainees
- Fill one Wildland Fire Mgt Team - short configured at 20 positions plus 6 trainees
- Pair at least 4 Type I & 2 IMTs with a successional plan to increase Type I IMTs.

This option would have to be based on available applications for ICs, C&G available to determine IMT numbers and follows 2016 NMAC IMT Configuration.

Pro: Accelerated T1 training plan. All teams in the future could mobilize to both T1 and T2 complexity incidents.

Con: Long term implementation plan needed.

Desired elements of options 1, 3, 4 and 6:

- Move in the direction of a single type of Incident Management Team (type 1)
- Pair IMTs together (a type 1 and a type 2) for successional development in the transition process
- Implement and assess the long- term application of Wildland Fire Management Teams for California
- Reduce number of type 2 IMTs – retain current size, require adherence to 2016 NMAC IMT Configuration
- Reduce any number of IMTs based on filling IMTs ICs with full time agency personnel. Goal is to reduce reliance on Part Time and ADs in DIC, C&G positions.

Table 4: Option Comparison

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Option	# Type 1 Teams (# per Team)	# Type 2 Teams (# per Team)	# WFM Teams (# per Team)	Total # Personnel	Pros	Cons
1	5 (44+14)	5 (34+14)	0	290+240= 530	~Partnered teams resulting in joint recruitment development ~Addition T1 team	~Overall team reduction of 1 ~ Less capacity of T2 teams
2	4 (44+14)	6 (44+14)	0	232+348= 580	~Total number of participant count drops ~Teams stay at current team capability	~Overall team reduction of 1 T2 team
3	5 (44+14)	5 (34+14)	1 (20+6)	290+240+26= 556	~Total number of participant count drops ~Address complexity level gaps ~Offers Agency Administrators additional options	~Less capacity of T2 teams ~Require change of expectation of T2 Team capability ~Longer implementation timeframe
4	8 (44+14)	0	0	464	~Accelerated T1 training plan. ~All teams could mobilize to both T1 and T2 complexity incidents	~Long term implementation plan needed
5	4 (44+14)	7 (44+14)	0	232+406= 638	Sustains current capacity	~Not sustainable into the future ~Significant roster holes ~Continued dependency on non-full time employee
6	4 (44+14)	6 (44+14)	1 (20+6)	232+348+26= 606	~Partnered T1&T2 teams resulting in joint recruitment development ~Goal for Addition T1 teams ~Total number of participant count drops minimally ~Teams stay at current team size ~Addresses complexity level gaps	~Not sustainable into the future ~Significant roster holes ~Continued dependency on non-full time employee

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					~Offers Agency Administrators additional options capability for longer term incidents	
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Next Steps

- AA update from CWCG Agency Representative on Option 6 – selected option
- Discussion with ICs – invite to CWCG Oct 11th meeting
- Develop an Implementation Plan – Ops and ICs – lead Minton
- External / Internal Communications Strategy on Sustainability of CA IMTs – TBD
- Finalize document

XXX Incident Management Teams (type 1 & type 2 or all one type of IMT)
 XXX Wildland Fire Management Teams (short type 2)

- Implement paired successional planning between IMTs – specifically identify paired IMTs with specific expectations. Ops Committee to flush out and work with ICs.
- Develop CWCG team ordering guidance document to address reduced team size and application of the WFM IMT.
- Establish team roster frameworks which identify required positions if different from 2016 NMAC IMT Configuration
- Review/edit mobilization and team rotation to reflect changes