PREFACE

Two years in the planning, the symposium on Wildland Fire 2000 was held April 27-30, 1987, at Stanford Sierra Camp on Fallen Leaf Lake, near Lake Tahoe, California. We first proposed the symposium in spring 1985 to Charles W. Philpot, who was then Director of Forest Fire and Atmospheric Sciences Research of the Forest Service, at the Conference on Fire Management--Challenge of Protection and Use, in Utah. He became the first supporter of the symposium. In addition to the Forest Service, sponsors were the Bureau of Land Management and the National Park Service, U.S. Department of the Interior; California Department of Forestry and Fire Protection; International Union of Forestry Research Organizations; the Society of American Foresters; and the University of California.

Many individual fire agencies have held futuring sessions to discuss their particular problems and visions, so why a symposium? Wildland Fire 2000 brought together practitioners, scientists, educators, and the public from several countries to consider the possible, probable, and preferred status of wildland fire management and science in the year 2000 and beyond. The organizing committee thought the symposium could pull together a broader range of persons with expertise or concerns about the future of wildland fire. On the basis of the attendance, it succeeded.

The organizing committee was formed using the Incident Command System (ICS) with duties assigned as suggested in an organization chart developed by Delmer L. Albright of the California Department of Forestry and Fire Protection (see his paper, these proceedings). This organization worked well, implicitly assigning duties to each member of the organizing committee and providing a structure for handling problems that arose during the symposium. Use of the ICS also provided the chance to familiarize those outside the fire service with its structure and function.

The logo for the conference was developed to represent three basic aspects of wildland fire management: public needs, resource management, and education/research. Because the combustion and fire behavior triangles are well known, we used a triangle as the basis of the logo, with the three sides representing the three different aspects of fire management.

Lest it appear that this arrangement put the three groups at odds with each other, we made the triangle from a Moebius band. Thus, the three groups are on the same face of the band, as one would find by actually tracing around it. Indeed, all three groups are on the same side of the problem, trying to reduce the negative impacts of wildfire and to increase the positive effects of fire use. Understandably, all do not always see the problem in the same light, but then, one of the purposes of Wildland Fire 2000 was to see each other's viewpoint more clearly.

The technical sessions began with the needs of the public--the logical starting point of the conference. The next session dealt with the response of management to these needs, as well as the needs of management. The third session addressed the response of the education and research communities and their needs. The next session was devoted to nine individual futuring groups, each of which outlined its perception of trends, visions, and strategies for a specific subject area. The individual futuring sessions were considered by many to be a highlight of the symposium. The futuring session was followed by one on interactive or international concerns, and the final
session was a report by the individual futuring groups.

The needs of the public were discussed from a sociological viewpoint, both in terms of long-term trends and short-term demographic changes. The projected nature of wildlands as well as the impacts of fire on them and public perception of these effects are important concerns of managers. Smoke management is becoming more constraining. Eventually, planning will include fire considerations at the local level, as government and the public become more aware of the problems of dealing with vegetation/structural fires.

Great improvement in the efficiency and effectiveness of fire management is foreseen over the next several years. Much of the improvement in efficiency will be dictated by more stringent budgets and budgeting processes. Better planning, involvement of local agencies, and sharing of resources among all protection agencies will be major factors in improving efficiency and effectiveness. Technical improvement in techniques and equipment will contribute to the improvement in management.

The education and research community sees several areas for improvement in the products available to management and the public. Weather forecasting, fire behavior prediction, and fire effects information should all lead to improved fire management. The field of artificial intelligence and its subfields of natural language, robotics, and expert systems, along with rapid improvements in computers, will result in better accumulation, assimilation, and use of acquired knowledge.

Internationally, many problems are foreseen in the developing nations. Their populations and demands for goods and services are increasing, as are the damages from wildfire. Loss of tropical and subtropical forests is occurring, often with use of fire, and generally policies are inadequate to cope with wildland fire. A bright spot is the improving program in international assistance for natural disasters.

The results of Wildland Fire 2000, we anticipate, will be a revitalization of efforts to improve fire management. In the logo, the phoenix is depicted as rising from the flames, not so much to indicate that we have been burned in the past, but more to symbolize revitalization of our efforts to suppress and use fire more wisely in cooperative efforts. These cooperative efforts among the public, management, and education/research should lead to better protection and management of wildland resources and the related wildland-urban interface.

Wildland Fire 2000 provided an interagency, interdisciplinary, and international look at wildland fire in the future. It was not the first and will not be the last futuring meeting to deal with wildland fire. A sequel to this symposium is scheduled at Fallen Leaf Lake for spring 2001.

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Technical Coordinators
Adapting the Incident Command System to Meeting or Conference Management

Delmer L. Albright

The incident Command System (ICS) is perfectly adapted to managing a large meeting or conference. The primary purposes for using ICS are these: (1) The staff needed for a conference is already developed and duties are well outlined; (2) the incident management process (including forms) is readily adaptable to a conference; and (3) the ICS system is gaining wide acceptance and makes a large meeting or conference much easier to conduct.

This paper provides procedures, samples and recommendations for the meeting/conference incident commander to design a conference and develop an ICS organization. The information and samples contained herein are taken from over a dozen conferences that used the ICS organization.

KEY INGREDIENTS

Based on conference critiques and participant evaluations, there appear to be 10-key ingredients to a successful ICS conference:

1. Staff
2. Game Plan
3. Planning Meetings
4. Visualization
5. Logistics
6. Active Participants
7. Time Schedule
8. Social Activities
9. Checks and Double checks
10. Professionalism

Each ingredient is discussed below.

Staff

Develop an ICS staff and "staff up" just like for an emergency incident. Fill positions as the incident expands. Plan ahead and assign staff in the early stages of conference planning if at all possible. As a minimum, at the start of any large meeting/conference planning session, the following staff is required:

Incident Commander
Operations Section Chief
Logistics Section Chief

Operation staff may include any of the ICS positions, but the most common are these:

Finance Section Chief
Information/Press Office
Planning Section Chief
Facilities Unit Leader

One major mistake is waiting too long before including key staff in the planning process. For example, registration procedures should be developed with the Registration staff.
Game Plan

Write and publish a Game Plan. The Game Plan should be built around the agenda and provide a complete listing of duties to be performed by each staff person and at what time. Game Plan is a conference term of the tactics of the Incident Action Plan.

The Incident Action Plan, which includes the Game Plan, tells the staff what is expected of them and their roles in the incident. It clarifies lines of communication and chain of command as appropriate. It also serves as a reference document for future similar efforts.

Planning Meetings

Conduct a planning meeting as soon as possible in the early stages of conference development. At least gather the minimum ICS staff together and begin organizing the conference details. It is usually beneficial to include as many staff as possible in planning sessions due to the value of group brainstorming. As a general rule, a planning meeting should be held once every day during a conference.

Visualization

Visualization is a process that is very helpful in planning conferences. The common slogan that comes from the military is "Close your eyes and visualize." It means imagining the entire conference by mentally walking through each step; from developing the announcement, to parking, to walking up to the registration table, to leaving the conference. Visualization is most useful in the initial planning stages.

As each step is visualized, make a flip chart list of the various duties (tasks) that need to be performed. It is usually helpful to assign these duties to someone on the staff at the same time.

For example, while visualizing the registration process, ask yourself "what would I need/want to know about registration if I were attending the conference?" Then develop the flip charts. They might look like this:

***************
Facilities Unit Leader
- determine hotel primary contact
- obtain hotel menu
- arrange for registration table and chairs
- find out about parking restrictions

Logistics Section Chief
- request logistics staff
- develop logistics handout for registration packet
- develop lunch menu

***************
For each step of the conference, repeat this process. If practical, assign due dates to important tasks right on the flip chart lists. Have the flip charts typed and incorporated into the Game Plan. Send a copy to everyone on the staff. If desired, it is then easy to develop a time schedule for conference planning.

For large and complex conferences with large planning staffs, especially from different agencies, sometimes it is helpful to summarize staff assignments on one page.

**Logistics**

If anything can mess up a conference, logistics can. They must be as smooth as silk. Most importantly, the logistics section must be solely responsible for dealing with the conference facility. If too many people begin giving instructions to the facility representative, then confusion is inevitable. ONLY ONE PERSON SHOULD HAVE THE RESPONSIBILITY AND AUTHORITY TO COORDINATE DIRECTLY WITH THE FACILITY REPRESENTATIVE. This person should work for the Logistics Section Chief who would be informed of what is going on, and be the back up contact. A Facilities Unit Leader can be a good choice for a primary facility contact.

A Logistics Plan may be written. It can be incorporated into the Game Plan or be part of the Incident Action Plan. It should cover all logistical details important to the staff, including meals, rooms, travel, supplies, requisitioning, lodging, inclement weather, registration, mailing, and finances (if coordinated with the Finance Chief).

**Active Participants**

According to the experience of the authors, the most successful conferences are those that are participative to some extent. This means having the participants actually do something besides listen to presentations. The entire conference doesn’t have to be participative; just some element of it to add a dimension beyond listening to papers. In a 3-day conference, 1 day of participative activities can be sufficient to make the conference a notable success.

Participation can be in several forms: small group breakout meeting; futuring exercises; concurrent panel sessions; small group discussions; "round-robin" lectuerttes; and others where the participants are moving around and doing something besides listening. Alternating between conference papers and small group exercises is an effective way to keep the participants alert, interested, and involved.

Participation can lead to ownership in the outcome. Ownership can result in continued communication after the conference. Continued communication gives life to the conference and makes it more meaningful than just a couple days out of the office.

**Time Schedule**

Everything needs to stay on time. People judge conferences by the timeliness of events. Participants and speakers should be given an agenda (time schedule), and it should be followed. The most important times to adhere to are the starting and ending times of the conference because of travel arrangements.

**Social Activities**

Design social activities into the conference. Start in an afternoon so there can be a social activity the first night. This tends to initiate communication and draw the participants closer together as a group. For extended conferences at known recreational sites, design time into the agenda to enjoy free time. People will tend to do it whether or not you include it.

**Checks and Double Checks**

Murphy's Law is alive and well in conference planning. Every key staff person should spend a lot of time checking and double checking details. The Logistics Section is especially prone to problems. A-V equipment, room arrangements, and meal times seem to be very susceptible to mix-ups and let-downs.
Professionalism

A conference should be conducted like a business with professionalism in the staff as an uppermost concern. Poor logistics and even confusion can be overcome by a courteous and professional staff.

INCIDENT ACTION PLAN

The ICS forms associated with the Incident Action Plan (IAP) are quite appropriate for conducting a conference. The IAP is written early in the planning stages or on site just like during a major emergency incident. The Operations Section Chief can fill both roles.

Here are examples of using the ICS forms to develop an Incident Action Plan.¹

**Incident Briefing; ICS Form 201**

Form 201 is used for conference location, dates, and chain of command.

**Incident Objectives; ICS Form 202**

Be as specific as possible when developing objectives, but such statements as "logistically smooth," and "professional image" are OK. If appropriate, specify objectives like "develop 10-key issues."

**Organizational Assignment List; ICS Form 203**

When the staff arrives at the conference, specify staff assignments within the ICS structure. People may occupy more than one job. For example, the Medical Unit Leader can also be the Safety Officer. The Service Branch Director may also fill the Communications Unit Leader Job. If attendees are broken into teams/small groups, assign Division Supervisors to coordinate them.

**Division Assignment List; ICS Form 204**

This form is especially useful for small group/team breakouts. Teamleaders, meeting locations and group topics can be specified. This is completed by the OPS Section Chief.

**Incident Radio Communication Plan; ICS Form 205**

This is the ideal form for assigning radios and call signs where appropriate. It is completed by the Communications Unit Leader. Handi-talkie radios can be very useful in conference management.

**Medical Plan; ICS Form 206**

A Medical Plan is a good idea for any conference. It is completed by the Medical Unit Leader.

**Check In; ICS Form 211**

This form is used especially to check in staff. Specific items of equipment, such as flip charts easels and staff room locations, can be identified by making minor modifications to the form. Registration personnel complete this form.

**Operational Planning Worksheet; ICS Form 215**

This form can be used with some modifications. Columns can be relabeled to assign team leaders, facilitators, Division Supervisors, etc. It can also be used by the Supply Unit Leader to distribute and account for items like flip charts and easels.

**Support Vehicle Inventory; ICS Form 218**

To be filled out by the Ground Support Unit Leader. This form keeps track of staff vehicles in the event shuttles are necessary.

DEMOBILIZATION PLAN

Besides the Incident Action Plan, the Demobilization Plan is another useful ICS document. It is completed by the Demobilization Unit Leader. This form ensures everyone on the staff goes home with all their bills paid, keys and supplies turned in, and on time. A one-page check-out form can be developed that standardizes the check-out procedures for each staff member.
The demobilization plan should include five sections:

2. Responsibilities—specific duties and activities.
3. Release Priority—according to agency, travel distance and other priorities.
4. Release Procedures—process to be followed.

STAFF RESPONSIBILITIES

ICS conference staff responsibilities usually are divided as follows:

Incident Commander

* overall guidance; direction
* "politicking"
* key-staff supervision
* strategy development/implementation
* maybe serving as Program Chair
* arranging for speakers
* acting as or appointing Safety Officer

Operations Section Chief

* staff coordination/supervision
* agenda (program)
* maybe serving as Program Chair
* writing Game Plan (tactics)
* maybe supervising Facilitators
* developing conference organization
* trouble shooting
* monitoring time schedule

Logistics Section Chief

* facility coordination
* menus and meals
* supplies
* A-V equipment
* lodging and rooms
* writing logistics plan
* registration/information
* messages
* travel
* spousal programs

Finance Section Chief

* paying bills
* budgeting
* cost analysis
* contract administration
* staff time keeping
* compensation classes
* honorarium disbursements

Planning Section Chief

* Incident Action Plan
* resources status
* situation status
* conference documentation
* demobilization supervision
* specialist consultant supervision
* planning meetings
* IC support
* press/public relations
* press room
* information table
* news releases
* VIP's and dignitaries

Other positions should be filled, as appropriate, with duties corresponding to a similar position on an emergency incident using ICS. Consult the Incident Command System publication ICS 420-1, Field Operations Guide for further details.

SUMMARY

ICS is well suited to conference management. It provides for a smooth, well-organized conference, with most of the organizational work already developed.

Like any sophisticated management system, the use of ICS requires trained personnel in the key staff positions. But the effectiveness of ICS is worth the effort to establish it.
ACKNOWLEDGMENTS

The members of the organizing committee were largely responsible for the success of the symposium. Robert E. Martin, University of California, headed the committee. Carol Rice, Wildland Resource Management, served as coordinator, capably and cheerfully handling a wide range of duties.

Jim Davis, Pacific Southwest Forest and Range Experiment Station, served as Planning Section Chief with a major responsibility being preparation and compilation of the papers in these Proceedings. Roberta Burzynski, also of the Station, edited and coordinated the individual papers. Robert E. Martin helped compile the Proceedings.

Ray Stewart, California Department of Forestry and Fire Protection, was Chief of the Logistics Section. In addition to their participation in the planning process, the logistics crew handled all the on-site needs for the symposium. Del Albright, CDF, arranged for the facilitators and recorders for the futuring session. Elaine Bianco, Bureau of Land Management, handled lodging and with Betty Bechtel, California Department of Forestry and Fire Protection, registered participants. Under Ray's able guidance, Jim Mierkey, Rich Schell, Don Perkins, Wayne Mitchell, and Glen Lee--all of the California Department of Forestry and Fire Protection--kept everything running smoothly.

Chris Cameron, National Park Service, served as Finance Section Chief, overseeing all monetary transactions.

Pat Kidder, Bureau of Land Management, served as Operations Section Chief, assisted by Dick Harrell, Pacific Southwest Region, Forest Service.

A keynote address by Ralph Cisco, Supervisor, Tahoe Basin Interagency Management Unit, Forest Service, and a welcoming address by Gerald Partain, Director, California Department of Forestry and Fire Protection, started the meeting off with a flourish. The session chairs ably kept the conference moving along smoothly, handling all the sessions with aplomb. Session chairs were Don Grant, Michigan Department of Natural Resources; Management Response and Needs--Bill Teie, California Department of Forestry and Fire Protection; Research Response and Needs--Peter Roussopoulos, Forest Fire and Atmospheric Sciences Research Staff, Forest Service; Futuring Sessions by Topics in Small Groups--Jack Wilson, Bureau of Land Management; and for Interactive Papers with International Focus--Phil Cheney, Commonwealth Scientific and Industrial Research Organization, Canberra, Australia.

The small group futuring sessions, which were a highlight of the meeting, were successful largely due to the excellent efforts of the facilitators and recorders: Gary Brittner, Stan Craig, Don Escher, Frank Goddard, George Haines, Fred Imhoff, Tim McCammon, Tom Osipowich, Chris Parker, Wendell Reeves, Jesse Rios, Bob Robeson, Chris Schrowe, Bill Schultz, Bob Signor, Dan Ward, Ed Wristen--California Department of Forestry and Fire Protection; and Karen Barnette, Lorna Burleson, Howard Carlson, Ken Larsen, Nancy Mac, Christy Neil, Joanne Roubique, Randy Scurry, Karen Shimamoto, and Scott Vail--Forest Service. The following individuals compiled the futuring reports from notes recorded during the small group sessions: Wayne Harrison, Clinton Phillips, John Hatcher, Don Latham, Charles George, Joe Rawitzer, James Davis, Patricia Andrews, and Johann Goldammer.

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The friendly and capable staff of Stanford Sierra Camp helped make the symposium work by providing satisfying meals and accommodations [sic].

Finally, the most important component of the symposium was the participants, who shared their thoughts through their presentations, contributed to the discussions, and gave their ideas for the futuring reports.

We thank all these people for the success of the symposium.