NFPA® 1561

Standard on Emergency Services Incident Management System

2008 Edition



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NFPA® 1561

Standard on

Emergency Services Incident Management System

2008 Edition

This edition of NFPA 1561, *Standard on Emergency Services Incident Management System,* was prepared by the Technical Committee on Fire Service Occupational Safety and Health. It was issued by the Standards Council on December 11, 2007, with an effective date of December 31, 2007, and supersedes all previous editions.

This edition of NFPA 1561 was approved as an American National Standard on December 31, 2007.

Origin and Development of NFPA 1561

The first edition of NFPA 1561 was issued in 1990 to support requirements in NFPA 1500, *Standard on Fire Department Occupational Safety and Health Program*, that fire departments conduct emergency operations within an effective incident management system. The committee realized that the safety aspects of a functional command structure were as important as the operational coordination and effectiveness of the system. In developing the document, the committee examined several incident management systems that were in use and determined that, in addition to requiring the use of an incident management system, there should be performance criteria for the components of a system that contribute directly toward safety and health objectives.

The 1995 edition expanded the areas of accountability, use of rapid intervention crews for rescue of members, and interagency cooperation and recognized that incident management includes more than fireground operations.

The 2000 edition expanded the document to reflect the mainstream utilization of incident management systems. The title of the document was changed to *Standard on Emergency Services Incident Management System,* to reflect the fact that all emergency service organizations should use an incident management system.

In the 2002 edition, the committee focused on areas of risk management, communications, roles and responsibilities of the incident safety officer (ISO), and rapid intervention crews and defined command structures. In addition, new annex material was added to assist the users of the standard.

The 2005 edition addressed specifics of incident management teams, unified command, and the roles and responsibilities of the incident commander (IC) and the command and general staff. That edition coincided with the development of the National Incident Management System (NIMS), a new National Response Plan (NRP), and Homeland Security Presidential Directive/HSPD-5 on management of domestic incidents.

The 2008 edition is a complete revision that provides additional emphasis in areas of incident management to improve the safety, health, and survival of responders. Language and terminology in the document have been revised to ensure that users of the document are in compliance with NIMS. Definitions have also been revised for standardization between the health and safety standards the committee is responsible for.

Material throughout the document has been reorganized to present the material in a manner that makes the standard easier to use and to recognize an incident management system as an organizational tool that should be compliant with national standards and directives.

New requirements for a system qualification process and a requirement for communication capability with responders when they are working in an Immediately Dangerous to Life and Health area have been added. Substantial annex material has also been added, including two new annexes. One provides information on emergency operations centers, and the other provides information on area command, including organization charts to illustrate both a unified command organizational structure and an area command organizational structure.

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Glenn P. Benarick, *Chair*
Aiken, SC [U]
Rep. NFPA Fire Service Section

Murrey E. Loflin, *Secretary*
West Virginia University, WV [U]
(Alt. to G. P. Benarick)
Rep. NFPA Fire Service Section

Donald Aldridge, Lion Apparel, Inc., OH [M]
David J. Barillo, University of Florida College of Medicine, FL [SE]
Paul Blake, City of Baytown Fire & Rescue Services, TX [E]
Rep. Industrial Emergency Response Working Group
Sandy Bogucki, Yale University Emergency Medicine, CT [SE]
Dennis R. Childress, Orange County Fire Authority, CA [U]
Rep. California State Firefighter Association
Dominic J. Colletti, Hale Products, Inc., PA [M]
Rep. Fire Apparatus Manufacturers Association
Thomas J. Cuff, Jr., Firemens Association of the State of New York, NY [U]
I. David Daniels, City of Renton Fire Department, WA [E]
Rep. International Association of Fire Chiefs
Phil Eckhardt, Mine Safety Appliances Company, PA [M]
Rep. International Safety Equipment Association
Jodi A. Gabelmann, Cobb County Fire and Emergency Services, GA [L]
Rep. Women in the Fire Service, Inc.
Tom Hillenbrand, Underwriters Laboratories Inc., IL [RT]
Jonathan D. Kipp, Primex3, NH [I]
Steve L. Kreis, City of Phoenix Fire Department, AZ [E]
Tamara D. Lopes, Reno Fire Department, NV [U]
David A. Love, Jr., Volunteer Firemen's Insurance Services, Inc., PA [I]
George L. Maier, III, Fire Department City of New York, NY [U]
Denis M. Murphy, Nassau County Fire Service Academy, NY [U]
Rep. Association of Fire Districts/State of New York
Stephen E. Norris, United Firefighters of Los Angeles City, CA [L]
David J. Prezant, Fire Department City of New York, NY [E]
Joseph W. Rivera, U.S. Air Force, FL [U]
David Ross, Toronto Fire Services, Canada [E]
Rep. Fire Department Safety Officers Association
Mario D. Rueda, Los Angeles City Fire Department, CA [U]
Daniel G. Samo, ENH–OMEGA, IL [SE]
Donald F. Stewart, Medocracy Inc./Fairfax County Fire & Rescue, VA [E]
Philip C. Stittleburg, LaFarge Fire Department, WI [U]
Rep. National Volunteer Fire Council
Teresa Wann, Santa Ana College, CA [SE]
Don Whittaker, U.S. Department of Energy, ID [E]
Hugh E. Wood, U.S. Department of Homeland Security, MD [SE]
Kim D. Zagaris, State of California, CA [E]

Alternates

Janice C. Bradley, International Safety Equipment Association, VA [M]
(Alt. to P. Eckhardt)
Michael L. Finkelman, East Meadow, NY [U]
(Alt. to D. M. Murphy)
Craig A. Fry, Los Angeles City Fire Department, CA [U]
(Alt. to M. D. Rueda)
Al H. Gillespie, North Las Vegas Fire Department, NV [E]
(Alt. to I. D. Daniels)
John Granby, Lion Apparel, Inc., OH [M]
(Alt. to D. Aldridge)
Allen S. Hay, Fire Department City of New York, NY [U]
(Alt. to G. L. Maier, III)
Thomas Healy, Daisy Mountain Fire District, AZ [E]
(Alt. to S. L. Kreis)
James Johannessen, Underwriters Laboratories Inc., PA [RT]
(Alt. to T. Hillenbrand)
Sandra S. Kirkwood, Las Vegas Fire/Rescue Department, NV [SE]
(Alt. to T. Wann)
Robert L. McLeod, III, City of Chandler Fire Department, AZ [E]
(Alt. to D. Ross)
Gary L. Neilson, Reno Fire Department, NV [U]
(Alt. to T. D. Lopes)
Michael W. Smith, Nevada Division of Forestry, NV [U]
(Alt. to P. C. Stittleburg)
Fred C. Terryn, U.S. Air Force, FL [U]
(Alt. to J. W. Rivera)
Michael L. Young, Volunteer Firemen's Insurance Services, Inc., PA [I]
(Alt. to D. A. Love, Jr.)

Nonvoting

Matthew I. Chibbaro, U.S. Department of Labor, DC [E]
Thomas R. Hales, U.S. Department of Health & Human Services, OH [RT]
Andrew Levinson, U.S. Department of Labor, DC [E]
(Alt. to M. I. Chibbaro)
Jay L. Tarley, U.S. Department of Health & Human Services, WV [RT]
(Alt. to T. R. Hales)

Carl E. Peterson, NFPA Staff Liaison

This list represents the membership at the time the Committee was balloted on the final text of this edition. Since that time, changes in the membership may have occurred. A key to classifications is found at the back of the document.

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A reference in brackets [ ] following a section or paragraph indicates material that has been extracted from another NFPA document. As an aid to the user, the complete title and edition of the source documents for extracts in mandatory sections of the document are given in Chapter 2 and those for extracts in informational sections are given in Annex G. Editorial changes to extracted material consist of revising references to an appropriate division in this document or the inclusion of the document number with the division number when the reference is to the original document. Requests for interpretations or revisions of extracted text shall be sent to the technical committee responsible for the source document.

Information on referenced publications can be found in Chapter 2 and Annex G.

Chapter 1 Administration

1.1* Scope. This standard contains the minimum requirements for an incident management system to be used by emergency services to manage all emergency incidents.

1.2 Purpose. The purpose of this standard is to define and describe the essential elements of an incident management system that meets the requirements of Chapter 8 of NFPA 1500, *Standard on Fire Department Occupational Safety and Health Program*; 29 CFR 1910.120(q)(3), "Procedures for handling emergency response"; and Homeland Security Presidential Directive/HSPD-5, Management of Domestic Incidents.

1.3 Application.

1.3.1* This standard applies to organizations providing rescue, fire suppression, emergency medical services, hazardous materials mitigation, special operations, and other emergency services.

1.3.2 This standard does not apply to industrial fire brigades that might also be known as emergency brigades, emergency response teams, fire teams, plant emergency organizations, or mine emergency response teams.

Chapter 2 Referenced Publications

2.1 General. The documents or portions thereof listed in this chapter are referenced within this standard and shall be considered part of the requirements of this document.

2.2 NFPA Publications. National Fire Protection Association, 1 Batterymarch Park, Quincy, MA 02169-7471.

NFPA 1061, *Standard for Professional Qualifications for Public Safety Telecommunicator,* 2007 edition.

NFPA 1500, *Standard on Fire Department Occupational Safety and Health Program,* 2007 edition.

2.3 Other Publications.

2.3.1 U.S. Government Publication. U.S. Government Printing Office, Washington, DC 20402.

Homeland Security Presidential Directive/HSPD-5, Management of Domestic Incidents, February 2003.

Title 29, Code of Federal Regulations, Part 1910, Section 120 (q)(3), "Procedures for handling emergency response," April 3, 2006.

2.3.2 Other Publication.

Merriam-Webster's Collegiate Dictionary, 11th edition, Merriam-Webster, Inc., Springfield, MA, 2003.

2.4 References for Extracts in Mandatory Sections.

NFPA 472, *Standard for Competence of Responders to Hazardous Materials/Weapons of Mass Destruction Incidents,* 2008 edition.2002 edition.

NFPA 600, *Standard on Industrial Fire Brigades,* 2005 edition.

NFPA 1051, *Standard for Wildland Fire Fighter Professional Qualifications,* 2007 edition.

NFPA 1250, *Recommended Practice in Emergency Service Organization Risk Management,* 2004 edition.

NFPA 1451, *Standard for a Fire Service Vehicle Operations Training Program,* 2007 edition.

NFPA 1500, *Standard on Fire Department Occupational Safety and Health Program,* 2007 edition.

NFPA 1521, *Standard for Fire Department Safety Officer,* 2008 edition.

NFPA 5000®, Building Construction and Safety Code®, 2006 edition.

Chapter 3 Definitions

3.1 General. The definitions contained in this chapter shall apply to the terms used in this standard. Where terms are not defined in this chapter or within another chapter, they shall be defined using their ordinarily accepted meanings within the context in which they are used. *Merriam-Webster's Collegiate Dictionary,* 11th edition, shall be the source for the ordinarily accepted meaning.

3.2 NFPA Official Definitions.

3.2.1* Approved. Acceptable to the authority having jurisdiction.

3.2.2* Authority Having Jurisdiction (AHJ). An organization, office, or individual responsible for enforcing the requirements of a code or standard, or for approving equipment, materials, an installation, or a procedure.

3.2.3 Shall. Indicates a mandatory requirement.

3.2.4 Should. Indicates a recommendation or that which is advised but not required.

3.2.5 Standard. A document, the main text of which contains only mandatory provisions using the word "shall" to indicate requirements and which is in a form generally suitable for

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mandatory reference by another standard or code or for adoption into law. Nonmandatory provisions shall be located in an appendix or annex, footnote, or fine-print note and are not to be considered a part of the requirements of a standard.

3.3 General Definitions.

3.3.1 Accountability. A system or process to track resources at an incident scene.

3.3.2 Agency Representative. An individual assigned to an incident from an assisting or cooperating agency who reports to the liaison officer and who has been delegated authority to make decisions on matters affecting that agency's participation at the incident.

3.3.3* Area Command. An organization established to oversee the management of multiple incidents that are each being handled by an incident command system (ICS) organization, or to oversee the management of large or multiple incidents to which several incident management teams have been assigned.

3.3.4* Assistant. Title for subordinates of the command staff positions that indicates a level of technical capability, qualifications, and responsibility subordinate to the primary functions.

3.3.5 Branch. See 3.3.56.1.

3.3.6 Branch Director. See 3.3.57.1.

3.3.7* Clear Text. The use of plain language in radio communications transmissions.

3.3.8 Command Radio Channel. See 3.3.43.1.

3.3.9* Command Staff. The command staff consists of the public information officer, safety officer, and liaison officer who report directly to the incident commander and are responsible for functions in the incident management system that are not a part of the function of the line organization.

3.3.10* Department Operations Center (DOC). An operations center established by an individual agency to manage that agency's resources and coverage within the jurisdiction.

3.3.11* Deputy. A fully qualified individual who, in the absence of a superior, could be delegated the authority to manage a functional operation or perform a specific task.

3.3.12 Dispatch Radio Channel. See 3.3.43.2.

3.3.13 Division. See 3.3.56.2.

3.3.14 Division Supervisor. See 3.3.57.2.

3.3.15 Electronic Data Protocol. A process for managing and transmitting electronic data that may include computer based systems; alarm systems; security systems; video; regional, local, site, or building management; and information systems.

3.3.16 Emergency Incident. Any situation to which an emergency services organization responds to deliver emergency services, including rescue, fire suppression, emergency medical care, special operations, law enforcement, and other forms of hazard control and mitigation.

3.3.17* Emergency Operations Center (EOC). The physical location at which the coordination of information and resources to support incident management (on-scene operations) activities normally takes place.

3.3.18* Emergency Services Organization (ESO). Any public, private, governmental, or military organization that provides emergency response and other related activities, whether for profit, not for profit, or government owned and operated.

3.3.19* Fire Department. An organization providing rescue, fire suppression, emergency medical care, special operations, and related services.

3.3.20 General Staff. Responders that serve as section chiefs of the operations, planning, logistics, and finance/administration sections.

3.3.21 Group. See 3.3.56.3.

3.3.22 Group Supervisor. See 3.3.57.3.

3.3.23* High-Rise Building. A building where the floor of an occupiable story is greater than 75 ft (23 m) above the lowest level of fire department vehicle access. [***5000***, 2006]

3.3.24* HSPD-5. The abbreviation for Homeland Security Presidential Directive/HSPD-5, Management of Domestic Incidents.

3.3.25 Imminent Hazard. An act or condition that is judged to present a danger to persons or property that is so urgent and severe that it requires immediate corrective or preventive action. [**1521**, 2007]

3.3.26* Incident Action Plan. The objectives reflecting the overall incident strategy, tactics, risk management, and member safety that are developed by the incident commander. Incident action plans are updated throughout the incident. [**1500**, 2007]

3.3.27 Incident Command System. See 3.3.29, Incident Management System (IMS).

3.3.28* Incident Commander (IC). The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. [**472**, 2008]

3.3.29* Incident Management System (IMS). A system that defines the roles and responsibilities to be assumed by responders and the standard operating procedures to be used in the management and direction of emergency incidents and other functions.

3.3.30* Incident Management Team (IMT). The incident commander and appropriate command and general staff personnel assigned to an incident.

3.3.31* Incident Scene. The location where activities related to a specific incident are conducted.

3.3.32 Incident Termination. The conclusion of emergency service operations at the scene of an incident, usually the departure of the last unit from the scene.

3.3.33 Industrial Fire Brigade. An organized group of employees within an industrial occupancy who are knowledgeable, trained, and skilled in at least basic fire-fighting operations, and whose full-time occupation might or might not be the provision of fire suppression and related activities for their employer. [**600**, 2005]

3.3.34 Intelligence Function. The analysis and sharing of national security and other types of classified information as well as other operational information such as risk assessments, medical surveillance, weather information geospatial data,

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structural designs, toxic contaminants levels, and utilities and public works data.

3.3.35 Liaison Officer. A member of the command staff, responsible for coordinating with representatives from cooperating and assisting agencies.

3.3.36* Multi-Agency Coordination Systems (MACS). A system that provides the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination.

3.3.37* National Incident Management System (NIMS). A system mandated by HSPD-5 that provides a consistent, nationwide approach for federal, state, local, and tribal governments; the private sector; and nongovernmental organizations (NGOs) to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity.

3.3.38* National Response Plan. A plan mandated by HSPD-5 that integrates federal domestic prevention, preparedness, response, and recovery plans into one all-discipline, all-hazards plan.

3.3.39 Personnel Accountability System. A system that readily identifies both the location and function of all members operating at an incident scene. [**1500**, 2007]

3.3.40* Planned Event. An occurrence that allows for the development of an incident action plan prior to the occurrence.

3.3.41 Procedure. An organizational directive issued by the authority having jurisdiction or by the department that establishes a specific policy that must be followed.

3.3.42* Public Information Officer. A member of the command staff responsible for interfacing with the public and media or with other agencies with incident-related information requirements.

3.3.43* Radio Channels.

3.3.43.1 ***Command Radio Channel.*** A radio channel designated by the emergency services organization that is provided for communications between the incident commander and the division/group supervisors or branch directors during an emergency incident.

3.3.43.2 ***Dispatch Radio Channel.*** A radio channel designated by the emergency services organization that is provided for communications between the communication center and the incident commander or single resource.

3.3.43.3* ***Tactical Radio Channel.*** A radio channel designated by the emergency services organization that is provided for communications between resources assigned to an incident and the incident commander.

3.3.44* Rapid Intervention Crew/Company (RIC). A minimum of two fully equipped responders who are on site and assigned specifically to initiate the immediate rescue of injured or trapped responders.

3.3.45 Resources. All personnel and major items of equipment that are available, or potentially available, for assignments to incidents for which status is maintained.

3.3.46 Responder. A person who has responsibility to respond to emergencies and deliver services such as fire fighting, law enforcement, water rescue, emergency medical, emergency management, public health, public works, and other public services.

3.3.47 Risk. A measure of the probability and severity of adverse effects that result from exposure to a hazard. [**1451,** 2007]

3.3.48 Risk Management. The process of planning, organizing, directing, and controlling the resources and activities of an organization in order to minimize detrimental effects on that organization. [**1250,** 2004]

3.3.49* Safety Officer. A member of the command staff responsible for monitoring and assessing safety hazards and unsafe situations, and for developing measures for ensuring personnel safety.

3.3.50* Section. The organizational level having responsibility for a major functional area of incident management, such as operations, planning, logistics, finance/administration, and intelligence (if established).

3.3.51* Special Operations. Those emergency incidents to which the emergency services organization responds that require specific and advanced training and specialized tools and equipment.

3.3.52 Staging. A specific function where resources are assembled in an area at or near the incident scene to await instructions or assignments.

3.3.53* Standard Operating Procedure (SOP). A written organizational directive that establishes or prescribes specific operational or administrative methods to be followed routinely for the performance of designated operations or actions. [**1521,** 2008]

3.3.54 Strategy. The general plan or direction selected to accomplish incident objectives. [**1051,** 2007]

3.3.55 Supervisor. An emergency services responder who has responsibility for overseeing the performance of other responders assigned to a specific division or group.

3.3.56 Supervisory Level.

3.3.56.1* ***Branch.*** A supervisory level established in either the operations or logistics function to provide a span of control.

3.3.56.2* ***Division.*** A supervisory level established to divide an incident into geographic areas of operations.

3.3.56.3* ***Group.*** A supervisory level established to divide the incident into functional areas of operation.

3.3.57 Supervisory Positions.

3.3.57.1 ***Branch Director.*** A person in a supervisory level position in either the operations or logistics function to provide a span of control.

3.3.57.2 ***Division Supervisor.*** A person in a supervisory level position responsible for a specific geographic area of operations at an incident.

3.3.57.3 ***Group Supervisor.*** A person in a supervisory level position responsible for a functional area of operation.

3.3.58 Tactical Radio Channel. See 3.3.43.3.

3.3.59* Technical Specialist. A person with specialized skills, training, and/or certification who can be used anywhere

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within the incident management system organization where his or her skills might be required.

3.3.60* Unified Command. An application of the incident command system (ICS) that allows all agencies with jurisdictional responsibility for an incident or planned event, either geographical or functional, to manage an incident or planned event by establishing a common set of incident objectives and strategies.

Chapter 4 System Implementation

4.1* General. The incident management system shall provide structure and coordination to the management of emergency incident operations to provide for the safety and health of emergency services organization (ESO) responders and other persons involved in those activities.

4.2* Risk Management.

4.2.1 The incident management system shall integrate risk management into the regular functions of incident command.

4.2.2 The risk management plan shall meet the requirements of Chapter 4 of NFPA 1500.

4.3 System Flexibility.

4.3.1* The incident command system is flexible and shall be implemented based upon the needs of the incident.

4.3.2 This standard shall not restrict any jurisdiction from exceeding these minimum requirements or from adopting a system tailored to meet local needs while satisfying the minimum requirements of this standard.

4.4 Implementation.

4.4.1* The ESO shall adopt an incident management system to manage all emergency incidents.

4.4.2 The incident management system shall be designed to meet the particular characteristics of the incident based on its size and complexity, as well as the operating environment.

4.4.3 The incident management system shall be defined and documented in writing.

4.4.4 Standard operating procedures (SOPs) shall include the requirements for implementation of the incident management system and shall describe the options that are available for application according to the needs of each particular situation.

4.4.5* The ESO shall prepare and adopt written plans based on the incident management system that address the requirements of the different types of incidents that can be anticipated.

4.4.6* The plans described in 4.4.5 shall address both routine and unusual incidents and shall provide standardized procedures and supervisory assignments that can be applied to the needs of situations of differing types, sizes, and complexities.

4.4.7 The incident management system shall be utilized at all emergency incidents.

4.4.8 The incident management system shall be applied to drills, exercises, and other situations that involve hazards similar to those encountered at actual emergency incidents and to simulated incidents that are conducted for training and familiarization purposes.

4.4.9* The incident management system prescribed by this standard shall be used by trained individuals and applied in a manner that meets the needs of each particular situation.

4.4.10 The incident commander shall apply the incident management system in a manner that is appropriate for the circumstances of each specific situation.

4.5 Resource Accountability.

4.5.1* The ESO shall develop and routinely use a system to maintain accountability for all resources assigned to the incident with special emphasis on the accountability of personnel.

4.5.2 The system shall maintain accountability for the location and status condition of each organizational element at the scene of the incident.

4.5.3 The system shall include a specific means to identify and keep track of responders entering and leaving hazardous areas, especially where special protective equipment is required.

4.5.4* The system shall provide for the use of additional accountability personnel based on the size, complexity, or needs of the incident.

4.5.5* Responder accountability shall be maintained and communicated within the incident management system when responders in any configuration are relocated at an incident.

4.5.6* Supervisors shall maintain accountability of resources assigned within the supervisor's geographical or functional area of responsibility.

4.5.7 Supervisors assigned to specific geographic areas shall be located in areas that allow each supervisor to maintain accountability of his or her assigned resources.

4.5.8 Where assigned as a company/crew/unit, responders shall be responsible to remain under the supervision of their assigned company/crew/unit supervisor.

4.5.9 Responders shall be personally responsible for following the personnel accountability system procedures.

4.5.10* Responders who arrive at an incident in or on marked apparatus shall be identified by a system that provides an accurate accounting of the responders on each apparatus.

4.5.11* Responders who arrive at the scene of the incident by means other than emergency response vehicles shall be identified by a system that accounts for their presence and their assignment at the incident scene.

4.5.12* The accountability system shall include an SOP for the evacuation of responders from an area where an imminent hazard condition is found to exist.

4.5.13 The SOP described in 4.5.12 shall indicate the method to be used to immediately notify all responders.

4.5.14* The system shall also provide a process for the rapid accounting of all responders at the incident scene.

4.6 Incident Scene Rehabilitation.

4.6.1* The incident commander shall consider the circumstances of each incident and make provisions for the rest and rehabilitation of responders operating at the scene.

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4.6.2 After rehabilitation, responders shall receive a new incident assignment, return to the staging area to await an incident assignment, or be released from the incident.

4.7 System Qualification Process.

4.7.1 ESOs shall develop and implement a qualification process specific to their organization to ensure that members who function in the incident management system (IMS) are qualified to function in incident management positions in the types of incidents that the ESO would be expected to respond to.

4.7.2 The qualification system shall be developed to support a typing scheme as follows:

(1) *Type 5 — Local, discipline specific.* An organization formed at an incident capable of operating an incident management system from its initial establishment up to and including a full operational period as defined by the agency or jurisdiction.
(2)* *Type 4 — Local, agency, or jurisdiction specific.* An organized team capable of operating an incident management system that could involve resources from multiple agencies from the discovery of, and arrival at, an incident up to and including a full operational period as defined by the agency or jurisdiction.
(3)* *Type 3 — Regional or state, multi-agency/multi-jurisdiction.* An organized team capable of operating an incident management system that involves resources from multiple agencies and jurisdictions from the local though federal level for multiple operational periods.
(4)* *Type 2 — State or national.* An organized team, qualified and certified at the federal level, capable of operating an incident management system that involves utilization of significant numbers of state- and federal-level resources.
(5) *Type 1 — National.* An organized team, qualified and certified at the federal level, capable of operating an incident management system that involves utilization of significant numbers of federal-level resources.

4.7.3 ESOs can elect to qualify members of the organization at or above Type 5, which shall be the minimum level of qualification to function in the incident management system.

4.7.4 ESO specific incident management system qualification processes shall be compatible with the National Incident Management System.

4.8 Training and Qualifications.

4.8.1* All responders who are involved in emergency operations shall be trained in the incident management and personnel accountability systems to the anticipated level of their involvement.

4.8.2 The ESO shall provide refresher training at least annually.

4.8.3 Responders who are expected to perform as incident commanders or to be assigned to supervisory levels within the command structure shall be trained in and familiar with the incident management system and the particular levels at which they are expected to perform.

4.8.4 The ESO shall define training and experience requirements.

4.8.5* The incident commander shall make assignments based on the availability, qualifications, and expertise of individuals.

Chapter 5 Functions and Structure of Command

5.1 Command Structure.

5.1.1 The incident management system shall provide a series of supervisory levels to be implemented to create a command structure.

5.1.2 The particular levels to be utilized in each situation shall depend on the nature of the incident and the scale and complexity of emergency services organization (ESO) activities at the scene.

5.1.3 The incident management system shall be modular to allow the application of only those elements that are necessary at a particular incident and to allow elements to be activated or deactivated as the needs of the incident change with time.

5.1.4 The system shall provide for a routine process of escalation as additional resources are utilized.

5.1.5 The incident commander shall determine which levels and elements of the incident management system are to be implemented in each case and shall develop the command structure for each incident by assigning supervisory responsibilities according to SOPs.

5.1.6* The command structure for each incident shall maintain an effective supervisory span of control at each level of the organization.

5.1.7 An effective span of control shall be determined by the ability of each supervisory position to monitor the activities of assigned subordinates and to communicate effectively with them.

5.1.8 The incident management system shall define standardized supervisory assignments.

5.1.9 The assignments described in 5.1.8 shall be activated upon assignment by the incident commander.

5.1.10* Standardized supervisory assignments shall define the role, authority, and responsibilities of assigned responders.

5.1.11 Assignments shall be defined by function or by location at the scene of the incident.

5.1.12 The scope of authority to be delegated at each supervisory level shall be outlined in SOPs.

5.1.13 An assignment that is defined by function shall be based on performing or supervising a particular function or set of functions.

5.1.14 An assignment that is defined by location shall be based on supervising all activities that are conducted within a designated area.

5.1.15 The area shall be defined by standard terminology or specified by the incident commander at the time of assignment.

5.1.16 The incident commander shall have the authority to modify standard assignments or to apply them in a manner that suits the particular needs of an incident.

5.1.17 The incident commander shall be responsible to clearly identify the parameters of an assignment when deviating from the standard assignments in 5.1.10.

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5.2 Coordination.

5.2.1* Where the incident is under the command authority of a single ESO, the incident commander shall provide for liaison and coordination with all assisting and cooperating agencies.

5.2.2 Where the incident is under the overall jurisdiction of another agency that has not implemented an incident management system, the ESO shall utilize the incident management system to manage its own operations and coordinate its activities with the agency having overall jurisdiction.

5.3 Incident Commander.

5.3.1 The incident commander shall have overall authority for management of the incident.

5.3.2 The incident commander shall ensure that adequate safety measures are in place.

5.3.3* The incident management system shall clearly identify who is in overall command at the scene for the duration of the incident.

5.3.4* SOPs shall provide for one individual to assume the role of incident commander from the beginning of operations at the scene of each incident.

5.3.5 The incident management system shall provide for the transfer of the assignment of incident commander to take place one or more times during the course of an incident.

5.3.6* SOPs shall define the circumstances and procedures for transferring command to another on-scene officer/member and shall specify to whom command shall be transferred.

5.3.7 Command Post.

5.3.7.1 Following the initial stages of an incident, the incident commander shall establish a stationary command post.

5.3.7.2* In establishing a command post, the incident commander shall ensure the following:

(1) The command post is located in or tied to a vehicle to establish presence and visibility.
(2) The command post includes radio capability to monitor and communicate with assigned tactical, command, and designated emergency traffic channels for that incident.
(3) The location of the command post is communicated to the communications center.
(4) The incident commander, or his or her designee, is present at the command post.
(5)*The command post shall be located in the cold zone of an incident.
(6) The command post at a high-rise incident shall be located over 200 ft (60 m) from the collapse zone.

5.3.8 The incident commander shall continually conduct a thorough evaluation of the situation.

5.3.9 The incident commander shall be responsible for controlling communications on the tactical, command, and designated emergency traffic channels for that incident.

5.3.10 The incident commander shall maintain an awareness of the location and function of all companies or units at the scene of the incident.

5.3.11 The incident commander shall be responsible for overall responder accountability for the incident.

5.3.12 The incident commander shall initiate an accountability and inventory worksheet at the beginning of operations and shall maintain that system throughout operations.

5.3.13 The incident commander and members who are assigned a supervisory responsibility that involves multiple companies or crews under their command shall have an additional member(s) assigned to facilitate the tracking and accountability of the assigned companies or crews.

5.3.14 The incident commander shall request additional resources as needed.

5.3.15 Incident Action Plan.

5.3.15.1 The incident commander shall be responsible for developing and/or approving an incident action plan (IAP).

5.3.15.2* This IAP shall be communicated to all staged and assigned members at an incident.

5.3.16 The incident commander shall keep the safety officer informed of strategic and tactical plans and any changing conditions.

5.3.17* The incident commander shall evaluate the risk to responders with respect to the purpose and potential results of their actions in each situation.

5.3.18 In situations where the risk to emergency service responders is excessive, as defined in 5.3.19, activities shall be limited to defensive operations.

5.3.19* The following risk management principles shall be utilized by the incident commander:

(1) Activities that present a significant risk to the safety of responders shall be limited to situations that have the potential to save endangered lives.
(2) Activities that are routinely employed to protect property shall be recognized as inherent risks to the safety of responders, and actions shall be taken to reduce or avoid these risks.
(3) No risk to the safety of responders shall be acceptable where there is no possibility to save lives or property.

5.3.20 The incident commander shall be responsible for developing the command organization for the incident.

5.3.21 The incident commander shall coordinate activity for all command and general staff positions.

5.3.22 The incident commander shall conduct planning meetings as required.

5.3.23 The incident commander shall be responsible for reviewing, evaluating, and revising the IAP and overall strategy of the incident.

5.3.24 The incident commander shall be responsible for the continuation, transfer, and termination of command at an incident.

5.3.25 The incident commander shall order the demobilization of resources when appropriate.

5.3.26* The incident commander shall provide for control of access to the incident scene.

5.3.27 The incident commander shall make appropriate incident status notifications to key people, officials, and the agency administrator.

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5.3.28 The incident commander shall authorize release of information to the news media.

5.3.29 The incident commander shall interface with any department operation center (DOC), area command, and in the absences of a DOC or area command, an established emergency operation center.

5.3.30 The incident commander shall establish a unified command at a multi-agency or multi-jurisdictional incident when agencies have jurisdictional responsibility for an incident, either geographic or functional.

5.4* Intelligence. The intelligence function shall be established when required.

5.5* Unified Command.

5.5.1* The ESO shall develop a system for a unified command in coordination with other agencies that are involved at an emergency incident.

5.5.2 The incident management system shall include a provision to designate one incident commander or to establish unified command.

5.6* Area Command.

5.6.1* When area command is implemented, it shall have the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are managed in accordance with the incident management system, and ensure that objectives are met and strategies are followed.

5.6.2 Area command shall establish a tactical area within which to allocate resources.

5.6.3 The relationships between an area commander and incident commanders, and between an area commander(s) and agency communication centers, need to be established prior to an incident.

5.6.4 Area command shall determine if the dispatch center will continue to allocate resources directly to the incident(s), or to locations from which area command can dispatch the resources into the identified tactical area.

5.6.5* If the resources are to be allocated to a location from which area command will dispatch the resources, the local dispatch center shall give all incidents within the tactical area to the area command.

5.7* Multi-Agency Coordination System. When it is deemed necessary to coordinate resources at the regional level, a multi-agency coordination system (MACS) shall be established based upon direction by the authority having jurisdiction to facilitate the coordination and support between agencies or jurisdictions.

5.8 Supervisory Personnel.

5.8.1* Risk management principles shall be employed routinely by supervisory personnel at all levels of the incident management system to define the limits of acceptable and unacceptable positions and functions for all responders at the incident scene.

5.8.2* Supervisory personnel shall assume responsibility for activities within their span of control, including responsibility for the safety and health of responders and other authorized persons within their designated areas.

5.8.3 Objectives.

5.8.3.1 Supervisory personnel shall work toward assigned objectives, within the overall strategy defined by the incident commander.

5.8.3.2* Supervisory personnel shall, on a regular basis, report progress, or lack of progress, in meeting those objectives as well as any deviation from established plans.

5.8.4 Supervisory personnel at each level of the command structure shall receive direction from, and shall provide progress reports to, supervisory personnel at a higher level.

5.8.5 Supervisory personnel shall be alert to recognize conditions and actions that create a hazard within their spans of control.

5.8.6 All supervisory personnel shall have the authority and responsibility to take immediate action to correct imminent hazards and to advise their supervisory personnel regarding such action.

5.8.7 Supervisory personnel shall coordinate their activities with other supervisory personnel at the same level and shall provide direction to supervisory personnel at a lower level or to responders within their spans of control.

5.8.8 Conflicting Orders.

5.8.8.1* Where conflicting orders are received at any level of the incident management system, the individual receiving the conflicting order shall inform the individual giving the order that a conflict exists.

5.8.8.2 If the conflicting order is required to be carried out, the individual giving the conflicting order shall so inform the individual who provided the initial order.

5.8.9 Supervisory Awareness.

5.8.9.1 All supervisory personnel shall maintain a constant awareness of the position and function of all responders assigned to operate under their supervision.

5.8.9.2 This awareness shall serve as the basic means of accountability that shall be required for operational safety.

5.9 Command Staff.

5.9.1 Command staff functions shall include those elements of the incident management system that operate in direct support of the incident commander and contribute to the overall management of the incident.

5.9.2* SOPs shall define the roles and responsibilities of responders assigned to command staff functions.

5.9.3 Command Staff Positions.

5.9.3.1 Three specific staff positions shall be identified as follows:

(1) Public information officer
(2) Liaison officer
(3) Safety officer

5.9.3.2* Additional staff functions shall be assigned depending on the nature and location of the incident or on requirements established by the incident commander.

5.9.4 Public Information Officer.

5.9.4.1 The public information officer (PIO) shall be integrated within the incident management system as a command staff member.

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5.9.4.2* The public information officer shall develop and release information about the incident to the news media, to incident personnel, and to other appropriate agencies and organizations.

5.9.4.3 Only one public information officer shall be assigned for each incident, including incidents operating under unified command and multi-jurisdiction incidents.

5.9.4.4 The public information officer shall be permitted to have assistants as necessary, and the assistants shall be permitted to also represent assisting agencies or jurisdictions.

5.9.4.5 The public information officer shall have the following major responsibilities at any incident:

(1) Determine from the incident commander if there are any limits on information release
(2) Develop material for use in media briefings
(3) Obtain incident commander's approval of media releases
(4) Inform media and conduct media briefings
(5) Arrange for tours and other interviews or briefings as requested
(6) Obtain media information that can be useful to incident planning
(7) Maintain current information summaries and/or displays on the incident and provide information on status of incident to assigned personnel
(8) Maintain unit log

5.9.5* Liaison Officer.

5.9.5.1 The liaison officer shall be integrated within the incident management system as a command staff member.

5.9.5.2 The incident commander shall be permitted to establish the position of liaison officer on the command staff when incidents are multi-jurisdictional or have several agencies involved.

5.9.5.3* The liaison officer shall be the contact for the personnel assigned to the incident by assisting or cooperating agencies.

5.9.5.4 The liaison officer shall have the following major responsibilities at any incident:

(1) Be a contact point for agency representatives
(2) Maintain a list of assisting and cooperating agencies and agency representatives
(3) Assist in establishing and coordinating interagency contacts
(4) Keep agencies supporting the incident aware of incident status
(5) Monitor incident operations to identify current or potential interorganizational problems
(6) Participate in planning meetings and provide current resource status, including limitations and capability of assisting agency resources
(7) Maintain unit log

5.9.6 Safety Officer.

5.9.6.1* The safety officer (SO) shall be integrated within the incident management system as a command staff member. *(See Annex C.)*

5.9.6.2* SOPs shall define criteria for the response or appointment of a safety officer.

5.9.6.3 If the safety officer is designated by the incident commander, the ESO shall establish criteria for appointment based upon 4.8.5.

5.9.6.4* Assistant safety officers shall be assigned when activities, incident size, incident complexity, or other needs warrant extra personnel to ensure the achievement of safety functions.

5.9.6.5* The safety officer and assistant safety officer(s) shall be specifically identifiable on the incident scene.

5.9.6.6 Scene Safety.

5.9.6.6.1 The safety officer shall monitor conditions, activities, and operations to determine whether they fall within the criteria as defined in the fire department's risk management plan.

5.9.6.6.2 When the perceived risk(s) is not within the criteria of 5.9.6.6.1, the safety officer shall take action as outlined in 5.3.18.

5.9.6.6.3 The major responsibilities of the safety officer, which shall apply to any incident, are as follows:

(1) Participate in planning meetings
(2) Identify hazardous situations associated with the incident
(3) Review the IAP for safety implications
(4) Exercise emergency authority to stop and prevent unsafe acts
(5) Investigate accidents that have occurred within the incident area
(6) Assign assistants as needed
(7) Review and approve the medical plan
(8) Maintain unit log

5.10* General Staff. An incident management system shall include the general staff sections of operations, planning, logistics, and finance/administration.

5.10.1 Operations Section.

5.10.1.1 Operations section functions shall include those tactical operations of the incident management system that are within the primary mission of the ESO.

5.10.1.2* The incident commander shall assign intermediate levels of supervision and organize resources following SOPs based on the scale and complexity of operations.

5.10.1.3* All supervisory personnel assigned to operations functions shall support an overall strategic plan, as directed by the incident commander, and shall work toward the accomplishment of tactical objectives.

5.10.1.4 Supervisory personnel assigned to operations functions shall be accountable for all resources assigned under their span of control and for coordination with higher levels of the command structure and with other supervisory personnel at the same level.

5.10.1.5 Supervisory personnel shall ensure that the safety and health of all responders is the primary consideration.

5.10.1.6 The following major responsibilities of the operations section chief shall apply to any incident:

(1) Manage tactical operations as follows:
    (a) Interact with next lower level of section (branch or division/group) to develop the operations portion of the IAP
    (b) Request resources needed to implement the operation's tactics as a part of the IAP

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(2) Assist in development of the operations portion of the IAP
(3) Supervise the execution of the IAP for operations as follows:
  (a) Maintain close contact with subordinate positions
  (b) Ensure safe tactical operations
(4) Request additional resources to support tactical operations
(5) Approve release of resources from assigned status (not release from the incident)
(6) Make or approve expedient changes to the IAP during the operational period as necessary
(7) Maintain close communication with the incident commander
(8) Maintain unit log

5.10.1.7 The incident commander shall be permitted to assign single resources, task forces, or strike teams in tactical assignments without activation of either the section or branches.

5.10.1.8 Staging.

5.10.1.8.1* The incident management system shall provide a standard system to manage reserves of responders and other resources at or near the scene of the incident.

5.10.1.8.2* When emergency activities are being conducted in a location where there would be a delay in activating staged resources, the incident commander shall establish staging areas close to the area where the need for those resources is anticipated.

5.10.1.9 Staging Area Manager.

5.10.1.9.1 The staging area manager shall report to the operations section chief or to the incident commander if the operations section chief position has not been filled.

5.10.1.9.2 The following major responsibilities of the staging area manager shall apply to any incident:

(1) Establish layout of staging area
(2) Post areas for identification and traffic control
(3) Provide check-in for incoming resources
(4) Determine required resource reserve levels from the operations section chief or incident commander
(5) Advise the operations section chief or incident commander when reserve levels reach minimums
(6) Maintain and provide status to resource unit of all resources in staging area
(7) Respond to operations section chief or incident commander requests for resources
(8) Request logistical support for personnel and/or equipment as needed
(9) Maintain staging area in an orderly condition
(10) Demobilize or move staging area as required
(11) Maintain unit log

5.10.2 Planning Section.

5.10.2.1 Planning section staff functions shall include those components of the incident management system involved with information management that support the incident commander and other levels of the incident command structure.

5.10.2.2* The incident management system shall include a standard approach for the collection, evaluation, dissemination, and use of information.

5.10.2.3 The planning staff shall account for the organizational structure, availability of resources, deployment of resources, and situation status reports.

5.10.2.4 The incident management system shall include standard methods and terminology to record and track the assignment of resources for the duration of an incident.

5.10.2.5 The incident management system shall include a standard approach to utilize technical specialists to support the development of strategic plans and to assist the incident commander.

5.10.2.6 The four units that shall be permitted to be established within the planning section are as follows:

(1) Resources unit
(2) Situation unit
(3) Documentation unit
(4) Demobilization unit

5.10.2.7* The incident commander shall be permitted to activate specific units within the planning section without activation of the entire section.

5.10.2.8 The following major responsibilities of the planning section shall apply to any incident:

(1) Collect and process situation information about the incident
(2) Supervise preparation of the IAP
(3) Provide input to the incident commander and operations section chief in preparing the IAP
(4) Reassign out-of-service personnel already on site to incident management system organizational positions as appropriate
(5) Establish information requirements and reporting schedules for planning section units (e.g., resources, situation units)
(6) Determine need for any specialized resources in support of the incident
(7) Establish special information collection activities as necessary (weather, environmental, toxins, etc.)
(8) Assemble information on alternative strategies
(9) Provide periodic predictions on incident potential
(10) Report any significant changes in incident status
(11) Compile and display incident status information
(12) Oversee preparation of incident demobilization plan
(13) Incorporate the incident traffic plan (from ground support) and other supporting plans into the IAP
(14) Maintain unit log

5.10.3 Logistics Section.

5.10.3.1 The logistics section shall provide services and support systems to all the organizational components involved in the incident including facilities, transportation, supplies, equipment maintenance, fueling, feeding, communications, and medical services/responder rehabilitation.

5.10.3.2* The six units that shall be permitted to be established within the logistics section are as follows:

(1) Supply unit
(2) Facilities unit
(3) Ground support unit
(4) Communications unit
(5) Food unit
(6) Medical services/responder rehabilitation unit

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5.10.3.3* The incident commander shall be permitted to activate specific units within the logistics section without activation of the entire section.

5.10.3.4 The following major responsibilities of the logistics section shall apply to any incident:

(1) Manage all incident logistics
(2) Provide logistical input to the incident commander in preparing the IAP
(3) Brief branch directors and unit leaders as needed
(4) Identify anticipated and known incident service and support requirements
(5) Request additional resources as needed
(6) Review and provide input to the communications plan, medical plan, and traffic plan
(7) Supervise requests for additional resources
(8) Oversee demobilization of logistics section

5.10.3.5* When implementing logistics at an incident in a high-rise building, the following additional functional assignments shall be included:

(1) Base
(2) Lobby control
(3) Systems control
(4) Expanded ground (stairwell) support

5.10.4 Finance/Administration Section.

5.10.4.1* The incident management system shall provide finance/administrative services where necessary.

5.10.4.2 The incident commander shall assign finance/administrative functions on the basis of the needs or complexity of the incident.

5.10.4.3* The four units that shall be permitted to be established within the finance/administration section are as follows:

(1) Time unit
(2) Procurement unit
(3) Compensation/claims unit
(4) Cost unit

5.10.4.4 The incident commander shall be permitted to activate specific units within the finance/administration section without activation of the entire section.

5.10.4.5 The following major responsibilities of the finance/administration section shall apply to any incident:

(1) Manage all financial aspects of an incident
(2) Provide financial and cost analysis information as requested
(3) Gather pertinent information from briefings with responsible agencies
(4) Develop an operating plan for the finance/administration section.
(5) Fill supply and support needs
(6) Determine need to set up and operate an incident commissary
(7) Meet with representatives of assisting and cooperating agencies as needed
(8) Maintain daily contact with agency's administrative headquarters on finance/administration matters
(9) Ensure that all personnel time records are accurately completed and transmitted to home agencies, according to policy
(10) Provide financial input to demobilization planning
(11) Ensure that all obligation documents initiated at the incident are properly prepared and completed
(12) Brief the agency's administrative personnel on all incident-related financial issues needing attention or follow-up

Chapter 6 Communications and Information Management

6.1* Communications Systems.

6.1.1 The communications system shall meet the requirements of the emergency services organization (ESO) for both routine and large-scale emergencies.

6.1.2 The communications system shall have the capacity to provide one dispatch radio channel and a separate tactical radio channel for initial use at the incident.

6.1.3 When a division or group has been implemented, the communications system shall have the capacity to provide a dispatch radio channel, a command radio channel, and a tactical radio channel.

6.1.4* The communications system shall provide reserve capacity for complex or multiple incidents.

6.1.5 The ESO shall provide for communications interoperability with mutual aid resources or other agencies that could be expected to respond to a major incident.

6.1.6 The ESO shall develop an information management system.

6.2 Protocols and Terminology.

6.2.1 The incident management system shall include SOPs for radio communications that provide for the use of standard protocols and terminology at all types of incidents.

6.2.2* Clear text shall be used for radio communications.

6.2.3* Standard terminology shall be established to transmit information, including strategic modes of operation, situation reports, and emergency notifications of imminent hazards.

6.3 Emergency Traffic.

6.3.1* To enable responders to be notified of an emergency condition or situation when they are assigned to an area designated as immediately dangerous to life or health (IDLH), at least one responder on each crew or company shall be equipped with a portable radio and each responder on the crew or company shall be equipped with either a portable radio or another means of electronic communication.

6.3.2* The communications system shall provide a standard method to give priority to the transmission of emergency messages and notification of imminent hazards over that of routine communications to all levels of the incident command structure.

6.3.3* To ensure that clear text is used for an emergency condition at an incident, the ESO shall have an SOP that uses the radio term *emergency traffic* as a designation to clear radio traffic.

6.3.4 Emergency traffic shall be declared by an incident commander, division or group supervisor, or any member who is in trouble, subjected to an emergency condition, or aware of such condition.

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6.3.5 When a member has declared an emergency traffic message, that person shall use clear text to identify the type of emergency, change in conditions, or tactical operations.

6.3.6 When the emergency has been abated or all affected members have been made aware of the hazardous condition or emergency, the incident commander shall permit radio traffic to resume.

6.4 Telecommunicator Support.

6.4.1 The incident management system shall provide SOPs for a telecommunicator to provide support to emergency incident operations.

6.4.2 Telecommunicators shall be trained to function effectively within the incident management system and shall meet the qualifications required by NFPA 1061, *Standard for Professional Qualifications for Public Safety Telecommunicator*.

6.4.3* The incident commander shall be provided with reports of elapsed time-on-scene at emergency incidents in 10-minute intervals from the ESO communications center, until reports are terminated by the incident commander.

Chapter 7 Incident Management Team(s)

7.1 Positions.

7.1.1* An incident management team shall be capable of filling the command and general staff positions.

7.1.2 The authority having jurisdiction (AHJ) shall develop qualifications of each position based on the roles and responsibilities identified in this document.

7.2 Training.

7.2.1* The local agency shall provide training for the responders who fill the incident management team positions.

7.2.2 Team members shall be trained together with full-scale exercises and simulations of sufficient number to develop their proficiency and allow them to maintain the necessary skills.

7.2.3 The AHJ shall require training and planning with adjacent jurisdictions and agencies to jointly develop incident management teams to manage the overall incident.

7.3 Staffing.

7.3.1* Staffing of an incident management team shall provide sufficient responders to provide relief for continuous operation covering multi-operational periods.

7.3.2* The local agency shall develop SOPs for on-call roster (to fill each position on the incident management team), notification and response capability of each member, and a cache of incident command post supplies.

Annex A Explanatory Material

Annex A is not a part of the requirements of this NFPA document but is included for informational purposes only. This annex contains explanatory material, numbered to correspond with the applicable text paragraphs.

A.1.1 This document establishes minimum requirements for the development and implementation of an incident management system. The system is intended to apply to operations conducted at the scene of emergency incidents by an emergency services organization (ESO). Although this document is written largely in terms relating to a single-agency system, it is intended to integrate with emergency management systems that apply to multiple agencies and large-scale situations.

A.1.3.1 For effective use of an incident management system, it should be acknowledged that emergency incidents are rarely true single-discipline events. The emergency services organization's (ESO's) incident management system should be known to participants and integrated with similar systems of other ESOs (such as law enforcement), private emergency medical service providers, and public works agencies. In fact, it is in the best interest of the ESO to promote the use of a standard system on an interagency and interdisciplinary basis.

A.3.2.1 Approved. The National Fire Protection Association does not approve, inspect, or certify any installations, procedures, equipment, or materials; nor does it approve or evaluate testing laboratories. In determining the acceptability of installations, procedures, equipment, or materials, the authority having jurisdiction may base acceptance on compliance with NFPA or other appropriate standards. In the absence of such standards, said authority may require evidence of proper installation, procedure, or use. The authority having jurisdiction may also refer to the listings or labeling practices of an organization that is concerned with product evaluations and is thus in a position to determine compliance with appropriate standards for the current production of listed items.

A.3.2.2 Authority Having Jurisdiction (AHJ). The phrase "authority having jurisdiction," or its acronym AHJ, is used in NFPA documents in a broad manner, since jurisdictions and approval agencies vary, as do their responsibilities. Where public safety is primary, the authority having jurisdiction may be a federal, state, local, or other regional department or individual such as a fire chief; fire marshal; chief of a fire prevention bureau, labor department, or health department; building official; electrical inspector; or others having statutory authority. For insurance purposes, an insurance inspection department, rating bureau, or other insurance company representative may be the authority having jurisdiction. In many circumstances, the property owner or his or her designated agent assumes the role of the authority having jurisdiction; at government installations, the commanding officer or departmental official may be the authority having jurisdiction.

A.3.3.3 Area Command. Area command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed. Area command becomes unified area command when incidents are multi-jurisdictional.

A.3.3.4 Assistant. The command staff positions of safety officer, public information officer, and liaison officer can be assigned an assistant or as many assistants as necessary to complete the assigned tasks.

A.3.3.7 Clear Text. Ten codes or agency-specific codes should not be used when using clear text.

A.3.3.9 Command Staff. Command staff positions can have an assistant or assistants.

A.3.3.10 Department Operations Center (DOC). A department operations center could facilitate mutual aid requests, assistance for hire requests, and other agency issues such as recall of personnel and staffing of resources.

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A.3.3.11 Deputy. In some cases, a deputy could act as relief for a superior and therefore must be fully qualified for the position. Deputies can be assigned to the incident commander, general staff, and branch directors.

A.3.3.17 Emergency Operations Center (EOC). An EOC can be a temporary facility or be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs can be organized by major functional disciplines (e.g., fire, law enforcement, and medical services), by jurisdiction (e.g., federal, state, regional, tribal, city, county), or some combination thereof.

A.3.3.18 Emergency Services Organization (ESO). These organizations can include law enforcement; emergency medical services; fire departments; American Red Cross; Salvation Army; public works; federal, state, or local government agencies; private contractors; environmental agencies; fire brigades; and other organizations.

A.3.3.19 Fire Department. The term *fire department* includes any public, governmental, private, industrial, or military organization providing these services.

A.3.3.23 High-Rise Building. It is the intent of this definition that, in determining the level from which the highest occupiable floor is to be measured, the enforcing agency should exercise reasonable judgment, including consideration of overall accessibility to the building by fire department personnel and vehicular equipment. Where a building is situated on a sloping terrain and there is building access on more than one level, the enforcing agency might select the level that provides the most logical and adequate fire department access. [***5000***, 2006]

A.3.3.24 HSPD-5. HSPD-5 requires all federal departments and agencies to adopt the NIMS and to use it in their individual incident management and emergency programs and activities, as well as in support of all actions taken to assist state, tribal, or local entities. The directive requires the federal departments and agencies to make adoption of the NIMS by state and local organizations a condition for federal preparedness assistance (through grants, contracts, and other activities).

A.3.3.26 Incident Action Plan. An incident action plan can be a verbal plan, tactical worksheet, written plan, or combinations thereof, that reflects the overall incident strategy, tactics, risk management, and member safety that are developed by the incident commander.

A.3.3.28 Incident Commander (IC). The IC has overall authority and responsibility for conducting incident operations and for managing all incident operations at the incident site.

A.3.3.29 Incident Management System (IMS). The system is also referred to as an incident command system (ICS).

The implementation of HSPD-5 led to the development of the National Incident Management System (NIMS). The NIMS is a system mandated by HSPD-5 that provides a consistent nationwide approach for federal, state, local, and tribal governments; the private sector; and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among federal, state, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS; multi-agency coordination systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

In addition to the NIMS, the process also incorporates the National Response Plan. The National Response Plan is defined as a plan mandated by HSPD-5 that integrates federal domestic prevention, preparedness, response, and recovery plans into one all-discipline, all-hazards plan.

A.3.3.30 Incident Management Team (IMT). Incident management teams are generally classified as one of five types—Type I are national teams; Type II are state or national teams; Type III are regional or state, multi-agency or multi-jurisdictional teams; Type IV are local agency- or jurisdiction-specific teams; and Type V are local discipline-specific teams.

An IMT is made up of the command and general staff members in an ICS organization. Persons to fill these positions for various types of incidents or events are often predesignated to ensure that they have the necessary training and experience to fulfill the roles and responsibilities of the ICS position. The level of training and experience of the IMT members, coupled with the identified formal response requirements and responsibilities of the IMT, are factors in determining the Type of the IMT.

A deployable IMT can be requested by the AHJ for events that exceed local capabilities or for other reasons. Such a team is structured to provide incident management assistance to complement and support the existing incident management system (IMS) organization. The emergency services organization can request the IMT to either perform incident support or incident management of the overall emergency.

A.3.3.31 Incident Scene. This location should include the entire area subject to incident-related hazards and all areas used by the emergency services organization responders and equipment in proximity to the incident scene.

A.3.3.36 Multi-Agency Coordination Systems (MACS). These systems assist agencies and organizations to fully integrate the subsystems of the NIMS. The components of multi-agency coordination systems include facilities, equipment, emergency operation centers (EOCs), specific multi-agency coordination entities, personnel, procedures, and communications.

A.3.3.37 National Incident Management System (NIMS). To provide for interoperability and compatibility among federal, state, local, and tribal governments, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS; multi-agency coordination systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

A.3.3.38 National Response Plan. The National Response Plan (NRP) is an all-discipline, all-hazards plan that establishes a single, comprehensive framework for the management of domestic incidents. It provides the structure and mechanisms for the coordination of federal support to state, local, and tribal incident managers and for exercising direct federal authorities and responsibilities. The NRP assists in the important homeland security mission of preventing terrorist attacks within the United States: reducing the vulnerability to all natural and manmade hazards; and minimizing the damage and assisting in the recovery from any type of incident that occurs.

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A.3.3.40 Planned Event. Examples of a planned event are parades, sporting events, air shows, conventions, and controversial court decisions.

A.3.3.42 Public Information Officer. The public information officer can be assigned assistant(s).

A.3.3.43 Radio Channels. For many emergency services organizations (ESOs), the dispatch, command, and tactical channels may only be one or two channels. In some localities, several communities might share several frequencies for public safety operations while in other locations, a small city or town might share radio channels within its governmental agencies (e.g., police, fire, EMS, and public works).

Radio frequency usually refers to the radio frequency of the assigned channel. A radio channel is defined as the width of the channel depending on the type of transmissions and the tolerance for the frequency of emission. A radio channel is normally allocated for radio transmission in a specified type of service or by a specified transmitter.

The ESO needs to ensure that necessary radio channels are available when necessary at complex incidents such as a commercial structure fire, mass-casualty incident, hazardous materials incident, or special operations incident. This might require that the radio system allow the use of available channels to ensure proper communications during large-scale or complex incidents.

The ESO must preplan for not only large-scale or complex incidents, but also for the ability to handle daily operations. Standard operating procedures, radio equipment and other hardware, and dispatch and communications protocols must be in place to ensure that these additional channels are available when needed.

A.3.3.43.3 Tactical Radio Channel. It is also used at the tactical level management unit when implemented.

A.3.3.44 Rapid Intervention Crew/Company (RIC). In some organizations they can also be known as a rapid intervention team. At wildland incidents, this crew designation would be addressed through the planning process and contingency planning.

Emergency services organizations respond to many incidents that present a high risk to the safety of their responders. Organizations operating in compliance with 29 CFR 1910.134, "Respiratory protection," need to have a minimum of two persons on scene, fully equipped outside any potentially immediately dangerous to life and health (IDLH) atmosphere when other responders are operating in an IDLH or potentially IDLH atmosphere. Initially, these responders outside the potentially IDLH atmosphere could have other assignments as long as those assignments do not detract from their being immediately available to perform their assignment as a member of the RIC. As the incident escalates, the rapid intervention crew/company should become a rapid intervention group. The primary purpose of the RIC is the rescue of injured, lost, or trapped emergency service workers. Organizations utilizing an incident management system in accordance with this standard or 29 CFR 1910.120, "Hazardous waste operations and emergency response," along with a personnel accountability system, have incorporated the RIC into their management system. Many organizations have redefined their response plans to include the dispatch of an additional resource (e.g., a fire department engine company, rescue company, or truck company) to respond to incidents and stand by as the rapid intervention crew/company. Incident commanders can assign additional RICs based on the size and complexity of the incident scene. This requirement is also included as part of the emergency operations chapter of NFPA 1500, *Standard on Fire Department Occupational Safety and Health Program.*

A.3.3.49 Safety Officer. The safety officer can be assigned assistant(s).

A.3.3.50 Section. The section is organizationally situated between the branch and the incident command.

A.3.3.51 Special Operations. Special operations include incidents requiring specialized training such as response to structural collapse, confined space, trench, vehicle/machinery, high-angle, water, or wilderness rescue; hazardous materials situations involving chemicals, biological, radiological, nuclear, or explosive materials; and acts of terrorism.

A.3.3.53 Standard Operating Procedure (SOP). The intent of standard operating procedures is to establish directories that must be followed. Standard operating guidelines allow flexibility in application.

A.3.3.56.1 Branch. A branch is organizationally situated between the section and the division or group in the operations section, and between the section and units in the logistics section. Branches are identified by the use of Roman numerals or by functional area.

A.3.3.56.2 Division. Divisions are established when the number of resources exceeds the manageable span of control of the operations chief. A division is located within the ICS organization between the branch and resources in the operations section.

Based upon current federal guidelines, agencies currently using the term *sector* are encouraged to change terminology to become NIMS compliant for their incident and daily operations by using the terms *division* for reference to organizational components based on geographic area and *group* for organizational components based on function.

A.3.3.56.3 Group. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division. Groups, when activated, are located between branches and resources in the operations section. *(See 3.3.56.2, Division.)*

Based upon current federal guidelines, agencies currently using the term *sector* are encouraged to change terminology to become NIMS compliant for their incident and daily operations by using the terms *division* for reference to organizational components based on geographic area and *group* for organizational components based on function.

A.3.3.59 Technical Specialist. Technical specialists could be needed in areas of fire behavior, special operations (i.e., hazardous materials, technical rescue), water resources, environmental concerns, building construction, urban search and rescue (USAR), resource use, training, geographic information systems, and damage inspections.

A.3.3.60 Unified Command. Agencies work together through the designated members of the unified command, often the senior person from agencies and/or disciplines participating in the unified command, to establish a common set of objectives and strategies and a single incident action plan. This is accomplished without losing or abdicating agency authority, responsibility, or accountability.

A.4.1 This standard establishes minimum performance requirements for an incident management system based on con-

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cerns for the safety and health of ESO responders. The benefits of an IMS extend far beyond this single concern, but responder health and safety is considered to be the most important reason to implement such a system. This standard also can be used for guidance in meeting the requirements for an incident command system (ICS) as outlined in other NFPA documents.

A.4.2 The incident commander has the ultimate responsibility for the safety of all ESO responders operating at an incident and for any and all other persons whose safety is affected by ESO operations. Risk management provides a basis for the following:

(1) Standard evaluation of the situation
(2) Strategic decision-making
(3) Tactical planning
(4) Plan evaluation and revision
(5) Operational command and control

A.4.3.1 Many of the requirements of the incident command system (ICS) are implemented based upon the size and complexity of the incident. Each incident commander should consider the incident management system as a toolbox and implement only the areas that are needed based upon the needs at the incident. Adopting a model system is intended to provide a uniform approach to incident management.

A.4.4.1 The ESO should evaluate existing recognized systems in order to develop or adopt a system that meets its own particular requirements and provides compatibility with systems used by other agencies that it would reasonably be expected to work with at emergency incidents.

A.4.4.5 ESOs respond to a wide variety of incidents. Most of these incidents are considered routine and involve a small commitment of resources, while a few incidents involve large commitments of resources, complex situations, and potentially high-risk operations. It is important for an incident management system to accommodate all types and sizes of incidents and to provide for a regular process of escalation from the arrival of the first responding units at a routine incident to the appropriate response for the largest and most complex incidents. The system always should be applied, even to routine incidents, to allow responders to be familiar with it, prepared for escalation, and cognizant of the risks that exist at all incidents.

A.4.4.6 During responder rescue operations, the incident commander should consider doing the following:

(1) Request additional resources
(2) Implement a medical group function
(3) Implement a staging area for resources
(4) Deploy a rapid intervention crew/company
(5) Change from a strategic plan to a high priority rescue operation
(6) Initiate a personnel accountability report (PAR)
(7) Withdraw companies from affected area
(8) Assign a rescue group to manage multiple rapid intervention crews/companies
(9) Assign a safety officer
(10) Assign a backup rapid intervention crew/company if a staged rapid intervention crew/company is deployed
(11) Assign an advanced life support (ALS) or basic life support (BLS) company
(12) Request additional responders based on span of control needs to staff supervisory positions
(13) Request specialized equipment
(14) Ensure that dispatch is monitoring all radio channels
(15) Open appropriate doors to facilitate egress and access
(16) Request additional vertical/horizontal ventilation
(17) Provide lighting at doorways, especially at points of entry

A.4.4.9 An incident management system is intended to provide a standard approach to the management of emergency incidents. The many different and complex situations encountered by emergency responders require a considerable amount of judgment in the application of the incident management system. The primary objective is always to manage the incident, not to fully implement and utilize the incident management system. The incident commander should be able to apply the incident management system in a manner that supports effective and efficient management of the incident. The use of the system should not create an additional challenge for the incident commander.

A.4.5.1 The function of resource accountability should be assigned to personnel who are responsible for maintaining the location and status of all assigned resources at an incident. As the incident escalates, this function would be placed under the planning section.

This function is separate from the role of the incident commander. The incident commander is responsible for the overall command and control of the incident. Due to the importance of responder safety, this function should be assigned to dedicated accountability personnel as the size and complexity of the incident dictates. A number of positions could function in this role including a staff assistant(s), chief officer(s), or another responder(s).

There are many means of accounting for resources. Components can include tactical worksheets, command boards, apparatus riding lists, company responder boards, electronic bar-coding systems, and so forth depending on whether equipment or personnel are being tracked. These components can be used in conjunction with one another to facilitate the tracking of responders by both location and function. The components of any resource accountability system should be modular and expand with the size and complexity of the incident.

A.4.5.4 The accountability personnel should work with the incident commander and division or group supervisors to assist in the ongoing tracking and accountability of all responders.

A.4.5.5 In structural fire situations, responders leaving a geographic area within a multistory structure to change SCBA cylinders outside the structure should be re-assigned and accountability maintained by the responsible division or group supervisor where the responders are being sent (e.g., staging or rehabilitation).

A.4.5.6 Division or group supervisors should report to the responsible supervisor (e.g., incident commander, operations, logistics, base, or staging) depending on the extent to which the incident management system has been implemented, when personnel are re-assigned.

A.4.5.10 For a fire department, a standard system to account for the identity and assignment of each responder could be relatively simple when all responders arrive as assigned crews on fire apparatus. The identity of each crew member should at least be recorded in a standard manner on the vehicle, with each company officer responsible for those responders.

A.4.5.11 In fire departments where members arrive in their own vehicles or assemble at the scene, a system is required to record the identity of each member arriving and to organize them into

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companies/crews/units with appropriate supervision. This requires a standard system of "reporting in" at the incident and becoming part of the organized system of operations.

A.4.5.12 The intent of this requirement is to provide assurance that all responders are notified of urgent safety warnings in the event of an unanticipated emergency situation. The system should include all responders and any other individuals who are operating in areas where they could be endangered.

A.4.5.14 One purpose of the system is to provide rapid determination of whether any responders are missing in the event that an area is required to be evacuated or a structural collapse or other unplanned event occurs. The incident management system should account for the degree of danger that is involved in specific activities and should provide more direct supervision over responders exposed to greater risks.

A.4.6.1 The incident commander should consider the circumstances of each incident and initiate rest and rehabilitation of members in accordance with the fire department's SOPs.

For more information on emergency incident rehabilitation, see NFPA 1584, *Standard on the Rehabilitation Process for Members During Emergency Operations and Training Exercises*, and the U.S. Fire Administration Publication FA-114, *Emergency Incident Rehabilitation*.

A.4.7.2(2) A Type 4 incident management team can be described as follows:

(1) A single- and/or multi-agency team for expanded incidents, typically formed and managed at the city or county level or by a predetermined regional entity
(2) A team of seven to ten trained personnel that respond to incidents that are typically contained within one operational period in the control phase, usually within a few hours after resources arrive on the scene
(3) A team that can be dispatched to manage or help manage incidents requiring a significant number of local and mutual aid resources, such as a major structure fire, a multivehicle crash with multiple patients, an armed robbery, or a hazmat spill; could also be used at public events
(4) A team that can initially manage larger, more complex incidents prior to arrival of a Type 3, Type 2, or Type 1 incident management team (IMT)

A.4.7.2(3) A Type 3 incident management team can be described as follows:

(1) A multi-agency/multi-jurisdiction team for extended incidents, formed and managed at the state, regional, or metropolitan level
(2) A team of 10-20 trained personnel that deploy together to manage major or complex incidents requiring a significant number of local, regional, and state resources, and incidents that extend into multiple operational periods and require a written incident action plan
(3) A team that can be utilized at incidents such as a tornado touchdown, earthquake, flood, or multi-day hostage/standoff situation, or at a planned mass-gathering events
(4) A team that can initially manage larger, more complex incidents prior to arrival of and transition to a Type 2 or Type 1 IMT

A.4.7.2(4) A Type 2 incident management team can be described as follows:

(1) A self-contained, all-hazard or wildland team recognized at the national and state level, coordinated through the state, Geographic Area Coordination Center, or National Interagency Fire Center
(2) A team where all personnel meet the National Wildfire Coordination Group (NWCG) training regimen at the Type 2 level for their specific position
(3) A team of 20-35 personnel that deploy together to manage incidents of regional significance and other incidents requiring a large number of local, regional, state, and national resources, including incidents where operations section personnel approach 200 per operational period and total incident personnel approach 500

A.4.8.1 In addition to being familiar with the basic structure of the incident management system, all responders should be trained to assume initial command of an incident in the absence of a more qualified individual. This applies to a situation where an individual could be the first arriving at the scene of an incident and, therefore, responsible for initiating command responsibilities at the scene.

A.4.8.5 Some functions are performed best by individuals with specific expertise, particularly in highly technical areas. The ESO should endeavor to have more than one qualified individual to perform each essential function within the incident management system.

A.5.1.6 The most important factor in establishing supervisory levels within the command structure is the need to maintain an effective span of control.

A span of control of responders between three and seven is considered desirable in most cases. To maintain an effective span of control at each level of the command structure, the organization should be expanded wherever the need is identified. This can be accomplished by adding levels or reassigning responsibilities within existing levels, or a combination of both. The incident commander also should consider activating additional levels within the command structure where activities become highly complex or are conducted over a large geographic area.

Additional levels of the command structure should be available to the incident commander as an option for activation in complex and large-scale incidents. Plans for large-scale incidents should provide standard organization charts for command structures.

Figure A.5.1.6 shows the organizational chart for the incident command system.

A.5.1.10 The intent of defining standardized assignments is to provide for efficient communications when assignments are made. Instead of explaining each assignment in detail, the incident commander makes assignments that are predefined and described in the SOPs. The incident commander determines which standardized assignments to utilize, depending on the situation. When an assignment is made, both the incident commander and assigned responder know what is expected, based on their knowledge of the written SOP.

SOPs can define certain assignments that would be assumed automatically upon arrival at the scene by designated individuals, such as the safety officer. The pre-assigned individuals should make the incident commander aware of their presence upon arrival and assume their predesignated functions unless otherwise instructed by the incident commander. This could involve relieving an individual who had been assigned to the function pending the arrival of the designated individual.

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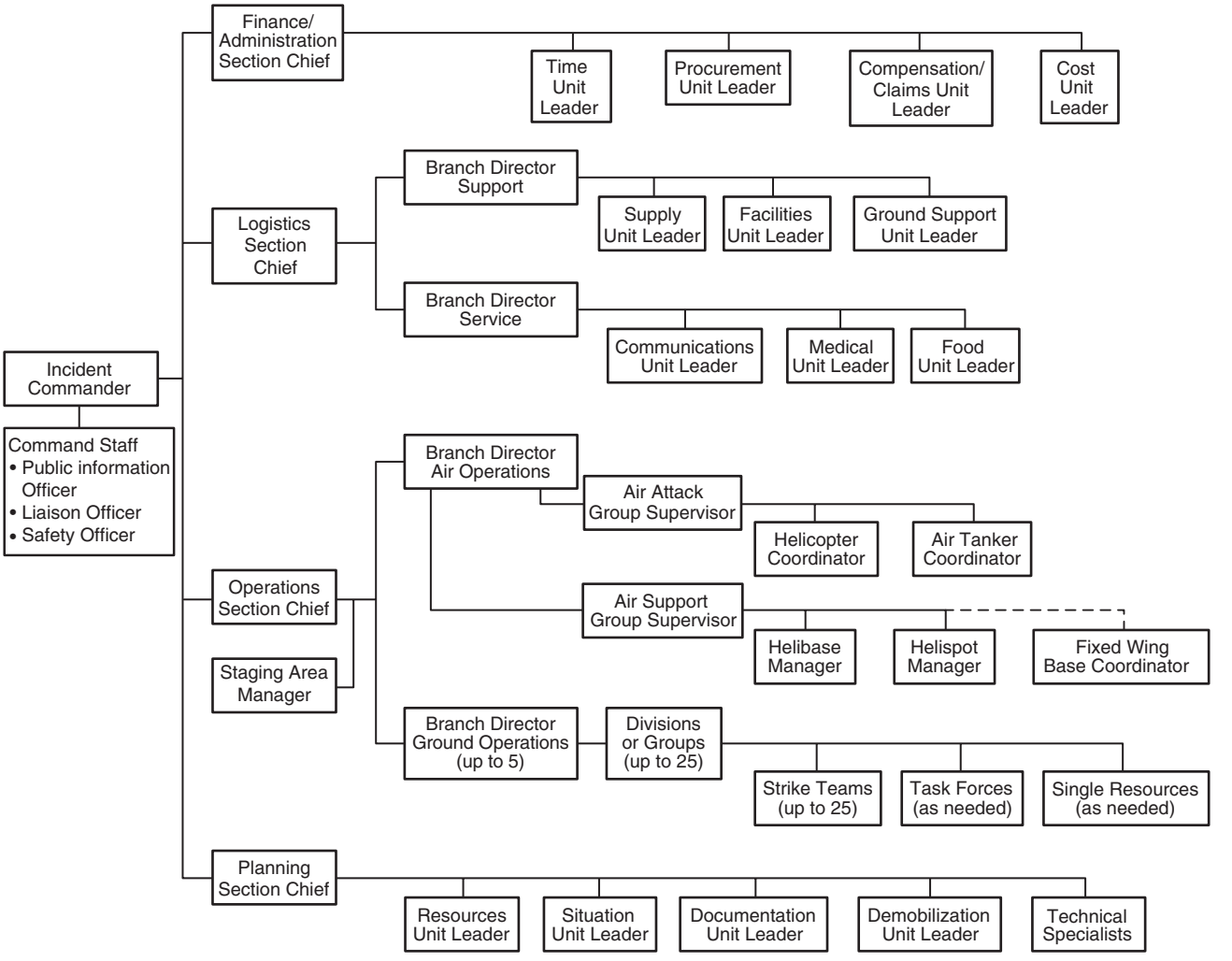

FIGURE A.5.1.6 Command Structure.

In addition to defining the role, authority, and responsibilities, SOPs should provide guidance or direction on how an assignment is to be performed.

These functions generally are performed without geographic limitation and interact with different levels of the command structure. Other functional assignments, such as staging or medical treatment, could refer to both the function and a designated location where it is applied.

A.5.2.1 Designated representatives should be assigned by other agencies involved in emergency incidents to ensure that all functions performed by their agencies support and are coordinated with ESO activities. There should be an established system for representatives of cooperating agencies to report to the command post. Where necessary, the incident commander should assign a designated liaison officer to manage interaction with representatives of other agencies. Where ESOs routinely work together under mutual aid or automatic aid systems, SOPs and communications capabilities should provide for activities to be managed routinely by one incident commander under a management system that does not necessarily require representatives of each ESO to be present at the command post.

A.5.3.3 There should be one clearly identifiable incident commander for the duration of the incident, from the arrival of the first ESO unit until the incident is terminated. Although a succession of individuals could assume the role of incident commander, there should be no question of who is in command. When a transfer of command takes place, it should be performed in a standard manner.

An exception to the "one incident commander" requirement can be permitted where two or more agencies have specific jurisdictional responsibility for an incident. In such circumstances, a unified command guideline can be employed, by prior agreement, with two or more individuals working together to command the incident.

A.5.3.4 The incident management system should be applied to every incident from the arrival of the first individual until termination. At small-scale incidents, the assumption of command can be informal, but the principle of one individual in overall command of the incident should always apply. Routine application of the system is intended to increase familiarity with the concepts and procedures, even where the need to apply a formal command structure is not obvious. The first arriving individual of the ESO, regardless of rank or function,

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should be the incident commander until relieved by a more qualified responder. All responders should be sufficiently familiar with basic responsibilities and communications protocols in order to assume the role of initially arriving incident commander, if only until a more qualified individual arrives.

A.5.3.6 The ESO should establish a protocol of command authority based on rank structure, assignments, and qualifications to define a hierarchy for transferring command. The qualifications required to perform as incident commander should increase with the size and complexity of the incident. SOPs should define the circumstances under which an officer at a higher level should respond to an incident and whether the transfer of command to an officer at a higher level is mandatory or discretionary.

In certain cases, an individual with a higher level of command authority arriving at the scene can direct the current incident commander to continue in this role. The higher level officer is responsible for the command of the incident but could act as an observer or advisor to allow the incident commander to benefit from the experience. The exercise of this option should be at the discretion of the higher ranking officer. *(See Annex E.)*

A.5.3.7.2 In order to effectively command an incident, it is recognized that the incident commander needs to be in the most advantageous position possible. The best position is a fixed, visible, and accessible location at the command post. This can be accomplished utilizing the incident commander's staff vehicle, a designated command vehicle, or fire apparatus. An acceptable alternative is utilizing the rear area of a sport utility vehicle or van-style vehicle. This method will provide the incident commander with an area that is quiet and free of distractions from which to command an incident.

It is also vital for the incident commander to be able to hear all radio transmissions, especially from those operating on scene. The best way to accomplish this is through the use of a radio communication headset. This will enable the incident commander to be in the best position possible to hear critical radio transmissions.

The incident command post also should be visible and recognizable. This can be accomplished by displaying a colored light, flag, banner, or other symbol to mark the location. Where special command post vehicles are used, such vehicles are usually marked with distinctive identification to make the command post recognizable.

A.5.3.7.2(5) The cold zone establishes the public exclusion or clean zone. There are minimal risks for human injury and/or exposure in this zone. For more information on control zones, see A.8.6.2 in NFPA 1500, *Standard on Fire Department Occupational Safety and Health Program.*

A.5.3.15.2 In the initial stages of an incident, the IAP can be communicated verbally.

A.5.3.17 The acceptable level of risk is directly related to the potential to save lives or property. Where there is no potential to save lives, the risk to ESO responders needs to be evaluated in proportion to the ability to save property of value. Where there is no ability to save lives or property, there is no justification to expose ESO responders to any avoidable risk, and defensive fire suppression operations are the appropriate strategy.

A.5.3.19 The risk to ESO responders is the most important factor considered by the incident commander in determining the strategy that will be employed in each situation. The management of risk levels involves all of the following factors:

(1) Routine evaluation of risk in all situations
(2) Well-defined strategic options
(3) Standard operating procedures (SOPs)
(4) Effective training
(5) Full protective clothing and equipment
(6) Effective incident management and communications
(7) Safety procedures and safety officer
(8) Backup crews for rapid intervention
(9) Adequate resources
(10) Rest and rehabilitation
(11) Regular re-evaluation of conditions
(12) Pessimistic evaluation of changing conditions
(13) Experience based on previous incidents and critiques

A.5.3.26 The incident management system should include standard operating procedures to protect responders from hazards and to keep unauthorized persons out of hazardous areas. All supervisory personnel should be aware of hazards and should take the necessary steps to control access to areas under their supervision. The incident commander should provide for control of access to the entire incident scene and, where appropriate, should exclude, establish limitations for, or provide an escort for non-ESO responders.

A.5.4 The intelligence function, as an organizational component, can be established as a law enforcement management component but might not always be within the command staff. It can appear in one of the following four places within an incident command system organization, depending on the nature of the incident and the need for use of classified or sensitive information:

(1) Within the command staff
(2) As a unit or technical position within the planning section
(3) As a branch within the operations section
(4) As a separate general staff section

A.5.5 One approach that is used for multi-jurisdictional incidents is "unified command." In this system, each agency having jurisdictional or statutory responsibility for the outcome of the incident can have its own designated incident commander, with all of the incident commanders working together to develop one unified plan of action. This approach should be used only within a well-established interagency SOP.

Unified command is a team effort process, allowing all agencies with geographical, functional, or statutory responsibility for an incident to establish a common set of incident objectives and strategies that all involved organizations agree upon. This is accomplished without losing or abdicating agency authority, responsibility, or accountability.

Where multiple jurisdictions are responsible for the outcome of the incident, the plan should incorporate a process to assign, divide, or share overall command responsibilities in a standard manner. It is essential to establish the roles, responsibilities, and relationships of the different agencies that could be involved in advance of a major incident.

In incident management system unified command, resources stay under the administrative and policy control of their agencies. Operationally, resources are deployed by a single operations section chief based on the requirements of the incident action plan.

The operations section chief will normally be from the jurisdiction or agency that has the greatest involvement in the incident. The selection of the operations section chief should

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be agreed upon by the unified command, as the operations section chief will have full authority to implement the tactical operations portion of the incident action plan. It is also necessary to agree on other general staff personnel who will be implementing their portions of the incident action plan.

Unified command represents an important element in increasing the effectiveness of multi-jurisdictional or multi-agency incidents. As incidents become more complex and involve more agencies, the need for unified command is increased.

Under unified command, the various jurisdictions and/or agencies are blended together into an integrated unified team. The resulting organization could be a mix of personnel from several jurisdictions or agencies, each performing functions as appropriate and working toward a common set of objectives.

Lack of knowledge about the incident management system can limit the willingness of some jurisdictions or agencies to participate in a unified command incident organization. It is impossible to implement unified command unless agencies have agreed to participate in the process.

A single incident command post should be established, as should other facilities where all agencies can operate together, as needed. The confusion created by separate command, planning, and logistical set-ups should be avoided.

Figure A.5.5(a) shows a typical organization chart for a unified command at an incident that involves both fire and law enforcement operations. If an area command has been established, the unified command would report to the area command.

Figure A.5.5(b) shows a typical organization chart for a unified command at a multijurisdictional, multicasualty incident. In this case, each city would have an incident commander at the unified command. The unified command should ensure that a centralized medical communication function is established, coordinating modes of patient transportation destination decisions between jurisdictions, impacted areas, and response agencies.

A.5.5.1 The incident management system should be a component of interagency and multi-jurisdictional planning for emergency operations. An ESO is seldom the only agency involved in activities at the scene of emergency incidents, particularly large-scale incidents. Any other agencies that have an established role at emergency incidents also should be included.

The incident management system also should be integrated with plans for major emergencies that could involve activities at different sites. In these circumstances, the incident management system as defined in this document should apply specifically to activities conducted at a particular site and should be integrated with large-scale plans for the coordination of activities at multiple sites.

A.5.6 Major disasters such as earthquakes, floods, multiple fires, or severe storms can create a large number of incidents affecting multi-jurisdictional areas. Due to the size and broad area of potential impact, these incidents provide an appropriate environment to designate an area command to allocate resources within the identified tactical area.

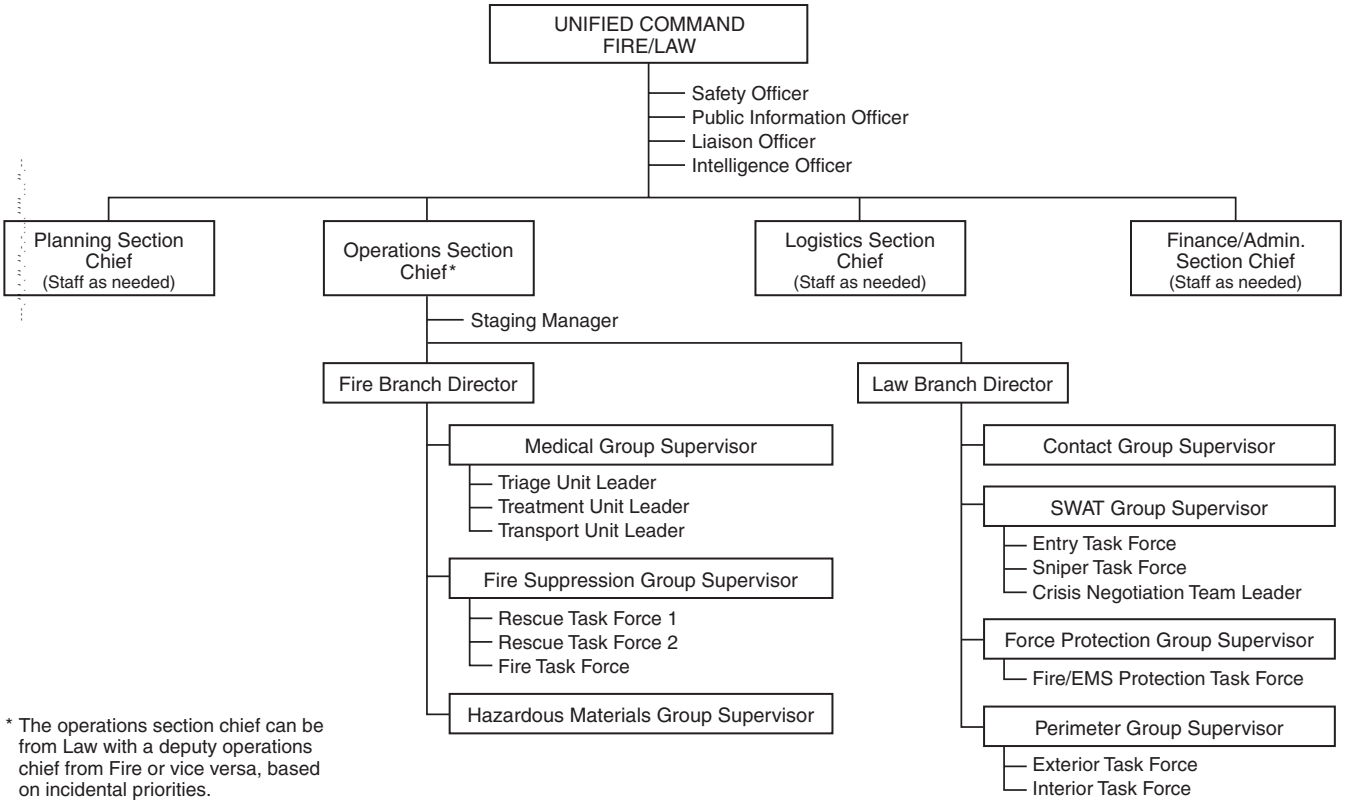

FIGURE A.5.5(a) Organization for a Unified Command Involving Fire and Law.

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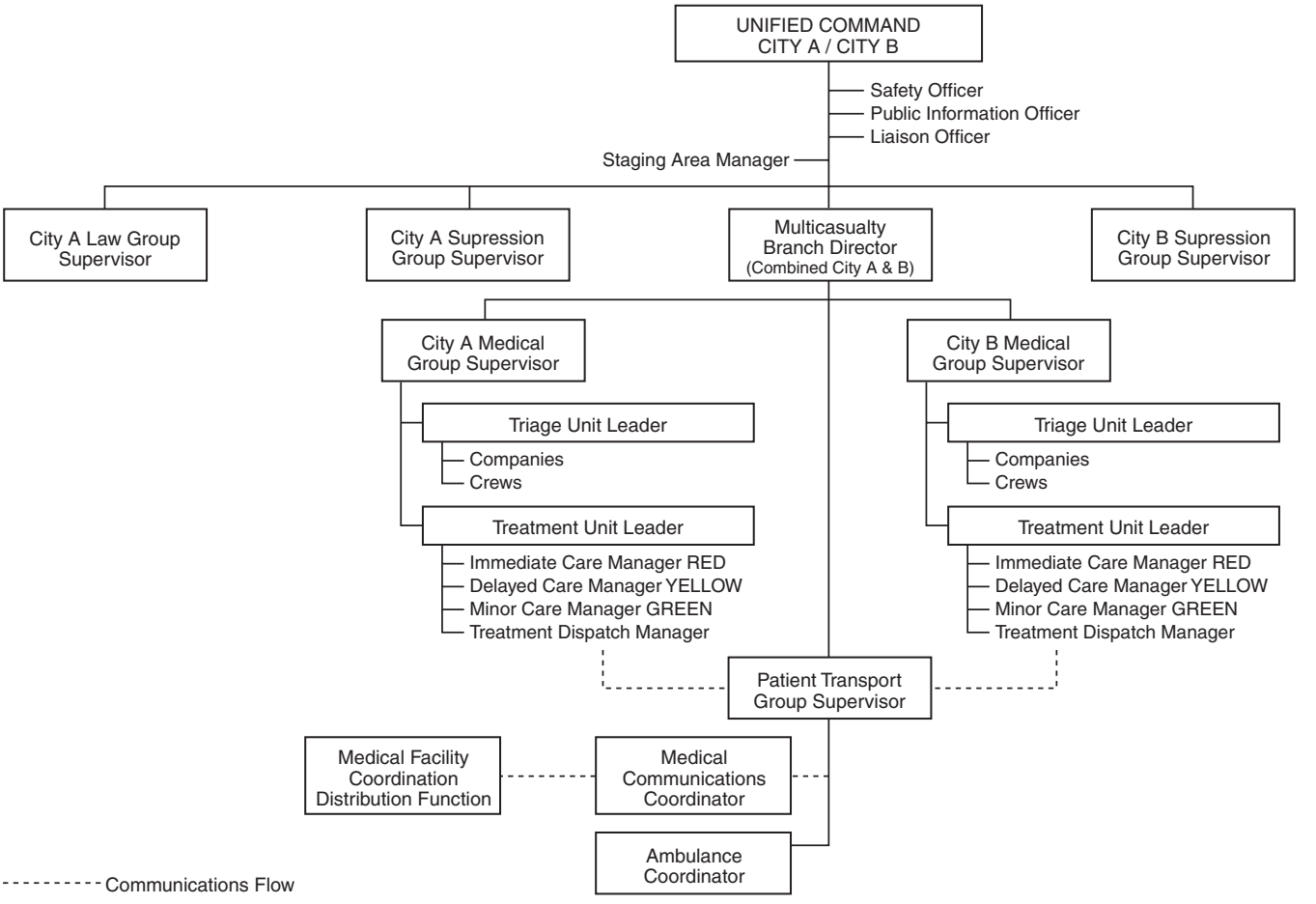

FIGURE A.5.5(b) Organization for a Unified Command Involving Multiple Jurisdiction and Multiple Casualties.

Some incidents being coordinated under an area command could be multi-agency and/or multi-jurisdictional, and could have a unified command structure in place. If this is the case, then the area command should also be a unified area command. This will require full jurisdictional representation at the unified area command. It is essential that all parties are clear on agency/jurisdictional "strategic goals" and "rules of engagement."

See Annex F for a more complete discussion of area command.

A.5.6.1 Area command can coordinate emergency operations between multiple incidents or a single large area incident.

A.5.6.5 The local dispatch center should continue to dispatch resources to incidents until the area command is operational and able to assume this function. The area command's dispatch and prioritization function will require a significant number of trained personnel to track different incidents and assigned resources.

A.5.7 Table A.5.7(a) provides a comparison of the differences between a multi-agency coordination (MAC) group and area command.

There are several organizational arrangements that can be used singularly or in combination when managing an incident. Table A.5.7(b) provides a description of some of these arrangements.

A.5.8.1 The incident management system organization develops around five major functions that are required for any incident whether it is large or small. For some incidents, and in some applications, only a few of the organization's functional elements are required. However, if there is a need to expand the organization, additional positions exist within the incident management system framework to meet virtually any need.

An incident management system establishes lines of supervisory authority and formal reporting relationships. Direction and supervision follow established organizational lines at all times.

A.5.8.2 Supervisory personnel should be visible and recognizable to their subordinates and to other persons who would need to communicate with them. Supervisory personnel, such as company officers, are often identified by distinctively colored helmets or other markings. Tactical level management supervisory personnel also should be identified, particularly in situations where responders from different agencies are directly involved in operations. Colored helmets, vests, and other means are often used to identify tactical level management supervisory personnel.

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Table A.5.7(a) Comparison of Multi-Agency Coordination (MAC) Groups and Area Command

MAC Group	Area Command
Expansion of the off-site coordination and support system.	Expansion of the on-site command function of the incident command system.
Members are agency administrators or designees from the agencies involved or heavily committed to the incident.	Members are the most highly skilled incident management personnel.
Organization generally consists of the MAC group (agency administrations), MAC group coordinator, and an intelligence and information support staff.	Organization generally consists of an area commander, area command planning chief, and area command logistics chief.
Agency administrator or designee.	Delegated authority for specific incident(s) from the agency administrator.
Allocates and reallocates resources through the dispatch system by setting incident priorities.	Assigns and reassigns resources allocated to them by MAC, DOC, EOC, or the normal dispatch system organization.
Makes coordinated agency administrator level decisions on issues that affect multiple agencies.	Ensures that incident objectives and strategies are complimentary between incident management staffs under their supervision.

Table A.5.7(b) Comparative Descriptions of Incident Management Organizational Arrangements

Incident Command System (ICS)	The management system used to direct all operations at the incident scene. The incident commander (IC) is located at an incident command post (ICP) at the incident scene.
Unified Command	An application of the ICS used when there is more than one agency or jurisdiction having responsibility. Agencies work through unified command at a single ICP to establish a common set of objectives and strategies and a single incident action plan.
Area Command (Unified Area Command)	Established as necessary to provide command authority and coordination for two or more incidents often in the same proximity. Area command works directly with incident commanders. Area command becomes unified area command when incidents are multi-agency or multi-jurisdictional. Area command is established at a fixed location other than an ICP.
Department Operations Center (DOC)	A DOC can be established to manage the individual agency's resources and coverage within the jurisdiction. It can facilitate mutual aid requests or assistance for hire requests. The DOC will handle individual agency issues such as recall of personnel and staffing of resources.
Emergency Operations Center (EOC)	Also called expanded Emergency Command and Control Centers, etc. EOCs are used in varying ways at all levels of government and within private industry to provide agency coordination, direction, and control during emergencies, as determined by agency or jurisdictional policy.
Multi-Agency Coordination System (MACS)	An active or formal system used to coordinate resources and support between agencies or jurisdictions at the regional level. MACS functions are carried out by the MAC group who interacts with agencies or jurisdictions, not with incidents.

A.5.8.3.2 The ESO should establish a standard time interval for progress reports from supervisory personnel. Routine progress reports should be provided at intervals of 10 to 15 minutes. If conditions change significantly at any time, this information should be transmitted promptly to the higher level supervisory personnel. Any report relating to the safety of responders should have the highest priority.

A.5.8.8.1 The guideline for clarifying conflicting orders should not apply to imminent hazard situations where immediate action is necessary to avoid a dangerous situation.

A.5.9.2 The incident management system should include command staff functions that are automatically activated upon escalation of an incident or with multiple alarms. Specific individuals should be designated to respond and assume command staff duties automatically.

A.5.9.3.2 The basic function of the command staff is to support the incident commander. The assigned individuals should be able to differentiate between routine actions and those that could have a significant impact on the overall incident. Part of their responsibility is to inform the incident com-

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mander of significant information and to request direction when major decisions are necessary.

A.5.9.4.2 When interfacing with the federal government, there is a possibility the ESO will be required to coordinate the release of public information within the "joint information system" (JIS) at a designated "joint information center" (JIC).

A.5.9.5 An agency representative is an individual(s) that might be assigned to an incident from an assisting or cooperating agency and who has been delegated authority to make decisions on matters affecting that agency's participation at the incident. In many multi-jurisdiction incidents, an agency or jurisdiction will send a representative to assist in coordination efforts. An agency representative could represent more than one agency.

The agency representatives should report to the liaison officer or to the incident commander in the absence of a liaison officer. The agency representative should have the following major responsibilities at any incident:

(1) Ensure that all agency resources are checked in at the incident
(2) Obtain briefing from the liaison officer or incident commander
(3) Inform assisting or cooperating agency personnel on the incident that the agency representative position for that agency has been filled
(4) Attend briefings and planning meetings as required
(5) Provide input on the use of agency resources unless resource technical specialists are assigned from the agency
(6) Cooperate fully with the incident commander and the general staff on agency involvement at the incident
(7) Ensure the well being of agency personnel assigned to the incident
(8) Advise the liaison officer of any special agency needs or requirements
(9) Report to home agency dispatch or headquarters on a prearranged schedule
(10) Ensure that all agency personnel and equipment are accounted for and released prior to departure
(11) Ensure that all required agency forms, reports, and documents are complete prior to departure
(12) Have a debriefing session with the liaison officer or incident commander prior to departure

Agency representatives may also function in the department operations centers, emergency operations centers, or area command structures.

A.5.9.5.3 These are personnel other than those on direct tactical assignments or those involved in a unified command.

A.5.9.6.1 The function of incident scene safety has to be carried out at all incidents. It is the responsibility of the incident commander who cannot perform this function due to the size or complexity of the incident to assign or request response of a safety officer to this function. There are, however, incidents that require immediate response or appointment of a safety officer, such as a hazardous materials incident or special operations incident. These types of incidents should be defined in the fire department's response policy or procedure to ensure that the safety officer responds. Likewise, some situations require a safety officer to respond after members are on the scene, such as a working fire or at the request of the incident commander.

The position of safety officer can be expanded to include the following additional roles and responsibilities under safety in responding to such incidents:

(1) The ability to cover all critical areas of the incident with safety staff
(2) Provide a structured organization and communication system to manage the safety function
(3) Provide an enhanced focus on safety-related progress reports to the command post
(4) Enhance fire fighter safety at the incident scene
(5) Improve safety information to the incident commander for better command decisions

The safety officer should be implemented by the incident commander as the situation dictates, and this should be outlined in department SOPs.

A.5.9.6.2 A fire department should develop response procedures for a safety officer that is on call or designated to respond. Examples of types of situations with defined procedures could be as follows:

(1) Commercial fires
(2) Multiple-alarm fires
(3) Fire fighter injury or fire fighter transported for treatment
(4) Hazardous materials incident
(5) Technical rescue incident
(6) Incident commander request

A.5.9.6.4 The position of safety officer can be expanded to help manage safety functions when the number of assistant safety officers (ASOs) and stake-holders safety concerns from multiple jurisdictions cause an expansion of responsibilities and functions for the safety officer.

Types of incidents that might require expansion of the safety officer role include the following:

(1) Incidents covering a large geographical area that include numerous branches, divisions, or groups
(2) Incidents where significant acute or chronic responder health concerns require coordination and input to the plans sections
(3) Incidents requiring interface with local, state, federal, or other health and safety representatives
(4) Multi-agency incidents where unified command is established
(5) Incidents where area command is established

ASOs assigned to sections, branches, divisions, or groups can be addressed according to their area of responsibility. For example, an ASO assigned to "Division B" can be addressed as "Division B Assistant Safety Officer." ASOs assigned to sections, branches, groups, and divisions report directly to the supervisory person within that section, branch, group, or division and should have a "dot-line" link to the safety officer or ASOs assigned at the command staff level.

Other examples of ASO titles could include the following:

(1) Hazmat branch (or group) assistant safety officer (ASO-HM): A hazmat technician level trained responder performing safety functions for the hazmat branch (or group).
(2) Technical rescue branch (or group) assistant safety officer (ASO-R): A rescue technician level trained responder performing safety functions for the technical rescue branch (or group).

ASOs assigned directly to the safety officer at the command post can also be given specific assignments to help create a structured organization and communication system to manage safety functions. Examples can include the following:

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(1) An ASO can utilize the specific expertise of a technical specialist to support the safety functions. Technical specialists are typically assigned to the plans section. Where no plans section has been established, the incident commander may assign a technical specialist to help with safety officer functions based on need.
(2) An ASO can be assigned at the command post to assist the safety officer to facilitate reports, actions, and needs from ASOs assigned to sections, branches, divisions, or groups.

Figure A.5.9.6.4(a) shows the lines of reporting and lines of communication for an ASO assigned to a division at a simple fire incident. Figure A.5.9.6.4(b) shows the lines of reporting and lines of communication for ASOs at an incident where they are assigned to various divisions/groups with the safety officer also having ASOs reporting directly to them. Figure A.5.9.6.4(c) shows where ASOs might be used at a multi-branch incident and the lines of reporting and lines of communication for those ASOs.

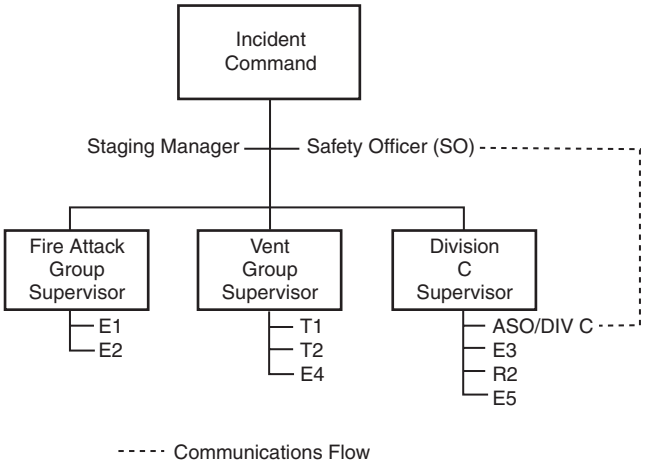

FIGURE A.5.9.6.4(a) The Use of an ASO at a Simple Fire Incident.

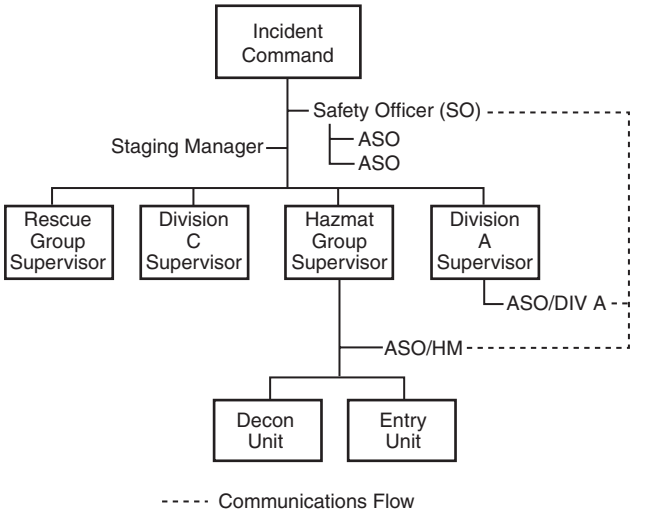

FIGURE A.5.9.6.4(b) The Use of an ASO at a Division/Group Incident.

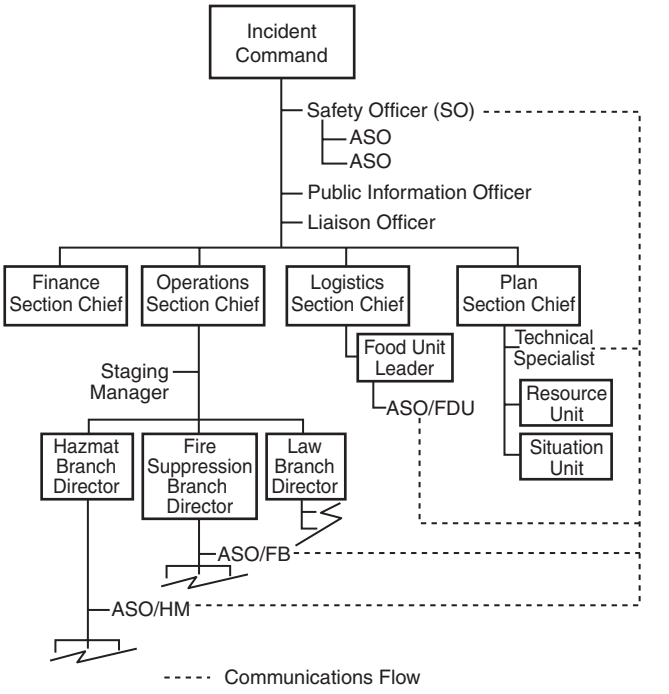

FIGURE A.5.9.6.4(c) The Use of an ASO at a Multi-Branch Incident.

A.5.9.6.5 This can be accomplished by wearing a highly visible vest, helmet, or other indicator.

A.5.10 The incident management system organization develops around five major functions that are required on any incident whether it is large or small. For some incidents, and in some applications, only a few of the organization's functional elements could be required. However, if there is a need to expand the organization, additional positions exist within the incident management system framework to meet virtually any need.

An incident management system establishes lines of supervisory authority and formal reporting relationships.

A.5.10.1.2 The command structure should be assembled by the incident commander by grouping resources, assigning supervisory personnel, and adding levels of supervision. This procedure provides a degree of supervision that enhances the safety of all responders.

A.5.10.1.3 The strategic plan should identify the broad goals of emergency incident activities and the basic manner in which operations should be conducted. An offensive strategic plan involves operations to provide search and rescue and to control and extinguish the fire. A defensive strategic plan involves operations directed toward protecting exposures. Offensive and defensive operations should not be conducted in an area that would create unnecessary risk for fire department responders.

Tactical objectives should be based on the strategic plan and assigned by the incident commander to supervisory personnel within the command structure. Supervisory personnel should be expected to direct the assigned resources to accomplish one or more tactical objectives. The accomplishment of tactical objectives should support successful completion of the strategic plan. An example of a tactical objective is to ensure

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that all occupants are removed from the second floor of a building and to control the fire on that floor.

A.5.10.1.8.1 Staging provides a standard method to keep reserves of responders, apparatus, and other resources ready for action at the scene or close to the scene of an incident. Staging also provides a standard method to control and record the arrival of such resources and their assignment to specific activities. When resources are dispatched to assist at working incidents, they should be dispatched to a designated staging or base area where they can be ready for assignment when required by the incident commander. This process helps the incident commander to keep track of the resources that are on the scene and available for assignment, and to know where they are located and where specific units have been assigned. The incident commander always should attempt to keep reserves of responders, equipment, and supplies available to rotate assignments with fatigued crews and to go into action quickly when changing conditions require a rapid commitment of additional resources. Equipment failures should be anticipated, and supplies should be ordered to the scene in time and in sufficient quantities to provide a safe margin over anticipated needs. The ability to provide these reserves is necessarily dependent on the amount of resources that are available, but each ESO should have plans to utilize its available resources to maximum advantage and should have contingency plans to obtain resources from other sources that might be available.

A.5.10.1.8.2 It generally is desirable to keep staged resources in locations where they can be ready for action within 3 minutes. In some cases, particularly where imminent hazards exist, it is advisable to keep an immediate response capability in a state of readiness in a safe location that provides immediate access to the area.

The term *base* is often used to refer to a more remote location where standby resources are gathered but are not available for immediate action. As needed, resources can be moved up to a staging location where they are ready for immediate action. An example is a high-rise building where apparatus are parked at a safe distance from the building, and responders and equipment are moved in to stand by in staging on a safe floor below the fire level.

A.5.10.2.2 The incident management system should provide standard worksheets, charts, diagrams, and other forms to assist the incident commander in keeping track of pertinent information and to provide for the transfer of information in a standard format when command is transferred. The planning staff function should be to provide information such as accountability, pre-fire plans, reference information, maps, diagrams, and other pertinent information to the incident commander as needed.

A.5.10.2.7 When all four units are established, the planning section organization chart would be as shown in Figure A.5.10.2.7.

A.5.10.3.2 The logistics section chief will determine the need to activate or deactivate a unit. If a unit is not activated, responsibility for that unit's duties will remain with the logistics section chief. All incident support needs are provided by the logistics section, with the exception of aviation support. Aviation support is handled by the air support group in the air operations branch.

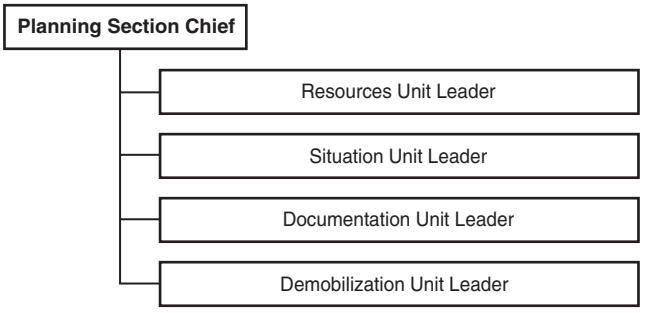

FIGURE A.5.10.2.7 Structure of Planning Section.

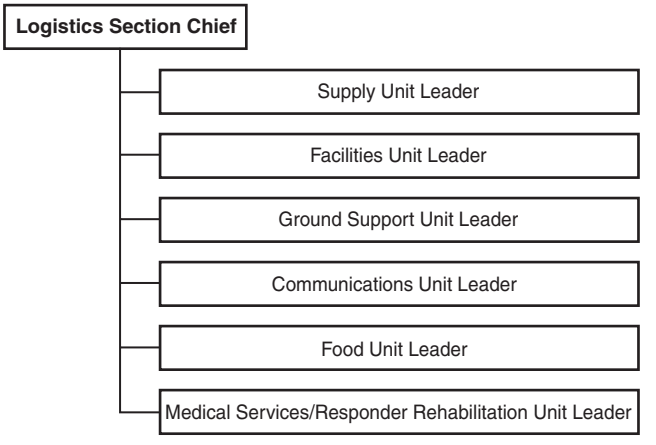

FIGURE A.5.10.3.3 Structure of Logistics Section.

A.5.10.3.3 When all six units are established, the logistics section organization chart would be as shown in Figure A.5.10.3.3.

A.5.10.3.5 Logistical support at an incident in a high-rise building places additional responsibilities within the logistics section. The implementation of base, lobby control, systems control, and ground (stairwell) support as functional assignments early in the incident emphasizes the need to address the resources to support a major operation. The term *base* in this context is not to be confused with the term *base camp*, which is used in wildland fire fighting. *(See Annex D for additional information on functional assignments for high-rise building incidents.)*

A.5.10.4.1 Where resources necessary for the safe conduct of an incident reach beyond the procurement authority of the incident commander, a finance/administration function should be provided to authorize and expedite procurement of necessary resources.

A.5.10.4.3 The finance/administration section is established for incidents where the agency(ies) involved has a specific need for financial services. Not all agencies require the establishment of a specific finance/administration section. In some cases, where only one specific function is required (i.e., cost analysis), the position of technical specialist in the planning section could be established.

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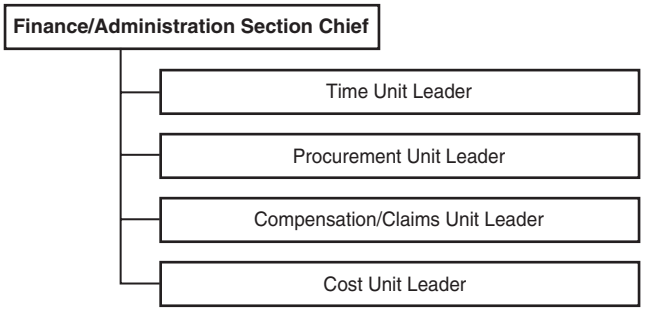

FIGURE A.5.10.4.3 Structure of Finance/Administration Section.

When all four units are established, the finance/administration section organization chart would be as shown in Figure A.5.10.4.3.

A.6.1 Critical emergency response data increasingly have been provided to the emergency responder by links to numerous electronic data sources. Most of these sources are computer-based systems; alarm systems; security systems; regional, local, site, or building management and information systems. It is important that these electronic data are gathered and distributed in a timely fashion to the various components of the incident command system that need the information so that an effective response can be established. Many of these inputs to the emergency responder result from data outputs generated by systems designed and installed in accordance with *NFPA 72, National Fire Alarm Code*, which identifies specifics in NEMA Standard Publication SB 30, *Fire Service Annunciator and Interface*. In addition, electronic data may also include the distribution of real time commercial video and various forms of computer-based video. Also, the National Incident Management System (NIMS) states that effective communications planning for the ICS includes "optimal use of all assigned communication capabilities" and "providing any required off-incident communications links." Electronics data communications links are a critical part of these requirements, and an "electronic data protocol" is necessary for managing these modes of communication.

A.6.1.4 The ESO should preplan radio channel usage for all incident levels.

A.6.2.2 The intent of the use of clear text for radio communications is to reduce confusion at incidents, particularly where different agencies work together.

A.6.2.3 A change in strategic mode of operation would include, as an example for structural fire fighting, the switch from offensive strategy (interior fire attack with handlines) to defensive strategy (exterior operation with master streams and hand lines) or establishing a perimeter around an active crime scene. In such an instance, it is essential to notify all affected responders of the change in strategic modes, to ensure that all responders withdraw from the area and to account for all responders.

A.6.3.1 These emergency conditions include missing or injured responders, deteriorating or extremely hazardous structural conditions, weather changes that will intensify the situation or further endanger lives, and dramatic changes in smoke conditions. All of these situations require prompt and coordinated action to avert an operational disaster. Effective communications is the key to assuring that appropriate action is implemented quickly.

A.6.3.2 The emergency notification system should provide a means to rapidly warn all persons who might be in danger if an imminent hazard is identified or if a change in strategy is made. An emergency message format with distinctive alert tones and definitive instructions should be used to make such notifications.

A.6.3.3 Examples of emergency conditions could be "responder missing," "responder down," "officer needs assistance," "evacuate the building/area," "wind shift from north to south," "change from offensive to defensive operations," or "fire fighter trapped on the first floor." *Mayday* is another radio term that could be used; however, an ESO that routinely responds on wildland or maritime incidents should avoid using this distress signal in that it could cause confusion at these types of incidents. In addition to the emergency traffic message, the ESO can use additional signals such as an air horn signal for members to evacuate as part of their SOPs.

A.6.4.3 Some ESOs might also wish to be provided with reports of elapsed time-from-dispatch. This method could be more appropriate for ESOs with long travel times where significant incident progress might have occurred prior to first unit arrival.

A.7.1.1 Major incidents and events can create special problems related to incident organization. The potential problems can result in the need for a larger organizational framework to effectively manage the incident.

Major incidents are infrequent but create significant management problems. Major incidents generally have the following characteristics:

(1) Involve more than one agency (often many)
(2) Can involve more than one political jurisdiction
(3) Have more complex management and communication problems
(4) Require more qualified personnel
(5) Require large numbers of tactical and support resources
(6) Can cause more injury, illness, and death
(7) Produce the most damage to property and the environment
(8) Have extreme elements of crisis/psychological trauma that diminishes human capacity to function
(9) Are longer in duration
(10) Are the most costly to control and mitigate
(11) Require extensive mitigation, recovery, and rehabilitation
(12) Have greater media interest
(13) Often require cost recovery because of declared state for federal disaster
(14) Must have written incident action plan
(15) Might necessitate the activation of emergency operations centers or department operations centers
(16) Have incident logistical, planning, and other support needs
(17) Have potential for growth

Major incidents can come about in two ways:

(1) They start as major incidents. Earthquakes, hurricanes, floods, tanker spills, major hazmat situations, simultaneous civil disorders, and so forth, can all produce major incident management situations, some with little or no advance warning.

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(2) They start as smaller incidents, then become major incidents. Smaller incidents such as fires and hazardous substance spills can become major as a result of wind or surface conditions, and also as a result of response time delays, lack of resources or support, or lack of adequate management.

Major incidents are often thought of as covering a large geographical area. Major incidents can also be incidents with great complexity, requiring the application of a variety of tactics and resources to successfully bring the situation under control. There is virtually no geographic location that is free from the potential of having a major incident. Smaller jurisdictions can, and do, have major incidents.

A.7.2.1 Many times, smaller jurisdictions have training in incident management systems/incident command systems but do not have the necessary resources to effectively manage long-term or major incidents. To do so requires adequate training and planning with adjacent jurisdictions and agencies to jointly develop incident management teams to manage the overall incident.

A.7.3.1 The positions of the incident management team can be filled by responders from local, regional, or national agencies. Depending on the nature of the incident, the composition of the team could also be from multiple disciplines.

A.7.3.2 The local agency should consider the following items for an incident command post (ICP):

(1) Wall maps, including Geographic Information System (GIS) if needed
(2) TV for command
(3) TV monitors with weather
(4) Computer with appropriate software and databases including preplan information
(5) Telephones
(6) Electrical supply
(7) Sufficient space
(8) Restrooms
(9) Location to keep people out of the weather
(10) Staging and/or base area for resources
(11) VIP access
(12) Helicopter landing zone
(13) Press area
(14) Security
(15) Desks, communications devices, chairs, and lighting

It is recommended that local agencies package and store these materials for rapid deployment to an ICP.

Annex B Emergency Operations Centers

This annex is not a part of the requirements of this NFPA document but is included for informational purposes only.

B.1 General. During certain periods of high service demand or critical threats to a community, the community should implement a plan to bring together the senior leadership (e.g., mayor, department heads, city manager, county executive, etc.) of government at a central emergency operations center (EOC) location to support the department operations centers (DOCs) and area or incident commander(s) and make broad policy decisions beyond the authority and responsibility of area or incident commanders.

In some cases, the disaster may have multiple "impact" sites (incidents) within the community, with each incident having a different incident commander. The EOC should not become involved in the specific management of any incident. That is the role of the incident commander or unified commander. The benefit of an EOC is that elected and appointed leadership of the community assemble at a facility equipped to carry out the functions of government during emergencies. Policy decisions can be made quickly with input of timely, accurate information from appropriate parties. Information from all sources and impact sites can be consolidated for a global view of the disaster, allowing analysis and appropriate and timely decision making, which in turn provides effective support to DOCs and area commanders or incident commanders in the field. While the term EOC often identifies a specific location where people assemble, it is critical that the functions of the EOC not be dependant on a single facility, as that structure could be damaged and not be available at a time of need. A back-up facility with appropriate capabilities needs to be available.

EOCs might be permanent organizations and facilities or might be established to meet temporary, short-term needs. The physical size, staffing, and equipping of an EOC will depend on the size of the jurisdiction, resources available, and anticipated incident management workload. EOCs can be organized and staffed in a variety of ways. Regardless of the specific organizational structure used, EOCs should perform the core functions to support incident commanders of coordination; communications; acquire and track resources; and information collection, analysis, and dissemination. EOCs might also support multi-agency coordination and joint information center (JIC) activities.

Each jurisdiction should develop an emergency operations plan (EOP) that defines the scope of preparedness and incident management activities necessary for that jurisdiction and describes organizational structures, roles and responsibilities, policies, and protocols for the provision of emergency support. The EOP facilitates response and short-term recovery activities, which sets the stage for successful long-term recovery. It should drive decisions on long-term prevention and mitigation efforts or risk-based preparedness measures directed at specific hazards. An EOP should be flexible enough for use in all emergencies.

A complete EOP should describe the purpose of the plan; situation and assumptions; concept of operations, organization, and assignment of responsibilities; administration and logistics; plan development and maintenance; and authorities and references. It should also contain functional annexes and hazard-specific appendices along with a glossary. EOPs should pre-designate jurisdictional and/or functional area representatives to the incident commander or unified commander whenever possible to facilitate responsive and collaborative incident management. EOPs should also include pre-incident and post-incident public awareness, education, and communications plans and protocols.

It is important in organizing and carrying out the functions contained within the jurisdiction's EOP to support on-scene incident management and coordinate between local, state, and federal agencies and private sector representatives during the response and recovery phases of the event.

B.2 EOC Procedures. Each organization covered by the EOP should develop procedures that translate the organization's tasking into specific action-oriented checklists for use during incident management operations, including how the organization will accomplish its assigned tasks. Procedures are documented and implemented with checklists; resource listings;

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maps, charts, and other pertinent data; mechanisms for notifying staff; processes for obtaining and using equipment, supplies, and vehicles; methods for obtaining mutual aid; mechanisms for reporting information to organizational work centers and EOCs; and communications operating instructions that include private sector and nongovernmental organization connectivity.

B.2.1 Activation. Each community should develop "trigger criteria" for activation of their EOC whether for an unplanned or planned event. These criteria could include the following:

(1) Number of resources committed to the emergency(ies)
(2) Support requirements for the incident command system at the scene such as:
    (a) Technical advice (e.g., hazmat, fire behavior, medical)
    (b) Additional resources from outside normal channels (e.g., heavy equipment, military, aircraft)
    (c) Emergency support functions (ESF) necessary to support the incident(s)
(3) Projected time required to control the situation as that will impact logistical requirements for the following:
    (a) Relief personnel
    (b) Food
    (c) Lodging
    (d) Fuel and repairs
(4) Significant involvement of multiple agencies

The activation of the EOC should be in proportion to the magnitude of the emergency event. Communities have found it beneficial to have three or four pre-planned levels of activation to provide the necessary staff to carry out functions. Graduated implementation assures appropriate staff to coordinate the government's activities and efforts to meet the needs of the community based on the size and complexity of the event.

B.2.2 Participation. Before the actual event, each community must determine the agencies that need to be represented at the EOC and who should represent the agency and/or jurisdiction.

The agency representative selected must have the following:

(1) Comprehensive knowledge of the agency's or jurisdiction's capabilities and limitations
(2) Authority to make decisions for the agency or jurisdiction including ordering the deployment of resources

B.2.3 Communications. Upon activation of a local EOC, communications and coordination must be established between the incident commander(s) or unified commander(s) and the EOC. Additionally, EOCs at all levels of government and across functional agencies have to be capable of communicating appropriately with other EOCs during incidents, including those maintained by private organizations. Communication systems between EOCs have to be reliable and contain built-in redundancies.

Multiple communications systems should be available to provide communications between the DOC, the EOC, and incident command. These systems could include the following:

(1) Specific assigned radio frequencies
(2) Dedicated hardwire (telephone) systems
(3) Dedicated wireless telephone systems
(4) Satellite communications

A communications plan should be developed to include the following:

(1) Who is authorized for direct communication with the EOC.
(2) Who at the EOC is authorized for direct communication with DOC/IC personnel.
(3) Authority required at incident level to request additional resources.
(4) Authority required at the EOC to approve requests for additional resources.
(5) Authority required at the EOC to request additional resources from outside normal channels.

Information flow within the EOC should include the following:

(1) Identification of persons/positions/desks to receive specific types of information
(2) System to record information received, such as:
    (a) Time of information receipt/transmission
    (b) Information content (code and/or text)

B.2.4 Allocation of Resources. The EOC may need to determine whether a specific resource request from the incident commander(s) or DOC can be filled. When a request for resources exceeds the availability of the resources, the EOC needs to set priorities on where the resources will be deployed.

EOC staff may be required to determine the quantity of resources to be assigned to an incident. Once assigned, the incident commander determines how the assigned resources are to be deployed at the incident.

To the extent possible, the EOC should involve the DOCs and incident commanders in making policy decisions that will significantly impact the management of the incident(s) before the decisions are implemented such as the following examples:

(1) A decision to cut off water supply to an incident location involving fire control
(2) A decision to re-deploy resources already assigned to an incident
(3) A decision to stop further resource commitment to an incident

Annex C Managing Responder Safety

This annex is not a part of the requirements of this NFPA document but is included for informational purposes only.

C.1 The text in Sections C.2 and C.3 are extracted from "Incident Command Positions Manual: Fire Fighter Incident Safety and Accountability Guidelines," which was developed by FIRESCOPE (Fire Resources of California Organized for Potential Emergencies) and referenced by the NFSIMSC (National Fire Service Incident Management System Consortium) to assist fire departments in establishing fire fighter safety and accountability guidelines. The manual is one example of a fire fighter incident safety and accountability guideline.

C.2 Safety Officer and Assistant Safety Officer. The incident commander (IC) should appoint a safety officer (SO) at all significant emergency incidents. Complex incidents or those that cover a large geographic area may require the appointment of assistant safety officers. These assistant safety officers can be assigned to geographical areas or functional positions such as branch directors, or division or group supervisors.

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Nothing restricts an incident commander from assigning assistant safety officers. Assistant safety officers carry the same authority to change unsafe conditions at an incident as the safety officer. The following items should be considered regarding the appointment of a safety officer:

(1) The safety officer must be assigned as early in the incident as possible.
(2) The safety officer reports directly to the IC.
(3) The safety officer recons the incident to identify existing or potential hazards and informs the incident commander.
(4) The safety officer recommends to the IC any changes to the incident action plan as a result of the ongoing surveys.
(5) At an emergency incident where the safety officer judges activities unsafe or an imminent hazard, the safety officer shall have the authority to alter, suspend, or terminate those activities. The safety officer needs to immediately inform the incident commander of any actions taken to correct imminent hazards at the emergency scene.
(6) At an emergency incident where a safety officer identifies unsafe conditions, operations, or hazards that do not present an imminent danger, the safety officer should take appropriate action through the incident commander to mitigate or eliminate the unsafe condition, operation, or hazard at the incident scene.
(7) When operating in forward or otherwise hazardous positions, the safety officer must be attired in appropriate personal protective equipment (PPE), including self-contained breathing apparatus (SCBA); have radio communication equipment; and be accompanied by another fire fighter.

C.2.1 Function of the Safety Officer. The safety officer is integrated within the incident command system and identified as a member of the command staff. Fire departments should define the standard operating procedures for the response of a safety officer. The incident commander should consider assistant safety officers to assist the safety officer in covering the geographic areas of the incident.

The safety officer shall be instructed to recon the scene and report to the incident commander the status of conditions, hazards, and risks. The safety officer shall ensure the fire department's personnel accountability system is being utilized and an incident scene rehabilitation tactical level management component is established.

The incident commander shall provide the safety officer with the incident action plan. In the initial stage of the incident, this could be as simple as a verbal report. The safety officer shall provide the incident commander with a risk assessment of the incident scene operations.

The safety officer's responsibilities include:

(1) Ensuring established safety zones, collapse zones, hot zone, and other designated hazard areas are communicated to all members on scene
(2) Evaluating motor vehicle scene traffic hazards and apparatus placement and taking appropriate actions to mitigate hazards
(3) Monitoring radio transmissions, and staying alert to transmission barriers that could result in missed, unclear, or incomplete communications
(4) Communicating to the incident commander the need for assistant safety officers due to the need, size, complexity, or duration of the incident

C.2.2 Fire Suppression. The function of incident scene safety shall be carried out at all incidents. It is the responsibility of the IC, who cannot perform this function due to the size or complexity of the incident, to assign or request response of a safety officer to fill this function. However, there are incidents that require immediate response or on-scene designation of a safety officer who has technical expertise. This could include such incidents as a hazardous materials or special operations incident. These types of incidents should be defined in the fire department's response policy or procedure to ensure the safety officer responds. Likewise, some situations require a safety officer to respond after personnel are on the scene, such as a working fire or at the request of the incident commander.

A fire department should develop response procedures for a safety officer who is on call or designated to respond. Examples could be as follows:

(1) Commercial fire
(2) Multiple alarm
(3) Fire fighter injury or fire fighter transported for treatment
(4) Hazardous materials incident
(5) Technical rescue incident

At the request of the incident commander, the safety officer shall confirm with the incident commander that a rapid intervention crew/company is available and ready for deployment and that a rapid intervention group supervisor is considered for multiple crews.

Where fire has involved a building or buildings, the safety officer should advise the incident commander of hazards, collapse potential, and any fire extension in such buildings.

The safety officer shall evaluate visible smoke and fire conditions and advise the incident commander, tactical level management component supervisors, or company officers of the potential for flashover, backdraft conditions, unsafe structural conditions, or other fire events that could pose a threat to operational teams.

The safety officer should monitor the accessibility of entry and egress of structures and the effect it has on the safety of members conducting interior operations.

The need, size, complexity, or duration of an incident can necessitate the need for additional assistant safety officers. Incidents such as high-rise building fires, hazardous materials incidents, and special operations may require additional assistance. In these cases, the safety officer should request from the incident commander the establishment of assistant safety officers under the direction of the safety officer. Assistant safety officers can be assigned to handle scene monitoring, action planning, risk management, interior safety at incidents in high-rise buildings, complex incidents, or operations such as hazardous materials incidents or special operations, or serve as relief for the safety officer during extended incidents.

Some safety officer functions are best performed by individuals with specific expertise, and this is particularly true in highly technical areas. Fire departments should endeavor to have more than one qualified individual to perform all essential functions within the incident command system.

The safety officer's responsibilities include documenting pertinent information about the incident, including assignments given by the incident commander, the safety plan, obstacles encountered, and significant accidents and/or injuries. It is important to include successful actions as well as those actions that require training or procedural changes to improve incident safety and health for all members.

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The information that has been provided is not inclusive of all aspects of safety. The intent was to provide information to fire departments across the country of the need to address this very important safety officer area, and to provide additional safety for personnel working in a very dangerous occupation.

The area of safety is being addressed in many different ways in the fire service. This area continually needs to be addressed by incident commanders and fire departments through training. FIRESCOPE has developed a position description for a safety officer and assistant safety officers and continues to enhance this very important area. The NFIMS Consortium has also expanded the responsibilities for a safety officer and assistant safety officers.

NFPA 1500 sets a minimum requirement for a fire service–related occupational safety and health program. By reviewing this NFPA standard, fire fighters can obviously see that NFPA 1500 addresses the areas of "safety." This subject is very broad-based, and there are many different aspects of safety.

Fire departments have many obligations that include providing safety equipment and developing standard operating procedures for their individual members to follow. But it is incumbent on individual department members to use the personal protective equipment issued and to follow department operational procedures to ensure the safety of all personnel operating on the fire ground.

Members that are provided safety clothing shall use the protective ensemble for the type of incident to which they are exposed, such as structural fire fighting, wildland fire fighting, emergency medical incidents, proximity fire fighting, hazardous materials incidents, and other types of incidents. Department members must wear the appropriate respiratory protection when exposed to IDLH atmospheres, and a Personal Alert Safety System (PASS) shall be activated prior to entry. Eye, face, and hearing protection needs to be worn when appropriate for protection.

C.3 The following example is provided for those departments or agencies who want to implement their own standard operating procedures. Additional information can be obtained from FIRESCOPE Fire Fighter Incident Safety and Accountability Guidelines, ICS 910.

C.3.1 Risk Management During Emergency Operations. The incident command system starts with the arrival of the first department company. The first company to arrive integrates risk management into the routine functions of incident command.

As indicated in NFPA 1500, the concept of risk management shall be utilized on the basis of the following principles:

(1) Activities that present a significant risk to safety of members shall be limited to situations where there is a potential to save endangered lives.
(2) Activities that are routinely employed to protect property shall be recognized as inherent risks to the safety of members, and actions shall be taken to reduce or avoid these risks.
(3) No risk to the safety of members shall be acceptable when there is no possibility to save lives or property.

As indicated in (2), "actions shall be taken to reduce or avoid these risks." Identifying potential safety concerns to members and taking actions to reduce risks to fire fighters is without a doubt one of the most important things that can be accomplished. The following are just some of the ways to reduce the overall risks to members operating at the scene of emergency incidents:

(1) Written guidelines shall be established and used that provide for the tracking and inventory of all members operating an emergency incident.
(2) All members operating in an emergency are responsible to actively participate in the department's accountability system.
(3) The incident commander shall be responsible for the overall responder accountability for the incident. The incident commander shall initiate an accountability worksheet at the beginning of the incident and maintain the system throughout the operation.
(4) The incident commander shall maintain an awareness of the location and function of all companies assigned to an incident.
(5) The incident commander shall implement branch directors, and division or group supervisors when needed to reduce the span of control for the incident commander.
(6) Branch directors, and division or group supervisors shall directly supervise and account for companies operating under their command.
(7) Company commanders are accountable for all company members, and company members are responsible to remain under the supervision of their assigned company commander. Members shall be responsible for following the personnel accountability system procedures, which shall be used at all incidents.
(8) The incident command system shall provide for additional accountability responders based on the size, complexity, or needs of an incident. The implementation of division or group supervisors can assist the incident commander in this area by reducing the span-of-control.
(9) The incident commander shall provide for control of access to the incident scene.
(10) A department shall adopt and routinely use a standard responder identification system to maintain accountability for each member assigned to an incident. There are several accountability systems used during structural fire fighting.
(11) The personnel accountability system shall provide an accounting of those members actually responding to the scene on each company or apparatus.
(12) The incident command system shall include standard operating guidelines that use "emergency traffic" communication to evacuate responders from an area where imminent hazard is found to exist and to account for their safety.

The fire department standard operating procedure provides direction in the use of clear text radio messages for emergency incidents. The standard operating procedure shall use "Emergency traffic" as the designator to clear the radio traffic. Emergency traffic can be declared by the incident commander, tactical level management component supervisor, or member in trouble or subject to emergency conditions.

Clear text shall be used to describe the emergency conditions present. Examples of emergency conditions that could be used include the following:

(1) "Fire fighter down"
(2) "Fire fighter missing"
(3) "Fire fighter trapped"
(4) Serious conditions — "all members evacuate the building"

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(5) Change in conditions — "wind changed direction from north to south"
(6) Hazard identification — "power line has energized a fence to metal roof"
(7) Change in tactics — "change from offensive to defensive"

When a member has declared "emergency traffic," that person shall use clear text to identify the type of emergency, change in conditions, or tactical operations. The member who has declared the "emergency traffic" shall conclude the condition by transmitting "all clear, resume radio traffic" to end the emergency situation or to re-open the radio channels for communication after announcing the emergency message.

A fire department shall have an operational retreat policy. In addition to an emergency traffic radio message, fire departments could use an additional signal, such as an apparatus air horn, to cause an "evacuation" of responders. Some departments have incorporated a series of three 10-second short blasts on an air horn with a 10-second silence between each series of blasts of an air horn. For fire departments that adopt this system, it is very important for the incident commander to select apparatus away from the command post to reduce the possibility of missing radio messages while the air horns are sounding.

The incident commander shall conduct a personnel accountability report (PAR) from each division or group supervisor whenever there is a change in conditions that could create an unsafe operation such as an "emergency traffic" announcement to "all companies evacuate the building."

When a tactical level management component supervisor is requested to conduct a PAR, this supervisor is responsible for reporting on the accountability of all companies or members working within their area of responsibility. *(A position description that addresses fire fighter Incident Safety and Accountability Guideline is available from FIRESCOPE and is published in the ICS 910 publication.)*

A safety officer shall be designated by the incident commander whenever the IC cannot perform this vital function due to the size or complexity of the incident. At an emergency incident where activities are determined by the safety officer to be unsafe or to involve an imminent hazard, the safety officer shall have the authority to alter, suspend, or terminate those activities. The safety officer shall immediately inform the incident commander of any actions taken to correct imminent hazards at the emergency scene. At an emergency incident where a safety officer identifies unsafe conditions, operation, or hazards that do not present an imminent danger, the safety officer shall take appropriate action through the incident commander to mitigate or eliminate the unsafe condition, operation, or hazard at the incident scene.

The safety officer shall be designated by the incident commander and be integrated with the incident management system as a command staff member. The safety officer shall recon and monitor the scene and report the status of conditions, hazards, and risks to the incident commander. The safety officer can have designated assistant safety officers based upon the need, size, complexity, or duration of the incident.

The incident commander shall be provided with reports of elapsed time-on-scene at emergency incidents in 15-minute intervals from the emergency service organization communication center, until reports are terminated by the incident commander.

Members operating in hazardous areas at emergency incidents shall operate in crews of two or more.

In the initial stages of an incident where only one crew is operating in the hazardous area at a working structure fire, a minimum of four individuals is required, consisting of two individuals working as a crew in the hazard area and two individuals present outside this hazard area who are available for assistance or rescue at emergency operations where entry into the danger area is required. The standby members shall be responsible for maintaining a constant awareness of the number and identity of members operating in the hazardous area, their location and function, and time of entry. The standby members shall remain in radio, visual, voice, or signal line communications with the crew. The "initial stages" of an incident shall encompass the tasks undertaken by the first arriving company with only one crew assigned or operating in the hazardous area.

The following examples from NFPA 1500 indicate how a fire department could deploy a team of four members initially at the scene of a structure fire:

(1) The team leader and one fire fighter could advance a fire-fighting hoseline into the IDLH atmosphere, and one fire fighter and the pump operator become the stand-by members.
(2) The team leader could designate the pump operator to be the incident commander. The team leader and one fire fighter enter the IDLH atmosphere, and one fire fighter and pump operator remain outside as the standby members.
(3) The two fire fighters could advance the hoseline in the IDLH atmosphere, and the team leader and pump operator remain outside as stand-by members.

Once a second crew is assigned or operating in the hazardous area, the incident shall no longer be considered in the "initial stage," and at least one rapid intervention crew/company shall comply with the following requirements:

(1) On-scene members designated and dedicated as rapid intervention crew/company
(2) On-scene members performing other functions but ready to re-deploy to perform rapid intervention crew/company functions

The assignment of any responder as members of the rapid intervention crew/company shall not be permitted if abandoning their critical task(s) to perform rescue clearly jeopardizes the safety and health of any member operating at the incident.

As the incident expands in size or complexity, which includes an incident commander's requests for additional resources beyond the fire department's initial attack assignment, the dedicated rapid intervention crew/company (RICs) shall upon arrival of these additional resources be either one of the following:

(1) On-scene members designated and dedicated as rapid intervention crew/company
(2) On-scene crew/company or crews/companies located for rapid deployment and dedicated as rapid intervention crews

During fire fighter rescue operations, each crew/company shall remain intact.

At least one dedicated rapid intervention crew/company shall be in the "stand-by mode" with equipment to provide for the rescue of members that are performing special operations or for members that are in positions that present an immedi-

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ate danger of injury in the event of equipment failure or collapse.

When more than one RIC is deployed, consider implementing a rescue group supervisor to manage the multiple rapid intervention companies and to coordinate any rescue attempts when in the "deployment mode."

Whenever a RIC is deployed, the incident commander shall designate another RIC in the "stand-by mode" to provide for fire fighter safety.

Additional areas that are also very important in reducing risks to members include the following:

(1) Effective training
(2) Rest and rehabilitation
(3) Continuous evaluation of changing conditions
(4) Past experience

This information regarding safety and safety officers is to enhance fire departments that need assistance in developing their standard operating procedures in regards to safety and accountability of their members.

Annex D Functional Assignments for High-Rise Building Incidents

This annex is not a part of the requirements of this NFPA document but is included for informational purposes only.

D.1 General. This annex following is provided to assist the incident commander in establishing special functions within the logistics section and assigning supervisory responsibilities for those functions at incidents involving high-rise buildings. These functions include base, lobby control, and systems control. In addition, with fires in high-rise buildings, the function of ground support is greatly increased.

D.1.1 Base. The base function is responsible for the assembly and deployment of personnel and equipment to those locations at the incident where they are needed. The base manager should establish an area to serve as the primary point outside the structure to which responding resources report and from which resources receive their initial orders for entering the incident. The base function works in coordination with the lobby control function. The base manager reports to the logistics section chief, or to the incident commander if the logistics section has not been activated.

The incident commander determines the need for the base function at a high-rise building incident. The incident commander then establishes the level of resources required by the base function and requests those resources from the dispatch center. Once the level of resources is established, the base manager needs to ensure that the level is maintained until he or she is notified by the logistics section chief or incident commander. The base manager must maintain communications with the resource status unit (planning section) to ensure accurate accountability of resources at the incident.

The responsibilities of the base manager can be summarized as follows:

(1) Verify the location where the base function is established with the incident commander.
(2) Ensure that the location of the base function is a safe distance from the involved high-rise building, normally 200 ft (60 m) or more from the structure.
(3) Determine the most effective access route to the base function area for responding resources and advise the dispatch center.
(4) Establish one or more safe routes to the fire building and coordinate the route(s) with the lobby control unit leader.
(5) Maintain an accurate log of apparatus, equipment, and available personnel at the base.
(6) Coordinate the movement of equipment and resources into the fire building through the lobby control function.
(7) Establish equipment pools by priority of need according to the incident action plan and coordinate with the logistics section chief.
(8) Ensure resources such as apparatus, equipment, and personnel) needed to support the base function are requested before they are actually needed.
(9) Ensure the security of the area used for the base function, including utilizing law enforcement if necessary.
(10) Coordinate the establishment of a water supply to the base of a stairwell(s) for use by ground support personnel.

The base manager must control resources as they arrive at the base function site. Strict control must be maintained over the parking location and movement of personnel and equipment through the area. The base manager must select a site for the base function that is large enough for the parking and movement of a large number of responding apparatus. Typical base function sites include very wide streets or large parking areas. Apparatus parked diagonally allow easy access to and egress from the base function site. If a street is used as a base function site, the street should be blocked to nonemergency vehicles. If law enforcement personnel are not available for this task, aerial ladder apparatus or other large emergency service organization vehicles could be used. Apparatus driver(s) must remain with their vehicles in the event they need to move them to allow other vehicles or apparatus to enter the parking area.

The establishment of safe traffic flow routes will ensure the effective movement of personnel and equipment into and out of the high-rise building. Pickup trucks or similar vehicles could be used to move portable equipment if necessary. Priorities for deployment of personnel and equipment to the incident must be established with providing spare SCBA air cylinders as the first priority!

The base manager should ensure that fire company integrity is maintained. Fire companies must stay together as cohesive units. An accurate log of the arrival at and departure from the base function area must be maintained.

D.1.2 Lobby Control. The responsibilities for the lobby control function at a high-rise building incident are extensive. The establishment of the lobby control function should be a high priority similar to the staging function, and it is recommended that the lobby control function be established at all working high-rise building incidents as the first alarm assignment arrives. The lobby control unit leader reports to the logistics section chief or to the incident commander if the logistics section has not been established.

The lobby control unit leader needs to report the number of stories in the building, based on elevator floor indicators, and whether the elevators have been recalled to the logistics section chief or incident commander. This information is important because of the possibility that people may be trapped in elevators.

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The lobby control unit leader is responsible for the control of emergency service organization personnel and civilians entering and exiting the building. It is very important to direct incoming resources to the correct stairwell when they are ascending to upper stories or staging. All personnel entering or exiting the building should be accounted for by maintaining records that include in and out times and destinations. Companies ascending to upper stories should always carry additional equipment until adequate resources are established.

When the elevators are determined to be safe, the lobby control unit leader should designate specific elevators to be used by fire department personnel. The lobby control unit leader should assign an individual from an emergency services organization (ESO) as the elevator operator. Any elevator car not equipped for fire fighter service should be placed out of service.

D.1.3 System Control. The system control function is responsible for controlling the important building systems that affect the fire-fighting operation. The system control unit leader might be required to shut down the HVAC system to reduce smoke and heat movement within the building unless an on-scene building engineer can isolate the HVAC to assist with smoke removal. The system control unit leader should also verify that the water supply into the building's sprinkler system and standpipe system is adequate or is being supplemented through the appropriate siameses. The system control unit leader should identify and use the resources in the fire control room, which typically include the controls for the public address system and HVAC system, the fire alarm panel with its related information, and sound-powered phones. The building engineer should be used when available. The system control unit leader should also relay pertinent building information to the incident commander.

The responsibilities of the system control unit leader can be summarized as follows:

(1) Use the building's communication system to provide directions to civilian occupants.
(2) Pressurize the stairwells with fans when the building HVAC cannot be used.
(3) Determine the safest occupant egress routes for people exiting the building.
(4) Use law enforcement personnel to assist occupants evacuating the building and to direct the occupants to move a minimum of 200 ft (60 m) from the building.

D.1.4 Ground Support. The ground support function, formerly known as the stairwell support function, is implemented when equipment cannot be moved to the staging area by elevators or when an additional water supply is needed. This operation can involve a large number of personnel, not only for the initial operation but also to provide relief personnel. The ground support unit leader reports to the logistics section chief or to the incident commander if the logistics section has not been activated.

The responsibility of the ground support function is the priority transportation of equipment by way of a stairwell to the staging area. If equipment is delivered to the roof by helicopter, ground support personnel must handle equipment movement down the stairwell to the staging area. If an auxiliary water supply is required to be deployed up a stairwell, the ground support unit leader must coordinate and supervise this effort. In this situation, the ground support unit leader should communicate with the base manager on the need for the base function to provide a water supply line to the appropriate stairwell entrance.

The following strategies will be helpful in performing the ground support function:

(1) Determine the number of personnel necessary to accomplish the task. Consider ratios of one person per two stories and one officer per four or five personnel.
(2) If available, provide a separate radio channel for ground support.
(3) Make sure officers remain mobile to supervise the operation. Ground support is very demanding work, and officers must ensure a smooth flow of equipment at a pace that can be sustained.
(4) Make sure officers monitor their personnel for signs of undue fatigue or distress. If it is to be an extended operation, arrange for timely relief and consider assigning two-person teams alternating with one carrying and one resting.
(5) Coordinate with the lobby control function or the base function to be sure equipment is delivered to the stairwell entrance at ground level.

Normally, one person picks up equipment at the first story (ground floor) entrance to the stairwell and carries it to the third-story landing. That person then returns to the first story for another load. A person at the third story carries the equipment to the fifth-story landing and then returns to the third story for another load. This process continues until the equipment is delivered to the staging area. Moving equipment beyond that point is the responsibility of the staging area manager.

If the route involves unusual problems, long or crossover hallways, scissor stairwells, and so forth, supervisory personnel might need to adjust assignments. Ground support personnel should have their personal safety equipment (protective clothing, helmets, breathing apparatus, and flashlights) available to them in the stairwell. In addition, officers should have their portable radios and, when available, building sound-powered phones.

Annex E Development of Subordinate Officers or Implementing a More Efficient Management System

This annex is not a part of the requirements of this NFPA document but is included for informational purposes only.

E.1 General. Emergency service organizations (ESOs) should develop a process for the development of subordinate officers. This process could be used for subordinate officer training, for improving decision-making skills, and to provide a higher level of safety for on-scene responders. Senior ranking officers have many different ways to provide oversight observation at incidents.

E.2 Subordinate Officer Development. The following methods can be used to develop subordinate officers:

(1) The senior ranking officer assumes the roles and responsibilities of the incident commander, including strategic planning, and designates the subordinate officer as the deputy incident commander. This allows the subordinate officer (deputy incident commander) the ability to continue directing all tactical operations in the management of the incident. In this capacity, the senior ranking inci-

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dent commander can observe and provide advice to the subordinate officer.

(2) The senior ranking officer could take over the roles and responsibilities of the incident commander and designate the subordinate officer as the operations section chief, allowing the subordinate officer to continue in managing all tactical operations. In this capacity, the senior ranking incident commander can observe and serve in an advisory role to the operations section chief, providing direction as necessary. The implementation of the operations section chief by a senior ranking officer relieves the first-in officer of the roles and responsibilities of the incident commander, allowing the first-in incident commander to concentrate on the tactical management and deployment of resources.

(3) The senior ranking officer could elect to stand by in an advisory role overseeing the incident commander and providing direction as necessary.

The advantage of using any of these methods is that the senior ranking officer is in a position to take over the incident management if necessary (e.g., during the transition from a small-scale incident to a larger-scale one).

The senior ranking officer could further assist the subordinate officer by delegating to another arriving officer the roles and responsibilities of a planning section chief in maintaining accountability and documentation for resource status and situation status on a simple tactical worksheet, confirming the incident action plan, and checking building inventory records or prefire plans. Any actions in assigning additional officers to these roles should be incident-driven to ensure the overall management structure is sufficient to provide for the safety of personnel working on the incident.

All these actions have proven beneficial in the development of subordinate officers. These procedures can be used to provide support, guidance, and direction by advising the subordinate officer through the use of existing incident management system positions.

E.3 Incident Advisory Team. An incident advisory team is a group of three individuals (preferably command officers) located at the strategic level of the incident management system that have specific roles and responsibilities for the management of a fire (or other major incident). The team consists of an incident commander (IC), support advisor, and an incident advisor. An incident advisory team is not incident management by committee. Each of the team members has a specific set of roles and responsibilities.

The incident advisory team process is designed to increase the effectiveness of command and fire fighter (responder) safety at the most critical time of the event. This front-end loading of the command organization allows the team to effectively manage the first hour of an incident, which is the most dangerous time for responders. This first hour is also the most critical time for sound decision making. It is almost impossible to recover from poor operations on the front end of an incident.

Since the inception of incident command, the roles, responsibilities, and expectations placed on an incident commander have significantly increased. To rely on a single person acting as an incident commander at today's complex incidents to manage all of the responsibilities assigned to command is unfair to that individual and the citizens of the community they are sworn to protect.

E.3.1 Advantages of an Incident Advisory Team. The several advantages to an incident advisory team are as follows:

(1) It is an effective way to manage daily "local" incidents.
(2) There are no longer simple incidents. The incident advisory team provides for more effective command.
(3) There are fewer command transfers.
(4) Three officers working as a team are better than one.
(5) New command officers learn better and faster.
(6) The incident advisory team is built incrementally.
(7) There is a smooth transition from small to large incidents.
(8) There is a strong command presence during the critical first hour.

E.3.2 Roles and Responsibilities of the Incident Advisory Team Members.

E.3.2.1 Incident Commander (IC). The first member of the incident advisory team is the incident commander and will typically be the first battalion chief to arrive at the incident. After the transfer of command from the first officer to assume command (typically a company officer), the incident commander should assume command in a strategic location set up in such a way that he or she can be supported. The role of the IC has been around for years; probably the easiest way to describe them is to use Alan Brunacini's eight functions of command *(see Fireground Command, 2nd Edition)*. They are as follows:

(1) Assumption, confirmation, and positioning of command
(2) Situation evaluation
(3) Communications
(4) Deployment
(5) Strategy/incident action plan (IAP)
(6) Organization
(7) Review, evaluation, and revision
(8) Continue, transfer, and terminate

E.3.2.2 Support Advisor. The second position of the incident advisory team is the support advisor. Typically, this is the second command officer (preferably a ranking officer) to arrive at an incident. Ideally, this person is a veteran command officer that has had many years of fire activity under his or her belt. Just as there are eight functions for the IC to consider, there are eight functions/responsibilities that an effective support advisor must perform. The primary responsibilities of a support advisor are as follows:

(1) Refine, evaluate, or change the IAP
(2) Provide guidance relating to tactical priorities, fireground factors, and fire fighter safety
(3) Evaluate the need for additional resources
(4) Assign logistics and safety responsibilities
(5) Control the master tactical worksheet
(6) Evaluate the fireground tactical and task level organization
(7) Act as a second set of eyes and ears for the IC
(8) Protect the IC from interruptions

E.3.2.3 Incident Advisor. The incident advisor role is the third position of an incident advisory team to be filled. In most organizations, a ranking fire officer should fill this position. Depending upon the size of the organization, this position could be filled by the fire chief, assistant chief, or deputy chief. Because of the roles and responsibilities of the incident advisor, a command officer of the authority having jurisdiction (AHJ) best fills the position. The primary responsibilities of the incident advisor position are as follows:

(1) Review and evaluate the IAP
(2) Provide "big picture" expertise

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(3) Review and evaluate fire ground/tactical organizational structure
(4) Develop a strategic organization plan
(5) Liaison with other agencies and elected officials
(6) Do not get involved with incident tactics
(7) Keep the city/community running
(8) Perform other duties as necessary

E.3.2.4 Incident Advisory Team Strength. An incident advisory team is strongest during the most critical time of an event. The first hour is when initial responders typically get killed or injured. The front end of an incident is also the time when the function of command is most challenged. Sound decisions and actions during the early stages of an incident often determine the long-term outcome of the incident. It is clearly the most precarious time for command.

Some would argue that command should begin organizing for a large-scale operation during this first hour to prevent the organization from being overwhelmed if/when the incident escalates. Clearly, this is an important consideration but it should not be done at the expense of the safety of the responders or the implementation of tactics to control the incident. The use of an incident advisory team on the front end of an incident allows for both the expansion of command organization and the continued focus on the incident tactics, strategy, and risk management assessments.

One of the many advantages of an incident advisory team is that it transitions very smoothly from small-scale incidents to large incidents that require the use of a complete incident management system, while providing the incident commander the support he or she needs.

Another distinct advantage is the ability of the system to allow a new command officer to manage an incident from start to finish. New command officers are allowed to run major incidents with a support advisor sitting next to them providing guidance, experience, and expertise. The only reason to transfer command is to improve it. However, any time command is transferred, the overall operation loses vital information and previous planning efforts. The incident advisory team process prevents this loss of important information and strengthens the role of command by adding support to command instead of transferring it to a ranking officer. This process clearly allows for better decision making on the front end and provides a safe and effective learning opportunity for young officers. Since the Phoenix Fire Department started using this process in the early 1990s, command has never been transferred from IC-2, except when the incident escalated and required a transition to a full incident management system.

The value of the incident advisory team is that it easily transitions to a full incident management system while providing a strong command presence at the extremely critical time frames for our everyday local events. An incident advisory team provides the incident commander the support he or she needs for any magnitude of event that each of our communities face during day-to-day operations or major catastrophes.

Annex F Area Command

This annex is not a part of the requirements of this NFPA document but is included for informational purposes only.

F.1 An organization, facilities, and communications are required to implement area command to better coordinate an agency's emergency operations when multiple incidents are competing for resources. The following are situations where activating and utilizing area command can be advantageous:

(1) Critical human or property values are at increased risk when multiple incidents are competing for limited resources.
(2) Difficulties with inter-incident resource allocation and coordination are encountered.
(3) Multiple incidents that are each handled by a separate incident command system organization, especially when there are a number of incidents in the same general area and often of the same general type (e.g., multiple structure fires, multiple wildland fires, collapsed buildings, earthquakes, multiple victim EMS incidents, civil disturbance, large-scale planned events). Typically, these kinds of incidents or very large-scale single incidents vie for the same resources.

Area command will have the responsibility of prioritizing resource requests from several incident commanders. Experience has shown that it can also be used to allocate resources through dispatch for a single large-scale event that has multiple incidents within a large area and the situation so dynamic, that dispatch to the incident can best be handled away from the agency or jurisdiction dispatch center. Area command can also be used for a large planned event (e.g., a large parade, air show, political convention, etc.) where there is a potential of having numerous incidents during the event.

Incidents within a single jurisdictional area that are not in close proximity and/or do not have similar resource demands should usually be handled as separate incidents through an agency or jurisdiction communications/dispatch center.

In situations where multiple incidents are occurring, area command makes incident commanders and agency or jurisdiction administrators more effective for the following reasons:

(1) Inter-incident coordination often required of each incident commander can be accomplished at the area command level, allowing the individual incident commanders within the identified area to focus attention on his or her assigned incident.
(2) Area command sets priorities between incidents and allocates critical resources according to priorities established by the agency or jurisdiction administrator.
(3) Area command helps agency or jurisdiction administrators by ensuring that agency or jurisdiction policies, priorities, constraints, and guidance are being communicated to the respective incident commanders
(4) Area command reduces the workload of the agency or jurisdiction administrator, especially if there are multiple incidents occurring simultaneously.

Incident commanders must be made aware of critical priorities established by an area commander. Incident commanders might not always concur with the area command decisions regarding critical resource allocations; however, it is essential that each incident commander understand that the allocation of resources will be balanced with the priorities established for the geographic area assigned within the impact area. It is essential that incident commanders understand that they might have to adjust incident strategies, tactical objectives, and resource assignments due to a change in the resources available during a given operational period.

Area command allocates critical resources, based on priorities, within the identified geographical area managed by area

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command. They also coordinate with their dispatch center and the department operations center when activated. An agency/jurisdiction should develop a standard operating policy for implementation, including applicable policies, objectives, limitations, and constraints.

Once area command has been established, the area commander should ascertain the following:

(1) General situation (i.e., situation and resource status)
(2) Incident and agency/jurisdictional priorities
(3) Status of communications systems between the agency or jurisdiction dispatch center to area command and between area commanders to incident commanders (e.g., designated radio or other channels for communication and a command channel must be identified)
(4) Incidents and geographic area assigned to area command
(5) Jurisdictional delegation of authority
(6) Names and qualifications of assigned incident commanders
(7) Incidents operating under unified command
(8) Names of agency or jurisdiction advisors assigned
(9) Critical resource designations

An agency or jurisdiction should understand and conduct training prior to actual implementation. Often, agency or jurisdiction dispatchers will be the first to recognize inter-incident coordination problems.

When area command is established, incident commander(s) for each of the incidents under the authority of the area command will report to and brief the area commander. Initially, such reports and briefing could be done by cell phone, landline, or radio on a command channel. The area commander is designated by and accountable to the agency or jurisdictional executive or administrator.

The area commander should have an initial joint meeting with incident commanders at one location. In rapidly escalating incidents, this could be done by cell phone, landline, or radio transmission. The meeting should follow a prescribed format (e.g., obtain concise individual incident briefings, explain the role and responsibilities of an area commander, review the general policy and direction for the incidents as stated by the agency or jurisdiction administrator, resolve any conflicts that may exist between agency or jurisdiction administrator policy and situations at the incidents, review appropriate procedures, be open for questions and input, and collect available essential information regarding each incident or an incident action plan).

The following general policies should apply to the implementation of an area command:

(1) Incident commanders covered by the area command must be notified that an area command is being established.
(2) The dispatch center must be capable of efficiently identifying incidents within any established tactical impacted area, assigning these incidents to the established area command for dispatch, and maintain continuous communications with area command. Any incidents transferred to area command that are determined to be outside the identified tactical area are immediately returned to the agency or jurisdiction dispatch center.
(3) The area command organization operates under the same basic principles as used in the incident command system.

The area command staff should consist of qualified personnel with respect to their functional areas. The functions of area command require personnel that have training and/or experience in, and are qualified to, facilitate dispatch and manage incidents. The following area command positions should be established on an as-needed basis:

(1) Area commander
(2) Area command logistics chief
(3) Area command planning chief
(4) Area command resources unit leader
(5) Area command situation unit leader
(6) Area command public information officer
(7) Area command liaison officer
(8) Area command safety officer
(9) Area command staging officer

The specific positions to be established will be determined by the area commander. For example, the area commander might determine the need for technical specialists. This will depend on the kinds of incidents involved. Typical technical specialists within the area command include the following as appropriate:

(1) Air operations specialist
(2) Hazardous materials specialist
(3) Environmental specialist
(4) Communications specialist
(5) Structural specialist

The area commander will determine the need for and application of a safety officer and assistant safety officers.

It is important to remember that area command does not replace incident-level incident command system organizations or functions. The specialist positions, if established, are related to area command functions.

Incident commanders under the designated area commander are responsible to and part of the overall area command organization. These incident commanders request and receive resources from the area commander.

It could take some time to establish the area command. If a local agency or jurisdiction develops a plan and conducts exercises to test the plan, the activation time can be significantly reduced.

The area command should, to the extent possible, be located in close proximity to the incidents under its authority. This will facilitate meetings and direct contact between the area commander and incident commanders.

Area command should be located in a facility (mobile or fixed) that has sufficient communication capability to meet the wide spectrum of communication needs for the organization. If there are existing facilities with an established communication system (fixed or mobile) that can be used (e.g., designated police and fire stations) the time needed to set up the area command can be reduced.

The location hosting the area command organization should be large enough to accommodate the entire area command staff. Ideally, the location should have the capability to accommodate meetings between the area command staff, incident commanders, agency or jurisdiction administrator(s), and news media representatives.

Area command should not be located with one of the incidents it is managing or the emergency operations center. This situation can cause confusion with the management of that incident.

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Communications must be maintained with the local dispatch center to provide information on reported incidents within the identified geographic area. In addition, area command must have the ability to communicate this information to the resources assigned to the area command.

It is also critical for the area commander to maintain communications with agency or jurisdiction administrators, assisting and cooperating agencies, and other affected or interested groups through the appropriate channels. This function, if accomplished at the area command, could reduce the level of coordination that individual incident commanders' staffs must perform, and will increase the flow of information to all interested parties.

Sufficient communication equipment and personnel must be made available to meet the preceding requirements.

Area command must maintain a tracking system and records of service requests, dispatch, and status of all resources within its identified geographical area. This can be a complex undertaking during a large civil disturbance or planned event where a large number of fire and EMS incidents are occurring.

Most agencies identify incidents by a chronological incident number assigned at the dispatch center. When area command is implemented, new incidents might be discovered within the geographic area and communicated to area command. Time constraints or high activity often do not permit the area command to contact the dispatch center for an incident number. An agency or jurisdiction should have a standard alternative temporary incident numbering plan at area command.

One system that has been tested and demonstrated to work is use of the battalion or division identifier and a numerical sequence behind the number. An example could be Division 1-1, 1-2, 1-3, and so forth, or Battalion 3-1, 3-2, 3-3, and so forth. As time permits, which could be at the conclusion of the incident, these incidents should be given to the dispatch center to transform them into official agency incident numbers.

When ultra-high-frequency radios are a primary means of communication, the area command facility should have line-of-sight coverage to incident command posts or to repeaters serving those incident facilities. If radio facilities are not permanently installed, the facility should allow for suitable locations to temporarily install radio equipment, including antennas.

Public buildings such as police and fire stations have proven to be effective area command posts. Some agencies utilize trailers and/or motor driven units that have been specially equipped to accommodate command and general staff functions, including plans, logistics, finance/administration, and communications.

Major disasters such as earthquakes, floods, multiple fires, or severe storms can create a large number of incidents affecting multi-jurisdictional areas. Due to the size and broad area of potential impact, these incidents provide an appropriate environment to designate an area command.

The local dispatch center continues to dispatch resources to incidents as long as possible, until the area command is operational and able to assume this function. The area dispatch and prioritization function will require a significant number of personnel to track different incidents and assigned resources.

Figure F.1(a) through Figure F.1(d) illustrate an area command organization to show how area command can be implemented. Area command involves the use of a large number of personnel and extensive resources to successfully manage multiple incidents within a jurisdiction. Training is an essential component for using area command and having a successful outcome to incident operations. Agencies utilizing area command should have the necessary course instruction and regularly conduct practical exercises using area command.

Figure F.1(a) is an example of an area command organization at the highest level. Individual incidents would be under an incident commander for that incident who would report to the area commander. If an individual incident involved a unified command, there would probably be a unified area command. Figure F.1(b), Figure F.1(c), and Figure F.1(d) are examples of incident command system organizations at the incident level that would fit under this area command.

Figure F.1(b) is an example of a unified command organization under an area commander for an incident involving both fire and law. See Figure F.1(a)for the organization at the area command level. This organization would fit under the box "Unified Command 1" in Figure F.1(a). Because this is a unified command at the incident level, the area command would likely be a unified area command.

Figure F.1(c) is an example of an incident command organization under an area commander where law is the incident commander. See Figure F.1(a) for the organization at the area command level. This organization would fit under the box "Incident Commander 2" in Figure F.1(a).

Figure F.1(d) is an example of an incident command organization under an area commander where fire is the incident commander. See Figure F.1(a) for the organization at the area command level. This organization would fit under the box "Incident Commander 3" in Figure F.1(a).

Figure F.1(e) is an example of an area command organization for a multi-casualty incident involving three different locations. Although this is essentially for a medical incident, other agencies are involved.

Area command should ensure that a centralized medical communication function is established, which coordinates modes of patient transportation destination decisions between jurisdictions, impacted areas, and response agencies.

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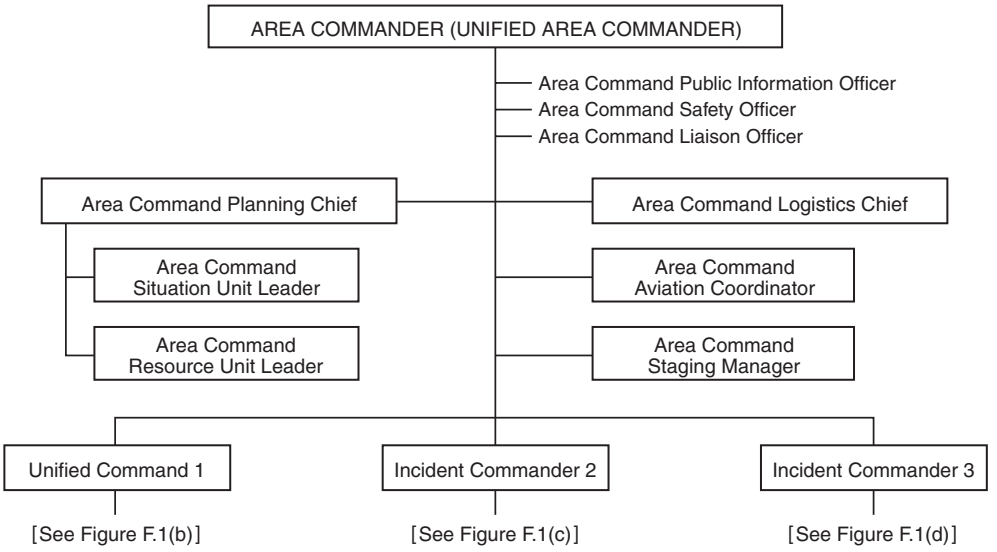

FIGURE F.1(a) Area Command Organization.

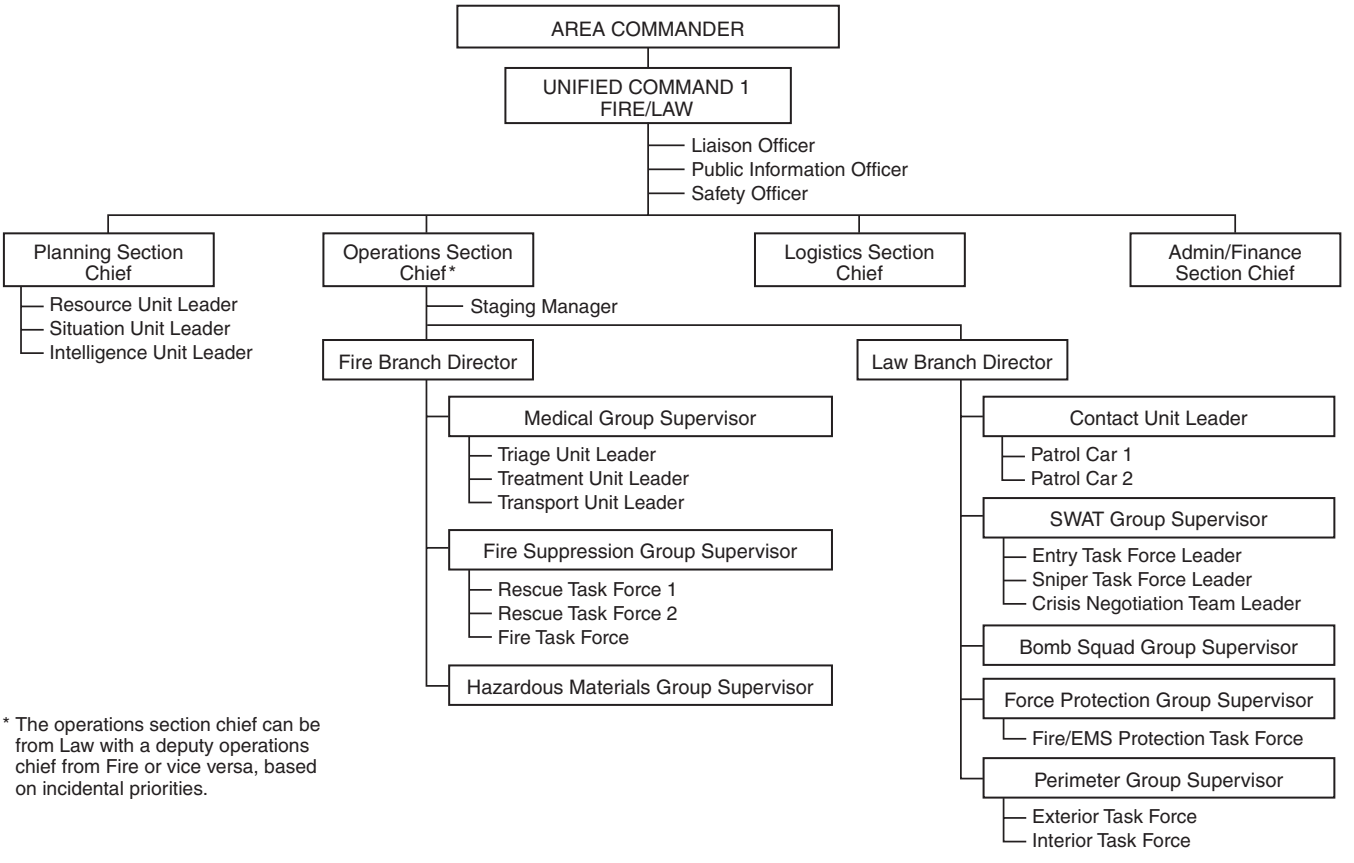

FIGURE F.1(b) Unified Command Organization for Law–Fire Operation.

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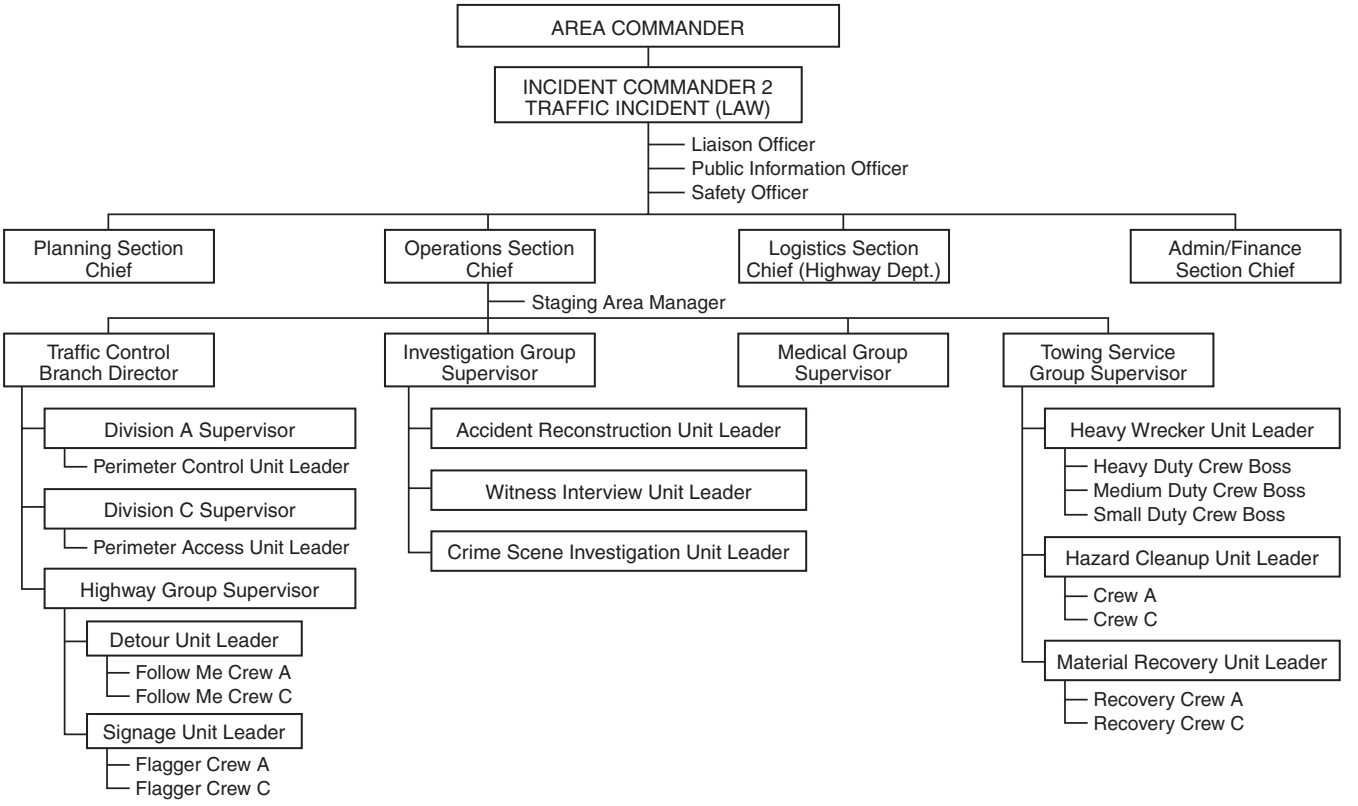

FIGURE F.1(c) Incident Command Organization for Traffic Incident (Law).

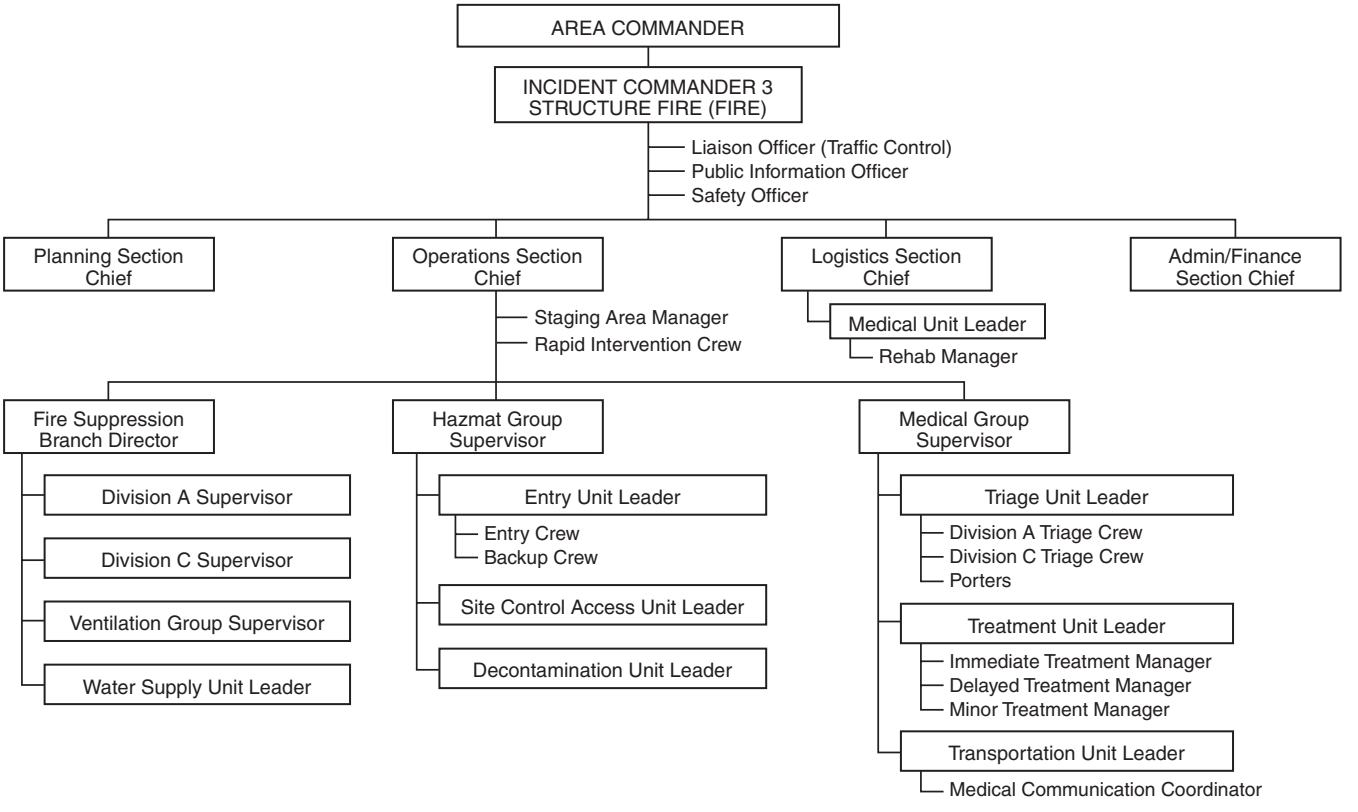

FIGURE F.1(d) Incident Command Organization for Structure Fire Incident.

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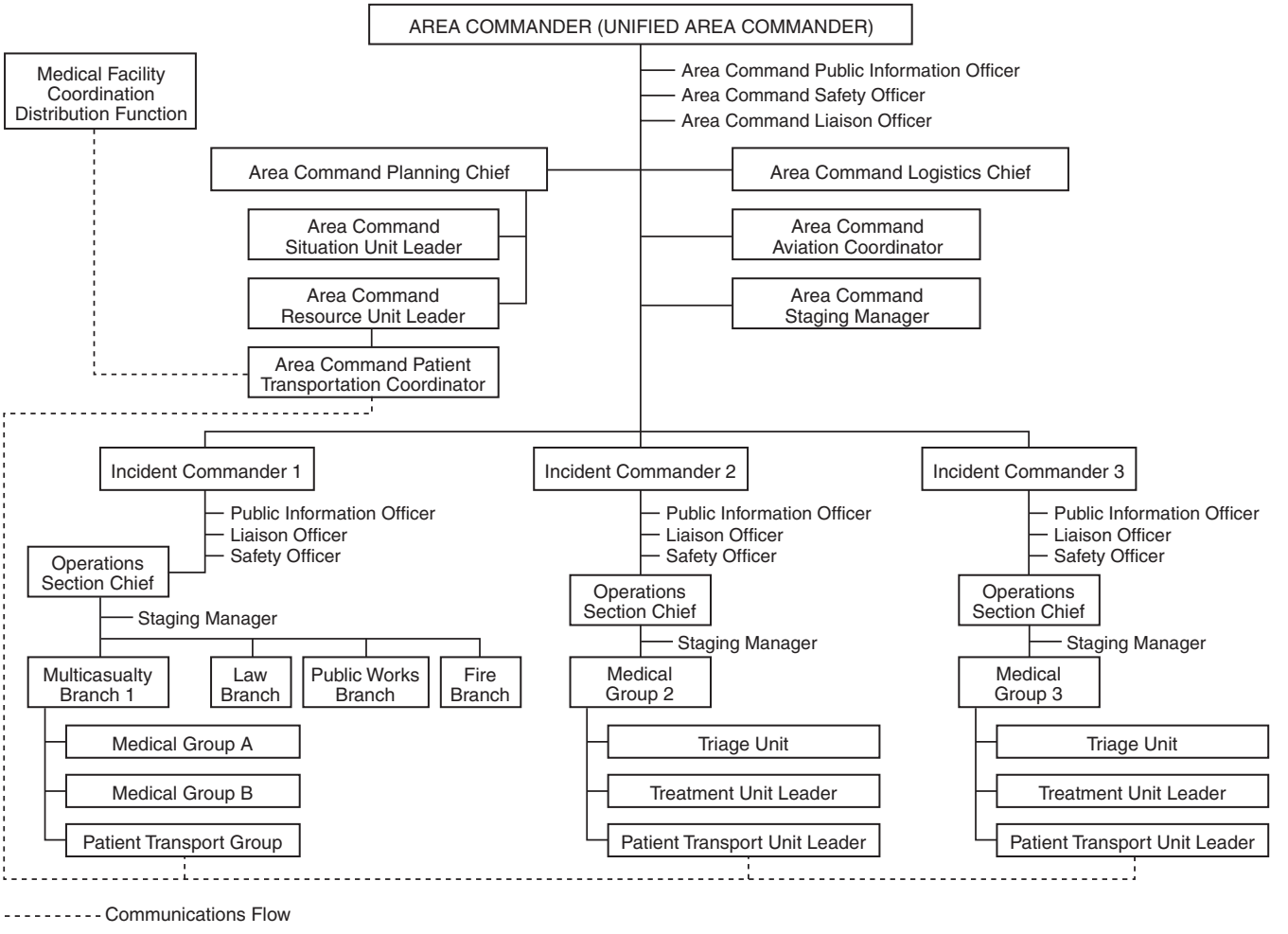

FIGURE F.1(e) Area Command Organization for Multicasualty Incident.

Annex G Informational References

G.1 Referenced Publications. The documents or portions thereof listed in this annex are referenced within the informational sections of this standard and are not part of the requirements of this document unless also listed in Chapter 2 for other reasons.

G.1.1 NFPA Publications. National Fire Protection Association, 1 Batterymarch Park, Quincy, MA 02169-7471.

NFPA 72®, National Fire Alarm Code®, 2007 edition.

NFPA 1500, *Standard on Fire Department Occupational Safety and Health Program*, 2007 edition.

NFPA 1584, *Standard on the Rehabilitation Process for Members During Emergency Operations and Training Exercises*, 2008 edition.

G.1.2 Other Publications.

G.1.2.1 FIRESCOPE Publications. Fire Resources of California Organized for Potential Emergencies (FIRESCOPE), Office of Emergency Services, Document Control, 2524 Mulberry Street, Riverside, CA 92501-2200.

"Incident Command Positions Manual: Fire Fighter Incident Safety and Accountability Guidelines," ICS 910, July 2001.

G.1.2.2 NEMA Publications. National Electrical Manufacturers Association, 1300 North Street, Suite 1847, Rosslyn, VA 22209.

NEMA Standards Publication SB 30, *Fire Service Annunciator and Interface*, 2005.

G.1.2.3 U.S. Government Publications. U.S. Government Printing Office, Washington, DC 20402.

Homeland Security Presidential Directive HSPD-5, Management of Domestic Incidents, February 2003.

Title 29, Code of Federal Regulations, Part 1910, Section 120, "Hazardous waste operations and emergency response," April 3, 2006.

Title 29, Code of Federal Regulations, Part 1910, Section 134, "Respiratory protection," April 3, 2006.

G.1.2.4 USFA Publications. U.S. Fire Administration, 16825 S. Seton Ave., Emmitsburg, MD 21727.

Emergency Incident Rehabilitation (FA-114), July 1992.

G.1.2.5 Other Publications.

Brunacini, Alan V., *Fire Command*, 2nd Edition, Heritage Publishers, Inc., Phoenix, AZ.

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G.2 Informational References. The following documents or portions thereof are listed here as informational resources only. They are not a part of the requirements of this document.

"Command Decisionmaking and Team Knowledge," M. W. Smitherman, presented at the Public Entity Risk Institute (PERI) Internet Symposium, October 2000.

U.S. Firefighter Fatalities for 2005, NFPA One-Stop Data Shop, National Fire Protection Association, Quincy, MA.

"Firefighter Occupational Safety," S. Foley, presented at the Public Entity Risk Institute (PERI) Internet Symposium, October 2000.

IMS Training, Supporting and Facilitating Command Development, VectorCommand, LLC, Annandale, VA.

G.2.1 The following are examples of existing incident management systems that illustrate how the performance objectives of the standard might be achieved:

Fire Command, available from the National Fire Protection Association.

Incident Command System, National Fire Academy, available from the United States Fire Administration.

G.2.2 The following documents have been developed by the National Fire Service Incident Management System Consortium (NFSIMSC) and are available from Fire Protection Publications, Oklahoma State University, Stillwater, OK 74078.

Incident Command System Model Procedure Guide for Structural Firefighting, High-Rise, Multi-Casualty, Wildland, and Managing Large-Scale Incidents, 2006.

Incident Command System Model Procedure Guide for Special Operations — Hazardous Materials/Weapons of Mass Destruction, Structural Collapse, and Managing Large Scale Incidents, 2006.

Incident Command System Model Procedure Guide for Highway Incidents, 2006.

G.2.3 The following document from the National Interagency Fire Center (NIFC), 3905 Vista Avenue, Boise, ID 83705 provides incident command system operational descriptions as used within the National Interagency Incident Management System (NIIMS):

"NIIMS Incident Command System, Operational System Description," ICS 12-1, December 1981, [a National Wildfire Coordinating Group (NWCG) publication].

G.3 References for Extracts in Informational Sections. *NFPA 5000®, Building Construction and Safety Code®*, 2006 edition.

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1. (a) NFPA Document Title National Fuel Gas Code **NFPA No. & Year** 54, 200X Edition

(b) Section/Paragraph 3.3

2. Proposal Recommends (check one): ☐ new text ☒ revised text ☐ deleted text

3. Proposal (include proposed new or revised wording, or identification of wording to be deleted): [Note: Proposed text should be in legislative format; i.e., use underscore to denote wording to be inserted (inserted wording) and strike-through to denote wording to be deleted (~~deleted wording~~).]

Revise definition of effective ground-fault current path to read:

3.3.78 Effective Ground-Fault Current Path. An intentionally constructed, permanent, low impedance electrically conductive path designed and intended to carry ~~underground~~ electric fault current ~~conditions~~ from the point of a ground fault on a wiring system to the electrical supply source.

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