NFPA®

1561

Standard on Emergency Services Incident Management System and Command Safety

2020

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NFPA® 1561

Standard on

Emergency Services Incident Management System and Command Safety

2020 Edition

This edition of NFPA 1561, *Standard on Emergency Services Incident Management System and Command Safety*, was prepared by the Technical Committee on Fire Service Occupational Safety and Health. It was issued by the Standards Council on November 4, 2019, with an effective date of November 24, 2019, and supersedes all previous editions.

This edition of NFPA 1561 was approved as an American National Standard on November 24, 2019.

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

Material throughout the document was 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 were added. Substantial annex material was also added, including two new annexes. One provided information on emergency operations centers, and the other provided information on area

command, including organization charts to illustrate both a unified command organizational structure and an area command organizational structure.

For the 2014 edition, there were some significant changes to the document, many of which centered on simple reorganization and for consistency with the Fire Service Occupational Safety and Health (FSOSH) project. Some chapters and annexes were moved, and many new requirements were included in this edition. The primary focus of this revision was to develop requirements directly aimed at reducing and eliminating fire ground injuries and deaths of fire department members.

The most obvious addition to the 2014 edition was the change of the document title to include "Command Safety" and the creation of a new chapter, Command Safety. This chapter was intended to provide the foundation for the IC on how to use, follow, and incorporate the incident management system at all emergency scenes. The purpose of this chapter was to ensure the highest level of safety for fire department members at emergency incident scenes. This included the establishment of clearly defined requirements that the IC must meet, determining how and when a command post must be established, ensuring that an incident safety officer is appointed at the command post to respond to all incidents that the IC deems necessary, and ensuring that the expectations and authorities of the incident safety officer are clearly defined. The new chapter also clearly outlined the roles, responsibilities, and expectations of a safety officer and the appointment of an assistant safety officer, if deemed necessary.

In addition to developing this new chapter, the committee also included requirements for the use of *Mayday* and *emergency traffic* at emergency incidents, to bring the document in line with the 2013 edition of NFPA 1500, *Standard on Fire Department Occupational Safety and Health Program*. The committee also clarified the use of plain text when transmitting emergency traffic over the radio.

In recognizing that fire department members can and do get injured at emergency incidents, the committee included additional requirements pertaining to the use of emergency medical services (EMS) at all emergency incidents, including requirements addressing when EMS shall be used and what minimum level of EMS shall be provided.

The committee would also like to thank all members of the public who participated in the revision of this document in working to increase fire department member safety at emergency incidents.

For the 2020 edition, the standard has mostly been refined to reflect the latest information and best practices in incident management. New requirements for positional best colors have been added to the mandatory section of the standard. This will make incident management team members universally identifiable based on the color of vest they don for their assigned role. Language was added to prevent the "incident within an incident" practice of managing emergencies or Maydays at large-scale incidents. It is imperative that the incident commander stay in control of the entire incident and not become overly committed to the emergency. This can be accomplished by assigning a supervisor or rapid intervention group to the emergency. Annex C has been completely revised to reflect the latest "Planning P" diagram and the best practices for creating an incident action plan.

The technical committee would like to dedicate this edition of the standard to the late Chief Alan Brunacini. Chief "Bruno" was the original chair of the technical committee when NFPA 1561 was first released, and he was a leader and innovator in the creation and propagation of the incident command system.

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NOTE: Membership on a committee shall not in and of itself constitute an endorsement of the Association or any document developed by the committee on which the member serves.

Committee Scope: This Committee shall have primary responsibility for documents on occupational safety and health in the working environment of the fire service. The Committee shall also have responsibility for documents related to medical requirements for fire fighters, and the professional qualifications for Fire Department Safety Officer.

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NOTICE: An asterisk (*) following the number or letter designating a paragraph indicates that explanatory material on the paragraph can be found in Annex A.

A reference in brackets [ ] following a section or paragraph indicates material that has been extracted from another NFPA document. Extracted text may be edited for consistency and style and may include the revision of internal paragraph references and other references as appropriate. Requests for interpretations or revisions of extracted text shall be sent to the technical committee responsible for the source document.

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

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.

Δ **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; 29 CFR 1910.120(q)(3), "Procedures for handling emergency response;" and 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 facility 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.

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

NFPA 472, *Standard for Competence of Responders to Hazardous Materials/Weapons of Mass Destruction Incidents,* 2018 edition.

NFPA 473, *Standard for Competencies for EMS Personnel Responding to Hazardous Materials/Weapons of Mass Destruction Incidents,* 2018 edition.

NFPA 1006, *Standard for Technical Rescue Personnel Professional Qualifications,* 2017 edition.

NFPA 1026, *Standard for Incident Management Personnel Professional Qualifications,* 2018 edition.

NFPA 1061, *Standard for Public Safety Telecommunications Personnel Professional Qualifications,* 2018 edition.

NFPA 1500™, *Standard on Fire Department Occupational Safety, Health, and Wellness Program,* 2020 edition.

NFPA 1521, *Standard for Fire Department Safety Officer Professional Qualifications,* 2020 edition.

NFPA 1581, *Standard on Fire Department Infection Control Program,* 2015 edition.

NFPA 1584, *Standard on the Rehabilitation Process for Members During Emergency Operations and Training Exercises,* 2015 edition.

2.3 Other Publications.

Δ **2.3.1 U.S. Government Publications.** U.S. Government Publishing Office, 732 North Capitol Street, NW, Washington, DC 20401-0001.

Homeland Security Presidential Directive 5 (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."

2.3.2 Other Publications.

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,* 2018 edition.

NFPA 600, *Standard on Facility Fire Brigades,* 2015 edition.

NFPA 1051, *Standard for Wildland Firefighting Personnel Professional Qualifications,* 2016 edition.

NFPA 1221, *Standard for the Installation, Maintenance, and Use of Emergency Service Communications Systems,* 2016 edition.

NFPA 1250, *Recommended Practice in Fire and Emergency Service Organization Risk Management,* 2015 edition.

NFPA 1451, *Standard for a Fire and Emergency Service Vehicle Operations Training Program,* 2018 edition.

NFPA 1500™, *Standard on Fire Department Occupational Safety, Health, and Wellness Program,* 2018 edition.

NFPA 1521, *Standard for Fire Department Safety Officer Professional Qualifications,* 2015 edition.

NFPA 5000®, Building Construction and Safety Code®, 2018 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. An NFPA Standard, the main text of which contains only mandatory provisions using the word "shall" to indicate requirements and that is in a form generally suitable for mandatory reference by another standard or code or for adoption into law. Nonmandatory provisions are not to be considered a part of the requirements of a standard and shall be located in an appendix, annex, footnote, informational note, or other means as permitted in the NFPA Manuals of Style. When used in a generic sense, such as in the phrase "standards development process" or "standards development activities," the term "standards" includes all NFPA Standards, including Codes, Standards, Recommended Practices, and Guides.

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.

N **3.3.5* Base.** The location where the primary logistics functions are coordinated and administered.

3.3.6 Branch. See 3.3.61.1.

3.3.7 Branch Director. See 3.3.62.1.

3.3.8* Clear Text/Plain Language. The use of plain language in radio communications transmissions.

3.3.9 Command Radio Channel. See 3.3.46.1.

3.3.10* 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.

3.3.11 Communications Center. A building or a portion of a building that is specifically configured for the primary purpose of providing emergency communications services or public safety answering point (PSAP) services to one or more public safety agencies under the authority or authorities having jurisdiction. [**1221,** 2016]

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

3.3.13* 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.

3.3.14 Dispatch Radio Channel. See 3.3.46.2.

3.3.15 Division. See 3.3.61.2.

3.3.16 Division Supervisor. See 3.3.62.2.

3.3.17 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.

3.3.18 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.

3.3.19* 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.

3.3.20* 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.

3.3.21 Facility Fire Brigade. An organized group of employees at a facility 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**, 2015]

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

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

3.3.24 Group. See 3.3.61.3.

3.3.25 Group Supervisor. See 3.3.62.3.

3.3.26* 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**, 2018]

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

3.3.28 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**, 2015]

3.3.29* 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**, 2018]

3.3.30 Incident Command System. See 3.3.32, Incident Management System (IMS).

3.3.31* 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**, 2018]

3.3.32* 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.

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

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

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

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

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

N **3.3.38 Mobilization Center.** An off-incident location at which emergency service personnel and equipment are temporarily located pending assignment, release, or reassignment.

3.3.39* 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.

3.3.40* 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.

3.3.41* National Response Framework. A framework that represents the guiding principles that enable all responders to prepare for and provide a unified national response to disasters and emergencies — from the smallest incident to the largest catastrophe.

3.3.42 Personnel Accountability System. A system that readily identifies both the location and function of all members operating at an incident scene. [**1500**, 2018]

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

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

3.3.45* 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.

3.3.46* Radio Channels.

3.3.46.1 ***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.

3.3.46.2 ***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.

3.3.46.3* ***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.

3.3.47* 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, lost or trapped responders.

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

3.3.49 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.

3.3.50 Risk. A measure of the probability and severity of adverse effects that result from exposure to a hazard. [**1451,** 2018]

3.3.51 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,** 2015]

3.3.52* Safety Officer (SO). A generic title given to a member within a fire department or emergency service organization who performs the functions of a health and safety offi-

cer, performs the functions of an incident safety officer, or who serves as an assistant to a person in either of those positions.

3.3.53* 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).

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

3.3.55* Staff Aide. A responder assigned to a supervisor to assist with the logistical, tactical, and accountability functions at an incident.

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

3.3.57* 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,** 2015]

3.3.58 Strategy. The general plan or direction selected to accomplish incident objectives. [**1051,** 2016]

N **3.3.59 Strike Team.** A specified combination of the same kind and type of resources with common communications and a leader.

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

3.3.61 Supervisory Level.

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

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

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

3.3.62 Supervisory Positions.

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

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

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

3.3.63 Tactical Radio Channel. See 3.3.46.3.

N **3.3.64 Task Force.** A combination of different kinds or types of resources with common communications and a leader that could be pre-established and sent to an incident or formed at an incident.

3.3.65* Technical Specialist. A person with specialized skills, training, and/or certification who can be used anywhere within the incident management system organization where his or her skills might be required.

3.3.66* 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.

N **3.3.67 Unit.** An organizational element having responsibility for a specific function within the operations, planning, logistics, or finance/administration sections of an incident command system.

N **3.3.68* Zone.** A defined geographic area or function utilized to support the management of an incident.

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.

N **4.2 Planned Events.** The ESO shall utilize the incident management system (IMS) during planned events to allow smooth transition to an emergency incident, if necessary.

4.3* Risk Management.

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

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

4.4 System Flexibility.

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

4.4.2 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.

4.5 Implementation.

4.5.1* The ESO shall adopt the National Incident Management System (NIMS) to manage all emergency incidents.

4.5.2 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.

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

4.5.4 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.

4.5.5* 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.

4.5.6* The plans described in 4.5.5 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.

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

4.5.8 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.

4.5.9* 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.

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

4.6 Resource Accountability.

4.6.1* 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.

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

4.6.3 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.

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

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

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

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

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

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

4.6.10* 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.

4.6.11* 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.

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

4.6.13 The SOP described in 4.6.12 shall indicate the method to be used to immediately notify all responders.

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

4.7 Incident Scene Rehabilitation.

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

4.7.2 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.

Δ **4.7.3** The incident scene rehabilitation shall meet the requirements of NFPA 1584.

4.8 System Qualification Process.

4.8.1 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.

4.8.2 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.

4.8.3 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.

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

4.9 Training and Qualifications.

4.9.1* 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.

4.9.2 The ESO shall provide refresher training at least annually.

4.9.3 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.

4.9.4 The ESO shall define training and experience requirements.

4.9.5* 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.

Δ **5.1.1*** All positions identified within this standard shall meet the requirements of NFPA 1026.

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 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.

5.1.7 The incident management system shall define standardized supervisory assignments.

5.1.8 The assignments described in 5.1.7 shall be activated upon assignment by the incident commander.

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

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

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

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

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

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

5.1.15 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.

5.1.16 The incident commander shall be responsible to clearly identify the parameters of an assignment when deviating from the standard assignments in 5.1.9.

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.

5.3.1.1 The incident commander shall have the responsibilities and duties of all unassigned ICS positions.

5.3.2 The incident commander shall ensure that command safety measures complying with Chapter 8 are in place.

Δ **5.3.2.1** At emergency operations, the incident commander shall evaluate the risk to members operating at the scene and, if necessary, request that at least BLS personnel and patient transportation be available as required in Chapter 8 of NFPA 1500.

5.3.2.2 When members are performing special operations, the highest available level of emergency medical care shall be standing by at the scene with medical equipment and transportation capabilities.

5.3.2.2.1 BLS shall be the minimum level of emergency medical care.

Δ **5.3.2.3** Emergency medical care and medical monitoring at hazardous materials incidents shall be provided by or supervised by personnel who meet the minimum requirements of NFPA 473.

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.

N **5.3.7** The incident commander shall ensure that a post-incident analysis complying with NFPA 1500 is conducted.

5.3.8* Command Post.

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

(1) The command post is located in or tied to a vehicle or physical location 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 is located in the cold zone of an incident.

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

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

5.3.11 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.

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

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

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

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

N **5.3.15.1** When vests are used at a command post or in positions of an incident management team, the following colors shall be used:

(1) IC and command staff positions: white vests
(2) Operations chief and subordinate positions: red vests
(3) Planning section chief and subordinate positions: dark blue vests with the following exceptions:
    (a) Intelligence/investigation position: tan vests
    (b) If intelligence/investigation becomes a section: tan vests
(4) Logistics section chief and subordinate positions: orange vests
(5) Finance/administration section chief and subordinate positions: green vests
(6) Technical specialists: yellow vests

N **5.3.15.2*** The on scene safety officer shall wear additional garments that shall be unique and identifiable to the position.

5.3.16 Incident Action Plan.

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

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

N **5.3.16.3** For Type IV and Type V incidents, the incident commander shall communicate the IAP verbally to all on-scene resources.

5.3.17 The incident commander shall keep the operations section chief, those in supervisory level positions, and the safety officer informed of the strategy, tactical objectives and any changing conditions.

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

5.3.19 In situations where the risk to emergency service responders is excessive, as defined in 5.3.20, activities shall be limited to defensive operations.

5.3.20* 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.

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

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

5.3.23 The incident commander shall conduct planning meetings as required.

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

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

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

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

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

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 more than one agency or jurisdiction having responsibilities 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, a zone commander, and incident commanders, and between an area commander(s) and agency communication centers, shall 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 post and the resources to the area command staging area for allocation.

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.

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 D.)*

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 4.9.5.

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.

Δ **5.9.6.6*** The ESO shall have a policy for the assignment of the safety officer to ensure that a separate safety officer (SO) responds automatically.

Δ **5.9.6.7*** If a predesignated safety officer is not available, the incident commander shall appoint a safety officer that meets the requirements of 4.9.5.

Δ **5.9.6.8** An additional assistant safety officer(s) shall be appointed when the activities, size, or need of the incident warrants extra safety personnel.

5.9.6.9* The safety officer shall make recommendations to the incident commander for the need of technical specialists based on the incident type, technical requirements, or specific agency needs of the incident.

Δ **5.9.6.9.1*** In cases where a designated safety officer does not meet the technician-level requirements of NFPA 1006, the incident commander shall appoint an assistant safety officer or a technical specialist who meets the technician-level requirements of NFPA 1006 to assist with safety officer functions.

Δ **5.9.6.9.2*** In cases where a designated safety officer does not meet the technician-level requirements of NFPA 472, the incident commander shall appoint an assistant safety officer or a technical specialist who meets the technician-level requirements of NFPA 472 to assist with safety officer functions.

5.9.6.10 At an emergency incident, the incident commander shall be responsible for the overall management of the incident and the safety of all members involved at the scene. [**1500**:8.1.5]

Δ **5.9.6.11** At an emergency incident where activities are judged by the safety officer as posing an imminent threat to responder safety, the safety officer shall have the authority to stop, alter, or suspend those activities.

Δ **5.9.6.11.1** The safety officer shall immediately inform the incident commander of any actions taken to correct imminent hazards at the emergency scene.

Δ **5.9.6.11.2** At an emergency incident where a safety officer identifies unsafe conditions, operations, or hazards that do not present an imminent threat to responder, 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.

Δ **5.9.6.12** An assigned assistant safety officer(s) shall be granted the authority authorized in 5.9.6.11.

Δ **5.9.6.13*** The safety officer and assistant safety officer(s) shall be readily identifiable at the incident scene.

Δ **5.9.6.14*** Upon arrival or assignment as the safety officer at an incident, he or she shall obtain a situation-status briefing from the incident commander or designee that includes the verbal incident action plan.

5.9.7 Scene Safety.

5.9.7.1 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.

Δ **5.9.7.2** When the perceived risk(s) is not within the criteria of 5.9.7.1, the safety officer shall take action as outlined in 5.3.19.

5.9.7.3 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

N **5.9.7.4** The major responsibilities of a safety officer shall apply to any incident and include the following:

(1) Communicate to the IC changing incident conditions, activities, operations, hazards, and unacceptable risk-taking circumstances that warrant a change in the IAP
(2) Exercise emergency authority to stop, alter, or suspend activities that are determined to present an imminent threat to responder safety
(3) Establish emergency incident hazard control zones, including collapse zones, based on current and changing fire conditions, building construction/structural factors, hazardous energy integrity, and incident operational effectiveness
(4) Communicate emergency incident hazard control zones to the IC and responders in accordance with Section 8.7 of NFPA 1500
(5) Ensure that members operating in IDLH environments have adequate means of rapid egress
(6) Ensure that personnel safety systems have been established, including required PPE levels, a "Mayday" rapid intervention crew(s), and a personal accountability system that is in accordance with Section 8.5
(7) Monitor radio traffic to ensure effective communication
(8) Ensure that effective responder rehabilitation efforts have been established in accordance with NFPA 1584
(9) Communicate to the IC the need for assistant safety officers
(10) Develop preventive measures for IC consideration to further reduce responder exposure to hazards
(11) Ensure that contaminated personnel, tools, hose, equipment, and PPE are processed in accordance with contamination-reduction SOPs prior to being returned to service
(12) Begin investigation procedures for accidents that have occurred within the incident area
(13) Document safety officer actions, interventions, and post-incident follow-up needs

Δ **5.9.7.5*** The safety officer shall ensure that the incident scene rehabilitation area has been established.

Δ **5.9.7.6** The safety officer shall ensure compliance with the department's infection control plan and NFPA 1581 during emergency medical service operations.

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
(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

N **5.10.2.9** The all-hazard planning "P" diagram shall be used in developing an all-hazard incident action plan (IAP). *(See Annex C for further information on the all-hazard planning "P.")*

N **5.10.2.9.1*** The incident management team shall use the Planning "P" when developing an incident action plan.

N **5.10.2.9.2** The incident management team shall use an AHJ approved common system to document all planning activities.

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

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/plain language 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.

6.3.2.1* The term "Mayday, Mayday, Mayday" shall be used to alert responders that a member(s) need immediate help.

6.3.2.2 When a "Mayday" condition is announced on the radio for an immediate condition for a responder, the IC shall make sure the "Mayday" is broadcast utilizing the distinctive emergency traffic alert tones and a plan is implemented to facilitate the immediate action to address the situation.

6.3.3* To ensure that clear text/plain language 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" or "Mayday" shall be declared by an incident commander, branch director, division/group supervisor, or any member that needs to address an emergency condition, or is aware of an emergency situation that hasn't been broadcast on the radio channel.

6.3.5* When a responder has declared an "Emergency Traffic" message or a "Mayday" situation, that person shall use clear text/plain language to identify the type of emergency, change in conditions, or change in 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.

Δ **6.4.2** Telecommunicators shall be trained to function effectively within the incident management system and shall meet the qualifications required by NFPA 1061.

6.4.3* The incident commander shall be provided with reports of elapsed time-on-scene at emergency incidents in 15-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.

N **7.2.2** Training curricula and programs shall comply with NIMS ICS position-specific training curricula.

7.2.3 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.

7.2.4 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.

Chapter 8 Command Safety

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

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

8.3 Overall Command. The incident management system shall clearly identify who is in overall command at the scene for the duration of the incident.

8.3.1* There shall 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.

8.4 Command Post Establishment. Following the initial stages of an incident, the incident commander shall establish a stationary command post.

8.5* Accountability Systems. The incident commander shall initiate an accountability system that includes functional and geographical assignments at the beginning of operations and that system shall be maintained throughout operations.

8.6 Assignment of Staff Aides. The incident commander and members who are assigned a supervisory responsibility that involves three or more companies or crews under their command shall have an additional person (staff aide) assigned to facilitate the tracking and accountability of the assigned companies or crews.

8.7 Additional Resources. The incident commander shall request additional resources as needed.

8.8 Rapid Intervention Crew/Company Assignment. The IC shall designate and assign a rapid intervention crew/company (RIC) to initiate the immediate rescue of injured, lost, or trapped responders.

8.9 Responsibilities of the Incident Commander.

8.9.1 The first arriving responder from an ESO that has responsibility for the incident shall assume the role of incident commander for the incident.

8.9.1.1 The incident commander shall conduct an initial and ongoing situational assessment of the incident.

8.9.1.2 The incident commander shall establish an effective communications plan.

8.9.1.3 The incident commander shall develop the incident objectives from the situational assessment and form applicable strategy and tactics.

8.9.1.4 The incident commander shall deploy available resources and request additional resources based upon the needs of the incident.

8.9.1.5 The incident commander shall develop an incident organization for the management of the incident.

8.9.1.6 The incident commander shall review, evaluate, and revise the strategy and tactics based upon the needs of the incident.

8.9.1.7 The incident commander shall provide for the continuity, transfer, or termination of command.

8.10* Community Risk and Emergency Operation Plans. The ESO shall identify community risks and develop specific emergency operation plans that 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.

8.11* Command Post Requirements. Following the initial stages of an incident, 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 is located in the cold zone of an incident.

8.12 Command Post.

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

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

8.12.3 The incident commander shall initiate an accountability system that includes functional and geographical assignments at the beginning of operations and that system shall be maintained throughout operations.

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

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

8.12.6* The incident commander shall evaluate the risk to responders with respect to the purpose and potential results of the responders' actions.

8.12.7 In situations where the risk to emergency service responders is excessive, as defined in 8.12.8, activities shall be limited to defensive operations.

8.12.8* 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.

8.13 Safety Officer and Assistant Safety Officer.

8.13.1* The incident commander (IC) shall appoint a safety officer (SO) at all applicable emergency incidents.

8.13.2 The following items shall 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, operations, 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 responder.

N **8.13.3** Appointed safety officers shall meet the requirements set forth in Chapter 5 of NFPA 1521.

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 preven-

tion 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.

N **A.3.3.5 Base.** The incident command post might share the same location as the base. There is only one base per incident, and the incident name or other designator should be added to the term "Base" as its title.

A.3.3.8 Clear Text/Plain Language. Ten codes or agency-specific codes should not be used when using clear text/plain language.

A.3.3.10 Command Staff. Command staff positions can have an assistant or assistants.

A.3.3.12 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.

A.3.3.13 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.3.3.19 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.3.3.20 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.3.3.22 Fire Department. The term *fire department* includes any public, governmental, private, industrial, or military organization providing these services.

A.3.3.26 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**, 2018]

A.3.3.27 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.3.3.29 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.3.3.31 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.3.3.32 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.3.3.33 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.3.3.34 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.3.3.39 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.3.3.40 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.3.3.41 National Response Framework. The National Response Framework (NRF) defines the key principles, roles, and structures that organize the way the nation responds. It describes how communities, tribes, states, the federal government, and private-sector and nongovernmental partners apply the principles for a coordinated, effective national response. It identifies special circumstances where the federal government exercises a larger role, including incidents where federal interests are involved and catastrophic incidents where a state would require significant support. The NRF enables first responders, decision makers, and supporting entities to provide a unified national response. This FEMA document establishes a comprehensive, national, all hazards approach to domestic incident response.

A.3.3.43 Planned Event. Examples of a planned event are parades, sporting events, air shows, conventions, and controversial court decisions.

A.3.3.45 Public Information Officer. The public information officer can be assigned assistant(s).

A.3.3.46 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.3.3.46.3 Tactical Radio Channel. It is also used at the tactical level management unit when implemented.

Δ **A.3.3.47 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 responders. 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.

Δ **A.3.3.52 Safety Officer (SO).** The safety officer (SO) can be an assigned assistant(s). There are agencies that identify the SO as an incident safety officer (ISO) according to NFPA 1521.

For the purposes of this document, an SO is a member of the command staff responsible for monitoring and assessing safety hazards or unsafe situations and for developing measures for ensuring personnel safety.

A.3.3.53 Section. The section is organizationally situated between the branch and the incident command.

A.3.3.54 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.3.3.55 Staff Aide. A staff aide is also known as a staff assistant, field incident technician, or emergency incident technician, who can be a responder or responder officer.

A.3.3.57 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.3.3.61.1 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.3.3.61.2 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.3.3.61.3 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 3.3.61.2, 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.3.3.65 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.3.3.66 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.

N **A.3.3.68 Zone.** An example of a zone would be area command. A zone could be assigned an incident management team(s) or an IC to provide management of a defined area or function. Zones can be identified geographically, numerically, or by function name.

A.4.1 This standard establishes minimum performance requirements for an incident management system based on concerns 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.4.3 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.4.4.1 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.4.5.1 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.4.5.5 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.4.5.6 During responder rescue operations, the incident commander should consider 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 and a medical component for responders
(5) Modify the strategic plan to include a high-priority rescue operation
(6) Initiate a personnel accountability report (PAR)
(7) Withdrawal of companies from affected area
(8) Assign a rescue group to manage multiple rapid intervention crews/companies
(9) Ensure a safety officer has been assigned
(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) Impact of vertical/horizontal ventilation

(17) Provide lighting at doorways, especially at points of entry

A.4.5.9 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.4.6.1 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 barcoding 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.4.6.4 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.4.6.5 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.4.6.6 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.4.6.10 For an ESO, 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 apparatus. The identity of each crew member should at least be recorded in a standard manner on the vehicle, with a supervisor responsible for the crew.

A.4.6.11 When responders arrive in their own vehicles or assemble at the incident scene, a system is required to record the identity or each member arriving and to organize them into companies/crews/units with appropriate supervision. This requires a standard system of "reporting in" at the incident and becoming part of the overall organized management system.

A.4.6.12 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.4.6.14 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.4.7.1 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.

A.4.8.2(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 multi-vehicle 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.4.8.2(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.4.8.2(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.4.9.1 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.4.9.5 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.

Δ **A.5.1.1** A fire department safety officer should meet the requirements of NFPA 1521.

A.5.1.9 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.

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.

N **A.5.3.1** The practice of "an incident within an incident" (which sometimes occurs in wildland incidents) is not consistent with the National Incident Management System in regard to the incident commander managing the entire incident. This does not prohibit the incident commander from delegating responsibilities when appropriate and in accordance with NIMS. The most important tasks in any emergency situation are to rescue and treat the member in a life-threatening situation that triggered the emergency.

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, 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 H.)*

A.5.3.8 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.

Δ **A.5.3.8.1(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.8.6.4 in NFPA 1500.

A.5.3.10 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.5.3.15 A second person (staff aide) needs to be assigned to assist the incident commander and members who are assigned a supervisory responsibility Involving multiple companies or units to maintain resource accountability. Supervisors operating by themselves cannot effectively direct resources and maintain accurate accountability without an additional staff person to assist.

N **A.5.3.15.2** An example of an additional garment is an identifiable helmet.

A.5.3.16.2 During the initial stages of an incident, the IAP should be communicated verbally to all staged and assigned resources at an incident. For Type IV and Type V incidents, the incident commander should verbally communicate the IAP during the initial stages of the incident and throughout the incident as benchmarks are met or not met.

A.5.3.18 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.5.3.20 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.5.4 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 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.

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 D 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.

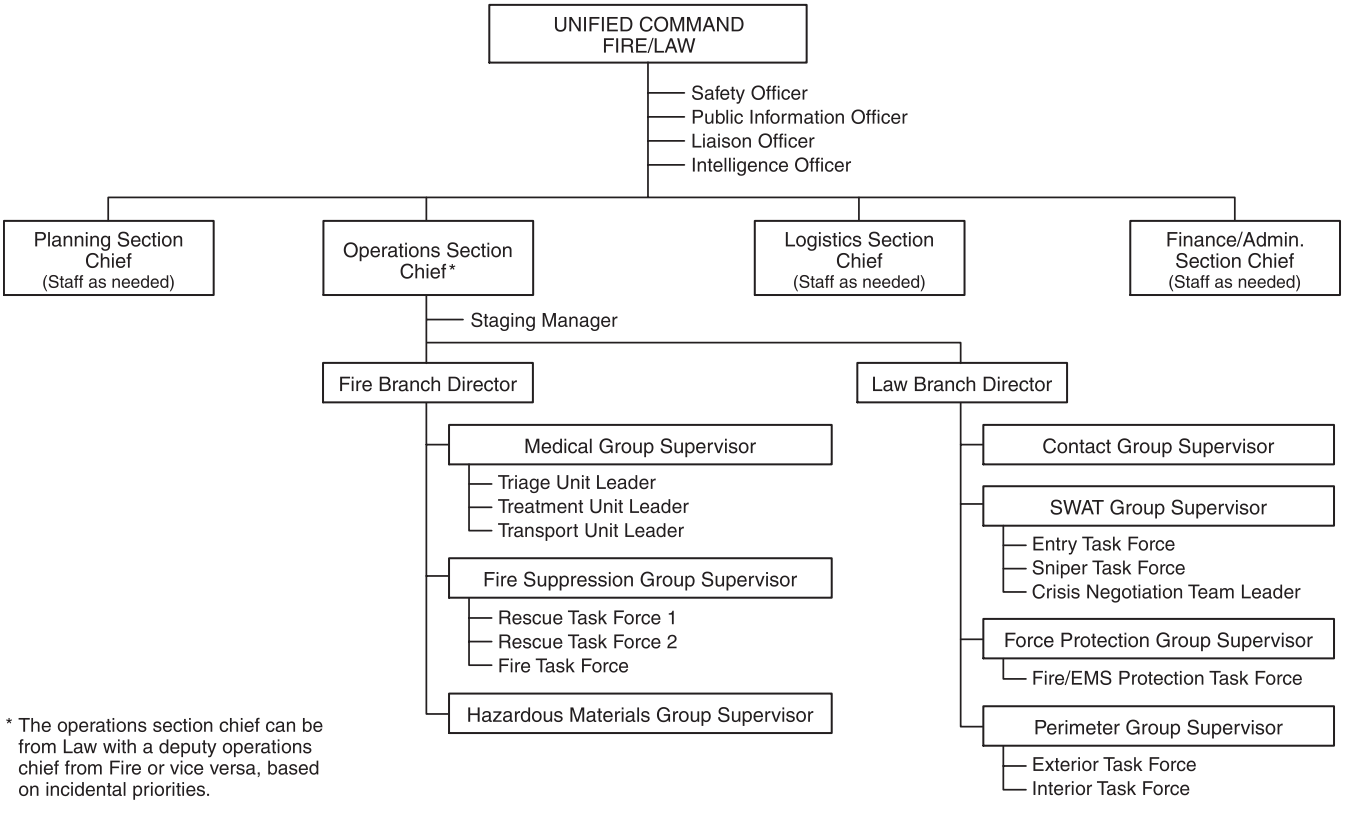

FIGURE A.5.5(a) Organization for a Unified Command Involving Fire and Law.

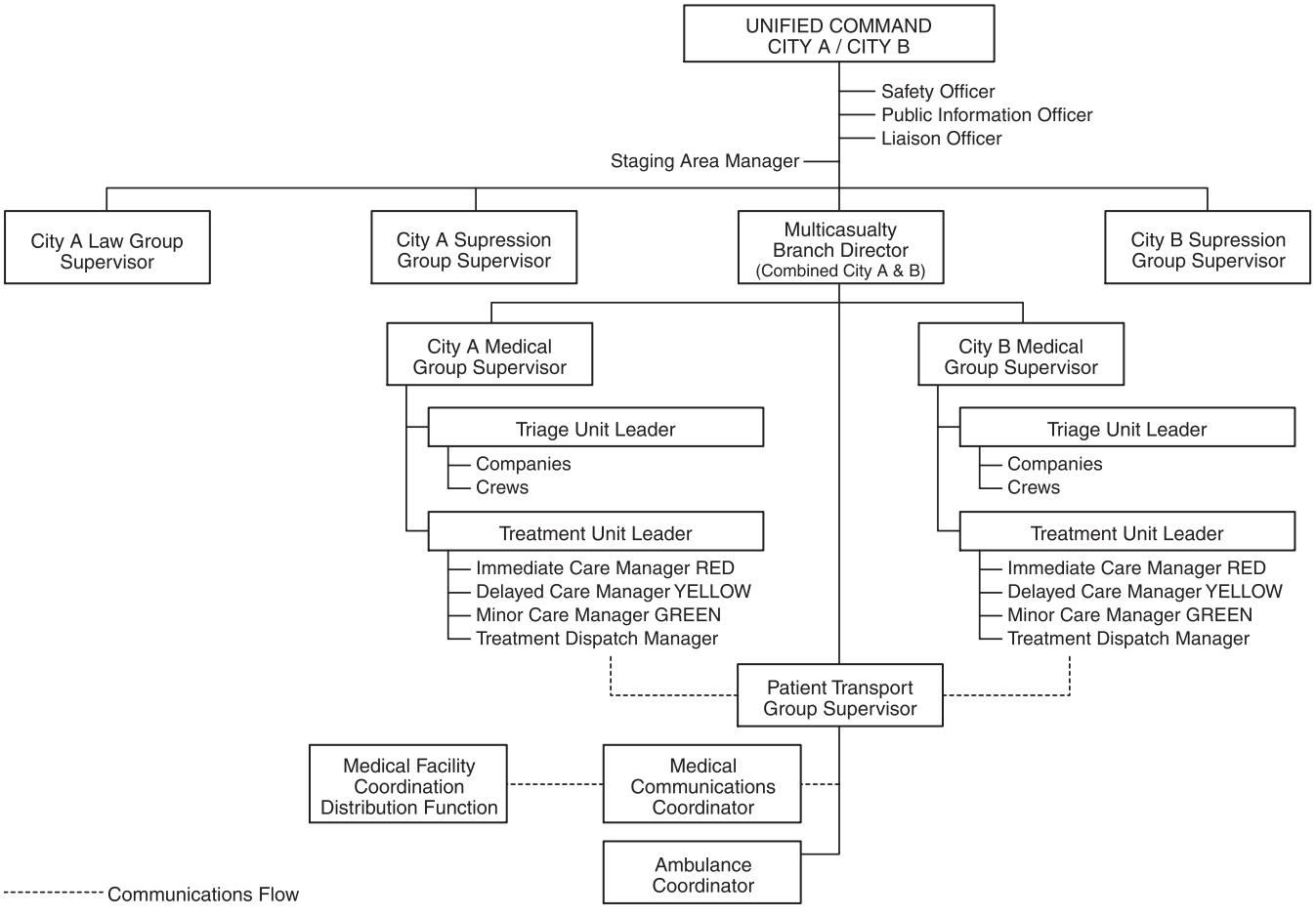

FIGURE A.5.5(b) Organization for a Unified Command Involving Multiple Jurisdiction and Multiple Casualties.

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.

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.

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.

Δ **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 that interacts with agencies or jurisdictions, not with incidents.

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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 commander 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:

(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.

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

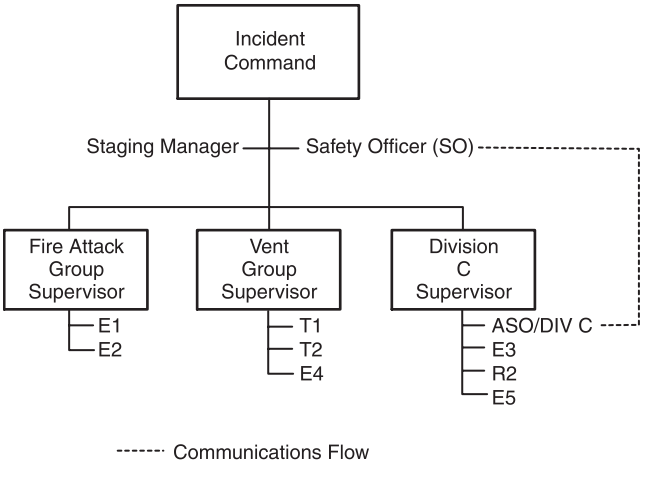

FIGURE A.5.9.6.4(a) The Use of an ASO at a Simple Fire Incident.

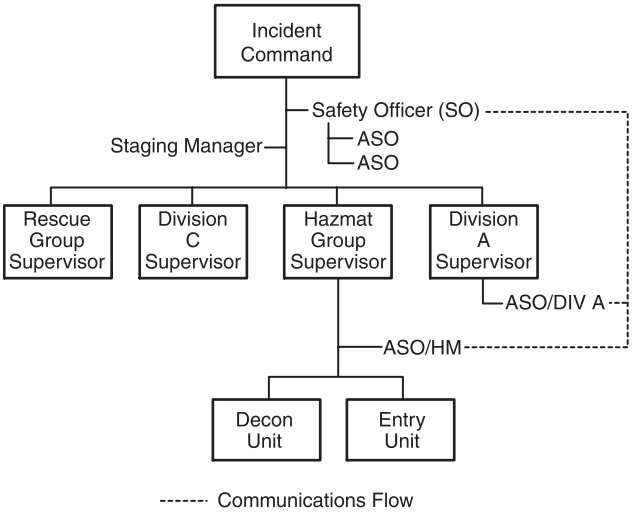

FIGURE A.5.9.6.4(b) The Use of an ASO at a Division/Group Incident.

A.5.9.6.6 A recurring recommendation from NIOSH fire fighter investigative reports emphasizes the need for a safety officer for fire departments. An ESO should develop a policy that defines the response of a safety officer to hazardous incidents or hazards where responders are at risk.

Δ **A.5.9.6.7** There are circumstances at emergency incidents that require the immediate response or attention of a safety officer. It is unrealistic to assume that one individual would be available on a continual basis to fulfill the requirements of a predesignated safety officer. The response of the predesignated safety officer to an emergency incident might be delayed by distance, simultaneous events, or other circumstances. When a safety officer is needed at an incident scene and none is available, the incident commander should assign a qualified member to the safety officer function.

Δ **A.5.9.6.9** ESOs respond to incidents that might be outside, or have elements outside, the level of knowledge, skill, and ability of response members. In these cases, it is incumbent upon the safety officer or incident commander to utilize technical specialists (civilians or personnel from other emergency service organizations) to assist a safety officer with the health and safety issues of that incident.

Some technical specialists might have achieved certification through accredited agencies or licensing bodies in disciplines not typically held by ESO members. Examples include, but are not limited to, building official, structural engineer, occupational hygienist, hydrologist, doctor, lawyer, chemist, and any other technical specialist as required by the incident.

Although usually assigned to the planning section, depending on the requirements of the incident and the needs of the section chief, the technical specialist can be assigned anywhere within the incident management system structure.

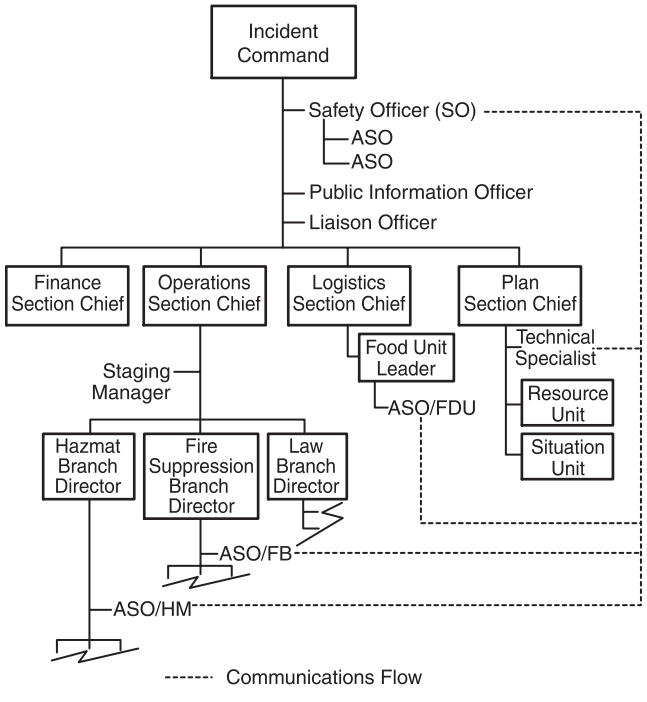

FIGURE A.5.9.6.4(c) The Use of an ASO at a Multi-Branch Incident.

When dealing with safety matters at an incident, a technical specialist(s) should report directly to the safety officer or the assistant safety officer assigned to the respective division or group.

Δ **A.5.9.6.9.1** Some functions are performed best by individuals with specific expertise, particularly in highly technical areas. The designated safety officer can utilize members with specific expertise in the technical specialist or assistant safety officer role. In these cases, the safety officer can address overhead safety functions while the technical specialist or assistant safety officer addresses safety functions for those with specific special operations expertise.

Δ **A.5.9.6.9.2** Due to the knowledge and expertise required at a technician-level hazardous materials incident, the safety officer needs to have an understanding of these operations. This can be achieved by being trained to the hazardous materials technician level of NFPA 472. In cases where the designated SO does not possess the technician-level training, appointing a technician-level trained assistant or technical specialist with the necessary training will help satisfy the safety needs of the technician-level members.

Title 29 CFR 1910.120(q)(3)(vii) requires the incident commander to designate a "…safety officer, who is knowledgeable in the operations being implemented at the emergency response site." This has been interpreted to apply to hazardous materials emergency incidents and confined space rescue incidents. The appointment of a technical specialist (in this case an individual with training to the technician level) can meet this requirement where the safety officer does not possess the knowledge, training, or experience to handle such incidents.

Examples include but are not limited to hazmat technician-level operations, confined space rescues, specialist operations such as high angle and swift water rescue, urban search and rescue incidents, federal-level wildland fires, and WMD responses.

Δ **A.5.9.6.13** This identification can be accomplished by wearing a highly visible vest, helmet, or other indicator that is unique to the safety officer position.

Δ **A.5.9.6.14** Upon arrival at an incident, the designated safety officer should meet with the incident commander or designee to confirm the safety officer assignment and be integrated into the personnel accountability system. Upon confirmation, the safety officer should obtain the following information:

(1) The overall situation status and resource status
(2) The incident action plan and personnel accountability status
(3) Known hazards and concerns and establishment of control zones
(4) Status of rapid intervention teams and the rehab area
(5) Confirmation of established radio communication channels

Once this information is obtained, the safety officer should don personal protective equipment (PPE) appropriate for the potential hazards that he or she will be exposed to, as well as a safety officer identifying vest or helmet. From here, the safety officer should perform a reconnaissance of the incident and begin safety officer functions. If the safety officer enters a warm zone or hot zone as identified in NFPA 1500, the safety officer should be accompanied by another responder.

A.5.9.7.5 On-scene rehabilitation should address rest, hydration, active cooling, basic life support monitoring and care, energy nutrition (food and electrolyte replacement), and accommodations for weather conditions.

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.

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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 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.

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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.

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N **A.5.10.2.9.1** An example of setting up an initial incident action planning process while using the Planning "P" is found in Annex C.

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.

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 H for additional information on functional assignments for high-rise building incidents.)*

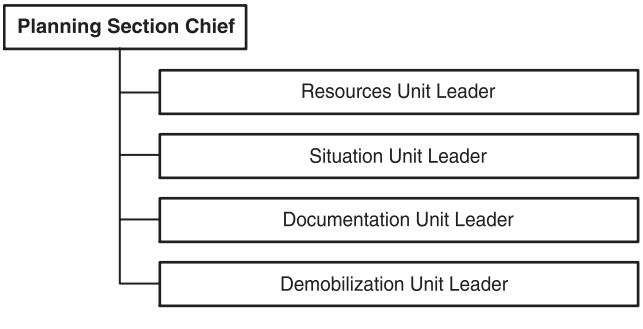


FIGURE A.5.10.2.7 Structure of Planning Section.

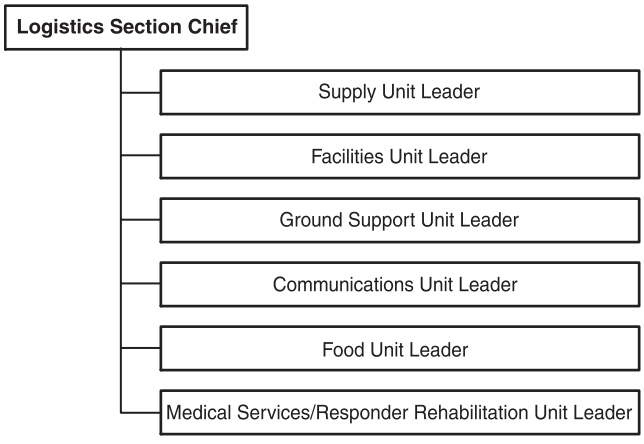


FIGURE A.5.10.3.3 Structure of Logistics Section.

Δ **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.

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

Δ **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

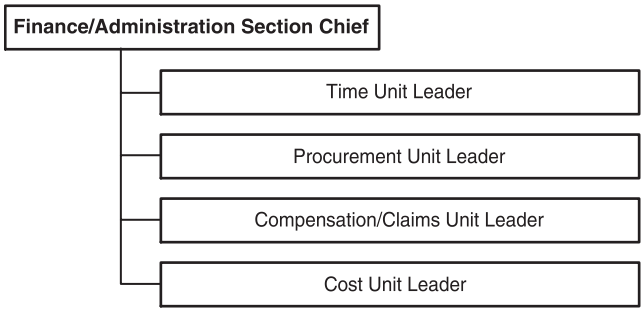


FIGURE A.5.10.4.3 Structure of Finance/Administration Section.

by systems designed and installed in accordance with *NFPA 72*, 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/plain language 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 can warrant an "Emergency Traffic" message, which can include deteriorating or extremely hazardous conditions, weather changes that could intensify the situational conditions and further endanger lives, and critical changes in tactics that on-scene responders need to be made aware of. These situations require prompt attention and possibly could require coordinated action to avert an operational disaster. Effective communications are the key to assuring that appropriate action is implemented quickly in order to provide prompt and rapid aid to responders.

Evacuation Emergency Traffic Operation

In the event of potential building collapse, high tension wires down, or any other extraordinary hazard, or a change in conditions that creates an imminent danger to personnel, members will communicate this information by using "Emergency Traffic" on the radio to identify the situation. The IC is responsible for making orderly and thorough contact with all on-scene personnel by requesting "Emergency Traffic" on the radio. Using clear text/plain language to identify the conditions, the IC should announce "All Companies Evacuate the Building," "Change from an Offensive to a Defensive Attack," "Electric Lines Down," "Shots Fired," or any other critical scene information. The incident commander should confirm through the affected division and group supervisors, or company officers, that the "Emergency Traffic" information was received.

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.6.3.2.1 This annex material establishes a guide for responders and supervisors to follow in the event of a lost, trapped, or injured responder. The rescue of a lost, trapped, or injured responder is time sensitive. There is a very narrow "window of survivability" for a responder who is out of air or trapped by a hazardous condition. Individual responders must not delay reporting to the incident commander (IC) if they become lost or trapped or need assistance. In addition, supervisors must not delay in reporting of a lost responder or their inability to complete a personnel accountability report (PAR). The IC must always assume that the missing responder is lost until they can be accounted for. The IC must also restructure the strategy and tactics to include a priority rescue.

Responder "Mayday" Emergencies

If a responder becomes lost, trapped, or injured, and the responder can't resolve the situation in 30 seconds, he or she must call for help immediately.

Any delay compromises the window of survivability. Using the portable radio, the responder should activate an Emergency Button on his or her radio if equipped or announce "Mayday, Mayday, Mayday" on the radio channel he or she is operating on. In addition, he or she needs to identify the type of emergency (e.g., "Responder Down", "Responder Missing," or "Responder Trapped"). When announced, all other personnel should refrain from using that radio channel unless a radio message is necessary for the safety of personnel or involves the emergency situation. When the radio is clear, the responder should notify the IC of the responder's exact situation. It is imperative to give as much detail as possible in a concise manner to assist in locating, rescuing, and/or treating personnel.

Supervisors should then conduct a PAR of all responders assigned to them.

The IC should then confirm a PAR for the entire incident.

At the conclusion of the "Mayday" or "Emergency Traffic" situation, the IC should then transmit "All Clear, Resume Radio Traffic" on all assigned radio channels to end the emergency traffic.

Δ **A.6.3.3** Examples of emergency traffic could be "Evacuate the building," "Wind Shift from North to South," "Change from Offensive to Defensive Operations," "Electrical Wires Down," or "Shots Fired." The IC should implement a plan based upon the needs for any ESO agency. All ESO agencies should use clear text/plain language as directed by the National Integration Center and avoid using 10 codes. Clear text/plain language should be descriptive of the situation so all on-scene responders are aware of the emergency situation.

A.6.3.4 The term "Mayday, Mayday, Mayday" should be used to alert responders that a responder(s) needs immediate assistance. Once a "Mayday" condition is broadcast on the radio using the distinctive emergency traffic alert tones, the IC and/or the dispatch center is responsible to take action to clear the radio channel and to determine the member's location, situation, and resources needed to facilitate assistance. The term "Mayday" could occur following a personnel accountability report (PAR) that fails to locate or account for a suspected lost member. Some agencies have adopted the term *"LUNAR"* — location, unit assigned, name, assistance needed, and resources — to gain additional information in identifying the assistance to the responder(s) in need of assistance. It is possible that the responder who is in trouble will not have the time to complete this report. The responder might only have

time to say "Help" on the radio. The IC and all responders need to understand the seriousness of the situation. It is very important to have the resources on scene and a plan established prior to the emergency condition to address the situation and to clear the "Mayday" or other "Emergency Traffic" condition as quickly and safely as possible.

Upon notification of a "Mayday" situation, it is imperative that the incident commander (IC) remain in control of the entire incident and not become overly committed to the rescue activities. *The most important task is to find and rescue the member(s) in a life-threatening situation that triggered the Mayday situation.* The IC should consider assigning a supervisor to manage the Mayday by establishing a rapid intervention group supervisor. By establishing this higher level position early, this enables the incident commander to have the rapid intervention group supervisor to enhance the overall management of the Mayday situation. Most members in a Mayday situation are rescued by other members in proximity to member(s) in trouble.

When managing an incident involving a Mayday, the incident commander may be faced with a dynamic or complicated situation. For members not in the immediate area of the Mayday, then the IC may decide to move these noninvolved members or companies to another tactical channel.

Incidents are not one size fits all. The IC has the overall responsibility when or if to implement moving nonessential members or companies to a different tactical channel. It is imperative that the IC not reassign companies to a different tactical channel who are operating in the immediate area or probable area of the lost, missing, or trapped member. The IC should not move noninvolved members or companies to another tactical channel involving a Mayday of a noncomplicated incident or situation such as a single-family dwelling fire.

Ideally, an IC should have the ability to monitor three radio channels at the fixed location command post: a dispatch channel to agency dispatch center, a tactical channel to assigned resources, and a command channel to enable communications with assigned divisions, group supervisors, and branch directors when assigned. Avoiding moving members or companies to another tactical channel during a Mayday situation ensures the IC can communicate with division/group supervisors or branch director on a designated command channel during a dynamic or complicated situation. This also ensures that the incident commander can effectively continue to manage other areas of the incident during a Mayday situation.

Δ **A.6.3.5** Examples of "Emergency Traffic" could be "Evacuate the Building," "Wind Shift from North to South," "Change from Offensive to Defensive Operations," "Electrical Wires Down," or "Shots Fired." "Mayday" is another radio term used to announce an emergency situation for a responder. The IC should implement an action plan to address the situation. In addition to the "Emergency Traffic" or "Mayday" message, the ESO can use additional signals such as three rapid air horn blasts on a fire engine air horn 10 seconds apart to alert members to evacuate as part of an SOP.

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.
(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.

A.8.2 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 as shown in Figure A.8.2.

A.8.3.1 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 consistent manner in which the organization applies this procedure on all incidents.

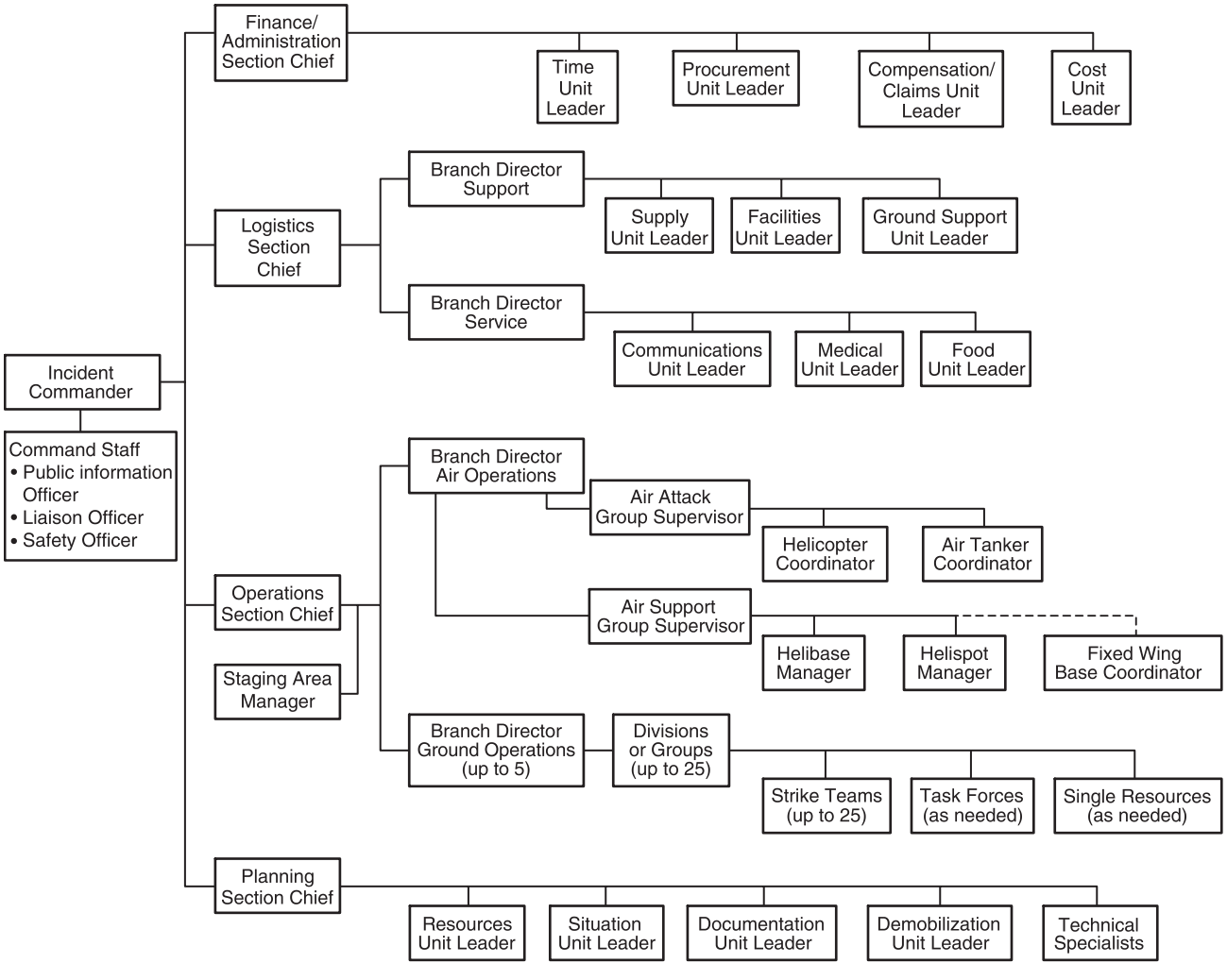


FIGURE A.8.2 Command Structure.

An exception to the "one incident commander" requirement can be permitted where two or more agencies have specific jurisdictional responsibility for an incident. In the initial stages, unified command can be employed, by verbal agreement, with two or more individuals working together to command the incident. It is important when more than one agency or organization is operating at the incident- that the agencies or organizations come together at a command post for the management of the incident.

A.8.5 It is apparent from NIOSH fire fighter fatality investigations regarding line of duty deaths (LODD) that a failure exists in tracking all resources and their assigned location from the initial first alarm assignment up through multiple alarms. This creates a lack of accountability when operating at the scene of an incident. This also is a problem at incidents involving multi-discipline and multi-agency responses. It is very important for the first on-scene supervisor to initiate an accountability system maintaining resource accountability and then pass or transfer the information to the next person assuming command upon his or her arrival. A system that relies only on predesignated assignments dictated in SOP/Gs does not meet the intent of the requirement.

A.8.10 During responder rescue operations, the incident commander should consider 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 and a medical component for responders
(5) Modify the strategic plan to include a high-priority rescue operation
(6) Initiate a personnel accountability report (PAR)
(7) Withdrawal of companies from affected areas
(8) Assign a rescue group to manage multiple rapid intervention crews/companies
(9) Ensure a safety officer has been assigned
(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) Impact of vertical/horizontal ventilation
(17) Provide lighting at doorways, especially at points of entry

A.8.11 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 commander 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.8.12.6 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.8.12.8 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.8.13.1 Complex incidents or those that cover a large geographic area can 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.

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.

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.

Δ **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) 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 dependent 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 multiagency 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 predesignate 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; 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 preplanned 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

N Annex C Use the Planning "P" When Developing an Initial Incident Action Plan

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

N **C.1 Planning "P."** Many incident management organizations use a formal planning cycle with established meetings and deliverables to mark their progress through the planning process and enable coordination of the entire team. The Planning "P," illustrated in Figure C.1, is a graphical representation of the sequence and relationship of the meetings, work periods, and briefings that comprise the incident action planning cycle. Other versions of the Planning "P" may be used as training and operational aids.

The leg of the "P" describes the initial stages of an incident, when personnel work to gain awareness of the situation and establish the organization for incident management. Incident personnel perform the steps in the leg of the "P" only one time. Once they are accomplished, incident management shifts into a cycle of planning and operations, informed by ongoing situational awareness and repeated each operational period.

N **C.1.1 Initial Response and Assessment.** The responder(s) who is first to arrive at the incident scene conducts the initial assessment and takes whatever immediate response actions are appropriate and possible. The initial or rapid assessment is essential to gaining and maintaining situational awareness. It enables the incident commander to request additional resources and/or support, develop, and implement initial tactics. Jurisdiction officials might decide to activate an EOC based on the initial assessment.

N **C.1.2 Agency Administrator Briefing.** The agency administrator briefing is a presentation to the personnel who will be managing or supporting the incident by the administrator or other senior official of the jurisdiction, agency, or organization affected by the incident. This briefing occurs when the incident commander or unified command are assuming duties outside their normal responsibilities or are from an entity or jurisdictional area that does not possess authority to manage the incident they are being assigned. In such cases, the briefing provides supporting details to the delegation of authority or other document that the jurisdiction, agency, or organization typically provides to the incident commander or unified command.

During the briefing, the agency administrator or a designee provides information, guidance, and direction — including priorities and constraints — necessary for the successful management of the incident. The briefing is intended to ensure a common understanding between the jurisdiction, agency, or organization and the incident personnel regarding such things as the environmental, social, political, economic, and cultural issues relevant to the incident and its location.

N **C.1.3 Incident Briefing.** The incident briefing marks the transition from reactive to proactive incident management. The initial responder(s) typically delivers the briefing to the incoming incident commander or unified command. This meeting enables the incoming incident commander or unified command to initiate planning for the next operational period.

N **C.1.4 Initial Unified Command Meeting.** If a unified command is managing the incident, the initial unified command meeting allows members of the unified command to meet in private to discuss each jurisdiction or organization's

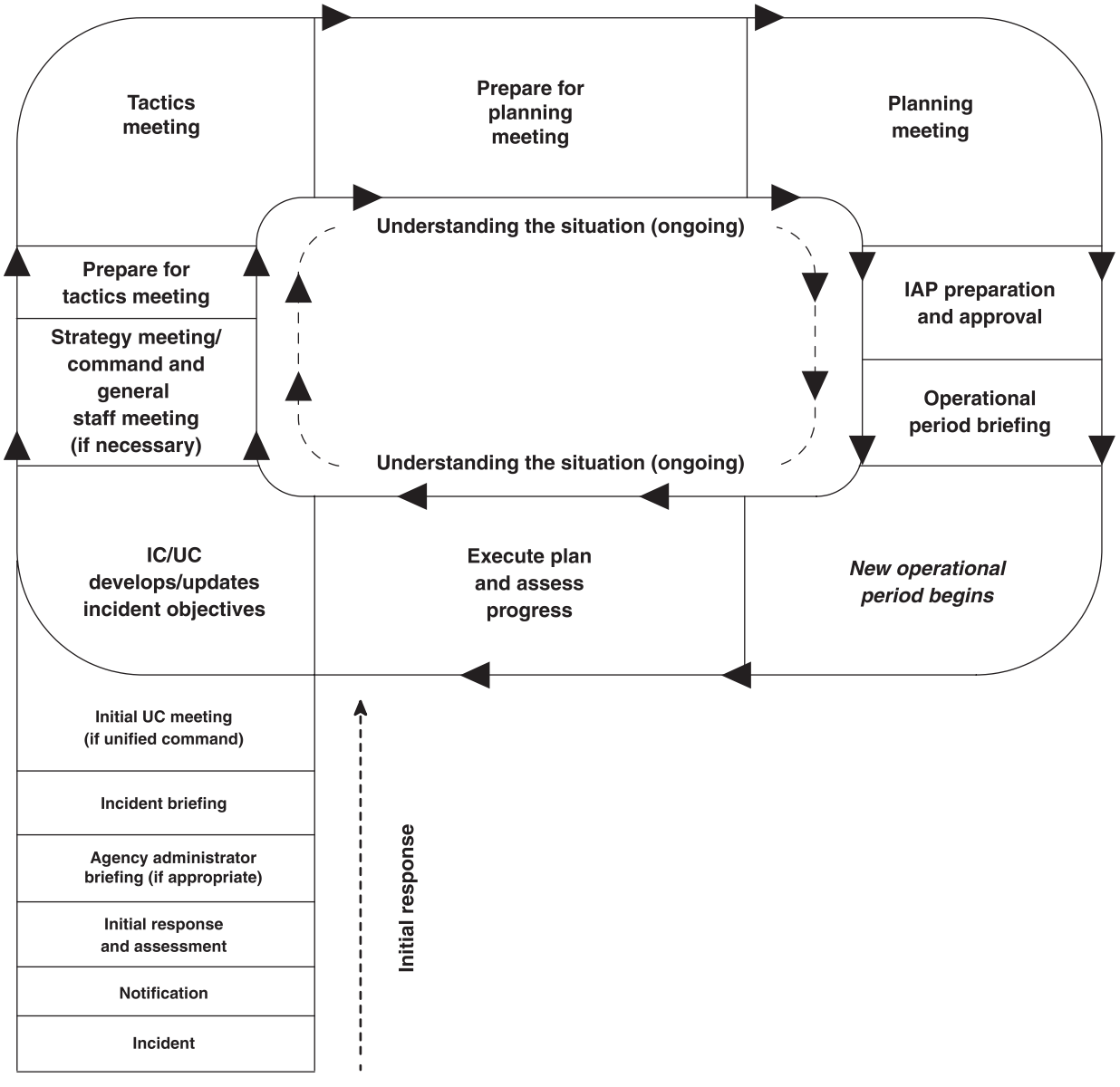


FIGURE C.1 Operational Period Planning Cycle.

priorities and objectives as well as any limitations, concerns, and restrictions. During the initial unified command meeting, members of the unified command generally accomplish the next step by developing the initial joint incident objectives.

N **C.1.5 Objectives Development/Update.** The incident commander or unified command establishes the incident objectives for the initial operational period. After the initial operational period, the incident commander or unified command reviews the incident objectives and may validate them, modify them, or develop new objectives.

Incident objectives are based on incident priorities and other requirements. Clearly communicated priorities and objectives support unity of effort among incident personnel and enable the development of appropriate strategies and tactics. When the members of the team clearly understand the intent behind their instructions, they are better equipped to act decisively and make good decisions.

N **C.1.6 Strategy Meeting/Command and General Staff Meeting.** After developing or revising the incident objectives, the incident commander or unified command typically meets with the command and general staff, and sometimes others, to discuss the incident objectives and provide direction. This meeting may be called the strategy meeting or the command and general staff meeting and is held as needed to determine how best to meet the incident objectives.

The initial strategy meeting, which is held the first time through the planning cycle, is particularly important, because it allows team members to share information and jointly determine the initial approach to response operations. The initial strategy meeting may include the initial incident commander and a representative from the agency administrator.

N C.1.7 Preparing for the Tactics Meeting. Once the approach to achieving or working toward achieving the incident objectives is determined, the operations section chief and staff prepare for the tactics meeting by developing tactics and determining the resources that will be applied during the operational period.

N C.1.8 Tactics Meeting. The tactics meeting is a forum for key players to review the proposed tactics developed by the operations section staff and to conduct planning for resource assignments. The operations section chief leads the tactics meeting, and key participants include the logistics section chief, safety officer, a representative from the planning section—typically, the resources unit leader—and other technical specialists or team members invited by the operations section chief, logistics section chief, or safety officer. The team uses ICS Forms 215 and 215A, the operational planning worksheet and the incident action plan safety analysis, to facilitate and document decisions they make during the meeting.

N C.1.9 Preparing for the Planning Meeting. Following the tactics meeting, preparations begin for the planning meeting. Team members collaborate between the tactics meeting and the planning meeting to identify support needs and assign specific operational resources to accomplish the operational plan.

N C.1.10 Planning Meeting. The planning meeting serves as a final review and approval of operational plans and resource assignments developed during and after the tactics meeting. Ideally, the planning meeting involves no surprises and simply serves as a review of a plan that the command and general staff have collaboratively developed and agreed upon. At the end of the planning meeting, command and general staff, and any agency officials involved, confirm that they can support the plan.

Table C.1.10 lists the elements responsible for completing each form for inclusion in the IAP.

N C.1.11 IAP Preparation and Approval. Based on concurrence from all elements at the end of the planning meeting, the incident commander or unified command approves the plan. After this final approval, the planning section staff assemble the plan and ensure that it is ready for use during the operational period briefing.

A written IAP is composed of a series of standard forms and supporting documents that convey the intent of the incident commander or unified command, as well as the operations section chief for the operational period. The incident commander or unified command determines which ICS forms and attachments to include in the IAP; the planning section chief ensures that staff in the appropriate sections, branches, or units prepare the forms and attachments. The incident commander or unified command gives final approval of the written IAP before planning section staff reproduce and disseminate it. IAPs can be distributed electronically, in hard copy, or both.

N C.1.12 Operational Period Briefing. Each operational period starts with an operational period briefing. Incident supervisory and tactical personnel receive the IAP during the briefing. During this briefing, various members of the command and general staff present the incident objectives, review the current situation, and share information related to communications or safety. Following the operational period briefing, supervisors brief their assigned personnel on their respective assignments as documented in the IAP. During longer operational periods, shift change briefings may be conducted within an operational period.

Table C.1.10 The IAP and Typical Attachments

Component	Normally Prepared by ICS
Incident objectives (ICS Form 202)	Incident commander or unified command
Organization assignment list or chart (ICS Forms 203, 207)	Resources unit
Assignment list (ICS Form 204)	Resources unit
Incident radio communications plan (ICS Form 205) or communications list (ICS Form 205A)	Communications unit
Medical plan (ICS Form 206)	Medical unit
Incident maps	Situation unit
General safety message/site safety plan (ICS Form 208)	Safety officer
Other Potential Components	**(Incident Dependent)**
Air operations summary	Air operations
Traffic plan	Ground support unit
Decontamination plan	Technical specialist
Waste management or disposal plan	Technical specialist
Demobilization/deactivation plan	Demobilization unit
Site security plan	Law enforcement, technical specialist, or security manager
Investigative plan	Intelligence/investigations function
Evacuation plan	As needed
Meeting schedule (ICS Form 230)	Situation unit
Sheltering/mass care plan	As needed
Other (as needed)	As needed

Annex D Area Command

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

Δ D.1 Organizations, facilities, and communications are required to implement an 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 an area command can be advantageous:

(1) Critical human or property values are at increased risk because multiple incidents are competing for limited resources
(2) Difficulties with inter-incident resource allocation and coordination are occurring
(3) Multiple incidents are being handled by a separate incident command system (ICS) 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)

An area command is responsible for prioritizing resource requests from several incident commanders (ICs). Experience has also proven that an area command can be used to allocate resources through dispatch for a single large-scale, widespread event with multiple incidents and a situation so dynamic that dispatch to the incident is best handled away from the agency or jurisdiction dispatch center. An area command can also be used for a large planned event (e.g., large parade, air show, political convention) where the potential for numerous incidents during the event exists.

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

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

(1) An area command deals with the inter-incident coordination often required of each IC, allowing the individual ICs within the identified area to focus attention on his or her assigned incident instead.
(2) An area command sets priorities between incidents and allocates critical resources according to priorities established by the agency or jurisdiction administrator.
(3) An area command ensures that agency or jurisdiction policies, priorities, constraints, and guidance are being communicated to the respective ICs.
(4) An area command reduces the workload of the agency or jurisdiction administrator, especially if there are multiple incidents occurring simultaneously.

ICs must be made aware of critical priorities established by an area commander. ICs might not always concur with the area command decisions regarding critical resource allocations; however, it is essential for each IC to understand that the allocation of resources will be balanced with the priorities established for the assigned geographic area within the greater impact area, and 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.

An area command allocates critical resources, based on priorities, within the identified geographical area it is managing. It also coordinates with its dispatch center and the department operations center when activated. An agency/jurisdiction should develop a standard operating policy (SOP) for implementation, including applicable policies, objectives, limitations, and constraints.

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

(1) General situation (i.e., status of the situation and resources)
(2) Incident and agency/jurisdictional priorities
(3) Status of communications systems between the agency or jurisdiction dispatch center and area command and between area commanders and ICs (e.g., a designated radio or other channels for communication exist, a command channel is identified)
(4) Incidents and geographic area assigned to the area command
(5) Jurisdictional delegation of authority
(6) Names and qualifications of assigned ICs
(7) Incidents operating under unified area 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 the area command is established, the ICs 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 transmission on a command channel. The area commander is designated by a delegation of authority and accountable to the agency or jurisdictional executive or administrator that has signed the delegation of authority.

The area commander should have an initial joint meeting with ICs 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 of actions that could include, but are not limited to, the following:

(1) Obtain concise individual incident briefings
(2) Explain the role and responsibilities of an area commander
(3) Review the general policy and direction for the incidents as stated by the agency or jurisdiction administrator
(4) Resolve any conflicts that might exist between the agency or jurisdiction administrator policy and particular incident situations
(5) Review appropriate procedures
(6) Be open to questions and input
(7) Collect available essential information regarding each incident or develop an incident action plan (IAP)

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

(1) ICs 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 maintaining 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 ICS.

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 manager

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 an 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 an area command does not replace incident-level ICS organizations or functions. The specialist positions, if established, are related to area command functions.

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

It could take some time to establish an 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.

An 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 ICs.

An area command should be located in a facility (mobile or fixed) that has sufficient capability to meet the wide spectrum of communication needs for the organization. If there are existing facilities with an established communication system (mobile or fixed) 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 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, ICs, 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 because it can cause confusion with the management of that incident.

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 ICs' 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 these needs.

An area command must maintain a tracking system and records of service requests, dispatches, and statuses 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 an area command is implemented, new incidents might be discovered within the geographic area and communicated to the 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 the area command.

One system that has been tested and demonstrated to work is use of the battalion or division identifiers followed by a numerical sequence; for example, Division 1-1, Division 1-2, Division 1-3, Battalion 3-1, Battalion 3-2, Battalion 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 planning, logistics, finance/administration, and communications.

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

A local dispatch center dispatches resources to incidents until an 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 D.1(a) through Figure D.1(e) illustrate area command organization and implementation. An area command involves a large number of personnel and extensive resources to successfully manage multiple incidents within a jurisdiction. Training is essential for successful incident operations. Agencies utilizing an area command should have the necessary course instruction and regularly conduct practical exercises using area command.

Figure D.1(a) is an example of an area command organization at the highest level. Individual incidents would fall under ICs who then report to the area commander. If an individual incident involves a unified command, there would probably be a unified area command. Figure D.1(b), Figure D.1(c), Figure D.1(d), and Figure D.1(e) are examples of ICS organizations at the incident level that would fit under this area command.

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

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

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

Figure D.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.

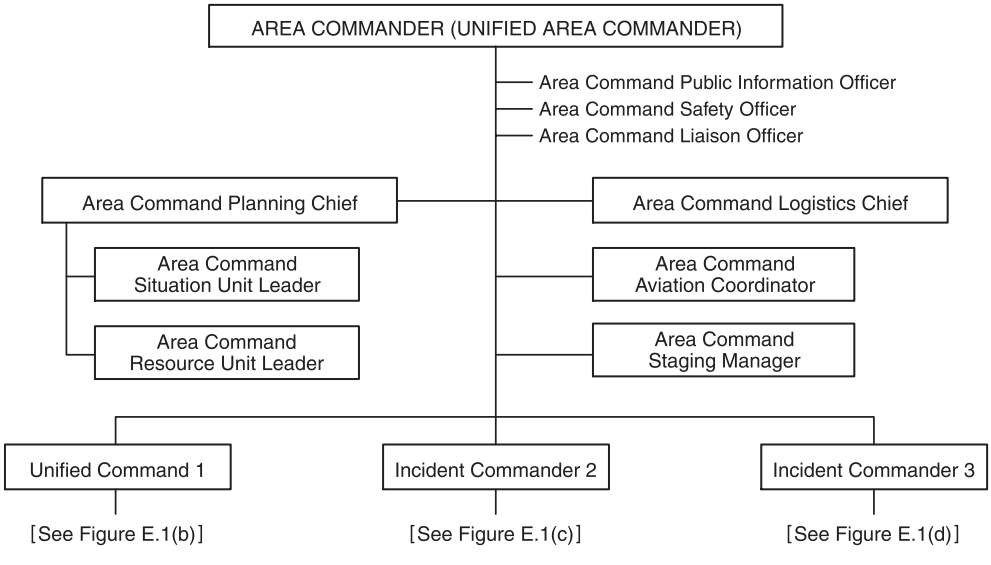
An area command should ensure that a centralized medical communication function is established that coordinates modes of patient transportation and destination decisions between jurisdictions, impacted areas, and response agencies.

Zone command is a tool that can be used by an area command. Operating policies and procedures should be developed, fully integrated, understood, and exercised prior to implementation of a planned or standardized area command. Pre-incident planning, coordination, training, and exercises are defined as preparedness elements by the National Incident Management System (NIMS).

A zone is defined as a geographic area or function utilized to support the management of an incident (e.g., area command). Zones are either assigned an incident management team(s) [IMT(s)] or an IC to provide management of a defined area or function. Zones can be identified geographically, numerically, or by function.

The primary use of geographic zones is to provide an effective span of control. An area command can assign resources or designate assisting/cooperating agencies in a logistical support role. Zones can also be used during preplanned events, natural disasters, or public health emergencies for the distribution of equipment and/or supplies from defined points with or without being involved in actual incident operations.

Figure D.1(f) depicts an area command with subordinate zone commands. All subordinates zones would report to the zone command. A zone can be used to identify a geographic battalion or division for fire agencies or a bureau for law enforcement [e.g., for fire battalions: Zone 1 (Battalion 1), Zone 13 (Battalion 13), or Zone 15 (Battalion 15); for law enforcement: Central Zone (Central Bureau), Metro Zone (Metro Bureau), or South Zone (South Bureau)].



Δ **FIGURE D.1(a) Area Command Organization.**

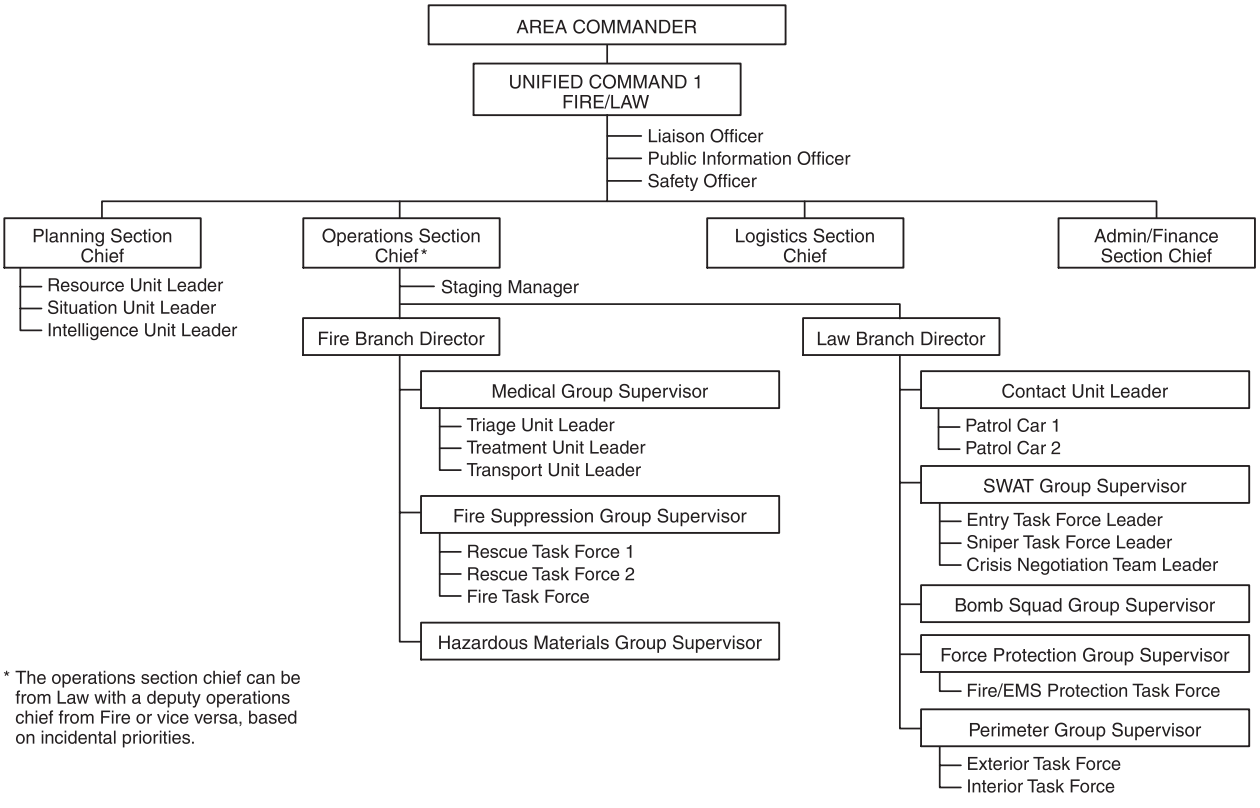


FIGURE D.1(b) Unified Command Organization for Law–Fire Operation.

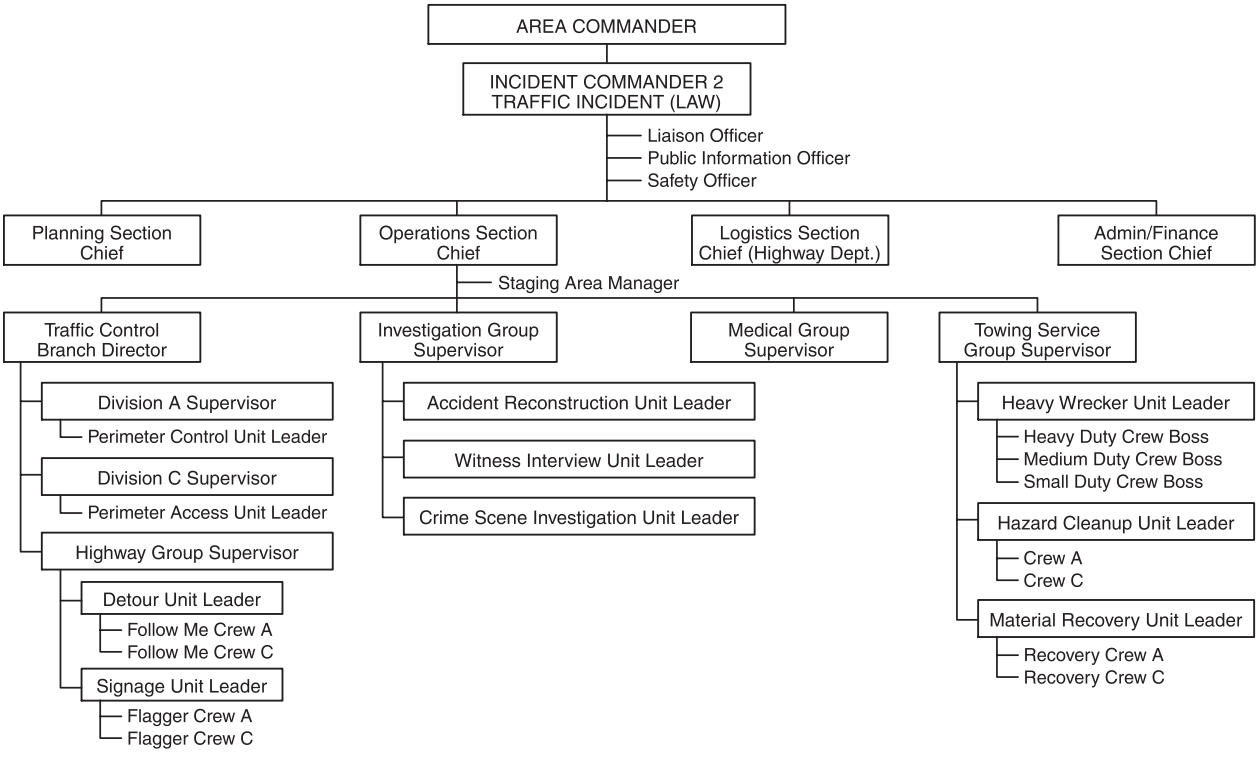


FIGURE D.1(c) Incident Command Organization for Traffic Incident (Law).

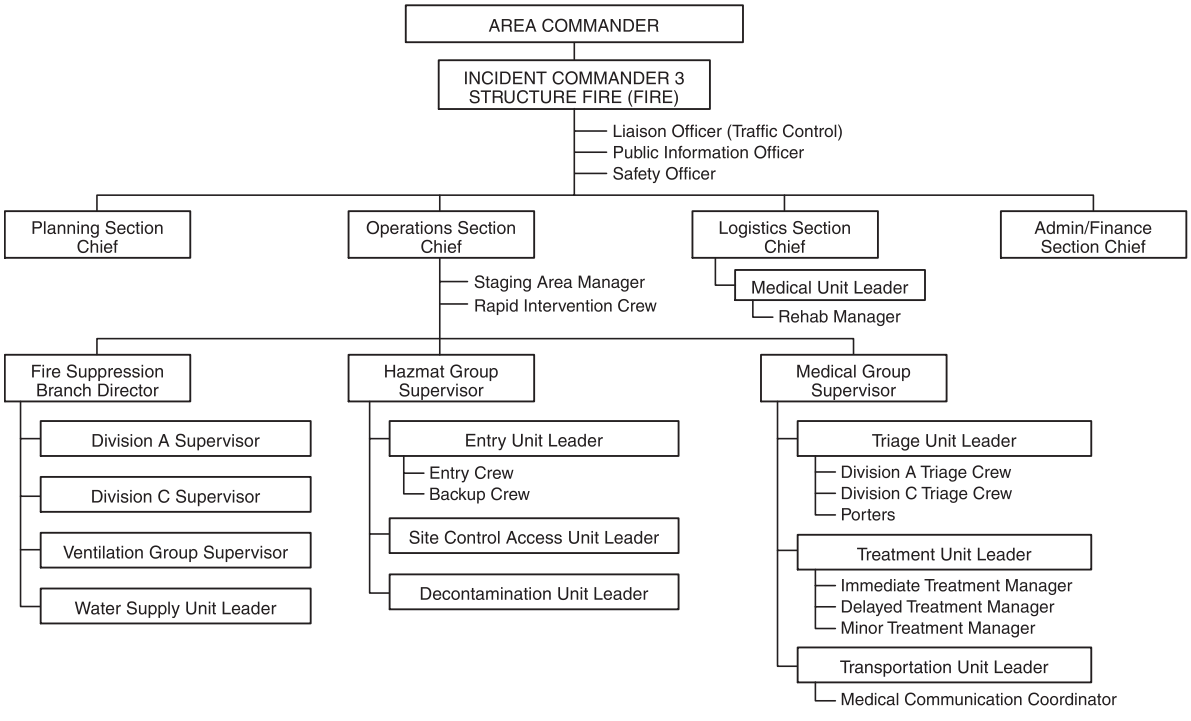
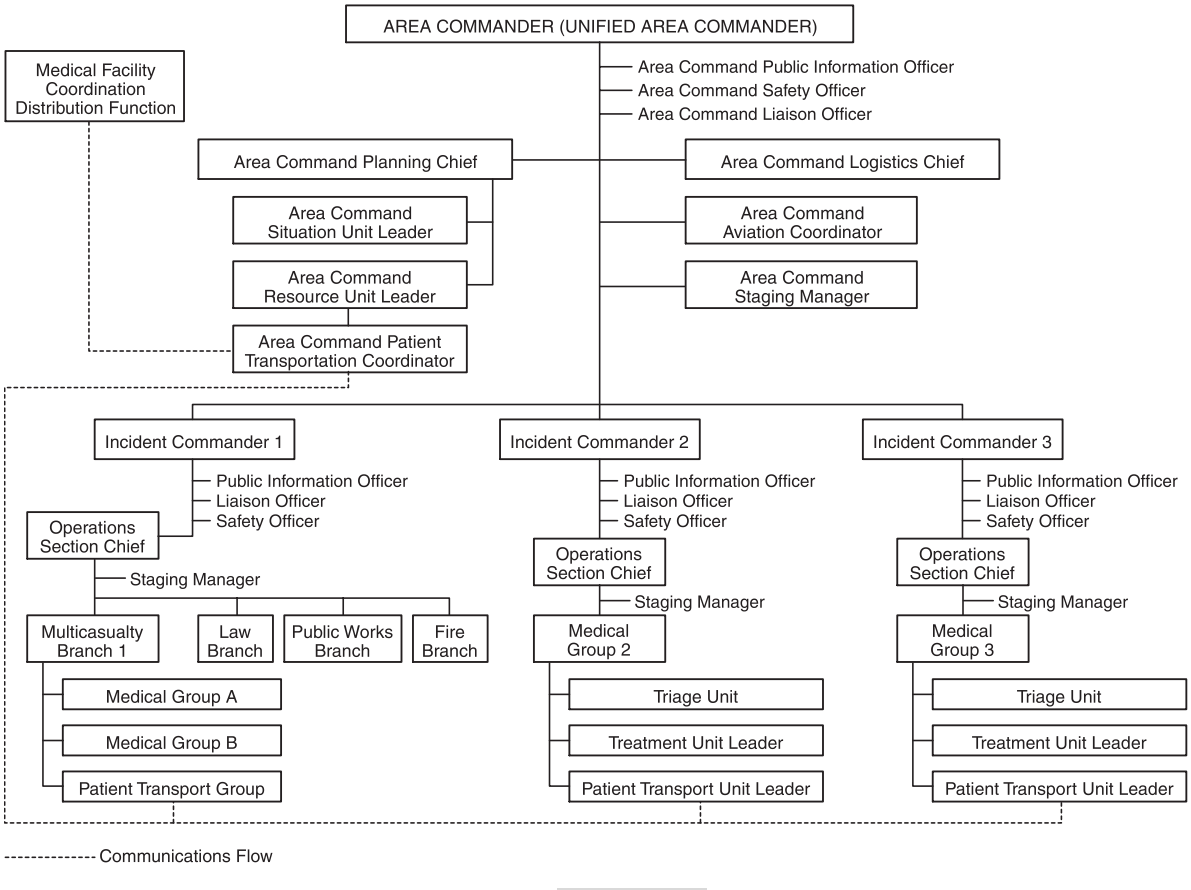
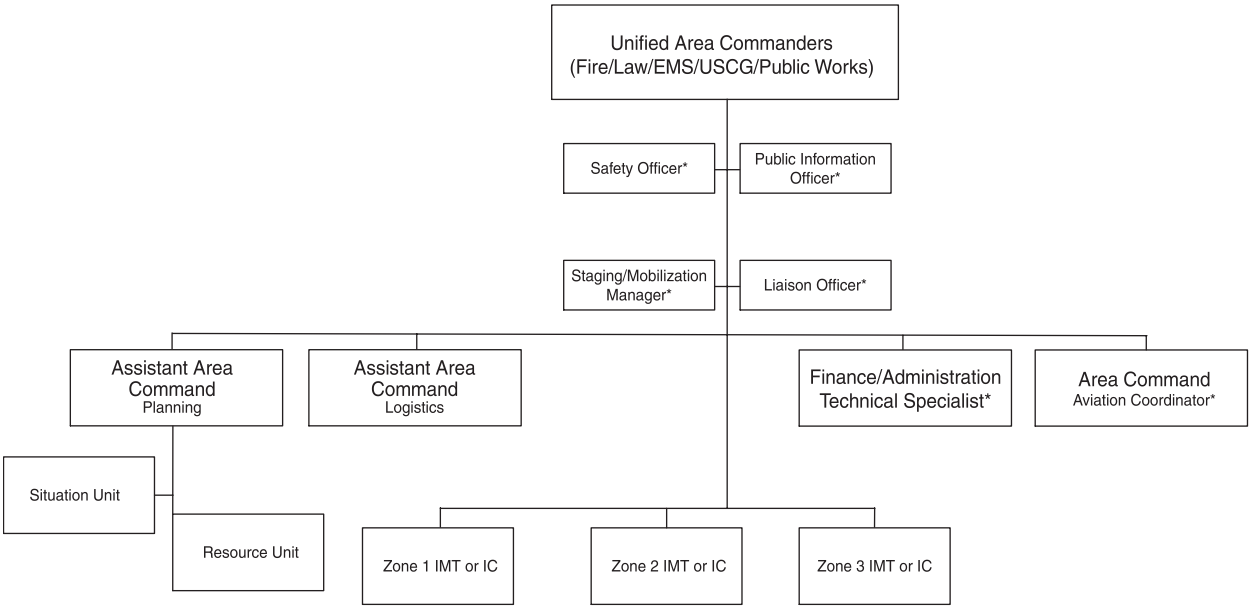


FIGURE D.1(d) Incident Command Organization for Structure Fire Incident.



Δ FIGURE D.1(e) Area Command Organization for Multi-Casualty Incident.



N **FIGURE D.1(f) Unified Area Commanders.**

N Annex E Expanded Area Command Using Zones

N **E.1 General.** An area command has several options to choose from in order to manage an area impacted by an incident *[see Table E.1(a) for more information]*. An area command can be established to manage a single large-scale incident or event covering a large geographic area and can be divided into geographic zones and managed by an incident management team (IMT) or an incident commander (IC). It can also be established to meet the functional needs of local government. Alternatively, an expanded area command might be established as a unified area command to support multi-jurisdictional or a multi-agency incident(s). In expanded area command mode, resources can be reallocated between multiple zone commands and zone commands can allocate and reallocate resources to incidents within their command.

An area command generally performs the following functions:

(1) Prioritizes incidents and provides strategic direction and oversight of incident management to ensure agency objectives and direction are met
(2) Allocates and reallocates assigned critical resources to support identified needs
(3) Ensures incident information is provided to all applicable parties
(4) Coordinates assigned aviation resources

The functions of an area command should not be confused with those performed by a multi-agency coordination (MAC) group *[see Table E.1(b)]* that prioritizes resources to an area command or incident but does not reallocate resources unless the resources are released by the individual IC.

N **E.2 Deputies.** Area commanders (including unified area commanders) and assistant area commanders for logistics, planning, and administrative/finance sections might have deputies from the same agency or from an assisting agency. Deputies must have the same qualifications as the person for whom they work, as they must be ready to take over that position at any time. When span of control becomes an issue, a deputy might be assigned to manage the area command staff.

Major responsibilities of the deputies include, but are not limited to, the following:

(1) Obtaining briefings from the area commander on expectations, concerns, and constraints
(2) Assisting area commanders in the execution of their duties and responsibilities
(3) Performing duties in the absence of the designated area commander
(4) Overseeing and facilitating area command organizational functions on behalf of the area commander
(5) Administering special projects as assigned
(6) Participating in agency administrator/executive close-out/after-action review
(7) Ensuring coordinated and efficient transfer of command
(8) Performing other duties as assigned

N **E.3 Zone Command.** A zone is defined as an identified area utilized to address a geographic area or purpose within the management of an area command. A zone command is normally staffed by an IMT or IC to oversee the management of the identified area and is responsible for setting incident-specific objectives. A zone command might be operational, handling tactics within the identified area, or nonoperational, fulfilling the functional needs of local government. Zones have been used to manage large-scale wildfires and natural and manmade disasters to provide for more effective coordination and to manage local needs.

Table E.1(a) Comparative Definitions

Incident Management System (ICS)	The management system used to direct all operations at the incident scene. An incident commander (IC) is located at an incident command post (ICP) at the incident scene.
Area Command	Established as necessary to provide command authority and coordination for two or more incidents, often in proximity, or for a large expanded incident. An area command works directly with ICs. An area command is established at a fixed location other than an ICP.
Unified Area Command	An application of the ICS used when there is more than one agency or jurisdiction with incident jurisdiction. An area command becomes a unified area command when incidents are multi-agency or multi-jurisdictional. Agencies or jurisdictions work through a unified command at a single ICP to establish a common set of objectives and strategies and a single incident action plan (IAP).
Multi-Agency Coordination Systems (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 multi-agency coordination (MAC) group that interacts with agencies or jurisdictions, not with the incidents.
Emergency Operations Center (EOC)	Also called expanded emergency command and control centers. EOCs are used in various ways at all levels of government and within private industries to provide agency coordination, direction, and control during emergencies as determined by agency or jurisdictional policy.
Department Operations Center (DOC)	Established to manage the individual agency's resources and coverage within the jurisdiction. A DOC might facilitate mutual aid requests or assistance-for-fire requests. A DOC will handle individual agency issues such as recall of personnel and staffing of resources.

(continues)

Table E.1(a) *Continued*

Table E.1(b) MAC Group and Area Command Comparison

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 (ICS)
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 delegated to by the agency administrator for specific incidents
Generally consists of the MAC group (agency administrations), MAC group coordinator, and an intelligence and information support staff	Modular setup generally consisting of an area commander, area command planning chief, area command logistics chief, and area command staging (other positions can be implemented based on needs)
Allocate and reallocate resources through the dispatch system by setting incident priorities	Assign and reassign resources allocated by MAC, DOC, EOC, or the normal dispatch system organization
Make coordinated agency administrator-level decisions on issues that affect multiple agencies	Ensure incident objectives and strategies are complimentary among supervised incident management staff

An area command can be assigned to manage a large-scale incident with the geographic area divided into quadrants comprising north, east, south, and west zones. The zones could be used by municipal fire agencies to identify geographic battalions (e.g., Battalion 1 could be Zone 1; Battalion 7 could be Zone 7). Each zone would be operational and could have an IMT assigned to an incident command post (ICP) and a staging area.

Zone commands have been used to support local government during hurricanes and urban search and rescue (US&R) incidents in a functional support role (nonoperational), and can be used in health emergencies with defined points of distribution of supplies without being involved in the actual tactics.

Another example of an area command being established to support local government would be to manage several nonoperational zone commands. The area command would allocate and reallocate resources to geographic zone commands, and the zone command would facilitate the allocation and reallocation of resources to incidents within their geographic area of responsibility without being involved in the tactics. Task forces, strike teams, single resources, ICs, or Type 3 or Type 4 IMTs could be could be assigned to incidents within the zone's geographic area.

An area command in expanded mode using zones is responsible for making important operational decisions and implementing key operations procedures. These decisions or procedures include, but are not limited to, the following:

(1) Determining what resources will be tracked at zone command
(2) Deciding whether to assign an IMT to manage each zone
(3) Determining how subordinate zones interface with area commands, department operations centers (DOCs), emergency operations centers (EOCs), and MAC groups, based on source ordering and the establishment of ordering points
(4) Determining how communication between area command and zone commands will be conducted (by phones or other protocols) because of a large impacted area
(5) Establishing a conference call schedule with the appropriate zone command organizations for situational updates and exchange of decisions made at both levels
(6) Determining whether the delegation of authority will be established by the individual zone commanders or by the area command
(7) Establishing if — based upon the challenges presented by scale and distance — zone commanders will interface with area command's function with a joint information center
(8) Determining if the zones will be operational or nonoperational
(9) Deciding the allocation and reallocation of resources

N **E.4 Expanded Mode/Unified Area Command.** An expanded mode might be necessary where a multi-agency or multi-jurisdiction disaster covers a very large geographic area. The coordination of this incident type could require a command structure to provide strategic direction to subordinate zone commanders. Specific responsibilities for zone commanders regarding incidents under their authority should be identified and communicated by area command. The positions used in area command can be utilized in an expanded mode using zones without additional qualifications. The responsible authority having jurisdiction would determine all qualifications.

In expanded mode, area command does not have direct operational responsibilities but does have at least the following responsibilities:

(1) Meeting the agency direction established by delegation of authority and/or agency policy
(2) Keeping the agency administrator(s) informed
(3) Developing an overall incident strategy and broad management objectives for the assigned zone commands
(4) Coordinating the development of plans for individual zone commands
(5) Reallocating assigned resources as established priorities change for subordinate zone commands
(6) Assuring direction and communication are provided for the overall management of the different zone commands
(7) Assuring incident management objectives are met and do not conflict with each other or with agency policies
(8) Identifying critical resource needs
(9) Managing, supervising, and evaluating assigned zone commands and their IMTs' performance

An area command operating in expanded mode will coordinate with dispatch centers, DOCs, EOCs, MAC groups, and appropriate state and federal coordination elements [e.g., joint field offices (JFOs)] as necessary. It is important to ensure subordinate zone commands have a clear understanding of agency and/or organization objectives, expectations, limitations, and constraints.

During a large-scale incident, the initial operational period might be managed by an area command/unified area command based upon and driven by the incident needs. A large-scale incident generally has a significant amount of smaller incidents that occur during the first 12 hours (initial operational period) or during the overall management period that might require zone commands as a management tool for effective coordination.

Major disasters such as earthquakes, hurricanes, civil disturbances, severe storms, tornadoes, and oil spills might create a large number of incidents affecting multi-jurisdictional areas. The size, number of incidents in an impacted area, and potential impact of these situations provide an appropriate environment to consider implementing an area command in an expanded mode using multiple zones. Operating policies and procedures should be developed, fully integrated, understood, and exercised prior to the implementation of a planned or standardized area command in expanded mode. Pre-incident planning, coordination, training, and exercises are defined as preparedness elements by the National Incident Management System (NIMS).

An area command that does not have direct operational responsibilities is ultimately responsible to provide strategic direction, leaving the tactical direction to zone commanders (when zones are operational). ICs will request and receive resources from a zone commander when established, or the area command when they are not established. Subordinate officers might not always concur with the area command's decision on critical resource allocation; however, they should understand that acquisition of resources and incident services is balanced with the priorities established for the identified impacted areas, and adjustments might need to be made to individual management plans, strategy, and tactical operations

planned within their individual incident action plans (IAPs) for the zone based upon resource availability. All resources assigned to an area command will remain assigned until released.

Area commands using zone commands are encouraged to use the incident command system (ICS) planning process to facilitate their work, but this process can be modified to meet the unique needs of different levels of management. A zone, whether operational or nonoperational, will develop an IAP for all activities. Area commanders should afford subordinate zone commanders as much flexibility as possible in the development of each zone's IAP, although the IAP must comply with the area command direction, delegation, and management plan. Zone command needs to be strategically located to work with area commanders and subordinate ICs in order to better facilitate meetings and contact between the area command and the zone commanders. It is not advised for area command and zone command; zone command and incident command; area command and one of the incidents it is managing; or area command and EOCs or MAC groups to share a location. Doing so can cause confusion with the overall management.

Figure E.4(a) is an organizational chart depicting a unified area command with an assistant area command for planning, logistics, and administration/finance and an aviation coordination area command established to manage 2-7 incidents.

Figure E.4(b) is an organizational chart depicting a multidiscipline, unified area command with a deputy each from fire, law, EMS, and public works charged with allocating staged resources to incidents within the identified impact area. Once the resources clear the incident, they become available and either return to the established area command staging or are assigned to another incident. Each deputy area commander should have additional assistance such as a dispatch manager to assist with allocating and tracking of assigned resources.

An area command can be utilized for localized disasters and events that result in many intense individual incidents, each with a rapidly changing demand for resources. Major disasters such as earthquakes, hurricanes, civil disturbances, severe storms, tornadoes, and oil spills might create a large number of incidents affecting multiple local and jurisdictional/functional areas. These types of disasters might cover an extraordinarily large geographic area (as is seen with multiple wildland fires). The number of incidents in an impacted area and the potential impact and resulting complexity of these incidents provide an appropriate environment to consider designating an area command/unified area command. The magnitude might dictate that resources be staged and responsibility of all incidents within the impacted area should be given to the area command/unified area command for resource allocation. Under these conditions, individual incidents would be given to the respective deputy unified area commanders (i.e., fire, law, EMS, and public works) for allocation/dispatch. Again, area command is not operational but is a resource support role to the individual ICs.

Figure E.4(c) depicts an area command with subordinate zone commands. All subordinates under the zone would report to the zone command.

An area command utilizing zone commands is an expanded level of management utilized to oversee multiple zones. Operating policies and procedures should be developed, fully integrated, understood, and exercised prior to the implementation of a planned or standardized area command utilizing zone commanders. Pre-incident planning, coordination, training, and exercises are defined as preparedness elements of NIMS.

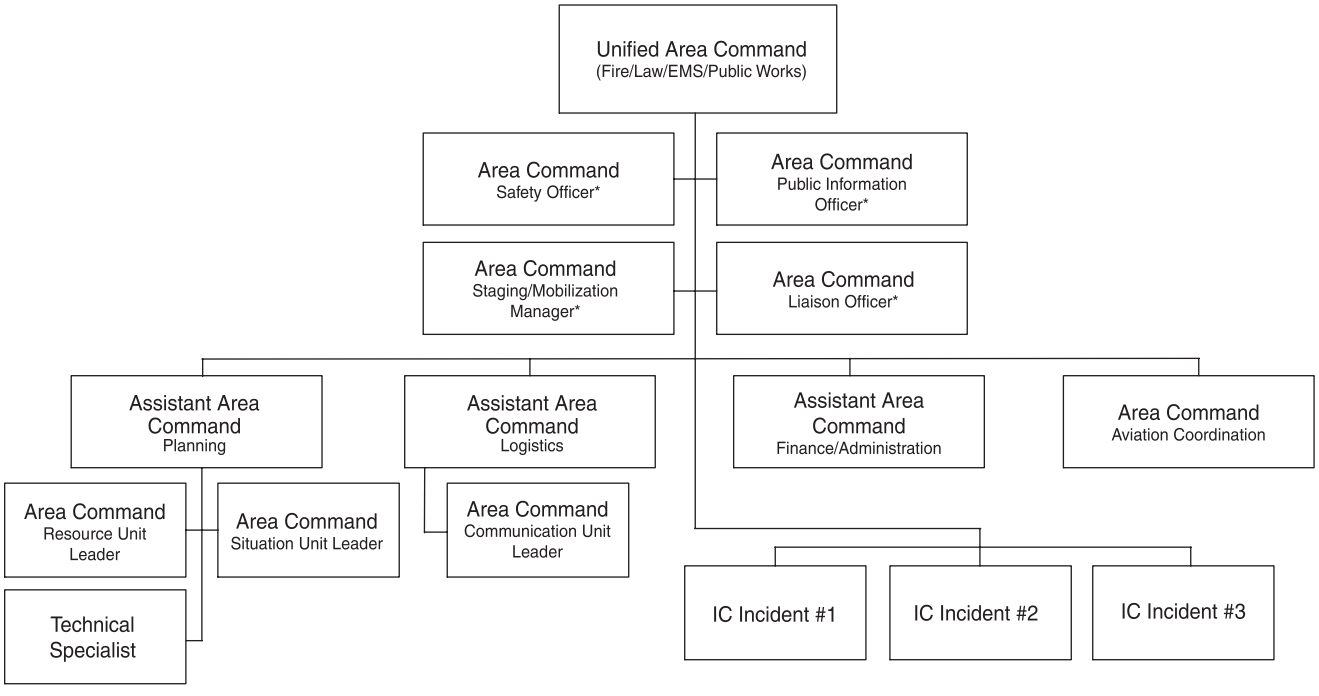
The incidents being managed by area command can be divided into zones. The individual incidents within each area command or zone can be managed by an individual IC or unified command. Area command might have long-term incidents that require a large IMT for support or short-term incidents that will be handled by a single IC. For example, some large-scale incidents within the established area might have one or more US&R teams conducting search and rescue operations along with staff support.

An area command utilizing zone commands is ultimately responsible for providing strategic direction, leaving tactical direction to individual ICs or operational zone commanders. The area command can reallocate resources assigned to specific zone commands. ICs working under a designated zone commander will request and receive resources from the designated ordering point subject to priorities set by the zone command. Zone commanders and subordinate ICs must acknowledge critical priorities established by the expanded area command. Individual zone commanders need to communicate to the area command the specific need for specialized resources. Due to resource availability, adjustments to individual management plans and individual IAPs regarding incident strategies, tactical objectives, and resource assignments might need to be made. All resources assigned to area command remain assigned until released. Resources assigned to area command staging can be allocated or reallocated based on needs within the area command. The staging and dispatch functions at area command will need to track resources that have been ordered but have not arrived as well as unassigned resources located at the area command staging/mobilization center. If an individual IC on the scene of existing incidents requests additional resources or services, the request will be made through the individual zone command to the area command.

An area command and zone commands should afford subordinate ICs as much flexibility as possible in the development of their individual IAPs. Area command does not use IAPs but develops their own management plan that addresses all subordinate management teams within the impacted area. Individual area command posts should be located in close proximity to the incidents under area command's authority to facilitate better communication.

ICs should be notified when a decision is made to establish an area command or a zone command. When area command is initially established, each affected IC needs to be notified. The initial briefing can be accomplished via cell phone, landline, teleconference, or videoconference. Area command should avoid asking zone commanders leave their command posts.

For example, an area command has been used in the past to manage two to seven wildland incidents concurrently. Both the use by municipal agencies for disasters where hundreds of incidents can occur at the same time and the necessary prioritization and allocation of resources, based on the magnitude of incidents or geographic area involved, has created the need to expand a typical area command using zones.



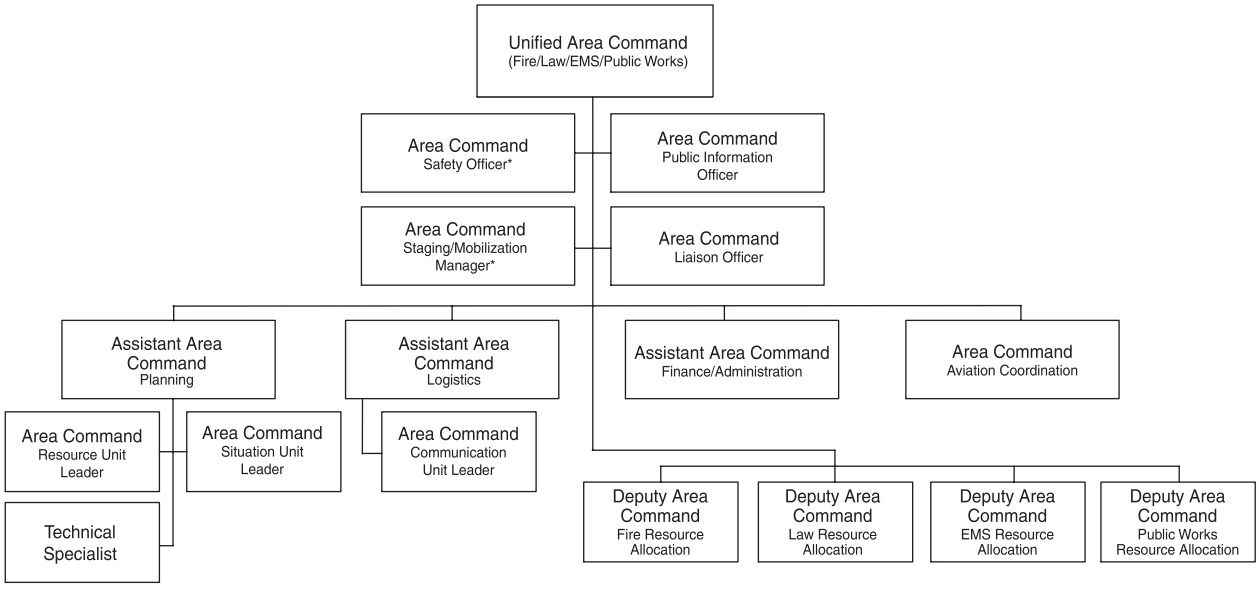
* An area command might need to pre-position these resources prior to allocating them to individual ICs. This can be facilitated by implementing area command staging when it is desirable to have resources ready for deployment within three minutes, or designating a mobilization center when resources are being held prior to assignment, reassignment, or demobilization.

FIGURE E.4(a) Unified Area Command with Assistant Area Command.

N **E.5 Northridge Earthquake — January 17, 1994.** A good example of the magnitude of incidents that can be generated — especially in the first 12 hours — by a large incident, and of the need for agencies to be prepared to implement a management plan and area command immediately, is the Northridge Earthquake of 1994. The 6.6 magnitude earthquake struck the Los Angeles region at 4:31 a.m. The majority of damage occurred in the San Fernando Valley, knocking out cell phone service and several fire department radio tactical channels. The Los Angeles Fire Department (LAFD) immediately established an area command.

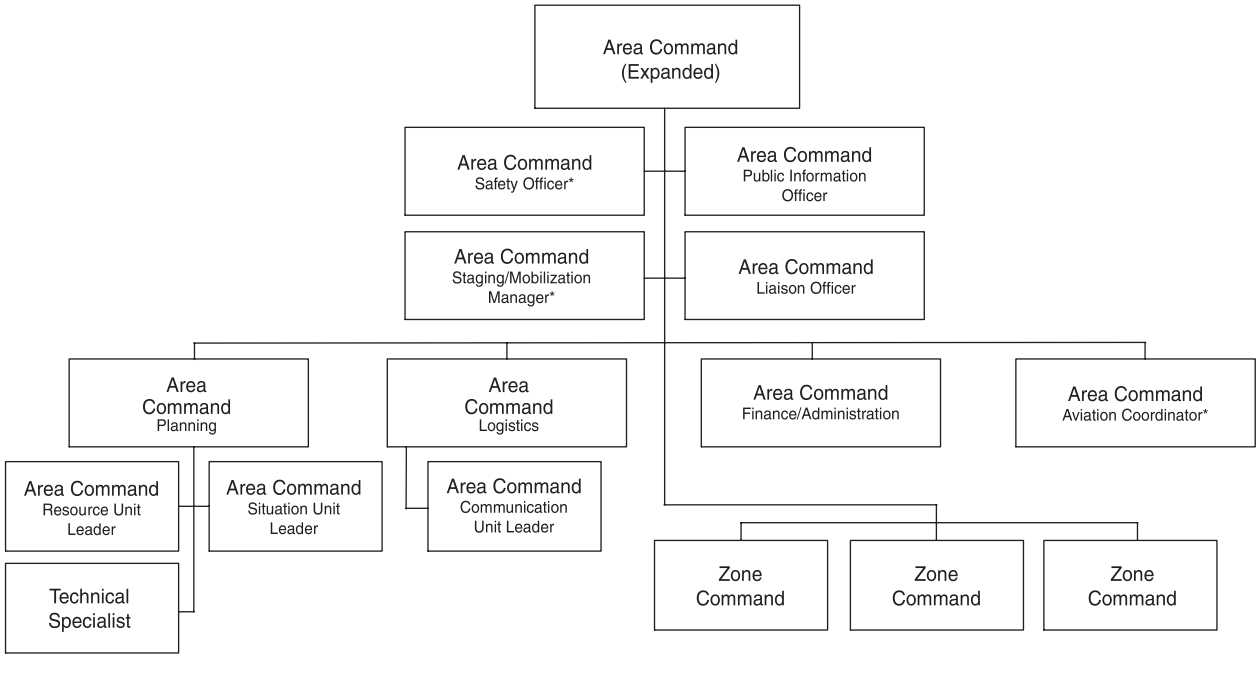
On the day of the earthquake, the LAFD logged 2,332 incidents — with the majority occurring in the initial 12-hour period. There were numerous significant incidents: 660 reported structure fires, 110 other types of fires, and widespread structure and freeway collapses. In just the northern area of the San Fernando Valley alone, emergency responders dealt with trapped motorists due to the collapse of the Antelope Valley Freeway; the explosion of a 20 in. (50.1 cm) natural gas main and the rupture of a 56 in. (142 cm) water main with multiple adjacent structure fires involving single-family dwellings; numerous trailer collapses and fires in a mobile home park; a brush fire along the Simi Valley Freeway; a trapped employee due to the collapse of a three-story parking structure at the Northridge Fashion Center mall; the collapse of Kaiser Hospital, a four-story building; a structure fire at Cal State Northridge that involved a three-story chemistry/science lab containing hazardous materials; a train derailment that involved a hazardous materials spill; and the collapse of a three-story Northridge Meadows apartment building that resulted in 16 fatalities and numerous trapped occupants.

Like most disasters, reported incidents swelled, and an area command was established to facilitate assigning available resources to each incident. All six hospitals in the San Fernando Valley suffered damage, and patients had to be relocated from three of them. The fire department had to obtain 20 water tenders for water supply at all fires in an approximately 250 mi^2 (648 km^2) area in the San Fernando Valley for several weeks. These water tenders were formed into fire task force configurations along with engines and truck companies to maintain the ability to deploy on reported structure fires. Fire pickup trucks were loaded with 2000 ft (0.61 km) of 3½ in. (8.9 cm) hose and deployed from several fire stations to assist in long supply lines to augment water supply in the San Fernando Valley. Overall, there were 51 fatalities attributed to the Northridge Earthquake.



* An area command might need to pre-position these resources prior to allocating them to individual ICs. This can be facilitated by implementing area command staging when it is desirable to have resources ready for deployment within three minutes, or designating a mobilization center when resources are being held prior to assignment, reassignment, or demobilization.

FIGURE E.4(b) Multi-Discipline Unified Area Command.



* Implemented as needed.

FIGURE E.4(c) Area Command with Subordinate Zone Commands.

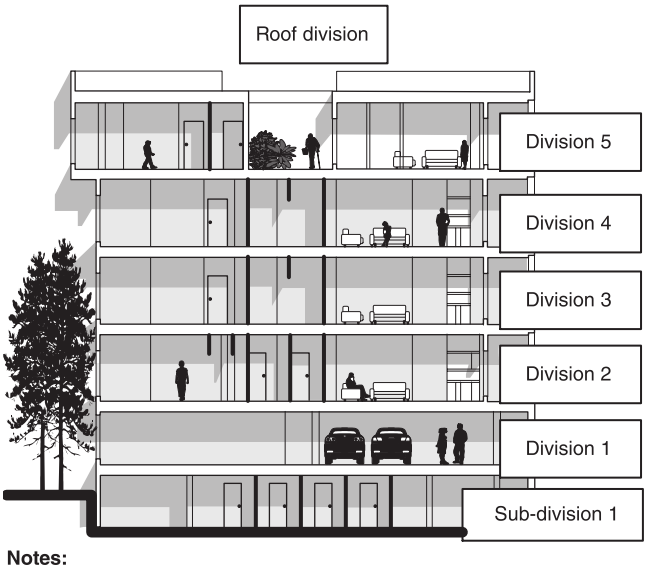
N Annex F Division Designation: Tactical Assignments for a Multistory Incident

N **F.1 Use of Subdivisions.** In multistory occupancies, divisions will usually be indicated by floor number (e.g., Division 5 indicates 5th floor). When operating in levels below grade, such as basements, the use of subdivisions is appropriate as shown in Figure F.1(a).

A structure can appear as having fewer levels than it has when viewed from the front. Figure F.1(b) emphasizes the importance of a 360° assessment.

N **F.2 Tactical Assignments for a Multi-Unit Incident (e.g., Strip Mall).** In multi-unit occupancies, exposures can be indicated by an alpha letter identifier for the side of the extension followed by a number that starts adjacent to the unit on fire. Figure F.2 illustrates an example of a single-story strip mall where fire attack or incident activity is being initiated on the Division Alpha (Division A) side, and fire is extending to the Division Bravo (Division B) side. The incident commander (IC) will start with Bravo 1 (B1), then continue with Bravo 2 (B2), Bravo 3 (B3), and so on to address units requiring assigned resources. If the fire or incident activity extends to the Division Delta (Division D) side, the IC will designate Delta 1, then Delta 2.

If a multi-story strip mall experiences fire attack or incident activity on the second floor and a Division 2 is established, exposures to the Division B side would be identified as Bravo 1 (B1), Bravo 2 (B2), and so on, as with the single-story structure. Any exposure problems to the Division D side would be identified as Delta 1 (D1), Delta 2 (D2), and so on.



Notes:
(1) Divisions are geographic area designators.
(2) Use floor or level as designator.
Example: If an E-5 is assigned Division 2, then E-5 would be in charge of operations on the second aboveground floor.

FIGURE F.1(a) Use of Divisions in a Multi-Story Occupancy.

The identifier for an exposure occupancy can be used for identification only and does not necessitate the assignment of an additional supervising officer. The IC is responsible for clearly identifying areas of responsibility at multi-unit incidents.

N **F.3 Division and Group Designations.** A division is the organizational level having responsibility for operations within a defined geographic area. The division levels can include single resources, task forces, strike teams, and branches.

Groups are the organizational level responsible for a specified functional assignment at an incident. Examples include salvage, search and rescue, hazmat, traffic control, SWAT, and medical.

N **F.3.1 Command Structure: Basic Operational Approach.** The use of divisions and groups, as shown in Figure F.3.1, in incident command system (ICS) organization provides a standard system of dividing the incident scene into subordinate units or areas. Complex emergency situations often exceed the capability of one officer to effectively manage the entire operation. Divisions and groups reduce the span of control to smaller, more manageable units. Divisions and groups allow the IC to communicate principally with these organizational levels, rather than multiple, individual company officers, which provides for effective command and incident scene organization. Division and group responsibilities should be assigned early in the incident, typically to the first company assigned to a geographic area or function. Early establishment of divisions and groups provides an effective ICS organizational framework on which the operation can be built and expanded.

The number of divisions and groups that can be effectively managed by the IC varies. A normal span of control is three to seven divisions and groups. In fast-moving, complex operations, a span of control of no more than five divisions and groups is indicated. In slow-moving, less complex operations, the IC might effectively manage more divisions and groups.

When the incident exceeds the span of control that the IC can effectively manage, the ICS should be expanded to meet incident needs by assigning branches or operations sections, or both. An operations section is responsible for branches. Each branch is responsible for several divisions and groups and should be assigned a separate radio channel, if available.

Division and group guidelines provide an array of major functions that can be selectively implemented according to the needs of a particular situation. This places responsibility for the details and execution of each particular function on a division or group.

When effective divisions and groups have been established, the IC can concentrate on overall strategy and resource assignment, allowing the division or group supervisor to oversee their assigned units. The IC determines strategy and assigns objectives and resources to the divisions and groups. Each division or group supervisor is responsible for the tactical deployment of the resources at their disposal in order to complete the objectives assigned by the IC. Division and group supervisors are also responsible for communicating needs and progress to IC.

Most routine communications within a division or group should be conducted in a face-to-face manner between company officers and their division or group supervisor. This process reduces unnecessary radio traffic and increases the ability to transmit critical radio communications.

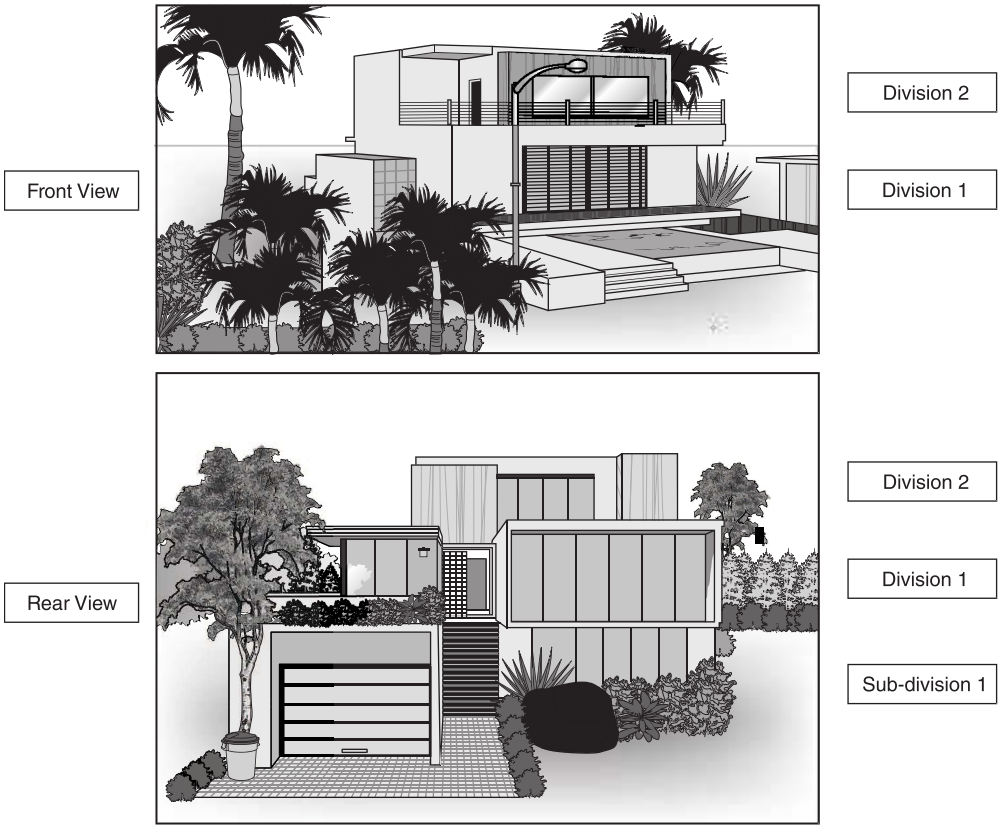


FIGURE F.1(b) On-Scene Assessment of Divisions.

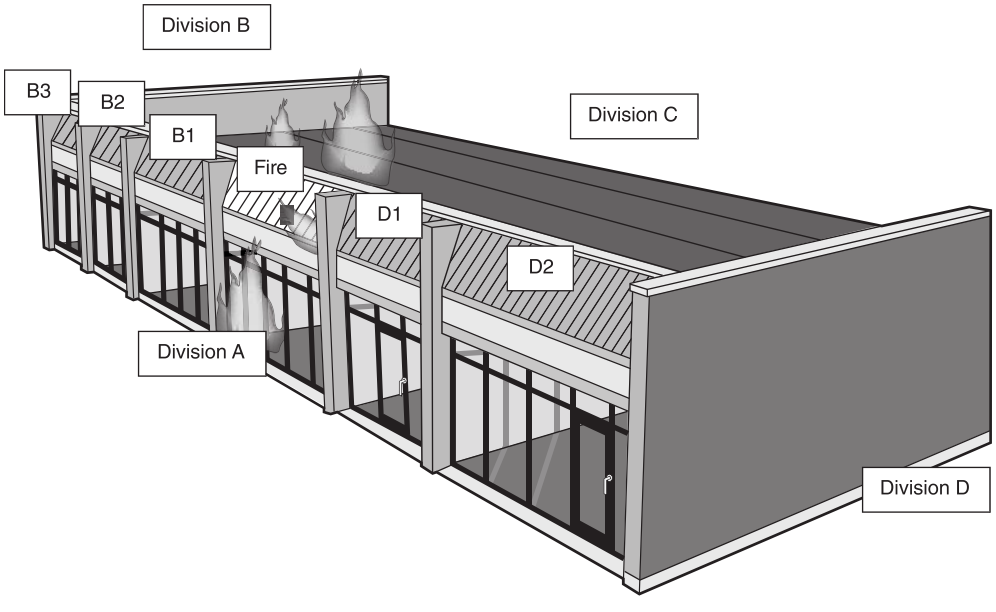


FIGURE F.2 Single-Story Multi-Unit Occupancy.

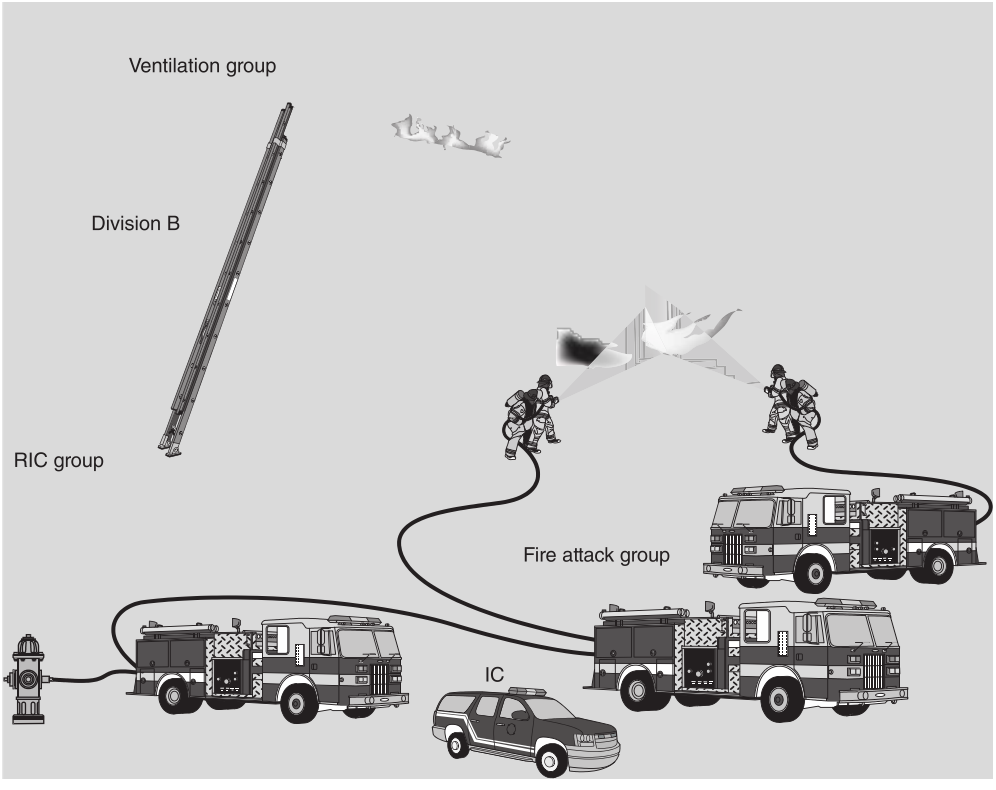


FIGURE F.3.1 Division and Group Assignments at Incidents.

The major reason for establishing divisions and groups is the safety of fire-fighting personnel. Each division or group supervisor must maintain communication with assigned companies to control both their positions and functions. The division or group supervisor must constantly monitor all hazardous situations and risks to personnel. The division or group supervisor must take appropriate action to ensure that companies are operating in a safe and effective manner.

The IC should start assigning divisions and groups when any of the following factors apply:

(1) A situation is going to eventually involve a number of companies or functions, beyond the IC's direct control capability (IC should initially assign responsibilities to the first companies assigned to a geographic area or function until qualified personnel are available)
(2) An IC can no longer effectively manage the number of companies currently involved in the operation
(3) Companies are involved in complex operations (e.g., a large interior or geographic area, hazardous materials, technical rescues)
(4) Companies are operating from tactical positions over which the IC has little or no direct control (e.g., out of sight).
(5) A situation presents special hazards and close control is required over operating companies (e.g., unstable structural conditions, hazardous materials, heavy fire load, marginal offensive situations)

When establishing a division or group, the IC will assign the following:

(1) Supervisor
(2) Tactical objectives
(3) Communications
(4) Radio designation (e.g., Roof Division, Division A, Salvage Group)
(5) Identity of resources assigned to the division or group

Note that all personnel (including division and group supervisors) operating in an immediately dangerous to life or health (IDLH) atmosphere must work in pairs.

N **F.3.2 Division/Group Supervisor Guidelines.** It is the ongoing responsibility of the IC to assign divisions and groups as required for effective emergency operations. This assignment relates to both geographic divisions and functional groups.

The IC shall advise each division or group supervisor of specific objectives. The supervisor needs to understand what tasks need to be delegated, the purpose of the tasks, and the end state of the tasks.

The number of companies assigned to a division or group will depend on the conditions within that division or group. The IC will maintain accountability of all resources by tracking the division or group to which they are assigned and the capability of that division or group to effectively direct operations. If a division or group supervisor cannot control the resources within the division or group, they should notify the IC so that responsibilities can be split or other corrective action can be taken. In most cases, three to seven companies represent the maximum span of control for a division or group supervisor. The needs of the incident determines how the incident is divided, as shown in Figure F.3.2, and is accomplished by assigning divisions to geographic locations (e.g., Roof Division, Division A) and assigning functional responsibilities to groups (e.g.,

ventilation, salvage). Many of the functional responsibilities (e.g., information, safety) are pre-assigned to certain individuals and are driven by standard operating guidelines.

Regular transfer of command guidelines will be followed in transferring division or group responsibilities.

In some cases, a division or group supervisor might be initially assigned to an area to evaluate and report conditions and advise the IC of needed tasks and resources. The assigned officer will proceed to the division or group, evaluate and report conditions to the IC, and assume responsibility for directing resources and operations within the officer's assigned area of responsibility.

The division or group supervisor must be in a position to directly supervise and monitor operations. This will require the division or group supervisor to be equipped with the appropriate protective clothing and equipment for their area of responsibility. Division or group supervisors assigned to operate within the hazard zone must be accompanied by a partner.

Division or group supervisors will be responsible for and in control of all assigned functions within their division or group. This requires each division or group supervisor to do the following:

(1) Provide for life safety
(2) Complete objectives assigned by the IC
(3) Account for all assigned personnel
(4) Ensure that operations are conducted safely, including air management
(5) Monitor work progress
(6) Redirect activities as necessary
(7) Coordinate actions with related activities and adjacent divisions or groups
(8) Monitor welfare of assigned personnel and rehab personnel, as needed
(9) Request additional resources to support tactical objectives
(10) Provide the IC with essential and frequent progress reports
(11) Reallocate resources within the division or group

The division or group supervisor should be readily identifiable and maintain as visible a position as possible.

The primary function of company officers working within a division or group is to direct the operations of their individual crews. Company officers will advise their division or group supervisor of work progress, preferably face-to-face. All requests for additional resources or assistance within a division or group must be directed to the division or group supervisor. Division or group supervisors will communicate with the IC.

Through the chain of command, each division or group supervisor will keep the IC informed of conditions, actions, and needs (CAN) through regular progress or CAN reports. The division or group supervisor must prioritize progress reports for essential information only.

The IC must be advised immediately of significant changes, particularly those involving the ability or inability to complete an objective, such as hazardous conditions, accidents, structural collapses or weakened structure members, and any safety concerns.

When a company is re-assigned from staging or rehab to an operating division or group, the name of the division or group and its assigned radio frequency will be provided. The division or group supervisor will be informed of which companies or units have been assigned by the IC. It is then the responsibility of the division or group supervisor to contact the assigned company and transmit any instructions and safety concerns relative to the specific action requested.

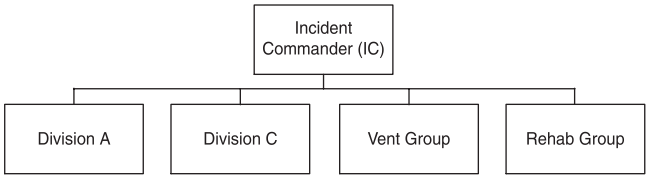


FIGURE F.3.2 Organization Chart with Divisions and Groups.

Division or group supervisors will monitor the condition of the crews operating in their division or group. Relief crews will be requested in order to safeguard the safety of personnel and maintain progress toward the division's or group's objectives.

Division or group supervisors will ensure an orderly and thorough reassignment of crews to responder rehab. Crews must report to rehab intact to facilitate accountability.

Annex G Fire Service Information

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

N **G.1 History of the Development of NFPA 1561.** In 1985, Fire Chief Alan Brunacini and the NFPA produced the textbook *Fire Command*. *Fire Command* utilizes the eight functions of command to create a fire department's hazard zone management system and the incident commander's job description. Two years later, key elements of *Fire Command* were used as content in NFPA 1561, *Standard on Emergency Services Incident Management System*.

This includes the following eight functions of command:

(1) Deployment
(2) Assume, confirm, and position command
(3) Situation evaluation
(4) Strategy and incident action planning
(5) Communications
(6) Organization
(7) Review and revision
(8) Continue, transfer, escalate, and terminate command

G.2 Fire Service Responder Safety. The text in Sections G.3, G.4, and G.5 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.

A fire department should 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 depart-

ments 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 should 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 should be designated by the incident commander whenever the incident commander 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 should have the authority to alter, suspend, or terminate those activities. The safety officer should 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 should take appropriate action through the incident commander to mitigate or eliminate the unsafe condition, operation, or hazard at the incident scene.

The safety officer should be designated by the incident commander and be integrated with the incident management system as a command staff member. The safety officer should 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 should 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 should 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 should 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 should remain in radio, visual, voice, or signal line communications with the crew. The "initial stages" of an incident should 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 hose line into the IDLH atmosphere, and one fire fighter and the pump operator become the standby 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 hose line in the IDLH atmosphere, and the team leader and pump operator remain outside as standby members.

Once a second crew is assigned or operating in the hazardous area, the incident should no longer be considered in the "initial stage," and at least one rapid intervention crew/company should 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 should 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) should 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 should remain intact.

At least one dedicated rapid intervention crew/company should be in the "standby 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 immediate 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 should designate another RIC in the "standby 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.

G.3 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 should be instructed to recon the scene and report to the incident commander the status of conditions, hazards, and risks. The safety officer should 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 should 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 should 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

G.4 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 should 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 office should 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.

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 who 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.

G.5 Developing SOPs. 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.

G.5.1 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 should be utilized on the basis of the following principles:

(1) Activities that present a significant risk to safety of members should be limited to situations where there is a potential to save endangered lives.
(2) Activities that are routinely employed to protect property should 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 should 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 should 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 should be responsible for the overall responder accountability for the incident. The incident commander should initiate an accountability worksheet at the beginning of the incident and maintain the system throughout the operation.
(4) The incident commander should maintain an awareness of the location and function of all companies assigned to an incident.
(5) The incident commander should 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, should 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 should be responsible for following the personnel accountability system procedures, which should be used at all incidents.
(8) The incident command system should 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 should provide for control of access to the incident scene.
(10) A department should 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 should provide an accounting of those members actually responding to the scene on each company or apparatus.
(12) The incident command system should 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 should provide direction in the use of clear text/plain language radio messages for emergency incidents. The standard operating procedure should use "Mayday" as the hailing call for a fire-fighter in trouble along with the "Emergency Traffic" alert tone to clear the radio channel and a description of the conditions present. It is important to recognize that a fire service member may only say something as simple as "help," but emergency procedures will need to be activated to facilitate the rescue of the member.

"Emergency Traffic" should be used to clear the radio channel for serious conditions.

Clear text/plain language should be used to describe the emergency conditions present. Examples of emergency conditions that could be used include the following:

(1) "Mayday" — "responder down," "responder missing," or "responder trapped"
(2) Serious conditions — "all members evacuate the building"
(3) Change in conditions — "wind changed direction from north to south"

(4) Hazard identification — "power line has energized fence or metal roof"
(5) Change in tactics — "change from offensive to defensive"

When a member has declared "Mayday" or "Emergency Traffic," that person should use clear text/plain language to identify the type of emergency, change in conditions, or tactical operations. The member who declared the "Mayday" or "Emergency Traffic" should conclude the condition by transmitting "all clear, resume radio traffic" to end the emergency situation or to reopen the radio channels for communications after announcing the emergency message.

Annex H 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.

H.1 General. This annex 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.

H.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) Determine the most effective access route to the base function area for responding resources and advise the dispatch center.
(3) Establish one or more safe routes to the fire building and coordinate the route(s) with the lobby control unit leader.
(4) Maintain an accurate log of apparatus, equipment, and available personnel at the base.
(5) Coordinate the movement of equipment and resources into the fire building through the lobby control function.
(6) Establish equipment pools by priority of need according to the incident action plan and coordinate with the logistics section chief.
(7) Ensure resources, such as apparatus, equipment, and personnel, needed to support the base function are requested before they are actually needed.
(8) Ensure the security of the area used for the base function, including utilizing law enforcement if necessary.
(9) 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.

H.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 could be trapped in elevators.

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.

H.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.

H.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 I 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.

I.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.

I.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 incident 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.

Annex J Incident Management for the Fire Service on Type 5 or Type 4 Incidents

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

J.1 The fire service responds to a wide range of emergency incidents on a daily basis. In order to effectively manage personnel and resources and to provide for the safety and welfare of personnel, departments will always operate within an incident command system. This annex material identifies standard fire department operations for a Type 5 or Type 4 incident.

Δ **J.2 Incident Command.** A command system is designed to do the following:

(1) Fix the responsibility for command on one individual through a standard identification system
(2) Ensure that a strong, direct, and visible command will be established from the onset of the incident
(3) Establish an effective incident organization defining the activities and responsibilities assigned to the incident commander (IC) and the other individuals operating within the incident command system
(4) Provide a system to process information to support incident management, planning, and decision-making
(5) Provide a system for the orderly transfer of command to subsequent arriving officers
(6) Ensure a seamless transition from a Type 5/4 incident to a Type 3/2/1 (NIMS)

The incident commander is responsible for building a command structure that matches the organizational needs of the incident to achieve the completion of the tactical objectives for the incident.

The tactical objectives (listed in order of priority) are as follows:

(1) Remove endangered occupants and treat the injured.
(2) Stabilize the incident and provide for life safety.
(3) Conserve property.
(4) Provide for the safety, accountability, and welfare of personnel. This priority is ongoing throughout the incident.

The functions of command define standard activities that are performed by the incident commander to achieve the tactical objectives.

The responsibilities of an incident commander include the following:

(1) The first arriving responder from an ESO that has responsibility for the incident assumes command of the incident.
(2) The incident commander conducts an initial and ongoing situational assessment of the incident.
(3) The incident commander establishes an effective communications plan.
(4) The incident commander develops the incident objectives from the situational assessment and forms appropriate strategy and tactics.
(5) The incident commander deploys available resources and requests additional resources based upon the needs of the incident.
(6) The incident commander develops an incident organization for the management of the incident.
(7) The incident commander reviews, evaluates, and revises the strategy and tactics based upon the needs of the incident.
(8) The incident commander provides for the continuity, transfer, or termination of command.

As command is transferred, so is the responsibility for these functions. The first six functions must be addressed immediately from the initial assumption of command

J.3 Establishing Command. The first fire department member or unit to arrive at the scene of a multiple unit response assumes command of the incident. The initial incident commander remains in command until command is transferred or the incident is stabilized and command is terminated.

The first arriving fire department unit initiates the command process by giving an initial radio report.

A standard initial radio report includes the following:

(1) On-Scene Report
  (a) Clear alarm
  (b) Unit designation/on the scene
  (c) Building/area description
    i. Occupancy, size (large, medium, small)
    ii. Height (assumed one story unless reported otherwise)
  (d) Obvious problem/conditions
    i. Nothing showing (indicates checking)
    ii. Smoke showing (amount and location)
    iii. Fire showing (amount and location)
    iv. Working fire
    v. Fully involved

(e) Action taken
    i. Assuming command
    ii. Laying a line, attacking with …, and so forth
(f) Declaration of strategy
    i. Offensive or defensive
(g) Command confirmation with name

(2) Follow-up radio report
(a) Any immediate safety concerns
(b) Accountability started (announce the initial accountability location)
(c) Disposition of resources
(d) Initial rapid intervention crew — in place and identify

J.4 Radio Designation. The radio designation "Command" or "IC" should be used along with the occupancy or address of the incident. This designation will not change throughout the duration of the incident. The designation of "Command" or "IC" will remain with the officer currently in command of the incident throughout the event.

J.5 Command Options. The responsibility of the first arriving unit or member to assume command of the incident presents several options, depending on the situation. If a chief officer, member, or unit without tactical capabilities (i.e., staff vehicle, no equipment, etc.) initiates command, the establishment of a command post should be a top priority.

At most incidents the initial incident commander will be the company officer. The command options J.5.1 through J.5.3 define the company officer's direct involvement in tactical activities and the modes of command that can be utilized.

J.5.1 Investigative Mode (Nothing Showing). This option is a mobile IC on a portable radio, moving around and evaluating conditions while looking for the incident problem.

J.5.2 Fast Attack Mode. This option is for visible working fires in houses or commercial occupancies. The IC arrives and his or her direct participation in the attack will make a positive difference in the outcome (search and rescue, fire control, and crew safety). He or she gives an initial radio report and quickly assigns companies coming in behind them. The next arriving units all stage. The IC goes inside (when in the offensive mode) with a portable radio supervising his or her crew in the attack.

In fast attack mode, the IC should initiate and continue command until a command officer arrives and the transfer of command is completed. The entire team responding in behind the fast attack crew must realize that the IC is in an attack position inside the hazard zone attempting to quickly solve the incident problem.

The fast attack mobile Command mode should not last more than a few minutes and will end with one of the following:

(1) The situation is stabilized.
(2) Command is passed or transferred from the fast attack company officer IC to a subsequent arriving company officer or arriving command officer.
(3) If the situation is not stabilized, the fast attack company officer IC must move to an exterior (stationary) command position and is now in the command mode.

J.5.3 Command Mode — Stationary Command Post. Certain incidents, by virtue of their size, complexity, or potential for rapid expansion, demand early, strong, stationary command from the outset. In these cases, the first arriving IC will assume command and, from the very beginning, stay out of the hazard zone in a stationary exterior command position.

J.6 Passing of Command.

J.6.1 Passing of command from the initial arriving officer to subsequent arriving officer of equal rank. Passing of command cannot be passed to an officer who is not on scene.

J.6.2 Transfer of Command. Command is transferred to improve the quality of the command organization. The following guidelines outline the transfer of command. Using a standard routine for both establishing and transferring command creates the capability within the responding units for the IC to effectively and safely establish and continue command. Using a fast attack company officer IC in the initial stages of an offensive incident, and then having a subsequent arriving response command officer IC transfers, strengthens and continues command within the IAP from an upgraded command post (CP) outside the hazard zone.

The benefits of an upgraded CP include the following:

(1) Provides IC with support advisor and incident advisor
(2) Establishes an incident safety system
(3) Gives IC a wider view of the fireground
(4) Improves communication

J.7 Transfer of Command Process. The transfer of command process is as follows:

(1) The first arriving company officer IC will assume command.
(2) The first arriving command Officer should assume command of the incident by following transfer of command procedures and becomes the IC.
(3) Subsequent arriving command officers should report their location to the IC and wait for an assignment. Higher ranking command officers can assume the role of incident advisor or the incident commander. The incident advisor, support advisor, and IC become the incident advisory team.
(4) Assumption of command is discretionary for the fire chief.

Within the chain of command, the actual transfer of command will be regulated by the following steps:

(1) The officer assuming command will communicate with the person being relieved as the IC by radio or face-to-face.
(2) The person being relieved will brief the officer assuming command indicating at least the following:
    (a) General situation status, as follows:
        i. Incident conditions (fire location and extent, hazmat spill or release, number of patients, etc.)
        ii. Incident action plan
        iii. Completion of the tactical objectives
        iv. Safety considerations
    (b) Deployment and assignments of operating companies and personnel
    (c) Assessment of need for additional resources

Command is only transferred when the transfer of command process has been completed. The person being relieved of

command will be assigned to the best advantage by the officer assuming command. A ranking officer can elect to have a subordinate continue the role of operations. The response and arrival of additional command officers strengthens the overall command organization. As the incident escalates, the IC should use these command officers to fill division, group, branch, or section positions. Command should consider adding a command officer to any division/group with three or more operating companies. Strengthening the command organization has the following benefits:

(1) Improves safety
(2) Decreases the span of control
(3) Improves communication
(4) Improves accountability
(5) Improves management of the division/group

When the first arriving unit is a command officer, efforts should be automatically directed towards establishing a command post and fulfilling the command functions.

Transferring command to a unit that is not on the scene creates a gap in the command process and compromises incident management. To prevent this gap, command should not be transferred to an officer who is not on the scene.

J.8 Command Structure. It is the responsibility of command to develop an organizational structure, using standard operating procedures, to effectively manage the incident scene. The development of the organizational structure should begin with deployment of the first arriving fire department unit and continue through a number of phases, depending on the size and complexity of the incident. The command organization must develop at a pace that stays ahead of the tactical deployment of personnel and resources. In order for the incident commander to manage the incident, they must first be able to direct, control, and track the position and function of all operating companies. Building a command organization is the best support mechanism the incident commander can utilize to achieve a balance between managing personnel and incident needs. Simply put, this means:

(1) Large scale and complex incidents = expanded command organization.
(2) Small scale and "simple" incidents = smaller command organization.
(3) The incident commander should have more people working than commanding.
(4) The basic configuration of command includes the following three levels:
    (a) Strategic level — Overall direction of the incident
    (b) Tactical level — Objectives assigned to divisions or groups
    (c) Task level — Task objectives assigned to companies

J.8.1 Strategic Level. This organizational level is designed around the IC and incident advisory team operating in the command mode. The strategic level involves the activities necessary for overall operational control, considering critical fireground factors and the risk management plan in establishing objectives, determining the strategy and developing an IAP, continuous review of the strategy, setting priorities, and allocating resources.

Strategic level responsibilities include the following:

(1) Determining the appropriate strategy: offensive or defensive
(2) Establishing a strategic plan for the incident
(3) Setting priorities
(4) Obtaining and allocating resources
(5) Predicting outcomes and planning
(6) Assigning specific objectives to tactical level units

J.8.2 Tactical Level. The first management "subdivision" of incident scene organization is accomplished by assigning division/group responsibilities. Officers at this level are responsible for the tactical deployment of assigned resources, evaluation, and communication with the IC. They are assigned by the IC and supervise directly at the site of the assigned activity in order to meet the operational objectives given to them by the IC.

J.8.3 Task Level. The level of the organization where the work is performed by assigned companies and other resources. The strategic and tactical levels are in place to support the task level. Task level activities are routinely supervised by company officers.

J.9 Command Structure — Basic Organization. The most basic command structure combines all three levels of the command structure. The company officer on a single engine response to a dumpster fire determines the strategy and tactics and supervises the crew doing the task.

The basic structure for a "routine" incident involving a small number of companies requires only two levels of the command structure as shown in Figure J.9(a). The role of command combines the strategic and tactical levels. Companies report directly to command and operate at the task level.

A division/group is a smaller, more manageable unit of incident scene organization. Dividing the incident scene into smaller units or pieces strengthens the command organization. Whenever there are three or more companies operating in a division or group, as shown in Figure J.9(b), the IC should assign a battalion chief and staff aide to that division/group. The maximum number of division/groups that an IC can effectively manage is called the span of control. The span of control is usually between three and seven divisions or groups. Divisions are assigned by their geographic location, as shown in Figure J.9(c) (e.g., North Division). Groups are assigned by their function (e.g., Ventilation Group).

A significant problem occurs when the IC requests and assigns additional companies at a rate that exceeds the development of the incident organization. In short order, the IC will become overloaded with the details of managing a large number of companies scattered all over the incident site. The IC will soon be in the odd situation of being overwhelmed, yet still in need of more resources to accomplish their tactical objectives.

Command must develop and build an organization that matches the deployment of resources to the incident scene. The IC accomplishes this by breaking the incident scene down into manageable sub-units.

As division/groups are implemented, command continues to operate at the strategic level, determining the overall strategy and incident action plan to deal with the incident.

When the number of divisions/groups exceeds the span of control that the incident commander can effectively manage, the incident organization should be divided to branches. Each

branch is responsible for several divisions/groups and should be assigned a separate radio channel.

Once effective divisions/groups have been established, the IC can concentrate on the overall strategy, incident action plan management, evaluation, and resource allocation. Each division/group officer becomes responsible for the tactical deployment of the resources assigned to their division/group and communicating needs and progress back to command.

Utilizing divisions/groups provides the following advantages:

(1) Reduces the IC's span of control — divides the incident scene into more manageable components and allows the incident commander to prepare for change.
(2) Creates more effective incident scene communications — permits the IC to exchange information with a limited number of individuals (division/group supervisors) who directly supervise teams of fire fighters. This reduces overall radio traffic by allowing firefighters and division/group supervisors to communicate face to face instead of by radio.
(3) Provides a standard and logical system to divide large geographical incidents into effectively sized units — allows the IC to concentrate on strategy from one standard command post station.
(4) Provides an array major support functions — these are to be selected and assigned according to the particular needs of each situation. The execution and details of these specific operations becomes the responsibility of the division/group supervisor, not command.
(5) Improves fire fighter safety — allows each division/group supervisor to maintain more direct control of the position and function of the companies assigned to their specific supervision at all times. Division/group supervisors concentrate on their assigned areas and are in a position to move personnel based on incident conditions and the IC's decisions.

Command should assign division/group supervisors based on the following factors:

(1) When the number of assigned and operating companies threatens to overload the IC's ability to command, direct tactical-level control should be delegated (earlier than later) to division/group supervisors before the IC's ability to manage is exceeded.
(2) When the IC forecasts that the situation will become a major operation, soon exceeding his or her span of control.
(3) When companies are involved in complex operations (large interior or geographic area, hazardous materials, technical rescues, etc.)
(4) When companies are operating from tactical positions that command has little or no direct control over (i.e., out of sight).
(5) When the situation presents specials hazards and close control is required over operating companies (e.g., unstable structural conditions, hazardous materials, heavy fire load, marginal offensive situations).
(6) Name the division/group according to its geographical location or function.

When establishing a division/group, the IC will assign each division/group supervisor the following:

(1) Tactical objectives
(2) A radio designation (Roof Division, East Division, Medical Group, Water Supply Group, etc.)
(3) Identification of assigned resources

Divisions/groups should be regulated by the following guidelines:

(1) It will be the ongoing responsibility of command to assign divisions/groups as required for effective emergency operations; this assignment will relate to both geographic and functional position.
(2) Command will advise each division/group supervisor of specific tactical objectives. The overall strategy and plan will and should be also provided (time permitting), so the division/group supervisor has some idea of what's going on and how his or her assignment fits in.
(3) The number of companies assigned to a division/group will depend upon conditions within that geographic or functional position. Command will maintain an awareness of the number of companies operating within a division/group and the capability of that division/group supervisor to effectively direct operations. If a division/group supervisor cannot control the resources within the area of responsibility, he or she should notify the incident commander so that his or her responsibilities can be split or other corrective action taken. During offensive fires, five companies represents a reasonable maximum span of control for a division/group supervisor. During defensive fires, seven companies represents a reasonable maximum span of control.
(4) Divisions/groups assigned to specific operating areas will be designated by directions (East Division, North Division, Ventilation Group, etc.). Where the incident has odd geographic boundaries (Main Street) it can be confusing to assign directional designations to a division (East Division, etc.). An alternate use of Division A, B, C, or D can be used. Division A would be the front (street address side) of the building and the other divisions would go clockwise around the building in alphabetical order.

In many cases, the initial assignment responsibilities will be given to the company officer who receives the initial assignment to a basic tactical position or function (north, treatment, roof, etc.).

As the incident expands, command officers could be assigned division/group supervisor responsibilities.

The regular transfer of command process will be followed in transferring division/group responsibility.

In some cases, responsibilities can be assigned to an area/function initially to evaluate and report conditions and advise command of needed tasks and resources. The assigned officer will proceed to the division/group, evaluate and report conditions to the incident commander, and, if directed, assume responsibility for directing resources and operations within their assigned area of responsibility.

The division/group supervisor must be in a position to directly supervise and monitor operations. This will require the assigned supervisor to be equipped with the appropriate protective clothing and equipment for their area of responsibility. Division/group supervisors assigned to operate within the hazard zone must be accompanied by a second individual. The division/group supervisor should be readily identifiable and maintain a visible position as much as possible.

Division/group supervisors will be responsible for the following basic functions:

(1) Directly supervise work in the division/group
(2) Monitor personnel safety, accountability, and welfare
(3) Develop a division/group plan that integrates with the overall IAP
(4) Monitor work progress
(5) Redirect activities as necessary
(6) Coordinate actions with related activities and adjacent division/groups
(7) Monitor welfare of division/group personnel
(8) Request additional resources as needed
(9) Manage "Maydays" within the division/group
(10) Advise the IC of situation status, changing conditions, progress, completion, and exception reports
(11) Re-allocate resources within the division/group
(12) Provide information for both formal and informal post-incident analysis
(13) Release companies as operations are completed

Each division/group supervisor will keep command informed of conditions and progress in the division/group through regular progress reports. These supervisors must prioritize progress reports to essential information only. Command must be advised immediately of significant changes, particularly those involving the ability or inability to complete an objective, hazardous conditions, accidents, structural collapse, etc.

FIGURE J.9(a) Basic Organization.

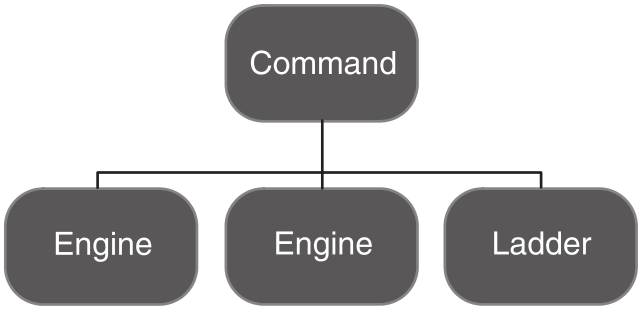


FIGURE J.9(b) Command Structure — Divisions or Groups Basic Operational Approach.

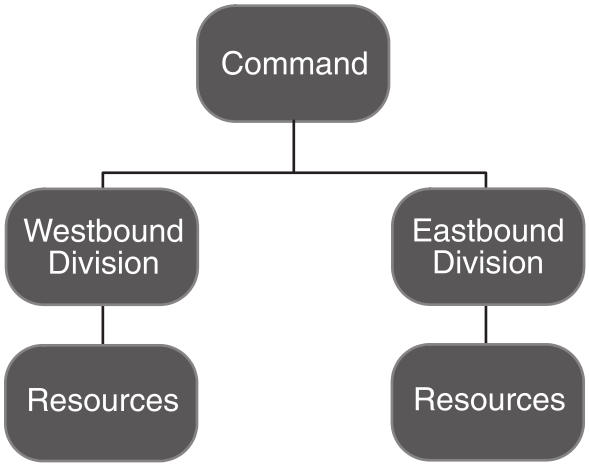


FIGURE J.9(c) Divisions/Groups Command.

Annex K Structural Fire Fighting — Risk Assessment and Operational Expectations

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

This annex provides information to the IC on what objectives should be set at an incident as well as what factors the IC should look for that can impact the outcomes of the incident.

K.1 Incident Objectives. Incident Objectives are statements of guidance and direction that are specific, achievable, measurable, realistic, time based and necessary for the selection of the appropriate strategy(ies) and the tactical direction of resources.

K.2 Standard Incident Objectives. The incident commander is responsible for the completion of the incident objectives as follows:

(1) Life safety
(2) Incident stabilization
(3) Property conservation
(4) Victim stabilization [size-up, rescue, exposure, confine, extinguish, overhaul and ventilate, salvage (S-RECEO-VS); medical]

K.3 Fire Ground Factors. The following fire ground factors should be listed:

(1) Fire
(2) Building
(3) Occupancy type
(4) Life hazard
(5) Exposure/internal and external
(6) Resources available
(7) Other factors

K.4 Standardizing the Fire Ground Assessment for Structure Fires. The following fire ground factors should be listed:

(1) Burn time
(2) No visibility to firefighter
(3) High levels of heat to firefighters
(4) Read smoke conditions

(5) Evaluate rate of change/progress
(6) Delays in operations

K.5 Burn Time/Clock Time. The following factors should be considered for burn time/clock time:

(1) What does "10 minutes on your incident clock" mean?
(2) What are the critical factors surrounding burn time?
(3) Part of situational awareness process

K.6 Zero Visibility in the IDLH. The following factors should be considered when there is zero visibility in the IDLH:

(1) Smoke should be viewed as:
    (a) "Fuel" that fire fighters are crawling through
    (b) Toxic
    (c) Flammable
    (d) A combination of solids, aerosols, and fire gases
(2) This is a WARNING sign and should be considered in determining risk.

K.7 High Levels of Heat. The following factors indicate high levels of heat:

(1) No ventilation
(2) Well-developed fire
(3) Temperatures close to flashover
(4) Very high levels of heat should be recognized by all fire fighters as a warning sign and should be considered along with other elements when determining risk.

K.8 Reading Smoke. The following factors should be considered when reading smoke:

(1) Not an absolute science
(2) An outside activity
(3) Comparison of smoke issuing from openings in the building
(4) More sides of the building observed, the better
(5) Don't watch the flames, read the smoke

K.9 Key Attributes. Several characteristics are readily visible, help to gain situational awareness, and help predict fire behavior, as follows:

(1) Volume/size of building
(2) Velocity/pressure
(3) Density/thickness
(4) Color

K.10 Poor Progress. The following factors indicate poor progress:

(1) Not seeing changes after application of well-developed hose streams can also be a warning sign.
(2) Not being able to apply well developed hose streams is an absolute warning sign.

K.11 Fire Ground Factors. The following fire ground factors should be considered for structure fires:

(1) Building
(2) Fire
(3) Occupancy
(4) Life hazard
(5) Arrangement
(6) Resources
(7) Special circumstances

K.12 Fire Ground Factors. The following fire ground factors should be considered for content vs. structure fires:

(1) Size
(2) Extent
(3) Location
(4) Stage
(5) Travel
(6) Time
(7) Access to fire

K.13 Fire Ground Factors. The following fire ground factors for hazards should be considered:

(1) Location of occupants
(2) Number/condition
(3) Commitment required
(4) Fire control efforts
(5) EMS needs
(6) Hazards to fire personnel

K.14 Fire Ground Factors. The following fire ground factors for occupancy should be considered:

(1) Specific occupancy
(2) Type
(3) Fire load
(4) Status
(5) Type of contents

K.15 Fire Ground Factors. The following fire ground factors for arrangements should be considered:

(1) Access
(2) External exposures
(3) Barriers
(4) Apparatus movement
(5) Multiple buildings

K.16 Fire Ground Factors. The following fire ground factors for resources should be considered:

(1) Staffing and equipment on scene
(2) Staffing and equipment en route
(3) Response times
(4) Condition of responders
(5) Command officers
(6) Water supply
(7) Fire protection systems

K.17 Fire Ground Factors. The following special considerations fire ground factors for should be considered:

(1) Time of day
(2) Day of week
(3) Season
(4) Special hazards
(5) Weather
(6) Social unrest

K.18 Safety Considerations for Today's Fires. The following safety considerations for fires should be considered:

(1) Fire stage/percentage involved
(2) Time
(3) Penetration – hazard zone
(4) Heat
(5) Smoke
(6) Structural stability
(7) Access/exit
(8) Interior arrangement
(9) Air management

Δ Annex L Informational References

L.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.

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

NFPA 72®, National Fire Alarm and Signaling Code®, 2019 edition.

NFPA 472, *Standard for Competence of Responders to Hazardous Materials/Weapons of Mass Destruction Incidents*, 2018 edition.

NFPA 1500™, *Standard on Fire Department Occupational Safety, Health, and Wellness Program*, 2020 edition.

NFPA 1521, *Standard for Fire Department Safety Officer Professional Qualifications*, 2020 edition.

Brunacini, A.V., *Fire Command*, 2002.

L.1.2 Other Publications.

L.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.

ICS 420-1, *Field Operations Guide*, 2017.

"Incident Command Positions Manual: Fire Fighter Incident Safety and Accountability Guidelines," ICS 910, April 2019.

L.1.2.2 NEMA Publications. National Electrical Manufacturers Association, 1300 North 17th Street, Suite 900, Arlington, VA 22209.

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

L.1.2.3 U.S. Government Publications U.S. Government Publishing Office, 732 North Capitol Street, NW, Washington, DC 20401-0001.

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.

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L.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 2018, 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.

"Structural Fire Operation," ICS 500, October 2015.

L.2.1 Existing Incident Management Systems. 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.

L.2.2 NFSIMSC Publications. 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.

L.2.3 NIFC Publications. The following document from the National Interagency Fire Center (NIFC), 3833 Development Avenue, Boise, ID 83705-5354 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].

L.3 References for Extracts in Informational Sections.

NFPA 5000®, Building Construction and Safety Code®, 2018 edition.

Index

Sequence of Events for the Standards Development Process

Once the current edition is published, a Standard is opened for Public Input.

Step 1 – Input Stage

- Input accepted from the public or other committees for consideration to develop the First Draft
- Technical Committee holds First Draft Meeting to revise Standard (23 weeks); Technical Committee(s) with Correlating Committee (10 weeks)
- Technical Committee ballots on First Draft (12 weeks); Technical Committee(s) with Correlating Committee (11 weeks)
- Correlating Committee First Draft Meeting (9 weeks)
- Correlating Committee ballots on First Draft (5 weeks)
- First Draft Report posted on the document information page

Step 2 – Comment Stage

- Public Comments accepted on First Draft (10 weeks) following posting of First Draft Report
- If Standard does not receive Public Comments and the Technical Committee chooses not to hold a Second Draft meeting, the Standard becomes a Consent Standard and is sent directly to the Standards Council for issuance (see Step 4) or
- Technical Committee holds Second Draft Meeting (21 weeks); Technical Committee(s) with Correlating Committee (7 weeks)
- Technical Committee ballots on Second Draft (11 weeks); Technical Committee(s) with Correlating Committee (10 weeks)
- Correlating Committee Second Draft Meeting (9 weeks)
- Correlating Committee ballots on Second Draft (8 weeks)
- Second Draft Report posted on the document information page

Step 3 – NFPA Technical Meeting

- Notice of Intent to Make a Motion (NITMAM) accepted (5 weeks) following the posting of Second Draft Report
- NITMAMs are reviewed and valid motions are certified by the Motions Committee for presentation at the NFPA Technical Meeting
- NFPA membership meets each June at the NFPA Technical Meeting to act on Standards with "Certified Amending Motions" (certified NITMAMs)
- Committee(s) vote on any successful amendments to the Technical Committee Reports made by the NFPA membership at the NFPA Technical Meeting

Step 4 – Council Appeals and Issuance of Standard

- Notification of intent to file an appeal to the Standards Council on Technical Meeting action must be filed within 20 days of the NFPA Technical Meeting
- Standards Council decides, based on all evidence, whether to issue the standard or to take other action

Notes:

1. Time periods are approximate; refer to published schedules for actual dates.
2. Annual revision cycle documents with certified amending motions take approximately 101 weeks to complete.
3. Fall revision cycle documents receiving certified amending motions take approximately 141 weeks to complete.

Committee Membership Classifications[1,2,3,4]

The following classifications apply to Committee members and represent their principal interest in the activity of the Committee.

1. M *Manufacturer:* A representative of a maker or marketer of a product, assembly, or system, or portion thereof, that is affected by the standard.
2. U *User:* A representative of an entity that is subject to the provisions of the standard or that voluntarily uses the standard.
3. IM *Installer/Maintainer:* A representative of an entity that is in the business of installing or maintaining a product, assembly, or system affected by the standard.
4. L *Labor:* A labor representative or employee concerned with safety in the workplace.
5. RT *Applied Research/Testing Laboratory:* A representative of an independent testing laboratory or independent applied research organization that promulgates and/or enforces standards.
6. E *Enforcing Authority:* A representative of an agency or an organization that promulgates and/or enforces standards.
7. I *Insurance:* A representative of an insurance company, broker, agent, bureau, or inspection agency.
8. C *Consumer:* A person who is or represents the ultimate purchaser of a product, system, or service affected by the standard, but who is not included in (2).
9. SE *Special Expert:* A person not representing (1) through (8) and who has special expertise in the scope of the standard or portion thereof.

NOTE 1: "Standard" connotes code, standard, recommended practice, or guide.

NOTE 2: A representative includes an employee.

NOTE 3: While these classifications will be used by the Standards Council to achieve a balance for Technical Committees, the Standards Council may determine that new classifications of member or unique interests need representation in order to foster the best possible Committee deliberations on any project. In this connection, the Standards Council may make such appointments as it deems appropriate in the public interest, such as the classification of "Utilities" in the National Electrical Code Committee.

NOTE 4: Representatives of subsidiaries of any group are generally considered to have the same classification as the parent organization.

Submitting Public Input / Public Comment Through the Online Submission System

Following publication of the current edition of an NFPA standard, the development of the next edition begins and the standard is open for Public Input.

Submit a Public Input

NFPA accepts Public Input on documents through our online submission system at www.nfpa.org. To use the online submission system:

- Choose a document from the List of NFPA codes & standards or filter by Development Stage for "codes accepting public input."
- Once you are on the document page, select the "Next Edition" tab.
- Choose the link "The next edition of this standard is now open for Public Input." You will be asked to sign in or create a free online account with NFPA before using this system.
- Follow the online instructions to submit your Public Input (see www.nfpa.org/publicinput for detailed instructions).
- Once a Public Input is saved or submitted in the system, it can be located on the "My Profile" page by selecting the "My Public Inputs/Comments/NITMAMs" section.

Submit a Public Comment

Once the First Draft Report becomes available there is a Public Comment period. Any objections or further related changes to the content of the First Draft must be submitted at the Comment Stage. To submit a Public Comment follow the same steps as previously explained for the submission of Public Input.

Other Resources Available on the Document Information Pages

Header: View document title and scope, access to our codes and standards or NFCSS subscription, and sign up to receive email alerts.

Research current and previous edition information.

Follow the committee's progress in the processing of a standard in its next revision cycle.

View current committee rosters or apply to a committee.

For members, officials, and AHJs to submit standards questions to NFPA staff. Our Technical Questions Service provides a convenient way to receive timely and consistent technical assistance when you need to know more about NFPA standards relevant to your work.

Provides links to available articles and research and statistical reports related to our standards.

Discover and purchase the latest products and training.

View related publications, training, and other resources available for purchase.

Information on the NFPA Standards Development Process

I. Applicable Regulations. The primary rules governing the processing of NFPA standards (codes, standards, recommended practices, and guides) are the NFPA *Regulations Governing the Development of NFPA Standards (Regs)*. Other applicable rules include NFPA *Bylaws*, NFPA *Technical Meeting Convention Rules*, NFPA *Guide for the Conduct of Participants in the NFPA Standards Development Process*, and the NFPA *Regulations Governing Petitions to the Board of Directors from Decisions of the Standards Council*. Most of these rules and regulations are contained in the *NFPA Standards Directory*. For copies of the *Directory*, contact Codes and Standards Administration at NFPA headquarters; all these documents are also available on the NFPA website at "www.nfpa.org/regs."

The following is general information on the NFPA process. All participants, however, should refer to the actual rules and regulations for a full understanding of this process and for the criteria that govern participation.

II. Technical Committee Report. The Technical Committee Report is defined as "the Report of the responsible Committee(s), in accordance with the Regulations, in preparation of a new or revised NFPA Standard." The Technical Committee Report is in two parts and consists of the First Draft Report and the Second Draft Report. (See *Regs* at Section 1.4.)

III. Step 1: First Draft Report. The First Draft Report is defined as "Part one of the Technical Committee Report, which documents the Input Stage." The First Draft Report consists of the First Draft, Public Input, Committee Input, Committee and Correlating Committee Statements, Correlating Notes, and Ballot Statements. (See *Regs* at 4.2.5.2 and Section 4.3.) Any objection to an action in the First Draft Report must be raised through the filing of an appropriate Comment for consideration in the Second Draft Report or the objection will be considered resolved. [See *Regs* at 4.3.1(b).]

IV. Step 2: Second Draft Report. The Second Draft Report is defined as "Part two of the Technical Committee Report, which documents the Comment Stage." The Second Draft Report consists of the Second Draft, Public Comments with corresponding Committee Actions and Committee Statements, Correlating Notes and their respective Committee Statements, Committee Comments, Correlating Revisions, and Ballot Statements. (See *Regs* at 4.2.5.2 and Section 4.4.) The First Draft Report and the Second Draft Report together constitute the Technical Committee Report. Any outstanding objection following the Second Draft Report must be raised through an appropriate Amending Motion at the NFPA Technical Meeting or the objection will be considered resolved. [See *Regs* at 4.4.1(b).]

V. Step 3a: Action at NFPA Technical Meeting. Following the publication of the Second Draft Report, there is a period during which those wishing to make proper Amending Motions on the Technical Committee Reports must signal their intention by submitting a Notice of Intent to Make a Motion (NITMAM). (See *Regs* at 4.5.2.) Standards that receive notice of proper Amending Motions (Certified Amending Motions) will be presented for action at the annual June NFPA Technical Meeting. At the meeting, the NFPA membership can consider and act on these Certified Amending Motions as well as Follow-up Amending Motions, that is, motions that become necessary as a result of a previous successful Amending Motion. (See 4.5.3.2 through 4.5.3.6 and Table 1, Columns 1-3 of *Regs* for a summary of the available Amending Motions and who may make them.) Any outstanding objection following action at an NFPA Technical Meeting (and any further Technical Committee consideration following successful Amending Motions, see *Regs* at 4.5.3.7 through 4.6.5) must be raised through an appeal to the Standards Council or it will be considered to be resolved.

VI. Step 3b: Documents Forwarded Directly to the Council. Where no NITMAM is received and certified in accordance with the *Technical Meeting Convention Rules*, the standard is forwarded directly to the Standards Council for action on issuance. Objections are deemed to be resolved for these documents. (See *Regs* at 4.5.2.5.)

VII. Step 4a: Council Appeals. Anyone can appeal to the Standards Council concerning procedural or substantive matters related to the development, content, or issuance of any document of the NFPA or on matters within the purview of the authority of the Council, as established by the *Bylaws* and as determined by the Board of Directors. Such appeals must be in written form and filed with the Secretary of the Standards Council (see *Regs* at Section 1.6). Time constraints for filing an appeal must be in accordance with 1.6.2 of the *Regs*. Objections are deemed to be resolved if not pursued at this level.

VIII. Step 4b: Document Issuance. The Standards Council is the issuer of all documents (see Article 8 of *Bylaws*). The Council acts on the issuance of a document presented for action at an NFPA Technical Meeting within 75 days from the date of the recommendation from the NFPA Technical Meeting, unless this period is extended by the Council (see *Regs* at 4.7.2). For documents forwarded directly to the Standards Council, the Council acts on the issuance of the document at its next scheduled meeting, or at such other meeting as the Council may determine (see *Regs* at 4.5.2.5 and 4.7.4).

IX. Petitions to the Board of Directors. The Standards Council has been delegated the responsibility for the administration of the codes and standards development process and the issuance of documents. However, where extraordinary circumstances requiring the intervention of the Board of Directors exist, the Board of Directors may take any action necessary to fulfill its obligations to preserve the integrity of the codes and standards development process and to protect the interests of the NFPA. The rules for petitioning the Board of Directors can be found in the *Regulations Governing Petitions to the Board of Directors from Decisions of the Standards Council* and in Section 1.7 of the *Regs*.

X. For More Information. The program for the NFPA Technical Meeting (as well as the NFPA website as information becomes available) should be consulted for the date on which each report scheduled for consideration at the meeting will be presented. To view the First Draft Report and Second Draft Report as well as information on NFPA rules and for up-to-date information on schedules and deadlines for processing NFPA documents, check the NFPA website (www.nfpa.org/docinfo) or contact NFPA Codes & Standards Administration at (617) 984-7246.

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