ICS-400: Advanced ICS for Command and General Staff, Complex Incidents and MACS for Operational First Responders (H-467)

Student Manual

August 2006

National Fire Academy
U.S. Fire Administration

Directorate for Preparedness

ICS-400: Advanced ICS for Command and General Staff, Complex Incidents and MACS for Operational First Responders (H-467)

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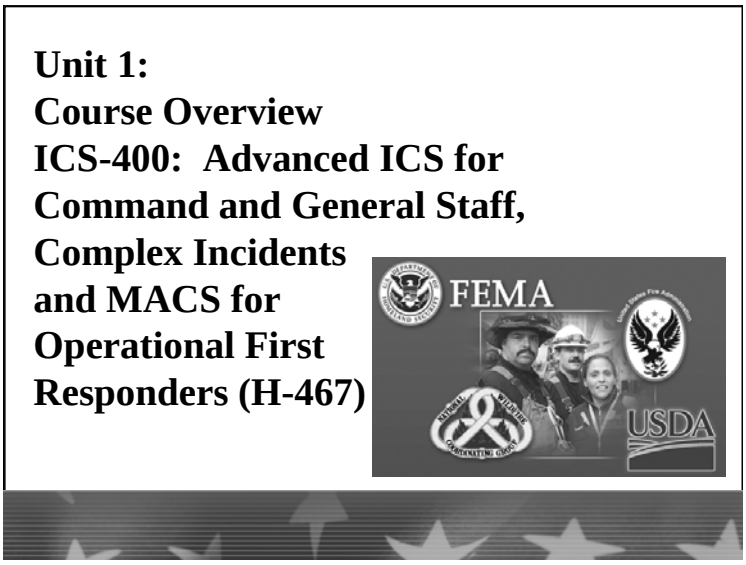
Unit 1: Course Overview

Topic	Course Welcome

Visual 1.1



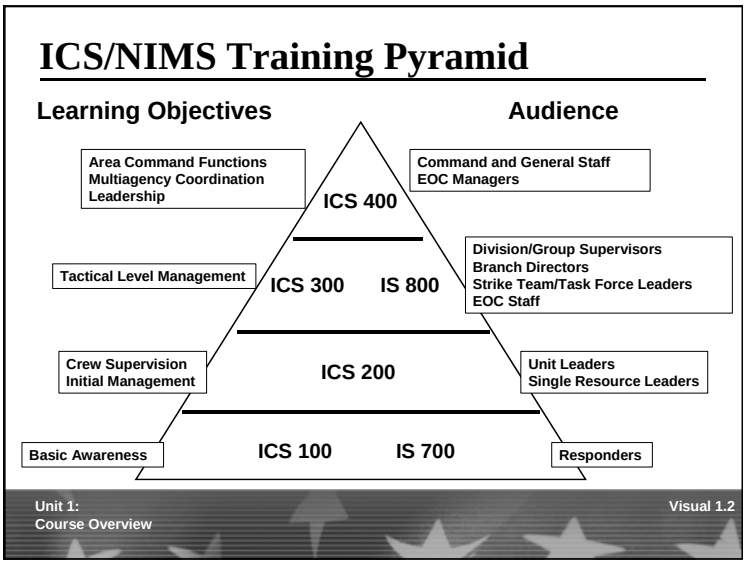
Visual Description: Course Introduction

Key Points

Welcome to the ICS-400 course.

Topic: Course Welcome

Visual 1.2



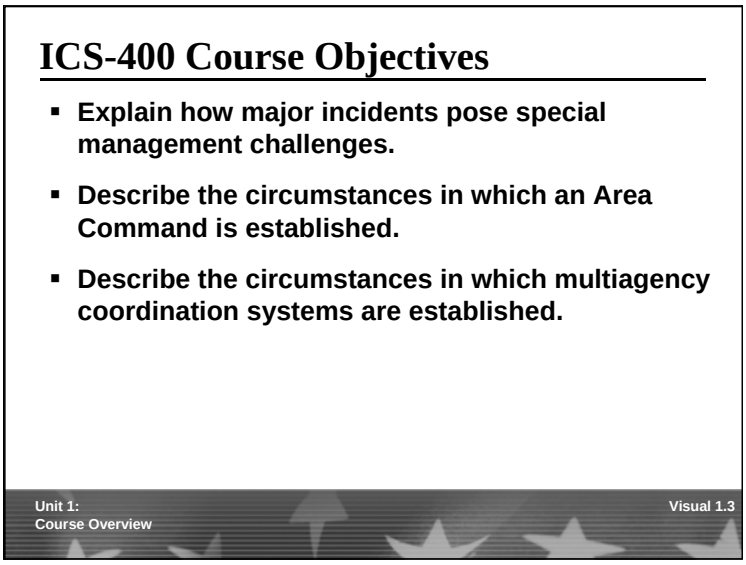
Visual Description: ICS/NIMS Training Pyramid

Key Points

This course builds on the ICS-100 through ICS-300 courses.

Topic: Course Objectives

Visual 1.3



Visual Description: ICS-400 Course Objectives

Key Points

By the end of this course, you should be able to:

- Explain how major incidents pose special management challenges.
- Describe the circumstances in which an Area Command is established.
- Describe the circumstances in which multiagency coordination systems are established.

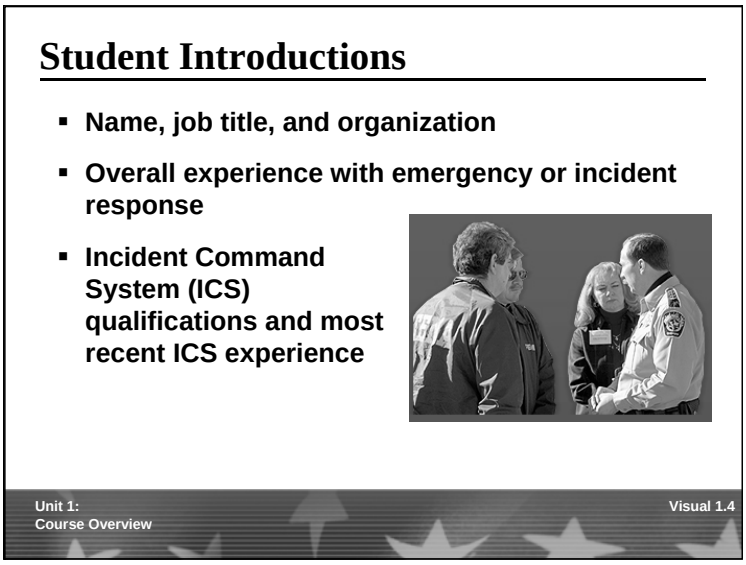
This course is designed for senior personnel who are expected to perform in a management capacity in an Area Command or multiagency coordination system.

This course is designed to provide overall incident management skills rather than tactical expertise. Additional courses are available on developing and implementing incident tactics.

Course and Unit objectives were developed by the National Wildfire Coordinating Group (NWCG) and were revised in coordination with the U.S. Department of Homeland Security, the NIMS Integration Center (NIC), U.S. Department of Agriculture, the U.S. Fire Administration, and the Emergency Management Institute (EMI) in 2005.

Topic: Student Introductions and Expectations

Visual 1.4



Visual Description: Student Introductions

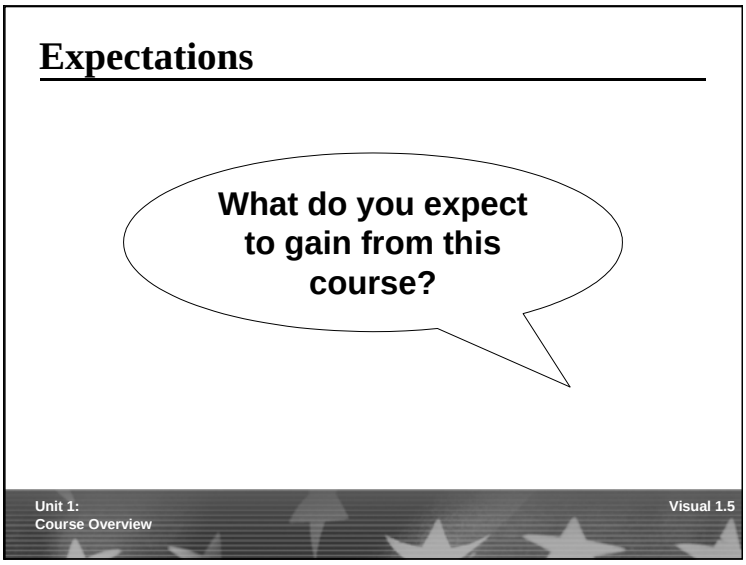
Key Points

Please introduce yourself by providing your:

- Name, job title, and organization.
- Overall experience with emergency or incident response.
- ICS qualifications and most recent ICS experience.

Topic: Student Introductions and Expectations

Visual 1.5



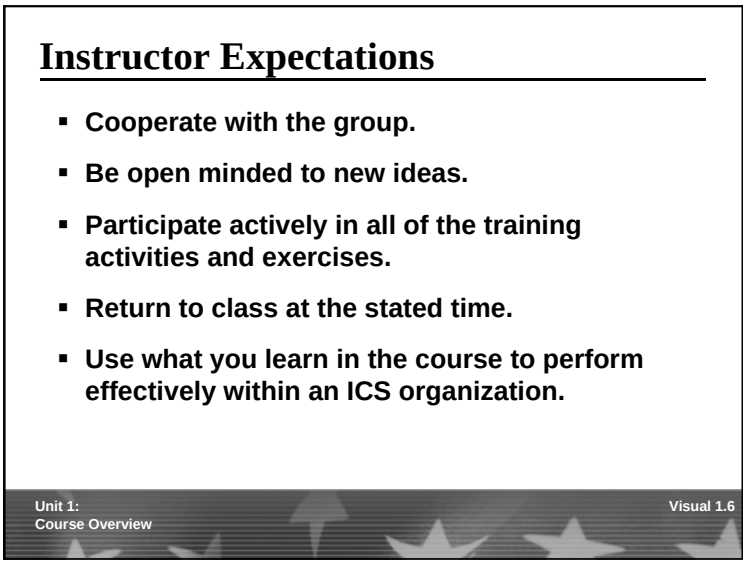
Visual Description: What do you expect to gain from this course?

Key Points

What do you expect to gain from attending this course?

Topic: Instructor Introductions and Expectations

Visual 1.6



Visual Description: Instructor Expectations

Key Points

Course participants are expected to:

- Cooperate with the group.
- Be open minded to new ideas.
- Participate actively in all of the training activities and exercises.
- Return to class at the stated time.
- Use what they learn in the course to perform effectively within an ICS organization.

Topic: ICS Challenges in Complex Incidents

Visual 1.7

Visual Description: What are the management challenges in complex incidents or events?

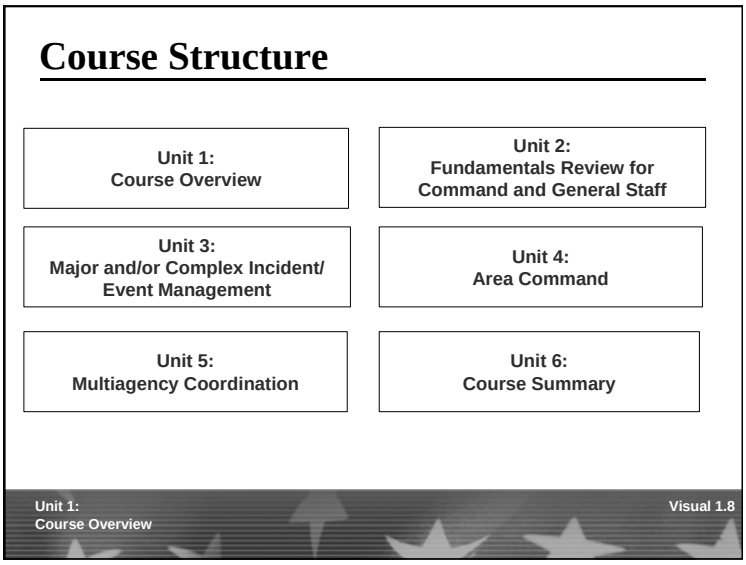
Key Points

Identify the challenges associated with managing complex incidents or events.

A jurisdiction does not have to be large to experience a complex incident or event.

Topic: Course Structure

Visual 1.8



Visual Description: Course Structure

Key Points

This course includes the following six units:

- Unit 1: Course Overview (current lesson)
- Unit 2: Fundamentals Review for Command and General Staff
- Unit 3: Major and/or Complex Incident/Event Management
- Unit 4: Area Command
- Unit 5: Multiagency Coordination
- Unit 6: Course Summary

Topic: Course Logistics

Visual 1.9

Visual Description: Course Logistics

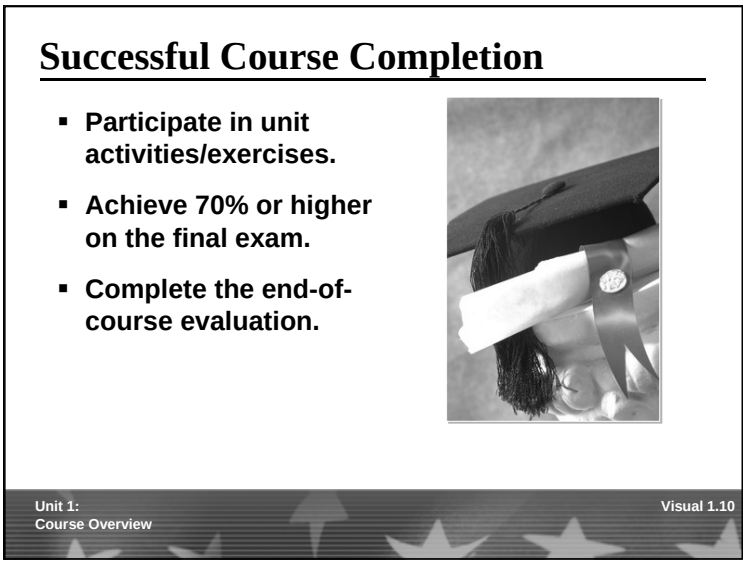
Key Points

Your instructor will review the following course logistics:

- Sign-in sheet
- Housekeeping:
  - Breaks
  - Message and telephone location
  - Cell phone policy
  - Facilities
  - Emergency procedures, including emergency exits, tornado shelters, etc.
- Other concerns

Topic: Successful Course Completion

Visual 1.10



Visual Description: Successful Course Completion

Key Points

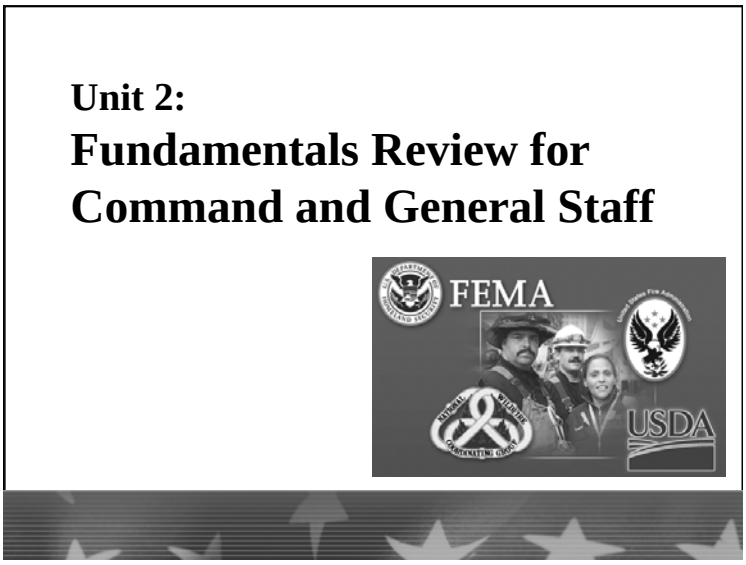
Successful course completion requires that participants:

- Participate in unit activities/exercises.
- Achieve 70% or higher on the final exam.
- Complete the end-of-course evaluation.

Unit 2: Fundamentals Review for Command and General Staff

Topic | **Unit Introduction**

Visual 2.1



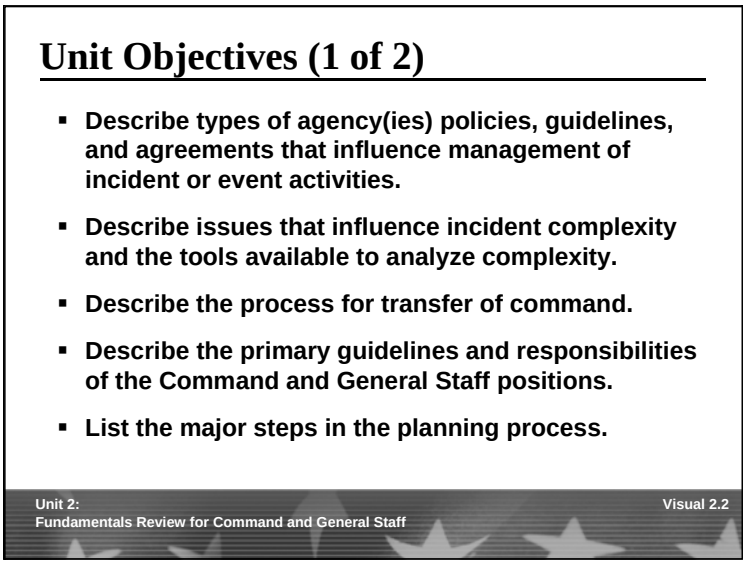
Visual Description: Unit Introduction

Key Points

This unit will review the ICS features and concepts presented in ICS-100 through ICS-300.

Topic: Unit Objectives

Visual 2.2



Visual Description: Unit Objectives (1 of 2)

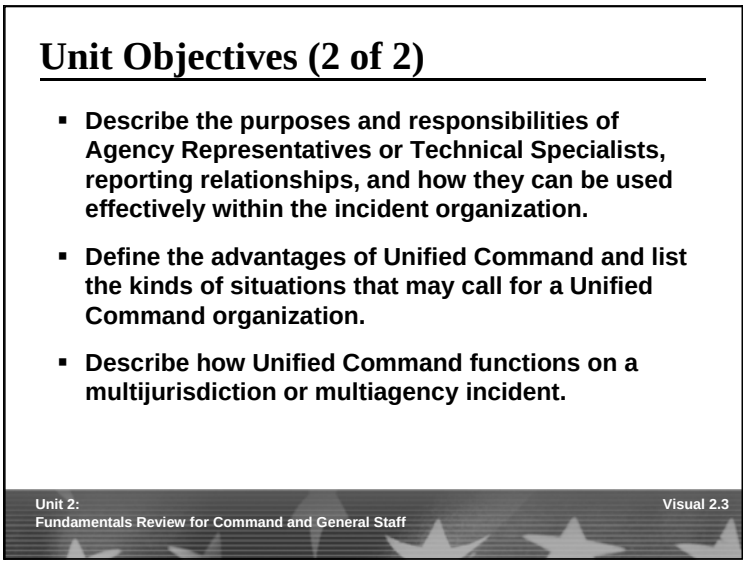
Key Points

By the end of this unit, you should be able to:

- Describe types of agency(ies) policies, guidelines, and agreements that influence management of incident or event activities.
- Describe issues that influence incident complexity and the tools available to analyze complexity.
- Describe the process for transfer of command.
- Describe the primary guidelines and responsibilities of the Command and General Staff positions.
- List the major steps in the planning process.

Topic | **Unit Objectives**

Visual 2.3



Visual Description: Unit Objectives (2 of 2)

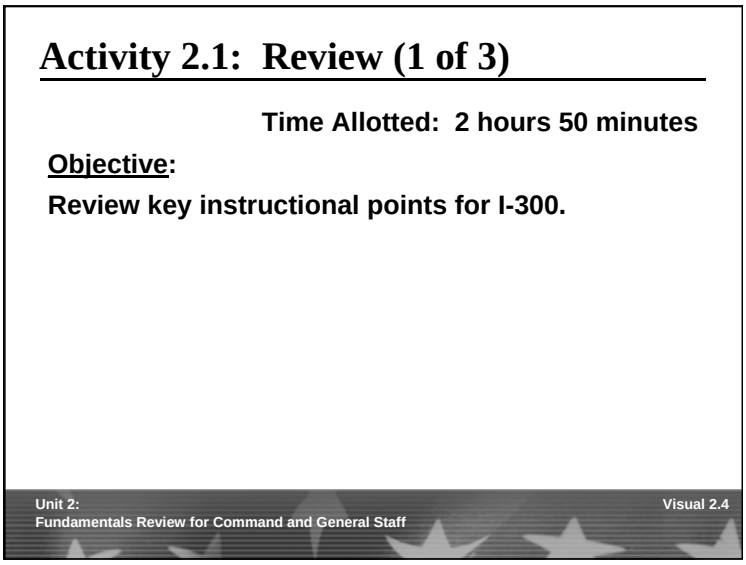
Key Points

By the end of this unit, you should be able to:

- Describe the purposes and responsibilities of Agency Representatives or Technical Specialists, reporting relationships, and how they can be used effectively within the incident organization.
- Define the advantages of Unified Command and list the kinds of situations that may call for a Unified Command organization.
- Describe how Unified Command functions on a multijurisdiction or multiagency incident.

Topic | **Review Activity**

Visual 2.4



Visual Description: Activity 2.1: Review (1 of 3)

Key Points

Activity 2.1: Review

Objective: Review key instructional points for I-300.

Instructions: Review the following scenario:

Scenario:

Your group is part of a group preparing to manage a 4th of July celebration that includes the following:

- **July 3rd - July 5th:** The Fire Department's annual 3-day carnival will begin each day at 10:00 a.m. and end each evening with a concert and fireworks. In conjunction with the carnival, the 4-H Club is sponsoring a craft fair and livestock show.

- **July 4th:** A parade honoring a returning war hero is scheduled to begin at 9:30 a.m., ending in a noon rally. The rally will include speeches from your U.S. Senator, the Governor, and Department of Defense officials. Press reports have indicated that the Senator is about to announce her intent to run for President in the fall primaries.

(Continued on the next page.)

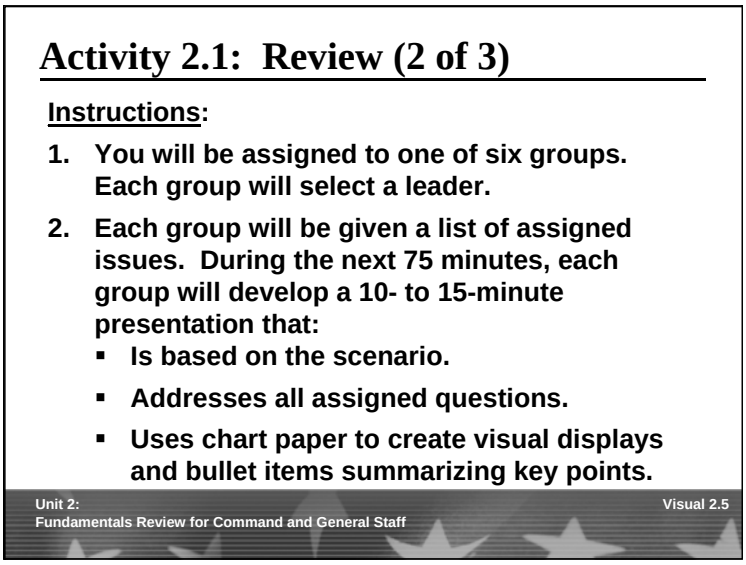
Topic | **Review Activity**

Scenario: (Continued)

The carnival and rally will be held on the County Fairgrounds. The mile-long parade route begins at the County Courthouse. The county is in the middle of a heat wave that is forecasted to continue. Large crowds are projected. National media outlets are beginning to arrive. The FBI has issued a general advisory warning of possible terrorism directed at disrupting holiday celebrations.

Topic | **Review Activity**

Visual 2.5



Visual Description: Activity 2.1: Review (2 of 3)

Key Points

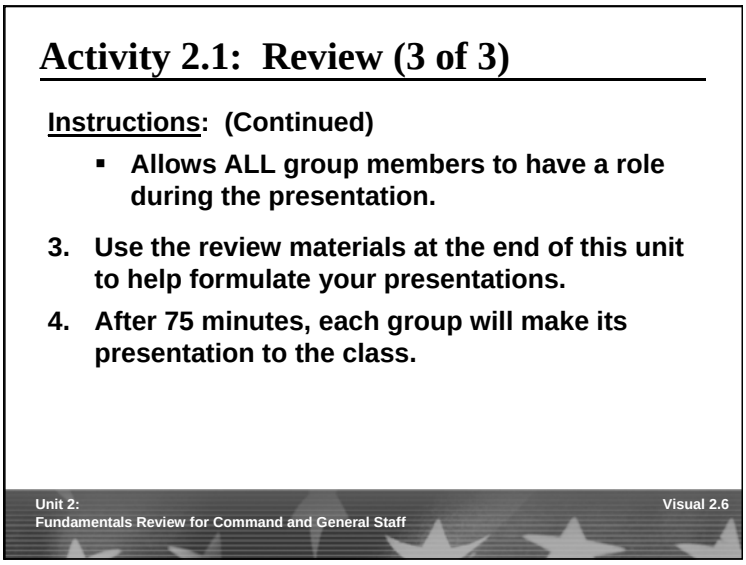
Instructions:

1. You will be assigned to one of six groups. Each group will select a leader.
2. Each group will be given a list of assigned issues. During the next 75 minutes, each group will develop a **10- to 15-minute presentation** that:
   - Is based on the scenario.
   - Addresses all assigned questions.
   - Uses chart paper to create visual displays and bullet items summarizing key points.

(Continued on the next page.)

Topic | **Review Activity**

Visual 2.6



Visual Description: Activity 2.1: Review (3 of 3)

Key Points

Instructions: (Continued)

- Allows **ALL** group members to have a role during the presentation.

3. Use the review materials at the end of this unit to help formulate your presentations.
4. After 75 minutes, each group will make its presentation to the class.

Topic | **Review Activity**

Key Points

Group 1 Assignment

Working as a group, develop a 10- to 15-minute presentation based on the scenario that covers the following:

- Based on the incident type complexity levels (1–5), identify the anticipated complexity level type for this event. Present a review of all five complexity types and then state the reasons why the group chose the selected incident type.
- What are the three most likely factors/scenarios that might cause the incident type to increase in complexity?
- Select one of the above "what-if" factors/scenarios. Now assume that this factor/scenario has occurred and that a transfer of command is needed. What are the five important steps for effectively assuming command of an incident?

Topic | **Review Activity**

Key Points

Group 2 Assignment

Working as a group, develop a 10- to 15-minute presentation based on the scenario that answers the following questions:

- How might the role of Command be defined in this scenario? Should it be limited to public safety and security only, or should it also include management of all activities associated with the 3-day event? What are the issues associated with each choice?
- What are the primary responsibilities of the Safety Officer for this event?
- What are the primary responsibilities of the Liaison Officer for this event? What Agency Representatives may be present? What are the roles of the Agency Representatives?
- What are the primary responsibilities of the Public Information Officer for this event?

Topic | **Review Activity**

Key Points

Group 3 Assignment

Working as a group, develop a 10- to 15-minute presentation based on the scenario that answers the following questions:

- What are the primary responsibilities of the Operations Section Chief for this event?
- What tactical resources are likely to be needed to manage this event?
- How will span of control be managed? Will Branches, Divisions, and/or Groups be added?
- What is a possible organizational structure for the Operations Section? (Draw a chart.)

Topic | **Review Activity**

Key Points

Group 4 Assignment

Working as a group, develop a 10- to 15-minute presentation based on the scenario that answers the following questions:

- **Planning:** What are the primary responsibilities of the Planning Section Chief for this event? What are the greatest challenges facing the Planning Section? What types of Technical Specialists may be included in the Planning Section?
- **Logistics:** What are the primary responsibilities of the Logistics Section Chief for this event? What are the greatest challenges facing the Logistics Section?
- **Finance/Administration:** What are the primary responsibilities of the Finance/Administration Section Chief for this event? What are the greatest challenges facing the Finance/Administration Section?

Topic | **Review Activity**

Key Points

Group 5 Assignment

Working as a group, develop a 10- to 15-minute presentation based on the scenario that answers the following questions:

- Who is responsible for the planning process?
- What types of policies, guidelines, or agreements must be considered in managing this event?
- How long will the first operational period be?
- What are the initial objectives for the event's first operational period? (Write **SMART** objectives!)
- Once the formal planning process begins, what are the major steps/meetings conducted?
- What ICS forms will be completed? What are the purposes of each form?

Topic | **Review Activity**

Key Points

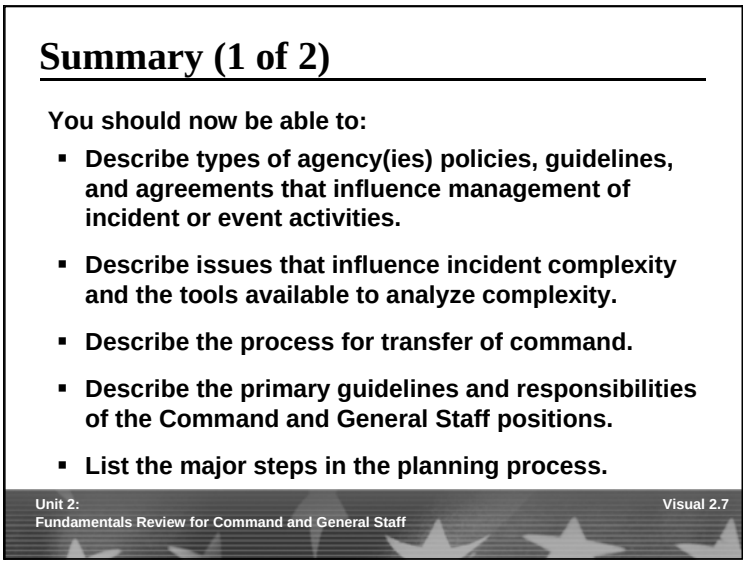
Group 6 Assignment

Working as a group, develop a 10- to 15-minute presentation based on the scenario that answers the following questions:

- What are the advantages of using Unified Command for this event?
- Which jurisdictions/agencies will be included in the Unified Command structure?
- What are the responsibilities of participants in Unified Command?
- What are the top three challenges associated with using Unified Command for this event? What strategies will be used to address these challenges?

Topic | **Summary**

Visual 2.7



Visual Description: Summary (1 of 2)

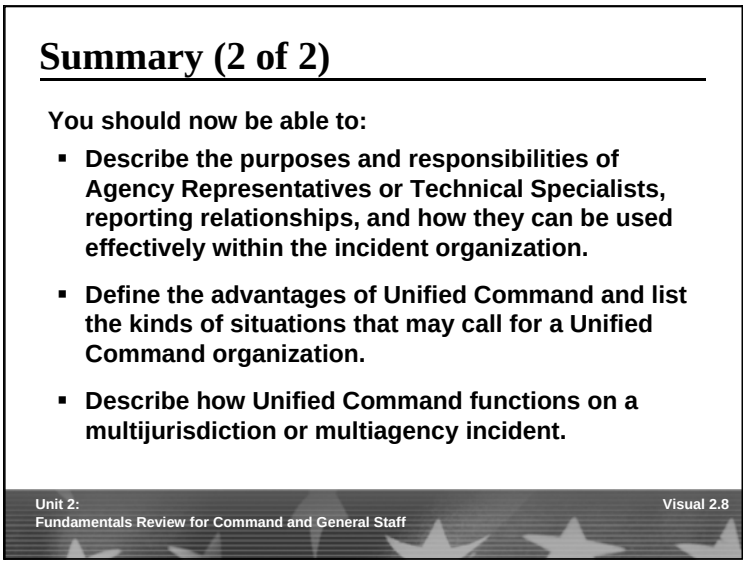
Key Points

You should now be able to:

- Describe types of agency(ies) policies, guidelines, and agreements that influence management of incident or event activities.
- Describe issues that influence incident complexity and the tools available to analyze complexity.
- Describe the process for transfer of command.
- Describe the primary guidelines and responsibilities of the Command and General Staff positions.
- List the major steps in the planning process.

Topic | **Summary**

Visual 2.8



Visual Description: Summary (2 of 2)

Key Points

You should now be able to:

- Describe the purposes and responsibilities of Agency Representatives or Technical Specialists, reporting relationships, and how they can be used effectively within the incident organization.
- Define the advantages of Unified Command and list the kinds of situations that may call for a Unified Command organization.
- Describe how Unified Command functions on a multijurisdiction or multiagency incident.

If you are having difficulties or want additional information, go to www.training.fema.gov and take the interactive online course, Q-466, *Fundamentals Review for ICS-400*.

Review Materials

Incident Command System (ICS)

ICS was developed in the 1970s following a series of catastrophic fires in California's urban interface. Property damage ran into the millions, and many people died or were injured. The personnel assigned to determine the causes of these outcomes studied the case histories and discovered that response problems could rarely be attributed to lack of resources or failure of tactics. Surprisingly, studies found that response problems were far more likely to result from inadequate management than from any other single reason.

The Incident Command System:

- Is a standardized management tool for meeting the demands of small or large emergency or nonemergency situations.
- Represents "best practices" and has become the standard for emergency management across the country.
- May be used for planned events, natural disasters, and acts of terrorism.
- Is a key feature of the National Incident Management System (NIMS).

As stated in NIMS, “The ICS is a management system designed to enable effective and efficient domestic incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to enable effective and efficient domestic incident management. A basic premise of ICS is that it is widely applicable. It is used to organize both near-term and long-term field-level operations for a broad spectrum of emergencies, from small to complex incidents, both natural and manmade. ICS is used by all levels of government—Federal, State, local, and tribal—as well as by many private-sector and nongovernmental organizations. ICS is also applicable across disciplines. It is normally structured to facilitate activities in five major functional areas: command, operations, planning, logistics, and finance and administration.”

ICS Features

The 14 essential ICS features are listed below:

- **Common Terminology:** Using common terminology helps to define organizational functions, incident facilities, resource descriptions, and position titles.

- **Modular Organization:** The Incident Command organizational structure develops in a top-down, modular fashion that is based on the size and complexity of the incident, as well as the specifics of the hazard environment created by the incident.

- **Management by Objectives:** Includes establishing overarching objectives; developing and issuing assignments, plans, procedures, and protocols; establishing specific, measurable objectives for various incident management functional activities; and directing efforts to attain the established objectives.

- **Reliance on an Incident Action Plan:** Incident Action Plans (IAPs) provide a coherent means of communicating the overall incident objectives in the contexts of both operational and support activities.

- **Chain of Command and Unity of Command:** Chain of command refers to the orderly line of authority within the ranks of the incident management organization. Unity of command means that every individual has a designated supervisor to whom he or she reports at the scene of the incident. These principles clarify reporting relationships and eliminate the confusion caused by multiple, conflicting directives. Incident managers at all levels must be able to control the actions of all personnel under their supervision.

- **Unified Command:** In incidents involving multiple jurisdictions, a single jurisdiction with multiagency involvement, or multiple jurisdictions with multiagency involvement, Unified Command allows agencies with different legal, geographic, and functional authorities and responsibilities to work together effectively without affecting individual agency authority, responsibility, or accountability.

- **Manageable Span of Control:** Span of control is key to effective and efficient incident management. **Within ICS, the span of control of any individual with incident management supervisory responsibility should range from three to seven subordinates.**

- **Predesignated Incident Locations and Facilities:** Various types of operational locations and support facilities are established in the vicinity of an incident to accomplish a variety of purposes. Typical predesignated facilities include Incident Command Posts, Bases, Camps, Staging Areas, Mass Casualty Triage Areas, and others as required.

- **Resource Management:** Resource management includes processes for categorizing, ordering, dispatching, tracking, and recovering resources. It also includes processes for reimbursement for resources, as appropriate. Resources are defined as personnel, teams, equipment, supplies, and facilities available or potentially available for assignment or allocation in support of incident management and emergency response activities.

- **Information and Intelligence Management:** The incident management organization must establish a process for gathering, sharing, and managing incident-related information and intelligence.

- **Integrated Communications:** Incident communications are facilitated through the development and use of a common communications plan and interoperable communications processes and architectures.

ICS Features (Continued)

- **Transfer of Command:** The command function must be clearly established from the beginning of an incident. When command is transferred, the process must include a briefing that captures all essential information for continuing safe and effective operations.

- **Accountability:** Effective accountability at all jurisdictional levels and within individual functional areas during incident operations is essential. To that end, the following principles must be adhered to:

  - **Check-In:** All responders, regardless of agency affiliation, must report in to receive an assignment in accordance with the procedures established by the Incident Commander.
  - **Incident Action Plan:** Response operations must be directed and coordinated as outlined in the IAP.
  - **Unity of Command:** Each individual involved in incident operations will be assigned to only one supervisor.
  - **Span of Control:** Supervisors must be able to adequately supervise and control their subordinates, as well as communicate with and manage all resources under their supervision.
  - **Resource Tracking:** Supervisors must record and report resource status changes as they occur.

- **Deployment:** Personnel and equipment should respond only when requested or when dispatched by an appropriate authority.

Incident Complexity

"Incident complexity" is the combination of involved factors that affect the probability of control of an incident. Many factors determine the complexity of an incident, including, but not limited to, area involved, threat to life and property, political sensitivity, organizational complexity, jurisdictional boundaries, values at risk, weather, strategy and tactics, and agency policy.

Incident complexity is considered when making incident management level, staffing, and safety decisions.

Various analysis tools have been developed to assist consideration of important factors involved in incident complexity. Listed below are the factors that may be considered in analyzing incident complexity:

- Impacts to life, property, and the economy
- Community and responder safety
- Potential hazardous materials
- Weather and other environmental influences
- Likelihood of cascading events
- Potential crime scene (including terrorism)
- Political sensitivity, external influences, and media relations
- Area involved, jurisdictional boundaries
- Availability of resources

Incident Types

Incidents may be typed in order to make decisions about resource requirements. Incident types are based on the following five levels of complexity. (Source: U.S. Fire Administration)

Type 5	▪ The incident can be handled with one or two single resources with up to six personnel. ▪ Command and General Staff positions (other than the Incident Commander) are not activated. ▪ No written Incident Action Plan (IAP) is required. ▪ The incident is typically contained within an hour or two after resources arrive on scene. ▪ Examples include a vehicle fire, an injured person, or a police traffic stop.
Type 4	▪ Command Staff and General Staff functions are activated only if needed. ▪ Several resources are required to mitigate the incident, including a Task Force or Strike Team. ▪ The incident is typically contained within one operational period in the control phase, usually within a few hours after resources arrive on scene. ▪ The Agency Administrator may have briefings, and ensure the complexity analysis and delegation of authority are updated. ▪ No written Incident Action Plan (IAP) is required but a documented operational briefing will be completed for all incoming resources. ▪ Examples may include a major structure fire, a multivehicle crash with multiple patients, an armed robbery, or a small hazmat spill.
Type 3	When capabilities exceed initial attack, the appropriate ICS positions should be added to match the complexity of the incident. ▪ Some or all of the Command and General Staff positions may be activated, as well as Division/Group Supervisor and/or Unit Leader level positions. ▪ A Type 3 Incident Management Team (IMT) or incident command organization manages initial action incidents with a significant number of resources, an extended attack incident until containment/control is achieved, or an expanding incident until transition to a Type 1 or 2 IMT. ▪ The incident typically extends into multiple operational periods. ▪ A written IAP is typically required for each operational period. ▪ Examples include a tornado touchdown, earthquake, flood, or multiday hostage/standoff situation.
Type 2	When the incident extends beyond the capabilities for local control and the incident is expected to go into multiple operational periods. A Type 2 incident may require the response of resources out of area, including regional and/or national resources, to effectively manage the operations, command, and general staffing. ▪ Most or all of the Command and General Staff positions are filled. ▪ A written IAP is required for each operational period. ▪ Many of the functional units are needed and staffed. ▪ Operations personnel normally do not exceed 200 per operational period and total incident personnel do not exceed 500 (guidelines only). ▪ The Agency Administrator is responsible for the incident complexity analysis, Agency Administrator briefings, and the written delegation of authority. ▪ Typically involves incidents of regional significance.

Incident Types (Continued)

Type 1	This type of incident is the most complex, requiring national resources to safely and effectively manage and operate. ▪ All Command and General Staff positions are activated. ▪ Operations personnel often exceed 500 per operational period and total personnel will usually exceed 1,000. ▪ Branches may need to be established. ▪ The Agency Administrator will have briefings, and ensure that the complexity analysis and delegation of authority are updated. ▪ Use of resource advisors at the incident base is recommended. ▪ There is a high impact on the local jurisdiction, requiring additional staff for office administrative and support functions. ▪ Typically involve incidents of national significance.

Transfer of Command

The process of moving the responsibility for incident command from one Incident Commander to another is called "transfer of command." It should be recognized that transition of command on an expanding incident is to be expected. It does not reflect on the competency of the current Incident Commander.

There are five important steps in effectively assuming command of an incident in progress.

Step 1: The incoming Incident Commander should, if at all possible, personally perform an assessment of the incident situation with the existing Incident Commander.

Step 2: The incoming Incident Commander must be adequately briefed.

This briefing must be by the current Incident Commander, and take place face-to-face if possible. The briefing must cover the following:

- Incident history (what has happened)
- Priorities and objectives
- Current plan
- Resource assignments
- Incident organization
- Resources ordered/needed
- Facilities established
- Status of communications
- Any constraints or limitations
- Incident potential
- Delegation of Authority

The ICS Form 201 is especially designed to assist in incident briefings. It should be used whenever possible because it provides a written record of the incident as of the time prepared. The ICS Form 201 contains:

- Incident objectives.
- A place for a sketch map.
- Summary of current actions.
- Organizational framework.
- Resources summary.

Step 3: After the incident briefing, the incoming Incident Commander should determine an appropriate time for transfer of command.

Step 4: At the appropriate time, notice of a change in incident command should be made to:

- Agency headquarters (through dispatch).
- General Staff members (if designated).
- Command Staff members (if designated).
- All incident personnel.

Step 5: The incoming Incident Commander may give the previous Incident Commander another assignment on the incident. There are several advantages of this:

- The initial Incident Commander retains first-hand knowledge at the incident site.
- This strategy allows the initial Incident Commander to observe the progress of the incident and to gain experience.

Modular Organization

Standardization of the ICS organizational chart and associated terms does not limit the flexibility of the system. (See the chart on the next page.)

A key principle of ICS is its flexibility. The ICS organization may be expanded easily from a very small size for routine operations to a larger organization capable of handling catastrophic events.

Flexibility does not mean that the ICS feature of common terminology is superseded. Note that flexibility is allowed within the standard ICS organizational structure and position titles.

Position Titles

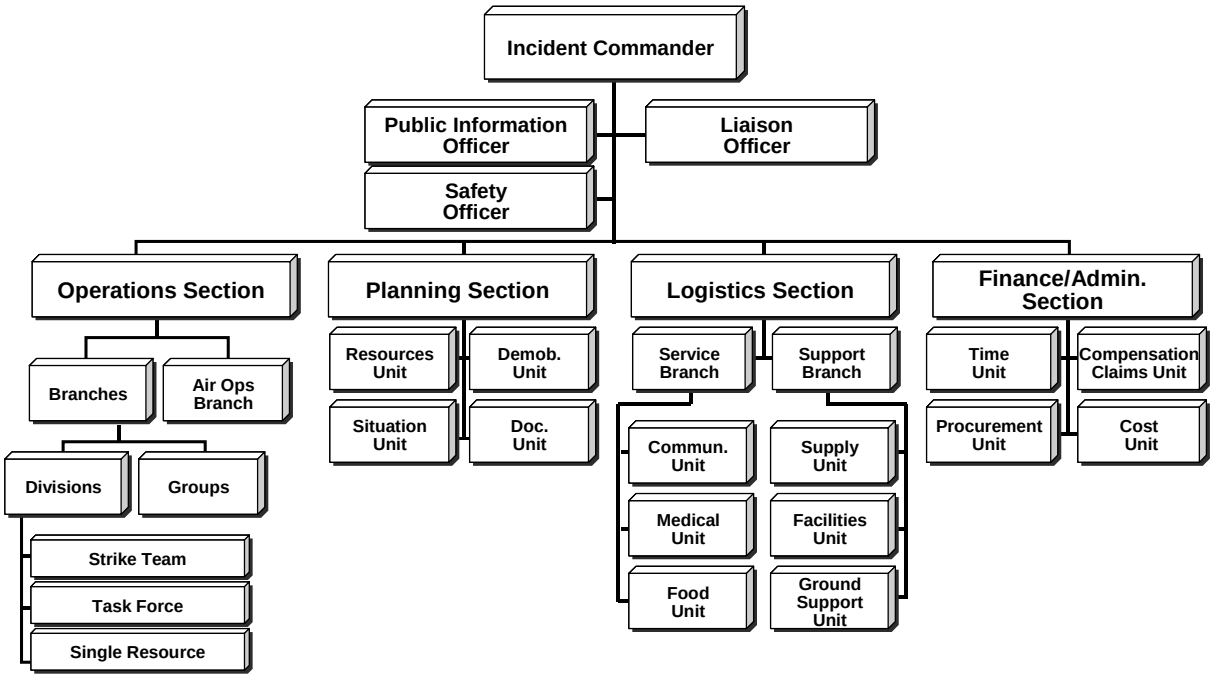
At each level within the ICS organization, individuals with primary responsibility positions have distinct titles. Titles provide a common standard for all users. For example, if one agency uses the title Branch Chief, another Branch Manager, etc., this lack of consistency can cause confusion at the incident.

The use of distinct titles for ICS positions allows for filling ICS positions with the most qualified individuals rather than by seniority. Standardized position titles are useful when requesting qualified personnel. For example, in deploying personnel, it is important to know if the positions needed are Unit Leaders, clerks, etc.

Listed below are the standard ICS titles:

Organizational Level	Title	Support Position
Incident Command	Incident Commander	Deputy
Command Staff	Officer	Assistant
General Staff (Section)	Chief	Deputy
Branch	Director	Deputy
Division/Group	Supervisor	N/A
Unit	Leader	Manager
Strike Team/Task Force	Leader	Single Resource Boss

ICS Organization



- **Command Staff:** The Command Staff consists of the Public Information Officer, Safety Officer, and Liaison Officer. They report directly to the Incident Commander.

- **Section:** The organization level having functional responsibility for primary segments of incident management (Operations, Planning, Logistics, Finance/Administration). The Section level is organizationally between Branch and Incident Commander.

- **Branch:** That organizational level having functional, geographical, or jurisdictional responsibility for major parts of the incident operations. The Branch level is organizationally between Section and Division/Group in the Operations Section, and between Section and Units in the Logistics Section. Branches are identified by the use of Roman Numerals, by function, or by jurisdictional name.

- **Division:** That organizational level having responsibility for operations within a defined geographic area. The Division level is organizationally between the Strike Team and the Branch.

- **Group:** Groups are established to divide the incident into functional areas of operation. Groups are located between Branches (when activated) and Resources in the Operations Section.

- **Unit:** That organization element having functional responsibility for a specific incident planning, logistics, or finance/administration activity.

- **Task Force:** A group of resources with common communications and a leader that may be pre-established and sent to an incident, or formed at an incident.

- **Strike Team:** Specified combinations of the same kind and type of resources, with common communications and a leader.

- **Single Resource:** An individual piece of equipment and its personnel complement, or an established crew or team of individuals with an identified work supervisor that can be used on an incident.

Overall Organizational Functions

ICS was designed by identifying the primary activities or functions necessary to effectively respond to incidents. Analyses of incident reports and review of military organizations were all used in ICS development. These analyses identified the primary needs of incidents.

As incidents became more complex, difficult, and expensive, the need for an organizational manager became more evident. Thus in ICS, and especially in larger incidents, the Incident Commander manages the organization and not the incident.

In addition to the Command function, other desired functions and activities were:

- To delegate authority and to provide a separate organizational level within the ICS structure with sole responsibility for the tactical direction and control of resources.
- To provide logistical support to the incident organization.
- To provide planning services for both current and future activities.
- To provide cost assessment, time recording, and procurement control necessary to support the incident and the managing of claims.
- To promptly and effectively interact with the media, and provide informational services for the incident, involved agencies, and the public.
- To provide a safe operating environment within all parts of the incident organization.
- To ensure that assisting and cooperating agencies' needs are met, and to see that they are used in an effective manner.

Incident Commander

The Incident Commander is technically not a part of either the General or Command Staff. The Incident Commander is responsible for overall incident management, including:

- Ensuring clear authority and knowledge of agency policy.
- Ensuring incident safety.
- Establishing an Incident Command Post.
- Obtaining a briefing from the prior Incident Commander and/or assessing the situation.
- Establishing immediate priorities.
- Determining incident objectives and strategy(ies) to be followed.
- Establishing the level of organization needed, and continuously monitoring the operation and effectiveness of that organization.
- Managing planning meetings as required.
- Approving and implementing the Incident Action Plan.
- Coordinating the activities of the Command and General Staff.
- Approving requests for additional resources or for the release of resources.
- Approving the use of students, volunteers, and auxiliary personnel.
- Authorizing the release of information to the news media.
- Ordering demobilization of the incident when appropriate.
- Ensuring incident after-action reports are complete.

Command Staff

Command Staff is assigned to carry out staff functions needed to support the Incident Commander. These functions include interagency liaison, incident safety, and public information.

Command Staff positions are established to assign responsibility for key activities not specifically identified in the General Staff functional elements. These positions may include the Public Information Officer, Safety Officer, and Liaison Officer, in addition to various others, as required and assigned by the Incident Commander.

The table on the following page summarizes the responsibilities of the Command Staff.

General Staff

The General Staff represents and is responsible for the functional aspects of the incident command structure. The General Staff typically consists of the Operations, Planning, Logistics, and Finance/Administration Sections.

General guidelines related to General Staff positions include the following:

- Only one person will be designated to lead each General Staff position.
- General Staff positions may be filled by qualified persons from any agency or jurisdiction.
- Members of the General Staff report directly to the Incident Commander. If a General Staff position is not activated, the Incident Commander will have responsibility for that functional activity.
- Deputy positions may be established for each of the General Staff positions. Deputies are individuals fully qualified to fill the primary position. Deputies can be designated from other jurisdictions or agencies, as appropriate. This is a good way to bring about greater interagency coordination.
- General Staff members may exchange information with any person within the organization. Direction takes place through the chain of command. This is an important concept in ICS.
- General Staff positions should not be combined. For example, to establish a "Planning and Logistics Section," it is better to initially create the two separate functions, and if necessary for a short time place one person in charge of both. That way, the transfer of responsibility can be made easier.

The following table summarizes the responsibilities of the Command and General Staff.

Command Staff	Responsibilities
Public Information Officer	The Public Information Officer is responsible for interfacing with the public and media and/or with other agencies with incident-related information requirements. The Public Information Officer develops accurate and complete information on the incident's cause, size, and current situation; resources committed; and other matters of general interest for both internal and external consumption. The Public Information Officer may also perform a key public information-monitoring role. Only one incident Public Information Officer should be designated. Assistants may be assigned from other agencies or departments involved. The Incident Commander must approve the release of all incident-related information.
Safety Officer	The Safety Officer monitors incident operations and advises the Incident Commander on all matters relating to operational safety, including the health and safety of emergency responder personnel. The ultimate responsibility for the safe conduct of incident management operations rests with the Incident Commander or Unified Command and supervisors at all levels of incident management. The Safety Officer is, in turn, responsible to the Incident Commander for the set of systems and procedures necessary to ensure ongoing assessment of hazardous environments, coordination of multiagency safety efforts, and implementation of measures to promote emergency responder safety, as well as the general safety of incident operations. The Safety Officer has emergency authority to stop and/or prevent unsafe acts during incident operations. In a Unified Command structure, a single Safety Officer should be designated, in spite of the fact that multiple jurisdictions and/or functional agencies may be involved. The Safety Officer must also ensure the coordination of safety management functions and issues across jurisdictions, across functional agencies, and with private-sector and nongovernmental organizations.
Liaison Officer	The Liaison Officer is the point of contact for representatives of other governmental agencies, nongovernmental organizations, and/or private entities. In either a single or Unified Command structure, representatives from assisting or cooperating agencies and organizations coordinate through the Liaison Officer. Agency and/or organizational representatives assigned to an incident must have the authority to speak for their parent agencies and/or organizations on all matters, following appropriate consultations with their agency leadership. Assistants and personnel from other agencies or organizations (public or private) involved in incident management activities may be assigned to the Liaison Officer to facilitate coordination.
Assistants	In the context of large or complex incidents, Command Staff members may need one or more assistants to help manage their workloads. Each Command Staff member is responsible for organizing his or her assistants for maximum efficiency.

Source: NIMS

General Staff	Responsibilities
Operations Section Chief	The Operations Section Chief is responsible for managing all tactical operations at an incident. The Incident Action Plan provides the necessary guidance. The need to expand the Operations Section is generally dictated by the number of tactical resources involved and is influenced by span of control considerations. Major responsibilities of the Operations Section Chief are to: ▪ Manage tactical operations. ▪ Assist in the development of the operations portion of the Incident Action Plan. This usually requires filling out the ICS Form 215 prior to the Planning Meeting. ▪ Supervise the execution of the operations portion of the Incident Action Plan. ▪ Maintain close contact with subordinate positions. ▪ Ensure safe tactical operations. ▪ Request additional resources to support tactical operations. ▪ Approve release of resources from active assignments (not release from the incident). ▪ Make or approve expedient changes to the operations portion of the Incident Action Plan. ▪ Maintain close communication with the Incident Commander.
Planning Section Chief	The Planning Section Chief is responsible for providing planning services for the incident. Under the direction of the Planning Section Chief, the Planning Section collects situation and resources status information, evaluates it, and processes the information for use in developing action plans. Dissemination of information can be in the form of the Incident Action Plan, formal briefings, or through map and status board displays. Major responsibilities of the Planning Section Chief are to: ▪ Collect and manage all incident-relevant operational data. ▪ Provide input to the Incident Commander and Operations Section Chief for use in preparing the Incident Action Plan. ▪ Supervise preparation of the Incident Action Plan. ▪ Conduct and facilitate planning meetings. ▪ Reassign personnel already on site to ICS organizational positions as needed and appropriate. ▪ Establish information requirements and reporting schedules for Planning Section units. ▪ Determine the need for specialized resources to support the incident. ▪ Assemble and disassemble task forces and strike teams not assigned to Operations. ▪ Establish specialized data collection systems as necessary (e.g., weather). ▪ Assemble information on alternative strategies and contingency plans. ▪ Provide periodic predictions on incident potential. ▪ Report any significant changes in incident status. ▪ Compile and display incident status information. ▪ Oversee preparation of the Demobilization Plan. ▪ Incorporate Traffic, Medical, Communications Plans, and other supporting material into the Incident Action Plan.

General Staff	Responsibilities
Logistics Section Chief	The Logistics Section Chief provides all incident support needs with the exception of logistics support to air operations. The Logistics Section is responsible for providing: ▪ Facilities ▪ Transportation ▪ Communications ▪ Supplies ▪ Equipment maintenance and fueling ▪ Food services (for responders) ▪ Medical services (for responders) ▪ All off-incident resources Major responsibilities of the Logistics Section Chief are to: ▪ Manage all incident logistics. ▪ Provide logistical input to the Incident Commander in preparing the Incident Action Plan. ▪ Brief Logistics Branch Directors and Unit Leaders as needed. ▪ Identify anticipated and known incident service and support requirements. ▪ Request additional resources, as needed. ▪ Develop as required, the Communications, Medical, and Traffic Plans. ▪ Oversee demobilization of the Logistics Section.
Finance/ Administration Section Chief	The Finance/Administration Section Chief is responsible for managing all financial aspects of an incident. Not all incidents will require a Finance/Administration Section. Only when the involved agencies have a specific need for finance services will the Section be activated. Major responsibilities of the Finance/Administration Section Chief are to: ▪ Manage all financial aspects of an incident. ▪ Provide financial and cost analysis information as requested. ▪ Ensure compensation and claims functions are being addressed relative to the incident. ▪ Gather pertinent information from briefings with responsible agencies. ▪ Develop an operating plan for the Finance/Administration Section; fill Section supply and support needs. ▪ Determine need to set up and operate an incident commissary. ▪ Meet with assisting and cooperating agency representatives as needed. ▪ Maintain daily contact with agency(s) administrative headquarters on finance matters. ▪ Ensure that all personnel and equipment time records are accurately completed and transmitted to home agencies, according to policy. ▪ Provide financial input for demobilization planning. ▪ Ensure that all obligation documents initiated at the incident are properly prepared and completed. ▪ Brief agency administrative personnel on all incident-related financial issues needing attention or follow up.

Agency Representatives

An Agency Representative is an individual assigned to an incident from an assisting or cooperating agency. The Agency Representative must be given authority to make decisions on matters affecting that agency's participation at the incident.

Agency Representatives report to the Liaison Officer or to the Incident Commander in the absence of a Liaison Officer.

Major responsibilities of the Agency Representative are to:

- Ensure that all of their agency resources have completed check-in at the incident.
- Obtain briefing from the Liaison Officer or Incident Commander.
- Inform their agency personnel on the incident that the Agency Representative position has been filled.
- Attend planning meetings as required.
- Provide input to the planning process on the use of agency resources unless resource technical specialists are assigned from the agency.
- Cooperate fully with the Incident Commander and the Command and General Staff on the agency's involvement at the incident.
- Oversee the well-being and safety of agency personnel assigned to the incident
- Advise the Liaison Officer of any special agency needs, requirements, or agency restrictions.
- Report to agency dispatch or headquarters on a prearranged schedule.
- Ensure that all agency personnel and equipment are properly accounted for and released prior to departure.
- Ensure that all required agency forms, reports, and documents are complete prior to departure.
- Have a debriefing session with the Liaison Officer or Incident Commander prior to departure.

Technical Specialists

Certain incidents or events may require the use of Technical Specialists who have specialized knowledge and expertise. Technical Specialists may function within the Planning Section, or be assigned wherever their services are required.

While each incident dictates the need for Technical Specialists, some examples of the more commonly used specialists are:

- Meteorologists.
- Environmental Impact Specialists.
- Flood Control Specialists.
- Water Use Specialists.
- Fuels and Flammable Specialists.
- Hazardous Substance Specialists.
- Fire Behavior Specialists.
- Structural Engineers.
- Training Specialists.

Additional Positions

Additional advisory positions may also be necessary depending on the nature and location(s) of the incident, and/or specific requirements established by the Incident Commander. For example, a Legal Counsel may be assigned directly to the Command Staff to advise the Incident Commander on legal matters, such as emergency proclamations, legality of evacuation orders, and legal rights and restrictions pertaining to media access. Similarly, a Medical Advisor may be designated and assigned directly to the Command Staff to provide advice and recommendations to the Incident Commander in the context of incidents involving medical and mental health services, mass casualty, acute care, vector control, epidemiology, and/or mass prophylaxis considerations, particularly in the response to a bioterrorism event. These positions may also be considered Technical Specialists.

Information/Intelligence Function

The analysis and sharing of information and intelligence are important elements of ICS. In this context, intelligence includes not only national security or other types of classified information but also other operational information, such as risk assessments, medical intelligence (i.e., surveillance), weather information, geospatial data, structural designs, toxic contaminant levels, and utilities and public works data that may come from a variety of different sources.

Traditionally, the Information/Intelligence function is located in the Planning Section. However, in exceptional situations, the Incident Commander may need to assign the Information/Intelligence Function to other parts of the ICS organization. In any case, information and intelligence must be appropriately analyzed and shared with personnel, designated by the Incident Commander, who have proper clearance and a "need to know" to ensure that they support decisionmaking.

The Information/Intelligence Function may be organized in one of the following ways:

- **Within the Command Staff:** This option may be most appropriate in incidents with little need for tactical or classified intelligence and in which incident-related intelligence is provided by supporting agency representatives, through real-time reach-back capabilities.

- **As a Unit Within the Planning Section:** This option may be most appropriate in an incident with some need for tactical intelligence and when no law enforcement entity is a member of the Unified Command.

- **As a Branch Within the Operations Section:** This option may be most appropriate in incidents with a high need for tactical intelligence (particularly classified intelligence) and when law enforcement is a member of the Unified Command.

- **As a Separate General Staff Section:** This option may be most appropriate when an incident is heavily influenced by intelligence factors or when there is a need to manage and/or analyze a large volume of classified or highly sensitive intelligence or information. This option is particularly relevant to a terrorism incident, for which intelligence plays a crucial role throughout the incident life cycle.

Information/Intelligence Function

Regardless of how it is organized, the Information/Intelligence Function is also responsible for developing, conducting, and managing information-related security plans and operations as directed by the Incident Action Plan.

These can include information security and operational security activities, as well as the complex task of ensuring that sensitive information of all types (e.g., classified information, sensitive law enforcement information, proprietary and personal information, or export-controlled information) is handled in a way that not only safeguards the information but also ensures that it gets to those who need access to it so that they can effectively and safely conduct their missions.

The Information/Intelligence Function also has the responsibility for coordinating information- and operational-security matters with public awareness activities that fall under the responsibility of the Public Information Officer, particularly where such public awareness activities may affect information or operations security

Unified Command

The Unified Command organization consists of the Incident Commanders from the various jurisdictions or agencies operating together to form a single command structure.

Overview

Unified Command is an important element in multijurisdictional or multiagency domestic incident management. It provides guidelines to enable agencies with different legal, geographic, and functional responsibilities to coordinate, plan, and interact effectively.

As a team effort, Unified Command overcomes much of the inefficiency and duplication of effort that can occur when agencies from different functional and geographic jurisdictions, or agencies at different levels of government, operate without a common system or organizational framework.

All agencies with jurisdictional authority or functional responsibility for any or all aspects of an incident participate in the Unified Command structure and contribute to the following process and responsibilities:

- Determining overall incident strategies.
- Selecting objectives.
- Ensuring that joint planning for tactical activities is accomplished in accordance with approved incident objectives.
- Ensuring the integration of tactical operations.
- Approving, committing, and making optimal use of all assigned resources.

The exact composition of the Unified Command structure will depend on the location(s) of the incident (i.e., which geographical administrative jurisdictions are involved) and the type of incident (i.e., which functional agencies of the involved jurisdiction(s) are required). In the case of some multijurisdictional incidents, the designation of a single Incident Commander may be considered to promote greater unity of effort and efficiency.

Source: NIMS

Unified Command

Authority

Authority and responsibility for an Incident Commander to manage an incident or event comes in the form of a delegation of authority from the agency executive or administrator of the jurisdiction of occurrence or inherent in existing agency policies and procedures. When an incident/event spans multiple jurisdictions this responsibility belongs to the various jurisdictional and agency executives or administrators who set policy and are accountable to their jurisdictions or agencies. They must appropriately delegate to the Unified Commanders the authority to manage the incident. Given this authority, the Unified Commanders will then collectively develop one comprehensive set of incident objectives, and use them to develop strategies.

Advantages of Using Unified Command

The advantages of using Unified Command include:

- A single set of objectives is developed for the entire incident.
- A collective approach is used to develop strategies to achieve incident objectives.
- Information flow and coordination is improved between all jurisdictions and agencies involved in the incident.
- All agencies with responsibility for the incident have an understanding of joint priorities and restrictions.
- No agency's legal authorities will be compromised or neglected.
- The combined efforts of all agencies are optimized as they perform their respective assignments under a single Incident Action Plan.

Planning Process

It was recognized early in the development of the ICS that the critical factor of adequate planning for incident operations was often overlooked or not given enough emphasis. This resulted in poor use of resources, inappropriate strategies and tactics, safety problems, higher incident costs, and lower effectiveness.

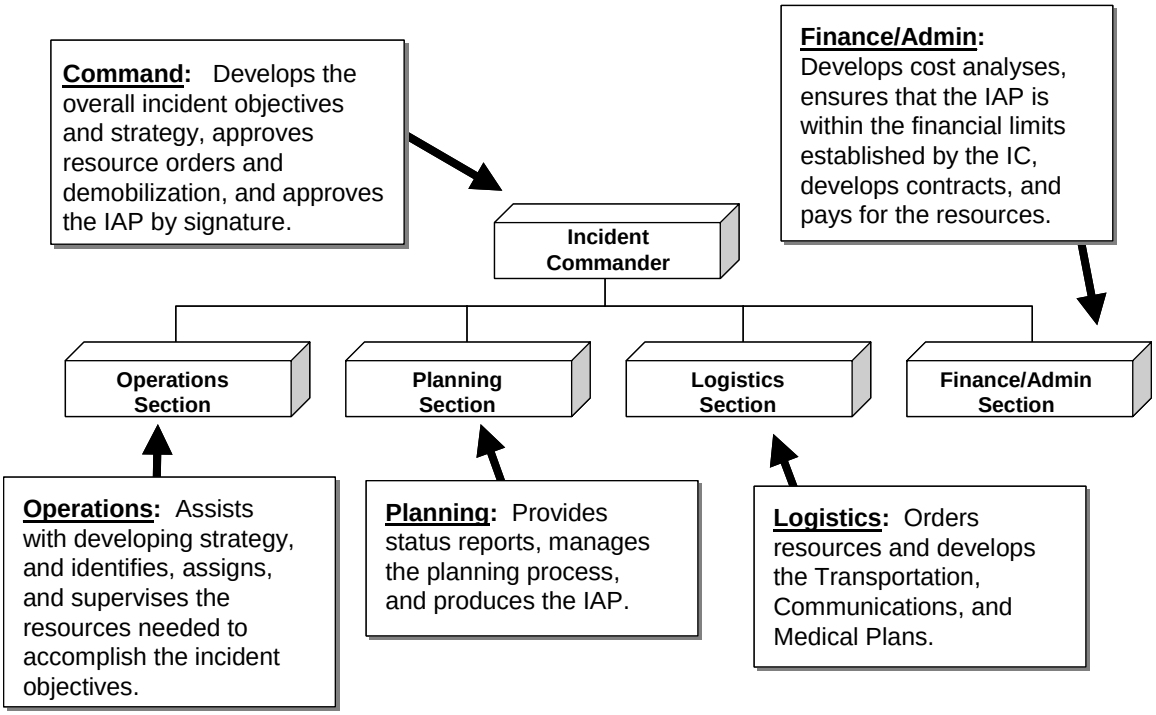
Those involved in the original ICS development felt that there was a need to develop a simple but thorough process for planning that could be utilized for both smaller, short-term incidents and events, and for longer, more complex incident planning. The planning process may begin with the scheduling of a planned event, the identification of a credible threat, or the initial response to an actual or impending event. The process continues with the implementation of the formalized steps and staffing required to develop a written Incident Action Plan (IAP).

The primary phases of the planning process are essentially the same for the Incident Commander who develops the initial plan, for the Incident Commander and Operations Section Chief revising the initial plan for extended operations, and for the incident management team developing a formal IAP, each following a similar process. During the initial stages of incident management, planners must develop a simple plan that can be communicated through concise verbal briefings. Frequently, this plan must be developed very quickly and with incomplete situation information. As the incident management effort evolves over time, additional lead time, staff, information systems, and technologies enable more detailed planning and cataloging of events and “lessons learned.”

Planning involves:

- Evaluating the situation.
- Developing incident objectives.
- Selecting a strategy.
- Deciding which resources should be used to achieve the objectives in the safest, most efficient and cost-effective manner.

Planning Process

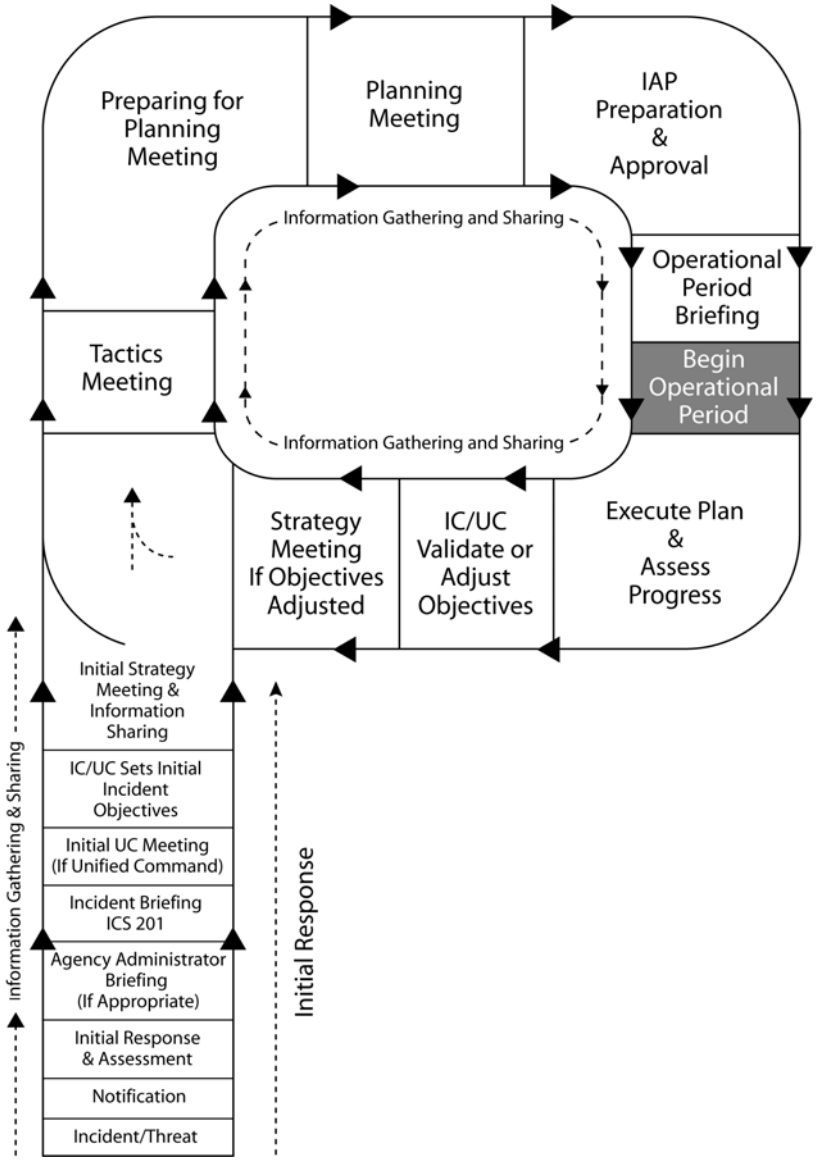


Caption: Organizational chart showing that Command develops the overall incident objectives and strategy, approves resource orders and demobilization, and approves the IAP by signature. Operations assists with developing strategy, and identifies, assigns, and supervises the resources needed to accomplish the incident objectives. Planning provides status reports, manages the planning process, and produces the IAP. Logistics orders resources and develops the Transportation, Communications, and Medical Plans. Finance/Administration develops cost analyses, ensures that the IAP is within the financial limits established by the IC, develops contracts, and pays for the resources.

Planning Process (Continued)

The Planning "P"

The Planning "P" shows the planning process for one operational period.



Caption: The Planning "P" illustrates the incident planning process.

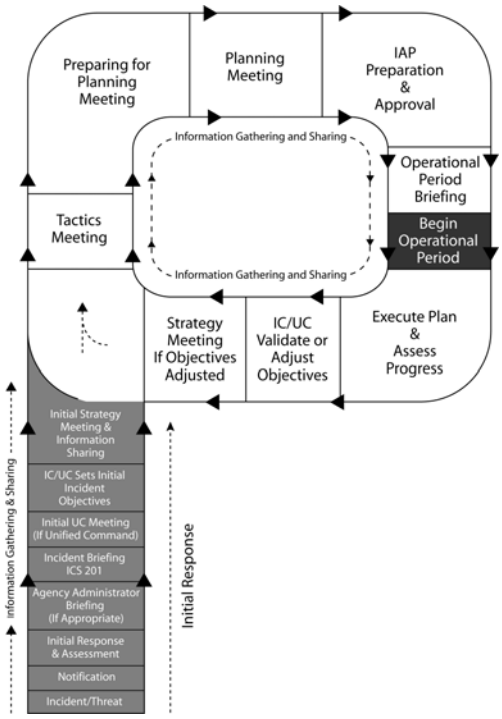
- The leg of the "P" describes the initial response period: Once the incident/threat begins, the steps are Notification, Initial Response & Assessment, Incident Briefing (ICS Form 201), and Initial Incident Command/Unified Command Meeting.
- At the top of the leg of the "P" is the beginning of the first operational period planning cycle. In this circular sequence, the steps are IC/UC Sets Objectives, Tactics Meeting, Preparing for the Planning Meeting, Planning Meeting, IAP Prep & Approval, and Operations Briefing.
- At this point a new operations period begins. The next step is Execute Plan & Assess Progress, after which the cycle begins again.

Planning Process (Continued)

Initial Response

Planning begins with a thorough size-up that provides information needed to make initial management decisions.

The ICS Form 201 provides Command Staff with information about the incident situation and the resources allocated to the incident. This form serves as a permanent record of the initial response to the incident and can be used for transfer of command.



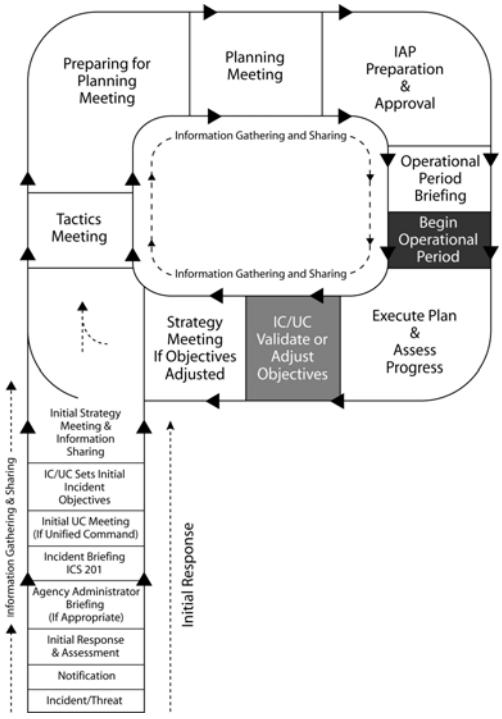
Validate or Adjust Objectives

Determining the Incident Objectives and strategy is an essential prerequisite to developing the plan. Incident Objectives should have the following characteristics:

- **S**pecific - Is the wording precise and unambiguous?
- **M**easurable - How will achievements be measured?
- **A**ction-Oriented - Is an action verb used to describe expected accomplishments?
- **R**ealistic - Is the outcome achievable with given available resources?
- **T**ime Sensitive - What is the timeframe? (If applicable.)

The strategy or strategies to achieve the objectives should pass the following criteria test:

- Make good sense (feasible, practical, and suitable).
- Be within acceptable safety norms.
- Be cost effective.
- Be consistent with sound environmental practices.
- Meet political considerations.



Planning Process (Continued)

Validate or Adjust Objectives (Continued)

It is also essential to consider alternative strategies that may be employed. If possible, an alternative strategy should be considered for each Incident Objective.

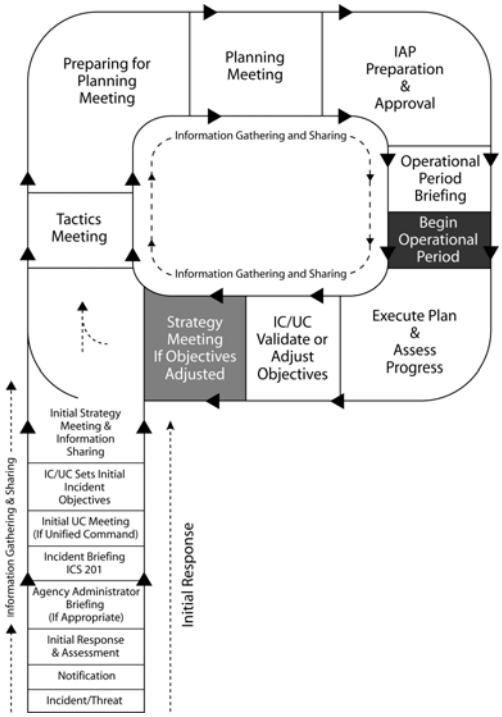
On small incidents, the task of developing Incident Objectives and strategies is the sole responsibility of the Incident Commander. The activity associated with these first two steps may take only a few minutes.

On larger incidents, members of the General Staff and others will contribute to this process.

Strategy Meeting If Objectives Adjusted

If the Incident Objectives are adjusted, the incident strategy may also be affected.

A Strategy Meeting may be held to modify the strategies.



Planning Process (Continued)

Tactics Meeting

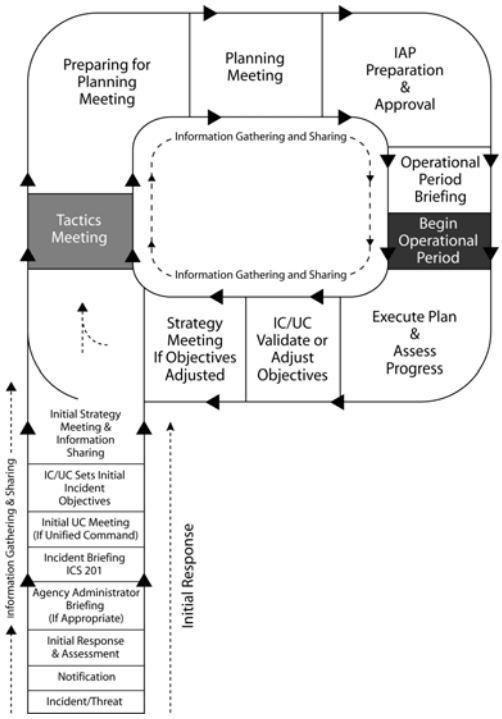
The purpose of the Tactics Meeting is to review the tactics developed by the Operations Section Chief. This includes the following:

- Determine how the selected strategy will be accomplished in order to achieve the incident objectives.
- Assign resources to implement the tactics.
- Identify methods for monitoring tactics and resources to determine if adjustments are required (e.g., different tactics, different resources, or new strategy).

The Operations Section Chief, Safety Officer, Logistics Section Chief, and Resources Unit Leader attend the Tactics Meeting. The Operations Section Chief leads the Tactics Meeting.

The ICS Forms 215, Operational Planning Worksheet, and 215A, Incident Safety Analysis, are used to document the Tactics Meeting.

Resource assignments will be made for each of the specific work tasks. Resource assignments will consist of the kind, type, and numbers of resources available and needed to achieve the tactical operations desired for the operational period. If the required tactical resources will not be available, then an adjustment should be made to the tactical assignments being planned for the Operational Period. It is very important that tactical resource availability and other needed support be determined prior to spending a great deal of time working on strategies and tactical operations that realistically cannot be achieved.

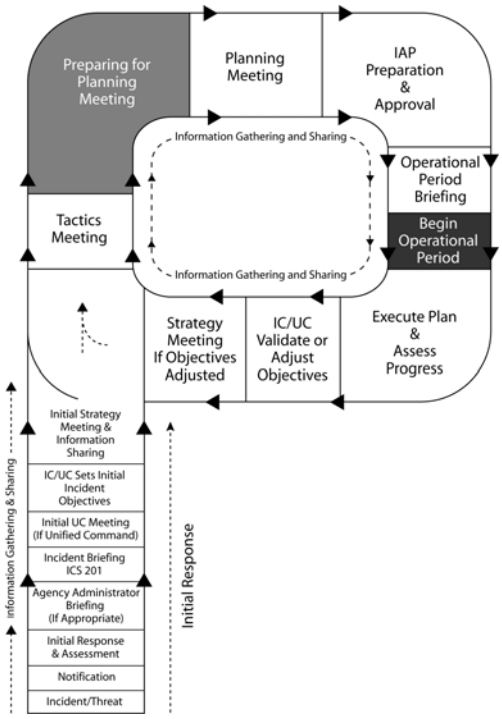


Planning Process (Continued)

Preparing for the Planning Meeting

Following the Tactics Meeting, preparations are made for the Planning Meeting, to include the following actions coordinated by the Planning Section:

- Review the ICS Form 215 developed in the Tactics Meeting.
- Review the ICS Form 215A, Incident Safety Analysis (prepared by the Safety Officer), based on the information in the ICS Form 215.
- Assess current operations effectiveness and resource efficiency.
- Gather information to support incident management decisions.

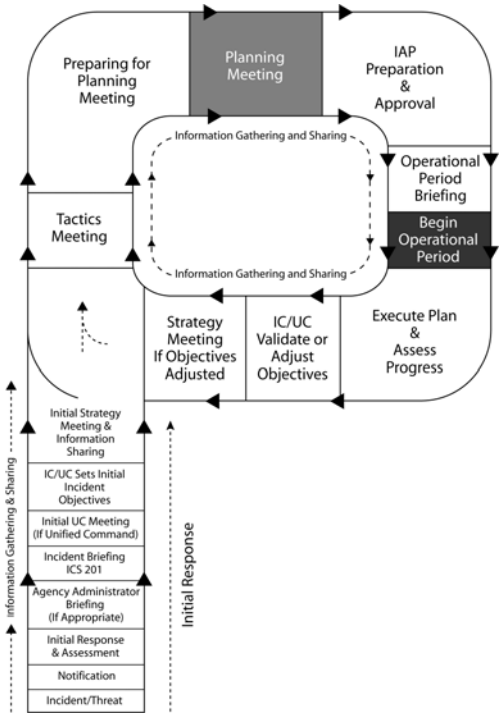


Planning Meeting

The Planning Meeting provides the opportunity for the Command and General Staff to review and validate the operational plan as proposed by the Operations Section Chief. Attendance is required for all Command and General Staff. Additional incident personnel may attend at the request of the Planning Section Chief or the Incident Commander. The Planning Section Chief conducts the Planning Meeting following a fixed agenda.

The Operations Section Chief delineates the amount and type of resources he or she will need to accomplish the plan. The Planning Section's "Resources Unit" will have to work with the Logistics Section to accommodate.

At the conclusion of the meeting, the Planning Section Staff will indicate when all elements of the plan and support documents are required to be submitted so the plan can be collated, duplicated, and made ready for the Operational Period Briefing.



Planning Process (Continued)

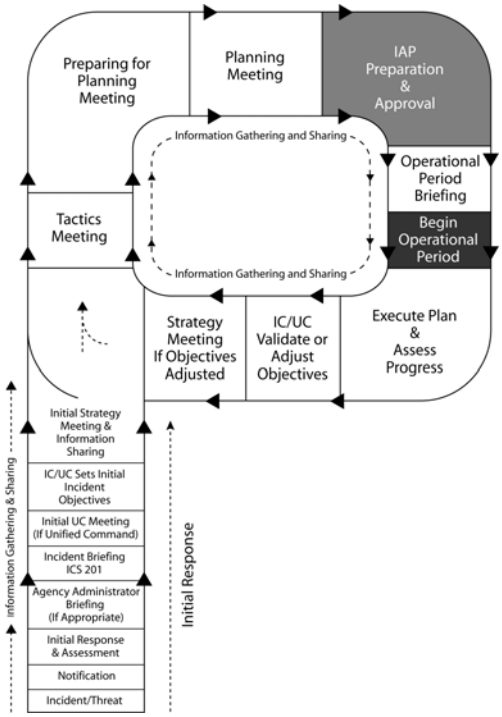
IAP Preparation and Approval

The next step in the Incident Action Planning Process is plan preparation and approval. The written plan is comprised of a series of standard forms and supporting documents that convey the Incident Commander's intent and the Operations Section direction for the accomplishment of the plan for that Operational Period.

For simple incidents of short duration, the Incident Action Plan (IAP) will be developed by the Incident Commander and communicated to subordinates in a verbal briefing. The planning associated with this level of complexity does not demand the formal planning meeting process as highlighted above.

Certain conditions result in the need for the Incident Commander to engage a more formal process. A written IAP should be considered whenever:

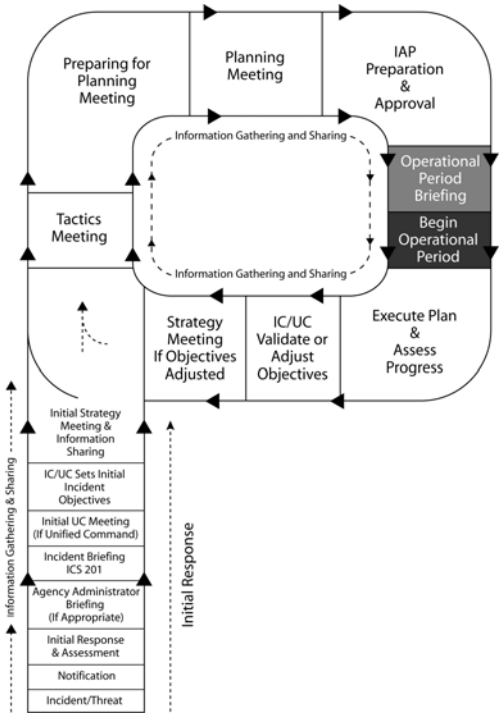
- Two or more jurisdictions are involved in the response.
- The incident continues into the next Operational Period.
- A number of ICS organizational elements are activated (typically when General Staff Sections are staffed).
- It is required by agency policy.
- A Hazmat incident is involved (required).



Operational Period Briefing

The Operational Period Briefing may be referred to as the Operations Briefing or the Shift Briefing. This briefing is conducted at the beginning of each Operational Period and presents the Incident Action Plan to supervisors of tactical resources.

Following the Operational Period Briefing supervisors will meet with their assigned resources for a detailed briefing on their respective assignments.

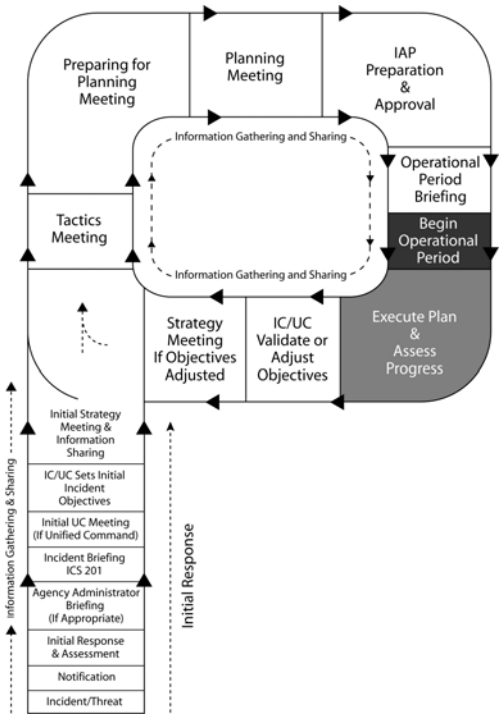


Planning Process (Continued)

Execute Plan and Assess Progress

The Operations Section directs the implementation of the plan. The supervisory personnel within the Operations Section are responsible for implementation of the plan for the specific Operational Period.

The plan is evaluated at various stages in its development and implementation. The Operations Section Chief may make the appropriate adjustments during the Operational Period to ensure that the objectives are met and effectiveness is assured.



ICS Forms

ICS Form 201 – Incident Briefing Form	The ICS Form 201 – Incident Briefing Form is most often used by the initial Incident Commander and is a four-sheet document that allows for the capture of vital incident command and control information prior to the implementation of the formal planning process. This form allows for a concise and complete transfer of command briefing to an incoming new Incident Commander. In addition, this form may serve as the full extent of incident command and control documentation if the situation is resolved by the initial response resources and organization. This form is designed to be transferred easily to the members of the Command and General Staff as they arrive and begin work. It is not included as a part of the formal written Incident Action Plan. Completed by Initial Incident Commander.
ICS Form 202 – Incident Objectives	The ICS Form 202 – Incident Objectives serves as the first page of a written IAP. It includes incident information, a listing of the Incident Commander's Objectives for the Operational Period, pertinent weather information, a general safety message, and a table of contents for the plan. Signature Blocks are provided for Incident Commander and Planning Section Chief.
ICS Form 203 – Organizational Assignment List	The ICS Form 203 – Organizational Assignment List is typically the second page of the IAP and provides a full accounting of incident management and supervisory staff for that Operational Period. Completed by Resources Unit Leader.
ICS Form 204 – Division/Group Assignment List	The ICS Form 204 – Division/Group Assignment List is included in multiples based on the organizational structure of the Operations Section for the Operational Period. Each Division or Group will have its own page. This page will list who is supervising the Division or Group to include Branch Director if assigned. It will also list the specific assigned resources with leader name and number of personnel assigned to each resource. This document then describes in detail the specific actions that that Division or Group will be taking in support of the overall incident objectives. Any special instruction will be included as well as the elements of the communications plan that applies to that Division or Group. Completed by Resources Unit Leader from information provided by Operations Section Chief and Logistics Communications Unit Leader. Approved by Planning Section Chief.
ICS Form 205 – Incident Communications Plan	The ICS Form 205 – Incident Communications Plan depicts the entire communications plan for the incident. Completed by Communications Unit Leader.
ICS Form 206 – Incident Medical Plan	The ICS Form 206 – Incident Medical Plan presents the incident's medical plan to care for responder medical emergencies. Completed by Medical Unit Leader. Approved by Safety Officer.
ICS Form 211 – Check-In List	The ICS Form 211 – Check-In List is used to document the check-in process. Check-in recorders report check-in information to the Resources Unit.

ICS Forms

ICS Form 214 – Unit Log	The ICS Form 214 – Maintained by supervisory incident staff.
ICS Form 215 – Operational Planning Worksheet	The ICS Form 215 – Operational Planning Worksheet communicates to the Resources Unit the resources needed as a result of decisions made during the Tactics and Planning meetings. The Worksheet is used by the Resources Unit to complete the Assignment List (ICS Form 204) and by the Logistics Section Chief for ordering resources. Completed by Planning Section Chief or Resources Unit Leader from information provided by Operations Section Chief.
ICS Form 215A – Incident Action Plan Safety Analysis	The ICS Form 215A – Incident Action Plan Safety Analysis communicates to the Operations and Planning Section Chiefs safety and health issues identified by the Safety Officer. The Worksheet is used by the Resources Unit to complete ICS Form 204 Forms and Operations briefings. Completed by the Safety Officer from information provided by the Operations Section Chief.

Demobilization

Demobilization planning helps to:

- Eliminate waste in resources.
- Eliminate potential fiscal and legal impacts.
- Ensure a controlled, safe, efficient, and cost-effective release process.

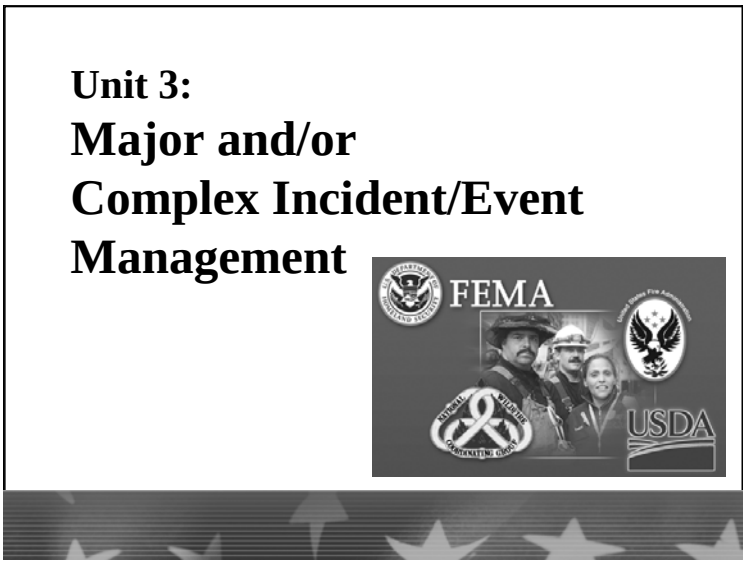
Demobilization policies and procedures depend on size of incident and may involve:

- Fiscal/legal policies and procedures.
- Work rules.
- Special license requirements.
- Other requirements.

Unit 3: Major and/or Complex Incident/Event Management

Topic | **Unit Introduction**

Visual 3.1



Visual Description: Unit Introduction

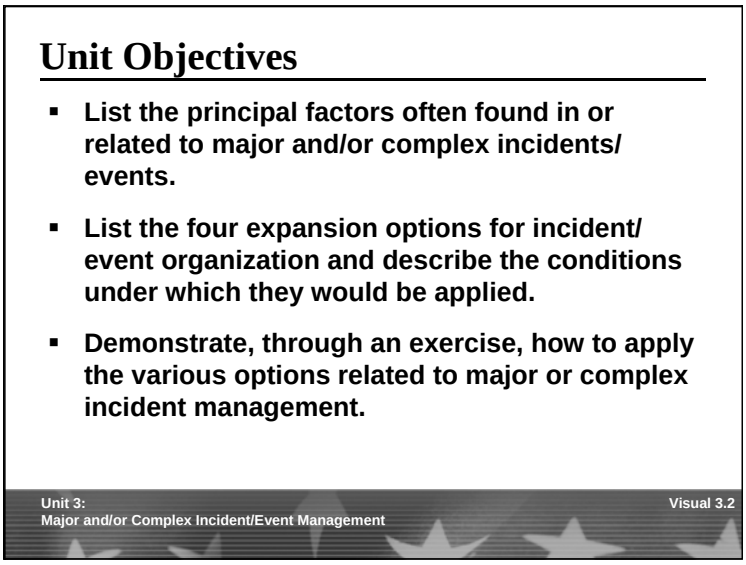
Key Points

Note the following key points:

- Major or complex incidents and events often create special problems related to incident organization.
- Anticipating potential problems can allow incident managers to generate more options for organizing complex incident management.
- This unit describes alternative organizational models for managing complex incidents.

Topic: Unit Objectives

Visual 3.2



Visual Description: Unit Objectives

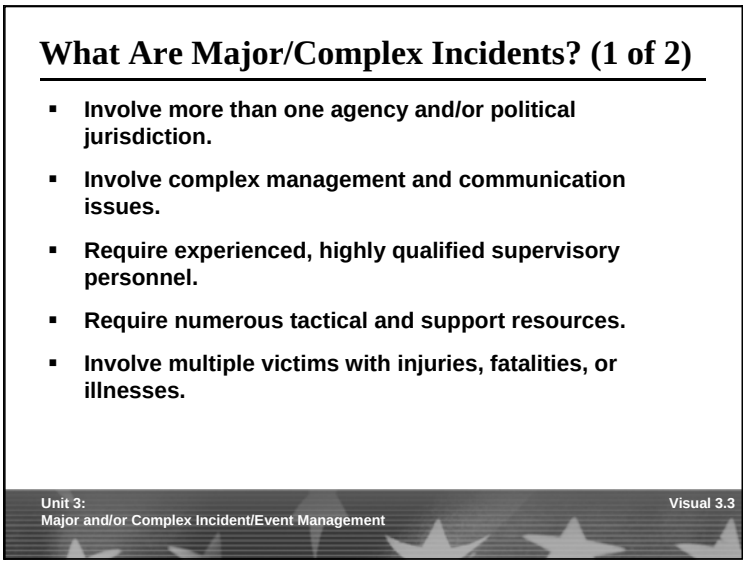
Key Points

By the end of this unit, you should be able to:

- List the principal factors often found in or related to major and/or complex incidents/ events.
- List the four expansion options for incident/event organization and describe the conditions under which they would be applied.
- Demonstrate, through an exercise, how to apply the various options related to major or complex incident management.

Topic: Major/Complex Incidents: Overview

Visual 3.3



Visual Description: What Are Major/Complex Incidents? (1 of 2)

Key Points

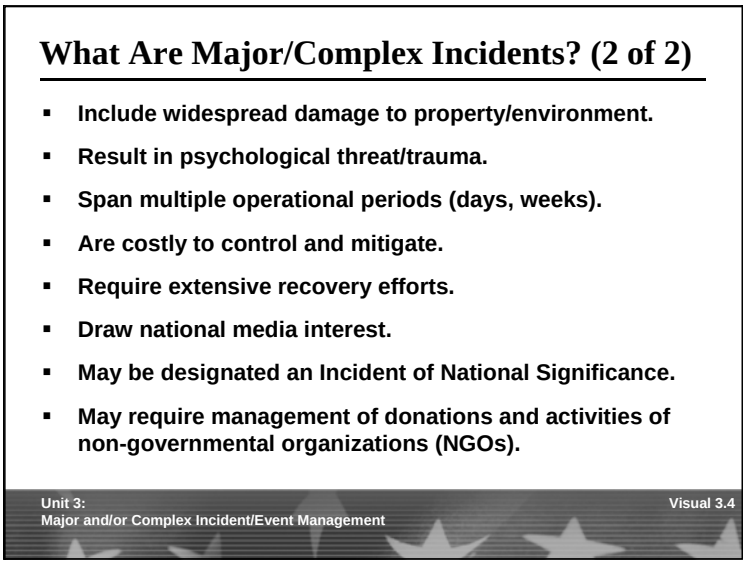
Major incidents are infrequent and represent less than 10 percent of the total incidents that occur each year. However, these incidents have the most significant management challenges.

The term "**major or complex incident**" may have different meanings to different agencies depending upon the size of the jurisdiction, number of resources available, and other variables. However, in the context of incident management, major incidents generally:

- Involve more than one agency and/or political jurisdiction.
- Involve complex management and communication issues.
- Require experienced, highly qualified supervisory personnel.
- Require numerous tactical and support resources.
- Involve multiple victims with injuries, fatalities, or illnesses.

Topic: Major/Complex Incidents: Overview

Visual 3.4



Visual Description: What Are Major/Complex Incidents? (2 of 2)

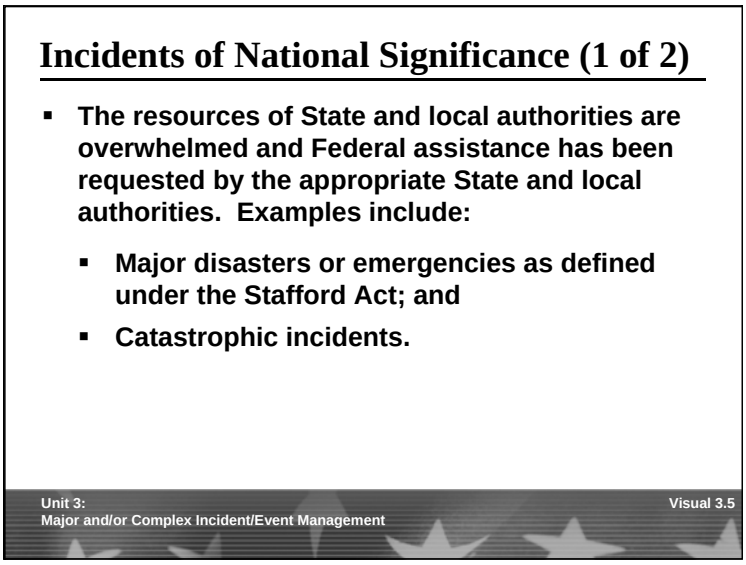
Key Points

Major incidents also generally:

- Include widespread damage to property/environment.
- Result in psychological threat/trauma.
- Span multiple operational periods (days, weeks).
- Are costly to control and mitigate.
- Require extensive recovery efforts.
- Draw national media interest.
- May be designated an **Incident of National Significance**.
- May require management of donations and activities of non-governmental organizations (NGOs).

Topic | **Major/Complex Incidents: Overview**

Visual 3.5



Visual Description: Incidents of National Significance (1 of 2)

Key Points

The National Response Plan (NRP) bases the definition of Incidents of National Significance on situations related to the below four criteria set forth in Homeland Security Presidential Directive (HSPD)-5.

- The resources of State and local authorities are overwhelmed and Federal assistance has been requested by the appropriate State and local authorities.

  Examples include:

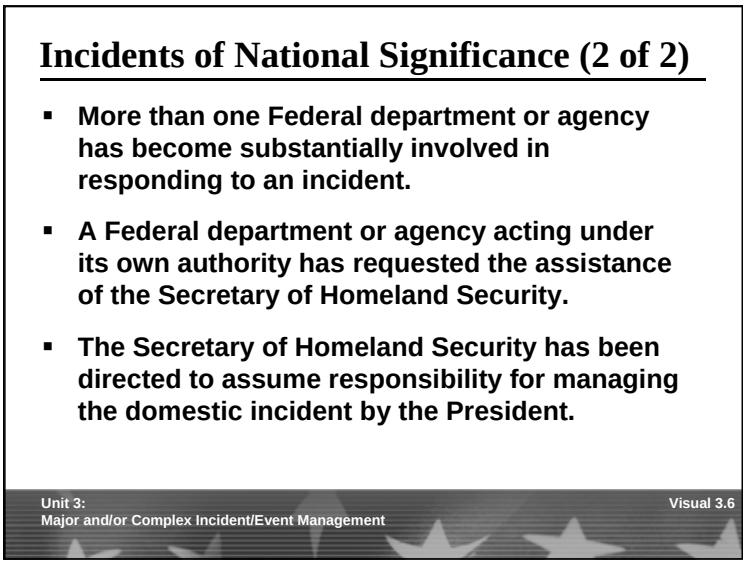
  - **Major disasters or emergencies** as defined under the Stafford Act; and
  - **Catastrophic incidents.** A catastrophic incident is any natural or manmade incident, including terrorism, that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions.

    For Incidents of National Significance that are Presidentially declared disasters or emergencies, Federal support to States is delivered in accordance with relevant provisions of the Stafford Act. Note that while all Presidentially declared disasters and emergencies under the Stafford Act are considered Incidents of National Significance, not all Incidents of National Significance necessarily result in disaster or emergency declarations under the Stafford Act.

(Continued on the next page.)

Topic | **Major/Complex Incidents: Overview**

Visual 3.6



Visual Description: Incidents of National Significance (2 of 2)

Key Points

Incidents of National Significance (Continued)

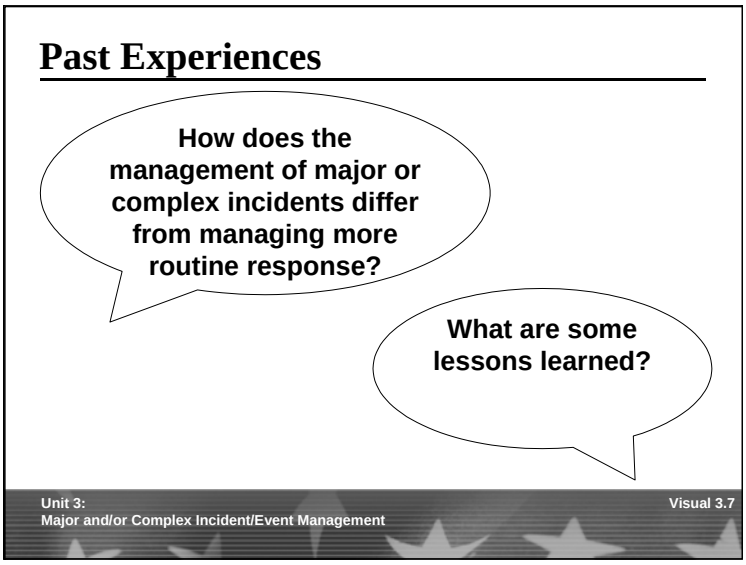
- More than one Federal department or agency has become substantially involved in responding to an incident.

  Examples include:

  - Credible threats, indications, or warnings of imminent terrorist attack, or acts of terrorism directed domestically against the people, property, environment, or political or legal institutions of the United States or its territories or possessions; and
  - Threats or incidents related to high-profile, large-scale events that present high-probability targets such as National Special Security Events (NSSEs) and other special events as determined by the Secretary of Homeland Security, in coordination with other Federal departments and agencies.
- A Federal department or agency acting under its own authority has requested the assistance of the Secretary of Homeland Security.
- The Secretary of Homeland Security has been directed to assume responsibility for managing the domestic incident by the President.

Topic | **Major/Complex Incidents: Overview**

Visual 3.7



Visual Description: How does management of major or complex incidents differ from managing more routine response? What are some lessons learned?

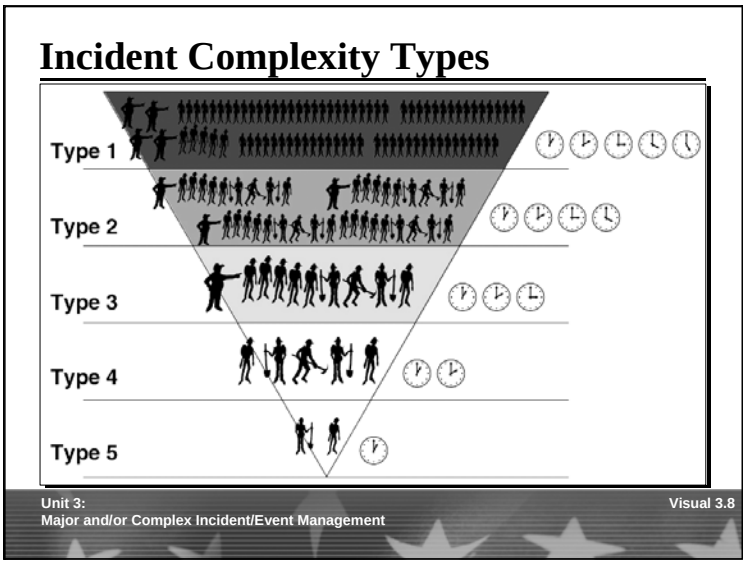
Key Points

What past experiences have you had with major or complex incident management?

You should obtain a copy of FA-282, "Responding to Incidents of National Consequences" that contains recommendations for America's Fire and Emergency Services based on the events of 9/11/01 and other similar incidents.

Topic: Incident Complexity

Visual 3.8



Visual Description: Incident Complexity Types

Key Points

Incident typing is based on a number of characteristics, including the number of resources and the time span (number of operational periods).

Another way of defining a “major incident” in terms of incident management is the typing of incidents. However, the size and capacity of the jurisdiction experiencing the incident is also a factor in determining incident complexity. Typically, Type 1, 2, and 3 incidents are considered “major or complex”; however, one jurisdiction’s Type 3 incident may be business as usual for another.

Topic **Incident Complexity**

Incident Types

Incidents may be typed in order to make decisions about resource requirements. Incident types are based on the following five levels of complexity.

Type 5	▪ The incident can be handled with one or two single resources with up to six personnel. ▪ Command and General Staff positions (other than the Incident Commander) are not activated. ▪ No written Incident Action Plan (IAP) is required. ▪ The incident is typically contained within an hour or two after resources arrive on scene. ▪ Examples include a vehicle fire, an injured person, or a police traffic stop.
Type 4	▪ Command Staff and General Staff functions are activated only if needed. ▪ Several resources are required to mitigate the incident, including a Task Force or Strike Team. ▪ The incident is typically contained within one operational period in the control phase, usually within a few hours after resources arrive on scene. ▪ The Agency Administrator may have briefings, and ensure the complexity analysis and delegation of authority are updated. ▪ No written Incident Action Plan (IAP) is required but a documented operational briefing will be completed for all incoming resources. ▪ Examples may include a major structure fire, a multivehicle crash with multiple patients, an armed robbery, or a small hazmat spill.
Type 3	When capabilities exceed initial attack, the appropriate ICS positions should be added to match the complexity of the incident. ▪ Some or all of the Command and General Staff positions may be activated, as well as Division/Group Supervisor and/or Unit Leader level positions. ▪ A Type 3 Incident Management Team (IMT) or incident command organization manages initial action incidents with a significant number of resources, an extended attack incident until containment/control is achieved, or an expanding incident until transition to a Type 1 or 2 IMT. ▪ The incident typically extends into multiple operational periods. ▪ A written IAP is typically required for each operational period. ▪ Examples include a tornado touchdown, earthquake, flood, or multiday hostage/standoff situation.

(Continued on the next page.)

Topic: Incident Complexity

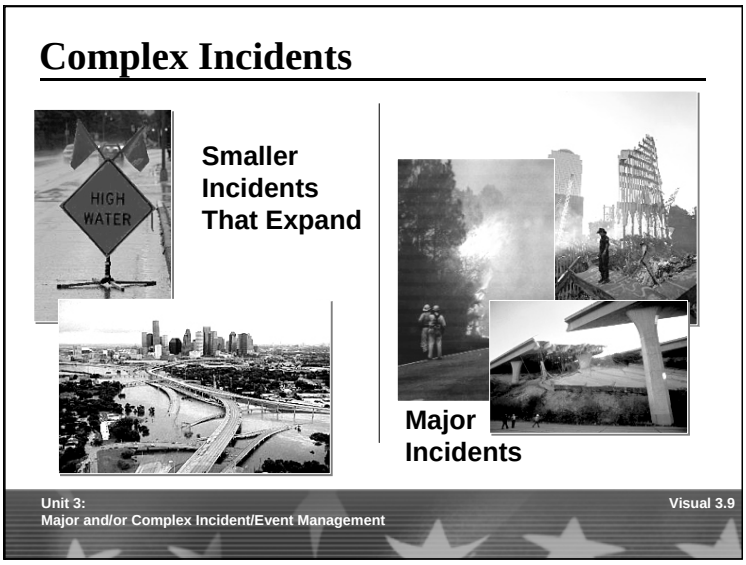
Incident Types

Type 2	When the incident extends beyond the capabilities for local control and the incident is expected to go into multiple operational periods. A Type 2 incident may require the response of resources out of the area, including regional and/or national resources, to effectively manage the operations, command, and general staffing. ▪ Most or all of the Command and General Staff positions are filled. ▪ A written IAP is required for each operational period. ▪ Many of the functional units are needed and staffed. ▪ Operations personnel normally do not exceed 200 per operational period and total incident personnel do not exceed 500 (guidelines only). ▪ The Agency Administrator is responsible for the incident complexity analysis, Agency Administrator briefings, and the written delegation of authority. ▪ Typically involve incidents of regional significance.
Type 1	▪ This type of incident is the most complex, requiring national resources to safely and effectively manage and operate. ▪ All Command and General Staff positions are activated. ▪ Operations personnel often exceed 500 per operational period and total personnel will usually exceed 1,000. ▪ Branches may need to be established. ▪ The Agency Administrator will have briefings, and ensure that the complexity analysis and delegation of authority are updated. ▪ Use of resource advisors at the incident base is recommended. ▪ There is a high impact on the local jurisdiction, requiring additional staff for office administrative and support functions. ▪ Typically involve incidents of national significance.

Source: U.S. Fire Administration

Topic | **Incident Complexity**

Visual 3.9



Visual Description: Complex Incidents

Key Points

Incidents can become major in two ways:

- **Start smaller and become major incidents** - Smaller incidents, such as fires, or hazardous materials spills, can become major as result of wind or surface conditions and also as a result of response time delays, poor initial management, and/or lack of resources or support.
- **Start as major incidents** - Earthquakes, hurricanes, floods, major aviation crashes, tanker spills, major hazardous materials situations, simultaneous civil disorders, terrorism, etc., can all produce major and/or complex incident management situations.

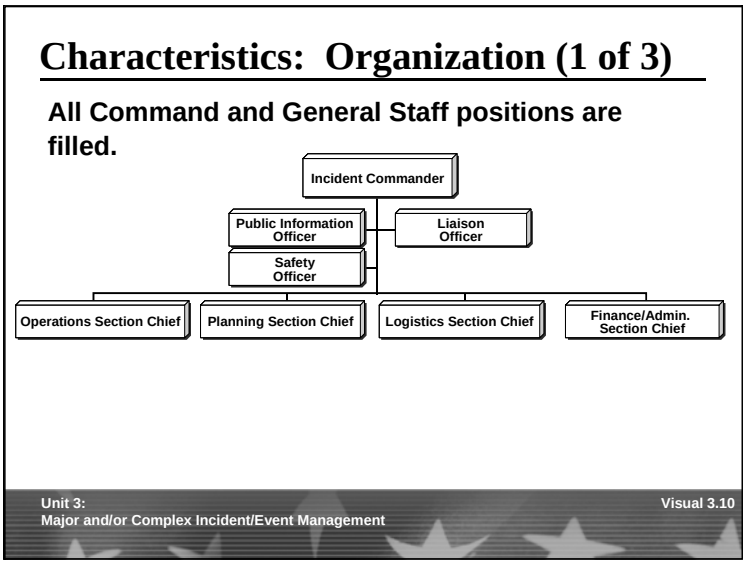
Major incidents:

- Are often thought of as covering a large geographical area. For example, many acres burning, an entire area flooded, or several floors in a building.
- Also can be incidents with great complexity, such as with a weapon of mass destruction incident, 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 or complex incident. Smaller jurisdictions can and do have major and complex incidents. Even though the smaller jurisdictions do not have extensive personnel and equipment resources, they can effectively use ICS. To do so requires adequate training and planning with adjacent jurisdictions and agencies to jointly develop the capability to effectively manage major incidents.

Topic: Complex Organization Characteristics

Visual 3.10



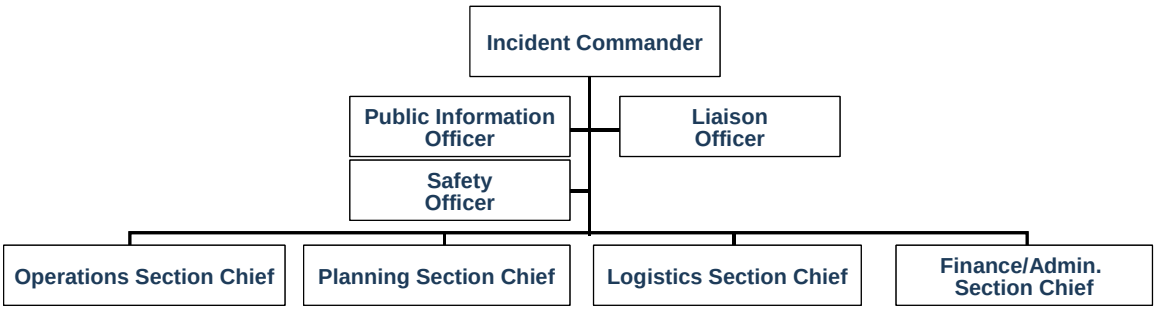
Visual Description: ICS Organizational Chart showing Command and General Staff positions (1 of 3)

Key Points

In a major or complex incident, all Command and General Staff positions are filled. The ICS organizational structure below reinforces those elements designed to assist with the management of large and complex incidents.

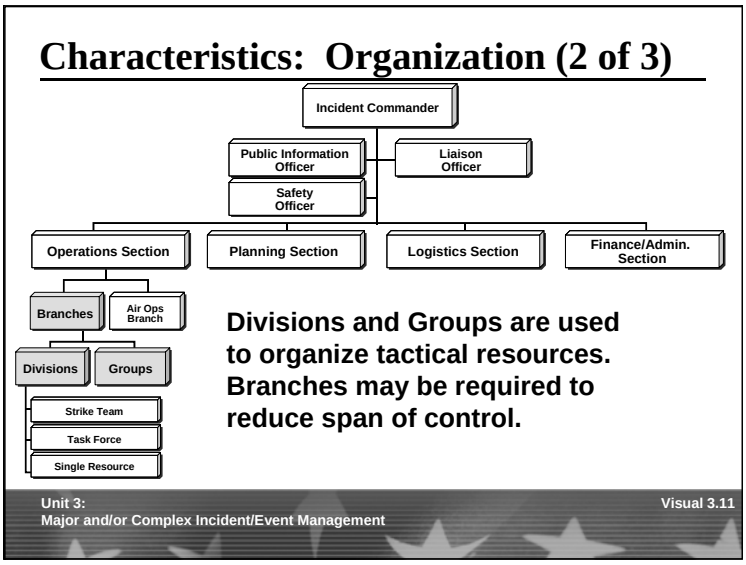
Remember that:

- The **Command Staff** consists of the Public Information Officer, Safety Officer, and Liaison Officer who report directly to the Incident Commander.
- The **General Staff** includes incident management personnel comprised of the Incident Commander, Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief.



Topic: Complex Organization Characteristics

Visual 3.11



Visual Description: ICS organization with Branches, Divisions, and Groups highlighted (2 of 3)

Key Points

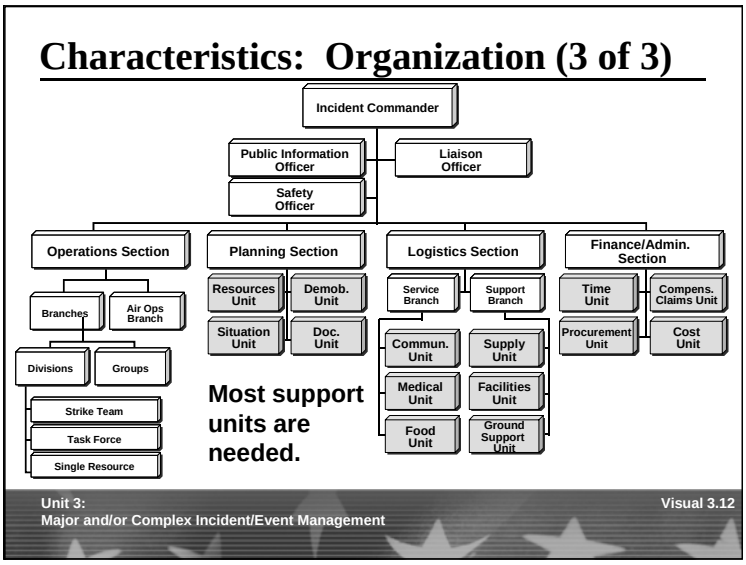
In a major/complex incident-based span of control, an Operations Section could have five Branches. Each Branch could have five Divisions/Groups. Each Division/Group could have five Task Forces or Strike Teams assigned. Finally, each Task Force or Strike Team may have five single resources. The actual number of personnel would be determined by the kinds of Task Forces and/or Strike Teams involved.

The following definitions can be reviewed as needed:

- **Division.** That organizational level having responsibility for operations within a defined geographic area.
- **Group.** Groups are established to divide the incident into functional areas of operation.
- **Branch.** That organizational level having functional, geographical, or jurisdictional responsibility for major parts of the incident operations.
- **Task Force.** A group of resources with common communications and a leader that may be pre-established and sent to an incident, or formed at an incident.
- **Strike Team.** Specified combinations of the same kind and type of resources, with common communications and a leader.
- **Single Resources.** An individual piece of equipment and its personnel complement, or an established crew or team of individuals with an identified work supervisor, that can be used on an incident.

Topic: Complex Organization Characteristics

Visual 3.12



Visual Description: ICS organization with units highlighted (3 of 3)

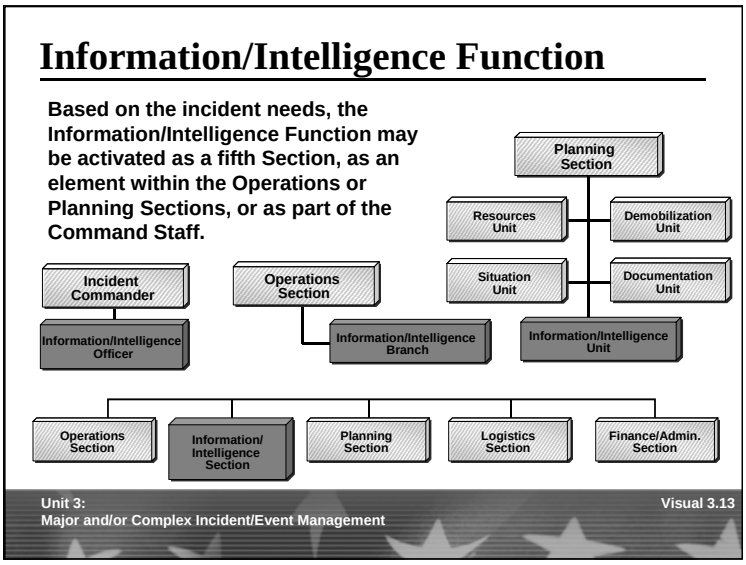
Key Points

In a major/complex incident, most support units are needed.

Remember that a unit is an organizational element having functional responsibility for a specific incident planning, logistics, or finance activity.

Topic: Complex Organization Characteristics

Visual 3.13



Visual Description: Information/Intelligence Function

Key Points

The following key points are from the NIMS document.

- The analysis and sharing of information and intelligence are important elements of ICS.

  In this context, intelligence includes not only national security or other types of classified information but also other operational information, such as risk assessments, medical intelligence (i.e., surveillance), weather information, geospatial data, structural designs, toxic contaminant levels, and utilities and public works data, that may come from a variety of different sources.

- Traditionally, the Information/Intelligence Function is located in the Planning Section.

  However, in exceptional situations, the Incident Commander may need to assign the Information/Intelligence Function to other parts of the ICS organization. In any case, information and intelligence must be appropriately analyzed and shared with personnel, designated by the Incident Commander, who have proper clearance and a “need to know” to ensure that they support decisionmaking.

(Continued on the next page.)

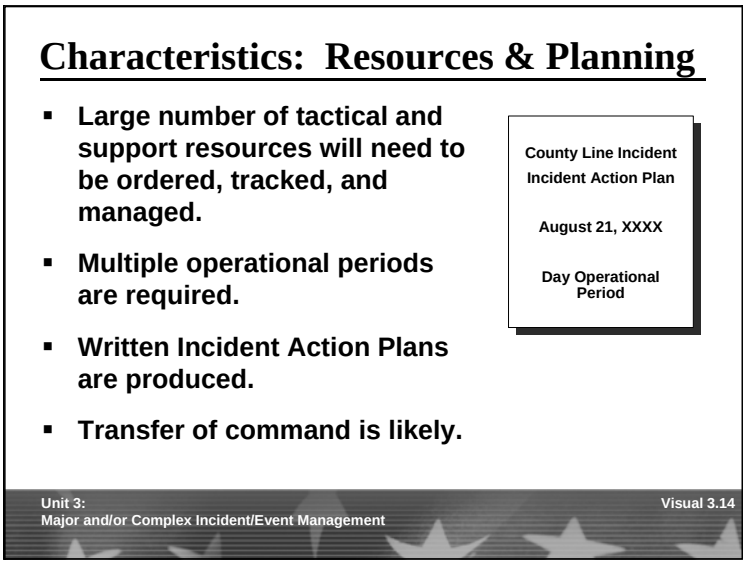
Topic: Complex Organization Characteristics

- The Information/Intelligence Function may be organized in one of the following ways:
  - **Within the Command Staff.** This option may be most appropriate in incidents with little need for tactical or classified intelligence, and in which incident-related intelligence is provided by supporting Agency Representatives through real-time reach-back capabilities.
  - **As a Unit Within the Planning Section.** This option may be most appropriate in an incident with some need for tactical intelligence and when no law enforcement entity is a member of the Unified Command.
  - **As a Branch Within the Operations Section.** This option may be most appropriate in incidents with a high need for tactical intelligence (particularly classified intelligence) and when law enforcement is a member of the Unified Command.
  - **As a Separate General Staff Section.** This option may be most appropriate when an incident is heavily influenced by intelligence factors or when there is a need to manage and/or analyze a large volume of classified or highly sensitive intelligence or information. This option is particularly relevant to a terrorism incident, for which intelligence plays a crucial role throughout the incident life cycle.
- Regardless of how it is organized, the Information/Intelligence Function also is responsible for developing, conducting, and managing information-related security plans and operations as directed by the Incident Plan. These can include information security and operational security activities, as well as the complex task of ensuring that sensitive information of all types (e.g., classified information, sensitive law enforcement information, proprietary and personal information, or export-controlled information) is handled in a way that not only safeguards the information but also ensures that it gets to those who need access to it so that they can effectively and safely conduct their missions.

  The Information/Intelligence Function also is responsible for coordinating information- and operational-security matters with public awareness activities that fall under the responsibility of the Public Information Officer, particularly where such public awareness activities may affect information or operations security.

Topic | **Complex Organization Characteristics**

Visual 3.14



Visual Description: Characteristics: Resources & Planning

Key Points

Note that often in a major/complex incident:

- A large number of tactical and support resources will need to be ordered, tracked, and managed.
- Multiple operational periods are required.
- Written IAPs are produced.
- A transfer of command is likely.

Topic | **Complex Organization Characteristics**

Visual 3.15

Visual Description: Factors for Determining Size & Structure

Key Points

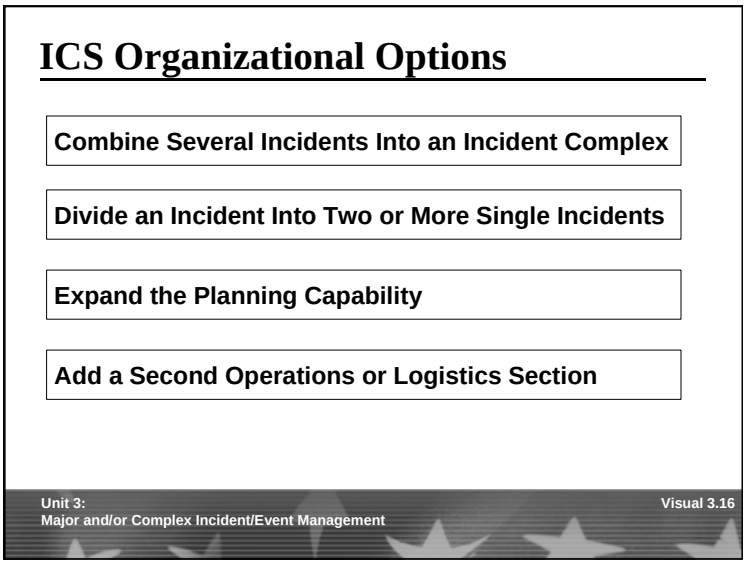
ICS allows considerable flexibility in organization to address the special needs of large and complex incidents.

The primary factors for determining the size and structure of the organization include:

- The administrative and jurisdictional complexity.
- The geographical area involved.
- Consideration of the span of control.
- Functional specialties required.
- Incident logistical, planning, and other support needs.
- Potential for growth.

Topic: ICS Organizational Options

Visual 3.16



Visual Description: ICS Organizational Options

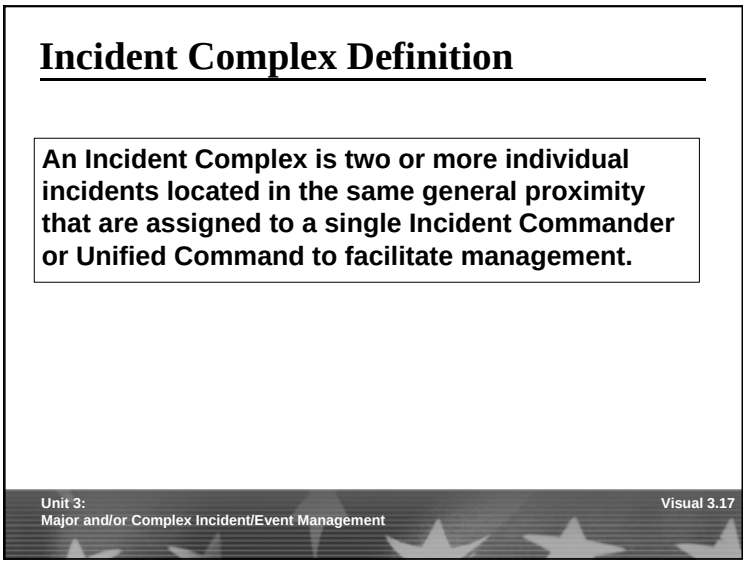
Key Points

Note the following key points:

- While the standard ICS structure is adaptable to meet the needs of most major incidents, not all situations are alike. Other forms of ICS organization may be needed to meet extraordinary situations.
- The management principles that relate to ICS are important. However, it also is important that the system work effectively to meet the needs of the incident. On major/complex incidents, this may require tailoring the organization to meet the needs of the situation.
- As shown on the visual, the following are options for managing major/complex incidents:
  - Combining Several Incidents Into an Incident Complex.
  - Dividing an Incident Into Two or More Single Incidents.
  - Expanding the Planning Capability.
  - Adding a Second Operations or Logistics Section.

Topic | **Incident Complex**

Visual 3.17



Visual Description: Incident Complex Definition

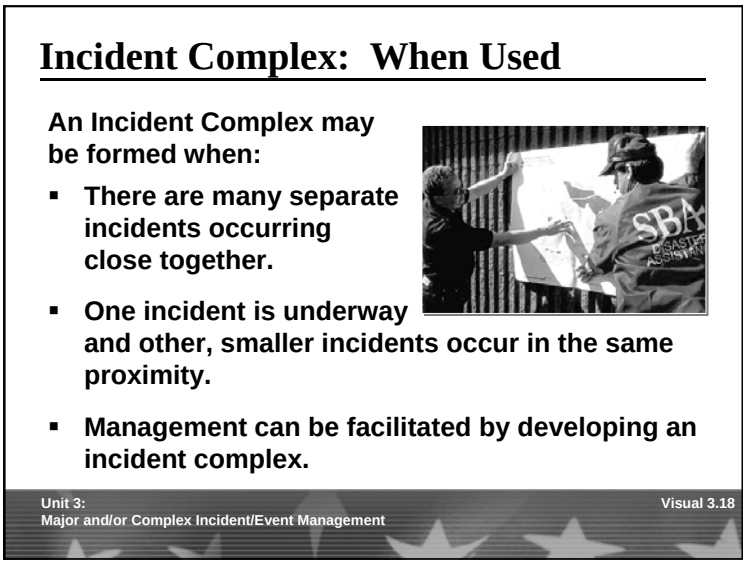
Key Points

Note the following key points:

- An Incident Complex is two or more individual incidents located in the same general proximity that are assigned to a single Incident Commander or Unified Command to facilitate.
- When several incidents are organized into an Incident Complex, the general guideline is that the individual incidents become Branches within the Operations Section of the Incident Complex structure.

Topic | **Incident Complex**

Visual 3.18



Visual Description: Incident Complex: When Used

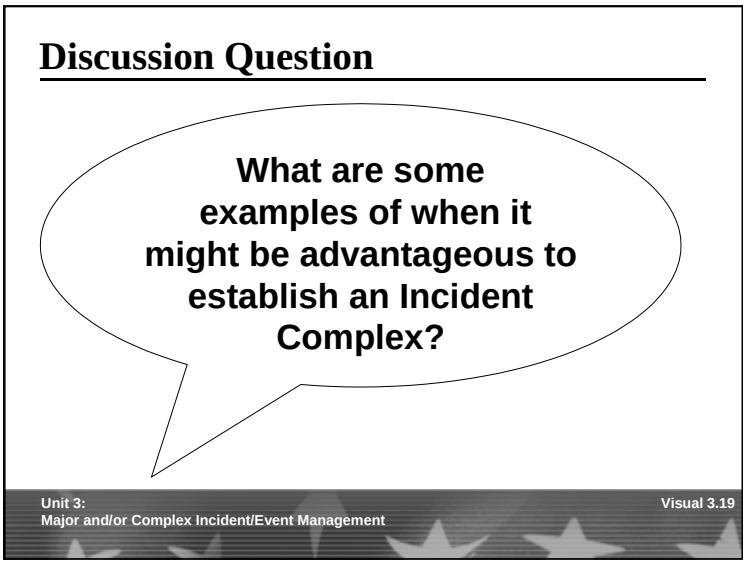
Key Points

An Incident Complex may be formed when:

- There are many separate incidents occurring close together.
- One incident is underway and other, smaller incidents occur in the same proximity.
- Management can be facilitated by developing an incident complex.

Topic | **Incident Complex**

Visual 3.19



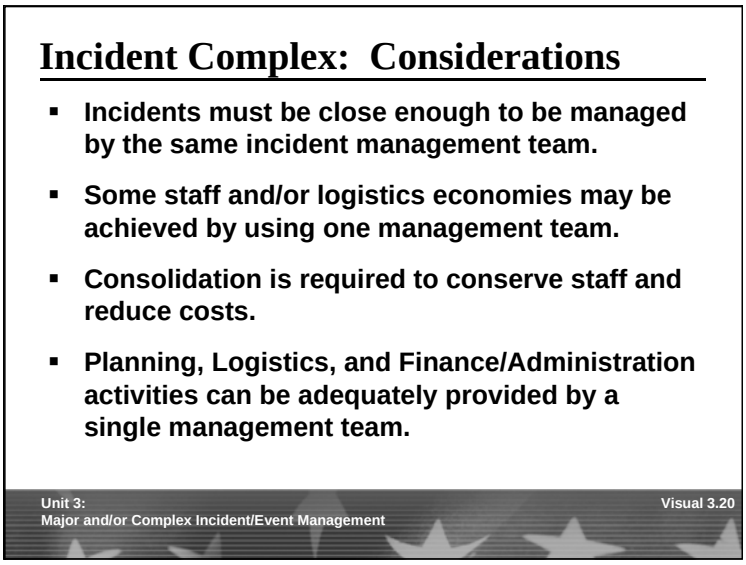
Visual Description: What are some examples of when it might be advantageous to establish an Incident Complex?

Key Points

What are some examples of when it might be advantageous to establish an Incident Complex?

Topic | **Incident Complex**

Visual 3.20



Visual Description: Incident Complex: Considerations

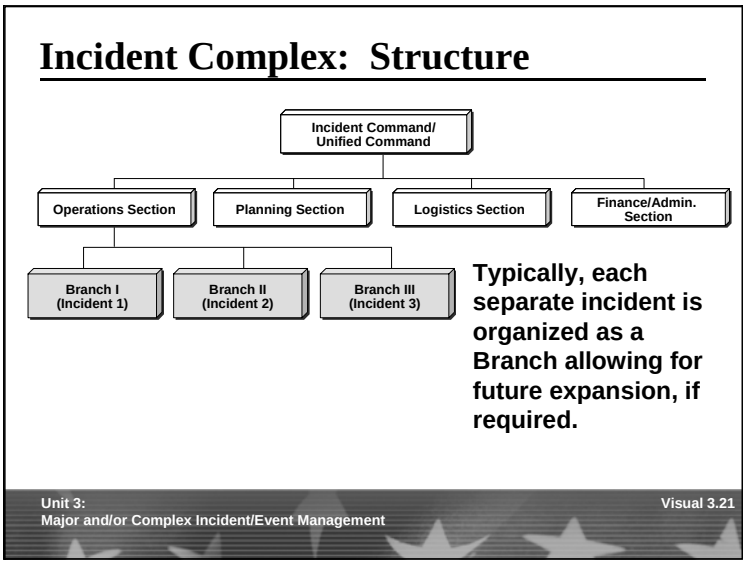
Key Points

Considerations for the use of an Incident Complex include:

- The incidents must be close enough to each other to be managed by the same incident management team.
- Some staff and/or logistics support efficiency is enhanced by using one incident management team.
- The number of overall incidents within the agency or jurisdiction requires consolidations wherever possible to conserve staff and reduce costs.
- Planning, Logistics, and Finance/Administration activities can be adequately provided by a single management team.

Topic: Incident Complex

Visual 3.21



Visual Description: Incident Complex: Structure

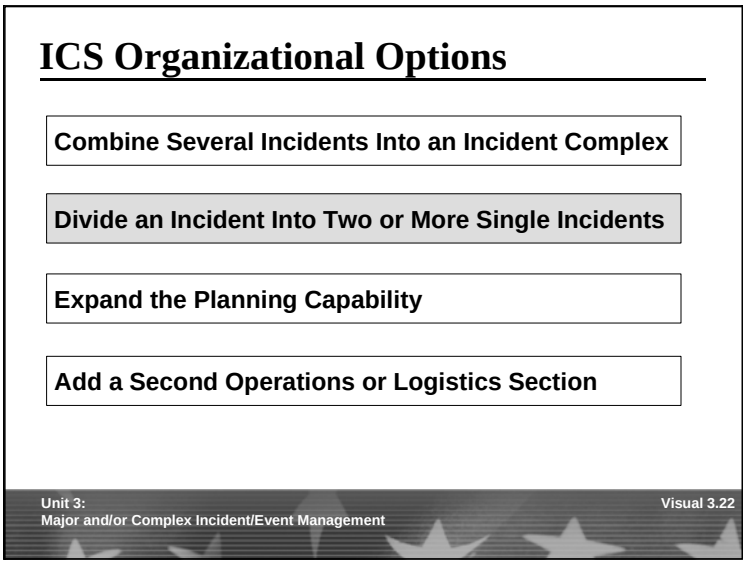
Key Points

Note the following key points:

- An Incident Complex may be managed under a Unified Command.
- Typically, each separate incident is organized as a Branch allowing for future expansion, if required.
- Using Branches:
  - Allows for more flexibility to establish Divisions or Groups if required later.
  - Also, because Divisions and Groups already may have been established at each of the incidents, the same basic structure can be maintained below the Branch level within the Incident Complex.

Topic: ICS Organizational Options

Visual 3.22



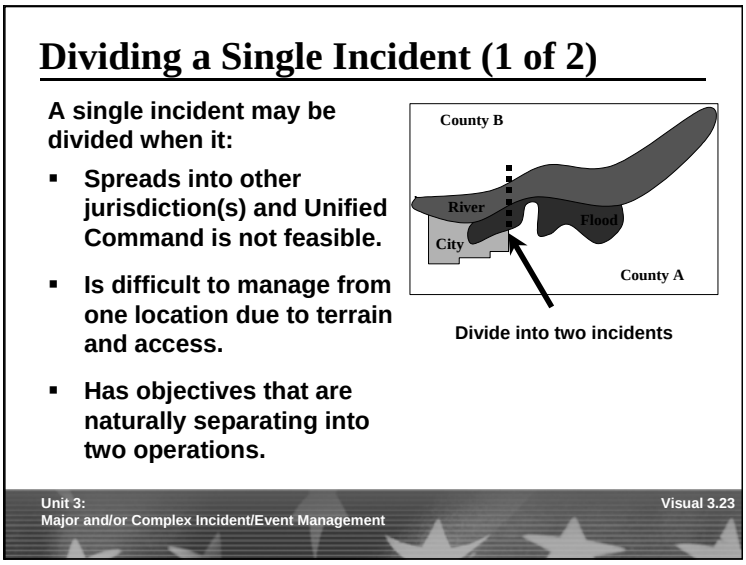
Visual Description: ICS Organizational Options (With "Divide an Incident . . ." highlighted)

Key Points

Some incidents become so large that they can best be managed as separate incidents. This next section covers how to divide one large incident into smaller separate incidents.

Topic: Dividing an Incident

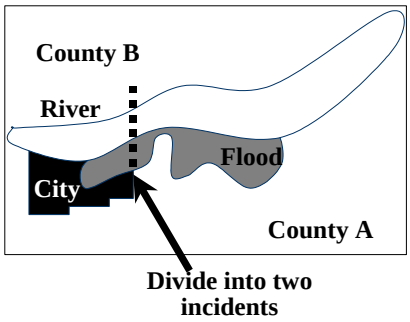
Visual 3.23



Visual Description: Dividing a Single Incident (1 of 2)

Key Points

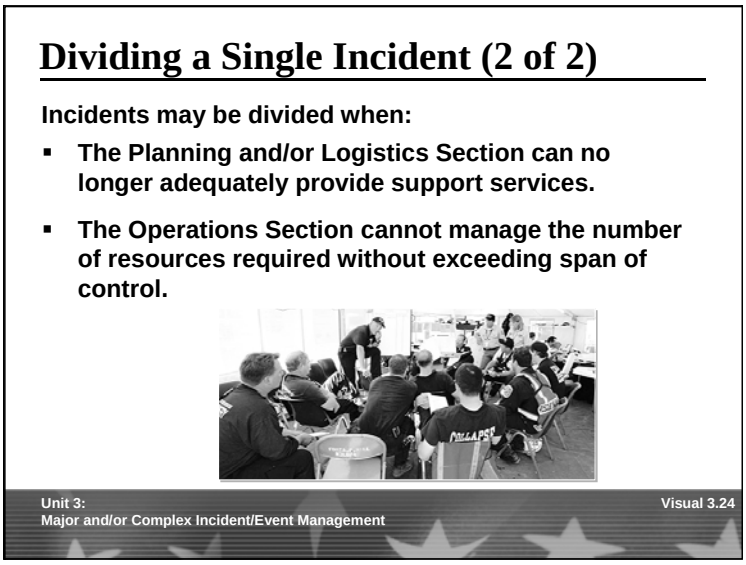
A single incident may be divided when it:



- **Spreads into other jurisdiction(s) and Unified Command is not feasible.**
  For example, a flooding situation that continues to expand into low-lying areas downstream. Although Unified Command would still be the first choice, it is not always feasible.
- **Is difficult to manage from one location due to terrain and access.**
  For example, incidents such as earthquake and wildland fire where terrain and access affect operational or logistical mobility, and the ability to manage from one location.
- **Has objectives that are naturally separating into two operations.**
  For example, a bioterrorism incident that includes immediate public health objectives and longer term investigation objectives. Again, Unified Command would still be the first choice.

Topic | **Dividing an Incident**

Visual 3.24



Visual Description: Dividing a Single Incident (2 of 2)

Key Points

In addition to the characteristics of the incident itself, management issues also may make it advisable to divide an incident.

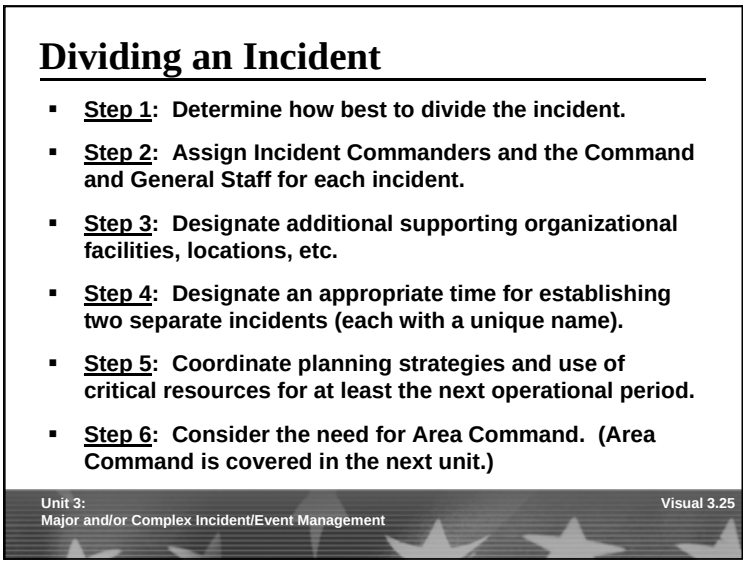
Dividing an incident should be considered if two or more Sections are overtaxed due to the size of the incident.

The following examples show when the Incident Commander (or Unified Command), in consultation with the jurisdictional agencies involved, could recommend that the incident be divided into two separate incidents:

- The Planning Section, even with additional resources, can no longer adequately provide planning services because of:
  - The size of the incident.
  - The varying objectives and strategies needed.
- The Logistics Section can no longer, or will soon not be able to, serve the widespread facilities and operations from a single incident base.
- The Operations Section cannot manage the number of resources required without exceeding span of control.

Topic: Dividing an Incident

Visual 3.25



Visual Description: Dividing an Incident

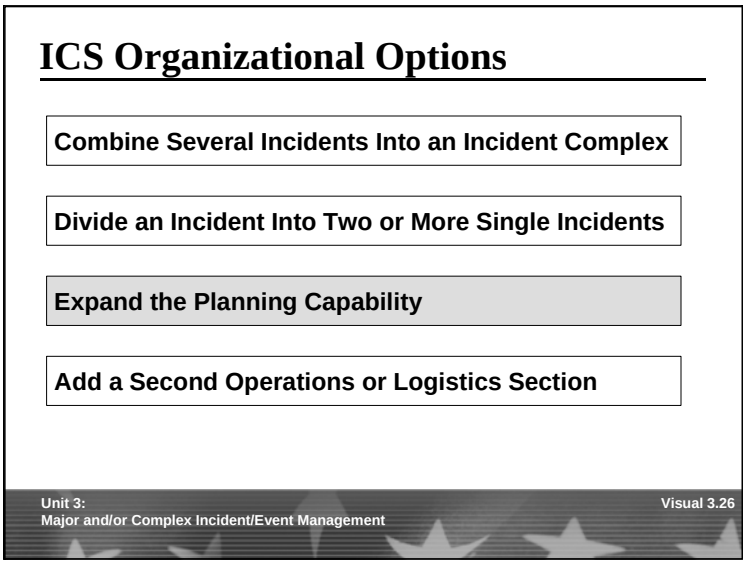
Key Points

The following steps are used to divide an incident:

- **Step 1:** Determine how best to divide the incident. This division could be done in several ways, depending upon:
  - Terrain and access considerations.
  - Locations of future resource and logistical support.
  - Jurisdictional/administrative boundaries.
  - Current Operations Section structure (Branches, Divisions, etc.).
- **Step 2:** Assign Incident Commanders and Command and General Staff for each incident.
- **Step 3:** Designate additional supporting organizational facilities, location, etc.
- **Step 4:** Designate an appropriate time for establishing two separate incidents (each with a unique name).
- **Step 5:** Coordinate planning strategies and use of critical resources for at least the next operational period.
- **Step 6:** Consider the need for Area Command. (Area Command is covered in the next unit.)

Topic ICS Organizational Options

Visual 3.26



Visual Description: ICS Organizational Options (With "Expand the Planning Capability" highlighted)

Key Points

Expanding the planning capability at an incident takes several forms, including:

- Branch Tactical Planning.
- Separating advanced incident planning from the day-to-day planning process.

As discussed earlier, the addition of an Information/Intelligence Function is another option for expanding planning capability on a complex event or incident.

Topic | **Expanded Planning Capability**

Visual 3.27

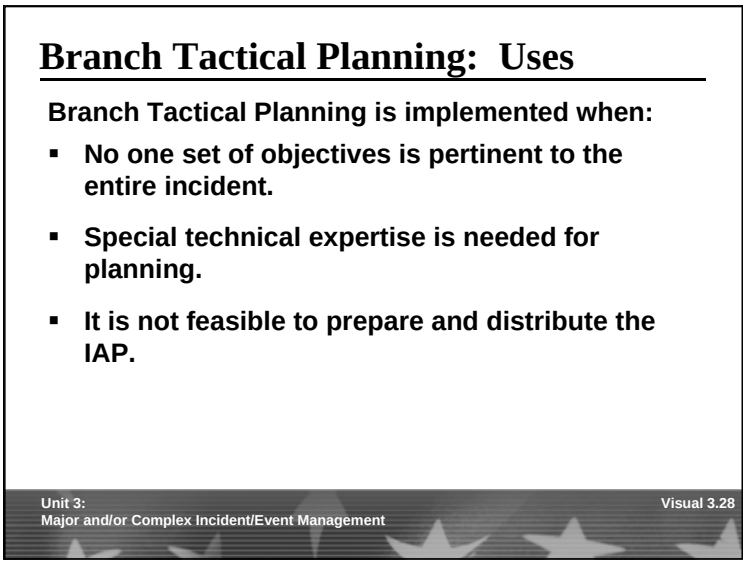
Visual Description: Branch Tactical Planning: Description

Key Points

Branch Tactical Planning means that the detailed action plans are developed within the Operations Section at the Branch level with the Planning Section providing support and coordination.

Topic | **Expanded Planning Capability**

Visual 3.28



Visual Description: Branch Tactical Planning: Uses

Key Points

Tactical planning at the Branch level may be when:

- The incident becomes so large that there is no single set of objectives that would logically pertain to the entire incident.
- Special technical expertise is needed for planning.
- It is not feasible to prepare and distribute the IAP within the required timeframe.

Topic | **Expanded Planning Capability**

Visual 3.29

Visual Description: Branch Tactical Planning: Examples

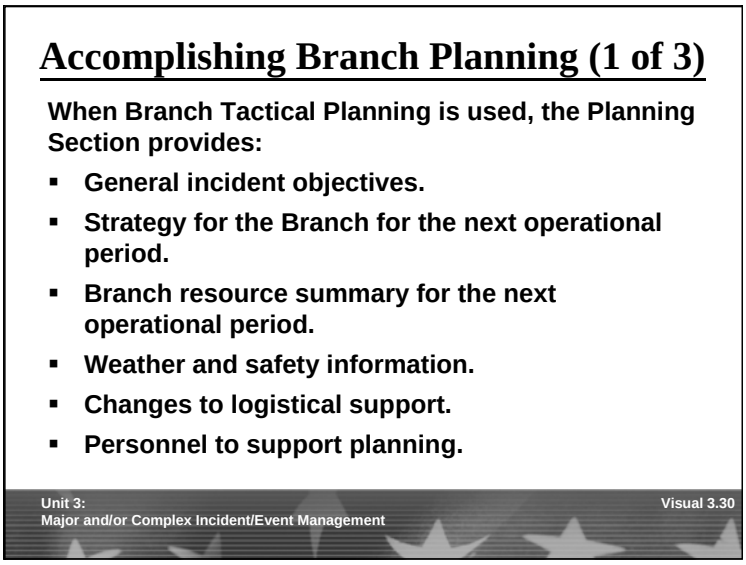
Key Points

Branch Tactical Planning may be implemented:

- In a mass fatalities incident, the Medical Examiner/Morgue Operations Branch may be best suited to establish their own incident tactical plans.
- In a structural collapse, the Search and Rescue Branch typically will include its own planning component.

Topic | **Expanded Planning Capability**

Visual 3.30



Visual Description: Accomplishing Branch Planning (1 of 3)

Key Points

When Branch Tactical Planning is used, both the Planning Section and the Operations Section participate in the process.

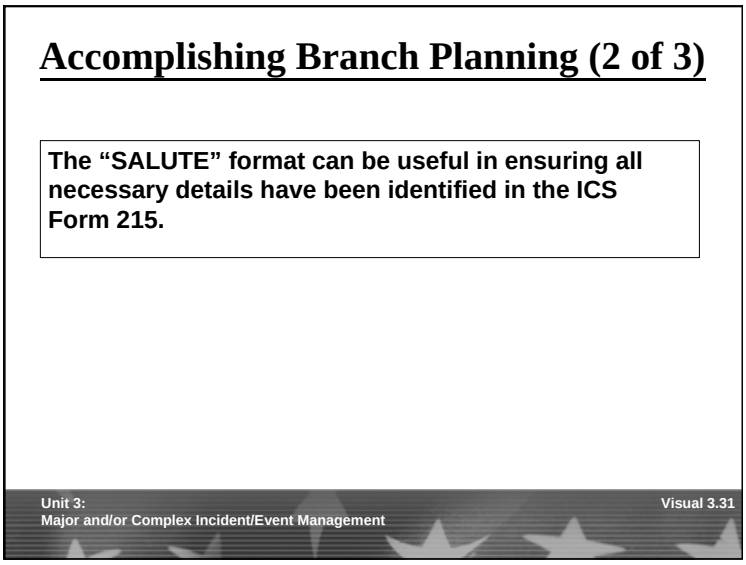
Note the following key points:

- When Branch Tactical Planning is used, the Planning Section provides:
  - General incident objectives.
  - Strategy for the Branch for the next operational period.
  - Branch resource summary for the next operational period.
  - Weather and safety information.
  - Changes to logistical support.
  - Personnel to support planning.

  With this information, individual Branches can perform detailed action planning. The Planning Section must ensure that necessary inter-Branch coordination takes place.

Topic | **Expanded Planning Capability**

Visual 3.31



Visual Description: Accomplishing Branch Planning (2 of 3)

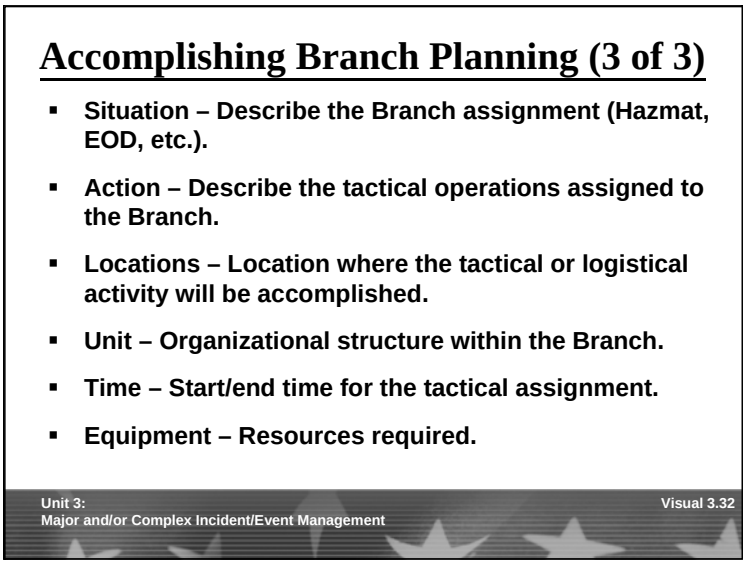
Key Points

Once the general information has been received from the Planning Section, the Operations Branch fleshes out the tactical plan with the information required to complete the ICS Form 215. The "SALUTE" format can be useful in ensuring all necessary details have been identified:

(Continued on the next page.)

Topic | **Expanded Planning Capability**

Visual 3.32



Visual Description: Accomplishing Branch Planning (3 of 3)

Key Points

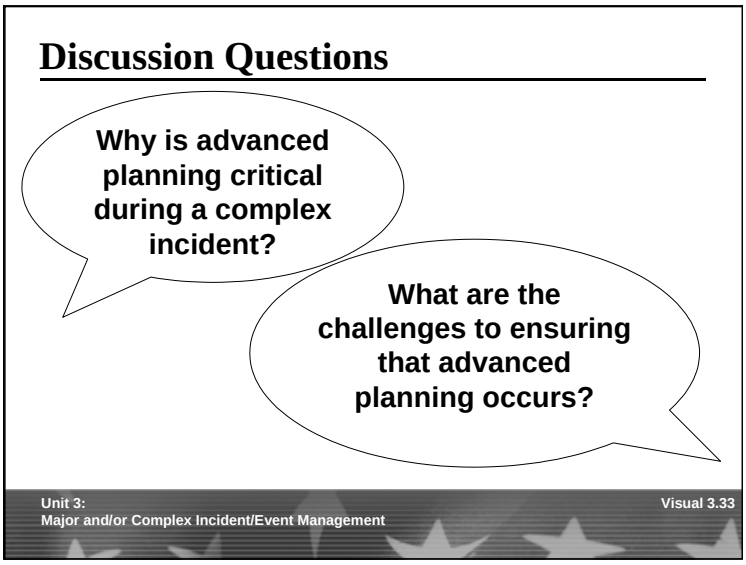
(Continued)

- **Situation –** Describe the Branch assignment (Hazmat, EOD, etc.).
- **Action –** Describe the tactical operations assigned to the Branch. These must be in sufficient detail so that Branch Directors and Division/Group Supervisors can implement them.
- **Location –** Include location where the tactical activity will be accomplished (Division or Group, plus specific geographical information). Also include locations for logistical support and Staging Areas, reporting and drop-off points, etc.
- **Unit –** What is the organizational structure within the Branch (Divisions/Groups, Strike Teams, etc.)?
- **Time –** What is the start/end time for the tactical assignment? What time do you want resources to report?
- **Equipment –** What resources are required (by Division/Group)?

Additional resource requirements over those authorized must be made known to the Operations Section Chief.

Topic | **Expanded Planning Capability**

Visual 3.33



Visual Description: Why is advanced planning critical during a complex incident? What are the challenges to ensuring that advanced planning occurs?

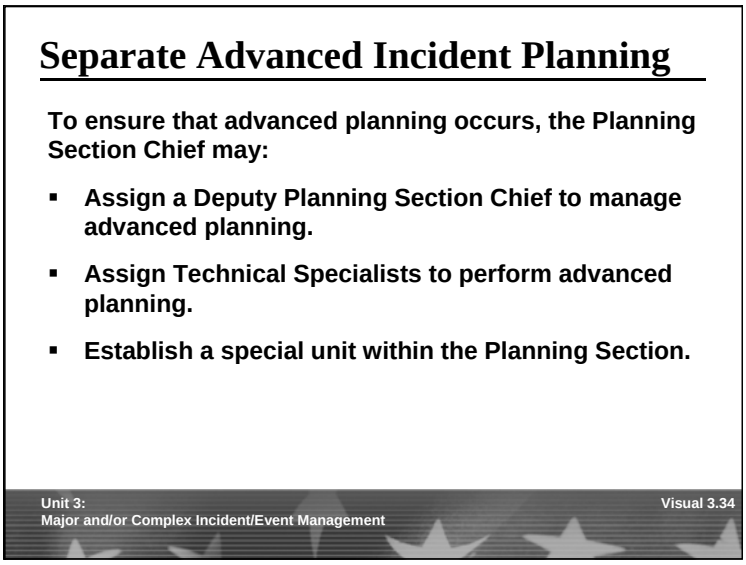
Key Points

- **Why is advanced planning critical during a complex incident?**

- **What are the challenges to ensuring that advanced planning occurs?**

Topic | **Expanded Planning Capability**

Visual 3.34



Visual Description: Separate Advanced Incident Planning

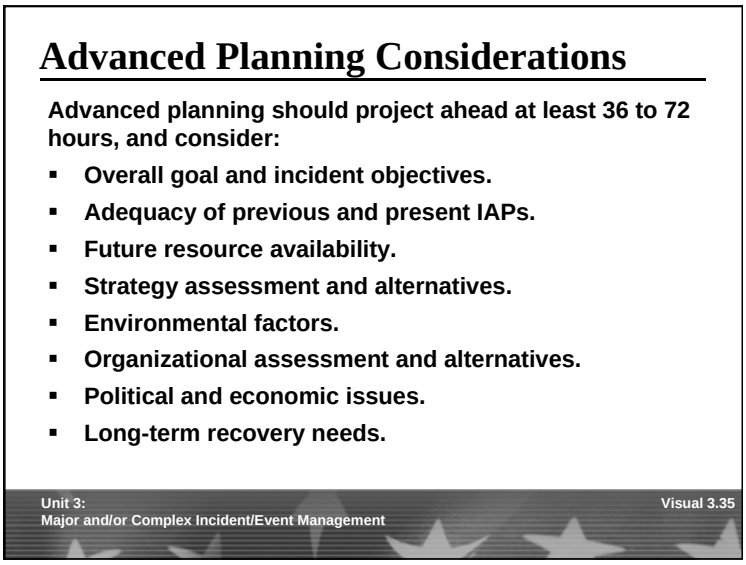
Key Points

Note the following key points:

- One of the functions of the Planning Section is to assess all available information and to provide periodic predictions on incident potential. The Planning Section is also responsible for developing any contingency plans that may be required.
- To ensure that advanced planning occurs, the Planning Section Chief may:
  - Assign a Deputy Planning Section Chief to manage advanced planning.
  - Assign Technical Specialists to perform advanced planning.
  - Establish a special unit within the Planning Section.

Topic | **Expanded Planning Capability**

Visual 3.35



Visual Description: Advanced Planning Considerations

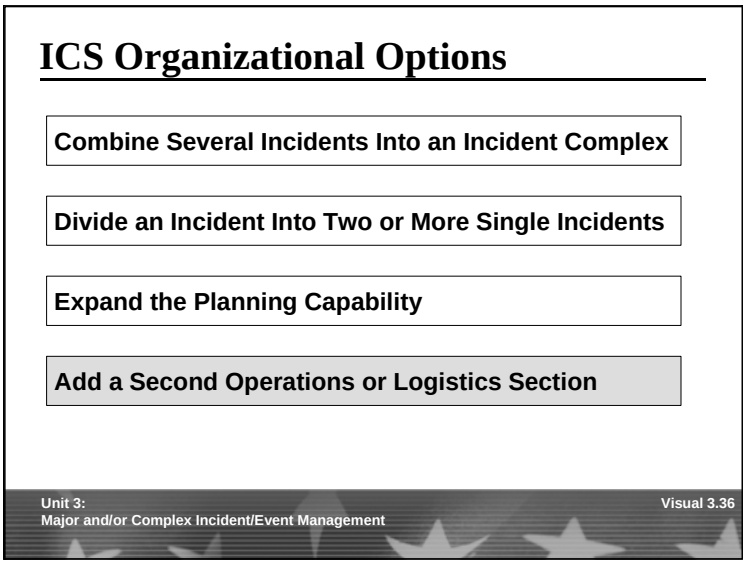
Key Points

Note the following key points:

- Advanced planning should project ahead at least 36 to 72 hours, and consider:
  - Overall goal and incident objectives.
  - Adequacy of previous and present IAPs.
  - Future resource availability.
  - Strategy assessment and alternatives.
  - Environmental factors.
  - Organizational assessment and alternatives.
  - Political and economic issues.
  - Long-term recovery needs.
- The goal of this advanced planning effort is to provide the Planning Section Chief and the Incident Commander or Unified Command with a range of alternatives related to management of the incident beyond the next Operational Period.

Topic: ICS Organizational Options

Visual 3.36



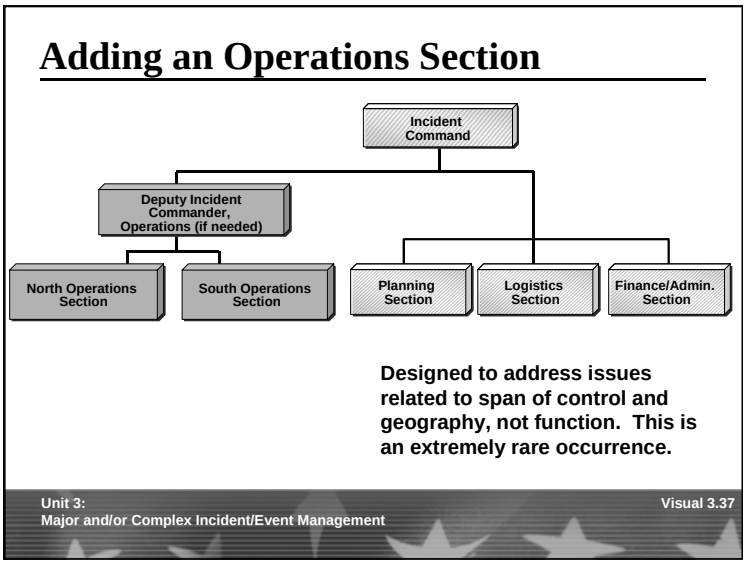
Visual Description: ICS Organizational Options (With "Add a Second Operations or Logistics Section" highlighted)

Key Points

While not common, it is possible to establish a second Operations or Logistics Section within a single incident. This situation may arise when the incident is operating under Unified Command; however, Unified Command is not a requirement.

Topic: Second Operations or Logistics Section

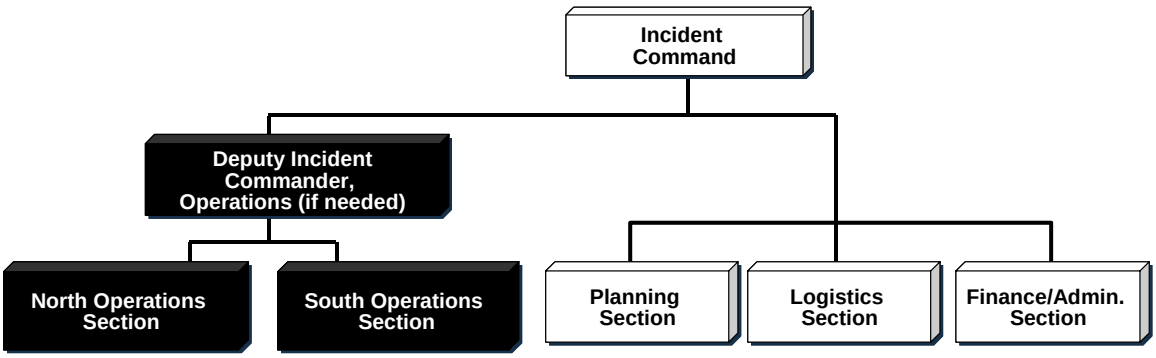
Visual 3.37



Visual Description: Adding an Operations Section

Key Points

Caption: This illustrated model is used for a major incident in which the sheer volume of resources required means that the Operations Section cannot be further expanded without exceeding ICS span of control guidelines and it is not possible to establish separate incidents. **THIS IS AN EXTREMELY RARE OCCURRENCE.** This organizational option is designed to address issues of span of control and geography, not function.

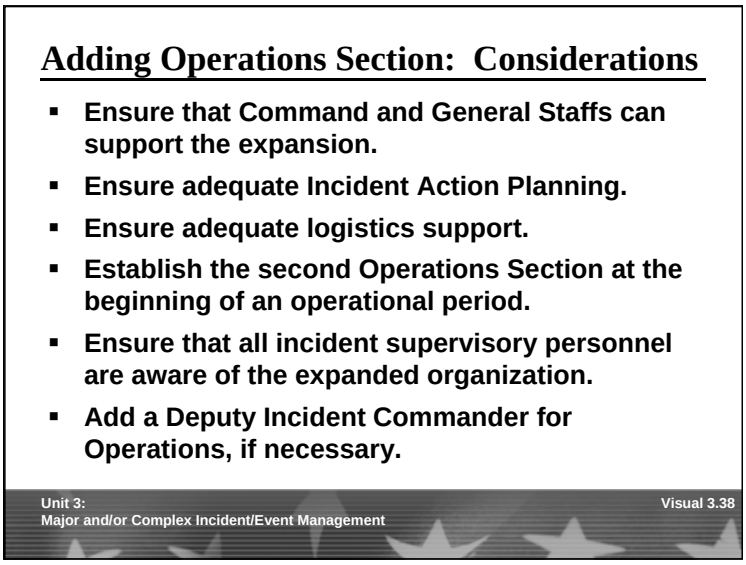


Examples of situations where two Operations Sections may be established include:

- Earthquakes, hurricanes, tornadoes, and floods covering several political jurisdictions.
- Major wildland fire that continues to expand.
- Major spill in a waterway.

Topic | **Second Operations or Logistics Section**

Visual 3.38



Visual Description: Adding Operations Section: Considerations

Key Points

The considerations for adding an Operations Section include:

- Ensure that Command and General Staffs can support the expansion.
- Ensure adequate Incident Action Planning.
- Ensure adequate logistics support.
- Establish the second Operations Section at the beginning of an operational period.
- Ensure that all incident supervisory personnel are aware of the expanded organization.
- Add a Deputy Incident Commander for Operations, if necessary.

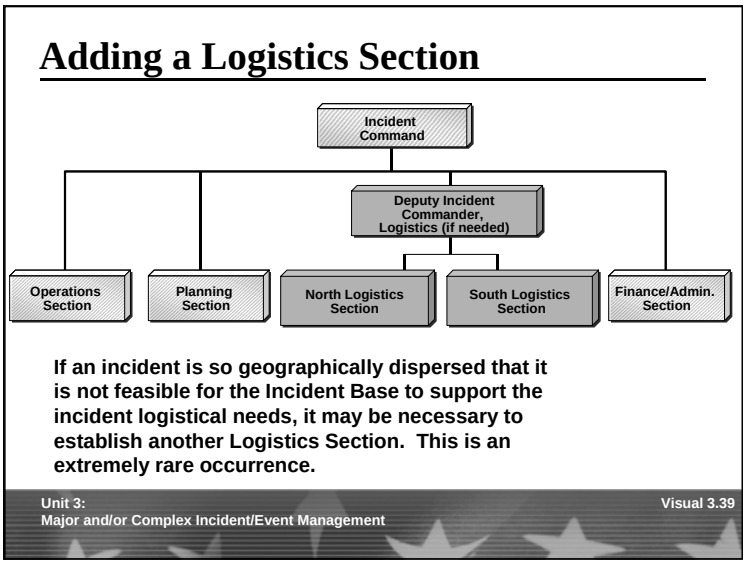
The Deputy Incident Commander for Operations:

- Has the responsibility to ensure that all aspects of the original and the additional Operations Section are fully coordinated with each other and with other Sections.
- Is normally collocated with the Incident Commander at the Incident Command Post.

Separate Staging Areas are established to support each Operations Section.

Topic: Second Operations or Logistics Section

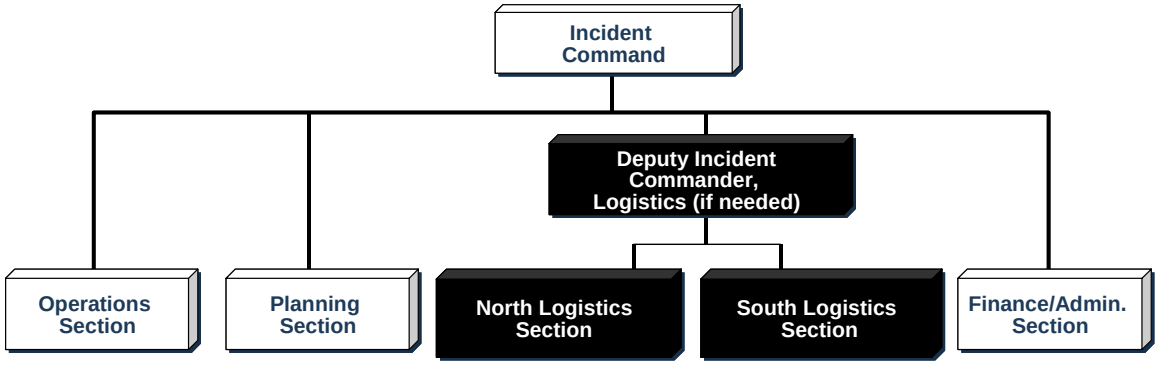
Visual 3.39



Visual Description: Adding a Logistics Section

Key Points

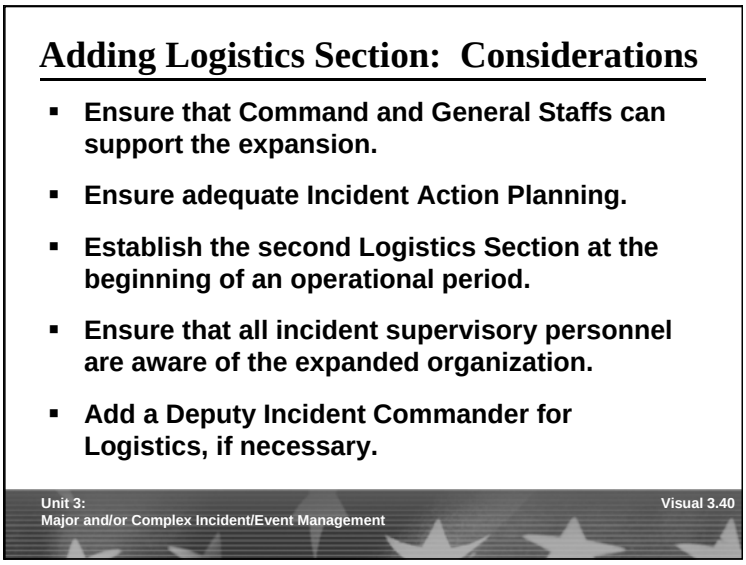
If an incident is so geographically dispersed that it is not feasible for the Incident Base to support the incident logistical needs, it may be necessary to establish another Logistics Section. **THIS IS AN EXTREMELY RARE OCCURRENCE.**



Caption: North and South Logistics Sections reporting to a Deputy Incident Commander for Logistics.

Topic | **Second Operations or Logistics Section**

Visual 3.40



Visual Description: Adding Logistics Section: Considerations

Key Points

The considerations for adding a Logistics Section include:

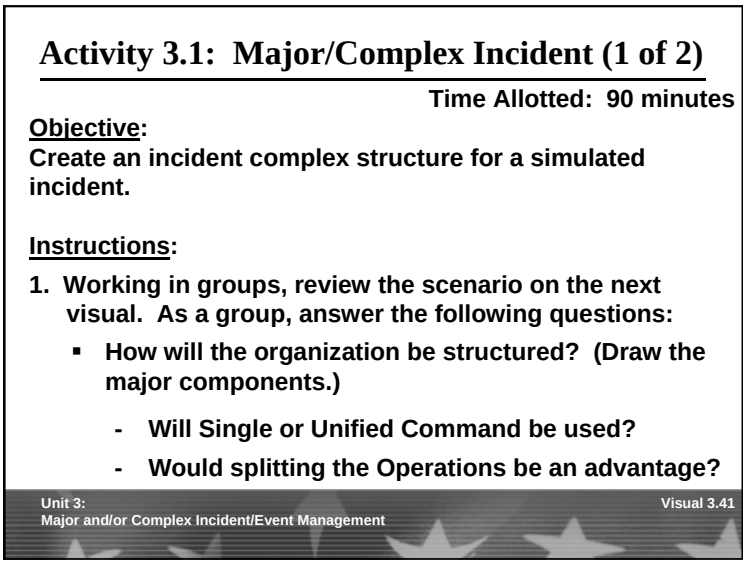
- Ensure that Command and General Staffs can support the expansion.
- Ensure adequate Incident Action Planning.
- Establish the second Logistics Section at the beginning of an operational period.
- Ensure that all incident supervisory personnel are aware of the expanded organization.
- Add a Deputy Incident Commander for Logistics, if necessary.

Note the following key points:

- Similar to the example with the Operations Section, a Deputy Incident Commander for Logistics could be added to the command structure if necessary to ensure coordination of the two Logistics efforts.
- The Deputy Incident Commander for Logistics would normally function from the Incident Command Post, while the two Logistics Section Chiefs could operate from separate Incident Bases. The Deputy Incident Commander would ensure that all necessary coordination was taking place between the two Logistics Sections.
- An Incident Base for each Logistics Section could be established. Also, additional camps supported by that Base could be established.

Topic | **Activity 3.1: Major/Complex Incident**

Visual 3.41



Visual Description: Activity 3.1: Major/Complex Incident (1 of 2)

Key Points

Activity 3.1: Major/Complex Incident Time Allotted: 90 minutes

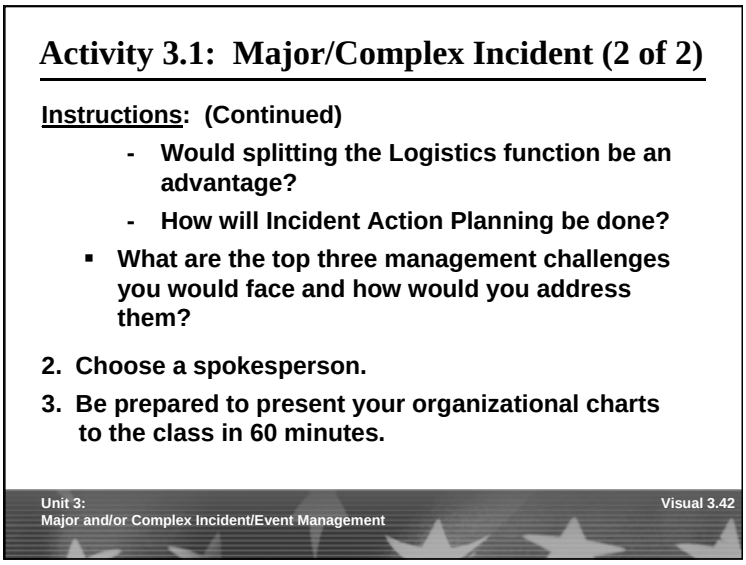
Objective: Create an incident complex structure for a simulated incident.

Instructions:

1. Working in groups, review the scenario. As a group, answer the following questions:
   - How will the organization be structured? (Draw the major components.)
     - Will Single or Unified Command be used?
     - Would splitting the Operations Function be an advantage?

Topic | **Activity 3.1: Major/Complex Incident**

Visual 3.42



Visual Description: Activity 3.1: Major/Complex Incident (2 of 2)

Key Points

Instructions: (Continued)

- Would splitting the Logistics function be an advantage?

- How will Incident Action Planning be done?

- What are the top three management challenges you would face and how would you address them?

2. Choose a spokesperson.
3. Be prepared to present your organizational charts to the class in 60 minutes.

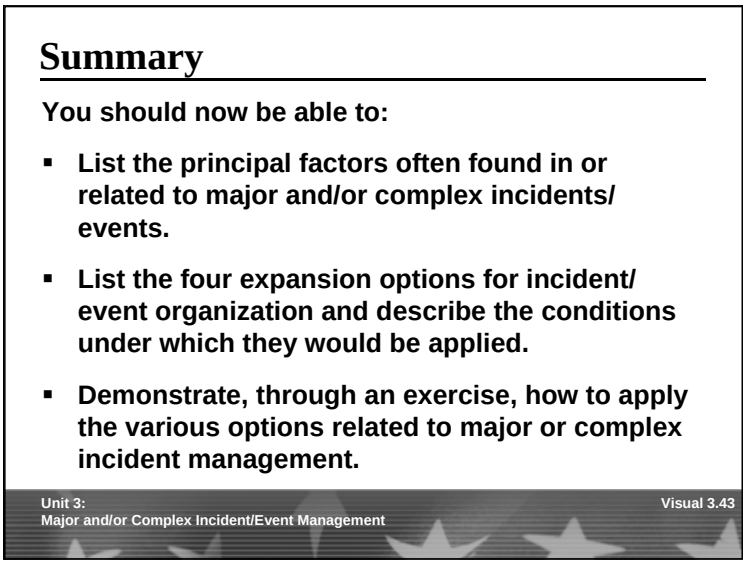
Topic	Activity 3.1: Major/Complex Incident

Scenario: A major portion of the county has been affected by sudden severe weather. Three incidents are reported within a 10-square mile area. They are being managed as individual incidents.

- **Incident A:** Damage to a hospital requiring evacuation, search and rescue, and relocation of 50 persons.
- **Incident B:** Severe damage to a 50-unit mobile home park. Six residents are reported trapped inside two overturned mobile homes; other residents are unaccounted for.
- **Incident C:** Partial collapse of a roof in an open supermarket. Persons trapped and injured inside. Numerous volunteers are rushing to the scene to help.

Topic: Summary

Visual 3.43



Visual Description: Summary

Key Points

You should now be able to:

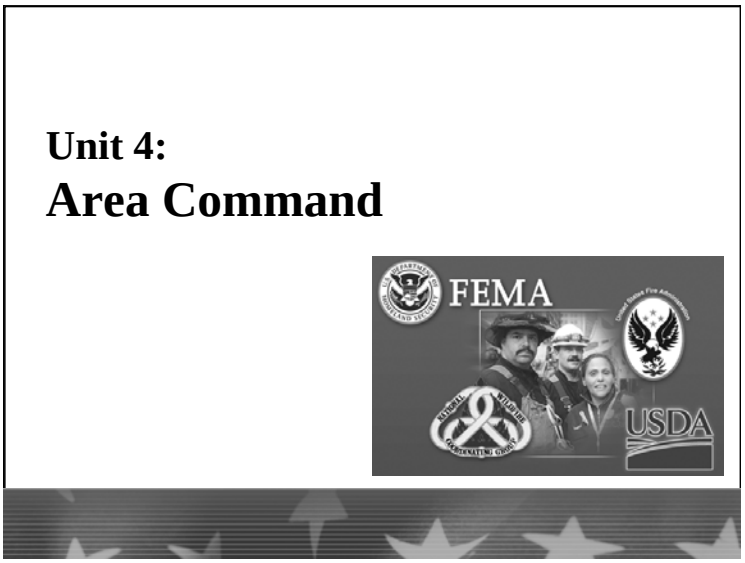
- List the principal factors often found in or related to major and/or complex incidents/ events.
- List the four expansion options for incident/event organization and describe the conditions under which they would be applied.
- Demonstrate, through an exercise, how to apply the various options related to major or complex incident management.

Notes:

Unit 4: Area Command

Topic: Unit Introduction

Visual 4.1



Visual Description: Unit Introduction

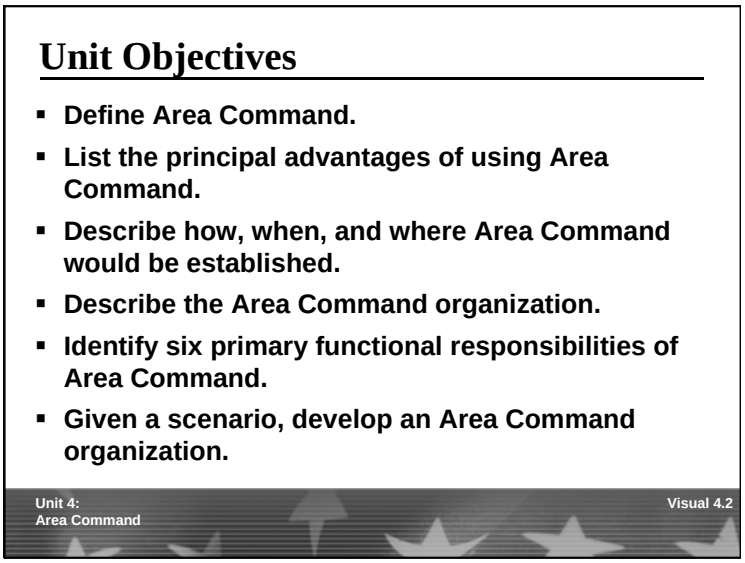
Key Points

Note that this unit:

- Describes why, when, where, and how Area Command is established, and the organization, facilities, and communications required.
- Covers the organizational relationships between Area Command and incidents, and between Area Command and jurisdictional authorities.
- Reviews the demobilization process under an Area Command organization.

Topic: Unit Objectives

Visual 4.2



Visual Description: Unit Objectives

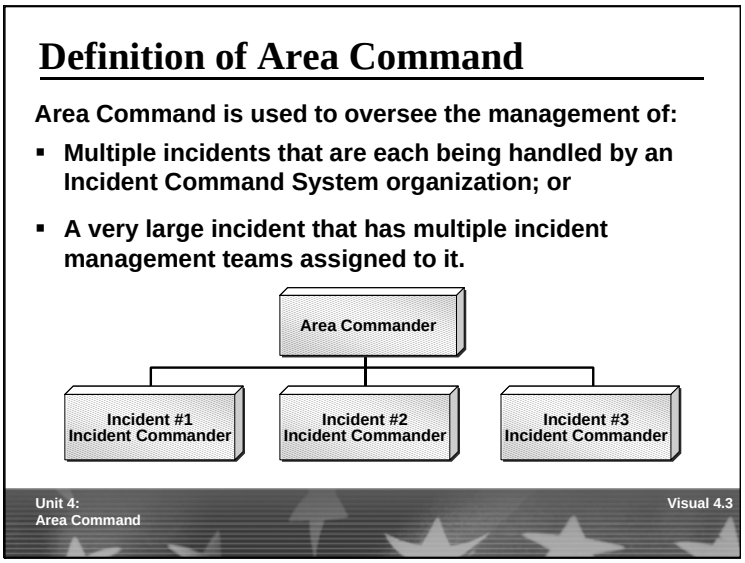
Key Points

By the end of this unit, you should be able to:

- Define Area Command.
- List the principal advantages of using Area Command.
- Describe how, when, and where Area Command would be established.
- Describe the Area Command organization.
- Identify six primary functional responsibilities of Area Command.
- Given a scenario, develop an Area Command organization.

Topic: Area Command: Overview

Visual 4.3



Visual Description: Definition of Area Command

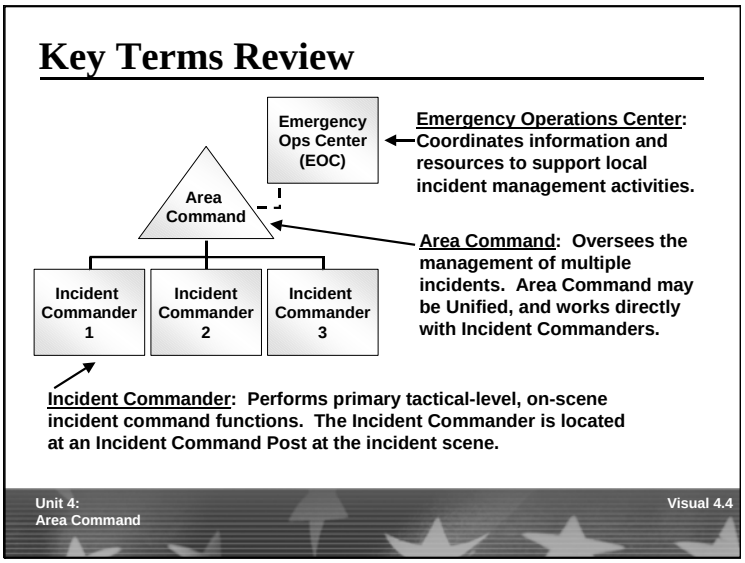
Key Points

Note the following information about Area Command:

- Area Command is used when there is a number of incidents generally in the same area and often of the same kind. Examples include two or more hazardous materials spills, fires, etc. It is usually these kinds of incidents that may be vying for the same resources.
- When an incident expands to a large geographic area, the agency officials may choose to divide the incident into smaller pieces, called zones, each of which will be managed by an incident management team (IMT).
- When incidents are of different kinds and/or do not have similar resource demands, they would usually be handled as separate incidents or would be coordinated through an Emergency Operations Center (EOC).

Topic: Area Command: Overview

Visual 4.4



Visual Description: Key Terms Review

Key Points

The following definitions are a review of key terms:

- **Incident Commander:** Performs primary tactical-level, on-scene incident command functions. The Incident Commander is located at an Incident Command Post at the incident scene.
- **Area Command:** Oversees the management of multiple incidents. Area Command may be Unified, and works directly with Incident Commanders.
- **Emergency Operations Center:** Coordinates information and resources to support local incident management activities.

Topic | **Area Command: Overview**

Visual 4.5

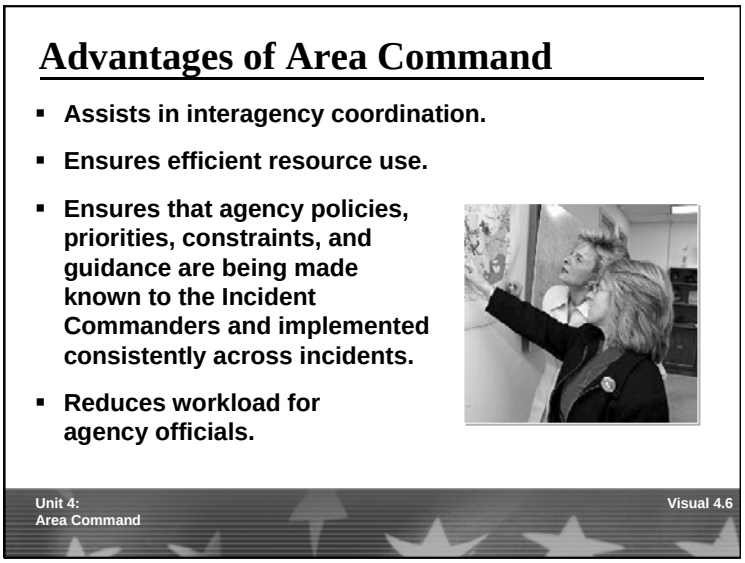
Visual Description: What is the difference between Unified Command and Area Command?

Key Points

What is the difference between Unified Command and Area Command?

Topic | **Area Command: Overview**

Visual 4.6



Visual Description: Advantages of Area Command

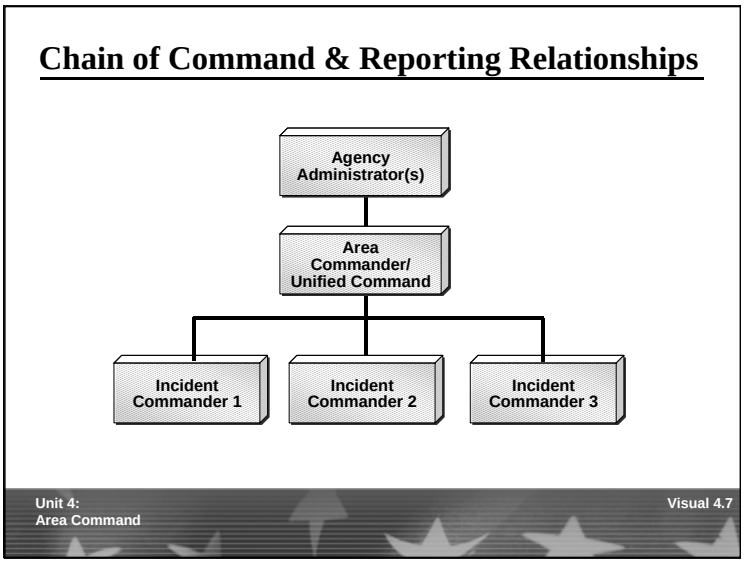
Key Points

In situations where multiple incidents (e.g., earthquakes, floods, fires, major storms, disease outbreaks, etc.) are occurring, the use of an Area Command makes the jobs of Incident Commanders and agency officials easier for the following reasons:

- Much of the interincident coordination typically performed by each Incident Commander is accomplished at the Area Command level. Using an Area Command allows the Incident Commanders and their incident management teams to focus their attention on their incident objectives, strategies, and tactics.
- Area Command sets priorities between incidents and ensures efficient resource use. Critical resources are allocated by the overall priorities established by the agency officials. Competition among incidents for critical resources is avoided. Often, agency dispatchers will recognize interincident coordination problems first.
- Area Command ensures that agency policies, priorities, constraints, and guidance are being made known to the Incident Commanders and implemented consistently across incidents.
- Area Command also reduces the workload of the agency officials, especially if there are multiple incidents going on at the same time.

Topic | **Area Command: Responsibilities, Relationships, and Best Practices**

Visual 4.7



Visual Description: Chain of Command & Reporting Relationships
(Organizational chart showing three Incident Commanders reporting to an Area Commander/Unified Command, and the Area Commander reporting to the Agency Administrator(s).)

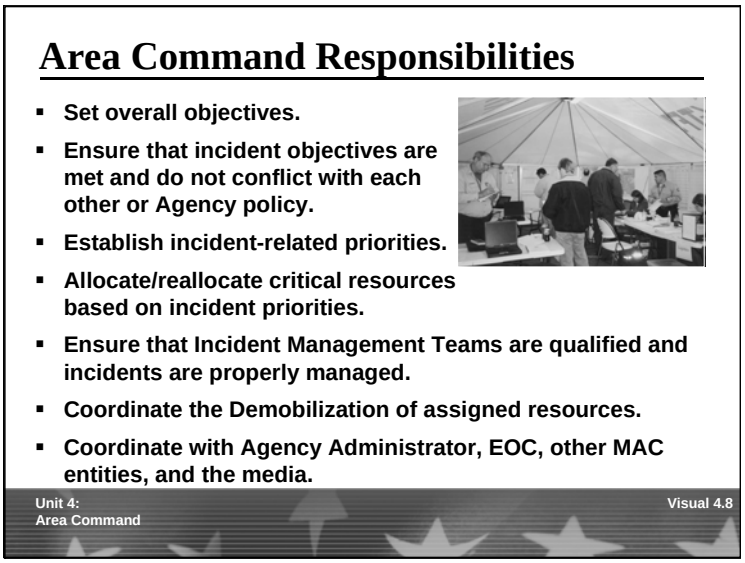
Key Points

Note the following key points about reporting relationships:

- When Area Command is established, Incident Commander(s) will report to the Area Commander/Unified Command. The Area Commander is accountable to the agency or jurisdictional executive or administrator(s).
- If one or more of the incidents within the Area Command are multijurisdictional, a Unified Area Command should be established. Incident Commanders would report to the Unified Area Commander for their jurisdiction.
- Incident Commanders under the designated Area Commander are responsible to, and should be considered as part of, the overall Area Command organization. Incident Commanders must be provided adequate and clear delegation of authority.

Topic | **Area Command: Responsibilities, Relationships, and Best Practices**

Visual 4.8



Visual Description: Area Command Responsibilities

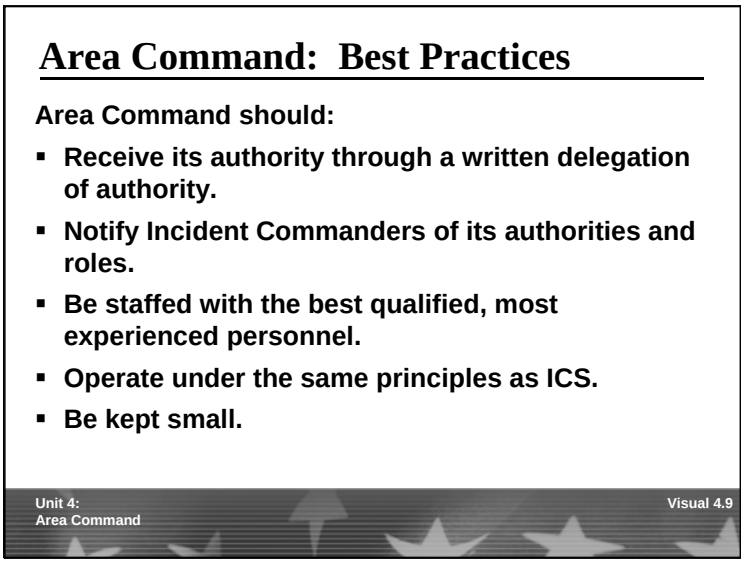
Key Points

For the incidents under its authority, the Area Command is responsible for:

- Set overall objectives.
- Ensure that incident objectives are met and do not conflict with each other or Agency policy.
- Establish incident-related priorities.
- Allocate/reallocate critical resources based on incident priorities.
- Ensure that Incident Management Teams are qualified and incidents are properly managed.
- Coordinates with incidents for the Demobilization of assigned resources.
- Coordinate with Agency Administrator, EOC, other MAC entities, and the media.

Topic | **Area Command: Responsibilities, Relationships, and Best Practices**

Visual 4.9



Visual Description: Area Command: Best Practices

Key Points

Note the following best practices for Area Command:

- **Receive its authority through a written delegation of authority.**
  When Area Command is activated, an Area Commander will be designated and given appropriate delegated authority. The authority given to the Area Commander should be written as a Delegation of Authority statement. A written delegation of authority helps to eliminate confusion and provides the Area Commander with authority to oversee the management of the incidents.
- **Notify Incident Commanders of its authorities and roles.**
  Incident Commanders covered by the Area Command must be notified that an Area Command is being established. Depending upon the agencies and incidents involved, the Area Command may issue delegation of authority or re-delegations to the respective Incident Commanders. This will help to ensure that agency direction is made clear to all parties.
- **Be staffed with the best qualified, most experienced personnel.**
  The Area Command team should consist of the best qualified personnel with respect to their functional areas. The functions of Area Command require personnel that have experience in, and are qualified to oversee, complex incident situations. The concepts of Area Command should be part of planning, training, and exercises.

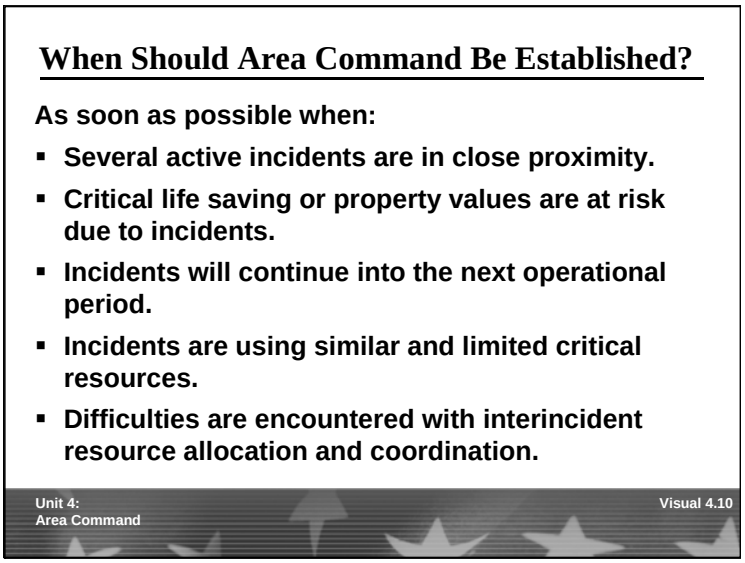
(Continued on the next page.)

Topic: Area Command: Responsibilities, Relationships, and Best Practices

- **Operate under the same principles as ICS.**
  The Area Command organization operates under the same basic ICS principles.
- **Be kept small.**
  The Area Command organization should always be kept as small as possible. (Additional information on possible organizational structures is presented later in this unit.)

Topic | **Area Command: Responsibilities, Relationships, and Best Practices**

Visual 4.10



Visual Description: When Should Area Command Be Established?

Key Points

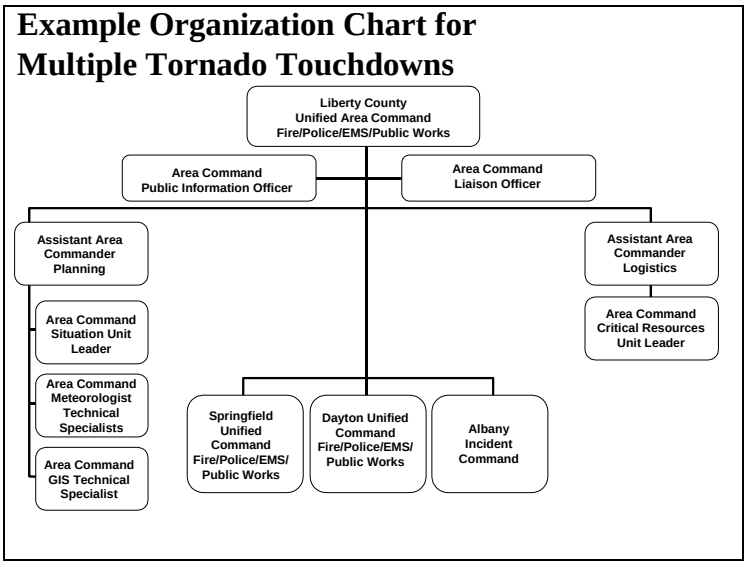
It is best to be **proactive** when considering the use of Area Command.

The following criteria outline when to use Area Command:

- Several active incidents are in close proximity.
- Critical life saving or property values are at risk due to incidents.
- Incidents will continue into the next operational period.
- Incidents are using similar and limited critical resources.
- Difficulties are encountered with interincident resource allocation and coordination.

Topic | **Area Command: Responsibilities, Relationships, and Best Practices**

Visual 4.11



Visual Description: Area Command Example Organization Chart for Multiple Tornado Touchdowns

Instructor Notes

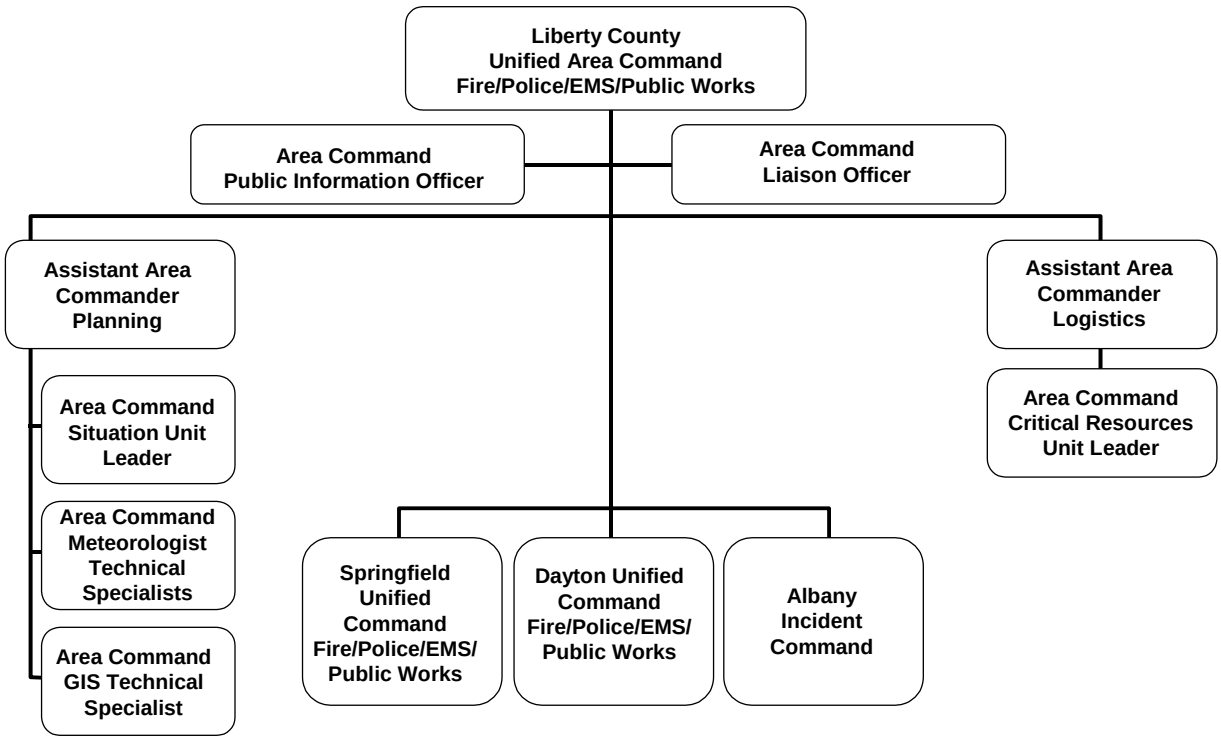
The following four visuals are examples of ways to organize Area Command for selected all hazard incidents.

Multiple Tornado Touchdowns:

- A tornado has touched down in three separate communities over a 20-mile area.
- Rescue efforts are being conducted in all the communities.
- Law enforcement is addressing looting and civil unrest activity in the Springfield and Dayton communities.
- Multiple fires can be found in all incidents.
- Public Works is trying to open roads for emergency vehicles.
- Shelters are needed for evacuees in the Albany community incident only.

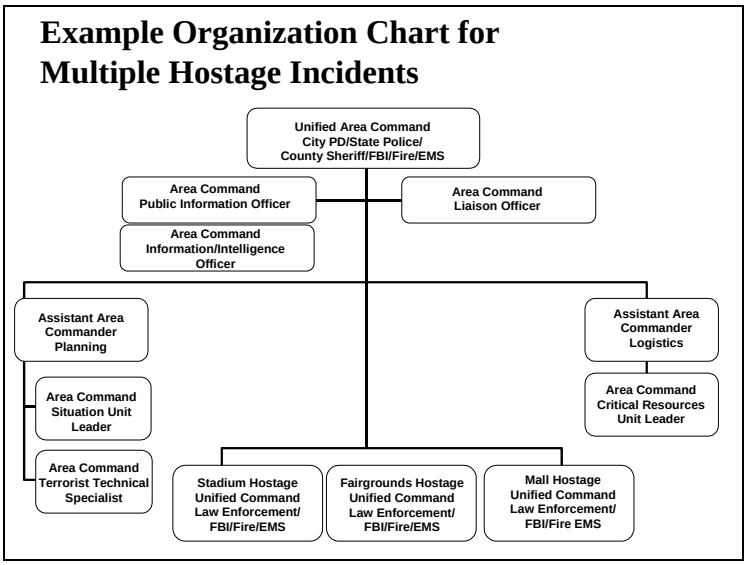
Topic | **Area Command: Responsibilities, Relationships, and Best Practices**

Example Organization Chart for Multiple Tornado Touchdowns



Topic: Area Command: Responsibilities, Relationships, and Best Practices

Visual 4.12



Visual Description: Area Command Example Organization Chart for Multiple Hostage Incidents

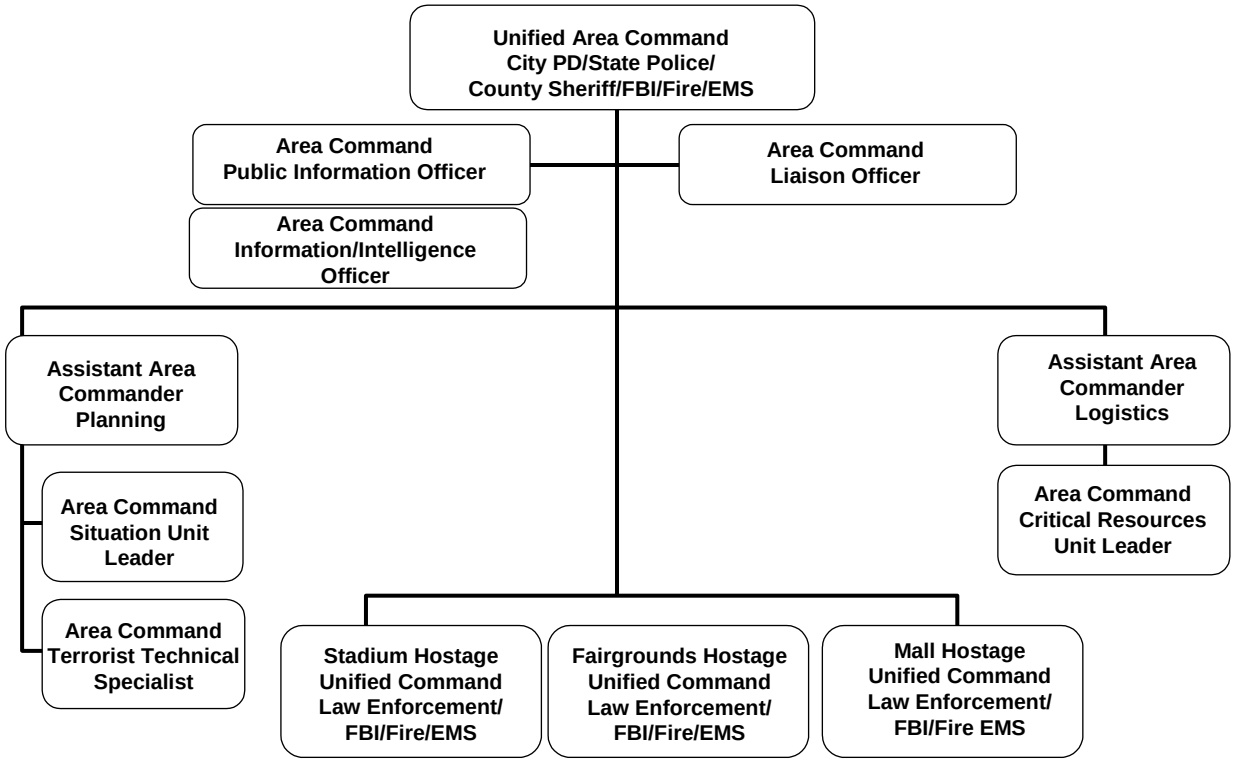
Instructor Notes

Multiple Hostage Incidents:

- Three sequentially timed hostage takeovers (mall, stadium, and fairgrounds) occurred in highly populated parts of Metropolitan city.
- To date, no casualties have been identified.
- SWAT teams from two local communities have responded, but all three incidents need a minimum of two SWAT teams each.
- The FBI is responding, but will not arrive for another hour.
- Terrorists are currently moving freely about the mall and stadium sites.

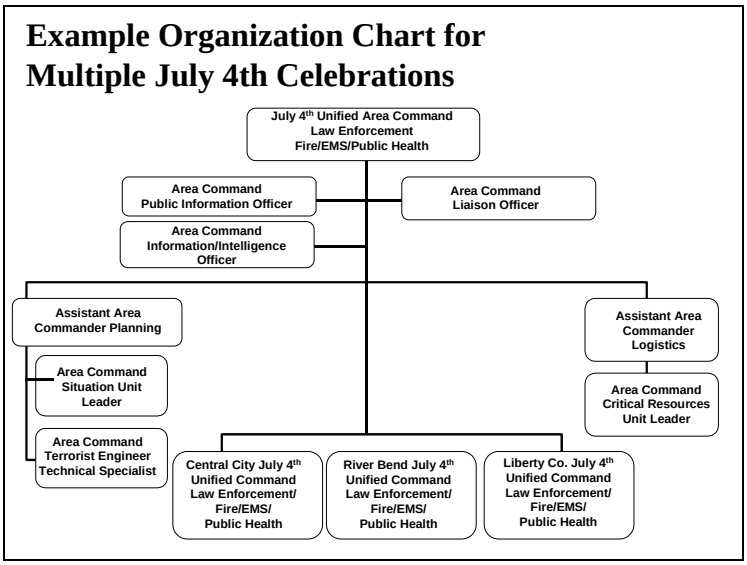
Topic | **Area Command: Responsibilities, Relationships, and Best Practices**

Example Organization Chart for Multiple Hostage Incidents



Topic: Area Command: Responsibilities, Relationships, and Best Practices

Visual 4.13



Visual Description: Area Command Example Organization Chart for Multiple July 4th Celebrations

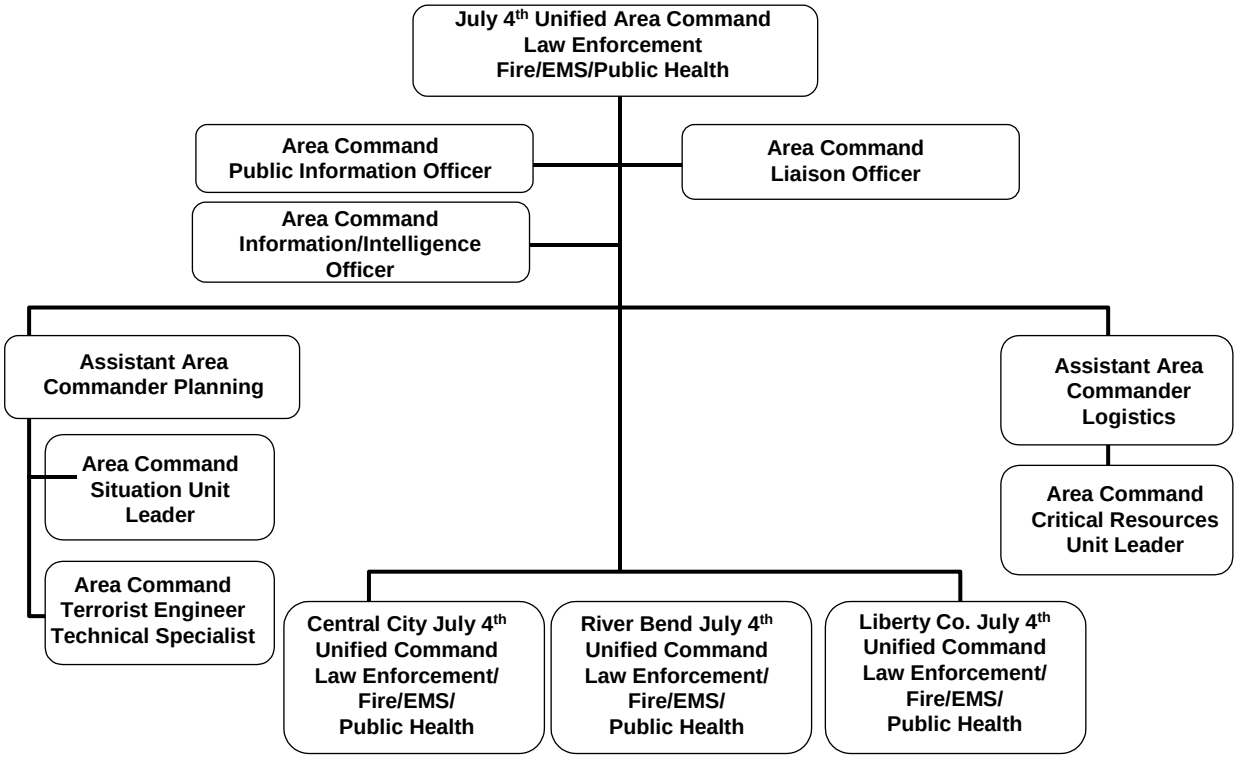
Instructor Notes

Multiple July 4th Celebrations:

- Two adjacent communities (Central City and River Bend) and the county (Liberty) are all planning large July 4th Celebrations that will include parades, fairs, and evening fireworks.
- All three celebrations are planning separate activities and are not coordinating with one another. Local government leaders are concerned about this lack of coordination and the need for tight security.
- Law Enforcement has heard chatter indicating a high probability of civil unrest and potential WMD activity.
- This region of the State has limited vendor resources and has experienced severe health problems when using fair vendors from outside the area.
- Traffic problems associated with each separate celebration will impact the other venues as well.

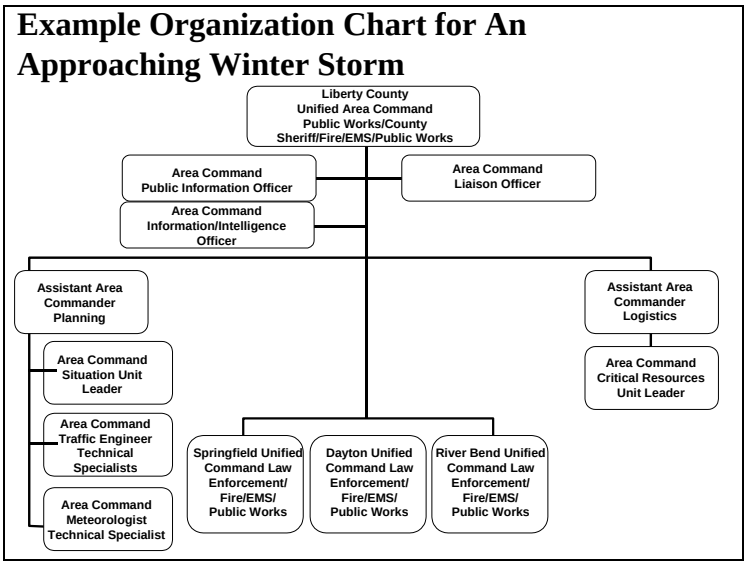
Topic | **Area Command: Responsibilities, Relationships, and Best Practices**

Example Organization Chart for Multiple July 4th Celebrations



Topic: Area Command: Responsibilities, Relationships, and Best Practices

Visual 4.14



Visual Description: Area Command Example Organization Chart for an Approaching Winter Storm

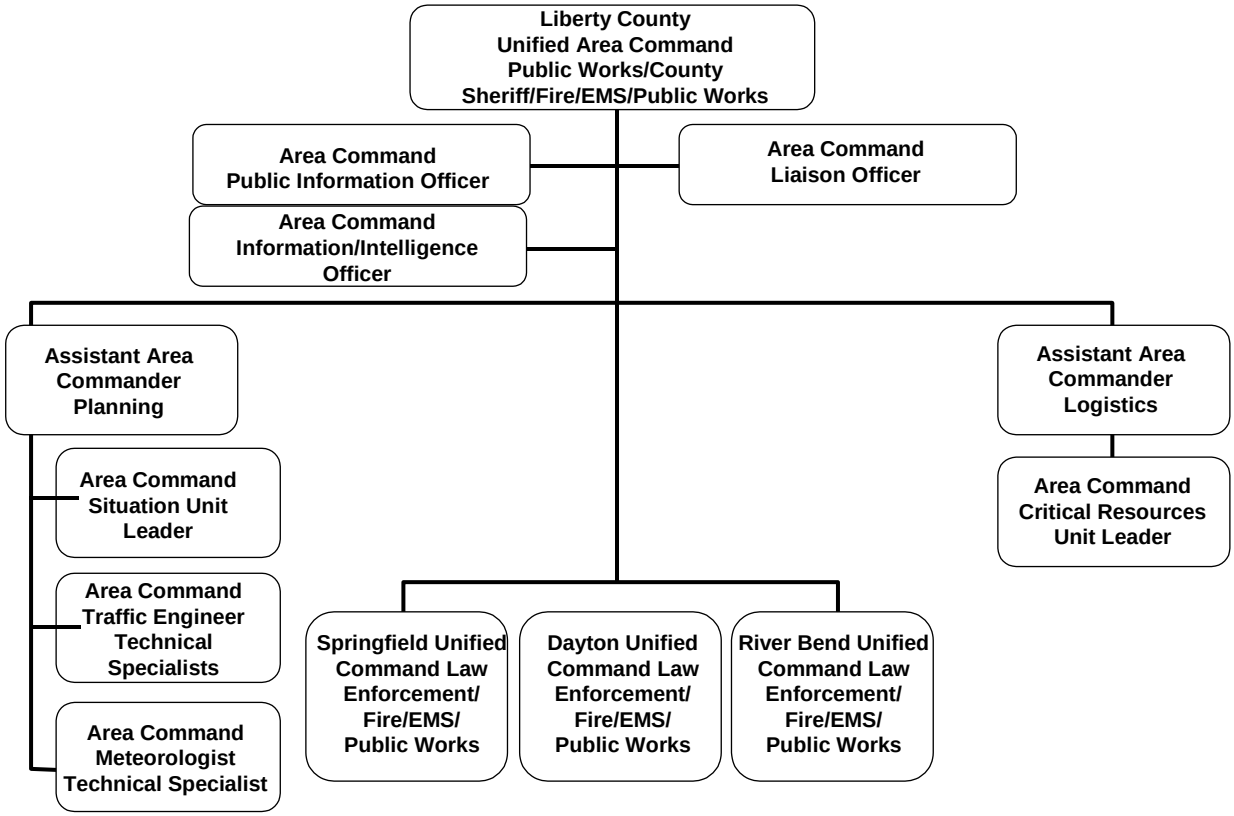
Instructor Notes

Approaching Winter Storm:

- County government officials have been briefed by the local weather service that is predicting a major snowfall of 3 feet within the next 36 hours.
- Officials are concerned about the large amount of snowfall in an area not used to receiving much snow. The current infrastructure will not be able to remove snow quickly enough.
- Officials will be shutting down businesses and all schools while maintaining operations of critical emergency response infrastructure.
- Three cities (Springfield, Dayton, and River Bend) will each have their own incident management team, with the area command being located in the county courthouse.

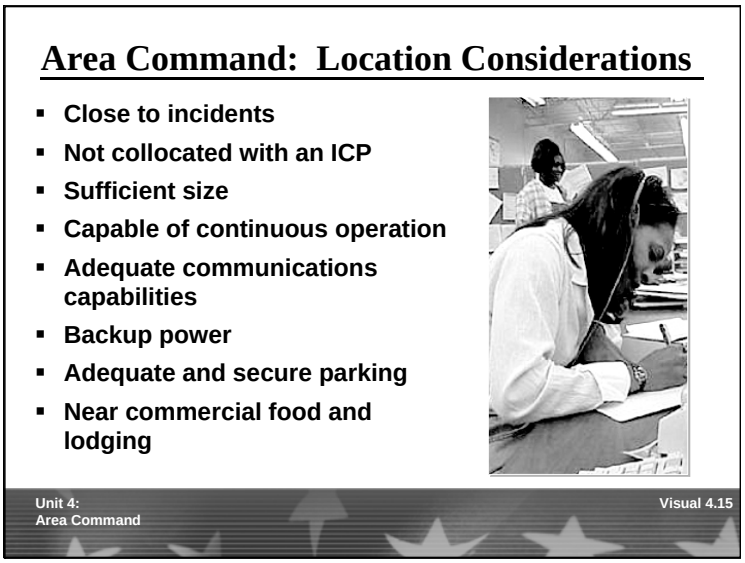
Topic | **Area Command: Responsibilities, Relationships, and Best Practices**

Example Organization Chart for An Approaching Winter Storm



Topic | **Area Command: Responsibilities, Relationships, and Best Practices**

Visual 4.15



Visual Description: Area Command: Location Considerations

Key Points

It may take some hours to establish the Area Command. If there are existing facilities and communication systems that can be used (e.g., at a jurisdictional EOC), then the time needed to set up the Area Command may be reduced. The following list provides location considerations for Area Command:

- **Close to incidents.** The Area Command should, to the extent possible, be located in close proximity to the incidents under its authority. The location should make it easy to have meetings and direct contact between the Area Commander and Incident Commanders.
- **Not collocated with an ICP.** Area Command should NOT be collocated with one of the incidents. Doing so might cause confusion with that incident's operations, and it also could be seen by other incidents as adding status to that single incident. Area Command, however, could be collocated with a multiagency coordination center such as an EOC.
- **Sufficient size.** The facility used to house the Area Command organization should be large enough to accommodate a full Area Command staff and have the capability to accommodate meetings between the Area Command Staff, Incident Commanders, agency officials, and with news media representatives.
- **Capable of continuous operation.** The facility used to house the Area Command organization should allow for continuous operations and 24 hour per day access.

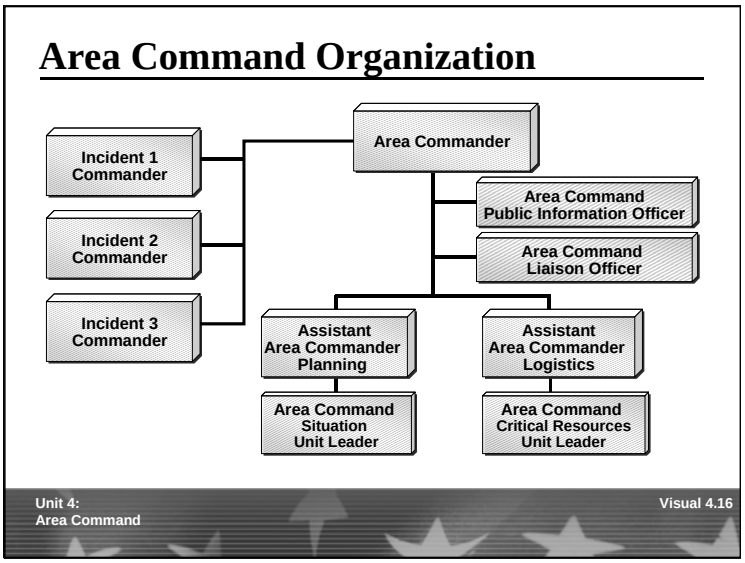
(Continued on the next page.)

Topic: Area Command: Responsibilities, Relationships, and Best Practices

- **Adequate communications capabilities.** Adequate communications facilities (telephones, FAX, computer connections) are critical. If 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. The facility should allow for suitable locations to temporarily install rooftop radio antennas.
- **Backup power.** Backup power may be required in order to maintain a continuous operation.
- **Adequate and secure parking.** Transportation and parking issues should be considered when selecting the location.
- **Near commercial sources of support for food and lodging.** A location with access to food and lodging for staff members can help reduce the logistics requirement for providing support services.

Topic: Area Command Organization

Visual 4.16

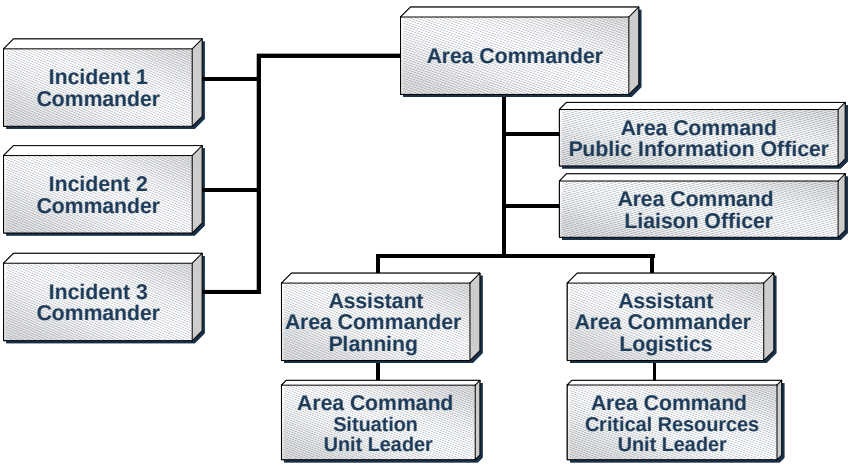


Visual Description: Area Command Organization

Key Points

It is important to remember that Area Command does **NOT** in any way replace the incident-level ICS organizations or functions.

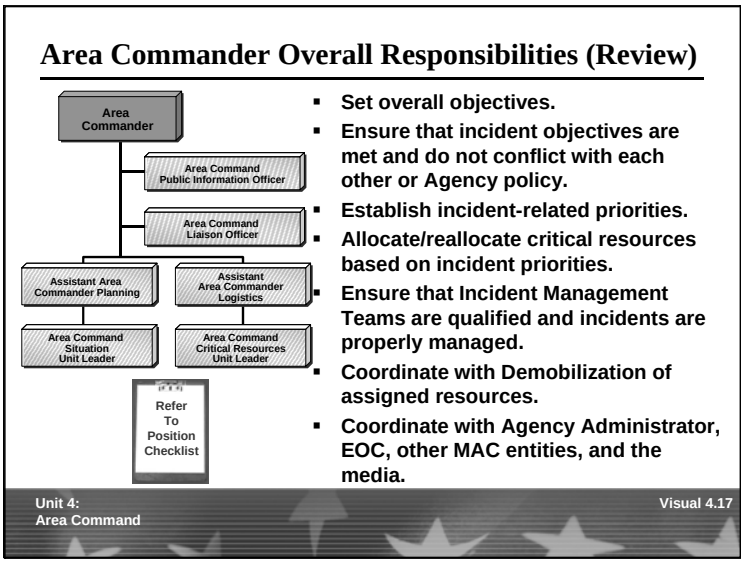
The positions illustrated below are strictly related to Area Command operations. Specific duties and responsibilities will be established by the Area Commander.



Caption: Area Commander with three Incident Commanders, Area Command Public Information Officer, Area Command Liaison Officer, Assistant Area Commander – Planning, and Assistant Area Commander – Logistics reporting to Area Commander.
Source: June 2004 edition of the Firescope Field Operations Guide

Topic: Area Commander

Visual 4.17



Visual Description: Area Commander Overall Responsibilities

Key Points

The Area Commander is responsible for the overall direction of incident management teams assigned to the same incident or to incidents in close proximity. This responsibility includes ensuring that conflicts are resolved, incident objectives are established, and strategies are selected for the use of critical resources. Area Command also has the responsibility to coordinate with local, tribal, State, Federal, and volunteer assisting and/or cooperating organizations.

The following list presents the overall responsibilities of the Area Commander:

- Set overall objectives.
- Ensure that incident objectives are met and do not conflict with each other or Agency policy.
- Establish incident-related priorities.
- Allocate/reallocate critical resources based on incident priorities.
- Ensure that Incident Management Teams are qualified and incidents are properly managed.
- Coordinate with Demobilization of assigned resources.
- Coordinate with Agency Administrator, EOC, other MAC entities, and the media.

Topic | **Area Commander**

Area Commander: Checklist of Actions

These actions will generally be conducted in the order listed:

_____ Obtain briefing from the agency officials on agency expectations, concerns, and constraints.

_____ Obtain and carry out delegation of authority from the agency officials for overall management and direction of the incidents within the designated Area Command.

_____ If operating as a Unified Area Command, develop working agreement for how Area Commanders will function together.

_____ Delegate authority to Incident Commanders based on agency expectations, concerns, and constraints.

_____ Establish an Area Command schedule and timeline.

_____ Resolve conflicts between incident “realities” and agency officials “wants.”

_____ Establish appropriate location for the Area Command facilities.

_____ Determine and assign an appropriate Area Command organization. Keep it manageable.

_____ Determine need for and assign Technical Specialists to support Area Command.

_____ Obtain incident briefing and IAPs from Incident Commanders (as appropriate).

_____ Assess incident situations prior to strategy meetings.

_____ Conduct a joint meeting with all Incident Commanders.

_____ Review objectives and strategies for each incident.

_____ Periodically review critical resource needs.

_____ Maintain close coordination with the agency officials, cooperating and assisting agencies, and other entities impacted by the Area Command.

_____ Establish priorities for critical resources.

_____ Review procedures for interaction with the Area Command.

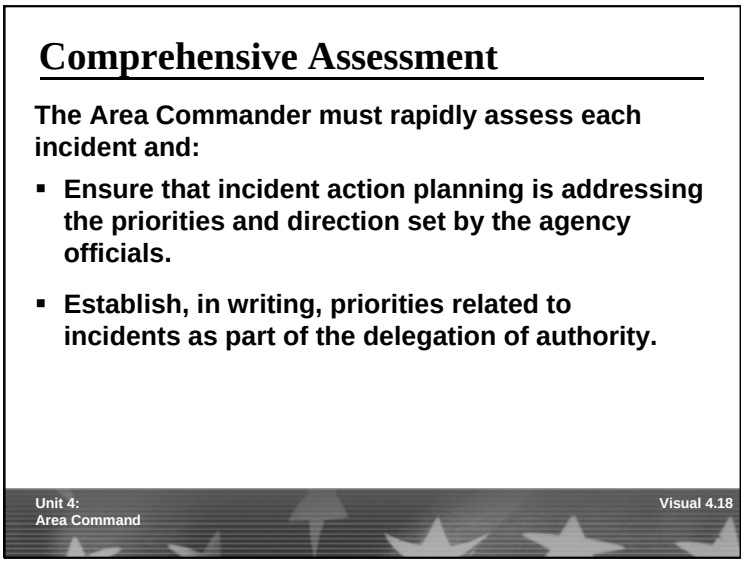
_____ Approve Incident Commanders’ requests for and release of critical resources.

_____ Coordinate and approve Demobilization Plans.

_____ Maintain log of major actions/decisions.

Topic | **Area Commander**

Visual 4.18



Visual Description: Comprehensive Assessment

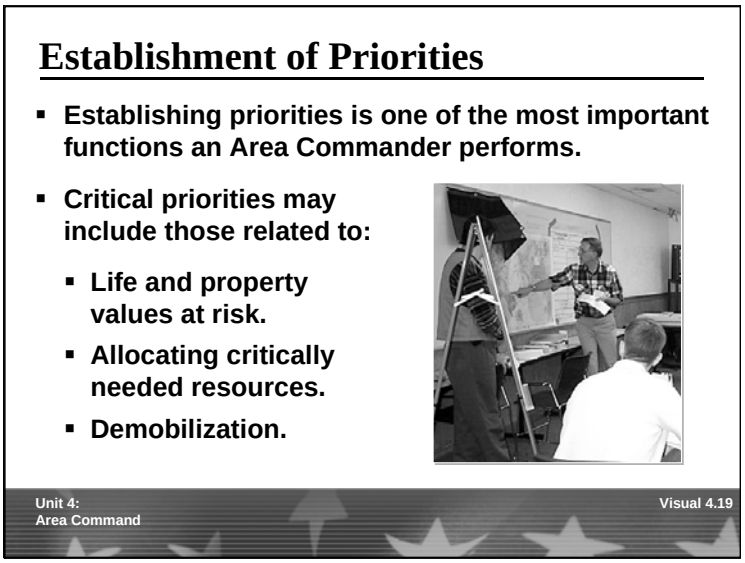
Key Points

The Area Commander:

- Must rapidly assess the situation for each incident and ensure that Incident Action Planning is addressing the priorities and direction set by the agency officials.
- Should establish, in writing, priorities related to assigned incidents, based upon the priorities and directions set by agency officials. The agency priorities and direction may be part of the written delegation of authority.

Topic | **Area Commander**

Visual 4.19



Visual Description: Establishment of Priorities

Key Points

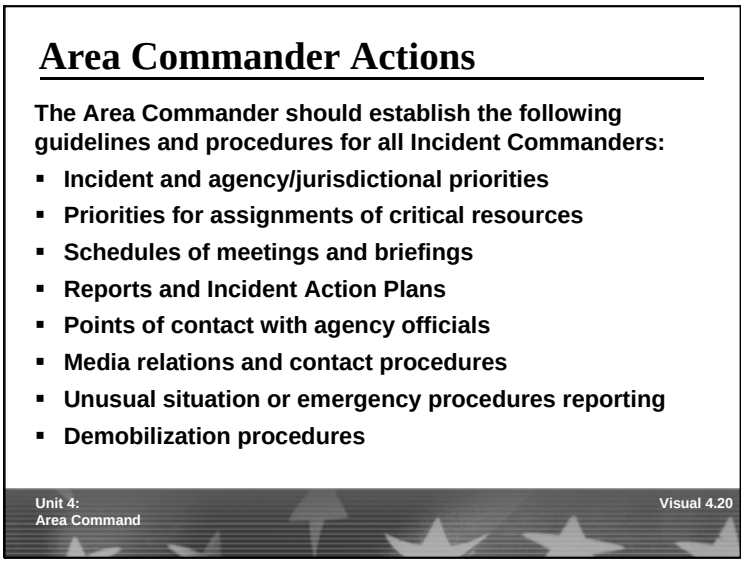
Establishing priorities is one of the most important functions an Area Commander performs. When two or more incidents are competing for critical resources and services, someone must make quick decisions based on an objective analysis of the total situation. The intent is to establish critical priorities for the common good of the total situation.

The three different types of priorities that Area Command may need to establish relate to:

- Life and property values at risk.
- Allocating critically needed resources.
- Demobilization.

Topic: Area Commander

Visual 4.20



Visual Description: Area Commander Actions

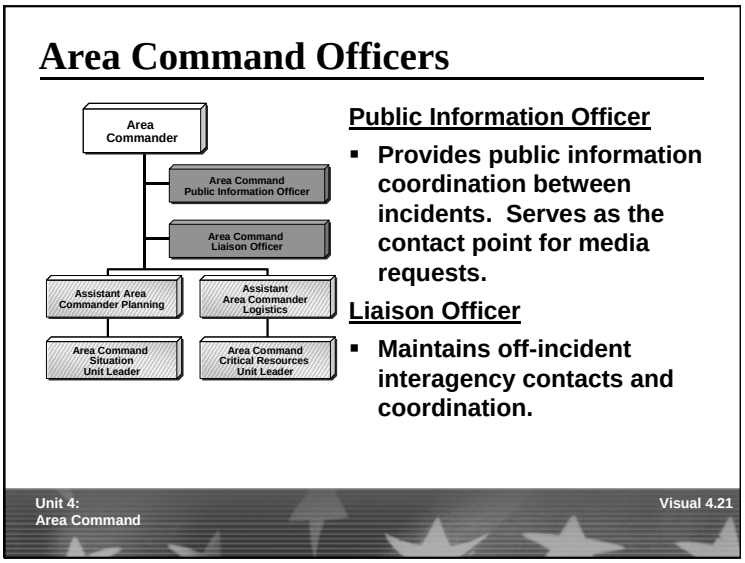
Key Points

The Area Commander should provide the following guidance and procedures. These should be reviewed with the affected Incident Commanders.

- Incident and agency/jurisdictional priorities.
- Priorities for assignments of critical resources.
- Schedules of meetings and briefings.
- Reports and Incident Action Plans.
- Points of contact with agency officials.
- Media relations and contact procedures.
- Unusual situation or emergency procedures reporting.
- Demobilization procedures.

Topic: Area Command Officers

Visual 4.21



Visual Description: Area Command Officers: Public Information and Liaison Officers

Key Points

The Area Command Public Information Officer:

- Provides public information coordination between incident locations using the Joint Information System. This will be accomplished at the JIC (if established).
- Serves as the contact point for media requests.

The Joint Information System (JIS):

- Provides a structure and system for:
  - Developing and delivering coordinated interagency messages.
  - Developing, recommending, and executing public information plans and strategies on behalf of the Incident Commander(s).
  - Advising the Incident Commander(s) concerning public affairs issues that could affect a response effort.
  - Controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

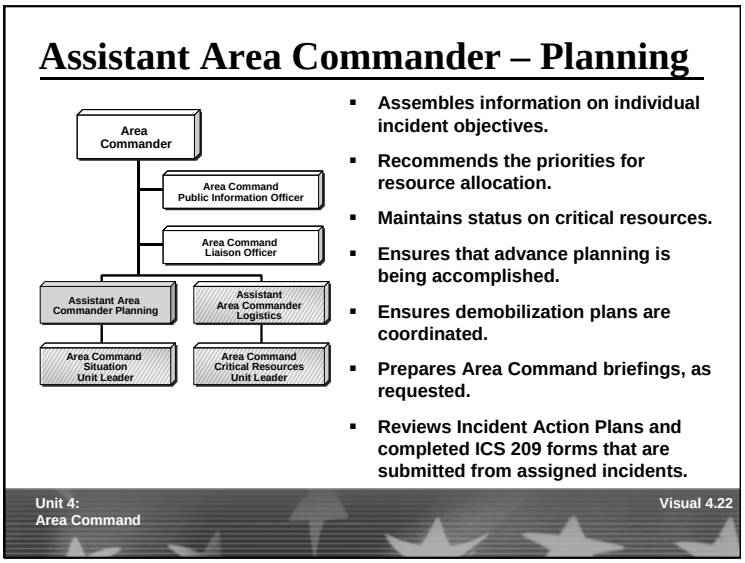
Source: National Incident Management System

The Area Command Liaison Officer maintains off-incident interagency contacts and coordination.

Remember that Area Command Officers do not replace the Public Information and Liaison Officers who are assigned to the individual incidents.

Topic: Assistant Area Commander – Planning

Visual 4.22



Visual Description: Assistant Area Commander – Planning

Key Points

The Assistant Area Commander – Planning is responsible for:

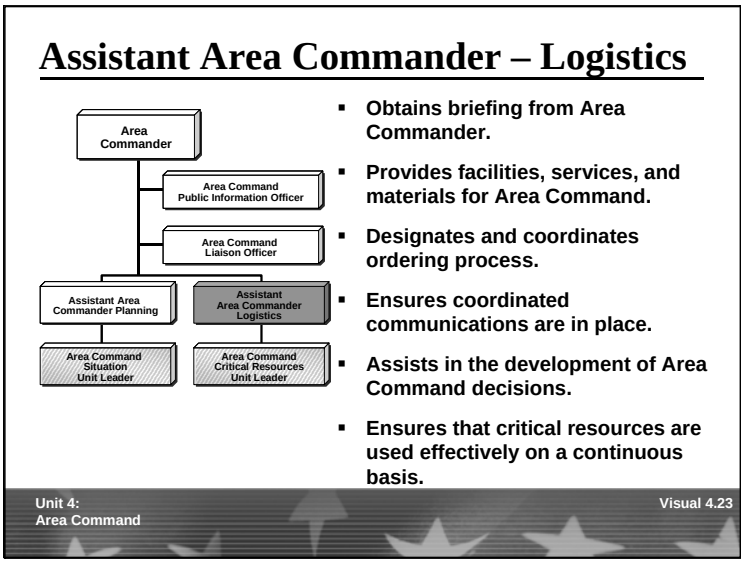
- Assembling information on individual incident objectives.
- Recommending the priorities for resource allocation.
- Maintaining status on critical resources.
- Ensuring that advance planning is being accomplished.
- Ensuring demobilization plans are coordinated.
- Preparing Area Command briefings, as requested.
- Review Incident Action Plans and completed ICS 209 forms that are submitted from assigned incidents.

The following position may be assigned to assist the Assistant Area Commander – Planning:

- **Area Command Situation Unit Leader:** The Situation Unit Leader monitors the status of objectives for each incident or incident management team assigned to the Area Command.

Topic: Assistant Area Commander – Logistics

Visual 4.23



Visual Description: Assistant Area Commander **–** Logistics

Key Points

The Assistant Area Commander – Logistics is responsible for:

- Obtaining briefings from Area Commander.
- Providing facilities, services, and materials for Area Command.
- Designates and coordinates ordering process.
- Ensuring coordinated communications are in place.
- Assisting in the development of Area Command decisions.
- Ensuring that critical resources are used effectively on a continuous basis.

The following position may be assigned to assist the Assistant Area Commander – Logistics:

- **Area Command Critical Resource Unit Leader:** The Critical Resource Unit Leader tracks and maintains the status and availability of critical resources assigned to each incident under the Area Command.

Topic: Area Command Technical Specialists

Visual 4.24

Visual Description: Area Command Technical Specialists

Key Points

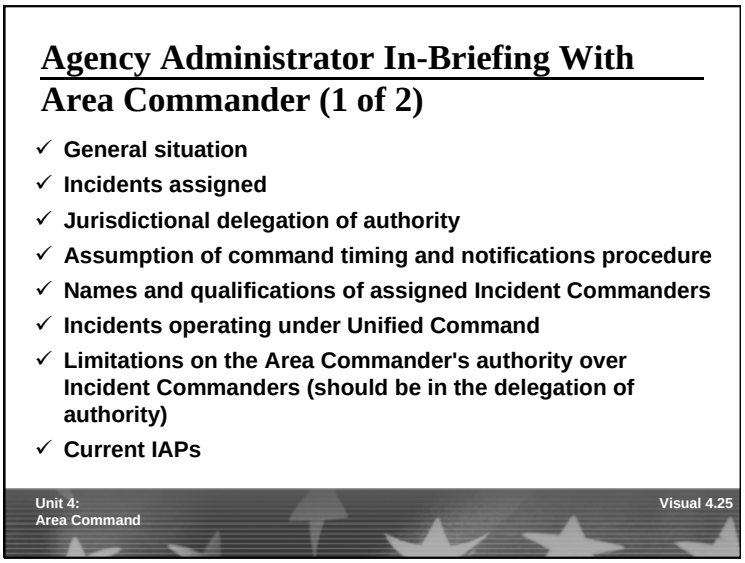
Technical specialists can be added to the Area Command organization. The addition of technical specialists will depend on the kinds of incidents involved.

Technical specialists at the Area Command provide specific information and expertise relating to their specialty. For example, depending on the type of incidents involved, it may be useful to have the following specialists assigned to the Area Command team:

- Aviation Specialist
- Hazardous Materials Specialist
- Environmental Specialist
- Communications Specialist

Topic: Area Command Meeting

Visual 4.25



Visual Description: Agency Administrator In-Briefing With Area Commander (1 of 2)

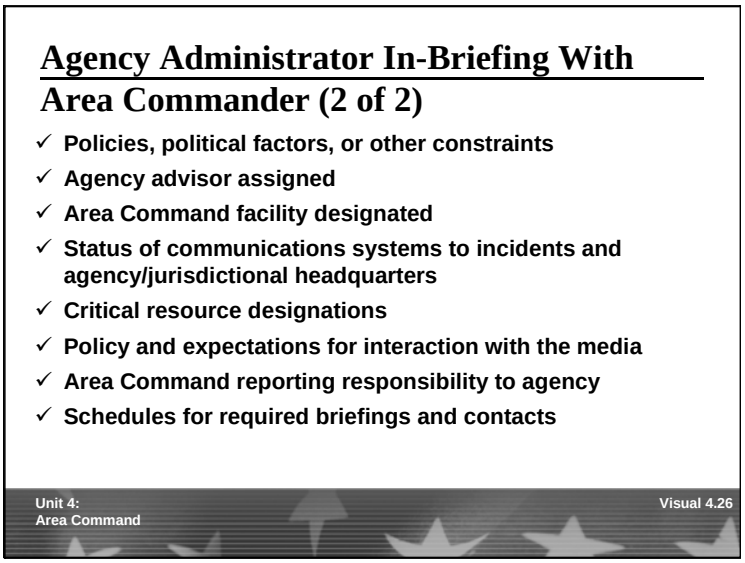
Key Points

Upon assignment, the Area Commander should arrange a meeting with the agency/jurisdiction officials. At this time, the Area Commander should determine the following:

- The general situation.
- Which incidents are assigned.
- The jurisdictional delegation of authority.
- The assumption of command timing and notifications procedure.
- The names and qualifications of assigned Incident Commanders.
- The incidents operating under Unified Command.
- The limitations on the Area Commander's authority over Incident Commanders (should be in the delegation of authority).
- The current IAPs.

Topic: Area Command Meeting

Visual 4.26



Visual Description: Agency Administrator In-Briefing With Area Commander (2 of 2)

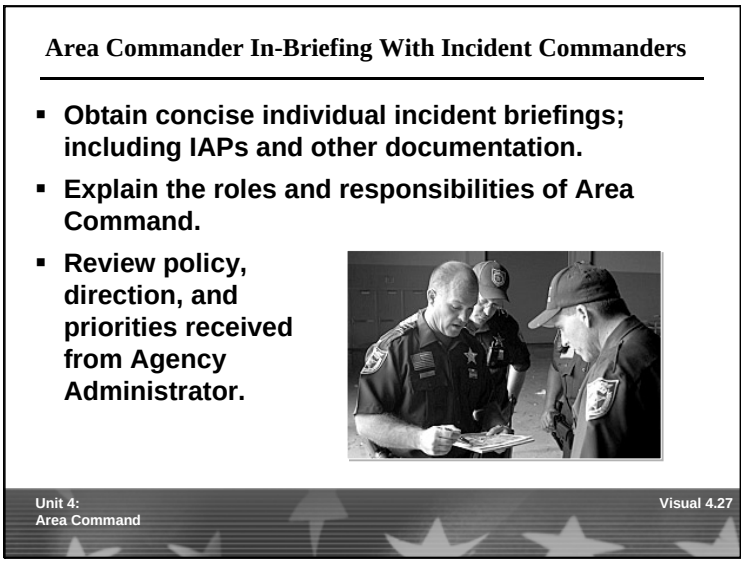
Key Points

The Area Command meeting should also include the following items:

- Policies, political factors, or other constraints.
- Agency advisor assigned.
- Area Command facility designated.
- Status of communications systems to incidents and agency/jurisdictional headquarters.
- Critical resource designations.
- Policy and expectations for interaction with the media.
- Area Command's reporting responsibility to agency.
- Schedules for required briefings and contacts.

Topic: Initial Meeting With Incident Commanders

Visual 4.27



Visual Description: In-Briefing With Incident Commander (1 of 2)

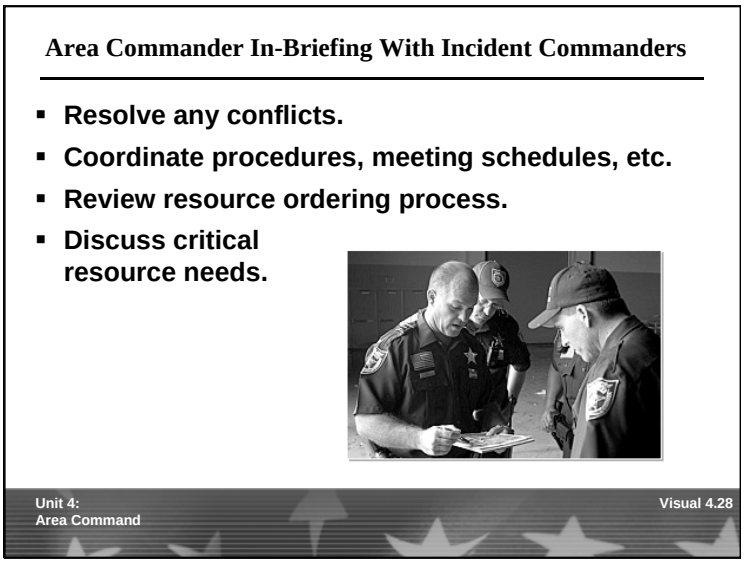
Instructor Notes

The Area Commander should have an initial joint meeting with Incident Commanders. During the meeting the Area Commander should:

- Obtain concise individual incident briefings; including IAPs and other documentation.
- Explain the roles and responsibilities of Area Command.
- Review policy, direction, and priorities received from Agency Administrator.

Topic: Initial Meeting With Incident Commanders

Visual 4.28



Visual Description: In-Briefing With Incident Commander (2 of 2)

Instructor Notes

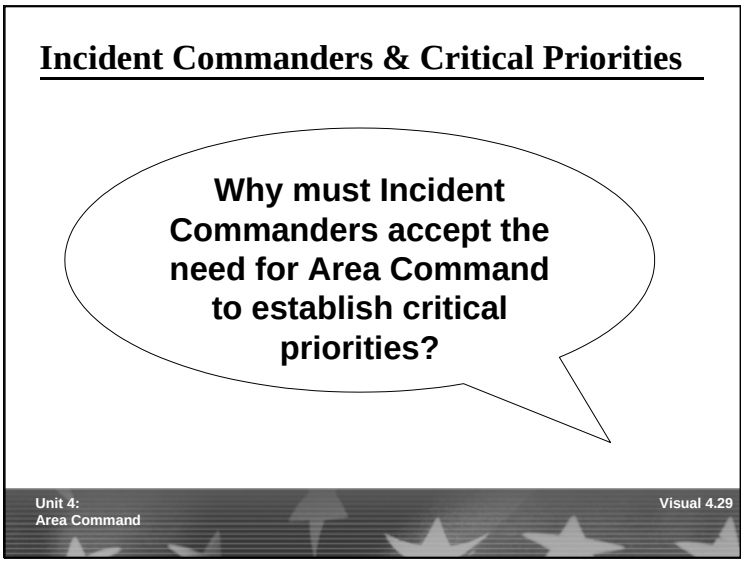
During the meeting the Area Commander should:

- Resolve any conflicts.
- Coordinate procedures, meeting schedules, etc.
- Review resource ordering process.
- Discuss critical resource needs.

Note that the Area Commander must ensure that all appropriate decisions and procedures are made clear to agency dispatchers and any other organizations involved in the Area Command. Concerns or unresolved issues (e.g., environmental issues, cost concerns, etc.) brought up at the meeting should immediately be discussed with agency officials.

Topic: Initial Meeting With Incident Commanders

Visual 4.29



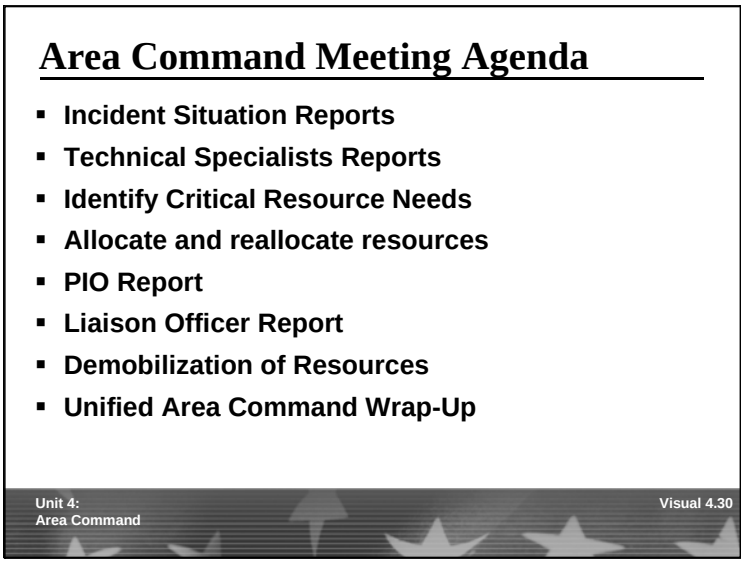
Visual Description: Why must Incident Commanders accept the need for Area Command to establish critical priorities?

Key Points

Why must Incident Commanders accept the need for Area Command to establish critical priorities?

Topic: Initial Meeting With Incident Commanders

Visual 4.30



Visual Description: Area Command Meeting Agenda

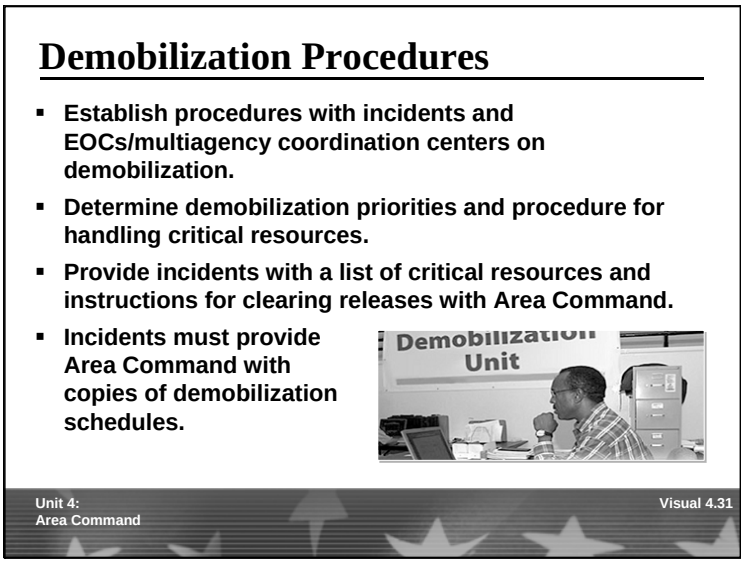
Key Points

The following points are part of the Area Command Meeting Agenda:

- Incident Situation Reports
- Technical Specialists Reports
- Identify Critical Resource Needs
- Allocate and reallocate resources
- PIO Report
- Liaison Officer Report
- Demobilization of Resources
- Unified Area Command Wrap-Up

Topic: Demobilization Procedures

Visual 4.31



Visual Description: Demobilization Procedures

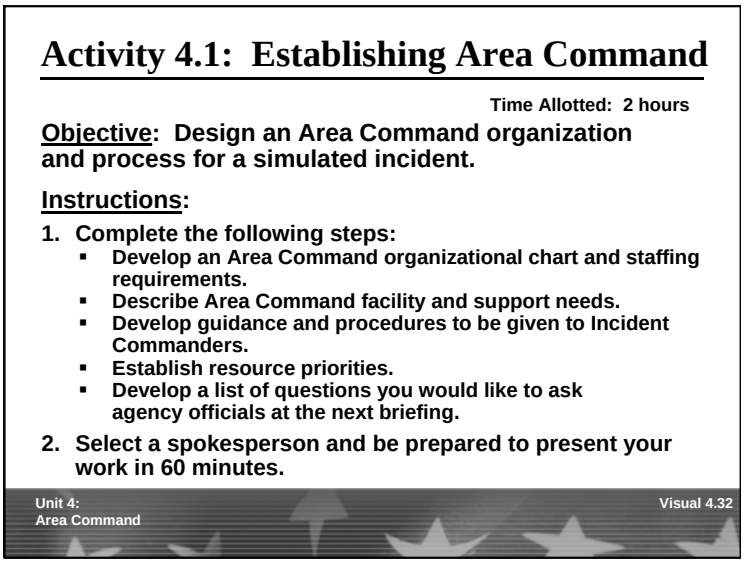
Key Points

The following key points outline the demobilization procedures:

- The Area Command involvement in the demobilization process is important. Area Command does not demobilize resources directly. Rather, the role of Area Command is to coordinate the demobilization of critical resources with the Incident Commanders. Demobilization planning should begin at the incident level based on priorities and procedures established with Area Command.
- A primary purpose of Area Command is to ensure that critical personnel and equipment resources being released from demobilizing incidents can be made available to other active or growing incidents.
- Another purpose is to ensure that transportation resources and other services are not being duplicated. Resources from an agency or jurisdiction that may have been divided to support other incidents should be consolidated during demobilization, when feasible.
- Written instructions should identify critical resources and provide instructions for clearing those resources with Area Command before demobilization.
- Incident Commanders should provide copies of their demobilization schedules to the Area Command prior to actual demobilization, and then wait for approval.

Topic | **Activity 4.1: Establishing Area Command**

Visual 4.32



Visual Description: Activity 4.1: Establishing Area Command

Key Points

Activity 4.1: Establishing Area Command

Objective: Design an Area Command organization and process for a simulated incident.

Instructions:

1. Working as a group, review the scenario and map in your Student Manual.
2. Complete the following steps:
   - Develop an Area Command organizational chart and staffing requirements.
   - Describe Area Command facility and support needs.
   - Develop guidance and procedures to be given to Incident Commanders.
   - Establish resource priorities.
   - Develop a list of questions you would like to ask agency officials at the next briefing.
3. Select a spokesperson and be prepared to present your work in 60 minutes.

Topic | Activity 4.1: Establishing Area Command

Scenario

The Murkey River flows south through the Granite Mountain foothills and then through Prosperous Valley. Severe weather followed by flooding caused by the emergency release of water at a weakened upstream dam has caused several major incidents along the east bank of the river in Jackson County. More rain and wind is expected during the next several days.

- The county jail and juvenile detention facility has suffered extensive damage. All electrical power and water is out. Population is 450 adult males, 175 females, and 250 male juveniles. Relocation may be required. Only cold meals and limited water are available. A county sheriff's captain is the Incident Commander.
- A ten-block area of Baytown has had extensive flooding. Search and rescue and evacuations are underway. There is no electrical power and the water and sewer systems have been damaged. An incident complex has been established to cover several incidents in this area. The Baytown Police Department has designated an Incident Commander from the department.
- A southbound train was derailed over the Murkey River due to a bridge being undermined. Several cars are overturned. A tank car with an unknown chemical is on its side in the river and leaking. This incident is operating under a Unified Command consisting now of the county fire and sheriff.
- In Fryville, a gas leak ignited, causing a fire in a major grocery chain warehouse. Several people have been injured and there is a danger of fire spread to adjacent buildings. Water pressure is low. The Fryville Volunteer Fire Department Chief is the Incident Commander.

There is currently a major problem with allocating limited resources among these incidents. Many volunteers have come forward, and the Incident Commanders and the County EOC are looking for ways to organize and use them effectively. Several news media representatives are on the scene at the various incidents.

Outstanding Resource Orders

Baytown Complex:
20 law enforcement
5 BLS Ambulances
2 Trucks (fire Type I)
2 Swiftwater/Flood Search and Rescue Teams (Type II & Type III)
Type II Finance/Administration SC
- Cost UL
- Time UL

Jail/Juvenile Center:
20 law enforcement
Generator capable of providing backup for facility
1,500 gallons potable water per day
Type II Planning SC
- Resources UL
- Situation UL
- Information/Intelligence UL
- Documentation UL

Type II Logistics SC
- Supply UL

Train Derailment:
1 Type II Hazmat Team
4 Type I Engines
10 law enforcement
Type II Planning SC
- Resources UL
- Situation UL

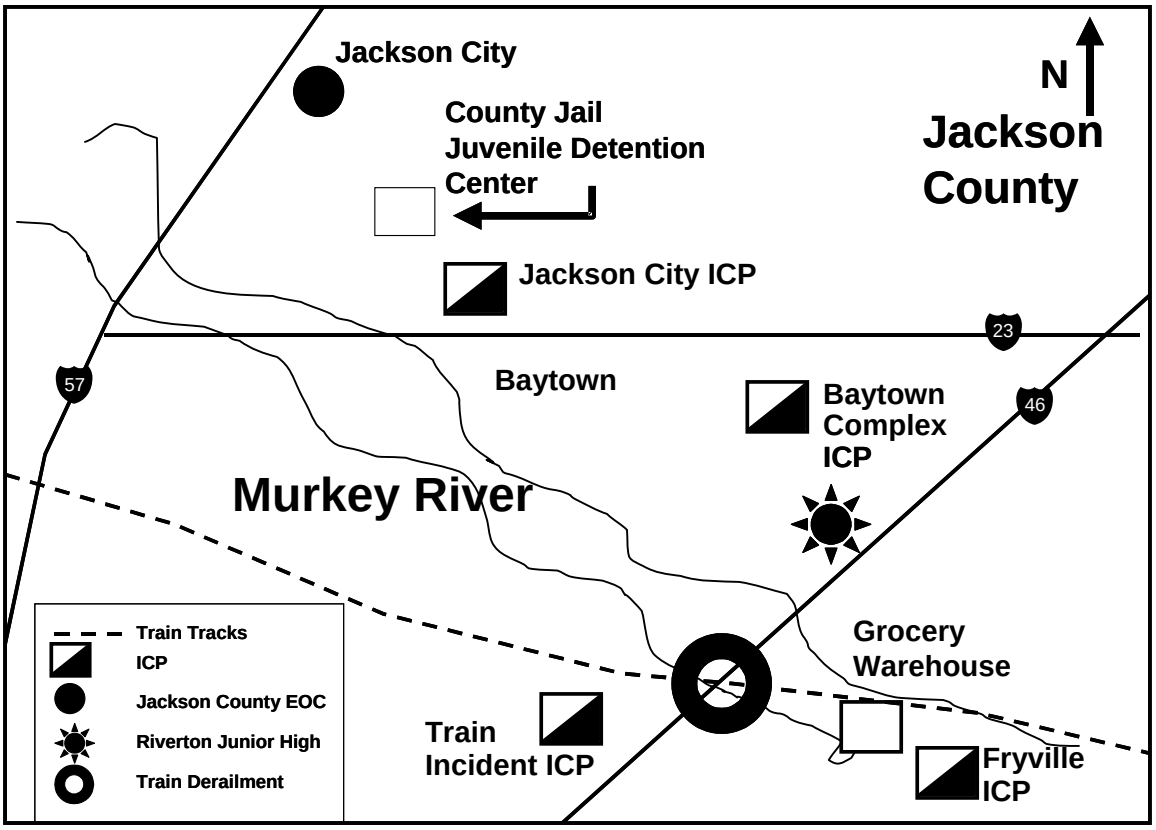
Type II Finance/Administration SC
Type II Logistics SC
- Supply UL
- Communications UL

Fryville Fire:
10 law enforcement
4 Type I Engines
4 Type I Water Tenders
Type II Planning SC
- Resource UL
- Situation UL

Type II Logistics SC
- Supply UL
- Communications UL

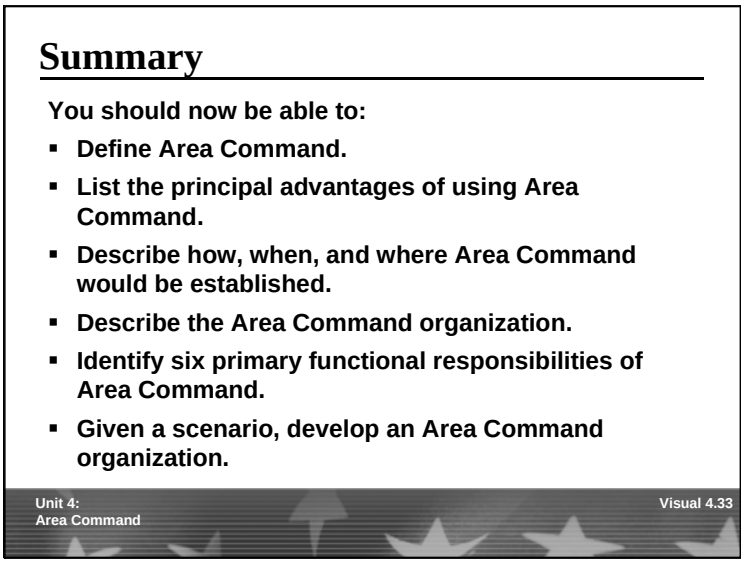
Topic | **Activity 4.1: Establishing Area Command**

Scenario Map



Topic: Summary

Visual 4.33



Visual Description: Summary

Key Points

You should now be able to:

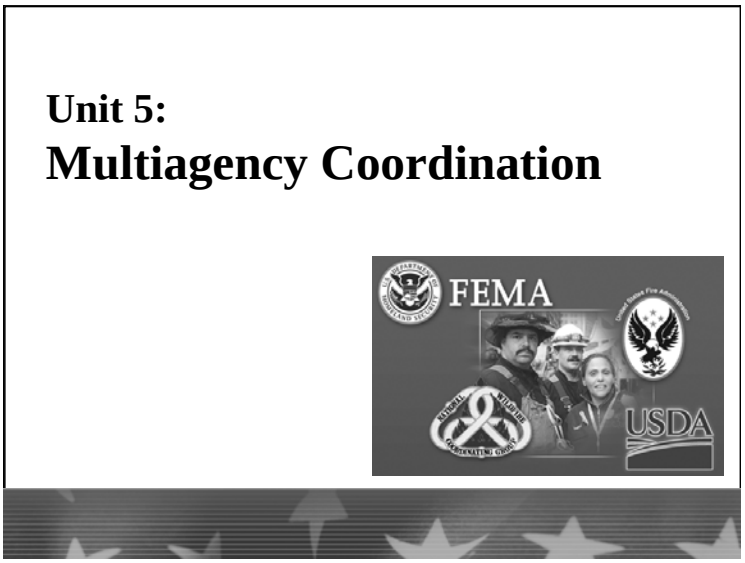
- Define Area Command.
- List the principal advantages of using Area Command.
- Describe how, when, and where Area Command would be established.
- Describe the Area Command organization.
- Identify six primary functional responsibilities of Area Command.
- Given a scenario, develop an Area Command organization.

Notes:

Unit 5: Multiagency Coordination

Topic: Unit Introduction

Visual 5.1



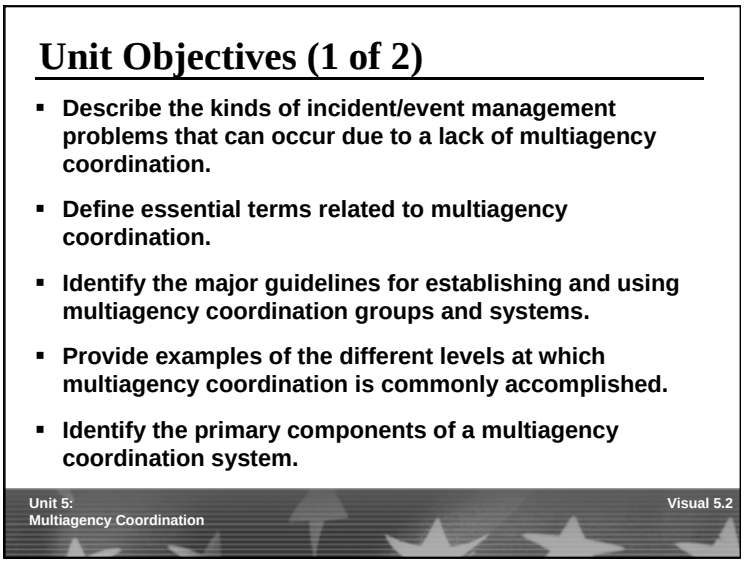
Visual Description: Unit Introduction

Key Points

Explain that this unit discusses the importance of multiagency coordination, and provides alternative organizational structures to facilitate multiple agencies working together.

Topic: Unit Objectives

Visual 5.2



Visual Description: Unit Objectives (1 of 2)

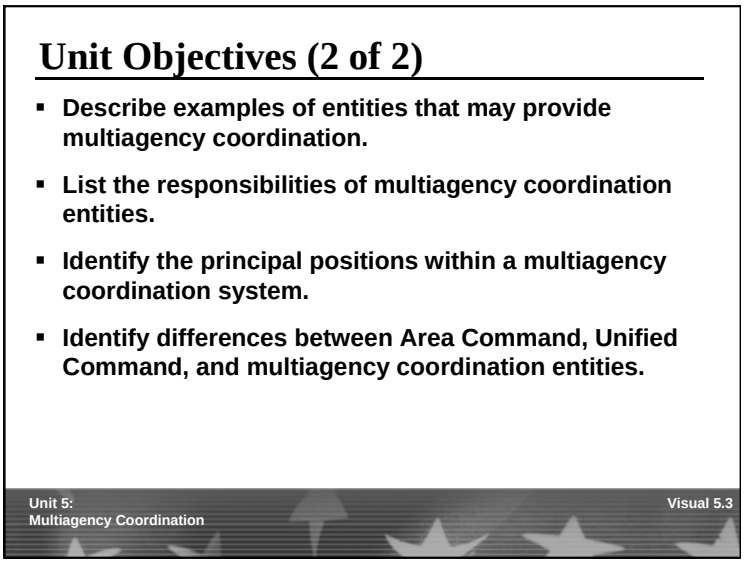
Key Points

By the end of this unit, you should be able to:

- Describe the kinds of incident/event management problems that can occur due to a lack of multiagency coordination.
- Define essential terms related to multiagency coordination.
- Identify the major guidelines for establishing and using multiagency coordination groups and systems.
- Provide examples of the different levels at which multiagency coordination is commonly accomplished.
- Identify the primary components of a multiagency coordination system.

Topic: Unit Objectives

Visual 5.3



Visual Description: Unit Objectives (2 of 2)

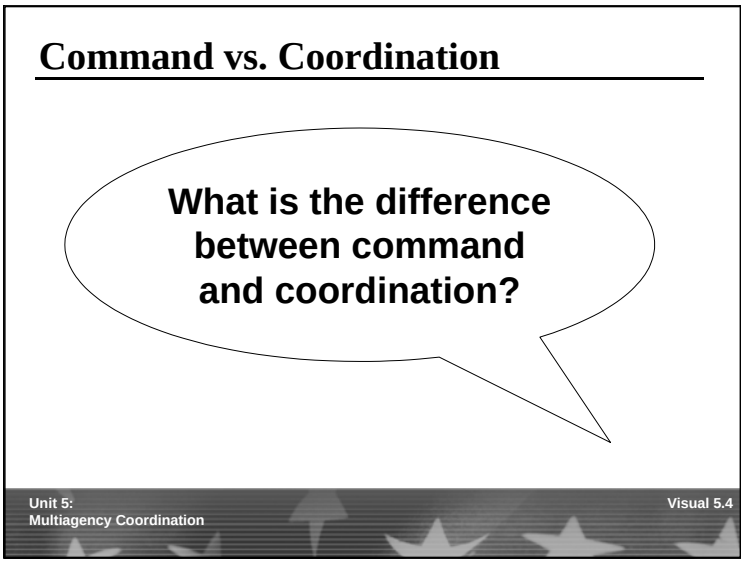
Key Points

By the end of this unit, you should be able to:

- Describe examples of entities that may provide multiagency coordination.
- List the responsibilities of multiagency coordination entities.
- Identify the principal positions within a multiagency coordination system.
- Identify differences between Area Command, Unified Command, and multiagency coordination entities.

Topic | **Multiagency Coordination: Overview**

Visual 5.4



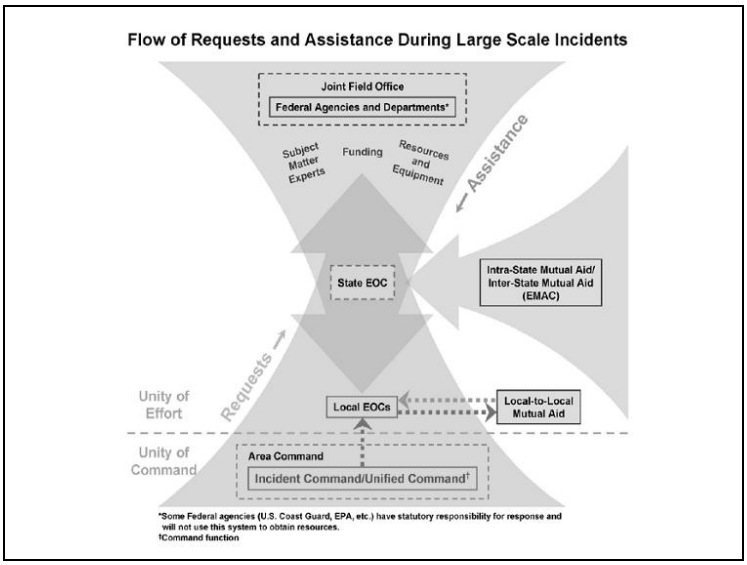
Visual Description: Command vs. Coordination

Key Points

What is the difference between Command and Coordination?

Topic: Multiagency Coordination: Overview

Visual 5.5



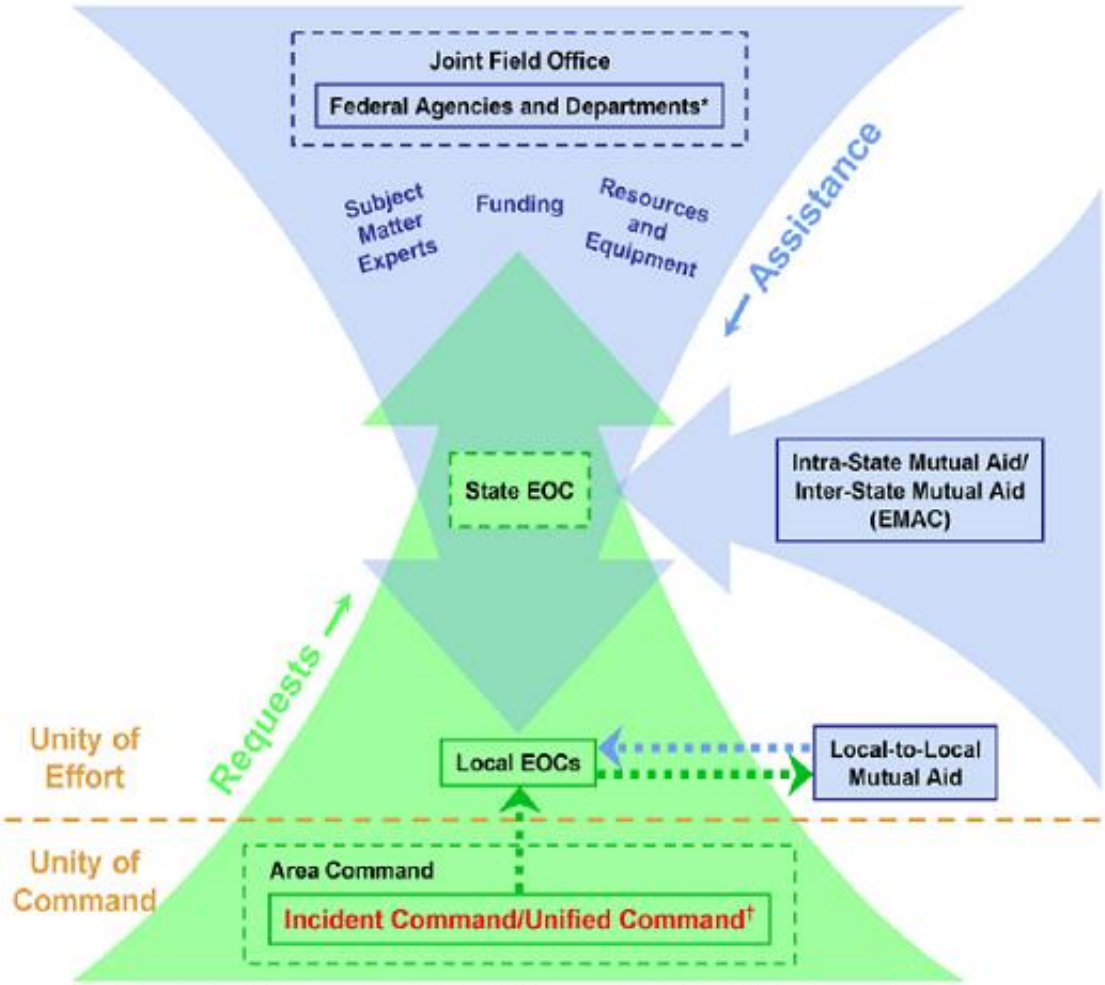
Visual Description: Flow Of Requests For And Assistance During Large-Scale Incidents Or Events

Key Points

Refer to the visual and the next page describing the flow of requests for and delivery of Federal assistance during large-scale incidents or events.

It is important to note that the majority of resources and equipment will be provided through local, intra-state and/or inter-state mutual aid. Typically, inter-state mutual aid is requested through the Emergency Management Assistance Compact (EMAC) that is discussed later in this unit.

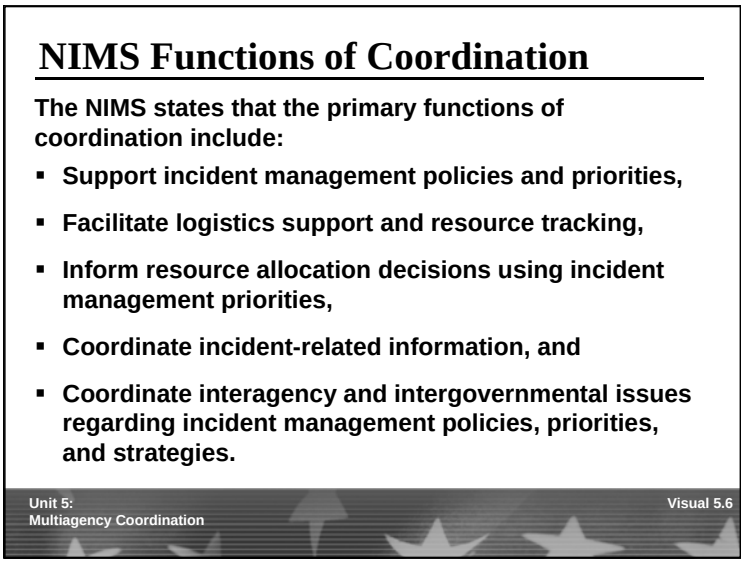
Flow of Requests and Assistance During Large Scale Incidents



*Some Federal agencies (U.S. Coast Guard, EPA, etc.) have statutory responsibility for response and will not use this system to obtain resources.
†Command function

Topic: Multiagency Coordination: Overview

Visual 5.6



Visual Description: NIMS Functions of Coordination

Key Points

The NIMS states that the primary functions of **Coordination** include, "to support incident management policies and priorities, facilitate logistics support and resource tracking, inform resource allocation decisions using incident management priorities, coordinate incident-related information, and coordinate interagency and intergovernmental issues regarding incident management policies, priorities, and strategies."

Topic | **Multiagency Coordination: Overview**

Visual 5.7

Visual Description: Terminology Review: How does Area Command differ from a multiagency coordination system? Where is Unified Command applied?

Key Points

How does Area Command differ from a multiagency coordination system?

Where is Unified Command applied?

Why is it important to keep the command role solely with the Incident Command/Area Command?

Topic: Multiagency Coordination: Overview

Visual 5.8

Visual Description: Multiagency Coordination: Simple to Complex

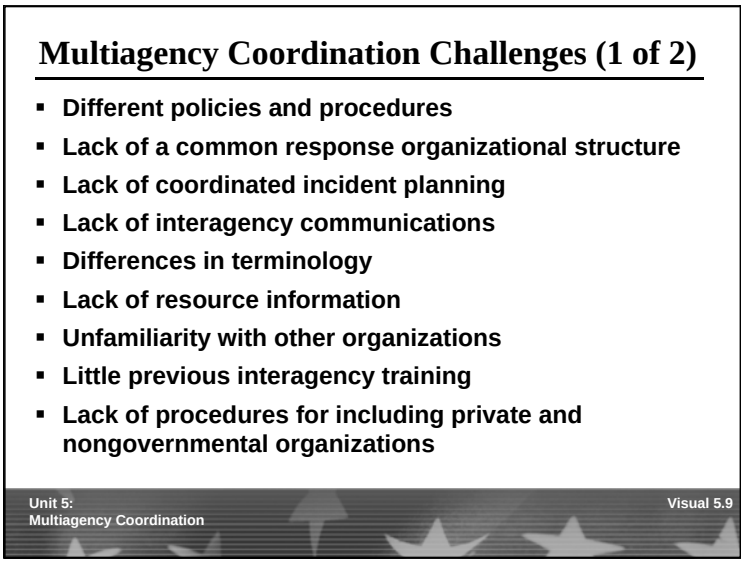
Key Points

A coordination system may:

- Be as simple as a teleconference, or
- Require an assembled group and associated support systems.

Topic: Multiagency Coordination: Overview

Visual 5.9



Visual Description: Multiagency Coordination Challenges (1 of 2)

Key Points

ICS and the associated Area Command and multiagency coordination structures were developed during the 1970s to overcome some very serious interjurisdictional coordination problems. These problems were evident even among agencies sharing the same mission, such as fire agencies on large urban interface fires, or law enforcement agencies during large civil disturbances.

Past and continuing challenges affecting the ability of organizations to work together effectively on major incidents include the following:

- Different policies and procedures
- Lack of a common response organizational structure
- Lack of coordinated incident planning
- Lack of interagency communications
- Differences in terminology
- Lack of resource information
- Unfamiliarity with other organizations
- Little previous interagency training
- Lack of procedures for including private and nongovernmental organizations

Topic: Multiagency Coordination: Overview

Visual 5.10

Visual Description: Multiagency Coordination Challenges (2 of 2)

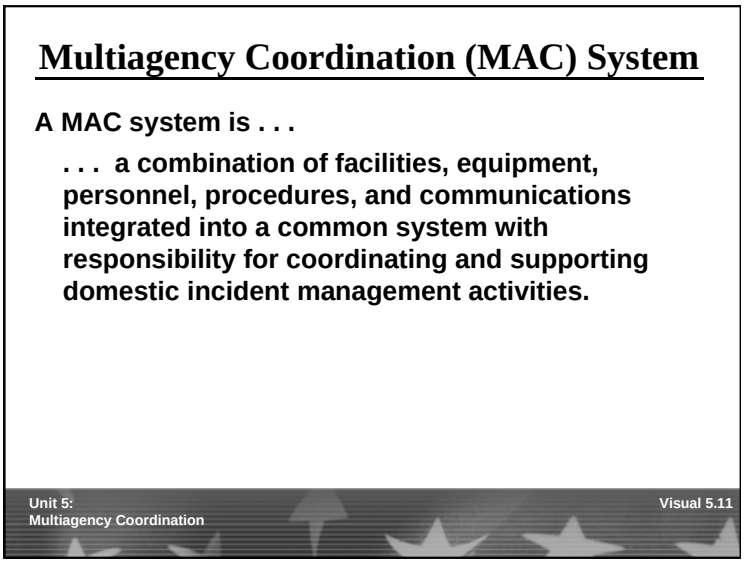
Key Points

Multiagency Coordination Challenges (Continued)

- Increasing incident complexity
- Complex and confusing legal authorities
- Increasing litigation
- Increasing response costs
- High property losses
- Life, health, and safety issues
- Deteriorating public view of government
- Intense media and public scrutiny
- Political, legislative, and budgetary ramifications

Topic | **Multiagency Coordination: Overview**

Visual 5.11



Visual Description: Multiagency Coordination (MAC) System

Key Points

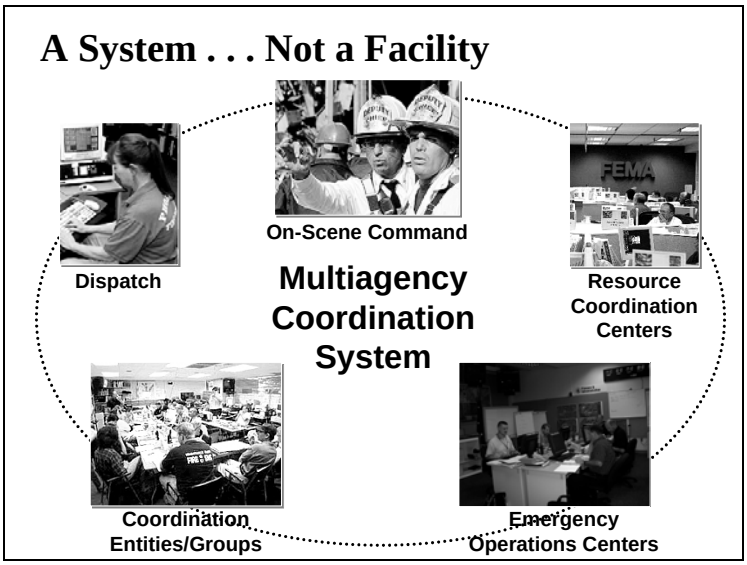
In recognition that interagency coordination has presented, and will continue to present, challenges to the management of major and complex incidents, NIMS places major emphasis on the development of a coordinated, integrated system to address interagency issues.

The National Incident Management System (NIMS) describes multiagency coordination (MAC) systems as:

> "a combination of facilities, equipment, personnel, procedures, and communications integrated into a common system with responsibility for coordinating and supporting domestic incident management activities."

Topic: Multiagency Coordination: Overview

Visual 5.12



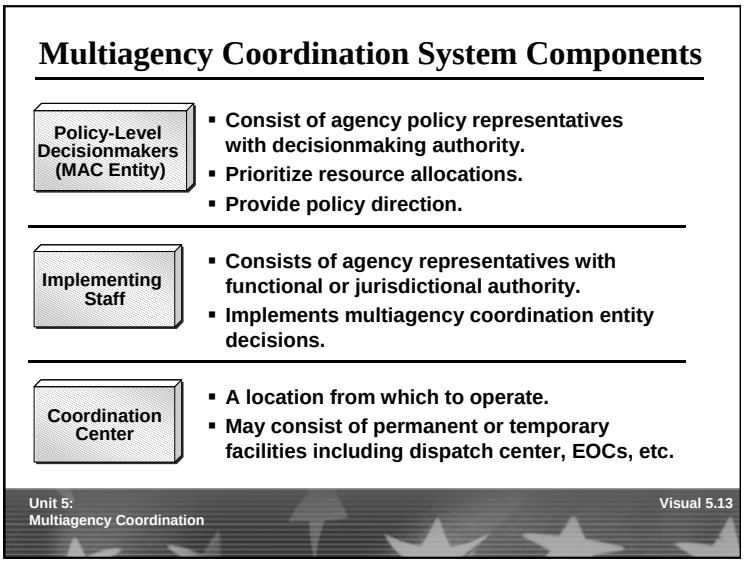
Visual Description: A System . . . Not a Facility (Shows a circle with the words "Multiagency Coordination System" in the center and on-scene command, resource coordination centers, emergency operations centers, coordination entities/groups, and dispatch centers on the outer perimeter.)

Key Points

A multiagency coordination system is not a physical location or facility alone. Rather, a multiagency coordination system includes all components involved in managing and supporting events or incidents.

Topic: Multiagency Coordination System Components

Visual 5.13



Visual Description: Multiagency Coordination System Components

Key Points

Regardless of the level of government at which the multiagency coordination is being accomplished, the components generally include:

Policy-Level Decisionmakers:

- **Multiagency Coordination Entity:** Consists of agency policy representatives with **decisionmaking authority** who facilitate **strategic coordination** by:
  - Prioritizing resource allocations
  - Providing policy direction.
  - Resolving interagency policy issues.
  - Examples include:
    - Crisis Action Teams
    - Policy Committees
    - MAC Groups
    - Joint Field Office Coordination Group
    - Interagency Incident Management Group

(Continued on the next page.)

Topic Multiagency Coordination System Components

Implementing Staff:

- Consists of agency representatives who provide **support and coordination** by:
  - Facilitating logistics support and resource tracking.
  - Gathering and providing information.
  - Implementing multiagency coordination entity decisions.

Coordination Center:

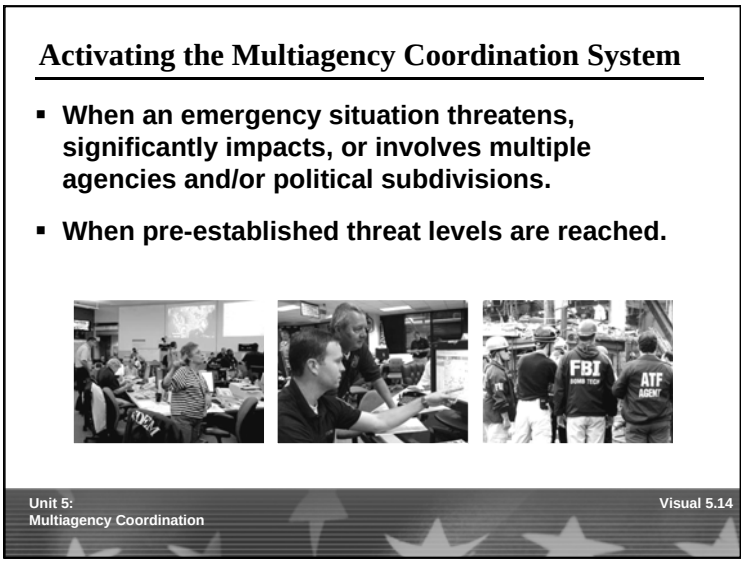
- A location from which to operate. May consist of either permanent or temporary facilities including:
  - Dispatch Centers
  - Emergency Operations Centers (EOCs)
  - Joint Operations Centers (JOCs)
  - Joint Field Offices (JFOs)
  - Joint Information Centers (JICs)
  - Regional Response Coordination Center (RRCC)
  - National Response Coordination Center (NRCC)
  - Homeland Security Operations Center (HSOC)

Note: The decisionmakers within a multiagency coordination (MAC) group or at an Emergency Operations Center function as a coordination entity.

Source: National Response Plan

Topic | Activation

Visual 5.14



Visual Description: Activating the Multiagency Coordination System

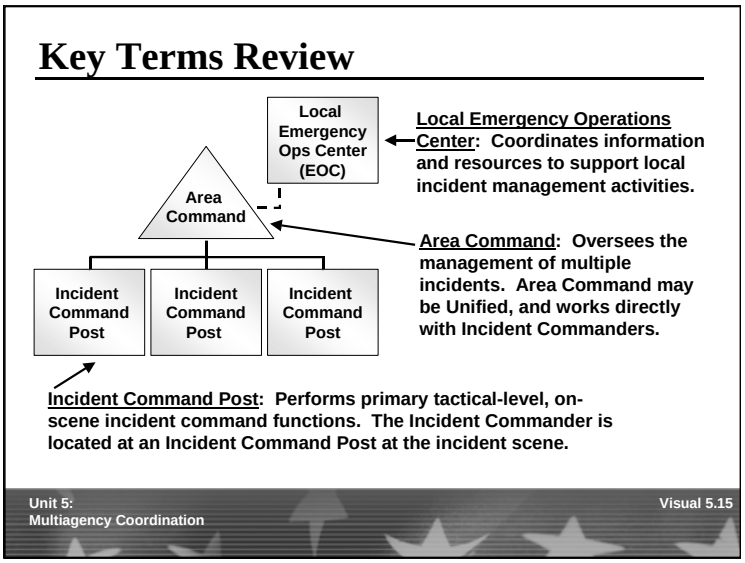
Key Points

The components of the MAC system may be activated:

- When an emergency situation threatens, significantly impacts, or involves multiple agencies and/or political subdivisions.
- When pre-established threat levels are reached.

Topic: Multiagency Coordination System – Local Level

Visual 5.15



Visual Description: Graphic of MAC System Components from the National Response Plan

Key Points

The foundation for multiagency coordination is laid at the local level. On a day-to-day basis, dispatch centers perform interagency coordination through the dispatch of mutual aid agency response resources.

As this system becomes overloaded, the competition for resources and the coordination demands between and among incidents grow, so local jurisdictions open their Emergency Operations Center and convene their multiagency coordinating entities and EOC staffs. Once activated, the EOC takes over part or all of the multiagency coordination required to support its incidents.

Local EOCs coordinate with the Incidents, Area Commands, and Incident Complexes within their scope of authority. They also coordinate with other local EOCs. Finally, local EOCs coordinate up to the next level of government—the State EOC. State EOCs then coordinate with the Federal Government through a Regional or National Response Center.

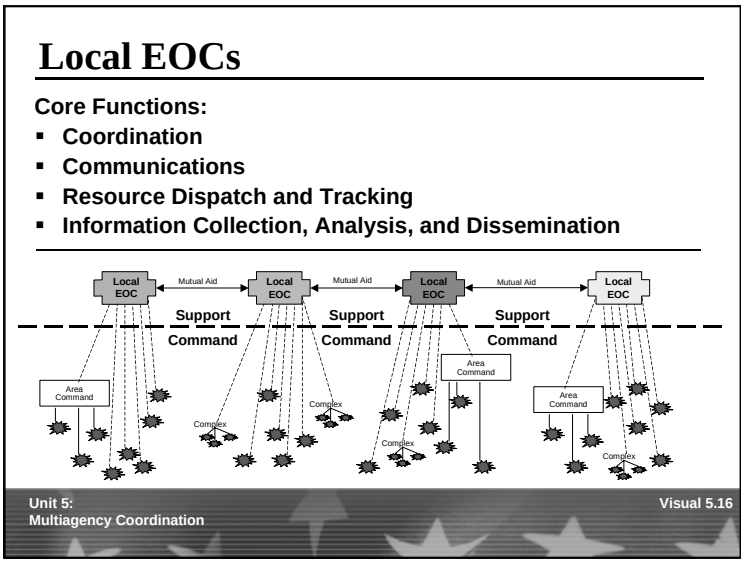
To work effectively, the MAC system at the local level requires the following legal foundation:

- Mutual-aid agreements
- Local Emergency Operations Plans
- Local and State statutes
- Intergovernmental agreements

Activation and implementation of the provisions of these agreements and plans may require the declaration of a state of emergency by the local jurisdiction. This does two things: activates procedures to access resources from the next level of government and legally enables special powers as defined in the jurisdiction's code and EOP.

Topic: Multiagency Coordination System – Local Level

Visual 5.16



Visual Description: Graphic of Local EOCs and Incidents

Key Points

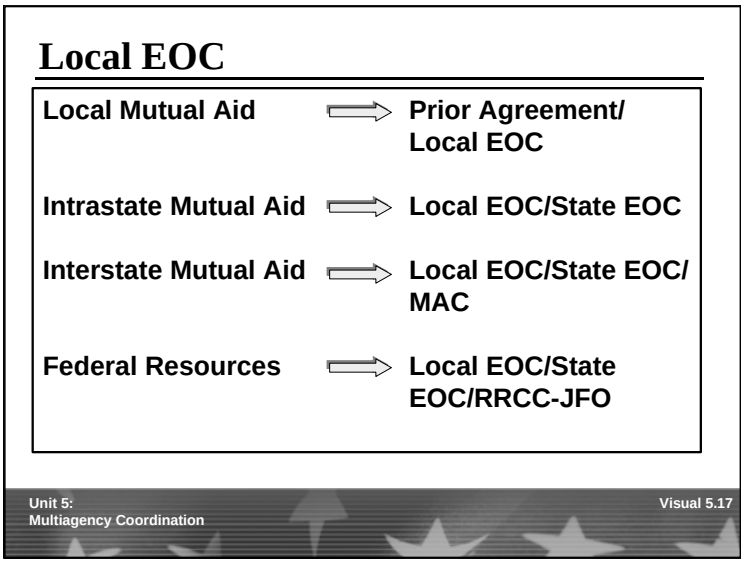
Staffing patterns for EOCs vary, but regardless of organizational structure, all EOCs share the following core functions:

- Coordination,
- Communications,
- Resource dispatch and tracking, and
- Information collection, analysis, and dissemination.

If multiple EOCs are involved, representatives from each EOC may work together as a MAC group. This is discussed later in the unit.

Topic: Multiagency Coordination System – Local Level

Visual 5.17



Visual Description: Local EOC

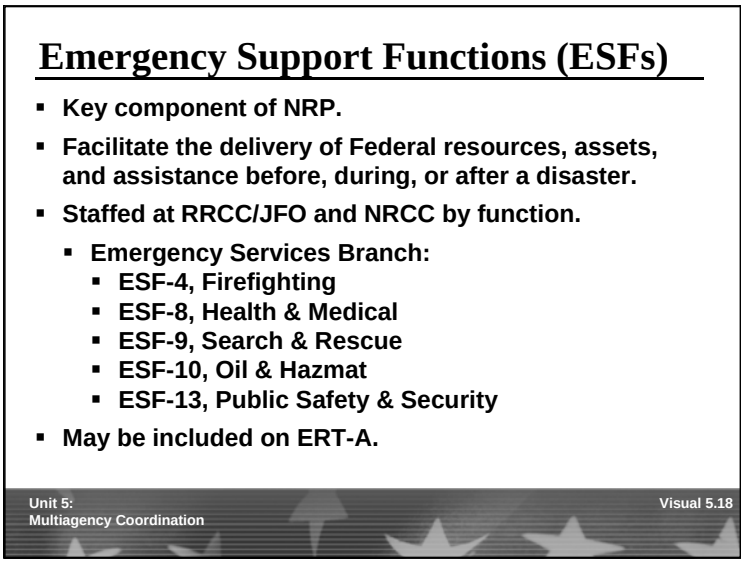
Key Points

Note that:

- For incidents requiring local mutual aid resources, local EOC typically uses local agreements already in place.
- For incidents requiring intrastate resources, local EOC usually goes to State EOC to fill resource requests.
- For incidents requiring Interstate resources, local EOC normally reaches out to State EOC or State MAC to facilitate resource requests.
- To acquire Federal resources, the local EOC uses the State EOC or RRCC/JFO to facilitate resource requests.

Topic | **Multiagency Coordination System – Local Level**

Visual 5.18



Visual Description: Emergency Support Functions (ESFs)

Key Points

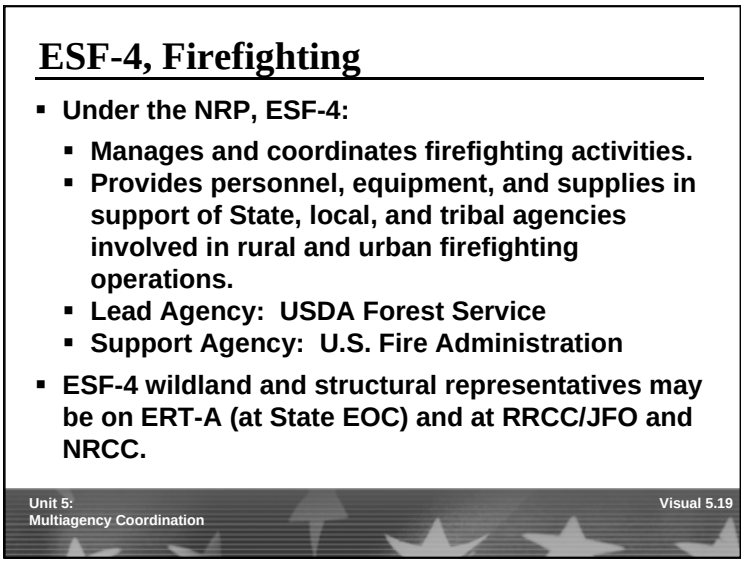
The last mechanism by which firefighting resources may move across State boundaries is through the provisions of the Emergency Support Function (ESF) procedures in the National Response Plans.

Following is a complete list of the ESFs:

ESF #1 – Transportation
ESF #2 – Communications
ESF #3 – Public Works and Engineering
ESF #4 – Firefighting
ESF #5 – Emergency Management
ESF #6 – Mass Care, Housing, and Human Services
ESF #7 – Resource Support
ESF #8 – Public Health and Medical Services
ESF #9 – Urban Search and Rescue
ESF #10 – Oil and Hazardous Materials Response
ESF #11 – Agriculture and Natural Resources
ESF #12 – Energy
ESF #13 – Public Safety and Security
ESF #14 – Long-Term Community Recovery
ESP #15 – External Affairs

Topic | **Multiagency Coordination System – Local Level**

Visual 5.19



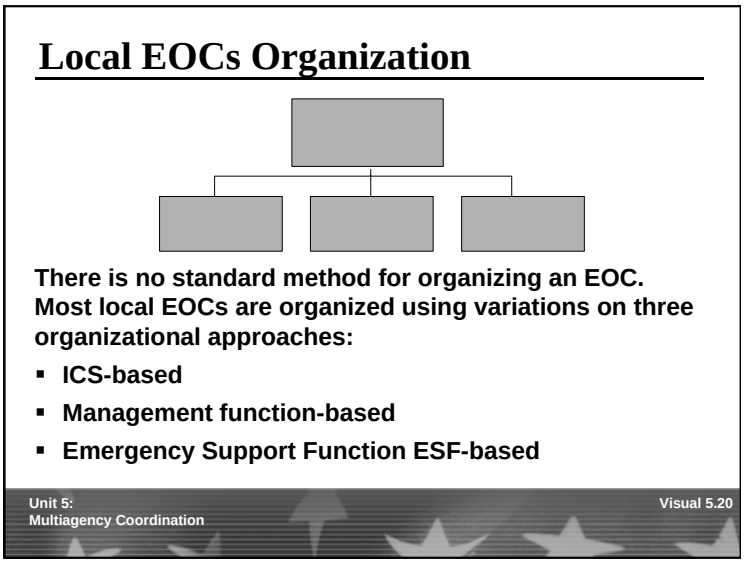
Visual Description: ESF-4, Firefighting

Key Points

Firefighting resources are managed through ESF-4, which may be staffed at the RRCC, JFO, and/or NRCC. If the incident is fire related or involves major involvement of fire resources, ESF-4 may also be staffed as part of the ERT-A.

Topic | **Multiagency Coordination System – Local Level**

Visual 5.20



Visual Description: Local EOCs Organization

Key Points

There is no standard method for organizing an EOC. Most local EOCs are organized using variations on three organizational approaches:

- ICS-based
- Management function-based
- Emergency Support Function ESF-based

Topic	National Response Plan Coordinating Structures

Visual 5.21

Click on the video.

Visual Description: NRP Coordinating Structures: Overview Video

Key Points

Click to start the video. A second click will stop the video. After showing the video, ask if the participants have any comments. Use the transcript below to review the main points presented in the video.

Video Transcript

As you learned earlier, a basic premise of the NRP is that incidents are generally handled at the lowest jurisdictional level possible. Police, fire, public health and medical, emergency management, and other personnel are responsible for incident management at the local level.

The Incident Command Post coordinates response activities with support from local and State Emergency Operations Centers. In some instances, a Federal agency may act as a first responder and may provide direction or assistance consistent with its specific statutory authorities and responsibilities.

During Incidents of National Significance, the Secretary of Homeland Security manages the Federal response. The Secretary utilizes multiagency coordination structures, as defined in the National Incident Management System, at the national, regional, and field levels to coordinate efforts and provide appropriate support. And the Secretary may activate needed NRP elements to support other Federal departments and agencies in the management of lesser types of incidents.

(Continued on the next page.)

Topic: National Response Plan Coordinating Structures

Video Transcript (Continued)

At the national level, incident information-sharing, operational coordination, and deployment of Federal resources are coordinated by the National Operations Center, referred to as the NOC. Strategic-level interagency incident management coordination is provided by the Incident Advisory Council, or IAC. The IAC also serves as an advisory body to the Secretary of Homeland Security.

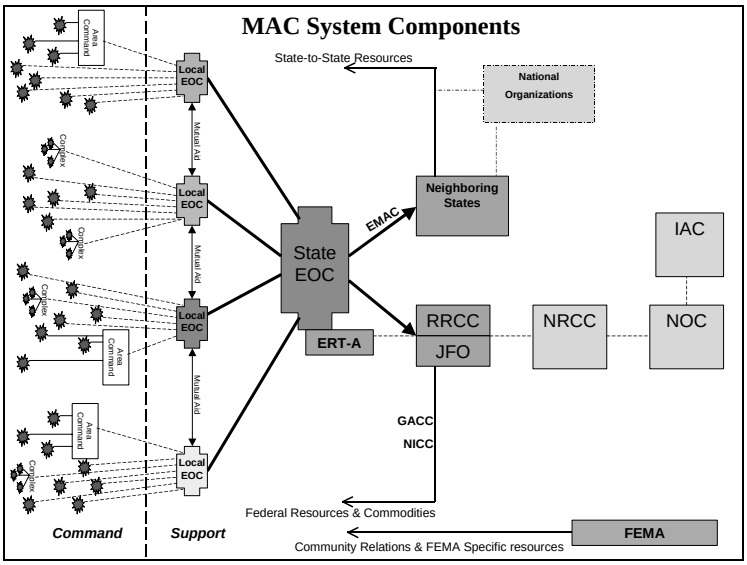
The National Response Coordination Center works closely with the NOC and IAC to coordinate the deployment of Federal resources and to support the efforts of regional and field components. At the regional level, interagency resource coordination and multiagency incident support are provided by the Regional Response Coordination Center.

At the local level, the Joint Field Office, or JFO, is a temporary Federal facility established in or near the affected jurisdictions when activated. The JFO serves as a central point of coordination for Federal support to incident management activities.

NRP coordinating structures are designed to support the complete spectrum of incident management activities, including prevention, preparedness, response, recovery, and mitigation.

Topic | Multiagency Coordination System

Visual 5.22



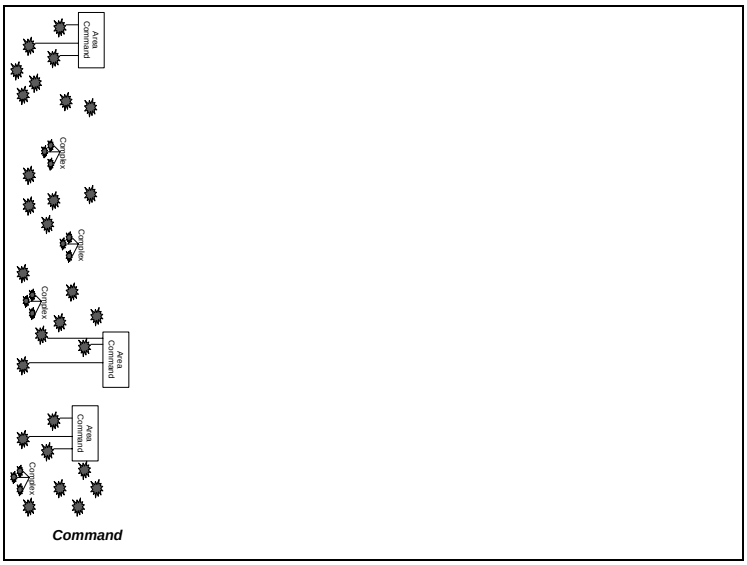
Visual Description: Graphic of MAC System Components

Key Points:

The next series of visuals demonstrates the MAC System Components.

Topic: Multiagency Coordination System – Local Level

Visual 5.23



Visual Description: Graphic of MAC System Components Building From Left to Right

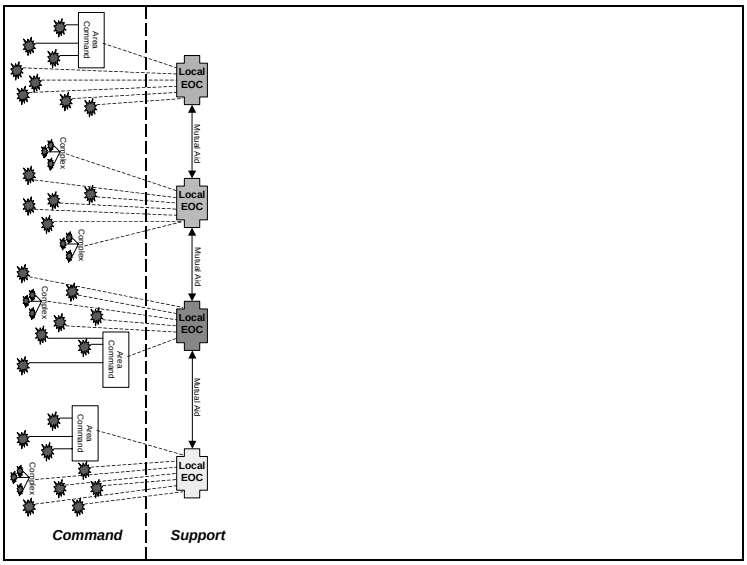
Key Points

Natural or man-made disasters can result in numerous incidents occurring simultaneously. These incidents may be managed using single command, incident complex, unified command, area command, or unified area command.

When an incident(s) requires significant multiagency coordination at the local level, the local MAC system—usually the local EOC—is activated.

Topic: Multiagency Coordination System – Local Level

Visual 5.24



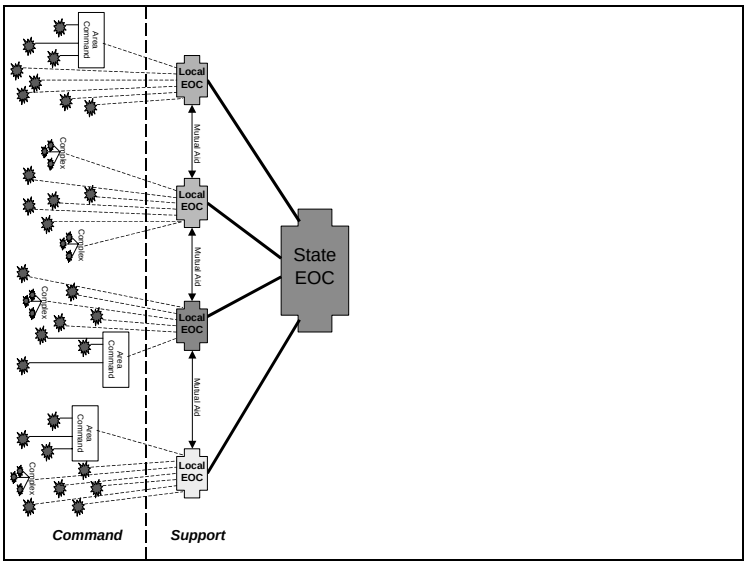
Visual Description: Graphic of MAC System Components Building From Left to Right

Key Points

The primary focus of the MAC system at the local level is the local EOC. The local EOC coordinates activities with the individual incidents or area command as well as with other local EOCs.

Topic: Multiagency Coordination System – State Level

Visual 5.25



Visual Description: Graphic of MAC System Components Building From Left to Right

Key Points

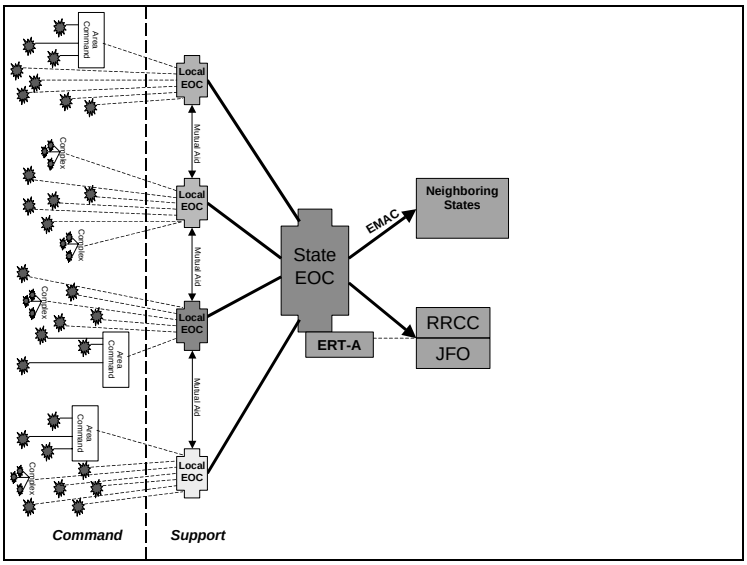
The primary focus of the MAC system at the State level is the MAC entity and supporting staff operating out of the State EOC. The State EOC coordinates activities with local EOCs with the agencies and assets within the State.

State assets vary from State to State, but generally include law enforcement, transportation, and firefighting resources. State resources also include the assets of the State National Guard, which can only be activated at the direction of the Governor. National Guard assets vary from State to State, depending on the kind of military force based there.

Many States have internal mobilization provisions that allow the Governor to dispatch the resources of unaffected local governments to disasters. This provision is frequently used by the fire services.

Topic: Multiagency Coordination System – State Level

Visual 5.26



Visual Description: Graphic of MAC System Components Building From Left to Right

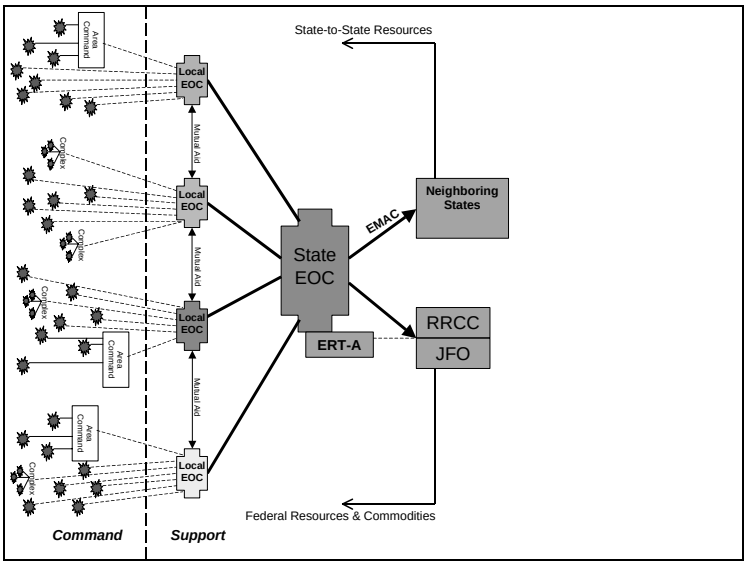
Key Points

The State EOC coordinates with other States through the Emergency Management Assistance Compact (EMAC), which establishes the legal authority for interstate assistance, and the procurement mechanisms required to implement such assistance. Actual dispatch of resources under an EMAC activation takes place through normal agency dispatch channels.

The State EOC may also coordinate with entities at the Federal level through a Regional Response Coordination Center (RRCC) and when established Joint Field Office (JFO). This coordination may initially take place through an Emergency Response Team-Advance Element (ERT-A) that is typically deployed to the State EOC of an affected State during the early stages of a disaster.

Topic: Multiagency Coordination System – State Level

Visual 5.27



Visual Description: Graphic of MAC System Components Building From Left to Right

Key Points

As occurred following hurricane Katrina, several national organizations played an ad hoc role in multiagency coordination. While not part of the formal State or National Response Plans, organizations such as the International Association of Fire Chiefs, International Association of Firefighters, and the International Association of Chiefs of Police assisted in coordinating State-to-State movement of fire and law enforcement resources.

Legal Foundation

The legal foundation for the MAC system at the State level includes:

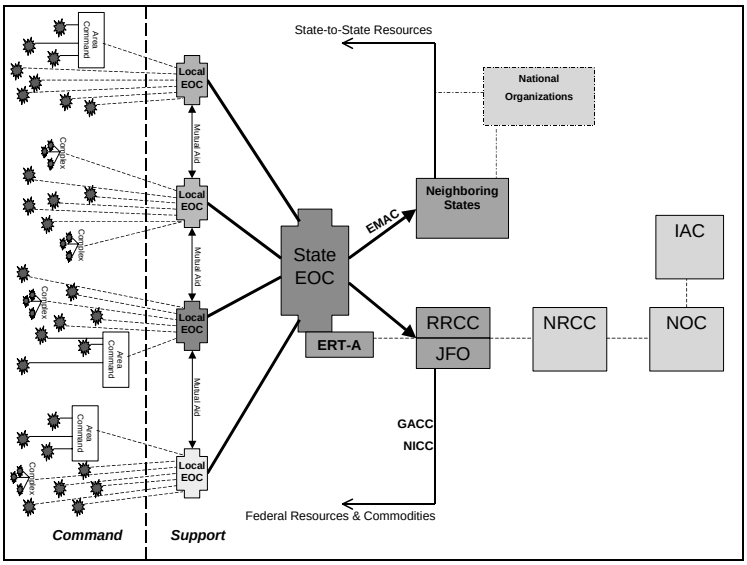
- State Statute
- State Emergency Operations Plan
- State Mobilization Plans (part of the EOP)
- EMAC

Activation and implementation of the provisions of these statutes and plans may require a disaster declaration on the part of the Governor of the State.

As State and Federal provisions of the MAC system are activated, many of them include cost-supporting or cost-shifting provisions and liability coverage. If an agency self-dispatches (or accepts resources that have done so), it may end up fiscally and legally liable for the action.

Topic: Multiagency Coordination System – Federal Level

Visual 5.28



Visual Description: Graphic of MAC System Components Building From Left to Right

Key Points

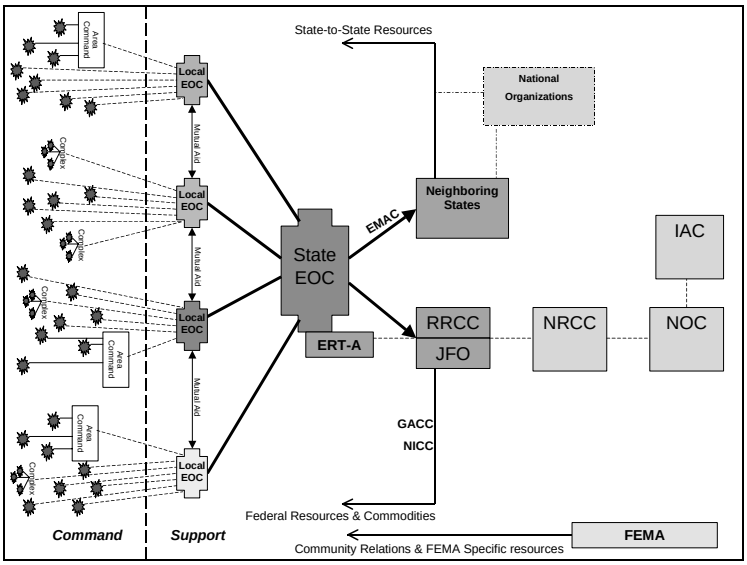
During day-to-day operations, the MAC system at the Federal level maintains a "warm" response capability through the FEMA Regional Response Coordination Center (RRCC) and the National Response Coordination Center (NRCC) (which have program management and oversight responsibilities as well as emergency response), and the National Operations Center (NOC), which serves as the information and operations coordination hub for the Federal Government.

When an Incident of National Significance occurs, the MAC system at the Federal level also activates the ERT-A, which deploys as close as possible to the incidents and prepares a site for the expanded Federal support organization, the Joint Field Office (JFO). The ERT-A is headed by a team leader from DHS/EPR/FEMA and includes staff from selected ESF agencies. Part of the ERT-A deploys to the affected State EOC(s). The rest deploy directly to or near the affected area to establish field communications, locate and establish field facilities, and set up support activities. The ERT-A works directly with the State to obtain information regarding the impact of the event and to identify specific State requests for Federal assistance.

When the JFO is fully functional, the ERT-A is absorbed into it, and the response role of the RRCC is taken over by the JFO. The Interagency Advisory Council (IAC) is the MAC entity activated at Federal headquarters level that facilitates Federal domestic incident management for Incidents of National Significance.

Topic: Multiagency Coordination System – Federal Level

Visual 5.29



Visual Description: Graphic of MAC System Components Building From Left to Right

Key Points

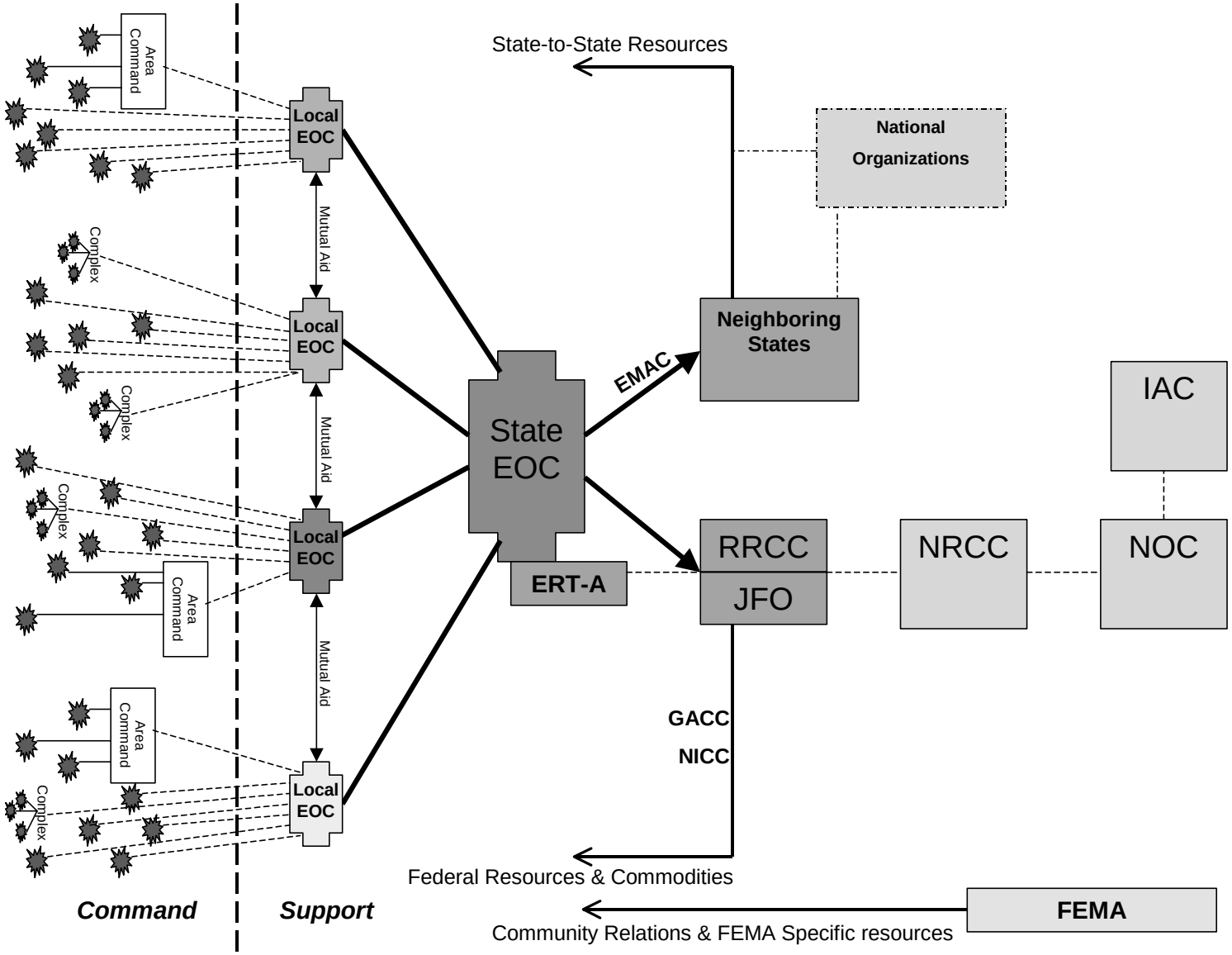
During Presidentially-declared disasters, the Federal Emergency Management Agency (FEMA) deploys community relations, individual assistance, and public assistance specialists to assist citizens, businesses, and local and State governments with recovery efforts.

The NRP brings together all of the assets of the Federal Government for response and recovery support to effected entities. This includes so-called “national resources” such as Incident Management Teams, and specialized tactical assets such as the Urban Search and Rescue Task Forces. It also includes support from Small Business Administration, Department of Housing and Urban Development, and other agencies critical to disaster recovery.

The President may also choose to federalize the National Guard in order to move Guard resources from one State to another. Certain resources of the active military may also be deployed for narrowly defined missions.

Legal Authority

- The primary disaster-related legal authority at the Federal level is the Stafford Act. This act authorizes the Federal Government to assist in disaster response upon the declaration of a disaster by the President. Normally, this declaration is issued at the request of the Governor of the impacted State, although it is possible that the President may issue one in the absence of a request.
- Once a disaster declaration has been issued, the appropriate provisions of the National Response Plan are activated, including additional resource allocations, cost sharing, and both emergency and long-term disaster relief measures.
- Some agencies have internal authority to respond to specific disasters as part of their organizational mission. Such agencies do not have to wait for a Presidential declaration to take action.


State-to-State Resources
National Organizations
Area Command
Local EOC
Mutual Aid
Complex
Local EOC
Mutual Aid
Complex
Complex
Local EOC
Area Command
Mutual Aid
Area Command
Complex
Local EOC
State EOC
EMAC
Neighboring States
IAC
RRCC
JFO
NRCC
NOC
ERT-A
GACC
NICC
Federal Resources & Commodities
FEMA
Community Relations & FEMA Specific resources
Command
Support

MAC System Components Definitions

EMAC – Emergency Management Assistance Compact. The EMAC establishes the legal authority for interstate assistance, and the procurement mechanism required to implement such assistance. Actual dispatch of resources under an EMAC activation take place through normal agency dispatch channels.

ERT-A – Emergency Response Team-Advance Element. The ERT-A deploys during the early stages of an incident to work directly with the State to obtain information on the impact of the event and to identify specific State requests for Federal incident management assistance. Part of the ERT-A deploys to the affected State EOC(s). The rest deploy directly to or near the affected area to establish field communications, locate and establish field facilities, and set up support activities.

GACC – Geographic Area Coordination Center. If a wildland fire grows to the point where local personnel and equipment are not enough, the responsible agency contacts the Geographic Area Coordination Center (GACC) for help. The GACC will locate and dispatch additional firefighters and support personnel throughout the geographic area. When GACCs can no longer meet the requests because they are supporting multiple incidents, or when GACCs are competing for resources, the request for equipment and supplies is referred to the National Interagency Coordination Center (NICC).

IAC – Interagency Advisory Council. The IAC is a Federal headquarters-level multiagency coordination entity that facilitates strategic Federal domestic incident management for Incidents of National Significance. The Secretary of Homeland Security activates the IAC based on the nature, severity, magnitude, and complexity of the threat or incident.

JFO – Joint Field Office. The JFO is a multiagency coordination center established locally. It provides a central location for coordination of Federal, State, local, tribal, nongovernmental, and private-sector organizations with primary responsibility for threat response and incident support.

NOC – National Operations Center. The NOC is the primary national hub for domestic incident management operational coordination and situational awareness. The NOC is a standing 24/7 interagency organization fusing law enforcement, national intelligence, emergency response, and private-sector reporting.

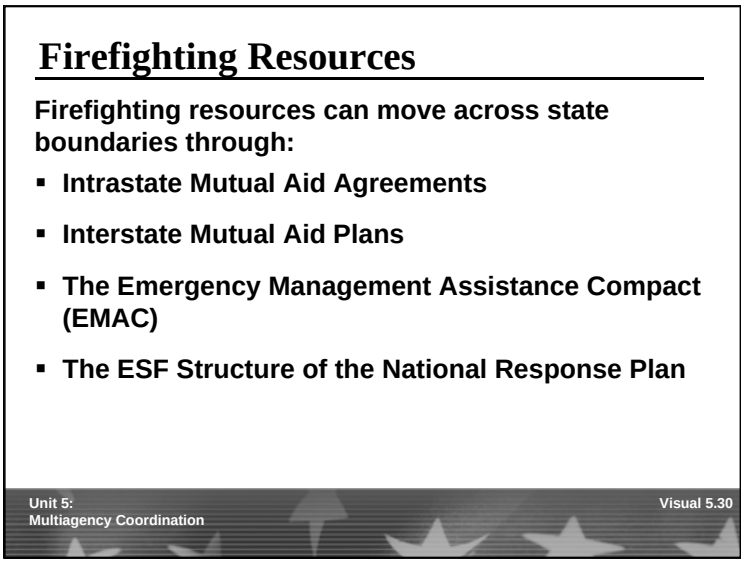
RRCC – Regional Response Coordination Center. At the regional level, Federal interagency resource coordination and multiagency incident support are provided by the Regional Response Coordination Center.

NICC – National Interagency Coordination Center. Serves as the dispatch and coordination center for Federal and State fire resources, primarily in response to wildland fires, but also in support of ESF #4.

NRCC – National Response Coordination Center. The NRCC is a multiagency center that provides overall Federal response coordination for Incidents of National Significance and emergency management program implementation. The NRCC is a functional component of the HSOC in support of incident management operations.

Topic | **National Response Plan Coordinating Structures**

Visual 5.30



Visual Description: Firefighting Resources

Key Points

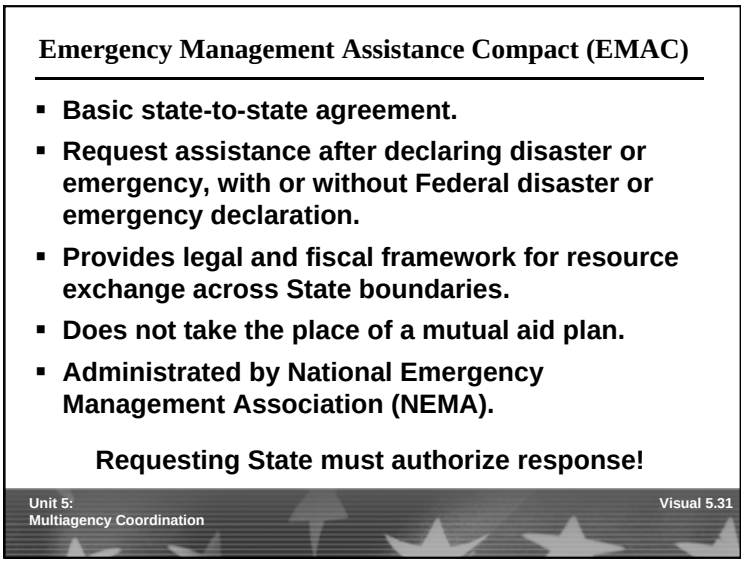
During Incidents of National Significance, it is often necessary to move firefighting resources across State boundaries. This can be done in four ways, as described on the visual.

- Through Intrastate Mutual Aid Agreements
- Through Interstate Mutual Aid Plans
- Through the Emergency Management Assistance Compact (EMAC)
- Through the ESF Structure of the National Response Plan

Let's look at the last two—The EMAC and the ESF structure.

Topic: Emergency Management Assistance Compact (EMAC)

Visual 5.31



Visual Description: Emergency Management Assistance Compact (EMAC)

Key Points

Fifty states are members of this interstate disaster assistance agreement, which a State joins by enacting legislation enabling it to operate within the Emergency Management Assistance Compact (EMAC) system.

EMAC offers member States the ability to request and receive resources across State lines after declaring a disaster or emergency, with or without a Federal disaster or emergency declaration. The EMAC has certain inherent limitations. For example, an EMAC states that the terms and conditions of the EMAC apply only after the governor of the receiving State declares a state of emergency or disaster, or commences a mutual aid exercise, and last only as long as the state of emergency or disaster exists or the loaned resources remain in the State, "whichever is longer." This makes the significant assistance contemplated in the EMAC available as soon as a disaster or emergency is declared. It also makes resources available for exercises. However, the restriction to declared disasters and emergencies limits the EMAC's usefulness with respect to operational mutual aid, since the vast majority of operational mutual aid takes place in the absence of a declared disaster or emergency. While the EMAC requires member States to craft mutual aid agreements implementing the EMAC, if the EMAC authorizing legislation is the sole authority for these agreements, their applicability will be limited accordingly.

Topic Emergency Management Assistance Compact (EMAC)

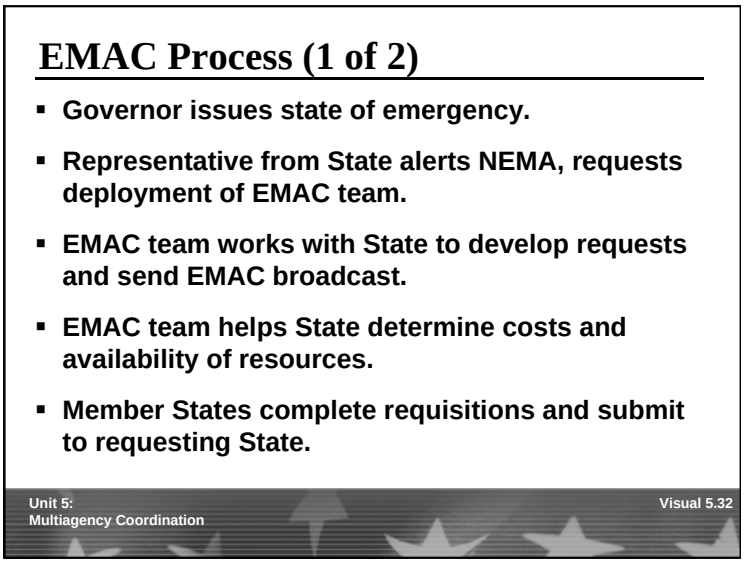
EMAC requires that the requesting State reimburse the responding State for any loss or damage to, or expense incurred, in the operation of any equipment and the provision of any service in responding to a request for assistance. One of the reasons for this provision is to ensure that the requesting jurisdiction will receive reimbursement for these costs under the Federal Emergency Management Agency's (FEMA) Public Assistance Program. Under the Public Assistance Program, FEMA will reimburse requesting jurisdictions for mutual aid costs, provided the "the entity that received the aid was actually charged for that aid." However, this type of reimbursement provision is not typically an element of operational mutual aid agreements, where each jurisdiction typically bears its own costs. Therefore, local jurisdictions should contemplate the ramifications of requesting aid under the EMAC if a source of reimbursement, such as the FEMA Public Assistance Program, is not assured.

Local jurisdictions should also exercise caution in constructing interstate mutual aid agreements based on the EMAC's authorities, because of the requirements of this provision.

Refer to EMACWEB.org for additional information.

Topic | **Emergency Management Assistance Compact (EMAC)**

Visual 5.32



Visual Description: EMAC Process (1 of 2)

Key Points

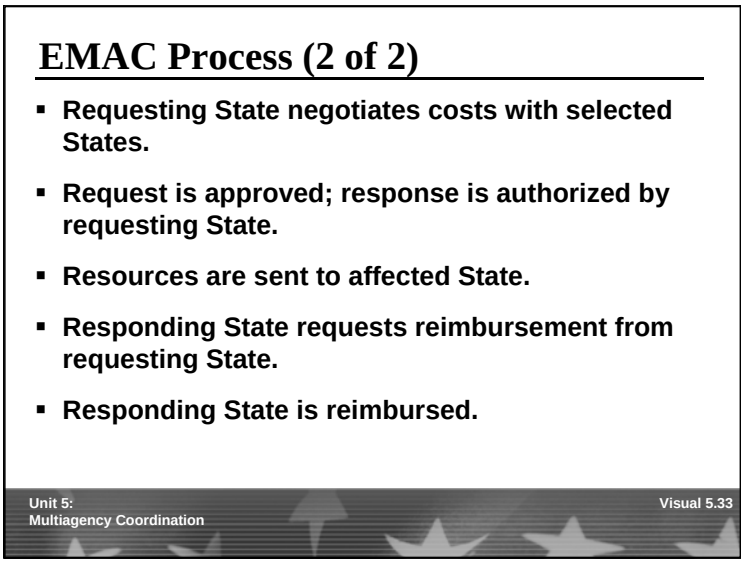
The restriction to declared disasters and emergencies limits the EMAC's usefulness with respect to operational mutual aid, since the vast majority of operational mutual aid takes place in the absence of a declared disaster or emergency. (Cohen, p. 23 Agreements for Emergency Preparedness.)

The following points describe the EMAC Process:

- Governor issues state of emergency.
- Representative from State alerts NEMA, requests deployment of EMAC team.
- EMAC team works with State to develop requests and send EMAC broadcast.
- EMAC team helps State determine costs and availability of resources.
- Member States complete requisitions and submit to requesting State.

Topic | **Emergency Management Assistance Compact (EMAC)**

Visual 5.33



Visual Description: EMAC Process (2 of 2)

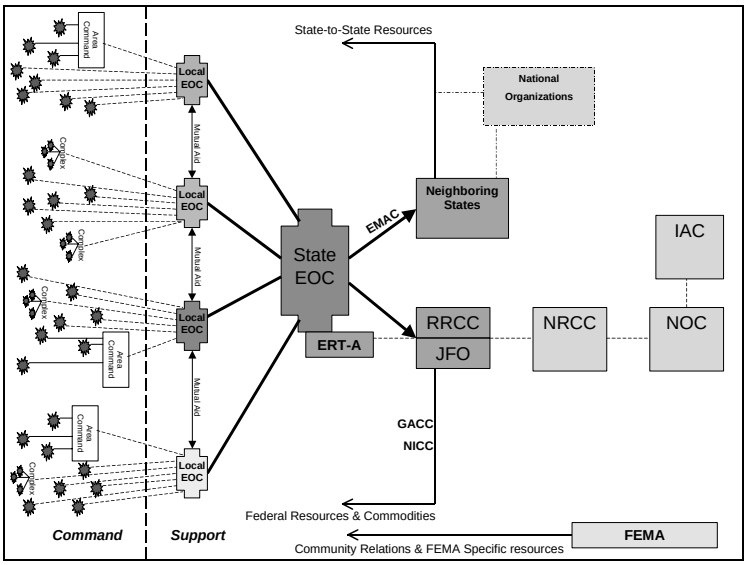
Key Points

The following points continue to describe the EMAC Process:

- Requesting State negotiates costs with selected States.
- Request is approved; response is authorized by requesting State.
- Resources are sent to affected State.
- Responding State requests reimbursement from requesting State.
- Responding State is reimbursed.

Topic | Emergency Support Functions (ESFs)

Visual 5.34



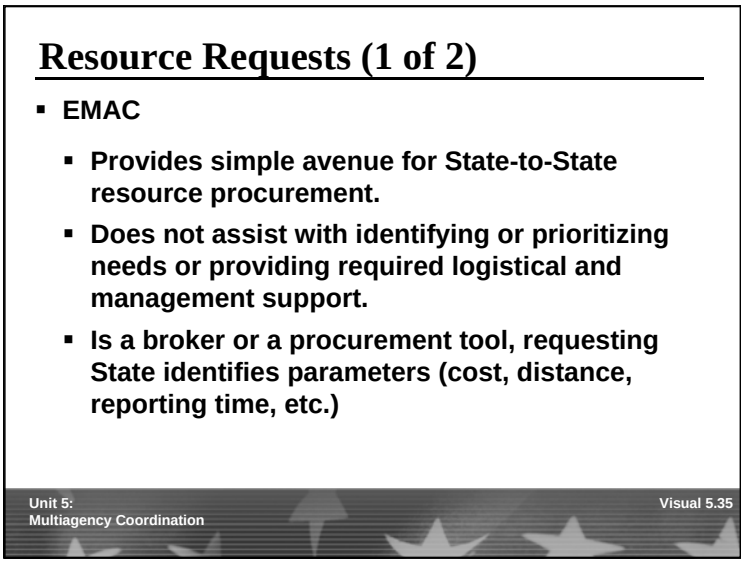
Visual Description: MAC System Components

Key Points

This visual shows the organizational elements that may include ESF-4 staffing.

Topic | **Resource Requests**

Visual 5.35



Visual Description: Resource Requests (1 of 2)

Key Points

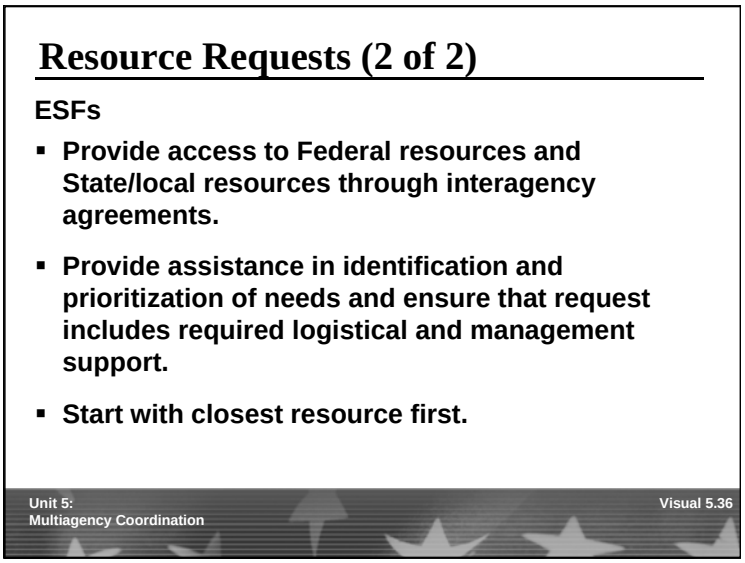
The next two visuals compare the two resource structures.

EMAC

- Provides simple avenue for State-to-State resource procurement.
- Does not assist with identifying or prioritizing needs or providing required logistical and management support.
- Is a broker or a procurement tool, requesting State identifies parameters (cost, distance, reporting time, etc.)

Topic | **Resource Requests**

Visual 5.36



Visual Description: Resource Requests (2 of 2)

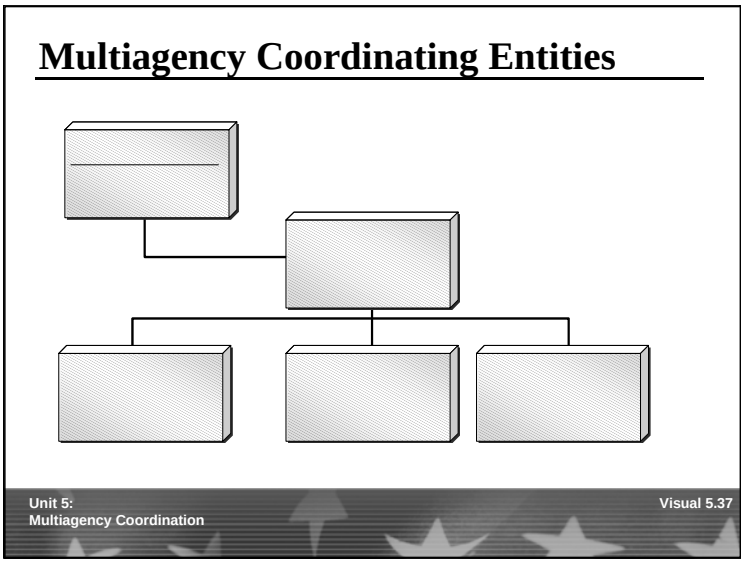
Key Points

ESFs

- Provide access to Federal resources and State/local resources through interagency agreements.
- Provide assistance in identification and prioritization of needs and ensure that request includes required logistical and management support.
- Start with closest resource first.

Topic: Multiagency Coordinating Entities

Visual 5.37



Visual Description: Multiagency Coordinating Entities (Organizational Graphics with Blank Blocks)

Key Points

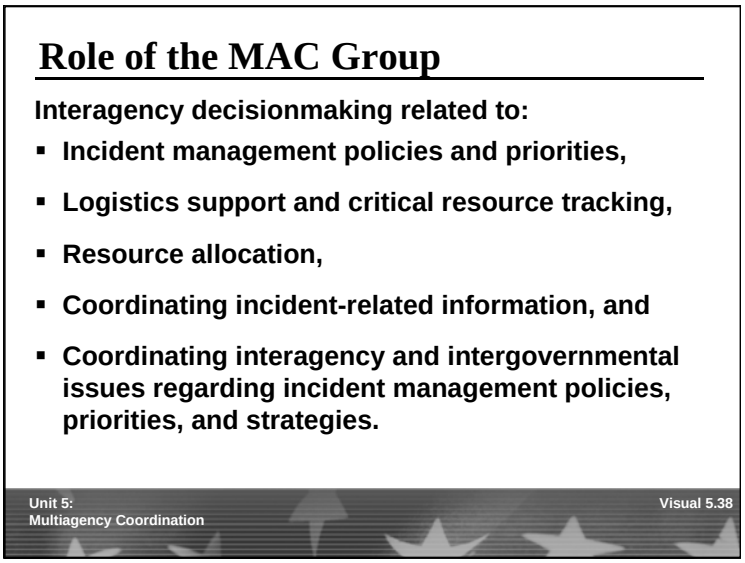
MAC entities include a variety of organizations at all levels of government. A MAC Group is a standardized multiagency coordination entity. Because MAC entities vary in structure depending on jurisdiction and level of government, the discussion in this course will center on the "generic" MAC entity, the MAC Group. The tips and strategies discussed in relation to the MAC Group are applicable to all MAC entities.

The following are some of the more common MAC Group applications:

- A single jurisdiction may establish a MAC Group as part of its EOC function. In this application, it is important that the jurisdiction take care to define its role broadly enough to include all jurisdictions, agencies, and organizations that might be impacted.
- MAC Groups are frequently defined geographically, especially when an emergency crosses jurisdictional boundaries.
- A MAC Group may be organized functionally. For example, law enforcement agencies at local, State, and Federal levels may establish a MAC Group to assist in coordinating response to major civil unrest or terrorist activity.
- A MAC Group may be organized nationally. During wildfire season, a national MAC Group convenes at the National Interagency Fire Center in Boise, Idaho. This MAC Group includes representatives from the Federal wildland fire agencies, the States, FEMA, and the military.

Topic | **Multiagency Coordinating Entities**

Visual 5.38



Visual Description: Role of the MAC Group

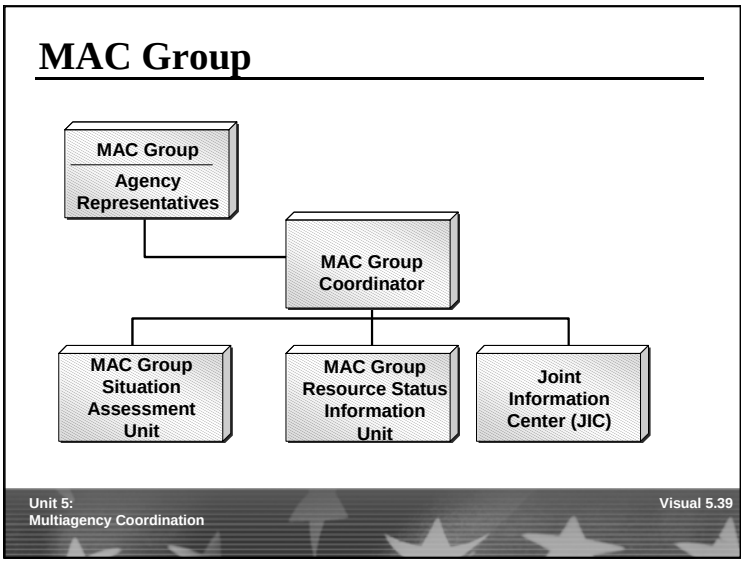
Key Points

The role of the MAC Group is to provide a structure and process for inter-organizational decisionmaking in these areas:

- Incident management policies and priorities,
- Logistics support and critical resource tracking,
- Resource allocation,
- Coordinating incident-related information, and
- Coordinating interagency and intergovernmental issues regarding incident management policies, priorities, and strategies.

Topic: Multiagency Coordinating Entities

Visual 5.39



Visual Description: Multiagency Coordinating Group

Key Points

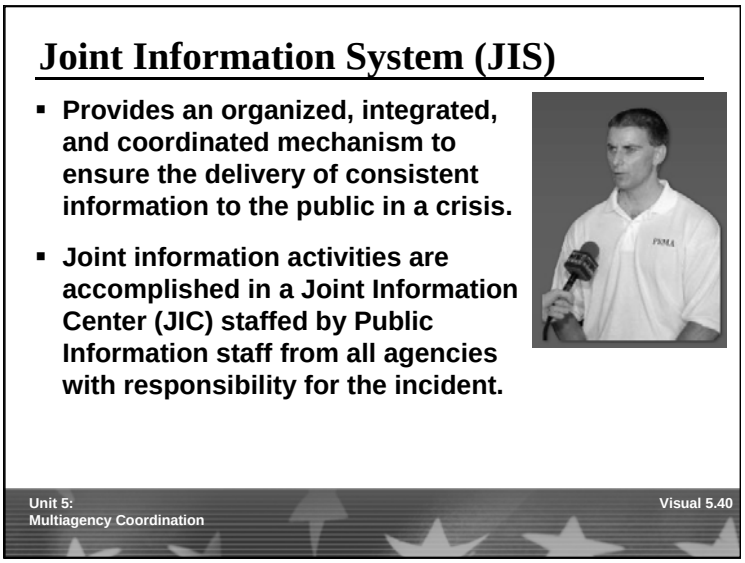
A MAC Group is made up of organization, agency, or jurisdiction representatives who are authorized to commit agency resources and funds.

The success of the MAC Group depends on the membership. Sometimes membership is obvious—organizations that are directly impacted, and whose resources are committed to the incident. Often, however, organizations that should be members of a MAC Group are less obvious. These may include business organizations such as local Chambers of Commerce, volunteer organizations such as the American Red Cross, or other organizations with special expertise or knowledge. While these agencies may not have “hard” resources or funds to contribute, their contacts, political influence, or technical expertise may be key to the success of the MAC Group.

The MAC Group can be supported by a MAC Group Coordinator, who may supervise MAC Group Situation Assessment and Resource Status Information Units that collect and assemble information through normal coordination channels. The MAC Group Situation and Resources Units will gather, analyze, and present the MAC Group with information needed to fulfill its mission. The results of the MAC Group’s deliberation will be distributed by its members directly to their own organizations as well as through the normal chain of command (EOCs, dispatch centers, etc.). The MAC Group can also be supported by a Joint Information Center (JIC)).

Topic | **Joint Information System/JIC**

Visual 5.40



Visual Description: Joint Information System (JIS)

Key Points

The multiagency coordination system also includes the Joint Information System, or JIS.

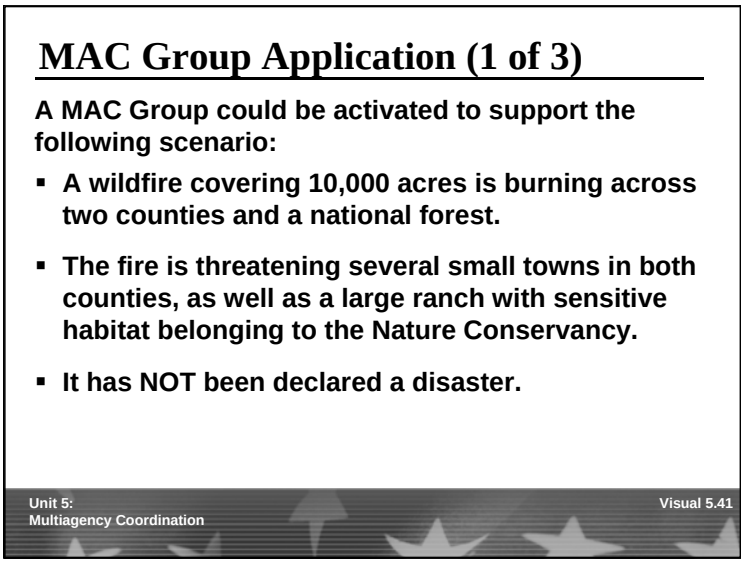
Note that:

- The JIS integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during crisis or incident operations.
- Activities associated with the JIS may be accomplished from a Joint Information Center (JIC) staffed by public information staff from all agencies and jurisdictions with responsibility for the incident.

Source: National Incident Management System

Topic | **MAC Group Application**

Visual 5.41



Visual Description: MAC Group Application (1 of 3)

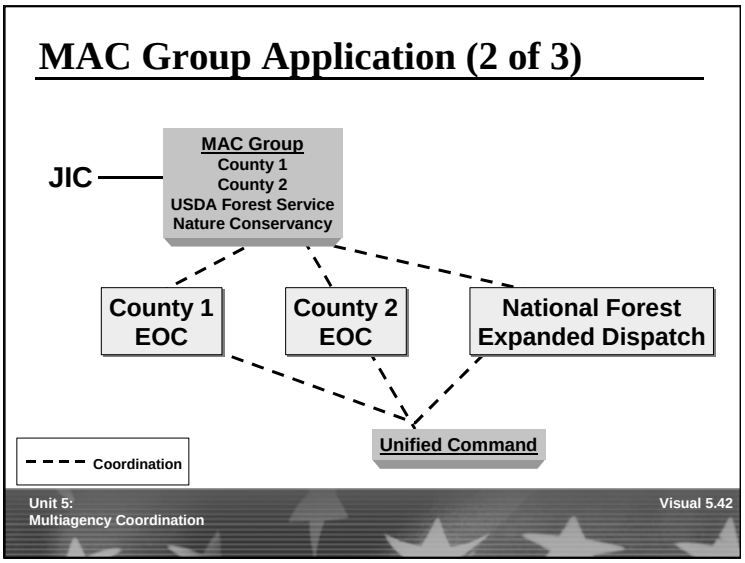
Key Points

A MAC Group could be activated to support the following scenario:

- A wildfire covering 10,000 acres is burning across two counties and a national forest.
- The fire is threatening several small towns in both counties, as well as a large ranch with sensitive habitat belonging to the Nature Conservancy.
- It has NOT been declared a disaster.

Topic: MAC Group Application

Visual 5.42



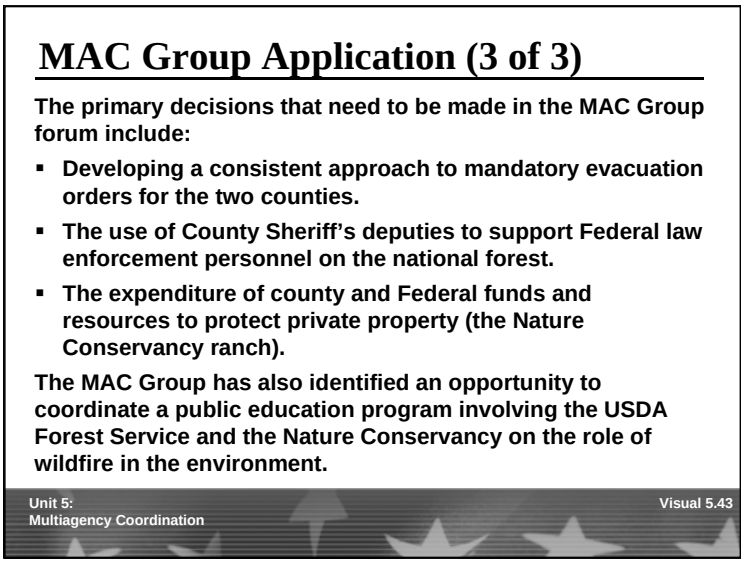
Visual Description: MAC Group Application (2 of 3)

Key Points

- In this case, a MAC Group has been set up to coordinate decisionmaking among the two counties, the Nature Conservancy, and the national forest.
- The MAC Group is made up of senior representatives from the two counties, the USDA Forest Service, and the Nature Conservancy.
- They interface with the Unified Command IMT through the County EOCs, and the National Forest Service's dispatch center.
- They have also activated and staffed a JIC.

Topic: MAC Group Application

Visual 5.43



Visual Description: MAC Group Application (3 of 3)

Key Points

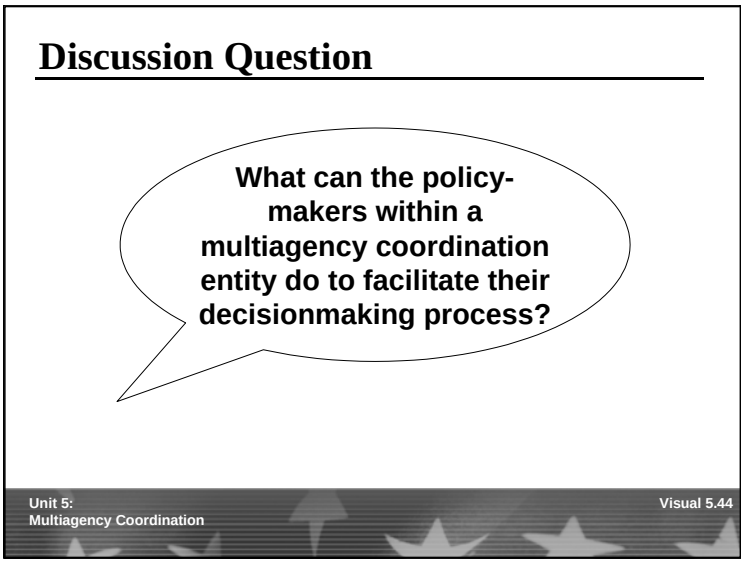
The primary decisions that need to be made in the MAC Group forum include:

- Developing a consistent approach to mandatory evacuation orders for the two counties.
- The use of County Sheriff's deputies to support Federal law enforcement personnel on the national forest.
- The expenditure of county and Federal funds and resources to protect private property (the Nature Conservancy ranch).

The MAC Group has also identified an opportunity to coordinate a public education program involving the USDA Forest Service and the Nature Conservancy on the role of wildfire in the environment.

Topic | **Multiagency Coordination Entity Decisionmaking**

Visual 5.44



Visual Description: What can the policymakers within a multiagency coordination entity do to facilitate their decisionmaking process?

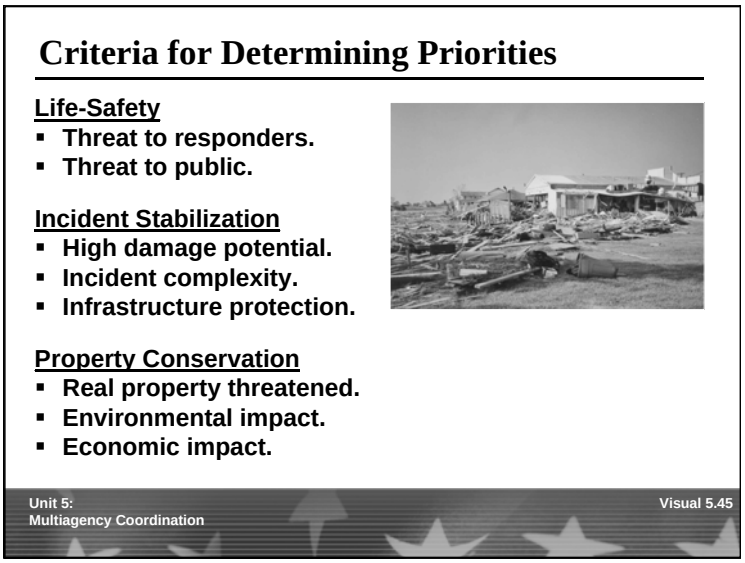
Key Points

Note that the primary function of the multiagency coordination entity is to set policies and make decisions. Given that the group members are from different agencies and/or jurisdictions, it is important that they work together effectively.

What can the policymakers within a multiagency coordination entity do to facilitate their decisionmaking process?

Topic | **Multiagency Coordination Entity Decisionmaking**

Visual 5.45



Visual Description: Criteria for Determining Priorities

Key Points

The following are criteria for setting priorities:

Life-Safety
- Threat to responders.
- Threat to public.

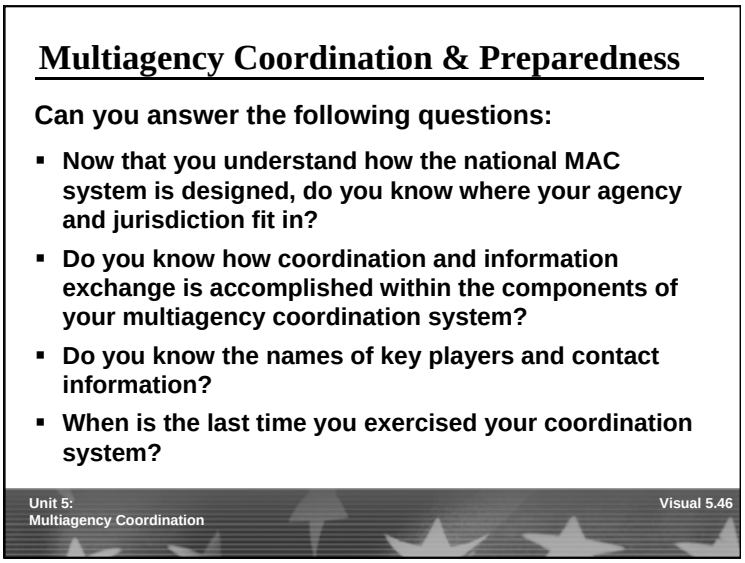
Incident Stabilization
- High damage potential.
- Incident complexity.
- Infrastructure protection.

Property Conservation
- Real property threatened.
- Environmental impact.
- Economic impact.

Others, as established by the coordinating entity.

Topic | **Preparedness**

Visual 5.46



Visual Description: Multiagency Coordination & Preparedness

Key Points

Now that you understand how the national MAC system is designed, do you know where your agency and jurisdiction fit in?

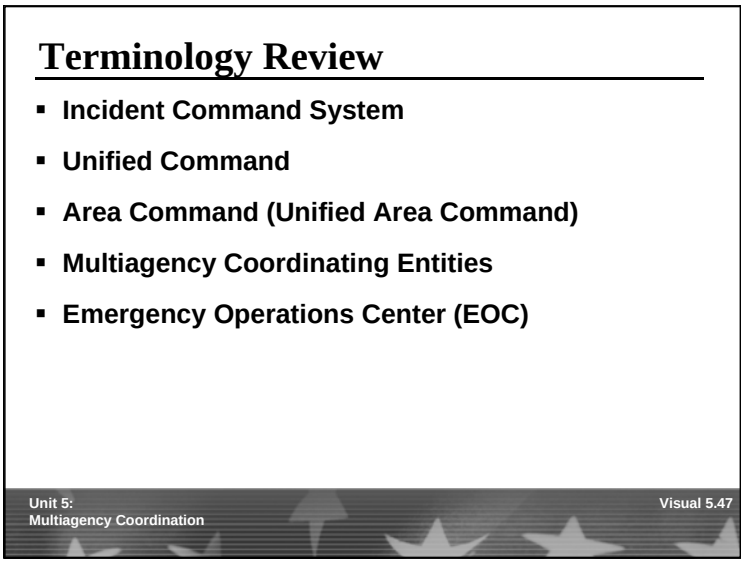
Do you know how coordination and information exchange is accomplished within the components of your multiagency coordination system?

Do you know the names of key players and contact information?

When is the last time you exercised your coordination system?

Topic: Terminology Review

Visual 5.47



Visual Description: Terminology Review

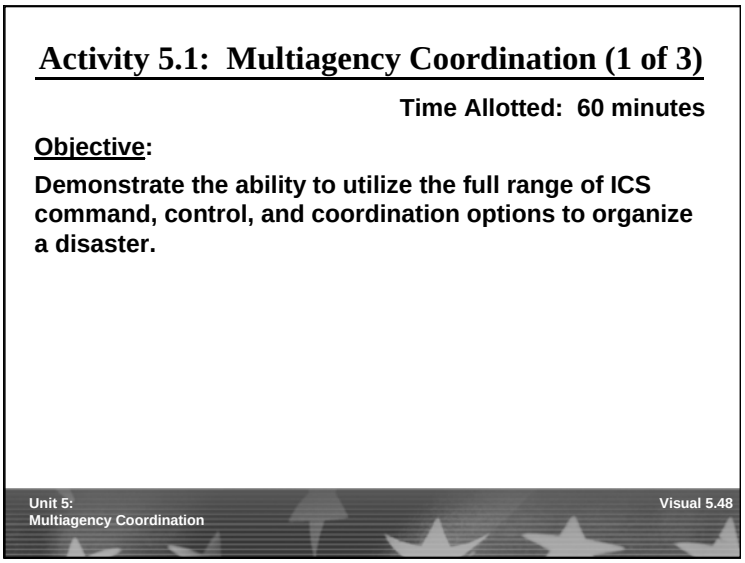
Key Points

Review the following organizational terminology:

INCIDENT COMMAND SYSTEM	UNIFIED COMMAND	AREA COMMAND (UNIFIED AREA COMMAND)	MULTIAGENCY COORDINATING ENTITIES	EMERGENCY OPERATIONS CENTER (EOC)
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 or near the incident scene.	An application of ICS used when there is more than one agency with incident jurisdiction. Agencies work together through their designated Incident Commanders at a single ICP to establish a common set of objectives and strategies, and a single Incident Action Plan.	Established as necessary to provide command authority and coordination for two or more incidents in close proximity. Area Command works directly with Incident Commanders.	Organizational structures used to coordinate resources and support between or among organizations. MAC entities interact with organizations, not with incidents. MAC entities include a variety of organizations at all levels of government, including EOCs, JFOs, and the "generic" MAC entity, the MAC Group.	EOCs are used in varying ways at all levels of government and within private industry to provide coordination, direction, and control during emergencies.

Topic | **Activity 5.1: Multiagency Coordination**

Visual 5.48



Visual Description: Activity 5.1: Multiagency Coordination (1 of 3)

Key Points

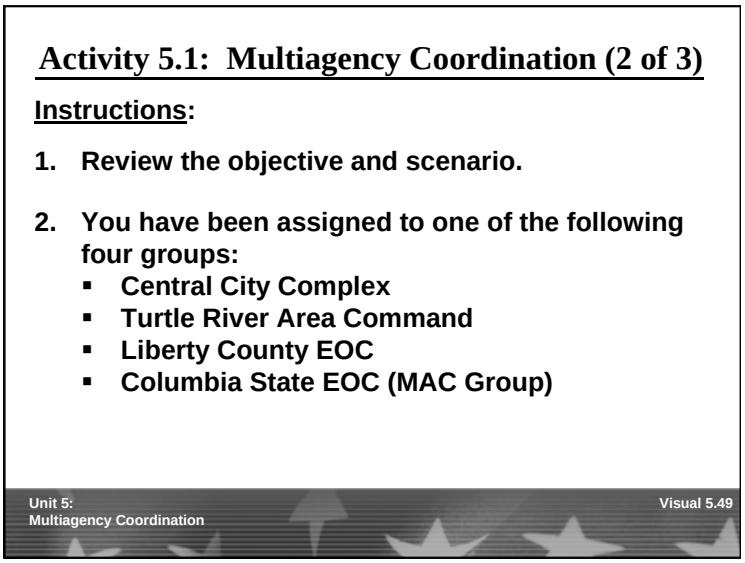
Activity 5.1: Multiagency Coordination

Objective:

Demonstrate the ability to utilize the full range of ICS command, control, and coordination options to organize a disaster.

Topic | **Activity 5.1: Multiagency Coordination**

Visual 5.49



Visual Description: Activity 5.1: Multiagency Coordination (2 of 3)

Key Points

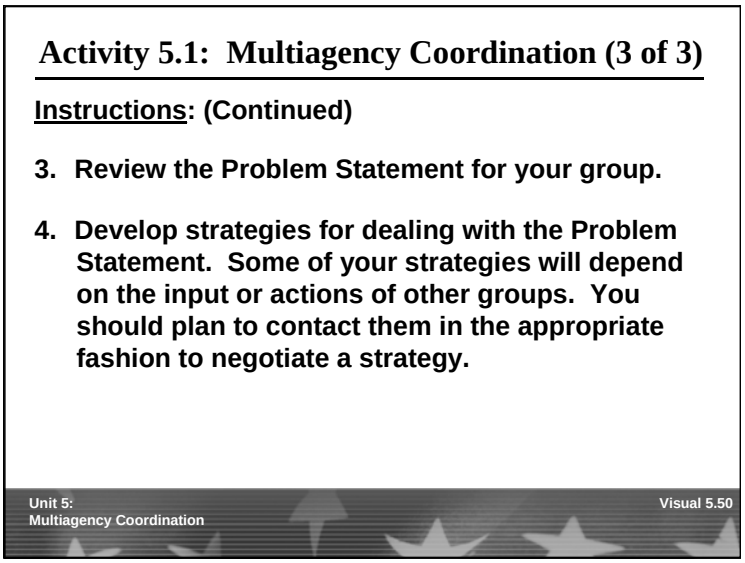
Instructions:

1. Review the objective, scenario, and instructions.
2. The class will be divided into four groups representing the following:
   - Central City Complex
   - Turtle River Area Command
   - Liberty County EOC
   - Columbia State EOC (MAC Group)

(Continued on the next page.)

Topic | **Activity 5.1: Multiagency Coordination**

Visual 5.50



Visual Description: Activity 5.1: Multiagency Coordination (3 of 3)

Key Points

Instructions: (Continued)

3. Review the Problem Statement for your group.
4. Develop strategies for dealing with the Problem Statement.

Topic	Activity 5.1: Multiagency Coordination

Objective: Demonstrate the ability to utilize the full range of ICS command, control, and coordination options to organize a disaster.

Instructions:

1. Review the objective and scenario.

2. You have been assigned to the one of the following four groups:
   - Central City Complex
   - Turtle River Area Command
   - Liberty County EOC
   - Columbia State EOC (MAC Group)

3. Review the Problem Statement for your group (handout).

4. Develop strategies for dealing with each Problem Statement. Some of your strategies will depend on the input or actions of other groups. You should plan to contact them in the appropriate fashion to negotiate a strategy.

Topic	Activity 5.1: Multiagency Coordination

Scenario:

On October 17, the State of Columbia was struck by Hurricane Gordon, a category 2 hurricane. Seven counties were hard hit (Stramford, Granite, Redstone, Liberty, Green, Mineral, and Kane Counties), with the most damage occurring in Liberty County.

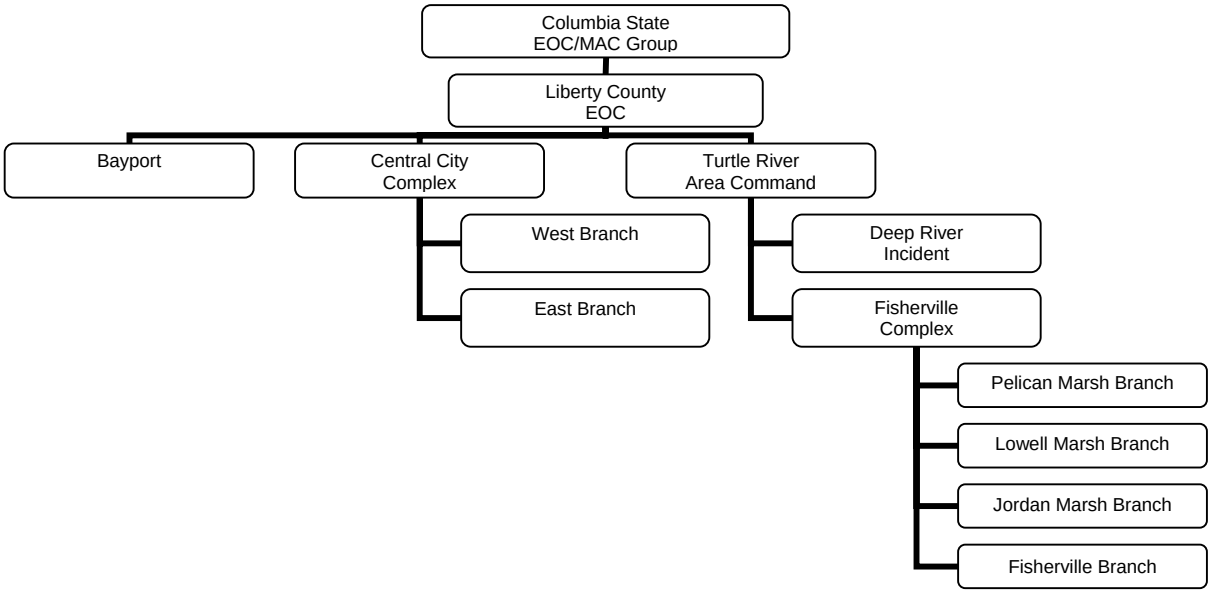
Hurricane Gordon came ashore between the islands of Masland and Gish, and the eye tracked over Bayport, Fisherville, Deep River, and Central City. The hurricane track then took a slight turn to the east roughly following highway 19 to Brooksville before losing strength and being downgraded to a tropical storm. 48 hours have passed, and basic services are beginning to be restored in Liberty County. Some of the areas in the county now have basic water and power, and attention is turning to long-term damage assessment, debris removal, and other efforts to restore the local economy

Liberty County: Liberty County suffered a direct hit from Gordon, as the hurricane passed between Masland and Gish Islands. The communities of Bayport, Fisherville, and Deep River suffered severe wind damage and flooding. Coastal and upstream flooding was caused by the 8- to 12-foot storm surge and torrential rains. Central City received severe wind damage and river flooding due to 14 inches of rain within a 36-hour period.

Many roads within Liberty County have been washed out or are currently impassable due to downed trees and power lines. The Kingston Airport experienced severe damage to its main terminal and support facilities. The Columbia Bay Bridge between Bayport and Fisherville has been closed. Rail transportation within Liberty County has been suspended until inspections can be completed. The Central City Hospital is operating on its backup generator.

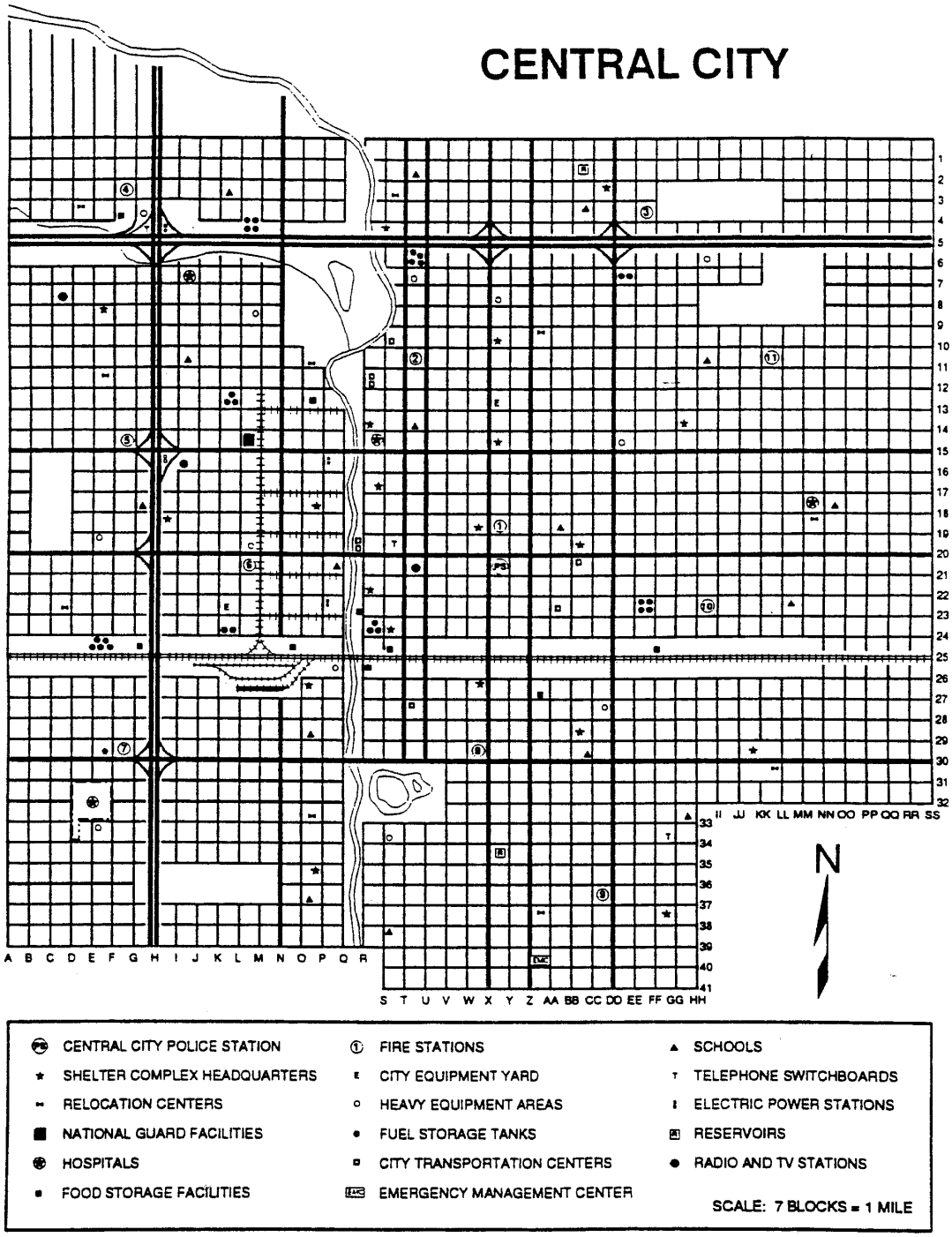
State of Columbia: The State Emergency Operation Center (EOC) has been activated to address county EOC coordination needs between Stramford, Granite, Redstone, Liberty, Green, Mineral, and Kane Counties.

Topic Activity 5.1: Multiagency Coordination

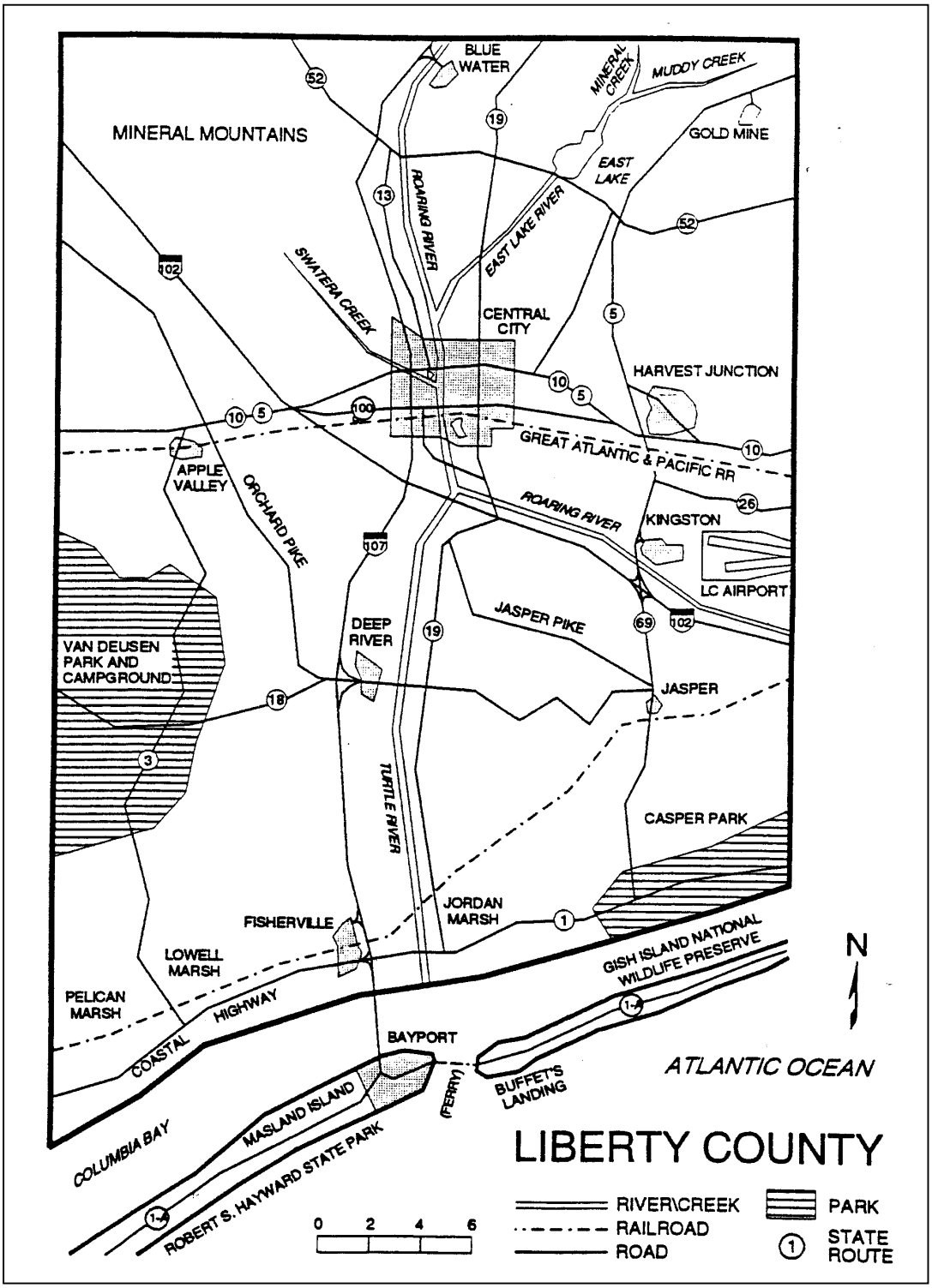


(Continued on the next page.)

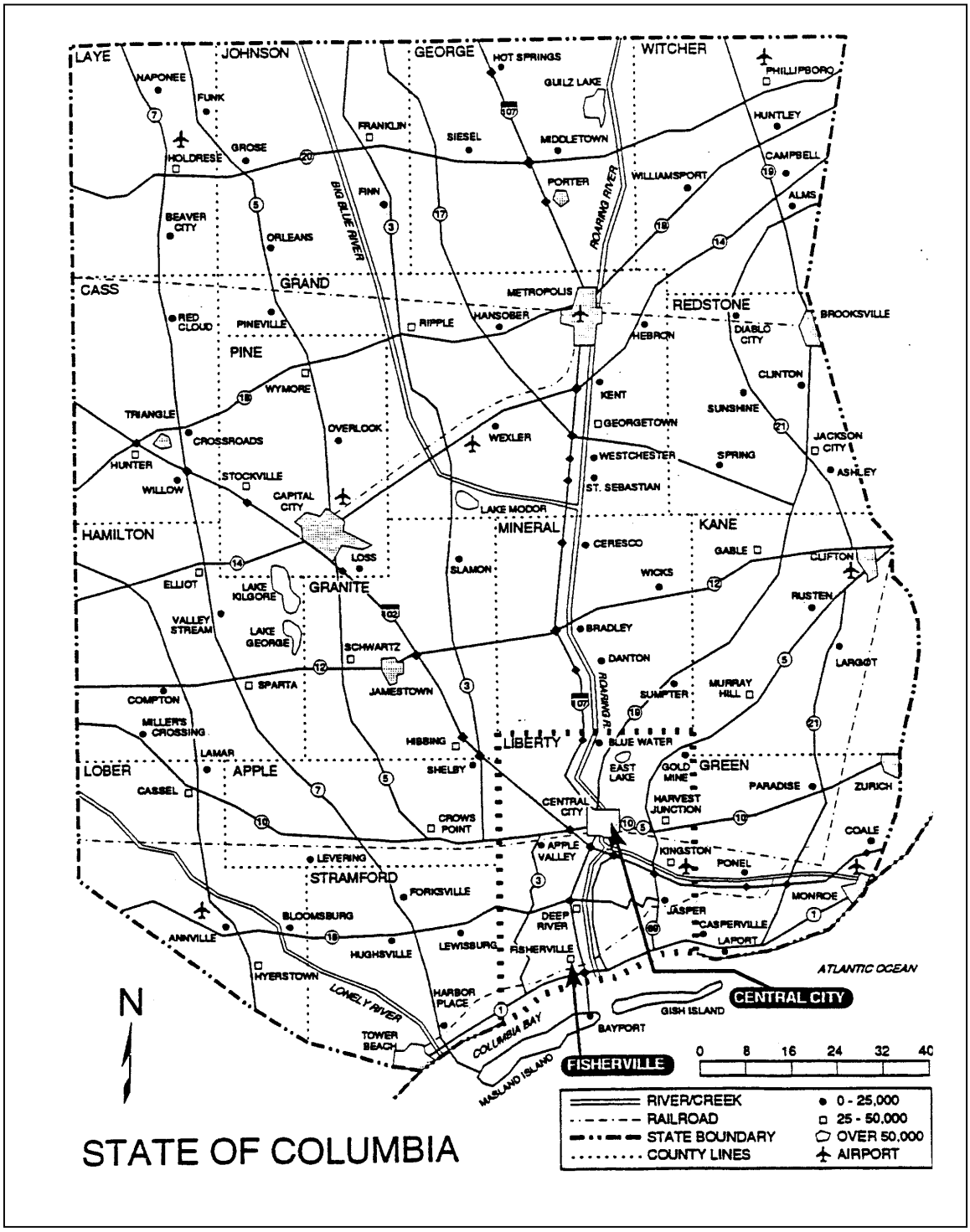
Topic | **Activity 5.1: Multiagency Coordination**



Topic | **Activity 5.1: Multiagency Coordination**

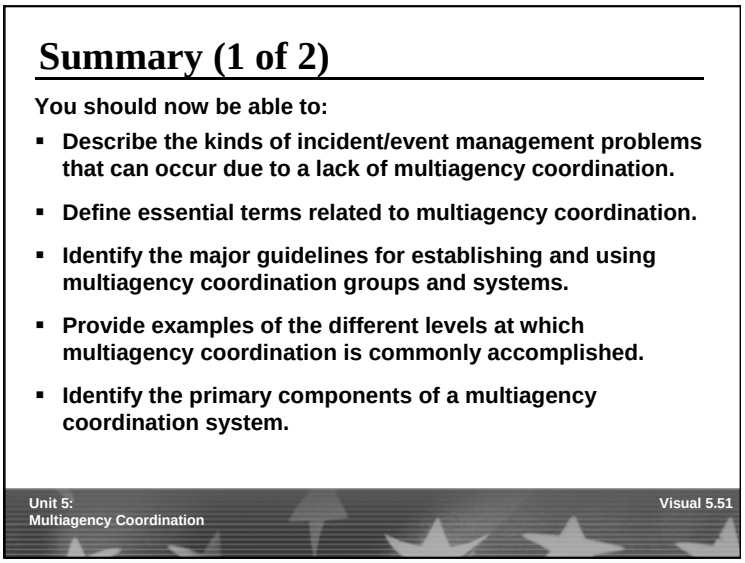


Topic | **Activity 5.1: Multiagency Coordination**



Topic | Summary

Visual 5.51



Visual Description: Summary (1 of 2)

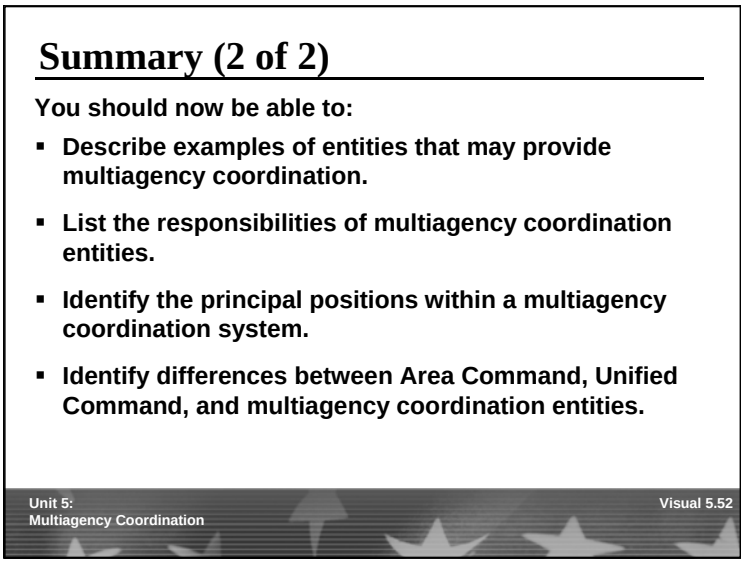
Key Points

You should now be able to:

- Describe the kinds of incident/event management problems that can occur due to a lack of multiagency coordination.
- Define essential terms related to multiagency coordination.
- Identify the major guidelines for establishing and using multiagency coordination groups and systems.
- Provide examples of the different levels at which multiagency coordination is commonly accomplished.
- Identify the primary components of a multiagency coordination system.

Topic | **Summary**

Visual 5.52



Visual Description: Summary (2 of 2)

Key Points

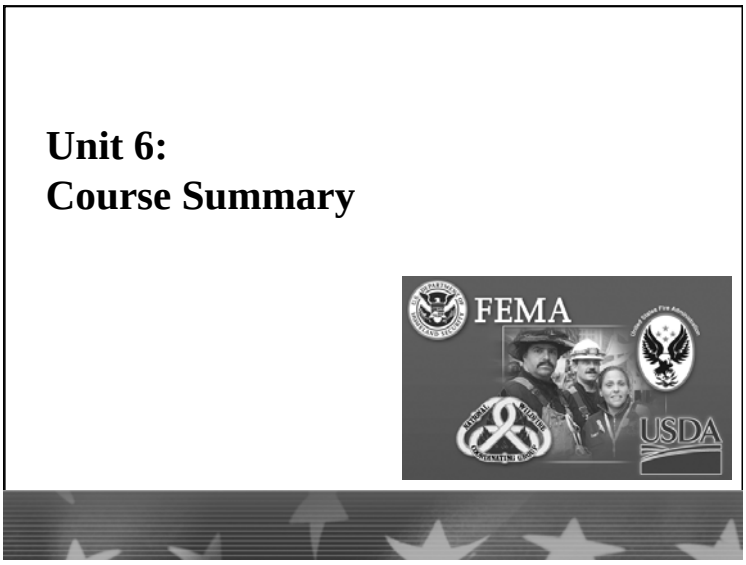
You should now be able to:

- Describe examples of entities that may provide multiagency coordination.
- List the responsibilities of multiagency coordination entities.
- Identify the principal positions within a multiagency coordination system.
- Identify differences between Area Command, Unified Command, and multiagency coordination entities.

Unit 6: Course Summary

Topic: Unit Introduction

Visual 6.1



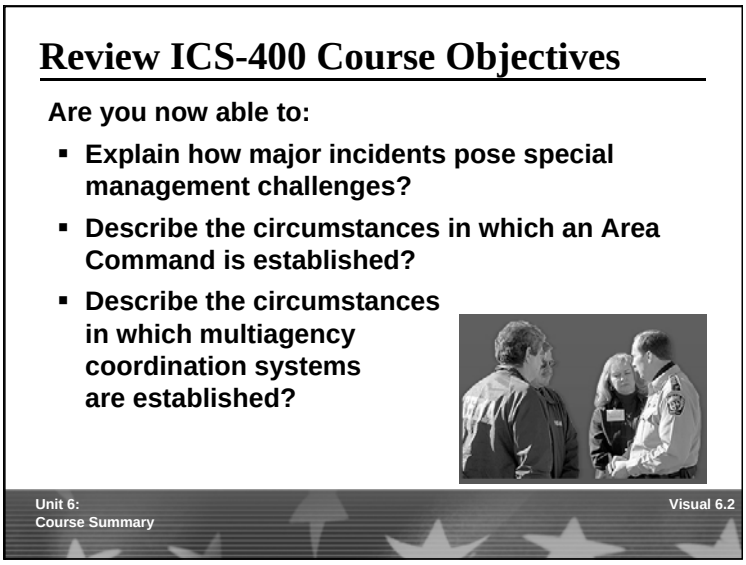
Visual Description: Unit Introduction

Key Points

The purpose of this unit is to review the course contents and ensure that everyone has mastered the key learning points.

Topic: Course Objectives Review

Visual 6.2



Visual Description: Review ICS-400 Course Objectives

Key Points

You should now be able to:

- Explain how major incidents pose special management challenges.
- Describe the circumstances in which an Area Command is established.
- Describe the circumstances in which multiagency coordination systems are established.

Topic: Course Expectations Review

Visual 6.3

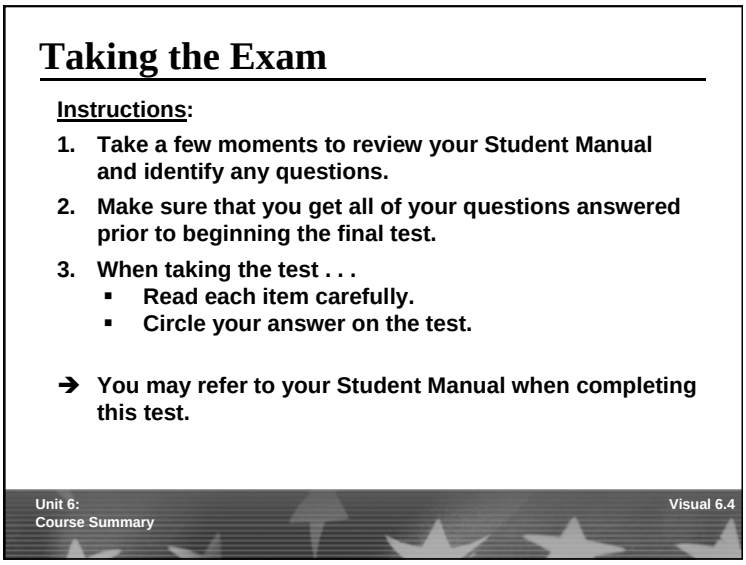
Visual Description: Review Course Expectations

Key Points

Did the course meet your expectations?

Topic: Exam Preparation and Instructions

Visual 6.4



Visual Description: Taking the Exam

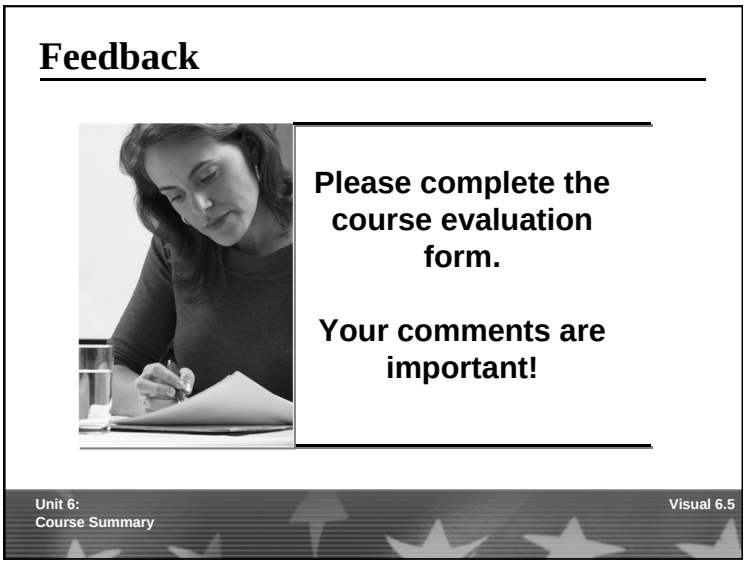
Key Points

1. Take a few moments to review your Student Manual and identify any questions.
2. Make sure that you get all of your questions answered prior to beginning the final test.
3. When taking the test . . .
   - Read each item carefully.
   - Circle your answer on the test.

Note: You may refer to your Student Manual when completing this test.

Topic | **Feedback and Closeout**

Visual 6.5



Visual Description: Feedback

Key Points

Please complete the course evaluation. Your comments will be used to enhance the effectiveness of this course.

Thank you for your participation in this course.

Notes: