

# ON-SITE INCIDENT MANAGEMENT

## Capability Definition

Onsite Incident Management is the capability to effectively direct and control incident activities by using the Incident Command System (ICS) consistent with the National Incident Management System (NIMS).

## Outcome

The incident is managed safely, effectively, and efficiently through the integration of facilities, resources (personnel, equipment, supplies, and communications), and procedures using a common organizational structure that is the ICS.

## Relationship to National Response Plan Emergency Support Function (ESF)/Annex

All Emergency Support Functions (ESFs) are coordination (resource providing) functions, thus ESFs are not involved in on-scene command. The ESFs work through coordination centers to provide the incident management organization with the resources it needs. Command is generally a local/county or State responsibility.

## Preparedness Tasks and Measures/Metrics

| Activity: Develop and Maintain Plans, Procedures, Programs and Systems   |  |
|--|--|
| <b>Critical Tasks</b>  |  |
| Res.B1a 1.1.2  | Develop NIMS-compliant plans and standard operating procedures (SOPs) for emergency response operations within the jurisdiction          |
| Res.B1a 1.1.3  | Develop jurisdiction emergency management plans and SOPs that are compatible and integrate support for unified command during operations |
| Res.B1a 1.2.1  | Pre-identify resources available to supplement command and control capabilities  |
| Res.B1a 1.1.1  | Develop processes to order, track, and assign incident resources   |
| <b>Preparedness Measures</b>   |  |
| Incident Command Post is equipped with processes and/or technologies to maintain accountability of deployed resources and personnel                                      | Yes/No   |
| Incident Command Post is equipped with ability to display real-time video feed of incident site (large cities only)  | Yes/No   |
| Standard Operating Procedure (SOP) is in place to provide Incident Commander with observation trips for aerial view or satellite imaging of incident (large cities only) | Yes/No   |
| Plans and SOPs are NIMS-compliant and support multi-agency response operations   | Yes/No   |
| Electronic personnel tracking system is in place with ability to transmit personnel information to Department Operations Center (large cities only)                      | Yes/No   |

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| Command Post is equipped with ability to receive information from Command and General Staff and participating agencies and transmit IAPs and other documentation | Yes/No |
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| <b>Activity: Develop and Maintain Training and Exercise Programs</b> |
| <b>Critical Tasks</b>  |

| Res.B1a 2.1.1   | Train personnel in accordance with NIMS typing  |        |
|---|---|--------|
| Res.B1a 2.2.1   | Exercise personnel in accordance with NIMS typing   |        |
| Res.B1a 2.1.3   | Arrange for command and elected officials to attend NIMS and other applicable training  |        |
| Res.B1a 2.1.2   | Develop a records management system to identify appropriate personnel who lack Incident Command System (ICS) training, and provide automated notification of training opportunities |        |
| Preparedness Measures   |   | Metric |
| Percentage of capability staff and elected officials trained and exercised on their roles and responsibilities for implementing National Incident Management System (NIMS) during an incident |   | 100%   |
| Percentage of command staff (police, fire, EMS, public health) with training on how ICS will be applied locally   |   | >90%   |
| Personnel are trained and exercised on incident command and management protocols and procedures in compliance with NIMS   |   | Yes/No |

### ***Performance Tasks and Measures/Metrics***

| <b>Activity: <i>Direct On-Site Incident Management</i></b>  |  |  |
|---|--|--|
| <b>Definition: In response to indication of an incident, implement management, planning, and coordination of on-site incident</b>   |  |  |
| Critical Tasks  |  |  |
| Res.B1a 3.3.6.1   | Establish and maintain communications with EOC, dispatch center, and responding units            |  |
| Res.B1a 3.3.6.2   | Direct and coordinate with arriving local, tribal, regional, State, and Federal first responders |  |
| Res.B1a 3.3.4   | Monitor/measure performance of assigned resources and request additional resources as needed     |  |
| Performance Measures  |  | Metric                                       |
| Time in which additional resources are requested following initial scene assessment   |  | Within 5 minutes of completion of assessment |
| Time in which resources are tracked and managed from arrival on-scene or at staging area until release  |  | Continuously                                 |
| Time in which communication is established with appropriate local, State, and Federal response entities   |  | Within 30 minutes of arrival                 |
| <b>Activity: <i>Implement On-Site Incident Management</i></b>   |  |  |
| <b>Definition: In response to an incident, arrive on scene and provide initial scene report while beginning response operations; carry out management, planning, and coordination of on-site incident</b> |  |  |
| Critical Tasks  |  |  |
| Res.B1a 4.1.1   | Conduct initial assessment (size-up) (first arriving units)                                      |  |

| Res.B1a 4.2   | Initiate the Incident Command System (ICS)  |  |
|---|---|--|
| Res.B1a 4.2.1   | Establish and maintain communications with responding units, communications/dispatching center, and EOC |  |
| Res.B1a 4.2.2   | Coordinate operations with specialized emergency response teams   |  |
| Res.B1a 4.2.3   | Direct arriving local, tribal, regional, State, and Federal first responders                            |  |
| Res.B1a 4.2.4   | Request additional resources as necessary for operations and on-site incident management                |  |
| Performance Measures  |   | Metric   |
| Time in which resources are tracked and managed from arrival on-scene or at staging area until release                    |   | Continuously   |
| Time in which communication is established with appropriate local, tribal, regional, State, and Federal response entities |   | Continuously, with expanding scope as incident scale increases |
| Time in which initial incident conditions are reported to responding units  |   | Within 2 minutes of first unit arriving on scene               |

**Activity: Establish Full On-Site Incident Command**

**Definition: Establish staff and facilities necessary to conduct on-site incident command**

| Critical Tasks   |  |  |
|--|--|--|
| Res.B1a 5.1  | Establish Incident Command (IC)  |  |
| Res.B1a 5.1.2  | Establish command and general staff positions needed to manage the incident and meet incident objectives   |  |
| Res.B1a 5.1.3  | Establish branches, groups, and divisions needed to manage the incident and meet incident objectives, strategies, and tactics  |  |
| Res.B1a 5.1.1  | Establish an incident command post, incident bases, camps, staging areas, and other facilities as required   |  |
| Res.B1a 5.3.2  | Transition from incident command to unified command for incidents involving multiple jurisdictions, a single jurisdiction with multi-agency involvement, or multiple jurisdictions with multi-agency involvement |  |
| Res.B1a 5.2  | Implement processes to order, track, and assign incident resources   |  |
| Res.B1a 5.2.2  | Request mutual aid through the EOC and Multi-agency Coordination (MAC) Group ordering process  |  |
| Res.B1a 3.3.4  | Monitor/measure performance of assigned resources and request additional resources as needed   |  |
| Performance Measures   |  | Metric   |
| Time in which on-site incident command is established  |  | Within 5 minutes of the first unit arriving on scene |
| Time in which the Incident Commander designates command and general staff, dependent upon complexity and scope of incident |  | Within 30 minutes of command being established       |

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| Command is successfully transferred to incident command organization able to manage the level of complexity and achieve the incident objectives | Yes/No |
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| <b>Activity: <i>Develop Incident Action Plan (IAP)</i></b>   |  |
| <b>Definition: Develop all necessary components of the IAP and obtain approval</b>   |  |
| <b>Critical Tasks</b>  |  |
| Res.B1a 6.1  | Establish incident objectives, priorities, and operational periods   |
| Res.B1a 6.2  | Develop the incident action plan (IAP) to establish priorities, procedures, and actions to be accomplished to meet the incident objectives |
| Res.B1a 6.1.1  | Establish operational period, not to exceed 24 hours   |
| <b>Performance Measures</b>  | <b>Metric</b>  |
| Initial incident priorities and objectives are effectively communicated  | Yes/No   |
| Time to develop and approve the Incident Action Plan (IAP)   | Within 12 hours of designation of command and general staff  |
| Incident Action Plan (IAP) incorporates Incident Command System (ICS) management structures in accordance with the National Incident Management System (NIMS)                      | Yes/No   |
| The IAP clearly states measurable incident objectives and communicates strategies and tactics required to fulfill the incident objectives throughout the entire operational period | Yes/No   |

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| <b>Activity: <i>Execute Plan</i></b>   |   |
| <b>Definition: For each operational period, distribute IAP to response organizations for their assigned operations. The IAP is implemented to achieve the desired incident objectives.</b> |   |
| <b>Critical Tasks</b>  |   |
| Res.B1a 7.1.1  | Disseminate IAP to other response organization through operational briefing |
| Res.B1a 7.3  | Direct efforts to meet incident objectives in accordance with current IAP   |
| Res.B1a 7.5.1  | Evaluate and revise processes in response to incident developments          |
| <b>Performance Measures</b>  | <b>Metric</b>   |
| IAP is shared with other agencies and organizations at each operations briefing  | Within 30 minutes of IAP approval   |
| Formal operational briefings are conducted for each operational period   | Daily   |
| Incident objectives are accomplished through strategic and tactical actions  | Yes/No  |
| Frequency with which the IAP is re-assessed, revised, distributed, and briefed   | At least at the start of each new operational period                        |

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| All on-site management activities are coordinated through the Incident Command System (ICS) | Yes/No |
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**Activity: *Demobilize On-Site Incident Management***

**Definition: Upon completion of the incident, implement demobilization plan and/or transition to recovery operations**

**Critical Tasks**

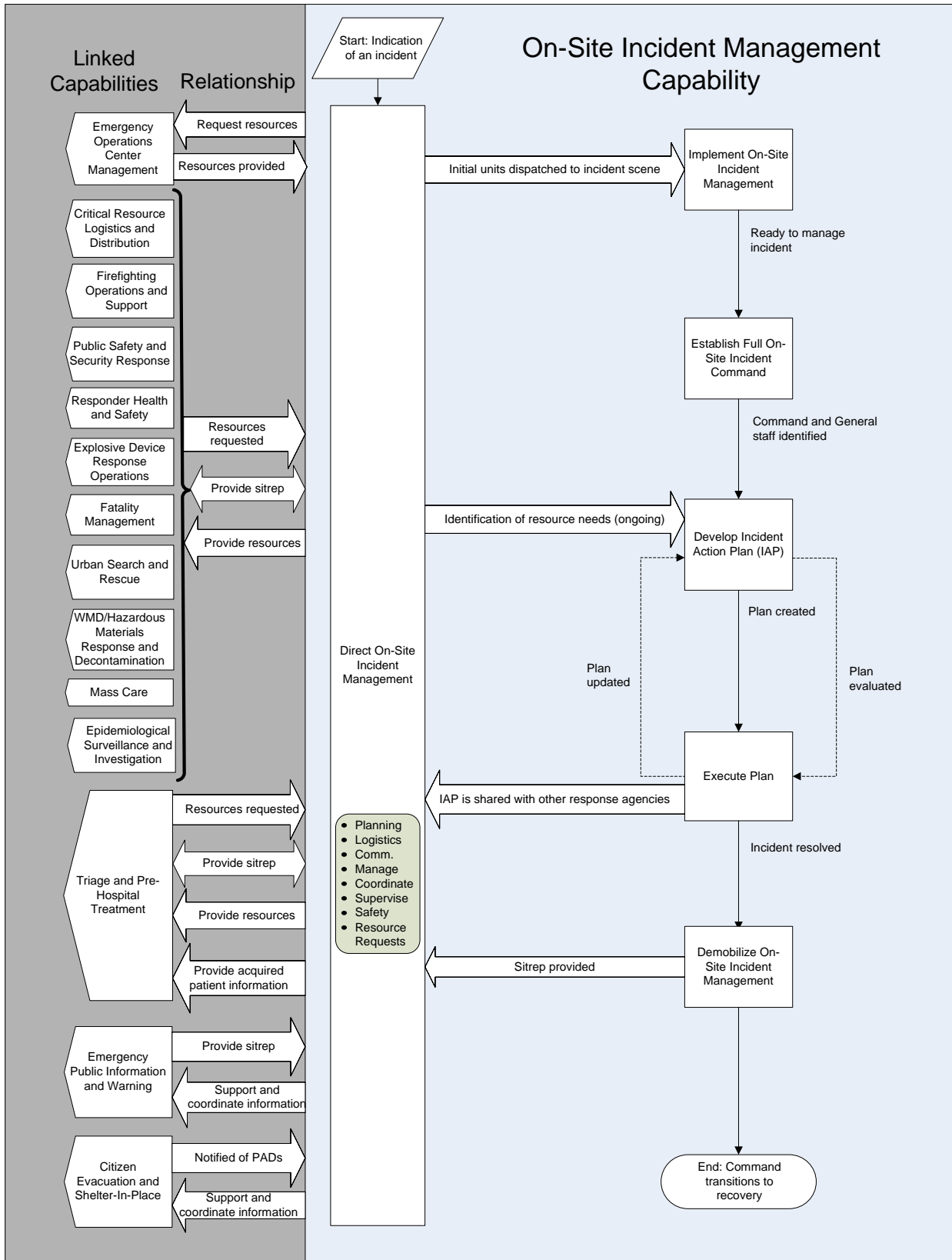
| Res.B1a 8.1  | Implement demobilization plan                      |               |
|--|--|---------------|
| Res.B1a 8.3  | Transition incident command to recovery management |               |
| Res.B1a 8.2  | Monitor demobilization/transition process          |               |
| <b>Performance Measures</b>  |  | <b>Metric</b> |
| Demobilization was implemented in accordance with demobilization plan        |  | Yes/No        |
| Effective transition from the on-site Incident Commander to recovery manager |  | Yes/No        |
| Incident resources are returned to normal service when no longer needed      |  | Yes/No        |

***Linked Capabilities***

| <b>Linked Capability</b>                             | <b>Relationship</b>   |
|--|---|
| Emergency Operations Center Management               | On-site Incident Management capability requests resources from the EOC and provides regular situation reports on incident response operations.      |
| Critical Resource Logistics and Distribution         | On-site Incident Management capability receives resource requests and coordinates resource allocation.  |
| Firefighting Operations and Support                  | On-site Incident Management capability receives resource requests and incident updates.   |
| Public Safety and Security Response                  | On-site Incident Management capability requests public safety resources and coordinates resource allocation.  |
| Responder Health and Safety                          | On-site Incident Management capability provides resources and processes resource requests.  |
| Explosive Device Response Operations                 | On-site Incident Management capability provides resources and processes resource requests specific to EOD operations.                               |
| Fatality Management                                  | On-site Incident Management capability processes resource requests and coordinates fatality management with the appropriate agencies/organizations. |
| Urban Search and Rescue                              | On-site Incident Management capability coordinates with US&R to determine resource needs and identify the scope of the incident.                    |
| WMD/Hazardous Materials Response and Decontamination | On-site Incident Management capability provides resources and requests technical assistance on CBRNE incidents.                                     |
| Mass Care  | On-site Incident Management capability processes resource requests and provides assistance to shelter impacted individuals.                         |

| Linked Capability                              | Relationship  |
|--|---|
| Triage and Pre-hospital Treatment              | On-site Incident Management capability coordinates with EMS and hospitals to ensure rapid triage, treatment, and transport of impacted individuals while tracking the quantity, destination, and disposition of patients leaving the incident site. |
| Emergency Public Information and Warning       | On-site Incident Management capability provides support and coordination to ensure prompt warning and notification to the public.   |
| Citizen Evacuation and Shelter in Place        | On-site Incident Management capability receives protective action decisions and provides support and coordination to ensure citizens receive correct information regarding the need to shelter in place or evacuate.                                |
| Epidemiological Surveillance and Investigation | On-site Incident Management capability coordinates with public health when the incident is expected to have adverse human effects.  |

# Capability Activity Process Flow



### Capability Element Description Details

| Capability Elements                            | Components and Description   |
|--|--|
| Type V Incident Management                     | Local, discipline specific. Capable of functioning in an incident management function from the discovery of and arrival at an incident up to and including a full operational period as defined by the agency or jurisdiction.   |
| Type IV Incident Management                    | Local, agency, or jurisdiction specific. Qualified as a Type 5. Capable of functioning in an incident management function that may involve resources from multiple agencies from the discovery of and arrival at an incident up to and including a full operational period as defined by the agency or jurisdiction. |
| Type III Incident Management Team              | Regional or State. Qualified as a Type 4. Capable of functioning in an incident management function that involves resources from multiples agencies and jurisdictions from the local through Federal-level for multiples operational periods.  |
| Type II Incident Management Team               | State or National. Qualified as a Type 3. Capable of functioning in an incident management function that involves utilization of significant numbers of State and Federal-level resources.   |
| Type I Incident Management Team                | National. Qualified as a Type 2. Capable of functioning in an incident management function that involves utilization of significant numbers of Federal-level resources <sup>1</sup>  |
| Federal Incident Response Support Team (FIRST) | Per the National Response Plan, a quick and readily deployable Emergency Response Team that serves as a forward component of the ERT-A providing on-scene support to the local incident command  |

### Planning Assumptions

- Although applicable to several of the 15 National Planning Scenarios, the capability planning factors were developed from an in-depth analysis of the “Toxic Industrial Chemical” scenario. Other scenarios were reviewed to identify required adjustments or additions to the planning factors and national targets
- Any scenario might require the combined efforts of responders from various local, State, regional, private sector, and Federal entities to carry out sustained support for emergency operations and expand the Incident Command System (ICS) to an inter-jurisdictional and national focus. The coordination of the ICS will be critical in this regard to avoid duplication of effort and to manage strained resources. While the focus would be on response, it is important to note that some scenarios can impact a large geographical area in a relatively short period of time (e.g., when hazards are fast moving).
- Establishment of an intelligence/investigation function will be required if the event is terrorist initiated and, as such, is a criminal act that will require coordinated intelligence gathering and analysis and extensive criminal investigation.

<sup>1</sup> NFPA Standard on Incident Management Professional Qualifications and NFPA 1561, Standard on Emergency Service Incident Management System

- Type I Incident Management Teams (IMTs) are a federally or State certified standing team comprised of approximately 38 members qualified and certified through the NWCG qualification process. A Type I IMT is the most robust IMT with the most experience; is fully equipped and self-contained and is typically deployed to incidents of national significance.
- Type II IMTs are Federally or State certified standing team comprised of up to approximately 38 members qualified and certified through the National Wildfire Coordinating Group (NWCG) qualification process. A Type II IMT may be self-contained and is typically deployed to incidents of regional significance.
- Type III IMTs are standing teams of trained personnel from different departments, organizations, agencies, and jurisdictions within a State or metropolitan region, deployed within a State or region to manage or support incident management at incidents that extend beyond one operational period and possibly transition to a Type II or Type I IMT.
- Type IV IMTs are designated teams of fire, EMS, and/or law enforcement officers from a region or single jurisdiction (city or county), activated when necessary to manage a major or complex incident during the first 6-12 hours and possibly transition to a Type III IMT.
- Type V IMTs are a “pool” of primarily fire officers from several neighboring departments trained to serve in Command and General Staff positions during the first 6-12 hours of a major or complex incident and possibly transition to a Type IV or Type III IMT.<sup>2</sup>
- Complex incident management-unified incident command will have to be established immediately. Multiagency coordination will be required.
- Resource management processes will have to be established immediately.
- An inadequate number of first responder resources will be available to manage the entire incident scene as it grows due to the wind transportation of toxic chemicals.
- An incident command post, incident base camps, staging areas, and decontamination sites will have to be established.
- The multi-agency coordinating group and incident communications management required to supplement dispatch centers and Emergency Operations Centers (EOCs) will be overwhelmed from the onset.
- Responder care issues will have an immediate impact on the emergency response system.
- All incidents will be managed using the National Incident Management System/Incident Command System (NIMS/ICS) at the local level. Expanding or complex incidents may require transitioning incident management to a Type III, Type II, or Type I Incident Management Team (IMT).
- “Drawdown” of Type I and Type II IMTs due to significant wildfire activity results in increased use of Type III IMTs at incidents of national significance.
- Hazardous conditions, weather, size of area, scope, access, and criminal activity (hazard) affect how quickly incident scene can be sized up
- The Toxic Industrial Chemical scenario involves a fire and toxic industrial chemical release from a petroleum refinery caused by terrorist attack using rocket-propelled grenades and explosive devices. There are 350 fatalities, 1,000 hospitalized victims, 10,000 evacuated, 1,000 seeking shelter, 25,000 sheltering in place, and 100,000 self-evacuating. One-half of the structures at the refinery are damaged from explosions.

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<sup>2</sup> FEMA 508-2 Typed Resource Definitions – Incident Management Resources , July 12, 2005

**Planning Factors from an In-Depth Analysis of a Scenario with Significant Demand for the Capability (Toxic Industrial Chemical)**

| Resource Organization             | Estimated Capacity                   | Scenario Requirement Values  | Quantity of Resources Needed   |
|-----------------------------------|--------------------------------------|--|--|
| Type III Incident Management Type | Moderate/complex Incident management | All-risk incident<br>Single or unified command<br>100-200 responders in operations section | 1 IMT; if incident is a long-duration incident, it may require a transition of a new IMT |
| Type II Incident Management Team  | Moderate/complex incident management | All-risk incident<br>Single or unified command<br>200-500 responders in operations section | 1 IMT; if incident is a long-duration incident, it may require a transition of a new IMT |
| Type I Incident Management Team   | Complex incident management          | All-risk incident<br>Single or unified command<br>500+ responders in operations section    | 1 IMT; if incident is a long-duration incident, it may require a transition of a new IMT |

**Approaches for Large-Scale Events**

- National ICS positions and qualification standards need to be established by the NIMS Integration Center (NIC) Use existing standards established for IMTs by the National Fire Protection Association (NFPA), National Wildfire Coordinating Group (NWCG), U.S. Department of Agriculture (USDA), U.S. Coast Guard (USCG), and U.S. Fire Administration.
- Increase the local-level Type III and IV IMT training using existing programs such as that of the U.S. Fire Administration. Use subject matter experts (SMEs) from local, State, and Federal agencies certified/qualified in ICS to accomplish national training needs.
- The NIMS Integration Center (NIMS) needs to establish training and exercise requirements; use those established by NWCG, USDA, and USCG.

**National Targets and Assigned Levels**

| Responsible            | Element Resource Unit             | Type of Element                  | Number of Units | Unit Measure (number per x)            | Capability Activity supported by Element |
|------------------------|-----------------------------------|----------------------------------|-----------------|--|--|
| Local                  | Type IV Incident Management Team  | NIMS-Typed Resource Organization | 1               | Per large cities, counties, or regions | All Activities                           |
| State/<br>Metropolitan | Type III Incident Management Team | NIMS-Typed Resource Organization | 1               | State and UASI Regions                 | All Activities                           |

| Responsible | Element Resource Unit                  | Type of Element                  | Number of Units | Unit Measure (number per x)   | Capability Activity supported by Element |
|-------------|--|----------------------------------|-----------------|---|--|
| State       | Type II Incident Management Team       | NIMS-Typed Resource Organization | 1               | Per State with high occurrence, or per regional area available to multiple States | All Activities                           |
| Federal     | Type I Incident Management Team        | NIMS-Typed Resource Organization | 6               | Nationally, strategically placed  | All Activities                           |
| Federal     | Federal Incident Response Support Team | NIMS-Typed Resource Organization |                 |   | All Activities                           |

### References

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4. Homeland Security Exercise and Evaluation Program, Volume II: Exercise Evaluation and Improvement. U.S. Department of Homeland Security, Office for Domestic Preparedness. October 2003. <http://www.ojp.usdoj.gov/odp/docs/HSEEPv2.pdf>.
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6. Telecommunications. Washington Military Department, Emergency Management Division. 2004. <http://emd.wa.gov/6-rr/com/com-idx.htm>.
7. Incident Communications Emergency Plan, ICEP-2004. U.S. Department of Homeland Security. 2004.
8. NFPA 1021, Standard for Fire Officer Professional Qualifications, National Fire Protection Association, 2003 Edition, <http://www.nfpa.org/aboutthecodes/AboutTheCodes.asp?DocNum=1021>
9. NFPA 1500, Standard on Fire Department Occupational Safety and Health Program, National Fire Protection Association, 2002 Edition, <http://www.nfpa.org/aboutthecodes/AboutTheCodes.asp?DocNum=1500>
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