NFPA 1561
Standard on Emergency Services Incident Management System

2000 Edition

National Fire Protection Association, 1 Batterymarch Park, PO Box 9101, Quincy, MA 02269-9101
An International Codes and Standards Organization

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Standard on

Emergency Services Incident Management System

2000 Edition

This edition of NFPA 1561, *Standard on Emergency Services Incident Management System*, was prepared by the Technical Committee on Fire Service Occupational Safety, and acted on by the National Fire Protection Association, Inc., at its November Meeting held November 14–17, 1999, in New Orleans, LA. It was issued by the Standards Council on January 14, 2000, with an effective date of February 11, 2000, and supersedes all previous editions.

This edition of NFPA 1561 was approved as an American National Standard on February 11, 2000.

Origin and Development of NFPA 1561

The Technical Committee on Fire Service Occupational Safety is charged with preparing documents that will have a significant impact on reducing fire fighter injuries and deaths. The adoption of NFPA 1500, *Standard on Fire Department Occupational Safety and Health Program* in 1987 was a major accomplishment in that effort.

One of the areas addressed in NFPA 1500 is a requirement for fire departments to conduct emergency operations with an effective incident management system (IMS). While operational coordination and effectiveness are often considered to be the primary objectives of an incident management system, the safety aspects of a functional command structure were recognized by the Technical Committee. The consequences of operating without an effective incident management system have been documented in numerous deaths and injuries to fire fighters.

At the time NFPA 1500 was developed, several different incident management systems and many local variations were known to be in use. In the development of these systems, safety and health were not necessarily identified as major concerns. The Technical Committee determined that, in addition to requiring the use of an incident management system, there should be performance criteria for the components of a system that contributes directly toward safety and health objectives, and developed a standard on incident management that would specifically address those concerns. The Committee began work on NFPA 1561 in July, 1987, and held several meetings in various locations around the country to gain regional input.

The Committee came to the conclusion that many of the performance objectives of this standard could be met through the adoption of one of the existing recognized systems. Some additional considerations may be necessary to address specific safety and health concerns, including the problem of maintaining accountability for members operating at the scene of an incident. The standard allows organizations to adopt or modify existing systems to suit local requirements and preferences, as long as they meet the performance objectives that are considered important for safety and health. The majority of systems were observed to be more similar than different, with the greatest variations in terminology for similar components. The overall opinion of the Committee was that it would be more beneficial to have every fire department adopt a suitable system than to create one specific system and suggest that every organization should adopt it. Most of the existing recognized systems should meet the requirements of this document with little or no modification.

The Technical Committee believes that this document will emphasize the essential considerations for safety and health in incident management systems, and lead the fire service to utilize such systems to manage all emergency incidents. The goal will be reached when effective incident management is routinely practiced for all types of situations.

The final draft of this document was completed in March, 1989, and submitted for the 1990 Annual Meeting cycle. It was voted on by the Association at the 1990 Annual Meeting in San Antonio, TX on May 23, 1990.

The Technical Committee, during the revision process of this document, revisited areas that were looked at in the initial development of NFPA 1561. These areas were expanded, in this edition, to reflect the mainstream utilization of an incident management system. These areas include accountability, use of rapid intervention crews for rescue of members, inter-

agency cooperation, and, lastly, the realization that incident management includes more than fireground operations.

The 2000 edition of this standard is indicative of the changes occurring in the management of emergency scene operations. A Task Group within the Technical Committee began work on the proposed revisions, with the idea that incident management is applicable to all emergency service organizations (ESOs).

The fire service has used IMS for a number of years and recognizes its ability to assist in the organization and deployment of resources. The use of this system becomes more critical as the event may evolve into a multidiscipline, multijurisdictional response. The Technical Committee decided to change the title to reflect the fact that all ESOs shall use an IMS.

The inherent safety and health of all personnel operating at an incident is dependent on the fact that they must operate within an IMS. No matter which designated agency representative has assumed the lead role as Incident Commander, the other response agencies must understand their roles and responsibilities on how to operate within the system.

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

Committee Scope: This Committee shall have primary responsibility for documents on occupational safety in the working environment of the fire service; and safety in the proper use of fire department vehicles, tools, equipment, protective clothing and protective breathing apparatus.

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

Information on referenced publications can be found in Chapter 5 and Appendix B.

Chapter 1 Administration

1-1 Scope.

1-1.1* This standard shall contain the minimum requirements for an incident management system to be used by emergency services to manage all emergency incidents.

1-1.2* These requirements shall be applicable to organizations and other agencies that provide rescue, fire suppression, emergency medical care, special operations, and law enforcement.

1-1.3 These requirements shall also be applicable to other emergency services, such as public, military, or private fire departments; fire brigades; and other assisting and cooperating agencies.

1-1.4* This standard shall not apply to industrial fire brigades or industrial fire departments meeting the requirements of NFPA 600, *Standard on Industrial Fire Brigades*. Industrial fire brigades or fire departments shall also be permitted to be known as emergency brigades, emergency response teams, fire teams, plant emergency organizations, or mine emergency response teams.

1-2 Purpose.

1-2.1 The purpose of this standard shall be to define and describe the essential elements of an incident management system.

1-2.2* The purpose of an incident management system shall be to provide structure and coordination to the management of emergency incident operations, in order to provide for the safety and health of emergency services organization personnel and other persons involved in those activities. This standard shall meet the requirements of NFPA 1500, *Standard on Fire Department Occupational Safety and Health Program*, Chapter 6, and OSHA, 29 *CFR* 1910.120(q)(3).

1-2.3* The incident management system shall integrate risk management into the regular functions of incident command. The risk management plan shall meet the requirements of NFPA 1500, Chapter 2.

1-2.4* Many of the performance objectives of this standard shall be permitted to be achieved in a variety of ways. This standard shall not restrict any jurisdiction from exceeding these minimum requirements or from adopting a system tailored to meet local needs while satisfying the minimum requirements of this standard.

1-2.5* The incident management system described in this standard shall be used by trained individuals and applied in a manner that meets the needs of each particular situation. The many different and complex situations encountered by emergency responders require a considerable amount of judgment in the application of the incident management system. The incident commander shall apply the system in a manner that is appropriate for the circumstances of each specific situation.

1-3 Definitions.

1-3.1 Accountability. A system or process to track resources at an incident scene.

1-3.2* Authority Having Jurisdiction. The organization, office, or individual responsible for approving equipment, materials, an installation, or a procedure.

1-3.3 Branch. A supervisory level established in either the operations or logistics function to provide a span of control.

1-3.4* Clear Text. The use of plain language in radio communications transmissions.

1-3.5 Command Staff. Positions that are established to assume responsibility for key activities in the incident management system that are not a part of the line organization; they include Safety Officer, Public Information Officer, and Liaison Officer.

1-3.6 Division. A supervisory level established to divide an incident into geographic areas of operations.

1-3.7 Emergency Incident. Any situation to which the emergency services organization responds to deliver emergency services, including rescue, fire suppression, emergency medical care, special operations, law enforcement, and other forms of hazard control and mitigation.

1-3.8* Emergency Services. An organization that responds to emergency incidents to provide direct or support services.

1-3.9 Fire Brigade. A group of people organized to engage in rescue, fire suppression, and related activities.

1-3.10* Fire Department. An organization providing rescue, fire suppression, emergency medical care, special operations, and related activities.

1-3.11 General Staff. Staff that includes functions of operations, planning, logistics, and finance/administration.

1-3.12 Group. A supervisory level established to divide the incident into functional areas of operation.

1-3.13 High-Rise. A building more than six stories or 75 feet (23 m) in height.

1-3.14 Imminent Hazard. An act or condition that is judged to present a danger to persons or property that is so urgent and severe that it requires immediate corrective or preventive action.

1-3.15 Incident Action Plan. A written plan that establishes the overall strategic decisions, and assigned tactical objectives for the incident.

1-3.16 Incident Commander (IC). The individual in overall command of an emergency incident.

1-3.17 Incident Management System (IMS). A system that defines the roles and responsibilities to be assumed by personnel and the operating procedures to be used in the management and direction of emergency incidents and other functions. The system is also referred to as an incident command system (ICS).

1-3.18 Incident Safety Officer. An individual appointed to respond or assigned at an incident scene by the incident commander to perform the duties and responsibilities specified in this standard.

1-3.19* Incident Scene. The location where activities related to a specific incident are conducted.

1-3.20 Incident Termination. The conclusion of fire department operations at the scene of an incident, usually the departure of the last unit from the scene.

1-3.21 Intermediate Level of Supervision. A level of supervision within the incident management system that groups fire companies and other resources working toward common objectives or in a particular area under a supervisor responsible for the objective(s) or area.

1-3.22 Liaison. The coordination of activities between the fire department and other agencies. The person assigned to the position functions as a member of the incident commander's command staff.

1-3.23* Member. A person involved in performing the duties and responsibilities of an emergency responder, under the auspices of the emergency services organization.

1-3.24* Officer. The member who is assigned by the Incident Commander or by any other person of comparable responsibility in the Emergency Service Organization's Incident Management System.

1-3.25 Personnel. Fire department personnel or any individual participating within the incident scene.

1-3.26 Procedure. An organizational directive issued by the authority having jurisdiction or by the department that establishes a specific policy that must be followed.

1-3.27 Public Information Officer. Provides timely information to the media, authorized by the incident commander, and functions as part of the command staff.

1-3.28 Radio Communications.

1-3.28.1 Radio Communications, Command Channel. A radio channel designated by the emergency services organization that is provided for communications between the incident commander and the tactical level management units during an emergency incident.

1-3.28.2 Radio Communications, Dispatch Channel. A radio channel designated by the emergency services organization that is provided for communications between the communication center and the incident commander or single resource.

1-3.28.3* Radio Communications, Tactical Channel. A radio channel designated by the emergency services organization that is provided for communications between resources assigned to an incident, and the incident commander.

1-3.29* Rapid Intervention Crew/Company (RIC). A minimum of two fully equipped personnel on-site, in a ready state, for immediate rescue of injured or trapped personnel.

1-3.30 Resources. All personnel and major items of equipment that are available, or potentially available, for assignments to incident tasks on which status is maintained.

1-3.31 Risk. A measure of the probability and severity of adverse effects that result from an exposure to a hazard.

1-3.32 Sector. Either a geographic or functional assignment. *Sector* may be used as either division, group, or both.

1-3.33 Shall. Indicates a mandatory requirement.

1-3.34 Should. Indicates a recommendation or that which is advised but not required.

1-3.35* Special Operations. Those emergency incidents to which the fire department responds that require specific and advanced training and specialized tools and equipment.

1-3.36 Staging. A specific function where resources are assembled in an area at or near the incident scene to await instructions or assignments.

1-3.37 Standard. A document, the main text of which contains only mandatory provisions using the word "shall" to indicate requirements and which is in a form generally suitable for mandatory reference by another standard or code or for adoption into law. Nonmandatory provisions shall be located in an appendix, footnote, or fine-print note and are not to be considered a part of the requirements of a standard.

1-3.38 Standard Operating Procedure (SOP). An organizational directive that establishes a course of action or policy.

1-3.39 Strategy. A goal, or set of goals used to manage incident scene operations from which an incident action plan is developed.

1-3.40 Supervisor. Emergency services personnel who has supervisory authority and responsibility over other personnel.

1-3.41 Tactical Level Management Component (TLMC). A management unit identified in the incident management system commonly known as "division," "group," or "sector."

1-3.42 Unified Command. A standard method to coordinate command of an incident where multiple agencies have jurisdiction.

Chapter 2 System Structure

2-1 Implementation.

2-1.1* The emergency services organization (ESO) shall adopt an incident management system to manage all emergency incidents. The system shall be designed to meet the particular characteristics of the incident based on size, complexity, and operating environment.

2-1.2 The incident management system shall be defined and documented in writing. Standard operating procedures (SOP) shall include the requirements for implementation of the incident management system and shall describe the options that are available for application according to the needs of each particular situation.

2-1.3* The ESO shall prepare and adopt written plans, based on the incident management system, to address the requirements of the different types of incidents that can be anticipated. These plans shall address both routine and unusual incidents and shall provide standardized procedures and supervisory assignments that can be applied to the needs of situations of differing types, sizes, and complexities.

2-1.4* The incident management system shall be utilized at all emergency incidents. The incident management system also shall be applied to drills, exercises, and other situations that involve hazards similar to those encountered at actual emergency incidents and to simulated incidents that are conducted for training and familiarization purposes.

2-2 Communications.

2-2.1* The incident management system shall include standard operating procedures for radio communications that provide for the use of standard protocols and terminology at all types of incidents. Clear text for radio communications shall be used.

2-2.2 The communications system shall meet the requirements of the emergency response agency for routine and large-scale emergencies.

2-2.2.1 An ESO shall provide one radio channel for dispatch and a separate tactical channel to be used initially at the incident.

2-2.2.2 When Tactical Level Management Component (TLMCs) have been implemented, an ESO shall provide a dispatch channel, a command channel, and a tactical channel.

2-2.2.3* An ESO shall provide additional radio channels for the volume of communications relating to incidents with multiple tactical channels, and for the complexity of multiple emergency incidents. The communications system shall provide reserve capacity for complex or multiple incidents.

2-2.3* Standard terminology shall be established to transmit information, including strategic modes of operation, situation reports, and emergency notifications of imminent hazards. The radio capabilities shall provide for communications with mutual aid resources or other agencies that could be expected to respond to a major incident.

2-2.4* The communications system shall provide a standard method to give priority to the transmission of emergency messages and notification of imminent hazards to all levels of the incident command structure over that of routine communications.

2-2.4.1* In ensuring that clear text is used for an emergency condition at an incident, the ESO shall have an SOP that uses the radio term **emergency traffic** as a designation to clear radio traffic. Emergency traffic can be declared by an incident commander (IC), TLMC, or member who is in trouble or subjected to an emergency condition.

2-2.4.2 When a member has declared an emergency traffic message, that person shall use clear text to identify the type of emergency, change in conditions, or tactical operations. The member who has declared the emergency traffic message shall conclude it by transmitting the statement **All clear resume radio traffic.**

2-2.5 The incident management system shall provide SOPs for a telecommunicator to provide support to emergency incident operations. Telecommunicators shall be trained to function effectively within the incident management system, and shall meet the qualifications required by NFPA 1061, *Standard for Professional Qualifications for Public Safety Telecommunicator.*

2-2.6* The IC shall be provided with reports of elapsed time-on-scene at emergency incidents in 10-minute intervals from the ESO Communications Center, until reports are terminated by the incident commander.

2-3 Multi-Agency Incidents.

2-3.1* The ESO shall develop an integrated incident management system in coordination with other agencies that are involved in emergency incidents.

2-3.2* The incident management system shall provide a plan to coordinate with other agencies that have jurisdiction at the incident scene. This plan shall include a standard procedure to designate one incident commander or to establish unified command.

2-3.3* Where the incident is under the command authority of a single emergency services organization, the incident commander shall provide for liaison and coordination with all assisting and cooperating agencies.

2-3.4 Where the incident is under the overall jurisdiction of another agency that has not implemented an incident management system, the emergency services organization shall utilize the incident management system to manage its own operations and coordinate its activities with the agency having overall jurisdiction.

2-4 Command Structure.

2-4.1 The incident management system shall provide a series of supervisory levels to be implemented to create a command structure. The particular levels to be utilized in each situation shall depend on the nature of the incident and the scale and complexity of emergency services organization activities at the scene.

2-4.2 The incident management system shall be modular to allow the application of only those elements that are necessary at a particular incident and to allow elements to be activated or deactivated as the needs of the incident change with time. The system shall provide for a routine process of escalation as additional resources are utilized.

2-4.3 The incident commander shall determine which levels and elements of the incident management system are to be implemented in each case and shall develop the command structure for each incident by assigning supervisory responsibilities according to standard operating procedures.

2-4.4* The command structure for each incident shall maintain an effective supervisory span of control at each level of the organization. An effective span of control shall be determined by the ability of each supervisor to monitor the activities of assigned subordinates and to communicate effectively with them.

2-4.5* The incident management system shall define standardized supervisory assignments. These assignments shall be activated upon assignment by the incident commander.

2-4.5.1* Standardized supervisory assignments shall define the role, authority, and responsibilities of assigned personnel. Assignments shall be defined by function or by location at the scene of the incident, or by a combination of function and location. The scope of authority to be delegated at each supervisory level shall be outlined in standard operating procedures.

2-4.5.2* An assignment that is defined by function shall be based on performing or supervising a particular function or set of functions.

2-4.5.3* An assignment that is defined by location shall be based on supervising all activities that are conducted within a designated area. The area shall be defined by standard terminology or specified by the incident commander at the time of assignment.

2-4.6 The incident commander shall have the authority to modify standard assignments or to apply them in a manner that suits the particular needs of an incident. It shall be the responsibility of the incident commander to identify the parameters of an assignment clearly where deviating from the standard assignments.

2-5 Training and Qualifications.

2-5.1* All personnel who are involved in emergency operations shall be trained in the incident management and personnel accountability systems. The ESO shall provide periodic refresher training.

2-5.2 Personnel who are expected to perform as incident commanders or to be assigned to supervisory levels within the command structure shall be trained in and familiar with the incident management system and the particular levels at which they are expected to perform. The ESO shall define training and experience requirements for supervisors.

2-5.3* The incident commander shall make assignments based on the availability, qualifications, and expertise of individuals.

2-6 Resource Accountability.

2-6.1 The incident management system shall provide for resource accountability at the incident scene.

2-6.2* The ESO shall adopt and routinely use a system to maintain accountability for all resources assigned to the incident. This system shall also provide a process for the rapid accounting of all personnel at the incident scene.

2-6.3* All supervisors shall maintain a constant awareness of the position and function of all personnel assigned to operate under their supervision. This awareness shall serve as the basic means of accountability that shall be required for operational safety.

2-6.3.1 The incident management system shall maintain accountability for the location and function of each company or unit at the scene of the incident.

2-6.3.2 Fire department personnel who respond to the incident on fire apparatus shall be identified by a system that provides an accurate accounting of those personnel actually responding to the scene with each company or on apparatus.

2-6.3.3 Personnel who arrive at the scene of the incident by means other than emergency response vehicles shall be identified by a system that accounts for their presence and their assignment at the incident scene.

2-6.4 The system shall include a specific means to identify and keep track of personnel entering and leaving hazardous areas, such as confined spaces or areas where special protective equipment is required.

2-6.5* The incident management system shall include a standard operating procedure to evacuate personnel from an area where an imminent hazard condition is found to exist and to account for their safety. This SOP shall include a method to notify immediately all personnel as specified in 2-2.4.

2-7 Personnel Accountability.

2-7.1 The personnel accountability system shall be used at all incidents.

2-7.2* The emergency services organization shall develop the system components required to make the personnel accountability system effective.

2-7.3* The standard operating procedures shall provide the use of additional accountability officers based on the size, complexity, or needs of the incident.

2-7.4 Where assigned as a company/crew/unit, members shall be responsible to remain under the supervision of their assigned supervisor.

2-7.5 Members shall be responsible for following personnel accountability system procedures.

2-8 Incident Scene Rehabilitation.

2-8.1 The incident commander shall consider the circumstances of each incident and make suitable provisions for the rest and rehabilitation of personnel operating at the scene. These provisions shall include medical evaluation and treatment, food and fluid replenishment, and relief from extreme climatic conditions, according to the circumstances of the incident.

2-8.2 All members entering and leaving the rehabilitation area shall be assigned by the incident management system and be tracked through the personnel accountability system.

2-8.3* The emergency services organization shall develop standard operating procedures that outline a systematic approach for the rehabilitation of members operating at incidents. Provisions addressed in these procedures shall include medical evaluation and treatment, food and fluid replenishment, crew rotation, and relief from extreme climatic conditions.

2-9 Incident Scene Rehabilitation Tactical Level Management Unit.

2-9.1* The rehabilitation tactical level management unit shall be designated per department standard operating procedures, for such incidents as large-scale incidents, long-duration incidents, or those associated with significant temperature extremes.

2-9.2 The rehabilitation tactical level management unit shall be established in a safe environment away from the hazardous area of the incident.

2-10 Evaluation and Triage of Emergency Responder Injuries.

2-10.1 In the event of an injury to a fire fighter, without serious injury or multiple injuries during incident scene operations, the medical tactical level management unit shall assess and treat the injury based on local medical protocol and standard operating procedures. At escalating incidents, additional medical assistance shall be dispatched.

2-10.2 Medical control for basic and advanced life support and other providers shall be established by the authority having jurisdiction. The assigned medical control shall come from a base hospital or shall be permitted to come from a central dispatch/control facility.

Chapter 3 System Components

3-1 Incident Commander.

3-1.1* The incident management system shall clearly identify who is in overall command at the scene for the duration of the incident. The incident management system shall provide for the transfer of the assignment of incident commander to take place one or more times during the course of an incident.

3-1.1.1 The incident commander shall maintain an awareness of the location and function of all companies or units at the scene of the incident.

3-1.1.2 The incident commander shall be responsible for overall personnel accountability for the incident. The incident commander shall initiate an accountability and inventory worksheet at the beginning of operations and shall maintain that system throughout operations.

3-1.1.3 The incident commander and members who are assigned a supervisory responsibility for a tactical level management unit that involves multiple companies or crews under their command shall have assigned a member(s) to facilitate the ongoing tracking and accountability of all assigned companies.

3-1.1.4 The Incident Commander (IC) shall be responsible for monitoring tactical, command, and designated emergency traffic channels for that incident.

3-1.2* Standard operating procedures shall provide for one individual to assume the role of incident commander from the beginning of operations at the scene of each incident.

3-1.3* Standard operating procedures shall define the circumstances and procedures for transferring command to another on-scene officer/member and shall specify to whom command shall be transferred.

3-1.4* The incident commander shall provide for appropriate control of access to the incident scene.

3-2 Command Staff.

3-2.1* Command staff functions shall include those elements of the incident management system that operate in direct support of the incident commander and contribute to the overall management of the incident.

3-2.2* Standard operating procedures shall define the roles and responsibilities of personnel assigned to command staff functions. Three specific staff positions shall be identified: information officer, incident safety officer, and liaison officer. Additional staff functions shall be assigned, depending upon the nature and location of the incident or upon requirements established by the incident commander.

3-2.2.1 The information officer shall act as a liaison between the media and the incident commander. The information officer shall consult with the incident commander regarding any constraints on the release of information and shall prepare press briefings.

3-2.2.2 The incident safety officer or assistant incident safety officer(s) shall have the authority to immediately correct situations that create an imminent hazard to personnel.

3-2.2.3 At an emergency incident, where activities are judged by the incident safety officer to be unsafe and to involve an imminent hazard, the incident safety officer shall have the authority to alter, suspend, or terminate those activities. The incident safety officer shall immediately inform the incident commander of any actions taken to correct imminent hazards at an emergency scene.

3-2.2.4 At an emergency incident, where the incident safety officer identifies unsafe conditions, operations, or hazards that do not present an imminent danger, the incident safety officer shall take appropriate action through the incident commander to mitigate or eliminate the unsafe condition, operation, or hazard.

3-2.2.5 The liaison officer shall provide a point of contact for assisting and cooperating agencies. The liaison officer shall identify current or potential interagency needs.

3-2.3* Personnel performing command staff functions shall operate with delegated authority to issue orders and instructions in the name of the incident commander. The scope of this authority shall be established in standard operating procedures. The assigned personnel shall keep the incident commander informed of significant occurrences.

3-3 Planning Functions.

3-3.1 Planning staff functions shall include those components of the incident management system that are involved with information management that support the incident commander and other levels of the incident command structure.

3-3.2* The incident management system shall include a standard approach for the collection, evaluation, dissemination, and use of information. The planning staff shall account for the organizational structure, availability of resources, deployment of resources, and situation status reports.

3-3.3 The incident management system shall include standard methods and terminology to record and track the assignment of resources for the duration of an incident.

3-3.4 The incident management system shall include a standard approach utilizing technical advisors to support the development of strategic plans and to assist the incident commander.

3-4 Logistics Functions.

3-4.1 Logistics shall provide services and support systems to all the organizational components involved in the incident including facilities, transportation, supplies, equipment maintenance, fueling, feeding, communications, and medical services, including responder rehabilitation.

3-4.2* When implementing high-rise logistics the following functions shall be included:

(1) Base
(2) Lobby control
(3) Stairwell support
(4) Communications

3-5 Operations Functions.

3-5.1 Operations functions shall refer to those tactical components of the incident management system that are within the primary mission of the emergency services organization.

3-5.2* The incident commander shall assign intermediate levels of supervision and organize resources following standard operating procedures in accordance with Section 2-4, and based on the scale and complexity of operations.

3-5.3* All supervisors assigned to operations functions shall support an overall strategic plan, as directed by the incident commander, and shall work toward the accomplishment of tactical objectives.

3-5.4 Supervisors assigned to operations functions shall be accountable for all resources assigned under their span of control and for coordination with higher levels of the command structure and with other supervisors at the same level. The safety and health of all personnel shall be primary considerations.

3-6 Staging.

3-6.1* The incident management system shall provide a standard system to manage reserves of personnel and other resources at or near the scene of the incident.

3-6.2* When emergency activities are being conducted in a location where there would be a delay in activating standby resources, the incident commander shall establish staging areas close to the area where the need for those resources is anticipated.

3-7 Finance/Administration.

3-7.1* The incident management system shall provide finance/administrative services where necessary.

3-7.2* The incident commander shall assign finance/administrative functions based on the needs or complexity of the incident.

Chapter 4 Roles and Responsibilities

4-1 Incident Commander.

4-1.1* The incident commander shall be responsible for the overall coordination and direction of all activities at an incident. This responsibility shall include the safety and health of all personnel and other persons operating within the incident management system.

4-1.2* The following risk management principles shall be utilized by the incident commander.

(a) Activities that present a significant risk to the safety of personnel shall be limited to situations where there is a potential to save endangered lives.

(b) Activities that are routinely employed to protect property shall be recognized as inherent risks to the safety of personnel, and actions shall be taken to reduce or avoid these risks.

(c) No risk to the safety of personnel shall be acceptable where there is no possibility to save lives or property.

4-1.3* The incident commander shall evaluate the risk to personnel with respect to the purpose and potential results of their actions in each situation. In situations where the risk to emergency service personnel is excessive, as defined in 4-1.2, activities shall be limited to defensive operations.

4-1.4 The incident commander shall be responsible for the following:

(1) Establishing a command structure that meets the needs of the particular situation
(2) Determining the overall strategy that will be employed
(3) Summoning and assigning adequate resources to deal with the situation
(4) Evaluating progress and changing the strategy as appropriate
(5) Communicating directions and interpreting progress reports from assigned persons in the command structure
(6) Bringing the incident to a termination

4-1.5* It is the responsibility of the incident commander to establish a command post and maintain visibility.

4-1.6 The incident commander shall make assignments and provide direction, as demanded by the nature and circumstances of the incident, in order to manage the activities of all personnel and other resources at the incident scene.

4-1.7 The incident commander shall assign supervisory duties and responsibilities to create an organizational structure, within the framework of the incident management system, based on the needs of each particular incident. The established structure shall provide a manageable span of control at all levels of the organization in order to exercise supervision over all aspects of the incident.

4-1.7.1 As the incident increases in size and complexity and as additional personnel and units are assigned to operate at the scene, the incident commander shall expand the command structure to maintain effective levels of supervision and span of control.

4-1.7.2 The assignment of duties and responsibilities to individuals also shall include the delegation of the authority necessary to accomplish the assignments. The standard operating procedures adopted by the fire department shall define the scope of authority to be delegated at each level of the organization.

4-1.8 The incident commander shall utilize standardized terminology and predefined job descriptions to make supervisory assignments.

4-1.9 The emergency services organization shall provide personnel for the rescue of individuals operating at emergency incidents if the need arises. A rapid intervention crew shall consist of at least two individuals and shall be available for rescue of personnel if necessary.

4-1.10 The incident commander shall ensure that any change in strategy is communicated to all affected supervisors.

4-1.11* The incident commander shall provide for appropriate control of access to the incident scene.

4-2 Supervisory Personnel.

4-2.1 Risk management principles shall be employed routinely by supervisory personnel (supervisors) at all levels of the incident management system to define the limits of acceptable and unacceptable positions and functions for all personnel at the incident scene.

4-2.2* Supervisors shall assume responsibility for activities within their span of control, including responsibility for the safety and health of personnel and other authorized persons within their designated areas.

4-2.3* Supervisors shall work toward assigned objectives, within the overall strategy defined by the incident commander. They shall, on a regular basis, report progress, or lack of progress, in meeting those objectives as well as any deviation from established plans.

4-2.4 Supervisors at each level of the command structure shall receive direction from, and provide progress reports to, supervisors at a higher level.

4-2.5 Supervisors shall be alert to recognize conditions and actions that create a hazard within their span of control. All supervisors shall have the authority and responsibility to take immediate action to correct imminent hazards and to advise the appropriate supervisor regarding these actions.

4-2.6 Supervisors shall coordinate their activities with other supervisors at the same level and shall provide direction to supervisors at a lower level or personnel within their span of control.

4-2.7* Where conflicting orders are received at any level of the incident management system, the individual receiving the conflicting order shall inform the individual giving the order that a conflict exists. If the conflicting order is required to be carried out, the individual giving the conflicting order shall so inform the individual who provided the initial order.

4-2.8 All supervisors shall maintain a constant awareness of the position and function of all personnel assigned to operate under their supervision. This awareness shall serve as the basic means of accountability that shall be required for operational safety.

Chapter 5 Referenced Publications

5-1 The following documents or portions thereof are referenced within this standard as mandatory requirements and shall be considered part of the requirements of this standard. The edition indicated for each referenced mandatory document is the current edition as of the date of the NFPA issuance of this standard. Some of these mandatory documents might also be referenced in this standard for specific informational purposes and, therefore, are also listed in Appendix B.

5-1.1 NFPA Publications. National Fire Protection Association, 1 Batterymarch Park, P.O. Box 9101, Quincy, MA 02269-9101.

NFPA 600, *Standard on Industrial Fire Brigades,* 2000 edition.

NFPA 1061, *Standard for Professional Qualifications for Public Safety Telecommunicator,* 1996 edition.

NFPA 1500, *Standard on Fire Department Occupational Safety and Health Program,* 1997 edition.

5-1.2 Other Publication.

5-1.2.1 U.S. Government Publication. U.S. Government Printing Office, Superintendent of Documents, Washington, DC 20402.

Title 29, *Code of Federal Regulations*, Part 1910, Section 120 (q) (3), March 6, 1989.

Appendix A Explanatory Material

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

A-1-1.1 This document establishes minimum requirements for the development and implementation of an incident management system. The system is intended to apply to operations conducted at the scene of emergency incidents by an emergency services organization. Although this document is written largely in terms that relate to a single-agency system, it is intended to integrate with emergency management systems that apply to multiple agencies and large-scale situations.

A-1-1.2 For effective use of an incident management system, it should be acknowledged that emergency incidents are rarely, truly single-discipline events. The Emergency Services Organization (ESO) Incident Management System should be known to participants and integrated with similar systems of other emergency services organizations (such as law enforcement), private emergency medical service providers, and public works agencies. In fact, it is in the best interest of the ESO to promote the use of a standard system on an interagency and interdisciplinary basis.

A-1-1.4 The intent of this requirement is to ensure that industrial fire brigades that perform fire fighting beyond the incipient stage comply with the requirements of this standard. Based upon the organizational statement of the industrial fire brigade, the types or potential types of fires encountered (i.e., fires that develop beyond the incipient stage), and other job tasks performed by personnel, dictate the required compliance with this standard. These requirements should be addressed through training, standard operating procedures, and company or corporate policy.

A-1-2.2 This standard establishes minimum performance requirements for an incident management system based on concerns for the safety and health of emergency services organization personnel. The benefits of an incident management system extend far beyond this single concern, but personnel health and safety is considered to be the most important reason to implement an incident management system. This standard also can be used for guidance in meeting the requirements for an incident command system as outlined in other NFPA documents, including NFPA 471, *Recommended Practice for Responding to Hazardous Materials Incidents*, and NFPA 472, *Standard for Professional Competence of Responders to Hazardous Materials Incidents.*

A-1-2.3 The incident commander has the ultimate responsibility for the safety of all emergency services personnel operating at an incident and for any and all other persons whose safety is affected by emergency services organization operations. Risk management provides a basis for the following:

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

A-1-2.4 Many of the requirements of this standard could be satisfied by adopting a model system (such as the incident command system) that is intended to provide for a uniform approach to incident management while providing for some variations to meet local requirements.

A-1-2.5 An incident management system is intended to provide a standard approach to the management of emergency incidents. The primary objective is always to manage the incident, not to fully implement and utilize the incident management system. The command officer should be able to apply the incident management system in a manner that supports effective and efficient management of the incident. The use of

the system should not create an additional challenge for the incident commander.

A-1-3.2 Authority Having Jurisdiction. The phrase "authority having jurisdiction" is used in NFPA documents in a broad manner, since jurisdictions and approval agencies vary, as do their responsibilities. Where public safety is primary, the authority having jurisdiction may be a federal, state, local, or other regional department or individual such as a fire chief; fire marshal; chief of a fire prevention bureau, labor department, or health department; building official; electrical inspector; or others having statutory authority. For insurance purposes, an insurance inspection department, rating bureau, or other insurance company representative may be the authority having jurisdiction. In many circumstances, the property owner or his or her designated agent assumes the role of the authority having jurisdiction; at government installations, the commanding officer or departmental official may be the authority having jurisdiction.

A-1-3.4 Clear Text. Ten codes or agency-specific codes should not be used when using clear text.

A-1-3.8 Emergency Services. These organizations can include law enforcement; emergency medical services; fire departments; American Red Cross; Salvation Army; public works; federal, state, or local government agencies; private contractors; environmental agencies; fire brigades; and others.

A-1-3.10 Fire Department. The term *fire department* should include any public, governmental, private, industrial, or military organization engaging in this type of activity.

A-1-3.19 Incident Scene. This location should include the entire area subject to incident-related hazards and all areas used by fire department personnel and equipment in proximity to the incident scene.

A-1-3.23 Member. Fire department personnel can be full-time or part-time employees, paid or unpaid volunteers, can occupy any position or rank within the fire department, and might or might not engage in emergency operations.

A-1-3.24 Officer. In some organizations this position is outlined as part of the rank structure, i.e., Sergeant, Lieutenant, Captain, Deputy Chief. In other circumstances the term is used to describe a position of responsibility, i.e., Incident Scene Safety Officer, Haz-Mat Branch Officer. There are circumstances where a member who holds no rank, but who has the technical expertise to be assigned to a position within IMS may do so as designated by the Incident Commander.

A-1-3.28.3 Radio Communications, Tactical Channel. It is also used at the tactical level management unit when implemented.

A-1-3.29 Rapid Intervention Crew/Company (RIC). In some departments they may also be known as a rapid intervention team. At wildland incidents this crew designation would be addressed through the planning process and contingency planning.

Emergency services personnel respond to many incidents that present a high risk to personnel safety. Departments in compliance with OSHA 29 *CFR* 1910.134 "Respiratory Protection Regulations" need to have a minimum of two persons on scene fully equipped when members are operating in an Immediately Dangerous to Life and Health (IDLH) or potentially IDLH atmosphere. The primary purpose is the rescue of injured, lost, or trapped fire fighters. Departments utilizing an incident management system in accordance with NFPA 1561 or 29 *CFR* 1910.120, along with a personnel accountability system, have incorporated the RIC into their management system. Many departments have redefined their response plans to include the dispatch of an additional company (engine, rescue, or truck) to respond to incidents and stand by as the Rapid Intervention Crew/Company. Incident commanders can assign additional RICs based on the size and complexity of the incident scene. This requirement is also included as part of special operations incidents in NFPA 1500, *Standard on Fire Department Occupational Safety and Health Program*.

A-1-3.35 Special Operations. Special operations include water rescue, hazardous materials, confined space entry, high-angle rescue, terrorism (biological, nuclear, incendiary, chemical, and explosive), and other operations requiring specialized training.

A-2-1.1 The emergency services organization should evaluate existing recognized systems in order to develop or adopt a system that meets its own particular requirements and provides compatibility with systems used by other agencies that would reasonably be expected to be working with the ESO at emergency incidents.

A-2-1.3 Emergency services organizations respond to a wide variety of incidents. Most of these incidents are considered routine and involve a small commitment of resources, while a few incidents involve large commitments of resources, complex situations, and potentially high-risk operations. It is important for an incident management system to accommodate all types and sizes of incidents and to provide for a regular process of escalation from the arrival of the first responding units at a routine incident to the largest and most complex incidents. The system always should be applied, even to routine incidents, in order to provide familiarity with the system, to be prepared for escalation, and to be cognizant of the risks that exist at all incidents.

A-2-1.4 The emergency services organization should use the same basic approach for all situations, including drills, to ensure that personnel are fully familiar and confident with the incident management system. Drills and simulated incidents often involve risks that are similar in nature to those of actual incidents.

A-2-2.1 The intent of the use of clear text for radio communications is to reduce confusion at incidents, particularly where different agencies work together.

A-2-2.2.3 The ESO should preplan radio channel usage for all incident levels.

A-2-2.3 A change in strategic mode of operation would include, as an example for structural fire fighting, the switch from offensive strategy (interior fire attack with hand lines) to defensive strategy (exterior operation with master streams and hand lines) or establishing a perimeter around an active crime scene. In such an instance, it is essential to notify all affected personnel of the change in strategic modes, ensure that all personnel withdraw from the area, and account for all personnel.

A-2-2.4 The emergency notification system should provide a means to rapidly warn all persons who might be in danger if an imminent hazard is identified or if a change in strategy is made. An emergency message format with distinctive alert tones and definitive instructions should be used to make such notifications.

A-2-2.4.1 Examples of emergency conditions could be "Fire fighter missing," "Fire fighter down," "Officer needs assistance," "Evacuate the building/area," "Wind shift from north to south," "Change from offensive to defensive operations," or "Fire fighter trapped on the first floor."

In addition to the emergency traffic message, the ESO can use additional signals such as an air horn signal for members to evacuate as part of their SOPs.

A-2-2.6 Some emergency services organizations might also wish to be provided with reports of elapsed time-from-dispatch. This method could be more appropriate for ESOs with long travel times where significant incident progress might have occurred prior to first unit arrival.

A-2-3.1 The incident management system should be a component of interagency and multijurisdictional planning for emergency operations. An emergency services organization is seldom the only agency involved in activities at the scene of emergency incidents, particularly large-scale incidents. Any other agencies that have an established role at emergency incidents also should be included.

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

A-2-3.2 At large-scale and complex incidents, several agencies could become involved and could have legal jurisdiction over different aspects of the situation or different areas that are involved in the incident.

Paragraph 2-3.2 requires the emergency services organization to build into its incident management system a system for interaction and coordination with other agencies. This is best accomplished by developing an integrated system in cooperation with all of the agencies that would be expected to work together at routine or large-scale incidents.

It is possible that other agencies might be unwilling to develop fully integrated incident management systems with the emergency services organization. In these circumstances, the emergency services organization should utilize its own capabilities to develop and implement an incident management system that meets the intent of this standard.

If plans are not established in advance, the authority for overall command of the incident could be in question. Most emergency incidents occur clearly within the jurisdictional area of one emergency services organization. The agency having jurisdiction is normally responsible for designating the incident commander, although pre-established plans could provide for an individual from a different agency to assume command under some circumstances. The basic concept should be to designate one emergency services organization incident commander, even where several emergency services organizations are involved in the incident.

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

One approach that is used for multijurisdictional incidents is "unified command." In this system, each agency having jurisdiction can have its own designated incident commander, with all of the incident commanders working together to develop one unified plan of action. This approach should be used only within a well-established interagency standard operating procedure.

Another approach that is employed in some cases, where different agencies have specific jurisdiction over different aspects of an incident, is a "lead agency" concept. Under a lead agency structure, one agency assumes overall command of the incident, while other agencies fulfill their jurisdictional responsibilities under the coordination of the lead agency's incident commander. The lead agency role can be transferred at different stages of an incident, as objectives are accomplished and priorities change. Each agency can operate using its own incident management structure under the overall coordination.

A-2-3.3 Designated representatives should be assigned by other agencies involved in emergency incidents to ensure that all functions performed by their agencies support and are coordinated with emergency services organization activities. There should be an established system for representatives of cooperating agencies to report to the command post. Where necessary, the incident commander should assign a designated liaison officer to manage interaction with representatives of other agencies. Where emergency service organizations routinely work together under mutual aid or automatic aid systems, standard operating procedures and communications capabilities should provide for activities to be managed routinely by one incident commander under a management system that does not necessarily require representatives of each emergency services organization to be present at the command post.

A-2-4.4 The most important factor in establishing supervisory levels within the command structure is the need to maintain an effective span of control. When the number of individuals reporting to the incident commander exceeds a span of control that can be managed effectively, the incident commander should consider activating an additional level. In many cases, this condition can be anticipated and the incident commander can activate these levels early in the incident to begin building the command structure.

A span of control of personnel between three and seven is considered desirable in most cases.

An effective span of control should be maintained at each level of the command structure, and the organization should be expanded to meet this objective wherever the need is identified. This can be accomplished by adding levels or reassigning responsibilities within existing levels, or a combination of both.

The incident commander also should consider activating additional levels within the command structure where activities become highly complex or are conducted over a large geographic area. In these cases, the benefit could be increased overall coordination and more direct supervision over complex activities.

The two basic levels of the incident management system are the incident commander and the company or unit level. The grouping of companies or units, according to task or location, creates a tactical level management unit. The incident commander has the option of assigning additional intermediate levels within the command structure for more complex incidents.

The incident commander should begin to assign tactical level management supervisors as soon as it becomes evident that the number of companies or units that will be used at an

incident exceeds the number that can be directed effectively by the incident commander (three to seven companies). It is preferable to establish tactical level management units of the command structure as early as possible rather than to establish them after companies have gone into action. The early designation of tactical level management supervisors allows them to plan the utilization of resources that will be assigned, as opposed to regrouping resources that have already initiated action.

In many cases, the officer of the first company assigned to a particular area or function is designated as a tactical level management supervisor. The company officer can be relieved of this additional responsibility when a higher-level officer is assigned by the incident commander.

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

A-2-4.5 The intent of defining standardized assignments is to provide for efficient communications when assignments are made. Instead of explaining each assignment in detail, the incident commander makes assignments that are predefined and described in the standard operating procedures. The incident commander determines which standardized assignments to utilize, depending on the situation. When an assignment is made, both the incident commander and assigned personnel know what is expected, based on their knowledge of the written standard operating procedure.

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

A-2-4.5.1 In addition to defining the role, authority, and responsibilities, standard operating procedures should provide guidance or direction on how an assignment will be performed.

A-2-4.5.2 These functions generally are performed without geographic limitation and interact with different levels of the command structure. Other functional assignments, such as staging or medical treatment, could refer to both the function and a designated location where it is applied.

A-2-4.5.3 Location assignments generally address the supervision of all activities that are conducted within a specified area. A specified area could include one exterior side of a building, the roof or a particular floor of a building, or a section of an interior. A location assignment could include any subdivision of the area where emergency activities are being conducted. It is important that the limits of the area are defined sufficiently to avoid overlap or omission of areas. Standard terminology should be used to define commonly used subdivisions of the incident scene.

A-2-5.1 In addition to being familiar with the basic structure of the incident management system, all personnel should be trained to assume initial command of an incident in the absence of a more qualified individual. This applies to a situation where an individual could be the first arriving at the scene of an incident and, therefore, responsible for initiating command responsibilities at the scene.

A-2-5.3 Some functions are performed best by individuals with specific expertise, particularly in highly technical areas. The emergency services organization should endeavor to have more than one qualified individual to perform all essential functions within the incident management system.

A-2-6.2 One purpose of the system is to provide rapid determination if any personnel are missing in the event that an area should be required to be evacuated, or if a structural collapse or other unplanned event occurs.

A-2-6.3 The incident management system should account for the degree of danger that is involved in specific activities and should provide more direct supervision over personnel exposed to greater risks.

A-2-6.5 The intent of this requirement is to provide assurance that all personnel are notified of urgent safety warnings and to account for all personnel in the event of an unanticipated emergency situation. The system should include all personnel and any other individuals who are operating in areas where they could be endangered.

A-2-7.2 There are many means of meeting these requirements. Some components can include tactical worksheets, command boards, apparatus riding lists, company personnel boards, electronic bar-coding systems, and so forth. These components can be used in conjunction with one another to facilitate the tracking of personnel by both location and function. The components of the personnel accountability system should be modular and expand with the size and complexity of the incident.

A-2-7.3 The accountability officers should work with the incident commander and tactical level management unit officers to assist in the ongoing tracking and accountability of members.

A-2-8.3 The incident commander shall consider the circumstances of each incident and initiate rest and rehabilitation of members in accordance with the fire department's standard operating procedures.

Having a preplanned rehabilitation program that is applicable to most incident types is essential for the health and safety of members. This program should outline an ongoing rehabilitation for simple or short-duration incidents as well as a process to transition into the rehabilitation needs of a large or long-duration incident. Medical evaluation and treatment in the on-scene rehabilitation area should be conducted according to emergency medical service (EMS) protocols developed by the emergency services organization in consultation with the emergency services organization physician and the EMS medical director. If advanced life support (ALS) personnel are available, this level of EMS care is preferred.

Weather factors during emergency incidents can severely impact the safety and health of members participating during extremes of heat or cold. Where these factors combine with long-duration incidents or situations that require heavy exertion, the risks to members increase rapidly. The emergency services organization should develop procedures, in consultation with the emergency services organization physician, to provide relief from adverse climatic conditions.

The following are typical rehabilitation considerations for operations during hot weather extremes:

(1) Moving fatigued or unassigned members away from the hazardous area of the incident
(2) Removal of personal protective equipment
(3) Ensuring that personnel are out of direct sunlight
(4) Ensuring that there is adequate air movement over personnel, either naturally or mechanically
(5) Providing members with fluid replenishment, especially water
(6) Providing medical evaluation for personnel showing signs or symptoms of heat exhaustion or heat stroke

The following are typical rehabilitation considerations for operations during cold weather extremes:

(1) Moving fatigued or unassigned members away from the hazardous area of the incident
(2) Providing shelter from wind and temperature extremes
(3) Providing members with fluid replenishment, especially water
(4) Providing medical evaluation for members showing signs or symptoms of frostbite, hypothermia, or other cold-related injury

For more information on emergency incident rehabilitation, see the United States Fire Administration Publication FA-114, *Emergency Incident Rehabilitation.*

A-2-9.1 For major incidents or escalating incidents, medical control needs to be established by the emergency services organization physician or medical director at the incident scene.

A-3-1.1 There should be one, clearly identifiable incident commander for the duration of the incident, from the arrival of the first emergency services organization unit until the incident is terminated. Although a succession of individuals could assume the role of incident commander, there should be no question of who is in command. When a transfer of command takes place, it should be performed in a standard manner.

An exception to the "one incident commander" requirement can be permitted where two or more agencies have specific jurisdictional responsibility for an incident. In such circumstances a unified command guideline can be employed, by prior agreement, with two or more individuals working together to command the incident. *(See also A-2-3.2.)*

A-3-1.2 The incident management system should be applied to every incident from the arrival of the first individual until termination. At small-scale incidents, the assumption of command may be permitted to be informal, but the principle of one individual in overall command of the incident always should apply. Routine application of the system is intended to increase familiarity with the concepts and procedures, even where the need to apply a formal command structure is not obvious. The officer in charge of the first arriving company or the first arriving individual of the emergency services organization, regardless of rank or function, should be the incident commander until relieved by more qualified personnel. All personnel should be sufficiently familiar with basic responsibilities and communications protocols in order to assume the role of initial-arriving incident commander, if only until a more qualified individual arrives.

A-3-1.3 The emergency services organization should establish a protocol of command authority based on rank structure, assignments, and qualifications to define a hierarchy for transferring command. The qualifications required to perform as incident commander should increase with the size and complexity of the incident. Standard operating procedures should define the circumstances under which an officer at a higher level should respond to an incident and whether the transfer of command to an officer at a higher level is mandatory or discretionary.

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

A-3-1.4 The incident management system should include standard operating procedures to protect personnel from hazards and to keep unauthorized persons out of hazardous areas. All supervisors should be aware of hazards and should take the necessary steps to control access to areas under their supervision. The incident commander should provide for control of access to the entire incident scene and, where appropriate, should exclude, establish limitations for, or provide an escort for non–emergency services organization personnel.

A-3-2.1 The command staff generally includes those personnel who work at the command post and provide direct support to the incident commander. This includes personnel who fulfill specifically assigned duties. Figure A-3-2.1 charts these functions.

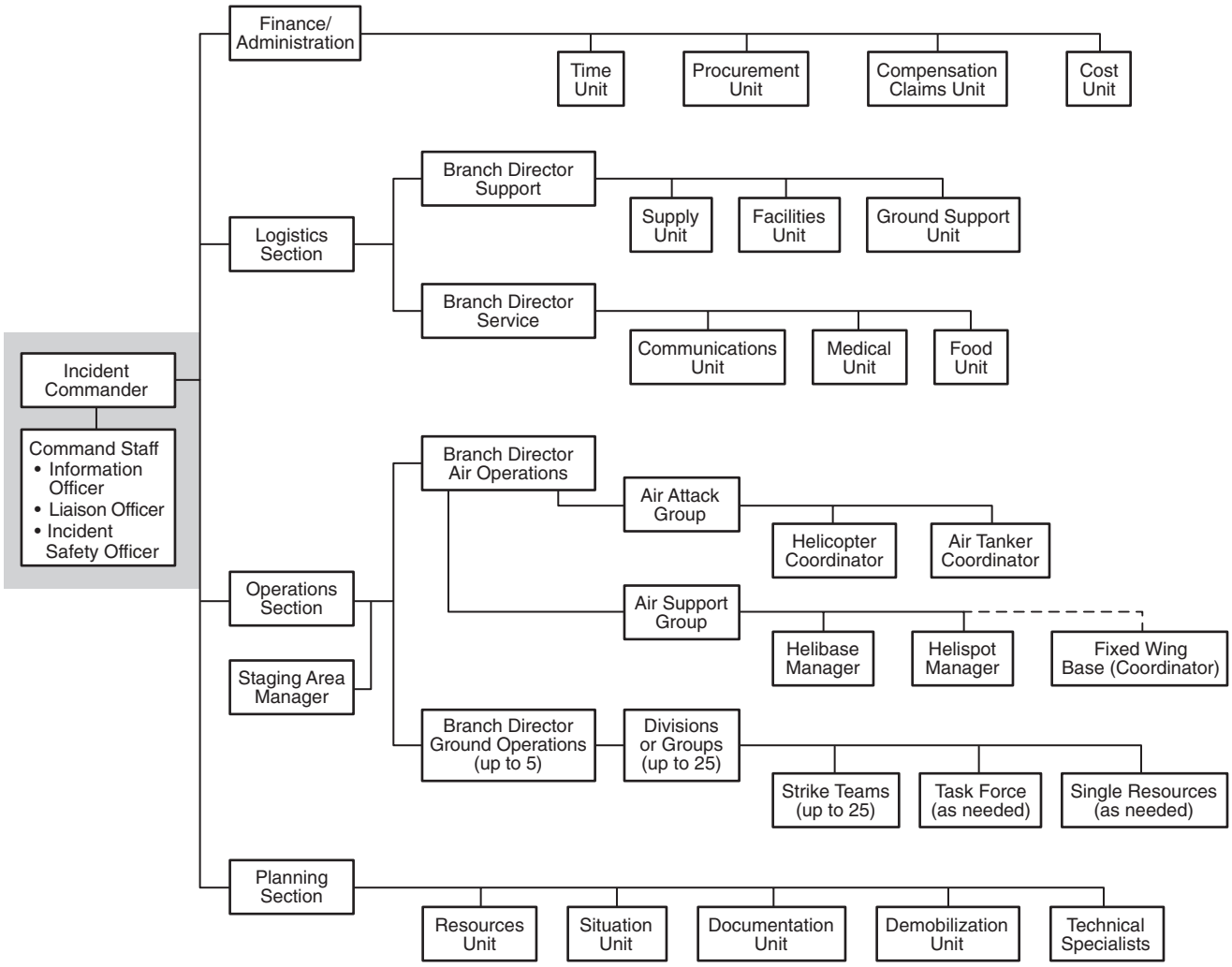
A-3-2.2 The incident management system should include command staff functions that are automatically activated upon escalation of an incident or with multiple alarms. Specific individuals should be designated to respond and assume command staff duties automatically.

A-3-2.3 The basic function of the command staff is to support the incident commander. The assigned individuals should be able to differentiate between routine actions and those that could have a significant impact on the overall incident. Part of their responsibility is to inform the incident commander of significant information and to request direction when major decisions are necessary.

A-3-3.2 The incident management system should provide standard worksheets, charts, diagrams, and other forms to assist the incident commander in keeping track of pertinent information and to provide for the transfer of information in a standard format when command is transferred. The planning staff function should be to provide information such as accountability, pre-fire plans, reference information, maps, diagrams, and other pertinent information to the incident commander as needed.

A-3-4.2 High-rise logistical support places additional responsibilities within the logistics section. The use of base, lobby control, and stairwell support as functional assignments emphasizes the need to address early in the incident the resources to support this major operation. The term *Base* in this context is not to be confused with the term *base camp,* which is used in wildland fire fighting.

FIGURE A-3-2.1 Command structure.



The following is an excerpt from an Oklahoma State University Fire Protection Publication, "Model Procedure Guide for Hi-Rise Incidents."

Base

The Base area of a high-rise structural incident serves as an assembly and deployment point from which large quantities of personnel and equipment are distributed. The Base area serves as the primary point outside the structure to which responding resources report and from which resources receive their initial orders for entering the incident. Base works in coordination with Lobby Control. The Base Manager reports to the Logistics Section Chief or to the Incident Commander if the Logistics Section has not been activated.

The Incident Commander will determine the need for Base at any high-rise incident. The Incident Commander will establish the level of resources required in Base, and request those resources from the dispatching center. Once the level of resources is established, the Base Manager will assure that the level is maintained (replenished) until notified by the appropriate incident supervisor. The Base manager must maintain communications with the Resource Status Unit (Planning Section) to assure accountability of resources within the incident.

The responsibilities of the Base Manager may be summarized as follows:

- Verify location of Base with the Incident Commander.
- Assure that the Base location is a safe distance from the involved high-rise — normally 200 feet (60 m) or more from the structure.
- Determine the most effective access route to Base for responding resources — advise dispatch center.
- Establish one or more safe routes to the fire building — coordinate the route(s) with Lobby Control.
- Maintain an accurate log of apparatus, equipment, and available personnel within Base.
- Coordinate movement of equipment and resources into the fire building through Lobby Control.
- Establish equipment pools by priority of need according to the incident action plan — coordinate with Logistics Chief.

- Assure that Base resources (apparatus, equipment, personnel) are requested before they are actually needed.
- Assure the security of Base — utilize police if necessary.
- Supply water to the base of the stairwell for use by Stairwell Support personnel.

The Base Manager must control resources as they arrive at Base. Strict control must be maintained over the parking location and movement of personnel and equipment through Base. The Base Manager must select a Base site that is large enough for the parking and movement of a large number of responding apparatus. Typical Base sites include very wide streets or large parking areas. Park apparatus at diagonal angles (\\\\\\) to allow easy access and egress in Base. If a street is used as a Base site, block the street to nonemergency vehicles. If police are not available for this function, use aerial ladder apparatus or other large emergency service organization vehicles. Make sure the apparatus driver(s) remain with the vehicle(s) so that they may be moved when other apparatus need to pass by.

Establish safe traffic flow routes that will assure the effective movement of personnel and equipment into and out of the high rise. Pickup trucks or similar vehicles may be used to move personnel and portable equipment if necessary. Establish a priority order for deployment of personnel and equipment to the incident: **spare SCBA air cylinders are always the first priority!**

Assure that fire company integrity is maintained. Fire companies must stay together as cohesive units. Maintain an accurate log of fire companies — their arrival in and departure from Base — by time interval.

Lobby Control

The responsibilities for Lobby Control at a high-rise incident are extensive. Lobby Control should be a priority like Staging, and it is recommended that it be established on all working high-rise incidents from the first alarm assignment. The Lobby Control Officer reports to the Logistics Section Chief or the Incident Commander if the Logistics position has not been established.

The Lobby Control Officer shall report to Logistics/Incident Commander the number of floors in the building (based on elevator floor indicators) and whether the elevators have been recalled. This is valuable information for the Incident Commander because of the possibility that people may be trapped in elevators.

The Lobby Control Officer is responsible for the control of emergency service organization personnel and civilians entering and exiting the building. It is very important to direct incoming resources to the correct stairwell when they are ascending to upper floors or Staging. All personnel entering or exiting the building should be accounted for by maintaining records that include in and out times and destinations. When directing companies to upper floors, make sure that they are carrying additional equipment.

When the elevators are determined to be safe, the Lobby Control Officer shall designate specific elevators to be used by fire personnel. Lobby Control will assign an emergency service organization elevator operator. Any car not equipped with firefighter service should be placed out of service.

Lobby Control will also be given responsibility for controlling some of the important building systems that affect the firefighting operation. Lobby Control may be required to shut down the HVAC system to reduce smoke and heat movement within the building unless an on-scene building engineer can isolate the HVAC to assist with smoke removal. Lobby Control should also verify that the water supply into the building standpipe system has been completed. The Lobby Control Officer may use the fire control room for public address system operation, HVAC control, fire alarm information, sound-powered phones, and to relay pertinent building information to the Incident Commander. Use the building engineer when available.

The responsibilities of the Lobby Control Officer may be summarized as follows:

- Use the building communications system to address civilian occupants.
- Pressurize the stairwells with fans when the building HVAC cannot be used.
- Determine occupant egress to ensure a safe corridor for exiting people (consider the use of police officers to control civilians evacuated from the building). Direct personnel to move occupants a minimum of 200 feet (60 m) from the building.

Stairwell Support

The Stairwell Support function is implemented when equipment cannot be moved to Staging by elevators or when an additional water supply is needed. This operation can consume a large number of personnel, not only for the initial set up but also for relief personnel. The Stairwell Support Unit Leader reports to the Logistics Section Chief or the Incident Commander if the Logistics Section has not been activated.

The responsibility of Stairwell Support is the priority transportation of equipment by way of a stairwell to the staging floor. If equipment is delivered to the roof by helicopter, Stairwell Support will handle equipment movement down the stairwell to Staging. If an auxiliary water supply is required by way of the stairwell, the officer in charge of Stairwell Support will coordinate and supervise this effort. In this situation, a request should be made for Base to provide a water supply line to the stairwell entrance.

The following strategies will be helpful in performing Stairwell Support:

- Determine the number of personnel necessary to accomplish the task. Consider one person per two floors and one officer per four or five personnel.
- If available, provide a separate radio channel for Stairwell Support.
- Officers must remain mobile to supervise the operation. Stairwell Support is very demanding work, and officers must ensure a smooth flow of equipment at a pace that can be sustained.
- Officers must monitor their personnel for signs of undue fatigue or distress. If it is to be an extended operation, arrange for timely relief and consider assigning two-person teams alternating with one carrying and one resting.
- Lobby Control or Base will deliver equipment to the stairwell entrance at ground level.