Training Module
INCIDENT RESPONSE SYSTEM
Basic & Intermediate

nidm
Towards a disaster free India

NATIONAL INSTITUTE OF DISASTER MANAGEMENT
MINISTRY OF HOME AFFAIRS, GOVERNMENT OF INDIA

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National Institute of Disaster Management

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Training Module
INCIDENT RESPONSE SYSTEM Basic & Intermediate

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Preface

India is a disaster prone country with high percentage of risk exposure vulnerable to natural disasters. The Disaster Management Act 2005 mandates the National Institute of Disaster Management (NIDM) as a nodal national institute for training, research, documentation and development of national level information base relating to disasters. NIDM is entrusted with the nodal responsibility for planning and coordination of '**Incident Response System'** training. The Incident Response System (IRS) provides a systematic, proactive approach guiding the concerned departments and agencies at all levels of government, the private sectors and Non-Governmental Organizations to work flawlessly in disaster situation.

The basic aim of the present training modules is to promote the Incident Response System among disaster responders i.e. disaster management teams and administrators. These modules are designed to provide management skills to those who have been working in disaster management and incident response planning. The modules also provide detailed quick planning on how to handle the disaster effectively, including training of trainers.

These modules have been customized by core trainers and experts who have been trained in Incident Command System and have vast experience in handling operations/administrations. We pleased to publish the set of modules which may be widely used by various stakeholders engaged in disaster management. I hope these modules will be very effective to all organizations, departments and planners.

Prof. Santosh Kumar
Executive Director, NIDM

Contents

Introduction to Incident Response System (IRS)

India is vulnerable to a variety of natural and man-made disasters that hinder the country's growth. The management of response in disasters requires the existing administrative set up, civil society and its various institutions to carry out a large number of tasks. The activities involved in response management would depend on the nature and type of disaster. It has been observed that in times of disaster, apart from lack of resources, lack of coordination among various agencies and an absence of role clarity amongst various stakeholders pose serious challenges. If the response is planned and the stakeholders are trained, there will be no scope for ad-hoc measures and the response will be smooth and effective. The objective of these Guidelines is to pre-designate officers to perform various duties as well as train them in their respective roles.

Realisation of certain shortcomings in response and a desire to address the critical gaps led Government of India (GOI) to look at the world's best practices and in this pursuit a decision was taken to closely look at the Incident Command System (ICS) of US which was identified as one of the global best practices in disaster management by the High Power Committee on disaster management constituted by the Government of India under the chairmanship of Mr. Pant. The journey of looking at ICS, studying it, reflecting upon our system of management of disasters – its strengths & weaknesses and picking up the learning points from ICS, exploring the institutionalization issues, training strategies and actual conduct of trainings, practicing this system by some of these trained officers in their working, conduct of some pilot projects in three states, number of workshops by NDMA throughout the country in course of preparation of guidelines, finalization of Incident Response System (IRS) guidelines, NIDM taking up training programmes and finalization of training manual for IRS etc. has been long but has been a journey of making progress and moving forward continuously. A brief outline of this journey is given below.

Journey to IRS Guidelines:

- HPC recommendations of ICS as one of the global best practices
- 2003-04 onwards close look at ICS by GOI- Interaction with experts (USAID, USFS, FEMA)

- Designating a National nodal training institute & developing core group of master trainers at national level (NIDM, LBSNAA).
- Training core group from states, Regional training Institutes (RTIs) & then State ATIs.
- Taking up few Pilot projects of using ICS and developing Incident management teams
- Series of adaptation workshops, Consultations, practicing part of this system by trained individuals, conduct of training programmes etc. given further drive by NDMA leading to a critical mass of people in the country with exposure to these concepts.
- NDMA constituted a core group to take this task in a focused manner in 2008 which met regularly and reviewed knowledge & experience gained so far.
- Conduct of 4 Regional Workshops.
- Participation of representatives from GOI, State/UT governments, USAID, USFS, Training Institutions(NIDM, LBSNAA, RTIs, ATIs etc.) & Other experts in the field
- Study of adaptation of ICS by other countries
- Circulation of Vetting of draft circulation to all states, Union territories for comments
- Incident Response System (IRS) Guidelines Issued in July 2010 by NDMA
- NDMA sensitization workshops at state government level
- Conduct of TOTs by NIDM & development of Training modules by NIDM

What is Incident Command System?

The complexity of incident management coupled with the need for multi-agency and multi-functional involvement on incidents was the main rationale for the development of a single standard incident management system that can be used by all emergency response disciplines. This need resulted in the development and implementation of Incident Command System (ICS). Some of the factors, which affect emergency management and influence the need for such standardized system are listed here. (Note that not all of these will apply to every incident)

- Multi-jurisdictional incidents
- Language and Cultural difference
- Shortages of resources requiring greater use of mutual aid
- Accountability requiring standard incident management system
- Greater life and property loss risk from natural and human caused disasters
- Sophisticated media coverage demanding immediate answers

The Incident Command System or ICS broadly refers to a management system to be used for incidents of various kinds and sizes such as earthquakes, floods, cyclones, landslides etc. or emergencies caused by train accidents, epidemics. The system provides scope to organize various functions, tasks and staffs within the overall response process while emphasizing greater coordination and communication among different organizations involved. ICS as a system is flexible and adaptable to suit any scale of natural as well as man-made emergency/incidents. It can be useful for routine emergencies such as road and train accidents and for large, complex multi-jurisdictional disasters such as the recent tsunami. In fact, ICS as a management system draws its strengths from its applicability to different kind of incidents/disasters of varying scales. Through Incident Command System (ICS), the main intention is to transform the confusion during the early stage of an emergency situation into a well managed response process by providing answers to vital questions such as "who's in charge? " & "what's my job?"

Why is ICS useful?

The relevance of ICS can be easily understood if we analyze response to some of the disasters/incident such as Orissa super cyclone 1999, Gujarat earthquake 2001 or recurring hazards such as flood and drought experienced every year. The response to these emergencies requires involvement of number of organizations/ departments such as Health, Revenue, Public Works, Communications, Home, Finance, Rural Development, Roads, Agriculture, Animal Husbandry etc. Achieving coordination among these agencies during emergency time create unique challenges such as line of authority, supervision, resource management, differences in terminology and other communication problem, span of control etc. Often it is found that as a result of these difficulties, the response process suffers leading to poor incident management. For example during Gujarat (2001) Earthquake, in the first forty-eight hours (that is vital period for rescuing survivors and immediate relief), the response was chaotic. Similarly during Orissa super cyclone 1999 the initial period witnessed lot of confusion and there were reports of relief materials lying unused. The tsunami on 26th December 2004 further brings into focus this issue of how to achieve more quick and effective response during an emergency where several departments/ agencies are involved. How better can we coordinate among these responding agencies which have different organizational structures, line of authority, communication patterns? How can we ensure that personnel involved in such responses do not get overwhelmed by the incident and have the ability and competence to function well during such crucial hours?

To address such issues, Incident Command System (ICS) provides a framework, which makes use of management concepts such as unified command indicating clear line of authority, organizational flexibility for different scale of emergencies, standard terminology for better communication, resource management procedures for efficient use and systematic guidelines for an effective incident response.

History and Evolution of ICS: Incident Command System was developed in 1970s in the United States in response to a series of major wild land fires in southern California. At that time the various agencies involved in this incident identified several recurring problems during their multi-agency response:

a) Too many people reporting to one supervisor
b) Different emergency response organizational structures
c) Lack of reliable incident information
d) Non- standard terminology
e) Lack of structure for coordinated planning between agencies
f) Lack of capability of the responding organizations to expand and contract as required by the situation
g) Inadequate and incompatible communications
h) Unclear line of authority
i) Unclear or unspecified incident objective
j) Lack of designated facilities for example from where to operate and where to store materials etc.

As a response, several agencies collaborated to form the Firefighting Resources of California Organized for Potential Emergencies (FIRESCOPE) to address these difficulties and this interagency effort resulted in the development of ICS model of management. Early in the development process, four essential requirements became clear for an effective incident management.

1. The system must be organizationally flexible to meet the needs of incidents of any kind or size
2. The system should be sufficiently standardized so as to allow personnel from a variety of agencies/departments and coming from diverse geographical locations to meld rapidly into a common management structures
3. The system must be cost effective
4. Agencies must be able to use the system on a day to day basis for routine situations as well as for major emergencies

Although originally developed in response to wildfires, this was soon realized that the ICS principles are equally relevant and useful for other hazards. For example,

in case of most other hazards, incidents are multi-jurisdictional, involves several agencies, high public and media visibility and with considerable amount of personal risk to responding personnel. Taking the above aspects into account, the originally developed ICS model (for wild fires) went through transition in 1980s and was designated as a national program in the United States (National Interagency Incident Management System). The model during the last three decades has passed through several phases of modifications and field-testing in order to make it useful for all risk systems/incidents. Much of the success of ICS has resulted directly from applying key management principles integrated in standardized way such as common organizational structures, common terminologies etc. and in developing competence beforehand for smooth response process. The ICS has also found acceptance now in many other countries e.g. Australia, Canada, New Zealand etc. India, Sri Lanka, Bhutan and other ASEAN countries are also adapting ICS as per their needs and going ahead.

ICS in India:

Keeping in view the occurrence of disasters on a frequent basis and the difficulties faced in responding to such emergencies, the Government of India has collaborated with the United States Agency for International Development (USAID) for institutionalizing ICS in India after making required adaptation to make it suitable for our system of administration. National Institute of Disaster Management which had played a key role in HPC work was involved in consultations .This was one of the important components of GOI-USAID Disaster Management Support Program. Accordingly Lal Bahadur Shastri National Academy of Administration (LBSNAA), Mussoorie was initially designated as the nodal training Centre for this purpose. NIDM is the Nodal institution for all training and development on such matters. It is important to note here that the ICS does not seek to supplant the existing administrative structure, which is an outcome of organic evolution over a long period of time. It rather tries to strengthen this structure through integrating various ICS principles and through training of key personnel for specialized functions during time of emergencies. Illustrate how ICS can be integrated into the present system of disaster management, let's take example of an incident of earthquake occurring in Assam. The concerned district administration is the immediate responders who will be taking decision. Management of such incidents will also involve other line departments for example, Power, Communication, Health, Public Works, Police etc. Achieving coordination and communication among these departments is often found to be very difficult. ICS in such context operates through the basic principle of providing prior training to the administrators within a specific framework with an objective of making response process much more effective.

Further if an earthquake is of more severe nature causing heavy damages, the normal existing practice is to depute Senior Officials from the state head quarter or other departments for managing the situation. ICS in these conditions tries to ensure adequate training of such personnel for emergencies at different levels i.e. District, State and National level. The use of common framework, which means use of common terminologies, standardized methods etc. ensures that not only a smooth transfer of authority takes place but also continuity in the on-going efforts is maintained. The responding personnel who may be drawn from different departments and backgrounds when operate in an ICS environment have a common objective of stabilizing the incident and restoring normalcy. Their ICS training ensures that they are familiar as well as well versed with specific tasks involved in emergency management such as logistics, planning, transfer of command, check in procedures etc. and follow specific guidelines which are compatible with the overall ICS framework.

Initial Training Strategy:

Training is a key component for integrating ICS in India. A three-tier training strategy was envisioned by the Ministry of Home Affairs (MHA) for the country where in the first phase a core group of master trainers have been formed and trained in various ICS modules. In the second phase, training of trainers (TOT) was to be undertaken and six regional training centers were identified for functioning as regional hubs for undertaking this task. The third-phase of training was contemplated at district levels identifying core group of personnel in each district and enabling them to function as key responders during time of emergencies. A policy booklet was published by MHA in 2004 highlighting this approach.

The main target audiences for ICS training in all the three phases are the personnel who are holding important administrative position and/or are likely to be involved in incident/emergency management. They include Relief Commissioners, District Magistrates, Additional District Magistrates, Sub-Divisional Magistrates, Faculties of State ATIs etc. In addition to training of these key personnel, ICS is made integral part of Civil Servants Training Curricula so that all new recruits to IAS and other Central Group A services are exposed to various ICS concepts.

IRS Guidelines & Training Manuals:

National Disaster Management Authority (NDMA), Government of India took up this exercise by studying the experiences so far and by conducting a large number of consultation workshops, brainstorming sessions. Keeping in mind the

Disaster Management (DM) Act, 2005 and the existing administrative structure of the country, the ICS required some modifications and adaptation to the Indian context. In India the main stakeholders in any incident response are the administrators of the various Government departments at the National, State, District, Union Territory and Metropolitan City level. NDMA, therefore, decided to adapt the ICS duly indigenised so that it is in consonance with the administrative structure of the country and in order to strengthen and standardize the response system in India.

The Guidelines on the Incident Response System (IRS) are issued by the National Disaster Management Authority (NDMA) under Section 6 of the DM Act, 2005 for effective, efficient and comprehensive management of disasters in India. The Guidelines were published in July 2010.

This guideline gives an overview of the existing institutional and legal arrangements in the country and Incident Response system. It elaborates the organisation of the IRS and gives details of different command and general staff positions, various incident facilities, documentation requirements etc. Some of the salient features of IRS Organisation designed to suit India needs are mentioned below.

- Based upon the Organisation of Incident Command system which addresses various functions in disaster management in totality.
- ICS has been made adapted to Indian conditions and needs and has been suitably modified.
- Only three sections with Finance coming as a branch of Logistic section.
- Some other variations in Units e.g. Resource Provisioning unit in place of Supply unit.
- Relief Camp, which is quite common and relevant in our disaster management, has been included as one of the Incident facility and explained
- Transportation Branch added separately covering different modes such as Road, Rail, Water and Air with separate group-in-charges for administration of large scale transportation of relief material, resources and persons.
- Concept of Nodal Officer introduced for coordinating Air Operations to coordinate with Response, Transportation Branches within the Operations Section and concerned agencies of state and central governments.

Training in IRS

This guideline is going to be a reference book for training in IRS. The training in IRS is going to cover following main courses.

I. Basic & Intermediate IRS Course
II. Integrated Planning Section Chief Course
III. Operations Section Chief Course
IV. Logistics Section Chief Course
V. Incident Commander Course

NIDM has taken up the nodal role in getting the **training manuals** developed and has been organizing TOT programmes. Detailed training manuals consisting of Participant Manuals, Power Point Presentations, Scenario exercises, case studies, Instructor Manuals etc. are under preparation. Similarly certain other aspects of training like identification of suitable trainees, resource persons, development of evaluation of trainees and training programmes is under examination.

Basic & Intermediate IRS Course:

This is the first course into IRS which initiates participants into this system. It is an overview of the management system of IRS and explains the picture of the system apart from making the participants form into groups, work together on exercises and they go through a team building process. As many of the participants may not be actual working on disaster management related jobs, it is proposed to give a brief outline on the same with latest developments before starting the modules on IRS.

Course Structure: There are six modules after introductory session as given below.

- Introduction to Indian Disaster Management System & Background for development of IRS
- Basic & Intermediate IRS Course :

    1. Module A: IRS - Features & Principles
    2. Module B: Incident Response Organisation
    3. Module C: Incident Facilities
    4. Module D: Incident Resources & Resource Management
    5. Module E: Incident & Event Management
    6. Module F: Incident & Event Planning

The course covers entire system and is a prerequisite for taking any of the other 4 Positional Courses in IRS.

Incident Response System
Basic & Intermediate Course

Module A
Principle and Features of IRS

Participant Manual

Reference Text

National Institute of Disaster Management
Government of India, New Delhi

Principles & Features of IRS

The Incident Response System is a management system. The essential of this system has evolved over a period of time by studying and analysing the good management practices followed during management of incidents or disasters. This is a system which systematically packages best practices in management with proper monitoring system, Management Information System and organizational principles making it capable of adapting and improving the effectiveness of the response.

This Module briefly describes the core principles and features of the Incident Response System. Collectively, these features identify the unique quality of the IRS as an incident or event management system.

Objectives:

Describe and explain the use of:

Primary management functions
Management by Objectives
Unity and Chain of Command
Organizational flexibility
Unified Command
Span of control
Common terminology
Personnel accountability
Integrated communications
Resources management
Establishment and transfer of command
The Incident Action Plan

The Features of IRS

Incident Response System is the facilities, equipment, personnel, procedure and communications operating within a common organizational structure, with responsibility for the management of assigned resources to effectively accomplish stated objectives pertaining to an incident.

The Incident Response System being a management system has several salient features. This module highlights these and the information that you acquire from this training module will help to sharpen your management skills, and better equip you to be fully effective incident or event managers.

The IRS has a number of attributes or system features and because of these features, IRS has the flexibility and adaptability to be applied to a wide variety of incidents and events both small and large.

It is these features working together which make IRS a real management system.

Though the organizational chart of IRS is quite important in making it effective, IRS is more than just an organizational chart. The organization is just one of features of IRS.

In this module, twelve of the major features of the system will be briefly introduced. All of these will be covered in more detail in later modules.

Primary IRS Management Functions

- Command
- Operations
- Logistics
- Planning
- Finance/Administration (Though as an organizational approach, this function has been branched under the Logistic section, there is a need to understand this carefully in view of certain critical issues involved with financial management of an incident)

The individual designated as the Incident Commander (IC) has responsibility for all functions. That person may elect to perform all functions, or delegate authority to perform functions to other people in the organization. Delegation does not, however, relieve the Incident Commander from overall responsibility.

The principal IRS management functions are:

Command: The Incident Commander is responsible for all incident or event activity. Although other functions may be left unfilled, there will always be an Incident Commander.

Operations: The Operations Section is responsible for directing the tactical actions to meet incident objectives.

Planning: The Planning Section is responsible for the collection, evaluation, and display of incident information, maintaining status of resources, and preparing the Incident Action Plan and incident-related documentation.

Logistics: The Logistics Section is responsible for providing adequate services and support to meet all incident or event needs. Apart from Support & Service

branches, Finance is also a branch in Logistics. The Finance Branch is responsible for keeping track of incident-related costs, personnel and equipment records, and administering procurement contracts associated with the incident or event.

Each of these functional areas can be expanded as needed into additional organizational units with further delegation of authority.

Management by Objectives

Management by objectives (MBO) is a systematic and organized approach that allows management to focus on achievable goals and to attain the best possible results from available resources.

Within IRS, Management by Objectives covers four essential steps. These steps take place on every incident regardless of size or complexity.

1. Understand agency policy / government policy and direction
2. Establish Incident objectives
3. Select appropriate strategy
4. Perform tactical direction (applying tactics appropriate to the strategy, assigning the right resources, and monitoring performance)

A detailed discussion of these steps is included in Module D.

Unity and Chain of Command

In IRS, Unity of Command means that every individual has a designated supervisor.

Chain of Command means that there is an orderly line of authority within the ranks of the organization with lower levels subordinate to, and connected to, higher levels.

In majority of the incidents, the organizational structure for operations will consist of:

- Command
- Single Resources

However, as incidents expand the Chain of Command is established through an organizational structure which can consist of several layers as needed.

- Command
- Sections
- Branches

- Divisions/Groups
- Units
- Resources

Organizational Flexibility

The IRS organization adheres to a "form follows function" philosophy. In other words, the organization at any given time should reflect only what is required to meet the incident objectives.

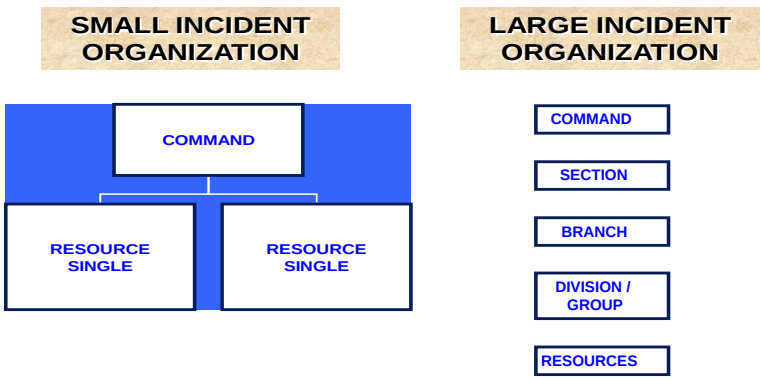
The size of the current organization and that of the next operational period is determined through the incident action planning process.

A number of organizational elements may be activated in the various sections without activating sectional chiefs.

Each activated element must have a person in charge of it. In some cases a single supervisor may initially be in charge of more than one unit.

Elements which have been activated and are clearly no longer needed should be deactivated to decrease organizational size.

This feature of organizational flexibility enables IRS to make suitable adjustments in the organisation as per the needs of the incident in an effective and economic manner. This also helps in responding to different kinds of incidents. Some examples of this application of organising in different ways will be discussed in detail in the Module E.



Unified Command

Unified Command is an IRS management process which allows all agencies who have jurisdictional or functional responsibility for the incident to jointly develop a common set of incident objectives and strategies.

This is accomplished without losing or giving up agency authority, responsibility, or accountability.

Unified Command is an important feature of IRS. It allows agencies having a legitimate responsibility at an incident to be part of the Incident Command function.

Under Unified Command, the following always applies:

- The incident will function under a single, coordinated Incident Action Plan.
- One Operations Section Chief will have responsibility for implementing the Incident Action Plan.
- One Incident Command Post will be established.

Examples : We have some examples of unified command as well. In certain insurgency affected border areas, there are three important authorities working together. The state government, the Army and the Para military forces. In extremist affected areas there may be state govts and Para military forces. Similarly, we may think of district administration and Railways working as unified command in case of a major train accidents. IRS framework intends to make this more systematic, smooth and effective.

Span of Control

Span of control pertains to the number of individuals one supervisor can effectively manage. Maintaining an effective span of control is particularly important on incidents where safety and accountability have top priority.

In IRS, the span of control for any supervisor falls within a range of 3 to 7. If a supervisor has fewer than three people reporting, or more than seven, some adjustment to the organization should be considered.

The rule of thumb for span of control in IRS is one supervisor to five subordinates.

Common Terminology

In the IRS, common terminology is applied to following items.

- Organizational elements
- Position titles
- Resources
- Facilities

Organizational Elements: There is a consistent pattern for designating each level of the organization (e.g., sections, branches, etc.).

Position Titles: Those charged with management or leadership responsibility in IRS are referred to by position title such as Officer, Chief, Director, Supervisor, etc. This is done to provide a way to place the most qualified personnel in organizational positions on multi-agency incidents without confusion caused by various multi-agency rank designations. It also provides a standardized method for ordering personnel to fill positions.

Resources: Common designations are assigned to various kinds of resources.

Many kinds of resources may also be classified by type, which will indicate their capabilities (e.g., types of helicopters, search and rescue teams, mobile kitchen units, etc.).

For example, in IRS a fire engine or fire by fire department can be of different varieties. Recognizing that there is a variety of engines, a type classification is given based on tank capacity, pumping capability, staffing, and other factors.

Incident Facilities: To achieve the incident objectives, the incident organisation needs certain facilities for performing their job effectively. These facilities have also been standardized and given common terminology and symbols in IRS such as Incident Command post (ICP), Base, Camps, Staging Areas, Relief Camps, Helibase and Helipads. These will be discussed in detail in Module C.

Common terminology components applied to different aspects in IRS is indicated in Table 1.

TABLE 1

Sl. No.	Details of items having common terminology in IRS	Common terminology components
1	Organisational Elements	Section, Branch, Division , Group , Units
2	Position Titles	Section Chief, Branch Director, Division/ Group supervisor, Unit leader, Safety/ Information & Media Officer etc
3	Resources	Kind, Types; Resource Status etc
4	Incident Facilities	Incident Command Post (ICP), Base, Camp, Staging Area, Helibase, Helipad, Relief Camps

Analogy with Elections in India : Though initially it may look to be jargonizing and little unfamiliar, let us recollect experience of Indian administrative machinery regarding the standard terms used in conduct of elections in India by the Election Commission such as District Election Officer, Returning Officer, Assistant Returning Officer, Presiding officers; assembly segments, constituencies, zones; standard list of materials to be sent to a polling station; handbooks for different positions-for Returning Officers, Presiding Officers, Candidates etc. After all Elections are also major events.

Personnel Accountability

Personal accountability is a major cause of concern in management of disasters and unless the system is strong, it is difficult to be effective. Several procedures within IRS ensure personnel accountability.

- **Check-In:** Mandatory for all personnel upon arrival at an incident.
- **Unity of Command:** Ensures everybody has only one supervisor.
- **Resource Status Unit:** Maintains status of all assigned resources.
- **Organisation /Division/Group Assignment Lists:** Identifies resources with active assignments in the Operations Section.
- **Unit Logs:** A record of personnel assigned and major events in all IRS organizational elements. There is a standard form IRS Form 003 for unit logs.

Integrated Communications

The ability to communicate within IRS is absolutely essential.
Communications can be looked at in at least three different ways.

1. The “hardware” systems that transfer information.
2. Planning for the use of all available communications frequencies and resources.
3. The procedures and processes for transferring information.

Just as every incident requires an Incident Action Plan, every incident also needs a Communications Plan. Like the action plan, it can be very simple and stated orally, or it can be quite complex, and forms a part of a written Incident Action Plan.

Several communication networks may be established depending upon the size and complexity of the incident. These may include:

- **Command Net:** Established to link supervisory personnel from Incident Commander down to and including division and group supervisors.

- **Tactical Nets:** Established in a variety of ways, e.g., by agency, department, geographical area, or function. Tactical nets may be established for each branch, or for divisions and groups, depending on hardware and frequency availability, and specific incident needs.
- **Support Nets:** Established on larger incidents to handle logistics traffic and resource status changes.
- **Ground-to-Air:** Established to coordinate ground-to-air traffic.
- **Air-to-Air:** Assigned for coordination between aircraft assigned to an incident.

An awareness of available communications systems and frequencies, combined with an understanding of incident requirements, will enable the Communications Unit Leader to develop an effective Communications Plan for each operational period.

An essential part of an effective multi-agency incident management system is for all communications to be in clear text. That is, do not use radio codes.

Resources Management

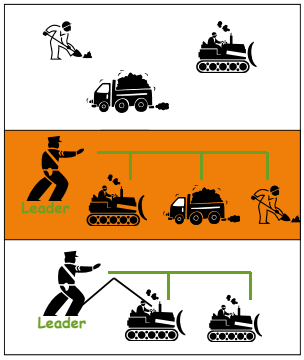
Resources assigned to an incident are managed in one of the following ways:

- **Single Resources:** Single Resources include both personnel and their required equipment.
- **Task Forces:** A Task Force is any combination of single resources within span of control guidelines. They are assembled for a particular tactical need, with common communications and a leader. Task Forces can be pre-determined or assembled at an incident from available single resources.
- **Strike Teams:** A Strike Team is a combination of a designated number of the same kind and type of resources with common communications and a leader. The number of resources to be used in the team will be based on what is needed to perform the function. Span of control guidelines should apply. Strike Teams can be pre-determined or assembled at an incident from available single resources.

Advantages of the use of Task Forces and Strike Teams:

- Maximizes effective use of resources
- Reduces span of control
- Reduces communications traffic

Options for Using Resources



- Single Resources
- Task Forces
- Strike Teams

Resource Status: Tactical resources assigned to an incident will always be in one of three status conditions.

- **Assigned:** Resources performing an active assignment
- **Available:** Resources ready for deployment
- **Out of Service:** Resources not assigned or not available

Establishment and Transfer of Command

Command at an incident is initially established by the highest ranking authority at the scene that has jurisdiction for the incident.

Transfer of Command at an incident may take place for the following reasons:

1. A more qualified person assumes command.
2. The incident situation changes over time to where a jurisdictional or agency change in command is legally required, or it makes good management sense to make a transfer of command.
3. Normal turnover of personnel on long or extended incidents.

To make this transfer of command more clear, specific and avoid any waste of time in understanding the situation for facilitating quick and effective response; IRS provides for use of standardized forms such as IRS 001 for Initial Briefing of the Incident. This will be discussed in detail in Module B.

The Incident Action Plan

Every incident needs an action plan.

- The purpose of the plan is to provide all incident supervisory personnel with appropriate direction for future actions.

- The plan may be oral or written.

Written plans should be used when it is essential that all levels of a growing organization have a clear understanding of the tactical actions associated with the next operational period. It is important to use written action plans whenever:

- Two or more jurisdictions are involved.
- The incident will overlap major changes in personnel changes or go into a new operational period.
- There is a partial or full activation of the IRS organization.

In IRS, an Incident Briefing Form IRS 001 is used on smaller incidents to record initial actions and list assigned and available resources. As incidents grow in complexity and/or size IRS provides a format for a detailed written Incident Action Plan.

Incident Response System
Basic & Intermediate Course

Module B
Organization and Staffing

Participant Manual

Reference Text

National Institute of Disaster Management
Government of India, New Delhi

Organization and Staffing

The main focus in this module is to provide a comprehensive description of the responsibilities of the organizational elements within each section of the IRS.

The module describes the general duties of each organizational element, terminology, staffing considerations, and reporting relationships.

Objectives:

- Match responsibility statements to each IRS organizational element.
- List the IRS positions, which may include deputies, and describe deputy roles and responsibilities.
- Describe differences between deputies and assistants.
- Describe IRS reporting and working relationships for Technical Specialists and Agency Representatives.
- Describe reporting relationships and information flow within the organization.

I. Introduction

As seen in Module A, one of the features of the IRS organization is being functional, modular, and flexible. One way to view it is like a template. Within each of the major functional areas, there are several sub-levels that can be used or expanded as necessary. The flexibility comes in because any position can be filled without the necessity of filling all positions above it.

II. Organizational Terminology

Common terminology is also one of the features of the IRS and organizational elements are one of the items on which this is applied. The use of position titles in IRS serves three important purposes.

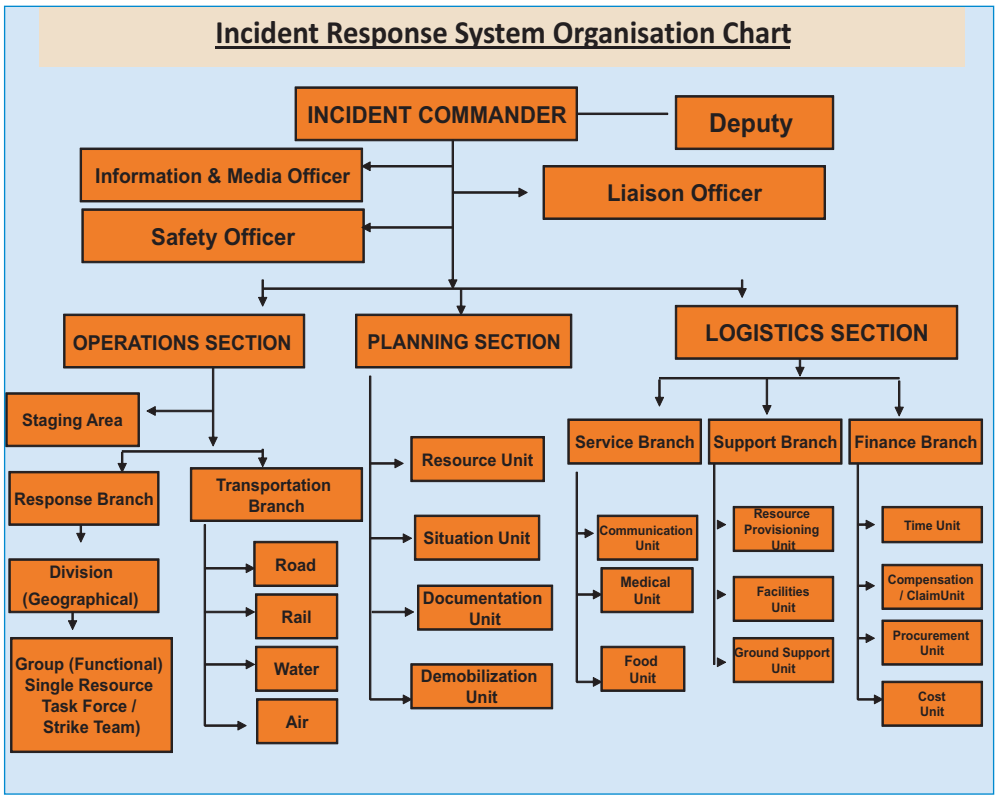
Titles provide a common standard for multi-agency use at an incident. For example, if one agency uses the title Branch Chief, another Branch Manager, another Branch Officer, etc., this can cause confusion and reflect the lack of standardization on the scene.

The use of distinctive titles for IRS positions allows for filling IRS positions with the most qualified individuals independent of their rank within their own organization.

The lack of standardization of position titles can also confuse the ordering process when requesting qualified personnel. For example, in ordering additional

personnel to fill unit positions, it is important for proper communications between the incident and the agency dispatch facilities to know if they will be Unit Leaders, Unit Officers, supervisors, etc.

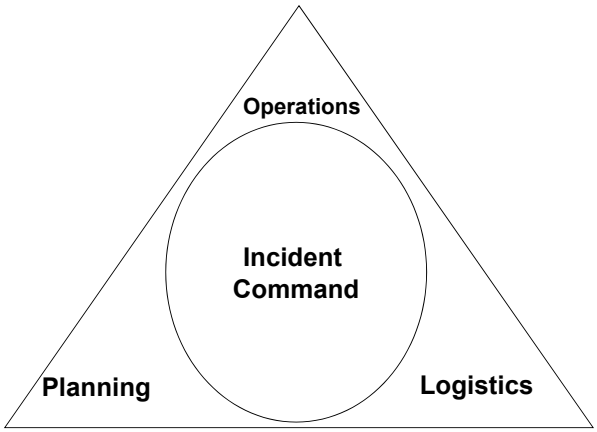
Incident Response System Major Organizational Elements



III. IRS Organization

The IRS organization is built around five major functions that are applied on any incident whether it is large or small. A major advantage of the IRS organization is the ability to fill only those parts of the organization that are required. For some incidents, and in some applications, only a few of the organization's functional elements may be required. However, if there is a need to expand the organization, additional positions exist within the IRS framework to meet virtually any need.

Unified Command, which is a management method to use for multijurisdictional and/or multi-agency events, is a major feature of IRS and will be discussed as part of Module E.

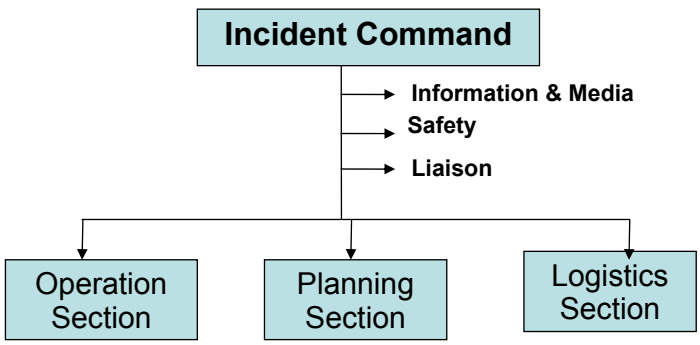


IRS establishes lines of supervisory authority and formal reporting relationships. There is complete unity of command as each position and person within the system has a designated supervisor. Direction and supervision follows established organizational lines at all times.

With this in mind, we will now examine each of the five major functional elements, concentrating on major responsibilities rather than detailed duties.

The following represent the major responsibilities and duties of the Incident Commander and the Command and General Staff positions. Individual agencies may have additional responsibilities and more detailed lists of duties.

IV. Incident Commander and Command Staff



The Incident Commander's responsibility is the overall management of the incident. On most incidents a single Incident Commander carries out the command activity. The Incident Commander is selected by qualifications and experience.

The Incident Commander may have a deputy, who may be from the same agency, or from an assisting agency. Deputies may also be used at section and branch levels of the IRS organization. Deputies must have the same qualifications as the person for whom they work, as they must be ready to take over that position at any time.

A Unified Command organizational structure should be established in multi-jurisdiction or multi-agency incidents. The Unified Command concept is a method to provide a coordinated management team when there are several agencies or jurisdictions involved in an incident.

A. Incident Commander Major Responsibilities and Duties

The Incident Commander has a wide variety of responsibilities. First, we will look at the overall list, followed by a more detailed review of several of the responsibilities.

- Assess the situation and/or obtain a briefing from the prior Incident Commander.
- Determine incident objectives and strategy.
- Establish the immediate priorities.
- Establish an Incident Command Post.
- Establish an appropriate organization.
- Ensure planning meetings are scheduled as required.
- Approve and authorize the implementation of an Incident Action Plan.
- Ensure that adequate safety measures are in place.
- Coordinate activity for all Command and General Staff.
- Coordinate with key people and officials.
- Approve requests for additional resources or for the release of resources.
- Keep agency administrator informed of incident status.
- Approve the use of students, volunteers, and auxiliary personnel.
- Authorize release of information to the news media.
- Order the demobilization of the incident when appropriate.

B. Review of Selected Incident Commander Functions

Some of the above activities are self-evident and do not require much explanation. A few of them, however, are more complex and require discussion. We will look at several of these in more detail.

1. **Establish an Incident Command Post (ICP)**

Initially, the ICP will be wherever the Incident Commander is located. As the incident grows, it is important for the Incident Commander to establish a fixed location for the ICP and to work from that location.

The ICP provides a central coordination point from which the Incident Commander, Command Staff, and Planning functions will normally operate. Depending on the incident, other members of the General Staff may be operating in other locations; however, they will attend planning meetings and be in close contact with the Incident Commander.

The ICP can be any type of facility that is available and appropriate, e.g., vehicle, trailer, tent, an open area, or a room in a building. The ICP may be located at the Incident Base if that facility has been established.

Once established, the ICP should not be moved unless absolutely necessary. (For additional description of the ICP, see Module C on Incident Facilities.)

2. Establish the Immediate Priorities

First Priority is always safety of:

- People involved in the incident
- Responders
- Other emergency workers
- Bystanders

Second Priority: Incident stabilization. Stabilization is normally tied directly to incident complexity.

When considering stabilizing the incident situation, the following "musts" are essential for the Incident Commander.

The IC must:

- Ensure life safety
- Ensure protection of life & property
- Stay in command
- Manage resources efficiently and cost effectively

3. Determine Incident Objectives, Strategy, and Tactical Direction

It is safe to say that all agencies employ some sequence of steps to meet incident-related goals and objectives. Several different approaches have been suggested. Some of these have more steps and are more detailed than others. A suggested four-phased approach is offered below:

a. Know Agency/Department/Government Policy

The Incident Commander may not always be an employee of the agency or jurisdiction experiencing an incident. Therefore, the Incident Commander must be fully aware of/government policy.This includes any operating or environmental restrictions, and any limits of authority. Agencies will vary on how this policy is made known to the Incident Commander. Some agencies will require it in writing on large incidents and others do not. Agency policy can affect the establishment of incident objectives.

b. Establish Incident Objectives

The Incident Commander has the responsibility to determine the Incident Objectives. Incident Objectives are statements of intent related to the overall incident. Essentially, the objectives answer the question of what do we want to do. For some kinds of incidents the time to achieve the objectives is critical. In others, time, while always important, may not be an overriding issue. All Incident Objectives must be measurable.

The following are some single examples of Incident Objectives for several different kinds of incidents. Each of these is measurable & some are time dependent.

- Reduce reservoir level to 35 feet by 0800 hours tomorrow.
- Release all hostages safely with no further casualties.
- Stop any further flow of toxic material to riverbed.
- Contain fire within existing structures.
- Search all structures for casualties by 1400 hours.
- Spray 20,000 acres in treatment Unit ___ by (date).

c. Develop Appropriate Strategy(s)

Strategy describes the general method or methods that should be used either singly or in combination that will result in achieving the incident objective.

For example, for one of the Incident Objectives listed above; i.e., reduce the reservoir level to 35 feet, several strategies could be employed:

- Strategy #1 - Reduce/ divert inflow
- Strategy #2 - Open spillways (tackling outflow)
- Strategy #3 - Use pumps

Any one of these strategies would contribute to meeting the objective. All three could also be used together.

d. Execute Tactical Direction

Tactical Direction describes what must be accomplished within the selected strategy or strategies in order to achieve the Incident Objectives. Tactical Direction is the responsibility of the Incident Commander or the Operations Section Chief if that position has been established.

The Operations Section Chief, or the Incident Commander if the Operations Section Chief has not been established, should interact with Branch Directors and Division and/or Group Supervisors on the tactics that should be employed to meet the incident objectives.

This is particularly important when the incident involves personnel from multiple disciplines. Jointly developed tactics can assure understanding and enhance commitment.

Tactical Direction consists of the following steps:

1) Establish Tactics

Determine the tactics that are to be used appropriate to the strategy. The tactics are normally established to be conducted within an operational period. For example, for one of the above strategies the tactic might be:

Use truck-mounted pumps working from the road on north side discharging into spillway, and portable or stationery pumps on the east side discharging into nearby stream/nalla.

2) Assign Resources

Determine and assign the kind and type of resources appropriate for the selected tactics. For example:

- Obtain three 1500-gpm truck mounted pumps from district headquarter flood control. Use two Rural Water Supply department 500-gpm portable pumps on east side.

3) Monitor performance

Performance monitoring will determine if the tactics and resources selected for the various strategies are both valid and adequate.

For example, using the above example, it may be necessary to increase the pumping capacity. This would require ordering and installing additional pumping equipment. It could also be determined that due to clogging, the use of pumps as a strategy may have to be abandoned.

It should be noted that while the above examples relate to incidents, the planning for an event would entail the same basic phases.

4) Monitor Scene Safety

Public safety at the scene of an incident is always the top priority. If the incident is complex, or the Incident Commander is not a tactical expert in all the hazards present, a **Safety Officer** should be assigned. Note that under law, hazardous materials incidents require the assignment of a Safety Officer.

5) Establish and Monitor Incident Organization

One of the primary duties of the Incident Commander is overseeing the management organization. The organization needs to be **large enough to do the job at hand**; yet, resource use must be **cost-effective**. Anticipated expansion or diminishment of the incident will call for corresponding changes to the organization. The Incident Commander is responsible to **delegate authority** to subordinates as appropriate to meet the need.

6) Manage Planning Meetings as Required

Planning meetings and the overall planning process are essential to achieving the incident objectives. On many incidents, the time factor does not allow prolonged planning. On the other hand, lack of planning can be disastrous. Therefore, it is important to know and use an effective planning process. Proactive planning is essential to consider future needs.

7) Approve and Authorize the Implementation of an Incident Action Plan

IRS offers great flexibility in the use of Incident Action Plans. Plans can be oral or written. Written plans should be provided for multijurisdiction or multi-agency incidents, or when the incident will continue for more than one Operational Period.

8) Approve Requests for Additional Resources or for the Release of Resources

On small incidents, the IC will personally determine additional resources needed and order them. As incidents grow in size and complexity, the ordering responsibility for required resources will shift to the Logistics Section Chief and to the Supply Unit if those elements of the organization have been established.

9) Authorize Release of Information to the News Media

One significant change of recent years is the increased capability and desire of the media to obtain immediate access to information. The sophistication of modern news gathering methods and equipment

make it very important that all incidents have procedures in place for managing the release of information to the media, as well as responding appropriately to media inquiries.

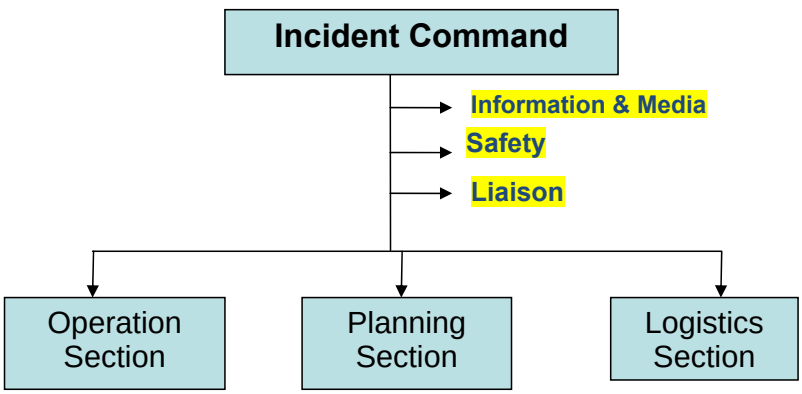
It is not at all unusual that on some incidents the media may have recent and accurate information that is not yet available to the Incident Commander through internal lines of communication. In some cases media coverage may inadvertently affect priorities.

C. Characteristics of an Effective Incident Commander

The Incident Commander is normally the most visible person on the incident. Following are just some of the characteristics associated with an effective IC:

- Command presence
- Understands IRS
- A proven manager
- Puts safety first
- Proactive
- Decisive
- Objective
- Calm
- Quick thinking
- Good communicator
- Adaptable and flexible
- Realistic about personal limitations
- Politically astute

D. Command Staff



There are three important staff functions that are the responsibility of the Incident Commander unless Command Staff positions are established.

- Public information and media relations.
- Maintaining liaison with assisting and cooperating agencies.
- Ensuring safety.

On some incidents, any one of these functions can consume much of the Incident Commander's time. Therefore, it is important to recognize their importance and quickly fill the positions if necessary.

Note that the Command Staff differs from the General Staff positions for the line organization of Operations, Planning and Logistics.

1. Information & Media Officer

The Information Officer is responsible for developing and releasing information about the incident to the news media, to incident personnel, and to other appropriate agencies and organizations.

Only one Information Officer will be assigned for each incident, including incidents operating under Unified Command and multi-jurisdiction incidents. The Information Officer may have assistants as necessary, and the assistants may represent assisting agencies or jurisdictions

Reasons for the IC to designate an Information Officer:

- An obvious high visibility or sensitive incident.
- Reduces the risk of multiple sources releasing information.
- Need to alert, warn or instruct the public.
- Media demands for information may obstruct IC effectiveness.
- Media capabilities to acquire their own information are increasing.

The Information Officer should consider the following when determining a location to work from at the incident:

- Be separate from the Command Post, but close enough to have access to information.
- An area for media relations and press/media briefings must be established.
- Information displays and press handouts may be required.
- Tours and photo opportunities may have to be arranged.

2. Liaison Officer

Incidents that are multijurisdictional, or have several agencies involved, may require the establishment of the Liaison Officer position on the Command Staff.

The Liaison Officer is the contact for Agency Representatives assigned to the incident by assisting or cooperating agencies. These are personnel other than those on direct tactical assignments or those involved in a Unified Command.

What are the differences between an assisting agency and a cooperating agency? These are not large distinctions, but may be useful in some applications or to some agencies.

Assisting Agencies - An agency that is assisting on an incident is directly contributing tactical resources to the agency or jurisdiction that is responsible for the incident. Thus, fire, police, or public works equipment sent to another jurisdiction's incident would be considered assisting agency resources.

Cooperating Agencies - An agency that supports the incident or supplies assistance other than tactical resources would be considered a cooperating agency. Examples include the International Red Cross,NGOs, utility companies, etc. On some law enforcement incidents a fire agency may not send fire equipment but may supply an Agency Representative for coordination purposes. In this case, the fire agency would be considered a cooperating agency.

The following are some of the main reasons to establish the Liaison Officer position at an incident:

- When several agencies send, or plan to send, Agency Representatives to an Incident in support of their resources.
- When the IC can no longer provide the time for individual coordination with each Agency Representative.
- When it appears that two or more jurisdictions may become involved in the incident and the incident will require on-site liaison.

Agency Representatives - In many multi-jurisdiction incidents, an agency or jurisdiction will send a representative to assist in coordination efforts.

An Agency Representative is an individual assigned to an incident from an assisting or cooperating agency who has been delegated full authority to make decisions on all matters affecting that agency's participation at the incident.

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

3. Safety Officer

The Safety Officer's function on the Command Staff is to develop and recommend measures for assuring personnel safety, and to assess and/or anticipate hazardous and unsafe situations.

All public safety agencies stress the importance of safety as an individual responsibility. HAZMAT incidents require the assignment of a Safety Officer. Supervisors are instructed to watch for potential unsafe conditions.

Only one Safety Officer will be assigned for each incident. The Safety Officer may have assistants as necessary, and the assistants may also represent assisting agencies or jurisdictions. Safety assistants may have specific responsibilities such as air operations, hazardous materials, etc.

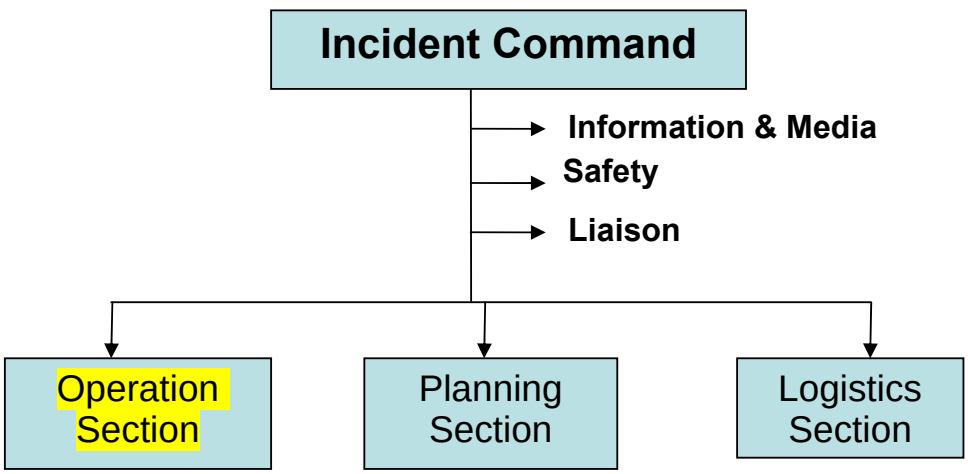
The Safety Officer will correct unsafe situations by working through the chain of command. However, the Safety Officer may exercise emergency authority to directly stop unsafe acts if personnel are in imminent life-threatening danger.

4. The IRS General Staff Positions

The General Staff consists of the following positions:

1. Operations Section Chief
2. Planning Section Chief
3. Logistics Section Chief (Including Finance Branch)

A. Operations Section



The Operations Section is responsible for managing all tactical operations at an incident. The build-up of the Operations Section is generally dictated by the number of tactical resources involved and span of control considerations.

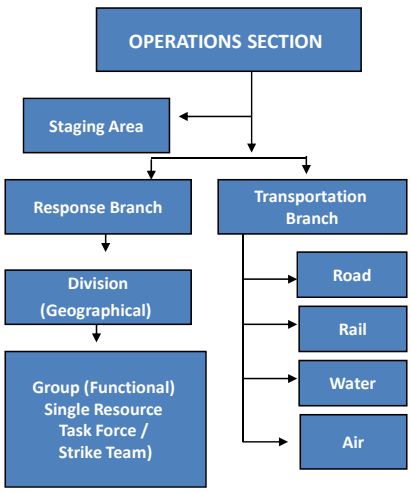
There is no precise guideline for when the Operations Section will be established on an incident. In some cases, depending upon the complexity of the incident and the desires of the Incident Commander, it may be the first section to be established. In other situations, the IC may elect to maintain control of

Operations, and establish Logistics, Planning, and, if necessary, Finance/ Administration functions as separate sections before designating an Operations Section.

The **Operations Section** consists of the following **components:**

- Transportation Branch
- Response Branch
- Staging Areas
- Ground or surface-based tactical resources
- Aviation (Air) resources - helicopters and fixed-wing aircraft

Operations Section (OS)



1. Transportation Branch:

- This supports the response efforts by arranging through different mode the transportation of resources, persons and relief material .It is headed by a Transportation Branch Director and Group-in-charges for Road, Rail, Water and Air operations. The details of functioning are explained in the presentations and the IRS guidelines of NDMA may also be referred. This becomes specially important in the context of common incidents in India which involves large scale transportation of affected population, relief material and other resources. There is a Nodal Officer in the IRS organization for facilitating effective air operations and coordinates with Response and Transportation Branches of operations and state & central government.

2. Response Branch:

This is the main responder in the field dealing with the situation and performing the various functions. It is headed by the Response Branch Director (RBD) and Groups in Charge or Division Supervisors as required. Depending on the scale of the disaster, the RBD may have to expand the number of Groups which require the creation of Divisions. This structure is meant for close supervision by the Operations Section Chief (OSC) in the management of a large incident.

Incidents will use any or all of these components, depending on the need.

A. Ground or Surface Tactical Resources

There are three ways of organizing tactical resources on an incident. The determination of how resources will be used will be determined based on the application area and the tactical requirement. Resources can be used as:

- Single Resources
- Task Forces
- Strike Teams

Depending on the need, tactical resources can be placed into an Operations organization made up of:

- Resources reporting to the Incident Commander or Operations Section Chief
- Branches
- Divisions or Groups

B. Aviation Resources

Many incidents require the use of tactical or logistical aircraft to support the incident. In IRS, all aviation resources assigned for exclusive use of the incident are assigned to the Operations Section. These include aircraft providing logistical support.

The Operations Section Chief may establish a separate Air Operations Branch when:

- The complexity (or expected complexity) of air operations and/or the number of aircraft assigned to the incident requires additional management support.
- The incident requires both tactical and logistical use of air support.
- When the Air Operations organization is formally established on an incident, it will be set up as an Air Operations Branch within the Operations Section.

- IRS provides for a suitable Nodal Officer for the purpose of coordinating air response.

3. Staging Areas

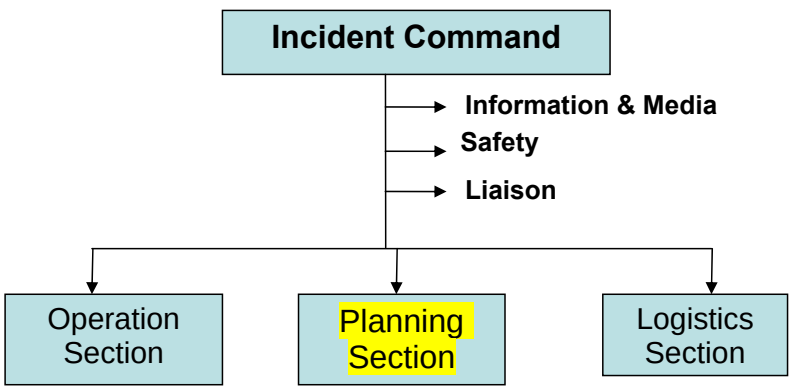
The third component of the Operations Section is the Staging Area.

The term Staging Area is commonly used in emergency management; however, in IRS the use of Staging Areas takes on some special meanings. Three of these special meanings are:

- An IRS Staging Area is a temporary location for placing resources available for incident assignments. All resources within the Staging Area belong to the Incident. Staging areas should, if possible, be located so resources can be at the scene of their assignment within three to five minutes.
- Resources assigned to a Staging Area are available on a three-minute basis to take on active assignment.
- Staging Areas are temporary facilities. They can be set up at any appropriate location in the incident area and moved or deactivated as needed. Several Staging Areas may be used on a single incident.

Staging Area Managers report to the Operations Section Chief or to the Incident Commander if the Operations Section Chief position has not been filled.

C. Planning Section



In IRS, the Planning Section is responsible for managing all information relevant to an incident. When activated, the Planning Section Chief who is a member of the General Staff manages the Section.

The Planning Section collects, evaluates, processes, and disseminates information for use at the incident. Dissemination can be in the form of the Incident Action Plan, formal briefings, or through map and status board displays.

Some incidents may require personnel with specialized skills to be temporarily assigned to the Planning Section. These persons are called Technical Specialists. Examples of Technical Specialists include:

- Chemist
- Structural Engineer
- Hydrologist
- Geologist
- Meteorologist
- Training Specialist

A wide variety of Technical Specialists could be used, depending upon the requirements of the incident. There are four units within the Planning Section that can be activated as necessary:

- Resources Unit
- Situation Unit
- Documentation Unit
- Demobilization Unit

The Planning Section Chief will determine the need to activate or deactivate a unit. If a unit is not activated, then the responsibility for that unit's duties will remain with the Planning Section Chief.

In IRS, a number of the Unit Leader's responsibilities are common to all units in all parts of the organization. Common responsibilities of Unit Leaders are listed below. These will not be repeated in Unit listings below:

- Obtain briefing from Section Chief.
- Participate in incident planning meetings, as required.
- Determine current status of unit activities.
- Confirm dispatch and estimated time of arrival of staff and supplies.
- Assign specific duties to staff; supervise staff.
- Develop and implement accountability, safety, and security measures for personnel and resources.
- Supervise demobilization of unit, including storage of supplies.
- Provide Supply Unit Leader with a list of supplies to be replenished.
- Maintain unit records, including Unit Log.

1. Resources Unit

This unit is responsible for maintaining the status of all assigned resources (primary and support) at an incident. It achieves this through:

- Overseeing the check-in of all resources.

- Maintaining a status-keeping system indicating current location and status of all resources.
- Maintenance of a master list of all resources, e.g., key supervisory personnel, primary and support resources, etc.

2. Situation Unit

The collection, processing, and organizing of all incident information takes place within the Situation Unit. The Situation Unit may prepare future projections of incident growth, maps, and intelligence information.

Three positions report directly to the Situation Unit Leader:

- **Display Processor (DP)** - Maintains incident status information obtained from Field Observers, resource status reports, etc. Information is posted on maps and status boards as appropriate.
- **Field Observer (FO)** - Collects and reports on situation information from the field.
- **Weather Observer** - Collects current weather information from the weather service or an assigned meteorologist.

3. Documentation Unit

The Documentation Unit is responsible for the maintenance of accurate, up-to-date incident files. Duplication services will also be provided by the Documentation Unit. Incident files will be stored for legal, analytical, and historical purposes.

4. Demobilization Unit

The Demobilization Unit is responsible for developing the Incident Demobilization Plan. On large incidents, demobilization can be quite complex, requiring a separate planning activity. Note that not all agencies require specific demobilization instructions.

Planning for demobilization should begin at the early stages of an incident, particularly in the development of rosters of personnel and resources, thus ensuring the efficient and safe demobilization of all resources.

After generating an approved plan, the Demobilization Unit is responsible for distributing the plan at the incident and off-incident, as necessary.

5. Technical Specialists

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

- Planning Section Chief
- A designated Unit Leader

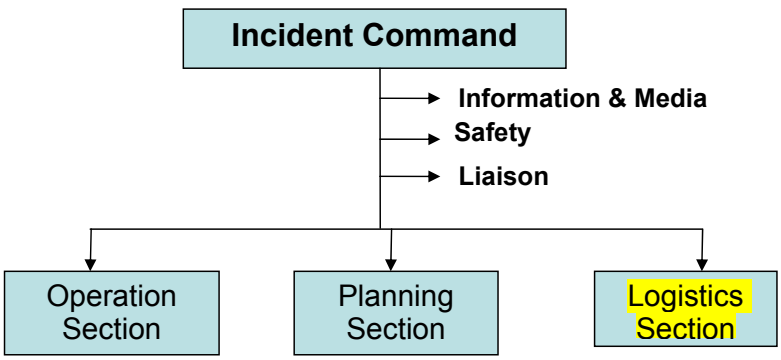
In some cases, they may be reassigned to other parts of the organization (e.g., resource use specialists assigned to the Logistics Section).

Often, Technical Specialists are assigned to the Situation Unit if their expertise is needed for a short time only. If they will be required for a longer length of time, or if several specialists are assigned to the same task, a separate unit may be established in the Planning Section. For example, if hazardous materials are a major ongoing factor within an incident, a Toxic Hazards Analysis Unit comprised of toxic substance specialists may be created.

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

- Meteorologist
- Environmental Impact Specialist
- Flood Control Specialist
- Water Use Specialist
- Fuels and Flammable Specialist
- Hazardous Substance Specialist
- Fire Behavior Specialist
- Structural Engineer
- Training Specialist

D. Logistics Section



The Logistics Section, with the exception of aviation support, provides all incident support needs. The Air Support Group in the Air Operations Branch handles aviation support.

The Logistics Section is responsible for the following:

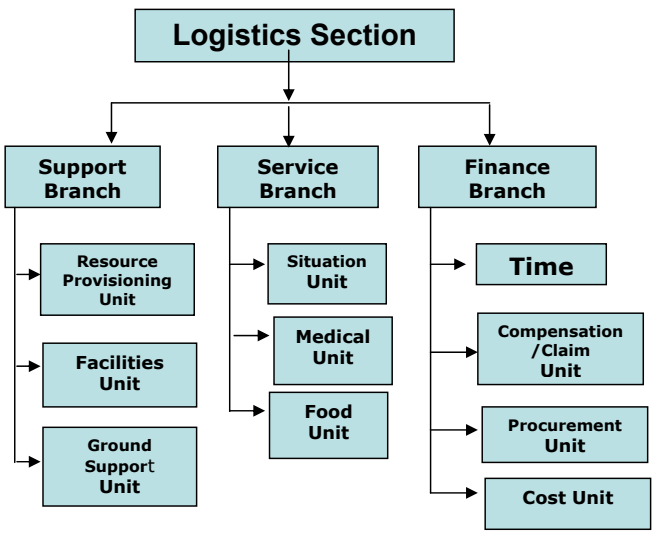
- Facilities
- Transportation
- Communications
- Supplies
- Equipment maintenance and fueling
- Food services
- Medical services
- Ordering resources
- Finance & Administration

The Logistics Section Chief, who may assign a Deputy, manages the Logistics Section. A Deputy is most often assigned when all designated units (listed below) within the Logistics Section are activated.

On very large incidents, or on incidents requiring a great deal of equipment or facilities, the Logistics Section may be divided into three Branches - Service Branch, Support Branch and Finance Branch. A Branch Director, who reports to the Logistics Section Chief, leads each Branch. This is most often done for span of control reasons, resulting in a more manageable organization.

Three Branches may be established within the Logistics Section and units shown below may be established within these branches:

I. SUPPORT : Resource Provisioning Unit, Facilities Unit, Ground Support Unit.
II. SERVICES : Communication Unit, Food Unit, Medical Unit.
III. FINANCE : Time Unit, Procurement Unit, Compensation/Claims Unit, Cost Unit.



The Logistics Section Chief will determine the need to activate or deactivate a unit. If a unit is not activated, responsibility for that unit's duties will remain with the Logistics Section Chief.

I. SUPPORT BRANCH: This branch is headed by Support Branch Director **(Sup. BD)**

1. Resource Provisioning Unit

The Resource Provisioning Unit is responsible for ordering, receiving, processing, and storing all incident-related resources.

All off-incident resources will be ordered through the Resource Provisioning Unit, including:

- Tactical and support resources (including personnel).
- All expendable and non-expendable support supplies.

As needed, the resource provisioning Unit will manage tool operations, including the storage, disbursement, and service of all tools and portable non-expendable equipment.

Two Managers report directly to the Resource Provisioning Unit Leader **(RPUL)**:

- **Ordering Manager** : Places all orders for incident supplies and equipment.
- **Receiving and Distribution Manager** : Receives and distributes all supplies and equipment (other than primary tactical resources), and is responsible for the service and repair of tools and equipment.

For some applications, a Tool and Equipment Specialist may be assigned to service and repair all hand tools. The specialist reports to the Receiving and Distribution Manager.

2. Facilities Unit

This unit is responsible for set-up, maintenance, and demobilization of all incident support facilities except Staging Areas. These facilities are:

- Incident Command Post
- Incident Base
- Camps
- Relief Camps and other facilities within the incident area to be used for feeding, sleeping, and sanitation services.

Note that existing structures in the vicinity of the incident may be used as incident facilities as appropriate.

Additional support items (e.g., portable toilets, shower facilities, food handling units, etc.) will be ordered through the Supply Unit.

The Facilities Unit will also provide security services to the incident as needed.

Three managers report directly to the Facilities Unit Leader. When established at an incident, they have important responsibilities.

Security Manager - Provides safeguards necessary for protection of personnel and property from loss or damage.

Base Manager - Ensures that appropriate sanitation, security, and facility management services are in place at the Base.

Camp Manager - On large incidents, one or more camps may be established. Camps may be in place several days or they may be moved to various locations. Activities at the camps may include many of those regularly performed at the Base (e.g., Supply, Food, Medical, Resources, etc.). Camp Managers are responsible for providing non-technical coordination for all Units operating within the camp.

Relief Camp Manager- In most of the incidents, there may be need

3. Ground Support Unit

The Ground Support Unit is primarily responsible for the maintenance, service, and fueling of all mobile equipment and vehicles, with the exception of aviation resources. The Unit also has responsibility for the ground transportation of personnel, supplies, and equipment, and the development of the Incident Traffic Plan.

An Equipment Manager reports to the Ground Support Unit Leader **(GSUL)** and is responsible for the service, repair, and fuel for all equipment; transportation and support vehicle services; and to maintain equipment use and service records.

II. SERVICES BRANCH: This branch is headed by Service Branch director **(SBD).**

1. Communications Unit

The Communications Unit headed by Communication Unit Leader **(Com.UL)** is responsible for developing plans for the use of incident communications

equipment and facilities; installing and testing of communications equipment; supervision of the Incident Communications Center; and the distribution and maintenance of communications equipment.

Communications planning is particularly important in IRS, where an incident may grow to include numerous agencies. Determining required radio nets, establishing interagency frequency assignments, and ensuring maximum use of communications capability is essential.

If an Incident Communications Center is established, an Incident Dispatcher is responsible for receiving and transmitting radio, telephone, FAX, and computer messages, and for providing incident dispatch services.

2. Food Unit

The Food Unit headed by Food Unit Leader **(FUL)** is responsible for supplying the food needs for the entire incident, including all remote locations (e.g., Camps, Staging Areas, Relief Camps), as well as providing food for personnel unable to leave tactical field assignments.

Planning is essential to the efficient supply of food. Working with the Planning Section Resources Unit, the Food Unit must anticipate the numbers of personnel to be fed and develop plans for supplying food to all incident areas.

The Food Unit interacts with the Facilities Unit for location of fixed-feeding site; the Resource Provisioning Unit for food ordering; and the Ground and Air Support Units for transporting food.

3. Medical Unit

Most major incidents require the establishment of a Medical Unit that is responsible for all medical services for incident assigned personnel. The Unit headed by Medical Unit Leader **(MUL)** will develop an Incident Medical Plan (to be included in the Incident Action Plan); develop procedures for managing major medical emergencies; provide medical aid; and assist the Finance/ Administration Section with processing injury-related claims.

Note that the provision of medical assistance to the public or victims of the emergency is an operational function, and would be done by the Operations Section and not by the Logistics Section Medical Unit.

III. Finance Branch (FB)

The Finance Branch headed by Finance Branch Director **(FBD)** is responsible for managing all financial aspects of an incident.

Not all incidents will require a Finance/ Administration Branch. Only when the involved agencies have a specific need for Finance services will the Section be activated.

On some incidents only one Finance function may be required (e.g., cost analysis). Often, it is more efficient to fill that function through a Technical Specialist assigned to the Planning Section.

There are four units, which may be established within the Finance Branch:

- Time Unit
- Procurement Unit
- Compensation/Claims Unit
- Cost Unit

The Finance Branch Chief will determine the need to activate or deactivate a unit. In certain functional areas, e.g., Compensation, a unit may not be established if only one person would be assigned. Instead, in this example, a single Claims Specialist may be assigned.

Due to the specialized nature of the Finance function, the Finance Branch Director is usually a member of the jurisdictional agency requiring financial services.There may be a need sometimes to designate a deputy.

1. Time Unit

The Time Unit headed by Time Unit Leader **(TUL)** is responsible for ensuring the accurate recording of daily personnel time, compliance with specific agency time recording policies, and managing commissary operations if established at the incident.

As applicable, personnel time records will be collected and processed for each operational period. (The Time Unit Leader may find it helpful to select assistants familiar with the various agency time recording policies.)

The Personnel Time Recorder may report to the Time Unit Leader:

- Personnel Time Recorder - Oversees the recording of time for all personnel assigned to an incident. Also records all personnel-related items, e.g., transfers, promotions, etc.

2. Procurement Unit

All financial matters pertaining to vendor contracts, leases, and fiscal agreements are managed by the Procurement Unit. The unit is headed by Procurement Unit

Leader **(PUL)** also responsible for maintaining equipment time records.He/ She is expected to be well versed with various laws, latest Rules and guidelines of the government and relevant codal provisions (e.g. Finance code) etc.

The Procurement Unit establishes local sources for equipment and supplies; manages all equipment rental agreements; and processes all rental and supply fiscal document billing invoices. The unit works closely with local fiscal authorities to ensure efficiency.

In some agencies, the Supply Unit in the Logistics Section will fill certain procurement activities. Therefore, it is necessary that these two units closely coordinate their activity.

Equipment Time Recorder -- Oversees the recording of time for all equipment assigned to an incident. Also posts all charges or credits for fuel, parts, service, etc., used by equipment.

3. Compensation/Claims Unit

In IRS, Compensation-for-Injury and Claims are contained within one Unit headed by Compensation/Claim Unit Leader **(Com./CUL)** Separate personnel may perform each function, however, given their differing activities. These functions are becoming increasingly important on many kinds of incidents.

Compensation-for-Injury oversees the completion of all forms required by workers' compensation and local agencies. A file of injuries and illnesses associated with the incident will also be maintained, and all witness statements will be obtained in writing. Close coordination with the Medical Unit is essential.

The Claims is responsible for investigating all claims involving property associated with or involved in the incident. This can be an extremely important function on some incidents.

Two Specialists report to the Compensation/Claims Unit Leader:

- **Compensation-for-Injury Specialist --** Administers financial matters arising from serious injuries and deaths on an incident. Work is done in close cooperation with the Medical Unit.
- **Claims Specialist --** Manages all claims-related activities (other than injury) for an incident.
- The relief to be paid to the affected population is the responsibility of the Operation Section which takes up the enumeration of damaged houses,

livestock lost etc and as per the norms & guidelines of the government distributes relief. In this process, sometimes they may consult the claims/ Compensation unit.

4. Cost Unit

The Cost Unit headed by Cost Unit Leader **(CUL)** provides all incident cost analysis. It ensures the proper identification of all equipment and personnel requiring payment; records all cost data; analyzes and prepares estimates of incident costs; and maintains accurate records of incident costs.

The Cost Unit function is becoming increasingly important, with frequent requests by the Planning Section for cost estimates related to strategies for achieving Incident Objectives. Accurate information on the actual costs of all assigned resources is essential.

VI. Reporting Relationships and Information Flow within the Incident Organization.

As the incident organization grows to meet the needs of the incident, care must be taken to ensure that information transfer is handled effectively.

There are essentially two principles to be followed:

1. To the extent possible there is complete freedom within the organization to exchange information.
2. Orders, directives, resource requests, and status changes must follow the hierarchy of command unless otherwise directed.

Each of these is elaborated as follows:

A. Information Exchange

The IRS organizational framework is open for individuals to freely supply and exchange information. Three examples are:

The Food Unit Leader may directly contact the Planning Section's Resources Unit to determine the number of persons requiring feeding.

The Cost Unit Leader may directly discuss and share information on alternative strategies with the Planning Section Chief.

Division Supervisor A may contact the Situation Unit Leader to share information on an unusual environmental hazard in the Division.

B. Flow of Orders and Directives within the IRS Organization

Three examples are:

Division B supervisor requests fuel for resources within the Division. This request will be passed through the Branch or Operations Section Chief to ensure that fuel requests can be consolidated before going to Logistics.

Operations Section Chief in a Branch and Division organization will pass directives to change the status of resources within a particular division through the Branch Director. (This ensures that Branch is aware of any changes.)

The Situation Unit Leader will request additional personnel to work in the unit through the Planning Section Chief. (This ensures that personnel already assigned to the Planning Section will be used if available.)

IRS Form 001

Attach a separate sheet under each heading in case space is not sufficient

1. Incident Name
2. Map Sketch (Give details of the affected site)
Date Prepared Time Prepared

Source: Adapted from ICS Form 201

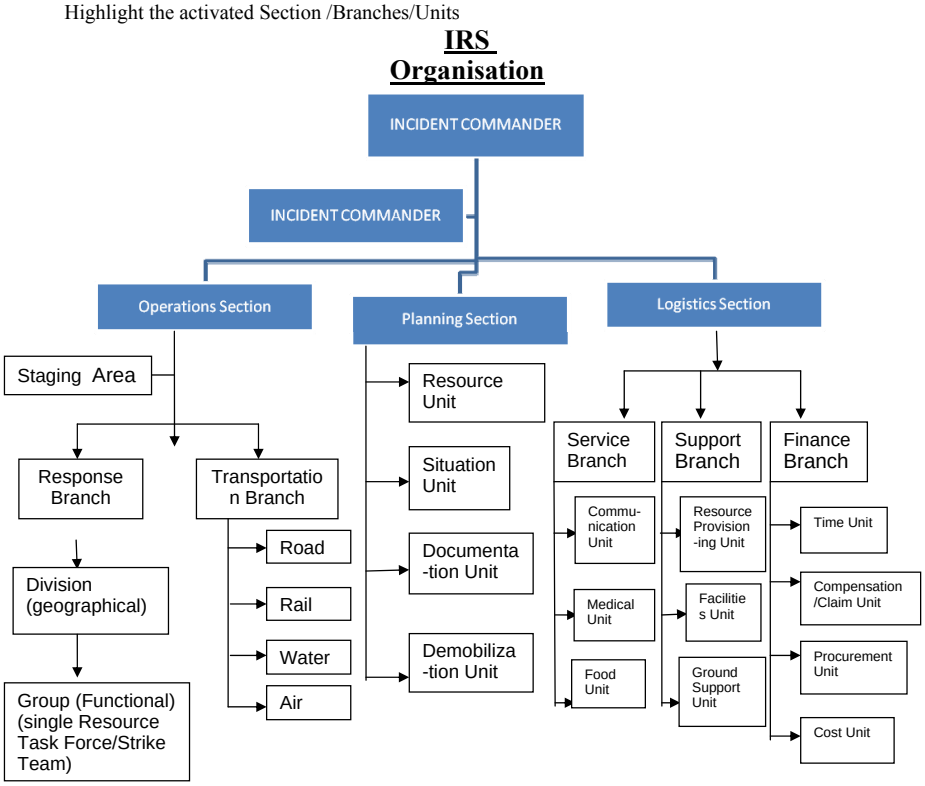
Cont....

3. Summary of Current Actions
a. Action already taken
b. Action to be taken
c. Difficulties if any in response including mobilization of resources and manpower

Contd...

4.Currnet Organisation (Brief about activated section of IRT)

Highlight the activated Section /Branches/Units



Contd..

IRS001 5. Resources Summary				
Resources	Source	ETA	Site of Deployment	Assignments

_____

Prepared by (Name and Positiont):

_____
Signature

* ETA: Expected Time of Arrival

Incident Response System
Basic & Intermediate Course

Module C
Incident Facilities

Participant Manual

Reference Text

National Institute of Disaster Management
Government of India, New Delhi

Incident Facilities

Objectives:

1. Name each of the principal facilities used in conjunction with IRS, and explain the purpose and use of each.
2. Identify which facilities may be located together at an incident or event.
3. Describe how the various incident facilities are used and managed to support an incident or event.
4. Identify appropriate map symbols associated with incident facilities.

I. Introduction

For effective response the incident management organisation requires certain facilities to be created for effective response and to achieve the incident objectives. There are various factors and considerations to be evaluated for setting up such facilities. This module will describe different kinds of facilities that can be established at an incident:

- Incident Command Post
- Staging Areas
- Base
- Camps
- Helibase
- Helipads
- Relief Camps

As we will see, each facility has a unique purpose on an incident. These seven facilities should be able to fulfill almost all incident facility requirements. Not all incidents, however, will use all facilities. Base, Camps, Helibase, and Helipads are primarily used on larger incidents. Relief camps in Indian context is a very important facility and has to be often opened quite early in the incident. Moreover, specific applications may make use of other facilities, e.g., triage center, temporary morgue, etc.

II. Incident Response System Facilities

Following are some of the factors to be taken into consideration When establishing incident facilities.

- First priority is the needs of the incident

- Length of time the facility will be used
- Cost to establish it
- Environmental considerations

A. Incident Command Post

1. Background

The Incident Command Post (ICP) is the location at which the primary command functions are performed. The Incident Commander will be located at the ICP.

All incidents must have a designated location for the Incident Command Post (ICP). There will be only one ICP for each incident. This also applies on multi-agency or multijurisdictional incidents operating under a single or a unified command.

The ICP can be located with other incident facilities.

Initial location for the ICP should consider the nature of the incident, whether it is growing or moving, and whether the ICP location will be suitable in size and safe for the expected duration of the incident.

The ICP may be located in a vehicle, trailer, tent, or within a building, to name just a few examples. On long-term incidents, it is desirable to provide an ICP facility which will provide adequate lighting and/or protection from the weather.

Larger and more complex incidents will often require larger ICP facilities. Examples of incidents that usually require an expanded ICP facility include:

- Multi-agency incidents run under a Unified Command
- Long-term incidents
- Incidents requiring an on-scene communications center
- Incidents requiring a separate planning function
- Incidents requiring the use of Command Staff and Agency Representative positions

ICPs will be designated by the name of the incident, e.g., Ramgarh Earthquake ICP, Darbhanga flood ICP, Jal cyclone ICP etc.

Some incidents may be large enough to have an on-site communications center to dispatch assigned resources. The communications center is often associated with or adjacent to the ICP. Also, some incidents will require space at the ICP to allow for various Command Staff and Planning Section functions.

2. Characteristics of the ICP

The following are some general characteristics of the ICP that should be known and understood:

- There is only one ICP per incident, even if the incident is multi-jurisdictional.
- The incident communications center, if established at an incident, is often located with or adjacent to the ICP.
- The **Incident Command function is carried out at the ICP.**
- The ICP may be located with other incident facilities such as the Incident Base.
- The **planning function is normally done at the ICP.**
- The ICP should be large enough to provide adequate working room for assigned personnel.
- The ICP should contain situation and resource status displays necessary for the incident, and other information necessary for planning purposes.
- Agency /government Representatives are normally located at the ICP.
- Once established, the ICP will normally not be relocated.

Note: that on expanding incidents it would be appropriate to move the ICP if an improved location is required or would facilitate command operations.

3. Establishing the ICP

The following are general guidelines to be used in establishing the ICP:

- Position away from the general noise and confusion associated with the incident.
- Position outside of the present and potential hazard zone.
- Position within view of the incident (when appropriate).
- Have the ability to expand as the incident grows.
- Have the ability to provide security, and to control access to the ICP as necessary.
- Identify location with distinctive banner or sign.
- Announce ICP activation and location via radio or other communication so all appropriate personnel are notified.

B. Staging Areas

1. Background

A Staging Area is a temporary location at an incident where personnel and equipment are kept while awaiting tactical assignments.

Staging Areas should be located in a safe area close to the incident location that minimizes travel time to the area of expected need.

An incident may have more than one Staging Area.

Staging Areas can be set up to meet specific functional needs. For example: for ambulances, fire equipment, police vehicles, may be located separately.

In locations where major incidents are known to occur frequently, it is advisable to designate possible Staging Area locations, and to plan their layouts in advance.

Resources in a Staging Area are always in or on an available status, which means they are ready for assignment within three minutes. This is an important consideration for resource use planning and should be closely adhered to.

Staging Areas may include temporary fueling and sanitation facilities.

All Staging Areas will have a **Staging Area Manager**.

Staging Areas will be given a name which describes their general location, e.g., Gandhi Park Staging Area.

The Staging Area Manager reports to the Operations Section Chief, or to the Incident Commander if an Operations Section has not been established.

A Staging Area may be in the same general area or adjacent to other incident facilities; however, it should have its own separate location and name.

A Staging Area could be established in a harbor location for boats used in a water incident.

2. General Characteristics of Staging Areas

Staging Areas should:

- Be close to the location of tactical assignments (within five minutes if possible).
- Be located out of any possible line of direct hazard effects to minimize risk.
- Be relocated if necessary.
- Have different access routes for incoming and outgoing resources.
- Be large enough to accommodate available resources and have room for growth.
- Be clearly marked.

- Be located to minimize environmental damage.
- Have necessary security controls.

3. Benefits of Using Staging Areas

Listed below are several benefits from the use of Staging Areas at an incident. It may be possible for participants to add additional benefits.

Staging Areas:

- Provide locations for immediately available resources to await active assignments.
- Provide locations to allow resources to be formed into operational units such as task forces and strike teams.
- Provide for greater accountability by having available personnel and resources together in one location.
- Provide safe locations for personnel and equipment to await assignments.
- Prevent resources from freelancing or "doing their own thing."
- Minimize excessive communications of resources calling for assignments.
- Control and assist the check-in of personnel who arrive at the incident via privately owned vehicles or other private means.
- Allow the Operations Section Chief or IC to properly plan for resource use, and to provide for contingencies.

C. Incident Base

An Incident Base will be established on some incidents.

All primary services and support activity for the incident are usually located and performed at the Base.

The Logistics Section will be located at the Base.

Normally, the Incident Base is the location where all uncommitted (out-of-service) equipment and personnel support operations are located.

Tactical resources assigned to the Incident Base will normally be out-of-service.

There should be only one Base established for each incident, and normally the Base will not be relocated.

The Base will be designated by incident name, e.g., Ramgarh Base; Jal Cyclone Base etc.

In locations where major incidents are known to occur frequently, it is advisable to pre-designate possible Base locations, and to plan their layouts in advance.

The management of the Base comes under the Logistics Section. If an Incident Base is established, a Base Manager will be designated. The Base Manager in a fully activated IRS organization will be in the Facilities Unit of the Logistics Section.

D. Camps

Camps are temporary locations within the general incident area which are equipped and staffed to provide sleeping, food, water, and sanitary services to incident personnel.

Camps are separate facilities, and are not located at the Incident Base.

Camps may be in place for several days, and they may be moved depending upon incident needs.

Very large incidents may have one or more Camps located in strategic areas. For example, in a civil disturbance incident there may be several camps designated where Police, Homeguards etc. personnel and equipment are temporarily located.

All IRS functional unit activities performed at the Base may also be performed at Camps.

Each Camp will have a Camp Manager assigned.

Camp Managers are responsible for managing the camp, and for providing non-technical coordination of all organizational units operating within the Camp.

Camp Managers will report to the Facilities Unit Leader in the Logistics Section. If that position has not been activated, the Camp Manager would report to the Logistics Section Chief.

Initially, personnel requirements for Logistics Section units located at Camps will be determined by the Incident General Staff, based on the kind and size of the incident and expected duration of Camp operations.

After a camp is established, additional personnel and support needs would normally be determined and ordered by the Camp Manager.

If logistics units are established at Camps, they would be managed by assistants.

Camps are designated by a geographic name or by a number. An example might be the Tagore street camp, Phulpur market Camp, or Camp #3.

E. Helibase

Helibases and Helipads serve somewhat different purposes at an incident.

We will first cover the Helibase.

A **Helibase** is the main location within the general incident area for **parking, fueling, maintenance, and loading of helicopters**.

The Helibase is often located at or near the incident base. However, an incident Helibase **can also be located at a nearby airport**, or at another off-incident location.

A Helibase will be used to load helicopters with personnel, equipment, and supplies necessary for incident operations.

The incident Helibase will be designated by the name of the incident, e.g., Ramgarh Helibase.

Large incidents could have more than one Helibase. For example, a second Helibase would be called Ramgarh Helibase #2.

Helibases will normally not be moved.

The Helibase will be managed by a Helibase Manager.

The **Helibase Manager will report to the Air Support Group Supervisor in the Air Operations organization** if that position has been activated.

If not, the Helibase Manager reports to either the Air Operations Branch Director (if activated) or to the Operations Section Chief.

F. Helipads

Helipads are temporary locations in the incident area where helicopters can safely land and take off.

Helipads can be used to load or off-load personnel, equipment, supplies, water, etc.

Helipad will be managed by Helipad Managers who will function on the ground at the Helipad and will report to the Helibase Manager.

If an incident has no established air operations organization but does have one or more Helipads designated, **the Helipad Managers will report to the Operations Section Chief.**

Several IRS facilities may be co-located at an incident.

G. Relief Camp: (RC)

They are essential to provide support to the victims and affected communities. Based upon the need assessment, these camps are opened. The resources required for the establishment of RC will be provided by the LS and it will be maintained and managed by the Branch or Division of the OS deployed for the purpose. It may be established at the existing buildings like Schools, Community halls, Cyclone Shelters, etc. or tents may also be used for this. The Relief camps are designated by a geographical name or a number such as Municipal park Gandhinagar RC, Rampur village RC, RC No 5 etc.

Requirements for the RC have to be correctly worked out by IRT to avoid any problem in response. Among the issues that the IRT needs to be very cognizant of is the workload associated with providing specific services for women, children and persons with disabilities.

Each RC will have a Relief Camp Manager assigned. After RC is established, additional personnel and support needs will normally be determined and requested for by the RC Manager.

Thus the location of Important functions & positions in IRS is summarised in the following table.

Table

Sl.No.	Functions	Location
1	Command (IC, LO, I & MO, SO)	Incident Command Post (ICP)
2	Planning (PSC & other units in the section)	ICP
3	Operations	ICP and Operational areas. Staging areas.
4	Logistics (LSC, Support & Supply Branch)	Incident Base
5	Logistics(Finance Branch)	Usually at ICP but can be at Incident Base also
5	Incident Communication Centre	Close to ICP, May be at Incident Base

IV. Map Designations for IRS Facilities

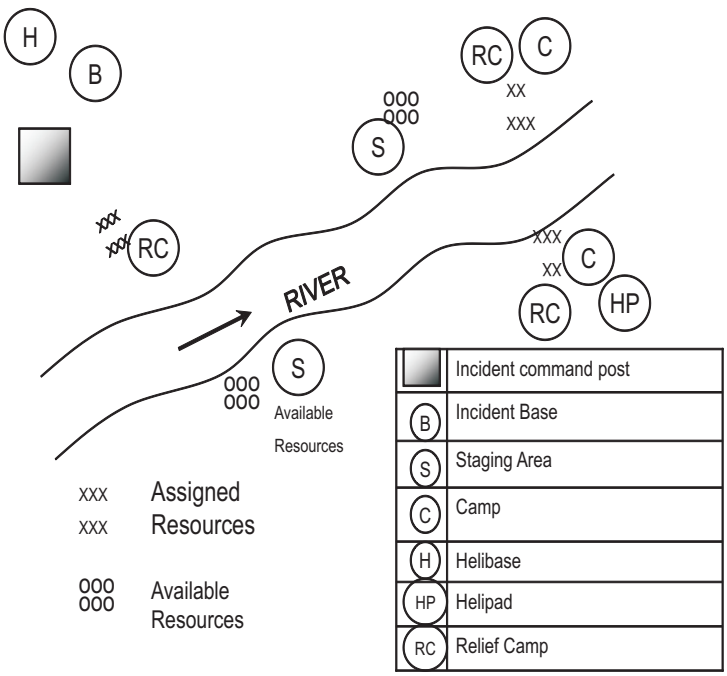
These designations will be as per the guidelines on IRS by NDMA, Govt of India.

V. Illustration of Incident facilities

For a flood scenario, an illustration of various incident facilities is shown below. The ICP & Incident Base have been located at suitable sites. For example, the ICP may be at the office of local Tehsildar, BDO, SDO etc. Some nearby facility like College, High school, Stadium etc. may suit the needs of Incident Base.

The illustration also depicts some of the assigned resources located at different spots in the incident areas. These may be assigned to do repair & strengthening of flood banks, evacuation of people from low lying areas, shifting to safe shelters & running of relief camps etc. Certain locations which are at far off places from the ICP & Incident Base will require the incident facilities like Camps and a few of them may require Helipads as well. Helibase is also proposed near the Incident Base assuming that the required facilities are available. At two locations Staging Areas- one on each side of the river have also been set up where resources are kept in Available Status.

Figure: Illustration of Incident Facilities (Example of a flood Incident)



Incident Response System
Basic & Intermediate Course

Module D
Incident Resources and Resource Management

Participant Manual

Reference Text

National Institute of Disaster Management
Government of India, New Delhi

Incident Resources and Resource Management

Resource Management is one of the major challenges in effective disaster management. This has many aspects such as lack of resources, correct identification of resources required and sources where they are available, appropriate deployment and monitoring of them, difficulties in handling sudden rush of resources and voluntary help etc.

This module will outline why resource status keeping is important to effective incident operations and how resources are typed and grouped for various incidents. Several systems for changing and maintaining status on resources will also be covered.

This module also discusses the resource management process at an incident. It describes the stages of resource management, responsibilities related to resource ordering, and the use of the Operational Planning Worksheet. The importance of staging areas in the management of resources is described. It also discusses demobilization of resources and considerations related to cost-effective resource management.

Objectives:

- Describe the need for proper incident resource management.
- Explain the purpose of resource typing and describe three ways of managing resources and the advantages of each.
- Explain how resource status is changed, how notification of changes is made, and how status is maintained at an incident or event.
- Identify the basic steps involved in managing incident resources.
- Know the contents of, and how the Operational Planning Worksheet (IRS Form 015) is used.
- Identify five key considerations associated with resource management and the reasons for each.

I. Importance of Resource Status Keeping

On any incident, the effective management of tactical resources is a vital consideration. The ability to select the right resource for the task to be done is essential to properly accomplish the job, ensure resource safety, and be cost effective.

Maintaining status of all resources assigned to the incident is an important aspect of resource management. A tactical resource, e.g., a bulldozer (dozer), will have a wide variety of capabilities and uses. It is obviously not enough to just order a dozer. For this reason, it is strongly recommended that the various kinds of resources used within IRS be typed whenever possible.

In addition, not all tactical resources at an incident may be usable at any given time. For a variety of reasons, some resources may be temporarily out-of-service or placed into an available status (ready for use) but not assigned status.

This module will describe tactical resource use on an incident. Later, in this module, resource management will be covered in more detail.

II. Definition of Resources

In IRS applications, tactical resources consist of all personnel and major items of equipment available or potentially available for assignment to incidents. **Equipment resources will include the personnel required to operate/staff them.**

Resources can be described both by kind and by type. In the India context, typing will be an ongoing effort to get consensus and agreement. In the IRT context the capabilities for the equipment needs to be specific. For example, the resource could be described as 1 – track excavator with a 1-sq. meter bucket capacity, and thumb attachment.

A. Resource Kinds

The kind of resource describes **what the resource is**, e.g., patrol vehicle, Search and Rescue (SAR) unit, helicopter, fire engine, oil skimmer vessel, bulldozer, plow, etc. The kinds of resources can be as broad as necessary to suit the incident application.

Some of the same kind of tactical resources may be used by different agencies on a variety of incidents. For example, both police and fire departments will often use helicopters, fuel tenders, and crew transports.

Other kinds of resources, e.g., patrol cars, search dogs, or fire engines, are specific to the user agency and to the application area.

B. Resource Types

As India begins to define the typing for resources examples would be similar to the typing found in other countries. The type of resource describes a performance

capability for that kind of resource. For example, a Type 1 helicopter will carry up to 16 persons. A Type 3 helicopter will carry up to five persons.

However, that high capacity does not necessarily mean a Type 1 resource is right for the job to be done. For example, a Type 1 bulldozer which has the greatest size and engine capacity, because of terrain considerations, may not be able to access the area where the resource is needed.

The specific capability of the resource must always be clearly spelled out in the type descriptions.

There are three distinct advantages of resources typing:

1. **In Planning**

   Knowing the specific capabilities of the various kinds of resources helps planners decide the type and quantity of resource best suited to perform activities required by the Incident Action Plan.

2. **In Ordering**

   Ordering resources by type saves time, minimizes error, gives a clear indication of exactly what is needed, and reduces nonessential communications between the incident and the off-site order point.

3. **In Monitoring Resource Use**

   An awareness of the type of tactical resource assigned enables the manager to monitor for under-or-over-capability, and make changes accordingly. Careful monitoring of resource performance can lead to the use of smaller or less costly resources, which can result in increased work performance and reduced cost.

   While resource typing is a good idea, there is need to develop national IRS resource typing standards as currently this is done in very broad terms as indicating large/ small, high power/low power etc. Local areas or specific agencies may have their own resource types defined, but they may not be known, accepted, or understood in all areas. This is thus an area which needs to be further explored, discussed and finalised.

   Initiatives like India Disaster Resource Network **(IDRN)** have helped in making known the details of resources available in different districts and other organisations and also for different kinds of hazards. This can be a starting point for taking up further categorization of the resources , firstly, by the kind of applications /incident needs they can be useful and then as per their capabilities ie. 'Types'.

III. Options for Using Resources on an Incident

There are three ways of using resources at an incident:

- As Single Resources
- As Task Forces
- As Strike Teams

Each of these has certain features:

A. Single Resources

Single Resources are individual pieces of equipment, or a crew of individuals, with an identified work supervisor that can be used in a tactical application on an incident.

A Single Resource is often the most common way of initially using resources on an incident.

Single Resources can be typed to reflect capability. Unless a Single Resource is typed, its specific resource capabilities may not be clear to everyone. Type 1 is the highest capability resource, Type 2 the next most capable and so on.

Examples of Single Resources:

KIND	TYPE
Police Motorcycle Unit	2
Fire Engine	1
Medical team	1
Helicopter	2
Search and Rescue Unit	2

B. Task Forces

Task Forces are any combination and number of single resources (within span of control limits) assembled for a particular tactical need. Task forces may be a mix of all different kinds of resources, be of the same kind but different types, or be several resources of one kind mixed with other resources. We will look at some examples in a moment.

Requirements of a Task Force:

- Must have a leader.
- Must have communication between resources and the leader, and from the leader to the next level supervisor.
- Must have transportation as required.
- Must be within span of control limits.

Task Forces are very flexible in their makeup with no limitations other than span of control. Listed below, are some examples of how agencies use Task Forces.

Examples of Task Forces:

- Public Works Task Force:
  Two Bulldozers — Two Dump Trucks
- Search and Rescue Task Force:
  One Helicopter — One S&R Team
  One Medical Technician
- Oil Spill Task Force
  Two Berthing ships — Ten Work Boats
  One Tank Barge — Four Skimmer Vessels
- Law Enforcement Task Force
  One Police Squad — One Rope Party
  One Fire Engine — One Ambulance
- Multi-agency Task Force
  Five Officers
  Five Engines
  Three Medical Units

C. Strike Teams

Requirements of an IRS Strike Team:

- All resources must be of the same kind and type.
- Must have a leader.
- Must have communications between resources and the leader.
- Must have transportation (as required).
- Must operate within span of control limits.

Example of standardized IRS Strike Teams:

- Five Type 1 Fire Engines or
- Two Type 2 Bulldozers
- Two Type 1 Handcrews

Strike Teams can be very valuable for use in large incidents. In those kinds of incidents Strike Teams are regularly used for managing engines, hand crews, and bulldozers. Strike Teams could be defined for other resource types, for example dump trucks or rescue boats, if they are commonly dispatched in groups meeting the above requirements.

D. Management of Task Forces and Strike Teams

A requirement for all Task Forces and Strike Teams is that they must have a leader and common communications.

Depending upon the level of organization established for the incident, Task Force and Strike Team Leaders will report to the Incident Commander, the Operations Section Chief, or to a Division or Group Supervisor.

E. Advantages of Task Forces and Strike Teams

There are at least five advantages of using Task Forces and Strike Teams:

1. Enables more effective resource use planning.
2. Provides an effective way of quickly ordering just what is necessary.
3. Reduces radio traffic by communications going to a task force or strike team leader, rather than to each single resource.
4. Increases the ability to expand the organization for large incident operations while maintaining good span of control.
5. Provides close resource control and accountability.

IV. Resource Status

Knowing resource status is important throughout the incident. If a new critical mission arises, the Incident Management Team must know where all resources are, and their status, to be able to move resources to the new priority mission in a timely manner. Likewise, if there is a need to evacuate resources for their own safety, there is a need to know the whereabouts and status of the resources in the affected area.

All tactical resources at an incident will be in one of three status conditions.

A. Assigned

Resources working on a tactical assignment under the direction of a supervisor.

B. Available

Resources ready for deployment.

C. Out-of-Service

Resources that are not ready for available or assigned status.

Reasons for resources being out-of-service can include:

- Mechanical (vehicle or equipment services required)
- Rest (personnel)
- Staffing (insufficient personnel to operate the equipment)

In addition, in some situations resources could also be out-of-service for:

- Environmental reasons (darkness or weather)
- Financial (exceeded allowed overtime costs)

Resources can go out-of-service during an active assignment for mechanical or staffing reasons. Usually resources out-of-service for other reasons will be located at the incident base or at camps if these facilities have been established.

V. Changing Resource Status

Resource status on an incident is maintained and changed by the supervisor who has the resources under assignment. On larger incidents a Resources Unit, if established, will also maintain status on all resources assigned to the incident. The Resources Unit Leader (RUL) will not on its own authority change the status of resources.

All changes in status that last for more than a few minutes must be communicated to the appropriate organizational element.

The individual who makes the status change is responsible for making sure the change is communicated to the person or unit responsible for maintaining overall resource status at the incident.

Depending on the levels of activation within the incident organization, changes in resource status may be made by the Incident Commander, Operations Section Chief, Response or Transportation Branch Director, Division or Group Supervisor.

Information about the status change will be passed to the Resources Unit of the Planning Section.

Normally, the persons who can change status of resources on an incident could include:

- The person in charge of the single resource.
- A Task Force or Strike Team Leader.
- A Division or Group Supervisor.
- The Operations Section Chief or Incident Commander.

VI. Resource Status Keeping Systems

There are several status keeping methods or systems which can be used to keep track of resources at incidents. Several of them will be briefly mentioned, however no single system is recommended in outright way.

A. Manual Record Keeping on Forms

The resources summary of the IRS Form 001, the IRS Form 006 (Incident Check-in & Deployment List), and the IRS Form 007 (On duty officers list), IRS Form 014 (Division Assignment List) provide formats for recording information about resources and their assignments.

B. Card Systems

Several systems are possible which allow for maintaining status of resources on cards. One of these systems has different colored T-shaped cards for each kind of resource. The cards are formatted to record various kinds of information about the resource. The cards are filed in racks by current location. It is for the agencies/ departments to opt for such system and develop such codes & processes.

C. Magnetic Symbols on Maps or Status Boards

Magnetic symbols or icons are sometimes used. These can be prepared in different shapes, sizes, and colors with space to pencil in the resource designator. The symbols are placed on maps or on boards which have locations designated to match the incident.

D. Computer Systems

A computer can be used with a simple table, a spreadsheet, or a more complex database or Geospatial Information System (GIS) to maintain information on resources. These systems can be used to compile check-in information and then be maintained to reflect current resource status and location.

VII. Resource Management

A. The Principles of Resource Management

Before we address the IRS resource management issues, we will take a brief look at some basic management principles that apply directly to the process of resource management. Knowing these and understanding how they interact will help in subsequent discussions.

The resource management principles to be discussed are:

- Planning
- Organizing
- Directing
- Controlling

1. **Planning**

   Planning is the management process of evaluating the situation, determining **objectives**, selecting a **proper strategy**, and deciding which **resources** should be used to achieve those objectives in the most efficient and cost-effective manner.

   In IRS, resource planning is ongoing and directed toward operational periods.

2. **Organizing**

   Organizing is a continuation of the management process after planning, whereby the Incident Commander brings essential personnel and equipment resources together into a formalized relationship.

   The **organization chart** found in the **Incident Response System** and which is an integral part of the Incident Action Plan is the mechanism for grouping functional units into a cohesive general organization. Providing **essential staffing** is also considered a part of the organizing activity.

3. **Directing**

   Directing is the process of guiding and supervising the efforts of resources toward the attainment of specified control objectives.

   A very important part of directing resources, particularly in the high-stress environment of an incident, is providing proper **motivation, leadership, and delegation of authority**.

   In IRS, providing direction is accomplished by assigning responsibility and authority for specific activities as appropriate throughout the organization. This accomplishes several objectives:

   - Uses other people's knowledge and skills
   - Completes the tasks without unnecessary delay
   - Enhances training and personnel development
   - Provides a more meaningful work environment

4. **Controlling**

   Controlling involves evaluating the performance of an organization and its components, and applying the necessary corrections to make sure that the performance is constantly directed toward accomplishing the established objectives.

   The steps in establishing controls over the resource management process at an incident involve:

- Establishing standards of performance based on accepted norms.
- Comparing the actual results with the established standards.
- Taking corrective actions as necessary.

An important part of controlling in IRS is the continuing assessment of the adequacy of the Incident Action Plan.

B. Incident Resource Management

Managing resources safely and effectively is the most important consideration at an incident.

The incident resource management process includes several interactive activities.

- Establishing resource needs
- Resource ordering
- Check-in process
- Resource use
- Resource demobilization

These steps will be the focus of the next section.

VIII. Establishing Resource Needs

A. Planning for Resource Needs

Sound planning to determine resource needs is essential at all stages of an incident. It is particularly critical during the initial stages of an incident. Mistakes made at this point may compound and complicate all further actions.

In the Incident Response System, there is an effective **planning process** that provides a framework for determining the resource needs at all levels of the organization.

The purpose of the **planning cycle** in IRS is to establish timeframes for completion of the primary functions of the section. The example provided is only a guide and timeframes and products completed may need to be adjusted for incident assignment.

The planning cycle requires completion of four major items:

A. Planning meeting **B. Incident action plan**
C. Operational briefing **D. Incident Status Report**

A **Pre-Planning meeting** takes place before Planning Meeting in which the operational Planning Worksheet gets prepared indicating the resource needs.

Planning Meeting Activity Checklist

No.	Activity	Primary Responsibility
1	Give a resource and situation briefing on current status	Planning Section Chief
2	Set incident objectives	Incident Commander
3	Designate geographic boundaries and identify functional groups	Operations Section Chief
4	Determine tactical assignments by division/group	Operations Section Chief, Safety Officer
5	Specify resources needed by division/group	Operations Section Chief, Planning Section Chief
6	Specify incident facilities and reporting locations and plot on map	Operations Section Chief, Planning Section Chief, Safety Officer
7	Consider incident management team needs for communications, safety, and transportation	Logistics Section Chief, Planning Section Chief, Safety Officer
8	Place resource order for additional needs	Logistics Section Chief
9	Finalize incident action plan (all forms)	All
10	Approve and implement the incident action plan.	Incident Commander, Operations Section Chief

1. Operational Planning Worksheet

The Operational Planning Worksheet (IRS Form 015) is a planning tool used during the planning meeting.

It provides information on:

- Incident work location
- Work assignments
- Kind and type of resources needed
- Current availability of incident resources
- Reporting location
- Requested arrival time for additional resources.

By using the worksheet, planners can:

- Determine total resources required (e.g. 25)
- Subtract the number on hand (-12)
- Determine additional resources needed (13)

The IRS Form 015 can also quickly help to identify surplus resources which may be released.

Experience of regular use has shown that the planning worksheet should be prepared on a larger format on various sizes of white board. This makes the

worksheet visible to a larger audience at planning meetings and also helps in making changes during discussion by simply erasing entries on the board. Subsequently, after finalization, such details can be put on paper for use in preparation of Incident Action Plan.

On larger incidents, the Operational Planning Worksheet should always be used to determine what tactical resources are needed.

B. Organizing for Resource Needs

In IRS, the Incident Commander organizes the incident by bringing essential personnel and equipment resources together into a formalized and cohesive relationship.

The IRS organization developed for each operational period establishes essential chain of command relationships, and provides the framework for all resource assignments on an incident.

Personnel resources are assigned to functional areas within IRS Sections based on experience, training, and past performance.

Equipment resources consist of both the equipment and the personnel to operate the equipment. This includes aviation resources.

Changes to the IRS organization can be made as required. When possible, it is desirable to make changes to coincide with the next operational period, but it is not essential to wait until the next operational period.

IX. Resource Ordering

A. Acquiring Resources

Usually, all incidents will have an initial commitment of resources assigned. Resources can include key supervisory personnel often referred to as "overhead" (more correctly as management), and personnel and equipment assigned as tactical resources.

The initial complement of resources may include only one or two additional units. If only a few resources are to be added, this can easily be done using the IRS Form 001.

As incidents grow in size and/or complexity, more tactical resources may be required and the Incident Commander may augment existing resources with additional personnel and equipment.

As a consequence, more supervisory and support personnel may be needed to maintain adequate span of control. The planning for additional resources now becomes more complex.

We will now examine how resources are ordered for a growing incident. To do this, we will assume that the planning meeting has been conducted, an IRS Form 015 Operational Planning Worksheet has been prepared (at least for larger incidents), and a resource order has been prepared.

On large, complex incidents extending over several operational periods, many resource orders may be executed.

1. Resource Ordering from the Incident

At any incident, the procedure for ordering additional resources will depend on what parts of the incident's organizational structure have been activated at the time the ordering is done.

2. Responsibility for Ordering Resources

Within the IRS organization, there are three organizational elements authorized to place resource orders.

If the incident organization is small and General Staff positions have not been filled, then the **Incident Commander** will personally request the additional resources from the home agency dispatch center.

If the **Logistics Section Chief** Position has been filled, then the Logistics Chief has the delegated authority to place the resource order after the order has been approved by the Incident Commander.

On larger incidents, where the Logistics Section contains a Resource Provisioning Unit, then this **Resource Provisioning Unit Leader (RPUL)** has the authority to place the approved resource order.

Final approval for ordering additional resources, as well as releasing resources from an incident, is the responsibility of the Incident Commander.

3. The Resource Order

Most resource orders will be communicated by voice or FAX from the incident to an agency dispatch center or EOC.

Even though different formats may exist, every resource order should contain the following essential elements of information:

Contents of a Resource Order-

- Incident name
- Order and/or request number (if known or assigned)
- Date and time of order

- Quantity, kind, and type (similar kinds and types of resources should be ordered by Task Forces or Strike Teams whenever possible.) Include special support needs as appropriate.
- Reporting location (specific)
- Requested time of delivery (specific, not simply ASAP)
- Radio frequency to be used
- Person/Designation placing request
- Callback phone number/ radio designation/e mail address for clarification or additional information

The resource order is used to request individuals who will fill essential incident organizational positions, as well as for ordering tactical resources.

B. Single and Multipoint Resource Ordering

1. Single Point Ordering

On smaller incidents, where only one jurisdiction or agency is primarily involved, the resource order is normally prepared at the incident, approved by the Incident Commander, and transmitted from the incident to the jurisdiction or agency dispatch center.

Generally, in most of the cases it will be to the District EOC. The means used to place the order can include:

- Voice (by telephone or radio)
- FAX
- Computer modem or digital display terminal

This process of ordering is usually called single point ordering.

The concept of single point ordering is that the burden of finding the requested resources is placed on the responsible jurisdiction/agency dispatch center, and not on the incident organization.

Single point resource ordering, i.e., ordering all resources through one dispatch center, is usually the preferred method. However, it may not always be possible. Some reasons for this are:

a. The dispatch center could be overloaded with other activity, and unable to handle this new request in a timely manner.

b. Assisting agencies/ Line departments at the incident may have policies which require that all resource orders be made through their respective dispatch centers i.e. the departmental stores at different locations in the region or state.

c. Special situations relating to the order may necessitate that personnel at the incident discuss the details of the request directly with an off-site agency or private sector provider.

2. Multipoint Resource Ordering

Multipoint ordering is when the incident orders resources from several different agency/ departmental dispatch centers.

Multipoint ordering is most often used when there are several different agencies, e.g., law, fire, medical, public works, at the same incident, and all are ordering resources at the same time. It is important to note, however, that even using multipoint ordering, the incident ordering authority remains the same as under single point ordering.

Multipoint off-incident resource ordering should be done only when necessary. It places a heavier load on incident personnel by requiring them to place orders through two or more dispatching centers.

Unless fully coordinated from one location at the incident, there easily can be situations involving overlapping resource orders.

3. Multipoint ordering is done when:

a. There are several different agencies/ line departments at the same incident all requiring resources.

b. A certain kind of resource must be directly ordered through the owner agency or supplier (which may not be the home agency).

A common example of this is HAZMAT situations which may require specialized private sector clean-up equipment.

c. Agency/departmental policy requires the direct ordering process.

d. Most of the requested resources are from agencies or organizations different from the incident home agency, and it is more convenient or effective to deal with resource providers directly from the incident.

X. Check-in Process

IRS has a simple and effective resource check-in process to establish resource accountability at an incident.

The Resources Unit will establish and conduct the check-in function at designated incident locations. If the Resources Unit has not been activated, the responsibility for ensuring check-in will be the Incident Commander or Planning Section Chief.

Formal resource check-in is done on an IRS Form 006 Check-in List. A check-in recorder will be assigned to each location where resources will check-in. There are five incident locations where check-in can be done:

Incident Base
Camp
Staging Area
Resources Unit at the Incident Command Post
Helibase

Check-in recorders must have an adequate supply of check-in forms, and be briefed on the frequency for reporting check-in information to the Resources Unit.

XI. Utilizing Resources

In the IRS, there is both a chain of command (the organization) and a unity of command (each person has one person to report to).

These two factors provide the basis for effective resource management and personnel accountability.

Supervisory personnel direct, guide, monitor, and evaluate the efforts of subordinates toward attaining specific objectives.

Resources, whether they are tactical resources assigned to the Operations Section, or personnel assigned to support the overall operation, are always directed by a designated supervisor or leader.

A. Resource Assignments

Incoming primary and tactical resources will initially be assigned to the following locations at the incident.

1. Assignment to Incident Base or Camps

Assignment to the incident base camp locations is often done when the tactical resources are not scheduled for use during the current operational period.

For resources which have traveled some distance, the assignment to the base or camps in an out-of-service status allows briefings and a rest period prior to taking on an active assignment in the next operational period.

Personnel resources ordered to fill specific organizational assignments will report to their designated check-in location, which will usually be

the Resources Unit at the Incident Command Post, the Incident Base, or another designated facility.

2. **Direct Assignment to Divisions or Groups**

On fast moving or rapidly expanding incidents, tactical resources are often assigned to report immediately to divisions or groups to support the current Incident Action Plan. In these situations, the tactical resources must always report in with a designated Division or Group Supervisor. Formal check-in can take place later after resources are placed in staging areas or are out-of-service.

While this is often necessary to meet the demands of the incident, it is not the preferred way of handling incoming additional resources, especially if they have traveled long distances.

3. **Assignment to Staging Areas**

Incoming tactical resources are assigned to staging areas on a three-minute availability for one of three reasons:

- Resources will be assigned during the current operational period.
- Resources are needed to provide a reserve force for contingencies.
- Single resources are sent to a Staging Area to be formed into Task Forces and/or Strike Teams prior to assignment.

As part of the planning process, the Operations Section Chief will decide what number, kind, and type of resources will be kept in Staging Areas. This decision is based on creating adequate reserves to meet expected contingencies.

The number of resources in a staging area can change dramatically during an operational period. It can be, and often is, a dynamic and fluid situation, with resources leaving the staging area for active assignments, and new resources arriving.

It is the responsibility of the Operations Section Chief to brief the Staging Area Manager(s) on how the staging area should be managed. This should include:

- Expected number, kind, and type of resources
- Communications to be used
- Minimum resource levels that should be maintained
- Procedures for obtaining additional resources
- Expected duration for use of the staging area
- Procedures for obtaining logistical support

The Staging Area Manager must maintain the status of resources in the staging area, and inform the Operations Section Chief when minimum levels of resources are about to be reached.

The Operations Section Chief will then determine if additional resources are to be ordered.

The Operations Section Chief must be concerned about the cost, morale, and political implications of maintaining resources for long periods of time in staging areas. This is particularly true for equipment and personnel that have been hired from private sector sources where significant cost accumulations can take place.

After checking into a staging area, single resources will often be formed into task forces or strike teams for use on active assignments. These assignments may continue for the duration of the incident, or they may change based on incident needs.

Task forces and strike teams formed at the incident should always be disassembled prior to release from the incident. The general rule to be followed to ensure proper accountability is that resources should leave the incident with the same resource designations they had upon arrival.

B. Resources Performance Evaluation

This step monitors, evaluates, and adjusts the performance of the organization and its components to ensure that all efforts are directed toward achieving the specified objectives.

The IRS has a great deal of flexibility for change. Units may be activated when needed, and deactivated when no longer needed.

Many organizational changes, e.g., the expansion of the Divisions or Groups in Operations, or adding new units in other Sections may be done in connection with the planning for the next operational period. However, that is not required, and extensions of any part of the IRS organization can be made whenever necessary. Changes must be made known to the Resources Unit to ensure proper accountability.

Performance standards for personnel and equipment resources are based on accepted agency norms. These should be communicated and/or reaffirmed prior to assignments. Results must be constantly evaluated and compared against the standards, and corrective action taken if required.

Performance standards will vary in their form and content from agency to agency. They can include job aids, task books, policy and procedure guides, evaluation checklists, etc.

The specified objectives that are to be achieved must also be reviewed as a part of this process to ensure that they continue to be realistic and valid.

XII. Demobilizing Resources

At all times during an incident, the Incident Commander and General and Command Staff members must determine when assigned resources are no longer required to meet incident objectives.

Excess resources must be released in a timely manner to reduce incident-related costs, and to "free up" resources for other assignments.

On larger incidents, the planning for demobilization should begin almost immediately, and certainly well in advance of when demobilization actually takes place.

The process of demobilizing resources generally begins at the Operations Section level, where the need for continued tactical resources will be determined.

When tactical resources are no longer needed, other parts of the organization can also be reduced.

A. The Process of Demobilization

On single agency and/or smaller incidents, the planning and the process of demobilization may be quite simple and will not require a formal written demobilization plan or a Demobilization Unit to prepare it.

On large incidents, especially those which may have personnel and tactical resources from several jurisdictions or agencies, and where there has been a good integration of multi-jurisdiction or agency personnel into the incident organization, a Demobilization Unit within the Planning Section should be established early in the life of the incident. A written demobilization plan is essential on larger incidents.

In order to determine excess resources and begin the demobilization process, it will be necessary for each part of the IRS organization to evaluate the continuing need for both personnel and tactical resources.

Resources no longer needed within each section should be reported to the Section Chief as soon as it is determined that the need for them no longer exists.

The Demobilization Unit, if established, may recommend release priorities for the Incident Commander's approval based upon continuing needs both on and off the incident.

Agencies/ departments will differ in how they establish release priorities for resources assigned to an incident. Also, the process for demobilization of resources from an incident will vary by application area. Participants at an incident should expect to see and accept differences as reflected by agency policy.

B. The Demobilization Plan

An incident Demobilization Plan should contain five essential parts:

- General Information (guidelines)
- Responsibilities
- Release Priorities
- Release Procedures
- A Directory (maps, phone listings, etc.)

XIII. Key Resource Management Considerations

Safety, personnel accountability, managerial control, adequate reserves, and cost are all key considerations that must be taken into account when managing incident resources.

A. Safety

A basic principle of resource management is that resource actions at all levels of the organization must be conducted in a safe manner.

This includes ensuring the safety of:

1. Responders to the incident.
2. Persons injured or threatened by the incident.
3. Volunteers assisting at the incident.
4. News media and the general public who are on scene observing the incident.

Current laws, liability issues, and future trends will continue to place additional emphasis on personnel safety.

B. Personnel Accountability

The IRS provides a unity of command structure which allows supervisors at every level to know exactly who is assigned and where they are assigned. If the management process is followed, and the principles of IRS maintained, all resources will be fully accounted for at all times.

C. Managerial Control

IRS has a built-in process which allows resource managers at all levels to constantly assess performance and the adequacy of current action plans. Strategies and actions to achieve objectives can and must be modified at any time if necessary. Information exchange is encouraged across the organization. Direction is always through the chain of command.

D. Adequate Reserves

Assignment of resources to the Incident Base, camps, and staging areas provides the means to maintain adequate reserves. Reserves can always be increased or decreased in Staging Areas to meet anticipated demands.

E. Cost

Incident-related costs must always be a major consideration. The Incident Commander must ensure that objectives are being achieved through cost-effective strategy selection, and selection of the right kind and right number of resources.

The Cost Unit of Finance Branch in Logistics Section has the responsibility to:

- Obtain and record all cost information
- Prepare incident cost summaries
- Prepare resource use cost estimates for planning
- Make recommendations for cost savings

The Cost Unit can assist the Incident Commander in ensuring a cost-effective approach to incident resource management, and should be activated on any large or prolonged incident.

Resource managers must be constantly aware that the decisions they make regarding the use of personnel and equipment resources will not only affect the timely and satisfactory conclusion of the incident, but also may have significant cost implications.

XIV. Student Exercise D - Operational Planning Worksheet

Refer to handouts and appendix.

Operational Planning Worksheet IRS 015

Operational Planning Work Sheet	INCIDENT NAME	DATE/TIME PREPARED	OPERATIONAL PERIOD	RESOURCES ASSIGNED, REPORTING AND PICKUP LOCATION, METHOD OF TRAVEL AND TIMES

PRIORITY	GROUP / DIVISION	WORK ASSIGNMENTS	Kind / Type	RESOURCES BY KIND & TYPE: SAR Units	Ambulance	Water Tanks	Food Packs	Crew	Crane	JCV/Bulldozer	Air Operation Needs & Special Support	Special Overhead Assignments (Supervisory)	Special Equipment Needs	GROUP / DIVISION	DROP OFF: Resource	DROP OFF: Location & Time	DROP OFF: Method	PICK UP: Location & Time	PICK UP: Method
	LEADER		REQ																
			HAVE																
			NEED																
	LEADER		REQ																
			HAVE																
			NEED																
	LEADER		REQ																
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	LEADER		REQ																
			HAVE																
			NEED																
	LEADER		REQ																
			HAVE																
			NEED																
		Total Resources Required									Special Instructions (If any)					Prepared By			
		Total Resources on Hand																	
IRS Form 015		Total Resources Needed																	

Resource Order

Resource Provisioning Unit
Logistic Section

1. Incident name:
2. Order and/or request number (if known or assigned)
3. Date and time of order
4. Quantity, kind, and type (similar kinds and types of resources should be ordered by Task Forces or Strike Teams whenever possible.) Include special support needs as appropriate.
5. Reporting location (specific)
6. Requested time of delivery (specific, not simply ASAP)
7. Radio frequency to be used
8. Person/Designation placing request
9. Callback phone number/ radio designation/e mail address for clarification or additional information

Incident Response System
Basic & Intermediate Course

Module E
Organizing for Incidents or Events

Participant Manual

Reference Text

National Institute of Disaster Management
Government of India, New Delhi

Organizing for Incidents or Events

This module describes ways in which incidents and events are organized to ensure achievement of incident objectives. It discusses the steps in organizational development that should take place on the incident or at the event. The incident briefing is covered, as well as the forms used to support incident operations. The concept of Unified Command is also addressed in this module.

This module also describes how major or complex incidents and events can create special problems related to incident organization. It discusses how anticipating these potential problems can result in increased organizing options for the incident that will lead to more effective management. The module describes several models on how to divide major, single incidents for more effective management.

This module also exposes the participants to the enormous possibilities of using IRS for managing a variety of incidents and events due to inherent flexibility in the system and can deal with many uncommon kinds of incidents & events.

Objectives:

1. Describe the steps in transferring and assuming incident command.
2. List the major elements included in the incident briefing.
3. Describe how incidents can best be managed by appropriate and early designation of primary staff members and by proper delegation of authority.
4. Describe how Unified Command functions on a multijurisdiction or multi-agency incident.
5. List the principal factors often found in, or related to, major and/or complex incidents.
6. Demonstrate, through an exercise, how to apply the various options related to major or complex incident management.

I. Approaches to Incident Organization

Organizing for incidents in the IRS is a simple and straightforward process if done according to procedure. There are two approaches that can be used to organize for incidents and events. One approach involves planning for a known upcoming event. The other, more common, approach is reacting to an unplanned incident.

A. Organizing for Events

Pre-planned events are the easiest to prepare for. Planners can establish exactly what is required prior to the event and in advance of any activation of the organization.

Examples of the kinds of events which lend themselves to an IRS application include, but are certainly not limited to:

- Organizing for a major field training exercise or simulated emergency.
- A planned public event such as a major parade, Cultural event or Sports meet, VIP visit etc.
- A planned activity such as a law enforcement sweep, a major pest control effort, or a marine hazardous materials exercise.

In order to plan effectively, the planner must know as much as possible about the intended event.

Considerations in the planning stage are:

- Type of event
- Location, size, expected duration
- Single or multi-agency
- Single or multijurisdiction
- Command staff needs (Information & Media, Safety, Liaison)
- Kind, type, and number of resources required
- Projected aviation operations
- Staging areas required
- Other facilities required
- Kind and type of logistical support needs, e.g., communications, food, medical, finance considerations
- Known limitations or restrictions
- Available communications

With information about each of those factors, the planning staff can develop the appropriate organizational structure to meet the essential needs of the event.

B. Organizing for Incidents

The second type of situation, and the one that is by far the most common, is the unplanned incident. This kind of incident is often characterized by several important factors:

- An incident situation of some form occurs.
- Time is of essence.
- The situation is unstable.
- The incident has the potential to expand rapidly.
- Communications and information may be incomplete.
- Staff on scene may be experienced in control measures, but are usually junior in the organization and not necessarily experienced in managing expanding incidents.

This kind of situation requires immediate organizing actions be taken to ensure effective incident management and control.

It is obvious, but too often overlooked that the number of considerations will increase as the situation deteriorates and the incident grows.

The first responding units to the incident MUST take the initial steps to provide organization for the incident. While that may appear obvious, the longer-term importance of these initial decisions is often overlooked.

What are the first things that need to be done? Emergencies such as earthquakes, searches, law enforcement, hazardous materials and emergency medical situations have different characteristics and require specially trained personnel. Yet, they are quite similar in how they are approached from an incident management standpoint.

For any incident, the person currently in charge (Incident Commander) must do at least the following:

- Size up the situation.
- Determine if human life is at immediate risk.
- Establish the immediate objectives.
- Determine if there are enough and the right kind of resources on scene and/or ordered.
- Develop an action plan.
- Establish an initial organization.
- Consider if span of control is or will soon approach practical limits.
- Ensure that personnel safety factors are taken into account.
- Determine if there are any environmental issues that need to be considered.
- Monitor work progress.
- Review and modify objectives and adjust the action plan as necessary.

II. Transfer of Command

Let's assume that someone as the Incident Commander has considered all of the above and have initiated appropriate response activity for an incident.

His/Her supervisor has just arrived at the scene and the supervisor will shortly assume command of the incident.

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

A. The incoming IC should, if at all possible, personally perform an assessment of the incident situation with the existing IC.
B. The incoming IC must be adequately briefed.

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

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

The IRS Form 001 is especially designed to assist in incident briefings. It should be used whenever possible because it provides a written record of the incident as of the time prepared. The IRS Form 001 contains:

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

One of the features of this form is that it can be easily disassembled. This allows the Incident Commander to give **certain portions to** the **Planning Section** for use in developing **situation** and **resources information.**

The Incident Briefing IRS Form 001 is particularly **valuable during the first operational period of an incident,** and in many cases it will be the Incident Action Plan for the first Operational Period.

C. After the incident briefing, the incoming IC should determine an appropriate time for transfer of command.

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

- Agency/department headquarters (through EOC)
- General Staff members (if designated)
- Command Staff members (if designated)
- All incident personnel

E. The incoming IC may give the previous IC another assignment on the incident. There are several advantages of this:

- Retains first-hand knowledge at the incident site.
- Allows the initial IC to observe the progress of the incident and to gain experience.

It should be recognized that transition of command on an expanding incident is to be expected. It does not reflect on the competency of the current IC. Using the above procedures will make the process work smoothly.

III. Changing the Initial Incident Action Plan

It is possible that the incoming IC, because of depth of experience or a change in incident related conditions, will desire to modify incident objectives upon transition of command. Changes could be required for the following reasons:

- Change in agency administrator goals
- Change in available resources - kinds or types
- Failure or unexpected success of tactical efforts
- Improved intelligence
- Cost factors
- Political considerations
- Environmental considerations

Such changes, if essential, should usually be made immediately, rather than allowing the existing plan to proceed. Delayed changes may result in additional control problems, greater loss, and increased expense and risk.

Changes can cause disruptions and when possible should be implemented at the start of the next operational period.

Making a change does not imply that previous decisions and actions were wrong. Many things can influence the need for change. The Incident Commander must

be assertive but also aware of potential risk and safety considerations involved in changes. Three guidelines to changes are:

- Be concerned about safety considerations
- Make changes if you must
- Make them sooner rather than later

IV. Organizing Incident Operations

The Operations Section organization generally develops from the bottom up. As more resources are assigned to the incident, it is necessary to find ways to effectively organize and manage them. This is often accomplished initially by the Incident Commander establishing Divisions and/or Groups. This often will be done before an Operations Section Chief is assigned.

A. Divisions/Groups

The primary consideration for the IC (or the Operations Section Chief if designated), when expanding to a division and/or group structure is usually span of control, but functional considerations may also affect that decision.

B. Divisions

Divisions define areas of the incident geographically. Examples might be floors of a building, from point A to point B on the ground, the east side of a building, etc.

C. Groups

The Operations Section may also be organized functionally. Where organization by function would be beneficial, there may be no need to establish geographic boundaries. In this instance, the organizational unit denoting a functional organization is a group. Examples include Medical Group, Search Group, Security Group, etc.

Not all incidents will lend themselves to just geographic or just functional organization. One of the advantages of IRS is the ability to use both Divisions and Groups on an incident.

D. Branches

Divisions and Groups can be clustered together into Branches. This is usually done when it is evident that the combined number of Divisions and Groups will soon exceed the recommended span of control guidelines.

In addition, there are other reasons that a branch structure may be needed on an incident.

The IRS Branch structure can be established to represent geographic or functional areas. Geographic branches can either be defined areas on the ground or they may be set up by jurisdiction. Examples of functional branches could be medical, fire, security, etc.

In IRS , a separate **Transportation Branch** has also been provided to take care of the needs of large scale transportation requirements of a major incident in India covering various modes such as Road, Rail, Water and Air. At times such transportation also requires interaction between different state governments and also the central government agencies.

V. Using Unified Command

Any kind or size incident involving multi-jurisdiction or multi-governmental agency responsibility should use (highly recommended) a Unified Command structure.

Unified Command is a management concept for coordinating responses to emergency incidents by two or more distinct service agencies. It provides guidelines for agencies with different legal, geographic, and functional responsibilities to work together effectively in any given situation.

Unified Command is a team effort which allows all agencies with responsibility for the incident, either jurisdictional or functional, to jointly provide management direction to an incident through a common set of incident objectives and strategies established at the command level. This is accomplished without losing or abdicating agency authority, responsibility, or accountability.

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

Under Unified Command, one person, the Operations Section Chief, is given the authority by the Unified Command Team to implement the tactical operations portion of the Incident Action Plan.

If desired by the agencies, or because of the size of the incident, the Operations Section Chief can have one or more deputies from the other agencies involved at the incident.

Examples for use of Unified Command are in hazardous materials situations, floods, fires or other natural disasters where multiple departments must work together. Even in a small incident in which there may only be a few resources, it makes sense for the agencies that have incident level jurisdiction to work together.

In Indian context, various **departments of State govt.** can work together normally but suppose an incident requires a major role of **Railways** or **Army** or any other **central agencies** or **autonomous organizations,** then it should certainly be considered to work with Unified Command structure.

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

Unified Command works the best when agencies that have to work together often decide in advance that they will use Unified Command. This allows the opportunity for them to know each other and to develop joint plans.

Advantages of using Unified Command:

- One set of objectives is developed for the entire incident, and a collective approach is made to developing strategies.
- Information flow and coordination is improved between all jurisdictions and agencies involved in the incident.
- No agency's authority or legal requirements will be compromised or neglected.
- Each agency is fully aware of the plans, actions and constraints of all others.
- The combined efforts of all agencies are optimized as they perform their respective assignments under a single Incident Action Plan.
- Duplicative efforts are reduced or eliminated, thus reducing cost and chances for frustration and conflict.

Primary Features of a Unified Command Incident Organization. Under Unified Command, there is:

(a) A single integrated incident organization
(b) One Operations Section Chief to direct all tactical efforts
(c) Collocated (shared) facilities
(d) A single integrated planning process and Incident Action Plan
(e) Shared planning, logistical and operations wherever possible.

(f) A coordinated process for resource ordering

(g) The proper mix of participants in a Unified Command organization will depend on:

- The location of the incident, which often determines the jurisdictions that must be involved.
- The kind of incident, which dictates the functional agencies of the involved jurisdiction(s), as well as other agencies that may be involved.

Here are two examples of situations where Unified Command may be and probably should be applied:

A. Initial Response Incident

A small incident occurs where two agencies have jurisdictional responsibility. The two Incident Commanders will come together and establish a single command post (probably from a vehicle). They will brief each other on the situation. Together they will establish objectives and priorities, decide on an Action Plan and distribution of resources. During the course of the incident, the Commanders will stay together, modify the Action Plan if necessary, and issue orders individually to their agency resources. (No General or Command Staff assigned.)

This is the type of situation most of you will encounter as an Incident Commander. It is simple, direct but requires the principles and concepts of Unified Command.

B. Large/Complicated Incident

A large and/or complicated incident occurs involving three or more agencies. Each agency's Incident Commander meets the others at a single command post to establish objective, priorities, and the sharing of resources. The Unified Command and Staff develop a single Incident Action Plan which is implemented by the Operations Section Chief. The Operations Section Chief normally will be from the agency with greatest present or potential involvement.

Problems pertaining to a jurisdiction are addressed to that jurisdiction's Commander for consideration with the other Commanders. Problems pertaining to the Action Plan are taken to the Incident Commander representing the Operations Section Chief's agency for consideration with other Commanders. The Incident Commanders (for the most part) will stay together at the Incident Command Post.

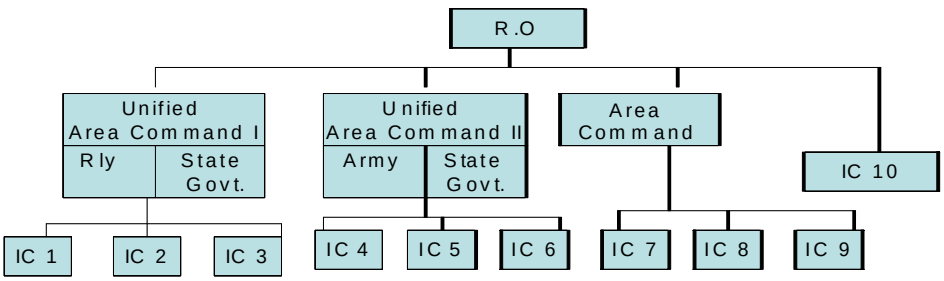
VI. Area Command / Unified Area Command :

Area Command is an organization established to oversee the management of (1) **multiple incidents** that are each being handled by an IRS organization, or (2) **large or multiple incidents to which several Incident Management Teams** have been assigned. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed.

Area Command becomes Unified Area Command when incidents are **multijurisdictional**. Area Command may be established at an emergency operations center facility or at some location other than an Incident Command Post.

An illustration of applying area command, unified command & unified area command is given below. It is an extreme example for the purpose of explaining and often one may not really have to observe all these within same Responsible Officer.

A model showing possible schematic for management of multiple incidents with multiple jurisdictions, multiple incidens etc. under one responsible officer.



R.O. – Responsible officer
UAC – Unified Area Command
AC – Area Command
UC – Unified Command
IC – Incident Command

Note: This kind of arrangement is shown for illustration purposes that there are possible Of using a combination of unified and Area command.

VII. Problems in Major or Complex Incident Management

Major incidents are infrequent and represent less than ten percent of the total incidents, which occur. However they create dramatic spectacles which generate significant management problems.

Taken as a whole, major incidents generally:

- Involve more than one agency (often many).
- May involve more than one political jurisdiction.
- Have the more complex management and communication problems.
- Require more experienced, qualified supervisory personnel.
- Require large numbers of tactical and support resources.
- Cause more injury, death, illness.
- Produce the most damage to property and the environment.
- Are longer in duration.
- Have extreme elements of crisis/psychological trauma that diminish human capacity to function.
- Are the most costly to control and mitigate.
- Require extensive mitigation, recovery, and rehabilitation.
- Have greater media interest.

Incidents can become major in two ways:

A. They start as major incidents - Earthquakes, hurricanes, floods, tanker spills, major HAZMAT situations, terrorist acts, simultaneous civil disorders, outbreaks of pests, etc., can all produce major and/or complex incident management situations, some with only minimal or no advance warning.

B. They become major incidents - Smaller incidents such as hazardous substance spills can become major as result of wind or surface conditions, and also as a result of response time delays, poor initial management, and/or lack of resources or support.

Major incidents are often thought of as covering a large geographical area. For example, many villages on coast affected by cyclone, an entire district flooded, or several floors in a building under fire.

Major incidents can also be incidents with great complexity, requiring the application of a variety of tactics and resources to successfully bring the situation under control.

There is virtually no geographic location that is free from the potential of having a major or complex incident.

Smaller jurisdictions can and do have major and complex incidents. Even though the smaller jurisdictions do not have all of the personnel and equipment resources necessary, they can effectively use IRS. To do so requires adequate training and planning with adjacent jurisdictions and agencies to jointly develop the capability to effectively manage major incidents.

VIII. Characteristics of Major/Complex Incidents

This module will examine several ways in which IRS can be extended for major or complex incidents. Characteristics of these kinds of incidents can include the following:

- All of the Command and General Staff positions are filled, and a large organization is in place or is developing.
- Most or all of the functional organizational units within sections are needed.
- Divisions/groups are established to geographically facilitate making work assignments.
- The number of Divisions may be such that Operations Section Branches are needed to reduce span of control.
- Multiple operational periods are probably required.
- There will be a transition to a more qualified Incident Commander, and the most qualified personnel will be used throughout the organization.
- Other agencies or jurisdictions will be assisting.
- Written action plans will be required.
- Operations personnel may exceed several hundred per operational period.
- Costs associated with maintaining the incident are high.

Major incidents are clearly the exception. It is likely that everyone may not deal with incidents so major or so complex.

However, because major and complex incidents do occur, it is necessary to develop and to describe the ways in which the Incident Response System can be effectively used in these kinds of situations. IRS has great versatility. Some of the examples of that are described in this module.

IX. Major Incident Management Organizations

Primary factors in determining the size of the overall organization will be:

- Administrative and jurisdictional complexity.
- Geographical area involved.
- Span of control considerations. This includes span of control in Operations as well as all other organizational elements.
- Functional specialties required.
- Incident logistical, planning, and other support needs.
- Potential for growth.

Using a recommended span of control guideline of a 5 to 1 reporting ratio, an Operations Section could have up to five branches. Each branch could have up to five divisions/groups. Each division/group could have task forces or strike teams assigned. This is the preferred method of assembling resources. The actual number of personnel would be determined by the kinds of task forces and or strike teams involved.

Example:

A division could include a mixture of resources including hand crews, engines, and bulldozers. If these resources were formed into strike teams as shown below, the total personnel complement for the division could be 130 personnel.

Example Division Personnel	
3 USAR Teams	108 people
5 Bulldozers	6
5 Ambulances	16

Extending this same configuration across a twenty-five division/group incident, the total Operations Section personnel could exceed 3000 personnel for each operational period.

Obviously, this is an extreme example; however it gives an indication of the flexibility of IRS to accommodate a very large combination of resources if necessary. If the span of control guideline was increased to 1 to 6 or 1 to 7, which would still be within acceptable limits, the organization could be much larger.

While the standard IRS structure is adaptable to meet the needs of most major incidents, not all situations are alike. Other forms of IRS organization may be needed to meet extraordinary situations.

The management principles that relate to IRS are important, however, it is also important that the system work effectively to meet the needs of the incident. On major and/or complex incidents this may require tailoring the organization to meet the needs of the situation.

Agencies faced with the possibility of having to manage very major incidents have several options available to them under IRS. Four of these will be described:

A. **Multiple incident management with a single IRS organization** (an **Incident Complex**).
B. **Dividing a single incident into two (or more) incidents**.

C. **Expanding the IRS planning capability** for incidents.
D. **Expanding the IRS organization** to accommodate a **second Operations or Logistics Section.**

Another example of major incident management is the use of Area Command. Area Command differs from the above examples in that it is another organization established over two or more incidents, to ensure inter-incident coordination.

A. **Incident Complex -** Multiple Incident Management with a Single IRS Organization

An Incident Complex is two or more individual incidents located in the same general proximity which are assigned to a single incident management team or unified command to facilitate management.

When an Incident Complex is established over several individual incidents, the general guideline is that the **previously identified incidents would become branches within the Operations Section of the Incident Complex structure.**

If any of the incidents within an Incident Complex has major potential, it is best to establish it as a separate incident and utilize Area Command.

Examples where an Incident Complex may be used:

- An earthquake, tornado, flood, etc., situation where there are many separate incidents occurring close together.
- Several separate fire accidents in close proximity to one another.
- One incident is underway with an IRS management team assigned, and other smaller incidents occur in the same proximity.

Considerations for the use of a complex:

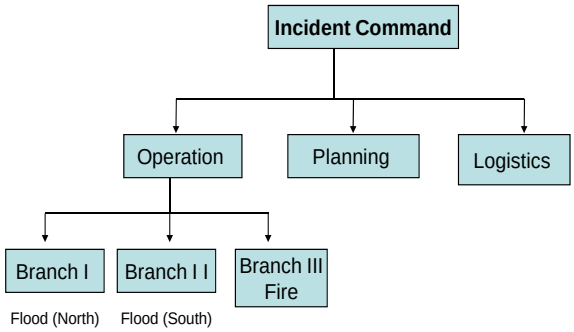
- A complex may be managed under a single or a unified command.
- The incidents are close enough to be managed by the same incident management team.
- Some staff and/or logistical support economies could be achieved through a combined management approach.
- The number of overall incidents within the jurisdiction requires consolidations wherever possible to conserve staff and reduce costs.
- Planning, Logistical, and Finance/ Administration activities can be adequately provided to the Incident Complex from a single management team.

As a general guideline, it is usually advisable to establish each of the separate incidents within an Incident Complex as a branch. This provides more potential for future expansion if required.

The reason for this is that more flexibility is then available within each branch to later establish divisions or groups if required. Also, because divisions and groups may already have been established at each of the incidents, the same basic structure can be carried on.

An Illustration of Incident Complex is given below.

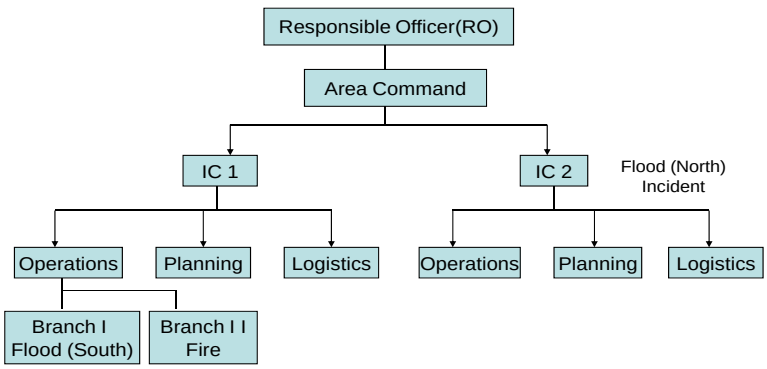
Incident Complex Illustration



Three Incidents – Flood in Northern area, Flood in southern area and another Fire Incident in the nearby areas are being managed in three Branches as one incident by a single Incident Response Team under one Incident Commander.

This is an illustration of 'Incident Complex'.

However, Suppose The Northern area flood becomes more complicated in next operational period With certain accidents etc also taking place in Northern areas,it may become necessary to treat it like a separate incident and perhaps the organisation may look like the following.



B. Dividing a Single Incident into Two Incidents

Some incidents become so large that they could best be managed as separate incidents. Examples of these could include:

- An incident has **spread into another jurisdiction(s)** and can best be managed separately. For example, flooding situations which continue to expand into downstream low-lying areas. Unified Command would still be the first choice, but may not always be the only solution.
- Earthquake and cyclone situations where terrain and access considerations have an effect on operational or logistical mobility, and the ability to manage from one location.
- HAZMAT or major spill situations which affect both an initial location and expand to affect other areas.
- Incidents which are **naturally separating** or where there are clearly **different objectives**.

If only one of the principal IRS sections is overtaxed then one of the other examples discussed below might be used. However, if **two of the principal sections are overtaxed due to the size of the incident, then the incident should be divided into two incidents.** An example of this would be when:

- The Planning Section can no longer adequately provide planning services. This would be because of the size of the incident or because of the varying objectives and strategies needed, and just adding people to the staff is not the answer.
- The Logistics Section can no longer, or will soon not be able to, serve the widespread facilities and operations from a single incident base.

At this point, the Incident Commander, (or Unified Command) in consultation with the jurisdictional agencies involved, could recommend that the incident be divided into two separate incidents.

Each of these would have its own name and separate incident management team.

The following steps are required:

A decision would be reached on how best to divide the incident. This could be done in several ways, depending upon:

- Terrain and access considerations.
- Locations of future resource and logistical support.
- Jurisdictional/administrative boundaries.
- Current Operations Section structure (branches, divisions, etc.).

Incident Commanders and the Command and General Staff would be selected for each incident.

Supporting organization facilities, location, etc., would be designated.

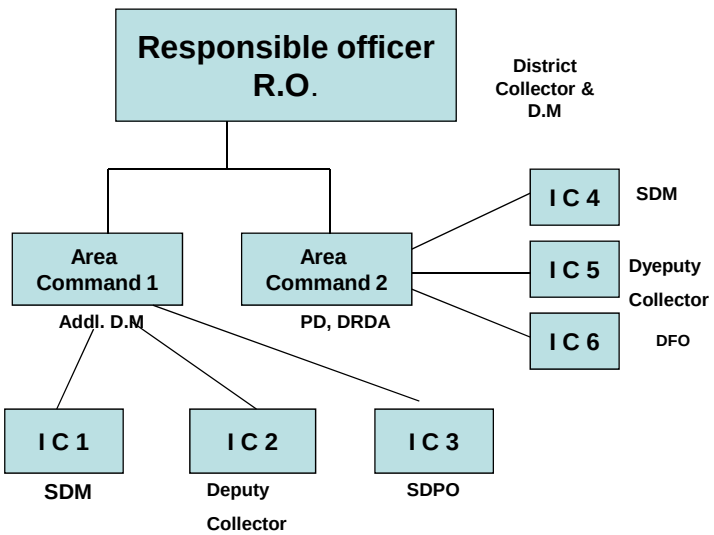
An appropriate time would be designated for establishing two separate incidents with individual names.

The two incident management organizations could be directed to coordinate planning strategies and the use of critical resources between the incidents for at least the next operational period.

An Area Command could be established to assist in overall coordination between these two separate incidents.

Following schematic shows use of Area Command to coordinate between various incidents managed by separate IRTs in a district. Assuming a large number of incidents in a district, not uncommon in case of severe cyclones or earthquake, separate IRTs have been deployed in different affected areas e.g. different blocks or so. In this example, there are six Incident Commanders with designations indicated against them. The District Collector, who is RO has decided to use two of his senior district officers for coordination as the span of control is likely to be exceeded. These officers- Additional DM and Project Director, DRDA are performing the job of Area Command and are likely to make response more effective. They will also be very useful to RO for overall Resource Management.

Examples of Area Command



C. Expanding the IRS Planning Capability for Incidents

Expanding the planning capability at an incident can take several forms. Two examples are given below.

1. Branch Tactical Planning

If the incident becomes so large that there is no logical set of objectives that pertain to the entire incident, or if the preparation and/or distribution of the Incident Action Plan could not be feasibly accomplished within the required timeframe, then a modified planning structure could be adopted.

The solution would be to have detailed action planning done at the operations branch level. This could be accomplished by the Planning Section providing the following to each Operations Section branch.

- General incident objectives
- Strategy for the branch for the next operational period
- Branch resource summary for the next operational period
- Weather and safety information
- Any changes to logistical support
- Personnel to support planning as required

With this information, individual branches can perform detailed action planning. The Planning Section would have to ensure that necessary inter-branch coordination took place wherever necessary.

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

A modification to this model could be accomplished by designating only certain branches, e.g., those with less complex situations, as branches which would perform branch action planning. Other branches would continue under a central planning structure.

In either case, the Planning Section would provide each branch doing individual branch planning with the required support in terms of personnel and other support resources to get the planning accomplished.

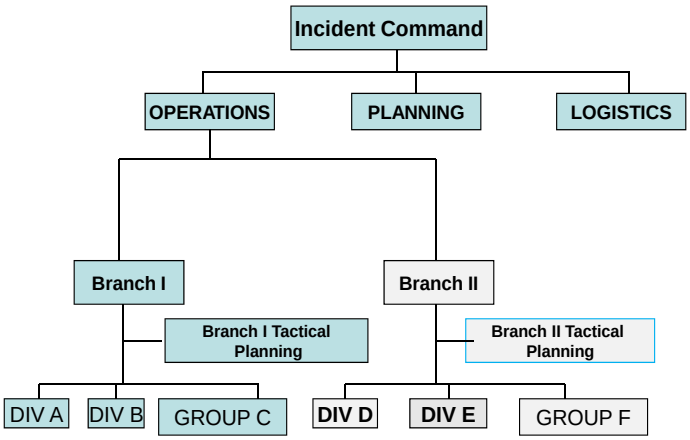
Two Schematics are given below illustrating the arrangements of Branch Tactical Planning.

The first schematic depicts a situation where the Tactical Planning component has been incorporated in both the branches of the operation section.

In the second schematic, the Branch Tactical planning is required only in case of Branch III and the other two branches I & II are served by the main Planning section itself.

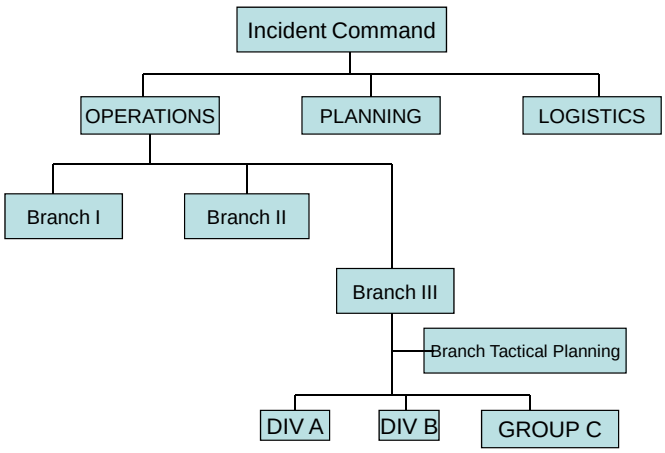
Scematic 1

Branch Tactical Planning



Schematic 2

Branch Tactical Planning



2. Advance Incident Planning (Contingency Planning)

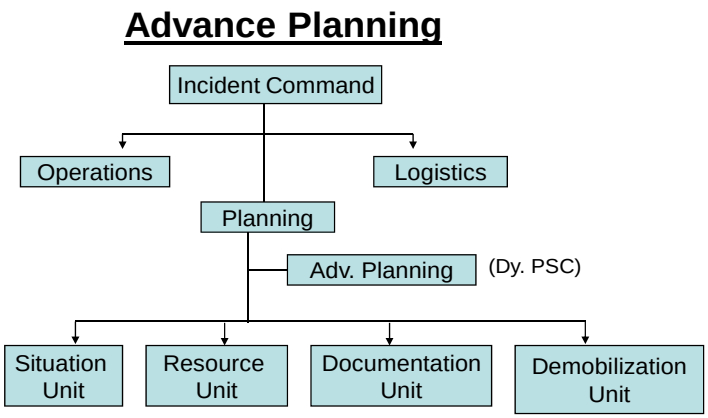
One of the functions of the Planning Section is to assess all available intelligence and to provide periodic predictions on incident potential.

On very major or complicated incidents, and for incidents that require extensive planning for each operational period, it is often difficult to find the personnel or the time to take a long-range look at the future incident planning needs.

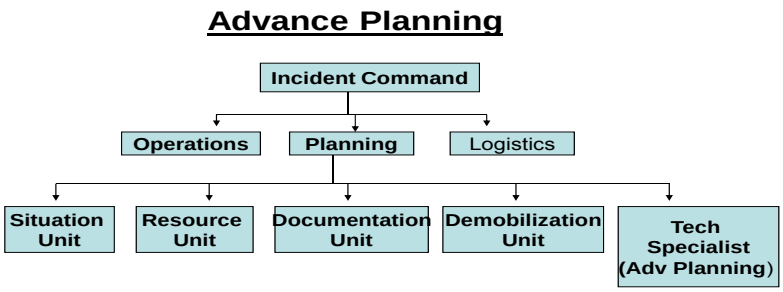
A solution to this is for the Planning Section Chief to designate staff to concentrate only on advance planning.

The ways this can be accomplished are mentioned and explained below with the help of schematics.

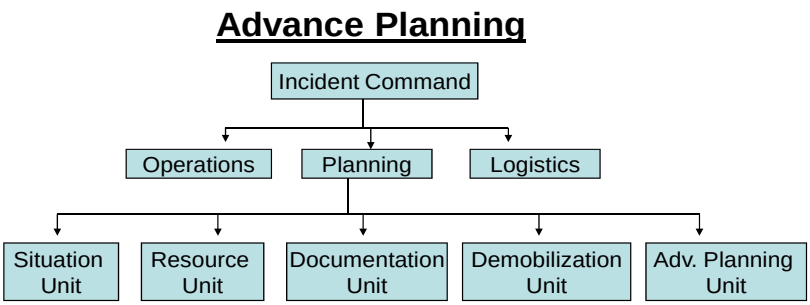
1. Assign a Deputy Planning Section Chief the advance planning function. Provide staff as necessary.



2. Assign a Technical Specialist(s) to perform the function.



3. Establish a special unit within the Planning Section to handle advance planning.



Incident advance planning should look ahead at least 36-72 hours. The staff responsible for advance planning should use the following as they consider the long-range future of the incident:

- Overall goal and incident objectives
- Previous and present operational period plans adequacy
- Future agency and mutual-aid resource availability
- Strategy assessment and alternatives
- Environmental factors (terrain, weather, etc.)
- Organizational assessment and alternatives
- Political issues
- Economic issues
- Long-term recovery/rehabilitation needs

The goal of this advance planning effort should be to provide the Planning Section Chief and the Incident Commander or (Unified Command) with a range of alternatives related to management of the incident beyond the next operational period.

One example of this situation may be a severe flood incident which also damages irrigation infrastructure seriously apart from damages to dwelling houses, submergence, loss of lives etc. While the IRT will be giving top priority to evacuation, rescue, relief, medical & sanitation needs, drinking water etc; advance planning will have to plan for restoration of irrigation network, even temporarily, in next 15-20 days so that the water can be given to the standing crop. Failure to do this will have serious adverse economic and political implication. So while regular planning will focus upon immediate priorities, IC with the help of Advanced Planning will be getting prepared to take up these works, say, after one week.

D. Expanding the IRS organization to accommodate a second Operations or Logistics Section.

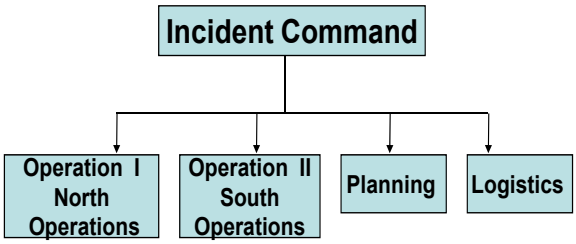
In certain major incidents, a number of assignments may be getting managed under a single IC and one IRT. Sometimes, with the increase in the complexities of the incident and due to span of control considerations or due to the geographic limitations, a situation may arise where it may not be considered effective to work with only one Operations Section and one may opt for two Operations-say North Operations & South Operations or Flood operations & Fire Operations etc.

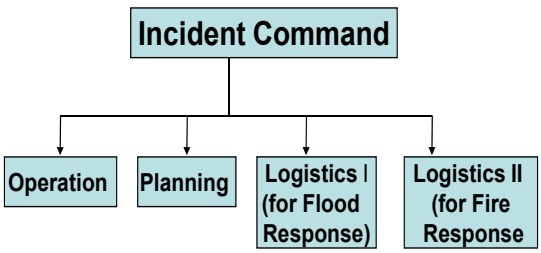
Similarly, there may be need of having more than one Logistic section- Logistic I and Logistic II to take care of vast and/or varied Logistic requirements of the incident response team.

The following schematic shows such arrangements.

Of course, by now it should be evident that there are large number of possibilities of organising response under IRS by appropriate modifications to match the needs of the incident effectively.

Schematic of Two Operations/ Logistics





The scenario exercise in this module attempts to further explore the possibilities of application of IRS for diverse kind of incidents or events. There is also possibilities of trying to develop more scenarios to apply IRS and its modifications.

Incident Response System
Basic & Intermediate Course

Module F
Incident and Event Planning

Participant Manual

Reference Text

National Institute of Disaster Management
Government of India, New Delhi

Incident and Event Planning

Subjects covered in this module include:

- Importance of planning
- Essential Incident Action Plan elements
- The planning process
- Planning for incident demobilization
- Developing the Incident Action Plan

Objectives:

1. List the major steps involved in the planning process.
2. Identify the IRS titles of personnel who have responsibilities in developing the **Incident Action Plan** and list their duties.
3. As part of an exercise, identify incident objectives for a simulated scenario.
4. As part of an exercise, describe appropriate strategies and tactics to meet incident objectives for a simulated scenario.
5. Explain the use of **Operational Periods** in the planning process, and how Operational Periods are derived.
6. Explain the function of the **Operational Planning Worksheet** (IRS Form 015) and other forms which may be used in preparing the Incident Action Plan.
7. Explain the criteria for determining when the Incident Action Plan should be prepared in writing.
8. Identify the kinds of **supporting materials** included in an Incident Action Plan (IAP).
9. List the major sections in a **Demobilization Plan**.
10. As part of a group exercise, **develop an Incident Action Plan for a simulated scenario.**

I. Importance of Planning

Our experience in managing various disasters demonstrate that wherever there has been better planning, the effectiveness of response to an incident has been much better. At times, responders just react to the emerging situation without a proper action plan and get into difficult situations and are forced to take decisions which are not very sound and consequences are far from desirable. A plan can help in avoiding certain mistakes and allows us recognize opportunities. As the saying goes, “He who fails to Plan, plans to Fail”

It is essential that every incident or event be managed according to a plan. In the IRS, the management plan is called the Incident Action Plan. As seen in the Module A, Incident Action Plan (IAP) is one of the features of the Incident Response System.

Most of the discussion for this module will be to learn the process for doing **operational period incident action planning**. **Event action planning** is similar, however, and the same principles will apply. Later in the module we will develop an Incident Action Plan for an emergency situation.

For simple incidents of short duration, the Incident Action Plan will be developed by the Incident Commander and communicated to subordinates in a verbal briefing. The planning process for this kind of incident does not require a formal planning meeting.

A. Action Plans

Written Incident Action Plans documenting planning decisions should be considered whenever:

- Two or more jurisdictions are involved.
- The incident continues into another Operational Period.
- A number of organizational elements have been activated.
- It is required by agency/department/government policy.

Written action plans provide:

- A clear statement of objectives and actions.
- A basis for measuring work effectiveness and cost effectiveness.
- A basis for measuring work progress and for providing accountability.

The decision to prepare a written action incident action plan will be made by the Incident Commander. However, it will not always be possible to have a written plan, nor is it always appropriate on small, short duration incidents even though they may be complex.

The IRS Form 001 which is used for Incident Briefings will provide valuable information to the oral or written planning process. That form will be discussed later in the module.

B. Operational Periods

Action plans should be prepared for specific time periods, called Operational Periods. The period of time scheduled for execution of a given set of tactical actions as specified in the Incident Action Plan is called Operational Period.

Operational Periods can be of various lengths, although they should normally be no longer than 24 hours. It is not unusual to have much shorter Operational Periods covering, for example, two-or four-hour time periods. Decisions on the length of the Operational Period will be affected by:

- Length of time available/needed to achieve tactical objectives.
- Availability of fresh resources.
- Future involvement of additional jurisdictions and/or agencies.
- Environmental considerations, e.g., daylight remaining, weather, etc.
- Safety considerations

Planning must be done far enough in advance to ensure that additional resources needed for the next Operational period are available.

II. Essential Elements in the Action Plan

Several IRS forms are provided for many of the essential parts in any written or oral action plan. These include:

A. **Statement of Objectives** : Statement of what is expected to be achieved. Objectives must be measurable.

B. **Organization** : Describes what elements of the IRS organization will be in place for the next Operational Period. (IRS Form 005; IRS Form 007; Organisation Chart)

C. **Tactics and Assignments** : Describes tactics and control operations, and what resources will be assigned. Resource assignments are often done by Division or Group. (IRS Form 014)

D. **Supporting Material/Support Plans** : Examples include a map of the incident, Communications Plan, Medical Plan, Traffic Plan, weather data, special precautions, and safety message.

IRS Form 008 is the Medical Plan; The IRS Form 009 is the Communications Plan. Other supporting materials have no fixed format or form numbers.

We will discuss the contents of the action plan in more detail later in this module.

All incident supervisory personnel must be familiar with the current, as well as the next operational period's Incident Action Plan. This can be accomplished through briefings, by distributing a written plan prior to the start of the operational period, or, as is often done, by both methods.

III. Planning Process

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

Those involved in the original IRS development felt that there was a need to develop a simple but thorough process for planning which could be utilized for both smaller, short-term incidents and events, and for longer, more complex incident planning.

We will now describe an **incident or event planning process** which consists of **six sequential steps.** The first three steps can be accomplished during a formalized planning meeting, or in the head of the Incident Commander. The last three steps ensure that the plan does the job for which it is intended. These steps pertain to any kind or size of Incident/Event.The steps are:

Sl. No.	Steps in Incident/ Event Planning Process in IRS	Remarks
1	Understand the situation	Formal Planning Meeting/IC's thinking; Through RO's Briefing, Transfer of command briefing, Information gathering
2	Establish Incident Objectives and strategy	Formal Planning Meeting/IC's thinking; on large incidents discussion with RO
3	Develop Tactical Direction & Assignments	Formal Planning Meeting/IC's thinking
4	Prepare the Plan	Largely the job of Planning Section
5	Implement the Plan	General Staff responsible for implementing their respective portions of the Plan.
6	Evaluate the Plan	Largely the job of Planning Section, Reviews by General Staff, Incident Commander.

A. Understand the Situation

A full understanding of the incident situation requires that the planner be aware of certain essential elements of information. These will vary considerably depending upon the kind of incident, and each incident will have its own special characteristics.

In general, the essential elements of information can be categorized by knowledge and understanding of the following:

- What has happened?
- What progress has been made?

- How good is the current plan?
- What is the incident growth potential?
- What is the present and future resource and organizational capability?

These steps pertain to any kind or size of incident. Information related to each of the steps is essential to effective planning.

It is especially important that planners know in advance what the likelihood is of obtaining additional resource support from outside sources for use in the next Operational Period.

If there are readily available resources of the proper kind and type, then the planning process can encompass a wider variety of potential strategies than would be possible under very limited resources.

Limited resources and the pressure of time require the prioritization of incident activities.

B. Establish Incident Objectives and Strategy

Determining the Incident Objectives and strategy is an essential prerequisite to developing the plan.

Incident Objectives should have the following characteristics:

1. **Attainable** - They must be achievable with the resources that the agency (and assisting agencies) can allocate to the incident, even though it may take several Operational Periods to accomplish them.
2. **Measurable** - The design and statement of objectives should make it possible to conduct a final accounting as to whether objectives were achieved.
3. **Flexible** - Objectives should be broad enough to allow for consideration of both strategic and tactical alternatives.

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

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

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

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

On larger incidents, members of the General Staff and others will contribute to this process. This will be discuss these roles in a later in this module.

It should also be pointed out that agency/ department/ government policy will affect the objectives and strategies. In some agencies, the agency executive or administrator will provide the Incident Commander, especially on large incidents, with written authority and document any constraints or limitations.

Objective:

Reduce reservoir level to 35 feet by 0800 tomorrow.

Strategy:

Strategy #1 - Reduce/divert inflow

Strategy #2 - Open spillways

Strategy #3 - Use pumps to bail out water

Or use another example of your choosing.

C. Determine Tactical Direction and Make Resource Assignments

Tactical direction includes determining the tactics and operations necessary for the selected strategy, and determining and assigning the appropriate resources. The tactical direction is developed around an Operational Period and must have measurable results.

On large incidents which may last for some time, only so much may be achieved toward accomplishing an Incident Objective in a single Operational Period. Therefore, the tactical direction should be stated in terms of accomplishments that can realistically be achieved within the timeframe currently being planned.

Resource assignments will be made for each of the specific work tasks. Resource assignments will consist of the kind, type, and numbers of resources available and needed to achieve the tactical operations desired for the operational period.

If the required tactical resources will not be available, then an adjustment should be made to the tactics and operations being planned for the Operational Period. Lack of available resources could require both a reassessment of tactics and perhaps the overall strategy.

It is very important that tactical resource availability and other needed support be determined prior to spending a great deal of time working on strategies and tactical operations which realistically cannot be achieved.

Personnel and logistical support factors must be considered in determining tactical operations. Lack of logistical support can mean the difference between success and failure in achieving objectives.

D. Prepare the Plan

On smaller incidents which do not require a written action plan, the sequence of steps for a briefing by the Incident Commander to the General Staff includes:

- Incident Objective(s)
- Strategy (one or more)
- Tactics
- Assignments

The IRS Form 001 provides the Incident Commander with a useful framework for preparing a briefing when no written action plan is prepared.

On larger incidents which meet the earlier criteria for having a written plan, the above material plus other supporting material will be compiled into a formal, written document called the Incident Action Plan.

The Planning Section has primary responsibility for documenting the Action Plan, and for assembly, printing, and distribution of the plan.

Written plans will vary in their contents and size. Listed below are the major elements of the written Incident Action Plan.

- Incident Objectives
- Organization (IRS Form 005, Organisation Chart)
- Assignments (IRS Form 014)
- Support Material/ Support Plans: e.g., map, Communications, Medical, Traffic Plans, safety message, etc.

1. Responsibilities for Incident Action Planning

On small incidents, the Incident Commander is responsible for developing the Incident Action Plan. The IC may have assistance to help collect or obtain information, but the IC has sole responsibility for determining the Incident Objectives, strategy, tactical operations, and resource assignments.

On larger incidents, and as part of the overall planning process, other IRS organizational positions are responsible for contributing information to the Incident Action Plan.

2. The Planning Process

The Planning Section Chief has the responsibility to conduct the planning meetings. The planning process outlined below will, if followed, provide a logical set of steps to follow. This process only works however, if everyone involved comes to the planning meeting well prepared, and understands the process.

The time required for development of a plan will vary depending on the kind of incident and agencies involved. The principal steps involved are as shown in the accompanying visual.

The actual time committed to the activity may only be a few minutes when there are just a few resources involved. On very large incidents, the planning cycle will be longer.

It is important that prior to the planning meeting, interagency negotiations on the use of resources, strategies, and cost issues have been discussed and resolved by the Incident Commander or the Unified Command.

A major criticism of planning meetings is that they tend to "drag on" and consume valuable time. The Planning Section Chief (PSC) can help to ensure that planning meetings are only as long as necessary by close adherence to the following:

- All participants must come prepared.
- Strong leadership must be evident.
- Agency Representatives must be able to commit for their agencies.
- All participants adhere to the planning process.
- No radios, cellular phones at planning meetings.

A checklist of information to be supplied, and those responsible, is listed below. The steps are in the general sequence that should occur. Not all steps may apply, depending upon the specific application, and some variation may be necessary.

Ten Step Planning Meeting Checklist

No.	Activity	Primary Responsibility
1	Give a resource and situation briefing on current status	Planning Section Chief
2	Set incident objectives	Incident Commander
3	Designate geographic boundaries and identify functional groups	Operations Section Chief
4	Determine tactical assignments by division/group	Operations Section Chief, Safety Officer
5	Specify resources needed by division/group	Operations Section Chief, Planning Section Chief
6	Specify incident facilities and reporting locations and plot on map	Operations Section Chief, Planning Section Chief, Safety Officer
7	Consider incident management team needs for communications, safety, and transportation	Logistics Section Chief, Planning Section Chief, Safety Officer
8	Place resource order for additional needs	Logistics Section Chief
9	Finalize incident action plan (all forms)	All
10	Approve and implement the incident action plan.	Incident Commander, Operations Section Chief

The main IRS form which supports the planning process:

IRS Form 015 - Operational Planning Worksheet

An Operational Planning Worksheet (IRS Form 015) is intended to be used in the incident planning meeting to develop tactical assignments and resources needed to achieve incident objectives and strategies.

This form is often enlarged and attached or drawn onto a white board or chalkboard. The form brings together information on resources required and resources available for specific work assignments. It also provides a written designation of reporting locations.

At the end of the planning meeting, the IRS Form 015 is used to prepare the off-incident tactical resource order.

In addition for those incidents which have a significant amount of aviation resources assigned, the **Air Operations Summary** may be separately made providing information related to numbers and types of aircraft/ helicopters and tactical assignments. IRS organisation provides for a **Nodal Officer** specially for coordinating air operations.

Other Forms Available for Use in Incident and Event Planning

As discussed earlier, the IRS has a number of forms which can be used to document the results of the planning process, and to assist in preparing the Incident Action Plan. The Incident Action Plan will normally consist of:

Form No.	Form Name	Responsibility to Prepare
None	Incident Objectives	Resources Unit
005	Organisation Assignment List/ Organisation Chart	Resources Unit
007	On Duty Officer List	Resources Unit
014	Division Assignment Lists	Resources Unit/Planning Recorder
009	Communications Plan	Communications Unit
008	Medical Plan	Medical Unit
None	Air Operations Summary	Nodal Officer, Air Operations Group-in-charge
None	Traffic Plan	Ground Support Unit
None	Safety Plan	Safety Officer
None	Map	Situation Unit
010	Demobilization Plan	Demobilization Unit

The contents of many of these forms will be developed by the General Staff in the planning meeting or by others after the meeting. The **Documentation Unit** in the Planning Section is responsible for producing the Plan after the contents have been developed.

E. Implement the Plan

On small incidents, the Incident Commander has the full responsibility for the implementation of the Plan. If there is no written Incident Action Plan, the IC will provide verbal instructions to subordinates. The IRS Form 001 Briefing Form can provide a useful framework for a briefing when a written Action Plan is not required.

Larger incidents will require a written action plan. Each of the General Staff will assume responsibility for implementing their respective portions of the Plan.

F. Evaluation of the Plan

The planning process must include a way to provide for ongoing evaluation of the Plan's effectiveness. It is not enough to simply complete the Plan and implement it. Three steps to accomplish evaluation are as follows:

1. Prior to the Incident Commander approving the Plan for release, the General Staff should review the Plan's contents to ensure that it accurately reflects the current situation. This is done in recognition of the fact that some time may have elapsed between plan development and release.
2. During the Operational Period, the Incident Commander, the Planning and Operations Section Chiefs should regularly assess work progress against the control operations called for in the Plan. If deficiencies are found, improved direction or additional staffing may be required, tactical operations may need to be modified, and/or changes may need to be reflected in the planning for the next Operational Period.
3. The Operations Section Chief may make expedient changes to tactical operations called for in the Incident Action Plan if necessary to better accomplish an objective.

IV. Planning for Incident Demobilization

A. Importance of Demobilization Planning

Planning for incident demobilization is often overlooked. As incidents begin to wind down, everyone will be anxious to leave the scene of the incident and return to their home agency as soon as possible. Demobilization planning helps to assure a controlled, safe, efficient, and cost-effective demobilization process.

For that reason, early IRS development included a Demobilization Unit in the Planning Section.

On smaller incidents, with only a few tactical resources assigned and with only a partial IRS organization in place, demobilization planning is relatively simple and may not require a written plan.

Larger incidents, particularly those with multi-agency involvement, must have adequate demobilization planning.

The Planning Section Chief must establish an adequate demobilization organization in plenty of time to provide for an orderly and efficient demobilization.

Resources must be released and returned to their home units as soon as possible to minimize cost, maintain high morale, and to be ready for other assignments.

B. Demobilization Planning

To be effective, demobilization planning must begin early in the incident. That is why a separate unit with no other incident responsibility has been established within IRS.

Many elements of information must be gathered to help in the demobilization planning effort. Each section of the IRS organization must be involved.

Release priorities must first be determined by all elements of the organization. This is essentially a decision on what resources must be retained, and what resources can be made available for release. This determination can only be made after a full understanding of the longer-term incident needs.

C. Information Elements Needed for Demobilization Planning

Important elements of information needed for demobilization planning are summarized as follows:

1. **Planning Section** - Has basic information on resources. (Check-in lists and Incident Form 001 Briefing Form are important to this effort.)
2. **Liaison Officer** - Knows terms of agreements involving use and release of other agency's resources.
3. **Safety Officer** - Considers physical condition of personnel, personal needs, and adequacy of transportation.
4. **Operations Section** - Knows continuing needs for various kinds of tactical resources.
5. **Logistics Section** - Handles transportation availability, must work closely with the Transportation Branch Communications, maintenance, and continuing support.
6. **Finance Branch**- Processes any claims, time records, and costs of individual resources which are a factor in determining release.
7. **Agency dispatch centers/ EOC -** Give high priority to timely return of resources.

D. Sections in the Demobilization Plan

The Demobilization Plan should contain the following sections:

1. General Information - (discussion of demo procedure)
2. Responsibilities
3. Release Priorities

Priorities will vary and must be determined at the time. Examples of release priorities related to tactical resources could be:

a. Priority 1 - Type 1 Resources

b. Priority 2 - Resources traveling the farthest

4. Release Procedures

5. Directory (maps, telephone listings, etc.)

Demobilization Planning can be quite complex, especially on a large multi-agency incident. Considerable guidance for demobilization planning has been prepared and is available for students interested in obtaining more detail.

V. Incident Action Plan Development

Using the given scenario, conduct a planning meeting and develop the basic contents of an incident action plan. Use the IRS Form 001 and objectives which were developed earlier.

A. Exercise Plan

The best way to understand the planning process is to do it. This next section will be an exercise to work through the planning process, and to develop the basic contents of an Incident Action Plan.

The scenario for this exercise is the same scenario used earlier to develop Incident Objectives.

A resource list accompanies this scenario. Resources on scene are also shown. You may add or change resources to the attached listing if you desire.

B. Staffing:

Staffing will be tailored to class size. (Command and General Staff positions should be the first to be filled.) If there are additional personnel, fill with other positions. Depending on class size, all positions may / may not be filled or one person has to assume more than one position.

Incident Commander
Operations Section Chief
Planning Section Chief
Logistics Section Chief
Finance Branch Director
Information & Media Officer

Liaison Officer
Safety Officer

C. Activities for This Exercise

Each group should:

1. Identify, evaluate, and select strategies appropriate to the list of objectives developed earlier.
2. Conduct a planning meeting using the scenario as background, and the planning process list contained in the Reference Text.
3. Prepare an Incident Action Plan using IRS forms, to include:

- Incident Objectives
- Organization
- Completed Assignment list(s) - add supporting plans as time permits

After working through the planning process, prepare a plan, and then provide a briefing on the plan.

Module A
Principles and Features
Exercise A – Teamwork

Suggested Timeframe - ½ hour

Scenario

You are a member of a lunar exploration crew originally scheduled to rendezvous with a mother ship on the lighted surface of the moon. Due to mechanical difficulties however, your ship was forced to land at a spot some 320 kilometers (200 miles) from the rendezvous point. During the re-entry and landing, much of the equipment aboard was damaged, and, since survival depends on reaching the mother ship, the most critical items available must be chosen for the 320 km trip.

The table lists the 15 items left intact and undamaged after landing. Your task is to rank these items according to their importance in aiding you to reach the mother ship, with "1" the most important and "15" the least important. You should assume the number in the crew is the same as the number on your team, you are the actual people in the situation, the team has agreed to stick together, and all 15 items are in good condition.

Exercise Instructions

In this scenario, your "life" and "death" will depend upon how well your team can share its present knowledge of a relatively unfamiliar situation so that the team can make decisions that will lead to your survival. This problem is fictional, although the ranking to which you will compare your results was done by a number of lunar expedition experts.

Step 1: Each person is to individually rank each item: 1 is most important; 15 is least important. Do not discuss the situation or the task until each member has finished the individual ranking.

Step 2: Rank order the 15 items as a team. Once discussion begins don't change your individual ranking.

Item	Step 1 Individual Ranking	Step 2 Team Ranking	Step 3 Expert Ranking	Step 4 Difference Ranking (1-3)	Step 5 Difference Ranking (2-3)
Box of Matches					
Food concentrate					
20 meters nylon rope					
Parachute silk					
Portable heating unit					
Two 45 caliber pistols					
One case dehydrated milk					
Two 50-kg tanks oxygen					
Stellar map (of moon's constellations)					
Life raft					
Magnetic compass					
25 liters of water					
Signal flares					
First aid kit with hypodermic needs					
Solar-powered FM receiver/ transmitter					
Total the absolute differences of Steps 4 and 5 (the lower the score the better				Your Score	Team Score

Module B
Organizing and Staffing
Scenario B – Initial Response

Suggested Timeframe – 1 hour

Scenario

Kalyan is the headquarter of Ramgarh Block and center of much of the infrastructure of the Block and an important town in the District. There are six villages in the southeast area of Ramgarh Block with an estimated total population of 20,000 in that area. The State is prone to disasters and the current political party came into office about a year back on its promise of strong people oriented policies. The media has been tentatively supportive of the party, but of late seems to be looking for some failures to expose.

You are the Block Development Officer and responsible for initial response to disasters in your area. It is 10:00 in the morning. About an hour ago Ramgarh block was struck by what felt like a moderate earthquake. You suspect the earthquake impacts were more widespread than your Block and are guessing a number of Blocks are damaged; however, communications have been disrupted in parts of the town and there is no current accurate assessment of the overall damage. You find that Ham radios are still able to function.

You have received a number of initial reports from police officers of some damage to buildings in the central part of the Kalyan town and around hundred injured people. There are no fatalities reported yet. You realize very quickly your span of control for managing this earthquake emergency will be exceeded and request assistance from the Sub-Division Officer. You have also requested assistance from the adjacent Block Development Officer.

A couple of minutes ago, a villager came in from the southeast part of Ramgarh Block and reported that a few of the villages in that area had been impacted heavily. Apparently a few villagers had been reported missing and family members were searching through the rubble of destroyed houses.

There is a local Community based Organisation active in the Block whose core area of interest has been organising rural women into self help groups (SHG) and has its own network of volunteers most of them being, women spread over many villages in the Block. The BDO realizes that they may be able to give

accurate information and also subsequent relief work. He immediately asks his office assistant to try to get in touch with the coordinator of the local CBO.

One of your subordinates rushes into your office and gives you the following latest information about infrastructure conditions in Kalyan town. The south part of the town seems to have been hit the hardest with communications disrupted and power outages. Water and sewer lines have been disrupted and there is a building fire resulting from a gas tank explosion. He /She confirms around one hundred persons injured in the south part of the town and adds there are two confirmed fatalities at this time. He/ She guesses there will be additional fatalities confirmed, as residents start searching through the rubble.

Another subordinate comes in with the following report. The main paved highway through Ramgarh Block has been blocked however there are secondary roads providing access to Kalyan and the villages in the southeast. The subordinate also said he heard a rumor that a heavy vehicle carrying a tanker transporting hazardous chemicals had met with an accident in the central part of the Block. He did not know whether the tank carrying the chemicals had been punctured, but heard the crew was injured in the accident.

You assess your known response resources.
Resources Already on the Scene in the southern part of Kalyan:

- **Police:** Squad 12, Squad 13, Squad 14, Squad 15, Squad 16, Squad 17
- **Fire:** Engine 51, Engine 52, Engine 53, Engine 54, Engine 55
- **Ambulances:** AMB 41, AMB 42, AMB 43, AMB 44, AMB 45

In addition, many residents in the southern part of the downtown area are already helping victims by removing rubble and digging out. You know in the southeast part of the Ramgarh Block, the villagers are digging through the debris of houses looking for victims and missing persons.

Some government employees have reported for duty to respond to this incident, but many are pre-occupied with the whereabouts of family members and many of them cannot be located.

You anticipate immediate needs and place an order for the following additional resources.

- Medical Supply Kits: 5
- Doctors: 5 teams (3 doctors per team)
- Heavy Equipment: 3 JCBs and 3 dump trucks, 1 crane, 1 bulldozer
- SAR Teams: 2

- Medical Task Force Leader
- 3 Equipment Task Force Leaders

These resources will be traveling from a distance and will arrive late in the afternoon.

You decide to name the incident Earthquake Ramgarh. You know the incident has exceeded your span-of-control and is beyond your capabilities to manage. The Sub Division Officer is enroute and will be meeting with you in 30 minutes. You need to prepare a briefing, as he/she will be assuming command.

Exercise Instructions

- In small groups, discuss how you would organize this earthquake incident using the principles of IRS. This is NOT an exercise in tactics. You do not need to be concerned with detailed resource unit deployment.
- Complete the Incident Briefing Form IRS 001.
- Be prepared to brief your superior upon her arrival.
- Some/all groups will be asked to present a briefing to the class using their completed IRS 001. Please select a spokesperson for your group.

Module C
Incident Facilities
Scenario C - Facilities

Suggested Timeframe - 30 minutes

Scenario

It is now 1100 hours, 2 hours after the earthquake. You are the Logistics Section Chief and are identifying facilities that will be needed to manage the Ramgarh earthquake.

Exercise Instructions

Based on the Scenario description from Scenario B, list facilities that you anticipate will be needed to effectively manage this incident. For each listed facility, identify important capabilities and characteristics.

As a large group, we will review and develop symbology as needed.

Module D
Incident Resources and Resource Management

Scenario D – Incident Resource Management & Planning Process

Suggested Timeframe - 2 hours 30 minutes

Scenario

It is now 1700 hours, 8 hours after the earthquake. You are a Resource Unit Leader and are preparing your resource tracking system. You have been advised of the local resources that were on-scene shortly after the incident (listed in Scenario B) and you have been provided a check-in list with resources that arrived and were assigned from the morning's order.

Based on current information from the field, you've been informed that resources are located in the following locations:

Kalyan City:

- 5 squads of police (Squad-12, Squad-13, Squad-14, Squad-15, Squad-16)
- 4 ambulances (AMB-41, AMB-42, AMB-43, AMB-44)
- 4 fire engines (FE-52, FE-53, FE-54, FE-55)
- 3 doctor teams (DocTeam-812, DocTeam-813, DocTeam-814)
- 3 Medical Supply Kits (MedKit-64, MedKit-65, MedKit-66)
- 2 SAR Teams (SAR-931, SAR-932)
- 1 crane (Crane-284)
- 2 JCBs (JCB-63, JCB-64)
- 2 dump trucks (DT-76, DT-77)
- Medical Task Force Leader Dr. Bindu Sharma
- Equipment Task Force Leaders Ram Chandra Nautiyal, Mahesh Gupta, Jaspreet Singh

Rural Areas:

- 1 squad of police (Squad 17)
- 1 ambulance (AMB-45)
- 1 doctor team (DocTeam-815)
- 1 Medical Supply Kit (Med Kit 67)

In addition, the local CBO has been able to mobilize some of its volunteers in the rural areas and they are giving some help in evacuation and also running

of Relief camps in affected villages in spite of their own losses. However, their resources are meager and in dire need of support.

Vehicle Accident Site:

- 1 fire engine (E -51)
- 1 Medical Supply Kit (MedKit-68)
- 1 doctor team (DocTeam-816)

Paved Highway Obstruction Site

- 1 bulldozer (D-962)
- 1 dump truck (DT-75)
- 1 JCB (JCB-65)

Additional resources have been ordered and it is anticipated that they will arrive tonight and will be available tomorrow.

Resources Ordered:

- Incident Management Team including: Incident Commander, Operations Chief, Plans Chief, Logistics Chief, Finance Branch Director, Information & Media Officer, Liaison Officer, Safety Officer
- 5 Division/Group Supervisors
- 1 power company crew
- 1 city utility crew
- 1 railroad repair crew
- 2 highway repair crews with heavy equipment
- 1 communication repair crew
- 2 large police squads

The representative of International Committee of the Red Cross is anticipated to arrive and is offering to distribute relief supplies via 10 food and commodity distribution units. CARE and some other local NGO in the state have also offered to set up a temporary relief camp and feeding center.

It is time to develop the Incident Action Plan for tomorrow's operational period. You have not received any updated assessment information.

Exercise Instructions

Work as a team to develop and complete a Operational Planning Worksheet (IRS 015) for tomorrow's operational period. Use information given in the earlier scenarios also.

Your plan should utilize the resources currently available and those ordered. Instructors will be available to provide guidance if needed.

Module E
Organizing for Incidents or Events

Scenario E –Organizing IRS Response (with modifications to suit different kinds of incidents, events)

Suggested Timeframe - 1 hour 30 minutes

Scenario

All teams will address each of the following scenarios:

I. SARS/Bird Flu/Swine Flu has reached epidemic levels in nearby countries. How would you organize using the IRS system in preparation for an outbreak in India?

II. Flooding of a major river has affected two states (or two districts) and created a large displaced population. How will you organize the response?

Exercise Instructions

In your small groups, develop **schematic IRS organizations** to respond to each of the scenarios described above.

Explore IRS organizational options for managing the response to each of these incidents. Each organization should address the following complexities:

- Disasters impacting multiple administrative units
- Large populations affected
- Requires numerous technical specialists
- Requires multi-agency coordination
- Complex span of control
- Use of branches, divisions, groups as appropriate
- Use of specialized facilities as appropriate
- Consider the possible role of unified command

You will have an hour to develop an organization chart or schematic organization chart to display your results. Each group will present their organizations to the class for discussion.

For **Scenario II,** different groups can use different concepts such as

a) Incident Complex – Multiple Incident Management with a single Organization,
b) Dividing a single incident into two or more incidents,
c) Expanding the Planning Capacity of the IRT,
d) Expanding the IRT organization to accommodate a second Operations or Logistics Section.

Module F
Incident/Event Planning

Scenario F – Incident Planning (Incident Action Plan, Planning Meeting, Operational Briefing)

Suggested Timeframe - 4 hours

Scenario

You are now acting as an Incident Response Team. The time is 2100, 12 hours after the earthquake. There are concerns about aftershocks and potential landslides. The number of confirmed fatalities is now 17 and is expected to rise as the rubble is cleared. There is concern about sanitation and water-borne diseases. Crews have not yet been able to clear the main transportation route into the city, and the villages are accessible only through roundabout routes. Communications have been re-established to the main city, but not to the villages. The media have arrived in force. Some high-ranking officials from the central government are flying in and will expect a reconnaissance and a briefing. NGOs have called a media conference to share their assessment of the situation. Several countries have offered assistance and the SAR teams dispatched by GOI are enroute.

Assume that all previously ordered resources have arrived. The following additional resources have reached the incident.

- 1 military battalion (20 20-person crews)
- 8 front end loaders for debris removal
- 5 fire trucks
- 2 water treatment units
- 1 military helicopter
- 20 doctors
- Staff for health and kitchen/food distribution centers

Exercise Instructions

Your **group** will act as an **Incident Response Team** working together to perform all functions needed to develop the **Incident Action Plan.** For the **purpose of operations briefing,** identify which position each presenter is filling and wear the corresponding position nametag.

A. The team should **conduct a planning meeting** adhering to the following 10-step planning process:

1. Give a resource and situation briefing on the current status of the situation
2. Set incident objectives
3. Designate geographic boundaries and identify functional groups
4. Determine tactical assignments by division/group
5. Specify resources needed by division/group
6. Specify incident facilities and reporting locations and plot on map
7. Consider incident management team needs for communications, safety, and transportation
8. Place resource order for additional needs
9. Finalize Incident Action Plan (see B below for more information)
10. Approve and implement Incident Action Plan (IAP)

B. For the **IAP** described in item 9 of Step A, assume that all the resources from the previous Scenario, as well as the new resources, are available for assignment. The **Incident Action Plan** will include:

- Title Page
- Incident Objectives
- Organization Chart and Organisation Assignment List (IRS 005)
- On duty Officers list (IRS 007)
- IRS 004 Record of Performed Activities Organization Assignment List
- IRS 014 Division/Group Assignment List (one for each division/group)
- IRS 008 Incident Medical Plan
- IRS 009 incident Communication Plan
- Weather Forecast
- Map showing the current perimeter of the affected area, division/group breaks, and all facilities.

C. A **large sketch map** should be prepared. The map should show the perimeter of the impact area, division/group breaks, facilities, roads, and communities. This sketch map should be displayed and used as a reference during the presentation.

D. A Resource identification system should be worked out by the group and presented during the briefing for tracking the resources during the operational period.

E. Place **a resource order** for additional resources as identified in the Planning meeting. You may refer to Module D for the contents of an appropriate Resource Order.

F. Determining how to accommodate official visits from VIPs, media overage and NGOs should be a part of the plan. A note for media briefing may also be prepared.

G. Each team should prepare up to a 20-minute presentation for **Operational Briefing Meeting.** Each member of the team has to assume a role of one of the positions in the IRS Organisation and make his part of presentation accordingly. The presentation should cover the following topics and be presented by the person in the indicated IRS position:

H.

1.	Incident Objectives	Incident Commander
2.	Safety Message	Safety Officer
3.	Weather Forecast	Planning Section Chief
4.	Situation status update	Planning Section Chief
5.	Division/Group Assignments	Operations Section Chief
6.	Communications Plan	Logistics Section Chief
7.	Medical Plan	Logistics Section Chief
8.	Media related advice	Information & Media Officer
9.	Closing Comments	Incident Commander

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