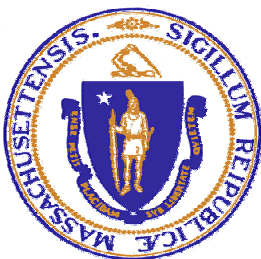
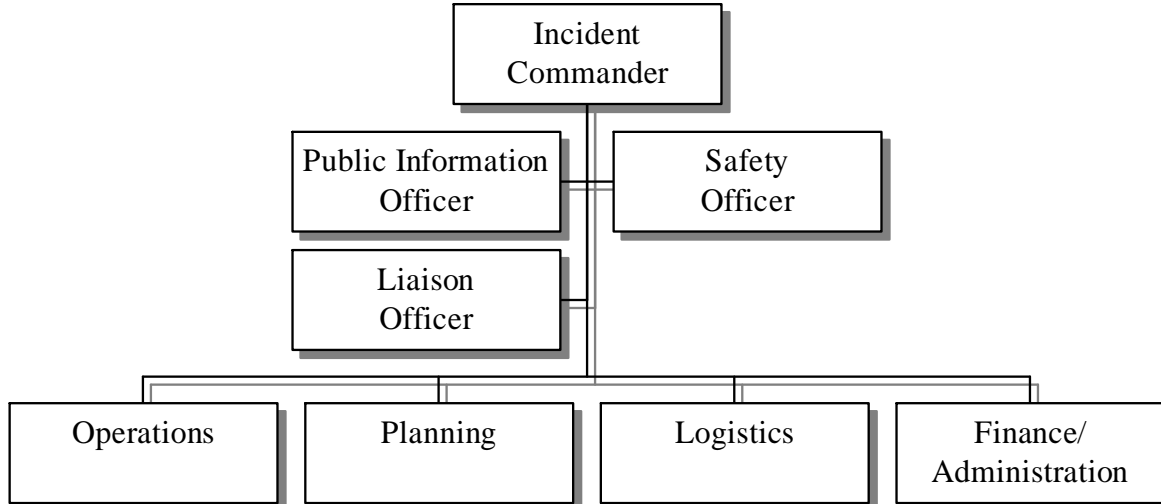


Massachusetts Department of Fire Services

Implementation Plan for State and Local Level National Incident Management Systems (NIMS)

June 2005



**Massachusetts Department of Fire Services
Implementation Plan for
State and Local Level
National Incident Management Systems (NIMS)**

The National Incident Management (NIMS) Integration Center has developed guidelines for ICS training providers that will assist in ensuring that training offered meets the requirements for Homeland Security Presidential Directives 5 and 8, the National Incident Management System, and Governor's Letter of September 2004 which outlined the compliance standards for NIMS.

Homeland Security Presidential Directives were set forth after recognizing from several national events that governments at all levels needed to work better together to prepare, prevent, respond, and recover from domestic incidents, regardless of cause, size, or complexity. Significant to the directives remains the eligibility for emergency preparedness grant funding.

NIMS is comprised of several components that work together as a system to provide a national framework for preparing for, preventing, responding to, and recovering from domestic incidents. The NIMS will establish standard incident management processes, protocols, and procedures for all emergency responders to work together more safely, effectively and efficiently. The major components outlined are as follows:

- Command and Management
- Preparedness
- Resource Management
- Communications and Information Management
- Supporting Technologies
- Ongoing Management and Maintenance

Introduction

Executive Office for Public Safety State-wide Strategic Plan

This state-wide strategic plan will be used to ensure the Commonwealth has fully incorporated the NIMS into its' emergency response plans, procedures, and policies and is ultimately NIMS compliant. It provides the strategic vision that will guide how the state (departments, agencies and authorities) will work in partnership with federal, regional and local first responders to provide support and guidance to ensure that the Commonwealth's first responders are compliant with the National Incident Management System.

This statewide strategic NIMS compliance plan represents a compilation of input, ideas and recommendations received from federal, state and local officials through a series of meetings and other planning activities held throughout the years 2004 and 2005.

While this plan addresses a strategy for implementing a training program for short term NIMS compliance through the adoption of the National Incident Management System, planning activities continue to be held to assist in the adoption of other components of the NIMS. The other components of NIMS require additional development and refinement to enable compliance at a future date.

What is NIMS?

National Incident Management System (NIMS) provides a nationwide template enabling Federal, State, local, and tribal governments and private-sector and nongovernmental organizations to work together effectively and efficiently to prevent, prepare for, respond to, and recover from domestic incidents regardless of cause, size, or complexity.

The intent of NIMS is to:

- Be applicable across a full spectrum of potential incidents and hazard scenarios, regardless of size or complexity
- Improve coordination and cooperation between public and private entities in a variety of domestic incident management activities

Each incident requires a response. Whether from different departments within the same jurisdiction, from mutual aid partners, or from State and Federal agencies, responders need to be able to work together, communicate with each other, and depend on each other.

Until now, there have been no standards for domestic incident response that reach across all levels of government and all emergency response agencies.

- NIMS provides a framework for interoperability and compatibility by balancing flexibility and standardization.
- NIMS provides a flexible framework that facilitates government and private entities at all levels working together to manage domestic incidents. This flexibility applies to all phases of incident management, regardless of cause, size, location, or complexity.
- NIMS provides a set of standardized organizational structures, as well as requirements for processes, procedures, and systems designed to improve interoperability.

Ten Disciplines

- Fire
- Police
- Emergency Management
- Emergency Medical Services
- Department of Public Works
- Public Communicators
- Hazardous Materials
- Government Administrators
- Public Health
- Health Care

Who should take the Courses?

Executive Level - Political and government leaders, agency and organization administrators and department heads; personnel that fill ICS roles as Unified Commanders, Incident Commanders, Command Staff, General Staff in either Area Command or single incidents; senior level Multi-Agency Coordination System personnel; senior emergency managers; and Emergency Operations Center Command or General Staff.

Managerial Level - Agency and organization management between the executive level and first level supervision; personnel who fill ICS roles as Branch Directors, Division/Group Supervisors, Unit

Leaders, technical specialists, strike team and task force leaders, single resource leaders and field supervisors; midlevel Multi-Agency Coordination System personnel; EOC Section Chiefs, Branch Directors, Unit Leaders; and other emergency management/response personnel who require a higher level of ICS/NIMS Training.

Responder Level - Emergency response providers and disaster workers, entry level to managerial level including Emergency Medical Service personnel; firefighters; medical personnel; police officers; public health personnel; public works/utility personnel; and other emergency management response personnel

Depending upon your organization's command structure, personnel will be required to attend course offerings in Introduction to Command and General Staff, Command and General Staff, and Unified Command.

Curriculum

Recognized agencies for the following courses include: National Fire Academy (NFA), National Wildfire Coordinating Group (NWCG), FIRESCOPE, Emergency Management Institute (EMI), United States Coast Guard (USCG), and Department of Agriculture.

Introduction to National Incident Management (IS 700)

This lesson will describe the key concepts and principles of NIMS, and the benefits of using the system for domestic incident response. At the end of this lesson, you should be able to describe these key concepts, principles, and benefits.

Incident Command System 100

This is a web-based, all-hazards ICS course especially designed for all entities of the first responder community with operational responsibilities during emergencies and disasters.

Incident Command System 200

This course is designed to follow Introduction to ICS. It is a web-based, all-hazards ICS course especially designed for all entities of the first responder community with operational responsibilities during emergencies and disasters.

Incident Command System 300

This is a follow-up to Basic ICS that combines web-based and classroom-based instruction. An all-hazards ICS course, it is designed for all entities of the first responder community that have operational responsibilities during emergencies and disasters.

Incident Command System 400

ICS-400 is designed for management personnel from police, fire, EMS, public works and any other agency that may be involved in major support for incident management. Topics include: Command & General Staff, Unified Command, Major Incident Management, Area Command, Multi-Agency Coordination.

Introduction to Command and General Staff

This course will provide a brief overview of the Incident Command System (ICS) and its functional elements. Topics include: common responsibilities applicable to all Incident Command System personnel, use of Multi-Agency Coordination Systems (MACS), the concepts of Area Command and Incident Management Teams (IMT's), incident objectives, and related strategies and tactics. A review of the Incident Commander Position Checklist in the Field Operations Guide provides insight into the impact that the Incident Commander has on decisions that are made and actions that are taken from the beginning of the incident until its conclusion. The need for accurate assessments of existing and

potential incident conditions, timely decisions on what actions must be taken, and the development of an effective organizational structure are keys to success in managing large/complex emergency incidents effectively.

Command and General Staff

This new 6-day course is designed for those officers who would function in a Command or General Staff position during a large, complex incident. Or those officers who are or would likely be part of a local or regional Incident Management Team during a major incident, whether single agency, multi-agency, or Unified Command.

Unified Command

This course is designed for those officers who would likely function in a Command or General Staff position during a multi-agency operation. Students will be exposed to lectures and activities designed to promote a better understanding of multi-agency needs and a Unified Command structure. This course is designed to provide an understanding of the requirements of a Unified Command organization and the skills necessary to operate effectively at complex incidents.

All-Hazards Incident Management Teams

This is the training portion of a Technical Assistance program to develop state and regional IMTs to function under the NIMS during a large incident or a major event. This course is designed for those who are assigned to function in a Type 3 All-Hazards IMT during a large/complex incident, typically extending into the second operational period.

Personnel inside each of the ten disciplines, depending upon their emergency response status, are urged to complete the online offerings including IS700 Introduction to NIMS and Incident Command System 100 before the end of 2005.

State level training agencies including: Massachusetts Emergency Management Agency, Department of Fire Services and Municipal Police Training Council will be offering courses in Incident Command System 200, Incident Command System 300 and Incident Command System 400 as they become available from the Federal government.

Federal Mandates for the Communities

In his letter to the Governors of September 2004, Homeland Security Secretary Tom Ridge specifically highlighted to the maximum extent possible that states, territories, tribes, and local entities are encouraged to achieve full NIMS implementation and institutionalization across the entire response system during FY 2005.

Consequently minimum NIMS compliance requirements for state level efforts include the following:

- Incorporating NIMS into existing training programs and exercises
- Ensuring that Federal preparedness funding (including DHS Homeland Security Grant Program, Urban Area Security Initiative funds) support NIMS implementation at the state and local levels
- Incorporating NIMS into Emergency Operations Plans
- Promotion of intrastate mutual aid agreements
- Coordinating and providing technical assistance to local entities regarding NIMS
- Institutionalizing the use of the Incident Command System (ICS)

The federal government is expected to outline compliance requirements annually. Presently, the federal government has stated that the following requirements will be needed to be implemented by local government by FY 2006.

State and local NIMS compliance requirements should support NIMS implementation by:

- Completing the NIMS Awareness Course: “National Incident Management System (NIMS), An Introduction” IS 700
- Formally recognizing the NIMS and adopting the NIMS principles and policies
- Establish a NIMS baseline by determining which NIMS requirements you already meet
- Establishing a timeframe and developing a strategy for full NIMS implementation
- Institutionalizing the use of the Incident Command System (ICS)

Incident Management Teams (IMT)

In August 2003, the U. S. Fire Administration (USFA) convened a Focus Group of stakeholders and experts from across the country to best determine the means to develop all-hazards Incident Management Teams (IMTs) across the country. In the wildland fire community, the USFS and the National Wildfire Coordinating Group (NWCG) recognize five "Types", or levels, of IMTs; this model is designed for the all-hazards emergency response community. The IMT types, including certifying level and basic make-up. An All-Hazards IMT course for team development and training will be developed. The goal of this training is to provide the necessary tools for individuals to perform as members of a Type 3 IMT immediately upon completion of the course. The Focus Group also recommended a framework upon which departments or groups of local departments can build Type 4 and Type 5 IMTs.

- **Type 5 City and Township Level** - Locally certified, jurisdiction specific or by mutual aid agreement.
- **Type 4 County or Fire District Level** - County or regionally certified, multi-agency/jurisdiction.
- **Type 3 State or Large Metropolitan Area Level** - State certified; state, region, or area with multi-jurisdictions or mutual aid agreements.
- **Type 2 National and State Level** - Federally or State certified, less staffing and experience than Type 1, smaller scale national or state incident, now in existence.
- **Type 1 National and State Level** - Federally or State certified, most experience, most equipped, now in existence.

Creation of NIMS Advisory Group (NAG)

The Department of Fire Services (DFS) initially began work on the National Incident Management System (NIMS) Project in February of 2004. Efforts at the DFS centered on an understanding of the federal government role and direction of the project and how this would program affect the fire service both at the state level and the local level. A presentation was designed and delivered to the Undersecretary of Public Safety Robert Haas and key disciplines within the state that would be directly involved in the NIMS project. Massachusetts Emergency Management Agency, Massachusetts State Police, Department of Fire Services and Municipal Police Training Council were represented at these meetings.

Over the course of several months, information and direction from the Department of Homeland Security was limited in part due in part to federal agencies organizing their roles and responsibilities involved in the National Response Plan (NRP) and NIMS projects. The information disseminated to the state level was for the most part how the federal agencies are aligning themselves with Homeland Security Presidential Directive 5. Additionally, HSPD 8 urges states and local governments to conform to HSPD 5 or forfeit any federal grants or incident relief assistance. In September 2004, Homeland Security Secretary Tom Ridge wrote a letter to the governors of each state outlining the direction of NIMS for the next three years.

The Executive Office of Public Safety and DFS has hosted several state level meetings and under the guidance of Undersecretary Robert Haas the NIMS Advisory Group (NAG) was formed. The DFS has further supported the efforts of the NAG by facilitating discussion. Specifically and not limited to the items below:

- Responsible for the template for a strategy to state and local level based on Ridge letter to governors
- Continue to update the NAG on information from NIMS Integration Center (NIC)
- Researching possible curriculums regarding ICS based in responder status
- Implementation of the Introduction of National Incident Management (IS 700) and the Incident Command System (ICS 100) into all the first responder disciplines
- Coordinate course offerings that will be necessary for first responders to complete the Incident Management Team (IMT) Type 5, Type 4, and Type 3 level response
- Prepared a power point presentation as an overview to be disseminated across disciplines and governments
- Offering assistance to point of contact at EOPS

Governor's Executive Order

To fulfill part of the State level requirements to meet NIMS compliance, the Executive Office of Public Safety is working towards to create an Executive Order to be signed by the Governor of Massachusetts to formally adopt and recognize the National Incident Management System principles and policies.

Department of Fire Services Goal

The Massachusetts Department of Fire Services will establish a strategic plan designed, developed, and implemented in a phased approach for training programs and meet compliance initiatives with respect to the NIMS requirements that will assist in enhancing state and local emergency response capabilities.

Phase (One)

It is being encouraged that all fire service personnel in the Commonwealth of Massachusetts become compliant in NIMS. As part of Phase One of our planned approach, the Department of Fire Services will be offering a series of courses to the fire service. The *IS 700 – An Introduction to National Incident Management System* and the National Fire Academy *NIMS ICS for the Fire Service* are courses that meet the training compliance for NIMS. These courses will be offered initially to fire departments across the Commonwealth as Train-the-Trainers courses.

IS 700 – An Introduction to National Incident Management System

This is a four (4) hour period of instruction. This is a limited funded offering. The lesson will describe the key concepts and principles of NIMS, and the benefits of using the system for domestic incident response. At the end of the lesson, you should be able to describe these key concepts, principles, and benefits. NIMS is a comprehensive, national approach to incident management that is applicable at all jurisdictional levels and across functional disciplines.

The *IS 700* course is the primary requirement for NIMS compliance by September 30, 2005. The *IS 700* course is readily available online and we are encouraging this approach by referring to the www.fema.gov web-site.

The Department of Fire Services will offer a four (4) hour Train-the-Trainer program to all training officers or representatives (one member only for financial reimbursement) to a fire department or fire district in the Commonwealth of Massachusetts. In each of the Homeland Security Regions, a minimum of three courses will be offered. This equates to fifteen (15) total course offerings for those interested in training the local fire department. Additional courses may be offered as the demand arises. Should the

need arise and funding becomes available, the MFA will offer Regional Direct Delivery *IS 700* as a one time opportunity to a department.

The Coordinator of Incident Command System Training Programs is Henry Michalski and he may be reached at 987-567-3252.

Location and Timeframes for *IS 700*.

Fire Chiefs and Training Officers will be notified by mail as soon as the course offerings become available.

NIMS ICS for the Fire Service (ICS 100 and 200 NIMS compliant)

Incident command is a concept given considerable attention within the fire service. Many fire departments believe they have a command system, when what they actually have is a departmental chain of command, or they simply use the word "Command" or "IC" in their operations. This course should help students recognize the importance of an effective management system and understand the various components that provide the basis for that system. The requirements necessary to make the system functional will be discussed.

The United States Fire Administration is developing an on-line version of ICS 100 (available at the virtual campus) and ICS 200 and ICS 300. The National Fire Academy 2-day ICS course has been revised and is now called *NIMS ICS for the Fire Service*. The course is the equivalent to ICS 100 and ICS 200. Importantly, this course, *NIMS ICS for the Fire Service* is NIMS compliant. The significance to this and other course offerings relates to partial compliance with the Institutionalizing the use of Incident Command System (ICS) in the Governor's Letter.

Additionally, for first responders who have completed the original NFA 2-day ICS course you are already in compliance. If you have taken any of the courses in one of the recognized curriculums for ICS you are also compliant and not required to retake any courses. The federally recognized curriculums include NFA (FIRESCOPE), National Wildfire Coordinating Group (MEMA's curriculum), United States Coast Guard, Emergency Management Institute, EPA, and the Department of Agriculture.

At this time, the Department of Fire Services is looking to offer a sixteen (16) hour *NIMS ICS for the Fire Service Train-the-Trainer* program to all training officers or representatives (one member only for financial reimbursement) to a fire department or fire district in the Commonwealth of Massachusetts as a hand-off course. Again, in each of the Homeland Security Regions, a minimum of three courses will be offered (a daytime, an evening, and Saturday or weekend offering). This equates to fifteen (15) total course offerings for those interested in training the local fire department. Additional courses may be offered as the demand arises. Should the need arise and funding becomes available, the MFA will offer Regional Direct Deliveries in *NIMS ICS for the Fire Service* as a one time opportunity to a department.

The Coordinator of Incident Command System Training Programs is Henry Michalski and he may be reached at 987-567-3252.

Location and Timeframes for *NIMS ICS for the Fire Service*.

Course offerings will be available pending funding starting in October 2005.

Phase (Two)

As the Federal and state governments solidify full compliance ICS 300, ICS 400, Command and General Staff, and Unified Command courses will be spun into place. These courses will be command structure and fire department driven in terms of who will be required to complete them. Phase Two would be anticipated in the Spring 2006, pending funding.

Other Initiatives

One of the most common concerns of federal, state, tribal and local governments has to do with the process and timeframe for adopting NIMS. NIMS compliance requirements will be phased in over time. FY 2005 will be a NIMS ramp-up year. Full NIMS compliance will not be required until the end of FY 2006.

Minimum NIMS requirements to be accomplished FY 2005 (October 2004 - October 2005) include the following:

- *Completing the NIMS Awareness Course: “National Incident Management System (NIMS), An Introduction” IS 700
- Formally recognizing the NIMS and adopting the NIMS principles and policies
- Establish a NIMS baseline by determining which NIMS requirements you already meet
- Establishing a timeframe and developing a strategy for full NIMS implementation
- Institutionalizing the use of the Incident Command System (ICS)

** Already Addressed*

According to the NIMS Integration Center ‘institutionalize the use of ICS’ means that government officials, incident managers and emergency response organizations at all jurisdictional levels adopt the Incident Command System and launch activities [in FY 2005] that will result in the use of the Incident Command System for all incident response operations. Actions to institutionalize the use of ICS basically take place at two levels - policy and organizational/operational. At the policy level, institutionalizing the ICS means government officials, i.e., governors, mayors, county and city managers, tribal leaders and others:

1. Adopt the ICS through executive order, proclamation or legislation as the jurisdiction's official incident response system; and
2. Direct that incident managers and response organizations in their jurisdictions train and exercise the ICS and use it in their response operations.

Since the release of the NIMS and the National Response Plan (NRP), there has been more intense focus on these definitions since resource typing and mutual aid are key components of NIMS. Some States and localities are looking at the resource typing definitions, concluding that there are differences and initiating new resource typing definitions that better reflect their needs. NIMS is based on the need for standard definitions and practices. Developing separate definitions will in effect negate the fundamental idea that all responders should be using common definitions when ordering or receiving assets through mutual aid. Systems that do not conform to these common definitions are not compliant with NIMS.

Incident Management Teams (IMT) Type 3

The Department of Fire Services has received funds to support the Fire Chiefs’ Association of Massachusetts’ initiative to create a Type 3 IMT Team. It is expected that this program will be initiated during the fall of 2005.

The overall goal of USFA's Incident Management Team (IMT) program is to develop state and regional IMTs to function under the NIMS during a large and/or complex incident or a major event. Type 3 Incident Management Teams are designed for those communities who exceed their capabilities for resources, personnel, and equipment during a large/complex incident, typically extending into the second operational period. The Type 3 IMT can either support an existing ICS structure, or can assume

command of an incident if requested to do so. The Type 3 IMT can ease the transition to a Type 2 or Type 1 IMT for incidents of national significance.

The USFA Type 3 IMT Technical Assistance program is a seven (7) day team-specific training, *All-Hazards IMT*, customized for the state or region delivered to an assigned team as a whole including instruction in:

- Command & General Staff functions
- Unified Command, Area Command
- IMT concepts/dynamics/transition
- Functional/operational exercises
- Customized operational simulation

Each student fulfills the role they will assume at an incident. Host agency will be notified of any students who do not perform satisfactorily. Upon completion, the team will be able to perform effectively at an incident. Position-specific training includes:

- Type 3 Incident Commander
- Type 3 Planning Section Chief
- Type 3 Logistics Section Chief
- Type 3 Administration/Finance Section Chief
- Safety Officer
- Public Information Officer
- Shadowing of experienced Type 1 and Type 2 IMTs

All-Hazards ICS and Incident Management Team training may require further courses as the Team is developed.

Recruit Training and IS 700, Intro to NIMS and NIMS ICS for the Fire Service

Future plans call for the *Recruit Class* and *Firefighter 1 Plus* programs to incorporate the *IS 700* and *NIMS ICS for the Fire Service* into their curriculums. This is a total of two and one-half (2-1/2) days of training.

Closing

While this initial plan addresses a strategy for implementing NIMS it is a work in progress. At the state level, the Executive Office for Public Safety is obligated to finalizing the strategy over the next several months and to inform the first responders across the Commonwealth of Massachusetts. Work is currently being accomplished by other agencies to comply with the DHS mandate.

The fire service across the Commonwealth should become engaged in the NIMS training process, if not already involved. Every fire department should have a command system (ICS) and participate in the NIMS, as it evolves. All first responders should complete the *IS 700 NIMS Awareness* course. Make sure your local community is actively pursuing the needed training and developing policies, procedures, and mutual aid agreements. Speak with local police department leaders, emergency managers, public health representatives, EMS if they are not organized in your department, department of public works personnel, and local government officials, to share ideas and plans. Continually seek out new/updated information on NIMS as it continues to evolve. Remember, failure to train and plan in these areas may severely limit your organization's ability to provide assistance at future multi-jurisdictional incidents and most importantly jeopardize opportunities for future federal funding grant applications.