UNIFIED COMMAND

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PREFACE

PROGRAM GOAL

The goal of this Unified Command Workshop is to provide responders with a *BASIC* understanding of Unified Command (UC). There are many emergencies and disasters that can call upon the combined talents and abilities of numerous agencies and departments. For example, in an oil spill or hazardous materials release, the public works department may be called upon to provide personnel, equipment and materials to construct dikes or diversion channels. In addition, utility employees may be needed to secure water intakes, sewer lines, or conduits. These and other emergencies demand a coordinated and effective response effort.

In order to control the varying response functions, an effective management tool is needed. That management tool is based on the Incident Command System (ICS), but is termed Unified Command since it involves cooperation and participation for many different organizations.

THE STUDENT MANUAL

The Student Manual was designed to serve several purposes. First, it will guide you through the program and allow you to follow the instructor's presentation. Information has been provided in the right hand column of each page to assist you in identifying key topic areas. You may wish to make notes in the right column of presentation items that you feel are particularly important.

The second purpose of the Student Manual is to serve as a reference document for **future** use.

WORKSHOP OBJECTIVES

At the completion of the workshop, the participant will be able to:

- Review functional features and advantages of the Incident Command System (ICS)

- Identify functional features and advantages of the Unified Command System

- Exercise Unified Command principles to manage an incident involving Weapons of Mass Destruction (WMD)

TARGET AUDIENCE

As previously stated, this workshop is designed for those in the emergency response community who need a basic knowledge of ICS, its concepts and Unified Command. Specifically, this workshop will introduce ICS and Unified Command principles to responders. Groups that may fall into this category include:

- Fire Departments
- Public Works/Highway Departments
- Utility Companies
- Health Departments
- Emergency Medical Services
- Public Officials
- Emergency Management
- Law enforcement

Others who may find themselves involved in an emergency response to an oil spill, hazardous materials release, or other natural or man-made disasters, may also benefit from participation.

KEY ASSUMPTIONS/LIMITATIONS

The development of this workshop is based on certain key assumptions. Participants in this workshop are expected to have received previous ICS training. In addition, the participant must understand that this workshop **is not** intended to replace the need for additional training and practical application of Unified Command principles. Instead, this workshop will provide only a *basic overview* of Unified Command.

Chapter 1: Course Overview

COURSE OVERVIEW

Welcome to the Unified Command Workshop. The development team and the Illinois Terrorism Task Force recognize the need for this workshop and the time you have taken away from your normal duties to attend. In addition to the information and insight gained from the instructors, it is the desire of those involved in the development of this course that you also take away the understanding of the magnitude and need to implement Unified Command early in an incident.

This is the proposed process to comply with the attached NIMS document.
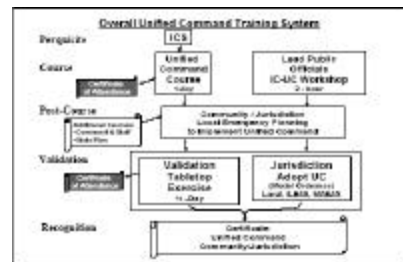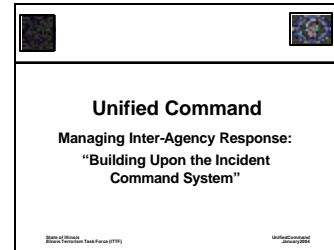
COURSE OBJECTIVES

- Review functional features and advantages of the Incident Command System (ICS)

- Identify functional features and advantages of the Unified Command System
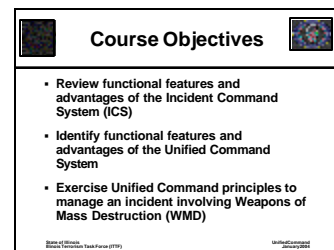
- Exercise Unified Command principles to manage an incident involving Weapons of Mass Destruction (WMD)

The course has been arranged into Four Chapters:

Chapter 1:   **Course Overview** describes the course goal and agenda and the materials that will be used in the course.

Chapter 2:   **Incident Command** reviews the basic Incident Command System organization and the responsibilities of the various components.

Chapter 3:   **Unified Command** illustrates that ICS can be used for planned events and unplanned incidents with equal success. The unit also introduces unified command as a method for managing complex incidents and multi-jurisdictional responses.
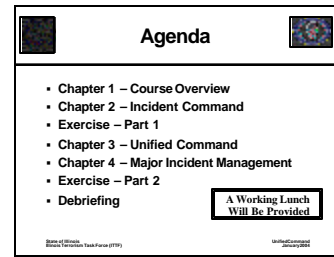
Chapter 4:   **Major Incident Management** focuses on the characteristics of major incidents and techniques necessary to control them before the management of these incidents becomes overwhelming. In addition to the classroom portion included in the workshop is a tabletop exercise to give you the opportunity to apply what has been covered..

During a response that involves various units many times they will operate as independent units. For small incidents or incidents that are controlled rapidly this approach is more then adequate.
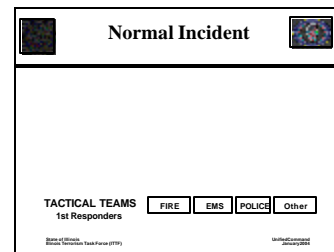
If the incident involves a declared disaster or is beyond the combined capabilities of the affected community, the Emergency Operations Center (EOC) may be activated. Depending on the nature of the incident and how well the relationship between the EOC and the Incident Commander this can be of great assistance in controlling the incident. Again, disciplines usually communicate with their peers and the exchange of information is usually confined to what is necessary to accomplish the tasks at hand or to solve problems as they arise.
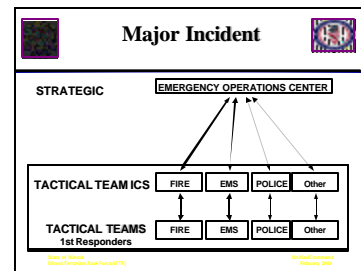
The focus of the course will be on the principles necessary to transition from the "Incident Command Structure" of ICS, which you are familiar with, to the "unified command structure", which is new to most. The importance of first determining that Unified Command is necessary and then starting the transition is critical to organized control of the incident. Although, incidents involving Weapons of Mass Destruction (WMD) are on everyone's mind, it should be remembered that unified command can and should be utilized when the situation warrants it. Unlike "incident command" the use of "unified command" is not an everyday occurrence, fortunately for all involved.

Unified Command will still have as a basic principle a single incident commander. Where the major differences will become evident is in the make up of the unified command staff and the special support staff that will probably be utilized during the incident. The agencies utilized to control the incident will require this staff to assemble and function effectively to control not only the incident, but to provide control and direction to the response agencies. In addition to the agencies response, disciplines usually work with additional agencies from, the State and Federal government, as well as many local resources they may not work with on a regular basis, or even at all for that matter. The control of these response agencies and the effective utilization of the resources and the responsibilities that they have cannot be over emphasized.

In February of 2003, President Bush signed Homeland Security Presidential Directive – 5 (HSPD-5). This was followed by Homeland Security Directives 7 & 8, all of which are included as part of your student manual. The two major points of HSPD-5 that impact this workshop are the requirement by response organizations to adopt a National Incident Management System (NIMS) and that Unified Command is an integral part of NIMS.

NIMS is a system made up of many components. At this time these components are: The Federal Response Plan, Prevention activities, Intelligence as integral part of all functions and levels of NIMS, the Incident Command System, the need for resources and the regionalization of the control of those resources, the need for an Emergency Operations Center (EOC) and the interface between all the various centers.
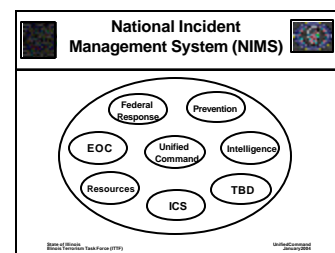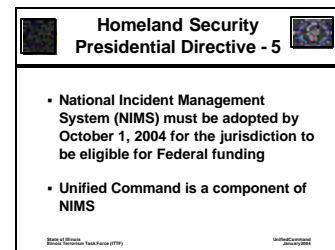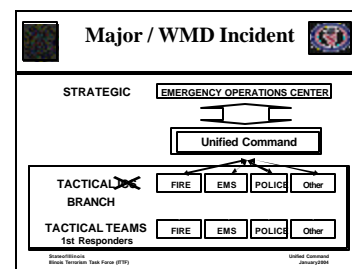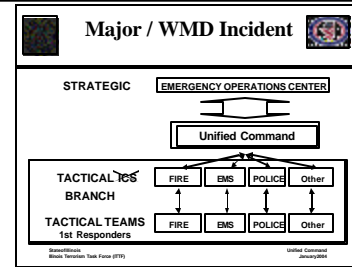
Chapter 2: Incident Command

INCIDENT COMMAND

OBJECTIVES

- Review the key concepts, structure, and advantages of the ICS
- Review the key concepts, structure, and advantages of the Emergency Operations Center (EOC)

INTRODUCTION

The Incident Command System (ICS) is the model tool for command, control, and coordination of a response to an incident. ICS provides a way to coordinate the efforts of individual agencies as they work toward the common goals of protecting life, property, the environment, and stabilizing the incident.

All incidents require a coordinated effort to ensure an effective response and efficient, safe use of resources. The ICS organization is built around five major functions that are applied to any incident, whether it is large or small. This organization serves as the building block for Unified Command.

KEY CONCEPTS

There are 13 key concepts that form the basis for the Incident Command System. They are Common Terminology, Modular Organization, Integrated Communications, Organizational Structure, Consolidated Action Plans, Manageable Span of Control, Pre-Designated Incident Facilities, Comprehensive Resource Management, Measurable Objectives, Development of an Incident Action Plan, Establishment/Transfer of Command, Chain of Command/Unity of Command and Intelligence Management.
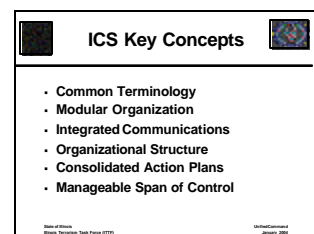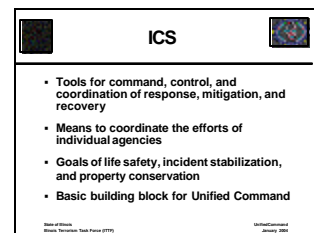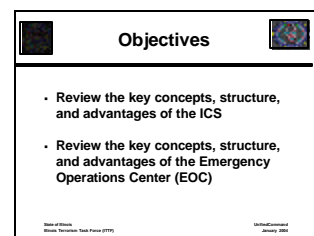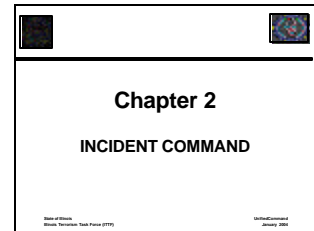
Common Terminology

Common terminology is essential in any emergency management system, especially when diverse agencies are involved. When agencies have slightly different meanings for terms, it can lead to confusion and inefficiency.

In ICS, major organizational functions and units are predesignated and given titles. The terminology is standard and consistent among all the agencies involved.

To prevent confusion when multiple incidents occur within the same jurisdiction or on the same radio frequency, each incident is specifically named.

Common names are also established and used for all personnel and equipment resources as well as for all facilities in and around the incident area.

Radio transmissions are conducted using clear text: plain English, without "ten" codes or agency-specific codes.

Modular Organization

ICS organizational structure develops from the top down at any incident. "Top-down" means that, at the very least, the Command function is established. The first-arriving officer, supervisor, commander, or manager is designated the Incident Commander (IC) and starts organizing the incident. As the incident's management needs dictate, additional responsibilities in other functional areas may be assigned below the IC.

A modular organization can shrink or expand depending on the magnitude of the incident or operational necessity. The specific ICS organizational structure for any incident is based on the *management needs* of the incident.

Integrated Communications

Integrated communications involves managing communications at incidents through the use of a common communications plan. Integrated communications is one of the biggest problems at major disasters.

Effective two-way communication is essential. It is important not only that messages are received, but also that they are understood and acknowledged. Standard operating procedures should be established using common terminology and clear text. Radio networks for large incidents may require additional capabilities.
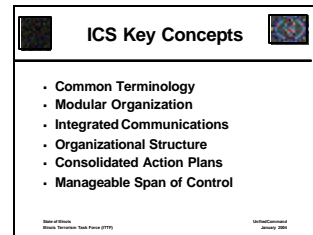
Organizational Structure

The ICS organizational structure may include five functional areas:

■ **Command:** Responsible for overall command of the incident. May include Command Staff positions responsible for:

◆ Safety
◆ Liaison
◆ Information

■ **Operations:** Responsible for all tactical operations at the incident.

■ **Planning:** Responsible for collection, evaluation, dissemination, and use of information about incident development and the status of resources.

■ **Logistics:** Responsible for providing facilities, services, and materials for the incident.

■ **Finance/Administration:** Responsible for all costs and financial considerations of the incident.

Consolidated Action Plan

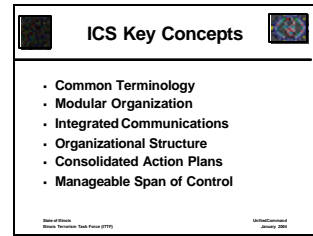Every incident needs some sort of action plan, either written or verbal. Written action plans are required whenever resources from multiple agencies are used, when several jurisdictions are involved, or when the incident is complex (for example, when changes in shifts of personnel or equipment are required).

Action plans should cover all objectives and support activities needed during the entire operational period. In prolonged incidents, it may be necessary to develop action plans covering specific operational periods.

Manageable Span of Control

Another important component of an effective emergency management system is a manageable span of control. Manageable span of control means the number of subordinates one supervisor can manage effectively. The desirable range of subordinates per supervisor is three to seven, and the optimum number is five. When the span of control starts to become a problem, the person in charge needs to delegate responsibilities so that fewer individuals report directly to him or her.

Designated Incident Facilities

Incident facilities should be clearly designated. Designated incident facilities—such as a Command Post, an incident base, or a staging area—may be established based on the requirements of the incident. The IC determines when these facilities are established and where they are located.

The Command Post is the location from which all incident operations—direction, control, coordination, and resource management—are directed.

A staging area is a location where available resources report for assignment.

Comprehensive Resource Management

Resources may be organized in numerous ways, depending on the needs of the incident. Comprehensive resource management, when performed effectively: increases personal safety, maximizes resource use, consolidates control of large numbers of single resources, reduces the communications load, provides accountability, and reduces freelancing.

Knowing the status of resources is critical to effective resource management. Resource management is often carried out in a staging area. All resources should be assigned a current status condition. There are three status conditions: Assigned (performing active function), Available (ready for assignment), and Out of service (not ready for available or assigned status).

All unassigned resources go to staging, unless otherwise directed, to receive their assignments. Any changes in resource location and status are reported promptly to the central status-keeping function by the person making the change.

Measurable Objectives

As part of the development of an Incident Action Plan objectives will be developed. These objectives need to be specific and measurable. It would not be acceptable to include as an objective to have the incident mitigated. The objectives contained within that Incident Action Plan must be clearly defined so success and completion can be easily determined.

ICS Key Concepts

- Pre-Designated Incident Facilities
- Comprehensive Resource Management
- Measurable Objectives
- Development of an Incident Action Plan
- Establishment/Transfer of Command
- Chain of Command/Unity of Command
- Intelligence Management

State of Illinois
Illinois Terrorism Task Force (ITTF)

Unified Command
January 2004
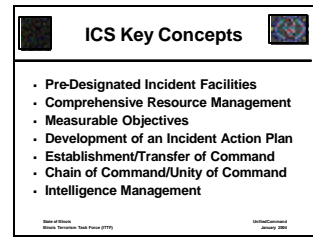
Development of an Incident Action Plan

There has been much discussion on when the Incident Action Plan should be written and when simply the incident commander knowing what is contained in the plan is enough. All agree that one must be developed and as we expand into Unified Command, not only the need but the complexity of the Plan will increase dramatically. The procedure by which this plan is developed will be important to the success of the effort.

ICS Key Concepts

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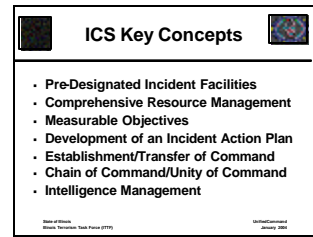
Establishment/Transfer of Command

Every incident will have an Incident Commander; although the person actually performing the duties may change the function will continue. Whatever procedure is used command must be established and then as the individual is relieved a formalized procedure must be followed so the person assuming the command function is aware of what has happened, what is happening, and what is forecast to happen. This is critical since the individual assuming the command function will be responsible of the overall safety and management of the scene.

Chain of Command/Unity of Command

For the Incident Command system to function properly there must be a chain of command. This is established as the organizational structure is expanded. Everyone needs to know whom they are supervised by (Chain of Command). The second concept, Unity of Command, implies that everyone only reports to one individual and that individual is the only one, other then for safety reasons, that can alter the assigned task of the personnel they supervise. Although these are simple concepts the frequency they are violated on the scene of incidents make them critical to cover frequently.

Intelligence Management

Intelligence is one of those functions that are often misunderstood. Intelligence management in the context of Incident and Unified Command simply means the management of information. This information very well may come from the law enforcement community, however, that is not the only source. As an incident grows in magnitude and duration the amount of information that must be managed grows exponentially. The management of this information is critical. One only has to think back to the last time they tried to do a report several days after an incident to see how quickly even a small amount of information is forgotten. Another aspect of Intelligence is the determination of who has access to what information. Just as everyone may not know the entire Incident Action Plan, everyone working on a specific task may not know the other tasks that have been accomplished.

INCIDENT COMMAND FUNCTIONAL COMPONENTS

The common organizational structure of an Incident Command System involves the five major functions of Incident Command, Operations, Planning/Intelligence, Logistics and Finance/Administration. In addition the Command staff is composed of the functions of Safety, Information, and Liaison.

COMMAND FUNCTION

The first function we will discuss is that of Command. Included within this function are the Incident Commander and the Command Staff, usually made up of the Public Information Officer, the Safety Officer and the Liaison Officer. First let's address the Incident commander, followed by the others of their command staff. The Incident Commander is the person in charge at the incident and must be fully qualified to manage the response. This is the person who will be the central figure of the incident management system. As you will see the incident commander has many responsibilities and concerns throughout the incident.

The major function of the Incident Commander is that of decision making. They are responsible for all decisions and actions made during the duration of the incident. Although the actual person may change as the incident progresses, the functions, responsibilities and concerns will remain the same. To accomplish this task they must provide for an adequate staff size. The incident commander should remember that as this staff size increases not all of them must come from the same discipline. Two other things to remember concerning the staff are that the incident commander must have complete trust in their staff. In order to operate effectively this trust must be present. When it is not, the incident commander tends to "micro-manage the incident, which usually means they neglect their primary function of decision making and their primary responsibility of safety.

The final thing to remember about the incident command system and the function of incident commander is that they must be willing to expect requests for clarification as well as ask for clarification. This is difficult for some people because they feel it makes them look as if they don't have the knowledge necessary to manage the incident.

Responsibilities of the Incident Commander

The Incident Commander (IC) is the chief of the command function. ICs are selected on the basis of who has primary authority for overall control of the incident. The IC may change at various stages of the incident. Being responsible for the overall management of the incident the following are the major areas of responsibility:
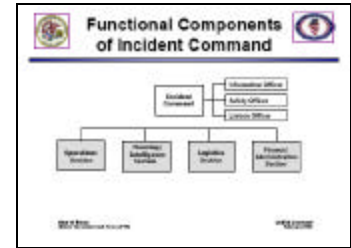
- Performing command activities, such as establishing command and establishing a Command Post.

- Protecting life and property.

- Controlling resources, including personnel and equipment.

- Ensuring personnel accountability for safety and task accomplishment.

- Maintaining effective liaison with outside agencies and resources.

- Make decisions concerning the incident.

An effective IC must be proactive, decisive, objective, calm, and a quick thinker. To handle all the responsibilities of this role, the IC also needs to be adaptable, flexible, and realistic about his or her limitations.

MANAGEMENT AREAS

To fulfill the responsibilities of the command function the incident commander has several specific areas they must that are listed as follows:

Establish Command

The IC's first responsibility is always to establish command. By establishing command, the IC establishes clear lines of authority and communication. Informs other responders that the incident command system has been implemented, and who the person is that is serving as the incident commander.

Ensuring Responder Safety

Responder safety is the primary reason that the incident command system was developed and its practice so widely supported. We must all keep in mind that the term "responder" is all inclusive and involves all those operating on the scene. Some incident commanders feel that their only responsibility for safety is for their "own" people. This couldn't be further from the truth especially in the context of unified command, which we will cover later. If the principles of incident command are followed and the incident commander addresses their areas of responsibility, then responder safety has been addressed.

Assess Incident Priorities

There are three major incident priorities: life safety, incident stabilization, and property conservation.

The first priority is always the *life safety* of the emergency response personnel and the citizens. Life safety must come before all other priorities. Many times by accomplishing the second priority the first (life safety) is best served. Sometimes the thought of putting the safety of the responders ahead of the victims or other citizens is difficult to put into practice. Most responders are practicing their profession with the understanding that their lives may be in danger while performing their duties. The incident commander must remember that this philosophy should only apply when there is something to be gained and then only with the participants having full knowledge of the risks or dangers involved.

The second priority is *incident stabilization*. The IC is responsible for determining the strategy that will minimize the effect the incident may have on the surrounding area. A course of action must be identified to minimize the overall effect of the incident, and the resources to control the incident must be managed. Routine incidents usually require minimal effort, whereas complex incidents require greater control. The size and complexity of the command system developed and implemented should be in keeping with the *complexity of the incident*, not the size. Even situations that may appear hopeless must be managed and controlled.

The third priority is *property conservation*. Property conservation means minimizing the damage to property while achieving the goals and objectives at an incident. Because conservation of property is always less important than conservation of life, property conservation is sometimes neglected due to limited resources. However, an incident cannot be considered successfully managed unless property conservation is given proper consideration and implemented in a timely manner.

Coordinate Activities of Outside Agencies

Coordination of the activities of all response agencies is one of the most essential ingredients in incident control. Such coordination ensures that resources will be used wisely, and eliminates time wasted on performing tasks that are unnecessary to the overall success of incident control. It also means that the safety of all responders is being considered and addressed.

This may seem like a simple task, however, it may be very complex and time consuming. Depending on the number of agencies assembled on the scene and their tasks. Implementation of a unified command structure may make the management of all activities easier. If unified command is not implemented, then the use of the liaison officer is essential.

Authorizing Release of Information

At the scene of any incident the one thing everyone wants is information. The decision as to what information is released, when and through whom, is a decision incident commanders must make. If, as incident commander, you find yourself putting the media off either because you don't want to talk to them or you don't have time, then it is time to consider staffing the public information function. Those that say they don't want to talk to the media because they have nothing to say are only making matters worse.

Keep in mind that effectively managing the media may help in managing the incident effectively. Envision what could happen if the wrong information was released or if wrong information was reported. It is realized that some of this may happen anyway, but the incident command must make every attempt to control the release of information.

As has been stated the effective IC must recognize when it is time to delegate these functions to Command Staff positions. These positions are discussed next.

ADDITIONAL COMMAND STAFF

The Additional Command Staff positions include the Information Officer, Safety Officer and the Liaison Officer. The person(s) that perform these functions report directly to the incident commander. In some systems their request for information is treated as a request directly from the incident commander. Again remember that as these positions are staffed the incident commander is no longer responsible for the actual performance of these tasks, only how they are performed and that they are performed.

Liaison Officer

The Liaison Officer is the point of contact for assisting or coordinating agencies. This function is assigned to prevent the IC from becoming overloaded by questions from the numerous assisting agencies that some incidents involve. The Liaison Officer's role is to provide that communication and coordination between the agencies to insure that there is no duplication of effort and all resources are used to their fullest capabilities. Liaison management provides lines of authority, responsibility, and communication with outside agencies. The Liaison Officer position is usually implemented at large or complex incidents.

For example, the Liaison function could be used if mutual aid is activated and crews from another city or the State arrive to help with an incident such as a plane crash or a large civil disturbance.

One of the most important responsibilities of the Liaison Officer is to coordinate the management of the participating agencies. This coordination is essential; it prevents duplication of efforts and allows each agency to do what it does best.

In addition, there are sometimes special demands on the Liaison Officer:

- The Liaison Officer may act as *diplomat* when needed, such as when an agency is unfamiliar with ICS, when there is a lack of joint training among agencies, or when multiple agencies wish to establish their own Command Posts, which would result in lack of coordination and potentially unsafe operations.

- The Liaison Officer may occasionally need to give *strong direction* to help an agency fit into the system. This means, "telling," not requesting.

Liaison Officers need to have a specifically identified place for agencies to report in, work, and communicate with each other.

Safety Officer

The *Safety Officer* is responsible for monitoring and assessing hazards or unsafe situations and developing measures for assuring personnel safety. The Safety Officer keeps the IC informed of present or potential hazards so the IC can build personnel safety into the action plan. The Safety Officer can take immediate steps to stop or correct any unsafe act and/or remove personnel from imminent danger. The Safety Officer position is implemented when necessary to manage the safety of all personnel and to relieve the IC of direct involvement in this responsibility. He or she also keeps the IC informed of present problems and potential hazards.

The Safety Officer should not only identify problems, but also should suggest solutions to minimize the risks. The IC will use the information provided by the Safety Officer during development of the incident action plan. The Safety Officer has the authority to bypass the chain of command when it is necessary to correct unsafe acts immediately, such as removing all personnel from areas of *imminent* danger.

Functional Components of Incident Command

For example, the IC at a sniper incident would keep people out of the range of fire and build a safety plan.

The IC must always be informed of any corrective actions.

Information Officer

The Information Officer is responsible for interface with the EOC PIO, the media, and other appropriate agencies. This function is implemented to relieve the IC of working with the media, which would take him or her away from command responsibilities.

The needs of the media are real and must be met: they need accurate and consistent information. When the IC is not able to handle both managing the incident and informing the media, the Information Officer's position should be implemented.

The Information Officer should:

▪ Upon notification of the Information Officer assignment, report to the Command Post and obtain a briefing on the situation from the IC.

▪ Determine what is expected of him or her; what the Information Officer's media release authority is; and what types of releases, if any, can be made without the IC's approval.

▪ Establish a single incident information center or press area whenever possible. Media representatives need to be made aware of its location and the importance of their reporting there.

▪ Unless the EOC is activated, or until deemed necessary by the IC, the information center will be at or near the scene of the emergency, away from the Command Post. The Information Officer needs to arrange for necessary work space, materials, telephones, radios, and additional staffing.

▪ Coordinate with the EOC's Public Information Officer to prevent conflicting information.

The Information Officer should (Continued):

- Obtain whatever personnel are needed, as the incident unfolds, to assist in the duties of the assignment. At least one assistant will be needed from the start.

- Coordinate all releases of significant information with the IC.

- Prepare an initial information summary as soon as possible. The Information Officer is responsible for releasing information to the news media and is responsible for posting information in the Command Post and in other appropriate locations.

- Establish specific times for news releases, fact sheets, or updates.

- Conduct tours of the emergency scene as directed by the IC. These tours should be made based on any safety guidelines established by the Safety Officer. Media representatives should have the proper protective clothing for the situation and be warned about specific dangers or potential problems.

INCIDENT COMMAND SYSTEM STRUCTURE

Branches

At a large-scale or complex incident, the number of Divisions and/or Groups, which will be discussed later, may create a significant span-of-control problem. Also, the nature of a specific incident may call for a functional branch structure. When this occurs, the IC should consider establishing Branches. A *Branch* is an organizational level above Divisions and Groups.

Branches are also of great value when large numbers of resources are committed to a specific functional activity.

- A good example would be an incident with a major EMS problem. An EMS Branch could be implemented to alleviate this problem.

- Another example would be a hazardous materials incident, at which a Police Branch could be set up to provide security.

Functional Branch responsibilities include:

- Coordinating the activities of the Divisions or Groups within a Branch.

- Determining whether assigned objectives are being met.

- Requesting additional resources as required.

- Keeping the immediate supervisor informed of the Branch's status.
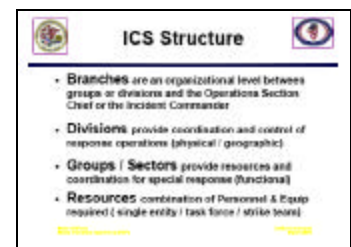
Divisions

Divisions are usually organized under Operations or Logistics and are the basic building blocks of the ICS structure. They are established when the number of resources required exceeds the span of control of the IC or Operations Chief. Establishing Divisions and Groups allows the IC to effectively delegate responsibilities.

A Division is an organizational level responsible for operations in a specified *geographical* area at an incident. A Division is commanded by a Division Supervisor. Examples of Divisions are geographic areas during the search for a missing person, or fire department segmentation at a fire.

Groups

Groups are usually organized under Operations or Logistics and are the basic building blocks of the ICS structure. They are established when the number of resources required exceeds the span of control of the IC or Operations Chief. Establishing Groups allows the IC to effectively delegate responsibilities functionally.

A Group is an organizational level responsible for a specified *functional* assignment at an incident. A Group is commanded by a Group Supervisor. Examples of Groups include an Evacuation Group, a Perimeter Group, and Negotiation Group.

Divisions and Groups operate at the same level. A Group may be established to provide resources and coordination for a specific tactical responsibility for the entire incident. A Group Supervisor responsible for an identified tactical function reports to a higher organizational level, such as the IC or the Operations Section Chief. A Division may be established to provide coordination and control of tactical operations when multiple resources are assigned to perform tactical functions in a specific geographic area.

When a Group's tactical activity has an effect on or is taking place in or near an established Division, **lateral communication and coordination** between the Group and Division Supervisors is very important. If a Group has been assigned a function that crosses divisional boundaries, the Division, working at the same level as the Group, is then responsible for all tactical activity in that area not performed by the Group.
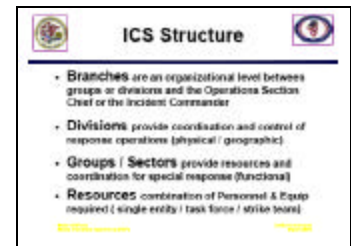
For example, during the search for a missing person, the area might be divided geographically into Divisions, and groups responsible for searching wooded areas and questioning residents might also be designated. Each Division must have clear communication, both with the Search Group operating within its boundaries and with the Canvassing Group crossing through the Division during the search.

Benefits of Divisions and Groups

Using Divisions and Groups can help reduce or resolve span-of-control problems at an incident, provide essential coordination at a designated area or for a specific function, and ensure personnel accountability.

Responsibilities of Division and Group Supervisors

Division and Group Supervisors provide accountability and coordination of companies, ensuring maximum safety and survival of response personnel. They are responsible for:

▪ Implementing their assigned portion of the overall incident action plan.

▪ Coordinating activities within their assignment.

▪ Evaluating the resource needs within their area of responsibility.

Keeping the next higher level of command informed of the status of resources within their area of responsibility.

It is essential that the next higher level of command be made aware of any needs for resource adjustment.

Every Division or Group Supervisor needs certain information from the Incident Commander: their radio designation (e.g., Division A or Search Group), their assigned objectives, and the resources under their command.

Dividing the Incident

A system should be available for dividing the incident into manageable geographic segments. Specific geographic identifiers facilitate effective communication of Division assignments.
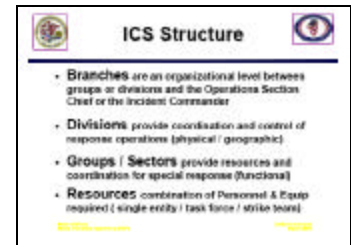
Acting vs. Directing

Division and Group Supervisors must avoid the temptation of *taking action* rather than *directing* departmental resources. The Supervisor's job is to direct personnel rather than to take action at the scene.

This point is important, because taking action will be done at the expense of handling the real responsibilities of:

- Establishing control over departmental resources being committed to the incident.

- Developing effective coordination with the other agencies responding to the incident.

GENERAL STAFF FUNCTIONS

As incidents increase in complexity or size, it often becomes necessary for the IC to delegate major functional responsibilities to General Staff in order to maintain an effective workload and span of control.

For example, if someone has planted a bomb in a public place, it would be best to delegate the handling of the incident to demolition experts (bomb squad).

The IC may delegate responsibilities to General Staff in four functional areas: the Operations, Planning, Logistics, and Finance/Administration Sections.

OPERATIONS FUNCTION

The Operations Section is responsible for carrying out the response activities described in the Incident Action Plan (IAP). The Operations Section Chief coordinates Operations Section activities and has primary responsibility for receiving and implementing the IAP. The Operations Section Chief reports to the Incident Commander and determines the required resources and organizational structure within the Operations Section. The Operations Section Chief's main responsibilities are to direct and coordinate all operations, ensuring the safety of Operations Section personnel at the Tactical Level.
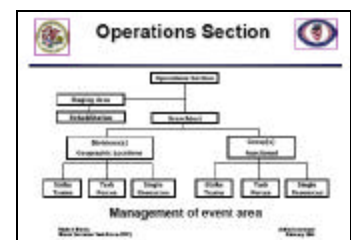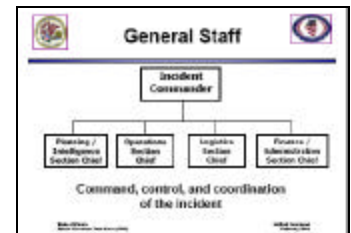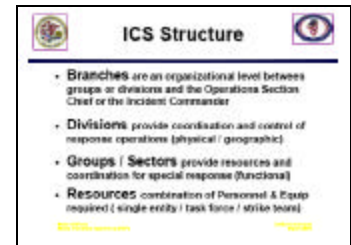
When an Operations Section is established, the Divisions and Groups, discussed earlier, responsible for tactical operations are typically set up under this section, as is the staging area. The Operations Section (as with any section) should be established *only when necessary*—not to "overmanage" the incident. Operations is staffed when the:

- IC has span-of-control problems

- Incident covers a large geographical area

- Incident is complex, and the IC needs assistance determining strategic goals and tactical objectives
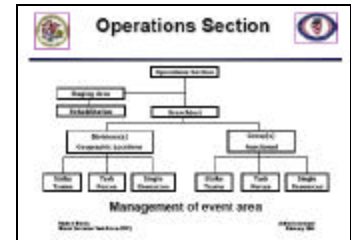
Goals and objectives will change over time. Initially they will be linked to life-saving or life-safety activity. After the injured have been removed, goals may change to body recovery, protection of property, or recovery activities.

Example: In the street fight incident, after safety is ensured and the injured are treated, steps may be taken to control looting.

Responsibilities of Operations Section Chief

The Operations Section Chief has a number of responsibilities. He or she must:

- Direct and coordinate all tactical operations
- Assist the IC in developing objectives for the incident
- Develop operational plans
- Request or release resources through the IC
- Consult with the IC about the overall incident action plan
- Keep the IC informed of situation and resource status within Operations
- Supervise the Staging Area Manager

Operations is staffed when the:

- IC has span-of-control problems
- Incident covers a large geographic area
- Incident is complex, and the IC needs assistance in determining the goals and objectives

Organizational Structure

At the beginning of the Chapter Divisions, Groups and Sections were discussed. Generally these are used to control single resources. Single resources are individual pieces of equipment, a crew of individuals with an identified supervisor that can be used in a tactical application on an incident. Single resources are the most commonly utilized during an initial response.
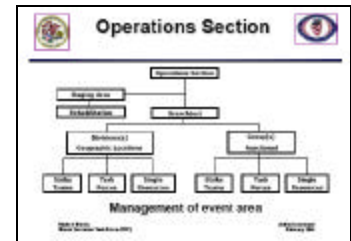
Single resources can be typed to reflect capability. Unless single resources are typed, their specific capabilities may not be clear to on-scene managers.

Examples of single resources include:

- A police motorcycle unit
- A fire engine company
- A medical team
- A helicopter
- Search dogs

The number of personnel in a crew should not exceed the recommended span-of-control guidelines.

Single resources can then be grouped into task forces or strike teams to better accomplish the objectives of the Incident Action Plan. Again Span-of-Control is maintained and the caution to not over-manage the incident must be considered.

Task Forces

A *task force* is any combination of single resources put together for a temporary assignment to meet a specific tactical need.

An example of a task force for a temporary assignment might be fire and police working together to put out a fire and gain access to victims.

The single resources combined for this task force could include a squad car officer helping to evacuate people in buildings adjacent to the burning building.

Task forces:

- Operate under the direction of a Task Force Leader.

- Can be used at all types of incidents.

- Solve span-of-control problems.

- Allow common communications among resource elements.

- Must have transportation as required.
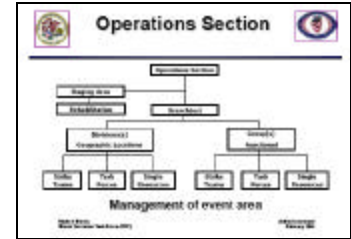
Task forces are very flexible in their makeup, with no limitations other than span of control.

Strike Teams

A *strike team* is composed of a set number of resources of the same kind and type. A Division with a large area to control could use three or four strike teams. All strike team resources must be of the same size and type.

Strike teams:

- Operate under the direct supervision of a Strike Team Leader.

- Must operate within span-of-control limits.

- Should not exceed four members.

- Must establish direct communication between the strike team leader and other resources.

- Must have transportation as required.

Strike teams offer several distinct advantages to the IC. They:

- Enable more effective resource planning.
- Provide an effective way of ordering just what is necessary for the task.
- Reduce radio traffic.
- Increase the ability to expand the organization while maintaining span of control.
- Provide close resource control and accountability.

Task forces and strike teams may be used to reduce span-of-control problems at any supervisory level, but are commonly used at the Division and Group level.

PLANNING/INTELLIGENCE FUNCTION

The Planning/Intelligence Section, headed by the Planning Section Chief, is responsible for the collection, evaluation, dissemination, and use of information about the development of the incident and the status of resources. Planning must include an assessment of the present and *projected* situation, constantly considering contingencies (remember Murphy's Law!). Proactive incident management depends on an accurate assessment of the incident's potential and a prediction of likely outcomes.

In addition to assessment of the situation status, there is a critical need to maintain information about resources committed to the incident and projected resource requirements. In addition to gathering the information evaluating that information, determining how it applies to the incident, if in fact it does, and then disseminating this information are often overlooked. Just gathering the information is not enough. Evaluation needs to rapidly be accomplished on the information. Is the information reliable, factual and accurate? Does it apply to this incident? What is the impact of this information on the incident? And finally, how will this information affect the Incident Action Plan?

It should be remembered that usually the initial action plan will be developed by the Incident Commander before the Planning/Intelligence Section is staffed. Thus the major function will be to take that plan and look ahead. Where should or will we be in an hour, 2 hours, etc. This information must always be viewed in light of the incident and the Incident Action Plan.

The other important function is to disseminate the information. This is why in unified command or at a large incident it is suggested that communications be considered a separate function. Most feel that communications in an Incident Command System involves assigning radio frequencies. However, all forms of communication must be considered. In addition both internal and external communications with all agencies and concerns must be considered.

Responsibilities of the Planning/Intelligence Section Chief

The Planning Section Chief is responsible for managing information about the incident status and resources, and for assisting the IC. These two major responsibilities include a number of activities. The Planning Section Chief manages information by:

- Collecting information regarding the incident and resources.
- Evaluating information received from a variety of sources.
- Disseminating information to the IC, Operations, and incident response personnel, as necessary.
- Preparing the incident action plan in conjunction with the IC and other Section Chiefs.
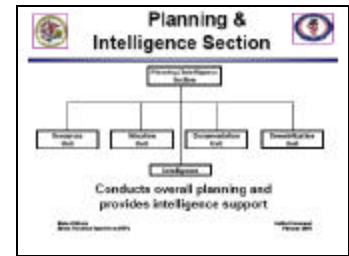
The Planning Section Chief will determine when each of the units is necessary and will order activation and deactivation as necessary.

In addition the Section Chief is responsible for the following:

- Evaluate current strategy and plan with the incident commander
- Maintain resource status and personnel accountability
- Refine and recommend any needed changes to plan with Operations input
- Evaluate incident organization and span-of-control
- Forecast possible outcome(s)
- Evaluate future resource requirements
- Utilize technical assistance as needed
- Evaluate tactical priorities, specific critical factors and safety
- Gather, update, improve and manage situation status with a standard systematic approach
- Coordinates with any needed outside agencies for planning needs
- Plans for incident demobilization
- Maintains incident records

Intelligence Function

- Concentrates on future planning
- Gathers information from recon information
- Decide on deployment of resources
- Decisions on how far in advance deployment should occur

As was mentioned in Chapter 1, Intelligence planning requires a different approach then most are familiar with. You must concentrate on forecasting what is going to happen and what resources will be necessary to deal with those things. This requires constant re-evaluation and gathering of information on how well the IAP is being carried out. It also will involve looking at all the data and asking the question "So What?" and then changing that data into information that can be used by the agencies at the incident. Any changes in the incident must be immediately made available to the Intelligence Section. Some feel that if the group is functioning efficiently, they'll probably be the ones to detect the changes or problems.

Also, the Planning Section Chief assists the IC in:

- Developing an effective incident action plan based on projected needs.
- Modifying the incident action plan to meet changing needs.
- Anticipating changes in resource needs.
- Preparing alternate strategies and tactical options based on incident potential.

For example, in the case of a wildfire, the Planning Section Chief could monitor weather forecasts to determine if winds will spread the fire, and examine maps of the surrounding area to determine if evacuation should be planned before the fire spreads.

Units Within the Planning Section

The Planning Section Chief may establish various Groups (in this case, *"units"*) under Planning, as needed

- *Situation Status Unit* (SITSTAT) gathers information and analyzes the situation as it progresses.

- *Resource Status Unit* (RESTAT) records the status of resources, including those already committed to the incident, anticipated needs, and the projected impact of additional resources responding to the incident.

- *Documentation Unit* records and protects all documents relevant to the incident. Examples of incident documentation include incident reports, communication logs, injury claims, and situation status reports. In major incidents, thorough documentation is critical to post-incident analysis.

■ *Demobilization Unit* is responsible for the development of a plan for the demobilization of the resources committed to an incident and assisting in the implementation of that plan as resources are no longer needed.

◆ Incident reports.

◆ Communication logs.

◆ Injury claims.

◆ Situation status reports.
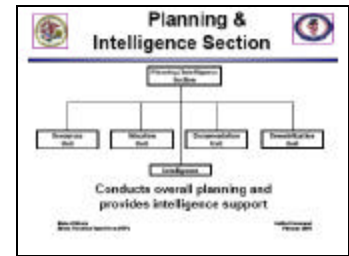
In major incidents, this documentation will be used for post-incident analysis and reporting. In some incidents, the information may also be used to support cost recovery and/or liability claims.

In incidents requiring a major resource commitment, adequate planning is needed to ensure an effective, safe, and cost-effective demobilization and return of resources to service.

■ *Technical specialists* may be assigned anywhere in the ICS organization (such as to a Division or a Group within the Operations Section) as needed.

Technical specialists are persons with relevant special skills or knowledge that may be applied to support incident operations.

Examples include bomb squad members, SWAT teams, or hostage negotiators.

LOGISTICS FUNCTION

The Logistics function, headed by the Logistics Section Chief, is responsible for providing facilities, services, and materials for the incident. The Chief acts as "supply sergeant" for the incident and manages service and support resources.
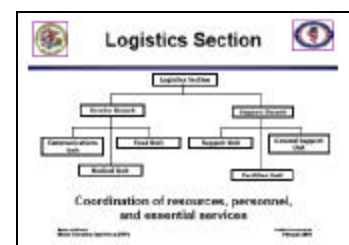
For example, during a weekend-long concert, this person would be responsible for supplying food and drink, a cool and shaded place to rest, portable toilet facilities, and medical supplies to officers supplying security for the event.

The Logistics Section provides all incident support needs, including:

Logistics Section

Coordination of resources, personnel, and essential services

- Facilities
- Transportation
- Communications. – As was mentioned in the previous Chapter, Communications should be elevated to a Branch in the Unified Command Organization. This is because of their importance to the overall success of the incident
- Supplies
- Equipment maintenance and fueling
- Food services
- Medical services
- Ordering services
- CISM services
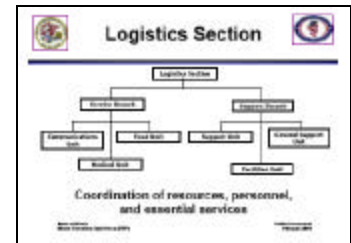
Responsibilities of the Logistics Chief

The responsibilities of the logistics function are to provide materials, services and materials for the incident. These are determined based on the objectives included as part of the Incident Action Plan and any other support the Incident Commander feels is needed. As was indicated earlier this may also include a reserve should contingencies need to be accomplished.

They also support and serve the responders. This involves meeting the needs of food, water, shelter and comfort facilities to name a few. The treatment of injuries to responders is also taken into account by logistics.

In order to accomplish the above, the logistics section must be in constant contact with both the Operations Officer and the Incident Commander. It should be remembered that once the plan is approved and given to the Logistics Officer there is no need to obtain the Incident Commanders approval on every resource.

Staging

As an incident escalates, additional resources will be required. To avoid the problems that could result from the convergence of many resources and to manage available resources effectively, consideration should be given to establishing a staging area.

Logistics Section

A *staging area* is a resource-marshalling area where units report while waiting for a specific assignment.

- An incident may have more than one staging area
- Resources in the staging area are ready for *immediate* assignment
- The staging area is under the control of the Staging Area Manager
- The Staging Area Manager reports directly to the IC until the IC's span of control becomes too great; then staging will report to Operations

The Staging Area Manager

The Staging Area Manager should:

- Use the established check-in procedure
- Respond to requests for resources by assigning available resources
- Monitor the status of resources
- Keep the IC or the Operations Section Chief informed of the status of resources in the staging area

Staging implementation will vary just as the ICS structure will vary. Staging at a simple incident may serve as a holding area. Resources may be in staging for only a short time before deployment. At a complex incident, staging may require a formalized deployment system.

Benefits of Staging

A properly run staging area provides significant advantages.

- It allows for law enforcement safety and personnel accountability
- It prevents premature deployment of resources
- It prevents freelancing
- Staging provides an excellent location for resources, private construction equipment, and call-back personnel to report to be logged in
- Staging makes it possible to minimize communications, reinforce unity of command, and buy the IC time to properly assign and deploy resources
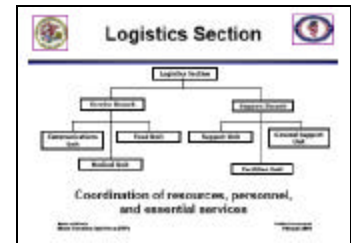
Having a place where resources and personnel can be logged in and given assignments makes it possible to *maintain control* of resources.

Logistics Section

Coordination of resources, personnel, and essential services

As the Logistics Section is expanded it can be divided into a Service Branch and a Support Branch, each headed by a Branch Director. In addition the branches can be further sub-divided. Again keep in mind to maintain a manageable span of control and not over-manage the incident.
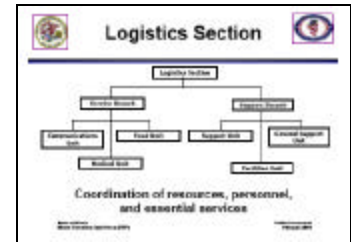
Service Branch

The Service Branch is responsible for service activities at the incident. These activities include communications, emergency medical services for incident personnel, and provisions for feeding incident personnel.   If needed, the Service Branch may contain the Communications, Medical, and Food Units.

Communications Unit:

Included within the Logistics Section is the Communications Unit. The communications function is so important and plays such a vital role that it is felt this should be elevated to the Section level.   Within the communications function is the determination of how communications will effectively be accomplished and then establishing the resource needs to accomplish it. A single phone line for 6 people won't work in a household and won't work in a unified command post. Both internal and external communication lines must be determined.   Who gets what information and when are also important questions that must be asked. When every incident is reviewed one common shortfall is always communication. Maybe that's the result of not giving it the attention it demands.

As was mentioned earlier, part of the responsibilities of this unit may be to support the Command Staff.   The unit may have to set up the infrastructure to support the communications plan. This may require the coordination with various other sections such as Command, Operations, Planning and Finance/Administration.   They will also publish the communications plan for all to utilize.

Communications Unit has the following responsibilities:

- Develops plans for effective use of incident communications
- Installs and tests communications equipment
- Staffs and manages the incident communications center
- Distributes communications equipment to personnel
- Maintains and repairs communications equipment
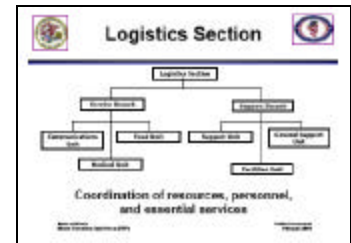
Medical Unit:

- Develops the Emergency Medical Plan for the responders
- Obtains medical aid and transportation for injured and ill incident response personnel
- Prepares reports and records
- May be assigned to assist Operations elements in supplying medical care and assistance to civilian casualties

Additionally, the Medical Unit may be assigned to assist the Operations Section in supplying medical care and assistance to civilian casualties. What needs to be remembered is that terrorist incidents are expected to be mass causality incidents. This will require many different resources to cope with that aspect of the incident. In Illinois the Illinois Funeral Directors Association has a team available that will coordinate all these activities. There responsibilities would be the identification and processing of all causalities. This may involve forensics, performing dental exams and interviewing relatives or others to gain information. Again an important aspect of the incident.

Food Unit:

- Determines feeding requirements at all incident facilities
- Plans menus
- Determines cooking facility requirements
- Prepares and serves food and potable water
- Maintains food service areas

Support Branch

The Support Branch is responsible for providing personnel, equipment, and supplies to support incident operations. These activities include supply, provision of fixed incident facilities, and ground support (such as fueling and maintenance of equipment).

If needed, the Support Branch may contain the Supply, Facilities, and Ground Support Units, with the following responsibilities:

Supply Unit:

- Orders personnel, equipment, and supplies
- Maintains an inventory of supplies
- Services nonexpendable supplies and equipment

Facilities Unit:

- Manages the layout and activation of incident facilities
- Provides sleeping and sanitation facilities
- Manages base and camp operations

Ground Support Unit:

- Fuels, maintains, and repairs vehicles
- Transports personnel and supplies

An *Assembly Area* is established when the incident size, complexity or local requires more than one site for assembling resources and providing relief for personnel. On incidents such as a high-rise or large-scale fires, Hazardous materials incident or terrorist incident, one or more assembly areas may need to be established. Each assembly area is responsible for supporting specific divisions or groups, and coordinates the level of resources with the Staging Area manager and the Division or Group supervisors.

A *Rehabilitation Officer* is designated as part of the staging function to monitor personnel dehydration and overheating, and to provide medical assessment prior to reassignment.

Critical Incident Stress Management (CISM) is another major concern in events such as these. The possibility of this need should be addressed early and plans made to use this valuable resource. It should be in place during and following the incident to monitor and provide for the well being of the responders.
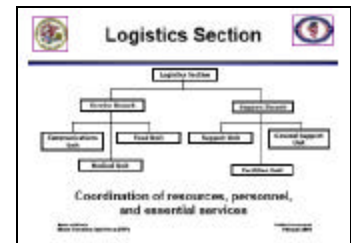
THE FINANCE/ADMINISTRATION FUNCTION

The Finance/Administration Section, headed by the Finance/ Administration Section Chief, is responsible for all costs and financial considerations of the incident. The Finance/Administration Section Chief handles: Future payments, Future budgeting, Payment of personnel costs, and Cost recovery.
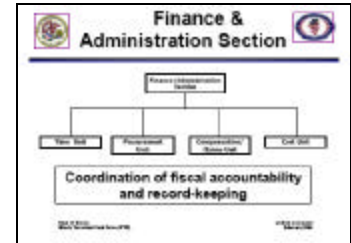
Financial considerations are not a major factor during most incident operations. However, when using private-sector resources, or during incidents where the agencies involved will be seeking reimbursement, the financial considerations can be extensive.

Responsibilities of the Finance/Administration Chief

The *Finance/Administration Section* is critical for tracking incident costs and reimbursement accounting. Unless costs and financial operations are carefully recorded and justified, reimbursement of costs is difficult, if not impossible. Everyone wants to know what an incident cost and this is the unit that can answer the question.

As the Finance/Administration Section expands the Time, Procurement, Compensation/Claims, Cost, and Cost Recovery Units are added. Not all incidents will require a Finance/Administration Section. Only when there is a need to record the costs associated with a response will the section be activated. When financial or administrative services are required, however, any or all of four units may be established:

- The *Time Unit* records the time that personnel work at the incident.
- The *Procurement Unit* activates and monitors vendor contracts.
- The *Compensation/Claims Unit* deals with financial concerns resulting from injuries or fatalities at an incident.
- The *Cost Unit* tracks costs, analyzes cost data, develops cost estimates, and recommends cost-saving measures.

Financial considerations are often a limiting factor during an incident. Finance/Administration becomes critical when using private-sector resources, when mutual aid agreements are activated, at major incidents that could result in financial assistance from the State and/or Federal governments, and/or to support post-incident liability claims. However, accurate record keeping is becoming increasingly important in small incidents.

Each community must not only determine the legal basis for the operation of the finance section, but for terrorist incidents, specific State requirements have been established for activation and reimbursement.

COMMAND ORGANIZATION

The organizational structure in a major incident can expand quickly from the organization we've seen so far to one such as this or larger. Thus as we proceed the need for training in Unified Command becomes increasingly more important.

EMERGENCY OPERATIONS CENTER

The Emergency Operations Center is a central bcation where elected officials and other designated individuals assemble to make policy level decisions. Over the years the necessity to make policy type decisions in a limited amount of time solidified the need for this central location. When time is limited and the stakes are high it is far easier to look across a table and talk to the individual then it is to try and track them down. This approach has also increased team building and cooperation among the agencies that normally occupy the Emergency Operations Center.
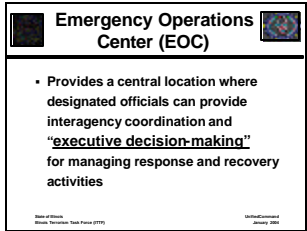
EMERGENCY OPERATIONS CENTER (EOC) KEY CONCEPTS

The first concept of EOC operations is that the group focuses on strategic or policy type decisions. This permits the people on the scene to manage the incident and the EOC to support that task.

Since the decision-makers of a jurisdiction are present in the EOC it centralizes direction and control. In many cases this facilitates coordination when several organizations are involved. It also serves to keep everyone informed of what is happening. During major incidents or disasters it permits "one stop shopping" to get answers to questions concerning the jurisdiction and its' operation.

With a central location for all information to be funneled through it permits verification of that information as well as gives the general public one place where they can call and get accurate information.

And finally it permits better control of scarce resources. During a major incident or disaster the Incident Commander may only be dealing with one of many problems affecting the jurisdiction or area. The individuals in the EOC should have a better look at the "big" picture and allocate resources where they are most needed, not on a first come first served basis.
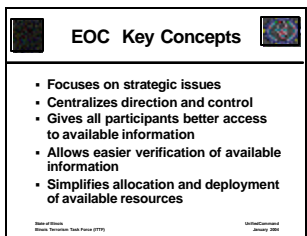
ICS/EOC INTERFACE

Because of the relationship between the EOC and the Incident Commander procedures should be established as to how they will operate together. It is obvious that both have a function, both have information and resources the other can use. The Challenge is to operate together, much like with Unified Command. Simply put the Incident Commander manages the incident and the EOC supports that operation. The EOC makes strategic and policy type decisions and the Incident Commander supports those. Many times the question comes up, "Where would "I" be?". That would depend on the incident, the individual's function and maybe the procedure that has been put in place.
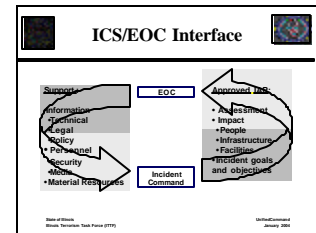
EOC COMPOSITION

The composition of a jurisdictions' EOC is usually a local policy and most of the time is governed by the type and severity of the incident. One should remember that the EOC is usually not activated and may take awhile to become so. Incident Commander should consult their local Emergency Operations Plan to determine the time frame for activation. Those listed are simply a representative sample. To determine who should be in the EOC determine who is best suited to perform the functions indicated.

SUMMARY

During the past ½ hour we have covered the basics of Incident Command. We looked at the organizations and concepts that make Incident Command work. Remember that Incident Command is the building block upon which Unified Command is built.
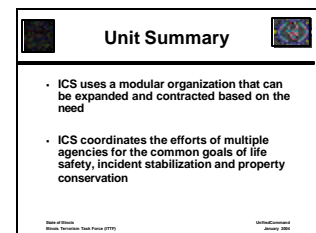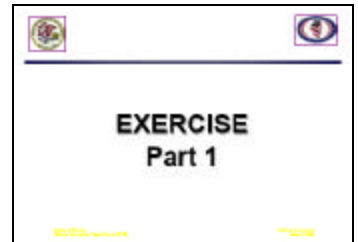
EXERCISE PART 1 GOALS & OBJECTIVES

- Size-up
- Identify contingencies
- Identify Goals and Objectives
- Initiate Incident Command Structure
  -Command
  -Incident Information management
  -Incident Action Plan
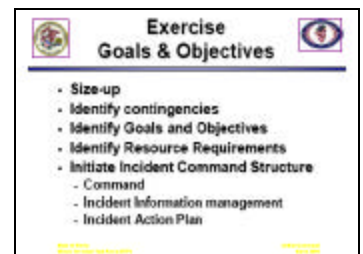
EXERCISE PART 1 GUIDELINES

- Everyone must participate
  -You should assign everyone a position
- Remember – No one is going to die!
  -Work out the problems and have fun
  -Focus on the principles and actions
- Have Fun
  -Take something back
  -Experience and understanding
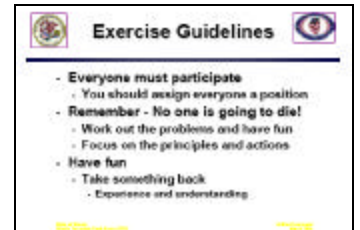
Chapter 3: Unified Command

UNIFIED COMMAND

OBJECTIVES

■ Identify key concepts, structure and advantages of using Unified Command

■ Describe the rational for transitioning from ICS to Unified Command

■ Analyze an incident and develop an appropriate Unified Command structure

■ Apply Unified Command principles to terrorist incidents

USE OF UNIFIED COMMAND

Many incidents cross-jurisdictional boundaries or the limits of individual agency functional responsibility. The standard ICS organizational framework with an Incident Commander from a single jurisdiction or agency does not lend itself to creating an effective organization for multi-agency or multi-jurisdiction incidents. Every incident should have only one person with the overall responsibility and authority to direct operational activities. When a central command authority is lacking, chaos can prevail during multi-jurisdiction or multi-agency incidents.

In some cases, however, the use of a single Incident Commander is neither legally possible nor politically advisable. Below are two possible solutions to these problems:

■ Divide the incident geographically or functionally so that each jurisdiction or agency can establish its own ICS organization in a well-defined geographic or functional area of responsibility

■ Create a single ICS incident structure with a built-in process for an effective and responsible multi-jurisdiction or multi-agency approach

While geographic or functional division of an incident is the simplest political solution, there are obvious cost and effectiveness reasons why this solution may be unacceptable. Advise that in a weapons of mass destruction incident it may be impossible because of the magnitude and impact on the area and possibly the nation, not just the local jurisdiction.
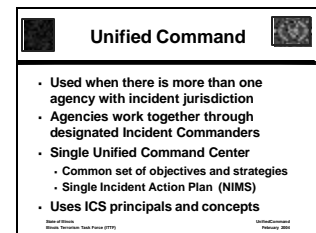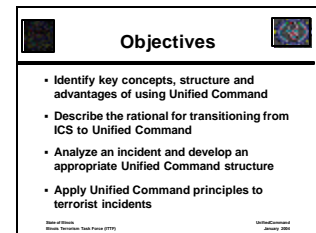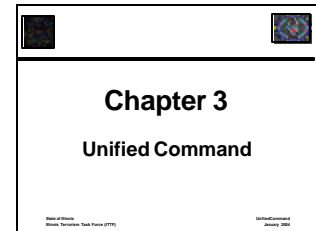
To address multi-agency or multi-jurisdiction incident management, ICS designers established an incident management process referred to as **unified command,** which has become a major feature of ICS. **Agency** describes an organization that has a legal and functional responsibility at an incident. These organizations may be from the same jurisdiction or different jurisdictions, or they may represent functional governmental authorities that do not necessarily have a geographic influence. Agencies may also represent private-sector industrial and/or commercial organizations. Each **jurisdiction** describes an authority, responsibility, or a geographic area (e.g., a city, county, State, Federal lands, etc.).

Unified command represents an important element in increasing the effectiveness of multi-agency or multi-jurisdiction incidents. As incidents become more complex and involve more agencies, the need for unified command increases. Unified command is a team process that allows all of the agencies with responsibility for an incident to establish a common set of incident objectives and strategies. The members of the team facilitate the process without abdicating agency authority, responsibility, and accountability in favor of the team. This is NOT management by committee; it is instead a collaborative effort on the part of all parties with responsibility and authority to participate in the mitigation of the incident.

All agencies involved function within their roles. The functions remain the same however; when unified command is utilized some of these functions become critical.

KEY CONCEPTS

There is only a single incident commander. This individual can be selected, appointed, established by law or find themselves in the position of incident commander by some other means. Again this is not command by committee. The person selected as the incident commander, in addition to being an excellent manager, must also being willing to listen to others input and keep the organizational structure on track.

Each participant represents their jurisdiction or agency and must be included in the decision making process. This is a two-way process, not only does the incident commander need to be open to input, but the representatives must be willing and able to make decisions.

This collaborative effort on the part of the responding agencies and jurisdictions must begin long before the incident. However, when used effectively the incident is managed more efficiently. This is due in part to the fact the each representative has a role and those roles are clearly identified and addressed in the planning process.

HOW UNIFIED COMMAND WORKS

The only way the system will work is with person to person contact on each level. It is difficult if not impossible to accomplish the work needed to be accomplished talking to someone over the phone or relaying information. It is understood that in a large-scale event this may be difficult. But, that is why each organization should train several "deep" to perform this task.

The incident commander drives the incident. If there are persons or responders that aren't aware of roles, responsibilities, the incident action plan and how the incident is supposed to progress then they become a liability to the system rather then an asset. That is why total involvement and contribution to the goals and objectives establish must be followed.

Unified command sees groups of people not normally working together, working side by side. If you would have told New York City they would receive help from the US Forest Service on 9/11/2001, they would have said you were crazy, but it happened. This approach reduces the layers between planners and decision makers to compress the time necessary to implement the Incident Action Plan.

There has to be a smooth transition from routine to catastrophic event. If there isn't chaos then effective management of the incident will usually occur. How to we insure it does? That is by learning the system and then using it.
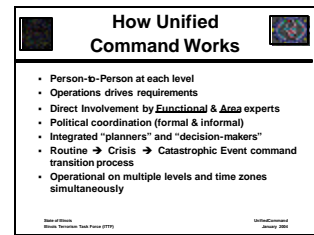
COMPONENTS OF UNIFIED COMMAND

Unified Command is more then just an extension of the Incident Command System. Unified Command starts with planning. That would involve not only the possible situations where Unified Command could be used, but also who should be part of the Command Staff. Once the planning is completed the next step is to develop policies, procedures, guidelines, and/or protocols that explain how Unified Command will function. They will identify the functions, responsibilities and any other information that would be helpful to an individual performing that function. Then the issue of staffing. Who should be part of the Unified Command structure? Again, not a simple answer. This will depend on the qualifications and it should be remembered that many different agencies and organizations would be involved. Once this is complete then the necessary training that was identified during the planning process needs to be conducted. This would be followed by exercises involving as many of the participants as possible utilizing the possible event(s) indicated during the planning process. As this is being completed two other areas should be considered, technology and facilities. Technology will not only consider where you are today, but how it can be used in the future to assist in making the system more efficient. As time goes on you probably discover other components to the system. Remember, just like Incident Command, the system can be modified to your needs, however, the concepts must be adhered to.
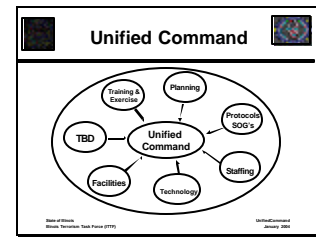
APPLICATION OF UNIFIED COMMAND

The use of unified command is appropriate for incidents that involve:

- Multiple agencies within a jurisdiction
- More than one jurisdiction
- Several political and functional agencies

An example of an incident involving multiple agencies within the same jurisdiction is a hazardous material (HazMat) incident. In a HazMat incident, responding agencies might include: Fire, Law Enforcement, Rescue/EMS, and Environment Health. For a Methamphetamine lab, responding agencies might include: Law Enforcement, Public Health, Hazardous Materials and Fire. For a multiple vehicle accident on the interstate, responding agencies might include: Law Enforcement, Fire, Rescue, and EMS. For a hostage incident with a biological potential, responding agencies might include all local resources along with many State and Federal responders and agencies.
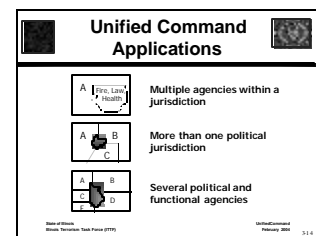
An example of the application of unified command in incidents involving multiple political jurisdictions is a wildland fire that starts in one jurisdiction and spreads to others. Responding agencies from each jurisdiction all have the same basic mission (i.e., fire control). Political and/or geographic boundaries, however, mandate multi-agency cooperation and involvement.

In incidents such as these, the functional roles and obligations of various agencies—not the geographic boundaries—mandate multiple-agency involvement and dictate the use of unified command.

Note that, in cases involving private responsible parties (e.g., manufacturers of hazardous materials), representatives from those parties may be included as part of the Unified Command.

Incidents such as severe storms, earthquakes, and other major natural disasters are examples of incidents affecting several political and functional areas. These incidents present the greatest incident management challenge.

These types of incidents involve multiple local, State, and, often, Federal agencies. These emergencies cross-political boundaries and involve multiple functional authorities mixing roles, missions, and responsibilities. An incident involving a terrorist act will involve as a minimum the FBI, FEMA, IEMA, ISP, IDNS, OSFM, IEPA, EPA, IDPH, ING and local responders.

By using a unified command, participating agencies can improve overall incident management and achieve incident goals in a timely and more cost-effective manner.

By utilizing unified command all entities are brought together under a single management system. As you can tell from the graphical representation all responders, at all levels can function together towards a common goal. This helps to provide greater efficiency, control and safety at large multi-agency, multi-jurisdictional events.

Unified Command Applications

· **Hazardous Materials incident with EMS and Rescue**
· **Methamphetamine lab with injuries and fire**
· **Multiple vehicle accident on interstate**
· **Hostage with biological potential**

State of Illinois
Illinois Terrorism Task Force (TTF)

UnifiedCommand
January 2004
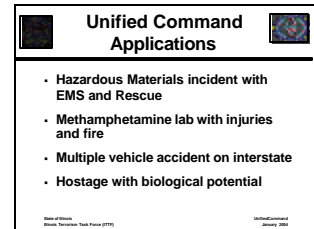
UNIFIED COMMAND MODEL

There are many models utilized to try and portray unified command. The best of these is presented to the right. Unified command can be viewed as three layers that are all inter-connected. These three layers are: Command, Staff and Support. With all the layers in place the system functions. If any of the layers are neglected or out of place the system will fail to function as intended.
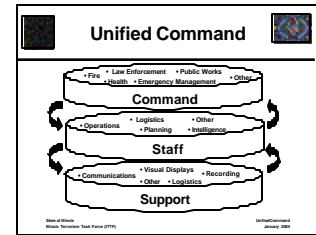
"RAE" CONCEPT

When selecting not only the Unified Commander, but also any of the Support or Staff personnel the following seems to be useful. Consider who has responsibility for the incident. This usually is determined by the type of resources needed to mitigate the incident. Next consider authority. This may be based of legal statutes or policy or function. And finally consider expertise? This may involve training, experience in similar incidents or a combination of both. Based on these criteria and honest assessment the Unified Commander can be selected.
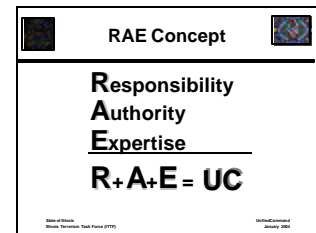
EMERGENCY RESPONSE SCENE ZONES

Where does everyone "fit in"? The approach taken in this course is two fold. First, what is your area of expertise and where is that likely to be needed and second, what levels of training do you posses? Keep in mind one of the responsibilities of the incident commander is to provide for the safety of all responders. By not permitting people who are properly trained to enter areas that may harm them, it improves safety for all. It also provides organizations with an idea of what training their personnel should receive.
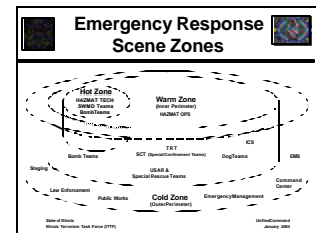
RESPONSIBILITIES OF THE UNIFIED COMMANDER

The Unified commander has the responsibility to manage the incident to the best of their abilities. The representative must also be a team player. Simply put they must look at the common goal and work to that end, within safe limitation of their organization. This involves the following:

- Working closely with the all leaders in the unified command
- Providing a sufficient number of qualified staff and resources
- Anticipating and resolving problems
- Delegating authority as needed
- Inspecting and evaluating performance
- Communicating with their own agencies about priorities, plans, problems, and progress
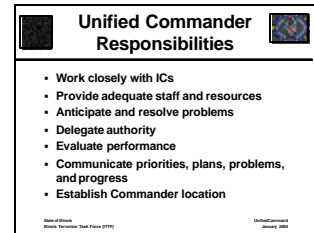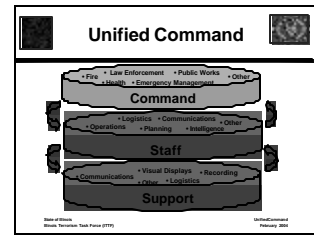
RESPONSIBILITIES OF AGENCY REPRESENTATIVES

What are the responsibilities of the agency representatives? The first of these is to state their organizations limitations clearly. There may be some limitations that can be corrected with equipment or other things. There may be other limitations that for this incident must be worked with. If because of location a limited approach must be taken the limitations must be incorporated in the planning process not an attempt made to "fix' them. If the weather is 20 degrees and it would be better to have 60 degree weather, it makes no difference. We probably aren't going to be able to wait until the temperature improves.

The representatives have to have the authority to act for the organization and commit resources. This is critical. Time and safety are the critical elements associated with any incident. The representative that has to get approval from someone else simply slows the process down. That is why it is vital to get the right people together when unified command is used.

The leaders know their jurisdiction or agency limitations. They must identify any legal, political, jurisdiction, or safety restrictions to the Incident Commanders and all other members of the command.
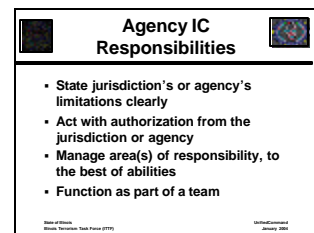
GOALS OF AGENCY REPRESENTATIVES

The goals of agency representatives when they are in attendance at the Unified Command Post should first be to ensure that all legal mandates of their organization are being met. This alone could occupy reams of paper, but remember many organizations are present in the command post because of these legal mandates. Each participant brings with them the knowledge of their organization as well as their personal experience. This should be shared, when appropriate, with the incident commander. By using this collective approach the incident can be better managed and will have resources being utilized more efficiently.
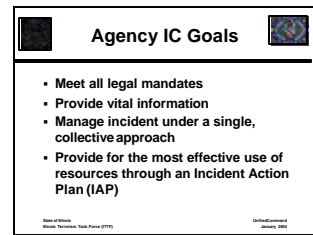
VITAL INFORMATION PROVIDED

Agency representatives bringing not only agency specific information to the unified command process, but also general information. The agency representative must be aware of their agencies responsibility for mitigation of the incident. Each representative should be prepared to present input for incident objectives. The representative will be the best qualified to relay the limitations and capabilities of the resources under their control. Since we may be working with resources we have never worked with before we may not be familiar with what they can provide.
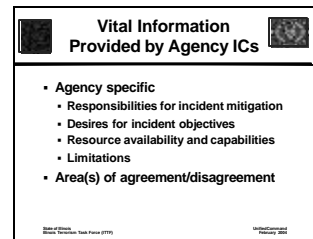
In addition to the agency specific information the representative must be prepared to discuss the objectives that have been presented. These may be areas of disagreement that arise. The representative must work through these to arrive at an agreeable solution. This should not be a compromise. The solution must satisfy all the requirements for all participating agencies/organizations.

UNIFIED COMMAND STAFF CHARACTERISTICS

When considering who should function within the Unified Command Staff Function, first remember the functions they will be performing: operations, logistics, planning, intelligence, administration, etc. Then consider the following: they should be multi- and inter-disciplinary. As the incident progresses and becomes more complex, more and more organizations will be required to perform as efficiently as possible. Involve as many of these individuals as possible. They must be functionally focused not incident focused. When we transitioned from Incident Command to Unified Command the focus of those operating at the "Command Post" also changed. The main function is support of the Incident Action Plan and the Operational staff that will implement it. They will have to have the skills to prioritize and filter information. Not everything has to be relayed to everyone.
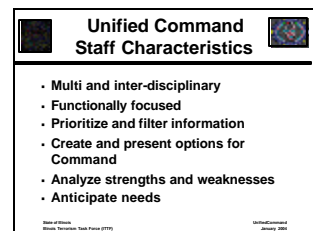
They must have the ability to look to the future and forecast where the incident and the response to that incident will be at some point in the future determined by the Unified Commander. Involved in this will be the ability to look at strengths and weaknesses within the response community and anticipate future needs.

ADVISORS

Advisors are individuals that may not normally become involved at the scene of an incident. They may be from the legal profession, they may be political, or they may be from the Federal Government. These individuals will be able to provide the Incident Unified Commander with guidance and assistance with things they may never have dealt with before.

When unified command is implemented, the large number of agencies that will be present on the scene will have an early and important function. Making sure that a constant and orderly flow of information from the command staff to all response agencies is not only important it is vital to the effective management of the incident.

INTELLIGENCE

Intelligence is the real time Gathering, Analysis, Production and Dissemination of Information. The staff performing this function must take raw data and translate it into information that will and can be usable to the Incident Commander and entire response group. They have to look at every piece of data and ask the question "So what?" That is to say what impact does this have on the incident and the developed action plan or what meaning can be attached to it.

Created by the Illinois State Police in conjunction with the Illinois Association of Chiefs of Police and other partners in the criminal justice community, the STIC opened in May of 2003.

STIC, which is available 24/7 to all state. Local and federal law enforcement agencies to report suspicious incidents pertaining to terrorism, coordinates every request with the FBI Joint Terrorism Task Force. Shares non-law enforcement sensitive information with first responders and corporate security partners.

STIC, using all available information, analyses the threat to any particular site. Ongoing security measures are taken into consideration during this process.


STIC conducts a 15-minute request for officers/agents who need information during traffic stops.

STIC can be contacted at 877/455-7842 or by sending an e-mail to stic@isp.state.il.us.
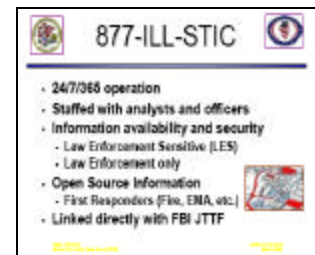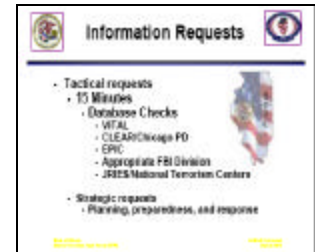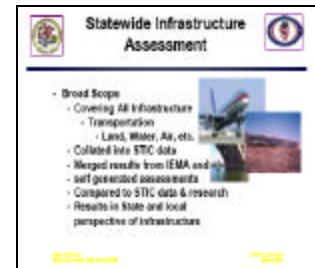
COMMUNICATIONS

This section is a function within Logistics and should be staffed early in the incident. The staff will be responsible for not only internal, but also external communications. This unit is not only responsible for content, but methods and techniques. Items to consider are who, what, when, where, why and how. It will be critical that everyone has the information they need, when they need, it and in a form they can understand.
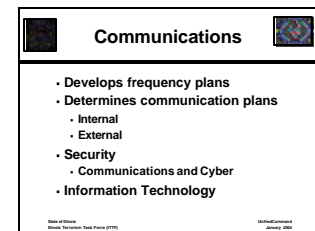
UNIFIED COMMAND SUPPORT STAFF CHARACTERISTICS

In order to support the Unified Command Staff and the Incident a support structure will need to be put in place. In addition to the Command Post itself there should be an inter-disciplinary communications center that would handle all the communications for the incident. Remember, normal requests for service will continue and must be addressed while the incident is still being mitigated. <u>Another</u> issue that <u>is</u> not normally addressed <u>is</u> security. How far away do we need to keep people and security from those who may want to harm those in the Command Post. Administration needs will have to be taken care of. Personnel that can operate computers, copy machines, telephones, etc. will be needed. <u>Depending on the duration of the incident, support staff would also be responsible for food and housing needs.</u>
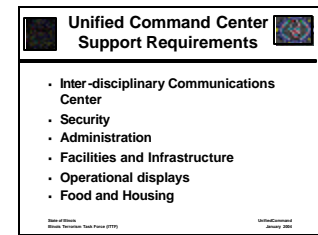
EXAMPLES OF UNIFIED COMMAND STRUCTURES

These are some examples of what a Unified Command structure may look like depending on the situation.
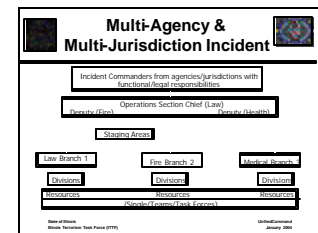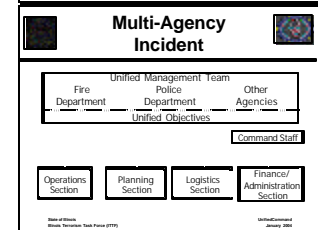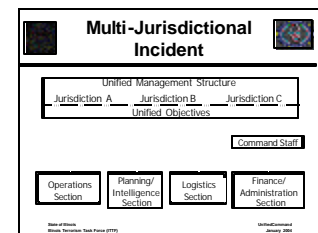
ESTABLISHING UNIFIED COMMAND

THE COMMAND MEETING

Unified Command personnel should meet before an incident occurs as part of the jurisdiction's EOP revision cycle or when negotiating mutual aid agreements. These meetings should **not** occur on site following an incident. But, when an incident occurs representatives of all agencies and jurisdictions involved must again come together for a Command Meeting. The purpose of this meeting in addition to permitting everyone to re-acquaint himself or herself will provide the basis for the management of the incident. Issues will be discussed and agreement will be reached on these issues as the meeting progresses.


GUIDELINES FOR THE COMMAND MEETING

The initial command meeting should be conducted as soon as the staff has formed. The focus on the initial command meeting will be to transition from incident command to unified command and establish the organizational structure that will be utilized for the incident. As part of the transition to unified command those involved in incident command will review the current situation, what has been accomplished and what the short-term objectives are.

As would be expected from this point, future objectives will be established, roles and responsibilities will be determined and a timeline for initial decisions will be constructed. This involves a lot of work in a very short amount of time. Once the timeline has been established a revised Incident Action Plan will be developed reflecting the transition from incident command to unified command. There would be nothing to prevent the initial Action Plan from being utilized as a starting point.

Once the objectives and strategy are selected, the organizational structure should be addressed. In the last chapter many suggestions were presented. Now is the time that the basic structure should be identified and staffed. Roles, responsibilities and communication lines are identified. As the meeting draws to a close everyone should understand the who, what, where, when, why and how should be clear.

As the meeting progresses the objectives for the incident are agreed to. Since each organization brings objectives to the meeting, consensus may be difficult, but necessary to achieve. The objectives are prioritized, in some cases based on a logical sequence and in other cases the situation. The overall strategy is also developed. This may not be as difficult as one may suspect.
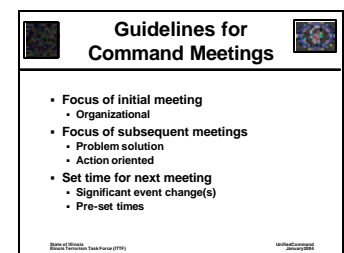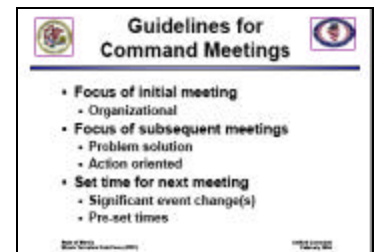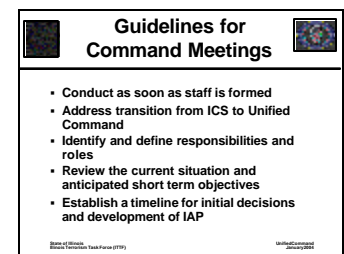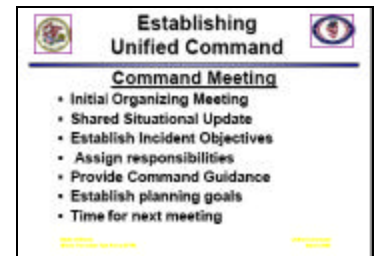
The final thing to consider at the initial Command Meeting is the time for the next meeting. This should be set to stay within the timeline for decisions and at the same time give representatives time to obtain information that will be necessary to provide input into the process. As time progresses each command meeting will have a focus based on the decisions to be made or the reason the meeting was called.
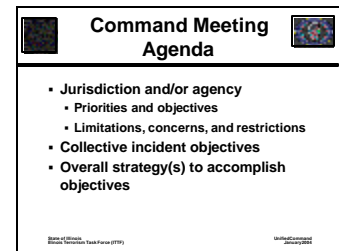
COMMAND MEETING AGENDA

The agenda for the command meeting is important for the management of the incident. Each agency should be prepared to present the priorities and objectives they feel are necessary. These should be developed and presented in a realistic manner. Each should remember that others have priorities and objective as well. Each representative must not only understand their position, but also respect that each organization is in the same situation.

Command Meeting Agenda
- Jurisdiction and/or agency
  - Priorities and objectives
  - Limitations, concerns, and restrictions
- Collective incident objectives
- Overall strategy(s) to accomplish objectives

As the objectives are presented any concerns should be voiced. Realistic solutions to these concerns need to be presented or the concern adequately addressed in the eyes of the individual that presented it. Closely related to these concerns are the organizations limitations and restrictions. These are different in that limitations can be corrected, however, restrictions cannot be changed.

Command Meeting Agenda
- Jurisdiction and/or agency
  - Priorities and objectives
  - Limitations, concerns, and restrictions
- Collective incident objectives
- Overall strategy(s) to accomplish objectives

As the organizational structure is staffed, care should be taken in determining the operations section officer. It may be beneficial to determine by objectives when this should change. It should be remembered, next to the incident commander, this individual has the biggest impact on the outcome of the incident.

The methods of ordering resources, staging areas, accountability and deployment of resources are determined and disseminated to all. Closely related to this are cost matters. It should be remembered that in situations where unified command is used the incident is complex and may have far reaching consequences the least of which may be money. Everyone has to understand that the resources committed from the public sector are different from those of the private sector. Everything costs someone money. Is there to be one organization that handles all expenses, will it be shared, if so how. Again this may seem petty at this point in the incident, but better to address it now then later.

The final area is that of information sometimes called intelligence. This not only incorporates the communications plan, but also limits information sharing. This might be limited to type of information that will be shared. It might involve limiting the number of persons who have access to certain types of information. Or finally just an understanding that certain types of information might not be shared, but taken at face value.

INCIDENT ACTION PLANNING MEETING

Following the command meeting an Incident Action Planning (IAP) meeting is conducted. This is where the Incident Commander and representative of the operations function assemble to put the objectives to work. This will assign specific tasks to specific organizations. Similar to the Command meeting all organizations that will 'participate' in operations should be present. As objectives are presented resources are assigned and their availability are determined. The operations section organizational structure is also developed.

From this meeting the remainder of the organizational structure will be developed. Will it be unified also or delegated to one agency? Depending on the type of incident size and resources of those jurisdictions and agencies affected, either approach may work.
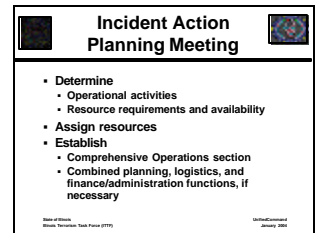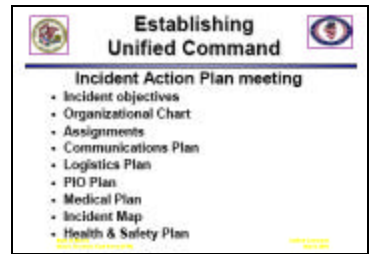
DECISION MAKING CYCLE

Responders to incidents where unified command is used must remember that they must focus on the following decision making process and note the tactical applications. This simple process involves: problem identification, solution identification, resource allocation and tracking, communication, and responsibility for implementing the solution.
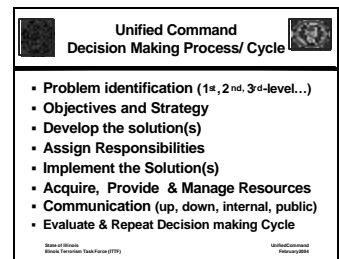
COMMAND RELATIONSHIPS

At a major incident or disaster the Tactical Command would be set up initially and start to mitigate the incident. As the transition to Unified Command occurs the functions are filled and expands. The Unified Command staff coordinates between the scene and The Emergency Operations Center. As State and Federal agencies are involved a Joint Operations Center would be set up. The challenge will be to coordinate between all the various components.
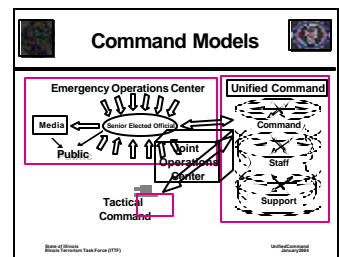
BENEFITS OF UNIFIED COMMAND

There are several advantages to using unified command in a complex or large incident, including:

- A single set of objectives for the entire incident
- A collective strategy for achieving incident goals
- Joint planning for tactical activities within incident objectives
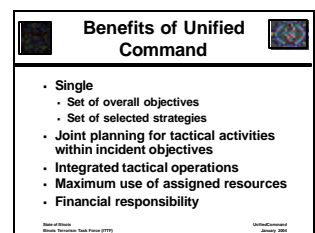
- Integrated tactical operations
- Assurance that no agency's authority or legal requirements will be compromised or neglected
- Maximum use of assigned resources
- The optimization of all agencies' combined efforts to perform their respective assignments under a single incident action plan
- Financial responsibility

Using a unified command enables more efficient management of an operational incident.

UNIFIED COMMAND CHECKLIST

Unified Command Checklist

❑ Careful pre-crisis selection of participants
❑ Implement Unified Command early
❑ One Unified Commander
❑ Establish procedures for joint decision-making
❑ Select one Operations Section Chief
❑ Inter-agency functional staff
❑ Co-locate essential functions

When utilizing unified command all participants should understand how unified command works. It is essential to understand how unified command works to implement it effectively. Knowledge of ICS principles and structure enables managers to accept and adapt easily to a unified command structure when one is required. Lack of knowledge about ICS can limit the willingness or ability of some jurisdictions or agencies to participate in a unified command organization. It is impossible to implement a unified command unless agencies have agreed to participate in the process. Although the principles are not complicated they are difficult to put into practice. Part of this is because unlike incident command or normal operations we don't have the opportunity to use it every day. Although this is good for the citizens we protect, it isn't good for developing familiarity.

As in incident command there is still only one incident command post. This will require advanced planning, as the space necessary for personnel to operate will increase dramatically. This is necessary to permit representatives from the various organizations to be in the area for briefings. These briefings as part of incident command usually only take place when there is a transfer of command and thus haven't been utilized to any great extent. Under unified command these briefings become vitally important so that everyone knows what's going to happen and when.

One of the first things to accomplish as the transition from Incident Command to Unified Command is accomplished is the selection of a single Operations Section Chief. This individual will coordinate all tactical operations on the incident scene. It is understood that all the resources will still be under the control of the organization responsible for those assets, but the success or failure to accomplish objectives and carry out the incident action plan will rest with this individual. It is likely that they also will have a staff to assist them and will conduct briefings for all
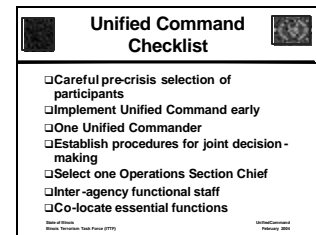
who will be responsible for completing specific tasks. As with incident command this individual may change during the course of the incident. The discipline from which they come may also change.

Therefore, the unified commander should designate the most qualified and experienced person available because the Operations Section Chief has full authority to implement the operations portion of the incident action plan. Other personnel who are qualified to serve as the Operations Section Chief should also be identified, in case the most qualified person is unavailable, becomes incapacitated, or otherwise requires relief. It is also necessary to agree on other general staff personnel who will implement their portions of the incident action plan.

By consolidating this function two other objectives of unified command are realized. First, there will now be a single source for ordering resources and a standardized procedure. Secondly, the Incident Action Plan will be consolidated into a single plan accomplishing all of the desired objectives of the Incident Commander. Even the most knowledgeable person in utilizing incident command will need to rely on input from many individuals to accomplish what is asked of them.

This will also help to co-locate essential functions. This sounds logical when the different types of incidents using unified command are put into perspective. It is invaluable to establish a single Incident Command Post and other facilities as needed where all agencies can operate together. The co-location of essential functions avoids the confusion created by separate command, planning, and logistics setups.

Another thing to consider when transitioning to unified command is how decisions will be made and who will make them. This becomes very important as the incident grows or more agencies become involved. Many times these responders may have never worked together before this incident. Thus by establishing who and how decisions will be made everyone stays informed and the surprises should be kept to a minimum.

The final two points can't be over emphasized. Implement Unified Command early and train often as a team. The sooner the transition starts the sooner it will be completed. We're all aware that the incident will not stop and wait for us to get organized. And training as a team is vital. Just as within our own organizations, training is done to improve performance on the scene, so it must be for Unified Command. It will be better to become acquainted with the individuals you'll be working with before the incident rather then during the incident. Start those relationships now.

It is critical to begin joint planning as early as possible following an incident. Initiate a unified command as soon as two or more agencies with jurisdiction or functional responsibilities come together at an incident. It is especially important to implement unified command on those incidents

where there are conflicting priorities based on agency responsibilities. Implementation of the system early in the incident is necessary, simply because of the effort necessary to put it into operation. The staff requirements are large and the fact that unified command is implemented indicates that incident command is ineffective. The longer it continues as the incident management system the more difficult it may be to transition to unified command.

SUMMARY

Remind the group that when using unified command, all agencies and jurisdictions must work together as a team. Coordination among all involved is necessary for a unified command to work successfully at an incident.

State Weapons of Mass Destruction Team (SWMDT)

• "…to respond to a Weapons of Mass Destruction incident anywhere in the state within 60 to 90 minutes"

- Scene stabilization
- Establish inner perimeter
- Neutralization of human threat
- Initial detection of conventional bombs, hazardous materials, chemical and/or biological agents
- Render aid to victims

Illinois Medical Emergency Response Team (IMERT)

- 600 + medical providers
- Volunteer team
  - Currently four teams
  - Increasing to eight teams
- Extensive equipment
- Specialized teams within IMERT (SWMD, USAR, pediatric and surge medical support)
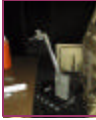
Illinois National Guard Civil Support Team (CST)

- Assist local, state and federal first responders in:
- Assessing a suspected nuclear, biological, chemical or radiological (NBCR) incident
- Advising the local civilian incident commander regarding appropriate action
- Assisting with requests for assistance to expedite the arrival of additional assets.

ILEAS

- Over 700 police and sheriff's departments statewide
- Established in 2002
- Based on ILEAS Division Model
- Basic building block is the ILEAS Alarm Card
- 5 Officers per alarm level response
- Officers are paid by their departments and use their departments policies and procedures.
- In case of declared disaster, reimbursement is possible
- Special Containment Teams augment State WMD Teams
- Can become a state asset

Chapter 4: Major Incident Management

MAJOR INCIDENT MANAGEMENT

OBJECTIVES

- List the factors that determine UC organizational size and composition

- Options for expanding the UC organization

- Describe the conditions under which the organization could expand

- Demonstrate how to apply the options for expanding the UC organization

DEFINITION OF TERRORISM

The Federal Bureau of Investigation (FBI) defines terrorism as "the unlawful use of force against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in the furtherance of political or social objectives."

MAJOR ELEMENTS OF TERRORISM

This definition includes the following elements:

- Involves a human threat

- Activities are illegal and involve the use of force

- The actions intend to intimidate or coerce

- The actions are committed in support of political or social objectives
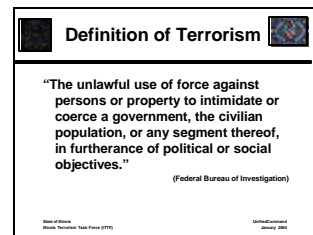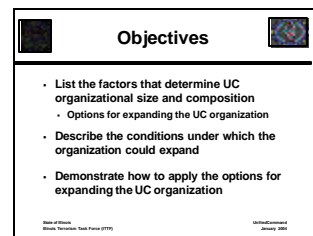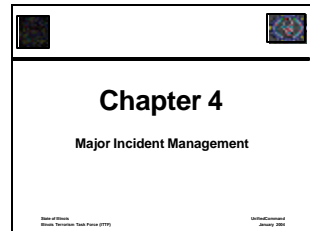
THE EMERGENCY RESPONSE CHALLENGE

The emergency response challenge is profound. On the one hand, you have a hazardous materials or mass casualty incident. From that standpoint, you can and should use recognized protocols such as the Incident Command System (as referenced in 29 CFR 1910.120) in order to effectively respond to the needs of the victims and the public. On the other hand, the scene is compounded by two complicating factors that all responders will have to take into account? deliberate targeting of responders and crime scene considerations.

Terrorists have a history of utilizing **secondary devices** and/or booby traps to target emergency responders. In January 1997, a bomb went off outside of an Atlanta abortion clinic. One hour after the initial detonation, a second bomb exploded close to where the incident command post had been established. It resulted in several injuries to responders. If parked automobiles had not absorbed some of the blast, several deaths could have occurred.

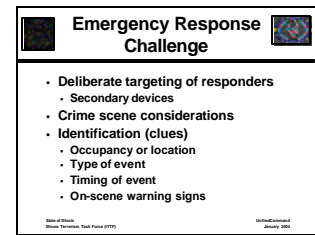If the incident is a potential act of terrorism, it is also a **crime scene**. While there will be similarities between terrorist and non-terrorist events such mass casualty incidents (e.g. major transportation and HazMat accidents), crime scene considerations will add a complicating factor to responder operations.

Regardless of the mechanism or motive behind the incident, responders should remain focused on reducing the impact of the event as efficiently and safely as possible. Terrorist or non-terrorist event, all responders should follow established operating guidelines that are pertinent to their respective agency. All responders on the scene should operate under an incident management system and utilize some type of personnel accountability system that is compatible with all participating agencies.

Recognizing suspicious incidents may be difficult, but being extremely alert to clues, surroundings and events will greatly assist in identification. Clues such as occupancy location, type of event, timing of the event and on-scene warning signs will help with this process. Examples of these clues are:

OCCUPANCY OR LOCATION

Symbolic and historical targets include those that represent some organization or event that is particularly offensive in the minds of extremists. Examples of this might include Bureau of Alcohol, Tobacco and Firearms (BATF) offices for those who oppose all forms of gun control or Internal Revenue Service (IRS) offices for tax resisters.

Public buildings or assembly areas provide the opportunity for attention-getting mass casualties. Some of these public buildings are also symbolic targets, so the terrorist can cause massive casualties and link the owner/operator of the building or assembly area with danger in the minds of the public. Examples of these would include shopping malls, convention centers, entertainment venues, and tourist destinations.

Controversial businesses are usually those that have a history of attracting the enmity of recognized groups that include extremist elements. Abortion clinics, nuclear facilities, and furriers all fall into this category.

Infrastructure systems include those operations that are necessary for the continued functioning of our society. Major cities are full of targets such as power plants, phone companies, water treatment plants, mass transit, and hospitals. Attacks on any of these have the potential to disrupt entire regions and cost hundreds of millions of dollars to correct.

TYPE OF EVENTS

Certain types of events should raise your awareness of possible terrorism involvement. In general they can be categorized as follows.

Explosions and/or incendiaries are among the favorite weapons of terrorists. Any bombing or suspicious fire may involve terrorist involvement, especially combined with location or occupancy factors as listed above.

Incidents involving firearms are always treated as suspicious. If they occur in conjunction with other indicating factors, terrorism is a definite possibility.

Non-trauma mass casualty incidents have occurred as the arsenal of terrorism increases in sophistication. When large numbers of victims are generated without obvious (physical) injury, you may suspect terrorist involvement.

TIMING OF THE EVENT

For many years to come, April 19 will be a day around which government facilities operate at heightened state of security awareness. Since it is the anniversary of both the fire at the Branch Davidian compound in Waco, Texas and the bombing of the Alfred P. Murrah building in Oklahoma City, it has become a rallying point for anti-government extremists.

Outside of significant anniversaries, events that occur on specific days of the week and times are worth treating with suspicion. A fire at government building during the weekend or during a time when few people are likely to be present may also involve terrorism or other criminal activity.

ON-SCENE WARNING SIGNS

When you arrive on the scene, you should always watch for signs that you are dealing with a suspicious incident. Unexplained patterns of illnesses or deaths can be due to chemical, radiological or biological agents. Some of these substances have recognizable odors and/or tastes. Unexplained signs and symptoms of skin, eye, or airway irritation may be due to chemical contamination, as can unexplained vapor clouds, mists and plumes.

Always be on the lookout for chemical containers, spray devices or lab equipment in unusual locations. Watch for items or containers that appear out of place at unusual incidents, which might indicate a secondary device. When dealing with fires, spot fires and fires of unusual behavior may also arouse your suspicions, as can anything that appears not to be "normal" for a given incident scene.

TYPES OF TERRORIST THREATS

In looking at terrorism and weapons of mass destruction these types of incidents use the acronym B-NICE for Biological, Nuclear, Incendiary, Chemical, and Explosive incidents. In addition, there is always the human threat as well as cyber terrorism. Criminals that resort to weapons of mass destruction regardless of their motive will not be restricted by any definition or category. We need to be concerned with the broader field of criminal incidents that offer a variety of threats to public safety and responders alike.
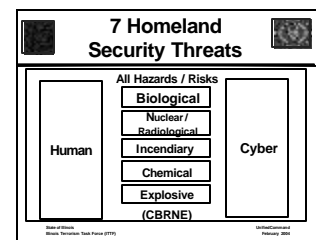
HOW MAJOR INCIDENTS DEVELOP

Major incidents are either event based or evolve over time. They may begin as major incidents. These types of incidents can produce complex management situations, sometimes with little or no warning. Some of these types of incidents are; natural disasters, such as earthquakes, hurricanes, and floods or manmade incidents, such as, terrorist incidents, extensive HazMat situations and spontaneous civil disorders. The second are incidents that become major incidents. These types of incidents begin smaller but can intensify as a result of delayed response, poor initial management, lack of resources or support, or the nature of the incident itself. Some of these types of incidents are; fires, which can spread because of wind or other conditions or HazMat spills, which can spread as a result of surface conditions.
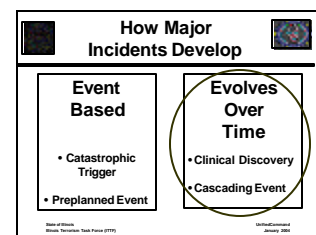
CHARACTERISTICS OF MAJOR INCIDENTS

Incidents that can be classified as major incidents have several identifying characteristics. Some of these characteristics are that:

- All of the command and general staff positions are filled, and a large organization is in place or is developing
- Most of the functional units within sections are needed
- Divisions and/or groups are established to assign tasks efficiently
- The number of divisions may be such that branches are needed within the Operations Section to reduce span of control
- Multiple operational periods probably are required
- Other agencies and/or jurisdictions are needed to assist
- Written action plans are required
- The number of Operations personnel may exceed several hundred per operational period
- Costs associated with managing the incident are high
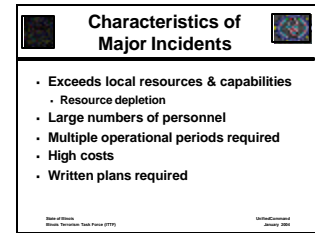
If the ICS organization is flexible enough it can provide for the effective management of these types of incidents. It is vital, however, to understand that in most cases unified command will have to be implemented.
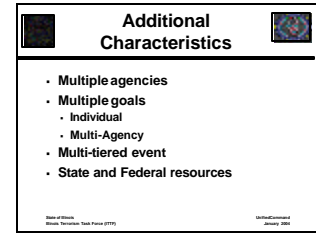
The same holds true for terrorist incidents. The major difference is in how the organization has been modified when Unified Command is utilized. As mentioned previously Unified Command will be necessary during a terrorist incident not only because of the type incident, but also because of the many agencies that will be involved all with a role in dealing with the incident. These additional characteristics not only identify it as a major event, but should also alert those in Command that a Unified Command structure should be utilized. In looking at examples of major events it is difficult to identify any that unified command wasn't either necessary or could have improved the overall operation.

Again the measure of Command is not how <u>well</u> individual tactical level tasks are accomplished, but how well the responsibilities of Command were carried out. This is where Unified Command really assists Commanders. The common perception of major incidents generally is that they extend over a large area, such as a fire covering many acres of forest. Major incidents, however, also can include incidents that are smaller in extent but are highly complex.

ADDITIONAL CHARACTERISTICS

When such incidents occur within smaller jurisdictions that may not have all of the resources necessary to manage them, they require the application of a variety of strategies and resources to control them successfully. The Unified Command approach of the ICS organization is vital to the command, control, and communication requirements of these incidents. Given adequate training and planning with adjacent jurisdictions for joint incident management, however, major incidents can be managed successfully with **UC**.

Additional Characteristics

- Multiple agencies
- Multiple goals
  - Individual
  - Multi-Agency
- Multi-tiered event
- State and Federal resources

State of Illinois
Illinois Terrorism Task Force (ITTF)
Unified Command
January 2004

EXERCISE PART 2 GOALS & OBJECTIVES

- Set-up UC
- Define roles and functions
- Assignments
- Physically set-up contents and layout
- Layout displays, seating, etc.
- Establish a functioning UC
- Manage coordination and decision-making processes
- Handle complex issues & actions

Exercise Goals & Objectives

- Set-up UC
  - Define roles and functions
  - Physically set-up contents and layout (Displays, seating, etc.)
- Establish a functioning UC
- Manage coordination and decision-making processes
- Handle complex issues & actions

State of Illinois
Illinois Terrorism Task Force (ITTF)
Unified Command
February 2004
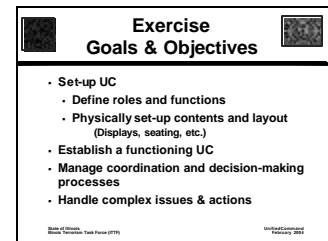
EXERCISE PART 2 GUIDELINES

- Everyone must participate
  - You should assign everyone a position
- Remember – No one is going to die!
  - Work out the problems and have fun
  - Focus on the principles and actions
- Have Fun
  - Take something back
  - Experience and understanding

Exercise Guidelines

- Everyone must participate
  - Positions will be assigned
- Remember - No one is going to die!
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