

**MILWAUKEE FIRE DEPARTMENT**  
**Operational Guidelines**

Approved by: Chief Mark Rohlfing

2020

**35.0 – INCIDENT MANAGEMENT PLAN**

## **IC SYSTEM OVERVIEW**

The Incident Command System (ICS) is a set of personnel, policies, procedures, facilities, and equipment integrated into a common organizational structure and designed to improve emergency response operations of all types and complexities. ICS is designed to be used or applied from the time an incident occurs until the need for operational management no longer exists.

The ICS basic goals of clear communication, accountability, and efficient use of resources are important, not only to incident and emergency management, but also to routine daily operations.

The ICS is designed on the premise that the authority of the agency having jurisdiction (AHJ) will not be compromised. Assisting agencies will function under the direction of the Incident Commander (IC) appointed by the AHJ.

The ICS is designed to expand and contract organizationally based upon the needs of the incident and according to span-of-control recommendations.

The principles and framework of ICS should be used at both *incidents* and *events*.

- *Incidents* are defined within ICS as unplanned situations necessitating a response.
- *Events* are defined within ICS as planned situations, such as concerts, parades, ceremonies, fairs and other gatherings, dignitary visits, and training exercises.

The Milwaukee Fire Department Incident Management Plan is NIMS compliant and is compatible with the operational and communications plans of MABAS Division 107.

This Incident Management Plan is based on the eight functions of command, which define standard activities performed by the Incident Commander to achieve standard tactical priorities:

- 1) Organization
- 2) Scene Size up (Situation Evaluation)
- 3) Strategy and Incident Action Plan
- 4) Establishing Command
- 5) Communications
- 6) Transfer of Command
- 7) Deployment
- 8) Review, Evaluation, and Revision

## **Types of Incident Command**

### *Single Incident Commander*

Most incidents involve a single IC, meaning that one individual commands the incident response, manages overall strategy, establishes tactical objectives, and serves as the final decision-making authority. The implementation of operational control becomes the responsibility of a single individual (Operations Section Chief) who reports directly to the Incident Commander.

### *Unified Command*

Unified Command involves two or more individuals sharing the authority of Command. A Unified Command typically includes a command representative from multiple involved agencies and/or jurisdictions who act as a single entity within a single Incident Command Post (ICP) and according to a single Incident Action Plan (IAP). Under Unified Command, a single Operations Section Chief will be appointed and will report directly to Command.

### *Area Command*

During multiple-incident events that involve a large geographic area (i.e. tornado, civil disturbance, etc.), an Area Command may be established to provide for Incident Commanders at separate locations, all of whom report to a single Area Commander in an Emergency Operations Center.

## **Key Concepts of ICS:**

*Unity of Command:* Each individual participating in the operation reports to only one supervisor. This eliminates the potential for individuals to receive conflicting orders from a variety of supervisors, thus increasing accountability, preventing freelancing, improving communications, and enhancing operational safety.

*Common terminology:* The use of common terminology is an essential element to cohesion and effective communications, both internally and with other responding organizations.

*Management by Objective:* Incidents are managed by aiming toward specific objectives, which are ranked by priority. Objectives are accomplished by first outlining the strategy (plan of action), and then selecting appropriate tactics (how the strategy will be executed).

*Flexible and modular organization:* Incident Command structure is organized in such a way as to expand and contract as necessary based on the incident scope, available resources and hazards encountered. Command is established beginning with the first arriving unit.

Only required positions should be established. In most cases, only a few positions within the command structure will need to be activated/delegated. During large or complex operations the incident command structure will expand until, potentially, the full ICS organization is staffed. Conversely, as an incident scales down, roles will be merged to contract the incident command structure until only the IC position remains.

*Comprehensive resource management:* All assets and personnel involved in an event must be tracked and accounted for at all times.

*Span of Control:* It is necessary to monitor carefully the number of resources that report to any one supervisor. The accepted span of control is 3-7 individuals reporting to a single supervisor, with the optimum number being 5.

## **Safety**

The safety and accountability of all personnel operating at an emergency scene is the paramount responsibility and concern of the incident management team.

**RIT** - Rapid Intervention Team (RIT) personnel must be provided and dedicated to the rescue of members operating within the hazard zone at emergency incidents. RIT must remain available as long as members are operating within a hazardous or potentially hazardous environment. In the rare event that the RIT Company is reassigned to another fireground task, it must be immediately replaced.

**ISO** - A National Fire Academy (NFA) certified Incident Safety Officer must be assigned early in the incident. The Incident Safety Officer, who serves as a tactical safety advisor to the IC and to the Operations Section Chief must continually monitor incident conditions and evaluate tactical operations to ensure the safety of operating personnel.

**ALS** - An Advanced Life Support Unit (Paramedic unit) will be deployed with a principal dedication to the triage and treatment of emergency responders.

- Considered part of the RIT Task Force.

**Command/Accountability Board** - A Command/Accountability board will be utilized to ensure consistency in command priorities and in tracking of personnel – see Appendix B Command Board.

**Respiratory Protection Program** - All members shall exercise the greatest level of precaution and err on the side of SCBA usage when any respiratory hazard or potential for respiratory hazard exists. Members shall be responsible to protect themselves from (existing OR potential) respiratory contact with products of combustion, super-heated gases, and any IDLH, toxic, hazardous, oxygen-deficient, or otherwise contaminated atmospheres. Where an atmosphere has potential to become IDLH it shall be entered under the assumption that it is ALREADY IDLH.

The IC shall be ultimately responsible for determining the exact area of the hot zone which may extend beyond the fire building due to smoke and other hazards. The IC may need to redefine the hot zone as the incident progresses. The hot zone is defined, at minimum, as:

- IN, ON, or IMMEDIATELY ADJACENT TO any STRUCTURE FIRE

# ORGANIZATION

The ICS organization builds from the top down, with the management of all major functions initially being the responsibility of one person (IC) with functional units deployed to handle the most critical incident activities. As the incident grows in size/complexity, functional management is assigned to additional individuals in order to maintain a reasonable span of control and maintain efficiency. Additional radio talk groups may be assigned as necessary to further control communications.

Well managed incidents = Well organized incidents = Safer and effective operations.

The basic configuration of ICS includes three organizational levels:

- Strategic Level - Provides for overall direction of the incident
  - Incident Commander
  - Deputy Incident Commander (aide)
- Tactical Level - Facilitates accomplishment of operational objectives
  - Operations Section Chief
  - Branch Directors
  - Division/Group Supervisors
- Task Level - Accomplishes specific tactical functions
  - Company Officers
  - Crew Leaders

The strategic and tactical levels of the organization exist to support the task level - Task level activities will always be safer and more effective when managed with the proper degree of strategic and tactical level supervision.

## General Staff

As incident operations escalate in time, size, and complexity, strategic-level responsibilities can rapidly overwhelm the Incident Commander. To avoid this overload, the incident organization may be quickly expanded by assigning section-level positions, referred to as Section Chiefs. Any responsibilities not delegated to a Section Chief will be held by the Incident Commander.

- **Operations Section** – Responsible for the direct management of all incident tactical activities, tactical priorities, and the overall safety of personnel working within the hazard zone – “Operations”.
  - Usually the first General Staff position to be established – early in the incident
  - Assigns resources to tactical level areas based on the tactical objectives and priorities
  - Coordinates tactical activities with the IC (when separate) and keeps the IC informed of the incident’s tactical progress
  - Builds an effective tactical organizational structure while monitoring the span of control. Branches, Divisions, and/or Groups may be added to help manage the span of control. For example, an EMS Branch Director may be appointed to oversee Triage, Treatment, and Transport Groups

- **Branches** are used when the number of established Divisions or Groups exceeds the Operations Section Chief's span of control and may be either geographical or functional (i.e. Law Enforcement Branch, Fire Branch, Medical Branch). Each branch will be managed by a Branch Director who reports to Operations on the incident scene talk group. Communications will preferably take place on a separately assigned and dedicated radio talk group for each branch.

- **Divisions** are used to divide an incident geographically. Any time three or more units are assigned to a geographical location, creation of a division is recommended. Headed by a Division Supervisor who reports to the Branch Director (if established) or to Operations.
  - Interior divisions: Usually indicated by floor number (Division 6 = 6<sup>th</sup> floor)
  - Exterior divisions: Usually indicated by alpha letter identifiers, starting at the address side of the building and progressing clockwise (Alpha, Bravo, Charlie, Delta)
  - Roof division
- **Groups** are used to describe functional operations. Any time three or more units are assigned to a function, creation of a group is recommended. Headed by a Group Supervisor who reports to the Branch Director (if established) or to Operations. Groups may operate across divisional boundaries.

By establishing effective Divisions/Groups, the Operations Section Chief retains the ability to concentrate on tactical objectives. The Operations Section Chief assigns these tactical objectives, along with appropriate resources to the Divisions/Groups. Each Division/Group Supervisor becomes responsible for the tactical deployment and accountability of their assigned resources in order to complete the assigned tactical objectives.

- ✚ **Strike Team:** A team comprised of same resources in order to carry out a specific function (i.e. four ambulances). Headed by a Strike Team Leader who reports to the Division/Group Supervisor

- ✚ **Task Force:** A team comprised of mixed resources that are assigned to carry out a specific function (i.e. Engine, Truck, MED Unit, Police car). Headed by a Task Force Leader who reports to the Division/Group Supervisor

Industrial/Commercial Buildings – Each exterior division should contain hazard zone workers and on deck crew(s). Additional RIT Team(s) and/or Safety Officer(s) should be considered.

- **Planning Section** – Responsible for gathering, analyzing, and processing incident information for the IC, primarily regarding the status of all resources and overall status of the incident. Particularly helpful during extended or complex incidents.

- Maintains resource status and personnel accountability
- Evaluates incident organization and span-of-control
- Anticipates and prepares for future resource requirements
- Plans for incident demobilization
- Maintains incident records

The Planning Section may be further subdivided into four Units:

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

➤ **Logistics Section** – Responsible for providing resources, services, and support required for the incident. Typically only established during a major incident or event; this section is developed to support on scene and future resources.

- Provides for medical evaluation and aid for incident personnel (Rehab)
- Provides for needed supplies or specialized equipment as requested by the IC (DPW, private contractors/services, other governmental resources); works with the Planning Section Chief to forecast and obtain future resource needs
- Provides communication planning and resources
- Provides fuel and needed repairs for on scene equipment
- Provides for food/drink and associated supplies
- Secures fixed and/or portable facilities as necessary

The Logistics Section may be further subdivided into two Branches and six Units:

- Service Branch: Communication Unit, Medical Unit, Food Unit
- Support Branch: Supply Unit, Facilities Unit, Ground Support Unit

➤ **Finance/Administration** – Responsible for tracking incident costs, personnel records, and requisitions. Administers procurement contracts as required by Logistics.

- Documents all financial costs of the incident, as well as potential cost recovery options for supplies and services rendered – operational costs during a “natural disaster” may be covered under state or federal disaster declarations with proper documentation
- Documents injury claims and other financial compensation
- Reimburses external agencies for the cost of resources used
- Analyzes and manages the legal risk for the incident (i.e. hazardous material clean up) and performs an associated cost analysis

The Finance/Administration Section may be further subdivided into four Units:

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

### **Command Staff**

The IC uses support positions to delegate functional responsibilities, allowing the IC and command team to focus solely on managing resources in the hazard zone. These command staff officers assume responsibility for key functions and report directly to the Incident Commander.

- **Safety Officer** – Assesses and monitors tactical safety and identifies potential hazardous conditions, developing measures to enhance personnel safety. Staffed at predetermined emergencies and via IC discretion by an NFA-Certified ISO. Responsibilities of the Safety Officer include:
  - Serves as the tactical safety advisor to the Operations Section Chief and the IC - see Appendix A *ISO Operational Checklist*
  - Maintains hazard-zone personnel accountability (duplication)
  - Conducts face-to-face PARs whenever a change in strategy occurs or as directed by the IC/Operations Section Chief
- **Public Information Officer (PIO)** – Serves as the conduit of information to and from the media or other organizations seeking information directly related to the incident or event. Also responsible for informing the incident command staff as to what is being said or reported about an incident, which allows questions to be addressed and rumors to be managed, ensuring public relations issues are not overlooked.
- **Liaison Officer** – Serves as the primary contact for representatives of external agencies that are assisting at an incident.

# SITUATION EVALUATION (SIZE UP)

Scene size up is a systematic process consisting of a rapid consideration of critical incident factors, which leads to the development of an Incident Action Plan. Current conditions must be evaluated and future conditions anticipated. A 360° evaluation and interaction with knowledgeable person(s) onsite are useful, if not essential, tools in the size up process.

Questions to ask at every fire incident:

- What is the potential or probable life hazard?
- What type of construction is the building?
- Where is the location of the fire?
- Is it a contents or structure fire?

Critical size up considerations:

- **B**uilding - Construction type, hazards, voids, layout
- **E**xtent and Location of fire - Fire and smoke conditions (location & extent, smoke color, where is the fire going?)
- **L**ife Hazards - Civilians and firefighters (forcible entry, search, ventilation, ladder)
- **O**ccupancy - Type, hazards
- **W**ater supply - Supply, hoseline size, hoseline positioning
- **M**anpower (Personnel) available
- **E**quipment available

Primary concerns by type of construction:

- **Type I** Fire Resistive: Contents
- **Type II** Non-Combustible: Unprotected steel, light-weight roof / floor assemblies, contents
- **Type III** Ordinary: (Masonry exterior, wood interior) - Void spaces, collapse of un-reinforced masonry walls
- **Type IV** Heavy Timber: (Masonry exterior, heavy timber roof / floor assembly) - Fire load, radiant heat, collapse of un-reinforced masonry walls
- **Type V** Wood Frame: (Small dimensional lumber) - Fire travel through combustible voids, exterior exposures
  - Includes newer construction – Lightweight trusses, wooden I-beams

Reading the smoke conditions:

- Volume – relative to the structure
- Velocity (pressure / speed) – Is it turbulent?
- Density
- Color



# STRATEGY & INCIDENT ACTION PLAN

The Incident Command System is dependent on the IC's ability to evaluate the situation using a risk versus benefit analysis. The IC must forecast conditions in order to produce an overall incident strategy, which becomes the basis for the Incident Action Plan (IAP).

- The IC must ask "Should we...?" instead of "Can we...?"

The IAP is the overall plan that will be used to achieve strategic goals. Strategic goals are broad in nature and are achieved by the completion of tactical objectives:

1. Provision for the safety, accountability, and welfare of operating personnel; this priority objective is ongoing throughout the incident
2. Removal of endangered occupants and treatment of the injured (*All Clear*)
3. Stabilization of the incident and provision for civilian life safety (*Under Control*)
4. Conservation of property (*Loss Stopped*)

**Offensive Strategy:** Incident conditions, based on a situation evaluation, will allow responders to make an interior attack inside the hazard zone. In structural fire situations, hand lines are extended into the fire area to support primary search and to control the fire. This is accomplished in coordination with entry and ventilation.

Offensive Strategy IAP:

- Firefighter safety
- Fire Control (*under control*)
- Rescue – savable, endangered occupants (*all clear*)
- Property conservation efforts (*loss stopped*)

**Defensive Strategy:** Incident conditions, based on a situation evaluation, indicate a hazard level that exceeds our interior operational safety capability. During defensive fire operations, large exterior fire streams are used to control the fire spread outside of an accepted perimeter. The IC concedes some property to the fire and decides where the cutoff will take place. Defensive operations must be conducted with consideration of the collapse zone.

Defensive Strategy IAP

- Firefighter safety
- Define the hazard zone
- Establish cut off points (protect exposures)
- Search exposures

Do not let personnel operate in offensive positions under defensive conditions.

- The Incident Action Plan must be continuously and critically re-evaluated
- Studies show that most serious injuries and LODDs occur approximately 12-15 minutes into the incident

# ESTABLISHING COMMAND

## Initial IC

ICS may be defined as a “first-on-scene” command structure. The supervisor of the first unit on scene performs a size up and initiates and announces Command, declaring an operational strategy. This initial Incident Commander shall remain in command until command is officially transferred or the incident is stabilized and terminated. The first arriving IC must accomplish the following tasks:

Perform a situation evaluation that includes a risk assessment, correctly identifying critical fireground factors. The initial IC is responsible for accomplishing a 360° investigation, either by performing the 360° personally or assigning this task to a later arriving resource.

Determine the appropriate mode of operation as dictated by the fireground factors and information received – *Indecision is the worst decision*. Typical modes of operation are:

- Investigative – “Stand by”
  - Light smoke showing, Nothing showing
  - 3<sup>rd</sup> Engine, 3<sup>rd</sup> Truck, Rescue, 2<sup>nd</sup> BC to hold at their point of entry into the block/area
- Offensive
  - Working Fire
  - Transitional Attack – Initial hand line attack from the exterior through a door/window in order to quickly confine the fire; followed immediately by an interior attack for final extinguishment / search and rescue.
- Defensive
  - Defensive fire conditions

Initiate, maintain, and control incident communications - transmit a brief, but effective initial radio report and assume street name command (designated by dispatch) in either a mobile or fixed (stationary) position (see *Communications* section for guidelines and example initial report).

- Mobile Command (Investigative, Offensive or transitional attack)
  - Applies to situations that may be stabilized by the immediate, offensive actions of the initial arriving companies, thus requiring the Company Officer IC’s direct involvement in tactical operations
  - Utilization of the portable radio will permit the Company Officer to be involved in tactical operations without neglecting initial Incident Command responsibilities
  - Transfer of Command is accomplished via radio

- Fixed Command (Defensive attack)
  - Applies to situations that require immediate command and coordination due to the size, complexity, or potential for rapid expansion of the incident
  - Company Officer IC will assume an exterior, fixed command position and maintain that position until the arrival of a Command Officer
    - Company members may be assigned exterior tactical functions (large diameter hose, deck/deluge gun, water tower setup, etc.)
    - Transfer of command is accomplished via face-to-face communication

Manage the initial deployment in regards to position and function to support your IAP. Clearly communicate as “Operations” to arriving units, giving each a task, location, and objective.

Make an initial resource determination and call for additional resources if needed (see *Communications* section for guidelines and an example follow up report).

Continuously monitor your IAP, critically weighing its merit against changing incident conditions and further information received – this may dictate that the Company Officer IC make an unpopular decision to enhance the safety of operating personnel.

Communicate critical information in the LCAN format to a fixed, exterior Incident Commander to effectively transfer command at the earliest opportunity during the incident – to the 1<sup>st</sup> arriving Truck or Rescue Officer.

# COMMUNICATIONS

One of the most common system failures at any emergency incident is the communication system.

It is essential that message recipients paraphrase messages received via radio to ensure understanding.

The IC/Operations Section Chief must initiate and maintain communications using common terminology - see *Definitions*.

The IC/Operations Section Chief is only effective to the extent that he/she can transmit clear, simple, and understandable objectives and receive the critical information necessary to enhance his/her decision-making ability.

- Communications with Dispatch – Should only come from “Command”
- Incident Scene Communications - Should focus on locations, assignments, completion (or non-completion) of tactical objectives, and firefighter safety

## **First-in report guidelines:**

- 1) Announce arrival on scene and assume street name Command as assigned by dispatch
- 2) Give a description of the problem – with location if known
  - Nothing showing...
  - Smoke showing...
  - Working fire...
  - Defensive fire conditions...
- 3) Give a description of the building/area
  - Height in stories
  - Occupancy – single family dwelling, duplex dwelling, apartment building/complex, commercial, industrial, etc.
    - Add descriptor if known (“Panera Bread”, “Middle School”)
  - Type of construction – additionally communicate exposed trusses or modern, lightweight construction
- 4) Action being taken – Initial IAP (Task, Location, Objective)
- 5) Declaration of the strategic mode (Investigative, Offensive, Defensive)
- 6) Resource determination (need for additional resources or de-escalation)

## **Offensive:**

- *“Engine 13 on scene as Main Street Command. We have a working fire on the first floor of a two story occupied wood frame dwelling; we are utilizing a tank operation and stretching an 1 ¾” handline to the Delta side for an offensive fire attack on the first floor.”*

**Defensive:**

- *“Engine 13 on scene as Main Street Command. We have defensive fire conditions in a well involved single story warehouse with exposures to the Delta side. Engine 13 has self-supplied and will be attacking the fire with a deck gun.”*

**Single Company incident:**

- *“Engine 13 on scene as Main Street Command. We have a dumpster fire in a middle school parking lot with no exposures. Engine 13 can handle.”*

**Follow-up report:**

Used as necessary to provide additional information not included in the initial report:

- 1) Results of the 360° or inability to complete a 360°
- 2) Main problem location (if different from the initial report)
- 3) Changes to the initially communicated IAP
- 4) Immediate safety concerns
- 5) Number of stories from the rear (if different)
- 6) Basement checked and type if atypical (walk out / exposed)
- 7) Observed rescue needs / credible report of person(s) trapped

**Example:**

- *“Main Street Command to Dispatch with a follow-up report”*
- *“360° complete. Confirmed 1<sup>st</sup> floor fire with no basement involvement. Resident reports all occupants are out and accounted for. Engine 13 will be mobile command.”*

**Progress Reports:**

LCAN Reports (Location, Conditions, Actions, Needs) allow the Operations Section Chief to continually track the position, function, and needs of operating companies.

The LCAN Report format should be used to communicate key benchmarks (i.e. water on the fire, knockdown complete, primary search all clear, ventilation complete, etc.) and/or the inability to complete tactical objectives.

Benefits of the LCAN Report format include:

- Provides information about what is happening in one part of the incident to all other units and to the Operations Section Chief, giving all personnel on scene a comprehensive representation of the scene
- Formulating the report assists the person giving the report to develop a complete awareness of their situation and what they need to accomplish their task
- Allows the Operations Section Chief and the IC an accurate representation of conditions so that “Operations” can determine if the incident is expanding or contracting, and if additional resources will be required

- Assists the Operations Section Chief and the IC with accountability of resources working within the hazard zone

### **Emergency Traffic:**

Phrase used by anyone on the fireground with an essential radio transmission in order to communicate a potential or imminent threat to life safety. All other radio traffic must cease while the reporting member transmits his/her emergency message. This phrase will also be used by "Operations" to communicate the following directives:

- *Withdraw from the building:* Phrase used when hazard zone workers are believed to be in EVENTUAL danger if a strategic change is not made soon. The Operations Section Chief will coordinate the backing out of lines and equipment using a systematic top-down approach to provide protection for evacuating crews until the evacuation is complete
  - Change in strategy
  - Safety Officer to conduct and report PARs
- *Abandon the building:* Phrase used when hazard zone workers are believed to be in IMMEDIATE DANGER. Interior operating crews are to get out of the building in any way necessary and as quickly as possible
  - Activation of air horns in short blasts for 30 seconds
  - Safety Officer to conduct and report PARs

### **Mayday:**

Phrase used only when firefighters find themselves or other firefighters lost, trapped, disoriented, missing or otherwise in imminent danger and in need of assistance during hazard zone operations. A Mayday transmission will serve to clear the fire ground talk group so that the Operations Section Chief or Incident Commander can communicate solely with the member(s) in distress or reporting a *Mayday*. Mayday messages should contain the following information:

- "Mayday, Mayday, Mayday" and unit identification
- Location
- Problem
- Actions being taken

In a *Mayday* situation, the affected member shall activate the orange *Emergency* button on their radio (or microphone) to ensure the *Mayday* message takes communication priority.

# TRANSFER OF COMMAND

Command is transferred during an incident due to the need for a more qualified and/or better positioned IC to control the incident as it expands in complexity and resource commitment. The reverse is also true: As the scope of an incident contracts, command should be transferred back down to free up specialized resources for other tasks or incidents.

Command shall be transferred whenever doing so will improve the quality of the ICS organization. The goal is to have an IC in a fixed, exterior position at the earliest opportunity during the incident.

The initial IC should transfer command to a later arriving company officer prior to the arrival of a command officer when such action will transfer command from a mobile to a fixed, exterior position.

- **Standard procedure:** An initial IC (Engine CO) operating as mobile command (Investigative mode, Offensive mode) shall transfer command upon the arrival of the first due Truck or Rescue Company. The mobile IC will brief the fixed IC via radio using the LCAN format to effectively transfer command. The transfer of command between company officers shall occur only once before command is assumed by a command officer.
  - The Truck or Rescue Officer assuming command will maintain a fixed, exterior position and will manage the tactical activities of the initial deployment until the arrival of a Command Officer. The Truck or Rescue Company Officer may deploy the rest of their crew at their discretion based upon conditions and needs. Every effort must be made to utilize the paper form of the Incident Command Board – see Appendix B *Command Board*
- If based on a particular incident's requirements the initial IC (Engine, Truck, or Rescue) determines that the 1<sup>st</sup> Truck or Rescue Officer will not be the ideal fixed, exterior IC, the mobile IC may transfer command to a later arriving unit as soon as possible (Rescue/1<sup>st</sup> Truck, 2<sup>nd</sup> Truck, 2<sup>nd</sup> Engine). This deviation from standard procedure must be clearly communicated via radio.

**Example:** Truck or Rescue arrives as first unit on scene with a credible report of an immediate and verified rescue need that requires not only the crew's, but also the Officer's involvement due to the number and location of trapped occupants and a compressed time frame for potential occupant survival. Truck operates as mobile command and will transfer command upon the arrival of the 2<sup>nd</sup> Truck or Rescue.

## **1<sup>st</sup> arriving Chief Officer**

Assumption of Command will take place upon the arrival of the first Chief Officer. This first arriving Chief Officer shall be communicated to as “Operations” by companies operating within the hazard zone.

- Communicate with the current IC (company officer) for critical information: **Locations, Conditions, Actions, Needs,** and safety considerations.
- Announce the assumption and location (in an effective command position) of fixed command on the dispatch and incident scene talk group.
- Provide a follow-up report to dispatch, including current mode of operation, current activities, and assumed duration of the incident.

Make a resource determination and request additional resources if needed.

Manage the tactical activities and positions of the available resources, maintaining a tactical reserve (on-deck crews).

- Utilize the Command Board or Command Worksheet for tracking completion of the tactical objectives and the positions / functions of operating personnel – see Appendix B Command Board.
- Assign available resources in a way that supports the IAP with clearly communicated tasks, positions, and objectives; or redirect the strategy as indicated by current and anticipated conditions.
- Consider the use of divisions and/or groups to maintain span of control and effectively coordinate incident communications.

Continuously monitor your IAP, critically weighing its merit against changing incident conditions and further information received.

- In order to be effective, the IC/Operations Section Chief must be willing to make an unpopular decision.
- In the event that there is no noticeable improvement in conditions by the 20 minute PAR, a change of strategy must be considered.

## **2<sup>nd</sup> arriving Chief Officer**

On arrival, the 2<sup>nd</sup> arriving Chief Officer will communicate with the IC/Operations Section Chief to announce his/her presence and to receive an assignment.

Examples of assignments given to the 2<sup>nd</sup> arriving chief officer will include:

- 1) Assumption of IC duties (preferred) from a fixed and easily identifiable exterior command position (command vehicle) – will be referred to as “Command”**
  - 2<sup>nd</sup> arriving chief officer gathers critical information from the IC via LCAN briefing, preferably face-to-face, and performs a 360° if possible before assuming and announcing Command in a fixed command post. The 2<sup>nd</sup> arriving chief officer may utilize the 1<sup>st</sup> arriving chief’s vehicle as the command post if it is positioned appropriately



- Provide ongoing review of the overall incident. Evaluate the organizational structure and expand or contract as necessary to meet the incident needs
- Document completion of the command priorities and the locations and functions of assigned personnel – see Appendix B Command Board
- Communicate with those units, supervisors, and agencies not assigned to Operations
- Become (or establish) the liaison with other agencies and officials, property owners, and/or tenants
- Communicate with Dispatch
  - 10 minute “PAR” updates
  - Coordinate and request additional resources or outside agency response (WE Gas/Electric, Red Cross, FIU, law enforcement)
- 1st arriving chief officer continues to function as the Operations Section Chief (continues to be referred to as “Operations”)

## **2) Assumption of Operations Section Chief responsibilities (“Operations”)**

- 2<sup>nd</sup> arriving chief officer is assigned the role of Operations Section Chief (referred to as “Operations”)
- 1<sup>st</sup> arriving chief officer continues to function as the IC (“Command”) and moves to a fixed and easily identifiable exterior command position (command vehicle) after a face-to-face operational briefing with the newly assigned Operations Section Chief

## **3) Assumption of Division or Group supervisor responsibilities**

- This should be a rare occurrence, involving an expansive or rapidly escalating incident
- A command level IC must be on scene or enroute to assume the fixed and easily identifiable exterior command position (command post vehicle)

### **Later arriving Chief Officers**

The arrival of additional Command Officers on the incident scene can strengthen the overall ICS organization. These additional Command Officers should report directly to the established Command Post. As the incident escalates, the IC shall use these Command Officers to fill various roles as needed. Such roles may /typically include:

- Incident Safety Officer [typically assigned to 3<sup>rd</sup> arriving BC]
- Deputy IC (aide) – Support functions for the IC
- Accountability
- Branch Director
- Division/Group Supervisor
- RIT Task Force Leader
- NIMS compliant General Staff function (Section Chief)

Assumption of Command is discretionary for senior Chief Officers (Deputy Chief, Assistant Chief, and Chief)

The individual being relieved of command will be reassigned by the higher ranking authority assuming command

These higher ranking Chief Officers may elect to fill in an advisement capacity (“Senior Advisor”) to the IC or the Operations Section Chief

- Senior Advisor - Mentoring role to assist in ensuring the strategy and tactics are accomplishing their desired goals.

### **Incident Command Post (ICP)**

The ICP is the location from which the fixed Incident Commander operates. There is only one ICP for each incident/event, although it may change locations during an incident/event.

The ICP shall be positioned outside of the present and potential hazard zone.

The ICP shall be designated by the name of the incident (i.e. “Main Street ICP”).

A dedicated Incident Command Post staffed by specially trained and qualified personnel may be requested to the scene at the discretion of the IC – automatically sent at the 2<sup>nd</sup> Alarm fire level.

The main functions of dedicated ICP members are to assist the IC with personnel accountability, information gathering, and communications.

# DEPLOYMENT

Incident conditions drive the strategy, the IAP, and the risk-management plan. The ICS must support tactical assignments by coordinating and commanding resources effectively on the front end (position and function).

When assigning units, clearly state:

- Task (Fire attack, Primary search, Ventilation)
- Location (Floor, Division)
- Tactical objective (Fire control, Rescue)

Provide a steady, adequate stream of appropriate resources in order to enhance tactical discipline; forecast incident progression and request additional resources early.

A four-deep deployment model is ideal for larger events:

- Hazard Zone – Actively working
- On Deck (including Recycle) – Ready for an assignment
- Staging – In reserve
- Rehab – Temporarily Out of Service

Establishing fire control (*under control benchmark*) and completing the primary search (*all clear benchmark*) are of primary importance.

Personnel have a 15-20 minute window for offensive operations – On deck companies will allow for rotation of personnel while maintaining the operational continuum.

## Staging Group

Personnel and apparatus staging should be established during select emergencies, with special attention given at greater alarms and alarms of extended duration, to provide complete accountability of personnel and resources on scene. This will allow the Incident Commander to monitor available resources and determine if the incident should be expanded, maintained, or scaled back.

The staging area location should be near the incident scene, where available tactical reserve units are separated by type as they await assignment. Resources assigned to staging shall maintain discipline by remaining with their apparatus and available for immediate assignment.

1<sup>st</sup> unit to arrive at the staging location – Officer of this unit assumes and retains the role of Staging Group Supervisor, unless otherwise assigned by the Incident Commander. The Staging Group Supervisor will provide control and accountability of Staging Group resources and personnel, communicating directly with Command the number and type of resources in staging. The Staging Group Supervisor will further identify additional needs for Staging such as shelter or water during extended incidents and make requests directly from Command.

Battalion Chiefs' vehicles contain a *Rehab and Staging Kit* which consists of the following equipment to assist with Staging Group management:

- Staging vest – to distinguish the Staging Group Supervisor

- Staging clipboard and *Staging Tracking* forms – used to account for and monitor all personnel and apparatus on scene. See SOG 35.5 for *Staging Tracking* form.

A Base Staging area may also be established by order of the Incident Commander at unusually large or complex incidents (i.e. tornado, chemical facility incident, high rise fire incident) to place possibly needed resources within 5-10 minutes of the incident scene. The Base Staging area may be equipped to provide eating, resting, and sleeping facilities if needed.

## **Rehab Group**

Rehab is a long term break in the work cycle after two (2) SCBA cylinders have been expended.

Per NFPA 1561, the IC shall consider the circumstances of each incident and make suitable provisions for rest and rehabilitation of all members operating at the scene. These provisions should include medical evaluation and treatment, food and fluid replacement, and relief from extreme climate, per the circumstances of the incident.

First MED unit to arrive at the rehab location (shall not be the initially sent MED unit on the full assignment, who is considered part of the RIT Task Force) – Paramedic Officer assumes and retains the role of Rehab Group Supervisor, unless otherwise assigned by the Incident Commander. The Rehab Group Supervisor will provide control and accountability of those personnel assigned to the Rehab Group, communicating directly with Command the need for additional assistance. Car 15 will assume the duties of Rehab Group Supervisor on the 3<sup>rd</sup> Alarm level.

Personnel assigned to rehab will report directly to the Rehab Group Supervisor as a complete company.

The Rehab Group Supervisor has the authority to hold personnel from returning to service if medical condition warrants restriction of activity.

See numbered notice Incident Scene Management – Incident Rehabilitation (REHAB): Personnel and Apparatus Staging for further details regarding Rehab Group procedures.

# REVIEW, EVALUATION & REVISION

The IC must continually balance responder risk against the possible benefit of current operations and ensure that the Incident Action Plan is consistent with current conditions.

Quality information, in the form of LCAN and completion reports, along with visual cues, serve as the foundation for ongoing incident and risk evaluation. Based on this information, the Operations Section Chief will decide to continue to support current operations, provide additional backup resources, or change the strategic mode of operation entirely.

Company Officers operating interior must be trusted to monitor and evaluate conditions inside the structure and share these observations honestly with the Operations Section Chief through LCAN and completion reports.

The IC and the Operations Section Chief must maintain an overall view of the entire incident site to allow for accurate evaluation of the IAP's effectiveness.

**“PAR” Notifications** - Personnel Accountability Report (PAR) notifications will be initiated by dispatch at 10 minute intervals per NFPA 1500. These “repeating clock” notifications should prompt incident scene updates from the IC (“Command”) to dispatch.

- 10 minute interval PAR notification: Dispatch→Command→Operations
- Operations Section Chief re-evaluates his/her knowledge of the operating positions of all companies
- Company Officers verify the positions of their firefighters

Incident scene updates that are provided by Command to dispatch in response to PAR notifications must be functional, meaningful, and include an update on strategic mode of operation and tactical progress.

## **Example:**

- “Dispatch, Main Street Command. We are still in the offensive strategy with 2 lines working on a second floor fire. Primary search all clear in the basement and 1<sup>st</sup> floor. Primary search in progress on the 2<sup>nd</sup> floor and attic.”

The IC or Operations Section Chief may request (PARs) and/or progress (LCAN) reports from hazard zone companies at his/her discretion and in response to the following situations/events:

- Company exiting the hot zone
- Strategic change (Offensive to Defensive)
- Post *MAYDAY*
- Post sudden hazard event

The Operations Section Chief should begin preparing for the replacement of interior companies by the 10 minute PAR notification and consider executing the replacement of interior companies by the 20 minute PAR notification (air management).

## **After Action**

The Milwaukee Fire Department has established requirements and procedures for a standardized post incident critique (After Action) of significant incidents or those that involved significant injury or death to members.

## **Tailboard Talk**

An operational post incident critique may be conducted on any incident / event as determined by the IC or Operations Section Chief.

## **Fire Watch**

A temporary measure intended to ensure continuous and systematic surveillance of a building or portion thereof by one or more qualified individuals for the purposes of identifying early signs of unwanted fire and controlling fire hazards.

At the discretion of the Incident Commander and under circumstances in which appropriate overhaul cannot be completed in order to satisfy the Incident Commander's requirements in regard to checking hidden spaces for fire extension, a *fire watch* assignment may be indicated.

On most building fire responses, this role is fulfilled by the fire investigator (FIU) on scene. However, in situations under which it is deemed unsafe for personnel to enter or re-enter a structure after extinguishment, or fires involving large piles of material, brush fires, etc. the Incident Commander has the authority to initiate a fire watch with a suggested two hour timeframe.

When initiated, the Incident Commander will special call for a minimum of (1) Engine Company to standby in an advantageous position in order to ensure that there is no hidden fire that allows a "flare-up" to occur. The IC shall remain on scene until the arrival of the fire watch assigned Engine Company and shall brief the Engine Company regarding fire location, areas of primary concern, and expected duration.

If a flare-up is detected, the Incident Commander (now the Engine Company Officer) will make a determination and request additional suppression/support units as needed to mitigate the fire. If the primary two hour timeframe has passed with no signs of unwanted fire, the Incident Commander (now the Engine Company Officer) will make the determination to special call a replacement fire watch assigned Engine Company or to terminate the fire watch.

# DEFINITIONS

**Abandon the Building** – Phrase used when hazard zone workers are believed to be in IMMINENT DANGER. Interior operating crews need to get out of the building any way necessary and as quickly as possible

**All Clear** – Phrase used to refer to the results of a search operation – **not** to be used to communicate fire conditions in a particular area or on a particular floor

**Alpha letter identifiers** – Used to name the sides of a building. Alpha, Bravo, Charlie, Delta – clockwise around the building

**Agency Representative** - Individual assigned to an incident from an assisting or cooperating agency that has been delegated full authority to make decisions on all matters affecting that agency's participation at the incident. Agency Representatives report to the Liaison Officer.

**Allocated Resources** – Resources dispatched to an incident that have not yet checked in with the Incident Commander (In transit)

**Assigned Resources** – Resources checked in and assigned work tasks on an incident scene (Operations)

**Assisting Agency** – An agency directly contributing suppression, rescue, support, or service resources to another agency

**Available Resources** – Resources assigned to an incident and available for assignment (Staging)

**Branch** – That organizational level having functional/geographic responsibility for major segments of incident operations. The Branch level exists organizationally between the Section and Division/Group levels of the command structure

**Command Post (ICP)** – That location at which primary incident command functions are executed

**Command Staff** – The Command Staff consists of the Public Information Officer, Safety Officer and Liaison Officer, all of whom report directly to the Incident Commander

**Command** – The act of directing, ordering, and/or controlling resources by virtue of explicit legal, agency, or delegated authority

**Company** – A ground vehicle providing specified equipment capability and personnel (Engine Company, Truck Company, Rescue Company, etc.)

**Cooperating Agency** – An agency supplying assistance other than direct suppression, rescue, support, or service functions to the incident control effort (Red Cross, law enforcement agency, etc.)

**Director** – ICS title for individuals responsible for command of a Branch

**Division** – That organization level having responsibility for operations within a defined geographic area. The Division level is organizational between Single Resources, Task Force, or the Strike Team and the Branch

**Emergency Traffic** – Phrase used by anyone on the fireground with an essential radio transmission needed to communicate a potential or imminent threat to life safety

**Exposures** – Named for the side of the fire building where located – if there is more than one involved exposure, a number will follow (i.e. Bravo exposure or Delta 2 exposure [the exposure immediately beyond the Delta exposure])

**Fire Under Control** – Phrase used when the forward progress of the fire has been stopped and conditions are stabilized

**Fire Watch** - A temporary measure intended to ensure continuous and systematic surveillance of a building or portion thereof by one or more qualified individuals for the purposes of identifying early signs of unwanted fire and controlling fire hazards.

**General Staff** – The group of incident management personnel comprised of the Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief

**Group** – That organizational level having responsibility for a specified functional assignment at an incident (ventilation, salvage, water supply, etc.)

**Incident Action Plan (IAP)** – The strategic goals, tactical objectives, and support requirements for the incident. All incidents require an action plan. For simpler incidents, the action plan is not usually in written form. Large or complex incidents will require that the action plan be documented in writing for each operational period

**Incident Command System** – An Incident Management System with a common organizational structure with responsibility for the management of assigned resources to effectively accomplish stated objectives pertaining to an incident

**Incident Commander (IC)** – The individual responsible for the management of all incident operations

**Leader** – The individual responsible for command of a Task Force, Strike Team, or Functional Unit

**Liaison Officer** – The point of contact for assisting or coordinating agencies. Member of the Command Staff

**Logistics Section** – Responsible for providing facilities, services, and materials for the incident. Includes the Communication Unit, Medical Unit, and Food Unit within the Service Branch and the Supply Unit, Facilities Unit, and Ground Support Unit within the Support Branch

**Mayday** – Phrase used only when firefighters find themselves or other firefighters in a life-threatening position, or are lost, trapped, disoriented, or missing during hazard zone operations. Designed as an alert to clear fire ground radio talk group so the Operations Chief or Incident Commander can communicate solely with the person calling the *Mayday*

**No Extension** – Phrase used to describe conditions in an area or on a floor remote from the seat of the fire when the fire has not presented into that area/floor

**Officer** – The Command Staff positions of Safety, Liaison, and Public Information



**On Deck** – Forward staging position located just outside of the immediate hazard zone as directed by the Operations Chief. Used for RIT, crew relief, to reinforce a tactical position, or any other task as assigned by the Operations Chief

**Operational Period** – The period of time scheduled for execution of a given set of operational activities as specified in the Incident Action Plan

**Operations Section** – Responsible for all tactical operations at the incident. Includes up to 5 Branches, 25 Divisions/Groups, and 125 Single Resources, Task Forces, or Strike Teams

**Out-of Service Resources** – Resources assigned to an incident but unable to respond for mechanical, rest, or personnel reasons

**PAR** – Personnel Accountability Report given upon completion of a tactical objective or when requested by Operations (i.e. change in strategy or fire conditions)

**Planning Section** – Responsible for the collection, evaluation, dissemination, and use of information about the development of the incident and the status of resources. Includes the situation, Resource, Documentation, and Demobilization Units as well as Technical Specialists

**Progress Report** – LCAN Reports (Location, Conditions, Actions, Needs) – continually keep track of the position, function, and needs of operating companies/crews. Used to communicate progress, completion of a tactical objective, and as requested by Operations

**Public Information Officer** – Responsible for interface with the media or other appropriate agencies requiring information directly from the incident scene. Member of the Command Staff

**Rapid Intervention Team (RIT)** – Firefighting personnel assembled, equipped, and ready to rescue emergency personnel operating at an emergency incident

**Recycle** – A quick break in the work cycle to exchange SCBA cylinders and be reassigned by Operations

**Rehab** – That function and location that shall include medical evaluation and treatment, food and fluid replenishment, and relief from extreme climatic conditions for emergency responders, according to the circumstances of the incident. A long term break in the work cycle after two (2) SCBA cylinders have been expended

**Resources** – All personnel and major items of equipment available, or potentially available, for assignment to incident tasks on which status is maintained

**Safety Officer** – Responsible for monitoring and assessing safety hazards, unsafe situations, and developing measures for ensuring personnel safety. Member of the Command Staff

**Section** – That organizational level having functional responsibility for primary segments of incident operations, such as: Operations, Planning, Logistics, and Finance/Administration. The Section level is organizationally between Branch and Incident Commander

**Section Chiefs** – Title that refers to a member of the General Staff (Planning Section Chief, Operations Section Chief, Finance/Administration Section Chief, Logistics Section Chief)

**Senior Advisor** – Mentoring role to the IC or Operations Section Chief to assist in ensuring the strategy and tactics are accomplishing their desired goals.

**Single Resource** – An individual Company or Crew

**Staging Area** – That location where incident personnel and equipment are assigned on an immediately available status

**Strategic Goals** – The overall plan that will be used to control the incident. Strategic goals are broad in nature and are achieved by the completion of tactical objectives

**Strike Team** – Up to five (5) of the same type of resources with common communications and a leader

**Supervisor** – Individuals responsible for Command of a Division or Group

**Tactical Objectives** – The specific operations that must be accomplished to achieve strategic goals. Tactical objectives must be specific and measurable. Tactical level officers are Division/Group

**Task Force** – Up to five (5) of any type and kind of resources with common communications and a leader assembled for a specific mission

**Technical Specialists** – Personnel with special skills who are activated only when needed. Technical Specialists may be needed in the areas of fire behavior, water resources, environmental concerns, resource use, and training. Technical Specialists report initially to the Planning Section but may be assigned anywhere within the ICS organizational structure as needed

**Transitional Attack** - Initial handline attack from the exterior through a door/window in order to quickly confine the fire; followed immediately by an interior attack for final extinguishment / search and rescue

**Unit** – That organization element having functional responsibility for a specific incident's Planning, Logistics, or Finance/Administration activity

**Water Tender** – Any ground vehicle capable of transporting specified quantities of water, typically above 750 gallons

***Withdraw from the Building*** – Phrase used when hazard zone workers are believed to be in EVENTUAL danger if a strategic change is not made soon. The Operations Chief will coordinate the backing out of lines and equipment using a systematic top-down approach to provide protection for evacuating crews until the evacuation is complete