INCIDENT COMMAND SYSTEM

SAN FRANCISCO FIRE DEPARTMENT
Chief of Department
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This manual is the sole property of the San Francisco Fire Department
FOREWORD

The goal of this manual is to establish standard operating practices as authorized by the Chief of Department and implemented by the Division of Training.

The purpose of this manual is to provide all members with the essential information necessary to fulfill the duties of their positions, and to provide a standard text whereby company officers can:

- Enforce standard drill guidelines authorized as a basis of operation for all companies.
- Align company drills to standards as adopted by the Division of Training.
- Maintain a high degree of proficiency, both personally and among their subordinates.

All manuals shall be kept up to date so that all officers may use the material contained in the various manuals to meet the requirements of their responsibility.

Conditions will develop in fire fighting situations where standard methods of operation will not be applicable. Therefore, nothing contained in these manuals shall be interpreted as an obstacle to the experience, initiative, and ingenuity of officers in overcoming the complexities that exist under actual fire ground conditions.

To maintain the intent of standard guidelines and practices, no correction, modification, expansion, or other revision of this manual shall be made unless authorized by the Chief of Department. Suggestions for correction, modification or expansion of this manual shall be submitted to the Division of Training. Suggestions will be given due consideration, and if adopted, notice of their adoption and copies of the changes made will be made available to all members by the Division of Training.

Joanne Hayes-White
Chief of Department
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INTRODUCTION

This publication is divided into two parts:

1. Incident Command System
2. SFFD Operational Guide

The ICS Operational System Description Manual describes the Incident Command System including elements that can be used when functioning at a disaster involving multiple governmental agencies. The SFFD Emergency Operations Guide for the Incident Command System describes the basic system that will be implemented in the San Francisco Fire Department and will be standard procedure during regular operations.

The "ICS Field Operations Guide" is carried in on all SFFD vehicles. It describes the duties and responsibilities of all ICS positions. The Guide book can be used as a reference by Department officers and members.

History Of The ICS

In the early 1970’s, a series of major wildland fires in Southern California prompted municipal, county, state, and federal fire authorities to form an organization known as Fire fighting Resources of California Organized for Potential Emergencies (FIRESCOPE). Organizational difficulties involving multi-agency responses were identified by FIRESCOPE. Other difficulties included ineffective communications, lack of accountability, and lack of a well-defined command structure. Their efforts to address these difficulties resulted in development of the original Incident Command System for effective incident management. Although originally developed for wildland settings, the system ultimately evolved into an "all-risk" system, appropriate for all types of fire and non-fire emergencies.

Due to the need for, and an increased interest in, a model emergency incident management system, the National Curriculum Advisory Committee on the Incident Command Systems/Emergency Operations Management Systems recommended the adoption of ICS as an all-risk/all-agency system. The Incident Command System has been adopted by the National Fire Academy as the model system.

Laws and Standards

The San Francisco Fire Department must have a management system to handle the chaos at any incident. Additionally, several laws and standards require a system to manage emergencies. These are explained briefly below. For further information, or copies, contact the appropriate federal agency (Environmental Protection Agency for SARA and Occupational Safety and Health Administration), the National Fire Protection
Introduction

Association (NFPA) for its 1500 and 1561 standards, Presidential directive 5 and the National Response Framework for its National Incident Management requirements.

SARA

Superfund Amendments and Reauthorization Act of 1986 (SARA) requires organizations handling hazardous materials incidents to operate with an incident command system (ICS).

OSHA

Occupational Safety and Health Administration (OSHA) rules and regulations state, "The ICS shall be established by those employers for the incidents that will be under their control and shall be interfaced with the other organizations or agencies who may respond to such an incident." Non-OSHA states are required under Environmental Protection Agency (EPA) rules to use an ICS at hazardous materials incidents.

Petris Act

Senate Bill No. 1841 CHAPTER 1069

An act to add Article 9.5 (commencing with Section 8607) to Chapter 7 of Title 2 of the Government Code, and to amend Section 13025.5 of the Health and Safety Code, relating to disaster preparedness. (See full version on Appendix E)

Standardized Emergency Management System (SEMS)

The tragic 1991 East Bay fire prompted a new law requiring major changes to the way California responds to disasters. The resulting Standardized Emergency Management System (SEMS) regulations were developed to help ensure that the people and agencies responding to disasters have an organized and standard approach to the situation. The SEMS regulations apply to local governments, special districts, and all state agencies. Organizations called upon to supply resources such as fire fighting resources, shelter, transportation, medical and mental health assistance, or water, must abide by the regulations. To be eligible for reimbursement of personnel costs related to disaster response, local governments and special districts must follow the regulation.


To prevent, prepare for, respond to, and recover from terrorist attacks, major disasters, and other emergencies, the United States Government shall establish a single, comprehensive approach to domestic incident management. The objective of the United States Government is to ensure that all levels of government across the Nation have the capability to work efficiently and effectively together, using a national approach to domestic incident management.
Directed Secretary, DHS to develop and administer:

- National Incident Management System (NIMS)
  - Core set of concepts, principles and terminology for incident command and multi-agency coordination
- National Response Framework (NRF)
  - All-discipline, all-hazards plan

**National Incident Management System (NIMS)**

- A system that provides a consistent nationwide approach for incident management
- Requires Federal, State, tribal, and local governments to work together before, during, and after incidents
- Involves preparing for, preventing, responding to, and recovering from domestic incidents
- All causes, sizes, and complexities of incidents

There are six NIMS components
- Command and Management
- Preparedness
- Resource Management
- Communications and Information Management
- Supporting Technologies
- Ongoing Management and Maintenance

To comply with NIMS

- All Federal department and agencies required to adopt
- DHS to publish Federal, state, local, tribal compliance criteria by October 2004
- State and local organizations must adopt NIMS to receive Federal preparedness assistance (grants, contracts, etc.) by FY-2005
- Adopting the basic tenets of the Incident Command System constitutes initial compliance
- Other components (e.g. data and communications systems interoperability) require additional NIMS development
- DHS to publish additional standards, guidelines, and compliance protocols
Part I

Incident Command
SECTION 1. ICS FOR FIRE DEPARTMENT OPERATIONS

The purpose of the ICS is to provide for a systematic development of a complete, functional Command organization designed to allow for single or multi-agency use which increases the effectiveness of Command and firefighter safety. This system combines command strategy with organizational procedures.

The key elements of the system are:

- The systematic development of a complete, functional organization with the major functions being Command, Operations, Planning, Logistics, and Finance/Administration.

- Designed to allow for multi-agency adoption in federal, state, and local fire agencies. Therefore, organizational terminology used in the ICS is designed to be acceptable to all levels of government.

- Designed to be the basic, everyday operating system for all incidents within each agency. Therefore, the transition to large and/or multi-agency operations requires a minimum of adjustment for any of the agencies involved.

- The organization builds from the ground up, with the management of all major functions initially being the responsibility of one or just a few persons. Functional units are designed to handle the most important incident activities. As the incident grows in size and/or complexity, functional unit management is assigned to additional individuals in order to maintain a reasonable span of control and efficiency.

- Designed on the premise that the jurisdictional authority of the involved agencies will not be compromised. Each agency having legal responsibility within its jurisdiction is assumed to have full Command authority within its jurisdiction at all times. Assisting agencies will normally function under the direction of the Incident Commander appointed by the jurisdiction within which the incident occurs.

- Multi-jurisdictional incidents will normally be managed under a Unified Command management structure involving a single incident Command Post and a single Incident Action Plan (applicable to all agencies involved in the incident).

- The system is intended to be staffed and operated by qualified personnel from any agency, and a typical incident could involve the use of personnel from a variety of agencies, working in many different parts of the organization.
The system expands and contracts organizationally based upon the needs of the incident. Span-of-control recommendations are followed closely; therefore, the organizational structure is never larger than required.

Although the focus of this document is structural fire - the document recognizes the importance to the fire service of coordinating incident response with responders of other disciplines, such as medical, law enforcement, and public works. An effective incident management system must provide an integrated multi-discipline approach. The ICS model, while capitalizing on the strengths of fire ground Command, provides an overall structure that allows the successful integration of multiple disciplines, allowing application to the "all risk" nature of emergency incidents.

Other response disciplines (law enforcement, public works) are encouraged to address their specific tactical needs within the Command/Operations Sections in the detail given to fire ground Command, while retaining the overall ICS structure. On multi-discipline incidents, experience has proven the critical necessity of integrating response agencies into one operational organization managed and supported by one structure. For this reason, the ICS supports an integrated, multi-discipline organization over separate incident management systems for each organization.

The FIRESCOPE Program believes that any incident management system should be procedure - driven for the following reasons:

- Written procedures reflect Department policy on incident management.
- Procedures provide a standardized approach to managing any incident.
- Procedures provide predictable approaches to incident management.
- Procedures should be applied routinely.
- Procedures provide a training tool for firefighters' reference.
- Procedures provide a baseline for critiques and review of incidents.
- Procedures make the Incident Commander's operations more effective.

This model reflects a procedural approach to the overall organization structure of the ICS.

**OPERATING REQUIREMENTS**

The design requirements for the ICS are the following:

1. Can provide for the following kinds of operations:
   a. single jurisdiction/single agency involvement
   b. single jurisdiction with multi-agency involvement
   c. multi-jurisdiction/multi-agency involvement
2. Organizational structure can be adapted to any emergency or incident to which fire protection agencies would be expected to respond.
3. Can be applicable and acceptable to users throughout the country.
4. Should be readily adaptable to new technology.
5. Must be able to expand in a logical manner from an initial attack situation.
6. Must have basic common elements in organization, terminology, and procedures. This allows for the maximum application and use of already developed qualifications and standards, and ensures continuation of a total mobility concept.
7. Implementation should cause the least possible disruption to existing systems.
8. Must be effective in fulfilling all of the above requirements and yet be simple enough to ensure low operational maintenance costs.

COMPONENTS OF THE ICS

The ICS has a number of components. These components working together interactively provide the basis for an effective ICS concept of operation:

1. Common terminology
2. Modular organization
3. Integrated communications
4. Unified command structure
5. Consolidated action plans
6. Manageable span of control
7. Designated incident facilities
8. Comprehensive resource management

ORGANIZATION AND OPERATIONS

The ICS has five major functional areas:

1. Command
2. Operations
3. Planning
4. Logistics
5. Finance
Section 1.  ICS for Fire Department Operations
SECTION 2. COMMAND PROCEDURES

The San Francisco Fire Department responds to a wide range of emergency incidents. The purpose of this manual is to identify standard operating procedures that can be employed in establishing Command. The system provides for the effective management of personnel and resources providing for the safety and welfare of personnel. It also establishes procedures for the implementation of all components of the Incident Command System for all emergencies.

Command Procedures are designed to:

- Places the responsibility of Command on a specific individual through a standard identification system, depending on the arrival sequence of members, companies, and chief officers.
- Ensure that a strong, direct, and visible Command will be established from the onset of the incident.
- Establish an effective incident organization defining the activities and responsibilities assigned to the Incident Commander and to other individuals operating within the Incident Command System.
- Provide a system to process information to support incident management, planning, and decision making.
- Provide a system for the orderly transfer of Command to subsequent arriving officers.

RESPONSIBILITIES OF COMMAND

The Incident Commander is responsible for the completion of the tactical priorities. The Tactical Priorities are, but not limited to:

- Remove endangered occupants and treat the injured
- Stabilize the incident and provide for life safety
- Conserve property
- Provide for the safety, accountability, and welfare of personnel. *This priority is ongoing throughout the incident.*

The Incident Command System is used to facilitate the completion of the tactical priorities. The INCIDENT COMMANDER (IC) is the person who drives the Incident Command System towards that end. The Incident Commander is responsible for building a Command structure that matches the organizational needs of the incident to achieve the completion of the tactical priorities for the incident. The Functions of
Command define standard activities that are performed by the Incident Commander to achieve the Tactical Priorities.

**FUNCTIONS OF COMMAND**

The Functions of Command Include:

- Assume and announce Command and establish an effective operating position (Command Post)
- Rapidly evaluate the situation (size up)
- Initiate, maintain, and control the communications process
- Identify the overall strategy, develop an incident action plan, and assign companies and personnel consistent with plans and standard operating procedures
- Develop an effective Incident Command Organization
- Provide tactical objectives
- Review, evaluate, and revise (as needed) the incident action plan
- Provide for the continuity, transfer, and termination of Command

The Incident Commander is responsible for all of these functions. As Command is transferred, so is the responsibility for these functions. The first five (5) functions must be addressed immediately from the initial assumption of Command.

**ESTABLISHING COMMAND**

The first Fire Department member or unit to arrive at the scene shall assume Command of the incident. The initial Incident Commander shall remain in Command until Command is transferred or the incident is stabilized and terminated.

- The first unit or member on the scene must initiate whatever parts of the Incident Command System are needed to effectively manage the incident scene.
- A single company incident (trash fires, single patient EMS incidents, etc.) may only require that Company or unit acknowledge their arrival on the scene.

The first arriving Fire Department unit activates the Command process by giving an initial radio report.
The **Radio Report** should include:

- Unit designation of the unit arriving on the scene
- A brief description of the incident situation, (i.e., building size, occupancy, HazMat release, multi-vehicle accident, etc.)
- Obvious conditions (working fire, HazMat spill, multiple patients, etc.)
- Brief description of action taken
- Declaration of Strategy
- Any obvious safety concerns
- Assumption, identification, and location of Command
- Request or release resources as required

Example:

**For an offensive structure fire:**

"Engine Eleven is on the scene of a large two story school with a working fire on the second floor. Engine Eleven is laying a supply line and going in with a hand line to the second floor for search and rescue. This is an offensive fire attack. Engine Eleven will be 7th Street Command."

**For a defensive structure fire:**

"Engine One is on the scene of a medium size warehouse fully involved with exposures to the east. Engine One is laying a supply line and attacking the fire with a master stream and hand line to the exposure for search & rescue and fire attack. This is a defensive fire. Engine One will be Buckeye Command."

**For an EMS incident:**

"Truck 11 is on the scene with a multi-vehicle accident. Special call two more ambulances and a Rescue Captain. Truck 11 will be Parkway Command."

**For a single-Company Incident:**

"Engine 6 is on the scene of a dumpster fire with no exposures. Engine 6 can handle."

The radio designation "Command" will be used along with the geographical location of the incident (i.e., "7th Street Command", "Metro Center Command"). This designation will not change throughout the duration of the incident. The designation of "Command" will remain with the officer currently in Command of the incident throughout the event.
COMMAND OPTIONS

The responsibility of the first arriving unit or member to assume Command of the incident presents several options, depending on the situation. If a Chief Officer, member, or unit without tactical capabilities (i.e., staff vehicle, no equipment, etc.) initiates Command, the establishment of a Command Post should be a top priority. At most incidents the initial Incident Commander will be a Company Officer. The following Command options define the Company Officer's direct involvement in tactical activities and the modes of Command that may be utilized.

NOTHING SHOWING MODE (INVESTIGATIVE MODE)

These situations generally require investigation by the initial arriving company while other units remain in a staged mode. The officer should go with the company to investigate while utilizing a portable radio to Command the incident.

FAST ATTACK MODE

Most situations require immediate action to stabilize and requires the Company Officer's assistance and direct involvement in the attack. In these situations the Company Officer goes with the crew to provide the appropriate level of supervision. Examples of these situations include:

- Offensive fire attacks (especially in marginal situations)
- Critical life safety situations (i.e. rescue) which must be achieved in a compressed time
- Any incident where the safety and welfare of firefighters is a major concern
- Obvious working incidents that require further investigation by the Company Officer

Where fast intervention is critical, utilization of the portable radio will permit the Company Officer's involvement in the attack without neglecting Command responsibilities. The Fast Attack mode should not last more than a few minutes and will end with one of the following:

1. The situation is stabilized.
2. The situation is not stabilized and the Company Officer must withdraw to the exterior and establish a Command Post. At some time the Company Officer must decide whether or not to withdraw the remainder of the crew, based on the crew's capabilities and experience, safety issues, and the ability to communicate with the crew. No crew should remain in a hazardous area without radio communications capabilities.
3. Command is transferred to another Higher Ranking Officer.

**COMMAND MODE**

Certain incidents, by virtue of their size, complexity, or potential for rapid expansion, require immediate strong, direct, overall Command. In such cases, the Company Officer will initially assume an exterior, safe, and effective Command position and maintain that position until relieved by a Higher Ranking Officer. A tactical worksheet shall (ICS 201) be initiated and utilized to assist in managing this type of incident (See Appendix G).

If the Company Officer selects the Command mode, the following options are available regarding the assignment of the remaining crew members:

1. The officer may "move up" within the company and place the company into action with two or more members. One of the crew members will serve as the acting Company Officer. The collective and individual capabilities and experience of the crew will regulate this action.

2. The officer may assign the crew members to work under the supervision of another Company Officer. In such cases, the Officer assuming Command must communicate with the Officer of the other company and indicate the assignment of those personnel.

3. The officer may elect to assign the crew members to perform staff functions to assist Command.

A Company Officer assuming Command has a choice of modes and degrees of personal involvement in the tactical activities, but continues to be fully responsible for the Command functions. The initiative and judgment of the Officer are of great importance. The modes identified are guidelines to assist the Officer in planning appropriate actions. The actions initiated should conform to one of the above mentioned modes of operation.

**PASSING COMMAND**

In certain situations, it may be advantageous for a first arriving Company Officer to pass Command to the next company ON THE SCENE. This is indicated when the initial commitment of the first arriving company requires a full crew (i.e., high-rise or an immediate rescue situation) and another company is on the scene.

"Passing Command" to a unit that is not on the scene creates a gap in the Command process and compromises incident management. To prevent this "gap", COMMAND SHALL NOT BE PASSED TO AN OFFICER WHO IS NOT ON THE SCENE. It is
preferable to have the initial arriving Company Officer continue to operate in the fast attack mode until Command can be passed to an on-scene unit.

When a Chief Officer arrives at the scene at the same time as the initial arriving company, the Chief Officer should assume Command of the incident.

Should a situation occur where a later arriving Company or Chief Officer cannot locate or communicate with Command (after several radio attempts), they will assume and announce their assumption of Command and initiate whatever actions are necessary to confirm the safety of the missing crew.

**TRANSFER OF COMMAND**

Command is transferred to improve the quality of the Command organization. The following guidelines outline the transfer of Command process. The transfer of Command through various ranking officers must be predetermined by the local departments. Below is an example.

1. The first arriving fire department member on the scene will automatically assume Command. This will normally be a Company Officer, but could be any fire department member up to and including the Fire Chief.
2. The first arriving Company Officer will assume Command after the transfer of Command procedures have been completed (assuming an equal or higher ranking officer has not already assumed Command).
3. The first arriving Chief Officer should assume Command of the incident following transfer of Command procedures.
4. The second arriving Chief Officer should report to the Command Post for assignment.
5. Later arriving, higher-ranking Chief Officers shall assume Command.
6. Assumption of Command is discretionary for the Deputy Chief and the Chief of Department.

Within the chain of Command, the actual transfer of Command will be regulated by the following procedure:

1. The Officer assuming Command will communicate with the person being relieved by radio or face-to-face. Face-to-face is the preferred method to transfer Command.
2. The person being relieved will brief the officer assuming Command indicating at least the following:
Section 2. Command Procedures

2. Command Procedures

a. Incident conditions (fire location and extent, HazMat spill, number of patients, etc.)
b. Incident action plan
c. Progress towards completion of the tactical objectives
d. Safety considerations
e. Deployment and assignment of operating companies and personnel
f. Appraisal of need for additional resources

3. When not in Fast Attack: The person being relieved of Command should review the tactical worksheet with the Officer assuming Command. This sheet provides the most effective framework for Command transfer as it outlines the location and status of personnel and resources in a standard form that should be well known to all members.

The person being relieved of Command will be assigned to best advantage by the Officer assuming Command.

GENERAL CONSIDERATIONS

The response and arrival of additional ranking officers on the incident scene strengthens the overall Command function. As the incident escalates, the Incident Commander should use these Officers as needed.

A Fire Department's communications procedures should include communications necessary to gather and analyze information to plan, issue orders, and supervise operations. For example:

- Assignment completed
- Additional resources required
- Unable to complete
- Special information

The arrival of a ranking officer on the incident scene does not mean that Command has been transferred to that officer. Command is only transferred when the outlined transfer-of Command process has been completed.

The Incident Commander has the overall responsibility for managing an incident. Simply stated the Incident Commander has complete authority and responsibility for the
Incident. If a higher ranking officer wants to affect a change in the management of an incident, they must first be on the scene of the incident, and then utilize the transfer-of-Command procedure.

任何人可以影响事件管理在极端情况下，例如涉及安全时，通过通知司令部并启动纠正行动。

1 Anyone can effect a change in incident management in extreme situations relating to safety by notifying Command and initiating corrective action.
SECTION 3. COMMAND STRUCTURE

It will be the responsibility of the Incident Commander to develop an organizational structure utilizing standard operating procedures as soon as possible after arrival and implementation of initial tactical control measures. The size and complexity of the organizational structure, obviously, will be determined by the scope of the emergency.

INCIDENT COMMAND SYSTEM OPERATION

The ICS should be considered the basic incident management system to be used on any size or kind of incident. The only change in using the ICS on a very large incident rather than a small incident is the method of growth of the basic emergency management organization to meet the increased needs. Thus, the full establishment of the ICS should be viewed as an extension of the existing incident organization. The determination to expand the organization will be that of Command and would be done when a determination is made that the initial attack or reinforced attack will be insufficient. That determination would be made by the Incident Commander at the scene.

ICS Organizational Development

The following examples are guides in using the basic Incident Command System Organization for various size incidents.

- Initial Response - 1-5 Increments/1st Alarm
- Reinforced Response – Additional Units/Greater Alarm/Mutual Aid

Initial Response

The first arriving unit or officer will assume Command until arrival of a higher ranking officer.

Upon arrival of a higher ranking officer, they will be briefed by the on-scene Incident Commander. The higher ranking officer will then assume Command. This transfer of Command is to be announced. The officer being relieved of Command responsibilities will be reassigned by the new Incident Commander.

Reinforced Response

A reinforced response will be initiated when the on-scene Incident Commander determines that the initial response resources will be insufficient to deal with the size or complexity of the incident.
Command Organization

The Command organization must develop at a pace which stays ahead of the tactical deployment of personnel and resources. In order for the Incident Commander to manage the incident, they must first be able to direct, control, and track the position and function of all operating companies. Building a Command organization is the best support mechanism the Incident Commander can utilize to achieve the harmonious balance between managing personnel and incident needs. Simply put, this means:

- Large scale and complex incidents = Large Command organization
- Small scale and "simple" incidents = Small Command organization
- The Incident Commander should have more people working than Commanding
- The basic configuration of Command includes three levels:
  1. Strategic level - Overall direction of the incident
  2. Tactical level - Assigns operational objectives
  3. Task level - Specific tasks assigned to Companies

The Strategic level involves the overall Command of the incident. The Incident Commander is responsible for the strategic level of the Command structure. The action plan should cover all strategic responsibilities, all tactical objectives, and all support activities needed during the entire operational period. The Action Plan defines where and when resources will be assigned to the incident to control the situation. This plan is the basis for developing a Command organization, assigning all resources, and establishing tactical objectives. The strategic level responsibilities include:

**Offensive or Defensive**

These should be well defined in SOPs

- Determining the appropriate strategy
- Establish overall incident objectives
- Setting priorities
- Develop an incident action plan
- Obtaining and assigning resources
- Predicting outcomes and planning
- Assigning specific objectives to tactical level units

The Tactical level directs operational activities towards specific objectives. Tactical level officers include Branch Directors, Division, and Group Supervisors, who are in charge of grouped resources. Tactical level officers are responsible for specific geographic areas or functions, and supervising assigned personnel. A tactical level assignment comes with the authority to make decisions and assignments, within the boundaries of the overall plan and safety conditions. The accumulated achievements of tactical objectives should accomplish the strategy as outlined in the Incident Action Plan.
COMMAND STRUCTURE - BASIC ORGANIZATION

The Task Level refers to those activities normally accomplished by individual companies or specific personnel. The task level is where the work is actually done. Task level activities are routinely supervised by Company Officers. The accumulated achievements of task level activities should accomplish tactical objectives.

Examples:

The most basic Command structure combines all three levels of the Command structure. The Company Officer on a single engine response to a dumpster fire determines the strategy and tactics, and supervises the crew doing the task.

![Command Structure Diagram]

The basic structure for a "routine" incident, involving a small number of companies, requires only two levels of the Command structure. The role of Command combines the strategic and tactical levels. Companies report directly to Command and operate at the task level.

![Command Structure (Division/Group) Diagram]

Command Structure (Division/Group)

The terms Divisions or Groups are tactical level management units that group companies. Divisions represent geographic operations, and groups represent functional operations. The following examples illustrate the use of these terms.

Tactical Level Officers (Division/Group)

As an incident escalates the Incident Commander should group companies to work in Divisions/Groups. A Division is the organizational level having responsibility for operations within a defined geographic area. In order to effectively use the Division terminology, a department must have a designated method of dividing an incident scene.
DIVISION DESIGNATION

Tactical Assignments for a Multi-Story Incident

In multi-story occupancies, divisions will usually be indicated by floor number (Division 6 indicates 6th floor). When operating in levels below grade such as basements, the use of subdivisions is appropriate.
Exterior designations are identified by alpha letter identifiers. Starting at the front of a building and progressing clockwise around the building as illustrated.

**Division/Group Designation**

A Division is 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.
Groups are an organizational level responsible for a specified functional assignment at an incident. Examples are Salvage Group, Search and Rescue Group, HazMat Group and Medical Group.

**Command Structure - Division/Group; Basic Operational Approach**

The use of Divisions/Groups in the Command organization provides a standard system to divide the incident scene into smaller subordinate management units or areas.

Complex emergency situations often exceed the capability of one officer to effectively manage the entire operation. Divisions/Groups reduce the span-of-control to more manageable smaller-sized units. Divisions/Groups allow the Incident Commander to communicate principally with these organizational levels, rather than multiple, individual Company Officers, providing an effective Command structure and incident scene organization. Generally, Division/Group responsibilities should be assigned early in the incident, typically to the first Company assigned to a geographic area or function. This early establishment of Division/Group provides an effective Incident Command organization framework on which the operation can be built and expanded.

The number of Divisions/Groups that can be effectively managed by the Incident Commander varies. Normal span-of-control is 3-7. In fast moving, complex operations, a span-of-control of no more than 5 Divisions/Groups is indicated. In slower moving less complex operations, the Incident Commander may effectively manage more Divisions/Groups.

Where the number of Divisions/Groups exceeds the span-of-control that the Incident Commander can effectively manage, the incident organization can be expanded to meet incident needs, by assigning an Operations Section Chief. The Operations Section is responsible for the Branches, Divisions/Groups. Each Branch is responsible for several Divisions/Groups and should be assigned a separate radio channel if available.

Division/Group procedures provide an array of major functions which may be selectively implemented according to the needs of a particular situation. This places responsibility for the details and execution of each particular function on a Division/Group.

When effective Divisions/Groups have been established, the Incident Commander can concentrate on overall strategy and resource assignment, allowing the Divisions/Groups to manage their assigned units. The Incident Commander determines strategy and assigns tactical objectives and resources to the Divisions/Groups. Each Division/Group Supervisor is responsible for the tactical deployment of the resources at their disposal, in order to complete the tactical objectives assigned by the Incident Commander. Divisions/Groups are also responsible for communicating needs and progress to Command.

Divisions/Groups reduce the overall amount of radio communications. Most routine communications within a Division/Group should be conducted in a face-to-face manner.
between Company Officers and their Division/Group. This process reduces unnecessary radio traffic from the IC and increases the ability to transmit critical radio communications.

The safety of fire fighting personnel represents the major reason for establishing Divisions/Groups. Each Division/Group must maintain communication with assigned companies to control both their position and function. The Division/Group must constantly monitor all hazardous situations and risks to personnel. The Division/Group must take appropriate action to ensure that companies are operating in a safe and effective manner.

The Incident Commander should begin to assign Divisions/Groups based on the following factors:

- Situations which will eventually involve a number of companies or functions, beyond the capability of Command to directly control. Command should initially assign Division/Group responsibilities to the first companies assigned to a geographic area or function until Chief Officers are available.

- When Command can no longer effectively cope with (or manage) the number of companies currently involved in the operation.

- When companies are involved in complex operations. (Large interior or geographic area, hazardous materials, technical rescues, etc.)

- When companies are operating from tactical positions which Command has little or no direct control over (i.e., out of sight).

- When the situation presents special hazards and close control is required over operating companies (i.e., unstable structural conditions, hazardous materials, heavy fire load, marginal offensive situations, etc.).

When establishing a Division/Group, the Incident Commander will assign each Division/Group:

1. Tactical objectives
2. A radio designation (Roof Division, Division A)
3. The identity of resources assigned to the Division/Group.

DIVISION/GROUP GUIDELINES

Divisions and Groups will be regulated by the following guidelines:

- It will be the ongoing responsibility of Command to assign Divisions/Groups as required for effective emergency operations; this assignment will relate to both geographic and functional Divisions/Groups.
- Command shall advise each Division/Group of specific tactical objectives. The overall strategy and plan will and should be provided, (time permitting) so the Division/Group has some idea of what’s going on and how their assignment fits into the overall plan.

- The number of companies assigned to a Division/Group will depend upon conditions within that Division/Group. Command will maintain an awareness of the number of companies operating within a Division/Group and the capability of that Division/Group to effectively direct operations. If a Division/Group cannot control the resources within the Division/Group, they should notify the Incident Commander so that Division/Group responsibilities can be split or other corrective action taken. In most cases 3-7 companies represent the maximum span-of-control for a Division/Group.

- The incident scene should be subdivided in a manner that makes sense. This should be accomplished by assigning Divisions to geographic locations (i.e., Roof Division, Division A, etc.) and assigning functional responsibilities to Groups (i.e., Ventilation Group, Salvage Group, etc.).

Division/Group Supervisors will use the Division/Group designation in radio communications (i.e., "Command, this is Roof Division").

Divisions/Groups will be commanded by Chief Officers, Company Officers, or any other Fire Department member designated by Command.

The guideline for span-of-control with Divisions/Groups is five. This applies to Operational Division/Group. Many of the functional responsibilities (PIO., Safety, etc.) are preassigned to certain individuals and are driven by standard operating procedures. These types of functional responsibilities should operate automatically and as such should not be included in the Incident Commander’s span-of-control.

Regular Transfer of Command procedures will be followed in transferring Division/Group responsibility.

In some cases, a Division/Group Supervisor may be assigned to an area/function initially to evaluate and report conditions and advise Command of needed tasks and resources. The assigned officer will proceed to the Division/Group, evaluate and report conditions to the Incident Commander, and assume responsibility for directing resources and operations within his/her assigned area of responsibility.

The Division/Group Supervisor must be in a position to directly supervise and monitor operations. This will require the Division/Group Supervisor to be equipped with the appropriate protective clothing and equipment for their area of responsibility. Division/Group Supervisors assigned to operate within the hazard zone must be accompanied by a partner.
Division/Group Supervisors will be responsible for and in control of all assigned functions within their Division/Group. This requires each Division/Group Supervisor to:

- Complete objectives assigned by Command
- Account for all assigned personnel
- Ensure that operations are conducted safely
- Monitor work progress
- Redirect activities as necessary
- Coordinate actions with related activities, and adjacent Divisions/Groups
- Monitor welfare of assigned personnel
- Request additional resources as needed
- Provide Command with essential and frequent progress reports
- Re-allocate resources within the Division/Group

The primary function of Company Officers working within a Division/Group is to direct the operations of their individual crews in performing assigned tasks. Company Officers will advise their Division/Group Supervisor of work progress, preferably face-to-face. All requests for additional resources or assistance within a Division/Group must be directed to the Division/Group Supervisor. Division/Group Supervisors will communicate with "Command". The Division/Group Supervisor should be readily identifiable and maintain a visible position as much as possible.

Each Division/Group Supervisor will keep Command informed of conditions and progress in the Division/Group through regular progress reports. The Division/Group Supervisor must prioritize progress reports to essential information only.

Command must be advised immediately of significant changes, particularly those involving the ability or inability to complete an objective, hazardous conditions, accidents, structural collapse, etc.

When a company is assigned from Staging to an operating Division/Group, the company will be told to what Division/Group, and the name of the Supervisor they will be responding to. The Division/Group Supervisor will be informed of which particular companies or units have been assigned by the Incident Commander. It is then the responsibility of the Division/Group Supervisor to contact the assigned company to transmit any instructions relative to the specific action requested.

Division/Group Supervisors will monitor the condition of the crews operating in their Division/Group. Relief crews will be requested in a manner to safeguard the safety of personnel and maintain progress toward the Division/Group objectives.

Division/Group Supervisors will insure an orderly and thorough reassignment of crews to Responder Rehab. Crews must report to Responder Rehab intact to facilitate accountability.
SECTION 4. COMMAND STRUCTURE—EXPANDING THE ORGANIZATION

As a small incident escalates into a major incident, additional organizational support will be required. The Incident Commander can become quickly overwhelmed and overloaded with information management, assigning companies, filling out and updating the tactical worksheets, planning, forecasting, requesting additional resources, talking on the radio, and fulfilling all the other functions of Command. The immediate need of the Incident Commander is support. As additional ranking officers arrive on the scene, the Command organization may be expanded through the involvement of Officers and staff personnel to fill Command and General Staff Positions.

Section and Unit level positions within the Incident Command System will be activated only when the corresponding functions are required by the incident.

Until such time as a Section or Unit is activated, all functions associated with that Section or Unit will be the responsibility of the Incident Commander or the appropriate Section Chief. It is recommended that two or more units must be combined into a single unit. However, an individual may be assigned responsibility for managing more than one unit. This method of organization allows for easy expansion and demobilization of the system.

The Command structure defines the lines of authority, but it is not intended that the transfer of information within the Incident Command System be restricted to the chain of Command. An individual will receive orders from a superior, but may give information to any position in a different part of the organization within the guidelines specified in the operational procedures for each position.

The majority of positions within the Incident Command System will not be activated until the initial response is determined to be insufficient to handle the situation. When this occurs, qualified personnel are requested through normal dispatching procedures to fill the positions determined to be required for the type of incident in progress. If it is later determined that a specific position is not needed, the request can be canceled. Some agencies have elected to use a modular form of dispatching; e.g., entire units.

The transition from the initial response to a major incident organization will be evolutionary and positions will be filled as the corresponding tasks are required.

During the initial phases of the incident the Incident Commander normally carries out these four section functions.

1. Operations
2. Planning
3. Logistics
4. Finance/Administration
These comprise the General Staff within a fully expanded incident organizational structure.

**EXPANDING THE ORGANIZATION—SECTIONS**

Section level positions can be implemented at any time, based on the needs of the incident. One of the first sections typically implemented is the Operations Section Chief. Other section level positions will be discussed in “Expanding the Incident Command Organization”.

The **Operations Section** is responsible for the direct management of all incident tactical activities, the tactical priorities, and the safety and welfare of the personnel working in the Operations Section. The Operations Section Chief uses the appropriate radio channel to communicate strategic and specific objectives to the Branches and/or Divisions/Groups.

The Operations Section is most often implemented (staffed) as a span-of-control mechanism. When the number of Branches, Divisions/Groups exceeds the capability of the Incident Commander to effectively manage, the Incident Commander may staff the Operations Section to reduce their span-of-control and thus transfer direct management of all tactical activities to the Operations Section Chief. The Incident Commander is then able to focus their attention on management of the entire incident rather than concentrating on tactical activities.
PRIMARY ORGANIZATION: DIVISIONS / GROUPS REPORTING DIRECTLY

Roles and Responsibilities:

- Manage incident tactical activities
- Coordinate activities with the Incident Commander
- Implement the Incident Action Plan
- Assign resources to tactical level areas based on tactical objectives and priorities
- Build an effective organizational structure through the use of Branches and Divisions/Groups
- Provide tactical objectives for Divisions/Groups
- Control Staging and Air Operations
- Provide for life safety
- Determine needs and request additional resources
- Consult with and inform other Sections and the Incident Command Staff as needed

Operations Sections Chief

The Incident Operations Section Chief is responsible for the direct management of all incident tactical activities and should have direct involvement in the preparation of the Action Plan for the period of responsibility.

Staging Areas

Staging Areas are locations designated within the incident area which are used to temporarily locate resources which are available for assignment.

The incident scene can quickly become congested with emergency equipment if this equipment isn't managed effectively. For major or complex operations, the Incident
Commander should establish a central Staging Area early and place an officer in charge of Staging. A radio designation of "Staging" should be utilized.

In this expanded organizational structure Staging reports to the Operations Section Chief. The Operations Section Chief may establish, move and discontinue the use of Staging Areas. All resources within the designated Staging Areas are under the direct control of the Operations Section Chief and should be immediately available. If needed, Staging will request logistical support (e.g., food, fuel, sanitation) from the Logistics Section.

**EXPANDING THE ORGANIZATION—BRANCHES**

**Divisions/Groups**

As previously discussed in this procedure, Divisions/Groups identify tactical level assignments in the Command Structure. As the span-of-control begins to be excessive, the incident becomes more complex, or has two or more distinctly different operations (i.e. Fire, Medical, Evacuation, etc.), the organization can be further sub-divided into Branches.

Branches may be established on an incident to serve several purposes. However, they are not always essential to the organization of the Operations Section.

In general, branches may be established for the following reasons:

- Span of Control
- Functional
- Multi-Jurisdictional
- When the numbers of Divisions/Groups exceed the recommended span-of-control for the Operations Section Chief. The Incident Commander or Operations Section Chief should designate a Multi-Branch structure, and allocate the Divisions/Groups within those Branches. In the following example the Operations Section Chief has one Group and four Divisions reporting with two additional Divisions and one Group being added. At this point, a two-Branch organization should be formed.

**Two Branch Organization**

```
<table>
<thead>
<tr>
<th>Branch</th>
<th>Branch</th>
</tr>
</thead>
<tbody>
<tr>
<td>Division A</td>
<td>Division B</td>
</tr>
<tr>
<td>Division D</td>
<td>Division E</td>
</tr>
</tbody>
</table>
```

Operations Section Chief
Branches should operate in their area of responsibility on separate radio channels and communicate to Operations on a different channel if possible. The radio designation of Branches should reflect the objective of the Branch, when designating functional branches, (i.e., HazMat Branch, Multi-Casualty Branch, etc.). Tactical Branches are designated numerically (i.e., Branch 1, Branch 11, Branch 111, etc.). When Operations implements Branch Directors, the Division/Group Supervisors should be notified of their new supervisor. This Information should include:

1. What Branch the Division/Group is now assigned to.
2. The radio channel the Branch (Division/Group) is operating on.

Radio Communications should then be directed from the Division/Group Supervisor to the Branches - instead of Operations. Division/Group Supervisors will relay this information to the Companies working in their tactical operating area.

Depending on the situation, Branches may be located at the Command Post or at operational locations. When located at the Command Post, Branches can communicate on a face to face basis with the Operations Section Chief and/or Incident Commander. When an incident encompasses a large geographic area, it may be more effective to have Branches in tactical locations. When Branches are sent to tactical positions they should immediately implement Command and control procedures within their Branch. In these situations Operations must assign someone to monitor a "Command Channel".

Branches are not limited to Operations. Any of the Section Chiefs may recommend the implementation of Branches within their sections with approval of the Incident Commander.

Each Branch should have their own tactical channel to manage their branch. Communications with Operations will be on the Operational channel designated by the Operations Section Chief.
**FUNCTIONAL BRANCH STRUCTURE**

When the nature of the incident calls for a functional Branch Structure, (i.e., a major aircraft crash within a jurisdiction), three departments within the jurisdiction (police, fire, and health service), each has a functional Branch operating under the direction of a single operations Section Chief. In this example the Operations Section Chief is from the fire department with deputies from police and health services departments. Other alignments could be made depending upon the jurisdiction plan and type of emergency. Note that Incident Command in this situation could be either Single or Unified Command depending upon the jurisdiction.
Functional Branches

When the incident is multi-jurisdictional, resources are best managed under the agencies which have normal control over those resources.

Branches should be utilized at incidents where the span-of-control with Divisions/Groups is maximized, incidents involving two or more distinctly different major management components (i.e. a large fire with a major evacuation, a large fire with a large number of patients). The Incident Commander may elect to assign Branches to forward positions to manage and coordinate activities.

When the incident requires the use of aircraft, such as for the transportation of victims from a multi-casualty incident, high-rise roof top rescue, swift water rescue, or wild land fire, the Operations Section Chief should establish the Air Operations Branch. Its size, organization, and use will depend primarily upon the nature of the incident, and the availability of aircraft.
EXPANDING THE INCIDENT COMMAND ORGANIZATION

As the organization expands to deal with a major incident, the Incident Commander will need additional Command Post support. The Operations Section Chief is one of the first to be implemented.

The following organizational charts are examples of how the Incident Command System can expand to fit the size and complexity of various types of incidents.

Organizational Hierarchy

The ICS organizational structure develops in a modular fashion based upon the kind and size of an incident. The organization’s staff builds from the top down with responsibility and performance placed initially with the Incident Commander. As the need exists, four separate Sections (Plans, Operations, Logistics, and Finance) can be developed, each with several Units which may be established. The specific organization structure established for any given incident will be based upon the management needs of the incident. If one individual can simultaneously manage all major functional areas, no further organization is required. If one or more of the areas
requires independent management, an individual is named to be responsible for that area.

For ease of reference and understanding, personnel assigned to manage at each level of the organization will carry a distinctive organizational title.

1. **Command.** Refers to the Incident Commander.

2. **Officer.** Title that refers to a member of the Command Staff (Information Officer, Safety Officer, Liaison Officer).

3. **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).

4. **Directors.** Title that refers to the positions of Branch Director, which is in the Operations Section, or Logistics Section between the Divisions/Groups, and the Operations Section Chiefs (Branch Directors, Air Operations Branch Director, Service Branch Director).

5. **Supervisors.** Title that refers to the positions of Division/Group Supervisor, which is in the Operations Section and lies between the Branch Director and Strike Team/Task Force Leader.

6. **Leader.** Title that refers to a position with supervision and management responsibility of either a group of resources or a unit, such as Ground Support, Medical, Supply, etc.

7. **Manager.** Title that refers to the lowest level of supervision within the Logistics Section: Equipment Manager, Base Manager, Camp Manager. The only exception to this is the Staging Area Manager who reports directly to the Operations Section Chief.

8. **Single Resources.** Engine Company, Truck Company, with a company officer and crew.

**Planning Section**

The **Planning Section** is responsible for gathering, assimilating, analyzing, and processing information needed for effective decision making. Information management is a full time task at large and complex incidents. The Planning Section serves as the Incident Commander's "clearing house" for information. This allows the Incident Commander's staff to provide information instead of having to deal with dozens of information sources. Critical information should be immediately forwarded to Command (or whoever needs it). Information should also be used to make long range plans. The Planning Section Chief's goal is to plan ahead of current events and to identify the need for resources before they are needed.
**Planning Section**
- Resources Unit
- Situation Unit
- Document Unit
- Technical Specialist
- Demobilization Unit

**Roles and Responsibilities:**

- 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
- Plan for incident demobilization
- Maintain incident records
Logistics Section

The **Logistics Section** is the support mechanism for the organization. Logistics provides services and support systems to all the organizational components involved in the incident including facilities, transportation, supplies, equipment maintenance, fueling, feeding, communications, and medical services, including Responder Rehab.

![Logistics Section Diagram]

**Roles and Responsibilities**

- Provide for medical aid for incident personnel and manage Responder Rehab
- Coordinate immediate critical incident stress debriefing function
- Provide and manage any needed supplies or equipment
- Forecast and obtain future resource needs (coordinate with the Planning Section)
- Provide for communications plan and any needed communications equipment
- Provide fuel and needed repairs for equipment
- Obtain specialized equipment or expertise per Command
- Provide food and associated supplies
- Secure any needed fixed or portable facilities
- Provide any other logistical needs as requested by Command
- Supervise assigned personnel
Finance/ Administration Section

The Finance/Administration Section is established on incidents when the agency(ies) who are involved have a specific need for financial services. Not all agencies will require the establishment of a separate Finance/Administration Section. In some cases where only one specific function is required; (e.g., cost analysis), that position could be established as a Technical Specialist in the Planning Section.

Roles and Responsibilities:

- Procurement of services and/or supplies from sources within and outside the Fire Department or City as requested by Command (coordinates with Logistics
- Documenting all financial costs of the incident
- Documenting for possible cost recovery for services and/or supplies
- Analyzing and managing legal risk for incidents (i.e., hazardous materials cleanup)
- Document for compensation and claims for injury

The Finance/Administration Section is responsible for obtaining any and all needed incident documentation for potential cost recovery efforts.

THE INCIDENT COMMANDER

Role and Responsibilities after activation of an Operations Section Chief

Once the Operations Section is in place and functioning, the Incident Commander's focus should be on the strategic issues, overall strategic planning and other components of the incident. This focus is to look at the "big picture" and the impact of the incident from a broad perspective. The Incident Commander should provide direction, advice, and guidance to the Command and General Staff in directing the tactical aspects of the incident.
Incident Command Staff

Roles and Responsibilities:

- Review and evaluate the plan, and initiate any needed changes
- Provide on-going review of the overall incident (THE BIG PICTURE)
- Select priorities
- Provide direction to the Command and General Staff Officer
- Review the organizational structure, initiate change or expansion to meet incident needs
- Stage Command and General Staff functions as necessary
- Establish liaison with other internal agencies and officials, outside agencies, property owners and/or tenants

COMMAND STAFF

Command staff positions are established to assume responsibility for key activities which are not a part of the line organization. Three specific staff positions are identified:

Public Information Officer (PIO)

The Information Officer's function is to develop accurate and complete information regarding incident cause, size, current situation, resources committed, and other matters of general interest. The Information Officer will normally be the point of contact for the media and other governmental agencies which desire information directly from the incident. In either a single or unified Command structure, only one Information Officer would be designated. Assistants may be assigned from other agencies or departments involved.

Safety Officer

The Safety Officer's function at the incident is to assess hazardous and unsafe situations and develop measures for assuring personnel safety. The Safety Officer has emergency authority to stop and/or prevent unsafe acts. In a Unified Command structure, a single Safety Officer would be designated. Assistants may be required and may be assigned from other agencies or departments making up the Unified Command including the need for Responder Rehabilitation assessment.
**Liaison Officer**

The Liaison Officer’s function is to be a point of contact for representatives from other agencies. In a Single Command structure, the representatives from assisting agencies would coordinate through the Liaison Officer. Under a Unified Command structure, representatives from agencies not involved in the Unified Command would coordinate through the Liaison Officer. Agency representatives assigned to an incident should have authority to speak on all matters for their agency.

Additional positions might be required, depending upon the nature and location of the incident, or requirements established by Incident Command.
INCRENT MANAGEMENT

Incident Commander

Information
- Safety
- Liaison

Operations
- Staging Area

Branches
- Divisions & Groups
- Task Forces
- Strike Teams
- Single Resources

Air Operations Branch
- Air Support Group
- Air Attack Group / Sector
- Helibases
- Helispots
- Fixed Wing Bases
- Helicopter Coordination
- Air Tanker Coordination

Planning Section
- Resources Unit
- Situation Unit
- Documentation Unit
- Demobilization Unit
- Technical Specialists

Logistics Section
- Support Branch
- Service Branch
- Supply Unit
- Facilities Unit
- Ground Support Unit
- Communications Unit
- Medical Unit
- Food Unit

Finance / Administration Section
- Time Unit
- Procurement Unit
- Compensation & Claims
- Cost Unit

4-15
Section 4. Command Structure-Expanding the Organization
SECTION 5. UNIFIED COMMAND

COMMAND—SINGLE AND UNIFIED

Command is responsible for overall management of the incident. Command also includes certain staff functions. The Command function within the ICS may be conducted in two general ways:

- Single Command
- Unified Command

Single Command - Incident Commander

Within a jurisdiction in which an incident occurs, and when there is no overlap of jurisdictional boundaries involved, a single Incident Commander will be designated by the jurisdictional agency to have overall management responsibility for the incident.

The Incident Commander will prepare incident objectives which in turn will be the foundation upon which subsequent action planning will be based. The Incident Commander will approve the final action plan, and approve all requests for ordering and releasing of primary resources. The Incident Commander may have a deputy. The deputy should have the same qualifications as the Incident Commander, and may work directly with the Incident Commander, be a relief, or perform certain specific assigned tasks.

In an incident within a single jurisdiction, where the nature of the incident is primarily a responsibility of one agency; e.g., fire, the deputy may be from the same agency. In a multi-jurisdictional incident, or one which threatens to be multi-jurisdictional, the deputy role may be filled by an individual designated by the adjacent agency. More than one deputy could be involved. Another way of organizing to meet multi-jurisdictional situations is described under Unified Command.

Unified Command

A Unified Command structure is called for under the following conditions:

The incident is totally contained within a single jurisdiction, but more than one department or agency shares management responsibility due to the nature of the incident or the kinds of resources required; i.e., a passenger airliner crash within a national forest. Fire, medical, and law enforcement all have immediate but diverse objectives. An example of this kind of Unified Command structure is depicted below.

The incident is multi-jurisdictional in nature; i.e., a major flood. An example of this Unified Command structure is shown below.
Single/Unified Command Differences

The primary differences between the Single and Unified Command structures are:

- In a Single Command, a single Incident Commander is solely responsible, within the confines of their authority, to establish objectives and overall management strategy associated with the incident. The Incident Commander is directly responsible for follow-through, to ensure that all functional area actions are directed toward accomplishment of the strategy. The implementation of planning required to effect operational control will be the responsibility of a single individual (Operations Section Chief) who will report directly to the Incident Commander.

- In a Unified Command structure, the individuals designated by their jurisdictions, or by departments within a single jurisdiction, must jointly determine objectives, strategy and priorities. As in a Single Command structure, the Operations Section Chief will have responsibility for implementation of the plan. The determination of which agency or department the Operations Section Chief represents must be made by mutual agreement of the Unified Command. It may be done on the basis of greatest jurisdictional involvement, number of resources involved, by existing statutory authority, or by mutual knowledge of the individual's qualifications.
Part II

SFFD Emergency Operations Guide for ICS
SFFD EMERGENCY OPERATIONS GUIDE FOR THE ICS

This Operations Guide describes the structure and all operational features of the Incident Command System as applied to the San Francisco Fire Department.

The Guide describes each position, its place in the chain of command, and all responsibilities and reporting requirements associated with the position.

A separate packet describing each Incident Command System (ICS) position will be carried in all Chief Officers' vehicles. The packet will include forms and charts necessary for the functional operation of the ICS positions. Field chiefs shall use these position packets as guides when they are ordered to activate additional ICS positions.

The Incident Command System (ICS) is designed to be used for all kinds of emergencies, and is applicable not only in day-to-day situations involving only a few units, but also to large, complex incidents requiring the services of several agencies.

A misconception of the ICS is that anytime it is used it must be totally activated, and that all functions and positions need to be filled when activation occurs. In actual use, only the functions and positions that are required by the scope of the incident are activated and the Incident Commander retains responsibility for all other functional positions.

Use of the Incident Command System (ICS) improves safety by providing proper supervision, accountability, coordinated efforts, and improved communications. Effective incident management also minimizes "freelancing" and can reduce the Department's liability, as well as the financial impact of emergencies on the community.

The San Francisco Fire Department has incorporated the use of a Personnel Accountability system (PAS) with the incident command system to further enhance the supervision and accountability provided by the incident command system. Refer to Section 9. Accountability - PAS, page 9-1.
SECTION 6. COMPONENTS OF THE ICS

COMPONENTS OF THE INCIDENT COMMAND SYSTEM

- Common terminology
- Modular organization
- Unified command structure
- Consolidated action plans
- Manageable span-of-control
- Designated incident facilities
- Comprehensive resource management
- Integrated communications

COMMON TERMINOLOGY

It is essential for any management system, and especially one which may be used in joint operations by many diverse users, that common terminology be established. This eliminates the confusion caused by the separate languages that different departments can develop and enhances coordination.

Common terminology has been established for the following ICS elements:

Organizational Functions

A standard set of major functions and functional units has been pre-designated and named for the Incident Command System; e.g.: Operations Section Chief, Planning Section, Safety Officer, etc. They describe the organizational functions and the personnel assigned to management levels. Terminology for the organizational elements is standard and consistent.

Resource Elements

Common names have been established for all resources used with the Incident Command System. Resources refer to the combination of personnel and equipment used in tactical incident operations; e.g.: Engines, Trucks, Squads, etc.

Facilities

Common identifiers are used for the facilities which are established in and around the incident; i.e.: "Command Post", "Staging", "Base", etc.

MODULAR ORGANIZATION

The ICS organizational structure develops in modular fashion based upon the kind and size of an incident. The organization's staff builds from the top down with responsibility
and performance placed initially with the Incident Commander. As the need exists, four separate sections can be activated, each with several Units which may be established. However, the specific organizational structure established for any given incident will be based upon the management needs of the incident. If the Incident Commander can simultaneously manage all major functional areas, no further organization is required. If one or more of the areas requires independent management, the Incident Commander assigns an individual to be responsible for that area.

The ICS positions are filled from existing on-scene personnel. None of the positions have a pre-determined rank from which it must be filled. The individuals assigned to the position receive their authority from the position held.

When a Section Chief has been assigned by the Incident Commander, the Section Chief can further delegate management authority for areas as required. If the Section Chief sees the need, the functional units within the Section may be activated.

As an incident grows in complexity or size, and additional resources are necessary, the Incident Commander can expand the ICS in a modular fashion to meet the needs created by the emergency, or to reduce the span-of-control to a manageable level.

If the Incident Commander has 7 tactical Units at the scene of an emergency, each working independently of one another, the span-of-control would be 7 to 1.

Example

The Incident Commander has made the following assignments:

- 2 Engines and a Truck to the second floor (fire floor)
- 1 Engine to the third floor
- 1 Battalion Chief into the building
- 1 Engine and 1 Truck to the roof to ventilate

The span-of-control of 7 to 1 can be reduced to 3 to 1 by forming the Units in the building into a Division (Interior Division), or a Group (Fire Attack Group), and assigning the Battalion Chief as the Division/Group Supervisor.
The Incident Commander could further reduce the span-of-control to 2 to 1 by forming the Engine and Truck, which were assigned to the roof to ventilate, into a Ventilation Group and designating one of the Officers as the Group Leader.

The on-scene Incident Commander determines how and when operating Units will be formed into Divisions and Groups.

**Organizational Titles**

Personnel assigned to manage at each level of the organization carry a distinctive organizational title:

<table>
<thead>
<tr>
<th>Management Level</th>
<th>Organizational Title</th>
</tr>
</thead>
<tbody>
<tr>
<td>Incident Commander</td>
<td>Incident Commander</td>
</tr>
<tr>
<td>Command Staff</td>
<td>Officer; i.e.: Safety Officer</td>
</tr>
<tr>
<td>Section</td>
<td>Section Chief; i.e.: Logistic Section Chief</td>
</tr>
<tr>
<td>Branch *</td>
<td>Branch Director</td>
</tr>
<tr>
<td>Division</td>
<td>Division Supervisor</td>
</tr>
<tr>
<td>Group</td>
<td>Group Supervisor</td>
</tr>
<tr>
<td>Unit</td>
<td>Unit Leader</td>
</tr>
</tbody>
</table>

* The position of Branch Director would normally be used at extremely large emergencies.
UNIFIED COMMAND STRUCTURE—ONE COMMAND

The concept of unified command simply means that all agencies who have a jurisdictional responsibility at a multi-jurisdictional incident contribute to the process of:

1. Determining overall incident objectives
2. Selection of strategies
3. Insuring that joint planning for tactical activities will be accomplished
4. Insuring that integrated tactical operations are conducted
5. Making maximum use of all assigned resources

The need for unified command is brought about because:

1. Incidents have no regard for jurisdictional boundaries
2. Individual agency responsibility and authority normally is legally confined to a single jurisdiction

The proper selection of participants to work within a unified command structure will depend upon:

1. The location of the incident - which political jurisdictions are involved
2. The kind of incident - which functional agencies (departments) of the involved jurisdiction(s) are required

A unified command structure could consist of a key responsible official from each jurisdiction in a multi-jurisdictional situation or it could consist of several functional departments within a single political (City) jurisdiction.

MULTI-JURISDICTIONAL COMMAND STRUCTURE
**MULTI-DEPARTMENTAL COMMAND STRUCTURE**

![Diagram of Multi-Departmental Command Structure]

**CONSOLIDATED ACTION PLAN**

Every incident needs some form of action plan. This plan should cover all tactical and support activities required for the operation. The Action Plan does not have to be written for small incidents of short duration.

The Incident Commander will establish objectives and make strategy decisions based upon the requirements of the Department (Jurisdiction). The objectives and strategies then guide development of the Action Plan.

In the case of a unified command, the incident objectives must adequately reflect the policy and needs of all jurisdictions. The Action Plan should cover incident tactical and support activities required for the operational period.

A written Action Plan should be used when:

1. Resources from multiple agencies are being used
2. Several jurisdictions are involved
3. The incident will require changes in shifts of personnel and/or equipment

The Action Plan, whether written or not, is implemented by the Incident Commander or the Operations Chief if activated.

**MANAGEABLE SPAN-OF-CONTROL**

Safety factors as well as sound management planning will both influence and dictate span-of-control. Generally, the span-of-control of any individual with emergency management responsibility should range from three to seven with five being ideal. Of course, there will always be exceptions.

Factors which influence span-of-control:

1. The kind of incident
2. The nature of the task to be performed
3. Hazard and safety factors
4. The distance between operating units

An important consideration in span-of-control is to anticipate change and prepare for it. This is especially true during rapid build-up of the organization at an emergency when too many units are reporting simultaneously.

At the onset of an emergency, the Incident Commander always activates the Command Function and is responsible for managing all the other ICS functions, until they are assigned to another individual.

As long as the Incident Commander's span-of-control is not exceeded, and the needs of the incident are being met, it is not necessary to staff any other function/position. When the number of units reporting to the Incident Commander exceeds the five to one span-of-control, the Incident Commander may restore the recommended span-of-control by designating specific positions to be staffed and/or directing responding Units be formed into Divisions or Groups.

**DESIGNATED INCIDENT FACILITIES**

There are several kinds and types of facilities which can be established in and around the incident area. The facilities that will be established and their location will be based upon the requirements of the incident and the direction of the Incident Commander.

Two ICS facilities which will have application during Department daily operations are:

**Command Post**

When activated, the Command Post will be the location from which all incident operations are directed. There should only be one Command Post for the incident. In a Unified Command structure, where several agencies or jurisdictions are involved, the individuals designated by their respective agencies (Departments) would be located there. The Planning function is also performed at the Command Post.

**Staging Area**

Staging Areas are established for temporary location of available resources on three minute availability. Staging Areas will be established by the Operations Chief to locate resources not immediately assigned. A Staging Area can be anywhere where mobile equipment can be temporarily parked awaiting assignment. The Operations Chief will assign an Officer to manage each Staging area. The Officer is responsible for the check-in of all incoming resources; to dispatch resources at the request of the Operations Chief; and to request Logistics Section support as necessary for resources located in the Staging Area.
NOTE: When "Staging" has been established in an area other than at street level, (i.e.: on the upper floors of the building), responding apparatus and equipment shall be staged at "Base". In other words Base becomes the exterior Staging area if staging has been established in the building. This exterior staging area shall be designated as BASE.

Base Staging shall be part of the Logistics Section and shall report to the Logistics Section Chief, if such a Section has been established. If not, Base Staging shall report directly to the Incident Commander.

A complete listing of ICS facilities is located in the Appendix.

**COMPREHENSIVE RESOURCE MANAGEMENT**

The Incident Command System manages resources in four different ways, depending upon the needs of the incident.

**Operational Resources**

- **Single Resource.** These are individual engines, trucks, rescue squads, etc., that will be assigned as primary tactical Units. A Single Resource will be the equipment plus the required individuals to properly utilize it.

- **Task Force.** Task Forces are combinations of resources which can be temporarily assembled for a specific mission. A Task Force may be made up of 3 engines, 2 trucks, and a Battalion Chief.

- **Strike Team.** Strike Teams are a set number of resources of the same kind and type, which have an established minimum number of personnel. Both Task Forces and Strike Teams always have a Leader and common communications.

During the normal operations of the SFFD, Units will be dispatched and respond as "SINGLE RESOURCES". However, Incident Commanders can have Units formed into Strike Teams or Task Forces if the requirements of the emergency indicate their need.

In order to maintain an up-to-date and accurate picture of resources, three status conditions are established for use with tactical resources at the incident:

1. Assigned—Performing an active assignment.
2. Available—Ready for assignment (possibly located at staging).
3. Out of Service—Not ready or available for assigned status.

All changes in resource locations and status conditions must be made promptly to the appropriate functional Unit.
Personnel Without Apparatus

Definition: A Crew is a specified number of personnel (without apparatus) who are assembled for a task and who have a common leader.

In many fire departments, personnel respond directly to the emergency scene from home. When personnel resources are not assigned to a company (Engine, Truck, Rescue Squad) there is a need to provide a supervisory structure for these personnel. The ICS designation for this type of resource is a Crew.

INTEGRATED COMMUNICATIONS

Communications at the incident are managed through the use of a common communications plan. All communications between organizational elements and an incident should be in **PLAIN ENGLISH. NO CODES SHOULD BE USED** and communications should be confined only to essential messages.

When the Communications Unit is activated it shall be responsible for all communication planning at the incident. The general intent of the ICS integrated communication plan is to allow all units at an emergency to communicate with all other units at that incident.

ICS UNIT/POSITION - RADIO IDENTIFICATION

Officers/Members assigned to ICS positions will use the position designation in radio communications.

<table>
<thead>
<tr>
<th>ICS Term</th>
<th>Radio Identifier</th>
<th>Example</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single Resource</td>
<td>Unit Number</td>
<td>Engine 31, Truck 14</td>
</tr>
<tr>
<td>Division</td>
<td>Letter, Number, or Location</td>
<td>Division A (Exposure)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Division 2 (Floor Number), Basement Division</td>
</tr>
<tr>
<td>Group</td>
<td>Function</td>
<td>Ventilation Group</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Medical Group</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Hazardous Materials Group</td>
</tr>
<tr>
<td>Command Post</td>
<td>Facility</td>
<td>Description of incident Location (with &quot;Command&quot;)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>i.e. Geary Street Command.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Functional Position</th>
<th>Title</th>
<th>Radio Designation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Incident Command</td>
<td>Command</td>
<td>Command</td>
</tr>
<tr>
<td>Operations Section</td>
<td>Chief</td>
<td>Operations Chief (OPS)</td>
</tr>
<tr>
<td>Planning Section</td>
<td>Chief</td>
<td>Planning Chief (PLANS)</td>
</tr>
<tr>
<td>Logistics Section</td>
<td>Chief</td>
<td>Finance Chief</td>
</tr>
</tbody>
</table>
Staging Officer (STAGING)

<table>
<thead>
<tr>
<th>Base</th>
<th>Officer</th>
<th>Medical Unit</th>
<th>Leader</th>
</tr>
</thead>
</table>

*Base—Used to stage apparatus and equipment at emergencies when the "Staging Area" is located in an area other than at grade level (on the upper floors of a building or when ever the Incident Commander determines that the circumstance of the incident requires it.

Radio Networks

Radio networks for emergency incidents will be organized as follows:

**Control Channel.** Control Channels (A1, A2, or A3) link together Units operating in the field with the Communication Center. These channels are used for the transmission of alarms, Units changing status (in and out of service), requests for additional resources, greater alarms, etc.

**Tactical Channel.** The Tactical Channel (A7-A16) provides a communications link for tactical Units operating at the scene of an emergency.

**Command Channel.** This channel (A4, A5, A6) links together the Incident Commander, staff members, and Section Chiefs. The Command Channel will be designated for use by either the Incident Commander or Communications when necessary. It can also be used as a control channel when traffic on the assigned control channel (A1, 2, or 3) is overrun with traffic.
SECTION 7. FUNCTIONS OF THE ICS

The Incident Command system (ICS) has a number of functions. These functions work interactively to provide the basis for an effective ICS operation:

- Command
- Operations
- Planning
- Logistics
- Finance

COMMAND

The Command function is responsible for managing the incident and has overall responsibility for the effectiveness of the suppression effort and the safety of firefighters.

Command plans and directs the overall strategy for control of the incident and establishes the organizational elements necessary to deal with the incident.

Command approves the ordering and releasing of resources and directs and coordinates staff activities.

The Incident Commander activates the Command function, and implements the other functional Sections as required to support the incident; i.e.: if the Incident Commander assigns an officer to Operations, that officer is only responsible for that function. The Incident Commander would be responsible for managing all the other functions until they are assigned to other supervisors.

The Command function within the Incident Command System may be conducted in two general ways:

- Single Command
- Unified Command
**Single Command**

The single command structure is used when:

1. The incident occurs completely within a jurisdiction and there is no overlap of jurisdictional boundaries.
2. One department has complete responsibility for managing the incident.

In a single command structure, a single Incident Commander is solely responsible (within the confines of his or her authority) to establish objectives and overall management strategy associated with the incident. The Incident Commander is directly responsible for follow-through to insure that all functional area actions are directed toward accomplishment of the strategy.

**Unified Command**

In a Unified Command structure, the authority and responsibility of incident command are shared by individuals designated by their jurisdictions (Departments). They must jointly determine objectives, strategy, and priorities. As in a SINGLE COMMAND structure, the Operations Chief will have responsibility for implementation of the Action Plan. The determination of which department the Operations Chief represents must be made by mutual agreement of the UNIFIED COMMAND. This may be done on the basis of greatest jurisdictional involvement, number of resources involved, existing statutory authority, or by mutual knowledge of the individual's qualifications for a specific type of incident.

**OPERATIONS (TACTICAL)**

Tactical operations at the incident include all activities which are directed toward the reduction of the immediate hazard, establishing situation control, and restoration of normal operations.

The ICS is applicable to all emergency situations. Basically, once the ICS operating concepts are adopted by an agency, the system's structure will develop in a natural fashion based upon the incident requirements.

There are many ways that incident tactical operations may be organized and operated. The specific method selected will be dependent upon:

- The type of incident
- The agencies involved
- The objectives and strategies selected

Initially, the individual resources, (engines, trucks, chiefs, etc.) which are assigned to the incident will report directly to the individual who has overall responsibility (the Incident Commander).
**Operations Chief**

The Operations Chief is responsible for the direct management of all incident tactical activities. The Operations Chief assists in the formulation of the action plan and with the resources given, is responsible for meeting the goals developed by Command.

Deputies may be established to serve under the control of the Operations Chief. this particular practice is encouraged when the Incident Command is operating in a Multi-Jurisdictional Structure.

**Elements for Tactical Operations**

As discussed earlier, the Incident Command System manages resources in four different ways:

1. Single Resource
2. Strike Team
3. Task Force
4. Personnel without Apparatus

In general, Single Resources will be used for initial attack in first response situations. They may also be dispatched in extended attack (reinforced, special calls) or greater alarm situations. During an ongoing incident there will always be situations which will call for the use of a single engine, truck, hose tender, etc.

The use of Strike Teams and Task Forces will normally be limited to mutual aid response. However, Incident Commanders can have Single Resources formed into Strike Teams and/or Task Forces if their use best serves the needs of the situation.

Divisions and Groups are established at an Incident when the number of resources (engines, trucks, chiefs) exceeds the span of control of the Operations Chief or the Incident Commander, if the Operations Section has not been established.
**Tactical Operations Samples**

Using all resources as SINGLE RESOURCES reporting directly to the Operations Chief. In this example, the Operations Chief has five resources under assignment when two additional units are added. At this point the resources increase to the point where the Operations Chief’s span-of-control becomes degraded and the Single Resource Organization should be divided and organized into a Two Division Structure.

1. **Single Resource Organization**

   ![Single Resource Organization Diagram](image1)

2. **Two Division Organization**

   ![Two Division Organization Diagram](image2)

3. **Combined Use of Divisions and Groups**

   ![Combined Use of Divisions and Groups Diagram](image3)
4. Single Resources Formed Into Groups

Branches

Branches may be established at an incident to serve several purposes; however, they are not always essential to the organization of the Operations Section. It would be very rare if a functional Branch would be needed during normal Fire Department operations. In general, Branches may be established for the following reasons:

1. When the number of divisions/groups exceed the recommended five to one span-of-control for the Operations Chief.

   The Operations Chief should then create a two-branch structure, and allocate the divisions/groups within those branches.

   For example: The Operations Chief has four Groups and one Division under command (span-of-control - 5/1); an additional Division and two Groups are added to the command structure. At this point, a two-Branch organization should be formed.
2. When the nature of the incident calls for a functional branch structure.

For example: A major aircraft crash within the City may require the resources of three departments, Fire, Police, and Health Service. Each would have its own branch operation under the direction of a single Operations Chief. In the following diagram, the Operations Chief is from the Fire Department with Deputies from the Police and Health Service Departments. (Note that Incident Command in this situation could be either a Single or a Unified Command structure, depending upon the jurisdiction).
SECTION 8.  SFFD COMMAND POST OPERATIONS

PURPOSE

The San Francisco Fire Department responds to a wide range of emergency incidents (Fire, MCI, Hazmat, Technical Rescues, etc). In order to effectively manage incidents and provide for the safety and welfare of personnel operating at the incident scene, all incidents shall operate under the Incident Command System (ICS). When applicable, components of the National Incident Management System (NIMS) will also be used.

Command Procedures are designed to:

- Establish an effective incident organization to manage personnel and resources by defining the activities and responsibilities assigned by the Incident Commander (IC) to the individuals operating within the incident.
- Ensure that a strong, direct and visible Command will be established at the onset of the incident and continue through to the conclusion of the incident.
- Provide for a system for an orderly transfer of Command to a higher-ranking officer.
- To ensure that the command structure matches the strategic and tactical objectives of the incident.
- Provide a system to process and document information to support incident management, planning and decision-making.

This procedure will provide information and roles and responsibilities for the following:

I. Chief Officers
   A. Chief of Department
   B. Deputy Chiefs
   C. Assistant Deputy Chiefs
   D. Assistant Chiefs
   E. Battalion Chiefs

II. Company Officers

III. Command Post Operations
   A. Command Post Location
   B. Command Post Formation
   C. Incident Documentation
   D. Duties and use of Incident Support Specialist
   E. Transferring of Command
F. Progress reports (Tactical progress reports to IC, Incident progress reports to DEC)

INCIDENT COMMANDER

The Incident Commander (IC) is responsible for all activities on the incident scene.

The IC must:
- Conduct a quick size-up of the situation/incident
- Determine the appropriate strategy, taking into consideration all critical fire-ground information and factors and using risk analysis (refer to the SFFD Risk Management Policy Guidelines Manual)
- Develop an incident action plan (IAP) designed to solve the incident problem
- Follow the “Incident Commander’s Rules of Engagement for Firefighter Safety”.

The IC must identify, manage, and communicate the Strategic and Tactical Objectives (e.g., Fire Attack, Ventilation, Search) that he/she has identified. The IC is responsible for building a Command structure that matches the organizational needs of the incident to achieve the completion of the Strategic and Tactical Objectives.

Functions of Command

1) Rapidly evaluate the situation (size up)
2) Identify the incident priorities (Life, Property, Environment)
3) Identify the incident strategic objectives
4) Identify incident tactical objectives.
5) Initiate, maintain, and control effective communications
6) Provide and manage appropriate resources
7) First Chief Officer assume and announce Command
8) First Chief Officer establish an effective Command Post.

Levels of Command

Strategic
All incidents are driven by the Incident Priorities which include:

1. Protecting Life
   a. Civilian
   b. Department members
2. Stabilizing the Incident (property)
   a. Limit growth
b. Minimize property loss
   c. Mitigate problem

3. **Protecting the Environment** (this is moved to #2 priority during a Hazardous Material Incident)

Once the incident priorities are established, the Incident Commander will develop the **Strategic Objectives**, which include the mode of operation:

1. Offensive
2. Defensive
3. Combination

**Tactical**

**Tactical Objectives** are assigned to Division and/or Group Supervisors once the Incident Commander has identified the Incident Priorities, Strategic Objectives and mode of operation.

Tactical Objectives are the operations that are put in place to mitigate the incident.

*Example: Confine fire to room of origin*

**Task**

**Tasks** are assigned to Company Officers and their crew by the Incident Commander and/or Division/Group Supervisor

*Example: Hoseline placement, Ventilation, Search and Rescue, etc.*

✔ **The following two items must be considered at all incidents:**

1) The safety, accountability and the welfare of personnel operating at the incident scene is a priority and concern that is ongoing throughout the incident. **The identification and filling of the Safety Officer position should be considered by the Incident Commander as soon as possible.**

2) Consider the amount of resources you will have available to you when choosing the strategy and tactics that will be used to mitigate the incident.
CHIEF OFFICERS

Chief Officers’ roles will vary depending on the size/complexity of the incident and the rank of the Chief.

Whether a formal transfer of command takes place or not, the Ranking Officer on scene will be responsible for the safety of the citizens and the personnel on scene.

1. **Chief of Department (CD1)** will always be the ranking officer when he/she is on scene at the incident. The Chief of Department will act in the role of a Senior Advisor to the IC. The Chief of the Department may assume the overall IC position when necessary.
   - The Senior Advisor’s focus is to look at the entire incident and its impact from a broader perspective, to provide direction, guidance and advice to the IC.

2. **Deputy Chiefs (CD2, CD3)** The Deputy Chiefs may assume the role of the IC position at their discretion, only after a formal transfer of command from the AC. If not, the Deputy Chief will assume the role of Senior Advisor. If a Deputy Chief takes over the IC position, they can either assign the AC to:
   - The Operations Section (The AC will continue to assume control over the tactical objectives and the assignment of all resources.)
   - A supporting role for the Command Post (The DC will assume control over the tactical objectives and the assignment of all resources.)

3. **Assistant Chief (AC)** will be the IC until relieved by a senior ranking chief officer via a formal transfer of Command (Chief of Department or Deputy Chiefs.) If a superior officer assumes the IC position, the AC may:
   - Be assigned to the Operations Section position. The AC will continue to assume control over the tactical objectives and the assignment of all resources
   - Be assigned a supporting role at the Command Post.

4. **Assistant Deputy Chiefs (ADC)** hold an Administrative Rank which have limited operational authority on the incident scene. Several ADC positions may operate at an incident in a support role as assigned by the IC:
   - Support Services—water supply and equipment support
   - Emergency Medical Services—assist the Medical Group Supervisor (MGS)
   - Fire Marshal—assist the fire investigation
- Director of Training—can be used if needed as the Incident Safety Officer with the full authority of the Incident Commander to stop unsafe acts.

5. **Battalion Chief (BC)** will be the IC unless an AC arrives on scene and takes overall command. If the incident is not escalating, the AC may allow the Battalion Chief to continue running the incident for mentoring purposes. The AC would be the IC and a senior advisor for the Battalion Chief. Battalion Chiefs may be assigned as Division/Group supervisors overseeing Tactical Objectives that have been established by the IC.

At large комплекс incidents, Battalion Chiefs may be assigned the following positions:

**General Staff:**
- Planning Section Chief
- Logistics Section Chief
- Operations Section Chief

**Command Staff**
- Public Information Officer
- Liaison Officer
- Safety

**COMPANY OFFICERS**

*Initial On-Scene Report*

The first unit to arrive on scene will give a proper on scene report as outlined in the Incident Command System and Communications Manual. The first Officer on scene is the initial Incident Commander but **shall not form a Command Post or name the incident.**

- Unit ID 
- Address
- Description of the incident situation (i.e., building size and type, occupancy, situation, working fire, number of patients)
- Safety concerns/hazards/unalusual situations
- Request of resources, as needed

*Subsequent Report on Tactical Channel (A7-A16)*

Company officers should give a subsequent report on the tactical channel describing actions they are taking prior to the arrival of a Chief Officer. This report should consist of:
Section 8. Functional Operations

- Location—where you are in the incident building/scene
- Conditions—fire/smoke
- Actions—what you are doing
- Needs—what you need to complete your task

**Company Unity/Discipline**

The area in front of the IC will remain clear.

Company Officers will be the only members to check in the Command Post. All other crew members will stand back, stay together, and await orders from their Officer.

Officers will report into the Command Post and announce if their company is not at full strength.

Examples of reporting in are:  *Engine 1: 1 & 2  
Truck 5: 1 & 3*

Officers will advise the Command Post of any task already assigned to their crew.

Example:  *Truck 1 is laddering the rear fire escape*

Companies operating at the scene of an incident will operate as one unit. Rescue Squads and Trucks may split into teams; however, the unit is still one company with one officer. When a crew splits, the officer must notify the IC of the location and assignment of the teams.

Example: “Command, Truck 7, I've got two to the roof, two to the second floor.”

Company officers must know the location of all their members at all times. The IC must ensure that everyone is accounted for and is operating in the area they were assigned.

Company officers shall:

- Give progress reports to their supervisor. The information that needs to be included in this report is:
  - Location—where are you in the incident building/scene
  - Conditions—fire/smoke
  - Actions—what are you doing
  - Needs—what do you need to complete your task
- If a company is unable to complete a task assigned to them, this must be reported and explained to their supervisor.
- Company officers are to report to their supervisor or directly to the IC when they complete their assignment.
- When appropriate, give a face-to-face progress report.
Fire Department Rescue Captains (RC) and medical units will check in with Command for an assignment. In most situations, the RC will be assigned as the Medical Group Supervisor (MGS) with all medical resources reporting to them. The RC (MGS) may institute a triage, treatment and transport units depending on the size and complexity of the incident.

**COMMAND POST OPERATIONS**

**Initial Chief Officer On Scene Reports**

- The first Chief Officer to arrive will give an updated on scene report via the radio and, if needed, will name the command with the location of the Command Post.
- The Assistant Chief will report on scene via the radio and MDT.

- **Company Officers are not to establish/form a Command Post, or name an incident. If an incident requires a Command Post to be established, the 1st arriving Chief Officer will establish and name the Command.**

**Command Post Location**

The IC will establish and announce a stationary Command Post at a location that will provide the IC the best possible view of the incident and allow resources to check in safely and effectively.

- In most situations the Command Post will be best located across the street from the incident address.
- If the incident is in a building that is located on a corner, the IC may locate the Command Post in the intersection so that they will be able to see two sides of the building and exposures on each side.
- Command Post location at some incidents such as a HazMat, BART/MUNI, High-Rise or a MCI may be set up remote from the incident/building.
- In some instances the initial location of the Command Post may become untenable due to smoke or other hazardous conditions. Also, there may be instances when the initial location of the CP is not giving the IC the most advantageous perspective of a growing incident. In both these cases, the Command Post should be moved. There should be an announcement made over the Control/Command Channel to the DEC and a separate announcement made on the Tactical Channel for all units of the new location of the Command Post.
**Announcement of Command Post Location**

The IC must announce the location of the Command Post over the tactical channel to all units.

The IC must notify the DEC of the location of the ICP and name of the incident.

**Command Post (Incident) Documentation**

The IC must insure that the incident is documented with the use of the SFFD Incident worksheet. The IC must insure that the location and assignment of all resources operating at the incident are accounted for on the worksheet. The SFFD ICS 201 "Incident worksheet" and/or the T–Card System will be used to assist with the accountability of all resources and personnel. The Incident Support Specialist working at the Command Post will have the assignment of completing the required documentation.

The IC may request the use of additional ICS forms to help with the tracking and documentation of the incident.

All forms completed at the incident will be kept on file with the major incident report at the Division Office for a period of three years.

All Company Officers will complete a post fire analysis report as directed.

**Incident Support Specialist (ISS) Assignments**

The ISS shall:
- Track the location and assignments of all resources operating on the incident scene.
- Monitor the appropriate control/command channel.

All additional ISS’s will report to the Command Post for assignment by the IC. These duty assignments may include:
  1) Resource status tracking
  2) Situational status recording
  3) Assignment as the Liaison Officer, Staging area manager, etc.
  4) Additional duties as assigned by the Incident Commander
5) If the Incident Commander designates an Operations Section Chief, an ISS will be assigned to work with the Operations Chief.

6) The ISS may be directed to enter the building, note the status of the alarm panel and/or check the rear of the building and report on conditions.

**TRANSFER OF COMMAND**

The first Officer on the scene is the initial IC. That Company Officer will advise and brief (usually by radio) the first chief officer on the scene of the following information:

- Location—where are they
- Conditions—what is the problem, how big (fire)
- Actions—what have they have deployed/completed
- Needs (additional hose, additional units)
- Hazards (victims, wires down)

When the transfer of command is from one Chief Officer to another Chief, the transfer should be face to face and will consist of the following:

- Size and location of the problem (fire)
- Mode of operation (offensive, defensive or combination)
- Current incident objectives
- Actions that have been deployed
- Status of primary search
- Accountability report of all assigned resources, including their location and assignment.
- Status and availability of unassigned resources
- Hazards
- Division/Group Supervisor assignments

The Chief Officer being relieved of Command will not be released /reassigned until the transfer report is completed.

When the transfer of command is complete, the IC will broadcast over the tactical channel that he/she is now in command.

*Example: All units be advised Division 2 is now in Command*

The ISS will notify the Communication Center of the transfer of command and who is now in command.
When the IC assigns Chief Officers to Command positions or Division/Group Supervisor assignments, the IC will broadcast to all units over the Tactical channel the Chief by name and the assignment they are now filling (e.g., “All units—B2 Chief Jones is now fire attack”).

**PROGRESS REPORTS**

Progress reports fall into two types:
- Division/Group/Single Resource tactical progress reports to the IC
- Incident progress reports to Communication Center

**Tactical Progress Reports**

The tactical progress reports from the Division/Group Supervisors/Single Resource shall be brief and to the point. These reports shall provide the IC with an update on the tactical assignment given. Basic info should be:
- Location
- Conditions—Situation update *(Important to report on any major change in conditions)*
- Actions—Progress
- Needs
- Hazards
- Accountability

The IC should provide progress reports to the Division/Group Supervisors/Single Resource on any change in conditions that they notice from the outside (e.g., “fire/smoke now showing from a floor above”).

**Incident progress reports**

Incident progress reports made to the Communication Center should be given every 10 minutes. Information that should be included in the progress reports will be:
- Location of fire/smoke within the fire building
- Conditions on each floor—smoke/fire
- Actions—number and location of hoselines operating, etc
- Needs—additional resources/equipment
- Search Progress—Primary/Secondary
- Hazards—Exposure threats

A progress report will be made to the Communication Center after one of these events:
- Injuries (civilian/FF)
- Evacuation/MayDay/RIC operations
- Hostile fire event
  - Flashover
  - Backdraft
  - Collapse
- Change in mode of operation (e.g., offensive to defensive)
- Water on the fire
- Status of searches (Primary and secondary)
- Fire contained
- Fire under control

Additionally, when the fire gets into the exposure building/s, the ISS will report the following to the Communication Center:

- address,
- type & size of the exposure building
- location of the smoke/fire within the exposure building
- current actions

**Communications plan**

**Control Channels** (A1-A3) link units on the field with the DEC

**Command Channels** (A4-A6) Communications between the Command Post and the DEC when a greater alarm has been struck. They maybe used by the Assistant Chiefs at other incidents as needed.

**Tactical Channels** (A7-A16) Communications between tactical units and the IC or the Operations Section Chief (if established). If the Operations Section is established the IC may request another tactical channel to communicate with the Ops Section Chief.

Incident Commanders may request additional tactical channels to the DEC in order to assist them to manage the incident.

**Staging**

Staging areas may be established by the IC or Operations Chief for the temporary location of available resources. The IC or Operations Chief shall assign a **Staging Area Manager** and specify a Staging location. A location for staging shall be established for 3rd alarm or greater. The Communications Center shall be notified in order to ensure that all responding resources are directed to respond to Staging.

**Exception:** Chief Officers, ISS, and Rescue Squads shall report directly to the Command Post.
When requesting resources through the Staging Area Manager, the IC or the Operations Chief shall specify where and to whom those resources shall report. The IC may designate a minimum number of resources needed at Staging.

At a High Rise fire this function is known as **Base**. A **Base manager** is established to control resources.

**Medical Staging**

Medical Group Staging shall be established by the first arriving Rescue Captain. He/she shall notify the IC of its location and resources assigned.

**RIC Operations**

Once a RIC operation is put into effect, the DEC shall clear A1 for use as a separate tactical channel. Once A1 is cleared, the DEC will contact the Command Post over the Control or Command channel advising that A1 is available to be used as the non-RIC Tactical Channel, if needed.

If the IC uses A1 as the Tactical Channel for on-scene companies not involved in the RIC operation, he/she should announce over the original Tactical Channel (now the RIC Channel), “ALL COMPANIES NOT INVOLVED IN THE RESCUE OPERATION, YOUR TACTICAL CHANNEL IS NOW A1. SWITCH TO A1.” The IC shall advise the DEC whether or not to make the announcement on the RIC Channel.

For more information on RIC procedures, see RIC Operations Manual.

**Termination Of The Command Post**

When the Command Post is no longer necessary, the IC will notify the communications center and place the Command Post out of service. If Command is still necessary, they shall notify which unit will be in command.
SECTION 9. PERSONNEL ACCOUNTABILITY SYSTEM (P.A.S.)

The Incident Command System is designed to provide the Incident Commander with a system flexible enough to enable the INCIDENT Commander to manage and control any size or type of incident.

Managing the scene of an incident depends, to a large extent, upon the ability of the Incident Commander to locate and identify all of the units on the scene.

The incident Command System in the San Francisco Fire Department provides the Incident Commander with the ability to account for the number of personnel and the identification of said personnel assigned to the scene of the incident by use of the Personnel Accountability System (P.A.S.).

This program consists of a T-card system used in conjunction with a portable Command Post easel. Each command post easel has prefixed T-card labels divided into Incident command groups and divisions such as Fire Attack, Roof, Ventilation, etc. T-cards will identify the alarm number, assignment location, officer, apparatus operator, firefighters and tiller persons with their Department Identification numbers. T-cards are filled out in duplicate with one remaining on the apparatus. On greater alarms, the other shall be given to the Incident Commander or their designee. First alarm companies shall leave both T-cards on the apparatus to be collected by an Incident Support Specialist (ISS) or other command post member.

For more information refer to G.O. 03 A -31 (Appendix F)
APPENDIX A—GLOSSARY OF TERMS

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

Allocated Resources. Resources dispatched to an incident that have not yet checked in with the Incident Communications Center.

Ambulance. A ground vehicle providing patient transport capability, specified equipment capability, and personnel (basic life support ambulance or advanced life support ambulance, etc.).

Assigned Resources. Resources checked in and assigned work tasks on an incident.

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 an assignment.

Base. That location at which the primary logistics functions are coordinated and administered. (Incident name or other designator will be added to the term “Base.”) The Incident Command Post may be co-located with the Base. There is only one Base per incident.

Base (SFFD). In the SFFD operational procedures, Base is used to stage apparatus and equipment at emergencies when the "Staging Areas located in an area other than at grade level.

Branch. That organizational level having functional/geographic responsibility for major segments of incident operations. The Branch level is organizational between Section and Division/Group.

Brush Patrol. A light, mobile vehicle, having limited pumping and water capacity for off-road operations.


Clear Text. The use of plain English in radio communications transmissions. No Ten Codes or agency-specific codes are used when using Clear Text.

Command Officer. An Officer who is not a part of the staffing of a Single Resource.

Command Post (CP). That location at which primary command functions are executed; usually co-located with the Incident Base.

Command Staff. The Command Staff consists of the Safety Officer, Liaison Officer, and Information Officer, who
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.

**Communications Unit.** Functional Unit within the Service Branch of the Logistics Section. This unit is responsible for the incident communications plan, the installation and repair of communications equipment, and operation of the Incident Communications Center. Also may refer to a vehicle (trailer or mobile van) used to provide the major part of an Incident Communications Center.

**Company Commander.** The individual responsible for command of a Company. This designation is not specific to any particular fire department rank (may be a Firefighter, Lieutenant, Captain, or Chief Officer, if responsible for command of a single Company).

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

**Company.** Any piece of equipment having a full complement of personnel.

**Compensation/Claims Unit.** Functional Unit within the Finance Section. Responsible for financial concerns resulting from injuries or fatalities at incident.

**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, telephone company, etc.).

**Coordination.** The process of systematically analyzing a situation, developing relevant information, and informing appropriate command authority (for its decision) of viable alternatives for selection of the most effective combination of available resources to meet specific objectives. The coordination process (which can be either intra or interagency) does not, in and of itself, involve command dispatch actions. However, personnel responsible for coordination may perform command or dispatch functions within limits as established by specific agency delegations, procedures, legal authority, etc.

**Cost Unit.** Functional Unit within the Finance Section. Responsible for tracking costs, analyzing cost data, making cost estimates, and recommending cost-saving measures.

**Crew Transport.** Any vehicle capable of transporting personnel in specified numbers.

**Crew.** A specific number of personnel assembled for an assignment such as search, ventilation, or hose line deployment and operations. The number of personnel in a crew should not exceed recommended span-of-control guides (3-7). A Crew operates under the direct supervision of a Crew Leader.

**Demobilization Unit.** Functional Unit within the Planning Section. Responsible for assuring orderly, safe, efficient demobilization of resources committed to the incident.
Director. ICS title for individuals responsible for command of a Branch.

Dispatch Center. A facility from which resources are directly assigned to an incident.

Dispatch. The implementation of a command decision to move a resource or resources from one place to another.

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

Documentation Unit. Functional Unit within the Planning Section. Responsible for recording/protecting all documents relevant to incident.

Engine Company. A ground vehicle providing specified levels of pumping, water and hose capacity, and personnel.

Engine. A ground vehicle providing specified levels of pumping, water, and hose capacity but with less than the specified level of personnel.

Facilities Unit. Functional Unit within the Support Branch of the Logistics Section. Provides fixed facilities for incident. These facilities may include the Incident Base, feeding areas, sleeping areas, sanitary facilities and a formal Command Post.

Finance Section. Responsible for all costs and financial considerations of the incident. Includes the Time Unit, Procurement Unit, Compensation/Claims Unit, and the Cost Unit.

Food Dispenser. Any vehicle capable of dispensing food to incident personnel.

Food Unit. Functional Unit within the Service Branch of the Logistics Section. Responsible for providing meals for personnel involved with incident.

Fuel Tender. Any vehicle capable of supplying fuel to ground or airborne equipment.

General Staff. The group of incident management personnel comprised of the: Incident Commander, Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance Section Chief.

Ground Support Unit. Functional Unit within the Support Branch of the Logistics Section. Responsible for fueling/maintaining/repairing vehicles and the transportation of personnel and supplies.

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

Incident Action Plan. The strategic goals, tactical objectives, and support requirements for the incident. All incidents require an action plan. For simple incidents the action plan is not usually in written form. Large or complex incidents will require that the action plan be documented in writing.

Incident Command System (ICS). The combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure with responsibility for the management of assigned resources to effectively
accomplish stated objectives pertaining to an incident.

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

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

**Initial Attack.** Resources initially committed to an incident.

**Kind.** The basic nature or purpose of a Company (Engine, Truck, etc.).

**Ladder Company.** See Truck Company.

**Leader.** ICS title for individuals responsible for command of a Crew, 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 Communications Unit, Medical Unit, and Food Units, within the Service Branch and the Supply Unit, Facilities Unit, and Ground Support Units, within the Support Branch.

**Medical Unit.** Functional Unit within the Service Branch of the Logistics Section. Responsible for providing emergency medical treatment of emergency personnel. This Unit does not provide treatment for civilians.

**Officer.** ICS title for the Command Staff positions of Safety, Liaison, and Information. Also used when a single individual performs a Unit function within Planning, Logistics, or Finance.

**Operational Period.** The period of time scheduled for execution of a given set of operation actions as specified in the Incident Action Plan.

**Operations Section.** Responsible for all tactical operations at the incident. Includes up to 5 Branches, 25 Divisions or 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.

**Overhead Personnel.** Personnel who are assigned to supervisory positions, including Incident Commander, Command Staff, General Staff, Directors, Supervisors, and Unit Leaders.

**Planning Meeting.** A meeting, held as needed throughout the duration of an incident, to select specific strategies and tactics for incident control operations and for service and support planning.

**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 Status, Resource Status, Documentation, and Demobilization Units as well as Technical Specialists.
Procurement Unit. A functional Unit within the Finance Section. Responsible for financial matters involving vendors.

Reporting Locations. Any one of six facilities/locations where incident-assigned resources may check in. The locations are: Incident Command Post - Resources Unit (RESTAT), Base, Camp, Staging Area, Helibase, or Division Supervisor for direct line assignments. (Check in at one location only.)

Rescue Company. A ground vehicle providing specified rescue equipment, capability, and personnel.

Rescue Medical. Any staffed ground vehicle capable of providing emergency medical services.

Resource Status Unit (RESTAT). Functional Unit within the Planning Section. Responsible for recording the status of resources committed to incident and evaluation of: resources currently committed to incident, the impact that additional responding resources will have on incident, and anticipated resource needs.

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 or unsafe situations and developing measures for ensuring personnel safety. Member of the Command Staff.

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

Service Branch. A Branch within the Logistics Section. Responsible for service activities at incident. Components include the Communications Unit, Medical Unit, and Foods Units.

Single Resource. An individual Company or Crew.

Situation Status Unit (SITSTAT). Functional Unit within the Planning Section. Responsible for analysis of situation as it progresses. Reports to the Planning Section Chief.

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. Five (5) of the same kind and type of resources, with common communications and a leader.

Supervisor. ICS title for individuals responsible for command of a Division or a Group.

Supply Unit. Functional Unit within the Support Branch of the Logistics Section. Responsible for ordering equipment/supplies required for incident operations.

Support Branch. A Branch within the Logistics Section. Responsible for
providing the personnel, equipment, and supplies to support incident operations. Components include the Supply Unit, Facilities Unit, and Ground Support Units.

**Tactical Objectives.** The specific operations that must be accomplished to achieve strategic goals. Tactical objectives must be both specific and measurable.

**Task Force.** A group of any type and kind of resources, with common communications and a leader, temporarily assembled for a specific mission (not to exceed five resources).

**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.

**Time Unit.** A functional Unit within the Finance Section. Responsible for record keeping of time for personnel working at incident.

**Truck Company.** A ground vehicle providing an aerial ladder or other aerial device and specified portable ladders and equipment capability, and personnel (Engine Company, Truck Company, Rescue Company, etc.).

**Type.** The defined capability of a specified kind of company (e.g., pumping, hose, water, and staffing of an Engine Company).

**Unit.** That organization element having functional responsibility for a specific incident’s Planning, Logistic, or Finance activity.

**Water Tender.** Any ground vehicle capable of transporting specified quantities of water.
APPENDIX B—COMPLEX INCIDENTS

In the application of ICS to very complex and large incidents (e.g. an earthquake affecting a large area of the City), it is possible to use a modified ICS organizational structure to meet the needs of the incident. Although these incidents are extremely rare, there is always the possibility that the Department will be placed in the position of managing a catastrophic incident.

This section provides a brief explanation of large incident management techniques which may be employed. Not all situations are alike, and other forms of organization than those described here may be as suitable.

Dividing an Incident Command Organization
When an incident covers an extensive area, and is now so large that the management of both the Planning and Logistics operations have become very complex, it may be necessary to divide the Incident Command Organization.

- It is assumed that the incident has until this time been run under a Unified Command organization.

- If the Unified Command determines that the Incident Command Organization should be divided into two separate Incident Commands, the following should be accomplished:
  - An Area Command Authority (ACA)* should be established.
  - A decision would be made by the ACA on how best to divide the Incident Command.
  - Incident Commanders, Command and General Staffs would be selected by the ACA for the newly created Incident Command Organizations.
  - Supporting organizations, facilities, locations, etc., would be established.
  - An appropriate time would be established for identifying the separated Incident Command Organizations with individual names.
  - A description of the Area Command Authority (ACA) is provided on the following page.
  - The ACA would be responsible to ensure that jurisdictional objectives are being met through the respective Incident Action Plans, and that necessary procedures are established and functioning to ensure inter-incident coordination on all matters.
Area Command Authority (ACA)

The Area Command Authority (ACA) is an individual and/or organization established to ensure inter-incident coordination for command, operations, planning and logistical matters. The ACA may be located at either of the Incident Command Posts or at a separate nearby location. It may also function from a regional facility. When in existence, the ACA may change the priorities/objectives at any of the incidents under its authority.

Considerations

If the Incident Planning and Operations functions are adequate, and have room for growth, but the Logistics section is not adequate, then the decision should be to establish another Logistics section. This procedure would save the cost of establishing an entirely separate Incident Command Organization with its attendant facilities. Similarly, if Operations and Logistics appear to be adequate but detailed action planning can no longer be accomplished by a single entity, then from an effectiveness standpoint, it would be better to allow Branch Action Planning and ensure that appropriate planning coordination takes place.

If the incident is divided into two main segments by geographical barriers, is separating naturally, or if it appears that any two of the major functional Sections of the ICS will require extensive augmentation, the most effective solution would be to create two separate Incident Command Organizations.

Air Operations

The Air Operations Organization is established by the Operations Chief. Its size, organization and use will depend primarily upon the nature of the incident, and the availability of aircraft. A method of organizing Air Operations for maximum load conditions is depicted below. On large incidents, the Air Operations Director may deal with the Air Attack Supervisor, who in turn will coordinate all airborne activity through a Helicopter Coordinator and an Air Tanker Coordinator. In other cases (e.g.: where only a single helicopter is used), the helicopter may be directly under the control of the Air Operations Director.
The Operations Chief may establish an Air Operations Director position when:

1. The complexity of air operations requires additional support and effort.
2. The incident requires both a mix of tactical and logistical use of helicopters and other aircraft.

The Air Support Group is responsible for establishing and operating helibases and helispots, and for maintaining required liaison with fixed-wing air attack bases off the incident. The Group is responsible for all time-keeping for helicopters assigned to the incident. The Air Attack Supervisor position is established as a separate position whenever both helicopters and fixed-wing aircraft will be simultaneously operated within the incident air space.

**Designated Incident Facilities**

**Incident Base**—The Incident Base is the location at which primary support activities are performed. The Base will house all equipment and personnel support operations. The Incident Logistics Section, which is responsible for ordering all resources and supplies, is also located at the Base. There should only be one Base established for each incident, and normally the Base will not be relocated. If possible, Incident Base locations should always be included in the pre-attack plans.

**Camps**—Camps are locations from which resources may be located to better support incident operations. At Camps, certain essential support operations (e.g.: feeding, sleeping, sanitation) can be maintained; also at Camps, minor maintenance and
servicing of equipment will be done. Camps may be relocated if necessary to meet tactical operations requirements.

Helibases—Helibases are locations in and around the incident area at which helicopters may be parked, maintained, fueled, and loaded with retardants, personnel, or equipment. More than one Helibase may be required on very large incidents. Once established on an incident, a Helibase will usually not be relocated.

Helispots—Helispots are more temporary and less used locations at which helicopters can land, take off, and in some cases, load water or retardants.

CS Radio Networks

Radio networks for large incidents will normally be organized as follows:

Command Net
This network should link together the Incident Commander, key Staff members, Section Chiefs, Division and Group Supervisors.

Tactical Nets
There may be several tactical networks. They may be established around agencies, departments, geographical areas, or even specific functions. The determination of how nets are set up should be a joint Planning/Operations function. The Communications Unit Leader will develop the plan.

Support Net
A support network will be established primarily to handle status changing for resources as well as for support requests and certain other non-tactical or command functions.

Ground to Air Net
A ground to air tactical frequency may be designated, or regular tactical networks may be used to coordinate ground to air traffic.

Air to Air Net
Air to air networks will normally be pre-designated and assigned for use at the incident.
Transbay Tube Incident Command Sample
Unified Command

SFFD IC

SAFETY OFFICER

PUBLIC INFORMATION OFFICER

BART LIAISON

OPERATIONS
(if staffed)

STAGING
Platform to Surface

DIVISION "A"
SFFD Rescue Train

RESCUE GROUP
(if staffed)

OFD IC

LOGISTICS
(on platform)

BASE OFFICER
Surface CP Box

MEDICAL DPH

PLANNING

Technical Specialist
BART

OFD ICS CHART
APPENDIX D—POSITION PAMPHLETS

Identifiable duty positions have been established within the Incident Command System. These positions have been designed so that certain responsibilities are assigned to specific levels of command.

The duties required of these positions may be of such complexity that the position of an assistant will have to be established. The assistant's position may be filled by an Incident Support Specialist (ISS), if establishment is deemed necessary. There is not a separate checklist of duties for ISS positions. The position supervisor will delegate specific tasks and duties for the Aide to perform.

When a position has been assigned to an individual, he/she will be given a packet containing a position pamphlet. These pamphlets are carried in each chief's vehicle.

Each pamphlet describes the duties and responsibilities assigned to the position.
APPENDIX E - PETRIS ACT.

Senate Bill No. 1841 CHAPTER 1069

An act to add Article 9.5 (commencing with Section 8607) to Chapter 7 of Title 2 of the Government Code, and to amend Section 13025.5 of the Health and Safety Code, relating to disaster preparedness.

(Approved by Governor, September 27, 1992. Filed with Secretary of State September 29, 1992.)

LEGISLATIVE COUNSEL'S DIGEST

SB 1841, Petris. Disaster preparedness.

(1.) Under existing law, the Director of the Office of Emergency Services is required to coordinate the emergency activities of all state agencies during an emergency. Existing law authorizes counties and cities to create disaster councils that are required to develop plans for emergencies.

This bill would require the Office of Emergency Services, in coordination with specified agencies, to establish by regulation by December 1, 1993, a standardized emergency management system. It would require all state agencies and all local agencies receiving state disaster assistance funds to use the system by December 1, 1996.

The bill would require the office and the State Fire Marshall to develop an approved training course for emergency response personnel by December 1, 1994.

The bill would require the State Fire Marshall to establish statewide uniform requirements for fire hydrants, as specified. The bill would require the office and the State Fire Marshall to develop an approved training course for emergency response personnel by December 1, 1994.

The bill would require the State Fire Marshall to establish statewide uniform requirements for fire hydrants, as specified. The bill would exempt the City and County of San Francisco from these requirements, would provide that these requirements may be met if at least one coupling on the hydrant is of the uniform size, and would make conforming changes.

The bill would require all public water systems with 10,000 or more service connections, as defined, to review and revise their disaster preparedness plans, as specified. The bill would require all public water systems with 10,000 or more service connections, as
defined, to furnish emergency response assessments and recommendations to the Legislature within 6 months after each disaster. By imposing these requirements on local agencies, the bill would impose a state-mandated local program.

The bill would require the Office of Emergency Services to establish by December 1, 1996, emergency response and recovery plans.

(2.) The California Constitution requires the state to reimburse local agencies and school districts for certain costs mandated by the state. Statutory provisions establish procedures for making that reimbursement, including the creation of a State Mandates Claims Funds to pay the costs of mandates which do not exceed $1,000,000 statewide and other procedures for claims whose statewide costs exceed $1,000,000.

This bill would provide that, if the Commission on State Mandates determines that this bill contains costs mandated by the state, reimbursement for those costs shall be made pursuant to those statutory procedures and, if the statewide cost does not exceed $1,000,000 shall be made from the State Mandates Claims Fund.

The people of the State of California do enact as follows:

SECTION 1. Article 9.5 (commencing with Section 8607) is added to Chapter 7 of Title 2 of the Government Code, to read:

Article 9.5. Disaster Preparedness

8607 (a.) By December 1, 1993, the Office of Emergency Services, in coordination with all interested state agencies with designated response roles in the state emergency plan and interested local emergency management agencies shall jointly establish by regulation a standardized emergency management system for use by all emergency response agencies. The public water systems identified in Section 8607.2 may review and comment on these regulations prior to adoption. This system shall be applicable, but not limited to, those emergencies or disasters referenced in the state emergency plan. The standardized emergency management system shall include all of the following systems as a framework for responding to and managing emergencies and disasters involving multiple jurisdictions or multiple agency responses:

(1.) The Incident Command Systems adapted from the systems originally developed by the FIRESCOPE Program, including those currently in use by state agencies.

(2.) The multi agency coordination system as developed by the FIRESCOPE Program.

(3.) The mutual aid agreement, as defined in Section 8561, and related mutual aid systems such as those used in law enforcement, fire service, and coroners operations.
(4.) The operational area concept, as defined in Section 8559.

(b.) Individual agencies' roles and responsibilities agreed upon and contained in existing Laws or the state emergency plan are not superseded by this article.

(c.) By December 1, 1994 the Office of Emergency Services, in coordination with the State Fire Marshal's Office, the Department of the California Highway Patrol, the Commission on Peace Officer Standards and Training, the Emergency Medical Services Authority, and all other interested state agencies with designated response roles in the state emergency plan, shall jointly develop an approved course of instruction for use in training all emergency response personnel, consisting of the concepts and procedures associated with the standardized emergency management system described in subdivision (a).

(d.) By December 1, 1996, all state agencies shall use the standardized emergency management system as adopted pursuant to subdivision (a). To coordinate multiple jurisdiction or multiple agency emergency and disaster operations.

(e) (1) By December 1, 1996, each local agency, in order to be eligible for any funding of response-related costs under disaster assistance programs, shall use the standardized emergency management system as adopted pursuant to subdivision.

(a.) To coordinate multiple jurisdiction or multiple agency operations.

(2.) Notwithstanding paragraph.

(1.) Local agencies shall be eligible for repair, renovation, or any other non personnel costs resulting from an emergency.

(f) The office shall, in cooperation with involved state and local agencies, complete an after-action report within 120 days after each declared disaster. This report shall review public safety response and disaster recovery activities and shall be made available to all interested public safety and emergency management organizations.

8607.1.

(a.) It is the intent of the Legislature that a statewide system for fire hydrants be adopted so that all firefighters can respond to emergencies calling for the use of water at any location in the State of California. Without this statewide standardized system, the lives of firefighters and those they serve would be put in serious jeopardy in a mutual aid fire response effort stretching across city and county boundaries.

(b.) By January 1, 1994, the State fire Marshall shall establish statewide uniform color coding of fire hydrants. In determining the color coding of fire hydrants, the State Fire
Marshall shall consider the national system of coding developed by the National Fire Protection Association as Standard 291 in Chapter 2 on Fire Flow Testing and Marking of Hydrants. The uniform color coding shall not preempt local agencies from adding additional markings.

(c.) Compliance with the uniform color coding requirements of subdivision (b.) Shall be undertaken by each agency that currently maintains fire hydrants throughout the state as part of its on going maintenance program for its fire hydrants.

(d.) By July 1, 1994 the State Fire Marshall shall develop and adopt regulations establishing statewide uniform fire hydrant coupling sizes. The regulations adopted pursuant to this section shall include provisions that permit the use of an adapter mounted on the hydrant as a means of achieving uniformity. In determining uniform fire hydrant coupling sizes, the State Fire Marshall shall consider any system developed by the National Fire Protection Association, the National Fire Academy, or the Federal Emergency Management Agency.

(e.) By December 1, 1996, each local agency, city, county, city and county, or special district in order to be eligible for any funding of mutual aid fire response related costs under disaster assistance programs, shall comply with regulations adopted pursuant to this section. Compliance may be met if at least one coupling on the hydrant is of the uniform size.

(f.) Subdivision (d.) shall not be applicable to the City and County of San Francisco due to the existing water system.

8607.2. (a) All public water systems, as defined in subdivision (f) of Section 4010.1 of the Health and Safety Code, with 10,000 or more service connections shall review and revise their disaster preparedness plans in conjunction with related agencies, including, but not limited to local departments and the office to ensure that the plans are sufficient to address possible disaster scenarios. These plans should examine and review pumping station and distribution facility operations during an emergency, water pressure at both pumping stations and hydrants, and whether there is sufficient water reserve levels and alternative emergency power such as onsite backup generators and portable generators.

(b) All public water systems, as defined in subdivision (f) of Section 4010.1 of the Health and Safety Code, with 10,000 or more service connections following a declared state of emergency shall furnish an assessment of their emergency response and recommendations to the Legislature within six months after each disaster, as well as implementing the recommendations in a timely manner.

(c.) By December 1, 1996, the Office of Emergency Services shall establish appropriate and insofar as practical, emergency response and recovery plans,
including mutual aid plans, in coordination with public water systems, as defined in subdivision (f) of Section 4010.1 of the Health and Safety Code, with 10,000 or more service connections.

SEC. 2. Section 13025.5 of the Health and Safety Code is amended to read:

13025.5. Any fire department maintained by the City and County of San Francisco using fire hydrant outlets with other than two-and-one-half-inch (2 1/2-inch) threaded fittings shall cause any vehicle used for fire fighting purposes and design to pump water from those hydrants, that is normally used in areas of the city and county bordering the boundaries of any other public entity, as defined in Section 13050.1, providing any fire protection and suppression service, to carry a minimum of eight adapters, consisting of four increasers and four reducers, that enable the vehicle to couple its equipment and apparatus to fire hydrant outlets having two-and-one-half-inch (2 1/2-inch) threaded fittings, and that enable fire equipment vehicles from other public entities using two-and-one-half-inch (2 1/2-inch) threaded fittings to couple their fire fighting equipment and apparatus to fire hydrant outlets maintained by the city and county.

SEC. 3. Notwithstanding Section 17610 of the Government Code, if the Commission on State Mandates determines that this act contains costs mandated by the state, reimbursement to local agencies and school districts for those costs shall be made pursuant to Part 7 (commencing with Section 17500) of Division 4 of Title 2 of the Government Code. If the statewide cost of the claim for reimbursement does not exceed one million dollars ($1,000,000), reimbursement shall be made from the State Mandates Claims Fund. Notwithstanding Section 17580 of the Government Code, unless otherwise specified in this act, the provisions of this act shall become operative on the same date that the act takes effect pursuant to the California Constitution.

**NFPA 1500** (National Fire Protection Association Standard "Fire Department Occupational Safety and Health Program"):

- requires all departments to establish written procedures for an incident command system
- requires all members of the department to be trained in and familiar with the system
- requires the system to outline the responsibility for safety at all supervisory levels
- requires the system to provide for personnel accountability at all levels in the incident
- requires the system to outline safety requirements
- requires the system to provide sufficient supervisory personnel to control the position and function of all members operating at the scene

**NFPA 1561**, "Standard for Fire Department Emergency Management Systems," provides broad guidelines for elements that should be included in an emergency management system but does **not** provide a new emergency management system.
APPENDIX E—Petris Act
APPENDIX F—GENERAL ORDER 03 A-31

SAN FRANCISCO FIRE DEPARTMENT
GENERAL ORDER

File Code 03 A-31
April 4, 2003

From: Chief of Department
To: Distribution List “A”
Subject: Personnel Accountability System
Reference: Rules and Regulations, Section 402
Enclosure: None

Officer Endorsement:
Section 1108 - R. & R ________________

1. The Department is replacing the Personal Identification Tag (PIT) with a new Personnel Accountability System (PAS) beginning April 21, 2003. This program will consist of a T-Card system used in conjunction with a portable Command Post Easel. Many departments throughout the country use this system. This new procedure will improve the safety of members operating at emergency situations. Incident commanders will have the ability to determine the identity of personnel involved, unit identification, assignment location, and the ability to identify members assigned to portable radios if the emergency button is activated at an incident. This information is vital in the event an evacuation is ordered for a catastrophic event, which requires accounting for all personnel at the incident.

2. T-Cards are designed to easily slide into the Command Post Easel with the unit identity posted at the top of the card. In addition to the company identification, the T-Card will identify the alarm number, assignment location, officer, apparatus operator, firefighters, and tillerpersons with their department identification numbers. Furthermore, common radio identities will be established for all personnel assigned to portable radios. For tracking purposes, it is extremely imperative that the radios reflect the identity of the user on the T-Card. They are as follows: Officers (A), Apparatus Operators (B), E.M.T./Paramedics (C), Firefighters (D), Tillerpersons (E). NOTE: At the present time, the majority of apparatus drivers will not be issued radios. Finally, company units will be also identified by the color of the T-Card. T-Card color designations are as follows: Divisions and Battalions-Blue, Engines-Yellow, Trucks-Green, Rescue-Peach, Rescue Captains and Medic Units-Pink, and miscellaneous units (Fireboat, B.O.E., Mobile Air etc.)-Grey. There are also additional lines added to accommodate personnel if an incident occurs during the change of shift. Annual T-Card allotments are as follows:

- ENGINES 400
- TRUCKS 400
- RESCUE SQUADS 400
- MEDIC UNITS 200
- CHIEFS 200
- SPECIALIZED APPARATUS 2000
3. T-Card Holders shall be placed on all Department vehicles. Company Commanders will be responsible for installing the holders on their apparatus as well as all other vehicles stored in their station. The T-Card holders, with attachable double-sided tape, shall be fastened to the upper right area of the officer's door. A piece of cardboard has been placed inside the holder to elevate the position of T-Card. It will be up to the discretion of Chief Officers to determine placement within their vehicle. The Bureau of Equipment shall be responsible for T-Card holder placement on relief pieces in their possession.

4. Each Battalion and Division will be assigned a Command Post Easel. This component will allow the Incident Commander to assign companies, personnel, and equipment in a timely manner and keep track of their location. The easel case includes a detachable T-Card rack with spaces for 210 T-Cards, compartments for miscellaneous materials, an erasable white marker board, and a Fireground Operations Guide (FOG) book. With the case unfolded and the straps attached, the case quickly opens into a standing tracking system. Each Command Post Easel will have prefixed T-Card labels divided into Incident Command Groups and Divisions such as Fire Attack, Roof Ventilation Group etc. In addition, the case will include envelopes containing pre-fixed labels for High Rise, Muni/BART, and Hazardous Material incidents.

5. For this Personnel Accountability system to be successful, it is extremely important for the officer to update the company roster on the T-Card and People Soft Program on a continuing basis as deemed necessary throughout their tour of duty. The officer shall fill out the duplicated T-cards in pencil at 0800 hours. In addition, it will be the responsibility of the Engine Officer to ensure that the Medic Unit assigned to their station is in compliance. To limit future replacement expenditures for the T-Cards, they shall be reused on a daily basis as much as possible.

6. One T-Card shall always remain with the apparatus until the end of their shift. The other T-Card, when reporting to an incident, shall be given to the Incident Commander or his/her designee.

7. Beginning April 21, 2003, all fire suppression units will utilize the personnel accountability system in the following manner:

A. At 0800 hours, the officer shall fill out in duplicate and in pencil the information requested on the T-Card. In addition, it will be the responsibility of the Engine Officer to ensure that the Medic Unit assigned to their station is in compliance. One T-Card shall remain on the apparatus at all times.

B. It shall be the responsibility of the Battalion Chief on their daily rounds to inspect the T-Card holders for compliance and accuracy of the personnel listed on the T-Card.

C. To prevent hindering firefighting operations, all first alarm companies, including the R.I.C. team, shall leave both T-Cards in the holder on the apparatus. The T-Cards will be retrieved by the 2nd arriving Chief's Aide when he/she arrives on the scene. Once a Command Post has been established, units shall report directly to the I.C. for assignment.
D. All units responding after the first alarm shall bring one T-Card and report to the Command Post or Staging, if established, for assignment. Officers are reminded to mark the location of the alarm they are responding to as indicated on the T-Card prior to arriving on the scene. In the unlikely event that a Division or Battalion Chief is not on the scene, the officer shall keep the T-Card in his/her possession.

E. When released from the scene, all units shall report back to the Command Post to retrieve their T-Cards.

8. It will be the responsibility of the 2nd arriving Battalion Chief and Chief’s Aide to bring the C.P. Easel to the Command Post for a full box. Furthermore, the 2nd arriving Chief’s Aide will have the responsibility for setting up the easel and retrieving the T-Cards from the First Alarm companies. Additional arriving Chief Aides will assist in retrieving T-Card’s from the units arriving on the scene and placing them in their correct location on the Command Post Easel. If Staging is activated, the Staging Officer shall obtain an additional Command Post Easel from a Chief’s vehicle and proceed to the Staging area and set up the easel and obtain the responding units T-Cards. When a unit is ordered by the I.C., the Staging Officer shall give the units T-Card to the company officer for deployment at the Command Post.

9. For all BART/Muni Underground Bore incidents located between stations, a full 1st Alarm Box will be struck at each station. In that instance, the 2nd arriving Battalion Chief and Aide will have the responsibility of transporting and deploying the C.P. Easels at each station’s Command Post. For Transbay Tube incidents, the C.P. Easel will remain at the Embarcadero Street Station’s Command Post as designated by the I.C. For High-Rise, Airport, and Hazmat Incidents, the C.P. easel will be located as directed by the I.C.

10. Prior to activating this new system, orientation training will be conducted at the daily Division meetings with the Battalion Chief’s and their Aides. In addition, a Personnel Accountability System Training Tape will be presented to all suppression personnel. Battalion Chiefs will be responsible for distributing the tapes to their companies. After reviewing the P.A.S Training Tape, company members will sign a company roster sheet indicating that they have received this training. Company Commanders shall forward these rosters to the Division no later than April 20, 2003. In the event a member is not available to attend the training, Company Commanders shall note the reason for non-compliance on the roster form. These rosters will be retained at the respective divisions.

11. The new Personnel Accounting System will be activated on April 21, 2003 at 0800 hours.

12. General Orders 92-A-10 and 93 A-21 shall be removed from the General Order binder and replaced by this current General Order. Company Commanders will be responsible for the removal of all P.I.T. tags from their units. However, they shall be secured at the station as a secondary backup in case a major event may warrant their use.

13. In the near future, T-Cards will be added to the stationary request forms.

Mario H. Trevino  
Chief of Department
## Summary of Current Actions

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