Unit 6: Organizational Flexibility

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Unit 6. Organizational Flexibility

Unit Objectives

At the end of this unit, you will be able to:

- Explain how the modular organization expands and contracts.
- Complete a complexity analysis when given a scenario.
- Define the five types of incidents.

Scope

- Unit Introduction
- Unit Objectives
- ICS Organizational Flexibility
- Modular Organization
- Complexity Analysis
- Activity: Complexity Analysis
- Resource Kinds and Types
- Incident Complexity Types
- Activity: Incident Types
- Summary

UNIT INTRODUCTION

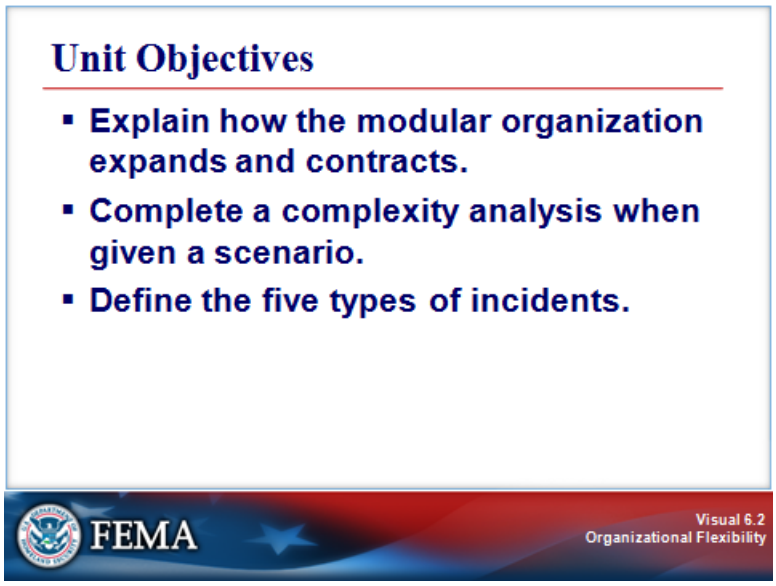
Visual 6.1

Key Points:

The Organizational Flexibility unit introduces you to flexibility within the standard ICS organizational structure.

UNIT OBJECTIVES

Visual 6.2



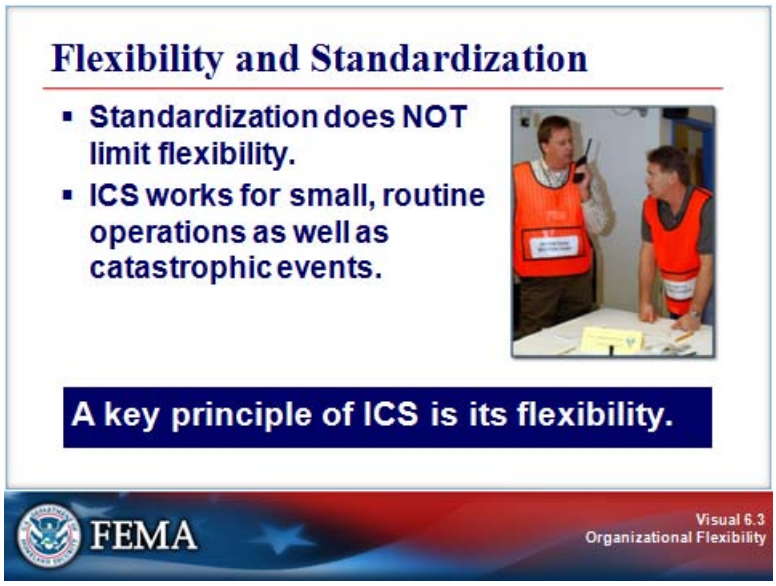
Key Points:

The objectives of this unit are as follows:

- Explain how the modular organization expands and contracts.
- Complete a complexity analysis when given a scenario.
- Define the five types of incidents.

ICS ORGANIZATIONAL FLEXIBILITY

Visual 6.3



Key Points:

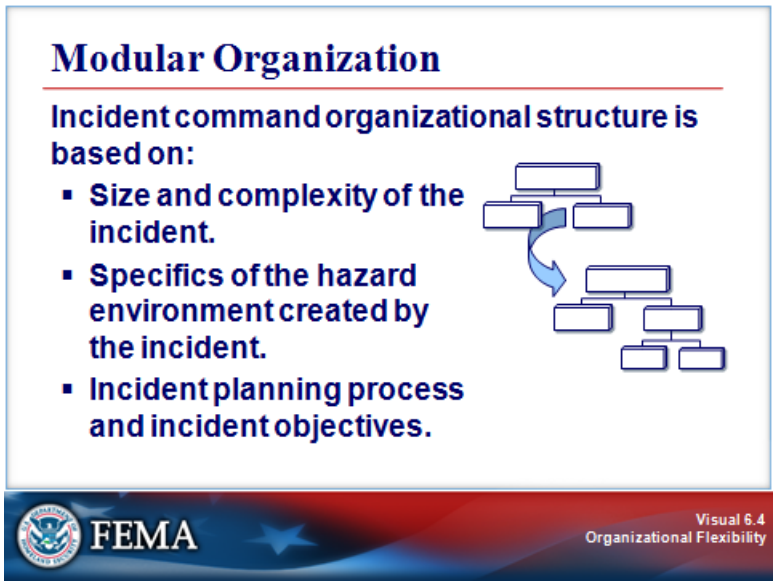
A key principle of ICS is its flexibility. The ICS organization may be expanded easily from a very small size for routine operations to a larger organization capable of handling catastrophic events.

Standardization within ICS does not limit flexibility. ICS works for small, routine operations as well as catastrophic events.

Flexibility does not mean that the ICS feature of common terminology is superseded. Flexibility is allowed only within the standard ICS organizational structure and position titles.

MODULAR ORGANIZATION

Visual 6.4



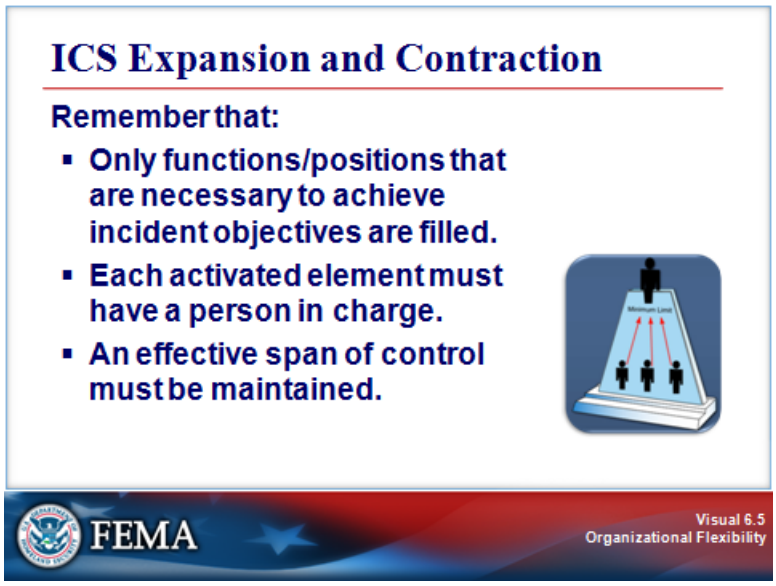
Key Points:

Incident command organizational structure is based on:

- Size and complexity of the incident.
- Specifics of the hazard environment created by the incident.
- Incident planning process and incident objectives.

MODULAR ORGANIZATION

Visual 6.5



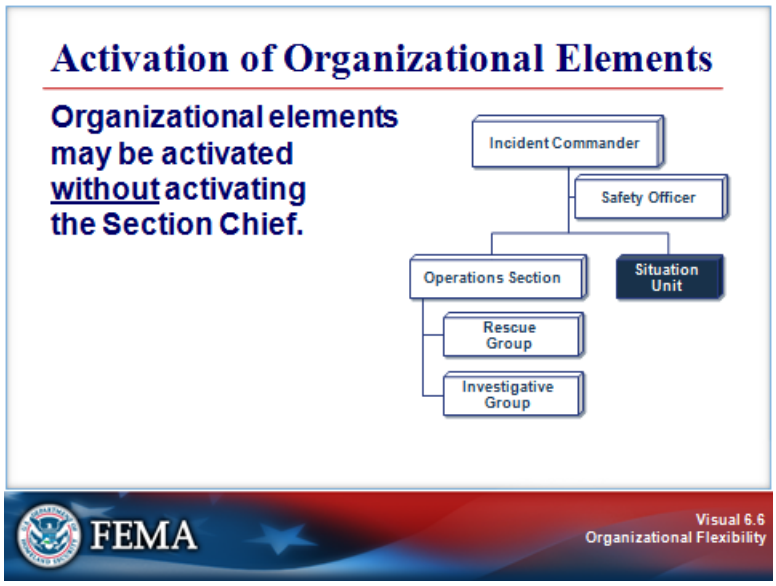
Key Points:

It is important to remember that:

- Only functions and positions that are necessary to achieve incident objectives are filled.
- Each activated element must have a person in charge.
- An effective span of control must be maintained.

MODULAR ORGANIZATION

Visual 6.6



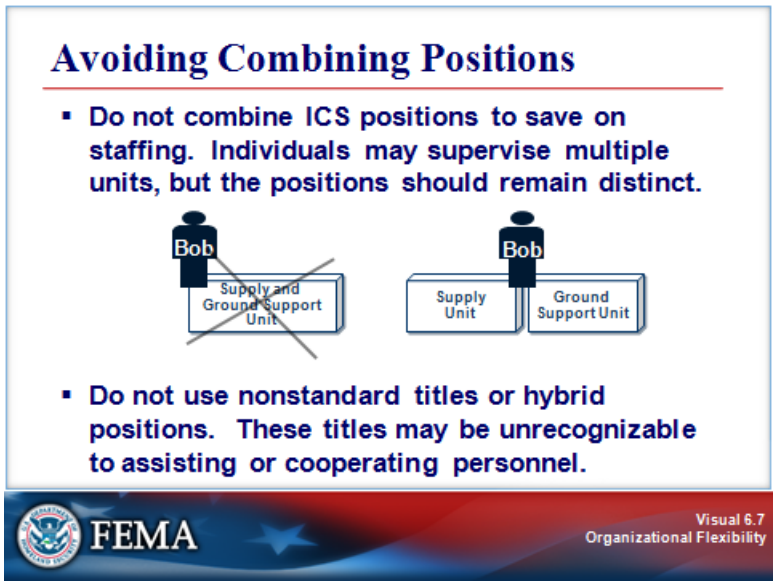
Key Points:

Activation of organizational elements is flexible, as noted below.

- Many incidents will never require the activation of the entire Command or General Staff or entire list of organizational elements within each Section. Other incidents will require some or all members of the Command Staff and all sub-elements of each General Staff Section.
- The decision to activate an element (Section, Branch, Unit, Division, or Group) must be based on incident objectives and resource needs.
- An important concept is that many organizational elements may be activated in various Sections without activating the Section Chief.
- For example, the Situation Unit can be activated without a Planning Section Chief assigned. In this case, the supervision of the Situation Unit will rest with the Incident Commander.

MODULAR ORGANIZATION

Visual 6.7



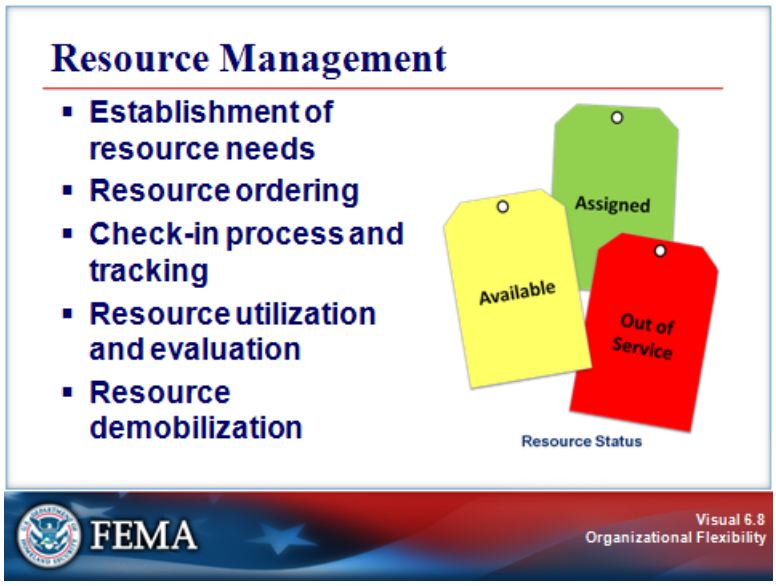
Key Points:

- It is tempting to combine ICS positions to gain staffing efficiency. Rather than combining positions, you may assign the same individual to supervise multiple units.

- When assigning personnel to multiple positions, do not use nonstandard titles. Creating new titles may be unrecognizable to assisting or cooperating personnel and may cause confusion. Be aware of potential span-of-control issues that may arise from assigning one person to multiple positions.

MODULAR ORGANIZATION

Visual 6.8



Key Points:

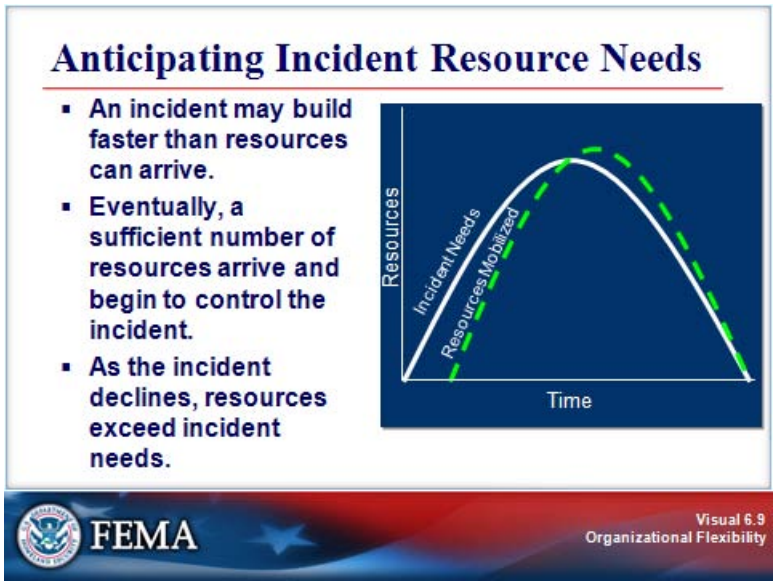
Maintaining an accurate and up-to-date picture of resource utilization is a critical component of incident management. The incident resource management process consists of the following:

- Establishment of resource needs (kind/type/quantity)
- Resource ordering (actually getting what you need)
- Check-in process and tracking (knowing what resources you have and where they are)
- Resource utilization and evaluation (using the resources effectively)
- Resource demobilization (releasing resources that are no longer needed)

This section of the lesson reviews key resource management principles.

MODULAR ORGANIZATION

Visual 6.9



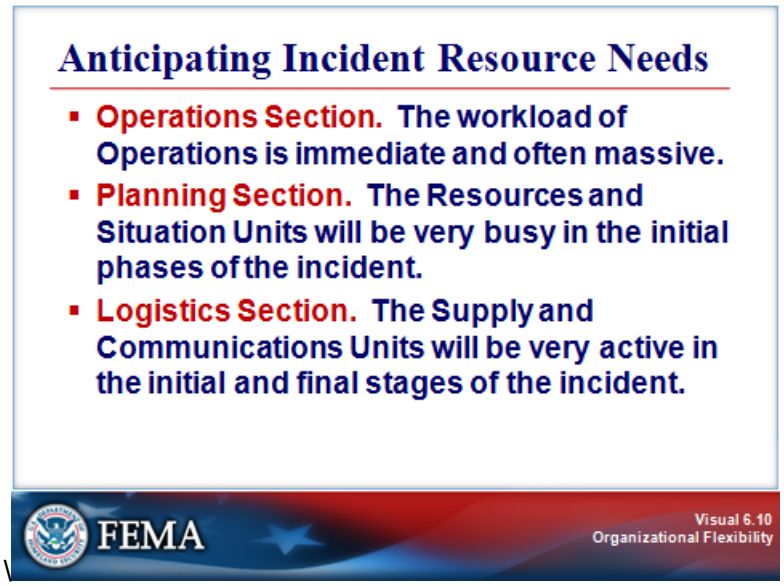
Key Points:

Experience and training will help you to predict workloads and corresponding staffing needs. As the graphic illustrates, an incident may build faster than resources can arrive.

Eventually, a sufficient number of resources arrive and begin to control the incident. As the incident declines, resources then exceed incident needs.

MODULAR ORGANIZATION

Visual 6.10



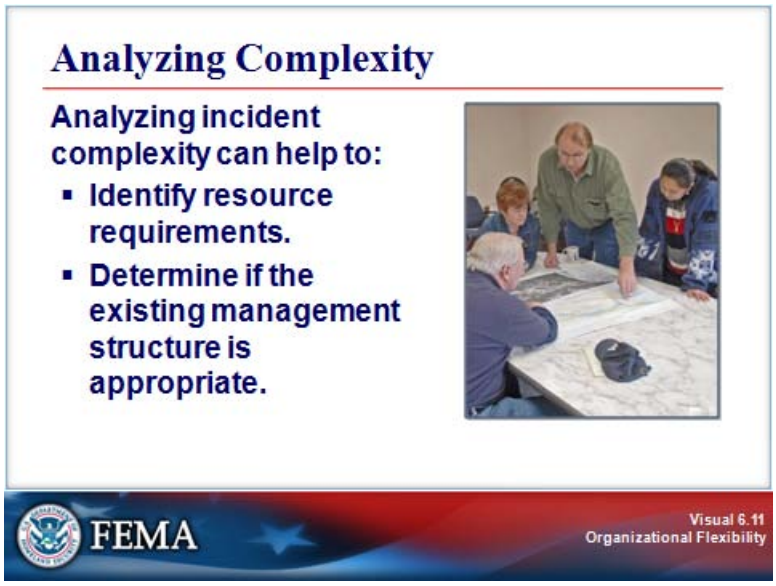
Key Points:

Incident workload patterns are often predictable throughout the incident life cycle. Several examples are provided below:

- **Operations Section.** The workload of Operations is immediate and often massive. On a rapidly escalating incident, the Operations Section Chief must determine appropriate tactics; organize, assign, and supervise resources; and at the same time participate in the planning process.
- **Planning Section.** The Resources and Situation Units will be very busy in the initial phases of the incident. In the later stages, the workload of the Documentation and Demobilization Units will increase.
- **Logistics Section.** The Supply and Communications Units will be very active in the initial and final stages of the incident.

COMPLEXITY ANALYSIS

Visual 6.11



Key Points:

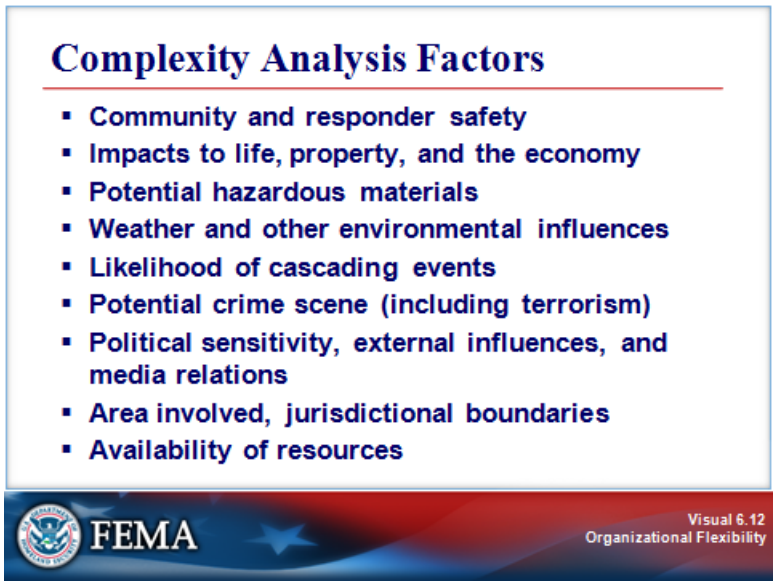
It is important to strike the right balance when determining resource needs. Having too few resources can lead to loss of life and property, while having too many resources can result in unqualified personnel deployed without proper supervision.

A complexity analysis can help:

- Identify resource requirements.
- Determine if the existing management structure is appropriate.

COMPLEXITY ANALYSIS

Visual 6.12



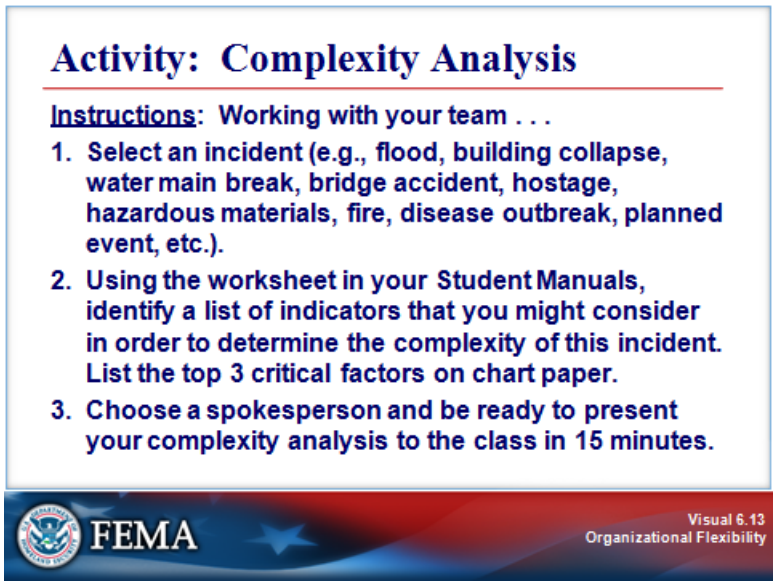
Key Points:

Review the following complexity factors (listed on the visual):

- Community and responder safety
- Impacts to life, property, and the economy
- Potential hazardous materials
- Weather and other environmental influences
- Likelihood of cascading events
- Potential crime scene (including terrorism)
- Political sensitivity, external influences, and media relations
- Area involved, jurisdictional boundaries
- Availability of resources

ACTIVITY: COMPLEXITY ANALYSIS

Visual 6.13



Key Points:

Activity Purpose: To give you practice at identifying the indicators that are considered when analyzing and determining the complexity of an incident.

Instructions: Working in your team:

1. Select an incident (e.g., flood, building collapse, water main break, bridge accident, hostage, hazardous materials, fire, disease outbreak, planned event, etc.). (Or you may want to assign an incident type to each team.)
2. Using the worksheet in the Student Manual (see the next page), identify a list of indicators that you might consider in order to determine the complexity of this incident. List the top three critical factors on chart paper.
3. Choose a spokesperson and be ready to present your complexity analysis to the class in 15 minutes.

ACTIVITY: COMPLEXITY ANALYSIS

Visual 6.13 (Continued)

Activity: Complexity Analysis Worksheet

Describe your selected incident (e.g., flood, building collapse, water main break, bridge accident).

List the specific indicators that you would use to analyze the complexity of this kind of incident.

Next, select your top three indicators.

COMPLEXITY ANALYSIS

Visual 6.14

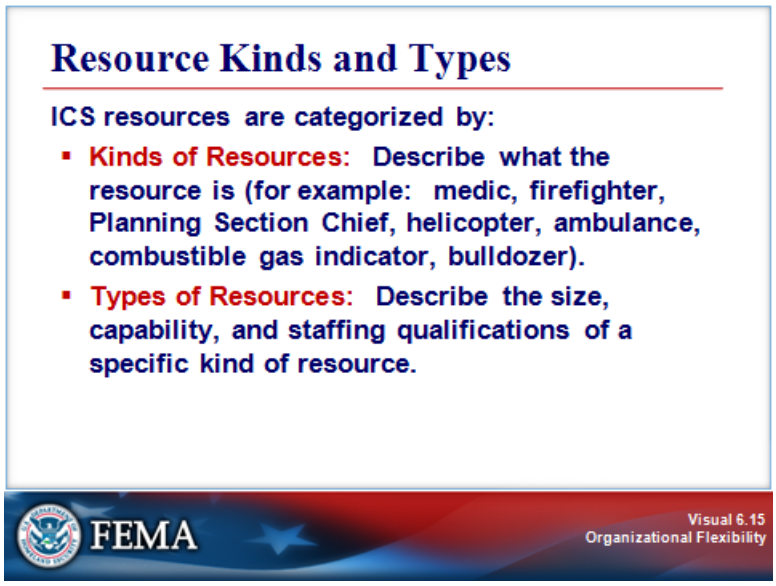
Key Points:

Note that as complexity increases, resources expand, requiring an organization with additional levels of supervision.

The next visuals will cover the relationships between incident complexity, resources, and ICS structure.

RESOURCE KINDS AND TYPES

Visual 6.15



Key Points:

Managing an expanding incident requires that responders get the right personnel and equipment. For this reason, ICS resources are categorized by:

- **Kinds of Resources.** Describe what the resource is (for example: medic, firefighter, Planning Section Chief, helicopter, ambulance, combustible gas indicator, bulldozer).
- **Types of Resources.** Describe the size, capability, and staffing qualifications of a specific kind of resource.

RESOURCE KINDS AND TYPES

Visual 6.16

Key Points:

Review the items on the visual. Discussion Question:

Which side (A or B) represents kinds? Which side represents types?

RESOURCE KINDS AND TYPES

Visual 6.17

Key Points:

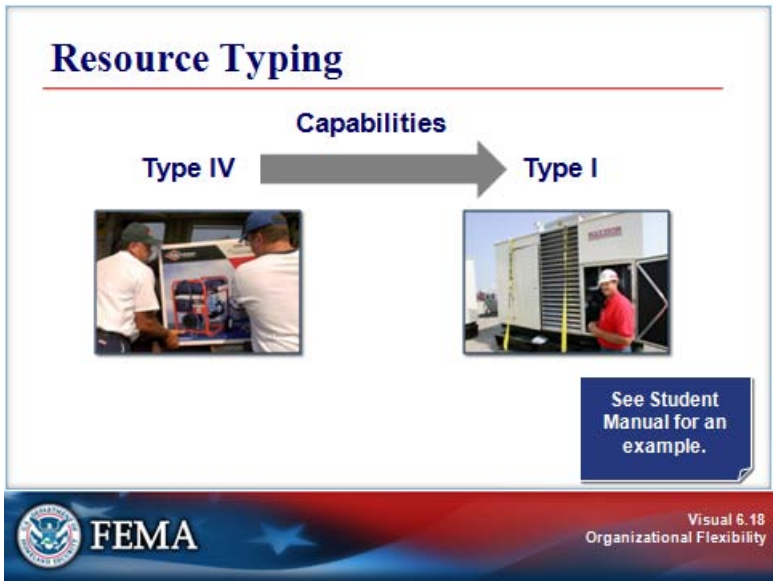
Requesting a resource kind without specifying a resource type could result in an inadequate resource arriving on the scene.

Discussion Questions:

- **What are the implications of a HazMat team arriving without the appropriate level of protective gear?**
- **Can anyone think of other examples of situations when the response resources deployed were not sufficient?**
- **How about situations where the resources at the scene exceeded the requirements? What are the implications of having resources that exceed the requirements?**

RESOURCE KINDS AND TYPES

Visual 6.18



Key Points:

- Resource types range from Type I (most capable) to Type IV (least capable), letting you reserve the appropriate level of resource for your incident by describing the size, capability, and staffing qualifications of a specific resource.

- Assigning the Type I label to a resource implies that it has a greater level of capability than a Type II of the same resource (for example, due to its power, size, or capacity), and so on to Type IV.

- Typing provides managers with additional information to aid the selection and best use of resources. In some cases, a resource may have less than or more than four types; in such cases, either additional types will be identified, or the type will be described as "not applicable." The type assigned to a resource or component is based on a minimum level of capability described by the identified metric(s) for that resource.

NIMS requires the development of a national resource typing protocol.

The next page provides a sample resource typing.

RESOURCE KINDS AND TYPES

FEMA

U.S. Department of Homeland Security
Federal Emergency Management Agency

RESOURCE:	HazMat Entry Team					
CATEGORY:	Hazardous Materials Response (ESF #10)			KIND:	Team	
MINIMUM CAPABILITIES:		TYPE I	TYPE II	TYPE III	TYPE IV	OTHER
COMPONENT	METRIC					
Equipment	Communications	Same as Type II plus: (Secure Communications)	Same as Type III plus: (Wireless Data)	(In-Suit; Wireless Voice) Personnel utilizing CPC shall be able to communicate appropriately and safely with one another and their team leaders		
Personnel	Staffing	5 Personnel	5 Personnel	5 Personnel		
Personnel	Training	Same as Type II	Same as Type III	All personnel must be trained to the minimum response standards in accordance with the most current editions of NFPA Standard # 471, "Recommended Practice for Responding to Hazardous Materials Incidents," NFPA Standard # 472, "Standard for Professional Competence of Responders to Hazardous Materials Incidents," and NFPA Standard # 473, "Standard for Competencies for EMS Personnel Responding to Hazardous Materials Incidents," as is appropriate for the specific team type		
Personnel	Sustainability	Same as Type II	Same as Type III	Capability to Perform Three (3) Entries in a 24-hour Period		
COMMENTS:						

RESOURCE KINDS AND TYPES

Visual 6.19

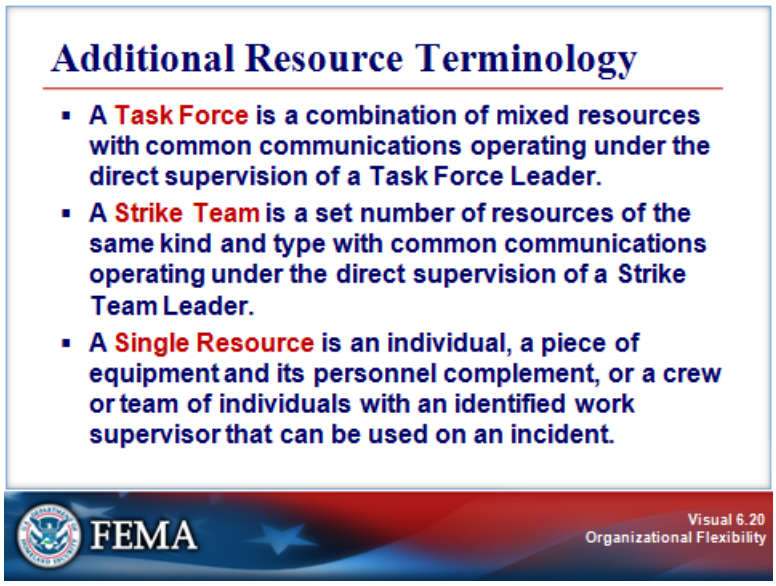
Key Points:

- Resource typing is a key component of NIMS. This effort helps all Federal, State, tribal, and local jurisdictions locate, request, and track resources to assist neighboring jurisdictions when local capability is overwhelmed.

- The National Integration Center encourages Federal, State, tribal, and local officials to use the NIMS Resource Typing definitions as they develop or update response assets inventories.

RESOURCE KINDS AND TYPES

Visual 6.20



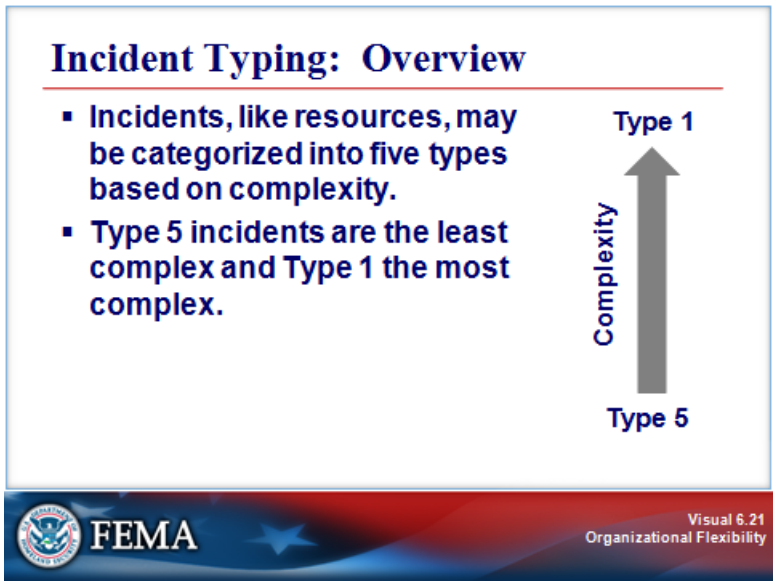
Key Points:

As covered in ICS-100, the following terms apply to resources:

- A **Task Force** is a combination of mixed resources with common communications operating under the direct supervision of a Task Force Leader.
- A **Strike Team** is a set number of resources of the same kind and type with common communications operating under the direct supervision of a Strike Team Leader.
- A **Single Resource** is an individual, a piece of equipment and its personnel complement, or a crew or team of individuals with an identified work supervisor that can be used on an incident.

INCIDENT COMPLEXITY TYPES

Visual 6.21



Key Points:

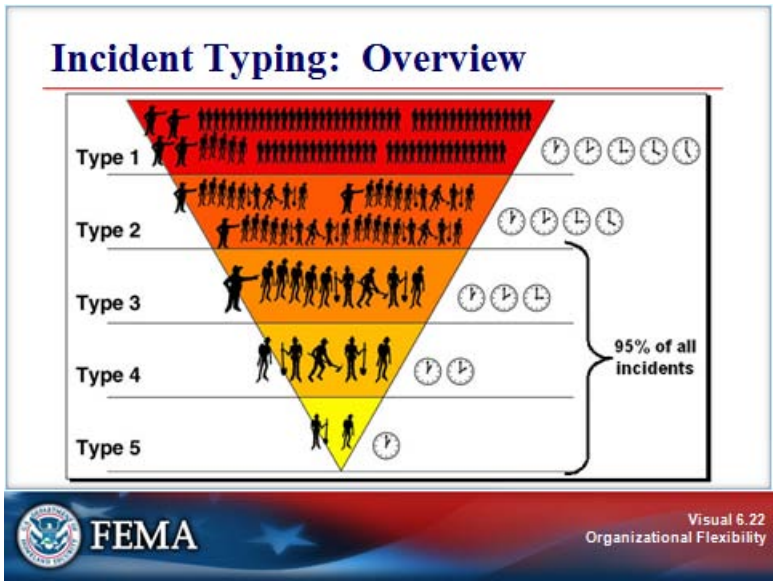
Incidents, like resources, may be categorized into five types based on complexity. Type 5 incidents are the least complex and Type 1 the most complex.

Incident typing may be used to:

- Make decisions about resource requirements.
- Order Incident Management Teams (IMTs). An IMT is made up of the Command and General Staff members in an ICS organization.

INCIDENT COMPLEXITY TYPES

Visual 6.22

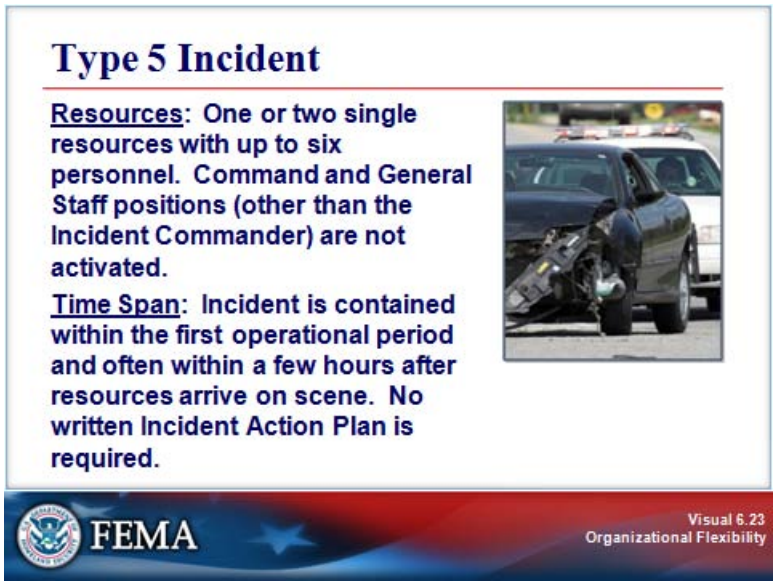


Key Points:

The incident type corresponds to both the number of resources required and the anticipated incident duration.

INCIDENT COMPLEXITY TYPES

Visual 6.23



Key Points:

Characteristics of a Type 5 Incident are as follows:

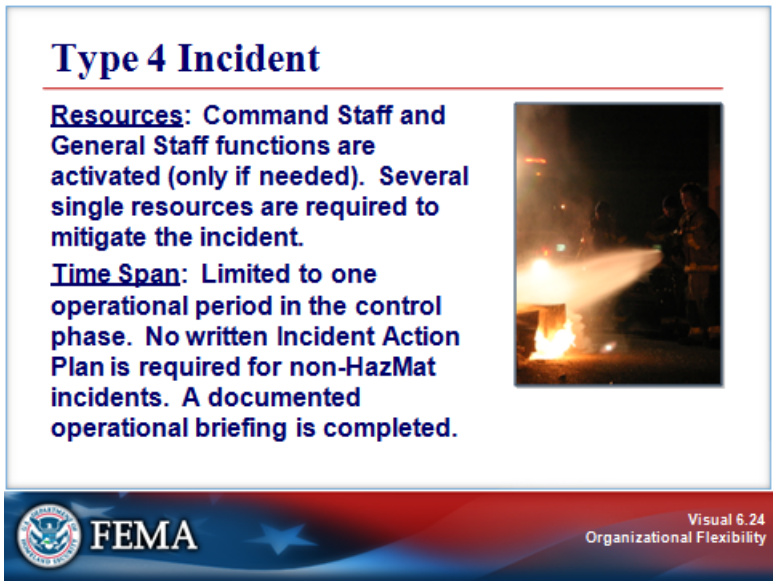
- Resources: One or two single resources with up to six personnel. Command and General Staff positions (other than the Incident Commander) are not activated.

- Time Span: Incident is contained within the first operational period and often within a few hours after resources arrive on scene. No written Incident Action Plan is required.

Examples include a vehicle fire, an injured person, or a police traffic stop.

INCIDENT COMPLEXITY TYPES

Visual 6.24



Key Points:

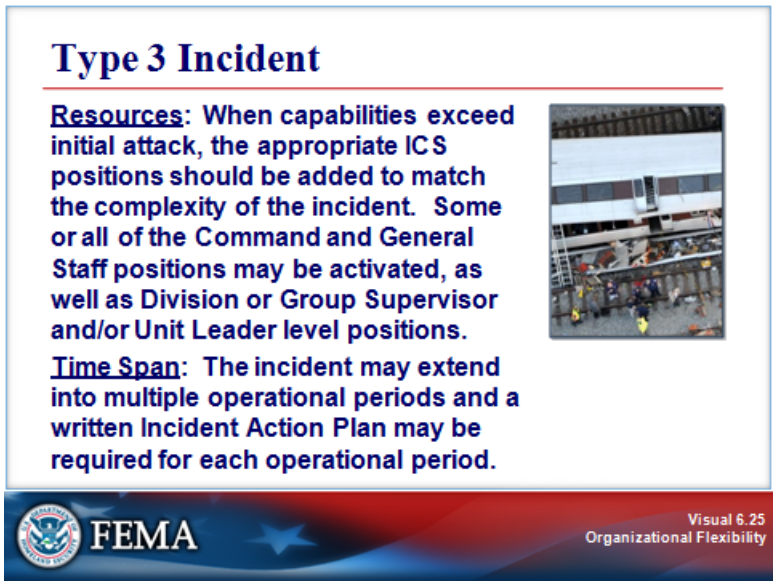
Characteristics of a Type 4 Incident are as follows:

- Resources: Command Staff and General Staff functions are activated (only if needed). Several single resources are required to mitigate the incident.

- Time Span: Limited to one operational period in the control phase. No written Incident Action Plan is required for non-HazMat incidents. A documented operational briefing is completed.

INCIDENT COMPLEXITY TYPES

Visual 6.25



Key Points:

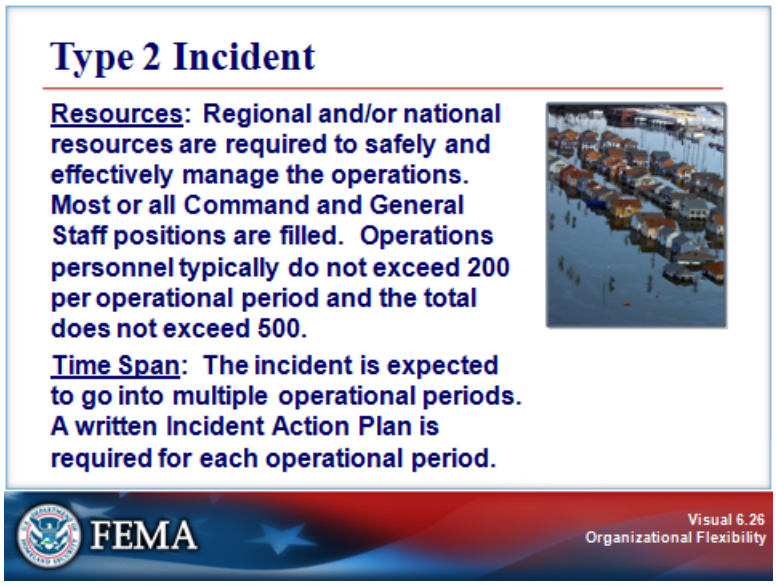
Characteristics of a Type 3 Incident are as follows:

- Resources: When capabilities exceed initial attack, the appropriate ICS positions should be added to match the complexity of the incident. Some or all of the Command and General Staff positions may be activated, as well as Division or Group Supervisor and/or Unit Leader level positions. An Incident Management Team (IMT) or incident command organization manages initial action incidents with a significant number of resources, and an extended attack incident until containment/control is achieved.

- Time Span: The incident may extend into multiple operational periods and a written Incident Action Plan may be required for each operational period.

INCIDENT COMPLEXITY TYPES

Visual 6.26



Key Points:

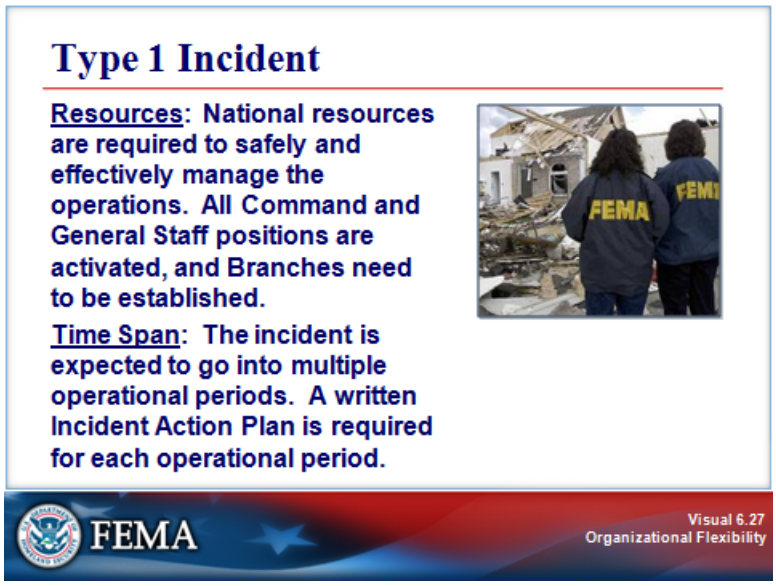
Characteristics of a Type 2 Incident are as follows:

- Resources: Regional and/or national resources are required to safely and effectively manage the operations. Most or all Command and General Staff positions are filled. Operations personnel typically do not exceed 200 per operational period and the total does not exceed 500. The agency administrator/official is responsible for the incident complexity analysis, agency administrator briefings, and written delegation of authority.

- Time Span: The incident is expected to go into multiple operational periods. A written Incident Action Plan is required for each operational period.

INCIDENT COMPLEXITY TYPES

Visual 6.27



Key Points:

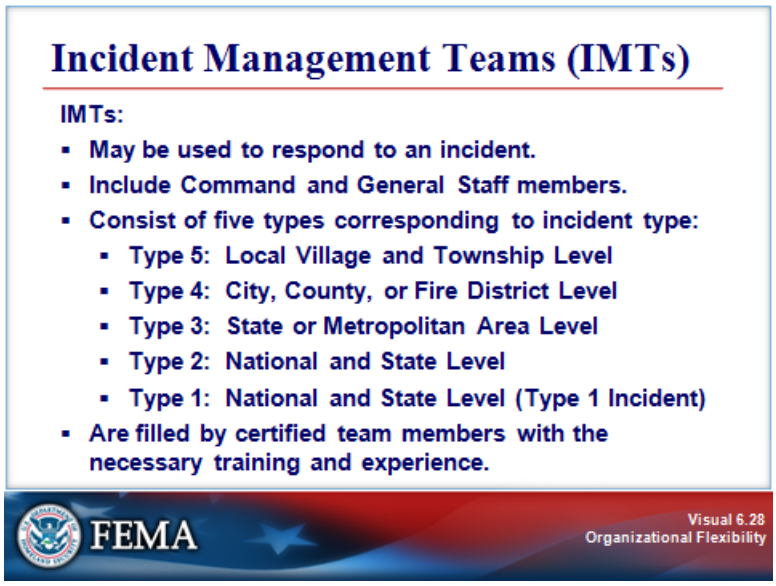
Characteristics of a Type 1 Incident are as follows:

- Resources: National resources are required to safely and effectively manage the operations. All Command and General Staff positions are activated, and Branches need to be established. Operations personnel often exceed 500 per operational period and total personnel will usually exceed 1,000. There is a high impact on the local jurisdiction, requiring additional staff for office administrative and support functions. The incident may result in a disaster declaration.

- Time Span: The incident is expected to go into multiple operational periods. A written Incident Action Plan is required for each operational period.

INCIDENT COMPLEXITY TYPES

Visual 6.28



Key Points:

As mentioned earlier, an IMT is made up of the Command and General Staff members in an ICS organization. Persons to fill these positions for various types of incidents or events are often predesignated to ensure that they have the necessary training and experience to fulfill the roles and responsibilities of the ICS position. The level of training and experience of the IMT members, coupled with the identified formal response requirements and responsibilities of the IMT, are factors in determining the "type," or level, of IMT.

Briefly review the following information about IMT types:

- **Type 5: Local Village and Township Level** – A "pool" of primarily fire officers from several neighboring departments trained to serve in Command and General Staff positions during the first 6-12 hours of a major or complex incident.

- **Type 4: City, County, or Fire District Level** – A designated team of fire, EMS, and possibly law enforcement officers from a larger and generally more populated area, typically within a single jurisdiction (city or county), activated when necessary to manage a major or complex incident during the first 6-12 hours and possibly transition to a Type 3 IMT.

- **Type 3: State or Metropolitan Area Level** – A standing team of trained personnel from different departments, organizations, agencies, and jurisdictions within a State or DHS Urban Area Security Initiative (UASI) region, activated to support incident management at incidents that extend beyond one operational period. Type 3 IMTs will respond throughout the State or large portions of the State, depending upon State-specific laws, policies, and regulations.

(Continued on the next page.)

INCIDENT COMPLEXITY TYPES

Visual 6.28 (Continued)

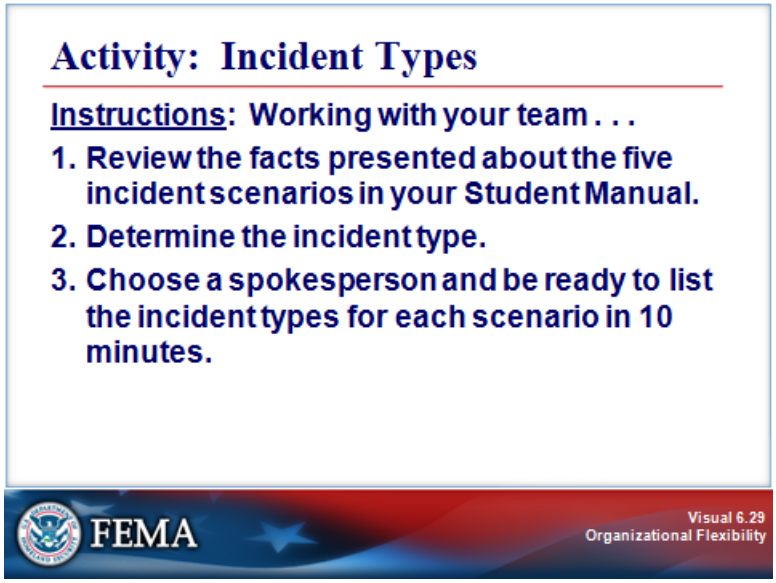
- **Type 2: National and State Level** – A federally or State-certified team; has less staffing and experience than Type 1 IMTs, and is typically used on smaller scale national or State incidents. Several dozen Type 2 IMTs are currently in existence, and operate through the U.S. Forest Service.

- **Type 1: National and State Level** – A federally or State-certified team; is the most robust IMT with the most experience; is fully equipped and self-contained. Sixteen Type 1 IMTs are now in existence, and operate through the U.S. Forest Service.

Source: http://www.usfa.fema.gov/subjects/incident/imt/overview.shtm

ACTIVITY: INCIDENT TYPES

Visual 6.29



Key Points:

Activity Purpose: To give you practice at determining incident types for various scenarios.

Instructions: Working with your team:

1. Review the facts presented about the five incident scenarios in your Student Manual.
2. Determine the incident type.
3. Choose a spokesperson and be ready to list the incident types for each scenario in 10 minutes.

Note: A table summarizing characteristics of each type is provided after the scenarios.

ACTIVITY: INCIDENT TYPES

Visual 6.29 (Continued)

Scenario 1:

- A multivehicle accident with critical injuries has occurred.
- Local resources are on the scene.
- The rescue and investigation should be complete in one operational period.
- The IAP is verbal.

Scenario 2:

- There is ongoing flooding in a tri-State area.
- Local and regional resources are overwhelmed.
- There are numerous missing and injured persons.
- Additional rain and wind are forecasted.
- The President has declared all counties in the affected region as disaster areas under the Stafford Act.

Scenario 3:

- A cargo jet has crashed with injuries onboard and on the ground.
- Possible hazardous materials are aboard.
- State and local resources are managing the incident.
- All Command Staff positions are filled and the Operations and Planning Sections are being utilized.

Scenario 4:

- A small kitchen fire has occurred in a single family residence.
- The fire department, police and emergency medical services responded.
- The fire was out by the time the responders arrived on scene.
- The fire department confirmed the fire was out and helped the homeowner clear the smoke from the house.
- All units were back in service within one hour after the initial dispatch.

Scenario 5:

- A bank robber is holding staff and patrons hostage.
- An Operations Section has been activated with a Perimeter Control Group, Investigation Group, and SWAT Unit.
- The Command Staff includes the Incident Commander and a Public Information Officer.
- The incident may extend into multiple operational periods.

ACTIVITY: INCIDENT TYPES

Visual 6.29 (Continued)

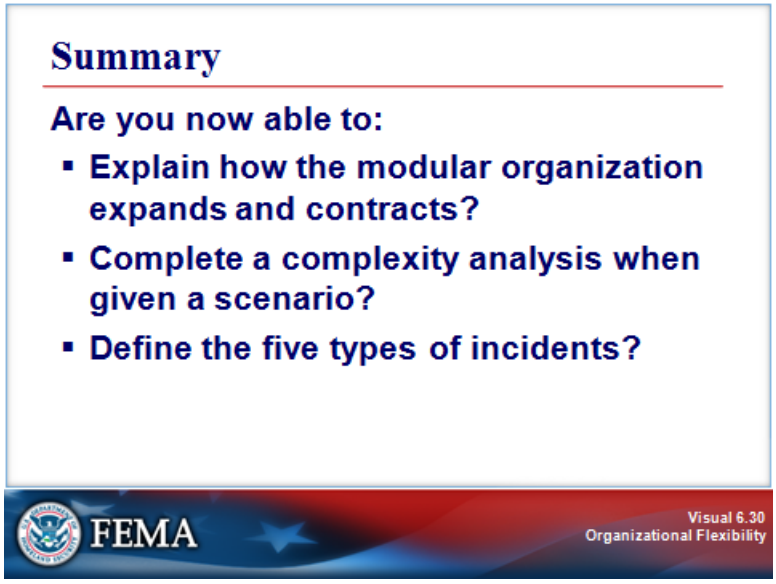
Incident Typing Review:

Incidents may be typed in order to make decisions about resource requirements. Incident types are based on the following five levels of complexity. (Source: U.S. Fire Administration)

Type 5	• The incident can be handled with one or two single resources with up to six personnel. • Command and General Staff positions (other than the Incident Commander) are not activated. • No written Incident Action Plan (IAP) is required. • The incident is contained within the first operational period and often within an hour to a few hours after resources arrive on scene. • Examples include a vehicle fire, an injured person, or a police traffic stop.
Type 4	• Command staff and general staff functions are activated only if needed. • Several resources are required to mitigate the incident, including a Task Force or Strike Team. • The incident is usually limited to one operational period in the control phase. • The agency administrator may have briefings, and ensure the complexity analysis and delegation of authority are updated. • No written Incident Action Plan (IAP) is required but a documented operational briefing will be completed for all incoming resources. • The role of the agency administrator includes operational plans including objectives and priorities.
Type 3	• When capabilities exceed initial attack, the appropriate ICS positions should be added to match the complexity of the incident. • Some or all of the Command and General Staff positions may be activated, as well as Division/Group Supervisor and/or Unit Leader level positions. • A Type 3 Incident Management Team (IMT) or incident command organization manages initial action incidents with a significant number of resources, an extended attack incident until containment/control is achieved, or an expanding incident until transition to a Type 1 or 2 IMT. • The incident may extend into multiple operational periods. • A written IAP may be required for each operational period.
Type 2	• This type of incident extends beyond the capabilities for local control and is expected to go into multiple operational periods. A Type 2 incident may require the response of resources out of area, including regional and/or national resources, to effectively manage the operations, command, and general staffing. • Most or all of the Command and General Staff positions are filled. • A written IAP is required for each operational period. • Many of the functional units are needed and staffed. • Operations personnel normally do not exceed 200 per operational period and total incident personnel do not exceed 500 (guidelines only). • The agency administrator is responsible for the incident complexity analysis, agency administrator briefings, and the written delegation of authority.
Type 1	• This type of incident is the most complex, requiring national resources to safely and effectively manage and operate. • All Command and General Staff positions are filled. • Operations personnel often exceed 500 per operational period and total personnel will usually exceed 1,000. • Branches need to be established. • The agency administrator will have briefings, and ensure that the complexity analysis and delegation of authority are updated. • Use of resource advisors at the incident base is recommended. • There is a high impact on the local jurisdiction, requiring additional staff for office administrative and support functions.

SUMMARY

Visual 6.30



Key Points:

Are you now able to:

- Explain how the modular organization expands and contracts?
- Complete a complexity analysis when given a scenario?
- Define the five types of incidents?

The next unit presents information about transfer of command.

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