

# INCIDENT MANAGEMENT

ON FEBRUARY 28, 2003, President George W. Bush issued Homeland Security Presidential Directive (HSPD)-5, which directs the Secretary of Homeland Security to develop and administer a National Incident Management System. According to HSPD-5: "This system will provide a consistent nationwide approach for federal, state and local governments to work effectively and efficiently together to prepare for, respond to and recover

from domestic incidents, regardless of cause, size or complexity."

The Colorado State Emergency Resource Mobilization Program Working Group recognized the need for qualified "all-hazard" incident management personnel in the state — not to replace local emergency managers, but as a resource for large scale incidents that go beyond local capabilities. In early 2004, a subcommittee of the working group was established to develop state

standards for individual overhead resources and Type 3 All-Hazard Incident Management Teams.

The goal of the Colorado Type 3 Incident Management Team project was to "create a structure to address the need for all-hazard overhead resources to assist in the management of large-scale incidents and transition to federal Type 1 or 2 IMTs."

By Department of Homeland Security definition, an All-Hazard IMT is a



A majority of Type 1 and 2 IMTs are located in the 11 fire-prone western states. The fire above was on Green Mountain in Lakewood. Photo courtesy of istockphoto.

## **ABOUT THE COLORADO STATE EMERGENCY RESOURCES MOBILIZATION PROGRAM WORKING GROUP**

Prior to 2004, Colorado did not have a plan for the mobilization of resources or specialized equipment in the event of a disaster or incidents exceeding the capabilities of local response agencies.

HB 02-1315, signed into law June 3, 2002, sought to address this need by requiring the Division of Fire Safety to prepare and administer a "statewide mobilization plan to provide for the allocation and deployment of firefighting, emergency medical and urban search and rescue resources in the event of a disaster or local incident that requires more resources than those available under any existing interjurisdictional or mutual aid agreement."

In order to develop and implement the resource mobilization plan, a broad coalition representing the fire service, law enforcement, emergency management and pre-hospital care disciplines, and other affected state agencies, were brought together as the Colorado State Emergency Resource Mobilization Plan Working Group.

The working group includes representatives from the Colorado Division of Fire Safety, Colorado State Patrol, Colorado Division of Emergency Management, Colorado Emergency Manager's Association, County Sheriff's of Colorado, Colorado Association of Chief's of Police, Colorado State Forest Service, Colorado State Fire Chief's Association, Colorado Department of Public Health and Environment, Jefferson County Incident Management Team, Douglas County Incident Management Team, Bureau of Land Management, Rocky Mountain Area Coordination Center, Colorado Search and Rescue Board, Emergency Medical Services Association of Colorado, Colorado Contractors Association, representatives of the state all-hazards regions and others.

The Colorado State Emergency Resources Mobilization Plan was completed and adopted by the working group in May 2004. This all-risk plan was subsequently accepted by the Division of Emergency Management as part of the State Emergency Operations Plan. This plan provides for the movement of resources around the state to deal with critical incidents. A majority of fire, law and EMS resources have been identified and logged into the state system for activation when needed. The plan has recently been undergoing revisions since its use in the southeastern Colorado blizzards in 2006/2007, the Alamosa Salmonella incident and the Windsor tornado in May 2008. Review the update draft on the Division of Fire Safety's Web site and provide comments to [Marlinda.Acevedo@cdps.co.state.us](mailto:Marlinda.Acevedo@cdps.co.state.us)

standing team of trained personnel from different departments, organizations, agencies and jurisdictions within a state or Urban Area Security Initiative region, activated to support incident management at major or complex emergency incidents or special events that extend beyond one operational period, generally 12-24 hours.

The Colorado Type 3 IMT initiative is designed to:

- strategically locate teams throughout the state;
- provide for the interim management of an incident until arrival of a Type 1 or Type 2 team;
- prepare team personnel for all-hazard incidents;
- deploy management personnel when local jurisdictions are overwhelmed or for an incident with a prolonged operational period; and
- allow requests for single team resources and not necessarily the entire team.

This initiative also moves Colorado closer towards full compliance with the core requirements of the NIMS and allows for the integration of Colorado's incident management resources into the National Response Framework.

In developing Colorado's all-hazard system, the Type 3 Incident Management Team Subcommittee of the working group used National Park Service task books and guidelines as a starting point, modifying these documents and creating others as necessary. Recently, the task books were updated with tasks

developed between the U.S. Fire Administration and the National Wildfire Coordinating Group that are now the standard across the country. The Colorado guidelines and task books are available on the Division of Fire Safety's Web site, [dfs.state.co.us](http://dfs.state.co.us).

With the publication of these guidelines, they are the standard that must be met by all agencies and organizations that choose to certify Type 3 individuals and teams within the Colorado system. (These certifications are not needed for Type 4 organizations or incidents.)

## About IMTs

In the United States, there are five types of Incident Management Teams, two of which, Type 1 and Type 2, are organized and tracked at a national level. An IMT is made up of the command and general staff members in an incident command system organization. Persons that fill these command positions for various types of incidents or events have the necessary training and experience to fulfill the specific roles and responsibilities of their 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. The IMT types are:

Type 5: Local Village and Township Level – typically 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 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.

Type 2: National and State Level – a federally- or state-certified team that 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 that 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.

Type 1 and 2 IMTs are strategically located, with a majority of these teams in the 11 fire-prone western states. Each team consists of members from a wide variety of federal, state, county and local

agencies. These teams are managed on a rotational basis year-round through the nine geographical areas and are managed by the National Interagency Fire Center in Boise.

The Rocky Mountain area supports three all-risk incident management teams (one Type 1 Team and two Type 2 Teams) as well as one fire use incident management team.

## General capabilities of IMTs

An all-hazards IMT consists of personnel from appropriate disciplines (fire, rescue, emergency medical, hazardous materials, law enforcement and public health) trained to perform the functions of the command and general staff in the Incident Command System. These functions include command, operations, planning, logistics and administration/finance, as well as safety, public information and liaison. Members of the initial responding departments often fill these functions; however, the size, complexity or duration of an incident may indicate the need for an IMT to support them.

A Type I IMT will come to an incident with approximately 35-40 core members and be able to manage the largest incidents, including those involving branching for effective span-of-control and large scale aviation operations. Their experience with multiple jurisdictions and agencies, complex fiscal situations, high profile public and media events, and sheer size of organizations typically associated with the largest incidents are frequently the reason Type 1 teams are assigned.

A Type 2 IMT will come to an incident with approximately 25-30 members and is considered to be most effective at smaller and less complex incidents. Type 2 teams are formed within zones or sub-geographic areas of the larger geographic area. As a general rule, Type 2 teams manage incidents with approximately 200-500 people assigned to the incident.

Type 3 IMTs are activated to support incident management at major or complex emergency incidents or special events that extend beyond one operational period or to provide for the interim management of an incident until arrival of Type 1 or Type 2 team.

### **Colorado Type 3 IMTs**

A requesting agency can place an order for a Type 3 "short" team, a "long" team, or individual overhead resources.

Under Colorado's standard, a Type 3 short team consists of the following positions: an incident commander, four section chiefs, a public information officer, a safety officer and a resource unit leader. A Type 3 long team includes

the Type 3 short team, plus a liaison officer, division/group supervisor or task force leader, situation unit leader, intelligence officer (law incidents), status check-in recorder, communications unit, technical support and incident dispatcher.

The Division of Fire Safety has committed, subject to the availability of federal funds, to the development and support of six, regional Type 3 IMTs. This includes team training, certain position-specific training and technical assistance. Currently, there are three state-certified teams in Colorado: the Jefferson County Team, Northwest Colorado Team and Eastern Team. These teams have deployed to blizzards, public health outbreaks, tornados, wildfires, planned events and even the Democratic National Convention.

### **Single resource certification process**

Participating agencies are responsible for selecting trainees, ensuring proper use of position task books and approval

of certification application by trainees. The individual is responsible for completing training courses, completing the appropriate task book and showing proof of qualifications on an incident as documented in the position task book, the resume and training certificates. The incident training and qualification process on incidents is the responsibility of the local agency.

Once the agency head has approved the certification application it is forwarded to the Division of Fire Safety where a multi-disciplinary certification committee will review the position task book, training certificates and resume ensuring that the individual meets the state standards. Once certified, the individual will be added to the Resource Ordering and Status System as a single resource.

Mentoring and shadowing of team personnel will be by existing incident management teams and other qualified individuals (persons who are certified in a NWCG position). A mentor cadre list will be developed to assist those