INCIDENT COMMAND SYSTEM PUBLICATION

ICS for Planned Events

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Applying the Incident Command System (ICS) to Planned Events

Introduction

In the 1970's, fire departments in Southern California recognized the need to create a simple management system to organize their resources on large wildland fires. The challenges were many as the different departments utilized different management systems, different vernacular and for the most part operated independently from each other. To respond to the need for common direction, common communications and a coordinated effort, FIRESCOPE was formed and the Incident Command System (ICS) was developed.

Among the challenges for the system's design were its need to provide solid command and control while, at the same time, remaining flexible enough to adapt to the needs of different types and sizes of incidents. To meet these goals, the system was organized in a modular style that allowed the managers to create and use the components that were required to manage the situation it was being applied to. Conversely, the system did not require the use of components that were not needed to meet the management objectives for the given situation. The modular design assured that management structure applied through ICS fit the incident size and complexity that it was being applied to.

The flexibility of ICS makes it a nimble and adaptable management system that can be applied to the management of dynamic emergency scenarios as they expand and contract. This same adaptability allows ICS to work well for the organization of planned events of different types.

This document focuses primarily on the management of emergency services during planned events. The emergency services component may comprise the entire event or just fill a supporting role. The flexibility of ICS allows for an effective application of the system to the entire event planning. ICS provides a proven management framework that can be used to organize any planned event.

Defining a Planned Event

A planned event is most simply defined as an anticipated activity or event that requires a level of organizational planning. The possible types of planned events are many. Among possible planned events are community fairs, parades, sporting events, social gatherings, operational readiness exercises or public protests.

Types of ICS Implementation

There are two primary ways that ICS may be implemented for a planned event. A common method is for the organization of the emergency services component of a larger event. Examples would include a parade or county fair. The overall event is organized and managed

by a separate entity that most likely conforms to a more rigid, business oriented management style. The primary event organization is independent of the emergency services planning aspects within the event. ICS and the Incident Action Plan (IAP) address only the objectives set by the emergency planners for managing potential emergencies within the greater event.

The other situation involves complete incident planning within an ICS framework. Examples of this scenario include events such as prescribed burn events, a departmental member funeral or an operational exercise. In these scenarios, ICS provides the planning elements and organizational structure for all aspects of the event. The IAP will include all incident objectives and cover all aspects of the event planning and operations.

A planned event, by its nature provides an advantage of lead time to plan and develop an ICS organization that is appropriate for the event. The ICS organization can be designed from a proactive position with some knowledge of event time and scope. The planning cycle and timelines may be adjusted and lengthened to provide a more thorough and paced planning process.

Modular Development

ICS is built on a platform of modular development. The structure of ICS can be varied from event to event so that only the required components are employed. For a planned event, there may be activities that are best served by the creation of unique Divisions, Groups or Units that are not found in traditional ICS models. For a parade or funeral service, the creation of an Honor Guard Group or Unit could be inserted at the appropriate level to manage those activities specific to Honor Guard duties. A Traffic Control or Parking Unit could be created to manage those specific activities if they require attention.

Groups and Divisions can be simultaneously utilized to properly manage a large geographical area with limited resources. For example, a parade that travels across town may require a limited number of resources to move along the event's travel route over a period of time. To effectively coordinate the movement, Divisions can be established to define geographical limits and landmarks. The limited resources can then be organized by Group assignments such as Fire, EMS, Law Enforcement or Ambulance to more effectively manage limited resources over the large geographical area.

Incident Command

An Incident Commander (IC) is identified for all events to provide focus and central leadership for the organization identified in the IAP. The IC is responsible for all aspects of the incident or event. He/she retains responsibility for all aspects of the incident unless they are delegated to a subordinate position.

In the case of planned events, it is likely that Unified Command will be established between different agencies. To assure full resource coordination, all agencies involved in the planning and having a stake in the execution of the plan may merit representation at a Unified Command level.

Liaison and Information Officer Responsibilities

The focus of the Liaison (LOFR) and Information Officer's (PIO) responsibilities will vary depending upon the type of event. [Note the "Types of ICS Implementation**"** section above.]

If the ICS structure and IAP apply only to the emergency response activities of a larger event, these two positions will need to focus their activities more on coordination with the larger event's management team. Liaison efforts will be narrower in scope because the larger event organization would be responsible for many of the community connections that the LOFR normally manages. The PIO should focus on coordinating and supporting a common information management with the larger event staff. The establishment of a Joint Information Center (JIC) is a consideration. The JIC could provide a platform for all informational releases for the event. The PIO should always remain prepared to manage information specific to any emergency situation that may occur.

For an event that is completely planned within an ICS structure, the LOFR should be more focused on how the event affects the community. Pre-event coordination with a broader group of public officials, cooperating agencies and other affected parties will be required.

It is possible that some of the participating agencies or partners in the event organization will be unfamiliar with ICS. This can best be addressed by strong Liaison efforts. The intent should not be to necessarily force these participants to change their internal management structure, but rather to find the best level of the ICS structure to insert their plan. For example, if the event is a marathon race and the organizers have an established route control plan using volunteers, the volunteer plan could be inserted into the ICS framework as a Unit without asking the organizers to alter their established volunteer organization.

Planning Process

With a planned event, it is likely that the Planning Section will have the luxury of a longer time frame to conduct the planning process. The actual event's operational periods may be relatively short, a day or less. The known timeframes can provide weeks or months to develop the plan. The Plans Chief may opt to create operational periods prior to the actual event for the purpose of planning. An IAP with objectives and actions to prepare for the event can be created to manage the planning process. These pre-event operational periods could be days or weeks in length with clearly stated objectives for preparatory actions.

Part of the planning process will be to integrate all individual aspects of the event into one overarching plan. As noted previously, some components of the overall plan may be developed by agencies or organizations that are unfamiliar with ICS and its structure. These organizations may submit plan components that are inconsistent with ICS terminology and structure. The planning section will need to coordinate the different individual components into the ICS structure in a manner that allows for the best common management of the overall event.

Basic ICS training can be accessed at
http://training.fema.gov/EMIWeb/IS/courseOverview.aspx?code=is-100.b

Planned event Commitment Worksheet

Determining the appropriate resource commitment for a planned event can be a challenging task. An event's impact on emergency services depends upon a variety of factors. All of these factors must be considered to ensure the appropriate resource commitment. Assigning too many resources can have a negative impact on an agency's operating budget and baseline readiness. Commitment of too few resources can have a negative impact on public safety at the event. One method used to determine proper resource needs is to utilize a resource commitment worksheet. The example attached as appendix A provides rating criteria for a variety of issues that are presented by the planned event.

Conclusion

The Incident Command System is designed to be adaptable to any incident or event. For planned events that are organized by agencies that are all familiar with the system, there should not be much adjustment required. The planned event should readily fit into ICS using standard practices. Application of ICS tenets and processes should allow for a natural flow for the organizational development.

For planned events involving entities that may be unfamiliar with ICS, the system should be adapted to organize the dissimilar individual components into one overarching organizational structure.

The Incident Command System will provide a sound and proven management organization for any pre-planned event.

Appendix A

Planned Event Commitment Worksheet

Section I

Event Contact Name/Phone #:	**Incident Commander Name/Phone #:**	
Event Name:	**Permit #**	**Event Date/Time/Duration:**

Form Instructions: *Assign a point value for each category. Total points and match to a deployment level.*

I. Potential for Responses	**Value**
0. No past history of responses to event and/or no anticipated issues. 1. Past history of event with less than 5 responses. 2. Past history of event that required more than 5 responses. 3. Intel indicates may produce > 5 responses, rival groups or possibility of drugs, alcohol, or weapons.	
II. Jurisdictional Responsibility	
0. Battalion Level – Specific venue in the battalion. 1. Multi-battalion Level – May involve more than 1 battalion, and/or will involve law enforcement. 2. Jurisdiction Wide – May involve multiple organizational elements from a single agency or jurisdiction. 3. Multi-jurisdictional – May involve more than 3 agencies from the same jurisdiction, and/or outside jurisdictional agencies.	
III. Type/Size of Venue	
0. Street/open air venue defined perimeter, small, singular event location (theater, club, occupancy load less than 500). 1. Street/open air venue widespread, marathon, small to medium size, singular event location (theater, club, hotel, occupancy load greater than 500 but less than 3000). 2. Medium to large size, singular to multi-use event location (Theater, club, hotel, concert arena, occupancy load greater than 3000 but less than 20,000). 3. Large singular occupancy to multiple locations (Concert arena, stadium, occupancy load greater than 20,000). Altered use venue with egress compromise due to numbers or occupants	
IV. Potential Event Population	
0. < 2,500 1. 2,500-15,000 2. 15,000-50,000 3. > 50,000 — Enter Potential Population:	
V. Risk Analysis	
0. Low Risk/High Frequency Event – No anticipated issues and frequent/annual event. 1. Low Risk/Low Frequency Event – No anticipated issues to occur with little past event history. 2. High Risk/High Frequency Event – High risk of issues to occur and frequent/annual event. 3. High Risk/Low Freq. Event – High risk of issues to occur with little past experience of same event.	
VI. Intel/Threat Assessment – *contact local intelligence center and/or law enforcement about specific intelligence for event*	
0. No perceived threat, no specific intelligence. 1. Perception of threat, no specific intelligence. 2. Past history of threats, no specific intelligence – *consider US&R and Hazmat.* 3. Past history of threat, specific intelligence, or iconic/televised event – *consider US&R, Hazmat, JHAT*	
VII. Weather - *hot, cold, wind, or rain*	
0. The weather is not a consideration. 1. The weather is a consideration and may generate a need for response. 2. Weather is a factor and will cause problems at the event. 3. Weather is extreme and will cause problems at the event.	
VIII. Required Event Support	
0. No logistical/planning support is required. 1. Few planning meetings are required but must be attended. 2. Multiple planning meetings will be required, requires use of assigned resources for one operational period, may require staffing a Logistics and Finance Section, may require meals. 3. Multiple planning meetings will be required, requires Logistics and Finance Section, requires use of assigned resources for multiple operational periods, will require meals.	
IX. Legal Factors	
0. No legal requirement to commit resources. 1. Request for service by venue or organization, perceived need to have resources at event, permit required. 2. Determined need to be at the venue requires notification of business owners in area due to disruption in service, street closures, permit required. 3. Contractual agreement with organization or venue, mutual aid agreement, requires notification of business and closure of business's to conduct operations, street closures, permit required.	

X. Response Time	Value
0. No response time difference from normal deployment. 1. Meets response time guidelines to the outside of the venue, crowds inside the venue may be a factor to get responders to an incident. 2. Have to stage outside the area, consider having resources inside the perimeter to maintain response time guidelines, crowd inside will slow response time, need to bring patients to outside the area for transport. 3. Response time is delayed due to tactical area, need to have resources inside perimeter to maintain response time guidelines, large crowd with poor access, need to have set pick up locations for patients outside the perimeter, need to have small transport vehicle inside perimeter to move patients.	
XI. Complexity of Event	
0. No fire inspector assigned, good access to building, adequate parking, no disruption of normal business or services. 1. A fire inspector is normally assigned, good access to building, adequate to limited parking, some minor disruptions of normal business and services in general area, has some on sight support for event (security). 2. May include VIP's, fire inspector must be assigned, limited access to building, area required to park and extra facilities are required, disruption of normal business and services to the area, one lane of traffic will need to be closed, requires personnel from venue to be on site, has hired limited on-site support (Security). 3. May include VIP's, fire inspector must be assigned and supervised, credentials required to enter the building or area, closure of business and disruption of services to area, streets and sidewalks will be closed, occupancy has fire suppression systems and will require building engineer and other technical staff for the event, venue must hire on sight support beyond security.	
XII. Additional Points: **+10 High Profile Dignitary** **+3 Single Use ABC Permit**	
TOTAL VALUE:	

Comments:

Section II

DEPLOY MODEL		RESOURCES								MANAGEMENT		POSITIONS						
TOTAL VALUE	**LEVEL**	**Asst./Div./ Dep. Chief**	**Batt. Chief**	**Ambulance Supervisor**	**Truck Co.**	**Engine Co.**	**ALS Amb.**	**BLS Amb.**	**Inspector**	**Managed by**	**Required Plan**	**IC**	**OSC**	**PSC**	**LSC**	**FSC**	**GEN STAFF**
0-5	**1**								1-5	**Inspector**	**Brief**	Notify local Battalion Chief and Fire Station of event					
6-7	**2**			1			1	1	1-5	**CAPT**	**201**						
8-15	**3**		1	1		1	1-2	1-2	2-6	**BC**	**201/IAP**	X		X			
16-19	**4**		1	1		1-2	1-3	1-3	2-6	**BC**	**IAP**	X	X	X			
20-21	**5**	1	2	2	1-2	1-2	2-4	3-4	4-6	**BC or DC**	**IAP**	X	X	X	X		
22-25	**6**	*	3	2	2-5	2-5	2-4	3-5	4-10	***Local IMT**	**IAP**	X	X	X	X	X	X
26-30	**7**	*	3	3	2-6	2-6	3-6	3-6	>8	***Local IMT**	**IAP**	X	X	X	X	X	X

Hourly Rates:

Level 1 - $ per hour

Level 2 - $ per hour

Level 3 - $ per hour

Level 4 - $ per hour

Level 5 - $ per hour

Level 6 - $ per hour

Level 7 - $ per hour

***Billing is for hour minimum.**
***If event is over hours, add 1 hour which includes setup and demob.**

$ x =
Total Rate Hours Cost Estimate

Form Approval:

Incident Commander: _____

Approval Signatures:

_____ Fire Chief Date: _____

_____ Fire Marshal Date: _____

This document is only intended as an estimate. Final resource allocation will be based on Control/Management Objectives identified in the ICS201 or Incident Action Plan (IAP)