



सत्यमेव जयते

Training Module

Incident Response System

Area Command



NATIONAL INSTITUTE OF DISASTER MANAGEMENT
MINISTRY OF HOME AFFAIRS, GOVERNMENT OF INDIA

IRS Area Command
Student Book

Incident Response System

Area Command Course

Participant Manual

**National Institute of Disaster Management
New Delhi, India**

AREA COMMAND

Course Objectives:

- Provide a description of the concept of Area Command and get Indian as well as International perspectives.
- Define the advantages and benefits of using Area Command.
- Discuss where and how Area Command can be utilized in the Incident Response System (IRS) in India.
- Provide examples of Area Command use.

Course Structure and Content:

Unit	Topic	Objective
Unit 1:	Welcome, Instructor and participant introductions, Administrative Information	<ul style="list-style-type: none">• Introduce cadre, participants, and discuss course structure, content, and other administrative details• Understand participant levels of experience with subject area
Unit 2:	Area Command Concepts	<ul style="list-style-type: none">• Understand how Area Command fits into IRS
Unit 3:	Area Command Organization	<ul style="list-style-type: none">• Understand Area Command organization, functional areas, and configuration
Unit 4:	Area Command Interactions	<ul style="list-style-type: none">• Describe importance and type of interactions between and among Area Command and other response organizations and government entities
Unit 5:	Area Command Strategic Command	<ul style="list-style-type: none">• Understand Strategic role of Area Command
Unit 5A	Area Command Strategic Leadership	<ul style="list-style-type: none">• Understand Role of Area Command in providing strategic leadership

AREA COMMAND

Unit 1: Introduction and Course Overview

OBJECTIVES:

- Introduce cadre, participants, and discuss course structure, content, and other administrative details
- Review instructor and participant levels of experience with Incident Response System (IRS)

- **ADMINISTRATIVE DETAILS**

- **INTRODUCTIONS**

- Introduction of Instructors
 - Each instructor introduce themselves with name, organization, and a brief statement of experience with emergency or incident response
- Introduction of Participants
 - Each participant introduce themselves with name, organization, and a brief statement of experience with emergency or incident response

IV. AREA COMMAND COURSE OVERVIEW

- **Course structure** - lecture, plus visual aids; discussion; small group activities; large group activities – active participatory interactive session.

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- **Course content:**

- Area Command concepts – what is it
- Relationship within the IRS system, organization, and function – how it works
- Examples of Area Command actions – how, when, and where it has been used.

- **Course Objectives:**

- Provide a description of the concept of Area Command and get Indian as well as International perspectives through illustrations and examples.
- Define the benefits of using Area Command.
- Provide examples of Area Command use.
- Discuss where and how Area Command can be utilized in the Incident Response System (IRS).

V. Participants – What do you expect to gain from this session?

VI. What is Area Command?

- Area Command is a part of IncidentResponse System (IRS): It is an extension of the Incident Response function, designed to oversee and manage incident responses at the highest complexity. A Responsible Officer usually makes the decision to establish an Area Command. It is only activated if necessary and depends on the complexity of the incident and incident management span of control.

IV. Why do we have Area Command?

- Highest complexity incidents result in large scale and high magnitude incidents that can exceed span of control for Responsible Officers.

V. What can Area Command do for the incident response effort?

- Bring greater order and efficiency to the response effort
 - Establish an orderly and systematic planning process
 - Define and establish a clear chain of command and supervision of response activity

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- Integrate individual agency needs and requirements into the disaster management structure and planning process
- Establish, strengthen, and maintain interagency coordination and cooperation
- Promote efficient use of resources
- Monitor response efforts and determine if directions are adequate or not
- Establish and maintain proper communications
- Prioritize response activities
- Reduce competition among response teams for scarce resources
- Allocate scarce resources based on prioritization
- Ensure disaster management objectives are being met

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Unit 2: Area Command Concepts

OBJECTIVES:

- Develop a working knowledge of:
 - The definition and purpose of Area Command (AC)
 - AC relationship to Incident Response System (IRS)
 - When, where and how AC would be established.
 - Role, Mission and Function of AC.
 - 6 primary functional responsibilities of AC.
- Given a scenario, develop an AC organization.

I. INTRODUCTION

State the objectives as above.

II. DEFINITION

Extension of the IRS to oversee the management of;

Multiple incidents that are each being managed by an IRT or
a very large incident that has multiple IRTs assigned.

III. RESPONSIBILITIES

A. Reporting Relationships

1. The Area Commander reports to the Responsible Official (RO).
2. The Area Command supervises assigned IRTs.

B. Primary Functions

1. Provide agency / jurisdictional authority for assigned incidents
2. Ensure a clear understanding of agency expectations, intentions & constraints.
3. Establish critical resources and priorities between incidents.
4. Ensure IRTs assignments and organization are appropriate.
5. Maintain contact with RO, other agencies and groups.
6. Coordinate Demobilization or Reassignment of resources.

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7. Liaison with EOC for critical resource needs.
8. Provide strategic not tactical direction.

C. Advantages

1. Assist in Interagency coordination
2. Ensure efficient resource use
3. Ensure agency policies, priorities, constraints and guidance known to ICs
4. Reduce workload on RO
5. Clear cut chain of command

IV. ESTABLISHING

A . Early, and when:

1. Several incidents in proximity
2. Critical life saving or property values at risk
3. Long duration of incidents
4. Incidents using similar critical resources
5. Difficulties with inter-incident resource allocation and coordination

B. RO In-Briefing

1. Written delegation of authority
2. Notify ICs

C. AC Location

1. Close to incidents
2. Not collocated with an ICP
3. Sufficient Size
4. Continuous operation
5. Adequate communications
6. Backup power
7. Secure

D. Setting Priorities

1. Life and property safety
2. Allocating critical resources
3. Demobilization

Criterion Decision Plus is decision making software that is based on multi-criteria decision.

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V. KEY TERMS

- A. Multi-agency coordination centers (EOCs)
- B. Command vs. Coordination
- C. Unified Command vs. Area Command

VI. DEMOBILIZATION

- A. Establish procedures with IRTs and EOC
 - B. Incident priorities and procedures for critical resources
 - C. Release instructions to IRTs
 - D. Schedules from IRTs

VII. SUMMARY

Emphasize the following in the unit:

- AC oversees multiple IRTs on separate or very large incidents
- AC reports to RO
- Strategic not tactical
- Written delegation and direction
- Establish critical resources
- set priorities
- demobilization or reassignment

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Unit 3: Area Command Organization

OBJECTIVES:

This topic will provide the participants the opportunity to:

- 1.** Develop an awareness of the potential Area Command organizational configurations.
- 2.** Examine roles and responsibilities of Area Command team members
- 3.** Explore internal interactions and organizational dynamics of an area command team.

NARRATIVE:

I. Area Command Configuration

- a.** The size, configuration, and responsibilities of an Area Command Team is often determined through negotiation with the responsible officials and involved parties and organizations.
- b.** The Area Command organization is normally small and the size is dependent upon the complexity of the assigned role. The intent is to minimize time and energy devoted to internal team management.

II. Area Command team organizational examples

- a.** “Standard” US Model – Primary Area Command Team (Figure 1.)
 - i.** Area Commander,
 - ii.** Assistant Area Commander Planning

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iii. Assistant Area Command Logistics

iv. Area Command Aviation Coordinator

b. The primary Command team positions usually have a need for functional support positions

c. Situational Variants – often “technical specialists” are bought in to augment the primary Area Command Team to meet specific requirements of the event.

i. Information coordination (Figure 2.)

ii. Decision Support (Figure 3.)

iii. Financial management

III. Area Command Team members – Roles and Responsibilities

a. Area Commander

i. Negotiate with Responsible Officials to determine role, and operational parameters.

ii. Provide and display overall leadership.

iii. Set objectives.

iv. Establish priorities.

v. Approve and communicate decisions.

vi. Supervise and provide oversight of assigned operational elements.

vii. Establish, maintain, working relationships with local administrators, social entities, and operational elements.

viii. Perform on-going evaluation of success in achieving objectives and status of external relationships.

ix. Inspire strategic thinking and long term planning.

x. Provide team oversight and assess Area Command Team performance

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b. Assistant Area Commander – Planning

- i. Gather, display, and disseminate intelligence
- ii. Assess event to assist Area Commander in developing operational strategies and resource requirements
- iii. Manage process to establish operational priorities
- iv. Identify critical resource needs
- v. Assess and monitor operations to determine if objectives are being met
- vi. Manage transitions of operational teams, and elements
- vii. Facilitate internal team operations and meetings
- viii. Coordinate and manage reporting requirements
- ix. Document Event and Area Command Team actions
- x. Assess Planning Section staffing needs
- xi. Supervise section personnel

c. Assistant Area Commander – Logistics

- i. Assess event to assist Area Commander in developing operational strategies and resource requirements
- ii. Identify critical logistical needs
- iii. Assist Area Commander in establishing priorities
- iv. Facilitate movement of resources
- v. Identify implementation barriers and develop solutions
- vi. Identify and fill Area Command Team's logistical needs.
- vii. Assess Logistics Section staffing needs
- viii. Supervise section personnel
- ix. Maintain property records to maintain accountability

d. Aviation Coordinator

- i. Coordinate aviation assets
- ii. Identify critical aviation needs

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- iii. Assist Area Commander in establishing priorities
 - iv. Facilitate sharing of resources
 - v. Manage airspace
- e. **Operational Rhythm – Area Command Operational Cycles** - An Area Command team has to balance the demands and issues associated with the management and oversight of resources assigned to it, meet the information needs of the responsible officials, and develop and maintain a strategic view of the operation.
- i. **Daily Meetings** - Generally 2-3 meetings each day are conducted to meet these needs. It is important to focus the time and attention of the Primary Area Command Team members on the long term strategy associated with the event. Daily meetings also allow the coordination of team effort and the sharing of issues and actions associated with their closure
 - ii. **Event/deployment cycle transitions** –These meetings are most often conducted by the Area Command Team and are an important component of the transition between incoming and exiting teams.

Figure 1

Area Command Basic Organization

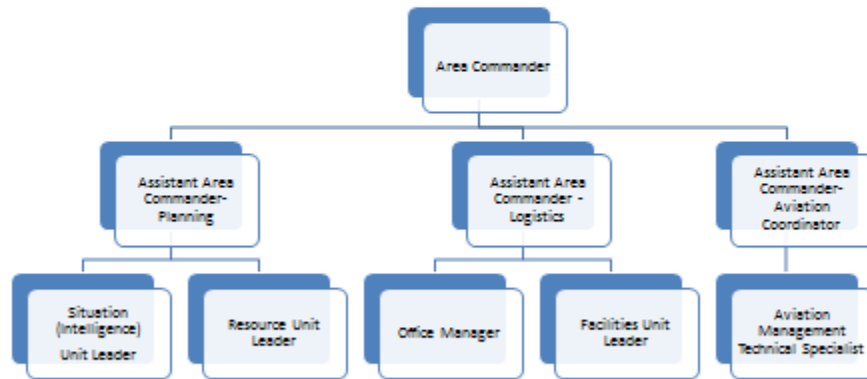


Figure 2

Organizational Configuration Expanded Public Information Requirement

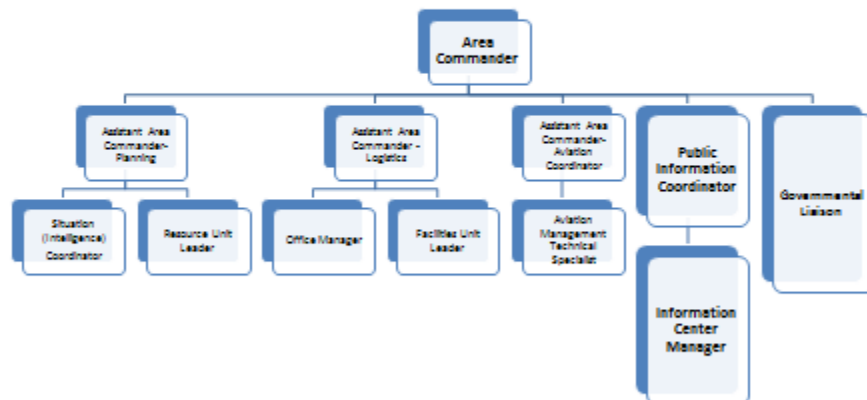
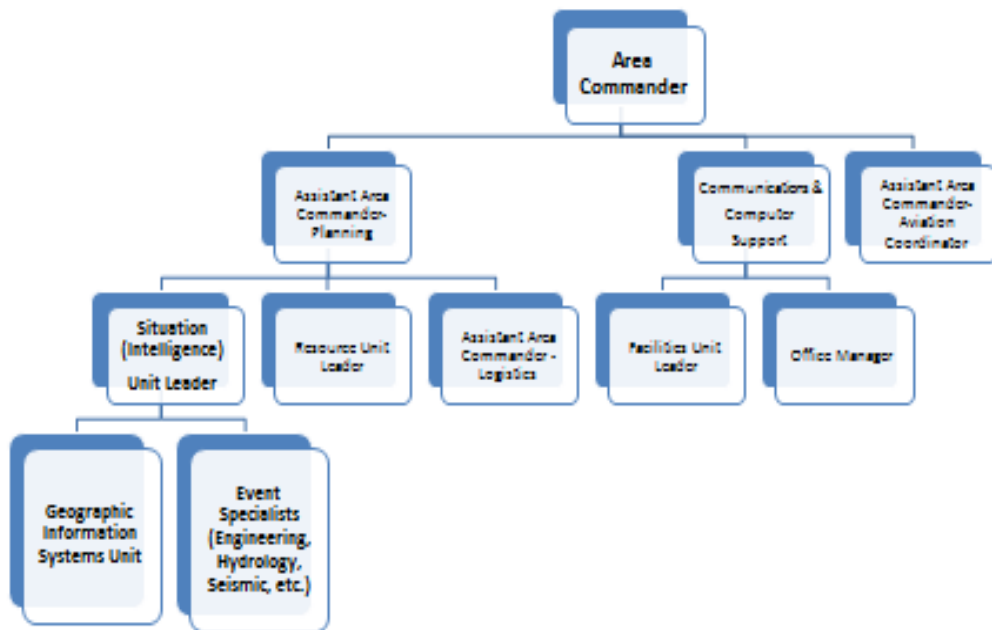


Figure 3.

Organizational Configuration Expanded Intelligence & Analysis Requirement



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Exercise

Tungabhadra-Krishna River Flood Scenario

The Tungabhadra River which flows south east through Karnataka and Andhra Pradesh joining Krishna River before the Srisailem Reservoir is in spate. Similarly, severe weather and heavy downpour is causing flooding in river Krishna. The emergency release of water at a weakened barrage at Sunkesula has caused several major incidents along the river in Mehboobnagar and Kurnool District of Andhra Pradesh. More rain and wind is expected in the catchment areas during the next several days.

The District Sub-jail and juvenile detention facility at Mantralayam in Kurnool district has suffered extensive damage. All electrical power and water is out. Population is 450 adult males, 175 females, and 250 male juveniles. Relocation may be required. Only cold meals and limited water are available. The Jail Superintendent is the Incident Commander.

Ten blocks of Alampur town have had extensive flooding. Search and Rescue and evacuations are underway. There is no electrical power and the water and sewer systems have been damaged. An incident complex has been established to cover several incidents in this area. The Mehboobnagar District Police has designated an Additional Superintendent of Police rank officer as the Incident Commander.

A southbound train was derailed at a distance of 10 km from Gadwal Junction due to a bridge being undermined. Several cars are overturned. A tank car with an unknown chemical is on its side in the river and leaking. This incident is operating under a Unified Command consisting now of the District administration and Railways and law enforcement authorities.

In nearby Gadwal town, after the rain stopped locally, a gas leak ignited, causing a fire in a major grocery chain warehouse. Several people have been injured and there is a danger of fire

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spread to adjacent buildings. Water pressure is low. The Gadwal Fire Department Chief is the Incident Commander.

The old bridge on Tungabhadra River which is part of a National Highway has got severely damaged leading to a major traffic problem and a large number of vehicles are stranded. The National Highway (NH) authorities are leading the response to this under the Superintending Engineer, NH with the assistance of police for management of traffic and public order.

There is currently a major problem with sharing limited resources between these incidents. Many volunteers have come forward, and the Incident Commanders are looking for ways to organize and use them effectively. Several news media representatives are on the scene at the various incidents.

Discuss the scenario in your group and come up with an appropriate option for management of these incidents.

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Unit 4: Area Command Interactions

OBJECTIVES: This topic will provide the participants the opportunity to:

1. Develop an awareness of potential Area Command interactions
2. Examine roles and responsibilities of Area Command team members in developing interactions with other entities

NARRATIVE

1. Communications and interactions

a. External Communications

i. Operational Communications

1. Objective elements

- a. Provide Information
- b. Manage and coordinate
- c. Request resources

2. Pathways – it is important to understand the informational requirements of those you work for, those who you work with, and those who work for you.

- a. Vertical
- b. Horizontal

ii. Identify participating (or affected) agencies and groups

1. Transportation agencies
2. Public works and utilities
3. Nongovernmental organizations (Red Cross, CARE etc)
4. Military
5. Law enforcement

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6. Search and rescue

- b. Public Information –
 - i. Always required (formally or informally)
 - ii. May be tasked to coordinate this function
 - iii. Local expertise is often useful

- c. Communications considerations
 - i. Determine command hierarchy information requirements
 - ii. Determine your information requirements
 - iii. Identify points of contact
 - iv. Establish modes of communications
 - v. Establish schedules and frequency of coordination.
 - vi. Establish protocols, early!

- d. Internal Communications (team) – never assume this occurs without effort and framework

AREA COMMAND
Unit 5& 5A: Strategic Command & Leadership

OBJECTIVES:

1. Define the strategic leadership and its importance to Area Command.
2. Understand key concepts and processes for Area Command in providing strategic leadership.

NARRATIVE:

I. INTRODUCTION

- Response to emergency incidents varies considerably. No two situations will be the same.
- Incidents will vary in scale, both spatial and temporal, and magnitude.

II. STRATEGY

- One of the greatest challenges for Area Command Team is to clarify what the strategy is and then have it clearly understood by parties involved in the situation.
- Strategy can be defined as “a long term plan of action designed to achieve a particular goal.”
- There are many levels of strategy but Area Command should be primarily concerned with that level which is encompassed by their delegation of authority, and that externally which influences it.
- “Tactics” are the operational uses of resources to meet the strategy of an incident.

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- The Responsible Officer, or Agency, must give direction of how they want the incident managed.

III. WHAT IS STRATEGIC LEADERSHIP?

- Leadership is influencing people by providing purpose, direction, and motivation while operating to accomplish the mission and improving the situation.
- In influencing people, leaders must often convey a message and urgency in change. Change or movement to a new course of action cannot and will not occur without a clear vision and communication to ensure there is full understanding of that vision.
- Strategic leadership is the influence of people by communicating to them and obtaining their endorsement of a clear vision of the short, mid, and long-term goals and direction

IV. SHIFTING ROLES FOR AREA COMMAND

- Historically, Area Command Teams focused on operations and logistics.
- Today, Area Command Teams must be flexible and adaptable and able to respond to different situations quickly. They cannot be process-bound, but must be product oriented. They must be able to think strategically and formulate a strategic vision for the incident. Most responders working for an Area Command will be tactically oriented.

V. AREA COMMAND STRATEGIC LEADERSHIP

- Area Command must foster a strategic leadership environment by:
 - Obtaining a formal delegation of authority from the RO which contains:
 - safety
 - cost thresholds
 - resource impacts to avoid
 - a sense of “equity”
 - political issues
 - societal issues (largely influenced by the media)
 - economic issues

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- clear mission statement
- measures of success
- Deciding on a course of action (within delegated authority).
 - Situational elements to consider can include:
 - Unit - Consolidated Unit or Adjoining Unit Issues
 - RO - RO of large, complex Unit
 - Partner Issues
 - Agency representatives Distracted
 - Poor oversight of IC's
 - Fatigue Present and Unmanaged
 - No Requests for Help
 - Activity - Multiple Day initial responses
 - Response activity continuing day and night
 - Rapid Unexpected escalation of incident complexity
 - Area Command Situational Risk Awareness: IC's
 - IRT's - Strategy and Tactics not being adjusted
 - Fatigue Present & Unmanaged
 - Risks inadequately assessed
 - Unit manager - manager in Complex Situation
 - manager "Span of Control"
 - manager with Collateral Duties
 - No Requests for Help
- Determining appropriate timeframe for activities
 - Short Term Situation
 - Review Objectives
 - Update of Situation
 - Projects/Issues resolved past 24 hours
 - Active Projects Status next 36 hours
 - Medium Term (3-6 days)
 - Area Command Activities

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- Meetings, Briefings, Transitions, Closeouts
- Strategy and Organization
- Active issues

Extended Term (7-21 days)

- Area Command Activities
 - Meetings, Briefings, Transitions, Closeouts
- Strategy and Organization
- Active issues
- Forecasting

Active Issues

- Contingency Planning
- Safety Concerns
- Political Issues
- Key items that are time dependant
 - Decision time frame

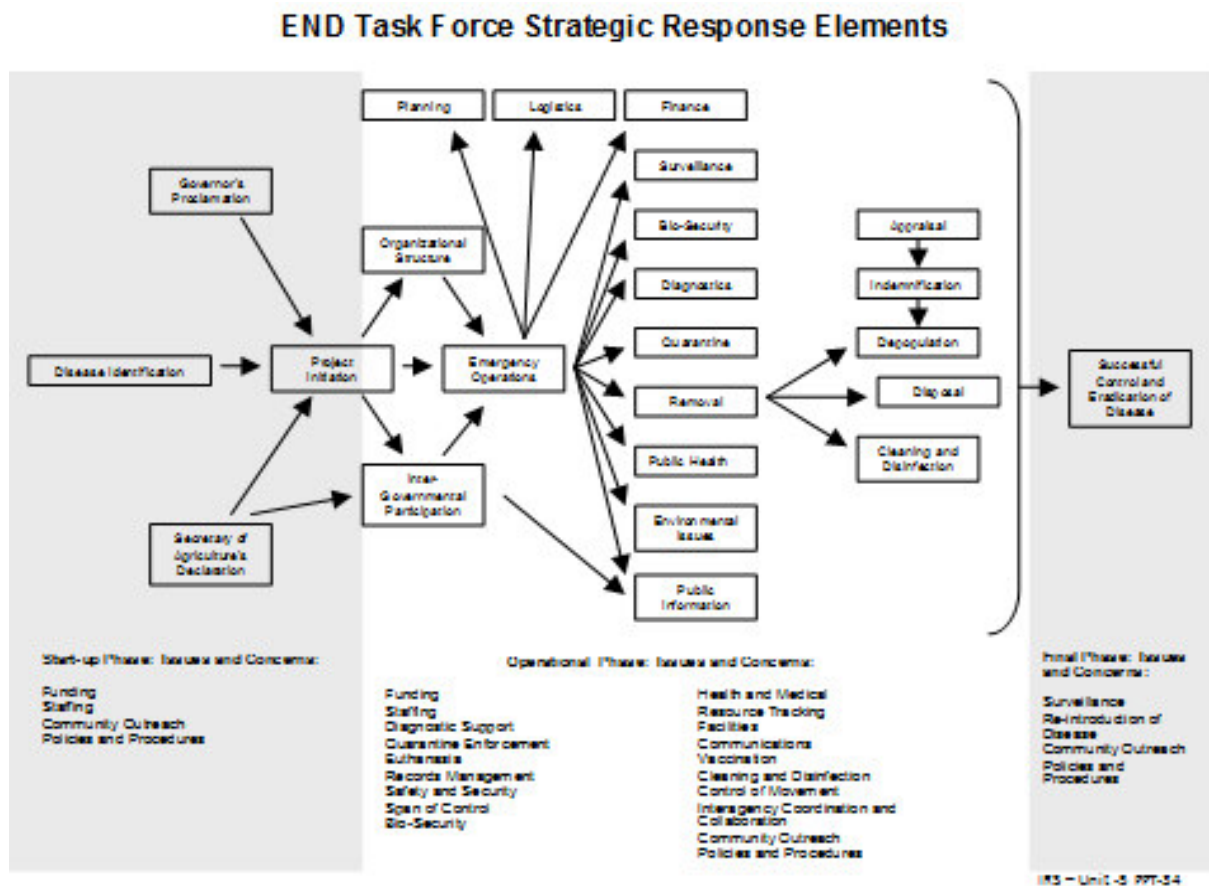
Long Term (till the end)

- Incident Activities
 - Meetings, Briefings, Transitions, Closeouts
 - Strategy and Organization
 - Forecasting
- Negotiating with various interested or affected parties to determine mission/objectives.
 - Striving to improve management of multiple incidents to achieve those objectives.
 - Allocating resources between competing incidents based on objectives.
 - Mediating conflict and solving problems.

VI. Monitoring

- Measures of Success
 - Developing Measure of Success
 - Must provide an indicator of stated mission
 - Developing Accomplishment Milestones
 - Must reflect progress toward objectives and be consistent with stated mission
 - Needed to reflect trend in activities – may be either escalating or declining

VII. Exotic Newcastle Disease (END) Example



Other examples can be given for these incidents

Flood - Irene in Vermont 2011

[http://en.wikipedia.org/wiki/Hurricane_Irene_\(2011\)#New_England](http://en.wikipedia.org/wiki/Hurricane_Irene_(2011)#New_England)

IN: Morvi Dam Failure 1979 http://en.wikipedia.org/wiki/Morvi_dam_failure

IN: Kosi River 2008 http://en.wikipedia.org/wiki/2008_Indian_floods

Cyclone - NYC/DC Irene 2011 [http://en.wikipedia.org/wiki/Hurricane_Irene_\(2011\)](http://en.wikipedia.org/wiki/Hurricane_Irene_(2011))

Katrina 2005 http://en.wikipedia.org/wiki/Hurricane_katrina

IN: Jal 2010 http://en.wikipedia.org/wiki/Cyclone_Jal

(Bangladesh) Nargis 2008 http://en.wikipedia.org/wiki/Cyclone_Nargis

Tornado - Joplin 2010 http://en.wikipedia.org/wiki/Joplin_tornado

IN: Orissa 1998, 2009

http://en.wikipedia.org/wiki/List_of_Asian_tornadoes_and_tornado_outbreaks

Planned events

SLC Olympics 2002 http://en.wikipedia.org/wiki/2002_Winter_Olympics

Vancouver Olympics 2008 http://en.wikipedia.org/wiki/2010_Winter_Olympics

IN Commonwealth Games in Delhi

http://en.wikipedia.org/wiki/2010_commonwealth_games

IN Festivals, elections http://en.wikipedia.org/wiki/Indian_festivals

Transportation - **1996 Charkhi Dadri mid-air collision** 349 Dead, just west of Delhi

http://en.wikipedia.org/wiki/1996_Charkhi_Dadri_mid-air_collision

Public Health - IN: 2009 H1N1 Flu Pandemic

http://en.wikipedia.org/wiki/2009_flu_pandemic_in_India

Industrial accidents - Deepwater Horizon 2010

http://en.wikipedia.org/wiki/Deepwater_Horizon_oil_spill

Three Mile Island 1979 http://en.wikipedia.org/wiki/Three_mile_island

Shuttle recovery 2003 http://en.wikipedia.org/wiki/Space_Shuttle_Columbia

IN: Bhopal Gas Tragedy 1984 http://en.wikipedia.org/wiki/Bhopal_disaster

IN: Jaipur Oil Depot fire http://en.wikipedia.org/wiki/2009_Jaipur_fire

Earthquake - Loma Prieta 1989 http://en.wikipedia.org/wiki/1989_Loma_Prieta_earthquake

Northridge 1994 http://en.wikipedia.org/wiki/Northridge_earthquake

IN: South Asia EQ/Tsunami 2004

http://en.wikipedia.org/wiki/Effect_of_the_2004_Indian_Ocean_earthquake_on_India

IN: Kashmir 2005 http://en.wikipedia.org/wiki/2005_Kashmir_earthquake

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