



Second Revision No. 17-NFPA 1561-2019 [Global Comment]

New Annex D (to be inserted and other annexes moved down): **Use the Planning “P” when developing an initial incident action plan.**

See attached word doc for text -

Supplemental Information

File Name	Description	Approved
1561_proposal_for_Planning_P.docx	New annex - for staff use	
Global_SR-17_FINAL.docx	for balloting	

Submitter Information Verification

Committee:

Submittal Date: Thu May 30 11:23:36 EDT 2019

Committee Statement

Committee Statement: New annex do be inserted for using the planning P for initial IAP design. This matches FEMA/USCG/NIMS guidance.

Response Message: SR-17-NFPA 1561-2019

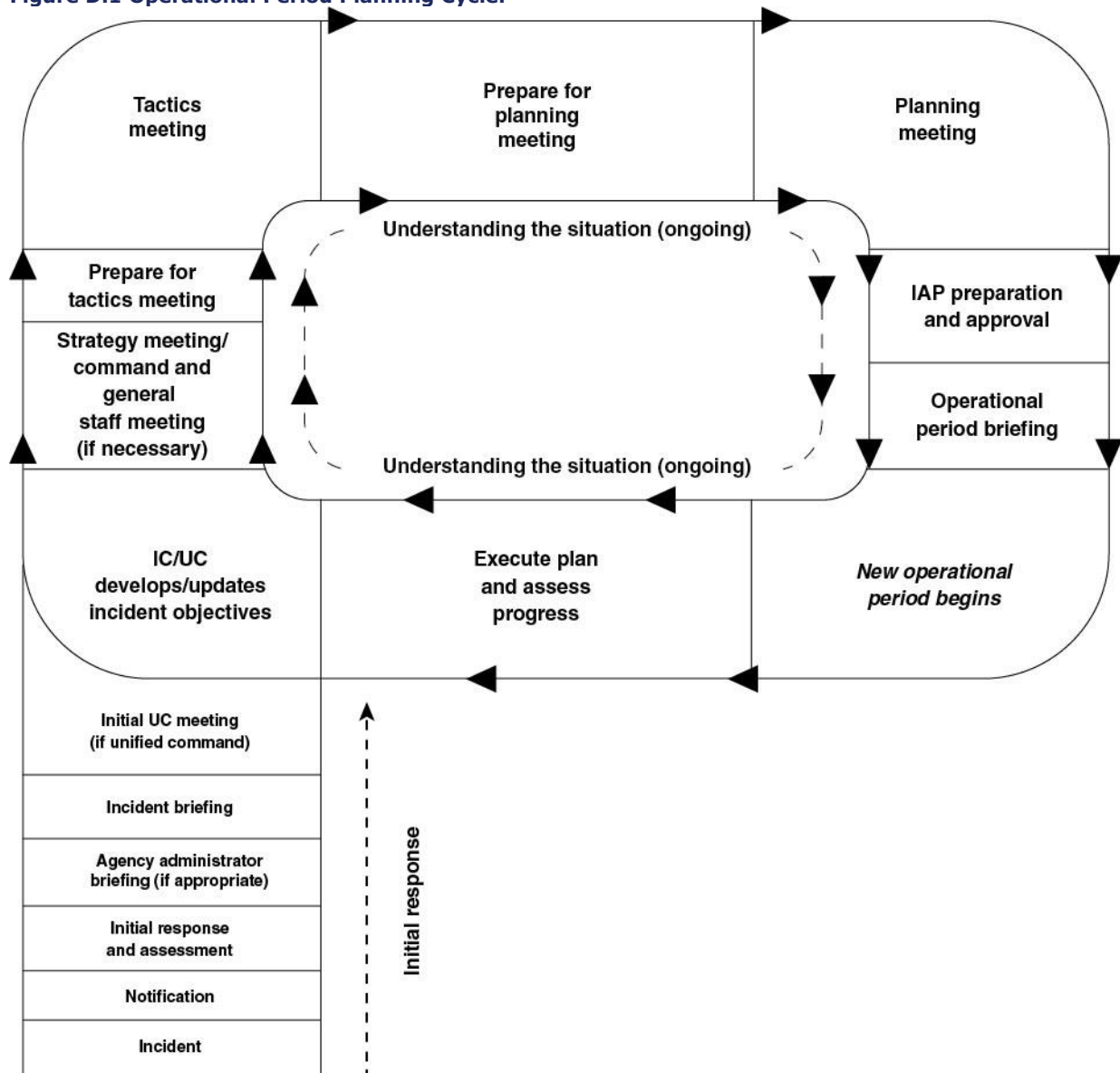
Annex D Use the Planning "P" When Developing an Initial Incident Action Plan

This annex is not a part of the requirements of this NFPA document but is included for informational purposes only.

D.1 Planning "P."

Many incident management organizations use a formal planning cycle with established meetings and deliverables to mark their progress through the planning process and enable coordination of the entire team. The Planning "P," illustrated in Figure D.1, is a graphical representation of the sequence and relationship of the meetings, work periods, and briefings that comprise the incident action planning cycle. Other versions of the Planning "P" may be used as training and operational aids.

Figure D.1 Operational Period Planning Cycle.



The leg of the "P" describes the initial stages of an incident, when personnel work to gain awareness of the situation and establish the organization for incident management. Incident personnel perform the steps in the leg of the "P" only one time. Once they are accomplished, incident management shifts into a

cycle of planning and operations, informed by ongoing situational awareness and repeated each operational period.

D.1.1 Initial Response and Assessment.

The responder(s) who is first to arrive at the incident scene conducts the initial assessment and takes whatever immediate response actions are appropriate and possible. The initial or rapid assessment is essential to gaining and maintaining situational awareness. It enables the incident commander to request additional resources and/or support, develop, and implement initial tactics. Jurisdiction officials might decide to activate an EOC based on the initial assessment.

D.1.2 Agency Administrator Briefing.

The agency administrator briefing is a presentation to the personnel who will be managing or supporting the incident by the administrator or other senior official of the jurisdiction, agency, or organization affected by the incident. This briefing occurs when the incident commander or unified command are assuming duties outside their normal responsibilities or are from an entity or jurisdictional area that does not possess authority to manage the incident they are being assigned. In such cases, the briefing provides supporting details to the delegation of authority or other document that the jurisdiction, agency, or organization typically provides to the incident commander or unified command.

During the briefing, the agency administrator or a designee provides information, guidance, and direction—including priorities and constraints—necessary for the successful management of the incident. The briefing is intended to ensure a common understanding between the jurisdiction, agency, or organization and the incident personnel regarding such things as the environmental, social, political, economic, and cultural issues relevant to the incident and its location.

D.1.3 Incident Briefing.

The incident briefing marks the transition from reactive to proactive incident management. The initial responder(s) typically delivers the briefing to the incoming incident commander or unified command. This meeting enables the incoming incident commander or unified command to initiate planning for the next operational period.

D.1.4 Initial Unified Command Meeting.

If a unified command is managing the incident, the initial unified command meeting allows members of the unified command to meet in private to discuss each jurisdiction or organization's priorities and objectives as well as any limitations, concerns, and restrictions. During the initial unified command meeting, members of the unified command generally accomplish the next step by developing the initial joint incident objectives.

D.1.5 Objectives Development/Update.

The incident commander or unified command establishes the incident objectives for the initial operational period. After the initial operational period, the incident commander or unified command reviews the incident objectives and may validate them, modify them, or develop new objectives.

Incident objectives are based on incident priorities and other requirements. Clearly communicated priorities and objectives support unity of effort among incident personnel and enable the development of appropriate strategies and tactics. When the members of the team clearly understand the intent behind their instructions, they are better equipped to act decisively and make good decisions.

D.1.6 Strategy Meeting/Command and General Staff Meeting.

After developing or revising the incident objectives, the incident commander or unified command typically meets with the command and general staff, and sometimes others, to discuss the incident objectives and provide direction. This meeting may be called the strategy meeting or the command and general staff meeting and is held as needed to determine how best to meet the incident objectives.

The initial strategy meeting, which is held the first time through the planning cycle, is particularly important, because it allows team members to share information and jointly determine the initial approach to response operations. The initial strategy meeting may include the initial incident commander and a representative from the agency administrator.

D.1.7 Preparing for the Tactics Meeting.

Once the approach to achieving or working toward achieving the incident objectives is determined, the operations section chief and staff prepare for the tactics meeting by developing tactics and determining the resources that will be applied during the operational period.

D.1.8 Tactics Meeting.

The tactics meeting is a forum for key players to review the proposed tactics developed by the operations section staff and to conduct planning for resource assignments. The operations section chief leads the tactics meeting, and key participants include the logistics section chief, safety officer, a representative from the planning section—typically, the resources unit leader—and other technical specialists or team members invited by the operations section chief, logistics section chief, or safety officer. The team uses ICS Forms 215 and 215A, the operational planning worksheet and the incident action plan safety analysis, to facilitate and document decisions they make during the meeting.

D.1.9 Preparing for the Planning Meeting.

Following the tactics meeting, preparations begin for the planning meeting. Team members collaborate between the tactics meeting and the planning meeting to identify support needs and assign specific operational resources to accomplish the operational plan.

D.1.10 Planning Meeting.

The planning meeting serves as a final review and approval of operational plans and resource assignments developed during and after the tactics meeting. Ideally, the planning meeting involves no surprises and simply serves as a review of a plan that the command and general staff have collaboratively developed and agreed upon. At the end of the planning meeting, command and general staff, and any agency officials involved, confirm that they can support the plan.

Table D.1.10 lists the elements responsible for completing each form for inclusion in the IAP.

Table D.1.10 The IAP and Typical Attachments

Component	Normally Prepared by ICS
Incident objectives (ICS Form 202)	Incident commander or unified command
Organization assignment list or chart (ICS Forms 203, 207)	Resources unit
Assignment list (ICS Form 204)	Resources unit
Incident radio communications plan (ICS Form 205) or communications list (ICS Form 205A)	Communications unit
Medical plan (ICS Form 206)	Medical unit
Incident maps	Situation unit
General safety message/site safety plan (ICS Form 208)	Safety officer
Other Potential Components	(Incident Dependent)
Air operations summary	Air operations
Traffic plan	Ground support unit
Decontamination plan	Technical specialist
Waste management or disposal plan	Technical specialist
Demobilization/deactivation plan	Demobilization unit
Site security plan	Law enforcement, technical specialist, or security manager
Investigative plan	Intelligence/investigations function
Evacuation plan	As needed
Meeting schedule (ICS Form 230)	Situation unit
Sheltering/mass care plan	As needed
Other (as needed)	As needed

D.1.11 IAP Preparation and Approval.

Based on concurrence from all elements at the end of the planning meeting, the incident commander or unified command approves the plan. After this final approval, the planning section staff assemble the plan and ensure that it is ready for use during the operational period briefing.

A written IAP is composed of a series of standard forms and supporting documents that convey the intent of the incident commander or unified command, as well as the operations section chief for the operational period. The incident commander or unified command determines which ICS forms and attachments to include in the IAP; the planning section chief ensures that staff in the appropriate sections, branches, or units prepare the forms and attachments. The incident commander or unified command gives final approval of the written IAP before planning section staff reproduce and disseminate it. IAPs can be distributed electronically, in hard copy, or both.

D.1.12 Operational Period Briefing.

Each operational period starts with an operational period briefing. Incident supervisory and tactical personnel receive the IAP during the briefing. During this briefing, various members of the command and general staff present the incident objectives, review the current situation, and share information related to communications or safety. Following the operational period briefing, supervisors brief their assigned personnel on their respective assignments as documented in the IAP. During longer operational periods, shift change briefings may be conducted within an operational period.



Second Revision No. 13-NFPA 1561-2019 [Section No. 5.3.1]

5.3.1*

The incident commander shall have overall authority for management of the incident.

A.5.3.1

The practice of “an incident within an incident” (which sometimes occurs in wildland incidents) is not consistent with the National Incident Management System in regards to the incident commander managing the entire incident. This does not prohibit the incident commander from delegating responsibilities when appropriate and in accordance with NIMS. The most important tasks in any emergency situation are to rescue and treat the member in a life-threatening situation that triggered the emergency.

5.3.1.1

The incident commander shall have the responsibilities and duties of all unassigned ICS positions.

Submitter Information Verification

Committee: FIX-AAA

Submittal Date: Wed May 15 11:13:26 EDT 2019

Committee Statement

Committee Statement: Safety information added to annex A because of a practice of creating incidents within incidents which is inconsistent with NIMS and creates safety concerns.

Response Message: SR-13-NFPA 1561-2019



Second Revision No. 15-NFPA 1561-2019 [New Section after 5.3.15]

5.3.15.1

When vests are used at a command post or in positions of an incident management team, the following colors shall be used:

- (1) IC and command staff positions: white vests
- (2) Operations chief and subordinate positions: red vests
- (3) Planning section chief and subordinate positions: dark blue vests with the following exceptions:
 - (a) Intelligence/investigation position: tan vests
 - (b) If intelligence/investigation becomes a section: tan vests
- (4) Logistics section chief and subordinate positions: orange vests
- (5) Finance/administration section chief and subordinate positions: green vests
- (6) Technical specialists: yellow vests

5.3.15.2*

The on scene safety officer shall wear additional garments that shall be unique and identifiable to the position.

A.5.3.15.2

An example of an additional garment is an identifiable helmet.

Submitter Information Verification

Committee: FIX-AAA

Submission Date: Thu May 30 10:57:40 EDT 2019

Committee Statement

Committee Statement: Currently, many different companies sell different colored vests for the specific command post positions. You can't have different members show up wearing different colored vests for the same command post positions. Stating when vests are used, these specific colors shall be the same does not force everyone to purchase vests, rather it means that they use the correct colors that they already have for the correct positions. The colors submitted are identified to be used by the U.S. Coast Guard in there "Home Port" web site under ICS tools and Supplies.

Response Message: SR-15-NFPA 1561-2019

Public Comment No. 1-NFPA 1561-2018 [New Section after 5.3.15]



Second Revision No. 8-NFPA 1561-2019 [Section No. 5.9.3.1]

5.9.3.1

Three specific staff positions shall be identified as follows:

- (1) Public information officer
- (2) Liaison officer
- (3) Safety officer

A.5.9.3.1

~~For multi-agency events, general and command staff functions should have the following color coding:
Command Staff — White.~~

Submitter Information Verification

Committee: FIX-AAA

Submittal Date: Tue May 07 15:25:28 EDT 2019

Committee Statement

Committee Statement: Vest colors are now in mandatory section

Response Message: SR-8-NFPA 1561-2019



Second Revision No. 9-NFPA 1561-2019 [Section No. 5.10.1.1]

5.10.1.1

Operations section functions shall include those tactical operations of the incident management system that are within the primary mission of the ESO.

A.5.10.1.1

~~For multi-agency events, general and command staff functions should have the following color coding:
Operations Section Chief — Red.~~

Submitter Information Verification

Committee: FIX-AAA

Submittal Date: Tue May 07 15:27:41 EDT 2019

Committee Statement

Committee Statement: Vest colors are now part of the mandatory language.

Response Message: SR-9-NFPA 1561-2019



Second Revision No. 16-NFPA 1561-2019 [Section No. 5.10.2.1]

5.10.2.1

Planning section staff functions shall include those components of the incident management system involved with information management that support the incident commander and other levels of the incident command structure.

A.5.10.2.1

~~For multi-agency events, general and command staff functions should have the following color coding:
Logistics Section Chief — Orange.~~

Submitter Information Verification

Committee: FIX-AAA

Submittal Date: Thu May 30 11:03:48 EDT 2019

Committee Statement

Committee Statement: Vest colors are now in the mandatory section.

Response Message: SR-16-NFPA 1561-2019



Second Revision No. 2-NFPA 1561-2019 [New Section after 5.10.2.9]

5.10.2.9.1*

The incident management team shall use the Planning “P” when developing an incident action plan.

A.5.10.2.9.1

An example of setting up an initial incident action planning process while using the Planning “P” is found in Annex D .

5.10.2.9.2

The incident management team shall use an AHJ approved common system to document all planning activities.

Submitter Information Verification

Committee: FIX-AAA

Submittal Date: Tue May 07 11:19:48 EDT 2019

Committee Statement

Committee Statement: Initial action planning recommendations are found in a new annex. Current guidance is only for long term large scale action planning. This new information will provide guidance on how to start it and then take it to the information in annex C as the event evolves.

Response Message: SR-2-NFPA 1561-2019



Second Revision No. 11-NFPA 1561-2019 [Section No. 5.10.3.1]

5.10.3.1

The logistics section shall provide 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/responder rehabilitation.

A.5.10.3.1

~~For multi-agency events, general and command staff functions should have the following color coding:
Planning Section Chief — Blue.~~

Submitter Information Verification

Committee: FIX-AAA

Submittal Date: Tue May 07 15:29:32 EDT 2019

Committee Statement

Committee Statement: Vest color is now part of the mandatory language.

Response Message: SR-11-NFPA 1561-2019



Second Revision No. 12-NFPA 1561-2019 [Section No. 5.10.4.1]

5.10.4.1*

The incident management system shall provide finance/administrative services where necessary.

A.5.10.4.1

Where resources necessary for the safe conduct of an incident reach beyond the procurement authority of the incident commander, a finance/administration function should be provided to authorize and expedite procurement of necessary resources. ~~For multi-agency events, general and command staff functions should have the following color coding: Finance/Admin Section Chief — Green.~~

Submitter Information Verification

Committee: FIX-AAA

Submittal Date: Tue May 07 15:34:06 EDT 2019

Committee Statement

Committee Statement: The color of vests has been moved into the mandatory section.

Response Message: SR-12-NFPA 1561-2019



Second Revision No. 5-NFPA 1561-2019 [Section No. 6.3.4]

6.3.4*

“Emergency Traffic” or “Mayday” shall be declared by an incident commander, branch director, division/group supervisor, or any member that needs to address an emergency condition, or is aware of an emergency situation that hasn’t been broadcast on the radio channel.

A.6.3.4

The term “Mayday, Mayday, Mayday” should be used to alert responders that a responder(s) needs immediate assistance. Once a “Mayday” condition is broadcast on the radio using the distinctive emergency traffic alert tones, the IC and/or the dispatch center is responsible to take action to clear the radio channel and to determine the member’s location, situation, and resources needed to facilitate assistance. The term “Mayday” could occur following a personnel accountability report (PAR) that fails to locate or account for a suspected lost member. Some agencies have adopted the term “LUNAR” — location, unit assigned, name, assistance needed, and resources — to gain additional information in identifying the assistance to the responder(s) in need of assistance. It is possible that the responder who is in trouble will not have the time to complete this report. The responder might only have time to say “Help” on the radio. The IC and all responders need to understand the seriousness of the situation. It is very important to have the resources on scene and a plan established prior to the emergency condition to address the situation and to clear the “Mayday” or other “Emergency Traffic” condition as quickly and safely as possible.

Upon notification of a “Mayday” situation, it is imperative that the incident commander (IC) remain in control of the entire incident and not become overly committed to the rescue activities. *The most important task is to find and rescue the member(s) in a life-threatening situation that triggered the Mayday situation.* The IC should consider assigning a supervisor to manage the Mayday by establishing a rapid intervention group supervisor. By establishing this higher level position early, this enables the incident commander to have the rapid intervention group supervisor to enhance the overall management of the Mayday situation. Most members in a Mayday situation are rescued by other members in proximity to member(s) in trouble.

When managing an incident involving a Mayday, the incident commander may be faced with a dynamic or complicated situation. For members not in the immediate area of the Mayday, then the IC may decide to move these noninvolved members or companies to another tactical channel.

Incidents are not one size fits all. The IC has the overall responsibility when or if to implement moving nonessential members or companies to a different tactical channel. It is imperative that the IC not reassign companies to a different tactical channel who are operating in the immediate area or probable area of the lost, missing, or trapped member. The IC should not move noninvolved members or companies to another tactical channel involving a Mayday of a noncomplicated incident or situation such as a single-family dwelling fire.

Ideally, an IC should have the ability to monitor three radio channels at the fixed location command post: a dispatch channel to agency dispatch center, a tactical channel to assigned resources, and a command channel to enable communications with assigned divisions, group supervisors, and branch directors when assigned. Avoiding moving members or companies to another tactical channel during a Mayday situation ensures the IC can communicate with division/group supervisors or branch director on a designated command channel during a dynamic or complicated situation. This also ensures that the incident commander can effectively continue to manage other areas of the incident during a Mayday situation.

Submitter Information Verification

Committee: FIX-AAA

Submission Date: Tue May 07 11:56:44 EDT 2019

Committee Statement

Committee Statement:	additional consideration added for incident commanders to consider adding a higher level position to supervise rapid intervention teams. This will provide an additional measure of safety for the incident scene and potentially reduce confusion.
Response Message:	SR-5-NFPA 1561-2019



Second Revision No. 14-NFPA 1561-2019 [New Section after G.1]

H.1 History of the Development of NFPA 1561.

In 1985, Fire Chief Alan Brunacini and the NFPA produced the textbook *Fire Command*. *Fire Command* utilizes the eight functions of command to create a fire department's hazard zone management system and the incident commander's job description. Two years later, key elements of *Fire Command* were used as content in NFPA 1561, *Standard on Emergency Services Incident Management System*.

This includes the following eight functions of command:

- (1) Deployment
- (2) Assume, confirm, and position command
- (3) Situation evaluation
- (4) Strategy and incident action planning
- (5) Communications
- (6) Organization
- (7) Review and revision
- (8) Continue, transfer, escalate, and terminate command

Submitter Information Verification

Committee: FIX-AAA

Submittal Date: Wed May 15 11:21:04 EDT 2019

Committee Statement

Committee Statement: History of development added to information annex.

Response Message: SR-14-NFPA 1561-2019



Second Revision No. 7-NFPA 1561-2019 [Chapter L]

Annex M Informational References

M.1 Referenced Publications.

The documents or portions thereof listed in this annex are referenced within the informational sections of this standard and are not part of the requirements of this document unless also listed in Chapter 2 for other reasons.

M.1.1 NFPA Publications.

National Fire Protection Association, 1 Batterymarch Park, Quincy, MA 02169-7471.

NFPA 72[®], National Fire Alarm and Signaling Code[®], 2016 2019 edition.

NFPA 472, Standard for Competence of Responders to Hazardous Materials/Weapons of Mass Destruction Incidents, 2018 edition.

NFPA 1500[™], Standard on Fire Department Occupational Safety, Health, and Wellness Program, 2018 2020 edition.

NFPA 1521, Standard for Fire Department Safety Officer Professional Qualifications, 2015 2020 edition.

Brunacini, A.V., Fire Command, 2002.

M.1.2 Other Publications.

M.1.2.1 FIRESCOPE Publications.

Fire Resources of California Organized for Potential Emergencies (FIRESCOPE), Office of Emergency Services, Document Control, 2524 Mulberry Street, Riverside, CA 92501-2200.

ICS 420-1, Field Operations Guide, 2017.

"Incident Command Positions Manual: Fire Fighter Incident Safety and Accountability Guidelines," ICS 910, July 2004 April 2019.

M.1.2.2 NEMA Publications.

National Electrical Manufacturers Association, 1300 North 17th Street, Suite 900, Arlington, VA 22209.

NEMA Standards Publication SB 30, *Fire Service Annunciator and Interface*, 2005.

M.1.2.3 U.S. Government Publications

U.S. Government Publishing Office, 732 North Capitol Street, NW, Washington, DC 20401-0001.

Homeland Security Presidential Directive HSPD-5, "Management of Domestic Incidents," February 2003.

Title 29, Code of Federal Regulations, Part 1910, Section 120, "Hazardous waste operations and emergency response," April 3, 2006.

Title 29, Code of Federal Regulations, Part 1910, Section 134, "Respiratory protection," April 3, 2006.

M.2 Informational References.

The following documents or portions thereof are listed here as informational resources only. They are not a part of the requirements of this document.

"Command Decisionmaking and Team Knowledge," M. W. Smitherman, presented at the Public Entity Risk Institute (PERI) Internet Symposium, October 2000.

U.S. Firefighter Fatalities for 2005 2018, NFPA One-Stop Data Shop, National Fire Protection Association, Quincy, MA.

"Firefighter Occupational Safety," S. Foley, presented at the Public Entity Risk Institute (PERI) Internet Symposium, October 2000.

IMS Training, Supporting and Facilitating Command Development, VectorCommand, LLC, Annandale, VA.

"Structural Fire Operation," ICS 500, October 2015.

M.2.1 Existing Incident Management Systems.

The following are examples of existing incident management systems that illustrate how the performance objectives of the standard might be achieved:

Fire Command, available from the National Fire Protection Association.

Incident Command System, National Fire Academy, available from the United States Fire Administration.

M.2.2 NFSIMSC Publications.

The following documents have been developed by the National Fire Service Incident Management System Consortium (NFSIMSC) and are available from Fire Protection Publications, Oklahoma State University, Stillwater, OK 74078.

Incident Command System Model Procedure Guide for Structural Firefighting, High-Rise, Multi-Casualty, Wildland, and Managing Large-Scale Incidents, 2006.

Incident Command System Model Procedure Guide for Special Operations — Hazardous Materials/Weapons of Mass Destruction, Structural Collapse, and Managing Large Scale Incidents, 2006.

Incident Command System Model Procedure Guide for Highway Incidents, 2006.

M.2.3 NIFC Publications.

The following document from the National Interagency Fire Center (NIFC), 3833 Development Avenue, Boise, ID 83705-5354 provides incident command system operational descriptions as used within the National Interagency Incident Management System (NIIMS):

“NIIMS Incident Command System, Operational System Description,” ICS 12-1, December 1981, [a National Wildfire Coordinating Group (NWCG) publication].

M.3 References for Extracts in Informational Sections.

NFPA 5000[®], *Building Construction and Safety Code*[®], 2018 edition.

Submitter Information Verification

Committee: FIX-AAA

Submittal Date: Tue May 07 12:15:21 EDT 2019

Committee Statement

Committee Statement: References Updated.

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