

Analysis

Coordinated Incident Management System (CIMS) 2nd Edition 2014

And

Australasian Inter-service Incident Management System (AIIMS) 4th Edition 2017

Purpose

An analysis to identify similarities and differences between the incident command systems (ICS) of CIMS and AIIMS.

A short history

Command systems date back in antiquity with roots firmly bedded in military doctrine. Their (system) adequacy and a user's application skill were often the tipping point for losses or gains. Over the centuries command systems developed to keep pace with changing situations such as threats to sovereignty, changing technology, changing demographics and learning from past events. Post World War II the need for unity of effort was identified as important to success followed later by adding the importance of centralised control that did not impinge on functional roles and their ability to deliver outcomes.

Following a series of devastating wildfires in 1970 the Incident Command System (ICS) was developed. Later with national interest it became known as the National Inter-agency Incident Management System (NIIMS). The disastrous fires roared across southern California, burning over 600,000 acres and 772 structures in 13 days. Sixteen lives were lost during the period as a direct result of the fires.

In the early 1980s Australia adopted ICS and AIIMS was developed under the Australian Association of Rural Fire Authorities now the Australasian Fire and Emergency Service Authorities Council (AFAC). AIIMS was based on NIIMS with one contrasting difference that the word 'Command' in ICS was replaced with the word 'Control'. Since initial development AIIMS has been continually refined through collaboration and partnership as well as research and innovation leading to AIIMS 4th edition 2017 (AFAC 2016. *Human Factors Research Evidence Enhances AIIMS Incident Management Capability*).

During 1996 New Zealand fire services began promoting a concept of one command and control system for all emergency services. Prior to this there was little consistency in the management of response to emergencies. In support of this was a recommendation from the mid-1990s emergency services review that agencies should look at working closer together.

The New Zealand Coordinated Incident Management System (CIMS) was developed during 1997/1998 by a working group of emergency service providers and was based on NIIMS and AIIMS. It was introduced for agency application in 1998. During the ensuing years there was varying levels of application across a range of agencies.

A number of high profile incidents occurred between 2010 and 2012 identifying the importance of CIMS. Experiences from these incidents and recommendations from formal reviews and inquiries identified areas that needed strengthening, culminating in the CIMS 2nd edition 2014. The 2nd edition was overseen by the CIMS Steering Group chaired by the New Zealand Civil Defence Emergency Management.

Defining Command and Control

Command and Control

The exercise of authority and direction by a properly designated commander over assigned and attached resources in the accomplishment of the mission http://www.dtic.mil/doctrine/new_pubs/dictionary.pdf .

Command and Control System

The facilities, equipment, communications, procedures, and personnel essential for a commander to plan, direct, and control operations of assigned and attached resources pursuant to the mission assigned.

http://www.dtic.mil/doctrine/new_pubs/dictionary.pdf

Incident Command System (early NIMS)

A set of personnel, policies, procedures, facilities, and equipment, integrated into a common organisational structure designed to improve emergency response operations of all types and complexities.

Incident Command System (current NIMS)

The National Incident Management System (NIMS) is a systematic, proactive approach to guide departments and agencies at all levels of government, nongovernmental organisations, and the private sector to work together seamlessly and manage incidents involving all threats and hazards—regardless of cause, size, location, or complexity—in order to reduce loss of life, property and harm to the environment. The NIMS is the essential foundation to the National Preparedness System (NPS) and provides the template for the management of incidents and operations in support of all five National Planning Frameworks <https://www.fema.gov/national-incident-management-system> .

Incident Control System (current AIIMS)

Is a system for the management of all incidents, imminent or actual, occurring in the natural or built environments; or for the many other activities that emergency management agencies, and those that support them, may have to deal with (AIIMS 4th edition 2017).

Further an incident is defined as an event, occurrence or set of circumstances that;

- Has a definite spatial extent
- Has a defined duration
- Calls for human intervention
- Has a set of concluding conditions that can be defined
- Is or will be under the control of an individual who has authority to make decisions about the means by which it will be brought to resolution.

Incident Control System (current CIMS 2nd edition 2014)

Is a framework to coordinate command and control an incident response of any scale.

Further it defines and incident as;

- An occurrence that needs a response from one or more agencies.

Summary of comparison findings

Development

Both AIIMS and CIMS are based on the NIIMS, now known as the National Incident Management System (NIMS), with CIMS also based on AIIMS. AIIMS was first developed in Australia in the 1980s and CIMS in New Zealand in the later 1990s.

AIIMS is in its 4th edition recently modified and is now 4th edition 2017. The ongoing review and development builds on the previous edition and incorporates a strong foundation of research, international standards, knowledge and learnings from incident and disaster reviews, inquiries including commissioned inquiries, and experiences from those using the system. National consultation was undertaken to assist incorporating these knowledge areas into the system.

CIMS is in its 2nd edition 2014. This edition had been under development for some years prior to a number of major incidents and disasters between 2010 and 2014. The second edition was loosely based on the first and used review findings from a number of incidents and disasters, as well as member agency experiences from using the system. A Ministerial Review is underway in 2017 to look at better responses to natural disasters and other emergencies in New Zealand.

Intended use

Both systems are ICS frameworks, have many similarities, discuss the wider emergency management framework, but differ in a number of areas.

The AIIMS 4th edition 2017 is comprehensive as a guide for multi-agency all hazards at the doctrine level it was intended. It introduces latest learning and consolidates like-information into key subject areas that are clear, concise and link to the fundamental principles of the system. The manual is in two parts with key subject areas first and key system functions second.

The CIMS 2nd edition 2014 is also intended for multi-agency all hazards use with a strong theme of regional and national level coordination included but at the expense of the incident level. It is less comprehensive than AIIMS and does not cover all AIIMS subject areas. Subject matter is often a theme running through the full document and not easy to consider on its own. Doctrine is referred to however it is difficult to determine what level it is aimed at as all levels are touched on at times. As a guide the document is light on content and awkward compared with AIIMS and would be difficult to use as a reference guide for developing organisational policy, procedure and instructions.

System principles

The two systems differ in their principles. AIIMS uses a fundamental level to present the principles supported with underpinning concepts and explanations, whereas CIMS uses both fundamental and procedural levels to present principles. The AIIMS manual is more focussed on linking subject areas back to its principles.

Command, control and coordination

CIMS has a clear focus on all levels of coordination from community to national. The terminology use of 'coordination' is confusing where it appears to contradict control and command at the incident level; for example subordinate reports to operations refer to 'operational coordination' and 'volunteer coordination'. Another example is the muddling of the terms 'coordination centre' and 'incident control point' for incident level management. There is strong emphasis on levels of management above an incident which comes at the expense of guidance for the incident management level. Even within incident action planning there is the idea of a hierarchy of action plans either bottom-up or top-down.

AIIMS maintains a discreet chapter for regional and state arrangements keeping the body of guidance aimed squarely at incident management command and control, with links to coordination.

Risk management

CIMS touches lightly on risk management referring to the *AS/NZ ISO 31000:2009 Risk Management – Principles and Guidelines*, whereas AIIMS dedicates a chapter to the subject and discusses the *AS/NZ ISO 31000:2009 Risk Management – Principles and Guidelines*. AIIMS also present's the dynamic risk assessment process and discusses it.

Incident management functions

The two systems are reasonably similar in functional structure at the Control and Management/Officer level but differ considerably below this.

The Liaison function is located differently, with AIIMS as a support function to the controller and CIMS reporting to the Operations Manager. There are also structural and application differences in Planning and Logistic units.

CIMS is light on guidance for operations whereas AIIMS is comprehensive. This reflects the earlier view that emphasis is light at the incident management level. In CIMS the Welfare function is presented as a management section whereas AIIMS incorporates it within Relief and Recovery with a dedicated chapter identifying options for its location. It is explicit that response, relief and recovery are integrated and no longer considered discreet phases.

Generally AIIMS is explicit about functional management subordinate units whereas CIMS is very light on this or non-existent.

Incident classification and scaling response.

AIIMS is comprehensive in this matter and presents an incident classification system including guidance on complexity considerations. Additionally there is a discreet chapter dedicated to 'building the incident management team'. CIMS does not have an incident classification system but has guidance on scaling an incident which is more about structure than it is about complexity leading to a particular structure.

Incident management teams (IMT)

CIMS discusses IMT in a number of subsections and is more a theme running through subject matter. AIIMS is very comprehensive on IMT and covers the subject in some depth across three chapters being chapter 6 'Managing an Incident', chapter 7 'Building an Incident Management Structure' and chapter 13 'Incident Management Team Member Skills'. This shows the importance given to effective and high performing teams and reflects the research findings related to teams.

Incident action planning

Both systems present a planning process for the compilation of incident action plans. The processes have slight differences with AIIMS being more comprehensive with guidance. AIIMS also introduces the idea of a 'Common Operating Picture' and links planning to the fundamental principles. Complementary plans and other aspects of planning are also included in AIIMS.

Discreet AIIMS subjects by chapter

AIIMS has identified key subject areas that are crucial for incident management performance and assigned them discreet chapters. In CIMS some of the information contained in the AIIMS chapters is either lightly touched on, is a theme throughout, or is missing altogether (refer to comparison analysis). The chapters are as follows.

1. Incident classification

2. Managing an Incident
3. Building an Incident Management Team Structure
4. Relief and Recovery
5. Volunteers and Goodwill
6. Information Flows
7. Incident Management Team Member Skills.

Concluding comments

Both systems have been designed based on incident command system doctrine and aim to achieve the same outcomes. However there are key differences as outlined above and in more depth in the comparison analysis.

AIIMS 4th edition 2017 is comprehensive with broader guidance on subject matter important to effective IMT performance. It is more mature than CIMS and maintains a focus on guiding incident management without getting tangled up in regional and national level coordination. It was prepared at the fundamental level and purposely does not offer procedural guidance, rather states this has been left to adopting organisations.

CIMS 2nd edition 2014 is less comprehensive with narrower guidance than its AIIMS counterpart. Information on key subject areas is sometimes scattered across a number of subsections and appendices. This creates a themed approach reducing clarity as a guide.

Even though it is stated the CIMS 2nd edition was built on the 1st edition this does not appear to be the case. It looks like the 2nd edition is almost a full redesign. In particular it has very general guidance on both incident management and regional and national coordination, with importance weighted to coordination at the expense of command and control. This has the effect of diminishing the importance of incident level management; and the document digresses from the purpose of the system.

As a guide it would be difficult for organisations to prepare policy, procedures and instructions due to its generality, mixed doctrine, coordination contradictions and focus being away from managing an incident.

END

Comparison of CIMS 2nd edition 2014 and AIIMS 4th edition 2017

The following tables show comparisons between CIMS 2014 and AIIMS 2017. The categorising is broad and based primarily on the development history and content of each ICS manual.

Comparison Tables

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Table 1: ICS development

| CIMS 2014 | AIIMS 2017 |
|--|---|
| <p>1998 – 2010. CIMS first edition development, introduction and application, based on both NIIMS and AIIMS.</p> <p>2010 – 2017. Review of first edition overseen by emergency services steering group with the development of a second edition in 2014.</p> <p>2014 update was guided by member agency command and control experience, the outcomes from a number of high profile reviews and inquiries during 2010 – 2012 and supposed to build on the first edition however is quite different.</p> <p>2017 onward Ministerial Review Terms of Reference for 'Better responses to natural disasters and other emergencies in New Zealand' and in part relates to the emergency response framework.</p> | <p>1980s -1990s AIIMS introduced and applied in Australia, adapted from NIIMS.</p> <p>2000s AIIMS Steering Group established to oversee critical review of AIIMS.</p> <p>AFAC secures grant for nationally coordinated research and development program following the Canberra fires in 2003.</p> <p>The AFAC Council appoint the AFAC Steering Group as custodians of AIIMS and as the critical reference group for facilitation of national collaboration and stakeholder engagement.</p> <p>2005 - 2017 Four year research study into capability and coordination of IMT team members and human factors that influence performance.</p> <p>Interim revised edition of AIIMS–3 released following recommendations from public inquiries including Royal Commission.</p> <p>Interim review of AIIMS-3 followed by extensive national consultation to incorporate research findings and in response to the further recommendations from the 2009 Victorian Bushfires Royal Commission.</p> <p>AFAC release AIIMS-4 founded on research evidence. And the impact of human psychology and social behaviour on teams and teams managing emergency incidents.</p> <p>AIIMS-4 2017 builds on 2011, AIIMS-3 and 2013 AIIMS-4 incorporating an extensive review of AIIMS doctrine undertaken in 2015.</p> |

Table 2: Layout of manual

| CIMS 2014 | AIIMS 2017 |
|--|---|
| <p>Document is a series of sections and subsections with a number of appendices covering foundations, response management, functions and some tools.</p> <p>The presentation is A4 size single column with numbering main and sub headings, diagrams and tables (often in colour).</p> | <p>Document is in two parts covering incident management and functions of incident management, with titled chapters for each part.</p> <p>The presentation is A4 double columned with chapter numbering and headings with sub headings, diagrams, tables and highlighted text. Each chapter starts with a full page relevant photograph and the complete document content is black and white (covers only in colour).</p> <p>Header information on each page informs a reader of chapter number and name.</p> |

Table 3: Introduction

| CIMS 2014 | AIIMS 2017 |
|--|---|
| <p>Includes explanation of CIMS, its purpose, audience and when to use it.</p> | <p>Clearly defines the system and an incident, what it provides, who it is produced for and benefits.</p> <p>Contains summary paragraphs on application, links to emergency management context, system principles and underpinning concepts, incident classification model, terminology, structure, established competencies, incident action planning and supporting tools and systems.</p> <p>Doctrine subsection is presented in detail (CIMS doctrine is a subsection under CIMS Foundations) along with the management framework diagram from agency level through national level.</p> |

Table 4: Doctrine

| CIMS 2014 | AIIMS 2017 |
|--|---|
| <p>Is a subsection of CIMS Foundations and includes training and operations. Doctrine is briefly explained and then focusses primarily on the importance of training and its effect on response operations.</p> <p>Presents a relationship diagram for doctrine, training and operations.</p> <p>Doctrine within the document can range from Capstone level to Technical level which at times challenges relevance or completeness/depth of information.</p> | <p>Is included in the introduction chapter 1 as a subheading and explains how to use the provided information.</p> <p>The doctrine was developed in accordance with best practice and references <i>Fundamentals of Doctrine: Best Practice Creation (AFAC, v2.0 2016)</i>.</p> <p>The hierarchy of doctrine is presented and identifies where AIIMS fits within this.</p> <p>Clearly states that adopting agencies will need to establish detailed internal procedures such as standing orders, standard operating procedures, training programs and supporting tools; where possible in cooperation and collaboration with agencies they would be involved with.</p> <p>Presents a management framework diagram showing agency procedural level and training (under pinning operational arrangements), through agency, state and national level (supra-coordination arrangements) and identifies where AIIMS as a framework fits between the two.</p> |

Table 5: Emergency management

| CIMS 2014 | AIIMS 2017 |
|---|--|
| <p>Is a subsection of CIMS Foundations, briefly defines an emergency and outlines the 4Rs of emergency management.</p> <p>Touches on risk reduction, recovery and CIMS response with some suggested response objectives listed.</p> | <p>Is a complete chapter 2 in Part 1 and explains incident management in context with emergency management. Each function is defined and explained.</p> <p>Outlines emergency management responsibility in Australia and touches on New Zealand.</p> <p>States the approach to emergency management is designed to be both comprehensive and integrated and explains these.</p> <p>Explains the concepts of 'shared responsibility' and 'all-hazards, all agencies'.</p> <p>Lists the phases of emergency management before, during and after as well as the levels of emergency management planning at the strategic, operational and tactical levels.</p> <p>Presents a diagram showing incident impacts at the various levels of government and where AIIMS is applied.</p> |

Table 6: Legislation

| CIMS 2014 | AIIMS 2017 |
|--|--|
| <p>Is a subsection of CIMS foundations and discusses legislative requirements including authority and powers and lists a range of statutes. This extends later to the concept of 'Lead Agency' and 'Support Agency'.</p> | <p>No chapter or sub title directly related to legislation. Legislation sits above AIIMS doctrine at the Capstone level whereas AIIMS is at the Fundamental level.</p> |

Table 7: Principles and underpinning concepts

| CIMS 2014 | AIIMS 2017 |
|---|--|
| <p>CIMS principles are a subsection of CIMS Foundations, and list ten principles with a brief explanation for each. There are no underpinning concepts although arguably some of the listed principles could be considered concepts.</p> <p>There are three supporting intentions with respective explanations.</p> | <p>Is a complete chapter 3 in Part 1 and lists five fundamental principles which are not directly the same as in CIMS except for 'Span of Control'.</p> <p>AIIMS has consolidated principles with supporting concepts whereas some of the CIMS principles are AIIMS concepts. Some of the CIMS principles are captured in AIIMS as underpinning concepts, for example 'Clearly defined information flows' which in turn leads to the idea of a 'Common Operating Picture' (not in CIMS).</p> <p>Risk management across the entire incident management is noted upfront and references the <i>AS/NZ ISO 31000:2009 Risk Management – Principles and Guidelines</i> and refers a reader to Chapter 9 which specifically covers risk management.</p> <p>Each AIIMS principle is explained with 'Functional Management' defined, well detailed and with a supporting table.</p> <p>Each of the five principles are then presented in table form lists their associated concepts followed by explanatory notes.</p> <p>Command, Control and Coordination is a sub heading in the chapter with definitions for each.</p> <p>Additionally within the chapter are Mission Command and Incident Controllers (Leader's) intent with explanations for both.</p> |

Table 8: Command, control and coordination

| CIMS 2014 | AIIMS 2017 |
|---|--|
| Coordination, Command and Control is a separate subsection under CIMS foundations with definitions given for each supported with a diagram. | Is covered in chapter 3 on AIIMS Principles and Underpinning Concepts. |

Table 9: Lead agency, support agency and unified control

| CIMS 2014 | AIIMS 2017 |
|--|---|
| Lead agency, support agency and unified control are a separate subsection of CIMS Foundations which lists and explains each area. Additionally governance is covered under CIMS structure under the Response Management Functions | Is covered in chapter on Regional and State Arrangements with Unity of Control a principle. |

Table 10: Incident management functions

| CIMS 2014 | AIIMS 2017 |
|--|---|
| Is a subsection under Response Management and lists seven core functions in table and diagram form with very brief descriptions. | This is included in chapter 6 'Managing an Incident' and lists eight core functions presented in table form with associated responsibilities summarised. CIMS has a Welfare function whereas AIIMS does not. AIIMS has Finance and Investigation functions whereas CIMS does not. |

Table 11: Response levels - response coordination

| CIMS 2014 | AIIMS 2017 |
|---|---|
| <p>Is a subsection of Response Management and details five levels of (organisational) response related to community, incident, local, regional and national arrangements. Each level is explained in regards agency, controller and coordination centre with some additional detail on appointment and responsibilities.</p> <p>There are a number of relationship diagrams and a table to assist understanding.</p> <p>A second subsection related to 'integrated response coordination' comes up further in the document. It includes integrating response organisations and response levels.</p> <p>A third subsection 'Supporting Protocols' introduces facilities including coordination centres.</p> <p>Further at appendix B is information on national agencies, government coordination and the system of Domestic and External Security Coordination.</p> | <p>Covered in chapter 4 'Regional and State Arrangements'.</p> <p>The chapter details what is meant by region and goes on to comparing 'incident' with 'region' and 'state'.</p> <p>Lines of control, coordination, government involvement, and functional management at regional and state levels are explained.</p> <p>The idea of Area of Operation, Area of Interest and Area of Consequence are explained and presented in diagram form.</p> <p>Also covered is assurance of quality and effectiveness at subordinate levels, information flows between levels and facilities.</p> |

Table 12: Incident classification (complexity)

| CIMS 2014 | AIIMS 2017 |
|---------------------|---|
| <p>Not included</p> | <p>Is a complete chapter 5 'Incident Classification'. It describes three incident classifications plus splitting incidents, and explains application in the context of an incident and some considerations.</p> <p>An incident is defined and a table of supporting criteria is presented to assist decision making related to determining incident level. There is a brief explanation on managing multiple incidents as a 'complex of incidents'.</p> <p>Incident levels and supporting criteria are presented as tables.</p> |

Table 13: Scaling responses

| CIMS 2014 | AIIMS 2017 |
|--|---|
| <p>Is a subsection of Response Management and covers single agency (small), multi-agency and major incident. Three categories are presented for consideration of scale; safety, size and complexity, and span of control. Each level is explained with some prescriptive procedure included, along with a supporting structure diagram for each.</p> <p>The scaling relates to size and complexity. There is no guiding detail describing level of incident related to complexity.</p> <p>Response levels are then presented again (not incident classification levels) in regards their relevance in scaling incidents.</p> | <p>Chapter 7 'Building the Incident Management Structure' relates directly to Chapter 5 'Incident Classification' and presents structure diagrams with explanations and considerations for each incident classification.</p> <p>Additionally there is information provided for consideration of locations for incident management and control facilities.</p> |

Table 14: Incident management teams

| CIMS 2014 | AIIMS 2017 |
|---|---|
| <p>Is a subsection under Response Management and introduces additional appointments to the Controller function being Response Manager, Technical Experts and Risk Advisor, explaining these in the following section Response Management Functions. Note AIIMS does not identify the function of a Response Manager and Technical Advice is managed under Intelligence.</p> <p>Information related to IMTs is found across a number of subsections including Supporting Protocols, Integrated Response Coordination, Response Levels and Incident Management Teams.</p> <p>Is supported by a structure diagram.</p> | <p>This is included in chapter 6 'Managing an Incident' and chapter 7 'Building an Incident Management Structure' and chapter 13 Incident Management Team Member Skills. The information on incident management teams, their operating structure, facilities and management are covered in the chapters.</p> <p>The information has a natural flow as reference material.</p> |

Table 15: Risk management

| CIMS 2014 | AIIMS 2017 |
|---|--|
| <p>Is a short piece under sub-section 'Supporting Protocols' and outlines brief responsibilities with reference to <i>AS/NZ ISO 31000:2009 Risk Management – Principles and Guidelines</i>.</p> | <p>Is a complete and comprehensive chapter 9. The <i>AS/NZ ISO 31000:2009 Risk Management – Principles and Guidelines</i> is referenced and parts reproduced to emphasise the importance of risk management.</p> <p>Operating environments and their associated risks are discussed in relation to pre-impact, impact and post impact.</p> <p>Dynamic Risk Assessment is detailed with a supporting diagram.</p> |

Table 16: Incident action planning

| CIMS 2014 | AIIMS 2017 |
|---|--|
| <p>Is appendix A and explains what an action plan is, its purpose and the fact it is a controllers document indicating intentions (controllers intent). It covers the drafting of documented plans and their updating.</p> <p>Contributors to a plan are identified including when a controller must be available.</p> <p>The planning process is diagrammatically presented as the planning 'P' that is used by NZ Defence and Police. The process is outlined in its component parts and subsequent steps detailing what each is about and giving some emphasis to objective analysis and options development.</p> <p>The concept of hierarchy of Action Plans is introduced including two approaches – Bottom-up and Top-down and seems an effort to link response level plans between incidents to national level in both directions. This up/down idea would be confusing for some especially when most incidents, large or small have a ground zero, and less are based on imminent threat of an incident occurring.</p> <p>Impact analysis is covered and stated that it is completed by Intelligence. The process to complete the analysis is outlined and would be more relevant under the Intelligence function. Information collection plans are discussed and once again this part would better sit with the Intelligence function.</p> | <p>Is a complete chapter 8 clearly explaining what an Incident Action Plan is, its purpose and function and contains the controllers intent. It outlines the controller's intent as being the objectives and strategies and their link with the production of a 'Common Operating Picture'.</p> <p>The preparation of a plan is linked back to the fundamental principles and concepts and introduces operational shifts.</p> <p>Planning can be mental and delivered verbally or documented for extended involvement either as an outline or full plan.</p> <p>A planning cycle is presented diagrammatically with detail on setting objectives, incident strategies and tactics. Characteristics of an effective plan are outlined in table form.</p> <p>The Incident Action Plan contents are listed along with subsections on Engaging with Other Organisations and Individuals. It is here where links are made to regional and state levels and that the Incident Controller must approve an Incident Action Plan.</p> <p>Also stated is that many agencies have prepared their own administration forms and AIIMS does not provide templates rather it is a guide for that level of procedure.</p> <p>Planning meetings and communicating are individually titled with chapter 12 'Information Flows' referenced in regards the communication of a Plan including the</p> |

| CIMS 2014 | AIIMS 2017 |
|-----------|---|
| | <p>SMEACS briefing format. Distribution of parts of a Plan relevant to a receiver is covered i.e. a responder, a support agency or IMT.</p> <p>Complementary Plans are discussed, specifically Evacuation, Traffic Management, Changeover, Demobilisation and Recovery.</p> |

Table 17: Response documents

| CIMS 2014 | AIIMS 2017 |
|--|---|
| Is Appendix C and displays five incident response document templates with recommended content. | Not included – is lower level doctrine, AIIMS only guides this. |

Table 18: Relief and recovery

| CIMS 2014 | AIIMS 2017 |
|---|--|
| Relief is briefly covered as the Welfare section with recovery mentioned in a range of places within the document (refer table 28). | <p>Is a complete chapter 10 and covers both relief (welfare) and recovery. Definitions are presented for both subjects with related incident controllers responsibilities listed. The aim of relief and recovery is stated.</p> <p>Considerations for IMT are noted; and it is made clear that 'response', 'relief', and recovery' are no longer discrete phases, and integration of relief and 'recovery with response is required. A diagram is presented to show this.</p> <p>Relief is explained along with its services and recovery is explained along with what successful recovery may achieve.</p> <p>Four recovery environments are presented and briefly explained as well as where Community fit and economic considerations.</p> <p>Discussed is where relief and recovery fit in the IMT structure including as a function, some guidance on leadership is presented, relationship to Emergency Management Teams such as those with legislated or functional responsibilities is covered (example in New Zealand would be CDEM)</p> <p>Assessment of 'impact and effects' and the transfer of leadership are presented and</p> |

| CIMS 2014 | AIMS 2017 |
|-----------|--|
| | finally the use of AIMS by relief and recovery agencies. |

Table 19: Volunteers and goodwill

| CIMS 2014 | AIMS 2017 |
|---|---|
| Volunteer coordination is a report under Operations Function and briefly discussed there. | <p>Is a complete chapter 11 and covers the role of IMT in regards harnessing goodwill and what they can do to achieve it. Identifies a range of volunteer types Traditional, Non-traditional and Spontaneous. A table presents some examples of non-traditional volunteers and their associated characteristics.</p> <p>Discussed is the challenge resourcing volunteer management with some ideas on how to approach it.</p> |

Table 20: Information flow

| CIMS 2014 | AIMS 2017 |
|--|---|
| Is a principle and covered as a general theme in CIMS Functions. | <p>Is a complete chapter 12 and discusses the information flow responsibilities of all those involved in managing an incident. An incident information flow diagram is presented to show incident two way flows within, up and across.</p> <p>The idea of a 'Common Operating Picture' is presented and discussed supported by a diagram on how to produce and maintain it and key relationships for contribution to it. Common Operating Picture is referenced in numerous chapters and links to fundamental principle concepts.</p> <p>Validation of information is discussed and a model for rating the credibility of information presented as a table. The model is from the appendices of the <i>Societal Security – Emergency Management – Requirements for Incident Response ISO22320:2011</i></p> <p>Additionally each IMT function chapter finishes with guidance on relevant information flows supported with a diagram.</p> |

Table 21: Incident management team member skills

| CIMS 2014 | AIIMS 2017 |
|--|--|
| <p>Mentioned as a theme of CIMS Functions.</p> | <p>Is a complete chapter 13 and discusses people needing to work the system and the key concepts that underpin the operation of IMTs and incident management structures.</p> <p>There is a part on Leadership and Management and what should be mindful and what needs to be achieved.</p> <p>Errors in analysis and decision making plus thinking traps are discussed and common errors presented in table form.</p> <p>Fatigue is discussed in regard its manifestation, its cause, and how it may be reduced.</p> <p>The importance on knowing the team is covered including understanding strengths and weaknesses, communications technical and local knowledge.</p> <p>High performing teams is discussed with their characteristics presented in table form.</p> <p>The importance of training and exercising is discussed.</p> |

Table 22: Control function

| CIMS 2014 | AIIMS 2017 |
|--|---|
| <p>Is a sub-section of 'Response Management Functions' and briefly covers Incident Controller scope, responsibilities as bullets with some procedure guidance, as well as other controller support roles and considers for the different response levels. Light on detail.</p> <p>Have support functions of Response Manager, Technical Experts and Risk Advisor with Liaison under Operations.</p> <p>Is supported with structure diagrams.</p> | <p>Is chapter 14 and covers the Incident Controller scope, and responsibilities (as bullets).</p> <p>Critical responsibilities are then expanded with detailed guidance and other information.</p> <p>Have support functions of Safety, Liaison and provision for Deputy. Note there is no Response Manager function as in CIMS; Technical advice is an intelligence function in AIIMS. Liaison is not an operations function in AIIMS, rather it is a support function to the Controller.</p> <p>The responsibility for communications within and beyond the incident management structure is supported with a diagram of key information flows for the incident</p> |

| CIMS 2014 | AIIMS 2017 |
|-----------|---|
| | <p>controller.</p> <p>Is supported with structure diagrams.</p> |

Table 23: Planning function

| CIMS 2014 | AIIMS 2017 |
|--|--|
| <p>Is a sub-section of 'Response Management Functions' and briefly covers the planning function scope, responsibilities, successful planning, planning processes, relationship with intelligence, as well as sub-functions of action planning, long-term planning and contingency planning. Light on detail.</p> <p>The subordinate units are different from those in AIIMS.</p> <p>Is supported with a structure diagram.</p> | <p>Is chapter 15 and covers the planning function scope, roles and responsibilities, briefings, support, relationship with intelligence, reference to '<u>intelligence unit</u>' versus '<u>intelligence section</u>'.</p> <p>The subordinate planning units of Plans, Resources, Communications Planning, and Management Support are detailed and key information flows are explained and supported with a diagram for the planning section.</p> <p>Is supported with structure diagrams.</p> |

Table 24: Intelligence function

| CIMS 2014 | AIIMS 2017 |
|---|--|
| <p>Is a sub-section of 'Response Management Functions' and briefly covers the intelligence function scope, responsibilities, relationship with situational awareness and plans and sub-functions of Information, Situation and Forecasting (Units).</p> <p>The intelligence cycle is presented as a diagram supported by explanation of each task on the cycle.</p> <p>Is supported with a structure diagram.</p> | <p>Is chapter 16 and covers the intelligence function scope, roles and responsibilities and support.</p> <p>Presents a slightly different intelligence cycle by explanation (no diagram) and considers it against the planning cycle.</p> <p>The subordinate units of Situation and Analysis, Modelling and Prediction, and Mapping are detailed. The names here are slightly different in CIMS.</p> <p>Technical advice service is covered along with key information flows supported with a diagram with special reference to ensuring information flows to relief and recovery.</p> <p>Is supported with a structure diagram.</p> |

Table 25: Public information function

| CIMS 2014 | AIIMS 2017 |
|---|---|
| <p>Is a sub-section of 'Response Management Functions' and briefly covers the public information function scope, responsibilities and priorities.</p> <p>Sub-functions are covered for Media, Community Liaison and Information and Warnings.</p> <p>Is supported with a structure diagram.</p> | <p>Is chapter 17 and covers the public information function scope, roles and responsibilities, support, information at an incident and its flows supported with a diagram (whole of incident).</p> <p>Subordinate units of Information and Warnings, Media, and Community Liaison are detailed along with key information flows for the section supported with a diagram.</p> |

Table 26: Operations function

| CIMS 2014 | AIIMS 2017 |
|--|--|
| <p>Is a sub-section of 'Response Management Functions' and briefly covers the operation function scope, responsibilities and effectiveness.</p> <p>Sub-functions for Operational Coordination, Liaison and Volunteer Coordination are explained.</p> <p>The functional components are out of step with AIIMS. The coordination terminology is in direct conflict with standard operational command and control terminology and there is no indication of command structure for the operation section. Liaison function under operations does not align with AIIMS.</p> <p>Is supported with a minimal structure diagram.</p> | <p>Is chapter 18 and covers the operations function scope, roles and responsibilities of the operations officer, their support, conduct of operations, briefings, incident development and resource identification.</p> <p>Subordinate functional roles and responsibilities for commanders and leaders is discussed and includes strike teams, task forces, and single resources; subdivision of incidents, sector and division commanders, air operations, plant operations and staging area management. An operations section diagram is presented and includes the functions noted above.</p> <p>Investigation is covered as a unit for when it is not a section in its own right.</p> <p>Key information flows for the operations section are discussed and presented in a diagram.</p> |

Table 27: Logistics function

| CIMS 2014 | AIIMS 2017 |
|--|---|
| <p>Is a sub-section of 'Response Management Functions' and briefly covers the logistics function's scope, responsibilities, processes and advice requirements.</p> <p>Sub-functions are covered for Supply, Transport, Finance, Information Communications Technology (ICT), Facilities, Catering, Personnel, and Administration. This is not the same as AIIMS.</p> <p>Is supported with a structure diagram.</p> | <p>Is chapter 20 and covers the logistics function scope, roles and responsibilities of the operations officer, their support, and briefings.</p> <p>Subordinate functions of Supply, Communications Support, Facilities, Ground Support, Medical Services and Catering are detailed.</p> <p>Finance is included as a brief for when it is not a section in its own right.</p> <p>Key information flows for the logistics section are discussed and presented in a diagram.</p> <p>Is supported with a structure diagram.</p> |

Table 28: Welfare function

| CIMS 2014 | AIIMS 2017 |
|---|--|
| <p>Is a sub-section of 'Response Management Functions' and briefly covers the Welfare function's scope and responsibilities for immediate needs. It list nine sub-functions that may be activated depending on scale.</p> <p>Is supported with a structure diagram.</p> | <p>There is no Welfare function identified directly in the AIIMS structure. Instead Chapter 10 'Relief and Recovery' discusses both areas as a seamless function. Relief and Recovery are defined and explained. It is considered that response, relief and recovery are no longer discreet phases. The incident controller is responsible for integrating this into the overall incident effort.</p> <p>There is discussion on options for this integration including how it may fit in the AIIMS structure and as a management function. Also discussed is what 'Emergency Management Teams' are, where they fit in the scheme of things and how they would work with IMTs (refer table 18).</p> |

Table 29: Investigation function

| CIMS 2014 | AIIMS 2017 |
|-----------|--|
| Not found | <p>Is chapter 19 and covers the investigation function scope, roles and responsibilities, support. The function can either be subordinate within operations or if complex can be its own section.</p> <p>Key information flows for the section are discussed and presented in a diagram.</p> <p>Is supported with a structure diagram.</p> |

Table 30: Finance function

| CIMS 2014 | AIIMS 2017 |
|--------------------------------------|---|
| This is subordinate within Logistics | <p>Is chapter 21 and covers the Finance function scope, incident costs, roles and responsibilities, briefings and support. The function can either be subordinate within Logistics or if complex can be its own section.</p> <p>If it is its own section the following units are discussed, Accounts, Compensation and Insurance, Financial Monitoring and Time Keeping.</p> <p>Key information flows for the section are discussed and presented in a diagram.</p> <p>Is supported with a structure diagram.</p> |

Table 31: Bibliography

| CIMS 2014 | AIIMS 2017 |
|---|--|
| <p>Not available</p> <p>But noted that it was based on NIIMS and AIIMS, was built on an earlier version, references the <i>AS/NZ ISO 31000:2009 Risk Management – Principles and Guidelines</i> and reviews and inquiries from 2010 - 2012.</p> | <p>Lists reference material, was based originally on NIIMS, builds on earlier version using research, experience, reviews and inquires and uses ISOs where relevant.</p> |

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DIFFERENCES between

CIMS and AIIMS

October 2017



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Released under the Official Information Act 1982

Purpose

To identify the differences between the Coordinated Incident Management System (CIMS) 1st edition 1998, and 2nd edition 2014, and the Australasian Inter-Service Incident Management System (AIIMS) 4th edition 2017, for briefing and discussion purposes.

Approach

The analysis was completed to identify key system differences in the context of agency adoption, implementation, and more specifically operational and planning aspects and their relevance to the majority of incident responses.

Each System's manual was consulted for detail along with an earlier comparison paper completed in August 2017. Knowledge of incident command systems (ICS) application and anecdotal information were also used. System references to governmental frameworks and legislative requirements were not included in the analysis.

Application

The paper has been prepared as a reference document for use when discussing or briefing the subject of ICS in New Zealand. Information is presented in table form as eight themes or topic headings, with information on each of the three ICS presented, followed by highlighted discussion points and summary support information for quick reference. The following abbreviations have been made in the analysis section;

- 1) CIMS 1 – has the meaning CIMS 1st edition 1998
- 2) CIMS 2 – has the meaning CIMS 2nd edition 2014
- 3) AIIMS – has the meaning AIIMS 4th edition 2017

Summary

AIIMS and CIMS are both incident command systems. CIMS 1 is very brief but aligns with AIIMS, however CIMS 2 and AIIMS are poles apart in some key areas.

AIIMS is intended for incident level management, including those that are complex, and focusses on incident management and operational outcomes for that level. It presents guidance in a concise and succinct way for incident management and functional management requirements.

CIMS 2 tries to incorporate a more encompassing emergency management framework resulting in it being irrelevant or unusable for the majority of incident responses. There is a distinct disconnect with incident level management which is manifested in the strong emphasis on coordination with little credence given to command and control.

CIMS 2 loses the focus on operation outcomes in its quest for effective coordination. Further, its guidance in regard incident action planning introduces themes of multiple action plans and multiple management levels in a hierarchal way. This is not the approach needed for the majority of incident responses, and significantly reduces its relevance for operational personnel.

Prepared by [REDACTED]

Date: 10th October 2017

| | Topic | ICS Differences | | | Discussion Points |
|---|--------------------------------|--|---|---|--|
| | | AIIMS 4 th edition 2017 | CIMS 1 st edition 1998 | CIMS 2 nd edition 2014 | |
| 1 | Geographic area of application | Intent is for Australasia and references for use in New Zealand and has had New Zealand input. | New Zealand specific. | New Zealand specific. | <p>AIIMS has been developed for Australasia - New Zealand is part of this geographic area.</p> <p>What is different about New Zealand emergencies that require a NZ customised ICS such as CIMS?</p> <p>New Zealand is an Australasia player and already works across this community during emergencies and assists or receives assistance from others in the area.</p> |
| 2 | Overseeing body (owner) | Australasian Fire and Emergency Services Authority Council (AFAC) | New Zealand Fire Service Commission | Civil Defence Emergency Management | <p>Both editions of CIMS were managed by single agencies, whereas AIIMS is managed by a non-response independent body unitising work and reference groups.</p> <p>There was urgency to produce CIMS 2 post 2012 following three major emergency events. The complex management needs of these events appear to drive the overall document theme.</p> <p>Impartial oversight during ICS system development fosters interagency agency trust and respect leading to better engagement and likely system adoption.</p> <p>Independence can offer a level of impartiality, strengthening trust and respect, and leading to better agency engagement resulting with higher levels of adoption.</p> |
| 3 | System Development | <p>Fundamental doctrine layer.</p> <p>Based on NIMS and previous AIIMS editions with a strong science foundation (including social science), international standards (risk management and societal security), and wide ranging consultation with emergency service organisations including their practitioners.</p> <p>Identifies the need for participating agencies and organisations to prepare their specific and joint operational and coordination arrangements to enable interoperability.</p> <p>The system is continuously reviewed and developed using current learning.</p> | <p>Fundamental through to technical doctrine range.</p> <p>Developed following incident management issues in the mid-1990s, based on NIMS and AIIMS and tailored for New Zealand.</p> <p>Was relatively brief but sufficient for motivated agencies to adopt and put into operational practice.</p> | <p>Capstone through to technical doctrine range.</p> <p>CIMS 2 was not built on the effective parts of CIMS 1, rather it was a redesign.</p> <p>Was guided by appointed emergency service agency representatives.</p> <p>Developed following high profile incident management issues between 2010 and 2012 and their associated incident review findings. Development focus on this level of incident has somewhat rendered CIMS 2 irrelevant for front line responders - both for initial and sustained operations.</p> <p>CIMS 2 is presented as more of a one stop shop for overall emergency management response, top to bottom, and is quiet on individual and joint operational and coordination arrangements.</p> <p>Reviewed when deemed necessary.</p> | <p>ICS system design is for incident level management (operational outputs) and is a component of wider emergency management response.</p> <p>AIIMS inclusive consultation, research based and single layer doctrine approach creates an adoption and implementation pathway for a diverse range of agencies and organisations.</p> <p>Where the AIIMS framework fits in an emergency management response context is clearly stated. The same applies to where agency specific operational arrangements and overarching coordination arrangements would fit. This is very important in regards removing barriers to agency adoption of AIIMS and subsequent multiagency interoperability arrangements.</p> <p>AIIMS has a very strong foundation, utilising areas of critical mass that New Zealand does not have, such as :</p> <ul style="list-style-type: none"> • Access to a huge range of experienced personnel for the formation of specific work and reference groups during development and review. • Emergency management scientific research and other related research. • Number and type of incidents occurring and their related reviews. • Size of population impacted by emergencies and disasters. <p>Such a knowledge and experience base should not be ignored.</p> <p>CIMS 1 was applicable for the majority of incident responses with this intent lost during the development of CIMS 2.</p> <p>CIMS edition 1 was very brief, focused on incident management and allowed motivated organisations to adopt it as it was not prescriptive.</p> |

| | Topic | ICS Differences | | | Discussion Points |
|---|----------------|--|--|---|--|
| | | AIIMS 4 th edition 2017 | CIMS 1 st edition 1998 | CIMS 2 nd edition 2014 | |
| | | | | | <p>CIMS 2 development approach, multiple doctrine layers and coordination focus are barriers to all-hazard multiagency adoption.</p> <p>CIMS 2 covers the wider emergency management framework at the expense of incident level management and begins using procedural language, getting into technical areas like template guides.</p> <p>CIMS 2 is quiet on agency specific internal operational arrangements and overarching coordination arrangements, selecting instead to use ICS as a one stop shop for emergency response. Nearly twenty years has past and CIMS is still not recognised and adopted by all agencies and organisations it is intended for.</p> |
| 4 | ICS Principles | <p>AIIMS has five overarching principles with supporting concepts. The principles are clearly stated and outline the supporting concepts applicable to each along with explanatory notes.</p> <p>They are set at the fundamental level of doctrine allowing various agencies and organisations to easily incorporate them into their industry</p> <p>Recognises that organisational business models use most of the same principles and concepts as AIIMS.</p> <p>Throughout the manual, guidance is continually referenced back to the principles to ensure context and relevance.</p> | <p>Lists seven principles with explanation for each. They are also referred to as elements, which in most cases align them with underpinning concepts.</p> <p>They were developed to address identified shortcomings with multi-agency coordination during response.</p> | <p>Lists ten principles with a brief explanation for each.</p> <p>Generally they are more procedural level doctrine and do not cover key areas that for all intents and purpose would strengthen all-hazard and multi-agency involvement e.g. Flexibility and Unity of Command (although this is mentioned as an intent).</p> | <p>Maintaining an ICS at the fundamental doctrine level allows agency specific procedure and technical needs to be utilised and does not inhibit agencies adopting the System.</p> <p>AIIMS principles ensure it remains at the desired doctrine level allowing the all-hazards multiagency approach to be incorporated, opening the way for agency and organisational adoption.</p> <p>CIMS 1 and 2 principles range across doctrine and do not fully focus on what is required for an all-hazards multiagency approach. This makes it more difficult for agencies and organisations to unravel the need for the System.</p> <p>CIMS 2 does a poor job of linking its principles to guidance, instead wanders around subjects in bit and pieces throughout the document. It finds its way into the procedural and technical levels, whereas as this should be left to agency specific needs related to their emergency type.</p> |
| 5 | ICS Framework | <p>Principle based for INCIDENT level management.</p> <p>Covers in one chapter the wider context of emergency management arrangements including coordination.</p> <p>Covers in another chapter options for welfare (relief) and recovery management as opposed to prescribing it. It recognises they are integrated with response and have responsibilities across functional areas but may include a range of agency jurisdictional responsibilities beyond incident management.</p> <p>Gives guidance on the management of community volunteers and goodwill.</p> <p>Dedicated chapter on the application of risk management in an incident management</p> | <p>Principle based for INCIDENT level management as well as introducing the wider coordination of support services needed to resolve an incident.</p> <p>Generally brief on all subject matter.</p> | <p>Principle based to include wider emergency management context utilising a single organisational construct of local, regional and national.</p> <p>Covers governmental level to incident level but loses emphasis on the incident level management with coordination taking precedent over command and control.</p> <p>Note: Small and medium incident level management is more than 90% of emergency service and other agency responses.</p> | <p>An ICS framework is required for all levels of 'INCIDENT MANAGEMENT'.</p> <p>AIIMS is for 'Incident Management' and is a part of the wider context of emergency management response. Command and control supported by coordination is the focus, making it understandable and relevant for operational management at all incident levels.</p> <p>AIIMS has been developed for operational application at the incident management level and utilises an incident classification process to help determine particular incident management structures.</p> <p>AIIMS presents incident management guidance for support arrangements above incident management as well as incident management team skills, utilisation of community volunteers and goodwill, incident risk management and AIIMS application.</p> <p>CIMS 2 emphasises the wider context of 'Emergency Management' at the expense of 'Incident Management'. Coordination outweighs command and control requirements needed for incident operations.</p> <p>CIMS 1 was operationally relevant and easy to apply with strong emphasis on incident level management with coordinated support.</p> |

| | Topic | ICS Differences | | | Discussion Points |
|---|-----------------------|--|---|--|--|
| | | AIIMS 4 th edition 2017 | CIMS 1 st edition 1998 | CIMS 2 nd edition 2014 | |
| | | context. Presents a chapter on the application of AIIMS for incident management. | | | CIMS 2 is much more difficult to understand and apply. This is due to strong emphasis on the wider emergency management context and multiple coordination response levels that side-line well understood incident command and control. |
| 6 | Functional Management | Identifies standard ICS management functional sections of Control, Operations, Planning, Intelligence, Public Information, Logistics and Finance; with provision for Investigation in complex circumstances. Identifies ICS section subordinate work units. Identifies Control support functions for Safety, Liaison and Deputy. Relief (Welfare) and Recovery functions presented as having options in regard their structural fit. Specifically identifies scalability supported with an incident level classification system. Full guidance provided on building an incident management team (IMT) based on incident classification. Supported with guidance on internal and external information flows to maintain a 'Common Operating Picture'. | Identifies standard ICS management functional sections of Control, Operations, Planning/ Intelligence and Logistics. Identifies Control support functions for Safety, Liaison and Information. Identifies ICS section subordinate work units. | Identifies standard ICS functional sections of Control, Operations, Planning, Intelligence, Public Information, Logistics and Welfare. Identifies Control support functions for Response Manager, Technical Expertise, Personal Assistant and Risk – Safety. Liaison is subordinate within Operations as is Volunteer Coordination. Identifies ICS section subordinate work units however they don't align with either CIMS 1, NIMS or AIIMS. For example the Resources and Management Support Units that were located under Planning have been replaced by Administration and Personnel Units under Logistics. In another example coordination replaces command within the Operation section, contradicting accepted concepts of command control and coordination. | Functional management is critical to building IMTs that are effective in delivering operational outputs with appropriate levels of operational support (Planning and Logistics etc.). AIIMS is designed for the delivery of incident management operational outputs. AIIMS is for incident management with functional sections identified for efficient, effective and safe incident management whatever the level and complexity. Supporting concepts and approaches give additional guidance to those tasked with agency adoption and implementation. CIMS 2 is designed as a general all-encompassing approach to all levels of response management from National to incident level, but fails at the incident level. CIMS 2 emphasises coordination with little regard for operational outputs at the incident level. Coordination outweighs command and control which are fundamental to operational outputs. This situation causes confusion and misunderstanding when applying the System, leading to a mix of application approaches that are sometimes a hybrid of all three ICS systems. This makes it very frustrating at the practitioner level for all ICS functions. CIMS 1 was at the incident level and quite workable. However it lacked guidance on where it fitted in the wider emergency management context which would have helped enabled multiagency adoption. It became out-of-date in regards public information management and current thinking about planning vs intelligence, finance, risk management and relief and recovery management. |
| 7 | Incident Planning | Comprehensive guidance for Incident Action Planning stressing the importance of flexibility in the process and containing an incident controller's intent. Recognises the need to engage with other organisations and individuals during the process. Employs principles of 'flexibility' and 'management by objective' supported by concepts of 'adaptability' and 'scalability'. Guidance is given on IAP characteristics and their critical considerations. Covers a range of plan development including mental, written outline, and written full. Utilises a planning cycle linked to intelligence cycle. | Presents a short overview of Action Planning supported by a little more detail on format, development and role responsibilities. Also presents basic form layout for situation report and plan. | Presents Action Planning in a context of multiple levels, higher to lower and multiple action plans. Introduces the concept of 'response elements' with each having its own action plan. This is further defined as a team or group that makes up part of the response and which should deliver all CIMS functions (even if one person carries them out). A hierarchy of action plans is introduced where a response element action plan follows the higher-level action plan. Specifies that action plans are a controller's document and contain their intent. However inference is there are | An Incident Action Plan is a single plan for an incident, based on the commander's (controller's) intent, and guides outputs required to bring an incident to resolution. It is well understood that incident action planning occurs at the mental level for standard everyday emergencies through to the fully analysed and tested level for complex emergencies. No matter what planning approach is used it is always employing the commander's (controller's) intent to achieve operation outputs. AIIMS focusses incident action planning on incident level management, and the requirements to bring it to resolution (it has operational focus). AIIMS concisely explains incident action planning with links to the Planning and Intelligence cycles. It is clear that such planning is to convey instructions to those responsible for undertaking work required to bring an incident to resolution. It also has regard for multiple incidents being managed as a complex of incidents under a single incident action plan. CIMS 1 focusses incident action planning on incident level management and the requirements to bring it to resolution (it had operational focus) |

| | Topic | ICS Differences | | | Discussion Points |
|---|---------------------|---|--|---|---|
| | | AIIMS 4 th edition 2017 | CIMS 1 st edition 1998 | CIMS 2 nd edition 2014 | |
| | | <p>For complex incidents the need for complementary plans is covered e.g. evacuation planning, traffic management planning, changeover and demobilisation.</p> <p>Has regard for managing multiple incidents as a complex of incidents under a single incident action plan.</p> <p>Also recognises that in communicating a plan there are multiple audiences with differing information needs (inside and outside the structure); however foremost an IAP is for those bringing an incident to resolution.</p> <p>An IAP is compiled in parts and therefore only relevant parts need to be communicated to meet an audience's need.</p> | | <p>multiple controllers at different levels or parts of a response.</p> <p>Presents guidance on applying a planning cycle linked to intelligence cycle.</p> | <p>CIMS 1 is brief and concise on incident action planning. The approach was useable for 90% plus of incident responses. This approach was lost in CIMS edition 2 and replaced by a complicated series of plans at varying levels with a hierarchy. For the majority of small and medium incidents it was difficult to comprehend and irrelevant in the circumstances.</p> <p>CIMS 2 focusses action planning at multiple level planning and multiple level management (it focusses on coordination and planning hierarchy at the expense of command and control).</p> <p>CIMS 2 introduces confusing planning concepts related to multiple action plans at the incident level with hierarchal plans above these for higher level management tiers. The intent of guidance is coordination focus at the expense of command and control and operational requirements.</p> <p>It also links action planning to the planning and intelligence cycles.</p> |
| 8 | Supporting programs | <p>Standardised training in the use of AIIMS including online introduction modules.</p> <p>Training programs for application of functional management across a range of functions.</p> <p>Training programs for application of unit level leadership.</p> <p>Management and leadership programs are available for personal development.</p> <p>An Emergency Management Professionalisation Scheme (EMPS) aiming to credential and register emergency management practitioners.</p> | <p>NZQA unit standard for basic knowledge supported by an introduction training program.</p> <p>NZQA unit standard for knowledge of Control and Management functions supported with a training program</p> <p>NZQA unit standards for application of Control, Operations, Planning and Intelligence and Logistics with adhoc training programs</p> <p>Some agency specific training programs for functional units and Control support functions.</p> | <p>Based on CIMS 1 programs with adhoc adjustment to address changes in CIMS 2</p> | <p>AIIMS is supported at the procedural level for learning and development. There are training programs for introduction, knowledge and application related to management of functions and leadership of subordinate work units. Additionally there are management and leadership programs beyond incident management aimed at the personal development.</p> <p>Also underway is the 'Emergency Management Professionalisation Scheme' aimed at credentialing those incident management personnel seeking recognition of achievement.</p> <p>CIMS 1 was supported at the procedural level for learning and development having a suit of NZQA unit standards with training material for introductory and broad knowledge understanding of the system. Formal training material above this was not generic and likely adhoc within agencies. Some agencies compiled their own guidelines along with subordinate functional unit training material.</p> <p>CIMS 2 is predominantly supported at the procedural level by reviewed and adjusted CIMS 1 training material.</p> |

ICS Functional Position - Crosswalk (Overhead Personnel)

| Canada - ICS | USA - NIIMS (ICS) | Australia - AIIMS | New Zealand - CIMS (updated 2016) | South Africa - ICS | Mexico - ICS |
|--|--|---|--|--|--|
| Incident Commander - T1 | Incident Commander - T1 | Incident Controller - Level 3 | Incident Controller - Level 3 | Incident Commander - T1 | Incident Commander |
| Incident Commander - T2 | Incident Commander - T2 | Incident Controller - Level 2 | Incident Controller - Level 2 | Incident Commander - T2 | (not typed individually, typed by Team Type assignment) |
| Incident Commander - T3 | Incident Commander - T3 | Incident Controller - Level 1 | Incident Controller - Level 1 | Incident Commander - T3 | |
| Safety Officer - T1 (with Stop Work Authority) | Safety Officer - T1 (with Stop Work Authority) | Safety Advisor | Safety Officer | Safety Officer - T1 | Safety Officer |
| Safety Officer - T2 (with Stop Work Authority) | Safety Officer - T2 (with Stop Work Authority) | (IC only has Stop Work Authority) | (IC only has Stop Work Authority) | Safety Officer - T2 | |
| Safety Officer - T3 (with Stop Work Authority) | Safety Officer - T3 (with Stop Work Authority) | | | Safety Officer - T3 | |
| Information Officer - T1 | Public Information Officer - T1 | Information Officer (reports to Plans) | Information Officer / PIM | Information Officer - T1 | Information Officer |
| Information Officer - T2 | Public Information Officer - T2 | | | Information Officer - T2 | |
| Information Officer - T3 | Public Information Officer - T3 | | | Information Officer - T3 | |
| Liaison Officer | Liaison Officer | Field Liaison | Liaison Officer | Liaison Officer | Liaison Officer |
| Operations Section Chief - T1 | Operations Section Chief - T1 | Operations Officer - Level 3 | Operations Manager - Level 3 | Operations Section Chief - T1 | Operations Section Chief |
| Operations Section Chief - T2 | Operations Section Chief - T2 | Operations Officer - Level 2 | Operations Manager - Level 2 | Operations Section Chief - T2 | (not typed individually, typed by Team Type assignment) |
| Operations Section Chief - T3 | Operations Section Chief - T3 | Operations Officer - Level 1 | Operations Manager - Level 1 | Operations Section Chief - T3 | |
| Staging Area Manager | Staging Area Manager | Staging Area Manager | Staging Area Manager | Staging Area Manager | Staging Area Manager |
| Operations Branch Director | Operations Branch Director | Divisional Commander | Divisional Commander | Operations Branch Director | Operations Branch Director |
| Division Supervisor | Division Supervisor | Sector Commander | Sector Supervisor | Division Supervisor | Division Supervisor |
| Task Force Leader | Task Force Leader | Task Force Leader | Task Force Leader | Task Force Leader | Task Force Leader |
| Strike Team Leader | Strike Team Leader | Strike Team Leader | Strike Team Leader (Leads upto 5 FF crews) | Strike Team Leader | Strike Team Leader |
| Air Operations Branch Director | Air Operations Branch Director | Air Operations Manager | Air Operations Commander | Air Operations Branch Director | Air Operations Branch Director |
| Air Tactical Group Supervisor | Air Tactical Group Supervisor | Tactical Group - Air Attack Supervisor | Air Attack Supervisor | Air Tactical Group Supervisor | Area Coordinator - Helicopters only |
| Air Support Group Supervisor | Air Support Group Supervisor | Support Group - Aircraft Officer | Air Support Supervisor | Air Support Group Supervisor | Air Support Group Supervisor |
| Helibase Manager | Helibase Manager | Helibase Manager | Helibase Manager | Helibase Manager | Helibase Manager |
| Helicopter Coordinator | | Tactical Group - Air Attack Supervisor | Air Attack Supervisor | Air Tactical Group Supervisor | Area Coordinator - Helicopters |
| Ignition Specialist | | Burn OIC (Officer in Charge) PUA FIR407B | Burn Specialist - PUA FIR407B | Ignition Specialist | Not Used |
| Plans Section Chief - T1 | Plans Section Chief - T1 | Plans Officer - Level 3 | Planning and Intelligence Manager - Level 3 | Plans Section Chief - T1 | Plans Section Chief |
| Plans Section Chief - T2 | Plans Section Chief - T2 | Plans Officer - Level 2 | Planning and Intelligence Manager - Level 2 | Plans Section Chief - T2 | (not typed individually, typed by Team Type assignment) |
| Plans Section Chief - T3 | Plans Section Chief - T3 | Plans Officer - Level 1 | Planning and Intelligence Manager - Level 1 | Plans Section Chief - T3 | |
| Resource Unit Leader | Resource Unit Leader | Resources Officer - Level 3 | Resource Unit Leader | Resource Unit Leader | Resource Unit Leader |
| | | Resources Officer - Level 2 | | | |
| | | Management Support Officer - Level 1 | | | |
| Situation Unit Leader | Situation Unit Leader | Situation Officer - Level 3 | Situation Unit Leader | Situation Unit Leader | Situation Unit Leader |
| | | Situation Officer - Level 2 | | | |
| | | Management Support - Level 1 | Information/Intelligence Unit Leader | | |
| Documentation Unit Leader | Documentation Unit Leader | Management Support - Level 1 | Management Support Unit Leader | Documentation Unit Leader | Not defined as Units - function is assigned as needed by Plans Chief |
| Demobilization Unit Leader | Demobilization Unit Leader | Not used - function of the RESL | Not used - function of the Resource Unit Leader | Demobilization Unit Leader | |
| Fire Behaviour Analyst | Fire Behaviour Analyst | Fire Behaviour Analyst | Fire Behaviour Analyst | Fire Behaviour Analyst | Technical Specialist (FBAN not used normally) |
| Logistics Section Chief - T1 | Logistics Section Chief - T1 | Logistics Support Officer - Level 1 | Logistics Manager - Level 3 | Logistics Section Chief - T1 | Logistics Section Chief |
| Logistics Section Chief - T2 | Logistics Section Chief - T2 | Logistics Officer - Level 2 | Logistics Manager - Level 2 | Logistics Section Chief - T2 | (not typed individually, typed by Team Type assignment) |
| Logistics Section Chief - T3 | Logistics Section Chief - T3 | Logistics Officer - Level 3 | Logistics Manager - Level 1 | Logistics Section Chief - T3 | |
| Support Branch Director | Support Branch Director | not used | not used | Support Branch Director | Support Branch Director |
| Service Branch Director | Service Branch Director | not used | not used | Service Branch Director | Service Branch Director |
| Communication Unit Leader | Communication Unit Leader | Communications Planning | Communication Unit Leader | Communication Unit Leader | Communication Unit Leader |
| Medical Unit Leader | Medical Unit Leader | Medical Services | Medical Unit Leader | Medical Unit Leader | Medical Unit Leader |
| Food Unit Leader | Food Unit Leader | Catering | Catering Unit Leader | Food Unit Leader | Food Unit Leader |
| Supply Unit Leader | Supply Unit Leader | Supply | Supply Unit Leader | Supply Unit Leader | Supply Unit Leader |
| Facilities Unit Leader | Facilities Unit Leader | Facilities | Facilities Unit Leader | Facilities Unit Leader | Facilities Unit Leader |
| Ground Support Unit Leader | Ground Support Unit Leader | Ground Support | Ground Support Unit Leader | Ground Support Unit Leader | Ground Support Unit Leader |
| Finance Section Chief - T1 | Finance Section Chief - T1 | | | Finance Section Chief - T1 | Finance Section Chief |
| Finance Section Chief - T2 | Finance Section Chief - T2 | Finance Officer | Finance Unit Leader (reports to Logistics Manager) | Finance Section Chief - T2 | (not typed individually, typed by Team Type assignment) |
| Finance Section Chief - T3 | Finance Section Chief - T3 | | | Finance Section Chief - T3 | |
| Time Unit Leader | Time Unit Leader | | | | |
| Cost Unit Leader | Cost Unit Leader | Not defined as Units in AIIMS - function is assigned as needed by the Finance Officer | Not defined as Units in CIMS - function is assigned as needed by the Finance Unit Leader | Defined as Units - function is assigned as needed by the Finance Officer to financial support staff. | Not defined as Units - function is assigned as necessary |
| Procurement Unit Leader | Procurement Unit Leader | | | | |
| Compensation/Claims Unit Leader | Compensation/Claims Unit Leader | | | | |
| Agency Representative | Agency Representative | Field Liaison | Field Liaison | Agency Representative | Agency Representative |

Act 1982

Competency "Cross Walk" - Functional Fire Management Positions

Functional Position: Incident Commander - T1

| | Canada | Australia | New Zealand |
|-------------------------------------|--|--|--|
| Type | Incident Commander (Type 1) | Incident Controller (Level 3) | Incident Controller (Level 3) |
| Pre-requisite Qualification | ICT2 | Meet Incident Controller (Level 2) Qualification | Meet Incident Controller (Level 2) Qualification |
| Functional Position Training | ICS Canada E-950 Incident Conmander | Strategic Command & Leadership Incident Controller (Level 3) Course (Includes advanced AIIIMS) | Must have successful experience as an Incident Controller Level 3 |
| ICS Training | ICS I-400 | see above | Unit Standard 22449 (CIMS L6) or Unit Standard 3300 (IC L6) Unit Standard 20397 (legislation L6) Unit Standard 4648 (Fire Behav L5) |
| Leadership Training | L-381 Fireline Leadership | See above | See above |
| Proficiency Requirements | Agency assessment | Agency Assessment | Agency Assessment |

| | | | |
|-------------------------------------|-------------------|---|---|
| Experience Requirements | | Must have successful experience as an Incident Controller Level 2 | Must have successful experience as an Incident Controller Level 3 |
| Certification Requirements | Agency | Agency | Unit Standards as above |
| Recertification Requirements | Agency assessment | Annual | |
| Fitness Standard | None | Medical Clearance | Medical Clearance and Med Pack test. |

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Incident Command Systems (ICS)

Defining Command, Control and Coordination

Control - Control refers to the overall direction of emergency management activities in an emergency situation. Control includes the responsibility for tasking other organisations in accordance with the needs of the situation. Control relates to situations and operates horizontally across organisations.

Command - Command is the internal direction of the members and resources of an agency in the performance of the organisation's roles and tasks, by agreement, and in accordance with relevant legislation. Command operates vertically within an organisation.

Coordination - Coordination is the bringing together of organisations and other resources to support an emergency management response.

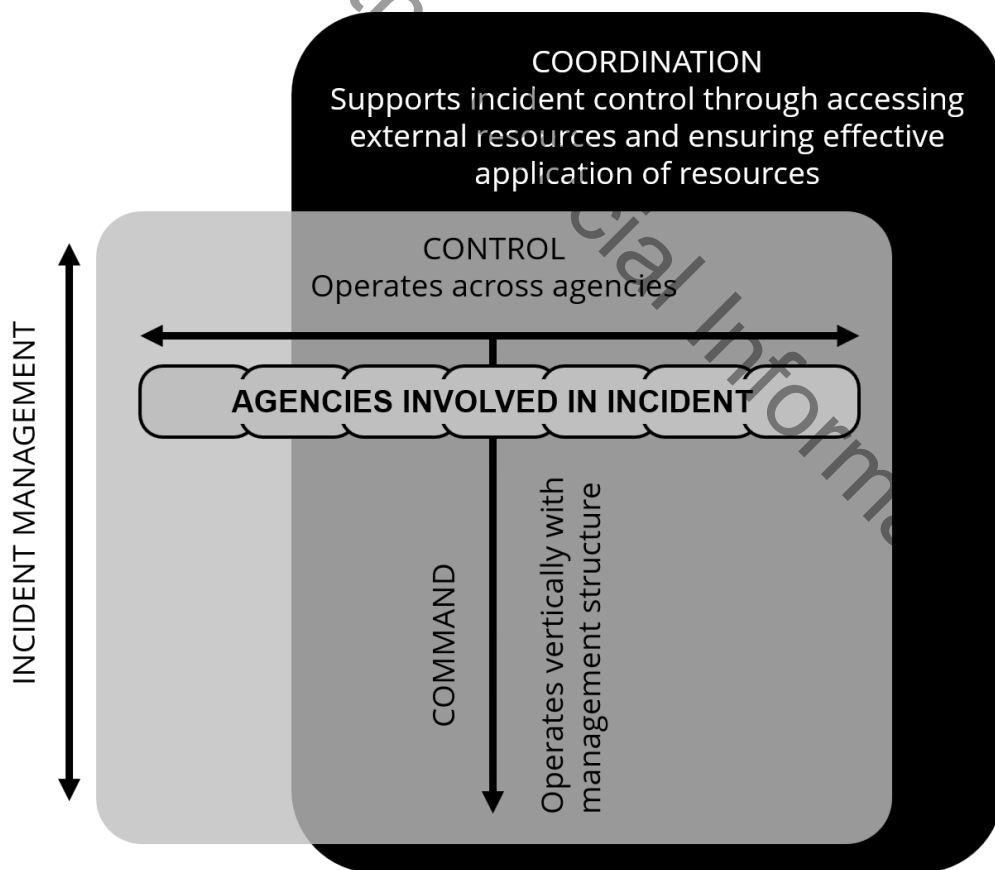


Figure **Error! No text of specified style in document.**-1 Relationship between Control, Command and Coordination

Command and Control Systems - the facilities, equipment, communications, procedures, and personnel essential for a controller to plan, direct, and control operations of assigned and attached resources pursuant to the mission.

Incident Command System (ICS) - is a systematic, proactive approach to guide departments and agencies at all levels of government, nongovernmental organisations, and the private sector to work together seamlessly and manage incidents involving all threats and hazards—regardless of cause, size, location, or complexity—in order to reduce loss of life, property and harm to the environment. CIMS and AIIMS are both incident command systems with the word 'command' sometimes substituted with 'control'.

CIMS defined - Is a framework to coordinate, command and control an incident response of any scale.

AIIMS defined - Is a system for the management of all incidents, imminent or actual, occurring in the natural or built environments; or for the many other activities that emergency management agencies, and those that support them, may have to deal with.

NIMS defined – Is a system that provides a common (US) nationwide approach to enable the whole community to work together to manage all threats and hazards. NIMS applies to all incidents, regardless of cause, size, location, or complexity

Purpose of ICS

It is designed to assist an organisation to control a particular incident, or number of incidents and to:

- minimise the impact on the community and environment
- provide for the welfare of people involved in controlling the incident
- effectively and efficiently control the incident, and
- provide a safe working environment.

ICS principles and concepts

There are five key principles with supporting concepts that are the ICS foundation and provide benchmarks for those applying it to incidents.

Table Error! No text of specified style in document.-1 ICS principles and concepts

| Principle | Underpinning concepts |
|--|--|
| <p>PRINCIPLE 1 – FLEXIBILITY</p> <p>Is adaptable to an all hazards–all agency environment. It must be able to respond to changes that occur with the evolution of an incident, both during escalation and resolution, and from a focus on response to a focus on community and agency recovery.</p> | <ol style="list-style-type: none"> 1. Common terminology 2. Adaptability and scalability |
| <p>PRINCIPLE 2 – MANAGEMENT BY OBJECTIVES</p> <p>A process of management where the Incident Controller, consulting as appropriate with the IMT and supporting agencies, determines the desired outcomes of the incident.</p> | <ol style="list-style-type: none"> 1. Common Operating Picture 2. Common terminology 3. Incident Action Plan |
| <p>PRINCIPLE 3 – FUNCTIONAL MANAGEMENT</p> <p>The process of structuring an organisation into sections or units based on the type of work to be performed. A number of critical functions that must be undertaken to manage an emergency incident effectively are identified.</p> | <ol style="list-style-type: none"> 1. Defined management structure 2. Clearly defined roles and responsibilities 3. Clearly defined information flows 4. Integrated communications 5. Designated Incident Facilities 6. Comprehensive resource management 7. Adaptability and scalability |
| <p>PRINCIPLE 4 – SPAN OF CONTROL</p> <p>A principle that must be applied in both the structuring and staffing of an IMT. The concept relates to the number of groups or individuals that can be successfully supervised by one person.</p> | <ol style="list-style-type: none"> 1. Adaptability and scalability |
| <p>PRINCIPLE 5 – UNITY OF EFFORT</p> <p>Requires coordinating activities among various organisations to achieve common objectives.</p> | <ol style="list-style-type: none"> 1. Unified Command 2. Chain of Command and Unity of Command 3. Clearly defined roles and responsibilities 4. Clearly defined information flows 5. Integrated communications |

Flexibility

The components of ICS need to be applied to any hazard and by any agency involved in preparing for, responding to and recovering from an emergency incident. An Incident

Controller and their team should build a structure, develop plans that reflect the needs of the incident response, and undertake the tasks that will implement the plan.

The incident drives the size and nature of the IMT and Incident Controllers should apply these principles when delegating roles.

Management by Objective

There can be large numbers of agencies and personnel involved in the response to an emergency event. Many of these personnel are required to make decisions on developing strategy and applying tactical response in short time frames without the opportunity for wide consultation.

Working to a common plan and a common understanding of what has happened, what is happening now, and what may occur in the immediate future is critical to an effective response, avoiding confusion and inconsistent decision making.

Management by objectives is a process where the Incident Controller, in consultation with the IMT, determines the desired outcomes or objectives of the incident response effort.

The incident objectives are communicated through briefings and the Incident Action Plan (IAP). The IAP is the overall plan for resolving the incident. An incident can have only one set of objectives and one IAP. This ensures that all incident personnel are working towards one set of objectives.

Functional Management

Effective response to an emergency requires that all those responding understand what role they play, who they need to communicate with, and what level of decision making is expected of them.

An Incident Controller and their team should build a structure, undertake the tasks, and develop plans that reflect the needs of the incident. The incident drives the size and nature of the IMT.

The tasks required of these people will be driven by the hazard, the geography and the nature of communities or assets that are exposed to the threat. For any given incident there will be many factors that will influence the Incident Controller's views of the structure and size of their IMT. Planning/Intelligence is one of the five management functions utilised by ICS. Intelligence, investigation and finance activities will often be undertaken by the Planning, Operations and Logistics Sections respectively. These functions should be established as sections where the Incident Controller believes it necessary and appropriate for the effective management of the incident.

For the purposes of ICS, a function is defined as an activity or grouping of activities addressing core responsibilities of the Incident Controller.

Span of control

The principle is applied in both the structuring and staffing of an IMT. The concept relates to the number of groups or individuals that can be successfully supervised by one person.

The ideal span of control may vary between 1:3 to 1:7, but this should be regarded as a guide, not as a rule. It maintains the supervisor's ability to effectively task, monitor and evaluate the performance of incident personnel.

The span of control will depend on many factors, such as the context and complexity of the incident; level and volume of operational activity; capability of personnel; geography; the nature of the threat; the nature of the task; and any safety risks.

Unity of effort

Unity of effort means coordinating activities among various organisations to achieve common objectives. Unity of effort enables organisations with specific jurisdictional responsibilities to support each other while maintaining their own authorities.

Underpinning Concepts That Support Principles

Common terminology

Allows diverse incident management and support organisations to work together across a wide variety of functions and hazard scenarios. This common terminology covers the following:

- **Organizational Functions:** Major functions and functional units with incident responsibilities are named and defined. Terminology for incident organisational elements is standard and consistent.
- **Resource Descriptions:** Major resources—including personnel, equipment, teams, and facilities—are given common names to help avoid confusion and to enhance interoperability.
- **Incident Facilities:** Incident management facilities are designated using common terminology.

Adaptability and scalability

The size and structure of the IMT should reflect the size and complexity of the incident and the stage of the response and recovery. The sophistication of the planning for an incident should reflect the scale and complexity of that incident.

Common Operating Picture

A description of the shared and consistent understanding the IMT has of the incident, gathered from a variety of sources to support decision making.

Incident Action Planning

Coordinated incident action planning guides incident management activities. IAPs represent a concise, coherent means of capturing and communicating incident objectives, tactics, and assignments for operational and support activities.

Defined management structure

In adopting a functional management model, there must be a clearly defined and agreed management structure that can be applied and understood by all.

Clearly defined roles and responsibilities

In defining the management structure, there must be a set of clearly defined and agreed responsibilities for all who are appointed to a role in that structure.

Clearly defined information flows

For a functional management structure to operate effectively, it must be clear what reporting relationships exist, and how the sections and units within the structure communicate to ensure the development and maintenance of the Common Operating Picture.

Integrated communications

Integrated communications provide and maintain contact among and between incident resources, enable connectivity between various levels of government, achieve situational awareness, and facilitate information sharing. A common communications plan is developed including interoperable communications processes, and systems that include voice and data links.

Designated Incident Facilities

Depending on the incident size and complexity, the Incident Controller or Unified Command establish support facilities for a variety of purposes and direct their identification and location based on the incident.

Comprehensive resource management

Maintaining an accurate and up-to-date inventory of resources is an essential component of incident management. Resources include personnel, equipment, teams, supplies, and facilities available or potentially available for assignment or allocation.

Unified Command.

When no one jurisdiction, agency or organisation has primary authority and/or the resources to manage an incident on its own, Unified Command may be established. In Unified Command, there is no one 'controller'. Instead, the Unified Command manages the incident by jointly approved objectives. A Unified Command allows these participating organisations to set aside issues such as overlapping and competing authorities, jurisdictional boundaries, and resource ownership to focus on setting clear priorities and objectives for the incident. The resulting unity of effort allows the Unified Command to allocate resources regardless of

ownership or location. Unified Command does not affect individual agency authority, responsibility, or accountability.

Chain of Command and Unity of Command.

Chain of command refers to the orderly line of authority within the ranks of the incident management organisation. Unity of command means that each individual only reports to one person. This clarifies reporting relationships and reduces confusion caused by multiple, conflicting directives, enabling leadership at all levels to effectively direct the personnel under their supervision.

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