

APPENDIX D: CITYWIDE INCIDENT MANAGEMENT SYSTEM (CIMS)

On May 14, 2004, Mayor Bloomberg and OEM announced the City's adoption of the Citywide Incident Management System (CIMS) as the City's program for responding to and recovering from emergencies, and for managing planned events.

On April 11, 2005, Mayor Bloomberg signed an executive order formally mandating its implementation. Since then, OEM has worked closely with City agencies to adapt training programs for personnel involved in the City's incident command and emergency response program to reflect the CIMS protocol.

What is CIMS?

CIMS establishes roles and responsibilities and designates authority for city, state, and other government entities, and non-profit and private sector organizations performing and supporting emergency response.

The CIMS Protocol is New York City's implementation of the National Incident Management System (NIMS). NIMS compliance is a requirement for federal domestic preparedness funding for local governments. While CIMS has been developed to address New York City's unique incident management requirements, its full compliance with NIMS ensures compatibility with incident command systems in use in other states and federal agencies. CIMS is also designed to be scalable, facilitating the integration of additional organizations, such as private sector and non-profit entities.

CIMS Key Components:

- Defines how citywide emergencies or multiple large-scale incidents will be managed.
- Defines agency roles and responsibilities at emergency incidents.
- Establishes the NIMS Incident Command System (ICS) standard as NYC's incident management system.
- Defines the ICS organizational structure.
- Establishes means of integrating regional, state, and federal agencies into a NYC response.
- Describes the operational implementation of CIMS.
- Defines how incident operations, including life safety, investigation, site management and recovery / restoration, are prioritized, and when they can be implemented concurrently.
- Establishes a process for after-action review and critique of emergency responses and implementing lessons learned.
- Defines ICS implementation and training requirements for NYC agencies participating in citywide response.

Agency Roles

Agency roles at incidents are classified as follows:

| | |
|----------------------------|---|
| Primary Agency | Agencies with incident command responsibilities. |
| Coordinating Agency | OEM is the City's coordinating agency. |
| Supporting Agency | Agencies that support incident operations by providing personnel and equipment to the incident. |

Primary Agency

Primary agencies are designated in CIMS to have overall responsibility for an incident, including overall management of strategic and tactical operations. Primary agencies will cooperate with supporting agencies to successfully achieve incident objectives. Incidents managed by a unified command will have more than one primary agency.

In a single command response, the incident commander will be the designated member of the primary agency who is responsible for overseeing that agency's operations for the incident. The incident commander will designate the operations section chief (see Appendix A for exceptions).

In a unified command response with multiple incident commanders, the primary agencies will co-locate at a single incident command post and jointly set incident objectives. The unified command may designate a single operations section chief by mutual agreement, or he/she may be designated from each primary agency with a relevant core competency.

Depending on the location and/or type of an incident, additional agencies may have jurisdictional responsibilities for managing the incident (e.g. incidents occurring on state or federal property within NYC). The primary agency matrix tries to anticipate these scenarios and identifies these agencies as potential primary agencies that will participate in a unified command, as appropriate.

Coordinating Agency

OEM, as the City's coordinating agency, may respond to multi-agency incidents and participate in the unified command, if established. At multi-agency incidents, it will be OEM's responsibility to:

- Ensure that a CIMS command structure is in place.
- Coordinate resources from response and recovery agencies.
- Relay situational information to the City's Emergency Operations Center and to the Mayor.
- Support logistics and communications needs.
- Obtain subject matter expertise.
- Facilitate transition of command and resolution of interagency differences.

In complex incidents where the primary agency designation is unclear, falls outside of the incident types listed in the primary agency matrix or changes as incident objectives are

completed, OEM, based on the CIMS Protocol, will identify the appropriate agency or agencies.

During large-scale or citywide incidents, OEM may activate the City’s Emergency Operations Center (EOC).

OEM will also coordinate and support recovery and restoration activities.

Supporting Agencies

Supporting agencies help achieve incident objectives by providing personnel and equipment to the incident. Supporting agencies accomplish this role without losing or abdicating agency authority and responsibility for their resources or functional jurisdiction. Depending on the specific nature or location of the incident, or other considerations, a supporting agency may be asked to join a unified primary agency.

Primary Agency Matrix

Unified Command Incidents

Unified Command Matrix

| INCIDENT TYPE | PRIMARY AGENCIES | POTENTIAL PRIMARY AGENCIES / SUBJECT MATTER EXPERTS * * |
|---|----------------------------|--|
| Aviation Incident | FDNY, NYPD | PANYNJ, USCG, NTSB |
| Chemical, Biological, Radiological or Nuclear (CBRN) / Haz-Mat Incident * | NYPD, FDNY | USCG, DEP, DOHMH |
| Citywide Public Health Emergency | DOHMH, NYPD, FDNY | HHC, GNYHA |
| Explosion | FDNY, NYPD | DDC, DOB, HPD |
| Natural Disaster / Weather Emergency | OEM, NYPD, FDNY, DOT, DSNY | DDC, DEP, DOB, DOHMH, Con Ed, Keyspan / LIPA |
| Rail Incident | FDNY, NYPD | MTA, PANYNJ, NJT, Amtrak |
| Utility Incident: Electric | NYPD, FDNY | Con Ed, Keyspan / LIPA |
| Utility Incident: Gas | NYPD, FDNY | Con Ed, Keyspan / LIPA |
| Utility Incident: Steam | NYPD, FDNY | Con Ed |
| Utility Incident: Water / Wastewater | DEP, FDNY, NYPD | Con Ed, Keyspan / LIPA |
| Utility Incident: Telecommunications | DOITT, NYPD, FDNY | Verizon |

*** CBRN / Haz-Mat Incident**

NYPD will be the Primary Agency (Incident Commander) at CBRN / Haz-Mat incidents. If NYPD determines there is no actual or suspected criminal activity or terrorism, a Unified Command will be implemented (See Figure 1).

The Operations Section will be a unified operations section based on agency core competencies in all circumstances, with NYPD responsible for overall site management, and assessment and investigations for criminal activity or terrorism, and with FDNY responsible for Life Safety Operations and mass decontamination. For chemical incidents, DEP will make a final assessment of the hazard, adjust or set “hot,” “warm” and “cold” zones, and direct all mitigation efforts. For biological or radiological incidents, DOHMH will make a final assessment of the hazard, adjust or set “hot,” “warm” and “cold” zones, and direct all mitigation efforts.

Figure 1 - CBRN / Haz-Mat Incident

| | Actual or Suspected Crime or Terrorism <i>NYPD to Determine</i> | No Actual or Suspected Crime or Terrorism <i>NYPD to Determine</i> |
|-------------------------|---|--|
| CBRN / Haz-Mat Incident | NYPD Single Command | Unified Command |
| | Unified Operations Section | Unified Operations Section |

* * Designation of potential primary agencies / subject matter experts in this matrix does not exclude other agencies from being designated primary agencies depending on the jurisdictional issues of a specific incident.

Single Command Incidents

Single Command Matrix

| INCIDENT TYPE | PRIMARY AGENCY |
|-----------------------------------|-------------------------------|
| Auto Extrication | NYPD / FDNY (First to arrive) |
| Boat in Distress | NYPD / FDNY (First to arrive) |
| Citywide Cyber Incident | NYPD and / or DOITT |
| Civil Disturbance | NYPD |
| Confined Space Rescue | FDNY |
| Correctional Facility Disturbance | DOC |
| Downed Tree | DPR / FDNY |
| Elevator Incident or Emergency | FDNY |
| Emotionally Disturbed Person | NYPD |
| Entrapment / Impalement | FDNY |
| Explosive Device, Bomb Threat | NYPD |
| Fire | FDNY |

| INCIDENT TYPE | PRIMARY AGENCY |
|----------------------|-----------------------|
| Hostage Incident | NYPD |
| Sniper Incident | NYPD |
| Special Event | NYPD |
| Structural Collapse | FDNY |
| Suspicious Package | NYPD |
| Water / Ice Rescue | NYPD |