incident management

The red-blue booklet

Police

Fire brigade

Ambulance services

Road authority

Salvation services

Imprint

Incident Management is a continuous growth process. Only with your practical experience and ideas, we can further optimize the IM process. That's why additions are and suggestions welcome. You can do this via the contact form on the website www.incidentmanagement.nl. Through this website you will be kept informed of the latest developments.

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Abbreviations

ANWB: Dutch private breakdown assistance (similar to AA).
BPS: Descriptive Positioning Systematic.
CMV: Central Reporting Point for Truck Storage.
COPI: Command Place Incident.
DRIP: Dynamic Route Information Panel.
IM: Traffic Incident Management.
imV3: expert in the field of Trucks, Freight and Pollution.
LCM: National Central Reporting Point for passenger cars.
MKA: Ambulance Control Room.
MTM: Motorway Traffic Management (traffic signaling system).
OC: Police Operational Center.
OTO: Educating, Training and Practicing.
OvD: Duty officer. -B (Fire Department), -G (Medical), -P (Police), -RWS (Rijkswaterstaat).
REVI: Guideline for First Safety Measures in Traffic Incidents.
RVC: Regional Traffic Center.
SIMN: Dutch Foundation for Incident Management.
STIMVA: Foundation for Truck Incident Management.
VOA: Traffic accident analysis.
VRI: Traffic control installation.
WIS: Road inspector.
WVL: Road traffic controller.

The purpose of the booklet

Incident management: an introduction

At the end of the 1990s, regular Incident Management (IM) was started on the Dutch main road network. Incident Management means the set of measures aimed at clearing the road for traffic as soon as possible after an incident has occurred. Taking this into account with road safety, representing the interests of potential victims and damage control.

The subject of IM was assigned to the Incident Management Program Office in 2008 (Rijkswaterstaat) with the aim of continuing to professionalize IM together with the chain partners. The Incident Management Netherlands Foundation (SIMN), the Incident Management Trucks Foundation (STIMVA), the IM Council and the National Platform IM were established. They create and maintain these services and manage the agreements between road authorities, recovery companies and emergency services insurers.

IM is generally only used on IM roads. Originally only national roads, but now also on the designated provincial roads and municipal roads. The current IM network can be found on the SIMN website (www.simn.nl).

In practice, IM is the collaboration between the police, fire brigade, ambulance care, road authority, recovery companies, ANWB and Royal Netherlands military police for the safe and efficient handling of an incident. Priorities here are the own safety of the IM care provider, road safety, adequate assistance to the victims, the possibility to determine the question of guilt by means of incident research, the flow of traffic and damage control.
Through good agreements between the services and better coordination of the approach of an accident, incidents are dealt with more quickly. This is good for both the victims such as the IM emergency services and the other road users: the victims are helped more quickly, the IM rescuers are exposed to danger for a shorter period of time and the other road users can continue on their way sooner. In addition, faster accident handling to reduce follow-up accidents: accidents at the tail end of the traffic jam and spectator accidents in the other lane.

More information about the organization of Incident Management can be found on the website www.incidentmanagement.nl.

What is the red-blue booklet?

For a good cooperation it is important that all parties involved are informed of each other's duties, responsibilities and authorities. In addition it must be clear who needs what information to carry out his or her tasks properly, and where to obtain that information. For this the red-blue booklet is published. This booklet provides insight into the tasks, authorities and responsibilities of the various services involved. Both the role of the employees in the control rooms / exchanges as of the employees are presented on the way.

The previous version of the red-blue booklet, detailing the duties of all involved in IM emergency services are discussed is dated from 2004. The booklet that is now in front of you is a revised and updated version thereof.

For who is it?
The booklet is especially suitable for people who are relatively new to Traffic Incident Management. It offers a first acquaintance with all the services involved are at IM and visualize the mutual structures. It's also interesting for individuals who are interested in IM for any other reason, but who are not to be active in the IM operation themselves. At this point you could think of management and staff members, internal trainers (OTO) but also to matters such as (international) knowledge exchange or recruitment of personnel.

What's in it? About what and about what not?
The booklet provides insight into the field of IM. It handles the duties, responsibilities and powers of all services involved in IM. In addition it deals with the provision of information and information exchange between services during the handling of an incident. The booklet does not provide in the description of work processes, guidelines, safety requirements and other operational agreements. Other documents already exist for this purpose, such as the REVI, In addition, the various services use their own protocols. This booklet will where necessary and possible refer to excerpts from pre-existing documents, to avoid duplications.

The ultimate goal of this booklet is therefore to provide insight into the tasks, responsibilities and powers of the various services associated with IM are involved, so that the services can do their work as well as possible and mutual cooperation will be as efficient as possible. In the end this should lead to incidents being resolved as quickly and safely as possible.

Introduction of the IM services

Which services are involved in IM?
This chapter is an introduction to the services involved in IM. It deals with the different roles in which the IM services can act, and what their duties and responsibilities are. What are the responsibilities of the joint IM services in general?

In addition to the specific tasks and responsibilities that each service has, there is also a shared responsibility of all IM services jointly. The main concern is safety: safety for the care provider himself, for those involved at the incident and for other road users. To be able to work safely emergency responders must observe the safety regulations at all times take, for example, the regulations stated in the REVI.

What are their duties and responsibilities?
The following pages describe per service which tasks and responsibilities have been established. Starting with the police, then successively the fire brigade, ambulance services, road authority and salvage services.

Police

Operational Center
The Police Operational Center (OC) is the heart of the police operation.
They receive the notification of an incident, supervise the management of units and coordinate and communicate with control rooms / exchanges of other services. For incoming reports, it is important that the operator request the correct, required information. The OC has its own query protocol.
When an incident is reported, the operator switches to the OC as soon as possible with the Regional Traffic Center (RVC) to forward the report to make. If a police unit goes to the scene, the operator stays in touch with that unit. This allows the operator to receive new, additional information about the incident and report this to the unit and vice versa.

Police unit on site
The police unit that goes to the scene of an incident has the following tasks and responsibilities:
• helping to ensure the safety of those involved and other road users;
• ensure the judicial settlement of the accident;
• helping to ensure the flow of traffic;
• care for public order;
• ensure the proper performance of work by other emergency services.

The police may decide that a traffic accident analysis (VOA) must be carried out. VOA is an investigation into the cause and circumstances of traffic accidents. It is the responsibility of the police to assess whether VOA is necessary and to have VOA carried out.
In addition, the police are responsible for calling in a medical examiner and/or arranging the transport of deceased persons.

Fire brigade

Control Room Fire Department
The Fire Brigade Control Room receives reports when the deployment of a fire department is required. Table 3 (page 16) shows at which characteristics the fire brigade is called in in the event of an incident. the dispatcher assesses the report and requests additional information, which is necessary to assess which vehicle(s) should go on site. The fire brigade control room has its own request protocol for this.

Fire department on site
The fire department that goes to the scene of an incident has the following tasks and responsibilities:
• declaring the safety of the incident location;
• provide assistance to victims, together with ambulance personnel;
• extinguishing fires;
• liberating victims;
• take measures in the event of the leaking of harmful substances.

Ambulance

Emergency Room Ambulance Care
The Ambulance Care Control Room (MKA) receives reports of incidents when the deployment of an ambulance unit is necessary. Table 3 indicates at which characteristics the ambulance is called in during an incident. The employee in the control room assesses the report and requests additional information, necessary to assess which vehicle(s) should go on site and whether, for example, a Mobile Medical Team (MMT) should be engaged. The MKA has its own request protocol for this.

Ambulance unit on site
The ambulance unit that goes to the scene of an incident has the following tasks and responsibilities:
• estimate the number of ambulances needed;
• call in more medical assistance through the MKA if necessary;
• rescue victims together with the fire service;
• provide medical assistance;
• transport victims to the hospital.

Road management

Traffic control center
An incident is reported at the Regional Traffic Center (RVC)*. This report can come from the OC Police, from other IM services on the road (eg. recovery companies), from road users (through the national traffic control centre) or by own staff (self observation by road traffic controller or report by road inspector).
The road traffic controller (WVL) or tunnel operator assesses which services must be informed about an incidents are controlled to go on site, according to the characteristics shown in Table 3 (p. 16). The WVL remains in contact with the services that go on site, to provide them with new, additional information about the incident, the traffic situation around the incident and the approach route. In addition, the WVL in securing the incident, and as much as possible guaranteeing the traffic flow, by taking (dynamic) traffic management measures.

Road Inspector/OvD
The duties and responsibilities of the road steward (WIS) who is on site when an incident is reported, are translated into six work processes (displayed based on prioritization):
• taking safety measures;
• traffic flow;
• redirecting traffic;
• recovery and salvation;
• damage repair/clean-up/environmental pollution prevention;
• inform road users.

In order to be able to carry out these tasks and responsibilities, the WIS has the authority to engage contracted contractors.

* Also traffic control center of a province or municipality can act as 'RVC'.

Salvage

National Central Reporting Point
The National Central Reporting Point (LCM) accepts reports that are provided by the RVC, the Police OC or other (agreed) reporting services. These are reports of incidents involving one or more passenger cars. The operator assesses the report and sends the contracted recovery agent to the incident location. The recovery company must be informed about the number and type of recovery vehicles to be used. The operator also informs the RVC about controlling the salvage.

Central Reporting Point Truck Salvage
The Central Reporting Point for Truck Salvage (CMV) also accepts reports that are provided by the RVC, the Police OC or other (agreed) reporting services. In this case, these are reports of an incident in which one or more trucks are involved. The operator requests the necessary information.
This concerns a number of specific matters. These are described on page 14. The CMV directs a selected truck recovery company and informs the RVC about this. The CMV also reports on the basis of deployment criteria (that are stated in advance) to send to the imV3 expert, after which, as a result of the necessity, it is decided to actually deploy that service. Also through the CMV other specialist service providers (e.g. animal specialist, environmental service) are requested to go on site.

salvage company
The tasks and responsibilities of the IM recovery company during the IM process are:
• ensure that the salvage work can be carried out safely;
• taking damage-limiting measures;
• clearing the incident location by salvaging the vehicle and cargo;
• consult with the road inspector/duty officer about the recovery plan;
• consult with an imV3 expert if applicable;
• taking care of the driver (and passengers) and possibly arranging replacement transport;
• take care of the cargo.

imV3 expert
The imV3 expert is called in if considered necessary in the salvage process. In that case, the CMV will send the imV3 expert to the incident location. The imV3 expert advises the road steward of the road authority about the measures to be taken regarding lorries, freight and pollution.
Helpful advice is given about the way in which the salvage is executed. A trade-off is made between the residual value of the vehicles and the load against the economic damage of the traffic jam.

ANWB

The tasks and responsibilities of the ANWB during the IM process are:

- ensure that the breakdown assistance work can be carried out safely;
- at the incident location: coordination of roadside assistance staff with the RVC about the procedure at the scene of the incident;
- report accidents and unsafe breakdowns to the LCM*;
- reports are made electronically where possible.

* And, if deemed necessary by the ANWB, additionally with the OC police, RVC, MKA and/or 112; depending on the incident and the ANWB business unit.

The startup of IM: the notification

How and at which services are reports of incidents received?
Most reports of incidents are received by the OC Police or at the RVC. The notifications can be received in several ways and persevered; often by telephone or automatically. A more detailed explanation of the different ways is beyond the scope of this red-blue booklet. The RVC can also initiate reports itself when the WVL itself perceives an incident. The control center that takes the first report of an incident will initiate the IM salvaging. This means that the control center that generates the report will then contact the control rooms of the other services (ambulance, fire brigade, LCM and CMV), for which the relevant report is important. The description and characteristics of an incident determine which services are to be informed. In mutual consultation between OC Police and RVC, a different procedure is possible; for example, it can be agreed that an OC Police will pass on all reports to the RVC, after which the RVC starts up the IM recovery through LCM and CMV. Also agreements can be made with ANWB and recovery companies to (under conditions) directly start up an IM recovery through LCM and CMV.

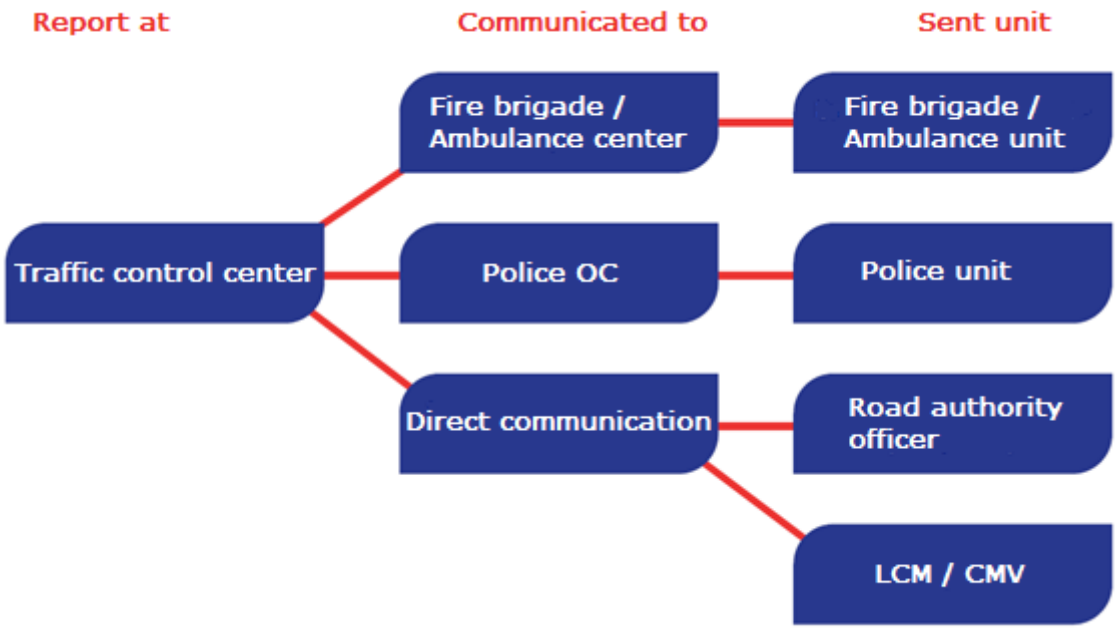

figure 1: the reporting process of a report that arrives at the traffic control center

Figures 1 and 2 provide an overview of the reporting process. Figures 1 & 2 show that a report can reach both the OC Police and the RVC. Table 1 on the next page shows how, with which service and from which source notification can be received.

As can be seen in Figures 1 and 2 below, the processes differ slightly.
When a report arrives at the RVC, the operator sends a road inspector on its way and there will be communication with the OC Police. When a report is send the OC Police, the dispatcher can immediately send a police unit to the scene and there will be communication with the RVC. The control center that created the report, then contacts the control rooms of the other services (ambulance, fire brigade, LCM and CMV), if necessary.

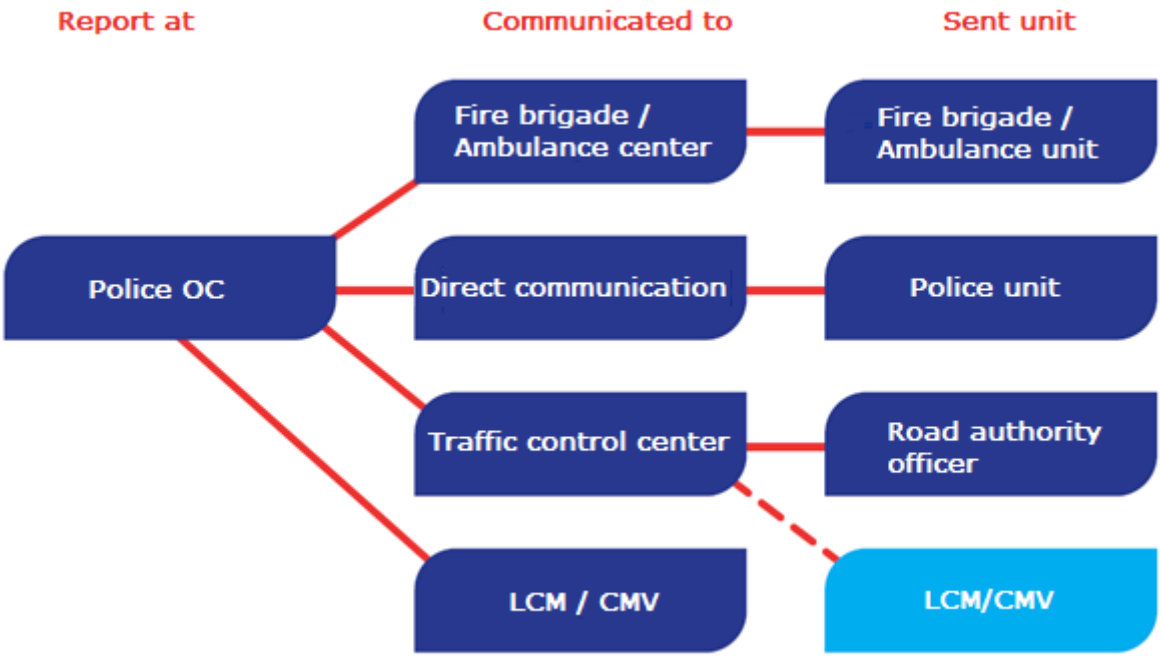

figure 2: the reporting process of a report that arrives at the police OC

	Telephone	Through another center	Own observation
Police OC	after reporting from road users or police units	report forwarded from traffic center	
Traffic center	after reporting from road users or police units, road inspectors	report forwarded from police OC	monitoring through cameras and other reporting systems

Table 1: the reporting of an incident

What information does a notification consist of? What is the most basic information on a report that a first responding IM service needs?

The first, most basic information when reporting an incident on a IM road:

• The exact location of the incident (according to BPS);

• A brief description of the nature of the incident.

In addition to the exact location of an incident, also a brief description of the nature of the incident is part of the first report. Table 2 below indicates which descriptions there are in general and which IM services should be informed about this.

	Police	Fire brigade	Ambulance	Road authority	Recovery & Salvage
accident (TIM material)	x			x	x
accident (injuries)	x	x	x	x	x
breakdown				x	x
obstacle on the road				x	
animals (dead, injured, running loose)				x	
polluted road surface				x	
faulty TIM systems				x	
ghost rider				x	
	x			x	

Table 2: descriptions which IM service to inform

1 The police arrive at the scene of an accident (material damage) in certain circumstances, e.g. when a driver left the scene of the accident, a driver under the influence of alcohol/drugs, aggression etc.

2 The fire brigade arrives at the scene when there is an entrapment. In case of an injury, entrapment is initially not assumed.

3 In the event of a breakdown that is dangerous, a salvage is also started.

What information should be made available in the second instance with which IM service?

Once the location and nature of an incident are known, it is important to to get more information quickly. This information can be used to determine, among other things, which (additional) services should be engaged and which traffic measures must be taken. This section describes which information is of secondary importance.

In order to determine which IM services should be informed, it should be clear are which characteristics apply to the incident.

Table 3 provides an overview of characteristics and for which IM services these characteristics are interesting.

	Police	Fire brigade	Ambulance	Road authority	Recovery & Salvage
Injury					
incapacitation	X		X	X	
(suspected) injury	X		X	X	
casualties	X	X	X	X	
high speed accidents	X	X	X	X	X
entrapment	X	X	X	X	
Vehicles					
number of vehicles	X	X		X	X
condition of the vehicle	X			X	X
nature of the vehicle	X	X		X	X
Risk factors					
(suspicion of) fire		X		X	
(suspicion of) hazardous substances	X	X	X	X	X
bad weather conditions	X	X	X	X	X
tunnel or bridge	X	X	X	X	X
battery pack damaged		X		X	X

Table 3: overview of interesting characteristics for IM services

The implementation of IM:
communication and sharing information

What additional information do the IM services need to go through the IM process as safe and efficient as possible?

This section describes what information the IM services need, in the approach stage and when they arrive on site, for good performing their duties. First, it describes what general information should be made available, which is important for all services. Then a description per emergency service follows.

Additional general information
Traffic situation and accessibility incident:
• Vehicle location (roadway, lane, hard shoulder, difficult places);
• Extent of blockage;
• Availability of other lanes (for traffic and approaching services);
• Status of traffic jams;
• Road layout (accessibility).

Based on this information, IM services determine their route to the place of the incident. The WVL can also take measures in the traffic control center based on the information. The information described above can directly be obtained (partially if needed) from the reporter when he or she reports the incident. The rest of the information should be collected by the traffic control center (based on own observations) and by the IM service that arrives first on the scene. The IM service who arrives first on the scene, has an important role in the provision of information.

This IM service has to verify which information from tables 2 and 3 and which trafficinformation is already known at the traffic control center and, if possible, has to complete this information. The traffic control center can take traffic measures based on the additional information, such as closing a certain lane (by placing a red cross), setting a lower speed (on matrix panels) and the activating diversion routes (through DRIPs).

In addition, it is important for every service to be aware of any risk factor or other specific points of interest at the site of the incident.

Additional information police
• Information about the circumstances of the accident;
• Information that is important for the legal settlement of the accident (traces/victim identification/accident analysis).

Additional information fire brigade
• Presence of hazardous substances (signature plates, labels, etc.);
• Leakage;
• Entrapment;
• Any vapour, smoke development;
• Fire.

Additional information ambulance
• Number of persons and the nature of the injury;
• Is there a life-threatening victim(s).

Additional information road manager
• Damage to the road, road furniture or environmental damage;
• Information about taking additional traffic measures;
• Information about the expected handling time of the incident.

Additional information salvage company
• Information about the status of investigation/accident analysis;
• Are there special situations that could complicate the recovery process (high voltage pylons, viaducts, etc.)

Additional information on truck involvement

A number of specific matters are important in the involvement of lorries.

This concerns:
• Type of cargo;
• Presence of hazardous substances;
• Livestock;
• Status of the truck (standing/lying);
• Total weight (weight class) of the truck;
• The equipment to be used (tow, tow truck or crane).

This information is required for any incident involving a lorry; especially important for the imV3 expert, if they are called in.

An imV3 expert is called in by the CMV when:
i. the truck is tilted or blocking the road;
ii. there is a truck fire;
iii. there are several lorries involved;
iv. there is environmental damage, oil or diesel leakage;
v. there is lost cargo, live cargo and/or valuable cargo;
vi. there is ADR cargo (dangerous substances);
vii. there is serious infrastructural damage;
viii. cargo is in danger of being lost;
ix. a complex situation has arisen in addition to the aforementioned criteria, which requires the deployment of an expert in the field of truck, freight and pollution desirable or necessary, to be judged by the CMV.

Who directs whom?

Tables 2 and 3 provide an overview of which IM services should be on-site come and in which situations. The OC Police or the RVC, depending on which center gets the message first, start the IM process. The operator asks, if necessary, the deployment of emergency services (ambulance/fire brigade) and recovery companies (LCM/CMV) through the relevant centers. The OC Police and the RVC then supervise engaging their own units. The CMV assesses whether the deployment of an imV3 expert is needed. A schematic representation of this process is also included in figure 1. In addition, there are a number of other services that must be informed in specific cases, e.g. in the event of contamination, risks for public health or lost cargo, such as utilities, (surface) water managers, animal specialists, etc.

What use do the IM services have when they are on site? How can they simplify each other's work processes?
The emergency service already on site can enable arriving emergency services to do their job to the best of their ability, by gathering essential information and transfer it to the other services.

CoPI
In case of large-scale or complex incidents – or when small-scale incidents grow into large-scale incidents - can be scaled up to a GRIP phase. Duty Officers (OvD) from the various services will go to the incident location. Together, they form the CoPI: the incident location command.

The CoPI is responsible for operational management on site, coordination with other relevant services and advising the regional operational team. In the CoPI these officers are delegated: Officer of the Fire Service (OvD-B), Officer of Medical Service (OvD-G), Police Officer (OvD-P) and the Officer of the Road Authority (OvD-RWS). The latter can also be the Duty Officer that belongs to another road authority, such as the municipality. If necessary, the CoPI is supplemented by representatives of other chain partners and/or services. The CoPI is led by a CoPI leader, regularly the Officer of the Fire Service (OvD-B).


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