



U. S. EPA

**ICS-400: Advanced ICS for
Command and General Staff,
Complex Incidents and MACS**

**Student Manual
December 2011**

This page intentionally left blank.

Purpose This course provides training on and resources for personnel who require advanced application of the Incident Command System (ICS).

Course Objectives The course objectives are as follows:

- Explain how major incidents pose special management challenges.
- Describe the circumstances in which an Area Command is established.
- Describe the circumstances in which multiagency coordination systems are established.

Training Content The training is comprised of the following lessons:

- Unit 1: Course Overview
- Unit 2: Fundamentals Review for Command and General Staff
- Unit 3: Major and/or Complex Incident/Event Management
- Unit 4: Area Command
- Unit 5: Multiagency Coordination
- Unit 6: Course Summary

ICS Training and NIMS The National Incident Management Systems (NIMS) National Standard Curriculum: Training Development Guidance outlines the system's ICS concepts and principles, management characteristics, organizations and operations, organizational element titles, and recommendations for a model curriculum. It also provides an evaluation checklist for content that may be used to make sure that the training meets the “as taught by DHS” standard. The guidance document is available for download from the NIMS Homepage at www.fema.gov/nims.

The model NIMS ICS curriculum organizes four levels of training: ICS-100, Introduction to ICS; ICS-200, Basic ICS; ICS-300, Intermediate ICS; and ICS-400, Advanced ICS. ICS training provided by the Emergency Management Institute (EMI), the National Fire Academy (NFA), the National Wildfire Coordinating Group (NWCG), the U.S. Department of Agriculture (USDA), the Environmental Protection Agency (EPA), and the U.S. Coast Guard (USCG) follow this model.

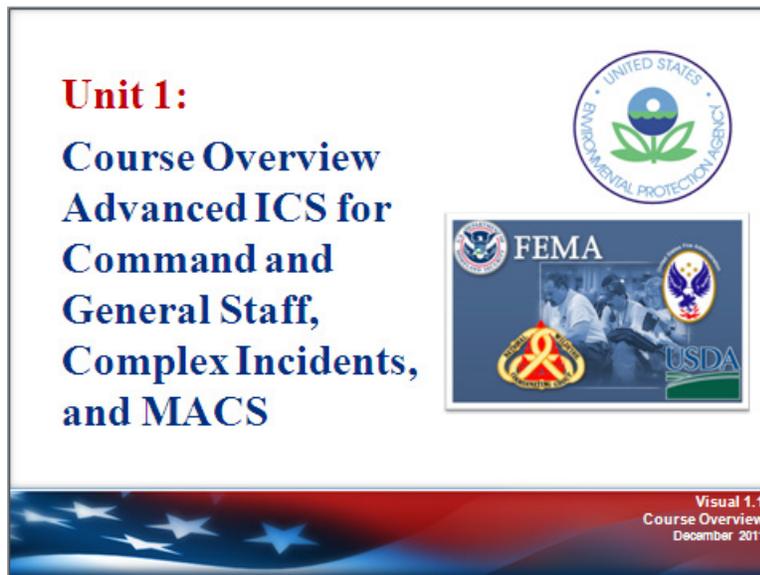
According to the National Integration Center, emergency management and response personnel already ICS trained do not need retraining if their previous training is consistent with the DHS standard. Acceptable ICS training would include ICS courses managed, administered, or delivered by EMI, the NFA, NWCG, USDA, EPA, or the USCG. For more information about NIMS ICS, access www.fema.gov/emergency/nims.

Unit 1: Course Overview

This page intentionally left blank.



Visual 1.1



Visual Description: Course Introduction

Key Points

Welcome to the ICS-400 course. This course provides training on and resources for personnel who require advanced application of the Incident Command System (ICS). This course builds on the ICS-100, ICS-200, and ICS-300 courses.



Visual 1.2

ICS-400 Course Goals

- Explain how major incidents pose special management challenges.
- Describe the circumstances in which an Area Command is established.
- Describe the circumstances in which multiagency coordination systems are established.

This course is designed for senior personnel who are expected to perform in a management capacity in an Area Command or multiagency coordination system.

Visual 1.2
Course Overview
December 2011

Visual Description: ICS-400 Course Objectives

Key Points

By the end of this course, you should be able to:

- Explain how major incidents pose special management challenges.
- Describe the circumstances in which an Area Command is established.
- Describe the circumstances in which multiagency coordination systems are established.

This course is designed for senior personnel who are expected to perform in a management capacity in an Area Command or multiagency coordination system, or as part of an Incident Management Team.

This course is designed to provide overall incident management skills rather than tactical expertise. Additional courses are available on developing and implementing incident tactics.

Course and Unit objectives were developed by the National Wildfire Coordinating Group (NWCG) and were revised in coordination with the U.S. Department of Homeland Security, the NIMS Integration Center (NIC), U.S. Department of Agriculture, the U.S. Fire Administration, and the Emergency Management Institute (EMI) in 2005.



Visual 1.3

Student Introductions



- Name, job title, and organization
- Overall experience with emergency or incident response
- Incident Command System (ICS) qualifications and most recent ICS experience

Visual 1.3
Course Overview
December 2011

Visual Description: Student Introductions

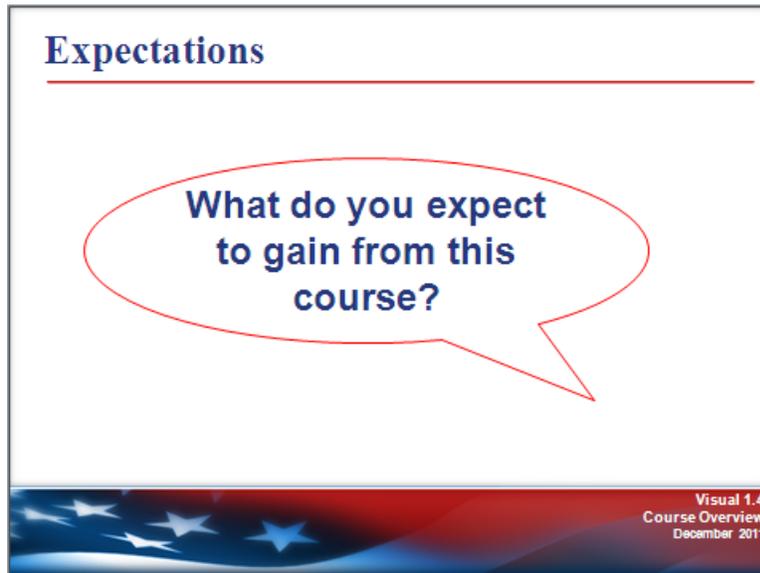
Key Points

Present your:

- Name, job title, and organization.
- Overall experience with emergency or incident response.
- ICS qualifications and most recent ICS experience.



Visual 1.4



Visual Description: What do you expect to gain from this course?

Key Points

Please mention one thing you hope to learn in this course.



Visual 1.5

Instructor Expectations

- Cooperate with the group.
- Be open minded to new ideas.
- Participate actively in all of the training activities and exercises.
- Return to class at the stated time.
- Use what you learn in the course to perform effectively within an ICS organization.



Visual 1.5
Course Overview
December 2011

Visual Description: Instructor Expectations

Key Points

During this course, you will be expected to:

- Cooperate with the group.
- Be open minded to new ideas.
- Participate actively in all of the training activities and exercises.
- Return to class at the stated time.
- Use what they learn in the course to perform effectively within an ICS organization.



Visual 1.6



Visual Description: What challenges do you face in managing complex incidents?

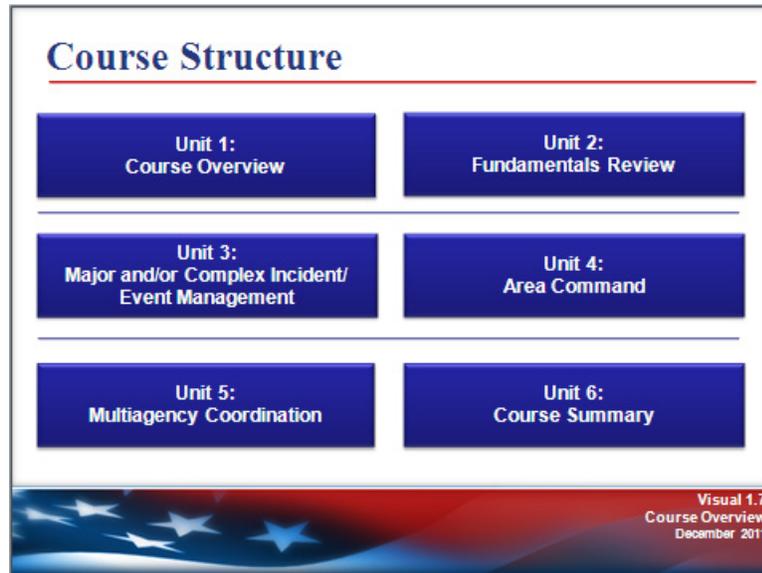
Key Points

What challenges do you face in managing complex incidents?

Remember that a jurisdiction does not have to be large to experience a complex incident or event.



Visual 1.7



Visual Description: Course Structure

Key Points

This course includes the following six units:

- Unit 1: Course Overview (current lesson)
- Unit 2: Fundamentals Review for Command and General Staff
- Unit 3: Major and/or Complex Incident/Event Management
- Unit 4: Area Command
- Unit 5: Multiagency Coordination
- Unit 6: Course Summary



Visual 1.8

Course Logistics

- Course agenda
- Sign-in sheet
- Housekeeping
 - Breaks
 - Message and telephone location
 - Cell phone policy
 - Facilities
 - Other concerns



Visual 1.8
Course Overview
December 2011

Visual Description: Course Logistics

Key Points

Course logistics include:

- Sign-in sheet
- Housekeeping:
 - Breaks
 - Message and telephone location
 - Cell phone policy
 - Facilities
 - Emergency procedures, including emergency exits, tornado shelters, etc.
- Other concerns



Visual 1.9

Successful Course Completion

- Participate in unit activities/exercises.
- Achieve 70% or higher on the final exam.
- Complete the end-of-course evaluation



Visual 1.9
Course Overview
December 2011

Visual Description: Successful Course Completion

Key Points

Successful course completion requires you to:

- Participate in unit activities/exercises.
- Achieve 70% or higher on the final exam.
- Complete the end-of-course evaluation.

The next unit presents a review of Command and General Staff fundamentals.

Your Notes:

Unit 2: Fundamentals Review for Command and General Staff

Unit Objectives

At the end of this unit, you should be able to:

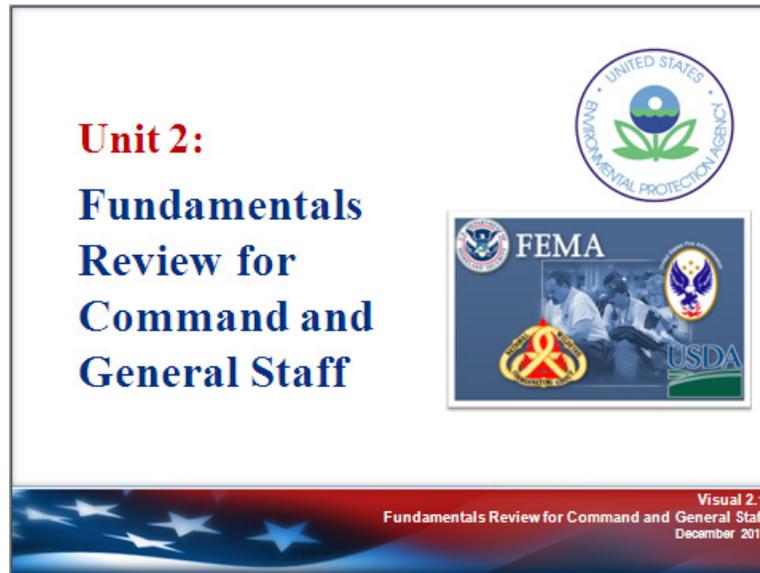
- Describe types of agency(ies) policies, guidelines, and agreements that influence management of complex incident or event activities.
 - Describe issues that influence incident complexity and the tools available to analyze complexity.
 - Describe the process for transfer of command.
 - Describe the primary guidelines and responsibilities of the Command and General Staff positions.
 - List the major steps in the planning process.
 - Describe the purposes and responsibilities of Agency Representatives or Technical Specialists, reporting relationships, and how they can be used effectively within the incident organization.
 - Define the advantages of Unified Command and list the kinds of situations that may call for a Unified Command organization.
 - Describe how Unified Command functions on a multijurisdiction or multiagency incident.
-

Scope

- Unit Introduction
 - Unit Objectives
 - Activity
-



Visual 2.1



Visual Description: Unit Introduction

Key Points

This unit will review the ICS features and concepts presented in ICS-100 through ICS-300.

An activity will be used to cover the materials.



Visual 2.2

Unit Objectives (1 of 2)

- Describe types of agency(ies) policies, guidelines, and agreements that influence management of incident or event activities.
- Describe issues that influence incident complexity and the tools available to analyze complexity.
- Describe the process for transfer of command.
- Describe the primary guidelines and responsibilities of the Command and General Staff positions.
- List the major steps in the planning process.

Visual 2.2
Fundamentals Review for Command and General Staff
December 2011

Visual Description: Unit Objectives (1 of 2)

Key Points

By the end of this unit, you should be able to:

- Describe types of agency(ies) policies, guidelines, and agreements that influence management of incident or event activities.
- Describe issues that influence incident complexity and the tools available to analyze complexity.
- Describe the process for transfer of command.
- Describe the primary guidelines and responsibilities of the Command and General Staff positions.
- List the major steps in the planning process.



Visual 2.3

Unit Objectives (2 of 2)

- Describe the purposes and responsibilities of Agency Representatives or Technical Specialists, reporting relationships, and how they can be used effectively within the incident organization.
- Define the advantages of Unified Command and list the kinds of situations that may call for a Unified Command organization.
- Describe how Unified Command functions on a multijurisdiction or multiagency incident.

Visual 2.3
Fundamentals Review for Command and General Staff
December 2011

Visual Description: Unit Objectives (2 of 2)

Key Points

By the end of this unit, you should also be able to:

- Describe the purposes and responsibilities of Agency Representatives or Technical Specialists, reporting relationships, and how they can be used effectively within the incident organization.
- Define the advantages of Unified Command and list the kinds of situations that may call for a Unified Command organization.
- Describe how Unified Command functions on a multijurisdiction or multiagency incident.



Visual 2.4

Review Activity



Follow instructions . . .

- Presented by instructors.
- Outlined on handouts.

Visual 2.4
Fundamentals Review for Command and General Staff
December 2011

Visual Description: Review Activity Scenario

Key Points



Visual 2.5

Review Activity: Instructions

1. You will be assigned to one of five teams. Each team will select a leader.
2. Each team will be given an assigned area. During the next 75 minutes, each team will develop a 10- to 15-minute presentation that:
 - Is based on the scenario.
 - Addresses all assigned questions.
 - Uses chart paper to create visual displays and bullet items summarizing key points.
 - Allows ALL team members to have a role during the presentation.
3. Use the review materials in your Student Manuals to help formulate your presentations!

Visual 2.5
Fundamentals Review for Command and General Staff
December 2011

Visual Description: Review Activity Instructions

Key Points

Instructions:

1. You will be assigned to one of five groups. Each group will select a leader.
2. Each group will be given a list of assigned issues. During the next 75 minutes, each group will develop a **10- to 15-minute presentation** that:
 - Is based on the scenario.
 - Addresses all assigned questions.
 - Uses chart paper to create visual displays and bullet items summarizing key points.
 - Allows **ALL** group members to have a role during the presentation.
3. Use the review materials at the end of this unit to help formulate your presentations.
4. After 75 minutes, each group will make its presentation to the class.



Visual 2.6

Activity Debrief (1 of 2)	
Team Assignment	Points To Cover
Complexity & Transfer of Command	<ul style="list-style-type: none"> ▪ Factors/scenarios that increase complexity ▪ Strategies for maintaining situational awareness ▪ Steps for assuming command
Command Staff	<ul style="list-style-type: none"> ▪ Primary responsibilities of the Incident Commanders within Unified Command ▪ Primary responsibilities of the Officers
General Staff—Tactical Resources	<ul style="list-style-type: none"> ▪ Operations Section Chief responsibilities ▪ Tactical resource needs ▪ Span of control ▪ Ops Section organizational structure

Visual 2.6
Fundamentals Review for Command and General Staff
December 2011

Visual Description: Debrief Points

Key Points

When it's your group's turn, deliver your 10- to 15-minute presentation, making sure to include all group members and to cover all the assigned questions.



Visual 2.7

Activity Debrief (2 of 2)	
Team Assignment	Points To Cover
Planning	<ul style="list-style-type: none">▪ Planning process responsibilities▪ Initial incident objectives▪ Length of first operational period▪ Major steps/meetings conducted▪ ICS forms used
Unified Command	<ul style="list-style-type: none">▪ Unified Command advantages▪ Jurisdictions/agencies included in the Unified Command structure▪ Top three challenges associated with using Unified Command▪ Strategies to address challenges

Visual 2.7
Fundamentals Review for Command and General Staff
December 2011

Visual Description: Debrief Points

Key Points

When it's your group's turn, deliver your 10- to 15-minute presentation, making sure to include all group members and to cover all the assigned questions.

Review Materials

Incident Command System (ICS)

ICS was developed in the 1970s following a series of catastrophic fires in California's urban interface. Property damage ran into the millions, and many people died or were injured. The personnel assigned to determine the causes of these outcomes studied the case histories and discovered that response problems could rarely be attributed to lack of resources or failure of tactics. Surprisingly, studies found that response problems were far more likely to result from inadequate management than from any other single reason.

The Incident Command System:

- Is a standardized management tool for meeting the demands of small or large emergency or nonemergency situations.
- Represents "best practices" and has become the standard for emergency management across the country.
- May be used for planned events, natural disasters, and acts of terrorism.
- Is a key feature of the National Incident Management System (NIMS).

The ICS is a management system designed to enable effective and efficient domestic incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to enable effective and efficient domestic incident management. A basic premise of ICS is that it is widely applicable. It is used to organize both near-term and long-term field-level operations for a broad spectrum of emergencies, from small to complex incidents, both natural and manmade. ICS is used by all levels of government—Federal, State, local, and tribal—as well as by many private-sector and nongovernmental organizations. ICS is also applicable across disciplines. It is normally structured to facilitate activities in five major functional areas: command, operations, planning, logistics, and finance and administration.

Incident Complexity

“Incident complexity” is the combination of involved factors that affect the probability of control of an incident. Many factors determine the complexity of an incident, including, but not limited to, area involved, threat to life and property, political sensitivity, organizational complexity, jurisdictional boundaries, values at risk, weather, strategy and tactics, and agency policy.

Incident complexity is considered when making incident management level, staffing, and safety decisions.

Various analysis tools have been developed to assist consideration of important factors involved in incident complexity. Listed below are the factors that may be considered in analyzing incident complexity:

- Impacts to life, property, and the economy
- Community and responder safety
- Potential hazardous materials
- Weather and other environmental influences
- Likelihood of cascading events
- Potential crime scene (including terrorism)
- Political sensitivity, external influences, and media relations
- Area involved, jurisdictional boundaries
- Availability of resources

ICS Review Materials: ICS History and Features

ICS Features

The 14 essential ICS features are listed below:

- **Common Terminology:** Using common terminology helps to define organizational functions, incident facilities, resource descriptions, and position titles.
- **Modular Organization:** The Incident Command organizational structure develops in a modular fashion that is based on the size and complexity of the incident, as well as the specifics of the hazard environment created by the incident.
- **Management by Objectives:** Includes establishing overarching objectives; developing strategies based on incident objectives; developing and issuing assignments, plans, procedures, and protocols; establishing specific, measurable objectives for various incident management functional activities and directing efforts to attain them, in support of defined strategies; and documenting results to measure performance and facilitate corrective action.
- **Incident Action Planning:** Incident Action Plans (IAPs) provide a coherent means of communicating the overall incident objectives in the context of both operational and support activities.
- **Manageable Span of Control:** Span of control is key to effective and efficient incident management. Within ICS, the span of control of any individual with incident management supervisory responsibility should range from three to seven subordinates.
- **Incident Locations and Facilities:** Various types of operational support facilities are established in the vicinity of an incident to accomplish a variety of purposes. Typical designated facilities include Incident Command Posts, Bases, Camps, Staging Areas, Mass Casualty Triage Areas, and others as required.
- **Comprehensive Resource Management:** Maintaining an accurate and up-to-date picture of resource utilization is a critical component of incident management. Resources are defined as personnel, teams, equipment, supplies, and facilities available or potentially available for assignment or allocation in support of incident management and emergency response activities.
- **Integrated Communications:** Incident communications are facilitated through the development and use of a common communications plan and interoperable communications processes and architectures.
- **Establishment and Transfer of Command:** The command function must be clearly established from the beginning of an incident. When command is transferred, the process must include a briefing that captures all essential information for continuing safe and effective operations.

(Continued on the next page.)

ICS Review Materials: ICS History and Features

ICS Features (Continued)

- **Chain of Command and Unity of Command:** Chain of command refers to the orderly line of authority within the ranks of the incident management organization. Unity of command means that every individual has a designated supervisor to whom he or she reports at the scene of the incident. These principles clarify reporting relationships and eliminate the confusion caused by multiple, conflicting directives. Incident managers at all levels must be able to control the actions of all personnel under their supervision.
- **Unified Command:** In incidents involving multiple jurisdictions, a single jurisdiction with multiagency involvement, or multiple jurisdictions with multiagency involvement, Unified Command allows agencies with different legal, geographic, and functional authorities and responsibilities to work together effectively without affecting individual agency authority, responsibility, or accountability.
- **Accountability:** Effective accountability at all jurisdictional levels and within individual functional areas during incident operations is essential. To that end, the following principles must be adhered to:
 - **Check-In:** All responders, regardless of agency affiliation, must report in to receive an assignment in accordance with the procedures established by the Incident Commander.
 - **Incident Action Plan:** Response operations must be directed and coordinated as outlined in the IAP.
 - **Unity of Command:** Each individual involved in incident operations will be assigned to only one supervisor.
 - **Personal Responsibility:** All responders are expected to use good judgment and be accountable for their actions.
 - **Span of Control:** Supervisors must be able to adequately supervise and control their subordinates, as well as communicate with and manage all resources under their supervision.
 - **Resource Tracking:** Supervisors must record and report resource status changes as they occur.
- **Dispatch/Deployment:** Personnel and equipment should respond only when requested or when dispatched by an appropriate authority.
- **Information and Intelligence Management:** The incident management organization must establish a process for gathering, analyzing, sharing, and managing incident-related information and intelligence.

Transfer of Command

The process of moving the responsibility for incident command from one Incident Commander to another is called “transfer of command.” It should be recognized that transition of command on an expanding incident is to be expected. It does not reflect on the competency of the current Incident Commander.

There are five important steps in effectively assuming command of an incident in progress.

Step 1: The incoming Incident Commander should, if at all possible, personally perform an assessment of the incident situation with the existing Incident Commander.

Step 2: The incoming Incident Commander must be adequately briefed.

This briefing must be by the current Incident Commander, and take place face-to-face if possible. The briefing must cover the following:

- Incident history (what has happened)
- Priorities and objectives
- Current plan
- Resource assignments
- Incident organization
- Resources ordered/needed
- Facilities established
- Status of communications
- Any constraints or limitations
- Incident potential
- Delegation of Authority

The ICS Form 201 is especially designed to assist in incident briefings. It should be used whenever possible because it provides a written record of the incident as of the time prepared. The ICS Form 201 contains:

- Incident objectives.
- A place for a sketch map.
- Summary of current actions.
- Organizational framework.
- Resources summary.

Step 3: After the incident briefing, the incoming Incident Commander should determine an appropriate time for transfer of command.

Step 4: At the appropriate time, notice of a change in incident command should be made to:

- Agency headquarters (through dispatch).
- General Staff members (if designated).
- Command Staff members (if designated).
- All incident personnel.

Step 5: The incoming Incident Commander may give the previous Incident Commander another assignment on the incident. There are several advantages of this:

- The initial Incident Commander retains first-hand knowledge at the incident site.
- This strategy allows the initial Incident Commander to observe the progress of the incident and to gain experience.

Modular Organization

Standardization of the ICS organizational chart and associated terms does not limit the flexibility of the system. (See the chart on the next page.)

A key principle of ICS is its flexibility. The ICS organization may be expanded easily from a very small size for routine operations to a larger organization capable of handling catastrophic events.

Flexibility does not mean that the ICS feature of common terminology is superseded. Note that flexibility is allowed within the standard ICS organizational structure and position titles.

Position Titles

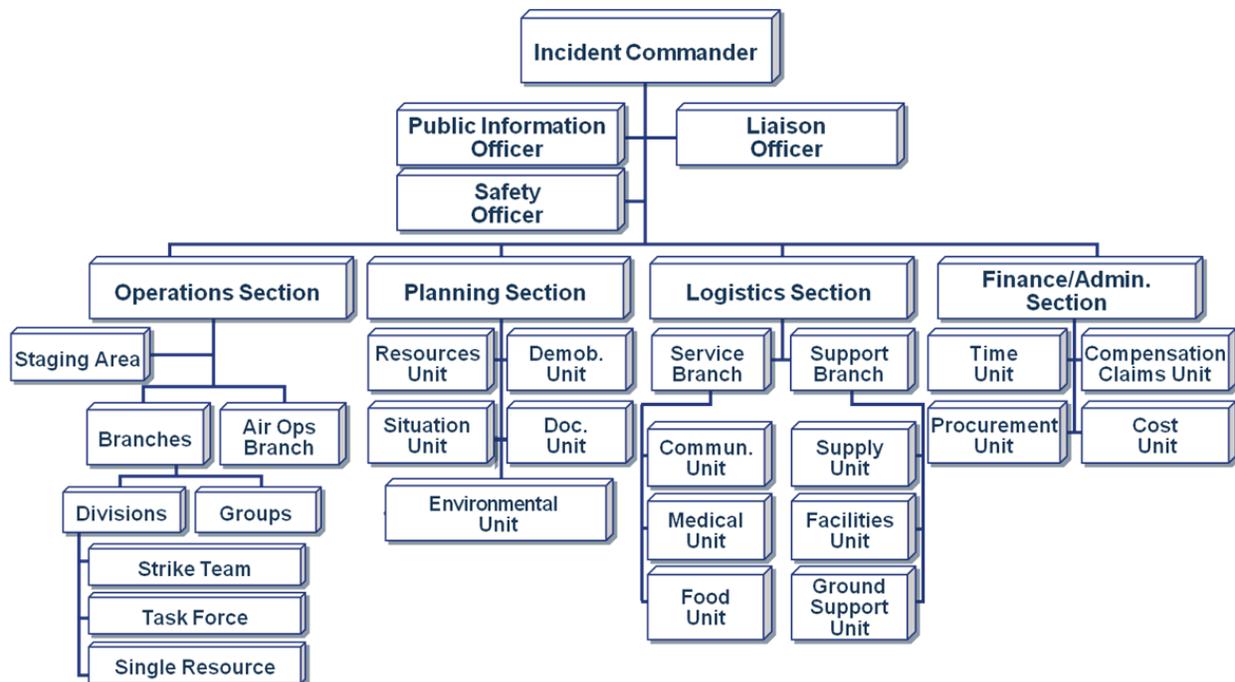
At each level within the ICS organization, individuals with primary responsibility positions have distinct titles. Titles provide a common standard for all users. For example, if one agency uses the title Branch Chief, another Branch Manager, etc., this lack of consistency can cause confusion at the incident.

The use of distinct titles for ICS positions allows for filling ICS positions with the most qualified individuals rather than by seniority. Standardized position titles are useful when requesting qualified personnel. For example, in deploying personnel, it is important to know if the positions needed are Unit Leaders, clerks, etc.

Listed below are the standard ICS titles:

Organizational Level	Title	Support Position
Incident Command	Incident Commander	Deputy
Command Staff	Officer	Assistant
General Staff (Section)	Chief	Deputy
Branch	Director	Deputy
Division/Group	Supervisor	N/A
Unit	Leader	Manager
Strike Team/Task Force	Leader	Single Resource Boss

ICS Organization



- **Command Staff:** The Command Staff consists of the Public Information Officer, Safety Officer, and Liaison Officer. They report directly to the Incident Commander.
- **Section:** The organization level having functional responsibility for primary segments of incident management (Operations, Planning, Logistics, Finance/Administration). The Section level is organizationally between Branch and Incident Commander.
- **Branch:** That organizational level having functional, geographical, or jurisdictional responsibility for major parts of the incident operations. The Branch level is organizationally between Section and Division/Group in the Operations Section, and between Section and Units in the Logistics Section. Branches are identified by the use of Roman Numerals, by function, or by jurisdictional name.
- **Division:** That organizational level having responsibility for operations within a defined geographic area. The Division level is organizationally between the Strike Team and the Branch.
- **Group:** Groups are established to divide the incident into functional areas of operation. Groups are located between Branches (when activated) and Resources in the Operations Section.
- **Unit:** That organization element having functional responsibility for a specific incident planning, logistics, or finance/administration activity.
- **Task Force:** A group of resources with common communications and a leader that may be pre-established and sent to an incident, or formed at an incident.
- **Strike Team:** Specified combinations of the same kind and type of resources, with common communications and a leader.
- **Single Resource:** An individual piece of equipment and its personnel complement, or an established crew or team of individuals with an identified work supervisor that can be used on an incident.

Overall Organizational Functions

ICS was designed by identifying the primary activities or functions necessary to effectively respond to incidents. Analyses of incident reports and review of military organizations were all used in ICS development. These analyses identified the primary needs of incidents.

As incidents became more complex, difficult, and expensive, the need for an organizational manager became more evident. Thus in ICS, and especially in larger incidents, the Incident Commander manages the organization and not the incident.

In addition to the Command function, other desired functions and activities were:

- To delegate authority and to provide a separate organizational level within the ICS structure with sole responsibility for the tactical direction and control of resources.
- To provide logistical support to the incident organization.
- To provide planning services for both current and future activities.
- To provide cost assessment, time recording, and procurement control necessary to support the incident and the managing of claims.
- To promptly and effectively interact with the media, and provide informational services for the incident, involved agencies, and the public.
- To provide a safe operating environment within all parts of the incident organization.
- To ensure that assisting and cooperating agencies' needs are met, and to see that they are used in an effective manner.

Incident Commander

The Incident Commander is technically not a part of either the General or Command Staff. The Incident Commander is responsible for overall incident management, including:

- Ensuring clear authority and knowledge of agency policy.
- Ensuring incident safety.
- Establishing an Incident Command Post.
- Obtaining a briefing from the prior Incident Commander and/or assessing the situation.
- Establishing immediate priorities.
- Determining incident objectives and strategy(ies) to be followed.
- Establishing the level of organization needed, and continuously monitoring the operation and effectiveness of that organization.
- Managing planning meetings as required.
- Approving and implementing the Incident Action Plan.
- Coordinating the activities of the Command and General Staff.
- Approving requests for additional resources or for the release of resources.
- Approving the use of participants, volunteers, and auxiliary personnel.
- Authorizing the release of information to the news media.
- Ordering demobilization of the incident when appropriate.
- Ensuring incident after-action reports are complete.
- Authorizing information release to the media.

Command Staff

The Command Staff is assigned to carry out staff functions needed to support the Incident Commander. These functions include interagency liaison, incident safety, and public information.

Command Staff positions are established to assign responsibility for key activities not specifically identified in the General Staff functional elements. These positions may include the Public Information Officer, Safety Officer, and Liaison Officer, in addition to various others, as required and assigned by the Incident Commander.

The table on the following page summarizes the responsibilities of the Command Staff.

General Staff

The General Staff represents and is responsible for the functional aspects of the incident command structure. The General Staff typically consists of the Operations, Planning, Logistics, and Finance/Administration Sections.

General guidelines related to General Staff positions include the following:

- Only one person will be designated to lead each General Staff position.
- General Staff positions may be filled by qualified persons from any agency or jurisdiction.
- Members of the General Staff report directly to the Incident Commander. If a General Staff position is not activated, the Incident Commander will have responsibility for that functional activity.
- Deputy positions may be established for each of the General Staff positions. Deputies are individuals fully qualified to fill the primary position. Deputies can be designated from other jurisdictions or agencies, as appropriate. This is a good way to bring about greater interagency coordination.
- General Staff members may exchange information with any person within the organization. Direction takes place through the chain of command. This is an important concept in ICS.
- General Staff positions should not be combined. For example, to establish a "Planning and Logistics Section," it is better to initially create the two separate functions, and if necessary for a short time place one person in charge of both. That way, the transfer of responsibility can be made easier.

The following table summarizes the responsibilities of the Command and General Staff.

Command Staff	Responsibilities
Public Information Officer	<ul style="list-style-type: none"> ▪ Determine, according to direction from the IC, any limits on information release. ▪ Develop accurate, accessible, and timely information for use in press/media briefings. ▪ Obtain IC's approval of news releases. ▪ Conduct periodic media briefings. ▪ Arrange for tours and other interviews or briefings that may be required. ▪ Monitor and forward media information that may be useful to incident planning. ▪ Maintain current information, summaries, and/or displays on the incident. ▪ Make information about the incident available to incident personnel. ▪ Participate in the planning meeting.
Safety Officer	<ul style="list-style-type: none"> ▪ Identify and mitigate hazardous situations. ▪ Ensure safety messages and briefings are made. ▪ Exercise emergency authority to stop and prevent unsafe acts. ▪ Review the Incident Action Plan for safety implications. ▪ Assign assistants qualified to evaluate special hazards. ▪ Initiate preliminary investigation of accidents within the incident area. ▪ Review and approve the Medical Plan. ▪ Participate in planning meetings.
Liaison Officer	<ul style="list-style-type: none"> ▪ Act as a point of contact for agency representatives. ▪ Maintain a list of assisting and cooperating agencies and agency representatives. ▪ Assist in setting up and coordinating interagency contacts. ▪ Monitor incident operations to identify current or potential interorganizational problems. ▪ Participate in planning meetings, providing current resource status, including limitations and capabilities of agency resources. ▪ Provide agency-specific demobilization information and requirements.
Assistants	<p>In the context of large or complex incidents, Command Staff members may need one or more assistants to help manage their workloads. Each Command Staff member is responsible for organizing his or her assistants for maximum efficiency.</p>
Additional Command Staff	<p>Additional Command Staff positions may also be necessary depending on the nature and location(s) of the incident, and/or specific requirements established by the Incident Commander. For example, a Legal Counsel may be assigned directly to the Command Staff to advise the Incident Commander on legal matters, such as emergency proclamations, legality of evacuation orders, and legal rights and restrictions pertaining to media access. Similarly, a Medical Advisor may be designated and assigned directly to the Command Staff to provide advice and recommendations to the Incident Commander in the context of incidents involving medical and mental health services, mass casualty, acute care, vector control, epidemiology, and/or mass prophylaxis considerations, particularly in the response to a bioterrorism event.</p>

Source: NIMS

General Staff	Responsibilities
<p>Operations Section Chief</p>	<p>The Operations Section Chief is responsible for managing all tactical operations at an incident. The Incident Action Plan (IAP) provides the necessary guidance. The need to expand the Operations Section is generally dictated by the number of tactical resources involved and is influenced by span of control considerations.</p> <p>Major responsibilities of the Operations Section Chief are to:</p> <ul style="list-style-type: none"> ▪ Assure safety of tactical operations. ▪ Manage tactical operations. ▪ Develop the operations portion of the IAP. ▪ Supervise execution of operations portions of the IAP. ▪ Request additional resources to support tactical operations. ▪ Approve release of resources from active operational assignments. ▪ Make or approve expedient changes to the IAP. ▪ Maintain close contact with IC, subordinate Operations personnel, and other agencies involved in the incident.
<p>Planning Section Chief</p>	<p>The Planning Section Chief is responsible for providing planning services for the incident. Under the direction of the Planning Section Chief, the Planning Section collects situation and resources status information, evaluates it, and processes the information for use in developing action plans. Dissemination of information can be in the form of the IAP, in formal briefings, or through map and status board displays.</p> <p>Major responsibilities of the Planning Section Chief are to:</p> <ul style="list-style-type: none"> ▪ Collect and manage all incident-relevant operational data. ▪ Supervise preparation of the IAP. ▪ Provide input to the IC and Operations in preparing the IAP. ▪ Incorporate Traffic, Medical, and Communications Plans and other supporting materials into the IAP. ▪ Conduct and facilitate planning meetings. ▪ Reassign personnel within the ICS organization. ▪ Compile and display incident status information. ▪ Establish information requirements and reporting schedules for units (e.g., Resources, Situation Units). ▪ Determine need for specialized resources. ▪ Assemble and disassemble Task Forces and Strike Teams not assigned to Operations. ▪ Establish specialized data collection systems as necessary (e.g., weather). ▪ Assemble information on alternative strategies. ▪ Provide periodic predictions on incident potential. ▪ Report significant changes in incident status. ▪ Oversee preparation of the Demobilization Plan.

General Staff	Responsibilities
Logistics Section Chief	<p>The Logistics Section Chief provides all incident support needs with the exception of logistics support to air operations. The Logistics Section is responsible for providing:</p> <ul style="list-style-type: none"> ▪ Facilities. ▪ Transportation. ▪ Communications. ▪ Supplies. ▪ Equipment maintenance and fueling. ▪ Food services (for responders). ▪ Medical services (for responders). ▪ All off-incident resources. <p>Major responsibilities of the Logistics Section Chief are to:</p> <ul style="list-style-type: none"> ▪ Provide all facilities, transportation, communications, supplies, equipment maintenance and fueling, food and medical services for incident personnel, and all off-incident resources. ▪ Manage all incident logistics. ▪ Provide logistical input to the IAP. ▪ Brief Logistics Staff as needed. ▪ Identify anticipated and known incident service and support requirements. ▪ Request additional resources as needed. ▪ Ensure and oversee the development of the Communications, Medical, and Traffic Plans as required. ▪ Oversee demobilization of the Logistics Section and associated resources.
Finance/ Administration Section Chief	<p>The Finance/Administration Section Chief is responsible for managing all financial aspects of an incident. Not all incidents will require a Finance/Administration Section. Only when the involved agencies have a specific need for finance services will the Section be activated.</p> <p>Major responsibilities of the Finance/Administration Section Chief are to:</p> <ul style="list-style-type: none"> ▪ Manage all financial aspects of an incident. ▪ Provide financial and cost analysis information as requested. ▪ Ensure compensation and claims functions are being addressed relative to the incident. ▪ Gather pertinent information from briefings with responsible agencies. ▪ Develop an operating plan for the Finance/Administration Section and fill Section supply and support needs. ▪ Determine the need to set up and operate an incident commissary. ▪ Meet with assisting and cooperating agency representatives as needed. ▪ Maintain daily contact with agency(s) headquarters on finance matters. ▪ Ensure that personnel time records are completed accurately and transmitted to home agencies. ▪ Ensure that all obligation documents initiated at the incident are properly prepared and completed. ▪ Brief agency administrative personnel on all incident-related financial issues needing attention or followup. ▪ Provide input to the IAP.

Agency Representatives

An Agency Representative is an individual assigned to an incident from an assisting or cooperating agency. The Agency Representative must be given authority to make decisions on matters affecting that agency's participation at the incident.

Agency Representatives report to the Liaison Officer or to the Incident Commander in the absence of a Liaison Officer.

Major responsibilities of the Agency Representative are to:

- Ensure that all of their agency resources have completed check-in at the incident.
- Obtain briefing from the Liaison Officer or Incident Commander.
- Inform their agency personnel on the incident that the Agency Representative position has been filled.
- Attend planning meetings as required.
- Provide input to the planning process on the use of agency resources unless resource technical specialists are assigned from the agency.
- Cooperate fully with the Incident Commander and the Command and General Staff on the agency's involvement at the incident.
- Oversee the well-being and safety of agency personnel assigned to the incident.
- Advise the Liaison Officer of any special agency needs, requirements, or agency restrictions.
- Report to agency dispatch or headquarters on a prearranged schedule.
- Ensure that all agency personnel and equipment are properly accounted for and released prior to departure.
- Ensure that all required agency forms, reports, and documents are complete prior to departure.
- Have a debriefing session with the Liaison Officer or Incident Commander prior to departure.

Technical Specialists

Certain incidents or events may require the use of Technical Specialists who have specialized knowledge and expertise. Technical Specialists may function within the Planning Section, or be assigned wherever their services are required.

While each incident dictates the need for Technical Specialists, some examples of the more commonly used specialists are:

- Meteorologists.
- Environmental Impact Specialists.
- Flood Control Specialists.
- Water Use Specialists.
- Fuels and Flammable Specialists.
- Hazardous Substance Specialists.
- Fire Behavior Specialists.
- Structural Engineers.
- Training Specialists.

(Continued on next page.)

Additional advisory positions may also be necessary depending on the nature and location(s) of the incident, and/or specific requirements established by the Incident Commander. For example, a Legal Counsel may be assigned directly to the Command Staff to advise the Incident Commander on legal matters, such as emergency proclamations, legality of evacuation orders, and legal rights and restrictions pertaining to media access. Similarly, a Medical Advisor may be designated and assigned directly to the Command Staff to provide advice and recommendations to the Incident Commander in the context of incidents involving medical and mental health services, mass casualty, acute care, vector control, epidemiology, and/or mass prophylaxis considerations, particularly in the response to a bioterrorism event. These positions may also be considered Technical Specialists.

Intelligence/Investigations Function

- **The collection, analysis, and sharing of incident-related intelligence are important elements of ICS.**
 - Typically, operational information and situational intelligence are management functions located in the Planning Section, with a focus on three incident intelligence areas: situation status, resource status, and anticipated incident status or escalation (e.g., weather forecasts, location of supplies, etc.).
 - This information and intelligence is utilized for incident management decisionmaking. In addition, Technical Specialists may be utilized in the Planning Section to provide specific information that may support tactical decisions on an incident.
- **Incident management organizations must also establish a system for the collection, analysis, and sharing, as possible, of information developed during intelligence/investigations efforts.**
 - Some incidents require the utilization of intelligence and investigative information to support the process. Intelligence and investigative information is defined as information that either leads to the detection, prevention, apprehension, and prosecution of criminal activities (or the individuals(s) involved), including terrorist incidents, or information that leads to determination of the cause of a given incident (regardless of the source) such as public health events or fires with unknown origins.

- **ICS allows for organizational flexibility, so the Intelligence/Investigations Function can be embedded in several different places within the organizational structure:**
 - **Within the Planning Section.** This is the traditional placement for this function and is appropriate for incidents with little or no investigative information requirements, nor a significant amount of specialized information.
 - **As a Separate General Staff Section.** This option may be appropriate when there is an intelligence/investigative component to the incident or when multiple investigative agencies are part of the investigative process and/or there is a need for classified intelligence.
 - **Within the Operations Section.** This option may be appropriate for incidents that require a high degree of linkage and coordination between the investigative information and the operational tactics that are being employed.
 - **Within the Command Staff.** This option may be appropriate for incidents with little need for tactical information or classified intelligence and where supporting Agency Representatives are providing the real-time information to the Command Element.
- **The mission of the Intelligence/Investigations Function is to ensure that all investigative and intelligence operations, functions, and activities within the incident response are properly managed, coordinated, and directed in order to:**
 - Prevent/deter additional activity, incidents, and/or attacks.
 - Collect, process, analyze, and appropriately disseminate intelligence information.
 - Conduct a thorough and comprehensive investigation.
 - Identify, process, collect, create a chain of custody for, safeguard, examine/analyze, and store all situational intelligence and/or probative evidence.
- **The Intelligence/Investigations Function has responsibilities that cross all departments' interests involved during an incident, but there are functions that remain specific to law enforcement response and/or mission areas.** Two examples of these are expeditious identification and apprehension of all perpetrators, and successful prosecution of all defendants.

Regardless of how the Intelligence/Investigations Function is organized, a close liaison will be maintained and information will be transmitted to Command, Operations, and Planning. However, classified information requiring a security clearance, sensitive information, or specific investigative tactics that would compromise the investigation will be shared only with those who have the appropriate security clearance and/or need to know.

Unified Command

The Unified Command organization consists of the Incident Commanders from the various jurisdictions or agencies operating together to form a single command structure.

Overview

Unified Command is an important element in multijurisdictional or multiagency domestic incident management. It provides guidelines to enable agencies with different legal, geographic, and functional responsibilities to coordinate, plan, and interact effectively.

As a team effort, Unified Command overcomes much of the inefficiency and duplication of effort that can occur when agencies from different functional and geographic jurisdictions, or agencies at different levels of government, operate without a common system or organizational framework.

All agencies with jurisdictional authority or functional responsibility for any or all aspects of an incident participate in the Unified Command structure and contribute to the following process and responsibilities:

- Determining overall incident strategies.
- Selecting objectives.
- Ensuring that joint planning for tactical activities is accomplished in accordance with approved incident objectives.
- Ensuring the integration of tactical operations.
- Approving, committing, and making optimal use of all assigned resources.

The exact composition of the Unified Command structure will depend on the location(s) of the incident (i.e., which geographical administrative jurisdictions are involved) and the type of incident (i.e., which functional agencies of the involved jurisdiction(s) are required). In the case of some multijurisdictional incidents, the designation of a single Incident Commander may be considered to promote greater unity of effort and efficiency.

Source: NIMS

Unified Command

Authority

Authority and responsibility for an Incident Commander to manage an incident or event comes in the form of a delegation of authority from the agency executive or administrator of the jurisdiction of occurrence or inherent in existing agency policies and procedures. When an incident/event spans multiple jurisdictions this responsibility belongs to the various jurisdictional and agency executives or administrators who set policy and are accountable to their jurisdictions or agencies. They must appropriately delegate to the Unified Commanders the authority to manage the incident. Given this authority, the Unified Commanders will then collectively develop one comprehensive set of incident objectives, and use them to develop strategies.

Advantages of Using Unified Command

The advantages of using Unified Command include:

- A single set of objectives is developed for the entire incident.
- A collective approach is used to develop strategies to achieve incident objectives.
- Information flow and coordination is improved between all jurisdictions and agencies involved in the incident.
- All agencies with responsibility for the incident have an understanding of joint priorities and restrictions.
- No agency's legal authorities will be compromised or neglected.
- The combined efforts of all agencies are optimized as they perform their respective assignments under a single Incident Action Plan.

Planning Process

It was recognized early in the development of the ICS that the critical factor of adequate planning for incident operations was often overlooked or not given enough emphasis. This resulted in poor use of resources, inappropriate strategies and tactics, safety problems, higher incident costs, and lower effectiveness.

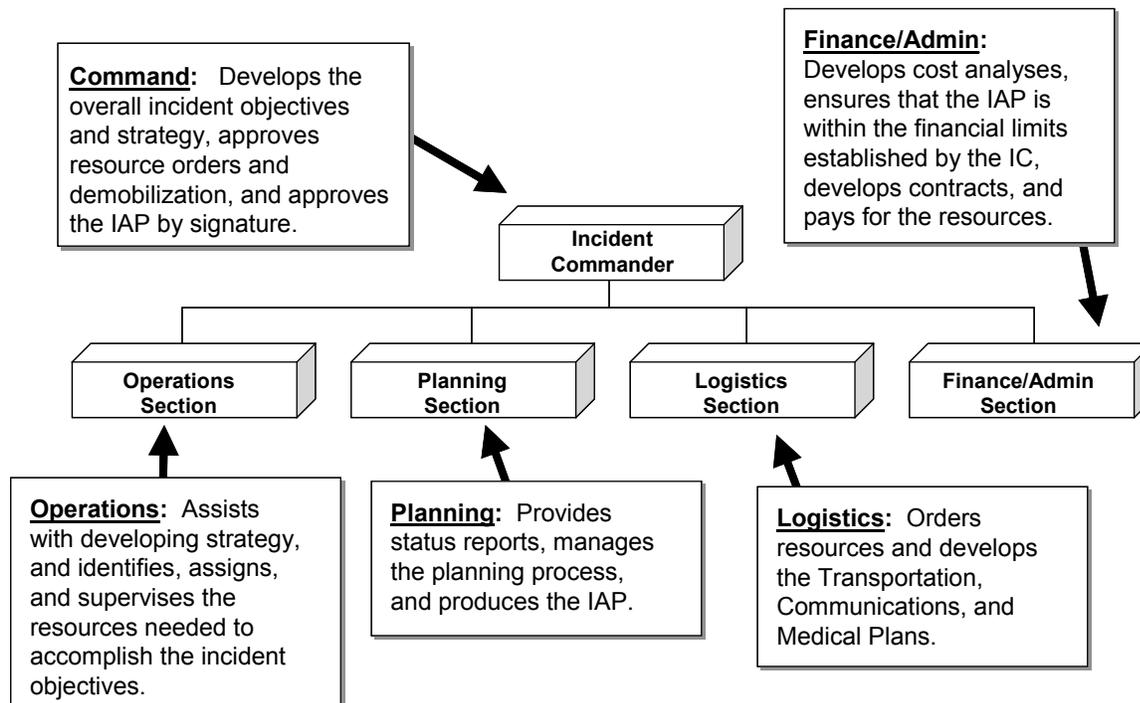
Those involved in the original ICS development felt that there was a need to develop a simple but thorough process for planning that could be utilized for both smaller, short-term incidents and events, and for longer, more complex incident planning. The planning process may begin with the scheduling of a planned event, the identification of a credible threat, or the initial response to an actual or impending event. The process continues with the implementation of the formalized steps and staffing required to develop a written Incident Action Plan (IAP).

The primary phases of the planning process are essentially the same for the Incident Commander who develops the initial plan, for the Incident Commander and Operations Section Chief revising the initial plan for extended operations, and for the incident management team developing a formal IAP, each following a similar process. During the initial stages of incident management, planners must develop a simple plan that can be communicated through concise verbal briefings. Frequently, this plan must be developed very quickly and with incomplete situation information. As the incident management effort evolves over time, additional lead time, staff, information systems, and technologies enable more detailed planning and cataloging of events and “lessons learned.”

Planning involves:

- Evaluating the situation.
- Developing incident objectives.
- Selecting a strategy.
- Deciding which resources should be used to achieve the objectives in the safest, most efficient and cost-effective manner.

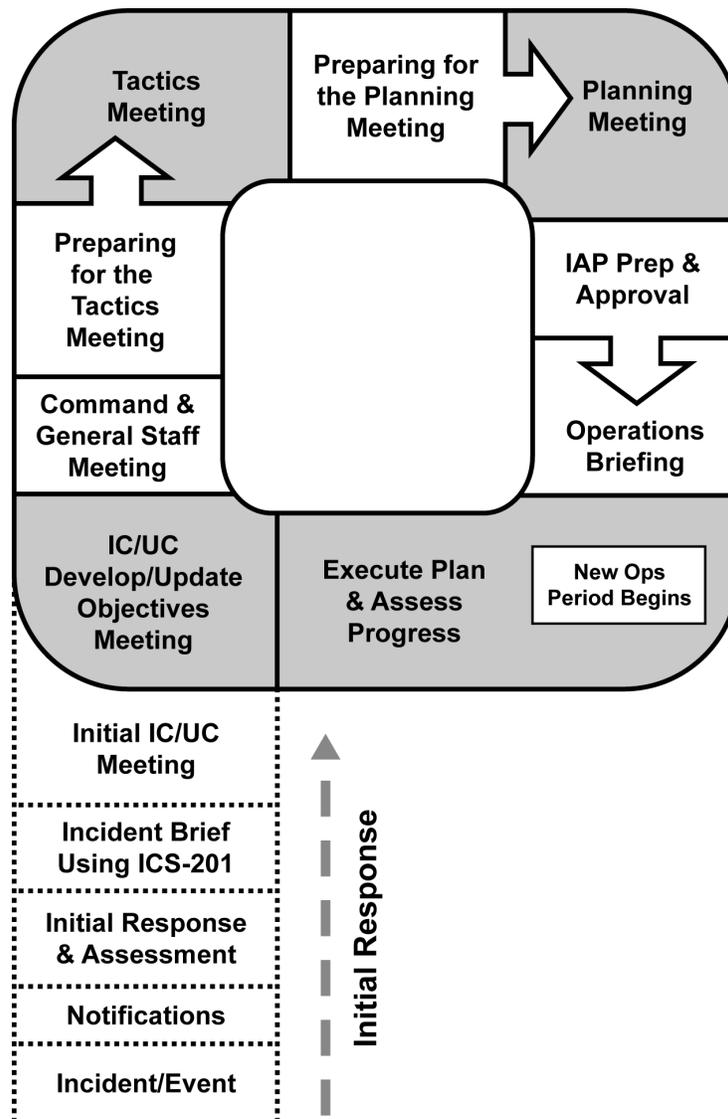
Planning Process



Caption: Organizational chart showing that Command develops the overall incident objectives and strategy, approves resource orders and demobilization, and approves the IAP by signature. Operations assists with developing strategy, and identifies, assigns, and supervises the resources needed to accomplish the incident objectives. Planning provides status reports, manages the planning process, and produces the IAP. Logistics orders resources and develops the Transportation, Communications, and Medical Plans. Finance/Administration develops cost analyses, ensures that the IAP is within the financial limits established by the Incident Commander, develops contracts, and pays for the resources.

Planning Process (Continued)

The Planning “P”



- The Planning “P” is a guide to the process and steps involved in planning for an incident. The leg of the “P” describes the initial response period: Once the incident/event begins, the steps are Notifications, Initial Response & Assessment, Incident Briefing Using ICS 201, and Initial Incident Command (IC)/Unified Command (UC) Meeting.
- At the top of the leg of the “P” is the beginning of the first operational planning period cycle. In this circular sequence, the steps are IC/UC Develop/Update Objectives Meeting, Command and General Staff Meeting, Preparing for the Tactics Meeting, Tactics Meeting, Preparing for the Planning Meeting, Planning Meeting, IAP Prep & Approval, and Operations Briefing.
- At this point a new operational period begins. The next step is Execute Plan & Assess Progress, after which the cycle begins again.

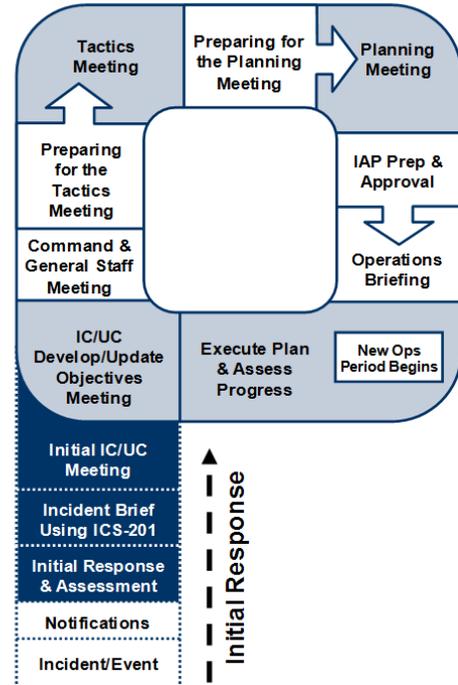
Source: draft NIMS document

Planning Process (Continued)

Initial Response

Planning begins with a thorough size-up that provides information needed to make initial management decisions.

The ICS Form 201 provides Command Staff with information about the incident situation and the resources allocated to the incident. This form serves as a permanent record of the initial response to the incident and can be used for transfer of command.

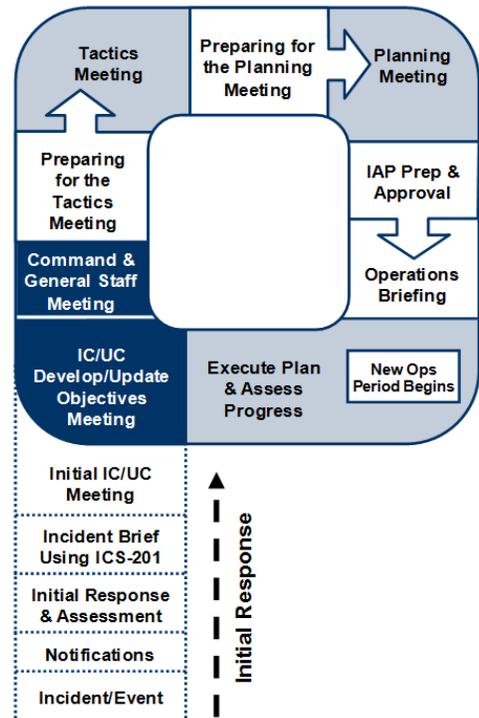


The Start of Each Planning Cycle

- IC/UC Objectives Meeting:** The Incident Command/Unified Command establish incident objectives that cover the entire course of the incident. For complex incidents, it may take more than one operational period to accomplish the incident objectives.

The cyclical planning process is designed to take the overall incident objectives and break them down into tactical assignments for each operational period. It is important that this initial overall approach to establishing incident objectives establish the course of the incident, rather than having incident objectives only address a single operational period.

- Command and General Staff Meeting:** The Incident Command/Unified Command may meet with the Command and General Staff to gather input or to provide immediate direction that cannot wait until the planning process is completed. This meeting occurs as needed and should be as brief as possible.



Planning Process (Continued)

Preparing for and Conducting the Tactics Meeting

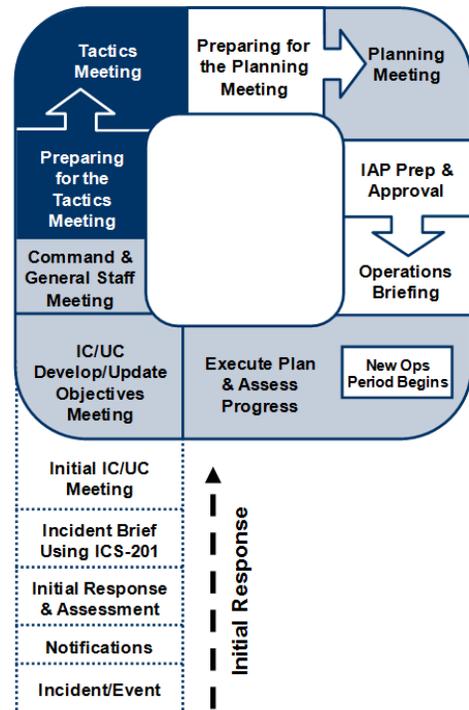
The purpose of the Tactics Meeting is to review the tactics developed by the Operations Section Chief. This includes the following:

- Determine how the selected strategy will be accomplished in order to achieve the incident objectives.
- Assign resources to implement the tactics.
- Identify methods for monitoring tactics and resources to determine if adjustments are required (e.g., different tactics, different resources, or new strategy).

The Operations Section Chief, Safety Officer, Logistics Section Chief, and Resources Unit Leader attend the Tactics Meeting. The Operations Section Chief leads the Tactics Meeting.

The ICS Forms 215, Operational Planning Worksheet, and 215A, Incident Safety Analysis, are used to document the Tactics Meeting.

Resource assignments will be made for each of the specific work tasks. Resource assignments will consist of the kind, type, and numbers of resources available and needed to achieve the tactical operations desired for the operational period. If the required tactical resources will not be available, then an adjustment should be made to the tactical assignments being planned for the Operational Period. It is very important that tactical resource availability and other needed support be determined prior to spending a great deal of time working on strategies and tactical operations that realistically cannot be achieved.

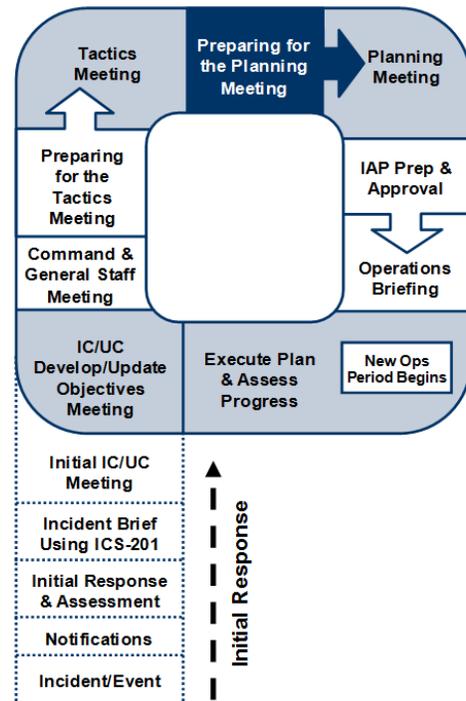


Planning Process (Continued)

Preparing for the Planning Meeting

Following the Tactics Meeting, preparations are made for the Planning Meeting, to include the following actions coordinated by the Planning Section:

- Review the ICS Form 215 developed in the Tactics Meeting.
- Review the ICS Form 215A, Incident Safety Analysis (prepared by the Safety Officer), based on the information in the ICS Form 215.
- Assess current operations effectiveness and resource efficiency.
- Gather information to support incident management decisions.

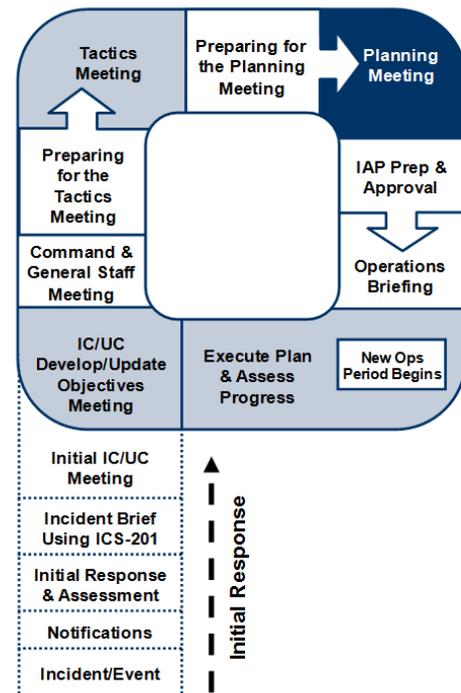


Planning Meeting

The Planning Meeting provides the opportunity for the Command and General Staff to review and validate the operational plan as proposed by the Operations Section Chief. Attendance is required for all Command and General Staff. Additional incident personnel may attend at the request of the Planning Section Chief or the Incident Commander. The Planning Section Chief conducts the Planning Meeting following a fixed agenda.

The Operations Section Chief delineates the amount and type of resources he or she will need to accomplish the plan. The Planning Section's "Resources Unit" will have to work with the Logistics Section to accommodate.

At the conclusion of the meeting, the Planning Section Staff will indicate when all elements of the plan and support documents are required to be submitted so the plan can be collated, duplicated, and made ready for the Operational Period Briefing.



Planning Process (Continued)

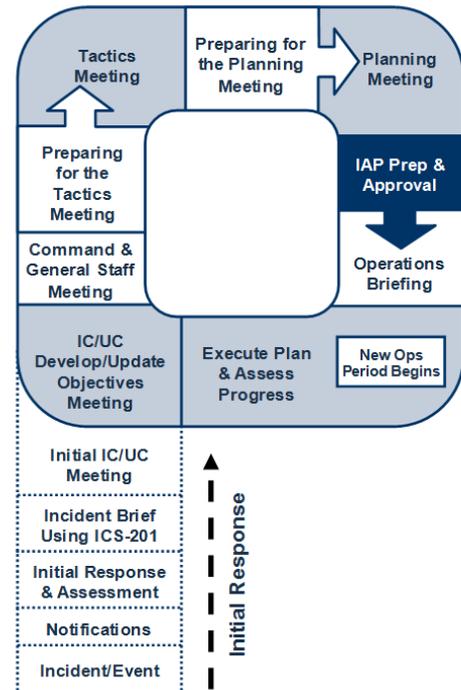
IAP Preparation and Approval

The next step in the Incident Action Planning Process is plan preparation and approval. The written plan is comprised of a series of standard forms and supporting documents that convey the Incident Commander's intent and the Operations Section direction for the accomplishment of the plan for that Operational Period.

For simple incidents of short duration, the Incident Action Plan (IAP) will be developed by the Incident Commander and communicated to subordinates in a verbal briefing. The planning associated with this level of complexity does not demand the formal planning meeting process as highlighted above.

Certain conditions result in the need for the Incident Commander to engage a more formal process. A written IAP should be considered whenever:

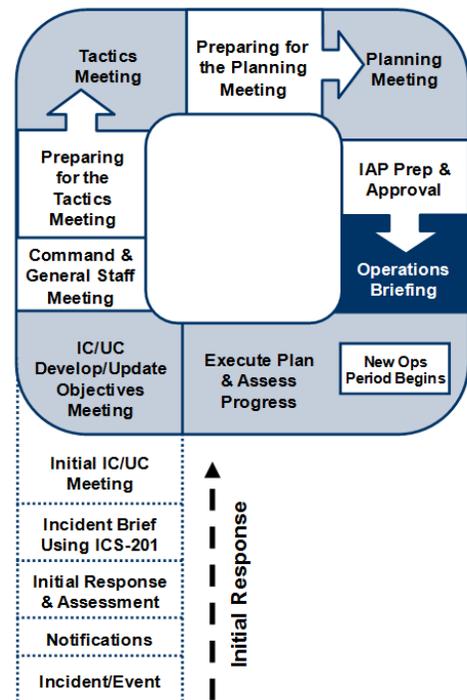
- Two or more jurisdictions are involved in the response.
- The incident continues into the next Operational Period.
- A number of ICS organizational elements are activated (typically when General Staff Sections are staffed).
- It is required by agency policy.
- A Hazmat incident is involved (required).



Operations Period Briefing

The Operations Period Briefing may be referred to as the Operational Briefing or the Shift Briefing. This briefing is conducted at the beginning of each Operational Period and presents the Incident Action Plan to supervisors of tactical resources.

Following the Operations Period Briefing supervisors will meet with their assigned resources for a detailed briefing on their respective assignments.

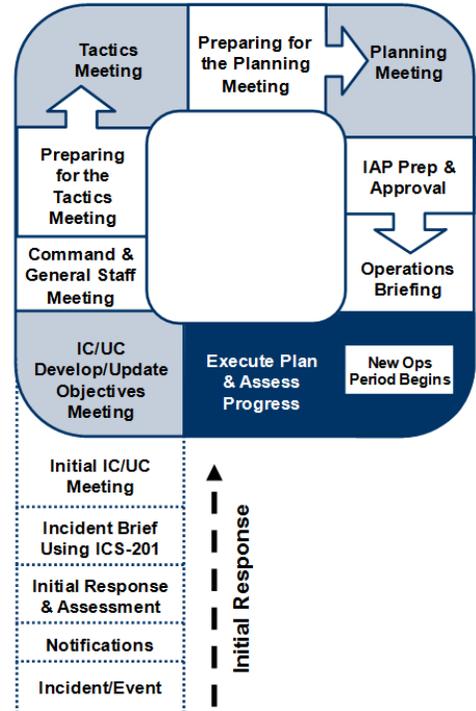


Planning Process (Continued)

Execute Plan and Assess Progress

The Operations Section directs the implementation of the plan. The supervisory personnel within the Operations Section are responsible for implementation of the plan for the specific Operational Period.

The plan is evaluated at various stages in its development and implementation. The Operations Section Chief may make the appropriate adjustments during the Operational Period to ensure that the objectives are met and effectiveness is assured.



ICS Forms

The ICS uses a series of standard forms and supporting documents that convey directions for the accomplishment of the objectives and distributing information. Listed below are the standard ICS form titles and descriptions of each form:

Standard Form Title	Description
Incident Action Plan Cover Page ICS 200	Indicates the incident name, plan operational period, date prepared, approvals, and attachments (resources, organization, Communications Plan, Medical Plan, and other appropriate information).
Incident Briefing ICS 201	Provides the Incident Command/Unified Command and General Staffs with basic information regarding the incident situation and the resources allocated to the incident. This form also serves as a permanent record of the initial response to the incident.
Incident Objectives ICS 202	Describes the basic strategy and objectives for use during each operational period.
Organization Assignment List ICS 203	Provides information on the response organization and personnel staffing.
Field Assignment ICS 204	Used to inform personnel of assignments. After Incident Command/Unified Command approve the objectives, staff members receive the assignment information contained in this form.
Incident Communications Plan ICS 205	Provides, in one location, information on the assignments for all communications equipment for each operational period. The plan is a summary of information. Information from the Incident Communications Plan on frequency assignments can be placed on the appropriate Assignment form (ICS Form 204).
Medical Plan ICS 206	Provides information on incident medical aid stations, transportation services, hospitals, and medical emergency procedures.
Incident Status Summary ICS 209	Summarizes incident information for staff members and external parties, and provides information to the Public Information Officer for preparation of media releases.
Check-In/Out List ICS 211	Used to check in personnel and equipment arriving at or departing from the incident. Check-in/out consists of reporting specific information that is recorded on the form.
General Message ICS 213	Used by: <ul style="list-style-type: none"> ▪ Incident dispatchers to record incoming messages that cannot be orally transmitted to the intended recipients. ▪ EOC and other incident personnel to transmit messages via radio or telephone to the addressee. ▪ Incident personnel to send any message or notification that requires hard-copy delivery to other incident personnel.

ICS Forms (Continued)

Standard Form Title	Description
Unit Log ICS 214	Provides a record of unit activities. Unit Logs can provide a basic reference from which to extract information for inclusion in any after-action report.
Operational Planning Worksheet ICS 215	Documents decisions made concerning resource needs for the next operational period. The Planning Section uses this Worksheet to complete Assignment Lists, and the Logistics Section uses it for ordering resources for the incident. This form may be used as a source document for updating resource information on other ICS forms such as the ICS 209.
Incident Action Plan Safety Analysis ICS 215A	Communicates to the Operations and Planning Section Chiefs safety and health issues identified by the Safety Officer.
Air Operations Summary ICS 220	Provides information on air operations including the number, type, location, and specific assignments of helicopters and fixed-wing aircraft.
General Plan ICS 226	Addresses long-term objectives approved by Incident Command/ Unified Command. These objectives are often expressed as milestones (i.e., timeframes for the completion of all and/or portions of incident response operations). A General Plan should identify the major tasks to be carried out through to the end of emergency response operations, the duration of the tasks, and the major equipment and personnel resources needed to accomplish the tasks within the specified duration.

Demobilization

Demobilization planning helps to:

- Eliminate waste in resources.
- Eliminate potential fiscal and legal impacts.
- Ensure a controlled, safe, efficient, and cost-effective release process.

Demobilization policies and procedures depend on size of incident and may involve:

- Fiscal/legal policies and procedures.
- Work rules.
- Special license requirements.
- Other requirements.

Your Notes:

Unit 3: Major and/or Complex Incident/Event Management

Unit Objectives

At the end of this unit, you should be able to:

- List the principal factors often found in or related to major and/or complex incidents/events.
 - List the four expansion options for incident/event organization and describe the conditions under which they would be applied.
 - Demonstrate, through an exercise, how to apply the various options related to major or complex incident management.
-

Scope

- Unit Introduction
 - Unit Objectives
 - Major/Complex Incidents: Overview
 - Incident Complexity
 - Complex Organization Characteristics
 - ICS Organizational Options
 - Incident Complex
 - Dividing an Incident
 - Expanded Planning Capability
 - Second Operations or Logistics Section
 - Activity: Major/Complex Incident
 - Summary
-

Your notes:



Visual 3.1



Visual Description: Unit Introduction

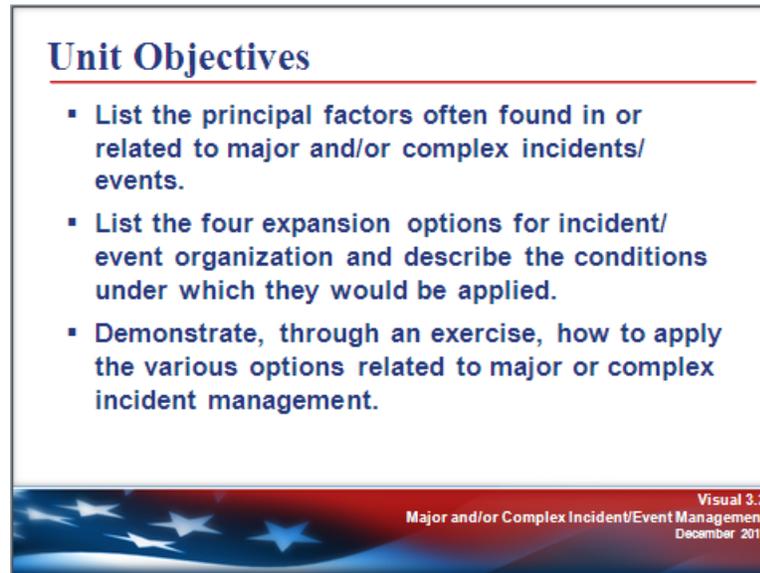
Key Points

Major or complex incidents and events often create special problems related to incident organization. Anticipating potential problems can allow incident managers to generate more options for organizing complex incident management.

This unit describes alternative organizational models for managing complex incidents.



Visual 3.2



Unit Objectives

- List the principal factors often found in or related to major and/or complex incidents/ events.
- List the four expansion options for incident/ event organization and describe the conditions under which they would be applied.
- Demonstrate, through an exercise, how to apply the various options related to major or complex incident management.

Visual 3.2
Major and/or Complex Incident/Event Management
December 2011

Visual Description: Unit Objectives

Key Points

By the end of this unit, you should be able to:

- List the principal factors often found in or related to major and/or complex incidents/ events.
- List the four expansion options for incident/event organization and describe the conditions under which they would be applied.
- Demonstrate, through an exercise, how to apply the various options related to major or complex incident management.



Visual 3.4

What Are Major/Complex Incidents? (1 of 2)

Major/Complex Incidents:

- Involve more than one agency and/or political jurisdiction.
- Involve complex management and communication issues.
- Require experienced, highly qualified supervisory personnel.
- Require numerous tactical and support resources.
- May involve multiple victims with injuries, fatalities, or illnesses.



Visual 3.4
Major and/or Complex Incident/Event Management
December 2011

Visual Description: What Are Major/Complex Incidents? (1 of 2)

Key Points

Major incidents are infrequent and represent less than 10 percent of the total incidents that occur each year. However, these incidents have the most significant management challenges.

The term “**major or complex incident**” may have different meanings to different agencies depending upon the size of the jurisdiction, number of resources available, and other variables. However, in the context of incident management, major incidents generally:

- Involve more than one agency and/or political jurisdiction.
- Involve complex management and communication issues.
- Require experienced, highly qualified supervisory personnel.
- Require numerous tactical and support resources.
- May involve multiple victims with injuries, fatalities, or illnesses.



Visual 3.5

What Are Major/Complex Incidents? (2 of 2)

Major/Complex Incidents:

- Include widespread damage to property/environment/economy.
- Result in psychological threat/trauma.
- Span multiple operational periods (weeks, months, years).
- Are costly to control and mitigate.
- Require extensive post-incident recovery efforts.
- Draw national media interest.
- May require a coordinated Federal response.



Visual 3.5
Major and/or Complex Incident/Event Management
December 2011

Visual Description: What Are Major/Complex Incidents? (2 of 2)

Key Points

Major incidents also generally:

- Include widespread damage to property/environment/economy.
- Result in psychological threat/trauma.
- Span multiple operational periods (days, weeks, years).
- Are costly to control and mitigate.
- Require extensive post-incident recovery efforts.
- Draw national media interest.
- May require coordinated Federal assistance and/or response, including management of donations and activities of nongovernment organizations (NGOs).

Are any other descriptions of major/complex incidents that you would add to those listed on the visual?

Refer to the NFA document “Responding to Incidents of National Consequence.” The document discusses issues related to response to the 9/11 attacks from the perspective of managing the incident response. www.usfa.fema.gov/downloads/pdf/publications/fa-282.pdf



Visual 3.6

Factors for Determining Size & Structure



- Administrative and jurisdictional complexity
- Geographic area involved
- Consideration of the span of control
- Functional specialties required
- Logistics, planning, and other support needs
- Potential for growth

Visual 3.6
Major and/or Complex Incident/Event Management
December 2011

Visual Description: Factors for Determining Size & Structure

Key Points

ICS allows considerable flexibility in organization to address the special needs of large and complex incidents.

The primary factors for determining the size and structure of the organization include:

- The administrative and jurisdictional complexity.
- The geographical area involved.
- Consideration of the span of control.
- Functional specialties required.
- Incident logistical, planning, and other support needs.
- Potential for growth.

Are there additional factors you would add to those listed on the visual?

(Continued on the next page.)

Incidents can become major in two ways:

- **Start smaller and become major incidents** - Smaller incidents, such as fires, or hazardous materials spills, can become major as result of wind or surface conditions and also as a result of response time delays, poor initial management, and/or lack of resources or support.
- **Start as major incidents** - Earthquakes, hurricanes, floods, major aviation crashes, tanker spills, major hazardous materials situations, simultaneous civil disorders, terrorism, etc., can all produce major and/or complex incident management situations.

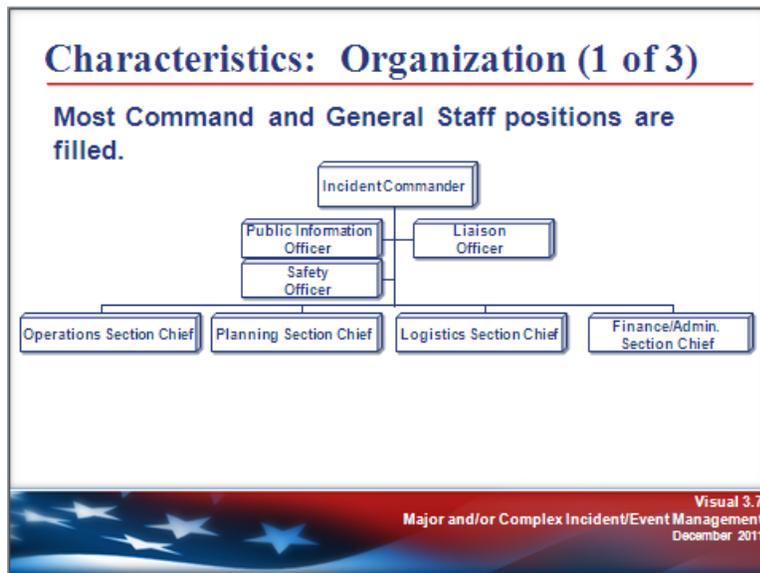
Major incidents:

- Are often thought of as covering a large geographical area. An example would be many acres burning, an entire area flooded, or several floors in a building.
- Also can be incidents with great complexity, such as with a weapon of mass destruction incident, requiring the application of a variety of tactics and resources to successfully bring the situation under control.

There is virtually no geographic location that is free from the potential of having a major or complex incident. Smaller jurisdictions can and do have major and complex incidents. Even though the smaller jurisdictions do not have extensive personnel and equipment resources, they can effectively use ICS. To do so requires adequate training and planning with adjacent jurisdictions and agencies to jointly develop the capability to effectively manage major incidents.



Visual 3.7



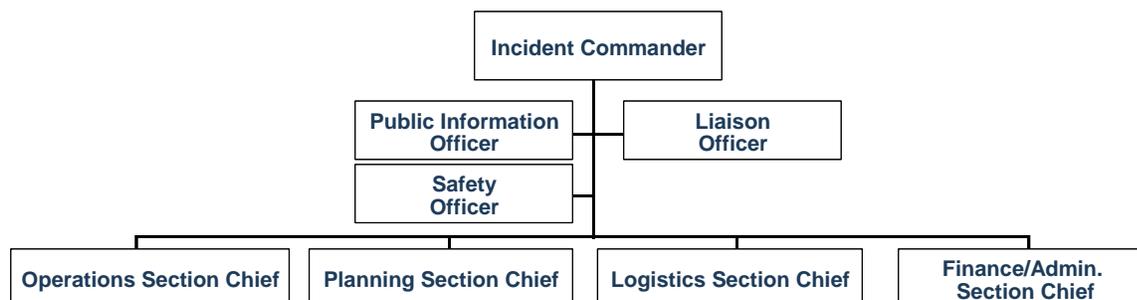
Visual Description: ICS Organizational Chart showing Command and General Staff positions (1 of 3)

Key Points

In a major or complex incident, most Command and General Staff positions are filled. We will briefly review the ICS organizational structure to reinforce those elements designed to assist with the management of large and complex incidents.

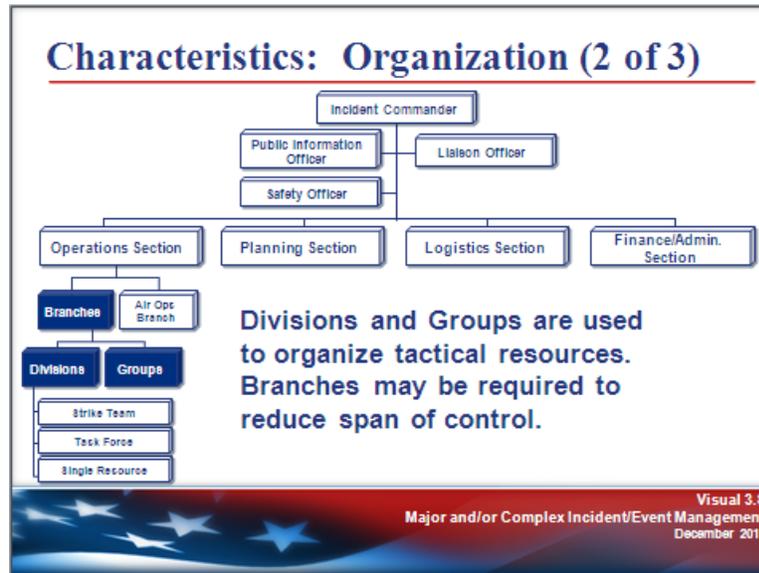
As illustrated below, remember that:

- The **Command Staff** consists of the Public Information Officer, Safety Officer, and Liaison Officer who report directly to the Incident Commander.
- The **General Staff** includes incident management personnel comprised of the Incident Commander, Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief.





Visual 3.8



Visual Description: ICS organization with Branches, Divisions, and Groups highlighted (2 of 3)

Key Points

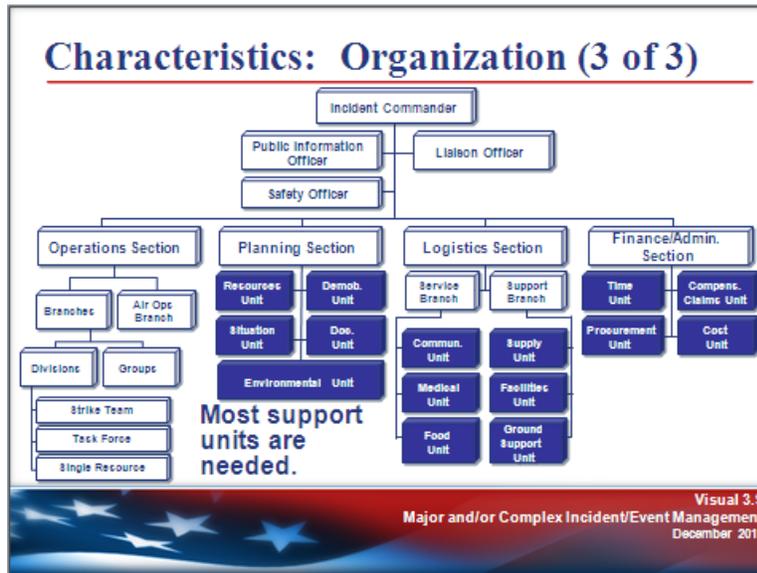
In a major/complex incident-based span of control, an Operations Section could have five Branches. Each Branch could have five Divisions/Groups. Each Division/Group could have five Task Forces or Strike Teams assigned. Finally, each Task Force or Strike Team may have five single resources. The actual number of personnel would be determined by the kinds of Task Forces and/or Strike Teams involved.

Review the following definitions:

- **Division.** That organizational level having responsibility for operations within a defined geographic area.
- **Group.** Groups are established to divide the incident into functional areas of operation.
- **Branch.** That organizational level having functional, geographical, or jurisdictional responsibility for major parts of the incident operations.
- **Task Force.** A group of resources with common communications and a leader that may be pre-established and sent to an incident, or formed at an incident.
- **Strike Team.** Specified combinations of the same kind and type of resources, with common communications and a leader.
- **Single Resources.** An individual piece of equipment and its personnel complement, or an established crew or team of individuals with an identified work supervisor, that can be used on an incident.



Visual 3.9



Visual Description: ICS organization with units highlighted (3 of 3)

Key Points

In a major/complex incident, most support units are needed.

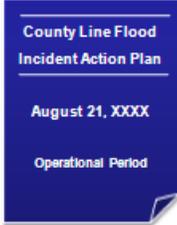
Remember that a unit is an organizational element having functional responsibility for a specific incident planning, logistics, or finance activity.



Visual 3.10

Characteristics: Resources & Planning

- Large number of tactical and support resources will need to be ordered, tracked, and managed.
- Multiple operational periods are required.
- Written Incident Action Plans are produced.
- Transfer of command is likely.
- The use of an Incident Management Team may be required



Visual 3.10
Major and/or Complex Incident/Event Management
December 2011

Visual Description: Characteristics: Resources & Planning

Key Points

Often in a major/complex incident:

- A large number of tactical and support resources will need to be ordered, tracked, and managed.
- Multiple operational periods are required.
- Written IAPs are produced.
- A transfer of command is likely.
- The use of an Incident Management Team may be required.

Are there any additional resource and planning characteristics you would add to those listed on the visual?



Visual 3.11



Visual Description: ICS Organizational Options

Key Points

While the standard ICS structure is adaptable to meet the needs of most major incidents, not all situations are alike. Other forms of ICS organization may be needed to meet extraordinary situations.

The management principles that relate to ICS are important. However, it also is important that the system work effectively to meet the needs of the incident. On major/complex incidents, this may require tailoring the organization to meet the needs of the situation.

As shown on the visual, the following are options for managing major/complex incidents:

- Combining Several Incidents Into an Incident Complex.
- Dividing an Incident Into Two or More Single Incidents.
- Expanding the Planning Capability.
- Adding a Second Operations or Logistics Section.

The next section of the unit covers each of these alternative organizational options.



Visual 3.12

Incident Complex: Definition

An Incident Complex is two or more individual incidents located in the same general proximity that are assigned to a single Incident Commander or Unified Command to facilitate management.



Visual 3.12
Major and/or Complex Incident/Event Management
December 2011

Visual Description: Incident Complex Definition

Key Points

An Incident Complex is two or more individual incidents located in the same general proximity that are assigned to a single Incident Commander or Unified Command to facilitate.

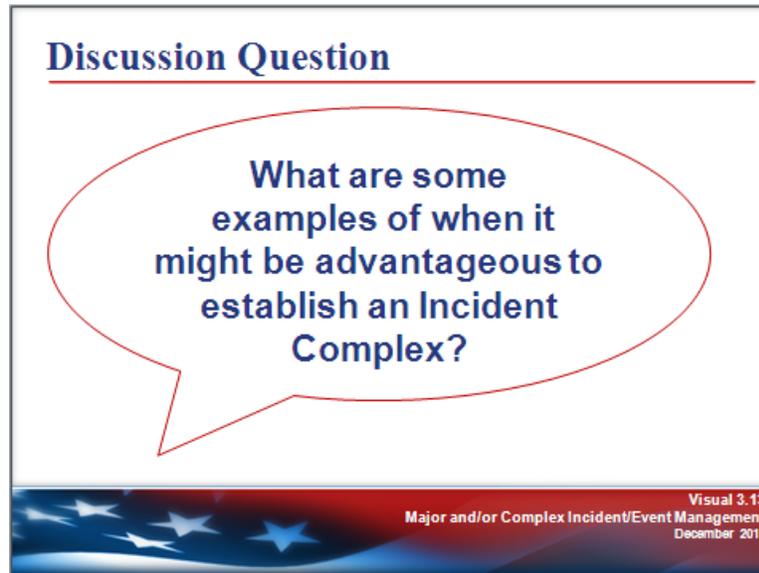
When several incidents are organized into an Incident Complex, the general guideline is that the individual incidents become Branches within the Operations Section of the Incident Complex structure.

An Incident Complex may be formed when:

- There are many separate incidents occurring close together.
- One incident is underway and other, smaller incidents occur in the same proximity.
- Management can be facilitated by developing an incident complex.



Visual 3.13



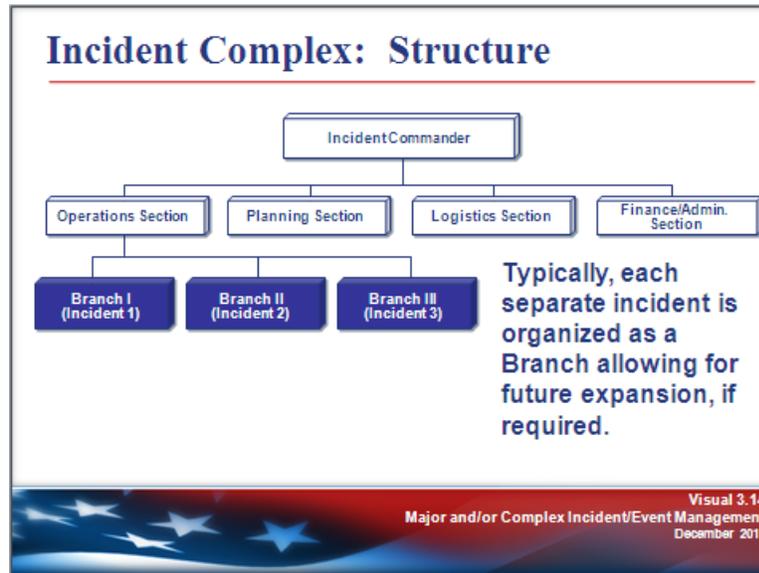
Visual Description: What are some examples of when it might be advantageous to establish an Incident Complex?

Key Points

What are some examples of when it might be advantageous to establish an Incident Complex?



Visual 3.14



Visual Description: Incident Complex: Structure

Key Points

An Incident Complex may be managed under a Unified Command.

Typically, each separate incident is organized as a Branch allowing for future expansion, if required.

Using Branches:

- Allows for more flexibility to establish Divisions or Groups if required later.
- Also, because Divisions and Groups already may have been established at each of the incidents, the same basic structure can be maintained below the Branch level within the Incident Complex.

Refer to the summary information on incident complexes on the next page.

Option 1: Establishing an Incident Complex

An Incident Complex is two or more individual incidents in the same general proximity that are assigned to a single Incident Commander or Unified Command to manage.

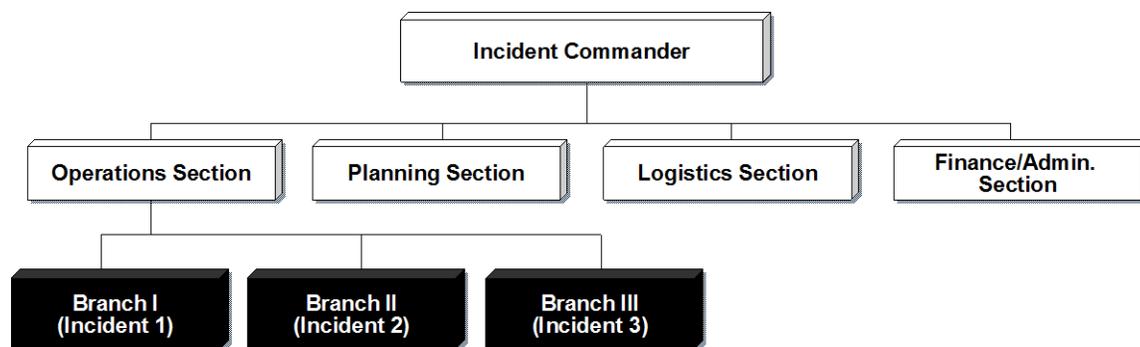
ICS Organizational Strategy

There are several options for managing major or complex incidents. When several incidents occur within the same general proximity and Planning, Logistics, and Finance/Administration activities can be adequately and more efficiently provided by a single management team, the incidents might be organized into an Incident Complex.

When several incidents are organized into an Incident Complex, the general guideline is that the individual incidents become Branches within the Operations Section of the Incident Complex structure.

Typically, each separate incident is organized as a Branch allowing for future expansion, if required.

Using Branches allows for more flexibility to establish Divisions or Groups if required later. Also, because Divisions and Groups already may have been established at each of the incidents, the same basic structure can be maintained below the Branch level within the Incident Complex.

**When To Use It**

An Incident Complex may be formed when:

- There are many separate incidents occurring close together.
- One incident is underway and other, smaller incidents occur in the same proximity.
- Management efficiencies can be attained by developing an Incident Complex.

Guidelines for Use

- The incidents must be close enough to each other to be managed by the same incident management team.
- Some staff and/or logistics support economies could be achieved through a combined management approach.
- The number of overall incidents within the agency or jurisdiction requires consolidations wherever possible to conserve staff and reduce costs.
- Planning, Logistics, and Finance/Administration activities can be adequately provided by a single management team.



Visual 3.15



Visual Description: ICS Organizational Options (With “Divide an Incident . . .” highlighted)

Key Points

Some incidents become so large that they can best be managed as separate incidents. This next section covers how to divide one large incident into smaller separate incidents.



Visual 3.16

Dividing a Single Incident (1 of 2)

A single incident may be divided when it:

- Spreads into other jurisdiction(s) and Unified Command is not feasible.
- Is difficult to manage from one location due to terrain and access.
- Has objectives that are naturally separating into two operations.

Divide into two incidents

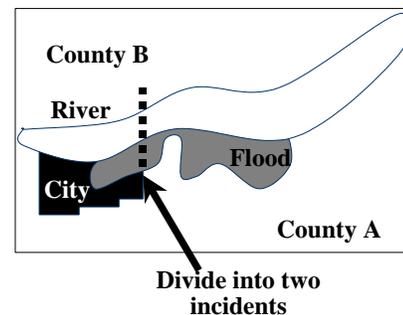
Visual 3.16
Major and/or Complex Incident/Event Management
December 2011

Visual Description: Dividing a Single Incident (1 of 2)

Key Points

A single incident may be divided when it:

- **Spreads into other jurisdiction(s) and Unified Command is not feasible.**
For example, a flooding situation that continues to expand into low-lying areas downstream. Although Unified Command would still be the first choice, it is not always feasible.



- **Is difficult to manage from one location due to terrain and access.**
For example, incidents such as earthquake and wildland fire where terrain and access affect operational or logistical mobility, and the ability to manage from one location.
- **Has objectives that are naturally separating into two operations.**
For example, a bioterrorism incident that includes immediate public health objectives and longer term investigation objectives. Again, Unified Command would still be the first choice.



Visual 3.17

Dividing a Single Incident (2 of 2)

Incidents may be divided when:

- The Planning and/or Logistics Section can no longer adequately provide support services.
- The Operations Section cannot manage the number of resources required without exceeding span of control.



Visual 3.17
Major and/or Complex Incident/Event Management
December 2011

Visual Description: Dividing a Single Incident (2 of 2)

Key Points

In addition to the characteristics of the incident itself, management issues also may make it advisable to divide an incident.

Dividing an incident should be considered if two or more Sections are overtaxed due to the size of the incident.

The following are examples of when the Incident Commander (or Unified Command), in consultation with the jurisdictional agencies involved, could recommend that the incident be divided into two separate incidents:

- The Planning Section, even with additional resources, can no longer adequately provide planning services because of:
 - The size of the incident.
 - The varying objectives and strategies needed.
- The Logistics Section can no longer, or will soon not be able to, serve the widespread facilities and operations from a single incident base.
- The Operations Section cannot manage the number of resources required without exceeding span of control.



Visual 3.18

Dividing an Incident

- **Step 1:** Determine how best to divide the incident.
- **Step 2:** Assign Incident Commanders and the Command and General Staff for each incident.
- **Step 3:** Designate additional supporting organizational facilities, locations, etc.
- **Step 4:** Designate an appropriate time for establishing two separate incidents (each with a unique name).
- **Step 5:** Coordinate planning strategies and use of critical resources for at least the next operational period.
- **Step 6:** Consider the need for **Area Command**. (Area Command is covered in the next unit.)

Visual 3.18
Major and/or Complex Incident/Event Management
December 2011

Visual Description: Dividing an Incident

Key Points

The following are steps used to divide an incident:

- **Step 1: Determine how best to divide the incident.** This division could be done in several ways, depending upon:
 - Terrain and access considerations.
 - Locations of future resource and logistical support.
 - Jurisdictional/administrative boundaries.
 - Current Operations Section structure (Branches, Divisions, etc.).
- **Step 2: Assign Incident Commanders and Command and General Staff for each incident.**
- **Step 3: Designate additional supporting organizational facilities, location, etc.**
- **Step 4: Designate an appropriate time for establishing two separate incidents (each with a unique name).**
- **Step 5: Coordinate planning strategies and use of critical resources for at least the next operational period.**
- **Step 6: Consider the need for Area Command.** (Area Command is covered in the next unit.)

Refer to the summary information on dividing an incident that appears on the next pages.

Option 2: Dividing a Single Incident

An incident that has become so large that it cannot be managed effectively by a single Unified Command structure or that spreads across multiple jurisdictions may be divided.

ICS Organizational Strategy

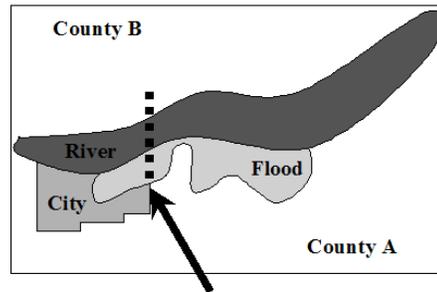
A single incident may be divided when it:

- **Spreads into other jurisdiction(s) and Unified Command is not feasible.**

For example, a flooding situation that continues to expand into low-lying areas downstream may be divided by jurisdiction. Although Unified Command would still be the first choice, it is not always feasible.

- **Is difficult to manage from one location due to terrain and access.**

For example, incidents such as earthquakes and wildland fires where terrain and access affect operational or logistical mobility, and the ability to manage from one location may be divided geographically.



Divide into two incidents

- **Has objectives that are naturally separating into two operations.**

For example, a bioterrorism incident that includes immediate public health objectives and longer-term investigation objectives may be divided into two operations. Again, Unified Command would still be the first choice.

In addition to the characteristics of the incident itself, management issues also may make it advisable to divide an incident. Dividing an incident should be considered if two or more Sections are overtaxed due to the size of the incident, for example, when:

- The Planning Section, even with additional resources, can no longer adequately provide planning services because of:
 - The size of the incident.
 - The varying objectives and strategies needed.
- The Logistics Section can no longer, or will soon not be able to, serve the widespread facilities and operations from a single incident base.
- The Operations Section cannot manage the number of resources required without exceeding span of control.

Option 2: Dividing a Single Incident

Dividing an Incident

- **Step 1:** Determine how best to divide the incident.

This division could be done in several ways, depending upon:

- Terrain and access considerations.
 - Locations of future resource and logistical support.
 - Jurisdictional/administrative boundaries.
 - Current Operations Section structure (Branches, Divisions, etc.).
- **Step 2:** Assign Incident Commanders and Command and General Staff for each incident.
 - **Step 3:** Designate additional supporting organizational facilities, location, etc.
 - **Step 4:** Designate an appropriate time for establishing two separate incidents (each with a unique name).
 - **Step 5:** Coordinate planning strategies and use of critical resources for at least the next operational period.
 - **Step 6:** Consider the need for Area Command.



Visual 3.19



Visual Description: ICS Organizational Options (With “Expand the Planning Capability” highlighted)

Key Points

Expanding the planning capability at an incident take several forms, including:

- Branch Tactical Planning.
- Separating advanced incident planning from the day-to-day planning process.

As discussed earlier, the addition of an Information/Intelligence Function is another option for expanding planning capability on a complex event or incident.



Visual 3.20

Branch Tactical Planning

Branch Tactical Planning means that:

- Detailed action plans are developed within the Operations Section at the Branch level.
- The Planning Section provides support.



Visual 3.20
Major and/or Complex Incident/Event Management
December 2011

Visual Description: Branch Tactical Planning: Description

Key Points

Branch Tactical Planning means that the detailed action plans are developed within the Operations Section at the Branch level with the Planning Section providing support and coordination.

Tactical planning at the Branch level may occur when:

- The incident becomes so large that there is no single set of objectives that would logically pertain to the entire incident.
- Special technical expertise is needed for planning.
- It is not feasible to prepare and distribute the IAP within the required timeframe.



Visual 3.21

Branch Tactical Planning: Examples



- In a mass fatalities incident, the Medical Examiner/Morgue Operations Branch may be best suited to establish their own incident tactical plans.
- In a structural collapse, the Search and Rescue Branch typically will include its own planning component.

Visual 3.21
Major and/or Complex Incident/Event Management
December 2011

Visual Description: Branch Tactical Planning: Examples

Key Points

The following are examples in which Branch Tactical Planning may be implemented:

- In a mass fatalities incident, the Medical Examiner/Morgue Operations Branch may be best suited to establish their own incident tactical plans.
- In a structural collapse, the Search and Rescue Branch typically will include its own planning component.

Can you identify other situations where Branch Tactical Planning may be beneficial? Add any examples from your own experiences.



Visual 3.22

Accomplishing Branch Planning

When Branch Tactical Planning is used, the Planning Section provides:

- General incident objectives.
- Strategy for the Branch for the next operational period.
- Branch resource summary for the next operational period.
- Weather and safety information.
- Changes to logistical support.
- Personnel to support planning.

Visual 3.22
Major and/or Complex Incident/Event Management
December 2011

Visual Description: Accomplishing Branch Planning (1 of 2)

Key Points

When Branch Tactical Planning is used, both the Planning Section and the Operations Section participate in the process.

When Branch Tactical Planning is used, the Planning Section provides:

- General incident objectives.
- Strategy for the Branch for the next operational period.
- Branch resource summary for the next operational period.
- Weather and safety information.
- Changes to logistical support.
- Personnel to support planning.

With this information, individual Branches can perform detailed action planning. The Planning Section must ensure that necessary inter-Branch coordination takes place.

After the general information has been received from the Planning Section, the Operations Branch develops a detailed tactical plan with the information required to complete the ICS Form 215.

Additional resource requirements over those authorized must be made known to the Operations Section Chief.



Visual 3.23

Discussion Questions

Why is advanced planning critical during a complex incident?

What are the challenges to ensuring that advanced planning occurs?

Visual 3.23
Major and/or Complex Incident/Event Management
December 2011

Visual Description: Why is advanced planning critical during a complex incident? What are the challenges to ensuring that advanced planning occurs?

Key Points

Why is advanced planning critical during a complex incident?

What are the challenges to ensuring that advanced planning occurs?



Visual 3.24

Separate Advanced Incident Planning

To ensure that advanced planning occurs, the Planning Section Chief may:

- Assign a Deputy Planning Section Chief to manage advanced planning.
- Assign Technical Specialists to perform advanced planning.
- Establish a special unit within the Planning Section.



Visual 3.24
Major and/or Complex Incident/Event Management
December 2011

Visual Description: Separate Advanced Incident Planning

Key Points

One of the functions of the Planning Section is to assess all available information and to provide periodic predictions on incident potential. The Planning Section is also responsible for developing any contingency plans that may be required.

To ensure that advanced planning occurs, the Planning Section Chief may:

- Assign a Deputy Planning Section Chief to manage advanced planning.
- Assign Technical Specialists to perform advanced planning.
- Establish a special unit within the Planning Section.



Visual 3.25

Advanced Planning Considerations

Advanced planning should project ahead at least 36 to 72 (or longer) hours, and consider:

- Overall goal and incident objectives.
- Adequacy of previous and present plans.
- Future resource availability.
- Strategy assessment and alternatives.
- Environmental factors.
- Organizational assessment and alternatives.
- Political and economic issues.
- Long-term recovery needs.



Visual 3.25
Major and/or Complex Incident/Event Management
December 2011

Visual Description: Advanced Planning Considerations

Key Points

Advanced planning should project ahead at least 36 to 72 hours, and consider:

- Overall goal and incident objectives.
- Adequacy of previous and present plans.
- Future resource availability.
- Strategy assessment and alternatives.
- Environmental factors.
- Organizational assessment and alternatives.
- Political and economic issues.
- Long-term recovery needs.

The goal of this advanced planning effort is to provide the Planning Section Chief and the Incident Commander or Unified Command with a range of alternatives related to management of the incident beyond the next Operational Period.

Refer to the summary of expanding the planning capability at an incident.

Option 3: Expanding the Planning Capability at an Incident

Some incidents are so complex that the planning function must be enhanced or expanded. For example, cascading events may make managing the response more difficult. Planning is required to project the risk of cascading events. It may also be difficult to make cost-effective resource management decisions without advanced planning. The consequences of poor resource management decisions could be unnecessary loss of life and property.

Expanding the planning capability at an incident may take several forms, including:

- Branch Tactical Planning.
- Separating advanced incident planning from the day-to-day planning process.

The addition of an Information and Intelligence function is another option for expanding planning capability for a complex event or incident.

Branch Tactical Planning

Branch Tactical Planning is not a new concept. It means that the Operations Section at the Branch level develops the detailed action plans, and the Planning Section provides support and coordination.

For example, Branch Tactical Planning is often used in search and rescue operations, when detailed tactical assignments are developed at the Branch Director level. In situations like this, the Planning Section provides support to the Branch Director.

Branch Tactical Planning: When To Use It

Tactical planning at the Branch level may be used when:

- The incident becomes so large that there is no single set of objectives that would logically pertain to the entire incident.
- Special technical expertise is needed for planning.
- It is not otherwise feasible to prepare and distribute the incident plan within the required timeframe.

The following are examples of when Branch Tactical Planning may be implemented:

- In a mass fatalities incident, when the Medical Examiner/Morgue Operations Branch may be best suited to establish its own incident tactical plans.
- In a structural collapse, when the Search and Rescue Branch typically will include its own planning component.

Option 3: Expanding the Planning Capability at an Incident**Branch Tactical Planning: ICS Organizational Strategy**

When Branch Tactical Planning is used, the Planning Section provides:

- General incident objectives.
- Strategy for the Branch for the next operational period.
- Branch resource summary for the next operational period.
- Weather and safety information.
- Changes to logistical support.
- Personnel to support planning.

With this information, individual Branches can perform detailed action planning. The Planning Section would have to ensure that necessary inter-Branch coordination took place wherever necessary.

Additional resource requirements over those authorized would have to be made known to the Operations Section Chief.

A modification to this model could be accomplished by limiting Branch Tactical Planning to certain Branches (e.g., those with less complex situations). Other Branches would continue under a central planning structure. In either case, the Planning Section would provide each Branch doing Individual Branch Planning with the required support in terms of personnel and other support resources to get the planning accomplished.

Separate Advanced Incident Planning

One of the functions of the Planning Section is to assess all available information and to provide periodic predictions on incident potential. The Planning Section is also responsible for developing any contingency plans that may be required.

To ensure that advanced planning occurs, the Planning Section Chief may:

- Assign a Deputy Planning Section Chief to manage advanced planning.
- Assign Technical Specialists to perform advanced planning.
- Establish a special unit within the Planning Section.

Advanced Incident Planning: Considerations

The goal of this advanced planning effort is to provide the Planning Section Chief and the Unified Command with a range of alternatives related to management of the incident beyond the next Operational Period.

Advanced planning should project ahead at least 36 to 72 hours (or longer), and consider:

- Overall goal and incident objectives.
- Adequacy of previous and present plan.
- Future resource availability.
- Strategy assessment and alternatives.
- Environmental factors.
- Organizational assessment and alternatives.
- Political and economic issues.
- Long-term recovery needs.



Visual 3.26



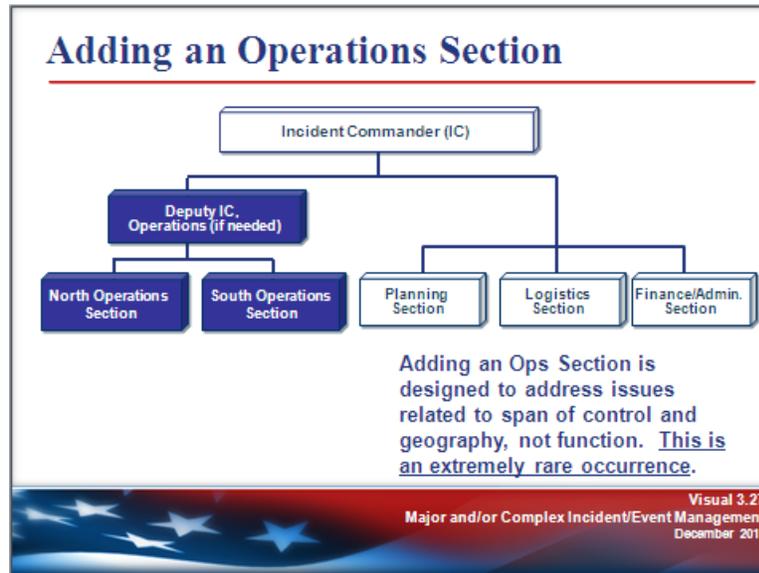
Visual Description: ICS Organizational Options (With “Add a Second Operations or Logistics Section” highlighted)

Key Points

While not common, it is possible to establish a second Operations or Logistics Section within a single incident. This situation may arise when the incident is operating under Unified Command; however, Unified Command is not a requirement.



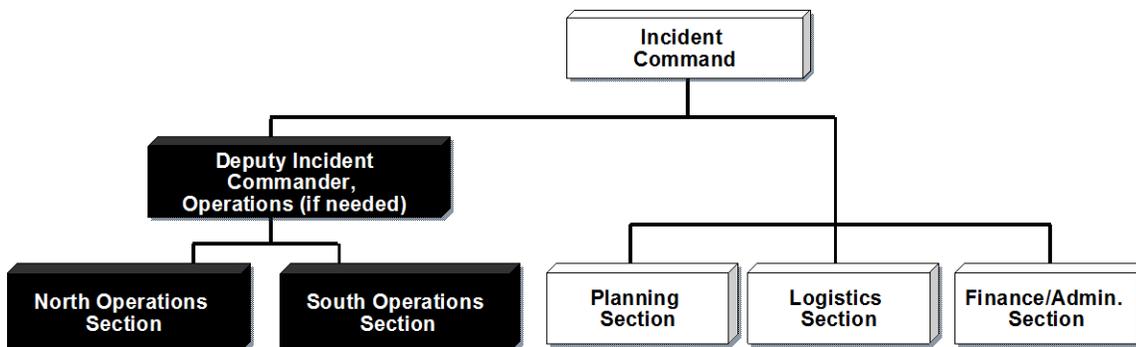
Visual 3.27



Visual Description: Adding an Operations Section

Key Points

Caption: This illustrated model is used for a major incident in which the sheer volume of resources required means that the Operations Section cannot be further expanded without exceeding ICS span of control guidelines and it is not possible to establish separate incidents. **THIS IS AN EXTREMELY RARE OCCURRENCE.** This organizational option is designed to address issues of span of control and geography, not function.



Examples of situations where two Operations Sections may be established include:

- Earthquakes, hurricanes, tornadoes, and floods covering several political jurisdictions.
- Major wildland fire that continues to expand.
- Major spill in a waterway.



Visual 3.28

Adding Operations Section: Considerations

- Ensure that Command and General Staffs can support the expansion.
- Ensure adequate Incident Action Planning.
- Ensure adequate logistics support.
- Establish the second Operations Section at the beginning of an operational period.
- Ensure that all incident supervisory personnel are aware of the expanded organization.
- Add a Deputy Incident Commander for Operations, if necessary.

Visual 3.28
Major and/or Complex Incident/Event Management
December 2011

Visual Description: Adding Operations Section: Considerations

Key Points

The considerations for adding an Operations Section include:

- Ensure that Command and General Staffs can support the expansion.
- Ensure adequate Incident Action Planning.
- Ensure adequate logistics support.
- Establish the second Operations Section at the beginning of an operational period.
- Ensure that all incident supervisory personnel are aware of the expanded organization.
- Add a Deputy Incident Commander for Operations, if necessary.

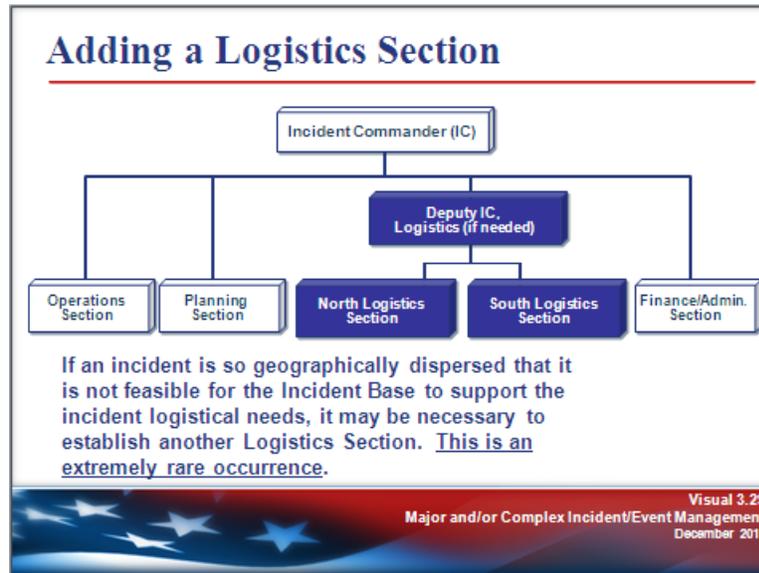
The Deputy Incident Commander for Operations:

- Has the responsibility to ensure that all aspects of the original and the additional Operations Section are fully coordinated with each other and with other Sections.
- Is normally collocated with the Incident Commander at the Incident Command Post.

Separate Staging Areas are established to support each Operations Section.



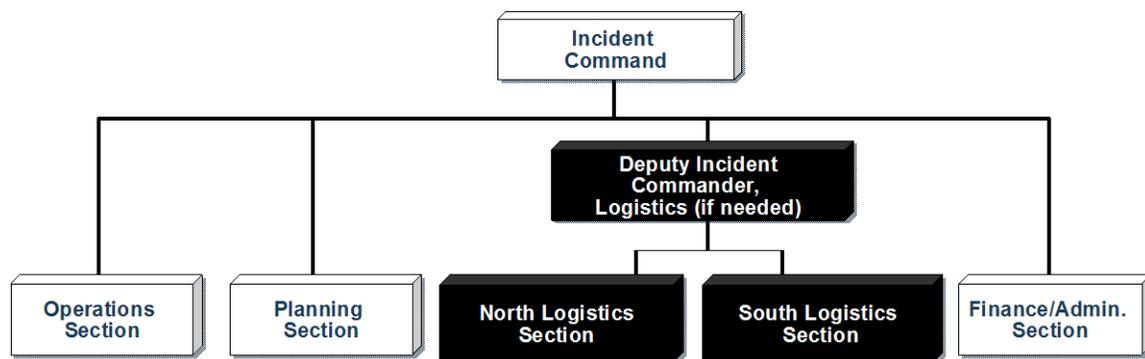
Visual 3.29



Visual Description: Adding a Logistics Section

Key Points

If an incident is so geographically dispersed that it is not feasible for the Incident Base to support the incident logistical needs, it may be necessary to establish another Logistics Section. **THIS IS AN EXTREMELY RARE OCCURRENCE.**



Caption: North and South Logistics Sections reporting to a Deputy Incident Commander for Logistics.



Visual 3.30

Adding Logistics Section: Considerations

- Ensure that Command and General Staffs can support the expansion.
- Ensure adequate Incident Action Planning.
- Establish the second Logistics Section at the beginning of an operational period.
- Ensure that all incident supervisory personnel are aware of the expanded organization.
- Add a Deputy Incident Commander for Logistics, if necessary.

Visual 3.30
Major and/or Complex Incident/Event Management
December 2011

Visual Description: Adding Logistics Section: Considerations

Key Points

The considerations for adding a Logistics Section include:

- Ensure that Command and General Staffs can support the expansion.
- Ensure adequate Incident Action Planning.
- Establish the second Logistics Section at the beginning of an operational period.
- Ensure that all incident supervisory personnel are aware of the expanded organization.
- Add a Deputy Incident Commander for Logistics, if necessary.

Similar to the example with the Operations Section, a Deputy Incident Commander for Logistics could be added to the command structure if necessary to ensure coordination of the two Logistics efforts.

The Deputy Incident Commander for Logistics would normally function from the Incident Command Post, while the two Logistics Section Chiefs could operate from separate Incident Bases. The Deputy Incident Commander would ensure that all necessary coordination was taking place between the two Logistics Sections.

An Incident Base for each Logistics Section could be established. Also, additional camps supported by that Base could be established.

Refer to the summary of information about adding a second operations or Logistics Section.

Option 4: Creating Additional Operations or Logistics Sections

While not common, it is possible to establish a second Operations or Logistics Section within a single incident. This situation may arise when the incident is operating under Unified Command; however, Unified Command is not a requirement.

When To Add Operations or Logistics Sections

Operations Section. An additional Operations Section should be added in an incident in which the sheer volume of resources required means that the Operations Section cannot be further expanded without exceeding ICS span of control guidelines and it is not possible to establish separate incidents. Examples of situations where two Operations Sections may be established include:

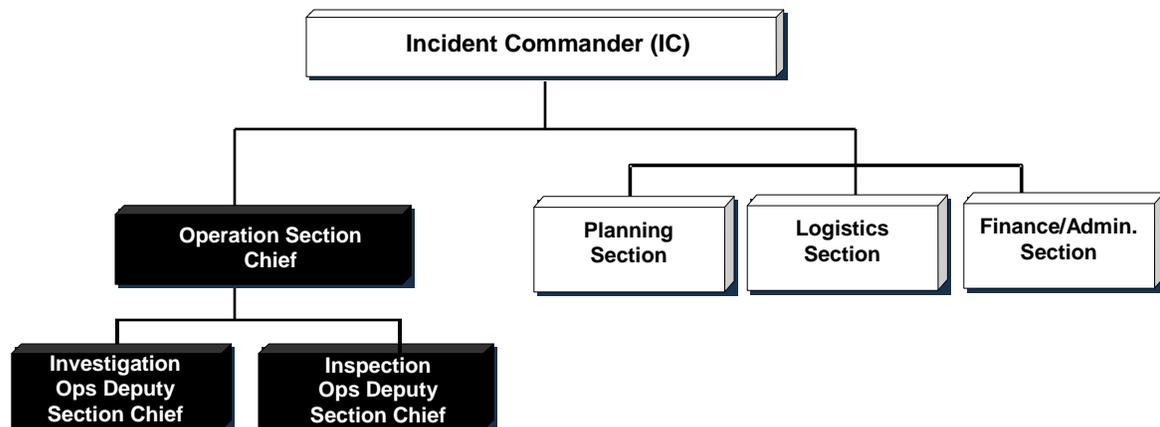
- Earthquakes, hurricanes, tornadoes, and floods covering several political jurisdictions.
- A major wildland fire that continues to expand.
- A major spill in a waterway.

Logistics Section. If an incident is so geographically dispersed that it is not feasible for the incident base to support the incident logistical needs, it may be necessary to establish another Logistics Section, as with the Operations Section.

ICS Organizational Strategy

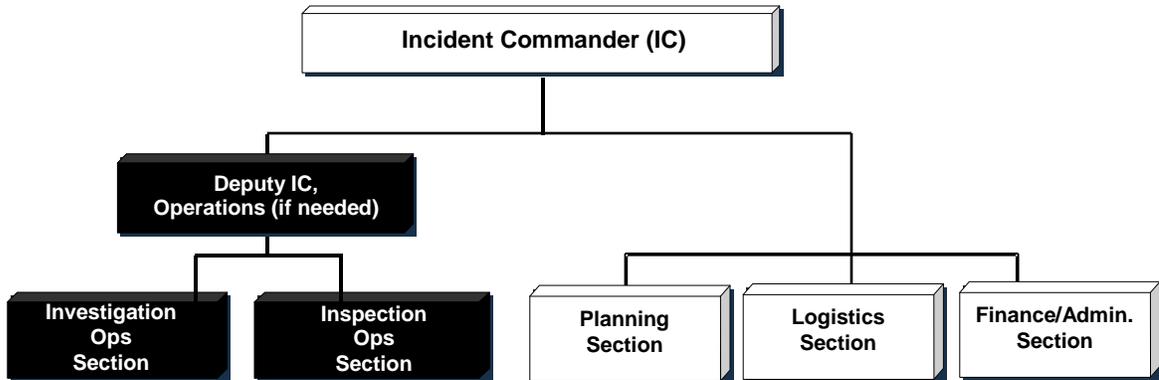
Operations Organization. If the organization grows so that it is not desirable to expand the Operations Section further, a second Operations Section may be established.

A more commonly used solution is to add Deputy Operations Section Chiefs under the Operations Section Chief to manage respective areas—for example, Investigation and Inspection Deputy Operations Section Chiefs reporting to the Operations Section Chief as shown in the diagram below.



Option 4: Creating Additional Operations or Logistics Sections

Another option would be to split the Operations Section into Investigation and Inspection Sections, if needed under a Deputy Incident Commander for Operations, as shown below.



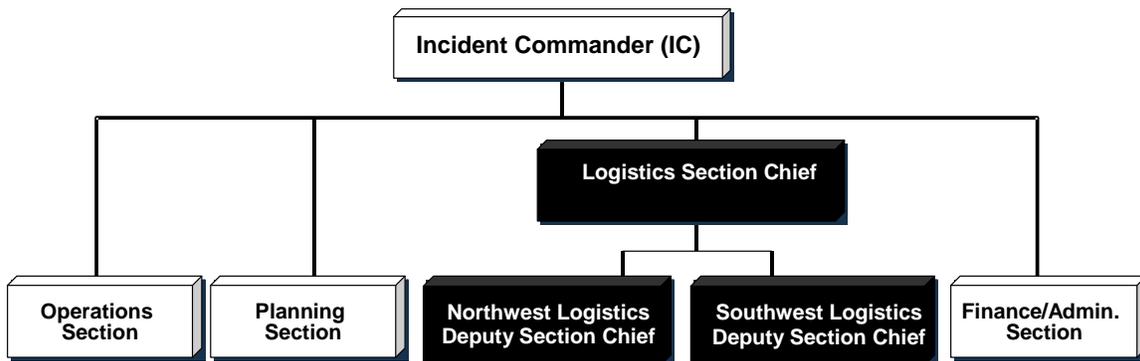
The Deputy Incident Commander for Operations or Deputy Operations Section Chiefs:

- Have the responsibility to ensure that all aspects of the original and the additional Operations Section are fully coordinated with each other and with other Sections.
- Are normally co-located with the rest of the Unified Command.

Separate Staging Areas are established to support each Operations Section.

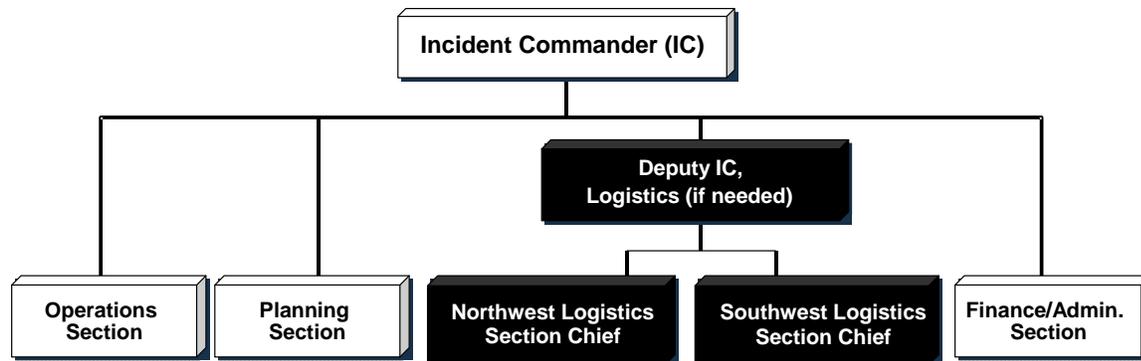
Logistics Organization. A second Logistics Section may be added in a geographically dispersed incident.

In this diagram, Northwest and Southwest Logistics Sections report to the Logistics Section Chief.



Option 4: Creating Additional Operations or Logistics Sections

In this diagram, Northwest and Southwest Logistics Section Chiefs report to the Deputy IC for Logistics.



- Similar to the example with the Operations Section, a Deputy Incident Commander for Logistics could be added to the command structure if necessary to ensure coordination of the two Logistics efforts.
- The Deputy Incident Commander for Logistics would normally function from the Incident Command Post, while the two Logistics Section Chiefs could operate from separate Incident Bases. The Deputy Incident Commander would ensure that all necessary coordination was taking place between the two Logistics Sections.
- An Incident Base for each Logistics Section could be established. Also, additional camps supported by each Base could be established.

Considerations

The considerations for adding an Operations or Logistics Section include:

- Ensure that Command and General Staffs can support the expansion.
- Ensure there is adequate incident action planning.
- Ensure there is adequate logistics support for an additional Operations Section.
- Establish the second Operations or Logistics Section at the beginning of an operational period.
- Ensure that all incident supervisory personnel are aware of the expanded organization.
- Add a Deputy Incident Commander for Operations or Logistics or add Deputy Operations or Logistics Section Chiefs if necessary.



Visual 3.31

Applied Exercise



- Follow instructions . . .
- Presented by instructors.
- Outlined on handouts.

Visual 3.31
Major and/or Complex Incident/Event Management
December 2011

Visual Description: Activity: Major/Complex Incident

Key Points

This unit includes an applied exercise. Follow the instructions presented by your instructors and outlined on the handouts.



Visual 3.32

Summary

You should now be able to:

- List the principal factors often found in or related to major and/or complex incidents/events.
- List the four expansion options for incident/event organization and describe the conditions under which they would be applied.
- Demonstrate, through an exercise, how to apply the various options related to major or complex incident management.

Visual 3.32
Major and/or Complex Incident/Event Management
December 2011

Visual Description: Summary

Key Points

Are you now able to:

- List the principal factors often found in or related to major and/or complex incidents/events?
- List the four expansion options for incident/event organization and describe the conditions under which they would be applied?
- Demonstrate, through an exercise, how to apply the various options related to major or complex incident management?

The next unit presents information about Area Command. Area Command can be used when there are a number of incidents in the same general area, and often of the same kind.

Your notes:

Unit 4: Area Command

This page intentionally left blank

Unit Objectives

At the end of this unit, you should be able to:

- Define Area Command.
 - List the principal advantages of using Area Command.
 - Describe how, when, and where Area Command would be established.
 - Describe the Area Command organization.
 - Identify six primary functional responsibilities of Area Command.
 - Given a scenario, develop an Area Command organization.
-

Scope

- Unit Introduction
- Unit Objectives
- Area Command: Overview
- Area Command: Responsibilities, Relationships, and Best Practices
- Katrina Area Command Scenario
- Area Command Organization
 - Area Commander
 - Area Command Officers
 - Assistant Area Commander – Planning
 - Assistant Area Commander – Logistics
 - Area Command Technical Specialists
- Area Command Meeting
- Initial Meeting With Incident Commanders
- Demobilization Procedures
- Activity: Establishing Area Command
- Summary

Your notes:



Visual 4.1



Visual Description: Unit Introduction

Key Points

This unit:

- Describes why, when, where, and how Area Command is established, and the organization, facilities, and communications required.
- Covers the organizational relationships between Area Command and incidents, and between Area Command and jurisdictional authorities.
- Reviews the demobilization process under an Area Command organization.



Visual 4.2

Unit Objectives

- Define Area Command.
- List the principal advantages of using Area Command.
- Describe how, when, and where Area Command would be established.
- Describe the Area Command organization.
- Identify six primary functional responsibilities of Area Command.
- Given a scenario, develop an Area Command organization.

Visual 4.2
Area Command
December 2011

Visual Description: Unit Objectives

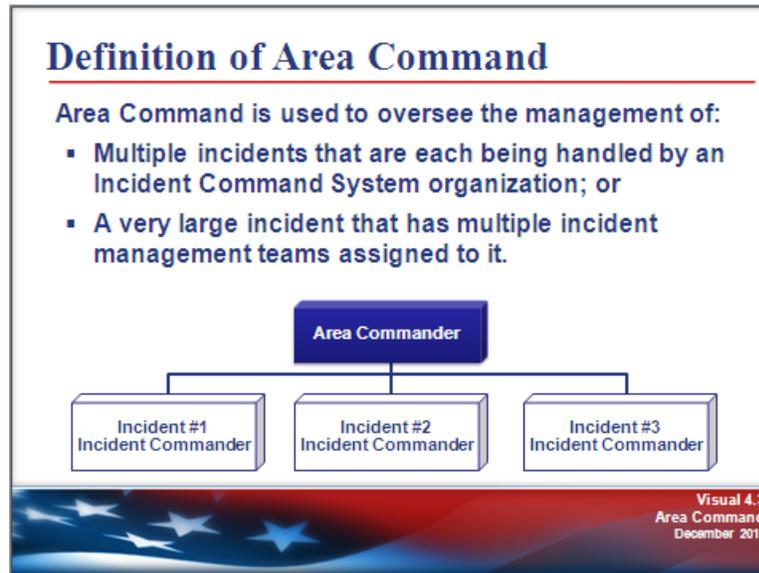
Key Points

By the end of this unit, you should be able to:

- Define Area Command.
- List the principal advantages of using Area Command.
- Describe how, when, and where Area Command would be established.
- Describe the Area Command organization.
- Identify six primary functional responsibilities of Area Command.
- Given a scenario, develop an Area Command organization.



Visual 4.3



Visual Description: Definition of Area Command

Key Points

Area Command is used when there is a number of incidents generally in the same area and often of the same kind. Examples include two or more hazardous materials spills, fires, etc. It is usually these kinds of incidents that may be vying for the same resources.

When an incident expands to a large geographic area, the agency officials may choose to divide the incident into smaller pieces, called zones, each of which will be managed by an incident management team (IMT).

When incidents are of different kinds and/or do not have similar resource demands, they would usually be handled as separate incidents or would be coordinated through an Emergency Operations Center (EOC).

If Area Command is established, the EOC is usually up and working to support.



Visual 4.4

Area Command: Primary Functions

- Provide agency or jurisdictional authority for assigned incidents.
- Ensure a clear understanding of agency expectations, intentions, and constraints.
- Establish critical resource use priorities between various incidents.
- Ensure that incident management team personnel assignments and organizations are appropriate.
- Maintain contact with officials in charge, and other agencies and groups.
- Coordinate the demobilization or reassignment of resources between assigned incidents.

Visual 4.4
Area Command
December 2011

Visual Description: Area Command: Primary Functions

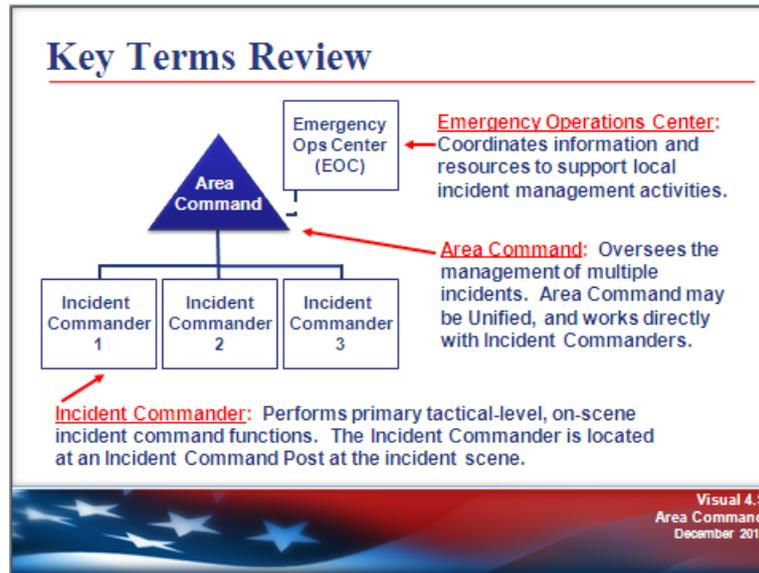
Key Points

Area Command is designed to ensure the effective management of assigned incidents. To do this, the Area Commander has the authority and responsibility to do the following for incidents within the Area Command:

- Provide agency or jurisdictional authority for assigned incidents.
- Ensure a clear understanding of agency expectations, intentions, and constraints.
- Establish critical resource use priorities between various incidents.
- Ensure that incident management team personnel assignments and organizations are appropriate.
- Maintain contact with officials in charge, and other agencies and groups.
- Coordinate the demobilization or reassignment of resources between assigned incidents.



Visual 4.5



Visual Description: Key Terms Review

Key Points

Review the following key terms:

- **Incident Commander:** Performs primary tactical-level, on-scene incident command functions. The Incident Commander is located at an Incident Command Post at the incident scene.
- **Area Command:** Oversees the management of multiple incidents. Area Command may be Unified, and works directly with Incident Commanders.
- **Emergency Operations Center:** Coordinates information and resources to support local incident management activities.



Visual 4.6



Visual Description: What is the difference between Unified Command and Area Command?

Key Points

What is the difference between Unified Command and Area Command?



Visual 4.7

Advantages of Area Command

Area Command:

- Assists in interincident coordination.
- Ensures efficient resource use.
- Ensures that agency policies, priorities, constraints, and guidance are being made known to the Incident Commanders and implemented consistently across incidents.
- Reduces workload for agency officials.



Visual 4.7
Area Command
December 2011

Visual Description: Advantages of Area Command

Key Points

In situations where multiple incidents (e.g., earthquakes, floods, fires, major storms, disease outbreaks, etc.) are occurring, the use of an Area Command makes the jobs of Incident Commanders and agency officials easier for the following reasons:

- Much of the interincident coordination typically performed by each Incident Commander is accomplished at the Area Command level. Using an Area Command allows the Incident Commanders and their incident management teams to focus their attention on their incident objectives, strategies, and tactics.
- Area Command sets priorities between incidents and ensures efficient resource use. Critical resources are allocated by the overall priorities established by the agency officials. Competition among incidents for critical resources is avoided. Often, agency dispatchers will recognize interincident coordination problems first.
- Area Command ensures that agency policies, priorities, constraints, and guidance are being made known to the Incident Commanders and implemented consistently across incidents.
- Area Command also reduces the workload of the agency officials, especially if there are multiple incidents going on at the same time.

Can you think of additional benefits of using Area Command?



Visual 4.8



Visual Description: Chain of Command & Reporting Relationships
(Organizational chart showing three Incident Commanders reporting to an Area Commander/Unified Command, and the Area Commander reporting to the Agency Administrator(s).)

Key Points

When Area Command is established, Incident Commander(s) will report to the Area Commander/Unified Command. The Area Commander is accountable to the agency or jurisdictional executive or administrator(s).

If one or more of the incidents within the Area Command are multijurisdictional, a Unified Area Command should be established. Incident Commanders would report to the Unified Area Commander for their jurisdiction.

Incident Commanders under the designated Area Commander are responsible to, and should be considered as part of, the overall Area Command organization. Incident Commanders must be provided adequate and clear delegation of authority.



Visual 4.9

Area Command: Best Practices

Area Command should:

- Receive its authority through a written delegation of authority.
- Notify Incident Commanders of its authorities and roles.
- Be staffed with qualified and experienced personnel.
- Operate under standard ICS principles.
- Be kept small.



Visual 4.9
Area Command
December 2011

Visual Description: Area Command: Best Practices

Key Points

Area Command should:

- **Receive its authority through a written delegation of authority.**
When Area Command is activated, an Area Commander will be designated and given appropriate delegated authority. The authority given to the Area Commander should be written as a delegation of authority statement. A written delegation of authority helps to eliminate confusion and provides the Area Commander with authority to oversee the management of the incidents.
- **Notify Incident Commanders of its authorities and roles.**
Incident Commanders covered by the Area Command must be notified that an Area Command is being established. Depending upon the agencies and incidents involved, the Area Command may issue delegation of authority or re-delegations to the respective Incident Commanders. This will help to ensure that agency direction is made clear to all parties.
- **Be staffed with qualified and experienced personnel.**
The Area Command team should consist of the best qualified personnel with respect to their functional areas. The functions of Area Command require personnel that have experience in, and are qualified to oversee, complex incident situations. The concepts of Area Command should be part of planning, training, and exercises.

(Continued on the next page.)

- **Operate under ICS principles.**
Area Command operates as an expansion of the ICS organization.
- **Be kept small.**
The Area Command organization should always be kept as small as possible. (Additional information on possible organizational structures is presented later in this unit.)

Would you add anything to the best practices listed on the visual? Add any best practices based on your past experiences.



Visual 4.10

Katrina: Area Command Scenario

1. Review the case-study Katrina Area Command scenario in your Student Manuals.
2. Working as a team, answer the following questions:
 - Why did the Coast Guard choose to use Area Command?
 - How did the Coast Guard adapt the Area Command structure? Why?
 - What are the lessons learned for your agency or jurisdiction?
3. Select a spokesperson and be prepared to present your analysis to the entire group.

Visual 4.10
Area Command
December 2011

Visual Description: Katrina: Area Command Scenario

Key Points

In the aftermath of the devastating winds and flooding from Hurricane Katrina, more than 8.1 million gallons of oil escaped from numerous damaged oil infrastructure sources.

The next activity analyzes how the Coast Guard adapted Area Command to manage the response efforts.

Complete the assignment as follows:

1. Review the case-study scenario in your Student Manuals. (See the following pages.)
2. Working as a team, answer the following questions:
 - Why did the Coast Guard choose to use Area Command?
 - How did the Coast Guard adapt the Area Command structure? Why?
 - What are the lessons learned for your agency or jurisdiction?

Select a spokesperson and be prepared to present your analysis to the entire group.

Source: U.S. Coast Guard Proceedings, Winter 2006-07 www.uscg.mil/proceedings



Unified Command and Control

Keeping "pollution catastrophe" off Katrina's resume' of tragic consequences.

by CDR ROGER LAFERRIERE,
U.S. Coast Guard Deputy Sector Commander Honolulu, Hawaii

MR. TRACY LONG,
Security/Emergency Response Advisor, Chevron Pipe Line Company

and MR. GREG GUERRIERO,
Incident Commander, Shell Oil Products U.S

In the aftermath of the devastating winds and flooding from Hurricane Katrina, more than 8.1 million gallons of oil escaped from numerous damaged oil infrastructure sources.¹ The amount of oil released was second, in the U.S., only to the tragic grounding of the *Exxon Valdez*, which resulted in the largest oil spill in U.S. history (11 million gallons).²

This was a different situation entirely, as this was not the result of human error, but rather resulted from the most powerful natural forces experienced by our nation in the modern era. The logistical challenges from this hurricane were something never envisioned by contingency planners, nor encountered before by oil spill responders. The only way to overcome these immense challenges was for governments and industry organizations to mount an effective and efficient response with absolute unified command and control. Fortunately they employed a process tried and true: the Incident Command System.

The Challenges

Hurricane Katrina ravaged the robust oil and gas infrastructure system in Southeastern Louisiana, causing oil to be discharged from more than 140 sources, 10 of which were high-volume oil pipelines, refineries, and storage facilities.³ The marine facilities stretched more than 130 miles along the Mississippi River. Many were inland and around the sensitive Mississippi delta region. But the industry was as ready as it could be.



Figure 1: Oil leaks from hurricane-damaged oil tanks. USCG photo.

For example, Chevron Pipe Line (CPL), two days prior to Hurricane Katrina's landfall, activated its emergency response team and set up an incident command post in Houston, Texas. CPL has two major facilities in the region that were damaged, one near Empire, La. and a second at Fourchon, La. These terminals are where oil pipelines from the Gulf of Mexico come onshore and oil is stored and redirected to refineries and other petrochemical facilities along the gulf coast. All CPL's Southern Louisiana facilities were shut down, in anticipation of the storm. Other oil companies also took similar actions.

High winds and massive flooding caused damage to the oil infrastructure. Fortunately, these same forces helped to disperse and evaporate a large portion of the oil. The remaining oil settled into depressions—natural culverts and canals—into dikes and containments already in place in the event of a catastrophic infrastructure release. However, the devastating Katrina moved a large volume of oil onto private property and into sensitive environments adjoining the oil facilities. In one neighborhood, oil contamination could be measured in square miles (Figure 1). This oil contaminated the exterior and interior areas and contents of private property, as it flowed through broken windows on vehicles, boats, sheds, and garages. Flood waters moved far inland and contaminated streets, playgrounds, businesses, and public service buildings.

On the environmental side, oil pollution removal was complicated by inaccessibility caused by massive quantities of obstructive debris. In one site, oil was pushed into highly sensitive forested wetlands and deposited into natural depressions. These forested wetlands were teeming with wildlife, including alligators and poisonous snakes. The vegetation in these wetlands was so dense, that vehicle access was not possible (Figure 2). Additionally, oil settled into miles of canals, culverts, and "cuts" on the backside of the Mississippi River levee that were only accessible by shallow water boats. At another location, oil migrated into a swamp grass region that was loaded with shellfish and shellfish spawning sites. Manual recovery was not an option here, due to the likely intrusive damage from the use of mechanical equipment and tools.

The normal infrastructure that would support a major oil spill operation was destroyed or damaged beyond immediate repair. More than 85 percent of the naviga-



Figure 2: Oil from damaged tanks was moved by hurricane forces into impassable forested wetlands. USCG photo.

tional aids along the Mississippi and its tributaries were destroyed.⁴ Sunken vessels and floating debris made water operations highly risky. Communications beyond line of sight for handheld radios was non-existent. Lodging, food, medical care, fuel, and transportation resources were not available.

Local oil spill responders and support workers were scattered by the storm, many having lost their homes and livelihood. The magnitude of impact is best summed up by oil company representatives who were there on the ground trying to assemble forces to combat the spill. For Chevron Pipe Line, for instance, many of their employees who lived in southern Louisiana returned to lost or damaged homes. This was CPL's and the other oil company's first priority: Locate and ensure the safety of employees and their families. Chevron Pipe Line designated an incident management team (IMT) whose sole function was to address this priority, in addition to having an IMT that dealt with the oil spill. A third IMT was used to conduct a complete operational and safety site assessment for all their facilities in the region. As Chevron Pipe Line moved to respond on all these fronts, it experienced massive difficulty in even contacting emergency response contractors. Marine traffic was at a standstill, due to hidden dangers, and roads were closed and impassable.

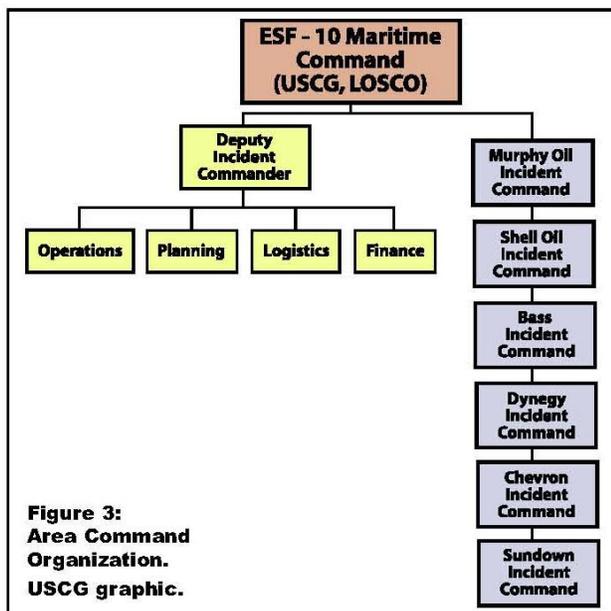
Emergency resources brought in for the disaster

response were rightfully focused on the harrowing search and rescue effort throughout the southeast Louisiana region. It was clear that these resources could not be counted on by the oil spill responders. They were forced to scrounge what little resources that survived the storm and obtain resources from outside the region, hundreds of miles away.

The Coast Guard federal on-scene coordinator, CAPT Frank Paskewich, required a quick plan to attack the oil spills. He approved a plan proposed by his Coast Guard incident management team to implement an area command construct for the spill.

Area Command Construct

Historically, oil spill responses involved the formation of a unified command (UC) composed of the federal on-scene coordinator, state responders, and vessel/facility owners. During Katrina, most of the oil released was from six major oil spill companies.⁵ Using a single unified command with six industry representatives as unified commanders was problem-



atic for several reasons. First, the geography of the impacted area was vast and would remove many of the industry unified commanders far from their incidents. Second, each company had its own incident management teams and incident command posts, some established prior to the hurricane. Third, it would have been a challenge, to absorb all these teams and resources into a single efficient and effective UC. Finally, each senior spill response manager from each company was rightfully concerned for its individual oil response, and therefore would have competing priorities with other industry counterparts.

Whenever there are multiple incidents having competing priorities, such as the Katrina oil spills, an Incident Command System area command is the model of choice. An area command is an organization above incident commanders that sets the priorities for all incidents and ensures that competing demands are resolved for the benefit of the entire response effort.

A quick meeting was held by government and industry oil spill responders to discuss CAPT Paskewich's proposed option. The collective industry, federal, and state representatives settled on the formation of a unified area command, staffed by U.S. Coast Guard and Louisiana Oil Spill Coordinator's Office (LOSCO) spill response managers. This unified area command would oversee the six major oil companies who would act as incident commanders for each of their own spills. The organization chart for the response is illustrated in figure 3.

The unified area command was called the "Emergency Support Function-10 Maritime Command" initially. ESF-10 is a term used in the National Response Plan for designating a response to an oil or hazardous materials incident. The word "area" was omitted from the title purposefully, to avoid confusion with other National Response Plan entities already in place. The word "maritime" was necessary to distinguish the operation from the Environmental Protection Agency's ESF-10 inland command. Since there was one Coast Guard incident command post in Alexandria, La. already, the ESF-10 maritime command's command post was termed forward operating base Baton Rouge.

The organization chart in figure 3 is consistent with the ICS area command concept, with one notable difference: There is an operations section and a deputy incident commander to lead operations, planning, logistics, and finance sections. This was to ensure that an organization existed among the regulators to verify that industry activities were monitored for compliance with state and federal environmental regulations. Additionally, the maritime command's operation section was tasked with managing the investigation and response to hundreds of smaller spills.

Incident Action Planning

It was important to develop a process for ensuring good communications and coordinated operations between the unified maritime command (MC) and the industry incident commanders (ICs). The MC used the operational planning cycle (Figure 4) for developing its own incident action plans and to communicate incident priorities and objectives to the industry ICs. These were shared with the industry

ICs, who developed their own incident action plans for their specific incidents. These were forwarded to the maritime command for review and approval. The maritime command employed a second-shift incident management team, responsible for reviewing the industry incident action plans for consistency with maritime command priorities and objectives.

The timing in coordinating this process was critical. Figure 5 provides an illustration of the processes. It is very similar to figure 4, however a line is drawn in some of the blocks to show the segregated, but nearly parallel activities undertaken by the maritime command and incident commanders. One caveat for figure 5: The industry planning cycle and MC planning cycle may not have matched up as perfectly as the figure suggests. The diagram has been simplified to provide the reader with a user-friendly illustration to explain the process.

Starting at the left corner of figure 5, at the “Maritime Command Objectives Meeting” block, the maritime command would develop priorities and objectives for the entire operation and for their own unique activities. At the MC/incident commander brief, the priorities and objectives for the entire operation were discussed via teleconference. Any additional issues or concerns involving the entire group were also discussed. After the briefing, the planning process splits, as the maritime command and industry incident commanders start developing their own incident action plans to execute the identified priorities and objectives. If necessary, the industry incident commanders could expand or supplement the priorities and objectives developed by the maritime command to address concerns unique to their operation.

As required by the Incident Command System, the ICS command and general staff members are briefed on priorities and objectives at the tactics meeting, and then develop strategies and tactics for the operation. The maritime command and IC entities do not all converge until after conferences between the MC and individual ICs. The one-on-one conversations enabled the industry incident commanders to address their unique concerns privately with the MC, without tying up the other industry incident commanders.

The planning meeting is where the IC or unified commanders all hear and approve/reject the proposed plan for the next operational period. Following the planning meeting, incident action plans were developed and forwarded on to the maritime command for review and approval. This was the responsibility of second shift in the maritime command forward oper-

ating base. Once all plans were approved, they were sent back to the respective ICs and MC operations sections for briefing and execution. The cycle begins again at the start of a new operational planning period.

To ensure close coordination between MC and IC planning efforts, the maritime command provided assistant liaison officers in the industry incident command posts. These assistants all worked for the maritime command main liaison officer. Their job was to ensure consistent planning efforts between the MC and ICs and to assist the incident commanders with other liaison officer duties as necessary. Later in the response, these assistant liaison officers were removed, due to lack of resources, and routine calls between the maritime command and incident commanders were reduced. A later, informal lessons-learned discussion between the MC and ICs revealed it was more preferable to maintain the daily MC/IC calls and keep the assistant liaison officers located within the industry incident command posts for a longer period.

Chevron Pipe Line Facilities’ Perspective

As Chevron Pipe Line Facilities began its response, CPL command staff implemented the Incident Command System (planning cycle), using the incident action plan software supported by the Response Group Inc. This helped frame the response objectives and primary/alternate strategies and tactics to be implemented in the field to accomplish objectives.

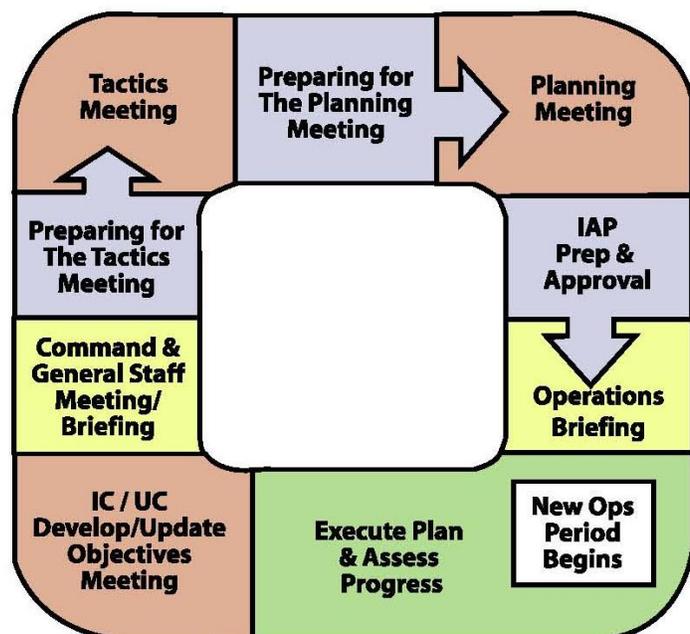


Figure 4: ICS operational planning cycle.

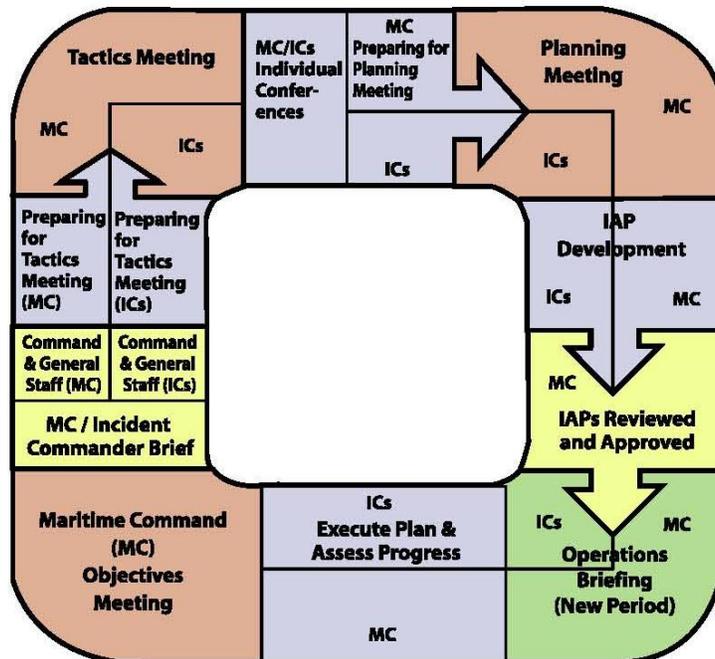


Figure 5: The industry planning cycle and maritime command planning cycle.

Utilization of the Incident Command System, by industry and agencies, allowed seamless integration and information flow between the CPL command post and the maritime command. Clear expectations were identified early in the response by the incident specific federal on-scene coordinator regarding U.S. Coast Guard MC objectives (i.e. safe and aggressive removal of all loose gross oil).

Meeting schedules were set in place to allow industry and maritime command to share information utilizing three key ICS forms—ICS 202 general response objectives, ICS 204 field assignment and ICS 209 incident status summary. To further assist CPL during the response, USCG placed a Coast Guard liaison in the Chevron Pipe Line facilities incident command post. This ensured open communication between federal and state agencies within the unified command, transferred key information for media releases, and worked through access issues involving restricted areas.

Coordinated Field Operations

The maritime command set up several monitoring teams within its operations section. These teams were responsible for ensuring cleanup operations were conducted consistent with regulations such as the National Contingency Plan (Title 40 Code of Federal Regulations, Part 300). The maritime command incident action plan provided detailed specifics on their work assignments.

The MC monitoring teams were dispatched by helicopter from forward operating base Baton Rouge to their respective industry cleanup sites initially on a daily basis. They carried the MC incident action plan for their specific assignment and a copy of the industry IAP for the site they were responsible for. This enabled them to ensure resources were committed and operations occurred at the site as outlined in the industry IAPs, provided the night before. Additionally, the maritime command monitoring teams, while in the field, worked closely with industry field supervisors on developing strategies and tactics for the next operational period, which was fed back to the incident command posts for inclusion in the next day's incident action plans.

After sundown, the MC monitoring teams returned to the maritime command and assisted the second shift in reviewing the industry IAPs. Any discrepancies and last-minute changes were discussed and resolved in unison with industry counterparts. The result was the completion of high-quality and accurate incident action plans for the next operational period.

Command Support

The ESF-10 maritime command not only communicated direction to the industry incident commanders, it also provided support for their operations whenever possible. For example, because no lodging was available for oil spill workers, maritime command was able to obtain berthing vessels from the Katrina joint field office. In one instance, when water and ice

"The Incident Command System worked as designed and CPL believes the results speak for themselves. We reached our objectives by safely responding and removing the loose oil in a relatively short period of time."

Mr. Tracy Long, Chevron Pipe Line

were in short supply, emergency airlift assets were deployed to remedy the shortage. Maritime command also established radio towers to improve communications in places where the infrastructure was destroyed. Maritime command coordinated wildlife surveys and rehabilitation services for all the industry partners and worked with concerned agencies and local governments to obtain permits to allow industry ICs to burn oil and oily debris (Figure 6).

MC also responded to all other sources of oil pollution, including booming and deployment of oil absorbent material forward of the massive pumping stations used to remove water from New Orleans, to prevent pollution from entering sensitive waters in and around the Mississippi watershed. Perhaps the most important support provided by the maritime command to the field incident commanders was helping them ensure their operations were consistent with the overall objectives for an effective and efficient response.

The ICS/Area Command Advantage

In the midst of Katrina oil spill operations, Hurricane Rita loomed, and eventually impacted the cleanup area. The area command ICS approach was again highly useful, as maritime command and incident commanders began to design uniform hurricane evacuation and reconstitution IAPs. Critical resources were concentrated in priority areas to quickly remove all spilled oil before hurricane landfall, and work assignments drawn up to conduct a rapid assessment upon return to the cleanup area. This enabled the collective response organization to greatly minimize additional Rita environmental impact.

The use of the Incident Command System and area commands maximized information flow, enabling the collective ICs and MC to put together accurate and consistent spill response reports and statistics. This kept the Katrina/Rita response upper echelons such as the joint field office, area field offices and principal federal official fully apprised of the cleanup efforts. Additionally, a joint information center was created that ensured any press releases and interviews from the maritime command were vetted through all the incident commanders in the field. However, it also gave the individual incident commanders the autonomy to complete their own press interviews and press releases for their specific operations.

The operation was not without its glitches. Sometimes communication between monitoring teams and industry group supervisors in the field did not align with proposed incident action plans for the following days. However, the system had enough flexibility built in to ensure these issues were worked out either by teleconferencing or by personal visits to the forward operating base by industry incident commanders.



Figure 6: Oil burning operations for the removal of oil from a forested wetland. USCG photo.

Another advantage of using ICS is that it works well with existing contingency plans developed by government and industry. It was clear that both had very strong contingency plans that enabled them to reconstitute quickly and marshal resources to begin cleanup operations. Contingency plans allow government and industry to get to the starting point of an incident. They cannot account for all of the variable types of situations, especially a Katrina/Rita complex incident. This is where incident action planning can be a great help; to account for these complex and numerous variables posed before the response organization.

from senior management to cleanup personnel were left homeless; had no place of work to go to; no means of transportation; and their lives completely turned upside-down. Yet, despite this incredible impact, they came together and provided the resources and effort needed to successfully combat the oil spills.

The Incident Command System provided the necessary framework to help focus this remarkable human effort. It enabled government and industry to execute an effective and efficient unified command and control system, keeping “pollution catastrophe” off Katrina’s resume of tragic consequences.

“Traditionally the pre-incident infrastructure exists to support both the oil spill response as well as the responder. In this case, neither was available in the affected areas. This unique situation challenged Shell to develop and employ innovative strategies that proved demanding for the field responders, who did the real work to accomplish the daily tactical objectives. In the larger picture, working in conjunction with the agencies at the federal, state, and local parish levels; guided by the tenants of NIMS ICS; and anchored by the hard work and dedication of all the responders (internal/external to Shell) proved to be the right strategy to deal with this unprecedented situation.”

Mr. Gregg Guerreiro, Shell Oil Products U.S.

About the authors:

Mr. Tracy Long attended college at Western Texas College, earning a degree in Applied Science (Law Enforcement) in 1982. He began his career with Chevron Pipe Line Company in 1982 and worked in various operational and maintenance positions in West Texas before transferring to New Orleans as the construction representative for technical services. Mr. Long currently serves as the security/emergency response advisor for all CPL facilities located in the U.S. and Canada.

In summary, when governments and industry are faced with the daunting challenge of responding to multiple major events as a result of a natural or human-made disaster, it is best they work from a common operational framework. It is imperative that all players—government, industry, and other non-governmental organizations—have extensive knowledge in and use the system mandated by presidential order for emergencies: the Incident Command System.

It is a credit to both industry and government that this was indeed demonstrated superbly during the Hurricane Katrina/Rita oil spill response effort. ICS, however, cannot be credited for all the success of the response effort. The efforts of the oil industry incident commanders and their cleanup workforce is an untold story of heroism in itself. Like many residents impacted by the hurricanes, many of these people,

Mr. Greg Guerreiro has been a responder for Shell for many years. He has participated in numerous exercises with the Coast Guard and the Environmental Protection Agency serving in a variety of ICS positions. He was one of several incident commanders for Shell during the Katrina oil spill response.

CDR Laferriere was designated the initial incident specific federal on-scene coordinator for the Hurricane Katrina oil spills. He has 18 years of service with the Coast Guard and at the time was commanding officer of the Atlantic Strike Team at Fort Dix, N.J. He currently serves as deputy sector commander Honolulu, Hawaii.

Endnotes:

- ¹ “NOAA’s Office of Response and Restoration Responds to Hurricane Katrina,” available at <http://response.restoration.noaa.gov/index.php>.
- ² “Prince William’s Oily Mess: A Tale of Recovery,” available at <http://response.restoration.noaa.gov/index.php>.
- ³ “NOAA’s Office of Response and Restoration Responds to Hurricane Katrina,” available at <http://response.restoration.noaa.gov/index.php>.
- ⁴ “NOAA’s Office of Response and Restoration Responds to Hurricane Katrina,” available at <http://response.restoration.noaa.gov/index.php>.
- ⁵ “NOAA’s Office of Response and Restoration Responds to Hurricane Katrina,” available at <http://response.restoration.noaa.gov/index.php>.



Visual 4.11

When Should Area Command Be Established?

As soon as possible when:

- Several active incidents are in close proximity.
- Critical life saving or property values are at risk due to incidents.
- Incidents will continue into the next operational period.
- Incidents are using similar and limited critical resources.
- Difficulties are encountered with interincident resource allocation and coordination.



Visual 4.11
Area Command
December 2011

Visual Description: When Should Area Command Be Established?

Key Points

It is best to be **proactive** when considering the use of Area Command.

Review the following criteria for when to use Area Command:

- Several active incidents are in close proximity.
- Critical life saving or property values are at risk due to incidents.
- Incidents will continue into the next operational period.
- Incidents are using similar and limited critical resources.
- Difficulties are encountered with interincident resource allocation and coordination.

Can you think of additional criteria that you would add to those listed on the visual?

Area Command functions should be done in cooperation with the agency officials and assigned Incident Commanders. The Area Commander should allow the respective Incident Commanders as much latitude as possible in developing and implementing their respective Incident Action Plans.

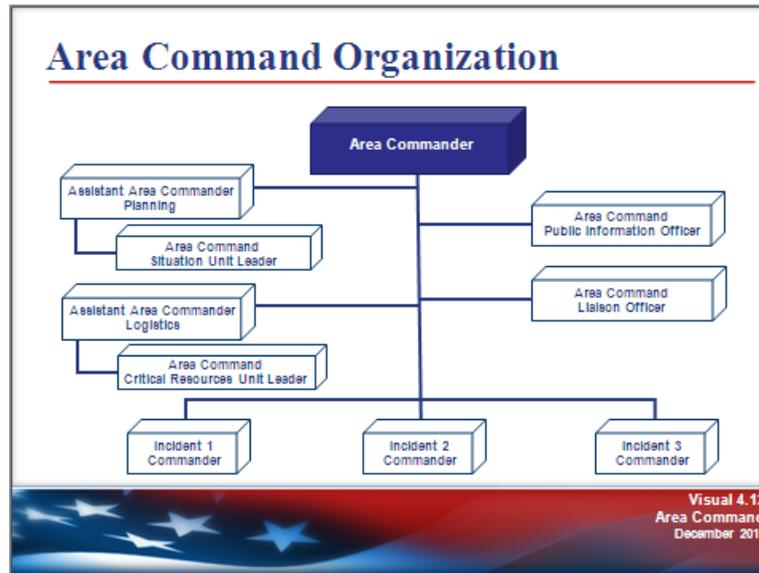
Refer to the information on locating the Area Command on the next page.

Location

- **Existing facilities and communications.** It may take some hours to establish the Area Command. If there are existing facilities and communication systems that can be used (e.g., at a jurisdictional EOC), then the time needed to set up the Area Command may be reduced.
- **Close to incidents.** The Area Command should, to the extent possible, be located in close proximity to the incidents under its authority. The location should make it easy to have meetings and direct contact between the Area Commander and Incident Commanders.
- **Not collocated with an ICP.** Area Command should NOT be collocated with one of the incidents. Doing so might cause confusion with that incident's operations, and it also could be seen by other incidents as adding status to that single incident. Area Command, however, could be collocated with a multiagency coordination center such as an EOC.
- **Sufficient size.** The facility used to house the Area Command organization should be large enough to accommodate a full Area Command staff and have the capability to accommodate meetings between the Area Command Staff, Incident Commanders, and agency officials, and with news media representatives.
- **Capable of continuous operation.** The facility used to house the Area Command organization should allow for continuous operations and 24-hour-per-day access.
- **Adequate communications capabilities.** Adequate communications facilities (telephones, FAX, computer connections) are critical. If radios are a primary means of communication, the Area Command facility should have line-of-sight coverage to Incident Command Posts or to repeaters serving those incident facilities. The facility should allow for suitable locations to temporarily install rooftop radio antennas.
- **Availability of backup power.** Backup power may be required in order to maintain a continuous operation.
- **Adequate and secure parking.** Transportation and parking issues should be considered when selecting the location.
- **Near commercial sources of support for food and lodging.** A location with access to food and lodging for staff members can help reduce the logistics requirement for providing support services.



Visual 4.12

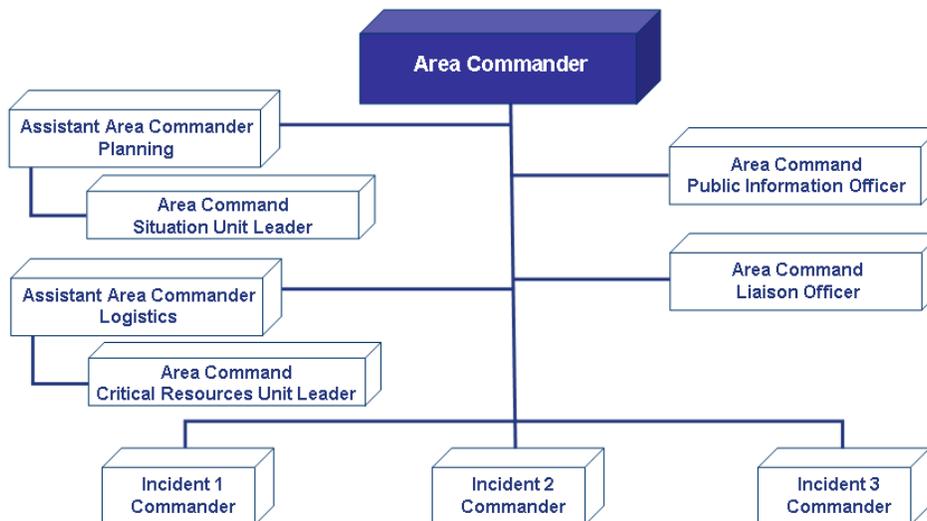


Visual Description: Area Command Organization

Key Points

It is important to remember that Area Command does **NOT** in any way replace the incident-level ICS organizations or functions.

The positions illustrated below are strictly related to Area Command operations. Specific duties and responsibilities will be established by the Area Commander.

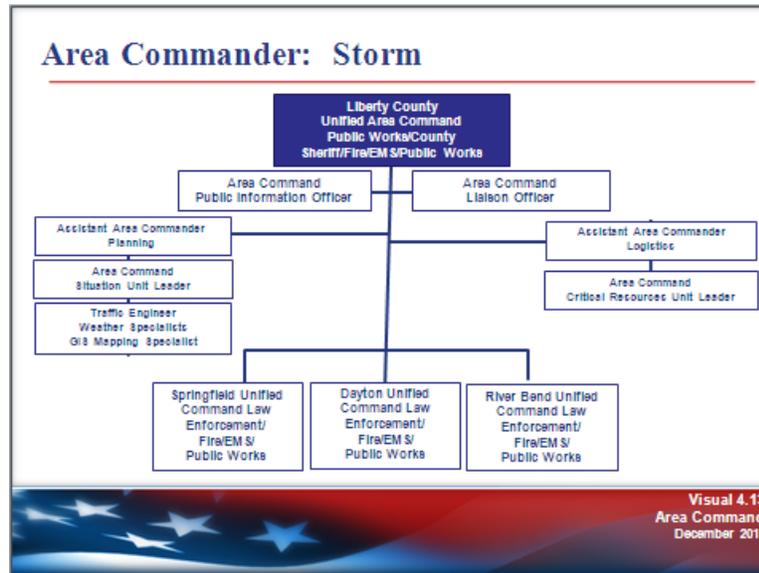


Caption: Area Commander with three Incident Commanders, Area Command Public Information Officer, Area Command Liaison Officer, Assistant Area Commander – Planning, and Assistant Area Commander – Logistics reporting to Area Commander.

Source: June 2004 edition of the Firescope Field Operations Guide



Visual 4.13

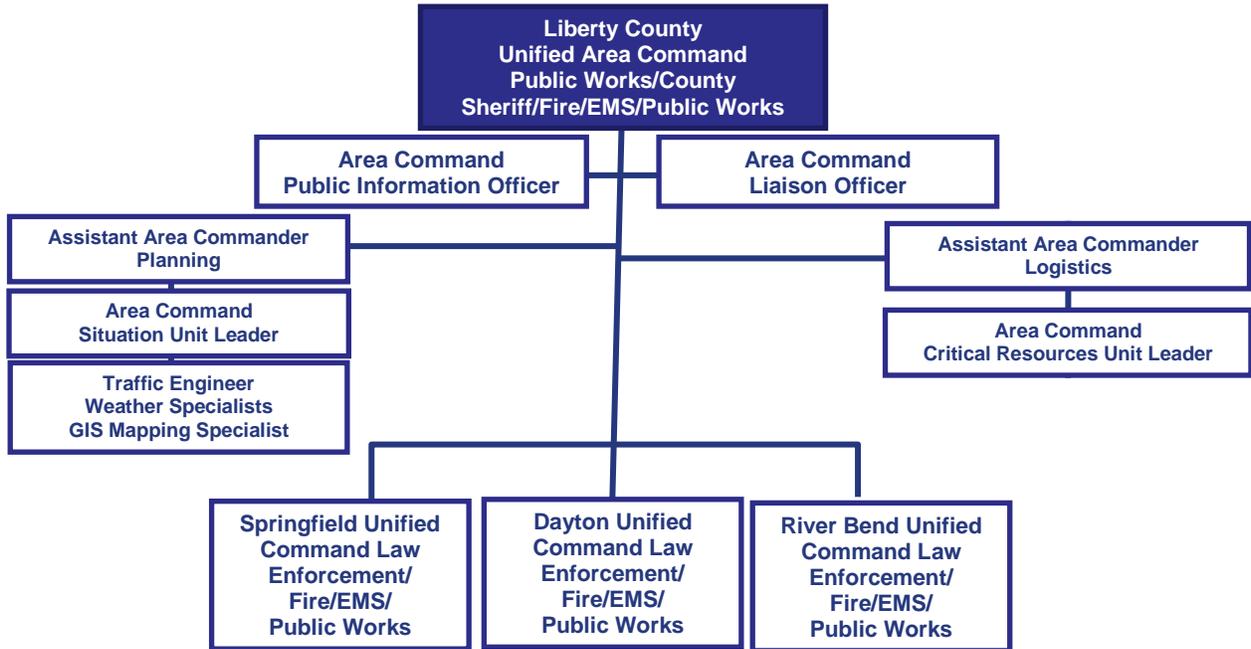


Visual Description: Area Command Example Organization Chart for a Storm

Key Points

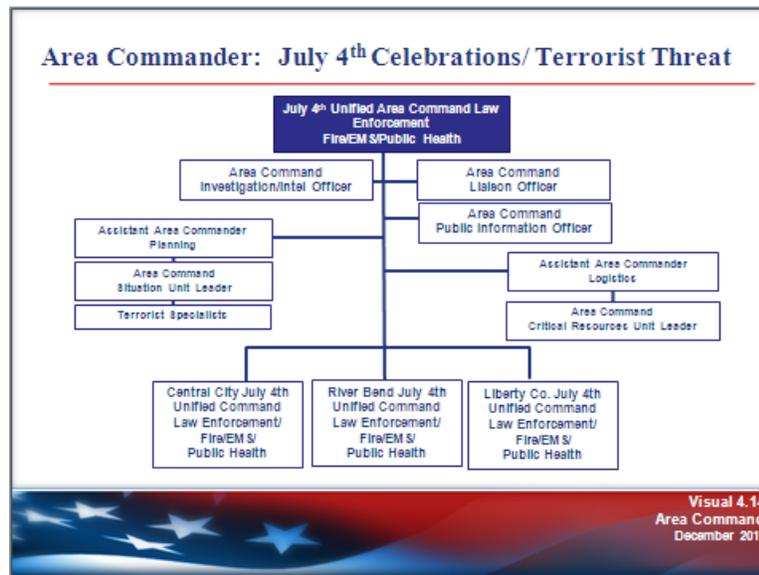
In this Area Command organization for an approaching storm, the Area Command organization is established based on the following factors:

- County government officials have been briefed by the local weather service that is predicting a major snowfall of 3 feet within the next 36 hours.
- Officials are concerned about the large amount of snowfall in an area not used to receiving much snow. The current infrastructure will not be able to remove snow quickly enough.
- Officials will be shutting down businesses and all schools while maintaining operations of critical emergency response infrastructure.
- Three cities (Springfield, Dayton, and River Bend) will each have their own incident management team, with the area command being located in the county courthouse.





Visual 4.14

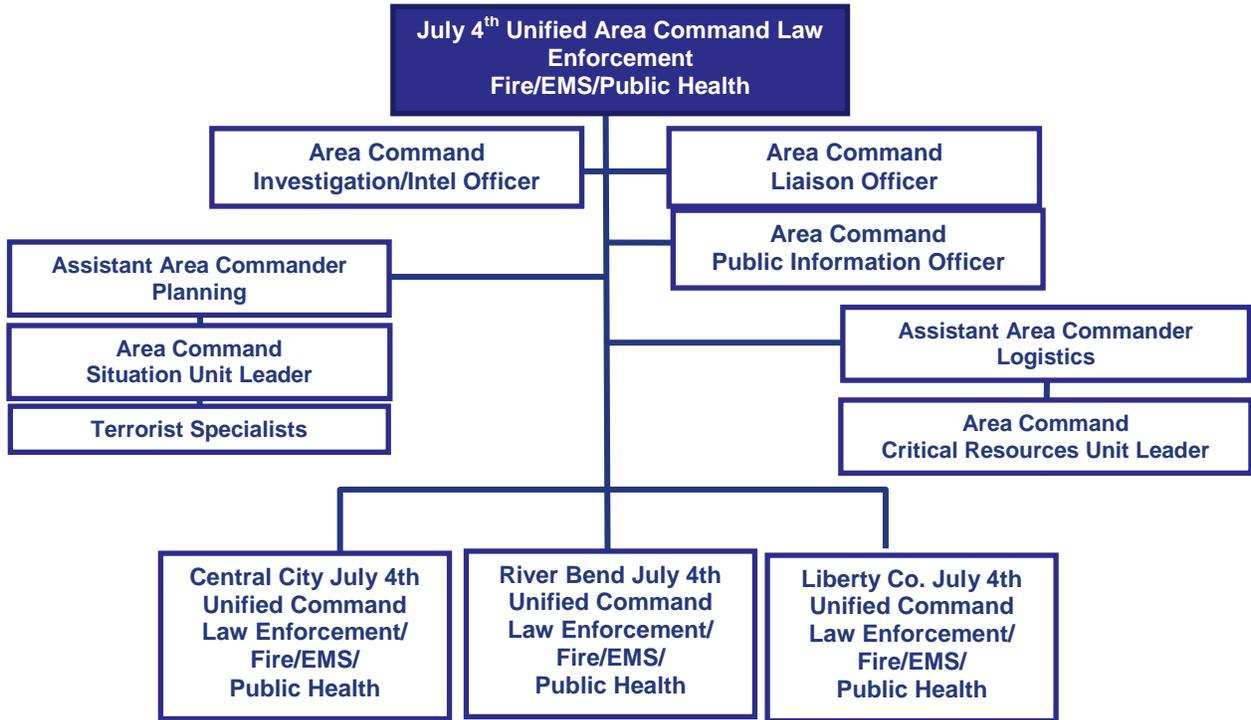


Visual Description: Area Command Example Organization Chart for Multiple July 4th Celebrations

Key Points

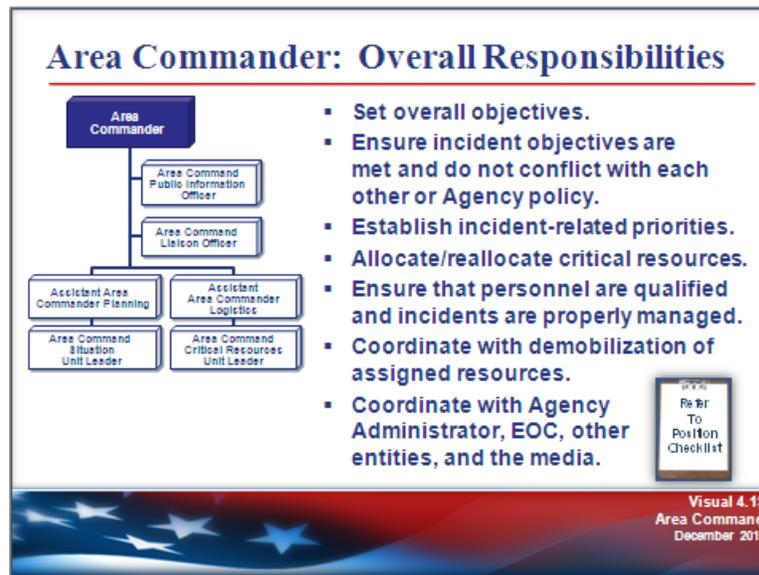
In this Area Command organization for July 4th celebrations and potential terrorist threats, the organization is designed based on the following factors:

- Two adjacent communities (Central City and River Bend) and the county (Liberty) are all planning large July 4th Celebrations that will include parades, fairs, and evening fireworks.
- All three celebrations are planning separate activities and are not coordinating with one another. Local government leaders are concerned about this lack of coordination and the need for tight security.
- Law Enforcement has heard chatter indicating a high probability of civil unrest and potential WMD activity.
- This region of the State has limited vendor resources and has experienced severe health problems when using fair vendors from outside the area.
- Traffic problems associated with each separate celebration will impact the other venues as well.





Visual 4.15



Visual Description: Area Commander Overall Responsibilities

Key Points

The Area Commander is responsible for the overall direction of incident management teams assigned to the same incident or to incidents in close proximity. This responsibility includes ensuring that conflicts are resolved, incident objectives are established, and strategies are selected for the use of critical resources. Area Command also has the responsibility to coordinate with local, tribal, State, Federal, and volunteer assisting and/or cooperating organizations.

The Area Commander has the following overall responsibilities:

- Set overall objectives.
- Ensure that incident objectives are met and do not conflict with each other or Agency policy.
- Establish incident-related priorities.
- Allocate/reallocate critical resources based on incident priorities.
- Ensure that personnel are qualified and incidents are properly managed.
- Coordinate with demobilization of assigned resources.
- Coordinate with Agency Administrator, EOC, other MAC entities, and the media.

Refer to the Area Commander: Checklist of Actions on the next page.

Area Commander: Checklist of Actions

These actions will generally be conducted in the order listed:

- _____ Obtain briefing from the agency officials on agency expectations, concerns, and constraints.
- _____ Obtain and carry out delegation of authority from the agency officials for overall management and direction of the incidents within the designated Area Command.
- _____ If operating as a Unified Area Command, develop working agreement for how Area Commanders will function together.
- _____ Delegate authority to Incident Commanders based on agency expectations, concerns, and constraints.
- _____ Establish an Area Command schedule and timeline.
- _____ Resolve conflicts between incident “realities” and agency officials “wants.”
- _____ Establish appropriate location for the Area Command facilities.
- _____ Determine and assign an appropriate Area Command organization. Keep it manageable.
- _____ Determine need for and assign Technical Specialists to support Area Command.
- _____ Obtain incident briefing and IAPs from Incident Commanders (as appropriate).
- _____ Assess incident situations prior to strategy meetings.
- _____ Conduct a joint meeting with all Incident Commanders.
- _____ Review objectives and strategies for each incident.
- _____ Periodically review critical resource needs.
- _____ Maintain close coordination with the agency officials, cooperating and assisting agencies, and other entities, including EOCs.
- _____ Establish priorities for critical resources.
- _____ Review procedures for interaction with the Area Command.
- _____ Approve Incident Commanders’ requests for and release of critical resources.
- _____ Coordinate and approve Demobilization Plans.
- _____ Maintain log of major actions/decisions.



Visual 4.16



Visual Description: Area Commander: Critical Activities

Key Points

The Area Commander:

- Must rapidly assess the situation for each incident and ensure that Incident Action Planning is addressing the priorities and direction set by the agency officials.
- Should establish, in writing, priorities related to assigned incidents, based upon the priorities and directions set by agency officials. The agency priorities and direction may be part of the written delegation of authority.

Establishing priorities is one of the most important functions an Area Commander performs. When two or more incidents are competing for critical resources and services, someone must make quick decisions based on an objective analysis of the total situation. The intent is to establish critical priorities for the common good of the total situation.

The three different types of priorities that Area Command may need to establish relate to:

- Life and property values at risk.
- Allocating critically needed resources.
- Demobilization.

Refer to the summary information on the Area Commander role on the next pages.

Area Commander

The Area Commander is responsible for the overall direction of incident management teams assigned to the same incident or to incidents in close proximity. This responsibility includes ensuring that conflicts are resolved, incident objectives are established, and strategies are selected for the use of critical resources. Area Command also has the responsibility to coordinate with local, tribal, State, Federal, and volunteer assisting and/or cooperating organizations.

The Area Commander:

- Must rapidly assess the situation for each incident and ensure that incident action planning is addressing the priorities and direction set by the agency officials.
- Should establish, in writing, priorities related to assigned incidents, based upon the priorities and directions set by agency officials. The agency priorities and direction may be part of the written delegation of authority.

Establishing priorities is one of the most important functions an Area Commander performs. When two or more incidents are competing for critical resources and services, someone must make quick decisions based on an objective analysis of the total situation. The intent is to establish critical priorities for the common good of the total situation.

The three different types of priorities that Area Command may need to establish relate to:

- Life safety and property values at risk.
- Assigning critical resources.
- Demobilization.

Incident Commanders must acknowledge the requirement to establish critical priorities by an Area Command. Incident Commanders may not always concur with Area Command decisions on priorities and critical resource allocations. Therefore, it is essential that each Incident Commander understand that the ability to obtain critical resources and services is balanced with the priorities established for that incident.

It also is essential that Incident Commanders understand that they may have to adjust incident strategies, tactical objectives, and resource assignments due to the lack of critical resources during a given operational period.

Area Commander Responsibilities

The Area Commander has the following overall responsibilities:

- Set overall objectives.
- Ensure that incident objectives are met and do not conflict with each other or Agency policy.
- Establish incident-related priorities.
- Allocate/reallocate critical resources based on incident priorities.
- Ensure that personnel are qualified and incidents are properly managed.
- Coordinate with demobilization of assigned resources.
- Coordinate with agency administrator, EOC, other MAC entities, and the media.

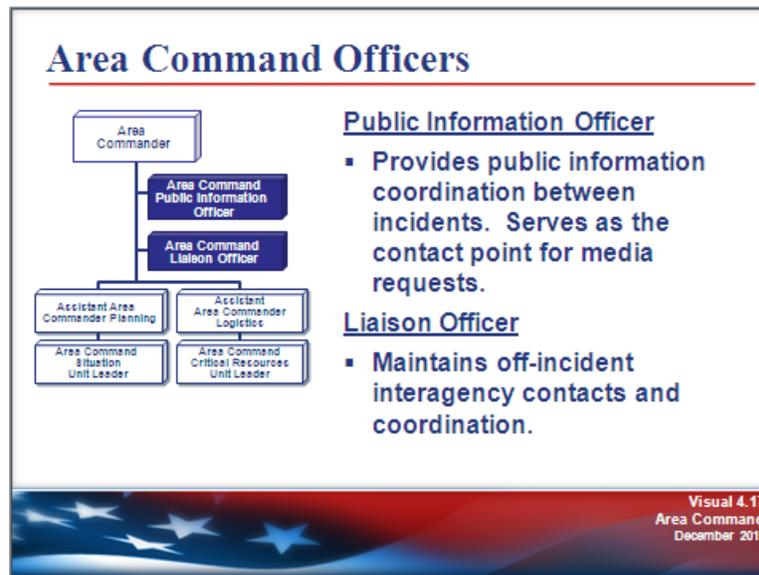
The Area Commander should develop procedures to be followed. These procedures should be reviewed with the respective Incident Commanders.

The Area Commander establishes:

- Incident and agency/jurisdictional priorities.
- Priorities for assignments of critical resources.
- Schedules of meetings and briefings.
- Reports and Incident Action Plans.
- Points of contact with agency officials.
- Media relations and contact procedures.
- Unusual situation or emergency procedures reporting.
- Demobilization procedures.



Visual 4.17



Visual Description: Area Command Officers: Public Information and Liaison Officers

Key Points

The Area Command Public Information Officer:

- Provides public information coordination between incident locations using the Joint Information System. This will be accomplished at the JIC (if established).
- Serves as the contact point for media requests.

The **Joint Information System (JIS)**:

- Provides a structure and system for:
 - Developing and delivering coordinated interagency messages.
 - Developing, recommending, and executing public information plans and strategies on behalf of the Incident Commander(s).
 - Advising the Incident Commander(s) concerning public affairs issues that could affect a response effort.
 - Controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

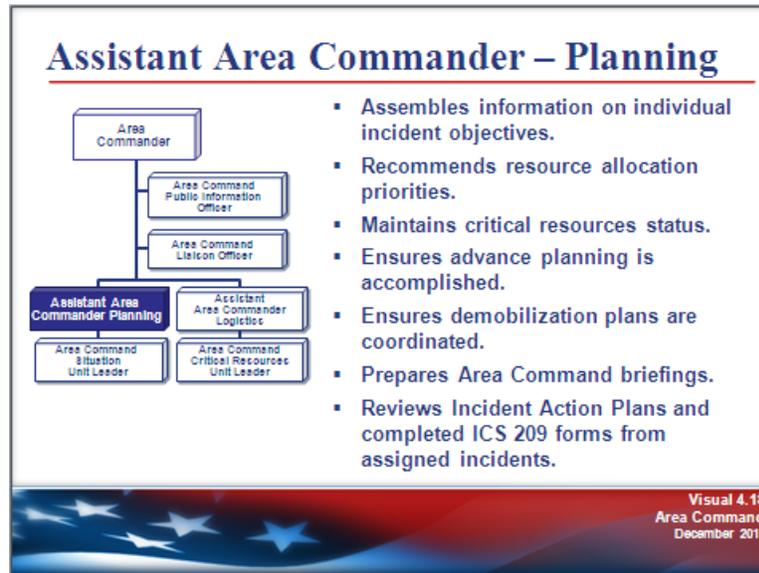
Source: National Incident Management System

The Area Command Liaison Officer maintains off-incident interagency contacts and coordination.

Remember that Area Command Officers do not replace the Public Information and Liaison Officers who are assigned to the individual incidents.



Visual 4.18



Visual Description: Assistant Area Commander – Planning

Key Points

The **Assistant Area Commander – Planning** is responsible for:

- Assembling information on individual incident objectives.
- Recommending the priorities for resource allocation.
- Maintaining status on critical resources.
- Ensuring that advance planning is being accomplished.
- Ensuring demobilization plans are coordinated.
- Preparing Area Command briefings, as requested.
- Review Incident Action Plans and completed ICS 209 forms (or SITREP) that are submitted from assigned incidents.

The Situation Unit Leader may be assigned to support the Assistant Area Commander for Planning. The **Situation Unit Leader** monitors the status of objectives for each incident or incident management team assigned to the Area Command.



Visual 4.19



Visual Description: Assistant Area Commander – Logistics

Key Points

The **Assistant Area Commander – Logistics** is responsible for:

- Obtaining briefing from Area Commander.
- Providing facilities, services, and materials for Area Command.
- Designates and coordinates ordering process.
- Ensuring coordinated communications are in place.
- Assisting in the development of Area Command decisions.
- Ensuring that critical resources are used effectively on a continuous basis.

The Critical Resource Leader can be assigned to support the Assistant Area Commander for Logistics. The **Critical Resource Unit Leader** tracks and maintains the status and availability of critical resources assigned to each incident under the Area Command.



Visual 4.20



Visual Description: Area Command Technical Specialists

Key Points

Technical specialists can be added to the Area Command organization. The addition of technical specialists will depend on the kinds of incidents involved.

Technical specialists at the Area Command provide specific information and expertise relating to their specialty. For example, depending on the type of incidents involved, it may be useful to have the following specialists assigned to the Area Command team:

- Aviation Specialist
- Hazardous Materials Specialist
- Environmental Specialist
- Communications Specialist

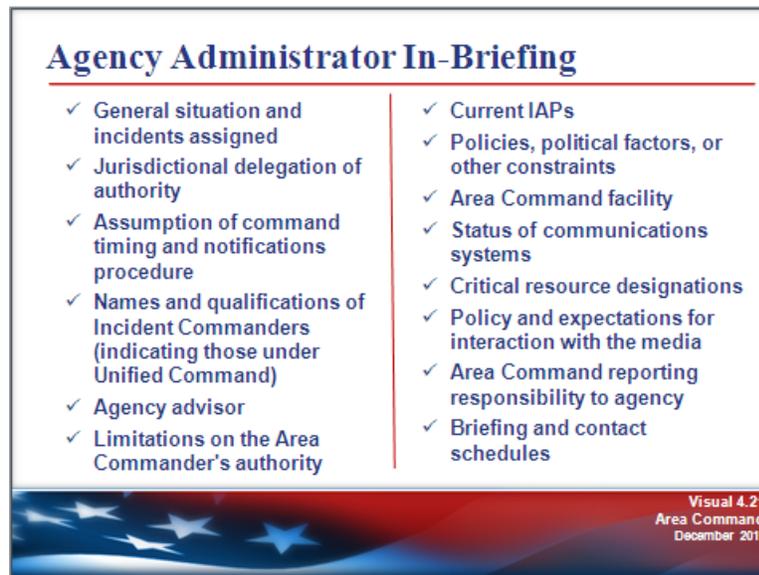
Refer to the summary information on the roles of Area Command positions.

Other Area Command Positions

Area Command Public Information Officer	<ul style="list-style-type: none"> ▪ Position is filled as needed. ▪ Provides public information coordination between incident locations using the Joint Information System. This will be accomplished at the Joint Information Center (JIC), if established. ▪ Serves as the contact point for media requests.
Area Command Liaison Officer	<ul style="list-style-type: none"> ▪ Position is filled as needed. ▪ Maintains off-incident interagency contacts and coordination. ▪ Do not replace the Public Information and Liaison Officers who are assigned to the individual incidents. These positions are filled as needed.
Assistant Area Commander – Planning	<p>Responsible for:</p> <ul style="list-style-type: none"> ▪ Assembling information on individual incident objectives. ▪ Recommending the priorities for resource allocation. ▪ Maintaining status on critical resources. ▪ Ensuring that advance planning is being accomplished. ▪ Ensuring demobilization plans are coordinated. ▪ Preparing Area Command briefings, as requested. ▪ Review Incident Action Plans and completed ICS 209 forms that are submitted from assigned incidents.
Area Command Situation Unit Leader	<ul style="list-style-type: none"> ▪ This position may be assigned to assist the Assistant Area Commander – Planning. ▪ The Situation Unit Leader monitors the status of objectives for each incident or incident management team assigned to the Area Command.
Assistant Area Commander – Logistics	<p>Responsible for:</p> <ul style="list-style-type: none"> ▪ Obtaining briefing from Area Commander. ▪ Providing facilities, services, and materials for Area Command. ▪ Designating and coordinating ordering process. ▪ Ensuring coordinated communications are in place. ▪ Assisting in the development of Area Command decisions. ▪ Ensuring that critical resources are used effectively on a continuous basis.
Area Command Critical Resource Unit Leader	<ul style="list-style-type: none"> ▪ This position may be assigned to assist the Assistant Area Commander – Logistics. ▪ The Critical Resource Unit Leader tracks and maintains the status and availability of critical resources assigned to each incident under the Area Command.
Technical Specialists	<ul style="list-style-type: none"> ▪ The addition of technical specialists will depend on the kinds of incidents involved. ▪ Technical specialists at the Area Command provide specific information and expertise relating to their specialty. For example, depending on the type of incidents involved, it may be useful to have the following specialists assigned to the Area Command team: <ul style="list-style-type: none"> - Aviation Specialist - Hazardous Materials Specialist - Environmental Specialist - Communications Specialist



Visual 4.21



Visual Description: Agency Administrator In-Briefing With Area Commander

Key Points

Upon assignment, the Area Commander should arrange a meeting with the agency/jurisdiction officials. At this time, the Area Commander should determine the following:

- The general situation.
- Which incidents are assigned.
- The jurisdictional delegation of authority.
- The assumption of command timing and notifications procedure.
- The names and qualifications of assigned Incident Commanders.
- The incidents operating under Unified Command.
- The limitations on the Area Commander's authority over Incident Commanders (should be in the delegation of authority).
- The current IAPs.
- Policies, political factors, or other constraints.
- Agency advisor assigned.

(Continued on the next page.)

- Area Command facility designated.
- Status of communications systems to incidents and agency/jurisdictional headquarters.
- Critical resource designations.
- Policy and expectations for interaction with the media.
- Area Command's reporting responsibility to agency.
- Schedules for required briefings and contacts.

Can you think of other information you would want to collect when first assuming the role of the Area Commander?



Visual 4.22

Area Commander In-Briefing With Incident Commanders

- ✓ Concise incident briefings (including IAPs and other documentation).
- ✓ Area Command roles and responsibilities.
- ✓ Policy, direction, and priorities.
- ✓ Conflict resolution procedures.
- ✓ Communication procedures, meeting schedules, etc.
- ✓ Resource ordering process.
- ✓ Critical resource needs.



Visual 4.22
Area Command
December 2011

Visual Description: In-Briefing With Incident Commander

Key Points

The Area Commander should have an initial joint meeting with Incident Commanders. During the meeting the Area Commander should:

- Obtain concise individual incident briefings; including IAPs and other documentation.
- Explain the roles and responsibilities of Area Command.
- Review policy, direction, and priorities received from Agency Administrator.

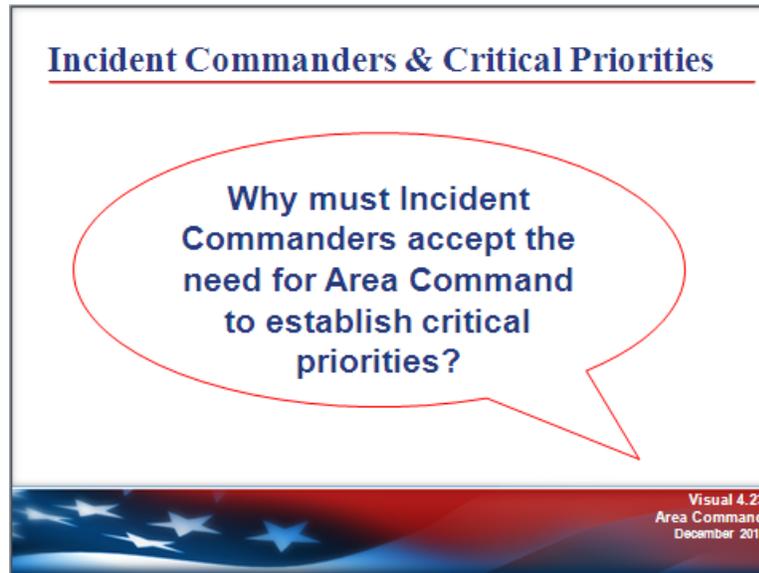
During the meeting the Area Commander should:

- Resolve any conflicts.
- Coordinate procedures, meeting schedules, etc.
- Review resource ordering process.
- Discuss critical resource needs.

The Area Commander must ensure that all appropriate decisions and procedures are made clear to agency dispatchers and any other organizations involved in the Area Command. Concerns or unresolved issues (e.g., environmental issues, cost concerns, etc.) brought up at the meeting should immediately be discussed with agency officials.



Visual 4.23



Visual Description: Why must Incident Commanders accept the need for Area Command to establish critical priorities?

Key Points

Why must Incident Commanders accept the need for Area Command to establish critical priorities?



Visual 4.24



Visual Description: Area Command Meeting Agenda

Key Points

The following points are part of the Area Command Meeting Agenda:

- Incident Situation Reports
- Technical Specialists Reports
- Identify Critical Resource Needs
- Allocate and reallocate resources
- PIO Report
- Liaison Officer Report
- Demobilization of Resources
- Unified Area Command Wrap-Up



Visual 4.25

Demobilization Procedures

- Establish procedures with incidents and EOCs/multiagency coordination centers on demobilization.
- Determine demobilization priorities and procedure for handling critical resources.
- Provide incidents with a list of critical resources and instructions for clearing releases with Area Command.
- Incidents must provide Area Command with copies of demobilization schedules.



Visual 4.25
Area Command
December 2011

Visual Description: Demobilization Procedures

Key Points

The Area Command involvement in the demobilization process is important. Area Command does not demobilize resources directly. Rather, the role of Area Command is to coordinate the demobilization of critical resources with the Incident Commanders. Demobilization planning should begin at the incident level based on priorities and procedures established with Area Command.

A primary purpose of Area Command is to ensure that critical personnel and equipment resources being released from demobilizing incidents can be made available to other active or growing incidents.

Another purpose is to ensure that transportation resources and other services are not being duplicated. Resources from an agency or jurisdiction that may have been divided to support other incidents should be consolidated during demobilization, when feasible.

Written instructions should identify critical resources and provide instructions for clearing those resources with Area Command before demobilization.

Incident Commanders should provide copies of their demobilization schedules to the Area Command prior to actual demobilization, and then wait for approval.



Visual 4.26

Applied Exercise



- Follow instructions . . .
- Presented by instructors.
- Outlined on handouts.

Visual 4.26
Area Command
December 2011

Visual Description: Activity: Establishing Area Command

Key Points

This unit includes an applied exercise. Follow the instructions presented by your instructors and outlined on the handouts.



Visual 4.27

Summary

You should now be able to:

- Define Area Command.
- List the principal advantages of using Area Command.
- Describe how, when, and where Area Command would be established.
- Describe the Area Command organization.
- Identify six primary functional responsibilities of Area Command.
- Given a scenario, develop an Area Command organization.

Visual 4.27
Area Command
December 2011

Visual Description: Summary

Key Points

Are you now able to:

- Define Area Command?
- List the principal advantages of using Area Command?
- Describe how, when, and where Area Command would be established?
- Describe the Area Command organization?
- Identify six primary functional responsibilities of Area Command?
- Given a scenario, develop an Area Command organization?

The next unit presents information about multiagency coordination.

Your Notes

Unit 5: Multiagency Coordination

This page intentionally left blank

Unit Objectives

At the end of this unit, you should be able to:

- Describe the kinds of incident/event management problems that can occur due to a lack of multiagency coordination.
 - Define essential terms related to multiagency coordination.
 - Identify the major guidelines for establishing and using Multiagency Coordination Groups and Systems.
 - Provide examples of the different levels at which multiagency coordination is commonly accomplished.
 - Identify the primary components of a Multiagency Coordination System.
 - Describe examples of organizations that may provide multiagency coordination.
 - List the responsibilities of multiagency coordination organizations.
 - Identify the principal positions within a Multiagency Coordination System.
 - Identify differences between Area Command, Unified Command, and multiagency coordination organizations.
-

Scope

- Unit Introduction
- Multiagency Coordination: Overview
- Multiagency Coordination Systems
- Public Information
- Multiagency Coordination Decisionmaking
- MAC Groups
- Federal Coordinating Structures
- Activity: Multiagency Coordination
- Summary

UNIT INTRODUCTION

Visual 5.1



Key Points.

This unit discusses the importance of multiagency coordination, and provides alternative organizational structures to facilitate multiple agencies working together.

UNIT INTRODUCTION

Visual 5.2

Unit Objectives (1 of 2)

- Describe the kinds of incident/event management problems that can occur due to a lack of multiagency coordination.
- Define essential terms related to multiagency coordination.
- Identify the major guidelines for establishing and using multiagency coordination groups and systems.
- Provide examples of the different levels at which multiagency coordination is commonly accomplished.
- Identify the primary components of a multiagency coordination system.



Visual 5.2
Multiagency Coordination
December 2011

Key Points.

By the end of this unit, you should be able to:

- Describe the kinds of incident/event management problems that can occur due to a lack of multiagency coordination.
- Define essential terms related to multiagency coordination.
- Identify the major guidelines for establishing and using Multiagency Coordination Groups and Systems.
- Provide examples of the different levels at which multiagency coordination is commonly accomplished.
- Identify the primary components of a Multiagency Coordination System.

(Continued on the next page.)

UNIT INTRODUCTION

Visual 5.3

Unit Objectives (2 of 2)

- Describe examples of organizations that may provide multiagency coordination.
- List the responsibilities of multiagency coordination organizations.
- Identify principal positions within a multiagency coordination system.
- Identify differences between Area Command, Unified Command, and multiagency coordination organizations.



Visual 5.3
Multiagency Coordination
December 2011

Key Points.

By the end of this unit, you should also be able to:

- Describe examples of organizations that may provide multiagency coordination.
- List the responsibilities of multiagency coordination organizations.
- Identify the principal positions within a Multiagency Coordination System.
- Identify differences between Area Command, Unified Command, and multiagency coordination organizations.

MULTIAGENCY COORDINATION: OVERVIEW

Visual 5.4

Response Coordination Challenges

- Increasing incident complexity
- Complex and confusing legal authorities
- Increasing litigation
- Increasing response costs
- High property and economic losses
- Life, health, safety issues
- Deteriorating public view of government
- Intense media and public scrutiny
- Political, legislative, and budgetary ramifications



Visual 5.4
Multiagency Coordination
December 2011

Key Points.

ICS and the associated Area Command and multiagency coordination (MAC) structures were developed during the 1970s to overcome some very serious interjurisdictional coordination problems. Despite the gains made in the past, multiagency coordination during complex incidents continues to be a challenge.

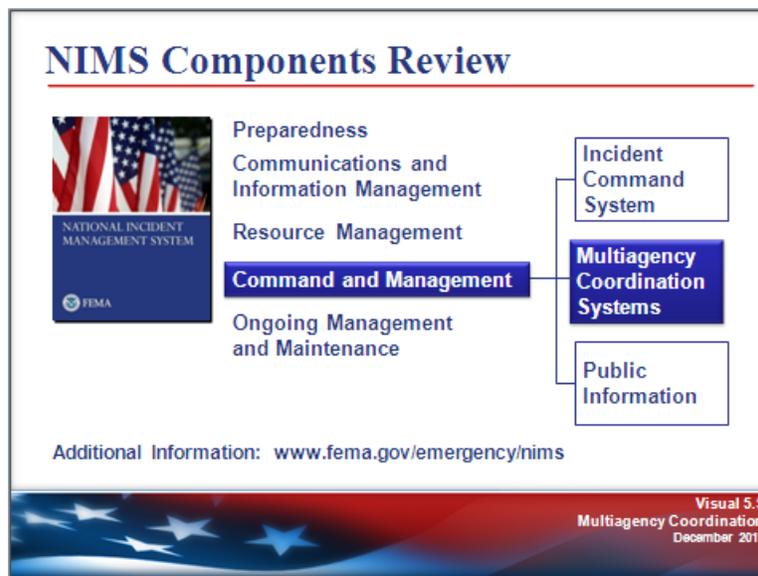
Complications include:

- Increasing incident complexity.
- Complex and confusing legal authorities.
- Increasing litigation.
- Increasing response costs.
- High property and economic losses.
- Life, health, safety issues.
- Deteriorating public view of government.
- Intense media and public scrutiny.
- Political, legislative, and budgetary ramifications.

Are there any challenges you would add to the list?

MULTIAGENCY COORDINATION: OVERVIEW

Visual 5.5



Key Points.

The Command and Management component of NIMS includes **Multiagency Coordination Systems**.

The main focus of this unit is on Multiagency Coordination Systems. This unit will also introduce information related to the Public Information element of this component.

MULTIAGENCY COORDINATION: OVERVIEW

Visual 5.6

What Is a Multiagency Coordination System?

NIMS Element: Command and Management

Multiagency Coordination (MAC) Systems

MAC Systems provide the architecture to support coordination for:

- Incident prioritization.
- Critical resource allocation.
- Communications systems integration.
- Information coordination.

Visual 5.6
Multiagency Coordination
December 2011

Key Points.

Multiagency Coordination (MAC) Systems provide the architecture to support coordination for:

- Incident prioritization.
- Critical resource allocation.
- Communications systems integration.
- Information coordination.

The elements of MAC Systems include:

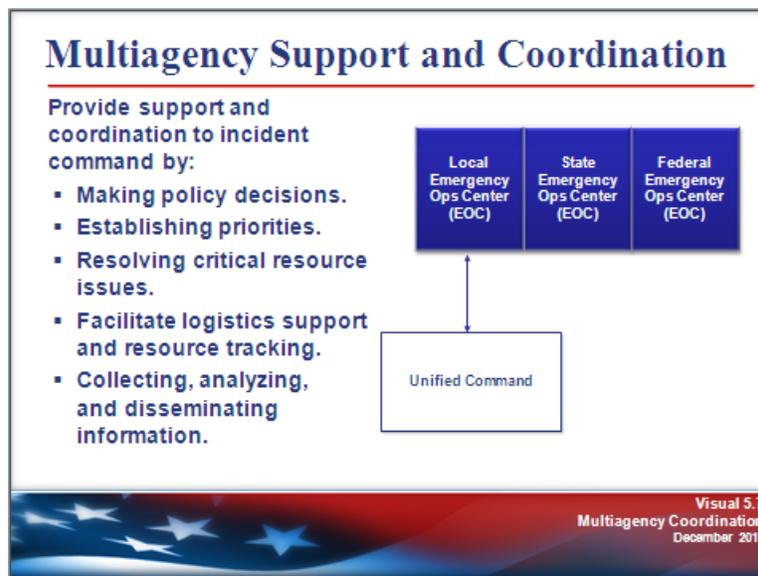
- Facilities.
- Equipment.
- Personnel.
- Procedures.
- Communications.

These components are integrated into a common system with responsibility for **coordinating** and **supporting** domestic incident management activities. Governments at all levels have these components currently in place.

NIMS does not impose a new system or organizational structure; it simply emphasizes the interrelated nature of the components in the creation of an integrated coordination and support system.

MULTIAGENCY COORDINATION: OVERVIEW

Visual 5.7



Key Points.

Multiagency coordination is a process that allows all levels of government and all disciplines to work together more efficiently and effectively. Multiagency coordination occurs across the different disciplines involved in incident management, across jurisdictional lines, or across levels of government.

Multiagency coordination can and does occur on a regular basis whenever personnel from different agencies interact in such activities as preparedness, prevention, response, recovery, and mitigation.

MAC Systems provide support and coordination to incident command by:

- Making policy decisions.
- Establishing priorities.
- Resolving critical resource issues.
- Facilitating logistics support and resource tracking.
- Collecting, analyzing, and disseminating information.

Note: In some instances, a MAC System is informal and based on oral agreements between jurisdictions. However, most systems are more formalized and supported by written agreements, operational procedures, and protocols. Having formal agreements is recommended because it allows jurisdictions to anticipate and address issues before an incident occurs. While ad hoc arrangements between jurisdictions may result in effective multiagency coordination on relatively minor incidents, coordination on larger, more complex incidents is most successful when it takes place within a planned and well established MAC System.

Source: National Incident Management System

MULTIAGENCY COORDINATION: OVERVIEW

Visual 5.8



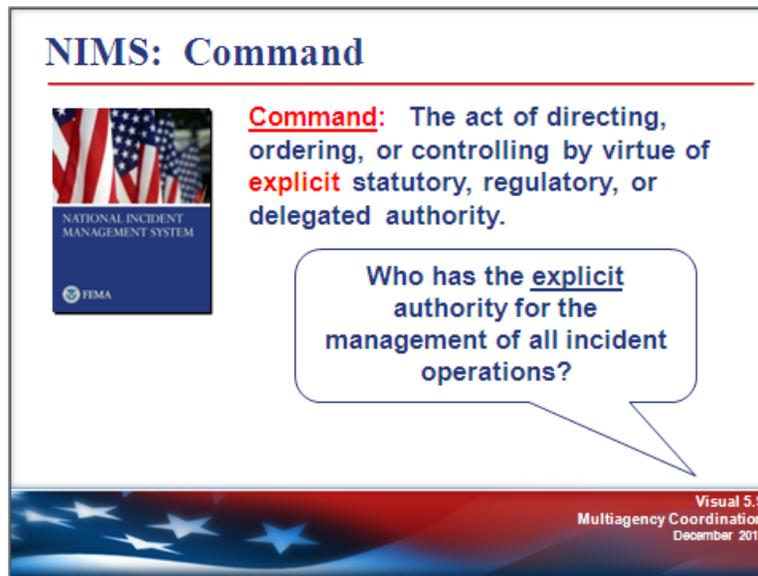
Key Points.

What is the difference between command and coordination?

Direct tactical and operational responsibility for conducting incident management activities rests with the Incident Command/Area Command.

MULTIAGENCY COORDINATION: OVERVIEW

Visual 5.9



NIMS: Command

Command: The act of directing, ordering, or controlling by virtue of **explicit** statutory, regulatory, or delegated authority.

Who has the explicit authority for the management of all incident operations?

NATIONAL INCIDENT MANAGEMENT SYSTEM
FEMA

Visual 5.9
Multiagency Coordination
December 2011

The slide features a title 'NIMS: Command' in blue text. Below the title is a red horizontal line. To the left is a small image of the NIMS logo, which includes an American flag and the text 'NATIONAL INCIDENT MANAGEMENT SYSTEM' and 'FEMA'. To the right of the logo is the definition of 'Command' in blue text, with the word 'explicit' in red. Below this is a blue speech bubble containing the question 'Who has the explicit authority for the management of all incident operations?'. At the bottom right of the slide, there is a red and blue decorative banner with the text 'Visual 5.9 Multiagency Coordination December 2011'.

Key Points.

Remember that Command is defined in NIMS as “the act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority.”

Who has the explicit authority for the management for all incident operations?

MULTIAGENCY COORDINATION: OVERVIEW

Visual 5.10



NIMS: Coordination

Multiagency coordination is a process that allows all levels of government and all disciplines to work together more efficiently and effectively.

An entity/individual may have “command and control” over resources and policies without being in command of the incident scene.

Visual 5.10
Multiagency Coordination
December 2011

The slide features a title 'NIMS: Coordination' in blue. Below the title is a red horizontal line. To the left is a graphic with an American flag and the text 'NATIONAL INCIDENT MANAGEMENT SYSTEM' and 'FEMA'. To the right is a definition of multiagency coordination. Below the definition is a blue box with white text stating that an entity/individual may have 'command and control' over resources and policies without being in command of the incident scene. The bottom of the slide has a red and blue wave graphic with the text 'Visual 5.10 Multiagency Coordination December 2011'.

Key Points.

NIMS defines multiagency coordination as the process that allows all levels of government and disciplines to work together more efficiently and effectively.

An organization/individual may have “command and control” over resources and policies without being in command of the incident scene. For example, technical specialists from a State or Federal agency may arrive at a scene to support the incident. Those specialists will be integrated into the on-scene incident command structure.

MULTIAGENCY COORDINATION: OVERVIEW

Visual 5.11



Key Points.

Speakers:

- Chip Patterson, Chief, Emergency Preparedness Division, Duval County, Florida
- Craig Fugate, Director, Florida Division of Emergency Preparedness (In 2009, Mr. Fugate became FEMA Director)
- Dawn Wood, Emergency Planner, Emergency Preparedness Division, Duval County, Florida
- Dale Margadonna, Operations Section Chief, Emergency Preparedness Division, Duval County, Florida

What are the key messages being communicated about Multiagency Coordination Systems?

What are the implications for all levels of response partners?.

Refer to the transcript of the video presentation on the following pages.

Topic: Multiagency Coordination: Overview

VIDEO TRANSCRIPT

NARRATOR: As an incident becomes more complex, a Multiagency Coordination, or MAC, System is used to coordinate and support the response efforts. A MAC System is a combination of integrated facilities, equipment, personnel, procedures, and communications with responsibility for coordinating and supporting incident management activities. The MAC System is much larger than a single facility and includes a network of elements all designed to support the Incident Command.

CHIP PATTERSON: The overall purpose of the MAC System is good situational awareness of having a coordination system and the command and control systems in place to have good situational awareness of what the effects that disaster has had on our community.

NARRATOR: A MAC System includes both command and coordination components. In a MAC System, direct tactical and operational responsibility for conducting incident management activities rests with the Incident Command or Area Command.

The coordination components of the MAC System support the on-scene commanders by:

- Establishing incident management policies and priorities;
- Facilitating logistical support and resource tracking;
- Making informed resource allocation decisions;
- Maintaining a common operating picture by coordinating incident-related information; and
- Coordinating interagency and intergovernmental issues regarding policies, priorities, and strategies.

CHIP PATTERSON: The difference between the Incident Manager in the EOC and the Incident Commander in the field can be summed up really with the terms of the **Incident Commander is engaged in command and control of that specific incident scene, and the Incident Manager in the EOC is engaged in coordination of that whole Multiagency Coordination System.**

The Incident Commander has certain statutory duties or authorities to be able to protect public safety, to carry out particular actions.

The Incident Manager in the Emergency Operations Center is discharging the duties of the chief executive of that jurisdiction to coordinate and make the entire community move towards effective response and recovery in supporting those Incident Commanders.

CRAIG FUGATE: We start merging our operations very quickly and we work to support local governments, and in any type of disaster—but particularly those we know are coming—we'll actually assign staff into those impacted or potentially impacted county Emergency Operations Centers before the storm ever makes landfall.

NARRATOR: A MAC System may include a coordination entity with agency policy representatives who have decisionmaking authority. Common examples of these groups include Policy Committees, MAC Groups, Joint Field Office Coordination Groups, and Executive Groups. Although these groups have differing titles, their purpose is to provide strategic policy direction for the incident.

Topic: Multiagency Coordination: Overview

CHIP PATTERSON: On disaster day in the Emergency Operations Center, they're involved in strategy and policy as well, and our system must account for that and have them involved because there are numerous policy-level decisions that need to be made during disasters.

CRAIG FUGATE: We are a representative form of government; our elected leaders are who the public expects to be providing that policy direction.

CHIP PATTERSON: It goes all the way back to being grounded in our local ordinance and city ordinance in describing who's in charge, who has the authority to declare local states of emergency and what that means and what it establishes; it establishes this Executive Group for the purposes of strategy and policymaking. An example of policy is hurricane evacuation, that's a policy decision, the establishment of curfews or exclusion zones, or restricting the sale of gasoline or firearms, all those are policy issues that the Executive Group gets involved in and makes the decisions about those.

NARRATOR: Effective resource management is a key function of those making policy decisions within the MAC System.

CHIP PATTERSON: One of the very important tools in the toolbox for resource management is the use of mutual aid agreements . . . really what are contracts in essence that describe the financial relationships, the legal relationships, and some of the operational relationships for a disaster environment. That statewide mutual aid agreement is an important part of our disaster service delivery.

NARRATOR: The Executive or Policy Group is supported by operational personnel. These staff members may work in the Emergency Operations Centers, Joint Operations Centers, Joint Field Offices, or Regional Response Coordination Centers. Although the names of facilities may differ, operational support staff facilitates logistics support and resource tracking, gathers and provides information, and implements multiagency coordination entity decisions.

There are many different ways to organize operational support staff. Often, operational support personnel are organized using Incident Command System, or ICS, principles. Although ICS principles may be used, these staff are in a support role, not a command role.

CHIP PATTERSON: We further organize the operations group using the Incident Command System and we have, essentially what we call an Incident Manager within the EOC who has a leadership role similar to what in the field would be called an Incident Commander—but an Incident Manager within the EOC—and then the common staff positions and general positions for within the Incident Command System: an Information Officer, Liaisons, Safety Officer, and then Section Chiefs: an Operations Section Chief, Plan Section Chief, Logistics Section Chief, and then Finance Section Chief.

And then that organizational structure is really dealing with, to a certain extent, command and control, but primarily coordination issues to support Incident Commanders out across that devastated area or that disaster area.

Topic: Multiagency Coordination: Overview

NARRATOR: One critical function of a Multiagency Coordination System is to develop a common operating picture accessible across jurisdictions and functional agencies. A common operating picture allows Incident Managers at all levels to make effective, consistent decisions in a timely manner. And it helps ensure consistency at all levels of incident management across jurisdictions, as well as between various engaged governmental jurisdictions, and private-sector and nongovernmental entities.

DAWN WOOD: We were talking about organizational discipline and it goes back to the objectives and what are the objectives that we need to meet in this period of time as well as in the overall picture of the incident and making sure that everybody that's part of the organization is moving in the same direction, that people are not off on their own doing their own thing, that we're all coming together to meet those needs as well as meet those objectives so it's tying the big picture together. You know, sometimes Operations is so busy out in the field doing what they need to do but it's essential that we get all the information—what they need, what they're doing—back up so that the rest of the organization is familiar with what they're doing and the bigger decisions can be made by the Executive Group and the mayor for going forward.

Another part of our MAC System is—a very important part—is the financial control system. I think in the past that's been an afterthought, and we realized that the Finance Section is very huge in being able to account for time, account for all the resources, payment, budgeting, everything has to be tracked through Finance and we want to get them involved at the beginning and not at the end, whereas we need to make sure that everything is documented correctly, that we're gathering the information that they need.

NARRATOR: Communications within a MAC System must be reliable. Systems and protocols must be in place to support integrated systems for communication, information management, and intelligence and information sharing to continuously update data during an incident.

CRAIG FUGATE: One of the things about NIMS is, irregardless of the technology challenges, it provides a method of ensuring you have interoperability of communications because you define who needs to talk to who, when, and what they need to say, and from there you take your systems and you build it to support the mission, the goals, and the objectives. NIMS provides the framework that identifies not only who needs to talk to who but what information must be passed between the different levels, both vertically and horizontally, to make sure we're all working towards the same mission, goals, and objectives even though we may have different pieces of that, come from different disciplines, and on a day-to-day basis we don't share common communications.

CHIP PATTERSON: One other component that, on somewhat more on the mission side of it, is the whole mechanism to communicate external to the public, to get out public information, and the need that we have in command centers to be able to partner with media, with television and radio and print media, to get that message out, to get protective action measures out, to get public safety messages and other information about that disaster.

It's very important to have that in close proximity to the overall Emergency Operations Center or command structure. But moreover it's not—the mission of getting that message out can impede the command and control and coordination, getting that whole piece of it done as well and so it's important to think of having the public information, Joint Information Center close and collocated, but not necessarily in the middle of the Emergency Operations Center.

Topic: Multiagency Coordination: Overview

In the facility that we're in now, the Joint Information Center is within this facility but is separated by several floors from the operational area of the EOC, so it's in close proximity but not in the midst of the operations.

NARRATOR: Throughout this course you will learn that effective Multiagency Coordination Systems incorporate all phases of emergency management—prevention, preparedness, response, recovery, and mitigation.

DAWN WOOD: What makes an effective multiagency coordinating system is the communication, and I think it's not just the communication when an incident happens but that we've had that communication all along and that in plans and writing plans, in exercises, in activations, that we're—have always been part of the same team.

DALE MARGADONNA: I think it helps coordinate whatever the incident is by having all the key players there that can make the decisions that can communicate their concerns. It certainly establishes a much more coordinated effort. It reinforces the command structure and I think it supports the entire effort much more than agencies being out on their own or being even in another location.

CHIP PATTERSON: The key to an effective Multiagency Coordination System is coming all the way back, is being disaster-victim focused and having a well-thought-out command and control communication and coordination system to be able to meet the extraordinary resource management issues and requirements as well as the situational awareness and coordination requirements that disaster brings. And so that means addressing it from a management organizational structure basis, from a facility basis, from a plans and procedure and training basis.

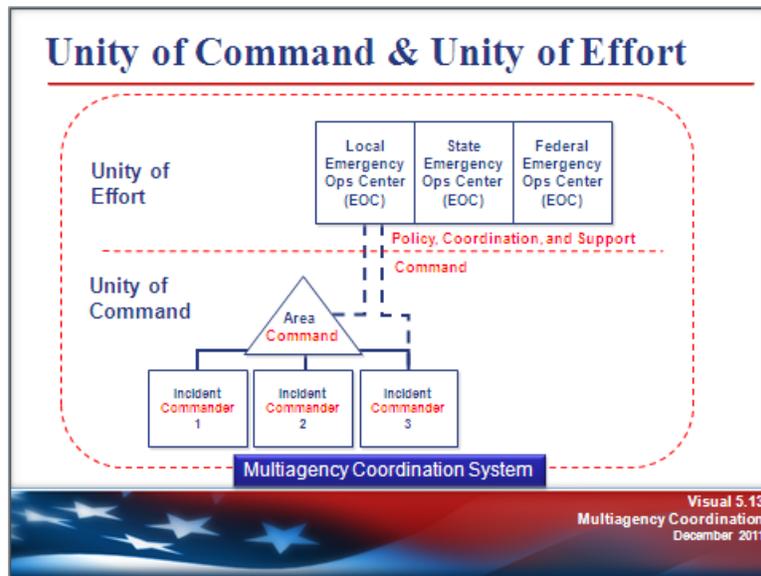
MULTIAGENCY COORDINATION: OVERVIEW**Visual 5.12****Key Points.**

How does Area Command differ from a Multiagency Coordination System?

Where is Unified Command applied?

MULTIAGENCY COORDINATION: OVERVIEW

Visual 5.13



Key Points.

Area Command is established to provide command authority for two or more incidents.

Unified Command is an application of ICS used when there is more than one agency with jurisdiction over an incident. Unified Command may be at the Area Command or Incident Command level. One reason for establishing Unified Command is to improve interagency coordination.

Unity of command is the concept by which each person within an organization reports to one and only one designated person. The purpose of unity of command is to ensure accountability for achieving every objective.

Unity of effort means harnessing seamless coordination across jurisdictions in support of common objectives.

The Incident Command System is an important element across multijurisdictional or multiagency incident management activities. It provides a structure to enable agencies with different legal, jurisdictional, and functional responsibilities to coordinate, plan, and interact effectively on scene. As a team effort, Unified Command allows all agencies with jurisdictional authority and/or functional responsibility for the incident to provide joint support through mutually developed incident objectives and strategies established at the command level. Each participating agency maintains its own authority, responsibility, and accountability. The NIMS standardized structures and tools enable a unified approach to be effective both on scene and at the Emergency Operations Centers.

MULTIAGENCY COORDINATION: OVERVIEW

Visual 5.14

**Key Points.**

A Multiagency Coordination System is not a physical location or facility alone. Rather, a Multiagency Coordination System includes all components involved in managing and supporting events or incidents.

Not all jurisdictions have developed each capability displayed in the slide as separate entities, but the capability to perform the functions of the system is a requirement for NIMS compliance.

MULTIAGENCY COORDINATION SYSTEMS

Visual 5.15

Multiagency Coordination System



A MAC System:

- May be as simple as a teleconference, or
- May require an assembled group and associated support systems.



Visual 5.15
Multiagency Coordination
December 2011

Key Points.

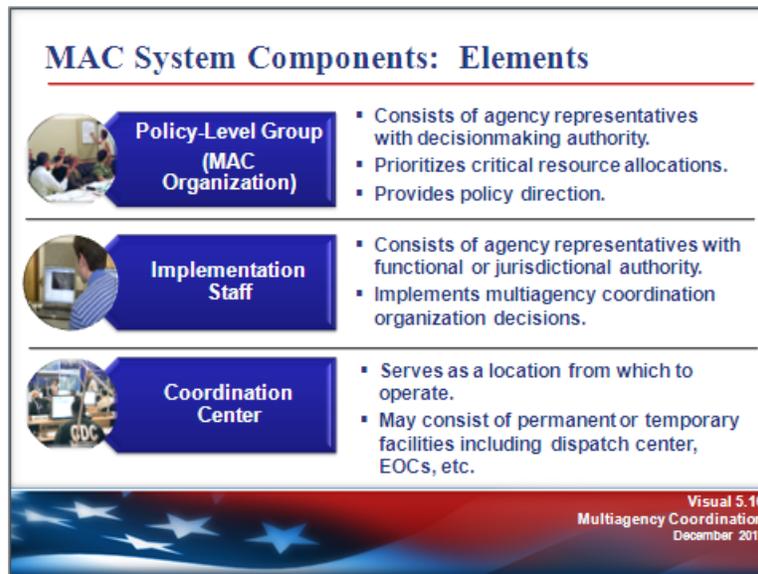
A Multiagency Coordination System:

- May be as simple as a teleconference, or
- May require an assembled group and associated support systems.

Can you think of examples of when a teleconference would be used versus an assembled group?

MULTIAGENCY COORDINATION SYSTEMS

Visual 5.16



The diagram, titled "MAC System Components: Elements", is set against a background of a stylized American flag. It lists three components, each with a representative image and a list of functions:

- Policy-Level Group (MAC Organization)**: Consists of agency representatives with decisionmaking authority. Prioritizes critical resource allocations. Provides policy direction.
- Implementation Staff**: Consists of agency representatives with functional or jurisdictional authority. Implements multiagency coordination organization decisions.
- Coordination Center**: Serves as a location from which to operate. May consist of permanent or temporary facilities including dispatch center, EOCs, etc.

Visual 5.16
Multiagency Coordination
December 2011

Key Points.

:

Policy-Level Group (MAC Organization)

- Consists of agency representatives with decisionmaking authority.
- Prioritizes critical resource allocations.
- Provides policy direction.

Implementation Staff

- Consists of agency representatives with functional or jurisdictional authority.
- Implements multiagency coordination organization decisions.

Coordination Center

- Serves as a location from which to operate.
- May consist of permanent or temporary facilities including dispatch center, EOCs, etc.

MULTIAGENCY COORDINATION SYSTEMS

Visual 5.17

Common Coordination Organizations

- Multiagency Coordination (MAC) Group
- Crisis Action Teams
- Policy Committees
- Agency Executives

Decisionmakers

- Dispatch Centers
- Emergency Operations Centers (EOCs)
- Department Operations Center (DOCs)
- National Operations Center

Facilities/Ops Support

Visual 5.17
Multiagency Coordination
December 2011

Key Points.

Examples of multiagency coordination organizations include:

- **Decisionmaking elements**, such as:
 - Multiagency Coordination (MAC) Groups.
 - Crisis action teams.
 - Policy committees.
 - Agency executives.
- **Facilities/Operations Support elements**, such as:
 - Dispatch centers.
 - Emergency Operations Centers (EOCs).
 - Department Operations Centers (DOCs).
 - National Operations Center (NOC).

Refer to the list of common multiagency coordination organizations on the next pages.

Topic: Multiagency Coordination Systems

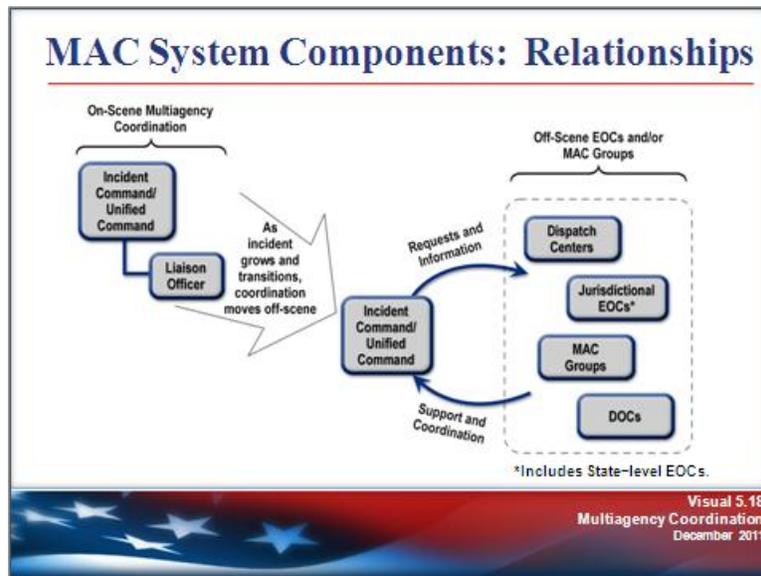
Multiagency Coordination Groups	
MAC Group	A MAC Group functions within the Multiagency Coordination System, which interacts with agencies or jurisdictions, not with incidents. MACS are useful for regional situations. A MAC Group can be established at a jurisdictional EOC or at a separate facility.
JFO Unified Coordination Group	The JFO is led by the Unified Coordination Group, which is comprised of specified senior leaders representing State and Federal interests, and in certain circumstances tribal governments, local jurisdictions, the private sector, or NGOs. The Unified Coordination Group typically consists of the Principal Federal Official (if designated), Federal Coordinating Officer (FCO), State Coordinating Officer, and senior officials from other entities with primary statutory or jurisdictional responsibility and significant operational responsibility for an aspect of an incident (e.g., the Senior Health Official, Department of Defense representative, or Senior Federal Law Enforcement Official if assigned). Within the Unified Coordination Group, the FCO is the primary Federal official responsible for coordinating, integrating, and synchronizing Federal response activities. The composition of the Unified Coordination Group will vary, depending upon the scope and nature of the incident and the assets deployed in support of the affected jurisdiction. The JFO structure normally includes a Unified Coordination Staff. The Unified Coordination Group determines the extent of staffing based on the type and magnitude of the incident.
Multiagency Coordination Centers	
Emergency Operations Center (EOC)	The physical location at which the coordination of information and resources to support local incident management activities normally takes place. Also called Expanded Dispatch, Emergency Command and Control Centers, etc., EOCs are used in various ways at all levels of government and within private industry to provide coordination, direction, and control during emergencies. EOC facilities can be used to house Area Command and multiagency activities, as determined by agency or jurisdiction policy.
Joint Operations Center (JOC)	An interagency command post established by the Federal Bureau of Investigation to manage terrorist threats or incidents and investigative and intelligence activities. The JOC coordinates the necessary local, State, and Federal assets required to support the investigation, and to prepare for, respond to, and resolve the threat or incident.
Joint Field Office (JFO)	The JFO is a temporary Federal facility established locally to coordinate operational Federal assistance activities to the affected jurisdiction(s). The JFO is a multiagency center that provides a central point of coordination for Federal, State, local, tribal, nongovernmental, and private-sector organizations with primary responsibility for threat response and incident support and coordination. The JFO enables the effective and efficient coordination of Federal incident-related prevention, preparedness, response, and recovery actions. The JFO accommodates all entities (or their designated representatives) essential to incident management, information sharing, and the delivery of disaster assistance and other support.

Topic: Multiagency Coordination Systems

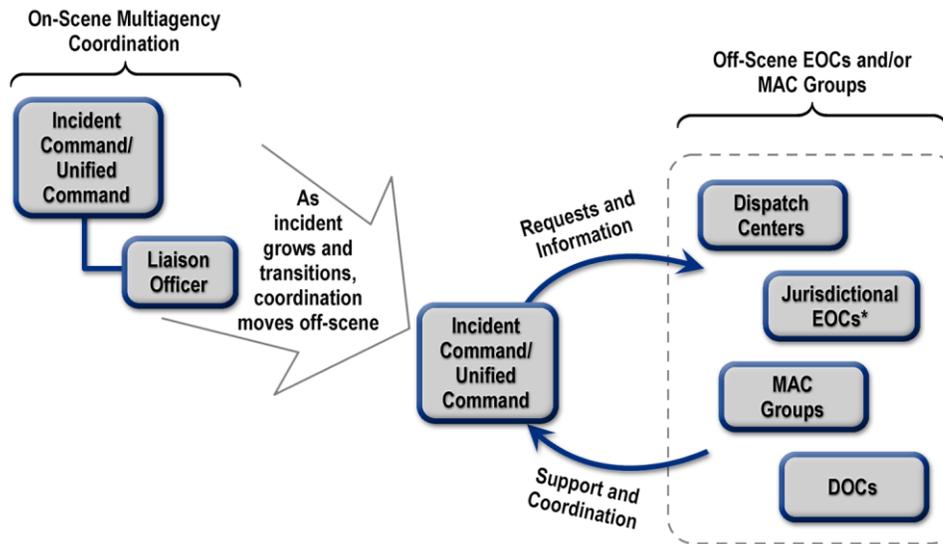
Multiagency Coordination Centers (Continued)	
Joint Information Center (JIC)	The JIC is a facility where the Public Information Officer(s) and staff can coordinate and provide information on the incident to the public, media, and other agencies.
Regional Response Coordination Center (RRCC)	<p>The RRCC is a standing facility operated by FEMA that is activated to coordinate regional response efforts, establish Federal priorities, and implement local Federal program support. The RRCC establishes communications with the affected State emergency management agency and the National Response Coordination Center (NRCC), coordinates deployment of the Emergency Response Team-Advance Element (ERT-A) to field locations, assesses damage information, develops situation reports, and issues initial mission assignments.</p> <p>The RRCC operates until a JFO is established in the field and/or the Principal Federal Officer, Federal Coordinating Officer, or Federal Resource Coordinator can assume their National Response Framework (NRF) coordination responsibilities. The RRCC replaces the Regional Operations Center.</p>
National Response Coordination Center (NRCC)	The NRCC is a multiagency center that provides overall Federal response coordination for emergency management program implementation (including both Stafford Act and non-Stafford Act incidents). FEMA maintains the NRCC as a functional component of the National Operations Center (NOC) in support of incident management operations. The NRCC replaces the Emergency Support Team.
National Operations Center (NOC)	The NOC is the primary national hub for domestic incident management operational coordination and situational awareness. The NOC is a standing 24/7 interagency organization fusing law enforcement, national intelligence, emergency response, and private-sector reporting. The NOC facilitates homeland security information sharing and operational coordination with other Federal, State, local, tribal, and nongovernment EOCs.

MULTIAGENCY COORDINATION SYSTEMS

Visual 5.18

**Key Points.**

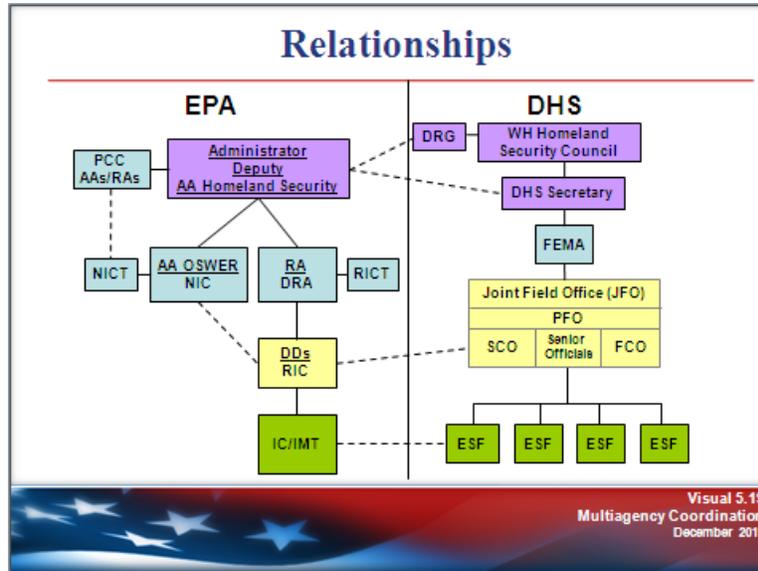
This visual provides an overview of a MAC System as it transitions over the course of an incident. Note that DOC stands for Department Operations Center.



Source: National Incident Management System

MULTIAGENCY COORDINATION SYSTEMS

Visual 5.19

**Key Points.**

This slide shows the EPA organization on a large scale event, the corresponding DHS organization and how the two organizations interact. Reference information on the EPA organization can be found in Chapter 2 of the EPA IMH. Reference information on the DHS structure can be found at www.fema.gov/emergency/nrf.

Three interaction points;

- The EPA Administrator to the DHS Secretary: The EPA Administrator (or designee) will be a member of the Domestic Readiness Group.
- The EPA RIC to the Federal Coordinating Officer (FCO): The EPA Regional Incident Coordinator (RIC) is a senior regional EPA manager. The RIC may be a Division Director or a Branch Chief, whomever the Regional Administrator has designated. The RIC will operate from the Regional Emergency Operations Center (REOC) and will coordinate with senior officials, such as the Federal Coordinating Official (FCO), at the Joint Field Office (JFO).
- Incident/IMT to ESF: During incidents that require a coordinated federal response, EPA will assign someone to staff the Emergency Support Function Number Ten (ESF 10) Desk (Oil and Hazardous Substance Response). This person will be a primary point of contact and coordination for the Incident Commander on Site.

Reference material from the EPA IMH, beginning next page.

Excerpted from:

U.S. EPA INCIDENT MANAGEMENT HANDBOOK

INCIDENT COMMAND SYSTEM (ICS)

CHAPTER 2

ORGANIZATION, COMMAND, AND COORDINATION WITHIN EPA

This chapter provides an overview of the structure used to coordinate EPA's response operations consistently across the Agency when addressing key aspects of a field response. It reflects existing emergency response structures and policies, such as the EPA's National Approach to Response (NAR), which defines roles and authorities within the Agency, and describes the general and specialized assets available to emergency responders in the field.

INCIDENT COMMAND STRUCTURE IS ALWAYS USED

The Incident Command System (ICS) concepts will be utilized by the EPA during all emergency responses, whether they are small incidents (80% of responses) or Incidents of National Significance (INS) (<1% of responses).

ICS is a flexible, scalable structure that provides standardized processes, procedures, organizational structure and common terminology for incident management. The system creates a basic expectation for emergency management which allows us to better coordinate between the various levels of the Agency and interagency. This management structure is built around five major response management functional areas: Command, Planning, Operations, Logistics, and Finance.

Emergency response actions are usually successfully managed within the region. Upon occasion, incidents may be of such magnitude that they exceed regional emergency response capacities, or transcend regional boundaries. These incidents may be the result of a chemical, biological or radiological emergency, or a natural disaster.

SCALE OF RESPONSE WILL INCREASE DURING AN INS

EPA recognizes that the response to an INS will require senior management attention and extraordinary coordination internally, and among Federal, state and local entities. During an INS, ICS is applied in conjunction with the National Response Plan (NRP), which will be activated by the Department of Homeland Security. The NRP organizes and integrates Federal resources under "Emergency Support Functions" (ESFs). ESFs identify critical response functions and which Federal agencies are responsible for providing those functions during a response (figure 2-1).

It is the Agency's intention to implement a nationally coordinated approach whenever we respond to an INS. This chapter details the roles of and support available from the "national level." The national level will generally be fully activated only in cases of very large responses or an INS. Consistent, clear, and effective communications and

information sharing from the executive levels to Incident/Unified Command and from the incident to the executive levels within agency is essential. The EPA model for national incident coordination and information exchange is shown in figure 2-2.

EPA has created a coordinated structure to enhance the Agency's ability to implement the operational components of a response by maintaining communication between senior management, providing resource support at a national or regional level, and supporting the incident command structure in the field. This structure includes the:

- National and Regional Incident Coordination Teams (NICT/RICTs);
- Regional Emergency Operations Centers (REOCs); and
- Headquarters Emergency Operations Center (HQ EOC).

REGIONAL LEVEL

The Regional Administrator will provide the strategic vision for the scope of EPA involvement in the response by setting overall management objectives and priorities consistent with Federal Emergency Management Agency (FEMA) Mission Assignments issued to the Agency, where applicable.

Regional Emergency Operations Center – To effectively respond, coordinate and support a major regional incident or an INS, EPA regional offices will activate REOCs. The REOC staff will:

- Provide immediate “reach back” support to the Incident Commander (IC);
- Serve as the official channel for the flow of information between the field and regional and HQ personnel, including the Regional Administrator, the RICT, the HQ National Incident Coordinator (NIC), and the HQ EOC; and
- Assign and coordinate agency resources for field operations, and coordinate Federal Emergency Management Agency (FEMA)/NRP/ESF/Regional Response Team (RRT) activities.

REGIONAL ROLES DURING A LARGE INCIDENT OR INS

Regional Administrator (RA) – The RA will:

- Establish the strategic direction and management objectives for the response, in consultation with Headquarters (HQ);
- Designate a Regional Incident Coordinator (RIC) to manage the Regional Emergency Operations Center and serve as the primary contact with the IC and EPA Management;
- Resolve regional resource, cross-program and policy issues;
- Serve as the Agency regional spokesperson with public and elected officials;
- Ensure the effectiveness of the response to meet Agency objectives; and
- Serve on the Policy Coordinating Executive Committee (PCC) and act as the principal contact between the PCC and the region.
-

Regional Incident Commander (RIC) – The RIC will:

- Serve as the primary point of contact with IC;
- Provide strategic/management objectives and oversight to the IC;
- Provide clarification of regional policy issues; and
- Ensure effective and timely communication flow between field activities and upper level management.

It is important to remember that the RIC and REOC staff will not replace the ICS field structure or functions. The EPA IC will be responsible for determining incident objectives and strategy. During an INS it is essential that the IC and the RIC coordinate and communicate with each other to ensure that management objectives are being met.

Regional Incident Coordination Team (RICT) – The RICT is a standing team with representatives from each regional program office. This team provides multi-program policy and resource coordination, information sharing, technical assistance, and issue resolution through the RIC to ICs conducting on-scene emergency response activities.

The RICT will:

- Provide cross-program resources and technical support for the response deployed through the REOC;
- Provide regional forum for resolution of management objectives and policy issues;
- Coordinate information in response to requests from Headquarters, elected officials and the public;
- Provide a conduit for the RIC to the NICT; and
- Be chaired by RA/Deputy RA or Division Director (DD).

NATIONAL LEVEL

In the case of a major emergency response, such as those declared an INS, Headquarters response support will be activated. An organizational chart showing the relationship between EPA HQ, the regions, and the IC/Incident Management Team (IMT) is shown in figure 2-3.

The HQ EOC will serve as the primary contact point for information coming into the Agency and will disseminate information to appropriate parties. The EOC will also serve as the official channel for the flow of information between the region's REOC and HQ, and act as the interface between the impacted regions.

Headquarters Emergency Operations Center – The HQ EOC will:

- Serve as the primary hub for receiving and disseminating national level information about the incident;
- Serve as the official channel for the flow of information between the REOCs and Headquarters;
- Provide reach back for support to the incident through the REOC (e.g., staff and other resources);
- Act as the coordination point for the Department of Homeland Security (DHS) National Operations Center (NOC);
- Facilitate cross-regional coordination;
- When one or more regions are impacted, coordinate the allocation of critical response resources;
- Set up along ICS functional areas, but will not replace the ICS field structure or functions nor direct tactical operations;
- Establish situation awareness via reports and conference calls with activated REOCs; and
- Monitor all activity via its 24/7 Watch Officer.

Associate Administrator for Homeland Security –

During an INS, the Associate Administrator for Homeland Security serves as the key advisor to the EPA Administrator and coordinates with political appointees at other departments and agencies on all aspects of the response efforts.

National Incident Coordinator (NIC) – The NIC will:

- Provide overall management of the INS at the national level;
- Serve as the primary HQ point of contact for the RIC;
- Work under the direction of the Assistant Administrator for the Office of Solid Waste and Emergency Response (OSWER) and the Associate Administrator for Homeland Security;
- Chair the National Incident Coordination Team (NICT); and
- Facilitate the resolution or elevation of significant issues to EPA senior management.

National Incident Coordination Team (NICT) – The NICT is a standing team of senior representatives from each HQ Office (Division Director or above) which functions both in preparedness and emergency response roles. During an INS, the NICT will:

- Serve as the focal point for multi-program policy coordination, information sharing and issue resolution; and
- Coordinate resources, resolve/elevate issues and keep the PCC fully informed via the NICT chair, and implement direction accordingly.

Policy Coordinating Executive Committee (PCC) – The EPA Administrator may choose to convene a Policy Coordinating Executive Committee (PCC) consisting of Assistant Administrators and Regional Administrators to address significant intra-Agency national policy issues. The PCC may be chaired by the Associate Administrator for Homeland Security.

The PCC is responsible for addressing significant intra-Agency national policy issues, and formulating a coordinated Agency position on inquiries related to the INS as they occur. This forum will also provide for the exchange of information among Agency senior officials regarding the INS.

Reference material from the National Response Framework Resource Center
www.fema.gov/emergency/nrf:

Domestic Readiness Group (DRG): An interagency body convened on a regular basis to develop and coordinate preparedness, response, and incident management policy. This group evaluates various policy issues of interagency importance regarding domestic preparedness and incident management and makes recommendations to senior levels of the policymaking structure for decision. During an incident, the DRG may be convened by the Department of Homeland Security to evaluate relevant interagency policy issues regarding response and develop recommendations as may be required.

Principal Federal Official (PFO): May be appointed to serve as the Secretary of Homeland Security's primary representative to ensure consistency of Federal support as well as the overall effectiveness of the Federal incident management for catastrophic or unusually complex incidents that require extraordinary coordination. s may

State Coordinating Officer (SCO): The individual appointed by the Governor to coordinate State disaster assistance efforts with those of the Federal Government. The SCO plays a critical role in managing the State response and recovery operations following Stafford Act declarations. The Governor of the affected State appoints the SCO, and lines of authority flow from the Governor to the SCO, following the State's policies and laws.

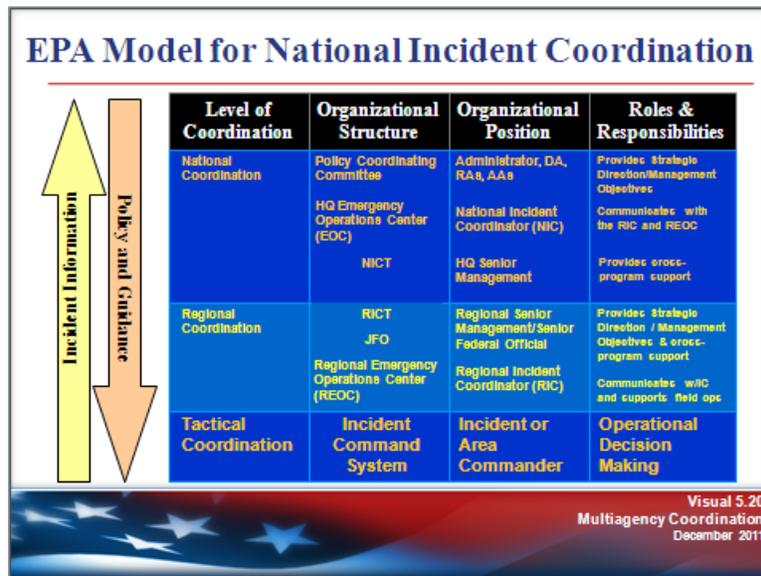
Federal Coordinating Officer (FCO): The official appointed by the President to execute Stafford Act authorities, including the commitment of Federal Emergency Management Agency (FEMA) resources and mission assignment of other Federal departments or agencies. In all cases, the FCO represents the FEMA Administrator in the field to discharge all FEMA responsibilities for the response and recovery efforts underway. For Stafford Act events, the FCO is the primary Federal representative with whom the State Coordinating Officer and other State, tribal, and local response officials interface to determine the most urgent needs and set objectives for an effective response in collaboration with the Unified Coordination Group.

Emergency Support Functions (ESFs): Used by the Federal Government and many State governments as the primary mechanism at the operational level to organize and provide assistance. ESFs align categories of resources and provide strategic objectives for their use. ESFs utilize standardized resource management concepts such as typing, inventorying, and tracking to facilitate the dispatch, deployment, and recovery of resources before, during, and after an incident.

Joint Field Office (JFO): The primary Federal incident management field structure. The JFO is a temporary Federal facility that provides a central location for the coordination of Federal, State, tribal, and local governments and private-sector and nongovernmental organizations with primary responsibility for response and recovery. The JFO structure is organized, staffed, and managed in a manner consistent with National Incident Management System principles and is led by the Unified Coordination Group. Although the JFO uses an Incident Command System structure, the JFO does not manage on-scene operations. Instead, the JFO focuses on providing support to on-scene efforts and conducting broader support operations that may extend beyond the incident site.

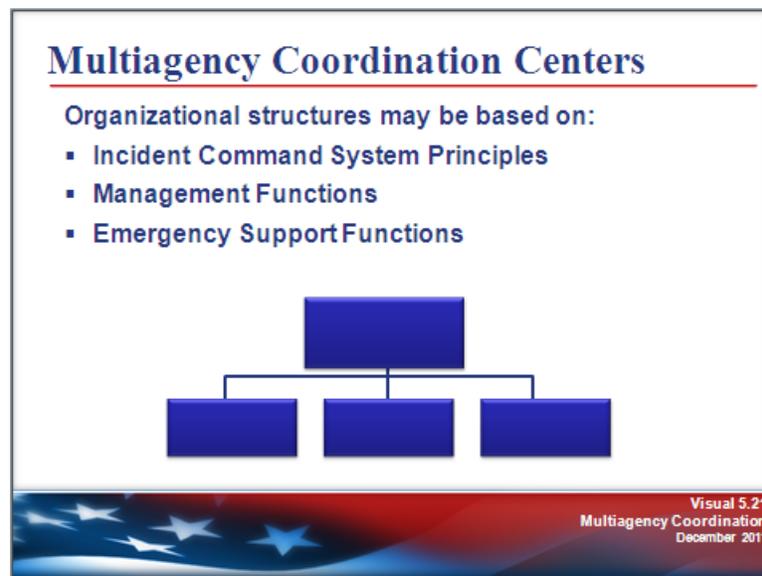
MULTIAGENCY COORDINATION SYSTEMS

Visual 5.20



Key Points.

This visual is reproduced in Chapter 2 of the EPA IMH (figure 2-2). It further describes who is involved in coordination processes, and illustrates how incident information and policy-and-guidance information flow occurs.

MULTIAGENCY COORDINATION SYSTEMS**Visual 5.21****Key Points.**

There is no standard method for organizing a multiagency coordination center. Most coordination centers are organized based on:

- Incident Command System positions.
- Management functions.
- Emergency support functions.

MULTIAGENCY COORDINATION SYSTEMS**Visual 5.22**

Multiagency Coordination System Activation

Activated when . . .

- An emergency situation threatens, significantly impacts, or involves multiple agencies and/or political subdivisions.
- Pre-established threat levels are reached.



Visual 5.22
Multiagency Coordination
December 2011

Key Points.

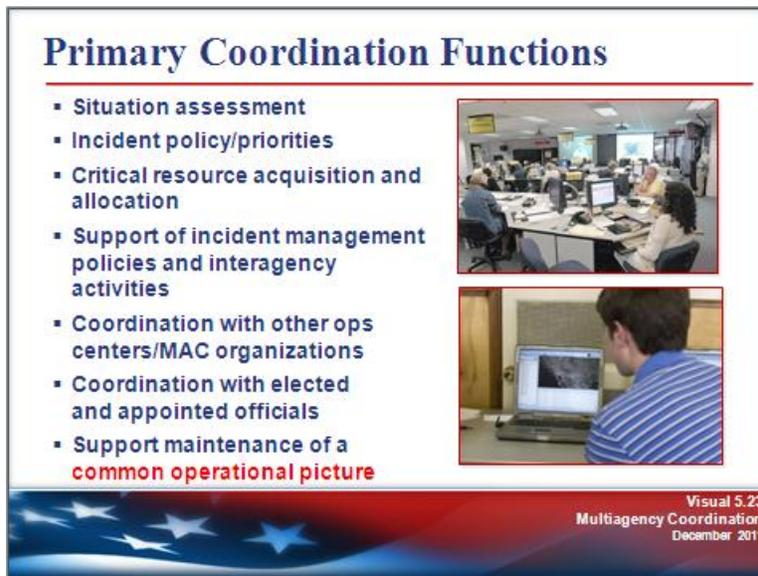
The components of the MAC system may be activated:

- When an emergency situation threatens, significantly impacts, or involves multiple agencies and/or political subdivisions.
- When preestablished threat levels are reached.

Note that some EOCs are always activated, and may ramp up and down as needed.

MULTIAGENCY COORDINATION SYSTEMS

Visual 5.23



Primary Coordination Functions

- Situation assessment
- Incident policy/priorities
- Critical resource acquisition and allocation
- Support of incident management policies and interagency activities
- Coordination with other ops centers/MAC organizations
- Coordination with elected and appointed officials
- Support maintenance of a **common operational picture**

Visual 5.23
Multiagency Coordination
December 2011

The slide features a list of seven primary coordination functions. To the right of the list are two photographs: the top one shows a busy control room with several people at computer workstations, and the bottom one shows a person in a blue striped shirt looking at a computer monitor. The bottom of the slide has a decorative graphic of an American flag and the text 'Visual 5.23 Multiagency Coordination December 2011'.

Key Points.

Review the following Multiagency Coordination (MAC) System functions:

- **Situation Assessment:** Collection, processing, and display of all information needed including consolidating agency/jurisdiction situation reports, obtaining supplemental information, and preparing maps and status boards.
- **Incident Priority Determination:** Establishing the priorities among ongoing incidents within the defined area of responsibility is another component of a MAC System. Typically, a process or procedure is established to coordinate on-scene responders to prioritize the incident demands for critical resources.
- **Critical Resource Acquisition and Allocation:** Managing scarce resources, in line with incident priorities. Resource management includes identifying and acquiring needed resources in addition to allocating existing or known resources.
- **Support Relevant Incident Management Policies and Interagency Activities:** Coordinating, supporting, and assisting with policy-level decisions and interagency activities relevant to incident management activities, policies, priorities, and strategies.
- **Coordination With Other MAC Systems:** Establishing systems to communicate and coordinate with other MAC Systems at the same level, the level above, and the level below.

(Continued on the next page.)

Topic: Multiagency Coordination Systems

- **Coordination With Elected and Appointed Officials:** Keeping elected and appointed officials at all levels of government informed. Maintaining the awareness and support of elected and appointed officials of jurisdictions within the affected area is extremely important, as scarce resources may need to move from one agency's or jurisdiction's incident(s) to another of higher priority. Senior officials may provide overall policy and support at the EOC, but not advise on tactics for the incident.
- **Support Maintenance of a Common Operating Picture:** By serving as a centralized source for collecting and analyzing information, personnel implementing the multiagency coordination procedures may provide summary information on incidents within their area of responsibility, and provide agency/jurisdictional contacts for media and other interested agencies.

MULTIAGENCY COORDINATION SYSTEMS

Visual 5.24

Common Operational Picture

Common Operational Picture = A single, identical summary/presentation of critical incident information that is shared by all responders and organizations

What are the potential challenges in maintaining a common operational picture?

What can an EOC do to address those challenges?

Visual 5.24
Multiagency Coordination
December 2011

Key Points.

The **common operating picture (COP)** is a single, identical summary/presentation of critical incident information that is shared by all responders and organizations.

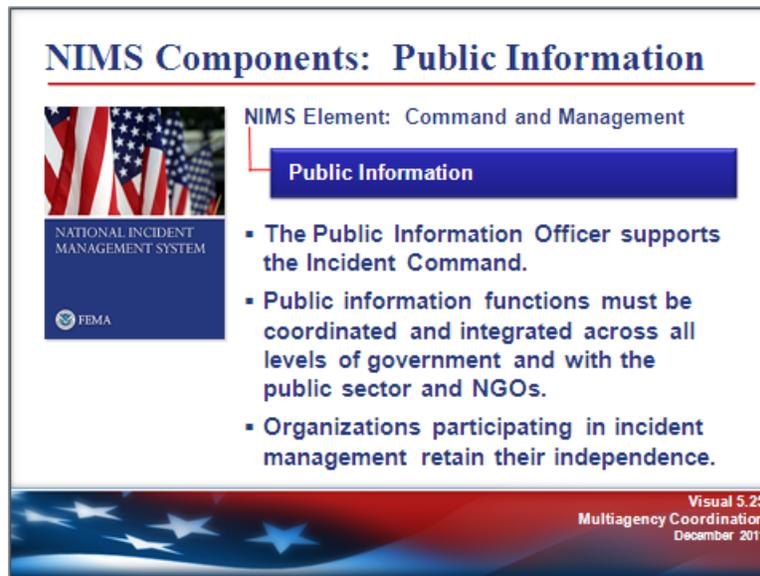
Having a common operating picture is an essential ingredient of a Multiagency Coordination System.

What are the potential challenges in maintaining a common operating picture?

What can an EOC do to address those challenges?

PUBLIC INFORMATION

Visual 5.25



NIMS Components: Public Information

NIMS Element: Command and Management

Public Information

- The Public Information Officer supports the Incident Command.
- Public information functions must be coordinated and integrated across all levels of government and with the public sector and NGOs.
- Organizations participating in incident management retain their independence.

NATIONAL INCIDENT MANAGEMENT SYSTEM
FEMA

Visual 5.25
Multiagency Coordination
December 2011

Key Points.

According to NIMS, Public Information:

- Consists of the processes, procedures, and systems to communicate timely, accurate, and accessible information on the incident's cause, size, and current situation to the public, responders, and additional stakeholders (both directly affected and indirectly affected).
- Must be coordinated and integrated across jurisdictions and across agencies/organizations; among Federal, State, tribal, and local governments; and with the private sector and nongovernmental organizations.
- Includes processes, procedures, and organizational structures required to gather, verify, coordinate, and disseminate information.

Well-developed public information, education strategies, and communications plans help to ensure that lifesaving measures, evacuation routes, threat and alert systems, and other public safety information are coordinated and communicated to numerous audiences in a timely, consistent manner.

Source: National Incident Management System

PUBLIC INFORMATION

Visual 5.26

Joint Information Center (JIC)



The Joint Information Center (JIC):

- Is a physical location used to coordinate crisis communications, critical emergency information, and public affairs functions.
- May be established at each level of incident management, as required.
- Must include representatives of all stakeholders.

Visual 5.26
Multiagency Coordination
December 2011

Key Points.

The Joint Information Center (JIC) is a facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media at the scene of the incident.

Public information officials from all participating agencies should collocate at the JIC.

Source: National Incident Management System

Why is the JIC a critical component within the Multiagency Coordination System?

PUBLIC INFORMATION

Visual 5.27

Speaking With One Voice



The Joint Information System (JIS):

- Is the framework for organizing, integrating, and coordinating the delivery of understandable, timely, accurate, and consistent public information.
- Encompasses all public information operations (i.e., local, tribal, State, Federal, and private sector) related to an incident.

Visual 5.27
Multiagency Coordination
December 2011

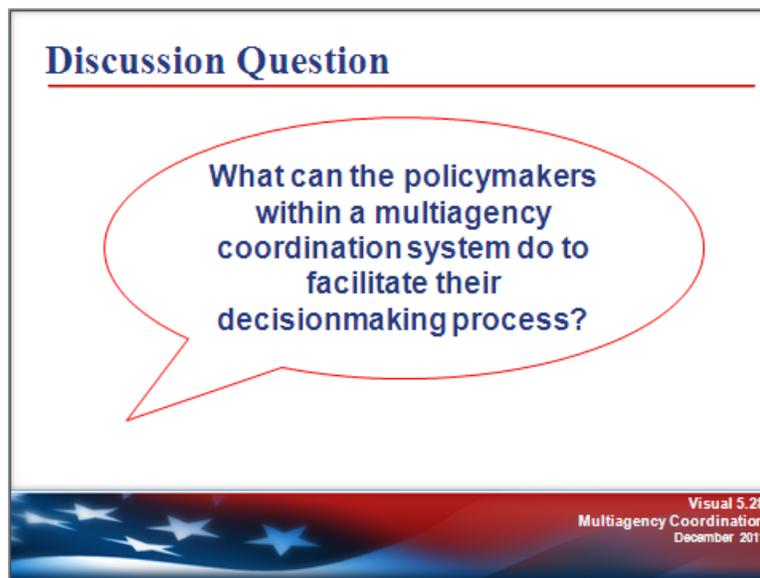
Key Points.

The Joint Information System (JIS):

- Provides the mechanism to organize, integrate, and coordinate information to ensure timely, accurate, accessible, and consistent messaging activities.
- Includes the plans, protocols, procedures, and structures used to provide public information. Federal, State, tribal, territorial, regional, local, and private-sector Public Information Officers.
- Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during crisis or incident operations.
- Provides a structure and system for:
 - Developing and delivering coordinated interagency messages.
 - Developing, recommending, and executing public information plans and strategies on behalf of the Incident Commander.
 - Advising the Incident Commander concerning public affairs issues that could affect a response effort.
 - Controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

The JIS is not a single physical location, but rather is a coordination framework that incorporates the on-scene Public Information Officer (PIO) with other PIOs who may be located at the JIC, EOC, or other coordination center.

Source: National Incident Management System

MULTIAGENCY COORDINATION DECISIONMAKING**Visual 5.28****Key Points.**

The primary function of the multiagency coordination organization is to make policy-level decisions. Given that the group members are from different agencies and/or jurisdictions, it is important that they work together effectively.

What can the policymakers within a multiagency coordination organization do to facilitate their decisionmaking process?

MULTIAGENCY COORDINATION DECISIONMAKING

Visual 5.29

Criteria for Determining Priorities



Life-Safety

- Threat to responders
- Threat to public

Incident Stabilization

- High damage potential
- Incident complexity
- Infrastructure protection

Property Conservation

- Real property threatened
- Environmental impact
- Economic impact

Visual 5.29
Multiagency Coordination
December 2011

Key Points.

The following criteria for setting priorities:

Life Safety

- Threat to responders
- Threat to public

Incident Stabilization

- Damage potential
- Incident complexity
- Infrastructure protection

Property Conservation

- Real property threatened
- Environmental impact
- Economic impact

Other criteria may be established by the coordinating organization.

MAC GROUPS**Visual 5.30**

Role of the MAC Group

Interagency decisionmaking related to:

- Incident management policies and priorities.
- Logistics support and critical resource tracking.
- Resource allocation.
- Coordinating incident-related information.
- Coordinating interagency and intergovernmental issues regarding incident management policies, priorities, and strategies..

Visual 5.30
Multiagency Coordination
December 2011

Key Points.

The role of the MAC Group is to provide a structure and process for interorganizational decisionmaking in these areas:

- Incident management policies and priorities.
- Logistics support and critical resource tracking.
- Resource allocation among multiple incidents.
- Coordinating incident-related information.
- Coordinating interagency and intergovernmental issues regarding incident management policies, priorities, and strategies.

As noted earlier, MAC organizations include a variety of entities at all levels of government. Note that a MAC Group is a standardized multiagency coordination organization. Explain to the participants that because MAC organizations vary in structure depending on jurisdiction and level of government, the discussion in this course will center on the “generic” MAC organization, the MAC Group. The tips and strategies discussed in relation to the MAC Group are applicable to all MAC organizations.

The following more common MAC Group applications:

- A single jurisdiction may establish a MAC Group as part of its EOC function. In this application, it is important that the jurisdiction take care to define its role broadly enough to include all jurisdictions, agencies, and organizations that might be impacted.
- MAC Groups are frequently defined geographically, especially when an emergency crosses jurisdictional boundaries.

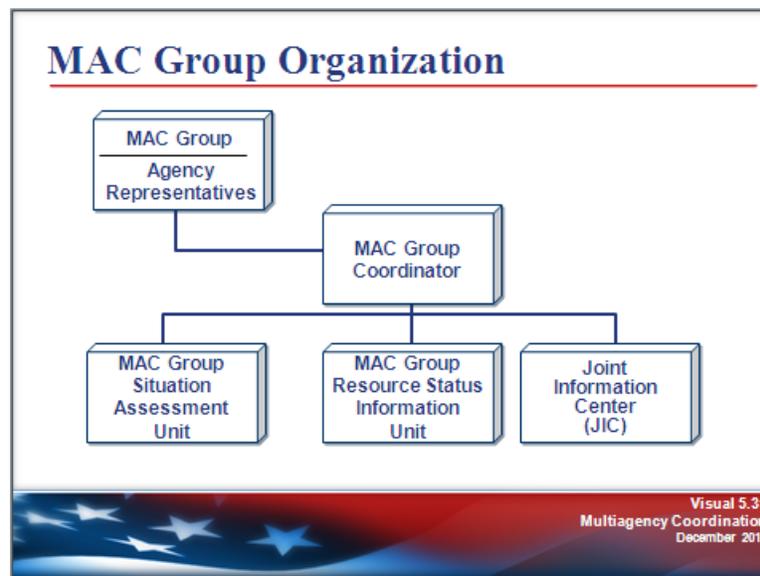
(Continued on the next page.)

Topic: MAC Groups

- A MAC Group may be organized functionally. For example, law enforcement agencies at local, State, and Federal levels may establish a MAC Group to assist in coordinating response to major civil unrest or terrorist activity.
- A MAC Group may be organized nationally. During wildfire season, a national MAC Group convenes at the National Interagency Fire Center in Boise, Idaho. This MAC Group includes representatives from the Federal wildland fire agencies, the States, FEMA, and the military.

MAC GROUPS

Visual 5.31



Key Points.

A MAC Group is made up of organization, agency, or jurisdiction representatives who are authorized to commit agency resources and funds.

Discuss the potential problems (e.g., delay, loss of confidence, etc.) when one or more members of the MAC Group cannot commit for their agency.

- The success of the MAC Group depends on the membership. Sometimes membership is obvious—organizations that are directly impacted, and whose resources are committed to the incident. Often, however, organizations that should be members of a MAC Group are less obvious. These may include business organizations such as local chambers of commerce, volunteer organizations such as the American Red Cross, or other organizations with special expertise or knowledge. While these agencies may not have “hard” resources or funds to contribute, their contacts, political influence, or technical expertise may be key to the success of the MAC Group.
- The MAC Group can be supported by a MAC Group Coordinator, who may supervise MAC Group Situation Assessment and Resource Status Information Units that collect and assemble information through normal coordination channels. The MAC Group Situation and Resources Units will gather, analyze, and present the MAC Group with information needed to fulfill its mission. The results of the MAC Group’s deliberation will be distributed by its members directly to their own organizations as well as through the normal chain of command (EOCs, dispatch centers, etc.). The MAC Group can also be supported by a Joint Information Center (JIC).

FEDERAL COORDINATING STRUCTURES**Visual 5.32****Key Points.**

The purpose of the National Response Framework is to establish a comprehensive, national, all-hazards approach to domestic incident response. The Framework:

- Presents an overview of key response principles, roles, and structures that guide the national response.
- Describes how communities, States, the Federal Government, and private-sector and nongovernmental partnerships apply these principles for a coordinated, effective national response.
- Identifies the special circumstances where the Federal Government exercises a larger role, including incidents where Federal interests are involved and catastrophic incidents where a State would require significant support.

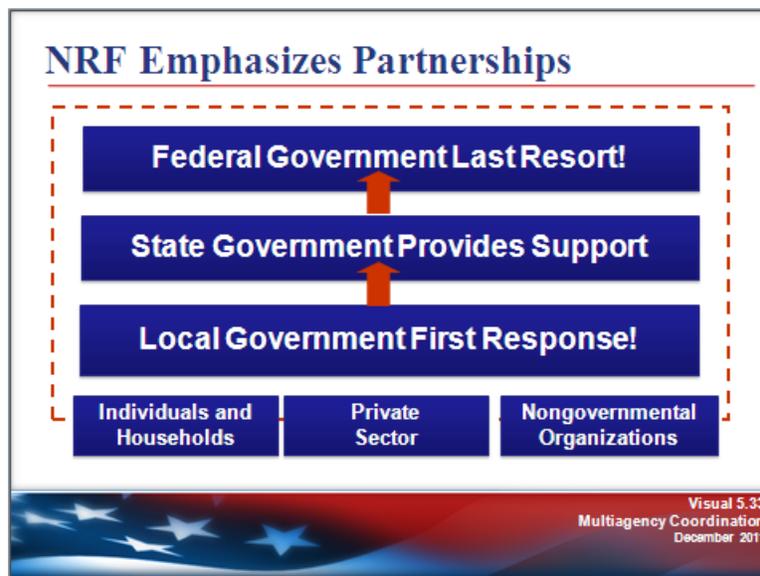
Topic: Federal Coordinating Structures

- All Federal departments and agencies may play significant roles in incident management and response activities, depending on the nature and size of an incident.
- The Secretary of Homeland Security is the principal Federal official responsible for domestic incident management. This includes coordinating Federal operations and resource deployments within the United States to prepare for, respond to, and recover from terrorist attacks, major disasters, or other emergencies.
- **Federal departments and agencies routinely manage the response to incidents under their statutory or executive authorities.** These types of responses do not require DHS coordination and are led by the Federal entity with primary jurisdiction. In these instances, the Secretary of Homeland Security may monitor such incidents and may, as requested, activate Framework mechanisms to provide support to departments and agencies without assuming overall leadership for the incident.

The following visuals describe the coordination elements and supporting entities to provide a unified, national response when the Department of Homeland Security is coordinating the incident. Emphasize that these structures build on the local, State, and tribal structures discussed thus far in this unit.

FEDERAL COORDINATING STRUCTURES

Visual 5.33



Key Points.

An effective, unified national response requires layered, mutually supporting capabilities. Response to an incident is a shared responsibility of governments at all levels, including:

- **Local and Tribal Governments.** The responsibility for responding to incidents, both natural and manmade, is primarily a local responsibility. Although local and tribal governments may receive assistance from State and Federal government, local officials are still in charge of and responsible for managing the incident.
- **States and Territorial Governments.** States and territorial governments have responsibility for the public health and welfare of the people in their jurisdiction. During response, States play a key role coordinating resources and capabilities from across the State and obtaining resources and capabilities from other States.
- **Federal Government.** When an incident occurs that exceeds or is anticipated to exceed State, tribal, or local resources, the Federal Government may provide resources and capabilities to support the State response.

Effective response requires partnerships with:

- **Individuals and Households.** Individuals and households can contribute by reducing hazards in and around their homes, preparing an emergency supply kit and household emergency plan, and monitoring emergency communications carefully.

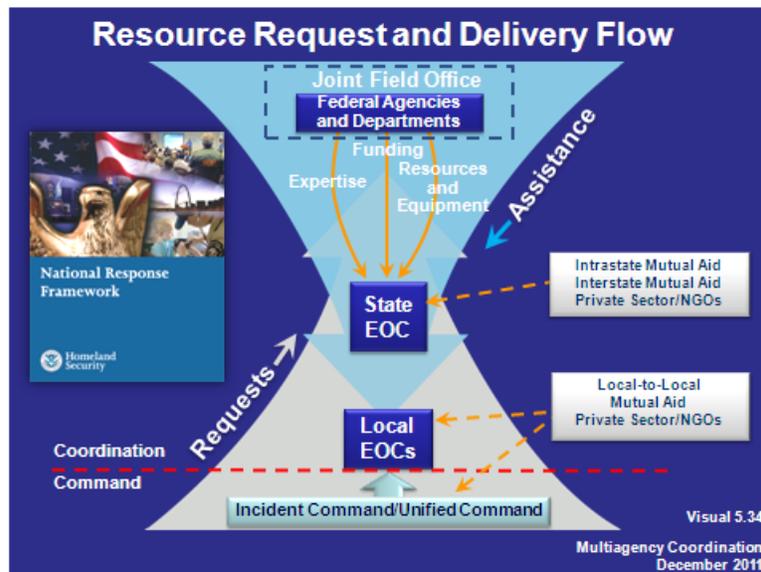
(Continued on the next page.)

Topic: Federal Coordinating Structures

- **Private Sector.** The private sector plays a key role before, during, and after an incident. First, they must provide for the welfare and protection of their employees in the workplace. Many private-sector organizations are responsible for operating and maintaining portions of the Nation's critical infrastructure.
- **Nongovernmental Organizations.** NGOs play an important role before, during, and after an incident. For example, NGOs provide sheltering, emergency food supplies, counseling services, and other vital support services to support response and promote the recovery of disaster victims. These groups often provide specialized services that help individuals with special needs, including those with disabilities.

FEDERAL COORDINATING STRUCTURES

Visual 5.34



Key Points.

Local Level: Requests for resources flow from the on-scene incident command through the local Emergency Operations Centers (EOCs). Local EOCs may use mutual aid and assistance agreements with other communities to fulfill resource requests. Local private-sector and nongovernmental organizations may also help fill resource requests. If resources cannot be obtained locally, the jurisdictions then communicate their requests to the State EOC.

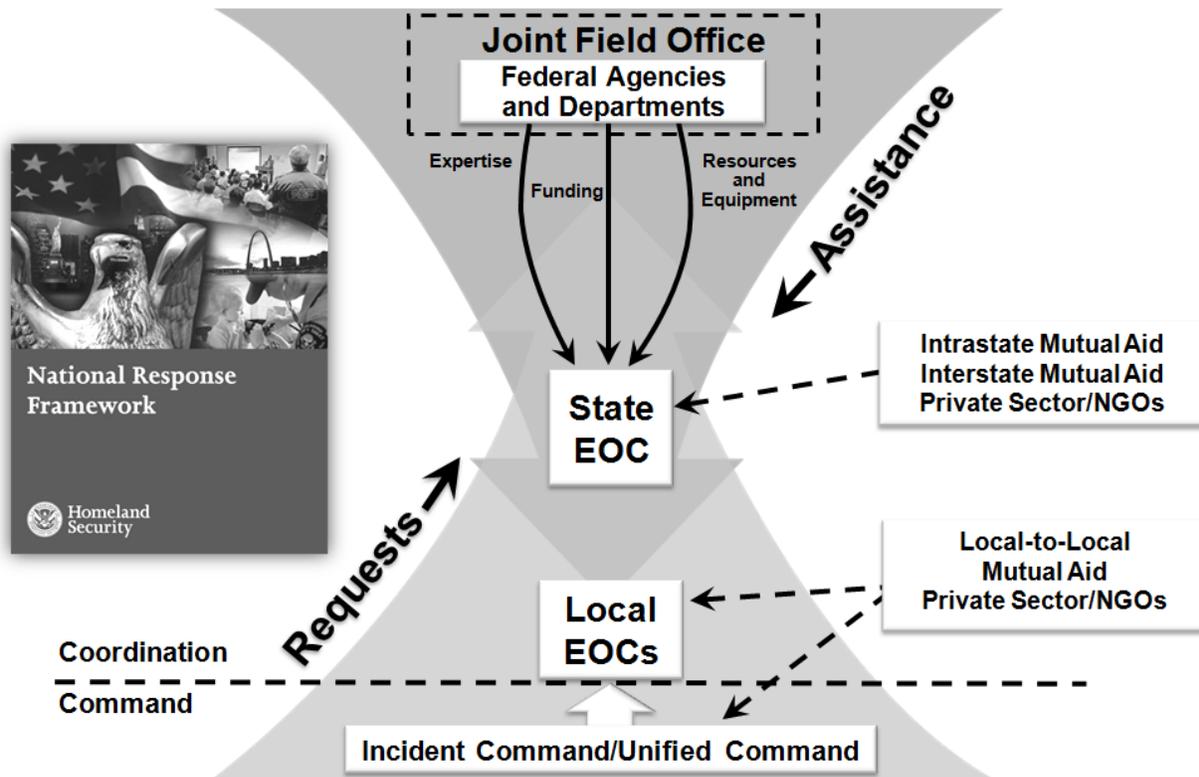
State Level: At the State EOC, requests from multiple jurisdictions are coordinated and prioritized. If the State officials cannot fulfill resource requests, they can use intrastate and interstate mutual aid and assistance agreements. In addition, statewide private-sector and nongovernmental organizations may help fulfill needs.

Federal Level: When a State needs additional resources that it cannot get on its own or through mutual aid agreements, it may request Federal assistance. Federal assistance may include expertise, funding, and resources/ equipment. NIMS and the NRF are based on the concept that local jurisdictions retain command, control, and authority over response activities for their jurisdictional areas even when Federal resources are provided.

Refer to the enlarged version of the graphic on the next page .

Note: Two arrows illustrate “assistance” that flows down in response to “requests” which were passed progressively upward (or outward) when/if the request exceeds the capacity or capability of the agencies that are more local to the incident.

Resource Request and Delivery Flow



Caption: Graphic illustrating the text from the previous page. The Incident Command/Unified Command requests resources through the local EOCs. Local mutual aid agreements are activated as needed. The local EOCs communicate unmet needs to the State EOC. If the State cannot fulfill the resources needs then they may request additional support through intrastate and interstate mutual aid. The private sector and nongovernmental organizations may also help fill resource resources. If there are still unmet needs, the Governor may request assistance from the Federal Government.

FEDERAL COORDINATING STRUCTURES

Visual 5.35



Key Points.

Mutual aid and assistance agreements are written or oral agreements between and among agencies/organizations and/or jurisdictions that provide a mechanism to quickly obtain emergency assistance in the form of personnel, equipment, materials, and other associated services. The primary objective is to facilitate rapid, short-term deployment of emergency support prior to, during, and/or after an incident.

The **Emergency Management Assistance Compact (EMAC)** is a congressionally ratified organization that provides form and structure to interstate mutual aid. Through EMAC, a disaster-impacted State can request and receive assistance from other member States quickly and efficiently.

The EMAC process:

- The Governor issues a state of emergency declaration.
- A Representative from the State alerts the National Emergency Management Association, requesting deployment of an EMAC team.
- The EMAC team works with the State to develop requests and send an EMAC broadcast.
- The EMAC team helps the State determine costs and availability of resources.
- Member States complete requisitions and submit to the requesting State.
- The requesting State negotiates costs with the selected States.
- The request is approved, and the response is authorized by the requesting State.
- Resources are sent to the affected State.
- The responding State requests reimbursement from the requesting State.
- The responding State is reimbursed.

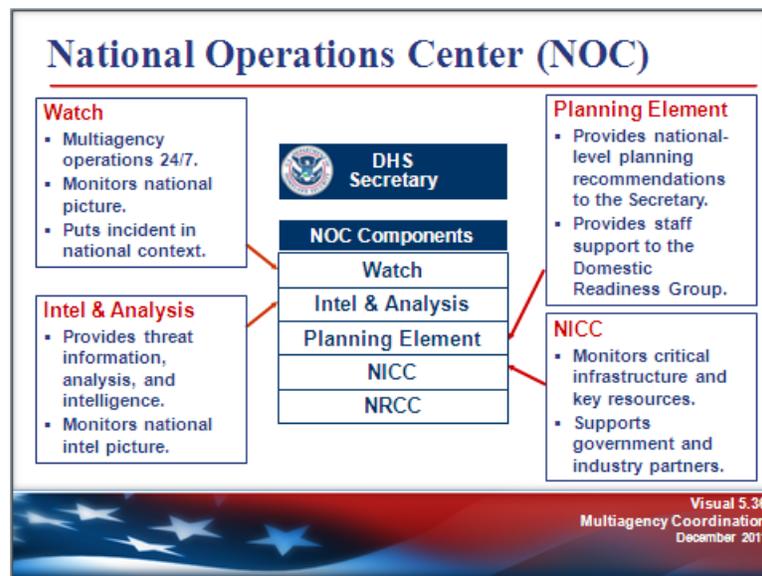
Topic: Federal Coordinating Structures

The declaration process:

- The Governor of the affected State makes a request for Federal aid through the regional FEMA office.
- State and Federal officials conduct a preliminary damage assessment (PDA) to estimate the extent of the disaster and its impact on individuals and public facilities.
- Based on the Governor's request, the President may declare that a major disaster or emergency exists, thus activating an array of Federal programs to assist in the response and recovery effort.

FEDERAL COORDINATING STRUCTURES

Visual 5.36



Key Points.

The Department of Homeland Security National Operations Center (NOC) includes the following elements:

- **The NOC – Interagency Watch (NOC-Watch):** The NOC-Watch is a standing 24/7 interagency organization fusing law enforcement, national intelligence, emergency response, and private-sector reporting. The NOC-Watch facilitates homeland security information sharing and operational coordination with other Federal, State, local, tribal, and nongovernmental EOCs.
- **Intelligence and Analysis (NOC-I&A):** NOC-I&A is responsible for interagency intelligence collection requirements, analysis, production, and product dissemination for DHS. The NOC-I&A provides threat information, analysis, and intelligence to all levels of government.
- **Interagency Planning Element (NOC-Planning):** NOC-Planning conducts strategic-level operational incident management planning and coordination.
- **National Infrastructure Coordination Center (NOC-NICC):** The NOC-NICC monitors the Nation’s critical infrastructure and key resources (CI/KR) on an ongoing basis. The NOC-NICC supports government and private-sector partners to protect and restore CI/KR.

FEDERAL COORDINATING STRUCTURES

Visual 5.37

**Key Points.**

The final NOC element is the FEMA National Response Coordination Center (NOC-NRCC). During an incident, the NOC-NRCC operates on a 24/7 basis or as required to:

- Monitor potential or developing incidents.
- Support the efforts of regional and field components, including coordinating the preparedness of national-level emergency response teams and resources.
- Initiate mission assignments or reimbursable agreements to activate other Federal departments and agencies (in coordination with Regional Response Coordination Centers).
- Activate and deploy national-level specialized teams.

In addition, the NOC-NRCC resolves Federal resource support conflicts and other implementation issues forwarded from the field.

FEDERAL COORDINATING STRUCTURES**Visual 5.38**

Regional Response Coordination Centers (RRCCs)

Coordinate regional response efforts, including:

- Establishing initial Federal objectives.
- Providing Federal support to the affected States.
- Deploying teams to establish the Joint Field Office that will assume these functions.



Visual 5.38
Multiagency Coordination
December 2011

Key Points.

The FEMA Regional Response Coordination Center (RRCC) is a standing facility that:

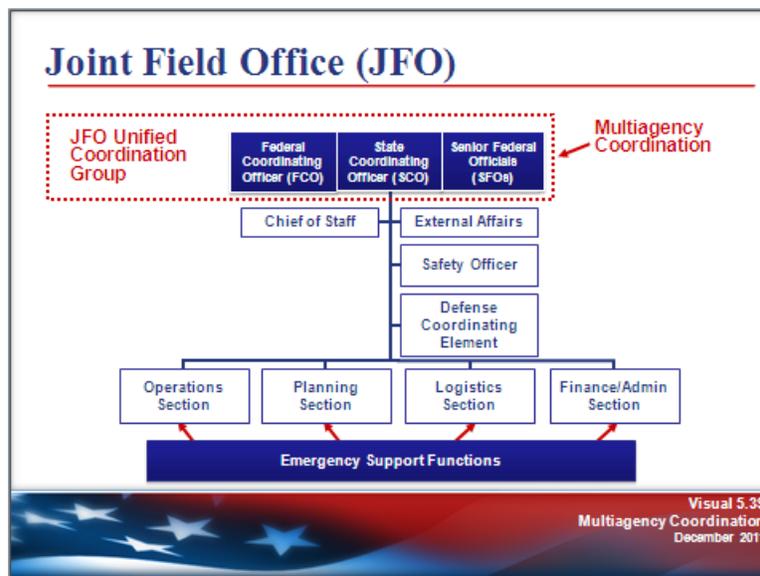
- Establishes initial Federal objectives.
- Provides Federal support to the affected States.
- Deploys teams to establish the Joint Field Office that will assume these functions.

The RRCC establishes communications with the affected State emergency management agency and the NRCC, coordinates deployment of an advanced team to field locations, assesses damage information, develops situation reports, and issues initial mission assignments.

The FEMA Regional Director activates the RRCC based on the level of response required. The RRCC is led by an RRCC Director and includes FEMA staff and regional Emergency Support Function (ESF) representatives.

FEDERAL COORDINATING STRUCTURES

Visual 5.39



Key Points.

The Joint Field Office (JFO) is the primary Federal incident management field structure. The JFO is a temporary facility that provides a central location for the coordination of Federal, State, tribal, and local governments and private-sector businesses and NGOs with primary responsibility for response and short-term recovery. The JFO structure is organized, staffed, and managed in a manner consistent with NIMS principles and is led by the Unified Coordination Group.

Personnel from Federal and State departments and agencies, other jurisdictional entities, and private-sector businesses and nongovernmental organizations may be requested to staff various levels of the JFO, depending on the requirements of the incident. When incidents impact the entire Nation or multiple States or localities, multiple JFOs may be established. In these situations, coordination will occur following the principles of Unified Area Command. The physical location of such a coordination organization depends on the situation.

As the primary field structure, the JFO provides the organizing structure to integrate diverse Federal authorities and capabilities and coordinate Federal response and recovery operations. For additional information on staffing and procedures, see the JFO Standard Operating Procedure. The JFO is internally organized and operated using the concepts and principles of the NIMS Incident Command System.

FEDERAL COORDINATING STRUCTURES**Visual 5.40**

Emergency Support Functions (ESFs)

- Primary Federal-level mechanism to provide assistance.
- Organized around functional capabilities (e.g., public health, search and rescue, etc.).
- Composed of primary and supporting agencies.



Visual 5.40
Multiagency Coordination
December 2011

Key Points.

FEMA coordinates incident response support from across the Federal Government by calling up, as needed, one or more of the 15 Emergency Support Function (ESF) teams.

The ESF teams are coordinated by FEMA through its NRCC. During a response, ESFs are a critical mechanism to coordinate functional capabilities and resources provided by Federal departments and agencies, along with certain private-sector and nonprofit organizations.

The ESFs serve as the primary operational-level mechanism to provide assistance in functional areas such as transportation, communications, public works and engineering, firefighting, mass care, housing, human services, public health and medical services, search and rescue, agriculture, and energy. A list of the 15 ESF teams and a description of the scope of each is found on the following pages of the Student Manual.

Each ESF is composed of primary and support agencies. The Framework identifies primary agencies on the basis of authorities, resources, and capabilities. Support agencies are assigned based on resources and capabilities in a given functional area. The resources provided by the ESFs reflect the resource-typing categories identified in the NIMS.

ESFs may be selectively activated for both Stafford Act and non-Stafford Act incidents under circumstances as defined in HSPD-5. Not all national incidents result in the activation of ESFs. In a declared emergency or major disaster, FEMA can surge assets and capabilities through ESFs into an area in anticipation of an approaching storm or event that is expected to cause a significant impact and result. This coordination through ESFs allows FEMA to position Federal support for a quick response, though actual assistance cannot normally be provided until the Governor requests and receives a Presidential major disaster or emergency declaration. Some States have also organized an ESF structure along this approach.

EPA has a primary role for ESF #10. EPA has DHS-designated supporting role for ESF's #3, 4, 5, 8, 11, 12, 13, 14, and 15.

Emergency Support Function Teams and ESF Coordinators

<p>ESF #1 – Transportation ESF Coordinator: Department of Transportation</p> <ul style="list-style-type: none"> ▪ Aviation/airspace management and control ▪ Transportation safety ▪ Restoration and recovery of transportation infrastructure ▪ Movement restrictions ▪ Damage and impact assessment
<p>ESF #2 – Communications ESF Coordinator: DHS (National Communications System)</p> <ul style="list-style-type: none"> ▪ Coordination with telecommunications and information industries ▪ Restoration and repair of telecommunications infrastructure ▪ Protection, restoration, and sustainment of national cyber and information technology resources ▪ Oversight of communications within the Federal incident management and response structures
<p>ESF #3 – Public Works and Engineering ESF Coordinator: Department of Defense (U.S. Army Corps of Engineers)</p> <ul style="list-style-type: none"> ▪ Infrastructure protection and emergency repair ▪ Infrastructure restoration ▪ Engineering services, construction management ▪ Critical infrastructure liaison
<p>ESF #4 – Firefighting ESF Coordinator: Department of Agriculture (U.S. Forest Service)</p> <ul style="list-style-type: none"> ▪ Coordination of Federal firefighting activities ▪ Resource support to wildland, rural and urban firefighting operations
<p>ESF #5 – Emergency Management ESF Coordinator: DHS (FEMA)</p> <ul style="list-style-type: none"> ▪ Coordination of incident management and response efforts ▪ Issuance of mission assignments ▪ Resource and human capital ▪ Incident action planning ▪ Financial management
<p>ESF #6 – Mass Care, Emergency Assistance, Housing and Human Services ESF Coordinator: DHS (FEMA)</p> <ul style="list-style-type: none"> ▪ Mass care ▪ Disaster housing ▪ Human services
<p>ESF #7 – Logistics Management and Resource Support ESF Coordinator: General Services Administration, and DHS (FEMA)</p> <ul style="list-style-type: none"> ▪ Comprehensive, national incident logistics planning, management, and sustainment capability ▪ Resource support (facility space, office equipment and supplies, contracting services, etc.)

Emergency Support Function Teams and ESF Coordinators (Continued)

<p>ESF #8 – Public Health and Medical Services ESF Coordinator: Department of Health and Human Services</p> <ul style="list-style-type: none"> ▪ Public health ▪ Health-related human services ▪ Medical ▪ Mental health services ▪ Mass fatality management
<p>ESF #9 – Search and Rescue ESF Coordinator: DHS (FEMA)</p> <ul style="list-style-type: none"> ▪ Life-saving assistance ▪ Search and rescue operations
<p>ESF #10 – Oil and Hazardous Materials Response ESF Coordinator: Environmental Protection Agency</p> <ul style="list-style-type: none"> ▪ Oil and hazardous materials (chemical, biological, radiological, etc.) response ▪ Environmental short- and long-term cleanup
<p>ESF #11 – Agriculture and Natural Resources ESF Coordinator: Department of Agriculture</p> <ul style="list-style-type: none"> ▪ Nutrition assistance ▪ Animal and plant disease and pest response ▪ Food safety and security ▪ Natural and cultural resources and historic properties protection ▪ Safety and well-being of pets
<p>ESF #12 – Energy ESF Coordinator: Department of Energy</p> <ul style="list-style-type: none"> ▪ Energy infrastructure assessment, repair, and restoration ▪ Energy industry coordination ▪ Energy forecast
<p>ESF #13 – Public Safety and Security ESF Coordinator: Department of Justice</p> <ul style="list-style-type: none"> ▪ Facility and resource security ▪ Security planning and technical resource assistance ▪ Public safety and security support ▪ Support to access, traffic and crowd control
<p>ESF #14 – Long-Term Community Recovery ESF Coordinator: DHS (FEMA)</p> <ul style="list-style-type: none"> ▪ Social and economic community impact assessment ▪ Long-term community recovery assistance to States, local governments, and the private sector ▪ Analysis and review of mitigation program implementation
<p>ESF #15 – External Affairs ESF Coordinator: DHS</p> <ul style="list-style-type: none"> ▪ Emergency public information and protective action guidance ▪ Media and community relations ▪ Congressional and international affairs ▪ Tribal and insular affairs

ACTIVITY: MULTIAGENCY COORDINATION**Visual 5.41**

Applied Exercise



- Follow instructions . . .
- Presented by instructors.
- Outlined on handouts.

Visual 5.41
Multiagency Coordination
December 2011

Key Points.

This unit includes an applied exercise. One hour has been allocated for the exercise. Follow the instructions presented by your instructors and outlined on the handouts.

SUMMARY**Visual 5.42**

Summary (1 of 2)

You should now be able to:

- Describe the kinds of incident/event management problems that can occur due to a lack of multiagency coordination.
- Define essential terms related to multiagency coordination.
- Identify the major guidelines for establishing and using multiagency coordination groups and systems.
- Provide examples of the different levels at which multiagency coordination is commonly accomplished.
- Identify the primary components of a multiagency coordination system.

Visual 5.42
Multiagency Coordination
December 2011

Key Points.

Are you now able to:

- Describe the kinds of incident/event management problems that can occur due to a lack of multiagency coordination?
- Define essential terms related to multiagency coordination?
- Identify the major guidelines for establishing and using Multiagency Coordination Groups and Systems?
- Provide examples of the different levels at which multiagency coordination is commonly accomplished?
- Identify the primary components of a Multiagency Coordination System?

(Continued on the next page.)

SUMMARY**Visual 5.43**

Summary (2 of 2)

You should now be able to:

- Describe examples of organizations that may provide multiagency coordination.
- List the responsibilities of multiagency coordination organizations.
- Identify the principal positions within a multiagency coordination system.
- Identify differences between Area Command, Unified Command, and multiagency coordination organizations.

Visual 5.43
Multiagency Coordination
December 2011

Key Points.

Are you now able to:

- Describe examples of organizations that may provide multiagency coordination?
- List the responsibilities of multiagency coordination organizations?
- Identify the principal positions within a Multiagency Coordination System?
- Identify differences between Area Command, Unified Command, and multiagency coordination organizations?

.

The next unit includes the course summary and final exam.

Unit 6: Course Summary

This page intentionally left blank.

Unit Objectives

At the end of this unit, you should be able to:

- Identify the course objectives.
 - Take the final exam.
-

Scope

- Unit Introduction
- Course Objectives Review
- Course Expectations Review
- Exam Preparation and Instructions
- Exam
- Feedback and Closeout

This page intentionally left blank.



Visual 6.1



Visual Description: Unit Introduction

Key Points

The purpose of this unit is to review the course contents and ensure that everyone has mastered the key learning points.



Visual 6.2

Review ICS-400 Course Objectives

Are you now able to:

- Explain how major incidents pose special management challenges?
- Describe the circumstances in which an Area Command is established?
- Describe the circumstances in which multiagency coordination systems are established?



Visual 6.2
Course Summary
December 2011

Visual Description: Review ICS-400 Course Objectives

Key Points

Are you now able to:

- Explain how major incidents pose special management challenges?
- Describe the circumstances in which an Area Command is established?
- Describe the circumstances in which multiagency coordination systems are established?



Visual 6.3



Visual Description: Review Course Expectations

Key Points

Did the course meet your expectations?



Visual 6.4

Taking the Exam

Instructions:

1. Take a few moments to review your Student Manual and identify any questions.
2. Make sure that you get all of your questions answered prior to beginning the final test.
3. When taking the test . . .
 - Read each item carefully.
 - Circle your answer on the test.

→ You may refer to your Student Manual when completing this test.

Visual 6.4
Course Summary
December 2011

Visual Description: Taking the Exam

Key Points

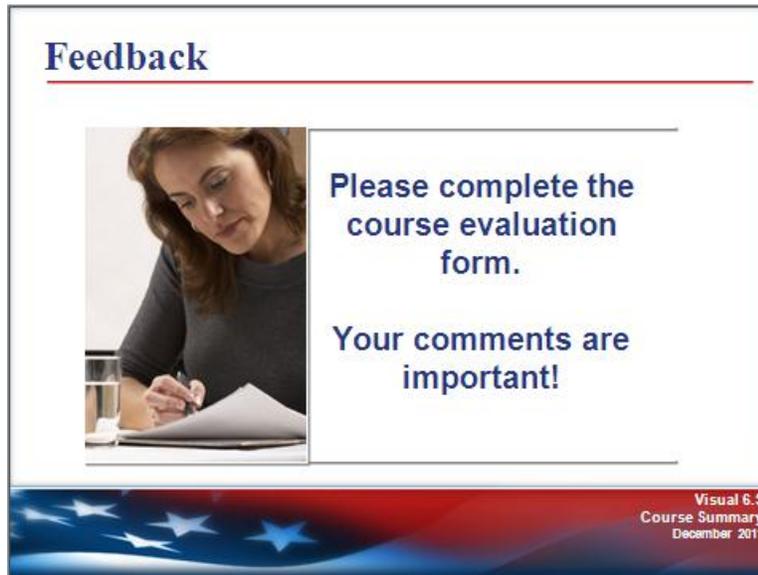
Instructions:

1. Take a few moments to review your Student Manual and identify any questions.
2. Make sure that you get all of your questions answered prior to beginning the final test.
3. When taking the test . . .
 - Read each item carefully.
 - Circle your answer on the test.

You may refer to your Student Manual when completing this test.



Visual 6.5



Visual Description: Feedback

Key Points

Completing the course evaluation form is important.

Your comments will be used to enhance the effectiveness of this course.

Do you have any feedback or comments that you would like to share with the entire group?

Your Notes: