

2012 N.C. City and County Clerk's Course

**MMC Academy I – Advanced Training Session for Clerks on the National Incident Management System and the Clerks Role**

January 23, 2012  
Sheraton Imperial Hotel and Convention Center  
Research Triangle Park

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Who are these people?

Barbara McCoy, Ashe County Clerk, EMT and Fire Fighter

Chris Perry, Johnston County Fire Marshal

Allan Cain, Town of Cary Fire Chief

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Session Objective

*At the end of the day, you should better understand the important role that clerks play and what happens in local emergency management processes.*

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### Session Overview

- Road Map to Chaos! ~ Review NIMS and ICS
- What Can the Clerk do? ~ Clerk's Role in Emergency Management
- Let's Do It! ~ Prepare to Exercise > Exercise
- Let's Talk About It! ~ After-Action Review and Report
- Leftovers! ~ Wrap it up and Take it Home!

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### NIMS Overview



**What?** . . . NIMS provides a consistent nationwide template . . .

**Who?** . . . to enable Federal, State, tribal, and local governments, the private sector, and nongovernmental organizations to work together . . .

**How?** . . . to prepare for, prevent, respond to, recover from, and mitigate the effects of incidents regardless of cause, size, location, or complexity . . .

**Why?** . . . in order to reduce the loss of life and property, and harm to the environment.

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### NIMS: What It Is/What It's Not

NIMS is . . .

- A flexible framework of:
  - Doctrine
  - Concepts
  - Principles
  - Terminology
  - Organizational processes
- Applicable to all hazards and jurisdictions

NIMS is not . . .

- An operational incident management plan
- A resource allocation plan
- A terrorism/WMD-specific plan
- Designed to address international events

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### HSPD 5 Management of Domestic Incidents

- Homeland Security Presidential Directive 5 (HSPD-5) directed the Secretary of Homeland Security to:
  - Develop and administer a National Incident Management System (NIMS).
  - Develop the National Response Framework (NRF).



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### The NIMS Mandate

- HSPD-5 requires all Federal departments and agencies to:
  - Adopt and use NIMS in incident management programs and activities.
  - Make adoption of NIMS a condition for Federal preparedness assistance (through grants, contracts, and other activities).



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### NIMS Is Dynamic

- NIMS:
  - Is **not** a static system.
  - Fosters the development of specialized technologies that facilitate response.
  - Allows for the adoption of new approaches that will enable continuous refinement of the system.



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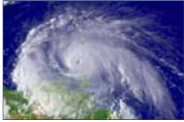
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### Flexibility




Planned Events



Forecasted Events



No-Notice Events



No-Notice Events

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### Standardization

- Standardized organizational structures:
  - Improve integration and connectivity among jurisdictions and disciplines.
  - Allow those who adopt NIMS to work together.
  - Foster cohesion among various response organizations.



NIMS Standardization

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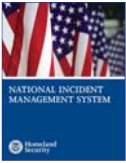
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### NIMS Components



Preparedness  
Communications and Information Management  
Resource Management  
Command and Management  
Ongoing Management and Maintenance

Incident Command System

Multiagency Coordination Systems

Public Information

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### NIMS and Other Preparedness Efforts



- HSPD-7: **Critical Infrastructure Identification, Prioritization, and Protection** established the U.S. policy for “enhancing protection of the Nation’s critical infrastructure and key resources.”
- HSPD-8: **National Preparedness** directed DHS to develop a common, unified approach to “strengthen the preparedness of the United States to prevent and respond to threatened or actual domestic terrorist attacks, major disasters, and other emergencies.”

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### NIMS and the National Response Framework

- The National Response Framework (NRF):
  - Is a guide to how the Nation conducts all-hazards response.
  - Builds upon the NIMS coordinating structures to align key roles and responsibilities.
  - Links all levels of government, nongovernmental organizations, and the private sector.



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### Elected and Appointed Officials



- NIMS helps elected and appointed officials:
  - Ensure agency/jurisdiction policies for emergency management and incident response are clearly stated.
  - Evaluate effectiveness and correct any deficiencies.
  - Support a coordinated, multiagency approach.

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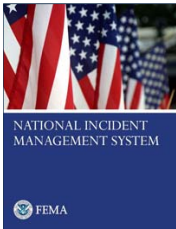
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### Emergency Operations Plans (EOPs)



- EOPs are developed at the Federal, State, and local levels to provide a uniform response to all hazards.
- EOPs written after October 2005 must be consistent with NIMS.

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### Information Derived From Plans

- Plans may include:
  - Hazards and risks.
  - Resources in the area.
  - Other formal agreements.
  - Contact information for agency administrators and response personnel.



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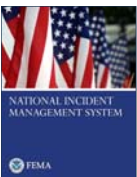
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### Mutual Aid and Assistance Agreements (1 of 2)



- NIMS states that:
  - Mutual aid and assistance agreements are agreements between organizations that provide a mechanism to quickly obtain emergency assistance.
  - Jurisdictions should be party to agreements with the appropriate organizations from which they expect to receive, or to which they expect to provide, assistance.

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### Mutual Aid and Assistance Agreements (2 of 2)

Mutual aid:

- Is the voluntary provision of resources by organizations to assist each other.
- Allows jurisdictions to share resources among mutual aid partners.



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### Incident Command System Review (ICS)



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### Understanding Command & Coordination



**Command**

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



**Coordination**

The process of providing support to the command structure, and may include incident prioritization, critical resource allocation, communications systems integration, and information exchange.

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## What Is ICS?

- ICS:
  - Is a standardized, on-scene, all-hazard incident management concept.
  - Allows its users to adopt an integrated organizational structure that matches the complexities and demands of incidents.
  - Permits seamless integration of responders from all jurisdictions.
  - Can be used for incidents of any type, scope, and complexity.




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## ICS Features: Overview



- **Standardization**
  - Common terminology
- Command
  - Establishment and transfer of command
  - Chain of command and unity of command
- Planning/Organizational Structure
  - Management by objectives
  - Incident Action Plan (IAP)
  - Modular organization
  - Manageable span of control
- Facilities and Resources
  - Comprehensive resource management
  - Incident locations and facilities
- Communications/Information Management
  - Integrated communications
  - Information and intelligence management
- Professionalism
  - Accountability
  - Dispatch/Deployment

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## Common Terminology – No Codes!

- Using common terminology helps define:
  - Organizational functions.
  - Incident facilities.
  - Resource descriptions.
  - Position titles.




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### Why Plain English?

- EMT = Emergency Medical Treatment
- EMT = Emergency Medical Technician
- EMT = Emergency Management Team
- EMT = Eastern Mediterranean Time (GMT+0200)
- EMT = Effective Methods Team
- EMT = Effects Management Tool
- EMT = El Monte, CA (airport code)
- EMT = Electron Microscope Tomography
- EMT = Email Money Transfer

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### ICS Features: Overview

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### Command: Definition



- **Command:** The act of directing, ordering, or controlling, by virtue of **explicit** statutory, regulatory, or delegated authority.
- At an incident scene, the Incident Commander has the authority to assume command!

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### Chain of Command

- Chain of command:
  - Is an orderly line of authority within the response organization.
  - Allows incident managers to direct and control the actions of all personnel under their supervision.
  - Avoids confusion by requiring that orders flow from supervisors.
  - Does not prevent personnel from sharing information.

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### Unity of Command

- Under unity of command, personnel:
  - Report to only one incident supervisor.
  - Receive work assignments only from the assigned supervisor.



Don't confuse unity of command with Unified Command!

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### ICS Features: Overview

- Standardization
    - Common terminology
  - Command
    - Establishment and transfer of command
    - Chain of command and unity of command
  - Facilities and Resources
    - Comprehensive resource management
    - Incident locations and facilities
  - Communications/Information Management
    - Integrated communications
    - Information and intelligence management
  - Professionalism
    - Accountability
    - Dispatch/Deployment
- ➔ **Planning/Organizational Structure**
- Management by objectives
  - Incident Action Plan (IAP)
  - Modular organization
  - Manageable span of control

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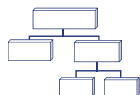
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### ICS Organization

- Differs from day-to-day organizational structures and positions by:
  - Using unique ICS position titles and organizational structures.
  - Assigning personnel based on expertise, not rank. For example, a director may not hold that title when deployed under an ICS structure.




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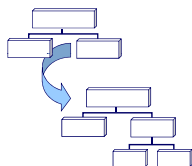
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### Modular Organization

- Incident command organizational structure is based on:
  - Size, type, and complexity of the incident.
  - Specifics of the hazard environment created by the incident.
  - Incident planning process and incident objectives.




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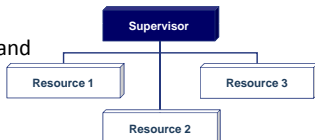
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### Manageable Span of Control

- Span of control:
  - Pertains to the number of individuals or resources that one supervisor can manage effectively during an incident.
  - Is key to effective and efficient incident management.




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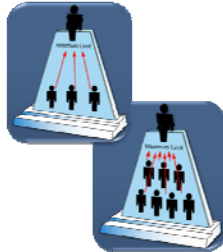
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### ICS Management: Span of Control

- ICS span of control for any supervisor:
  - Is between 3 and 7 subordinates.
  - Optimally does not exceed 5 subordinates.



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### Incident Command Functions



Note: Intelligence/Investigations may be added as a function, if required, to meet incident management needs.

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### Unified Command

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



In Unified Command, no agency's legal authorities will be compromised or neglected.

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### Unified Command Benefits

- A shared understanding of priorities and restrictions.
- A single set of incident objectives.
- Collaborative strategies.
- Improved internal and external information flow.
- Less duplication of efforts.
- Better resource utilization.




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### Single vs. Unified Command

Single Incident Commander	Unified Command
<p>The Incident Commander is:</p> <ul style="list-style-type: none"> <li>▪ Solely responsible (within the confines of his or her authority) for establishing incident objectives and strategies.</li> <li>▪ Directly responsible for ensuring that all functional area activities are directed toward accomplishment of the strategy.</li> </ul>	<p>The individuals designated by their jurisdictional or organizational authorities work together to:</p> <ul style="list-style-type: none"> <li>▪ Determine objectives, strategies, plans, resource allocations, and priorities.</li> <li>▪ Execute integrated incident operations and maximize the use of assigned resources.</li> </ul>

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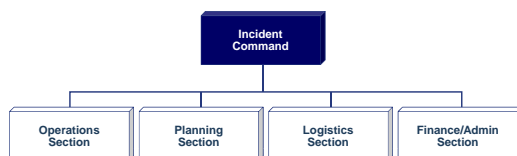
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### Delegating Incident Management Functions



- **Remember:** The Incident Commander only creates those Sections that are needed. If a Section is not staffed, the Incident Commander will personally manage those functions.

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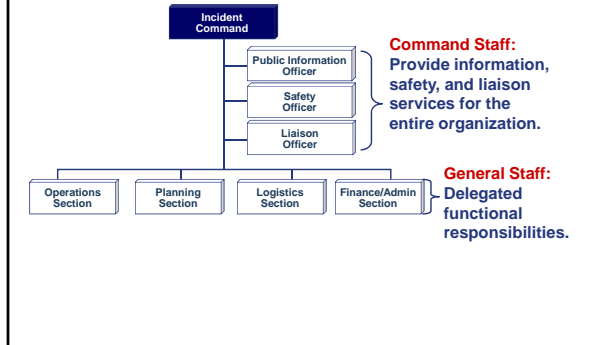
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## Expanding the Organization




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## Incident Action Planning

- Every incident must have an Incident Action Plan (IAP) that:
  - Specifies the incident objectives.
  - States the activities.
  - Covers a specified timeframe, called an operational period.
  - May be oral or written.




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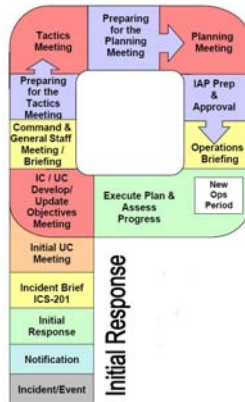
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## The Planning “P”

A guide to the process and steps involved in planning for an incident.

- The leg of the “P” describes the initial response period.
- The top of the “P” describes the operational period cycle that occurs throughout the duration of the incident.




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### Communication Responsibilities

- To ensure sharing of critical information, parties involved must:
- Brief others as needed.
  - Debrief their actions.
  - Communicate hazards to others.
  - Acknowledge messages.
  - Ask if they don't know.



*Decisions are made based on information provided!*

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### Multiagency Coordination Systems



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### Emergency Operations Center (EOC)



The EOC does not command the on-scene level of the incident.

- A central location that supports Incident Command by:
  - Making executive/policy decisions.
  - Coordinating interagency relations.
  - Dispatching and tracking requested resources.
  - Collecting, analyzing, and disseminating information.

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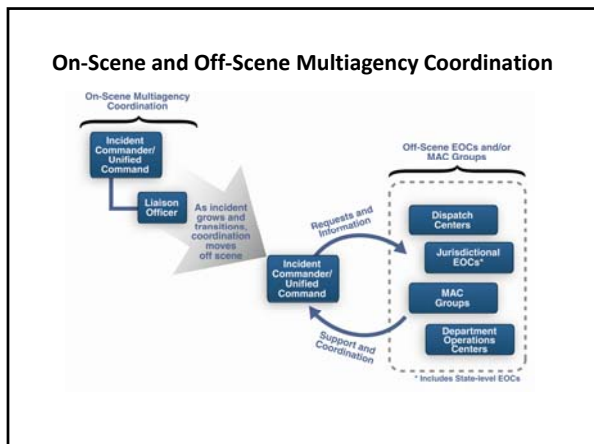
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## Types of EOC Organization

EOC's can be organized a variety of ways: major management activities, incident command system, functional, multi-agency groups, or any combination thereof.

**Know how YOUR EOC is organized.**

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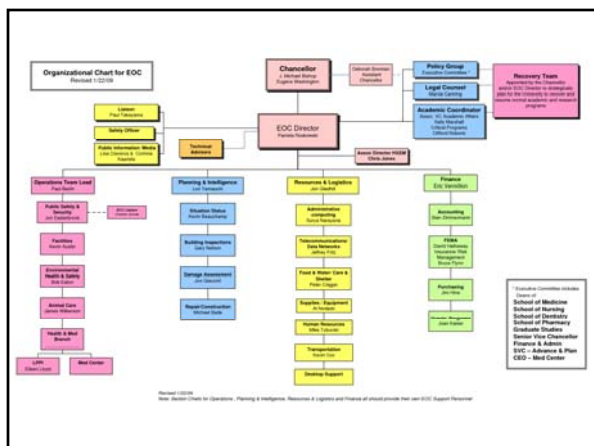
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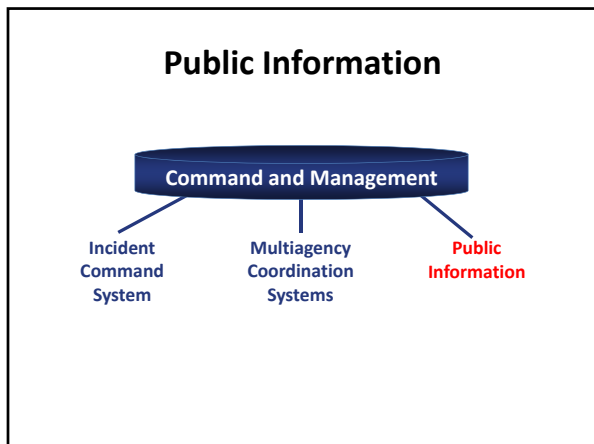
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### Public Information

- Public Information includes messages about:
  - Lifesaving measures.
  - Evacuation routes.
  - Threat and alert system notices.
  - Other public safety information.



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### Joint Information Center (JIC)

- A JIC:
  - May be established to coordinate public affairs functions.
  - Serves as a focal point for coordinated and timely release of incident-related information to the public and the media.



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### The Clerk's Role

#### N.C. G.S. 160A-171 and 153-42 + 48

give notice of meetings of the council, keep a journal of the proceedings of the council, be the custodian of all city records, and shall perform any other duties that may be required by law or the council.

Statutes say nothing about emergency management duties.

No formal emergency management role for the clerk exists!

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### Clerk's Role

But what about the Clerk who also:

- Serves as the manager

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### Clerk's Role

But what about the Clerk who also:

- Serves as the manager
- Serves as the Finance Director/Officer

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### Clerk's Role

But what about the Clerk who also:

- Serves as the manager
- Serves as the Finance Director/Officer
- Always knows where the elected officials and can contact them...

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### Clerk's Role

But what about the Clerk who also:

- Serves as the manager
- Serves as the Finance Director/Officer
- Always knows where the elected officials and can contact them...
- Prepares disaster declarations

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### Clerk's Role

Assist Emergency Management Director – keep elected officials connected with EM operations and up-to-date with ICS training.

The BIGGIE! How well protected are your records? (Continuity of Operations is a function of emergency management.)

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**Table Top Exercise  
EOC**

**EOC Structure**

- Incident Command System
  - Command and General Staff Functions
- Department/Agency Function
  - Sheriff, Public Works, Fire, EMS, Engineering, Public Health, etc.
- National Response Framework – Emergency Support Functions (IS 800)
  - ESF 1-15

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**Table Top Exercise  
EOC Core Functions**

- Multiagency Coordination
- Multiagency Communications
- Resource Allocation and Tracking
- Information Collection, Analysis and Dissemination
  - Asymmetric Information
- “Organized Chaos” – Sue Rowland

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**Table Top Exercise  
Hurricane Sue**

See IAP for further details and instructions

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