Objectives

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

- Determine the circumstances under which the Multiagency Coordination System will be activated.
- Define "time-phased activation" and determine when it may be appropriate.
- Describe the process for requesting mutual aid or other external assistance.
- Analyze an incident to determine continuing operational needs.
- Select one or more strategies for resolving policy and coordination issues during an incident.
- Determine when to deactivate the Multiagency Coordination System.

Scope

- Introduction and Unit Overview
 - Unit Objectives
- Activating the Multiagency Coordination System
 Time-Phased MAC System Activation
- Requesting External Assistance
- Continuing Operations
- Resolving Issues That Arise During an Incident
- Deactivating the MAC System
 - Activity 3.1: MAC System Operations
- Summary and Transition

Methodology

The instructors will begin this unit by providing the unit objectives and describing the scope of the unit. They will transition to the next topic by providing a case study in which activation of the Multiagency Coordination Entity is delayed, to illustrate the confusion that can result when thresholds for activation are not established. The instructors will facilitate a discussion about the types of thresholds that could be used as triggers for activation (e.g., the Incident Commander cannot expand the organization further without exceeding his or her legal authority). They will also describe time-phased deployment and activation levels, drawing on their own and the students' experience to point out the advantages of such a system. Throughout this discussion, the instructors will stress the importance of communication between the command element and coordination elements to ensure timely activation of the Multiagency Coordination Entity.

The instructors will introduce the next topic by involving the group in interactive questioning. The focus of this topic will be on:

- Requesting assistance sooner, rather than later.
- Linking requests to the Incident Action Planning process at the Incident Command Post.
- How to request assistance.

The instructors will transition to continuing Multiagency Coordination Systems operations by stressing the need for uninterrupted communication and coordination with the Incident Command Post as the primary means of assessing and meeting incident needs. The instructors will use PowerPoint graphics to illustrate the flow of information that is necessary among the various Multiagency Coordination Entities to ensure that adequate resources are identified, ordered, assigned, and tracked.

Next, the instructors will turn to staffing, facilitating a class discussion around ensuring that:

- The "right" people are in the Multiagency Coordination Entity when they are needed.
- Staffing needs are met while ensuring that they get enough rest, get fed, etc.
- The operation is fully documented.

During this discussion, the instructors will refer the students to several job aids that they can use after the training as a guide to meeting staffing needs.

The instructors will introduce a case study to illustrate:

- When the Multiagency Coordination System should be activated.
- How the various Multiagency Coordination Entity layers build as an incident becomes larger or more complex.

The instructors will then facilitate a class discussion to point out differences based on the jurisdiction's resources, laws, ordinances, and regulations, etc.

Methodology (Continued)

Then, the instructors will point out that, despite planning efforts, issues often arise during incidents. They will ask the class to draw from their experiences for examples of issues that have arisen during operations and how they resolved them. Following the discussion, the instructors will suggest that the jurisdiction have key decision-makers on site who can make binding decisions in the moment, when necessary. The instructors will also point out that there are times when the Emergency Manager must act as a mediator to help resolve disputes during operations.

The instructors will introduce the next topic by engaging the students with interactive questioning to ascertain how the decision to deactivate the Multiagency Coordination System is made in their jurisdictions. During this discussion, the instructors will explore the decision-making process, as well as discuss partial versus full deactivation, including equipment return and inventory, checkout procedures, etc. The students will revisit the earlier case study to analyze the time of deactivating various layers of the Multiagency Coordination System.

At the end of the unit, the students will work in small groups to review several short scenarios and determine:

- At what point in the scenario the Multiagency Coordination System should be activated.
- Whether to activate the entire Multiagency Coordination System at one time or whether time-phased activation is appropriate.
- Issues they must address during operations and their potential solutions.
- When and how to deactivate the system.

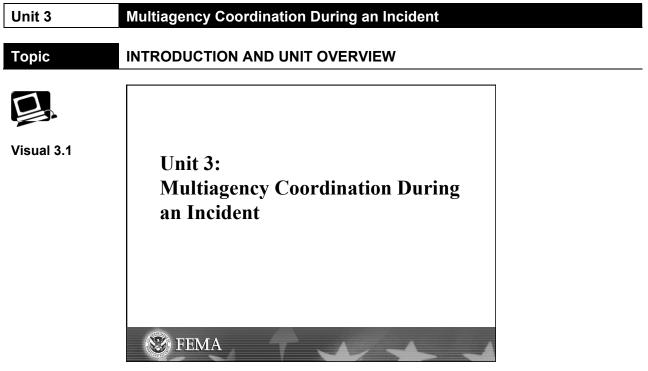
After facilitating a class discussion around the groups' responses, the instructors will answer any remaining questions, summarize the key points from the unit, and transition to Unit 4.

| Unit 3 Multiagency Coordination During an Incident | |
|--|--|
|--|--|

Time Plan

A suggested time plan for this unit is shown below. More or less time may be required, based on the experience level of the group.

| Торіс | Time |
|--|--------------------|
| Introduction and Unit Overview | 5 minutes |
| Activating the Multiagency Coordination System | 15 minutes |
| Requesting External Assistance | 10 minutes |
| Continuing Operations | 35 minutes |
| Resolving Issues That Arise During an Incident | 15 minutes |
| Deactivating the MAC System | 10 minutes |
| Activity 3.1: MAC System Operations | 55 minutes |
| Summary and Transition | 5 minutes |
| Total Time | 2 hours 30 minutes |



Visual Description: Unit 3: Multiagency Coordination During an Incident

Instructor Notes

Introduce this unit by telling the students that Unit 3 will cover the issues related to multiagency coordination during an incident. Explain that this unit will include:

- The decision-making process around activating the Multiagency Coordination System.
- Requesting mutual aid.
- Issues related to long-term operations.
- Resolving issues that arise during operations.
- Deactivating the Multiagency Coordination System.

| Unit 3 | Multiagency Coordination During an Incident |
|------------|---|
| Торіс | Unit Objectives |
| Visual 3.2 | Unit 3 Objectives Determine the circumstances under which the Multiagency Coordination System will be activated. Define "time-phased" activation and determine when it may be appropriate. Describe the process for requesting mutual aid or other external assistance. Analyze an incident to determine continuing operational needs. Select one or more strategies for resolving policy and coordination issues during an incident. Determine when to deactivate the Multiagency Coordination System. |

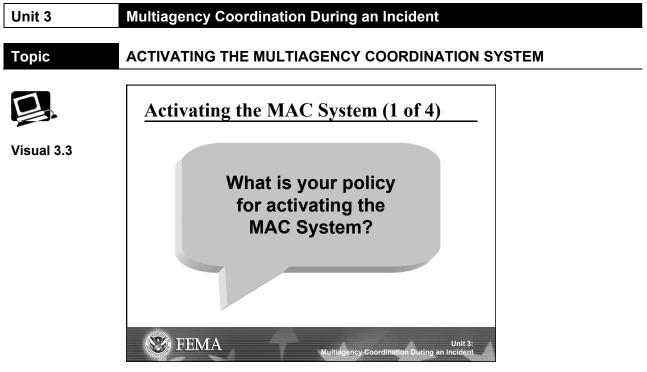
Visual Description: Unit 3 Objectives

Instructor Notes

Refer the students to page 3-2 to review the unit objectives.

Tell the group that at the end of this unit, they should be able to:

- Determine the circumstances under which the Multiagency Coordination System will be activated.
- Define "time-phased" activation and determine when it may be appropriate.
- Describe the process for requesting mutual aid or other external assistance.
- Analyze an incident to determine continuing operational needs.
- Select one or more strategies for resolving policy and coordination issues during an incident.
- Determine when to deactivate the Multiagency Coordination System.



Visual Description: Activating the MAC System (1 of 4) - What is your policy for activating the Multiagency Coordination System?

Instructor Notes

Introduce this topic by asking the following question:

What is your jurisdiction's policy for activating the Multiagency Coordination System?

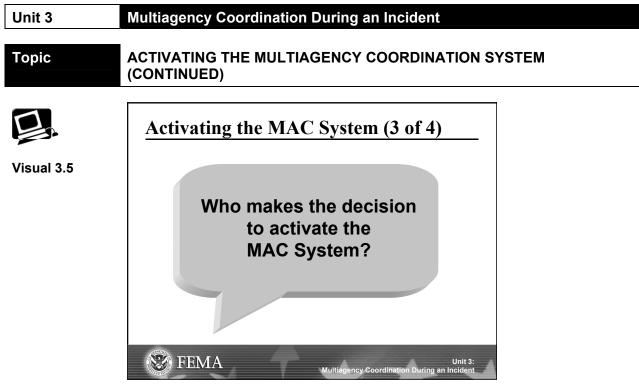
| Unit 3 | Multiagency Coordination During an Incident |
|------------|---|
| Торіс | ACTIVATING THE MULTIAGENCY COORDINATION SYSTEM |
| | Activating the MAC System (2 of 4) |
| Visual 3.4 | When a Unified Command is established at the incident scene. |
| | When more than one jurisdiction becomes involved in the incident response. |
| | When the circumstances at the scene indicate that the incident could expand rapidly and involve cascading events. |
| | When similar past events have required Multiagency Coordination System involvement. |
| | When the chief executive (e.g., Mayor, Governor, etc.) makes the determination to activate the Multiagency Coordination System. |
| | Unit 3: Multilagency Coordination During an Incident |
| | |

Visual Description: Activating the MAC System (2 of 4) - Responses

Instructor Notes

Allow the group time to respond. Possible responses could include:

- When a Unified Command is established at the incident scene.
- When more than one jurisdiction becomes involved in the incident response.
- When the circumstances at the scene indicate that the incident could expand rapidly and involve cascading events.
- When similar past events have required Multiagency Coordination System involvement.
- When the chief executive (e.g., Mayor, Governor, etc.) makes the determination to activate the Multiagency Coordination System.



Visual Description: Activating the MAC System (3 of 4) - Who makes the decision to activate the Multiagency Coordination System?

Instructor Notes

Ask the group:

Who makes the decision to activate the Multiagency Coordination System?

Allow the group time to respond. Then, display the next visual.

| Unit 3 | Multiagency Coordination During an Incident |
|------------|---|
| Торіс | ACTIVATING THE MULTIAGENCY COORDINATION SYSTEM (CONTINUED) |
| Visual 3.6 | Activating the MAC System (4 of 4) MAC System activation will vary by jurisdiction. The decision-making process should be documented in policy. All personnel must understand: Who makes the decision. The circumstances for activation. The timeframes for activation. |
| | FEMA Unit 3: Multiagency Coordination During an Incident |

Visual Description: Activating the MAC System (4 of 4)

Instructor Notes

Summarize the discussion by making the following points:

- The decision-maker for Multiagency Coordination System activation will vary depending on the jurisdiction. In some jurisdictions, the Emergency Manager has the authority to activate the Multiagency Coordination System. In others, the senior elected official must make the decision.
- The important point to remember is that the decision-making process for activating the Multiagency Coordination System should be included in policy, and all personnel must be clear on:
 - Who makes the decision (based on State and/or local ordinance and policy).
 - The circumstances for activation.
 - The timeframes for activation.

Refer the students to the Managing Emergency Operations statement on page 3-7 of the Student Manual. Allow the students time to review the statement before continuing.

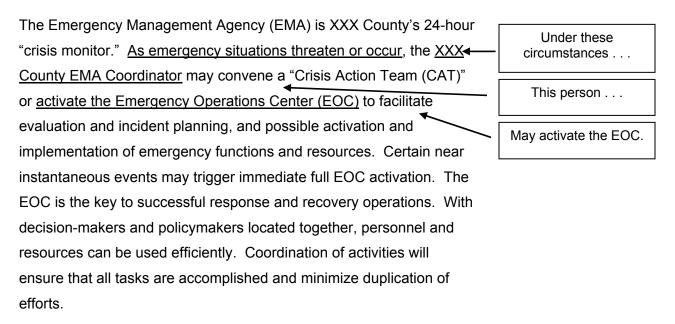
Emphasize that activation at the State and Federal levels depends on a number of factors including:

- The type of incident and extent of damage.
- The threat of cascading events.
- Other intelligence and information about the risk, threat, or potential damage.

| Unit 3 | Multiagency Coordination During an Incident |
|--------|---|
| | |

ACTIVATING THE MULTIAGENCY COORDINATION SYSTEM (CONTINUED)

EMERGENCY FUNCTION (EF) 1 MANAGING EMERGENCY OPERATIONS (Jefferson County's Community Emergency Management System)



Topic

Topic ACTIVATING THE MULTIAGENCY COORDINATION SYSTEM (CONTINUED)

Point out that this policy statement clearly states:

- Who has authority to activate the EOC, and
- Under what circumstances.

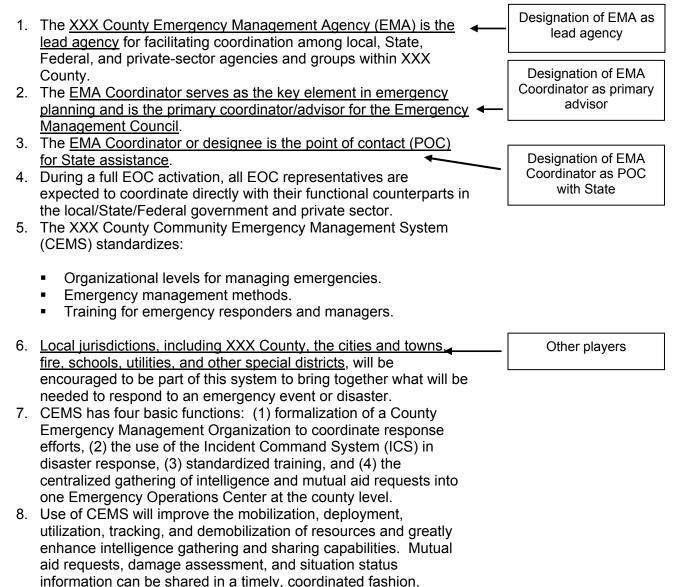
Tell the group that under this policy, the EMA Coordinator also has the authority to convene the Crisis Action Team to advise on the situation before making an activation decision.

Refer the group to page 3-9 in the Student Manual. Emphasize that the county's Concept of Operations for response operations supports its policy.

TOPIC ACTIVATING THE MULTIAGENCY COORDINATION SYSTEM (CONTINUED)

IV. CONCEPT OF OPERATIONS

A. GENERAL

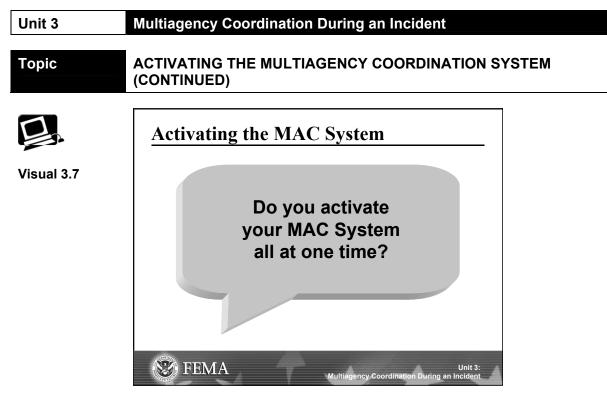


Topic ACTIVATING THE MULTIAGENCY COORDINATION SYSTEM (CONTINUED)

Direct the students to the description of the EOC on page 3-11 of the Student Manual. Allow the students time to review the description.

Point out that this section supports the previous sections by clearly giving the EMA Coordinator the responsibility and authority for managing the county's emergency management organization and the EOC during an emergency or disaster.

| 1164.0 | Multipaperov Coordination During on Insident | |
|-----------------|---|--|
| Unit 3 Topic | Multiagency Coordination During an Incident | SVSTEM |
| торіс | (CONTINUED) | |
| D. EN | ERGENCY OPERATIONS CENTER (EOC). | |
| 1. | On behalf of the Emergency Management Council, the EMA Coordinator has the responsibility for coordinating the entire | |
| | emergency management organization. The Coordinator makes all routine decisions and advises the officials on courses of action available for major decisions. During | EMA Coordinator responsibilities |
| | emergency operations, the Coordinator is responsible for the proper functioning of the EOC. The Coordinator also acts as a liaison with the State and Federal emergency agencies and neighboring counties. | |
| 2. | The EOC is the central point for emergency management operations. The purpose of this central point is to ensure harmonious response when the emergency involves more than one political entity and several response agencies. Coordination and supervision of all services will be through the | |
| 3. | EOC Manager and Section Chiefs to provide for the most efficient management of resources. During emergency situations, certain agencies will be required to relocate their center of control to the EOC. <u>During large-</u> | The EOC's purpose |
| | scale emergencies, the EOC will become the seat of government for the duration of the crisis. However, in some situations, it may be appropriate for some agencies to operate from an alternate site other than the EOC or their primary locations. | |
| 4. | All Departments involved in disaster operations will be responsible for coordinating communications and accountability with their respective staff members and/or mutual aid resources. Accountability shall include location of deployed resources, hours worked, applicable expenditures, and emergency staff information. | Other departments' responsibilities |



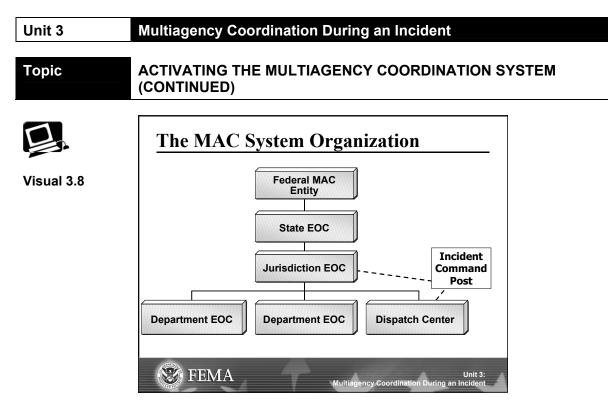
Visual Description: Do you activate your Multiagency Coordination System all at one time?

Instructor Notes

Ask the question:

Do you activate your Multiagency Coordination System all at one time?

Allow the students time to respond. Most should respond that the timing of Multiagency Coordination System activation depends on the nature of the incident.

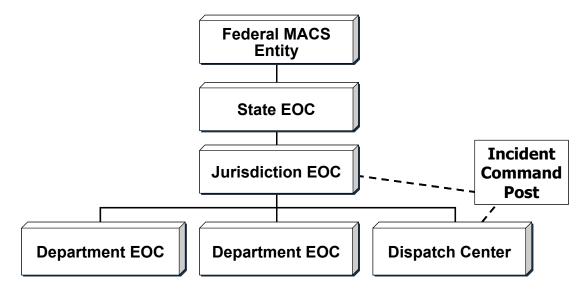


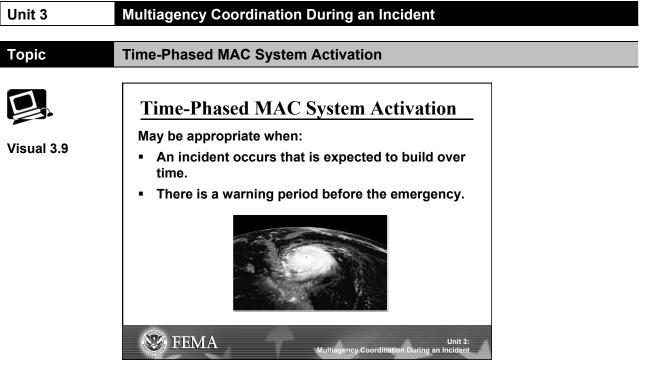
Visual Description: The Multiagency Coordination System Organization

Instructor Notes

Explain that many jurisdictions have stages of Multiagency Coordination System activation, with department-level EOCs (DEOCs) being the first to activate, followed by the jurisdiction's EOC, State EOC, and, when necessary, the Joint Field Office (JFO). Generally, the dispatch center is the only part of the Multiagency Coordination System that is in place all the time.

Stress that parts, or all, of the Multiagency Coordination System can be activated at the same time or sequentially, depending on the nature of the emergency.





Visual Description: Time-Phased Multiagency Coordination System Activation

Instructor Notes

Tell the group that time-phased activation may be appropriate when:

- An incident occurs that is expected to build over time.
- There is a warning period before the emergency.

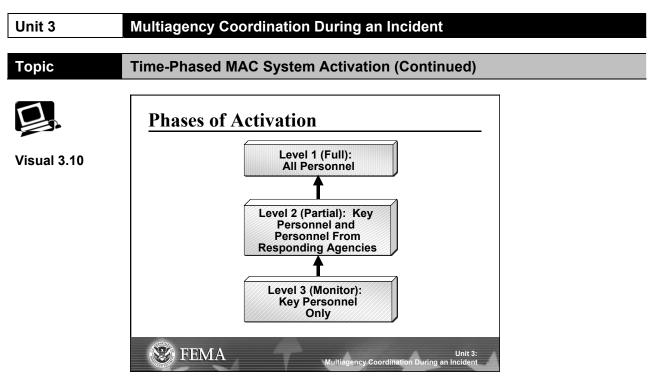
Ask the students to provide examples of each type of emergency.

Examples of incidents that could be expected to build over time include:

- Coastal storms.
- Wildfires.

Examples of incidents for which there is a warning period include:

- Hurricanes and coastal storms.
- Extreme temperatures (hot or cold).



Visual Description: Phases of Activation

Instructor Notes

Tell the group that this visual illustrates only one of many ways to complete a phased activation of the EOC. Explain that, during a <u>Level 3 (Monitor</u>) activation, key personnel would report to the EOC.

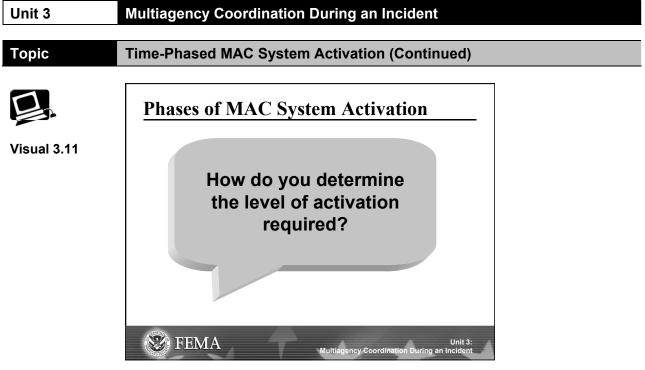
Ask the group:

What constitutes key personnel?

Allow the group time to respond. If not mentioned by the group, explain that key personnel usually include the Emergency Management Coordinator and representatives from fire, police, and public works, although some jurisdictions may designate additional staff as key personnel.

Continue describing phases of activation:

- During a <u>Level 2 (Partial)</u> activation, key personnel and personnel from responding agencies would report to the EOC.
- A <u>Level 1 (Full</u>) activation would involve all EOC personnel.



Visual Description: How do you determine the level of activation required?

Instructor Notes

Ask the group:

How do you determine what level of activation is required?

Allow the group time to respond. Then, facilitate a class discussion around the various ways to determine level of activation. Be sure to mention that the basic concept should be included in the Emergency Operations Plan (EOP).

- Levels of activation should be linked to the jurisdiction's hazard analysis. Linking activation to the hazard analysis will provide activation "triggers" based on actual or anticipated levels of damage.
- The decision about the level of EOC activation should be made based on established triggers <u>and</u> communication with the Incident Commander or Unified Command.

Stress the importance of communication between the Incident Command(s) and the EOC in any decision to activate or expand the EOC. The Incident Commander has the most up-to-date information on the on-scene situation, knows whether the situation is under control (or not), and is aware of incident needs.

Direct the students to page 3-17 in the Student Manual. Tell the group that this table provides descriptions and actions for three levels of EOC activation. Allow the group time to review the information. Then, point out how the EOC activation is linked to incident complexity.

Ask if anyone has any questions before continuing.

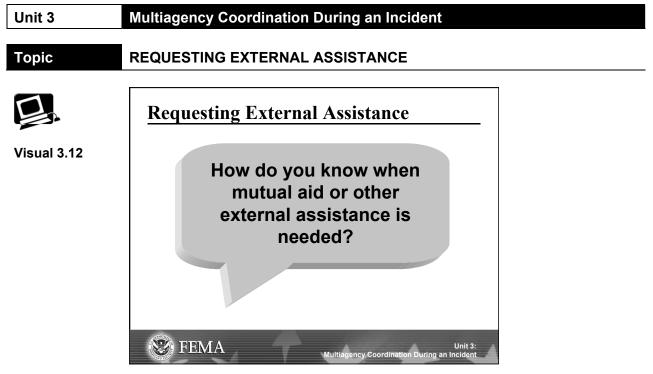


Time-Phased MAC System Activation

Student Manual Page 3-17

EOC Activation Levels

| Level | Description | Minimum Staffing Requirements |
|----------------|--|--|
| 3 (Monitor) | Small incident or event One site Two or more agencies involved Potential threat of: Flood Severe storm Interface fire | EOC Manager Information Officer Liaison Officer Operations Section Chief |
| 2 (Partial) | Moderate event Two or more sites Several agencies involved Major scheduled event (e.g., conference or sporting event) Limited evacuations Resource support required | EOC Manager Information Officer Liaison Officer Section Chiefs (as required) Limited activation of other EOC staff (as required) |
| 1 (Full) | Major event Multiple sites Regional disaster Multiple agencies involved Extensive evacuations Resource support required | EOC Manager Policy Group All EOC functions and positions (as required) |



Visual Description: How do you know when mutual aid or other external assistance is needed?

Instructor Notes

Ask the group:

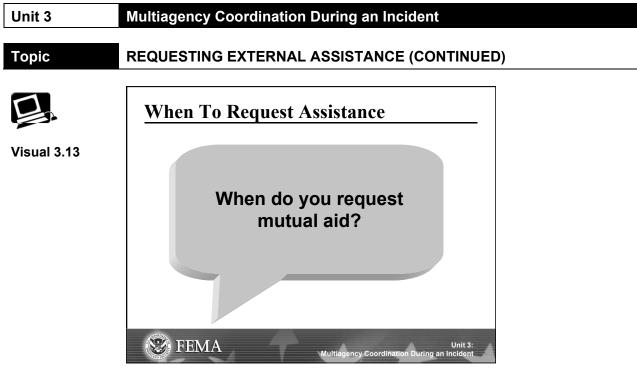
How do you know when mutual aid or other external assistance is needed?

Allow the group time to respond. If not mentioned by the group, stress that <u>communication with</u> <u>the Incident Commander</u> is critical to determining if and when external assistance is, or will be, required.

The Incident Commander is aware of the assets that are:

- Committed on-scene.
- Available in staging.
- Available within the jurisdiction.
- Required to address the needs of the incident and meet incident objectives.

Working with the Incident Commander is the <u>only</u> way to make a good decision about additional external resource needs.



Visual Description: When do you request mutual aid?

Instructor Notes

Ask the group:

When do you request mutual aid?

| Unit 3 | Multiagency Coordination During an Incident |
|-------------|--|
| Торіс | REQUESTING EXTERNAL ASSISTANCE (CONTINUED) |
| | When To Request Assistance |
| Visual 3.14 | Mutual aid should be requested when: Resources on incident and in staging are nearing depletion. Jurisdiction public safety coverage is jeopardized because of the need to assign resources to the incident. |
| | Unit 3: Multiagency Coordination During an Incident |

Visual Description: When do you request mutual aid? - Responses

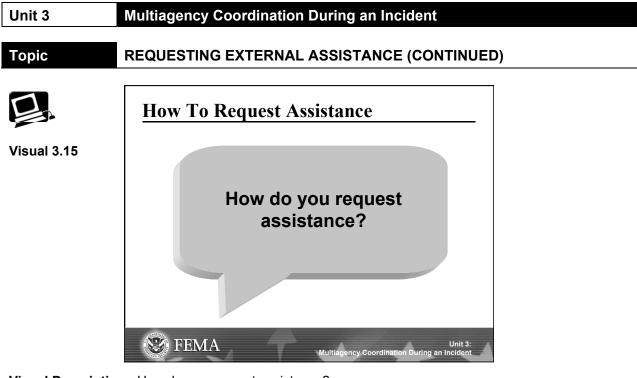
Instructor Notes

Allow the group time to respond. If not mentioned by the group, add the following:

Mutual aid should be requested when:

- Resources on incident and in staging are nearing depletion.
- Jurisdiction public safety coverage is jeopardized because of the need to assign resources to the incident.

Point out that there will be a time lag between the time assistance is requested and the time it arrives on-scene. Encourage the students to work closely with the Incident Commander and request external assistance <u>sooner</u>, rather than later.

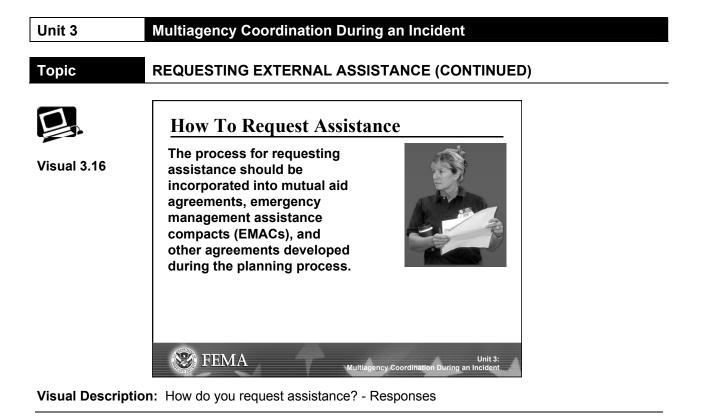


Visual Description: How do you request assistance?

Instructor Notes

Ask the group:

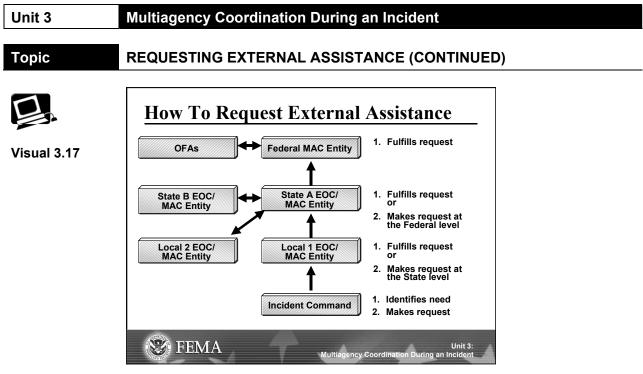
How do you request external assistance? What is the process you follow?



Instructor Notes

Allow the group time to respond. Point out that the process for requesting assistance should be incorporated into mutual aid agreements, emergency management assistance compacts (EMACs), and other agreements developed during the planning process.

Then, display the next visual.



Visual Description: How To Request External Assistance

Instructor Notes

Tell the group that this visual shows one way to request external assistance. There are other ways that are acceptable as long as they work for the jurisdiction(s) involved and the State. Depending on the State and the kind of emergency, resource orders to the next higher level of government may need to be preceded or accompanied by a formal request for assistance.

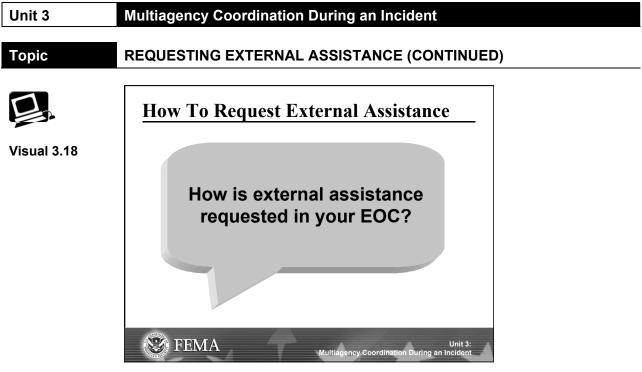
Point out that, in this model, <u>all</u> requests for mutual aid at the local level are processed through the State EOC.

Ask the group:

What are the advantages of this model?

Allow the group time to respond. If not mentioned by the group, explain that using this model makes it easier for State resource managers to stay up to date on resource status throughout the State. They know the availability of all other resources of the same kind(s) and type(s) and can manage the "big picture," which is especially important during a widespread emergency.

Point out that placing resource orders through the State is cumbersome for routine incidents, such as firefighting. Suggest that local jurisdictions and States establish "triggers" similar to those that describe levels of EOC activation for when and what kinds of resource orders can be handled locally and when they should be fed through the State. Such agreements must be thoroughly tested to make sure they work.



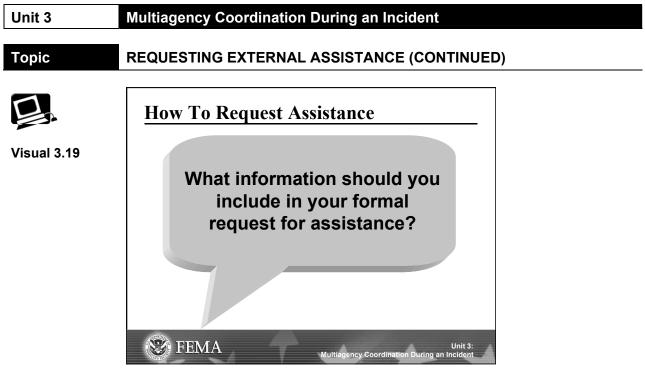
Visual Description: How To Request External Assistance

Instructor Notes

Ask the group:

How is external assistance requested in your EOC?

Remind the group that all requests for Federal assistance of any type must be processed through the State.



Visual Description: What information should you include in your formal request for assistance?

Instructor Notes

Ask the group:

What information should you include in your formal request for assistance?

Allow the group time to respond. If not mentioned by the group, suggest that the information below should be included in any request, especially if the request is being made to the next higher level of government.

- The type of incident
- The time that the incident occurred or is expected to occur
- The actions already taken
- The areas and number of people involved
- Estimates of loss of life, injuries, and extent of damage
- The type and amount of assistance required
- A contact for followup questions

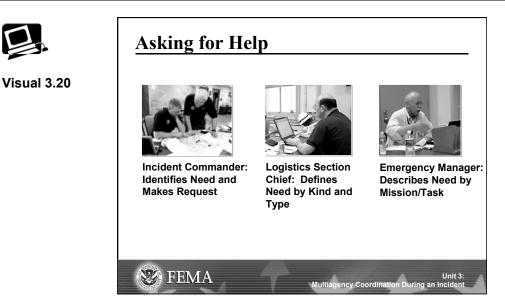
A formal request for assistance may be followed up with or accompanied by the actual resource order, which provides detailed information on the kind and type of resource that is needed, desired delivery points and times, etc.

| Unit | 3 | |
|------|---|--|
| | | |

Topic

Multiagency Coordination During an Incident

REQUESTING EXTERNAL ASSISTANCE (CONTINUED)

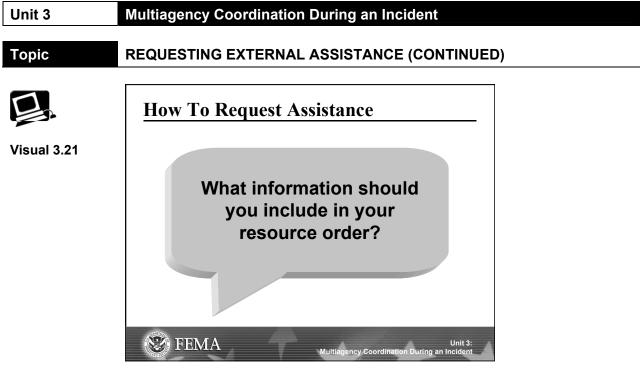


Visual Description: Asking for Help

Instructor Notes

Elaborate on the previous visual by making the following points:

- The Incident Commander will make the initial identification of resource requirements as part
 of the Incident Action Planning (IAP) process and make the resource order to the
 appropriate Multiagency Coordination Entity or Entities according to the jurisdiction's
 protocols. Resource orders could be made to the dispatch center, the EOC, or the
 Emergency Manager. The Incident Commander may make the request by kind and type of
 resource or may describe the need or task(s) to be accomplished.
- If the Logistics Section Chief and/or Supply Unit Leader positions are staffed, the Incident Commander may delegate the responsibility for placing the resource order to them.
- Unless the resource order has included kind and type of resources required, the Emergency Manager, who is not an expert on capabilities and configuration of all available resources, will describe the need to the EOC staff charged with locating resources—most likely by describing the mission or task to be accomplished.
- The EOC staff may consult with other experts to determine the kind and type of resource and fill the request locally or request mutual aid.
- The EOC staff may pass the request to the next level MAC Entity as a mission request. For example, an EOC may place a mission request for the American Red Cross to open a shelter. The American Red Cross will identify the facility, personnel, and other resources needed to accomplish the mission.



Visual Description: What information should you include in your resource order?

Instructor Notes

Ask the group:

What information should you include in your resource order?

Allow the group time to respond. Note that although different formats may exist, every resource order should contain the essential elements of information shown on the next visual.

| Unit 3 | Multiagency Coordination During an Incident |
|------------------|--|
| Торіс | REQUESTING EXTERNAL ASSISTANCE (CONTINUED) |
| | How To Request Assistance |
| Visual 3.22 | Incident name Order and/or request number (if known or assigned) Date and time of order Quantity, kind, and type or detailed mission description |
| | (Resources should be ordered by Task Forces or Strike Teams when appropriate.) Include any special support needs. Reporting location (specific) Requested time of delivery (specific, immediate vs. planned, not |
| | ASAP) Radio frequency to be used Person/Title placing request |
| | Callback phone number or radio designation for clarifications or additional information FEMA Unit 3: |
| Vieuel Decorinti | Multiagency Coordination During an Incident |

Visual Description: What information should you include in your resource order? - Responses

Instructor Notes

Review the essential elements of information for a resource order:

- Incident name
- Order and/or request number (if known or assigned)
- Date and time of order
- Quantity, kind, and type or detailed mission description (Resources should be ordered by Task Forces or Strike Teams when appropriate.) Include any special support needs.
- Reporting location (specific)
- Requested time of delivery (specific, immediate vs. planned, not ASAP)
- Radio frequency to be used
- Person/Title placing request
- Callback phone number or radio designation for clarifications or additional information

| Unit 3 | Multiagency Coordination During an Incident |
|-------------|---|
| Торіс | REQUESTING EXTERNAL ASSISTANCE (CONTINUED) |
| | Remember: |
| Visual 3.23 | <u>S</u> ize |
| | Amount |
| | <u>L</u> ocation |
| | <u>T</u> ype |
| | <u>T</u> ime |
| | FEMA Unit 3: Multiagency Coordination During an Incident |

Visual Description: Remember SALTT: Size, Amount, Location, Type, Time

Instructor Notes

Remember the following:

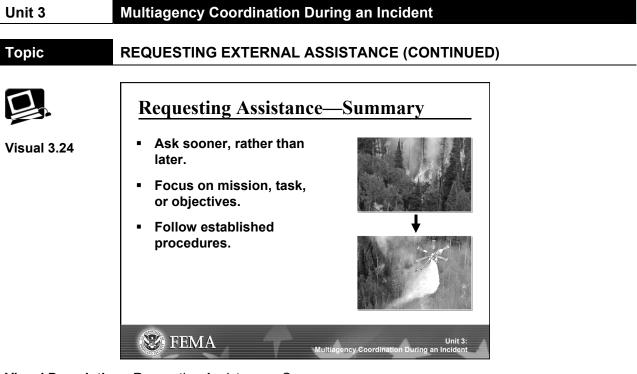
Size

Amount

Location

Type

Time

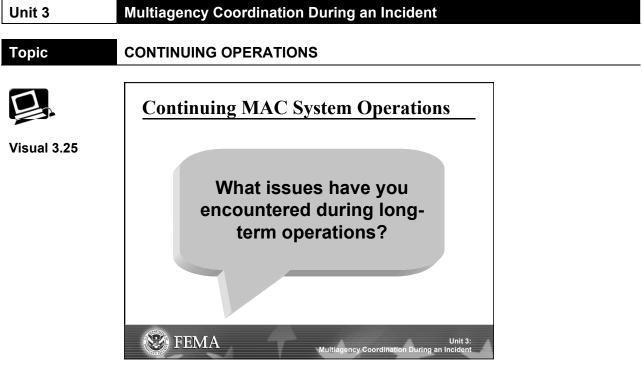


Visual Description: Requesting Assistance—Summary

Instructor Notes

Summarize this discussion by making the following points about requesting external assistance:

- <u>Make the request sooner, rather than later</u>. There will be some delay between the time that a resource is requested and the time that the resource arrives and can be assigned.
- <u>Focus on the mission, task, or objectives</u>. Unless you are certain of the kind and type of resource you need, make all resource requests based on the mission, task, or incident objectives. Let the EOC staff and experts make the determination of what kind and type of resource fits the need.
- <u>Follow established procedures</u> for requesting external resources to ensure that resource assignments can be made and tracked accurately.



Visual Description: What issues have you encountered during long-term operations?

Instructor Notes

Introduce this topic by asking:

What issues have you encountered during long-term operations?

Allow the students time to respond. Summarize the responses by displaying the next visual.

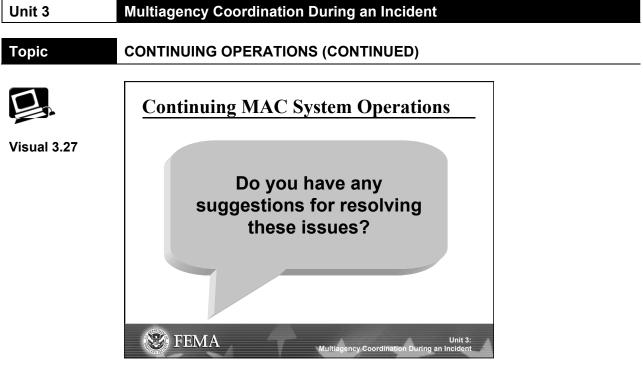
| Unit 3 | Multiagency Coordination During an Incident |
|-------------|--|
| Торіс | CONTINUING OPERATIONS (CONTINUED) |
| Visual 3.26 | <section-header><section-header> <image/> Long-Term Issues i i</section-header></section-header> |
| | |

Visual Description: Long-Term Issues

Instructor Notes

Summarize the discussion by explaining that four of the most common long-term issues deal with:

- <u>Documentation</u>. Long-term operations usually equate to more damage or damage over an extended area. Plans need to include strategies for ensuring proper documentation of damage, resources used, equipment maintenance performed, overtime hours, etc.
- <u>Resources</u>. Long-term operations take their toll on incident resources. Human resources will need to rotate out of service to eat and rest. Mechanical resources may require refueling or maintenance. Ensuring that there are enough resources onscene and in the staging area so that response operations are uninterrupted will require careful coordination between the Incident Command and the Multiagency Coordination System entities.
- <u>EOC Staffing</u>. EOC staff will also need to eat, rest, and decompress from the stress of the operation. EOC staffing patterns should include personnel to ensure 24-hour coverage for extended EOC operations, including backup personnel.
- <u>Cost</u>. Long-term operations also equate to higher costs. It is not unusual for jurisdictions to
 expend their entire year's overtime budgets in response to a single long-term incident. The
 terms of intergovernmental agreements may include provisions for payment if an incident
 extends past an agreed-upon threshold. Add the costs of the response to the financial
 impact of damage to public infrastructure and resources, and the financial effects can be as
 catastrophic as the disaster itself.



Visual Description: Do you have any suggestions for resolving these issues?

Instructor Notes

Ask the group if they have any suggestions for resolving issues related to long-term operations. Facilitate a group discussion around the strategies suggested by the students. Be sure to mention the need to:

- Be specific in describing agency staffing requirements in the EOP and verifying that all agencies have fulfilled the requirements.
- Conduct exercises to verify that the resources, staffing, and documentation are adequate.
- Develop recordkeeping methods to record costs, damage, staffing, and equipment use at the scene and the EOC.

Provide some examples of how jurisdictions have resolved these issues. Two examples are included on the following pages.

Topic CONTINUING OPERATIONS (CONTINUED)

Documentation:

Because Wichita is at high risk from tornadoes, they have a well-developed spotter network. The network helps project the path of tornadoes, but allows rapid damage assessment as well. When severe weather threatens, the spotters are deployed to predesignated locations. Spotters are equipped with GPS and can transmit their exact locations to the RACES center at the EOC. They also have web cams and can transmit real-time video. Other web cams are positioned in strategic locations around the county, and they can also transmit real-time video.

When information is transmitted by spotters, responders, or the National Weather Service, it is entered into the county's GIS. The GIS database is linked to:

- Real estate ownership and assessment records.
- Senate, congressional, and City Council district.
- Critical and key facilities.
- Hazardous materials sites.
- Roads.

Using this system, the GIS operator is able to plot:

- The path of the tornado.
- Roads that need to be barricaded.
- HazMat sites that are likely to be affected.
- Critical and key facilities that are likely to be affected.
- Specific addresses in the path of the tornado.
- The location of known injuries or fatalities.

Using the assessment database, the system can generate reports that show the worst-case scenario for damage, based on the assessed value of the property, as a total or by any of the data sets above. Areas with high damage or injury projections receive highest priority for response and further damage assessment. The information can be printed or projected on a data screen for review by all EOC personnel.

This system was developed in-house for a cost of about \$10,000.

Unit 3

Topic CONTINUING OPERATIONS (CONTINUED)

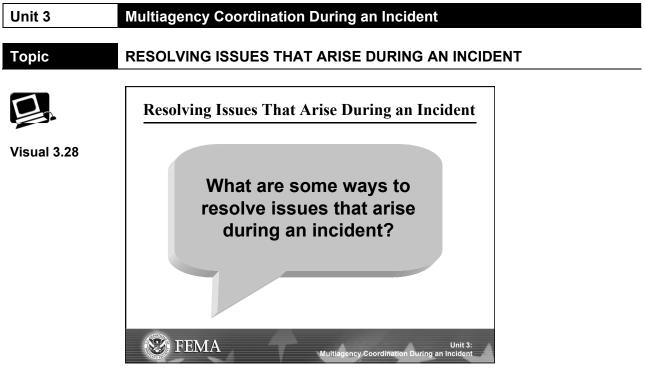
Staffing:

Jefferson County, Alabama has developed the following strategy to ensure that the EOC is staffed for extended periods.

The EOC must be able to function on a 24/7 basis from activation until demobilization as required to support the emergency response. The EOC Director will determine appropriate staffing for each activation level based on an assessment of the current and projected situation. While the immediate solution may be to establish several complete shifts for the duration of operations, there are seldom the resources of facilities to sustain this approach. Designated qualified individuals from the jurisdiction should fill EOC Management Team positions as a priority.

Qualified personnel, independent of rank or agency affiliations, may fill sub-positions within the EOC organization. Initially, the first available individual, most qualified in the function to be performed, may staff all positions.

Based on the previously described EOC activation levels, plans should include at least two to three complete shifts of personnel for an initial period of time, after which reduced-strength options can be considered for implementation on a section-by-section basis.



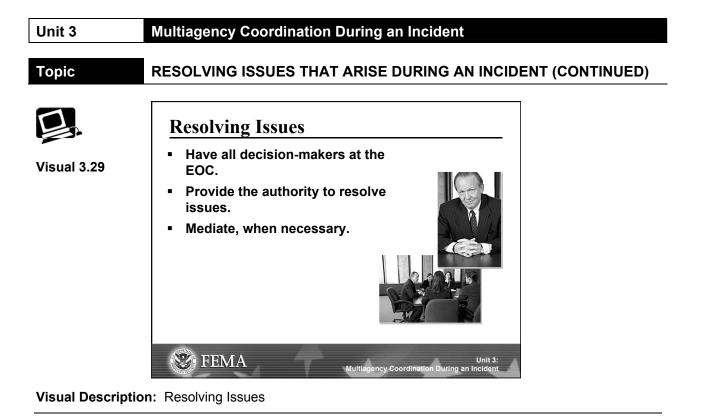
Visual Description: What are some ways to resolve issues that arise during an incident?

Instructor Notes

Introduce this topic by reminding the group that issues always arise during an incident. Then, ask:

What are some ways to resolve issues that arise during an incident?

Allow the students time to respond. Facilitate a class discussion around their responses. Then, summarize the discussion by displaying the next visual.



Tell the group that one of the most important ways to resolve issues is to ensure that all key decision-makers are at the EOC. Having all key personnel in one place facilitates discussion and rapid problem-solving as issues arise.

Point out that, to ensure that decision-makers will stay at the EOC rather than going to the incident scene, it is critical to ensure that they have access to all of the information at the EOC that they would have in their offices or at the scene, including email and easy communication methods between the EOC and the DEOC.

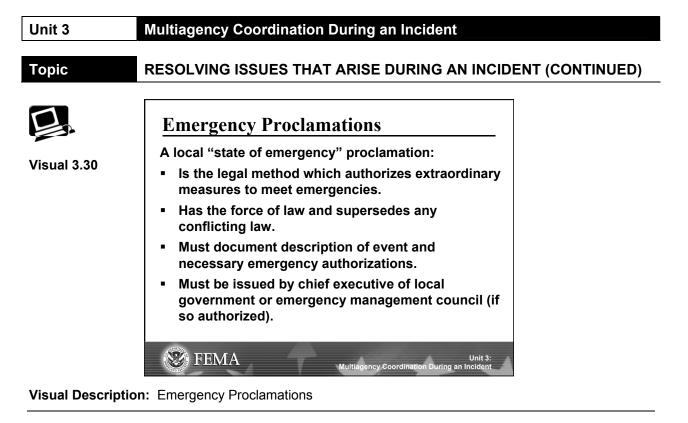
Explain the need to have senior personnel from the jurisdiction(s) involved at the EOC and to ensure that they have the authority to make binding decisions in the moment.

Ask:

How can you ensure that senior officials have the authority to make instant decisions?

Allow the group time to respond. If not mentioned by the group, suggest that decision-making authority should be granted in the EOP. Then, refer the group to page 3-41 in the Student Manual for an example of how this authority may be provided through the EOP. (The example is found on page 3-45 of this Instructor Guide.)

Stress that the example is only one of many ways to address the issue of making senior officials available. Urge the students to familiarize themselves with relevant laws, ordinances, and policies when addressing this issue. The next three visuals describe emergency proclamations and list common emergency powers.



Point out that a local "state of emergency" proclamation:

- Is the legal method which authorizes extraordinary measures to meet emergencies.
- Has the force of law and supersedes any conflicting law.
- Must document description of event and necessary emergency authorizations.
- Must be issued by the chief executive of the local government or emergency management council (if so authorized).

| Unit 3 | Multiagency Coordination During an Incident |
|--|--|
| Торіс | RESOLVING ISSUES THAT ARISE DURING AN INCIDENT (CONTINUED) |
| | Common Emergency Powers (1 of 2) |
| Visual 3.31 | Suspend regulatory ordinances. |
| | Use all resources of the jurisdiction to respond to the emergency. |
| | Transfer personnel or alter functions of jurisdiction departments to support response. |
| | Commandeer private property. |
| | Direct and compel relocation of affected population. |
| | Prescribe routes, modes of transportation, and destinations. |
| | Unit 3: Multiagency Coordination During an Incident |
| Visual Description: Common Emergency Powers (1 of 2) | |

Point out the following about common emergency powers:

- Suspend regulatory ordinances.
- Use all resources of the jurisdiction to respond to the emergency.
- Transfer personnel or alter functions of jurisdiction departments to support response.
- Commandeer private property.
- Direct and compel relocation of affected population.
- Prescribe routes, modes of transportation, and destinations.

| Unit 3 | Multiagency Coordination During an Incident |
|-------------|---|
| Торіс | RESOLVING ISSUES THAT ARISE DURING AN INCIDENT (CONTINUED) |
| | Common Emergency Powers (2 of 2) |
| Visual 3.32 | Control access to disaster area. Suspend or limit sales of alcohol, firearms, ammunition, explosives, and combustibles. Arrange temporary housing. Impose and enforce a curfew. Allocate, ration, or redistribute food, water, fuel, clothing, etc. Procure vital supplies. Request and provide mutual aid. |

Visual Description: Common Emergency Powers (2 of 2)

Instructor Notes

Continue pointing out the following about common emergency powers:

- Control access to disaster area.
- Suspend or limit sales of alcohol, firearms, ammunition, explosives, and combustibles.
- Arrange temporary housing.
- Impose and enforce a curfew.
- Allocate, ration, or redistribute food, water, fuel, clothing, etc.
- Procure vital supplies.
- Request and provide mutual aid.



B. EMERGENCY PROCLAMATION AND POWERS

- 1. Emergency Proclamation.
 - a. A local "state of emergency" proclamation is the legal method which authorizes extraordinary measures to meet emergencies and/or solve disaster problems. A proclamation allows for the emergency use of resources; the bypassing of timeconsuming requirements, such as hearings and the competitive bid process; and activates extraordinary measures as outlined in this plan. A proclamation is usually a prerequisite for State assistance and is made at the onset of a disaster to allow the local government to do as much as possible to help itself.
 - b. Any proclamation issued has the force of law and supersedes any conflicting provision of law during the period of the declared emergency.
 - c. In preparing a proclamation, a description of the event and the necessary emergency authorizations need to be documented. The [State EMA] should be informed, and a news release made as soon as possible when an emergency proclamation is signed. This emergency proclamation shall terminate upon issuance of a proclamation or resolution declaring that an emergency no longer exists. The emergency proclamation may be extended for additional periods of time by resolution of the Emergency Management Council.
 - d. The chief executive of the local government may declare a local "state of emergency." The Emergency Management Council has the authority to declare a state of emergency in support of a local government emergency.
- 2. Emergency Powers.

In addition to any other emergency powers conferred upon the Mayor or Emergency Council, he/she may:

- a. Suspend the provisions of any regulatory ordinance prescribing procedures for the conduct of city or county business, or the orders or regulations of any city or county department if compliance with the provisions of the statute, order, or regulation would prevent, or substantially impede or delay action necessary to cope with the disaster or emergency.
- b. Use all the resources of the county government and of each political subdivision of the county as reasonably necessary to cope with the disaster or emergency.
- c. Transfer personnel or alter the functions of city or county departments and offices or units of them for the purpose of performing or facilitating the performance of disaster or emergency services.



Resolving Issues That Arise During an Incident (Continued) Student Manual Page 3-42

- 2. Emergency Powers. (Continued)
 - d. Subject to any applicable requirements for compensation under [State code number], commandeer or utilize any private property, except for all news media other than as specifically provided for in this chapter, if considered necessary to cope with the disaster or emergency.
 - e. Direct and compel the relocation of all or part of the population from any stricken or threatened area in the county if relocation is considered necessary for the preservation of life or for other disaster mitigation purposes.
 - f. Prescribe routes, modes of transportation, and destinations in connection with necessary relocation.
 - g. Control ingress to and egress from a disaster area, the movement of persons within the area and the occupancy of premises in it.
 - h. Suspend or limit the sale, dispensing, or transportation of alcoholic beverages, firearms, ammunition, explosives, and combustibles.
 - i. Make provisions for the availability and use of temporary emergency housing.
 - j. Impose a curfew upon all or any portion of the county thereby requiring all persons in such designated and restricted curfew areas to remove themselves from public property, streets, alleys, sidewalks, thoroughfares, vehicle parking areas, or other public places. Physicians, nurses, and paramedical personnel performing essential medical services, utility personnel maintaining essential public services, firefighers, members of the news media upon showing of authorized press cards, emergency volunteers and county, city, and State authorized law enforcement officers and personnel may be exempted from such curfew. The curfew may be applicable to any such hours of the day or night as the mayor of Emergency Management Council deems necessary in the interest of public safety and welfare.
 - k. Allocate, ration, or redistribute food, water, fuel, clothing, and other items deemed necessary.
 - I. A Mayor or Emergency Management Council may obtain vital supplies, equipment, and other properties found lacking and needed for the protection of the health, life, and property of the people, and bind the city or county for the fair value thereof.
 - m. A Mayor or Emergency Management Council shall order emergency management forces to the aid of other communities when required in accordance with the statutes of the State and may request the State or a political subdivision of the State to send aid to the county to ease the disaster when conditions in the county are beyond the control of local emergency management forces.

Unit 3

Multiagency Coordination During an Incident

Topic

RESOLVING ISSUES THAT ARISE DURING AN INCIDENT (CONTINUED)

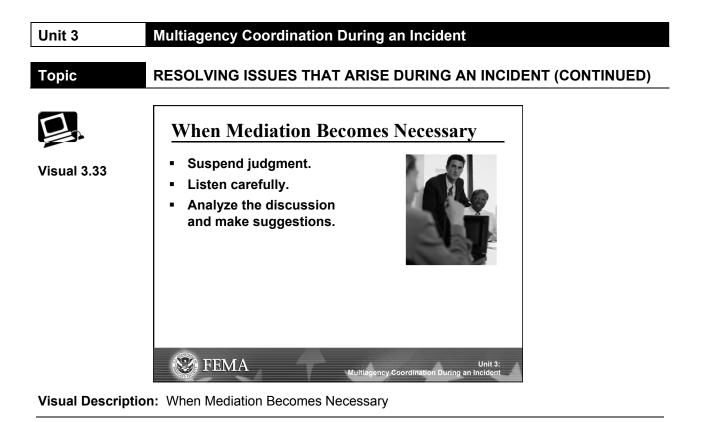
Instructor Notes

Point out that the emergency powers documented in the EOP should be supported by written delegations of authority to whomever will represent the jurisdiction at the EOC. Together, the emergency powers authorized in the EOP and the delegation of authority grant wide-ranging authority to the jurisdiction's representative to make decisions necessary to resolve issues arising during the course of an incident.

Acknowledge that sometimes issues arise on which there is disagreement among the decisionmakers. Point out that, at these times, one of two strategies may resolve the issue:

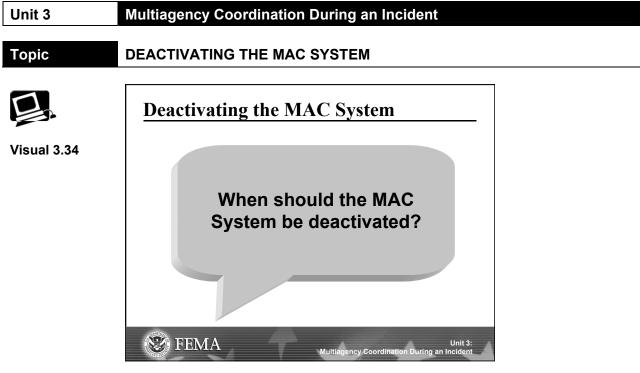
- The Mayor's, City Council's, or Governor's authorized representative can make a decision.
- The Emergency Manager or MAC Entity Coordinator can mediate agreement among the conflicted parties.

Point out that mediation by the Emergency Manager works better when emergency management operates as an independent function of the jurisdiction. When emergency management is assigned to a first-response agency, turf battles (real or perceived) may interfere with mediation.



Tell the group that, when mediation becomes necessary, it is vital that the mediator be able to:

- <u>Suspend judgment</u> on the issue at hand. Even if the mediator has an opinion about how the situation should be handled, the issue cannot be mediated if he or she allows that opinion to influence the discussion.
- <u>Listen carefully</u> to both sides of the discussion. The mediator should verify that he or she understands what has been said by reflecting back the conversation using his or her own words.
- <u>Analyze the discussion and make suggestions</u>. After listening to the discussion, the mediator should make suggestions that will satisfy the needs of both sides. He or she should be careful not to make any suggestion sound like the solution is obvious or that the decision has already been made.



Visual Description: When should the Multiagency Coordination System be deactivated?

Instructor Notes

Introduce this topic by asking:

When should the Multiagency Coordination System be deactivated?

| Unit 3 | Multiagency Coordination During an Incident |
|-------------|--|
| Торіс | DEACTIVATING THE MAC SYSTEM |
| | Deactivating the MAC System |
| Visual 3.35 | Resources are being deactivated, and resource coordination among agencies or jurisdictions is no longer necessary. |
| | The situation at the incident scene is clearly under control. |
| | Unified Command has reverted to Single Command. |
| | Incident support can be provided without impacting the dispatch system. |
| | |
| | Unit 3: Multiagency Coordination During an Incident |

Visual Description: When should the Multiagency Coordination System be deactivated? - Responses

Instructor Notes

Allow the group time to respond. If not mentioned by the group, suggest that the Multiagency Coordination System should be deactivated when:

- Resources are being deactivated, and resource coordination among agencies or jurisdictions is no longer necessary.
- The situation at the incident scene is clearly under control.
- Unified Command has reverted to Single Command.
- Incident support can be provided without impacting the dispatch system.

Point out that:

- When multiple layers of a Multiagency Coordination System are involved, they usually deactivate in <u>reverse</u> order from activation (i.e., Federal deactivates first, then State, and finally, local).
- Some Multiagency Coordination System activities may continue after the EOC is deactivated. These activities may take place at DEOCs or at the jurisdiction's offices. Financial activities are typically the last to be resolved.

Ask if anyone has any questions about anything covered in this unit. Then, display the next visual to introduce the activity.

| Unit 3 | Multiagency Coordination During an Incident |
|-------------|--|
| | |
| Торіс | Activity 3.1: MAC System Operations |
| Visual 3.36 | Activity 3.1: MAC System Operations 1. Work in table groups to complete this activity. 2. Review and discuss the scenario assigned to your group. 3. Answer the questions. 4. Be prepared to discuss your responses with the class. W You will have 20 minutes to complete this activity. |

Visual Description: Activity 3.1: Multiagency Coordination System Operations

Instructor Notes

Introduce this activity by explaining that the purpose of the activity is to provide an opportunity for the students to assess Multiagency Coordination System operations in response to a case study.

Follow the steps below to conduct this activity:

- 1. Assign the students to their table groups for this activity.
- 2. Direct the students to turn to page 3-48 in the Student Manual.
- 3. Assign each group a scenario.
- 4. Ask the groups to review its assigned scenario and answer the questions that follow.
- 5. Tell the students that they will have 20 minutes to complete this activity.
- 6. When all have finished, have each group summarize its scenario, then facilitate a group discussion around the groups' responses. Be sure to point to the differences in the scenarios that dictate how the groups respond to the questions. Note that there are no answers that are absolutely correct. There are, however, responses that could be incorrect (e.g., if delays in EOC activation could cause a threat to life, property, or the economy; if delays could result in communication, coordination, or resource issues, etc.). Allow 30 minutes for discussion.



<u>Purpose</u>: The purpose of this activity is to provide the opportunity for you to assess Multiagency Coordination System operations in response to a scenario.

Instructions: Follow the steps below to complete this activity:

- 1. Work in your table groups to complete this activity.
- 2. Review the scenario assigned by the instructor, and answer the questions that follow. When you are finished, select a spokesperson to present your group's responses to the class.
- 3. You will have 20 minutes to complete this activity.

Scenario 1: Plane Crash

At 10:32 a.m., the Hysteria County 9-1-1 dispatch center receives the first of numerous calls reporting the crash of an aircraft into a neighborhood west of Bad Luck. Subsequent calls come in—each describing an air crash but differing on the type and size of aircraft involved. All callers report that the aircraft has destroyed several homes and is currently engulfed in flames. The 9-1-1 dispatch center dispatches all available fire, police, and emergency medical units to the neighborhood, 2 miles west of Bad Luck.

At 10:34, the dispatch receives the message from air traffic control (ATC) at the Bad Luck International Airport that a regional jet (RJ) with 25 people on board has dropped off the radar on its approach to Bad Luck International Airport. ATC has been trying to make radio contact with the aircraft but has received no response. Emergency dispatch requests additional information about the aircraft.

Initial units arrive at the scene at 10:38 a.m., reporting devastation in the neighborhood. The aircraft hit several houses as it crashed. At least four homes are fully engulfed in fire. Several others are burning, as well as the fuselage, which broke into several pieces on impact. Wreckage appears to be scattered over several blocks.

Local media outlets have interrupted their programming with news of the crash. All are sending news crews to the scene.



Scenario 2: Flash Flood

It is March in Zenith City, and the residents are experiencing a cold spring. The annual St. Patrick's Day celebration is approaching. The National Threat Advisory Level is yellow, where it has been for nearly a year.

At 8:15 a.m., March 15, the National Weather Service (NWS) Doppler radar indicates that thunderstorms producing heavy rainfall and damaging winds in excess of 60 miles per hour are headed toward Zenith City. The NWS issues a Severe Thunderstorm Warning and a Flash Flood Watch for Zenith City and all of Cage County. The storm strikes Zenith City at 8:35 a.m. By 9:15 a.m., runoff from the heavy rain floods low-lying areas in Zenith City. High winds accompanying the storms knock out power throughout the city.

By 5:00 p.m., the rivers and streams have risen over their banks, causing additional flooding. The strong winds continue to knock down power lines, causing widespread power outages.

Initial reports from first responders indicate that roads have been inundated and several bridges have been washed away. The Zenith City Municipal Authority reports that the water and wastewater treatment plants are running on backup power.



Scenario 3: Radioactive Device

On Monday evening, September 27, a disgruntled former Fig County employee places a radioactive dispersal device (RDD) in the Fig County Building HVAC intake vent, located on the roof of the two-story building. Carried throughout the building by the normal air circulation, this device disperses radioactive material throughout the building in which 550 county employees work. The County Building houses the Court, Sheriff's Office, and County EOC. No one has an exact count of how many county employees were actually at work on Tuesday and Wednesday, nor is there any idea of how many members of the general public visited during that time.

On Wednesday, September 29, at approximately 4:00 p.m., county workers begin arriving at both local hospitals and secondary care facilities complaining of respiratory problems. Some of the walk-ins report having been called by an anonymous caller who stated that "something was released in the building and that they'd better go to the emergency room and get looked at." From the start of the patient influx, care providers mistakenly diagnose the signs and symptoms as a chemical irritant. The local health department notifies the State health department, concerned about the number of patients that are being received. Based on preliminary data, State and local health officials pinpoint the most likely origin of the respiratory and minor skin irritation as the Fig County Building.



Scenario 4: Urban Interface Fire

The summer and fall have been hot and dry in Moore County. By mid-October, the wooded hillsides are tinder dry. October 25 is unseasonably warm with a northwest wind of 10 miles per hour, gusting to 15.

At 1:37 p.m., 9-1-1 dispatch receives the first call reporting a fire in the vicinity of Oak Creek. Based on the wind direction and speed, the Moore County Fire Department knows that the fire will push toward Bentleyville, a town of 325 high-value homes nestled in the forest 4 miles from Oak Creek.

Based on the dry conditions, Fire Department personnel know it won't take long for the fire to spread. All available fire crews are dispatched to the scene immediately. The Moore County Fire Chief activates the DEOC, requests activation of all fire-related mutual aid agreements, and requests that the State forward a request to the U.S. Forest Service for fire suppression assistance. The Police Chief orders all available units to the scene to establish ingress/egress control and assist with evacuations should they become necessary.

At 4:00 p.m., the County Executive declares a local state of emergency.



Scenario 5: Public Health Incident

Last night was the State University Alumni Banquet, held every year to bring alumni together and to raise funds for the university. The banquet draws a large number to town. Hotels, shops, and restaurants are usually very busy, and last night was no exception.

At 5:00 a.m. this morning, a 47-year-old female was admitted to the emergency department of the local hospital complaining of a sudden onset of dizziness, blurred vision, slurred speech, difficulty swallowing, and nausea. She insisted that she was having a stroke because her symptoms matched those her father had during his recent stroke. The woman was very afraid and anxious. Findings from her examination included drooping of her eyelids, palsy, facial paralysis, and impaired gag reflex. She was admitted to the ICU.

Over the next hour, the emergency department receives 10 additional patients with a variety of symptoms, ranging from sore throat to cough and weakness. One 22-year-old man requires immediate intubation and mechanical ventilation.

Meanwhile, the woman develops descending paralysis and is intubated and placed on mechanical ventilation. The critical care and infectious disease (ID) physicians suspect a diagnosis of botulism and suspect the transmission was foodborne. The ID physician calls the emergency department physician to update her on the woman's case. The emergency department physician realizes that many of the patients currently in the department, and perhaps some who have been discharged, may have ingested botulinum toxin. Upon interviewing the patients, all report eating out the previous night but report eating at different restaurants, as well as the banquet. There does not appear to be a single location in common.

Because of the potential severity of disease and the possibility for exposure of many persons to contaminated products, the physicians know that foodborne botulism is a potential public health emergency that requires rapid investigation.



Activity 3.1: MAC System Operations (Continued)

Questions:

Class solution: Answers will vary by scenario.

1. At what point in the scenario should the local EOC be activated? The State EOC?

2. Should the entire Multiagency Coordination System be activated at one time or should activation be time phased? Why?

3. What are the potential critical issues that must be addressed during operations? How could these issues be resolved?

4. When and how should the Multiagency Coordination System be deactivated?

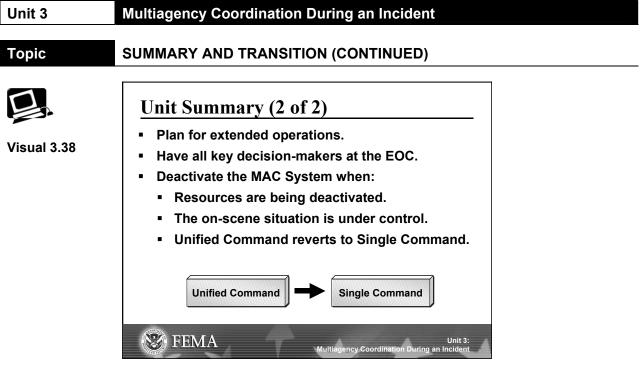
| Unit 3 | Multiagency Coordination During an Incident | |
|-----------------|---|--|
| Торіс | SUMMARY AND TRANSITION | |
| | Unit Summary (1 of 2) | |
| Visual 3.37 | MAC Systems play a critical role in communication and resource coordination. | |
| | Authorizations for EOC activation should be included in the EOP and supported by directives and policy. Who is authorized Under whose authority When | |
| | Request external assistance sooner, rather than later. Keep the State in the loop. | |
| | Unit 3: Multiagency Coordination During an Incident | |
| Visual Descript | ion: Unit Summary (1 of 2) | |

Visual Description: Unit Summary (1 of 2)

Instructor Notes

Summarize this unit by making the following points:

- The jurisdiction's Multiagency Coordination System plays a critical role in communication and resource coordination for on-scene management. Because of this role, it is vital that the EOC and other MAC Entities be activated as soon as it becomes clear that the incident is expanding beyond the IC's legal authority or beyond jurisdictional boundaries.
- Authorizations for EOC activation should be clearly stated in the EOP and supported by directives and policy.
- When external assistance is required, requests should be made sooner, rather than later to
 ensure that the resources are available when needed. Procedures for when and how to
 request assistance should be documented in the EOP and, regardless of the procedures
 agreed to, the State should be kept informed of resources requested and their status.



Visual Description: Unit Summary (2 of 2)

Instructor Notes

Continue summarizing the unit's key points:

- Plans should include contingencies for extended operations to ensure that staffing needs are met while allowing time for rest, breaks, and a few hours away from the EOC.
- Regardless of how well planned Multiagency Coordination System operations are, issues will arise. These issues can be resolved better and more quickly if decision-makers are located at the EOC where they can discuss issues and solutions rapidly. To keep decisionmakers at the EOC, jurisdictions should ensure that all key personnel have access to communication and information that they would have if they were in their DEOCs or at the scene.
- The Multiagency Coordination System should be deactivated when:
 - Resources at the scene are being deactivated, and there is no longer a need for higher level coordination.
 - The incident scene is clearly under control. No additional external resources will be required.
 - A Unified Command reverts to Single Command.
 - Incident support can be provided without adversely affecting dispatch operations.

Ask if anyone has any questions about anything covered in this unit.

| Unit 3 | Multiagency Coordination During an Incident |
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Notes: