

**INCIDENT COMMAND SYSTEM
NATIONAL TRAINING CURRICULUM**

**MODULE 17
ICS FOR EXECUTIVES**

October 1994

INSTRUCTOR GUIDE

PREFACE

This module is one of seventeen modules which comprise the Incident Command System (ICS) National Training Curriculum. The entire curriculum has been developed by an interagency steering group and a contract consultant. The curriculum was sponsored by the National Wildfire Coordinating Group, and development was directed and supported by the National Interagency Fire Center, Division of Training. The Steering Group was represented by several application areas (Search & Rescue, Law Enforcement, Structural Fire, Wildfire, etc.) which guided the work of the contractor in the development of this package.

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IT IS ESSENTIAL THAT INSTRUCTORS OF THIS MODULE READ THE INFORMATION CONTAINED IN THE **INSTRUCTOR CURRICULUM GUIDE AND MEET THE QUALIFICATIONS DESCRIBED THEREIN.**

Detailed Lesson Outline

- COURSE:** Module 17 - ICS for Executives
- SUGGESTED TIME:** 2 Hours
- TRAINING AIDS:** Overhead projector, overhead pens, reference text
- SUBJECT:** Module 17 is an ICS orientation for executives, administrators, and policy makers. It provides a basic understanding of ICS, unified and area command, and multi-agency coordination to those persons responsible for establishing or implementing policy, but who normally are not a part of the on-scene ICS organization. The module also discusses responsibilities and information transfer between Executives and Incident Commanders.
- OBJECTIVES:**
1. Define the role of an Executive relative to the Incident Command System.
 2. Describe the various ways ICS can be applied.
 3. Describe the basic organization of ICS and know the functional responsibilities of the Command and General Staffs.
 4. Have basic familiarity with ICS terminology.
 5. Understand the differences between on-incident ICS organizations and activities, and the activities accomplished by Emergency Operations Centers (EOCs), Area Commands, and Multi-agency Coordination Systems (MACS).
 6. Describe the three major responsibilities of an Executive as related to an incident.
 7. Explain the administrative, logistical, financial, and reporting implications of large incident operations.

OUTLINE	AIDS & CUES
REVIEW SUBJECTS TO BE COVERED.	17-01-I402-VG
REVIEW INSTRUCTIONAL OBJECTIVES.	17-02-I402-VG
<p data-bbox="191 478 857 520">I. The Incident Command System (ICS)</p> <p data-bbox="289 552 1149 751">The ICS is a management system used on any kind or size of an incident. It can also be used as a management system for planned non-emergency events. Listed below are some of the kinds of incidents and events that may be managed through ICS:</p> <p data-bbox="191 793 1149 961">DEPENDING UPON THE SITUATION AND BACKGROUND OF THE EXECUTIVE, YOU MAY WANT TO GIVE SOME EXAMPLES OF ICS APPLICATION IN THEIR AREA.</p>	<p data-bbox="1149 436 1430 478">Page 1 of 2</p> <p data-bbox="1149 478 1430 520">Page 2 of 2</p>
<ul style="list-style-type: none"> <li data-bbox="289 993 1084 1035">• Fires, HAZMAT, and multicasualty incidents. <li data-bbox="289 1077 1019 1140">• Single and multi-agency law enforcement incident. <li data-bbox="289 1182 1052 1266">• Multijurisdiction and multi-agency disaster responses. <li data-bbox="289 1308 808 1350">• Search and rescue missions. <li data-bbox="289 1392 1019 1434">• Oil spill response and recovery incidents. <li data-bbox="289 1476 1019 1539">• Air, rail, water, or ground transportation accidents. <li data-bbox="289 1581 1036 1665">• Planned events, e.g., celebrations, parades, concerts. <li data-bbox="289 1707 987 1780">• Private sector emergency response and management programs. 	17-03-I402-VG

OUTLINE	AIDS & CUES
<p>II. Components of ICS</p> <p>IT WILL BE HELPFUL TO LEAVE A COPY OF THE CURRICULUM GLOSSARY WITH THE EXECUTIVE.</p>	
<p>A. Common Terminology</p> <p>As the Executive, it is important to understand a few of the basic terms associated with ICS. The use of common terminology is a basic feature of ICS. Common terminology is applied to:</p> <ul style="list-style-type: none"> • Organizational elements • Position titles • Resources • Facilities <ol style="list-style-type: none"> 1. Organization - In looking at the overall organization chart, you can see that there is a consistent pattern for designating <u>each level</u> of the organization (e.g., sections, branches, divisions, etc.). Note that units are found in all sections except Operations. 2. Position Titles - Regardless of rank or title within an agency, those charged with management or leadership responsibility in ICS are referred to by position title such as Officer, Chief, Director, Supervisor, etc. These titles correspond to each organization level. For example, Sections have Chiefs, Branches have Directors, etc. 3. Resources - In some application areas, e.g., fire, and search and rescue, etc., common designations or names are assigned to agency resources. Many kinds of 	<p>17-04-I402-VG</p>

OUTLINE	AIDS & CUES
<p>resources may also be classified by type, which will indicate their size and/or capabilities.</p> <p>4. Facilities - Several incident facilities, each with its own specific function, have been designated for use in ICS. The facilities commonly used are:</p> <ul style="list-style-type: none"> • Incident Command Post • Base • Staging Areas • Helibase • Helispots • Camps <p>Definitions for these facilities are available in the curriculum glossary. Your primary involvement as the Executive will be with the Incident Commander at the Incident Command Post. Some facilities, such as staging areas, helispots, and camps, may have several locations at an incident depending on need.</p>	
<p>B. Incident Action Plan</p> <p>Every incident, large or small, requires some form of an Incident Action Plan. For most incidents which are small, the Incident Action Plan is developed by the Incident Commander and verbally passed to subordinates and assigned resources.</p> <p>As incidents grow in size or complexity, and/or as other agencies and resources are added, it is important to document vital information pertaining to the plan of action for the incident.</p>	<p>17-05-I402-VG</p>

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<p>On large incidents, preparation of a written Incident Action Plan is accomplished within the Planning Section. The Incident Commander will first establish the objectives and strategy, based on needs of the incident and the policy, guidance and direction of the Agency Executive.</p> <p>The Incident Commander will hold a planning meeting involving at a minimum, the general and command staffs. The planning meeting is key to developing an effective incident action plan.</p> <p>C. Operational Periods</p> <p>The Operational Period is the period of time scheduled for completion of a given set of actions called for in the Incident Action Plan. The length of the period is determined by the Incident Commander, and may be as short as one hour or as long as 24 hours.</p>	
<p>III. Issues of Concern to Executives</p> <p>There are at least three issues which concern Executives relative to their responsibilities and roles at incidents.</p> <p>A. What are the implications of an incident to my organization and to myself?</p> <p>Any incident can have a mix of political, economic, social, environmental, and cost implications with potentially serious long-term effects. Also, more and more incidents are multi-agency and/or multijurisdictional.</p> <p>ICS, as a <u>management system</u>, helps to mitigate the risks by providing accurate information, strict accountability, planning, and cost-effective operations and logistical support for any</p>	<p>17-06-I402-VG</p>

OUTLINE	AIDS & CUES
<p>incident. By your support to planning, preparedness, and training activities, the potential implications can be minimized.</p> <p>B. How do I maintain control when incidents occur?</p> <p>As the Executive, you establish the policy, and provide guidelines on priorities, objectives and constraints to a qualified Incident Commander. In many agencies this is done by as a matter of policy through a written delegation of authority to your designated Incident Commander.</p> <p>This module contains checklists and guidelines to assist you in the interactions with the Incident Commander. Remember that more and more incidents are becoming multijurisdictional. You need to know how Unified Command at the incident and interagency (regional) Multi-agency Coordination Systems work to ensure cooperative response efforts.</p> <p>C. Where do I fit in the incident management process?</p> <p>ICS has a hierarchy of command. Once you have clearly articulated the policy you wish followed, and delegated certain authorities, the Incident Commander who reports to you will have the necessary authority and guidance to manage the incident.</p> <p>The Incident Commander is the primary person in charge at the incident. In addition to managing the incident scene, he or she is trained to keep you informed and up-to-date on all important matters pertaining to the incident.</p> <p>Your task is to ensure that you are informed and that your Incident Commander is functioning in a</p>	

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<p>responsible manner. This module provides you with the necessary background and checklists to evaluate the effectiveness of your Incident Commander.</p>	
<p>IV. Role of the Executive</p>	
<p>The Executive is the administrator, chief executive officer, or designee of the agency or political subdivision that has responsibility for the incident. The title also includes Executives from the private sector. Executive and agency administrator are synonymous terms as used in this curriculum.</p>	17-07-I402-VG
<p>In ICS, the Executive establishes policy, direction, and allocates authority to the Incident Commander.</p>	
<p>Generally, the Executive is not at the scene of the incident, but must have the ability to communicate and meet with the Incident Commander as necessary. Depending on the nature of the incident or level of the overall emergency, the Executive could function from the following locations:</p> <ul style="list-style-type: none"> • The agency or jurisdiction offices. • An Emergency Operations Center (EOC). • A Multi-agency Coordination Group (either as a functional agency representative, or representing a political subdivision). 	17-08-I402-VG
<p>V. ICS Organization</p>	
<p>A. Management Functions</p> <p>Every incident or event has certain primary management functions that must be performed. Even if the incident is very small and only one or</p>	

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<p>two people are involved, these activities will nevertheless be applicable in some degree. The Incident Command System is organized around five major <u>management</u> activities or functions:</p> <ul style="list-style-type: none"> • Command <p>Has overall responsibility at the incident or event. Determines objectives and establishes priorities based on the nature of the incident, available resources and agency policy.</p> • Operations <p>Develops the tactical organization and directs all resources to carry out the Incident Action Plan.</p> • Planning <p>Develops the Incident Action Plan to accomplish the objectives. Collects and evaluates information, and maintains status of assigned resources.</p> 	<p>17-09-I402-VG Page 1 of 2</p>
<ul style="list-style-type: none"> • Logistics <p>Provides resources and all other services needed to support the organization.</p> • Finance/Administration <p>Monitors costs related to the incident, provides accounting, procurement, time recording, cost analysis, and overall fiscal guidance.</p> 	<p>17-09-I402-VG Page 2 of 2</p>

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<p>These five major management activities are the foundation on which the ICS organization grows as needed. They will apply in varying degrees depending on whether it is a small routine emergency, a major response to a disaster, or for managing a planned event such as a parade.</p>	
<p>REFER STUDENTS TO THE FULL ICS ORGANIZATION CHART IN THE REFERENCE TEXT. USE IT AS A REFERENCE IN YOUR DISCUSSION WITH THE EXECUTIVE.</p>	<p>Reference Text p. 17-9</p>
<p>B. Management Positions</p> <p>On small incidents, the five major activities may be managed by a single individual who is called the Incident Commander or IC. Large incidents usually require each of these activities to be established as separate <u>sections</u> within the organization.</p> <p>Not all sections need to be established. The Incident Commander will make this decision based on the demands of the incident. Each of the primary ICS sections may be subdivided as needed.</p> <p>A basic operating guideline in ICS is that the person at the top of the organization is responsible for managing all functions until authority is delegated to another person. This applies at all levels within the organization. For example, the IC will perform all planning related activities until a Planning Section Chief and appropriate planning units and staffs have been established.</p> <p>On smaller incidents where additional staffing is not required, the Incident Commander may</p>	<p>17-10-I402-VG</p>

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<p>directly manage all aspects of the incident organization.</p> <p>ICS has complete internal flexibility. It can expand or contract to satisfy differing needs. This makes it a very effective and efficient management system.</p> <p>MAKE SURE THAT THE EXECUTIVE IS CLEAR ON THIS POINT. AVOID GIVING THE IMPRESSION THAT THE SYSTEM CAN ONLY BE USED EFFECTIVELY ON LARGE INCIDENTS OR THAT ALL OF THE ORGANIZATIONAL BOXES MUST BE FILLED.</p> <p>It is very important that the Executive provide the Incident Commander with clear authority, direction, and the support necessary to accomplish agency goals related to management of the incident or event. In some agencies and for some incidents the delegation of authority is required in writing.</p> <p>To help acquaint you with the ICS organization, we will briefly look at each of the major functional entities of the ICS organization, starting with the Incident Commander and the Command Staff.</p>	
<ol style="list-style-type: none"> 1. Incident Commander and the Command Staff <ol style="list-style-type: none"> a. Incident Commander <p>The Incident Commander is in charge of overall management of the incident and must be fully qualified to manage the incident. As incidents grow in size or complexity, a more highly qualified Incident</p> 	<p>17-11-I402-VG</p>

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<p>Commander may be assigned by the responsible jurisdiction or agency.</p> <p>Some agencies have pre-qualified (certified) Incident Commanders for various degrees of incident complexity.</p> <p>As the Executive, you are responsible for ensuring that an appropriately qualified Incident Commander has been designated for the incident. Some guidelines for you to follow in assessing the qualifications of an Incident Commander are offered at the end of this module.</p> <p>The Incident Commander may have one or more deputies from the same agency or <u>from other agencies or jurisdictions</u>. Since deputies may act as a relief for a supervisor, they must always be as qualified as the person for whom they work.</p> <p>Using qualified deputies from other agencies on multi-agency incidents can be a major advantage in the coordination of interagency resources and/or for subsequent transfer of command. The use of deputies from other agencies on interagency incidents is encouraged.</p> <p>Initially, assigning resources and overseeing tactical Operations will be the responsibility of the Incident Commander. As incidents grow, the</p>	

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<p>Incident Commander may delegate authority to others as required.</p> <p>The Incident Commander may assign personnel for both a Command Staff and a General Staff. The Command Staff provides Information, Safety and Liaison services <u>for the entire organization</u>. The General Staff is assigned major functional authority for Operations, Planning, Logistics and Finance/Administration.</p> <p>We will briefly look at each of these staff groups.</p> <p>b. Command Staff</p> <p>Depending on the size and type of an incident or event, it may be necessary to designate personnel to handle one or more of the Command Staff activities.</p> <p>Command Staff positions are titled Officers. Each of these positions may have one or more assistants as necessary. On large incidents or events, it is not uncommon for several assistants to work under a Command Staff officer.</p> <p>Information Officer - The Information Officer is the point of contact for the media, or for other organizations seeking general information directly from the incident or event. Although several agencies may assign personnel to an</p>	<p>17-12-I402-VG</p>

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<p>incident or event as information officers, there will only be <u>one</u> Incident Information Officer. Others will serve as assistants.</p> <p>The Executive must make clear to the Incident Commander the relationship between the information officer function at the incident, and any other information related activity conducted at the agency headquarters level.</p>	
<p>Safety Officer - This individual monitors safety conditions, ensures that compliance requirements are being met, and develops measures for assuring the safety of all assigned personnel.</p>	17-13-I402-VG
<p>Liaison Officer - On larger incidents or events, representatives from other agencies (called Agency Representatives) may be assigned to the incident to coordinate their agencies' involvement. The Liaison Officer is their primary contact.</p>	17-14-I402-VG
<p>2. The General Staff</p> <p>The four activities of Operating, Logistics, Planning, and Finance/Administration are performed by the General Staff.</p> <p>Each of the General Staff may have a deputy, or more than one if necessary. In large events, especially where multiple agencies or jurisdictions are involved, the use of deputies from other agencies greatly increases interagency coordination.</p>	17-15-I402-VG

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<p>At the General Staff or section level, the person in charge will be designated as a Chief. For example, in the Logistics Section, the person in charge will always be called the Logistics Section Chief.</p> <p>Within the ICS organization, there are a number of organizational elements which can be activated as necessary. Each of the major sections has the ability to expand internally to meet the needs of the situation.</p> <p>The Incident Commander may activate and deactivate organizational elements as required. Sections do not have to be activated before branches divisions or units. <u>Operational need is the primary factor in determining what is activated.</u> It is essential, however, that an effective span of control be maintained throughout the organization.</p>	
<p>THIS IS AS FAR INTO THE ORGANIZATION THAT WE WILL GO FOR EXECUTIVES. IF THEY ARE INTERESTED IN MORE INFORMATION, THEY MAY TAKE THE SELF-PACED MODULE 1.</p>	
<p>VI. Other Command and Coordination Structures Related to ICS</p>	
<p>REFER TO REFERENCE TEXT. REVIEW CONTENTS OF THIS TABLE COLUMN BY COLUMN. IF ADEQUATE, YOU MAY NOT NEED TO COVER ALL OF THE MATERIAL BELOW.</p>	<p>Reference Text p. 17-14 17-16-I402-VG</p>

OUTLINE**AIDS & CUES**

INCIDENT COMMAND SYSTEM	UNIFIED COMMAND	AREA COMMAND (UNIFIED AREA COMMAND)	MULTI-AGENCY COORDINATION SYSTEMS (MACS)	EMERGENCY OPERATIONS CENTER (EOC)
<p>The management system used to direct all operations at the incident scene. The Incident Commander (IC) is located at an Incident Command Post (ICP) at the incident scene.</p>	<p>An application of ICS used when there is more than one agency with incident jurisdiction. Agencies work together through their designated Incident Commanders at a single ICP to establish a common set of objectives and strategies, and a single Incident Action Plan.</p>	<p>Established as necessary to provide <u>command authority and coordination</u> for two or more incidents in close proximity. Area Command works directly with Incident Commanders. Area Command becomes Unified Area Command when incidents are multijurisdictional. Area Command may be established at an EOC facility or at some location other than an ICP.</p>	<p>An activity or a formal system used to <u>coordinate resources and support between agencies or jurisdictions</u>. A MAC Group functions within the MACS. MACS interact with agencies or jurisdictions, not with incidents. MACS are useful for regional situations. A MACS can be established at a jurisdictional EOC or at a separate facility.</p>	<p>Also called Expanded Dispatch, Emergency Command and Control Centers, etc. EOCs are used in varying 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 MACS activities as determined by agency or jurisdiction policy.</p>

There are several command and coordination structures designed to work with ICS. Understanding their purposes may help you as you work with them during an emergency.

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<p>A. Unified Command</p> <p>Unified Command is a process often used in <u>multi-agency or multijurisdiction incidents</u>. It includes establishing a common set of objectives and strategy for an incident without losing agency authority, responsibility or accountability.</p> <p>Many incidents will involve agencies from different political subdivisions or agencies with statutory jurisdiction. A hazardous materials incident is a good example where several local, state, and federal agencies may all have jurisdiction (a legal role). Unless they are coordinated in some manner, personnel safety, property loss, cost and public scrutiny could all become major problems.</p> <p>The ICS solution to this fact of life is the use of Unified Command. This is accompanied by having an integrated multi-agency organization, common objectives and a single Operations Section Chief who is responsible to the Unified Command for the implementation of the operations part of the Incident Action Plan.</p> <p>By bringing the respective agency/jurisdictional representatives (Incident Commanders) together at a single interagency incident command post, it is possible to identify the full range of incident objectives that must be accomplished, to agree on strategies, define each agency's role, and assure protection of agency autonomy.</p> <p>From this unified command process, a single incident action plan can be developed. A single Operations Section Chief (who may have deputies from other agencies as necessary) is then</p>	<p>17-17-I402-VG</p> <p>17-18-I402-VG</p>

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<p>assigned authority for implementing the action plan.</p> <p>To ensure a coordinated response, operational resources from all involved agencies are supervised by a single Operations Section. This is a key concept in the use of Unified Command. Under Unified Command, other agency personnel may also be integrated into Planning, Logistics and Finance/Administrative functions in any position.</p> <p>Accomplishing Unified Command requires advance planning, understanding and acceptance within the respective agencies. If it is not fully understood, it can cause confusion or be rejected. Once understood and applied, it is a highly desirable feature of ICS. Unified Command is also often better accepted by assisting agencies than the alternative of having a single Incident Commander from the largest or most dominant agency.</p> <p>As the Executive, it is important for you to remember in a Unified Command structure that your agency's Incident Commander who works for you <u>is also now a part of a unified management team</u>. This may entail some compromise and changes in priority.</p> <p>Your designated Incident Commander will be "on scene" and will have the best information on the actual situation. You should give the Incident Commander freedom to make priority and resource allocation decisions on-the-spot to accomplish the best, safest and most economical incident control.</p>	

OUTLINE	AIDS & CUES
<p>The more you know about how Unified Command functions, the better you can support your Incident Commander.</p> <p>B. Incident Complex</p> <p>When it is not feasible to maintain a separate and complete incident organization for each incident, an Incident Complex may be used.</p> <p>Several incidents in the same proximity can be managed under a single incident command system organization. In this case, each individual incident may be designated as a division or branch with its own tactical operation. A general rule to follow is to keep on-scene tactical management as close as possible to the incident.</p> <p>In this situation one incident command structure for the complex could manage three to seven separate incidents using good span of control guidelines.</p> <p>Overall command, planning, logistical, and administrative support to the Incident Complex would be accomplished under a single incident management structure.</p> <p>Incident Complexes are an appropriate structure to use in major emergencies such as earthquakes, floods, etc., where a geographical area may be assigned to a single incident command or a unified command.</p> <p>As the Executive, you need to ensure that an appropriately qualified Incident Commander is in charge of the Incident Complex. This may require transferring command to a more qualified individual as Incident complexes are established.</p>	<p>17-19-I402-VG</p>

OUTLINE	AIDS & CUES
<p data-bbox="285 310 1023 352">C. Area Command (Unified Area Command)</p> <p data-bbox="380 394 1133 1066">In some situations, an Area Command is established to help in the management of multiple incidents that are in close proximity to each other, and which may require the same critical resources. For example, two (or more) HAZMAT fire incidents. In this case, the Area Command (or a Unified Area Command) has the <u>authority and responsibility</u> to set priorities between incidents, and to allocate critical resources directly to these incidents based on the priorities. Area Command also has the responsibility to ensure that incidents are properly managed, objectives are met, and strategies followed. Area Command has been used successfully on major wildland fires and was used by a Federal agency on the Exxon Valdez Alaskan oil spill.</p> <p data-bbox="380 1108 1055 1224">The Area Command is usually established in general proximity to the incidents it is overseeing.</p> <p data-bbox="380 1266 1127 1581">Staff for an Area Command organization normally includes highly qualified individuals, trained in ICS in the relevant application area. The Executive would authorize the establishment of an Area Command, and would interact with the individual designated as the Area Commander. <u>The Executive would not be at the Area Command facility.</u></p> <p data-bbox="380 1623 1110 1738">The differences between an Area Command and Emergency Operations Centers (EOCs) as described below, are:</p> <ol data-bbox="380 1780 1094 1896" style="list-style-type: none"> 1. Usually in Area Command, the incidents involved are of the same kind. For example, two or more wildland fires in 	<p data-bbox="1169 310 1409 352">17-20-I402-VG</p>

OUTLINE	AIDS & CUES
<p>close proximity. Thus, the Area Command is established <u>by the agency with responsibility</u>, e.g., a county fire department. The County EOC if activated for this situation would interact with the county department(s) and not the Area Command.</p> <p>2. The Area Command deals directly with the Incident Commanders and has command authority over them. As stated above, the EOC normally interacts with the departments and not directly with Incidents. An Area Command could use a jurisdictional EOC facility if it was in close proximity to the assigned incidents.</p>	
<p>D. Emergency Operations Centers (EOCs)</p> <p>An EOC is a pre-designated facility established by a political subdivision or an agency to coordinate the overall response and support to an emergency.</p> <p>The jurisdiction Executive will activate the EOC at an appropriate time as specified in the Emergency Operations Plan. Partial or full activation is dependent upon the incident. The EOC will serve as headquarters during the emergency, and is the focal point for policy and related decision-making and jurisdictional resource allocation.</p> <p>There are some variations on how EOCs are used. This is often related to the size or complexity of the jurisdiction involved. In general, the EOC is the location within a political subdivision in which the elected or appointed representatives provide overall direction of the emergency.</p>	<p>17-21-I402-VG</p>

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<p>This can be done in several ways. Usually, the EOC establishes policy and priorities, and provides the functional departments within the jurisdiction the guidance and direction they need to manage their department operations. The EOC may coordinate the allocation of critical resources between departments.</p> <p>In a major emergency several departments may simultaneously exercise incident command responsibility and designate Incident Commanders to handle fire, law enforcement, and public works incidents. Other departments may also have personnel and resources assisting at one or more incidents. Others may only provide logistical or administrative support.</p> <p>When the jurisdictional EOC is activated, the line of authority is most often:</p> <ul style="list-style-type: none"> • Political Authority <ul style="list-style-type: none"> • EOC Director <ul style="list-style-type: none"> • Department Managers <ul style="list-style-type: none"> • On-scene Incident Commanders <ul style="list-style-type: none"> • Assigned Resources 	<p>17-22-I402-VG</p>
<p>E. Multi-agency Coordination System (MACS) and MAC Groups</p> <p>A MACS is established to ensure effective <u>interagency and/or regional</u> coordination at the time of an emergency.</p> <p>If all agencies involved in the emergency were from the same political subdivision; the emergency was confined to that subdivision; and if that jurisdiction's EOC was activated, then the EOC would perform any required coordination functions and there would be no need to establish a separate MACS operation.</p>	<p>17-23-I402-VG</p>

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<p>However, in many emergencies, agencies have statutory responsibilities at incidents which extend beyond political jurisdictional boundaries. Also, many larger emergencies will involve two or more political subdivisions. In these cases, it may be essential to establish a multi-agency coordination activity to assist in the coordination efforts <u>on an area or regional basis</u>.</p> <p>When an interagency regional MACS is established, and jurisdiction EOCs are also activated, the primary interaction will be from the MACS to the jurisdiction EOCs.</p> <p>Jurisdictional representatives in a MACS are called a MAC Group. You must ensure that your representative to the group has the authority to speak and make commitments for your jurisdiction on issues related to interagency coordination.</p>	<p>17-24-I402-VG</p>
<p>VII. Executive Responsibilities</p> <p>As the Executive, you have delegated to the Incident Commander the responsibility for effective management of the incident. Some agencies may require that the delegation of authority from you to your Incident Commander be in writing.</p> <p>The process by which this is done involves several important steps which are closely linked.</p>	<p>17-25-I402-VG</p>

OUTLINE		AIDS & CUES
Activity	Responsibility	
Agency policy, direction, and support	Executive	
Incident objectives	Incident Commander	
Strategy or strategies to achieve objectives	Incident Commander	
Tactical direction	Operations Section Chief in support of the IC's objectives	
<ul style="list-style-type: none"> • Designation of tactics appropriate to the strategy • Selection of resources appropriate for the tactics • Assignment of resources • Performance monitoring 		17-26-I402-VG
<p>Three of the most important responsibilities of an Executive are:</p> <ul style="list-style-type: none"> • Clearly state the agency or jurisdiction's policy. • Evaluate effectiveness and correct deficiencies. • Support a multi-agency approach. <p>A. Articulate Agency/Jurisdiction Policy</p> <p>In order for the Incident Commander to develop the incident objectives and determine the appropriate strategy, the IC must be well informed and clear on agency policy and, most importantly, on <u>your interpretation</u> of that policy.</p>		17-27-I402-VG

OUTLINE	AIDS & CUES
<p>As the Executive, you must clearly communicate to the Incident Commander <u>your</u> views on the following items. As time and agency policy dictate, these considerations should be documented and provided to the Incident Commander, preferably through a formal delegation of authority.</p> <ol style="list-style-type: none"> 1. Legal and policy restraints and/or freedoms 2. Limitations on authority 3. Political and social concerns 4. Environmental issues 5. Cost considerations 	<p>17-28-I402-VG</p>
<p>All of these will affect the development of incident objectives and strategy.</p> <p>A meeting should be held between the Executive and the Incident Commander. Discussion items should include, but not be limited to, the following:</p> <ol style="list-style-type: none"> 1. The general situation. 2. Current jurisdictional authority over the incident(s). 3. Executive's goals, priorities, and expectations. 4. Important policies, political factors, or other constraints. (See above list.) 	<p>17-29-I402-VG</p>

OUTLINE	AIDS & CUES
<ol style="list-style-type: none"> 5. Status of communications systems between the incident and agency/jurisdictional headquarters. 6. Policy on interacting with the media. 7. Schedules for required briefings and meetings. 	
<p data-bbox="285 667 993 743">B. Evaluating Effectiveness and Correcting Deficiencies</p> <p data-bbox="380 789 1065 982">As the Executive, you are responsible for evaluating the effectiveness of the Incident Commander. The following will help you to monitor the effectiveness of the Incident Commander.</p> <p data-bbox="380 1029 889 1062">The Incident Commander should:</p> <ul style="list-style-type: none"> • Understand agency policy and direction. • Be proactive. • Have a good match between objectives and strategies. • Staff the organization to meet the workloads. • Monitor span of control and adapt as necessary. • Utilize deputies when appropriate. • Integrate other agency personnel in appropriate locations. • Focus on organizational effectiveness. • Delegate authority to Command and General Staffs. • Identify problem areas and work to overcome them. 	<p data-bbox="1166 1029 1406 1104">17-30-I402-VG Page 1 of 2</p> <p data-bbox="1166 1428 1406 1503">17-30-I402-VG Page 2 of 2</p>
<p data-bbox="380 1785 1081 1896">In a Unified Command situation, the criteria for your agency Incident Commander is more focused on the following actions:</p>	<p data-bbox="1166 1785 1406 1818">17-31-I402-VG</p>

OUTLINE	AIDS & CUES
<ul style="list-style-type: none"> • Should be located at the ICP working with other agency ICs. • Knows agency policy and priorities; translates these into acceptable objectives. • Identifies policy differences between groups involved and works cooperatively to resolve them. • Actively participates in the planning process toward a single Incident Action Plan. 	
<p>C. Support a Multi-agency Approach</p> <p>As more and more incidents take on a multi-agency aspect, planning for a multi-agency approach to incident management becomes increasingly important. The Executive, must recognize this and plan for it prior to the incident. This will create a more effective emergency management organization. Ways to promote multi-agency involvement are:</p> <ol style="list-style-type: none"> 1. Planning conferences and agreements <p>It has been proven that when agencies meet and plan for joint operations the results are far more effective than ad-hoc arrangements done at the time of an emergency. Periodically, conferences should be held to discuss mutual emergency management problems, roles and limitations, resource sharing, communications, etc. Where possible, agreements to work together should be documented.</p>	<p>17-32-I402-VG</p>

OUTLINE	AIDS & CUES
<p>2. Involvement of other personnel</p> <p>By bringing other agency personnel into the agency/jurisdiction ICS organization as deputies, agency representatives or supervisors, a stronger and more balanced response organization may be formed. Doing this will require interagency agreements, qualifications and training.</p> <p>3. Promoting the use of Unified Command</p> <p>The Unified Command structure as described above ensures that all agencies with responsibility at the incident are part of the incident organization at the highest level. By planning for such involvement, the organizational framework will already be established when it is needed.</p> <p>4. Joint training</p> <p>Joint courses and training exercises serve useful purposes. They bring people together on an interagency basis prior to an emergency. Establishing familiarity with names and faces is done in advance of the incident. Also, joint training provides an appropriate forum for discussions, issue resolution, etc. The time invested in multi-agency training will provide great benefits.</p> <p>5. Incident evaluations</p> <p>After all major incidents, some form of evaluation should take place. Whenever possible, this should be done in an interagency environment. If these evaluations are frank and candid, much can</p>	

OUTLINE	AIDS & CUES
<p>be gained about future needs. You should actively support recommendations reached during these evaluations.</p>	
<p>VIII. Other Sources of Information</p>	<p>17-33-I402-VG</p>
<p>If you are interested in learning more about ICS, you may want to obtain one or more of the following companion documents:</p> <ul style="list-style-type: none"> • Module 1 - ICS Orientation (self-paced study) • History of ICS • ICS Glossary • Curriculum Syllabus and/or Syllabus Summary <p>You may also attend any or all of the ICS National Training Curriculum module presentations described in the Syllabus Summary.</p>	
<p>THIS COMPLETES INSTRUCTIONAL MATERIAL.</p>	

**INCIDENT COMMAND SYSTEM
NATIONAL TRAINING CURRICULUM**

**MODULE 17
ICS FOR EXECUTIVES**

October 1994

REFERENCE TEXT

PREFACE

This module is one of seventeen modules which comprise the Incident Command System (ICS) National Training Curriculum. The entire curriculum has been developed by an interagency steering group and a contract consultant. The curriculum was sponsored by the National Wildfire Coordinating Group, and development was directed and supported by the National Interagency Fire Center, Division of Training. The Steering Group was represented by several application areas (Search & Rescue, Law Enforcement, Structural Fire, Wildfire, etc.) which guided the work of the contractor in the development of this package.

The Steering Group was:

David P. Anderson - USDA, Forest Service
Mike Colgan - Orange County Fire Department
Dave Engle - USDI, Bureau of Land Management
Dan Francis - California Department of Forestry
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The Contract Consultant was:

The Terence Haney Company
Woodland Hills, California

Module 17 is an ICS orientation for executives, administrators, and policy makers. It provides a basic understanding of ICS, unified and area command, and multi-agency coordination to those persons responsible for establishing or implementing policy, but who normally are not a part of the on-scene ICS organization. The module also discusses responsibilities and information transfer between Executives and Incident Commanders.

Objectives:

1. Define the role of an Executive relative to the Incident Command System.
2. Describe the various ways ICS can be applied.
3. Describe the basic organization of ICS and know the functional responsibilities of the Command and General Staffs.
4. Have basic familiarity with ICS terminology.
5. Understand the differences between on-incident ICS organizations and activities, and the activities accomplished by Emergency Operations Centers (EOCs), Area Commands, and Multi-agency Coordination Systems (MACS).
6. Describe the three major responsibilities of an Executive as related to an incident.
7. Explain the administrative, logistical, financial, and reporting implications of large incident operations.

I. The Incident Command System (ICS)

The ICS is a management system used on any kind or size of an incident. It can also be used as a management system for planned non-emergency events. Listed below are some of the kinds of incidents and events that may be managed through ICS:

- Fires, HAZMAT, and multicasualty incidents.
- Single and multi-agency law enforcement incident.
- Multijurisdiction and multi-agency disaster responses.
- Search and rescue missions.
- Oil spill response and recovery incidents.
- Air, rail, water, or ground transportation accidents.
- Planned events, e.g., celebrations, parades, concerts.
- Private sector emergency response and management programs.

II. Components of ICS

A. Common Terminology

As the Executive, it is important to understand a few of the basic terms associated with ICS. The use of common terminology is a basic feature of ICS. Common terminology is applied to:

- Organizational elements
- Position titles
- Resources
- Facilities

1. Organization - In looking at the overall organization chart, you can see that there is a consistent pattern for designating each level of the organization (e.g., sections, branches, divisions, etc.). Note that units are found in all sections except Operations.
2. Position Titles - Regardless of rank or title within an agency, those charged with management or leadership responsibility in ICS are referred to by position title such as Officer, Chief, Director, Supervisor, etc. These titles correspond to each organization level. For example, Sections have Chiefs, Branches have Directors, etc.
3. Resources - In some application areas, e.g., fire, and search and rescue, etc., common designations or names are assigned to agency resources. Many kinds of resources may also be classified by type, which will indicate their size and/or capabilities.
4. Facilities - Several incident facilities, each with its own specific function, have been designated for use in ICS. The facilities commonly used are:
 - Incident Command Post
 - Base
 - Staging Areas
 - Helibase
 - Helispots
 - Camps

Definitions for these facilities are available in the curriculum glossary. Your primary involvement as the Executive will be with the Incident Commander at the Incident Command Post. Some facilities, such as staging areas, helispots, and camps, may

have several locations at an incident depending on need.

B. Incident Action Plan

Every incident, large or small, requires some form of an Incident Action Plan. For most incidents which are small, the Incident Action Plan is developed by the Incident Commander and verbally passed to subordinates and assigned resources.

As incidents grow in size or complexity, and/or as other agencies and resources are added, it is important to document vital information pertaining to the plan of action for the incident.

On large incidents, preparation of a written Incident Action Plan is accomplished within the Planning Section. The Incident Commander will first establish the objectives and strategy, based on needs of the incident and the policy, guidance and direction of the Agency Executive.

The Incident Commander will hold a planning meeting involving at a minimum, the general and command staffs. The planning meeting is key to developing an effective incident action plan.

C. Operational Periods

The Operational Period is the period of time scheduled for completion of a given set of actions called for in the Incident Action Plan. The length of the period is determined by the Incident Commander, and may be as short as one hour or as long as 24 hours.

III. Issues of Concern to Executives

There are at least three issues which concern Executives relative to their responsibilities and roles at incidents.

- A. What are the implications of an incident to my organization and to myself?

Any incident can have a mix of political, economic, social, environmental, and cost implications with potentially serious long-term effects. Also, more and more incidents are multi-agency and/or multijurisdictional.

ICS, as a management system, helps to mitigate the risks by providing accurate information, strict accountability, planning, and cost-effective operations and logistical support for any incident. By your support to planning, preparedness, and training activities, the potential implications can be minimized.

- B. How do I maintain control when incidents occur?

As the Executive, you establish the policy, and provide guidelines on priorities, objectives, and constraints to a qualified Incident Commander. In many agencies this is done by as a matter of policy through a written delegation of authority to your designated Incident Commander.

This module contains checklists and guidelines to assist you in the interactions with the Incident Commander. Remember that more and more incidents are becoming multijurisdictional. You need to know how Unified Command at the incident and interagency (regional) Multi-agency Coordination Systems work to ensure cooperative response efforts.

C. Where do I fit in the incident management process?

ICS has a hierarchy of command. Once you have clearly articulated the policy you wish followed, and delegated certain authorities, the Incident Commander who reports to you will have the necessary authority and guidance to manage the incident.

The Incident Commander is the primary person in charge at the incident. In addition to managing the incident scene, he or she is trained to keep you informed and up-to-date on all important matters pertaining to the incident.

Your task is to ensure that you are informed and that your Incident Commander is functioning in a responsible manner. This module provides you with the necessary background and checklists to evaluate the effectiveness of your Incident Commander.

IV. Role of the Executive

The Executive is the administrator, chief executive officer, or designee of the agency or political subdivision that has responsibility for the incident. The title also includes Executives from the private sector. Executive and agency administrator are synonymous terms as used in this curriculum.

In ICS, the Executive establishes policy, direction, and allocates authority to the Incident Commander.

Generally, the Executive is not at the scene of the incident, but must have the ability to communicate and meet with the Incident Commander as necessary. Depending on the nature of the incident or level of the overall emergency, the Executive could function from the following locations:

- The agency or jurisdiction offices.
- An Emergency Operations Center (EOC).
- A Multi-agency Coordination Group (either as a functional agency representative, or representing a political subdivision).

V. ICS Organization

A. Management Functions

Every incident or event has certain primary management functions that must be performed. Even if the incident is very small and only one or two people are involved, these activities will nevertheless be applicable in some degree. The Incident Command System is organized around five major management activities or functions:

- Command

Has overall responsibility at the incident or event. Determines objectives and establishes priorities based on the nature of the incident, available resources and agency policy.

- Operations

Develops the tactical organization and directs all resources to carry out the Incident Action Plan.

- Planning

Develops the Incident Action Plan to accomplish the objectives. Collects and evaluates information, and maintains status of assigned resources.

- Logistics

Provides resources and all other services needed to support the organization.

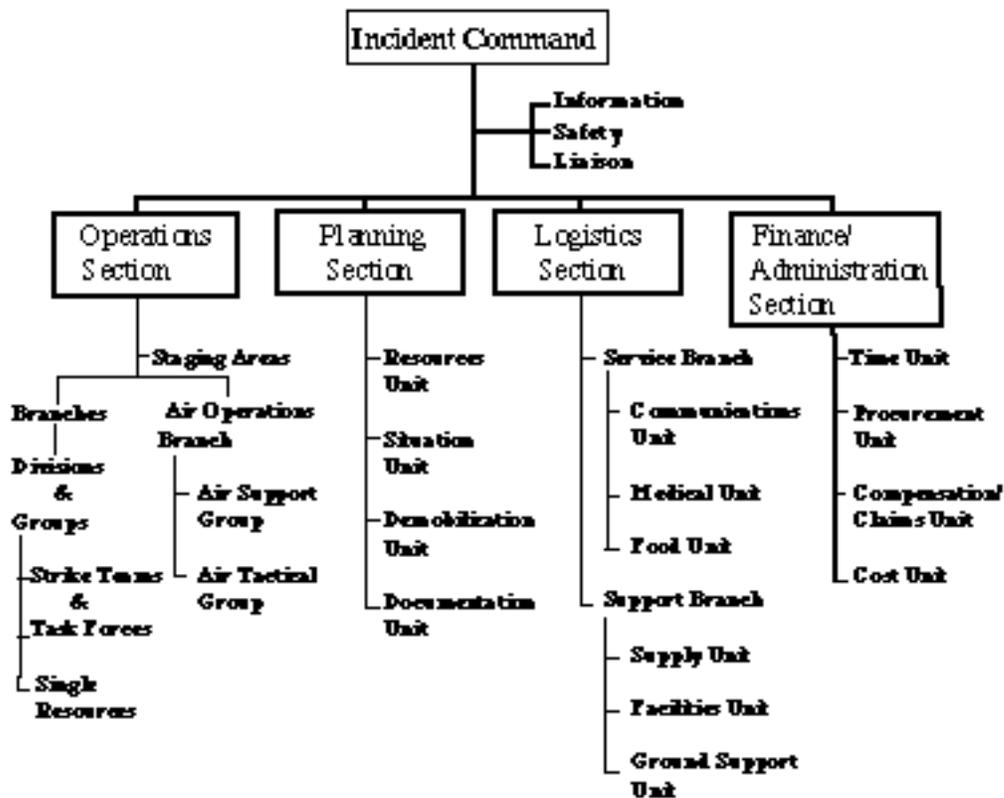
- Finance/Administration

Monitors costs related to the incident, provides accounting, procurement, time recording, cost analysis, and overall fiscal guidance.

These five major management activities are the foundation on which the ICS organization grows as needed. They will apply in varying degrees depending on whether it is a small routine emergency, a major response to a disaster, or for managing a planned event such as a parade.

INCIDENT COMMAND SYSTEM

MAJOR ORGANIZATIONAL ELEMENTS



B. Management Positions

On small incidents, the five major activities may be managed by a single individual who is called the Incident Commander or IC. Large incidents usually require each of these activities to be established as separate sections within the organization.

Not all sections need to be established. The Incident Commander will make this decision based on the demands of the incident. Each of the primary ICS sections may be subdivided as needed.

A basic operating guideline in ICS is that the person at the top of the organization is responsible for managing all functions until authority is delegated to another person. This applies at all levels within the organization. For example, the IC will perform all planning related activities until a Planning Section Chief and appropriate planning units and staffs have been established.

On smaller incidents where additional staffing is not required, the Incident Commander may directly manage all aspects of the incident organization.

ICS has complete internal flexibility. It can expand or contract to satisfy differing needs. This makes it a very effective and efficient management system.

It is very important that the Executive provide the Incident Commander with clear authority, direction, and the support necessary to accomplish agency goals related to management of the incident or event. In some agencies and for some incidents the delegation of authority is required in writing.

To help acquaint you with the ICS organization, we will briefly look at each of the major functional entities of the ICS organization, starting with the Incident Commander and the Command Staff.

1. Incident Commander and the Command Staff

a. Incident Commander

The Incident Commander is in charge of overall management of the incident and must be fully qualified to manage the incident. As incidents grow in size or complexity, a more highly qualified Incident Commander may be assigned by the responsible jurisdiction or agency.

Some agencies have pre-qualified (certified) Incident Commanders for various degrees of incident complexity.

As the Executive, you are responsible for ensuring that an appropriately qualified Incident Commander has been designated for the incident. Some guidelines for you to follow in assessing the qualifications of an Incident Commander are offered at the end of this module.

The Incident Commander may have one or more deputies from the same agency or from other agencies or jurisdictions. Since deputies may act as a relief for a supervisor, they must always be as qualified as the person for whom they work.

Using qualified deputies from other agencies on multi-agency incidents can be a major advantage in the coordination of interagency resources and/or for subsequent transfer of command. The use of deputies from other agencies on interagency incidents is encouraged.

Initially, assigning resources and overseeing tactical Operations will be the responsibility of the Incident Commander. As incidents grow, the Incident Commander may delegate authority to others as required. The Incident Commander may assign personnel for both a Command Staff and a General Staff. The Command Staff provides Information, Safety and Liaison services for the entire organization. The General Staff is assigned major functional authority for Operations, Planning, Logistics and Finance/Administration.

We will briefly look at each of these staff groups.

b. Command Staff

Depending on the size and type of an incident or event, it may be necessary to designate personnel to handle one or more of the Command Staff activities.

Command Staff positions are titled Officers. Each of these positions may have one or more assistants as necessary. On large incidents or events, it is not uncommon for several assistants to work under a Command Staff officer.

Information Officer - The Information Officer is the point of contact for the media, or for other organizations seeking general information directly from the incident or event. Although several

agencies may assign personnel to an incident or event as information officers, there will only be one Incident Information Officer. Others will serve as assistants.

The Executive must make clear to the Incident Commander the relationship between the information officer function at the incident, and any other information related activity conducted at the agency headquarters level.

Safety Officer - This individual monitors safety conditions, ensures that compliance requirements are being met, and develops measures for assuring the safety of all assigned personnel.

Liaison Officer - On larger incidents or events, representatives from other agencies (called Agency Representatives) may be assigned to the incident to coordinate their agencies' involvement. The Liaison Officer is their primary contact.

2. The General Staff

The four activities of Operating, Logistics, Planning, and Finance/Administration are performed by the General Staff.

Each of the General Staff may have a deputy, or more than one if necessary. In large events, especially where multiple agencies or jurisdictions are involved, the use of deputies from other agencies greatly increases interagency coordination.

At the General Staff or section level, the person in charge will be designated as a Chief. For example, in the Logistics Section, the person in charge will always be called the Logistics Section Chief.

Within the ICS organization, there are a number of organizational elements which can be activated as necessary. Each of the major sections has the ability to expand internally to meet the needs of the situation.

The Incident Commander may activate and deactivate organizational elements as required. Sections do not have to be activated before branches divisions or units. Operational need is the primary factor in determining what is activated. It is essential, however, that an effective span of control be maintained throughout the organization.

VI. Other Command and Coordination Structures Related to ICS

INCIDENT COMMAND SYSTEM	UNIFIED COMMAND	AREA COMMAND (UNIFIED AREA COMMAND)	MULTI-AGENCY COORDINATION SYSTEMS (MACS)	EMERGENCY OPERATIONS CENTER (EOC)
<p>The management system used to direct all operations at the incident scene. The Incident Commander (IC) is located at an Incident Command Post (ICP) at the incident scene.</p>	<p>An application of ICS used when there is more than one agency with incident jurisdiction. Agencies work together through their designated Incident Commanders at a single ICP to establish a common set of objectives and strategies, and a single Incident Action Plan.</p>	<p>Established as necessary to provide <u>command authority</u> and coordination for two or more incidents in close proximity. Area Command works directly with Incident Commanders. Area Command becomes Unified Area Command when incidents are multijurisdictional. Area Command may be established at an EOC facility or at some location other than an ICP.</p>	<p>An activity or a formal system used to <u>coordinate resources and support between agencies or jurisdictions</u>. A MAC Group functions within the MACS. MACS interact with agencies or jurisdictions, not with incidents. MACS are useful for regional situations. A MACS can be established at a jurisdictional EOC or at a separate facility.</p>	<p>Also called Expanded Dispatch, Emergency Command and Control Centers, etc. EOCs are used in varying 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 MACS activities as determined by agency or jurisdiction policy.</p>

There are several command and coordination structures designed to work with ICS. Understanding their purposes may help you as you work with them during an emergency.

A. Unified Command

Unified Command is a process often used in multi-agency or multijurisdiction incidents. It includes establishing a common set of objectives and strategy for an incident without losing agency authority, responsibility or accountability.

Many incidents will involve agencies from different political sub-divisions or agencies with statutory jurisdiction. A hazardous materials incident is a good example where several local, state, and federal agencies may all have jurisdiction (a legal role). Unless they are coordinated in some manner, personnel safety, property loss, cost and public scrutiny could all become major problems.

The ICS solution to this fact of life is the use of Unified Command. This is accompanied by having an integrated multi-agency organization, common objectives and a single Operations Section Chief who is responsible to the Unified Command for the implementation of the operations part of the Incident Action Plan.

By bringing the respective agency/jurisdictional representatives (Incident Commanders) together at a single interagency incident command post, it is possible to identify the full range of incident objectives that must be accomplished, to agree on strategies, define each agency's role, and assure protection of agency autonomy.

From this unified command process, a single incident action plan can be developed. A single Operations Section Chief (who may have deputies from other agencies as necessary) is then assigned authority for implementing the action plan.

To ensure a coordinated response, operational resources from all involved agencies are supervised by a single Operations Section. This is a key concept in the use of Unified Command. Under Unified Command, other agency personnel may also be integrated into Planning, Logistics and Finance/Administrative functions in any position.

Accomplishing Unified Command requires advance planning, understanding and acceptance within the respective agencies. If it is not fully understood, it can cause confusion or be rejected. Once understood and applied, it is a highly desirable feature of ICS. Unified Command is also often better accepted by assisting agencies than the alternative of having a single Incident Commander from the largest or most dominant agency.

As the Executive, it is important for you to remember in a Unified Command structure that your agency's Incident Commander who works for you is also now a part of a unified management team. This may entail some compromise and changes in priority.

Your designated Incident Commander will be "on scene" and will have the best information on the actual situation. You should give the Incident Commander freedom to make priority and resource allocation decisions on-the-spot to accomplish the best, safest and most economical incident control.

The more you know about how Unified Command functions, the better you can support your Incident Commander.

B. Incident Complex

When it is not feasible to maintain a separate and complete incident organization for each incident, an Incident Complex may be used.

Several incidents in the same proximity can be managed under a single incident command system organization. In this case, each individual incident may be designated as a division or branch with its own tactical operation. A general rule to

follow is to keep on-scene tactical management as close as possible to the incident.

In this situation one incident command structure for the complex could manage three to seven separate incidents using good span-of-control guidelines.

Overall command, planning, logistical, and administrative support to the Incident Complex would be accomplished under a single incident management structure.

Incident Complexes are an appropriate structure to use in major emergencies such as earthquakes, floods, etc., where a geographical area may be assigned to a single incident command or a unified command.

As the Executive, you need to ensure that an appropriately qualified Incident Commander is in charge of the Incident Complex. This may require transferring command to a more qualified individual as Incident complexes are established.

C. Area Command (Unified Area Command)

In some situations, an Area Command is established to help in the management of multiple incidents that are in close proximity to each other, and which may require the same critical resources. For example, two (or more) HAZMAT fire incidents. In this case, the Area Command (or a Unified Area Command) has the authority and responsibility to set priorities between incidents, and to allocate critical resources directly to these incidents based on the priorities. Area Command also has the responsibility to ensure that incidents are properly managed, objectives are met, and strategies

followed. Area Command has been used successfully on major wildland fires and was used by a Federal agency on the Exxon Valdez Alaskan oil spill.

The Area Command is usually established in general proximity to the incidents it is overseeing.

Staff for an Area Command organization normally includes highly qualified individuals, trained in ICS in the relevant application area. The Executive would authorize the establishment of an Area Command, and would interact with the individual designated as the Area Commander. The Executive would not be at the Area Command facility.

The differences between an Area Command and Emergency Operations Centers (EOCs) as described below, are:

1. Usually in Area Command, the incidents involved are of the same kind. For example, two or more wildland fires in close proximity. Thus, the Area Command is established by the agency with responsibility, e.g., a county fire department. The County EOC if activated for this situation would interact with the county department(s) and not the Area Command.
2. The Area Command deals directly with the Incident Commanders and has command authority over them. As stated above, the EOC normally interacts with the departments and not directly with Incidents. An Area Command could use a jurisdictional EOC facility if it was in close proximity to the assigned incidents.

D. Emergency Operations Centers (EOCs)

An EOC is a pre-designated facility established by a political subdivision or an agency to coordinate the overall response and support to an emergency.

The jurisdiction Executive will activate the EOC at an appropriate time as specified in the Emergency Operations Plan. Partial or full activation is dependent upon the incident. The EOC will serve as headquarters during the emergency, and is the focal point for policy and related decision-making and jurisdictional resource allocation.

There are some variations on how EOCs are used. This is often related to the size or complexity of the jurisdiction involved. In general, the EOC is the location within a political subdivision in which the elected or appointed representatives provide overall direction of the emergency.

This can be done in several ways. Usually, the EOC establishes policy and priorities, and provides the functional departments within the jurisdiction the guidance and direction they need to manage their department operations. The EOC may coordinate the allocation of critical resources between departments.

In a major emergency several departments may simultaneously exercise incident command responsibility and designate Incident Commanders to handle fire, law enforcement, and public works incidents. Other departments may also have personnel and resources assisting at one or more incidents. Others may only provide logistical or administrative support.

When the jurisdictional EOC is activated, the line of authority is most often:

- Political Authority
 - EOC Director
 - Department Managers
 - On-scene Incident Commanders
 - Assigned Resources

E. Multi-agency Coordination System (MACS) and MAC Groups

A MACS is established to ensure effective interagency and/or regional coordination at the time of an emergency.

If all agencies involved in the emergency were from the same political subdivision; the emergency was confined to that subdivision; and if that jurisdiction's EOC was activated, then the EOC would perform any required coordination functions and there would be no need to establish a separate MACS operation.

However, in many emergencies, agencies have statutory responsibilities at incidents which extend beyond political jurisdictional boundaries. Also, many larger emergencies will involve two or more political subdivisions. In these cases, it may be essential to establish a multi-agency coordination activity to assist in the coordination efforts on an area or regional basis.

When an interagency regional MACS is established, and jurisdiction EOCs are also activated, the primary interaction will be from the MACS to the jurisdiction EOCs.

Jurisdictional representatives in a MACS are called a MAC Group. You must ensure that your representative to the group has the authority to speak and make commitments for your jurisdiction on issues related to interagency coordination.

VII. Executive Responsibilities

As the Executive, you have delegated to the Incident Commander the responsibility for effective management of the incident. Some agencies may require that the delegation of authority from you to your Incident Commander be in writing.

The process by which this is done involves several important steps which are closely linked.

<u>Activity</u>	<u>Responsibility</u>
Agency policy, direction, and support	Executive
Incident objectives	Incident Commander
Strategy or strategies to achieve objectives	Incident Commander
Tactical direction	Operations Section Chief in support of the IC's objectives

- Designation of Tactics appropriate to the strategy
- Selection of resources appropriate for the tactics
- Assignment of resources
- Performance monitoring

Three of the most important responsibilities of an Executive are:

- Clearly state the agency or jurisdiction's policy.
- Evaluate effectiveness and correct deficiencies.
- Support a multi-agency approach.

A. Articulate Agency/Jurisdiction Policy

In order for the Incident Commander to develop the incident objectives and determine the appropriate strategy, the IC must be well informed and clear on agency policy and, most importantly, on your interpretation of that policy.

As the Executive, you must clearly communicate to the Incident Commander your views on the following items. As time and agency policy dictate, these considerations should be documented and provided to the Incident Commander, preferably through a formal delegation of authority.

1. Legal and policy restraints and/or freedoms
2. Limitations on authority
3. Political and social concerns
4. Environmental issues
5. Cost considerations

All of these will affect the development of incident objectives and strategy.

A meeting should be held between the Executive and the Incident Commander. Discussion items should include, but not be limited to, the following:

1. The general situation.
2. Current jurisdictional authority over the incident(s).
3. Executive's goals, priorities, and expectations.
4. Important policies, political factors, or other constraints. (See above list.)
5. Status of communications systems between the incident and agency/jurisdictional headquarters.
6. Policy on interacting with the media.
7. Schedules for required briefings and meetings.

B. Evaluating Effectiveness and Correcting Deficiencies

As the Executive, you are responsible for evaluating the effectiveness of the Incident Commander. The following will help you to monitor the effectiveness of the Incident Commander.

The Incident Commander should:

- Understand agency policy and direction.
- Be proactive.
- Have a good match between objectives and strategies.
- Staff the organization to meet the workloads.
- Monitor span of control and adapt as necessary.
- Utilize deputies when appropriate.
- Integrate other agency personnel in appropriate locations.

- Focus on organizational effectiveness.
- Delegate authority to Command and General Staffs.
- Identify problem areas and work to overcome them.

In a Unified Command situation, the criteria for your agency Incident Commander is more focused on the following actions:

- Should be located at the ICP working with other agency ICs.
- Knows agency policy and priorities; translates these into acceptable objectives.
- Identifies policy differences between groups involved and works cooperatively to resolve them.
- Actively participate in the planning process toward a single Incident Action Plan.

C. Support a Multi-agency Approach

As more and more incidents take on a multi-agency aspect, planning for a multi-agency approach to incident management becomes increasingly important. The Executive, must recognize this and plan for it prior to the incident. This will create a more effective emergency management organization. Ways to promote multi-agency involvement are:

1. Planning conferences and agreements

It has been proven that when agencies meet and plan for joint operations the results are far more effective than ad-hoc arrangements done at the time of an emergency. Periodically, conferences should be held to discuss mutual emergency

management problems, roles and limitations, resource sharing, communications, etc. Where possible, agreements to work together should be documented.

2. Involvement of other personnel

By bringing other agency personnel into the agency/jurisdiction ICS organization as deputies, agency representatives or supervisors, a stronger and more balanced response organization may be formed. Doing this will require interagency agreements, qualifications and training.

3. Promoting the use of Unified Command

The Unified Command structure as described above ensures that all agencies with responsibility at the incident are part of the incident organization at the highest level. By planning for such involvement, the organizational framework will already be established when it is needed.

4. Joint training

Joint courses and training exercises serve useful purposes. They bring people together on an interagency basis prior to an emergency. Establishing familiarity with names and faces is done in advance of the incident. Also, joint training provides an appropriate forum for discussions, issue resolution, etc. The time invested in multi-agency training will provide great benefits.

5. Incident evaluations

After all major incidents, some form of evaluation should take place. Whenever

possible, this should be done in an interagency environment. If these evaluations are frank and candid, much can be gained about future needs. You should actively support recommendations reached during these evaluations.

VIII. Other Sources of Information

If you are interested in learning more about ICS, you may want to obtain one or more of the following companion documents:

- Module 1 - ICS Orientation (self-paced study)
- History of ICS
- ICS Glossary
- Curriculum Syllabus and/or Syllabus Summary

You may also attend any or all of the ICS National Training Curriculum module presentations described in the Syllabus Summary.

**INCIDENT COMMAND SYSTEM
NATIONAL TRAINING CURRICULUM**

**ICS FOR EXECUTIVES
EXECUTIVE BRIEFING PAPER**

October 1994

I. Issues of Concern to Executives

A. What are the implications of an incident to my organization and to myself?

Any incident can have a mix of political, economic, social, environmental, and cost implications with potentially serious long-term effects. Also, more and more incidents are multi-agency and/or multijurisdictional. As the executive, you need to be aware of how ICS and interagency (regional) Multi-agency Coordination Systems can work to ensure cooperative response efforts. By your active support of ICS planning, preparedness, and training activities, the potential implications of an incident can be minimized.

B. How do I maintain control when an incident occurs?

As the executive, you establish the overall policy, and provide guidelines on priorities, objectives and constraints to a qualified Incident Commander. In many agencies this is done as a matter of policy through a written delegation of authority.

C. Where do I fit in the incident management process?

ICS has a well-defined hierarchy of command. Once you have clearly articulated the policy you wish followed and delegated certain authorities, the Incident Commander who reports to you will have the necessary authority and guidance to manage the incident.

The Incident Commander is the primary person in charge at the incident. In addition to managing the incident scene, he or she is responsible to keep you informed and up-to-date on all important matters pertaining to the incident. Your continuing role is to ensure that you are informed and that your Incident Commander is functioning in a responsible manner.

D. What is ICS?

As a management system, ICS helps to mitigate the incident risks by providing accurate information, strict accountability, planning, and cost-effective operations and logistical support for any incident. ICS can be used on any kind or size of an incident. It can also be used for planned non-emergency events. Some of the kinds of incidents and events that have been managed through ICS are listed below:

- Fires, HAZMAT, and multicasualty incidents.
- Single and multi-agency law enforcement incidents.
- Multijurisdiction and multi-agency disaster responses.
- Search and rescue missions.
- Oil spill response and recovery incidents.
- Air, rail, water, or ground transportation accidents.
- Planned events, e.g., celebrations, parades, concerts.
- Private sector emergency response and management programs.

II. ICS Organization

The Incident Command System is organized around five major management activities.

- **Incident Command (IC)** - Has overall responsibility at the incident or event. Determines objectives and establishes priorities based on the nature of the incident, available resources and agency policy.
- **Operations** - Develops the tactical organization and directs all resources to carry out the Incident Action Plan.
- **Planning** - Develops the Incident Action Plan to accomplish the objectives. Collects and evaluates information, and maintains status of assigned resources.
- **Logistics** - Provides resources and all other services needed to support the organization.
- **Finance/Administration** - Monitors costs related to the incident, provides accounting, procurement, time recording, cost analysis, and overall fiscal guidance.

On small incidents, the five major activities may be managed by a single individual called the Incident Commander or IC. Large incidents usually require each of these activities to be established as separate sections within the organization.

Not all sections need to be established within an ICS organization. The Incident Commander will make this decision based on the demands of the incident. Each of the primary ICS sections may be further subdivided as reflected in the organization chart.

A. Incident Commander and the Command Staff.

1. Incident Commander

The Incident Commander has responsibility for overall management of the incident and must be fully qualified to manage the incident. As the executive, you are responsible for ensuring that an appropriately qualified Incident Commander has been designated for the incident.

It is very important that the executive provide the Incident Commander with clear authority, direction and the support necessary to accomplish agency goals related to management of the incident or event.

The Incident Commander may have one or more deputies from the same agency or from other agencies or jurisdictions.

2. Command Staff

Command Staff positions are titled "Officers." There are three Command Staff positions.

- Information Officer
- Safety Officer
- Liaison Officer

B. The General Staff

The four activities of Operating, Logistics, Planning and Finance/Administration are performed by the General Staff. Each of the General Staff may have a deputy, or more than one if necessary.

In large incidents and events, especially where multiple agencies or jurisdictions are involved, the use of deputies from other agencies greatly increases interagency coordination.

At the General Staff or section level, the person in charge will be designated as Chief.

III. Components of ICS

A. Common Terminology

As the executive, it is important to understand a few of the standard terms associated with ICS. The use of common terminology is a basic feature of ICS. Common terminology is applied to:

1. **The Organization** - In looking at the overall organization chart, you can see that there is a consistent pattern for designating each level of the organization.
2. **Position Titles** - Regardless of rank or title within an agency, those charged with management or leadership responsibility in ICS are referred to by position title such as Officer, Chief, Director, Supervisor, etc.
3. **Resources** - In some application areas, common designations or names are assigned to agency resources. Many kinds of resources may also be classified by type, which will indicate their size and/or capabilities.
4. **Facilities** - Several incident facilities, each with its own specific function, have been designated for use in ICS. Commonly used facilities are:
 - Incident Command Post
 - Base
 - Staging Areas
 - Helibase
 - Helispots
 - Camps

Definitions for these facilities are available in the curriculum glossary.

B. Incident Action Plan

Every incident, large or small, requires some form of an Incident Action Plan. For smaller incidents the Incident Action Plan is developed by the Incident Commander and verbally communicated to subordinates and assigned resources. Major and/or longer term incidents require written Incident Action Plans.

C. Operational Periods

The Operational Period is the period of time specified for completing a given set of operational actions called for in the Incident Action Plan. The length of the period is determined by the Incident Commander. Operational Periods commonly last one to 24 hours.

IV. Command and Coordination Structures Related to ICS

There are several command and coordination structures designed to work with ICS. Understanding their purposes may help you as you utilize them during an emergency.

INCIDENT COMMAND SYSTEM	UNIFIED COMMAND	AREA COMMAND (UNIFIED AREA COMMAND)	MULTI-AGENCY COORDINATION SYSTEMS (MACS)	EMERGENCY OPERATIONS CENTER (EOC)
<p>The management system used to direct all operations at the incident scene. The Incident Commander (IC) is located at the Incident Command Post (ICP) at the incident scene.</p>	<p>An application of ICS used when there is more than one agency with incident jurisdiction. Agencies work together through their designated Incident Commanders at a single Incident Command Post to establish a common set of objectives and strategies, and a single Incident Action Plan.</p>	<p>Established as necessary to provide <u>command authority</u> and coordination for two or more incidents in close proximity. Area Command works directly with Incident Commanders. Area Command becomes Unified Area Command when incidents are multijurisdictional. Area Command may be established at an EOC facility or at some location other than an ICP.</p>	<p>An activity or a formal system used to <u>coordinate resources and support between agencies or jurisdictions</u>. A MAC Group functions within the MACS. MACS interact with agencies or jurisdictions, not with incidents. MACS are useful for regional situations. A MACS can be established at a jurisdictional EOC or at a separate facility.</p>	<p>Also called Expanded Dispatch, Emergency Command or Control Centers, etc. EOCs are used in varying 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 MACS activities as determined by agency or jurisdiction policy.</p>

V. Executive Responsibilities

A. State the Agency or Jurisdiction's Policy

As the executive, you must clearly communicate your views to the Incident Commander. As time and agency policy dictate, these considerations should be documented and provided to the Incident Commander, preferably through a formal delegation of authority.

- Cost considerations
- Environmental issues
- Legal and policy restraints and/or freedoms
- Limitations on authority
- Political and social concerns
- Safety Considerations

This process should be undertaken through a joint briefing between the executive and the Incident Commander. Discussion items should include but not be limited to the following:

- The general situation.
- Current jurisdictional authority over the incident(s).
- Executive's goals, priorities and expectations.
- Important policies, political factors or other constraints. (See above list.)
- Status of communications systems between the incident and agency/jurisdictional headquarters.
- Policy on interaction with the media.
- Schedules for required meetings and follow-up briefings.

B. Evaluate Effectiveness and Correct Deficiencies

As the executive, you are responsible for evaluating the effectiveness of the Incident Commander. The Incident Commander should:

- Understand agency policy and direction.
- Be proactive.
- Provide clear objectives.

- Have a good match between objectives and strategies.
- Staff the organization to meet the workloads.
- Monitor span of control and adapt as necessary.
- Utilize deputies when appropriate.
- Integrate other agency personnel in appropriate locations.
- Focus on organizational effectiveness.
- Delegate authority to Command and General Staffs.
- Identify problem areas and work to overcome them.

In a Unified Command situation your agency's Incident Commander or authorized designee should:

- Be located at the ICP and working with other agency ICs.
- Know your agency policy and priorities and translate these into acceptable objectives.
- Identify policy differences and work cooperatively to resolve them.
- Actively participate in the planning process toward a single Incident Action Plan.

C. Support a Multi-agency Approach

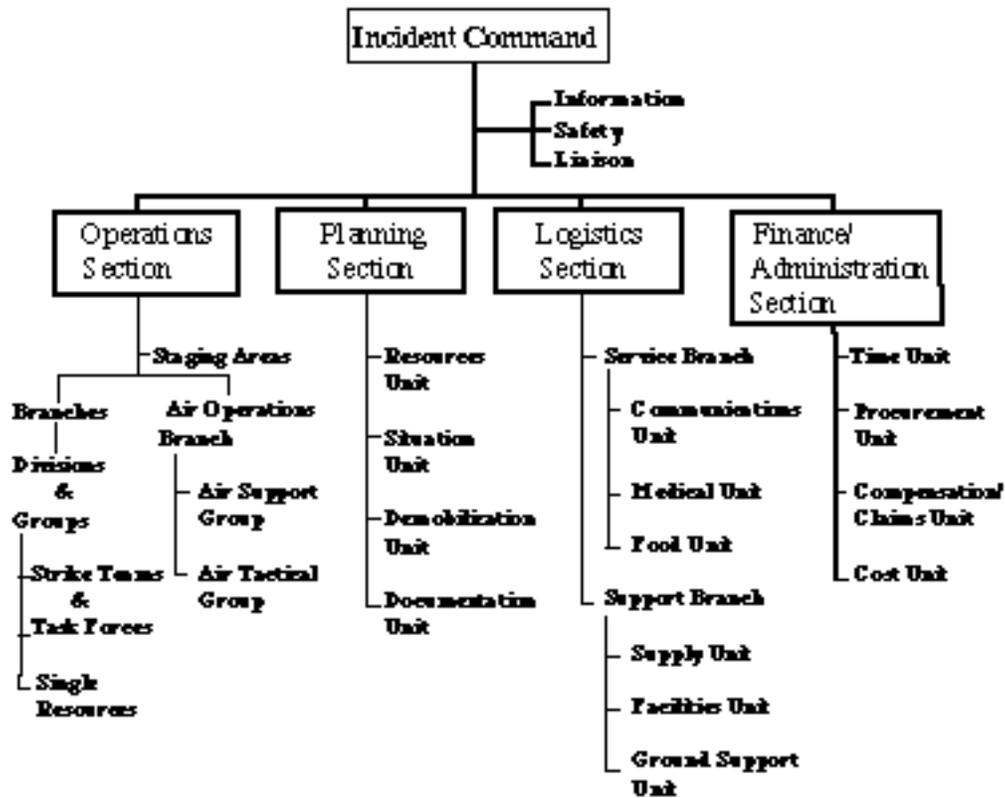
As more and more incidents take on a multi-agency aspect, planning for a multi-agency approach to incident management becomes increasingly important. The executive must recognize this and plan for it prior to the incident. This will create a more effective emergency management organization. Multi-agency involvement may be promoted by:

- Holding planning conferences and preparing mutual aid agreements.
- Involving other agencies' personnel in your ICS organization where appropriate.
- Advocating the use of Unified Command.
- Holding interagency training and exercises.

- Conducting interagency incident evaluations and implementing recommended improvements.

INCIDENT COMMAND SYSTEM

MAJOR ORGANIZATIONAL ELEMENTS



Module 17

ICS For Executives

Subjects covered in this module include:

- Role of the executive
- The Incident Command System
- Definitions of ICS Components
- Alternative command and coordination structures related to ICS
- Executive responsibilities

Module 17 Objectives:

1. Define the role of an Executive related to the Incident Command System.
2. Describe the various ways ICS can be applied.
3. Describe the basic organization of ICS and know the functional responsibilities of the Command and General Staffs.
4. Have basic familiarity with ICS terminology.

Module 17 Objectives (cont.):

5. Understand the differences between on-incident ICS organizations and activities, and activities accomplished by Emergency Operations Centers (EOCs), Area Commands, and Multi-agency Coordination Systems (MACS).
6. Describe the three major responsibilities of an Executive as related to an incident.
7. Explain the administrative, logistical, financial, and reporting implications related to large incident operations.

Incidents/Events that can Utilize the Incident Command System

- Fires, hazardous materials, and multicasualty incidents.
- Single and multi-agency law enforcement incidents.
- Multijurisdiction and multi-agency disaster responses.
- Search and rescue missions.
- Oil spill response and recovery incidents.
- Air, rail, water, or ground transportation accidents.
- Planned events, e.g., celebrations, parades, concerts.
- Private sector emergency management programs.

In ICS, common terminology is applied to:

- Organizational elements
- Position titles
- Resources
- Facilities

The Incident Action Plan

- Is required on all incidents
- May be oral or written

Written Plans Should be Used on:

- Large or complex incidents
- Multi-agency incidents
- Long duration incidents

Issues of Concern to the Executive:

- What are the implications of an incident to my organization and to myself?
- How do I maintain control when incidents occur?
- Where do I fit in the incident management process?

The Executive Provides the Following to the Incident Commander

- Policy
- Mission
- Direction
- Authority

The Executive is generally NOT at the incident.

The Executive operates from:

- Primary office of the agency.
- A jurisdictional Emergency Operations Center.
- A Multi-agency Coordination Group as either a functional agency representative, or representing a political subdivision in a regional situation.

Major Management Activities of The Incident Command System

Command

Has overall responsibility at the incident or event. Sets objectives and priorities based on agency direction.

Operations

Develops the tactical organization and directs all resources to carry out the Incident Action Plan.

Planning

Develops the Incident Action Plan to accomplish the objectives. Collects and evaluates information, and maintains status of assigned resources.

Major Management Activities of The Incident Command System (cont.)

Logistics

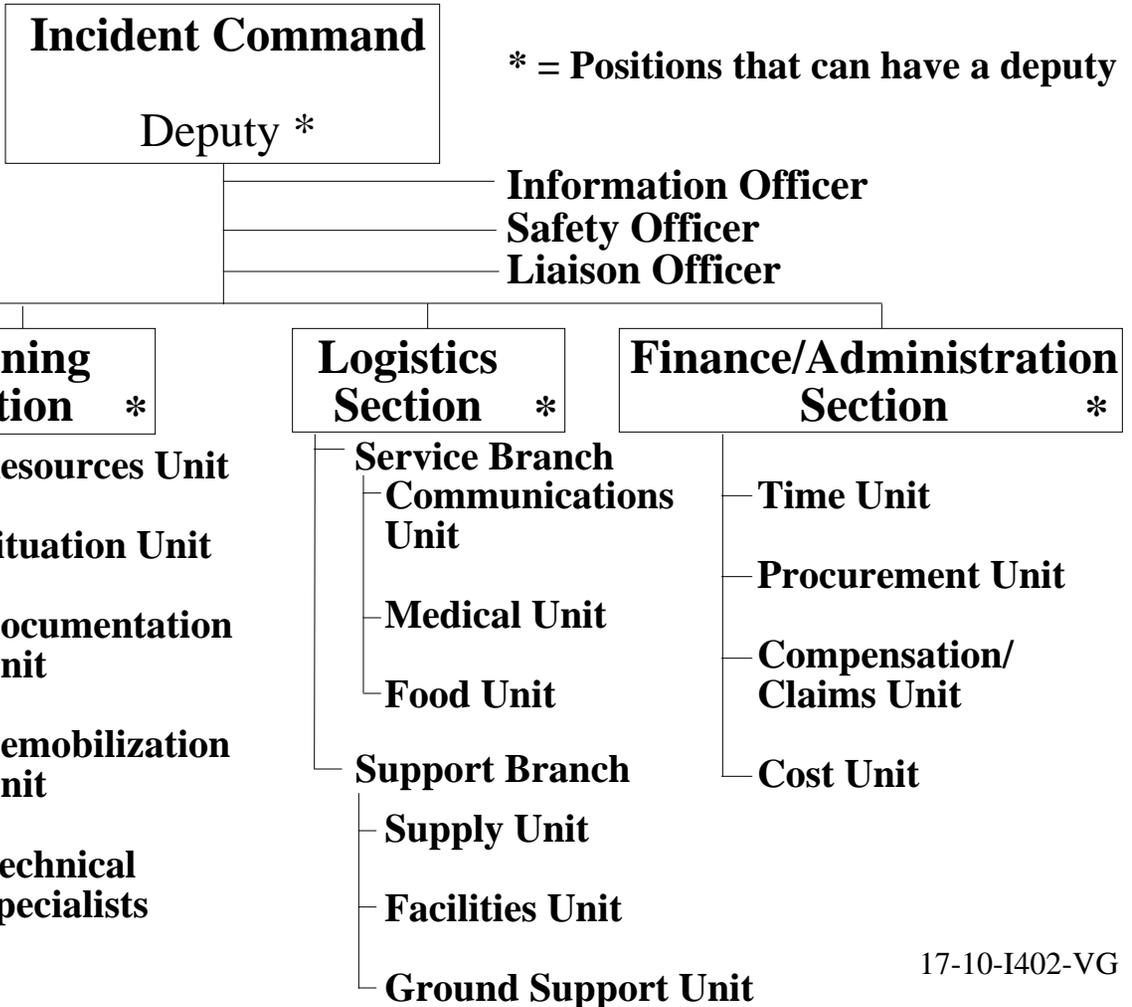
Provide resources and all other services needed to support the incident.

Finance/Administration

Monitors costs related to the incident. Provides accounting, procurement, time recording, cost analyses, and overall fiscal guidance.

The Incident Command System Major Organization Elements

1. Organization elements are activated as needed.
2. Deputy positions at IC and Section levels.



Incident Commander and Command Staff

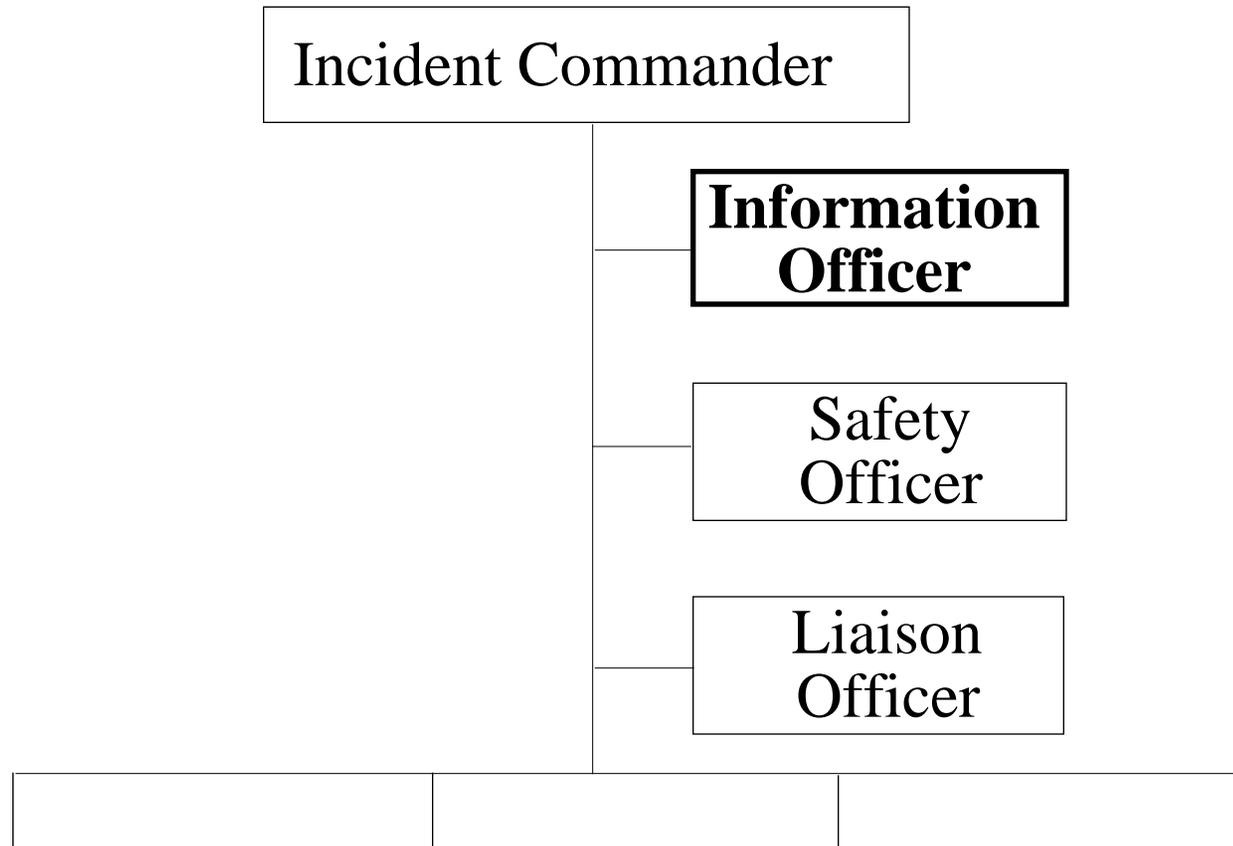
Incident Commander

Information
Officer

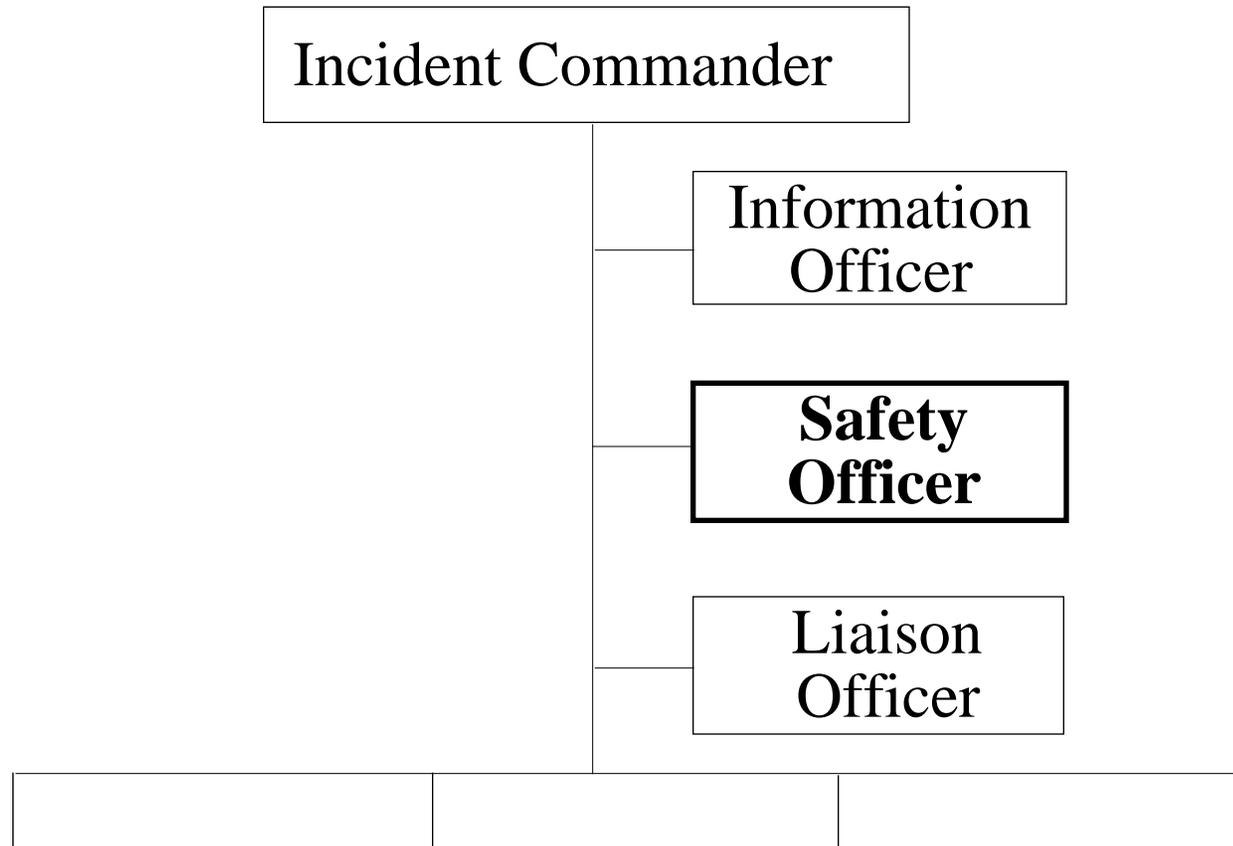
Safety
Officer

Liaison
Officer

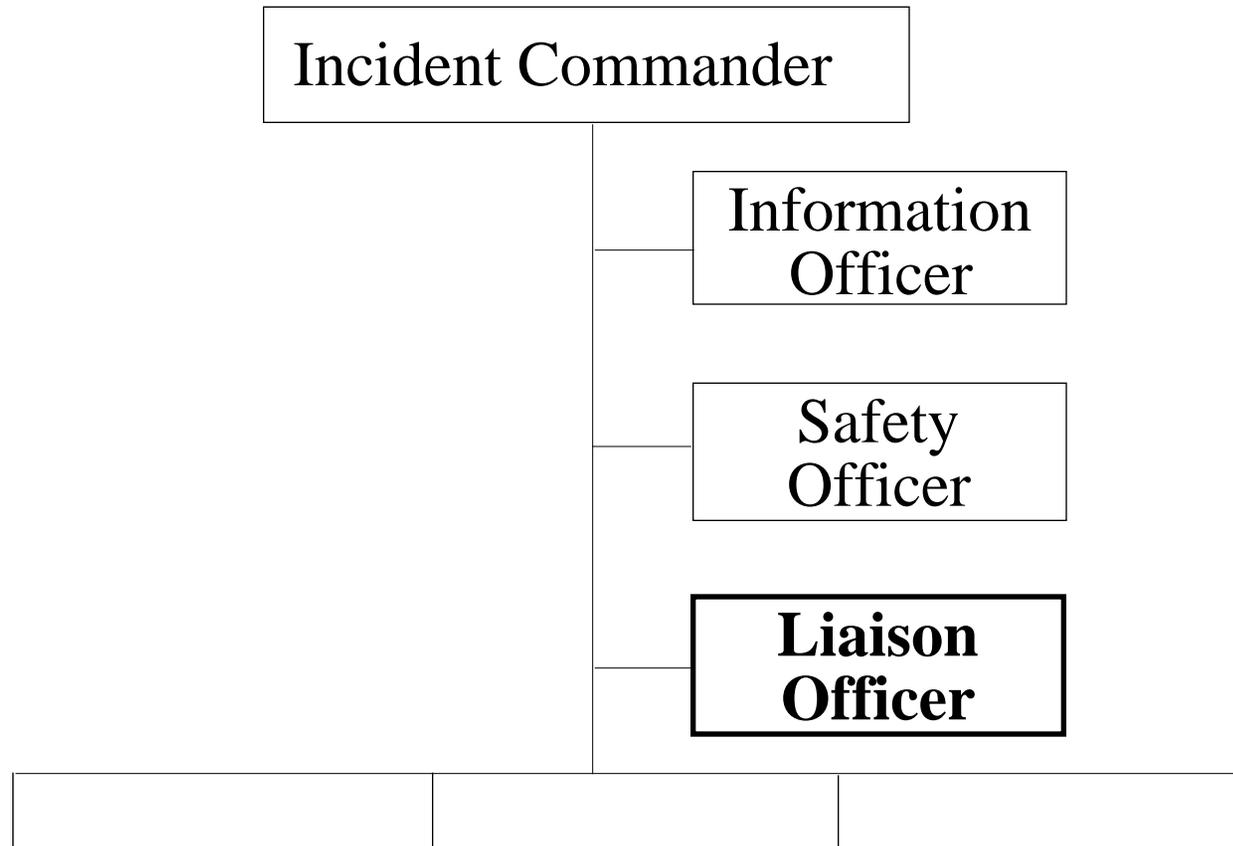
Incident Commander and Command Staff



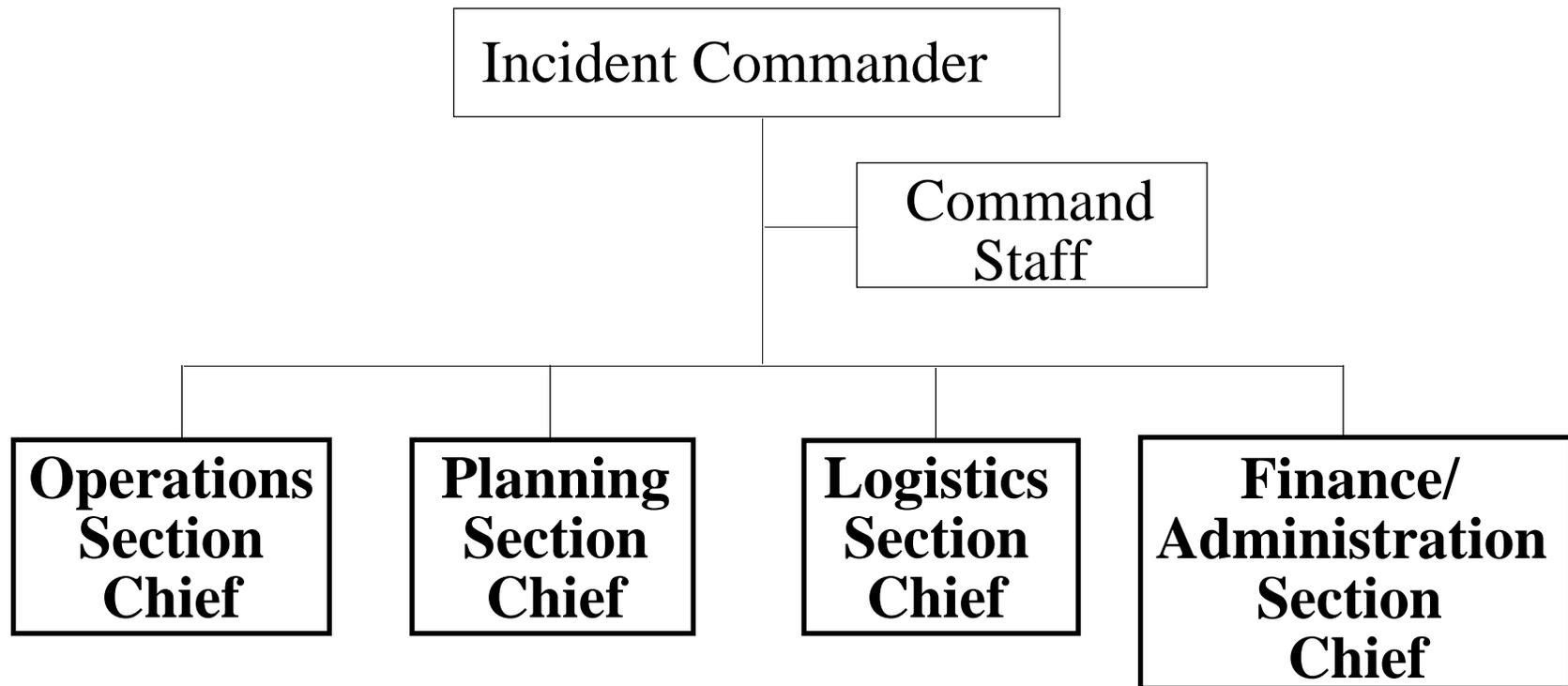
Incident Commander and Command Staff



Incident Commander and Command Staff



Incident Commander and General Staff



Incident Command System	Unified Command	Area Command (Unified Area Command)	Multi-agency Coordination Systems (MACS)	Emergency Operations Centers (EOCs)
<p>The management system used to direct all operations at the incident scene. The Incident Commander (IC) is located at an Incident Command Post (ICP) at the incident scene.</p>	<p>An application of ICS used when there is more than one agency with incident jurisdiction. Agencies work together through their designated Incident Commanders at a single ICP to establish a common set of objectives and strategies, and a single Incident Action Plan.</p>	<p>Established as necessary to provide command authority and coordination for two or more incidents in close proximity. Area Command works directly with Incident Commanders. Area Command becomes Unified Area Command when incidents are multijurisdictional. Area Command may be established at an EOC facility or at some location other than an ICP.</p>	<p>An activity or a formal system used to coordinate resources and support between agencies or jurisdictions. A MAC Group functions within the MACS. MACS interact with agencies or jurisdictions not with incidents. MACS are useful for regional situations. A MACS can be established at a jurisdictional EOC or at a separate facility.</p>	<p>Also called Expanded Dispatch, Emergency Command and Control Centers, etc. EOCs are used in varying 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 MACS activities as determined by agency or jurisdiction policy.</p>

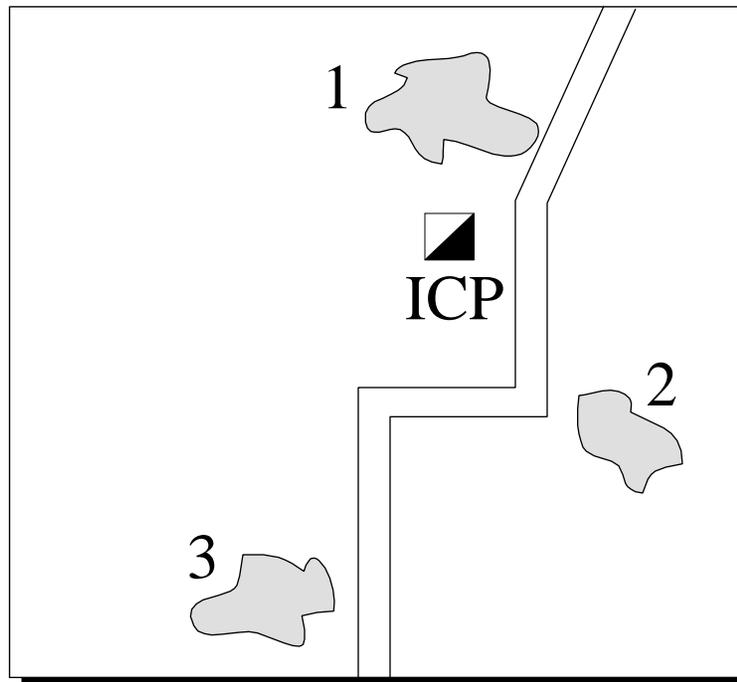
Unified Command

Unified Command is the process, in a multi-agency incident, of establishing a common set of objectives and strategies without losing agency authority, responsibility, or accountability.

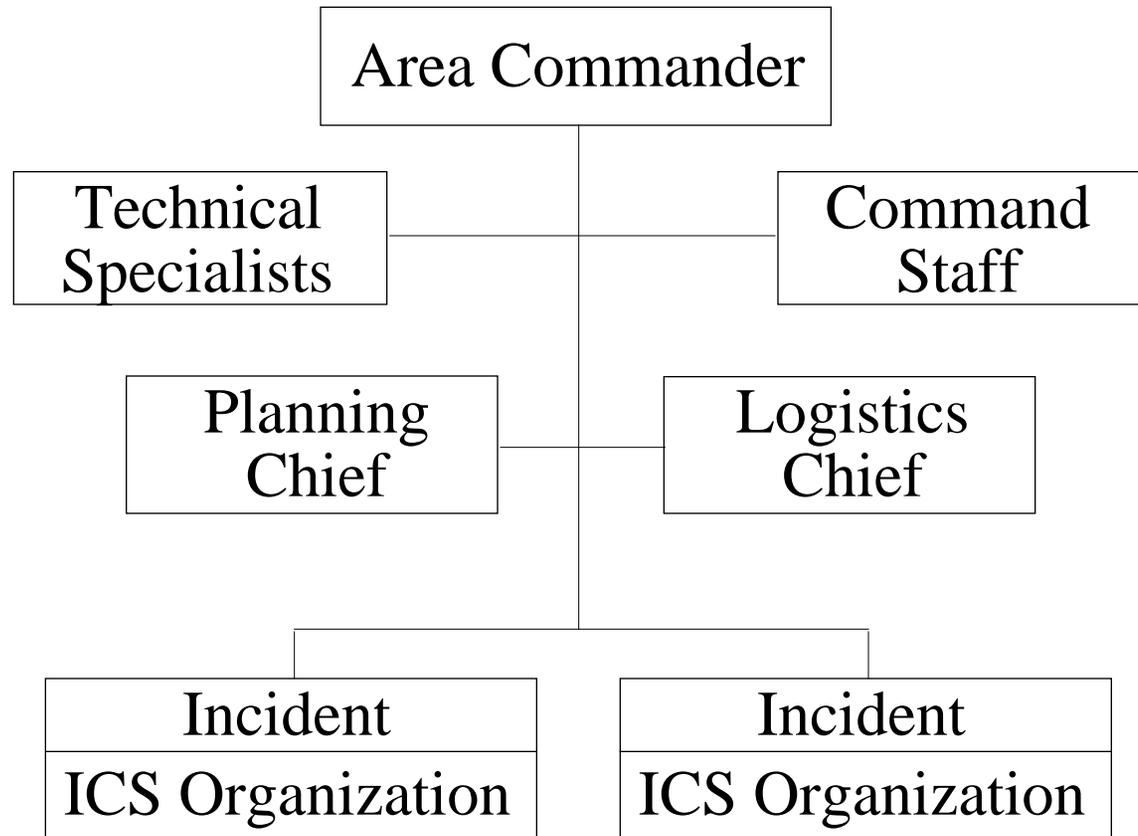
Characteristics of a Unified Command

- Two or more agencies share jurisdictional responsibility.
- One collocated Incident Command Post.
- Consensus on one set of Incident Objectives.
- One Incident Action Plan.
- Incident Action Plan is implemented by the Operations Section Chief.

Three Incidents Managed as a Complex



The Area Command Organization



Emergency Operations Centers (EOCs)

An EOC is a pre-designated facility established by a political subdivision or an agency to coordinate the overall response and support to an emergency.

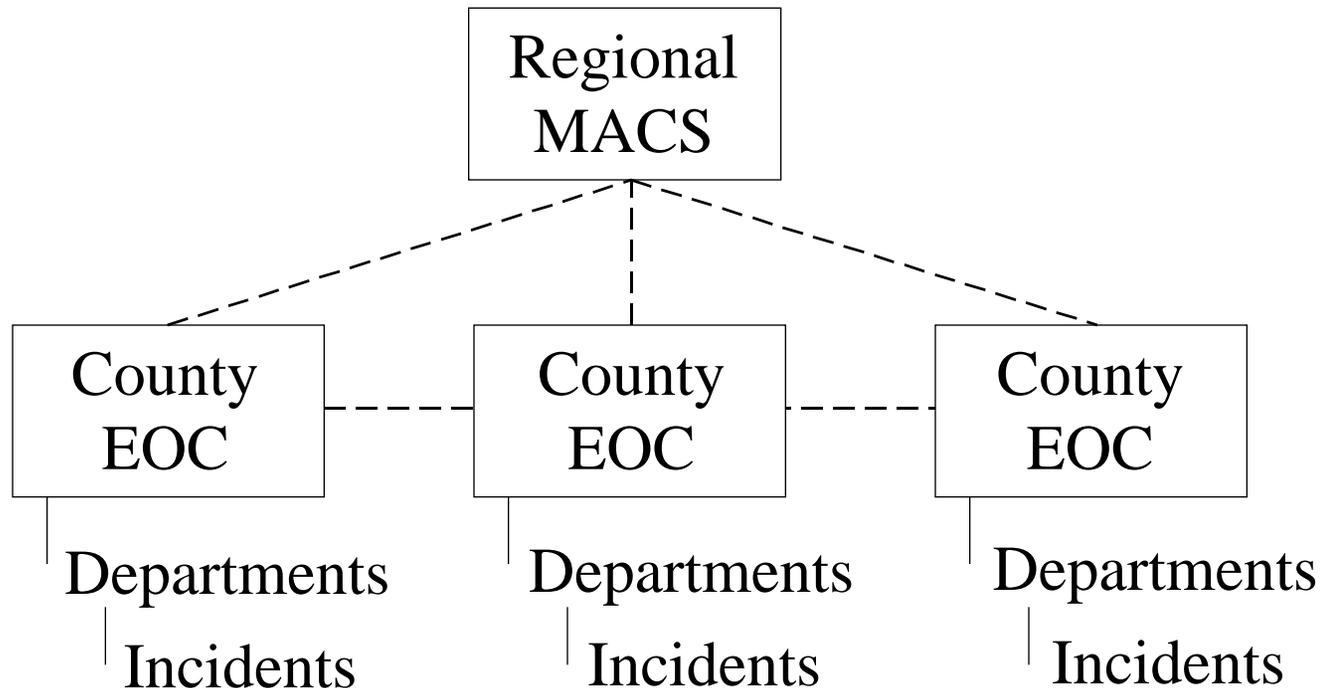
Lines of Authority at an EOC

- Political Authority
 - EOC Director
 - Department Managers
 - On-scene Incident Commanders
 - Assigned Resources

Multi-agency Coordination Systems (MACS)

- Established to ensure effective interagency and/or regional coordination.
- Jurisdiction representatives at the MACS are called MAC Groups.
- In political subdivisions (i.e., cities, counties) EOCs may perform intra-area MACS coordination functions.

MACS Established to Aid in Interjurisdiction Coordination



- MACS coordination & information exchange
- Agency/jurisdictional chain of command

Steps to Accomplish Incident Objectives

Activity	Responsibility
<input type="checkbox"/> Agency policy, direction, and support	Executive
<input type="checkbox"/> Incident objectives	Incident Commander
<input type="checkbox"/> Strategy(s) to achieve objectives	Incident Commander
<input type="checkbox"/> Tactical direction	Operations Section Chief in support of the IC's objectives

Steps to Accomplish Incident Objectives

- Designation of tactics appropriate to the strategy
- Selection of resources appropriate for the tactics
- Assignment of resources
- Performance monitoring

Major Responsibilities of the Executive:

- Clearly state agency/jurisdiction policy.
- Evaluate effectiveness and correct deficiencies.
- Support a multi-agency approach.

Executive - Delegation of Authority Should Cover:

- Legal and policy restraints and/or freedoms
- Limitations on authority
- Political and social concerns
- Environmental issues
- Cost considerations

Executive - Incident Commander briefing should cover:

- The general situation.
- Current jurisdictional authority over the incidents(s).
- Executive's goals, priorities, and expectations.
- Policies, political factors, or other constraints.
- Status of communications systems.
- Policy on interacting with the media.
- Schedules for required briefings and meetings.

Evaluating Incident Commander Effectiveness

The Incident Commander should:

- Understand agency policy and direction.
- Be proactive.
- Have a good match between objectives and strategies.
- Staff the organization to meet the workloads.
- Monitor span of control and adapt as necessary.

Evaluating Incident Commander Effectiveness (cont.)

- Utilize deputies when appropriate.
- Integrate other agency personnel in appropriate ICS locations.
- Focus on organizational effectiveness.
- Delegate authority to Command and General Staffs.
- Identify problem areas and work to overcome them.

Evaluating Incident Commander Effectiveness in a Unified Command Situation

The Incident Commander:

- Should be located at the ICP and working with other agency ICs.
- Knows agency policy and priorities; translates these into acceptable objectives.
- Identifies policy differences between groups involved and works cooperatively to resolve them.
- Actively participates in the planning process working toward a single Incident Action Plan.

Ways to Promote Multi-agency Involvement

- Conducts/supports planning conferences and agreements
- Involvement of other personnel
- Promoting the use of Unified Command
- Joint training
- Incident evaluations

Additional ICS Documentation

- Module 1 - ICS Orientation (self-paced study)
- History of ICS
- ICS Glossary
- Curriculum Syllabus and/or Syllabus Summary