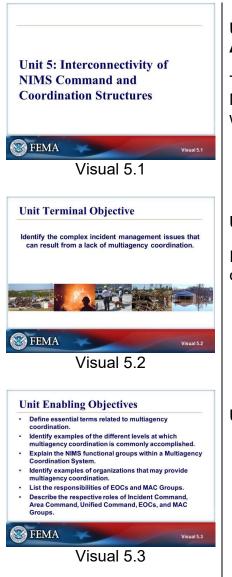
Unit 5: Interconnectivity of NIMS Command and Coordination Structures

STUDENT MANUAL

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UNIT 5: INTERCONNECTIVITY OF NIMS COMMAND AND COORDINATION STRUCTURE

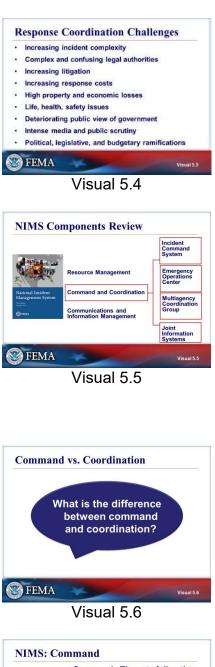
This unit discusses the importance of coordination with NIMS. NIMS coordination facilitates multiple agencies working together.

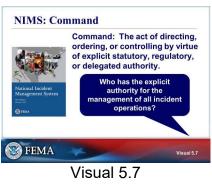
UNIT TERMINAL OBJECTIVE

Identify the complex incident management issues that can result from a lack of multiagency coordination.

UNIT ENABLING OBJECTIVES

- Define essential terms related to multiagency coordination.
- Identify examples of the different levels at which multiagency coordination is commonly accomplished.
- Explain the NIMS functional groups within a Multiagency Coordination System.
- Identify examples of organizations that may provide multiagency coordination.
- List the responsibilities of EOCs and MAC Groups.
- Describe the respective roles of Incident Command, Area Command, Unified Command, EOCs, and MAC Groups.





RESPONSE COORDINATION CHALLENGES

The NIMS Command and Coordination component was developed to address interjurisdictional coordination problems and make cooperative multiagency decisions. Despite the gains made in the past, multiagency coordination during complex incidents continues to be a challenge.

NIMS COMPONENTS REVIEW

NIMS is composed of three components: Resource Management, Command and Coordination, and Communications and Information Management.

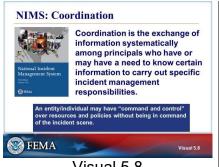
The Command and Coordination component of NIMS includes four NIMS Functional Groups: Incident Command System (ICS), Emergency Operations Centers (EOCs), Multiagency Coordination Groups (MAC Groups) and Joint Information Systems (JIS).

COMMAND VS. COORDINATION

What is the difference between command and coordination?

NIMS COMMAND

'Command' is defined in NIMS as "the act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority."



Visual 5.8



NIMS defines coordination as the exchange of information systematically among principals who have or may have a need to know certain information to carry out specific incident management responsibilities.

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

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



How does Area Command differ from an Emergency Operations Center?

Where is Unified Command applied?





Visual 5.10

UNITY OF COMMAND & UNITY OF EFFORT

Key points:

- Area Command is an organization that oversees the management of multiple incidents or oversees the management of a very large or evolving situation with multiple ICS organizations.
- Unified Command is an ICS application used when more than one agency has incident jurisdiction or when incidents cross political jurisdictions. Unified Command may be at the Area Command or Incident Command level. One reason for establishing Unified Command is to improve interagency coordination.
- Unity of command is a NIMS guiding principle stating that each individual involved in incident management reports to and takes direction from only one person.
- Unity of effort is a NIMS guiding principle that provides coordination through cooperation and common interests and does not interfere with Federal department and agency supervisory, command, or statutory authorities.

NIMS provides a structure to enable agencies with different legal, jurisdictional, and functional responsibilities to coordinate, plan, and interact effectively on scene.

The NIMS standardized structures and tools enable a unified approach to be effective both on scene and at the Emergency Operations Centers.

A Multiagency Coordination System is not a physical location or facility alone. Rather, a Multiagency Coordination System includes all components (NIMS Functional Groups) involved in managing and supporting events or incidents: ICS, EOCs, MAC Groups, and the JIS.



Visual 5.12

MULTIAGENCY COORDINATION

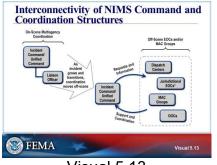
Multiagency Coordination:

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

COMMON COORDINATION ORGANIZATIONS

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

Refer to Handout 5-2: List of Common Multiagency Coordination Organizations.



Visual 5.13

Emergency Operations Centers (EOC)

coordinated support to incident command, on-scene personnel, and/or other EOCs.

Visual 5.14

EOCs may be fixed locations, temporary facilities, or virtual structures with staff participating remotely.

🕑 FEMA

EOCs are locations where staff from multiple agencies typically come together to address imminent threats and hazards and to provide

INTERCONNECTIVITY OF NIMS COMMAND AND COORDINATION STRUCTURES

This visual provides an overview of the relationships between different NIMS Command and Coordination functional groups over the course of an incident.

- When an incident occurs or threatens, local incident personnel respond, using NIMS principles and structures to frame their activities.
- If the incident is or becomes large or complex, EOCs activate
- EOC staff receive senior-level guidance from MAC Groups

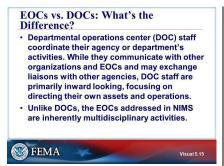
Establishing a JIC helps ensure coordinated and accurate public messaging.

EMERGENCY OPERATIONS CENTERS (EOC)

Primary functions of staff in EOCs, whether virtual or physical, include:

- Collecting, analyzing, and sharing information
- Supporting resource needs and requests, including allocation and tracking
- Coordinating plans and determining current and future needs
- In some cases, providing coordination and policy direction

EOC teams receive oversight from elected and/or appointed officials such as governors, tribal leaders, mayors, and city managers. These individuals may be present in the EOC, but more often provide guidance from elsewhere, either as part of a formal policy group or individually.



Visual 5.15

EOCS VS DOCS: WHAT'S THE DIFFERENCE?

EOCs are locations where staff from multiple agencies typically come together to address imminent threats and hazards and to provide coordinated support to incident command, on-scene personnel, and/or other EOCs.

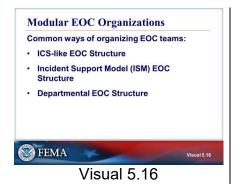
Agencies and departments also have operations centers.

These organization-specific operations centers differ from multidisciplinary EOCs.

Departmental operations center (DOC) staff coordinate their agency or department's activities. While they communicate with other organizations and EOCs and may exchange liaisons with other agencies, DOC staff are primarily inward looking, focusing on directing their own assets and operations.

Unlike DOCs, the EOCs addressed in NIMS are inherently multidisciplinary activities.

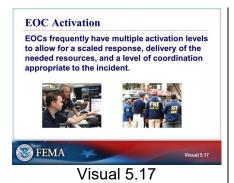
NIMS defines a DOC as an operations or coordination center dedicated to a single, specific department or agency. The focus of a DOC is on internal agency incident management and response. DOCs are often linked to and/or physically represented in a combined agency EOC by an authorized agent(s) for the department or agency.



MODULAR EOC ORGANIZATIONS

There is no standard structure for an EOC. EOC teams vary widely. Deciding how to organize the staff in EOCs depends on factors such as the jurisdiction/organization's authorities, staffing, partner and stakeholder agencies represented, EOC physical facilities, communications capabilities, political considerations, and most importantly, the mission.

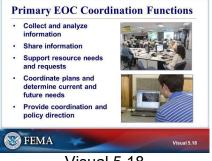
- ICS-like EOC Structure Many jurisdictions/organizations configure their EOCs using the standard ICS organizational structure. The structure is familiar to many people, and it aligns with the on-scene incident organization. Some jurisdictions/organizations use the standard ICS organizational structure but modify certain titles to create an ICS-like organization that distinguishes EOC functions from their field counterparts.
- Incident Support Model (ISM) EOC Structure -Jurisdictions/organizations that focus their EOC team's efforts on information, planning, and resource support may choose to separate the situational awareness function from planning and combine Operations and Logistics Functions into an incident support structure. This organization puts the EOC director in direct contact with those doing situational awareness/information management and streamlines resource sourcing, ordering, and tracking.
- Departmental EOC Structure -Jurisdictions/organizations may opt instead to use their day-to-day departmental/agency structure and relationships in their EOC. By operating in the context of their normal relationships, department/agency representatives can function in the EOC with minimal preparation or startup time



EOC ACTIVATION

Circumstances that might trigger EOC activation include:

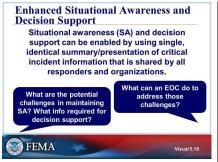
- More than one jurisdiction becomes involved in an incident and/or the incident involves multiple agencies
- The Incident Commander or Unified Command indicates an incident could expand rapidly, involve cascading effects, or require additional resources
- A similar incident in the past led to EOC activation
- The EOC director or an appointed or elected official directs that the EOC be activated
- An incident is imminent (e.g., hurricane warnings, slow river flooding, predictions of hazardous weather, elevated threat levels)
- Threshold events described in the emergency operations plan occur
- Significant impacts to the population are anticipated



Visual 5.18

PRIMARY EOC COORDINATION FUNCTIONS

- Collecting and analyzing information Collection, processing, and display of all information needed including consolidating agency/jurisdiction situation reports, obtaining supplemental information, and preparing maps and status boards.
- Sharing information Information must be shared with multiagency partners. This includes sharing information with elected officials and other EOCs. By serving as a centralized source for collecting and analyzing information, personnel implementing the multiagency coordination procedures may provide summary information on incidents within their area of responsibility, and provide agency/jurisdictional contacts for media and other interested agencies.
- Supporting resource needs and requests, including allocation and tracking - managing scarce resources, in line with incident priorities. Resource management includes identifying and acquiring needed resources in addition to allocating existing or known resources
- Coordinating plans and determining current and future needs
- In some cases, providing coordination and policy direction - Coordinating, supporting, and assisting with policy-level decisions and interagency activities relevant to incident management activities, policies, priorities, and strategies



Visual 5.19

MA	C Groups (policy groups):
	Part of the off-site incident management tructure of NIMS.
	Consist of representatives from stakeholder gencies or organizations.
	stablished and organized to make ooperative multiagency decisions.



ENHANCED SITUATIONAL AWARENESS AND DECISION SUPPORT

Situational awareness and decision support can be enabled by using single, identical summary/presentation of critical incident information that is shared by all responders and organizations.

Information management systems enhance resource status information flow by providing real-time data to jurisdictions, incident personnel, and their affiliated organizations. Information management systems used to support resource management include location-enabled situational awareness and decision support tools with resource tracking that links to the entity's resource inventory(s).

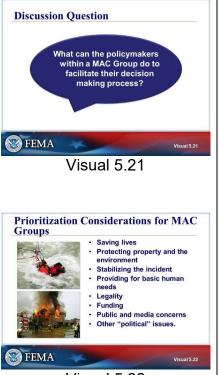
MULTIAGENCY COORDINATION GROUP (MAC GROUP)

MAC Groups act as policy-level bodies during incidents, supporting:

- Resource prioritization and allocation
- Enabling decision making among elected and appointed officials and those responsible for managing the incident (e.g., the Incident Commander).

Unlike Unified Command, MAC Groups do not perform incident command functions, nor do they replace the primary functions of operations, coordination, or dispatch organizations.

When competition for resources is significant, MAC Groups may relieve the coordination and dispatch organizations of some prioritization and allocation responsibilities.



Visual 5.22

DISCUSSION QUESTION

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

PRIORITIZATION CONSIDERATIONS FOR MAC GROUPS

Prioritization and allocation decisions can be based on factors such as saving lives, protecting property and the environment, stabilizing the incident, and providing for basic human needs.

Policy level decisions will also have to consider other factors such as legality, funding, public and media concerns and other "political" issues.

MAC Groups are primarily responsible for resource prioritization and allocation.

When competition for resources is significant, MAC Groups may assume some resource prioritization and allocation responsibilities from EOCs.

Unlike Unified Command, they do not perform incident command functions, nor do they replace the primary functions of operations, coordination, or dispatch organizations.



Visual 5.23

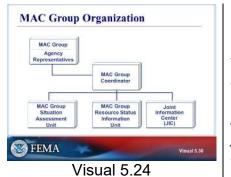
ROLE OF THE MAC GROUP

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

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

More common MAC Group applications:

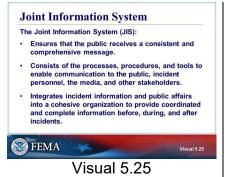
- A single jurisdiction may establish a MAC Group as part of its EOC function. In this application, it is important that the jurisdiction take care to define its role broadly enough to include all jurisdictions, agencies, and organizations that might be impacted.
- MAC Groups are frequently defined geographically, especially when an emergency crosses jurisdictional boundaries.
- A MAC Group may be organized functionally. For example, law enforcement agencies at local, State, and Federal levels may establish a MAC Group to assist in coordinating response to major civil unrest or terrorist activity.
- A MAC Group may be organized nationally. During wildfire season, a national MAC Group convenes at the National Interagency Fire Center in Boise, Idaho. This MAC Group includes representatives from the Federal wildland fire agencies, the States, FEMA, and the military.



MAC GROUP ORGANIZATION

The visual contains an example of how one jurisdiction organized their MAC Group.

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



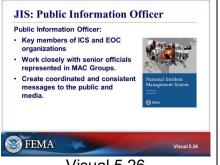
JOINT INFORMATION SYSTEM

The Joint Information System (JIS):

- Jurisdictions and organizations coordinate and integrate communication efforts to ensure that the public receives a consistent and comprehensive message.
- JISs consist of the processes, procedures, and tools to enable communication to the public, incident personnel, the media, and other stakeholders.
- JISs integrate incident information and public affairs into a cohesive organization to provide coordinated and complete information before, during, and after incidents. Includes the plans, protocols, procedures, and structures used to provide public information. Federal, State, tribal, territorial, regional, local, and private-sector Public Information Officers.
- Provides a structure and system for:
 - Developing and delivering coordinated interagency messages
 - Developing, recommending, and executing public information plans and strategies on behalf of the Incident Commander or Unified Command, EOC Manager, or MAC Group
 - Advising the Incident Commander or Unified Command, EOC Manager, or MAC Group concerning public affairs issues that could affect an incident management effort
 - Addressing and managing rumors and inaccurate information that could undermine public confidence

JISs cut across the three levels of incident management (on-scene/tactical, center/coordination, policy/strategic) and help ensure coordinated messaging among all incident personnel.

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



Visual 5.26

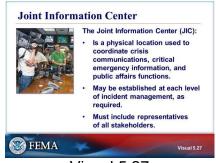
JIS: PUBLIC INFORMATION OFFICER

According to NIMS, Public Information Officers (PIOs) are key members of ICS and EOC organizations, and they frequently work closely with senior officials represented in MAC Groups.

If the PIO position is staffed at both the ICP and a supporting EOC, the PIOs maintain close contact through pre-established JIS protocols.

PIOs create coordinated and consistent messages by collaborating to:

- Identify key information to be communicated to the • public
- Craft clear messages that all can understand, • including individuals with Limited English Proficiency, those with disabilities, and others with access and functional needs
- Prioritize messages to ensure timely delivery of information without overwhelming the audience
- Verify accuracy of information
- Disseminate messages using the most effective means



Visual 5.27

JOINT INFORMATION CENTER

The Joint Information Center (JIC) is a facility that houses JIS operations, where personnel with public information responsibilities perform essential information and public affairs functions. JICs may be established as standalone coordination entities, at incident sites, or as components of EOCs.

The JIC is the central point of contact for all news media at the scene of the incident.

Depending on the needs of the incident, an incidentspecific JIC may be established at an on-scene location in coordination with local, state, and Federal agencies, or at the national level if the situation warrants.

Public Information Officials from all participating agencies should collocate at, or virtually coordinate through, the JIC.

There are five types of JIC:

- Incident JIC
 - Optimal physical location for local and Incident Commander, Unified Command, or EOC director-assigned PIOs to co-locate
 - Easy media access (paramount to success)
 - May be located at an EOC
- Virtual JIC
 - Established when physical co-location is not feasible
 - Incorporates technology and communication protocols
- Satellite JIC
 - Smaller in scale than other JICs
 - Established to support the primary JIC
 - Operates under the primary JIC's control

- Area JIC
 - Supports wide-area, multiple-incident ICS structures
 - Could be established locally or statewide
 - Media access is paramount
- National JIC
 - Typically established for long-duration incidents
 - Established to support Federal incident management
 - Staffed by numerous Federal departments and/or agencies
 - Media access is paramount

FEDERAL SUPPORT TO RESPONSE AND **RECOVERY ACTIVITIES**

Most incidents are resolved using state and local mechanisms; however, some major incidents may need assistance from the Federal Government.

The Federal Government maintains a wide range of capabilities and resources needed to address domestic incidents. NIMS coordinating structures enable Federal departments and agencies to cooperate with one another and with local, state, tribal, territorial, and insular area governments, community members, and the private sector.

Accordingly, in some instances, the Federal Government plays a supporting role to local, state, tribal, or territorial governments by providing Federal assistance to the affected jurisdictions. For example, the Federal Government provides assistance when the President declares an emergency or major disaster under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act).

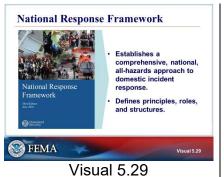


Federal Support to Response and **Recovery Activities** The Federal Government becomes involved with a response: · When state governors or tribal leaders

request Federal assistance and the requests are approved;

· When Federal interests are involved; or · As statute authorizes or requires.

EMA	*		



NATIONAL RESPONSE FRAMEWORK

The National Response Framework (NRF):

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



Visual 5.30

NRF EMPHASIZES PARTNERSHIPS

An effective, unified national response requires layered, mutually supporting capabilities.

Response to an incident is a shared responsibility of governments at all levels and also involves the whole community: individuals, households, the private sector, and nongovernmental organizations.



FEDERAL SUPPORT TO RESPONSE ACTIVITIES

- FEMA leads and coordinates Federal response and assistance when the President declares a major disaster or emergency under the Stafford Act.
- The Department of Health and Human Services (HHS) leads Federal public health and medical response to public health emergencies and incidents.
- The location of a major hazardous material spill determines whether the Environmental Protection Agency or the United States Coast Guard serves as the lead Federal agency.
- The Attorney General and Director of the Federal Bureau of Investigation (FBI) execute their lead responsibility for the law enforcement response to, and criminal investigation of, terrorist threats or incidents.
- Lead Federal agencies are typically supported by other agencies that bring their relevant capabilities to bear.



Visual 5.32

MUTUAL AID AND ASSISTANCE AGREEMENTS

Complex Incidents will frequently require assistance from outside the State.

- Mutual aid and assistance agreements provide a • mechanism to guickly obtain emergency assistance in the form of personnel, equipment, materials, and other associated services.
- The Emergency Management Assistance Compact (EMAC) is a congressionally ratified mutual aid compact that defines a non-Federal, state-to-state system for sharing resources across state lines during an emergency or disaster. Through EMAC, a disaster-impacted State can request and receive assistance from other member States quickly and efficiently, resolving two key issues up front: liability and reimbursement.

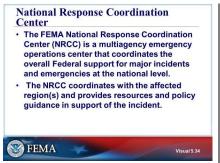
Signatories include all 50 states, the District of Columbia, Puerto Rico, Guam, and the U.S. Virgin Islands. EMAC's unique relationships with states, regions, territories, and Federal organizations, such as FEMA and the National Guard Bureau, enable it to move a wide variety of resources to meet the jurisdictions' needs.



NATIONAL OPERATIONS CENTER (NOC)

The National Operations Center serves as the primary, national-level hub for situational awareness, a shared situational picture, information fusion, information sharing, and executive communications:

- Provides timely reporting and products derived from traditional and social media monitoring; DHS Component reporting; federal, state, local, tribal, territorial governments, and sector reports to support senior-leader decision-making
- Provides and maintain information dissemination tools such as a shared situational picture and the Homeland Security Information Network (HSIN) to facilitate information sharing with the federal, state, local, tribal, territorial governments, and private sector professionals
- Provides executive-level communications capabilities to link senior leaders to facilitate unity of effort and incident management efforts.



Visual 5.34

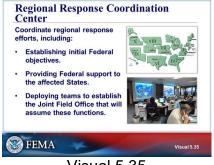
NATIONAL RESPONSE COORDINATION CENTER

The FEMA National Response Coordination Center (NRCC) is a multiagency emergency operations center that coordinates the overall Federal support for major incidents and emergencies at the national level.

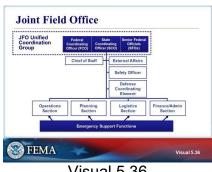
The NRCC coordinates with the affected region(s) and provides resources and policy guidance in support of the incident:

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

Note that, in addition, the NRCC resolves Federal resource support conflicts and other implementation issues forwarded from the field.



Visual 5.35



Visual 5.36

REGIONAL RESPONSE COORDINATION CENTER

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

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

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

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

JOINT FIELD OFFICE

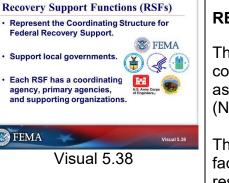
The JFO is a temporary facility that provides a central location for the coordination of Federal, State, tribal, and local governments and private-sector businesses and NGOs with primary responsibility for response and short-term recovery. The JFO structure is led by the JFO Unified Coordination Group.

Personnel from Federal and State departments and agencies, other jurisdictional entities, and private-sector businesses and nongovernmental organizations may be requested to staff various levels of the JFO. There will normally be one JFO established for each disaster declaration (a single disaster can result in multiple separate state disaster declarations).

For additional information on staffing and procedures, see the JFO Standard Operating Procedure.



Visual 5.37



EMERGENCY SUPPORT FUNCTIONS

Emergency Support Functions (ESFs) may be selectively activated for both Stafford Act and non-Stafford Act incidents. Not all incidents requiring Federal support result in the activation of ESFs. For Stafford Act incidents, the National Response Coordination Center (NRCC) or Regional Response Coordination Center (RRCC) may activate specific ESFs or other Federal agencies (OFAs) by directing appropriate departments and agencies to initiate the actions delineated in the ESF Annexes.

Resources coordinated though ESFs are assigned where needed within the response structure. For example, if a State requests assistance with a mass evacuation, resources from several different ESFs may be integrated into a single Branch or Group within the Operations Section. During the response, these resources would report to a supervisor within the assigned Branch or Group.

Regardless of where ESFs may be assigned, they coordinate closely with one another to accomplish their missions.

Many states have more then 15 designated ESFs. ESFs are organized at the local, state, and Federal level.

Refer to Handout 5-3: Emergency Support Function Teams and ESF Coordinators.

RECOVERY SUPPORT FUNCTIONS

The Recovery Support Functions (RSFs) comprise the coordinating structure for key functional areas of assistance in the National Disaster Recovery Framework (NDRF).

Their purpose is to support local governments by facilitating problem solving, improving access to resources and by fostering coordination among State and Federal agencies, nongovernmental partners and stakeholders.



Visual 5.39

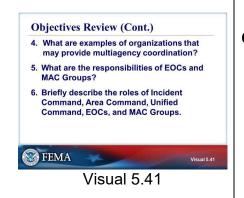
Objectives Review		
1.	What are essential terms related to multiagency coordination?	

- 2. What are a few examples of the different levels at which multiagency coordination is commonly accomplished?
- 3. What are the NIMS functional groups within a Multiagency Coordination System?

FEMA	*



Visual 5.40



CAPSTONE ACTIVITY: ORGANIZE A COMPLEX INCIDENT

The Capstone Activity directs you to use the full range of NIMS command and coordination functional groups to organize a disaster.

The instructor will explain the Capstone Activity.

You will have 60 minutes to complete and hear feedback/debrief.

Important Note for Students: Some of your strategies will depend on the input or actions of other groups. You should plan to contact the other groups in the appropriate fashion to negotiate a strategy.

OBJECTIVES REVIEW

Unit Enabling Objectives

- Define essential terms related to multiagency coordination.
- Identify examples of the different levels at which multiagency coordination is commonly accomplished.
- Explain the NIMS functional groups within a Multiagency Coordination System.

OBJECTIVES REVIEW (CONT.)

- Identify examples of organizations that may provide multiagency coordination.
- List the responsibilities of EOCs and MAC Groups.
- Describe the respective roles of Incident Command, Area Command, Unified Command, and EOCs and MAC Groups.