Module C4
GENERAL EOC APPLICATIONS
INSTRUCTOR GUIDE

I.　Module Description

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Module C4 describes several aspects of Emergency Operations Centers (EOCs) which are applicable at any Standardized Emergency Management System (SEMS) EOC level. The topics covered in this module are:

> Principles of ICS used in EOCs
> EOC functions and responsibilities
> Multi-interagency coordination in EOCs

II.　Module Content

A.　Principles of ICS for use in EOCs

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The Incident Command System (ICS) is used at the SEMS field level as the system for directly managing incidents. Many of the features of ICS apply as well at SEMS EOC levels where the primary focus is on overall organization or jurisdictional management and coordination.
ASK STUDENTS ABOUT THEIR OWN
BACKGROUNDS AND THE USE OF ICS

The features of ICS which apply to EOCs include:

- Five Primary Management functions
- Management by Objectives
- Management Unity and Delegation of Authority
- Span of control
- Action Planning

FOR ALL OF THE FOLLOWING, ASK STUDENTS
FOR THEIR IDEAS AND THEN FOLLOW THROUGH
WITH THE TEXT MATERIAL AS NECESSARY.

1. EOC Five Primary Management Functions

The five primary functions in SEMS provide the core for establishing an EOC management team. Each member has a specific functional role to perform, however they work together to provide an overall team approach within the EOC. The personnel performing these functions are known at both the field and EOC levels in SEMS as the General Staff.

The five primary EOC functions required in all EOCs under SEMS are:

Management - The responsibility and the authority to direct all EOC activity by virtue of explicit legal, agency or delegated authority. Management is responsible for overall emergency policy and coordination through the joint efforts of government agencies and private organizations. Management may also have support staff authorized to perform functions such as public information, liaison, safety and security.

Operations - A Section of the EOC which has primary responsibility for the initial receipt and coordination of information and requests related to a jurisdictional response to an emergency. The section may be divided into Branches, Groups and Units as required by the functions involved and the span of control. Operations Section Branches, Groups or Units are normally established around the primary response oriented functions, such as, fire, police, public works, utilities, etc.

Planning/Intelligence - A section of the EOC responsible for the collection, evaluation, and dissemination of information related to the incident or emergency and for the preparation and documentation of EOC action plans. The

section also maintains information on the current and forecasted situation related to the emergency.

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Logistics - A section of the EOC responsible for providing service and support, supplies, equipment, personnel and other resources. The logistics section in the EOC would generally contain units related to facilities, maintenance, supply, communications, personnel etc.

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Finance/Administration - A section of the EOC responsible for monitoring costs, procurements, contracts and other financial considerations.

Each of these functional areas can be expanded as needed into additional organizational units with further delegation of authority.

2.   Management by Objectives

The EOC management team should establish prioritized objectives for the organization's response to a major emergency. When this is accomplished by the EOC management, clear policy and direction is then given to all departments and agencies. When this is not done, individual departments and agencies can, even unintentionally, move unilaterally. This may cause confusion, and may even hamper an effective overall response.

A recommended set of steps in the EOC management by objectives approach are:

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> a.   Set the overall objectives to be achieved and the organization or jurisdictions priorities related to meeting those objectives.

b.   Define as necessary the authority and policy issues as they apply to the emergency.

c.   Ensure that current policy, objectives and priorities are made known to all responding organizations.

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d.   Develop, maintain, and make available, a current overall information base related to the emergency.

e.   Ensure an adequate field response organization is in place, and provide necessary support to field response elements.

f.   Obtain and allocate essential resources to field organizations.

g.   Consider future overall requirements and plan ahead.

3.   Management Unity and Delegation of Authority

The EOC organization must have the flexibility to shape itself to the emergency. That means that it should not be so rigid or inflexible that it cannot be easily modified, expanded or diminished as the situation requires. The concept of "form follows function" clearly applies in establishing an EOC organization. Some of the tenets of management unity as applied in SEMS are:

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a.   The person at the top, or in charge of the organization, has the overall responsibility for accomplishing the EOC mission. At the EOC, this person is the EOC Director.

b.   Authority to manage parts of that responsibility may be delegated. In an EOC the <u>primary</u> delegations are for the coordination of four major functions:

> Operations
> Planning/Intelligence
> Logistics
> Finance/Administration

When assigned, the persons responsible for these functions are known as the EOC Directors General Staff. They, along with the EOC Director function as the EOC management team. Other authority may be delegated for:

> Public Information
> Liaison
> Safety and Security

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c.   Unless the authority for functional responsibility has been delegated, the EOC Director will retain and be responsible for direct management of previously listed functions.

d.   Within operations, planning/intelligence, logistics and finance/administration, authority may be further delegated as needed.

e.   The EOC Director has freedom to only activate elements of the organization that are required. For example, it is not necessary to activate a Logistics Section Coordinator

prior to activation of the Communications
Unit which falls under the logistics function.
The only requirement is to maintain an
effective span of control.

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f.   The size of the current organization and that
of the next operational period is determined
through the EOC action planning process.

g.   A number of organizational elements may
be activated in the various sections. Each
activated element must have a person in
charge of it. In some cases a single
supervisor may be in charge of more than
one unit. As a general rule, units should not
be merged, as this may cause difficulty and
confusion if they are separated at a later
time.

h.   Elements which have been activated and are
clearly no longer needed should be
deactivated to decrease organizational size.

4.   Span of Control

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Span of control pertains to the number of individuals one
Emergency Operations Center supervisor can effectively
manage. Maintaining an effective span of control is
particularly important in an EOC to provide effective
coordination services and for accountability reasons.

In the EOC, the span of control for any supervisor during
an emergency response activation should fall within a range
of 3 to 7. If a supervisor has fewer than three people
reporting, or more than seven, some adjustment to the
organization should be considered. The rule of thumb for

span of control in the EOC is one supervisor to five
subordinates. If necessary in some functions, a deputy
should be considered to ease span of control problems.

5.   Use of EOC Action Plans

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An action plan should be established within the EOC for
each operational period. The operational period is defined
by the time required to perform stated objectives. The
purpose of the EOC action plan is to provide all personnel
with appropriate direction for future actions.

The EOC action plan should always be written. <u>Essential</u>
elements in any action plan include:

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Statement of Objectives - Answers the question -
What are we expected to achieve? Objectives should
always be stated in terms of the operational period, they
should be prioritized, and they should be consistent
with agency policy.

Organization - Answers the question - What do we
have in the way of resources and an organization that
will allow us to achieve the objectives? This part of the
plan describes what parts of the organization will be in
place in the EOC for the next operational period.

Assignments to Accomplish the Objectives - Answers
the question - Who will do what and where?
Assignments include the staff assignments necessary to
perform the required functions to meet the objectives.

B.   EOC Basic Requirements

Listed below are several example requirements for EOCs.
These may not be appropriate for all EOCs depending upon
jurisdictional requirements.

1.   The EOC will be activated for any major emergency
       or important event that requires multiple (more than
       two) department simultaneous operations over some
       period of time. Activation guidelines will be part of
       the EOC procedures. SEMS Guidelines require
       activation of EOCs under certain conditions. These
       will be discussed in the module associated with the
       appropriate EOC level.

2.   Staff must ensure that the EOC facility is capable of
       activation within one hour and able to maintain full
       operation status under all emergency conditions. In
       those cases where EOC can be developed as a part
       of a jurisdictions joint dispatch facility, the
       activation period can be significantly reduced.

3.   Safe access into the facility for operating personnel
       must be assured, as well as providing a secure
       facility from all potential hazards.

4.   Internal EOC operations will follow the five
       primary SEMS functions of Management,
       Operations, Planning/Intelligence, Logistics,
       Finance/ Administration.

5.   Provision must be made within the EOC for
       inclusion of other agencies representatives, and
       communications they may require.

6.   The EOC will operate primarily in an information processing, policy and priority setting and coordination role. The EOC does not provide tactical direction to field elements of the various departments unless that is established by a jurisdictional policy.

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7.   The EOC will assist in coordinating the allocation of designated and/or critical resources between departments, and be the central location for locating and requesting supplemental and out-of-jurisdiction resources when necessary. Resources obtained through mutual aid systems will continue to be processed through procedures established by those systems.

8.   Functional work stations within the EOC organization should have the capability to directly communicate by telephone and or radio to designated external DOC's, or field command posts as required for information exchange.

9.   The EOC will be the primary location from which information about the emergency is developed to brief and update the media and the public.

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10. The EOC when activated will be the location from which information on overall jurisdictional priorities and policy changes will be developed and provided to operating departments and agencies.

11.   The EOC will be the primary point for developing
        situation and damage assessment information,
        setting public information standards and guidelines
        for departments or agencies, and/or approving
        official information for distribution to media and the
        public.

12.   The EOC will provide for coordination of damage
        assessment, and recovery activities required by the
        emergency as determined by agency policy.

C.   Multi-agency or Inter-agency Coordination in an EOC

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IT MAY BE NECESSARY DEPENDING UPON
STUDENTS BACKGROUND TO EXPLAIN THAT THE
SEMS MULTI-AGENCY COORDINATION PROCESS
IS ONE OF SEVERAL COMPONENTS IN THE
ORIGINAL FIRESCOPE MULTI-AGENCY
COORDINATION SYSTEM.

One of the primary SEMS requirements expressed in
regulation is the need to use multi-agency or inter-agency
coordination at all SEMS levels.

Multi-agency or Inter-agency coordination is defined as the
participation of agencies and disciplines working together
in a coordinated effort to facilitate decisions for overall
emergency response activities including the sharing of
critical resources and the prioritization of incidents.

In an EOC, the use of multi-agency or inter-agency
coordination is a basic part of the overall EOC operation.
A primary purpose of the EOC is to provide a facility
within which coordination can be accomplished.

1.   **Importance of multi-agency or inter-agency coordination in an EOC**

What is the difference between multi-agency and inter-agency coordination?

ASK STUDENTS FOR THEIR INPUT

Multi-agency implies multiple agencies within a single discipline or within a single area of jurisdiction. For example, in a local government or operational area emergency operations center, multi-agency would apply to coordination between all of the agencies within a city or a county such as departments.

Inter-agency implies coordination between disciplines, between different jurisdictions or between different political levels . For example the coordination in an EOC between the local jurisdictions police department, the county sheriff, and a state police agency liaison to that EOC would be considered inter-agency coordination.

Multi-agency or inter-agency coordination is an established part of the functioning of an EOC. The EOC is staffed by representatives from the departments and agencies who work together at the EOC to coordinate the emergency response.

Representatives from multiple agencies (federal, state, county, local government, special districts, volunteer agencies, and private organizations) may also participate at the EOC. Together with local government departmental representatives the multi-agency effort is better coordinated.

Involvement of the departmental representatives and appropriate agency representatives in the EOC action

planning process is essential for effective emergency management and provides an important focus for multi-agency and inter-agency coordination. In addition, the EOC Director or General Staff may convene meetings for multi-agency or inter-agency coordination purposes as needed.

Coordination with agencies not represented in the EOC may be accomplished through teleconferencing. With adequate planning, teleconferencing can be very effective.

2.   Establishing a Multi-agency or Inter-agency Coordination Group

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In some situations, it may be useful to formally establish a multi-agency or inter-agency coordination group to develop consensus on priorities, resource allocation and response strategies.

A formal multi-agency or inter-agency coordination group can be especially useful when a particular response problem or issue requires coordination with numerous agencies not usually represented in the EOC. Such a group may be established through a temporary ad hoc arrangement during an emergency or may be developed through pre-event planning for certain contingencies as a part of the jurisdictions emergency management organization.

A multi-agency or inter-agency coordination group may work within the EOC or at another location. A multi-agency or inter-agency coordination group may also coordinate efforts through conference calls.

Whether physically at the EOC or at another location, the
multi-agency or inter-agency coordination group should
remain connected to the EOC.

Priorities and objectives developed through the group
should be incorporated into the action plan developed at the
EOC. Objectives agreed to by the group should be
implemented through the EOC.