

ORANGE UNIFIED SCHOOL DISTRICT/CWA EARTHQUAKE DISASTER PREPAREDNESS PLAN PART 1 – SEMS/NIMS MANAGEMENT SYSTEM

SEMS/NIMS MANAGEMENT SYSTEM

REVISED SEPTEMBER 2007

SEMS/NIMS - INCIDENT COMMAND SYSTEM (ICS) is the model tool for command, control, and coordination of a response and provides a means to coordinate the efforts of individual agencies as they work toward the common goal of stabilizing the incident and protecting life, property, and the environment. “Incident Command System” uses principles that have been proven to improve efficiency and effectiveness in a business setting and applies the principles to emergency response.

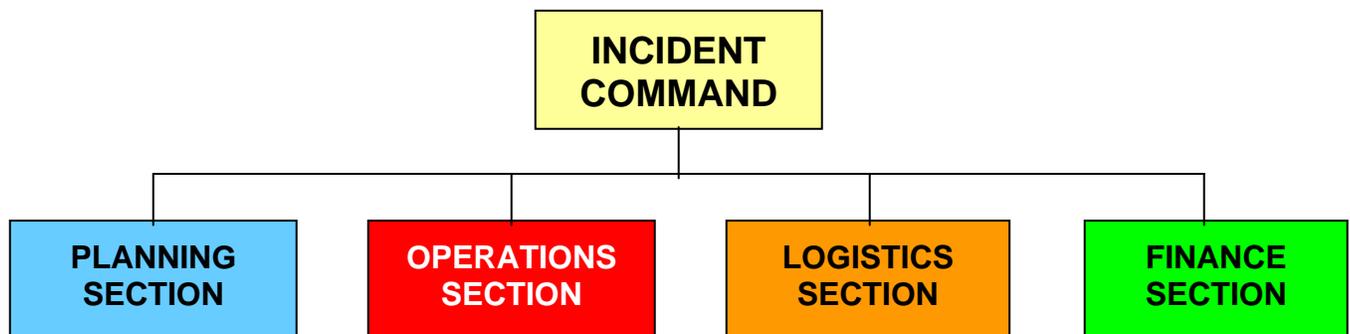
We live in a complex world in which responding to emergencies, from single-car accidents to large-scale disasters, often requires cooperation among several agencies. In an emergency, you and other personnel from your agency may be called upon to help with the response. In an emergency, you may not be working for your day-to-day supervisor, or you may be working in a different location. Thus, emergency response operations are *not* “business as usual.”

Much of the success of “Incident Command System” has resulted directly from applying:

- A common organizational structure.
- Key management principles in a standardized way.

INCIDENT COMMAND SYSTEM (ICS) ORGANIZATION: The ICS organization is built around five major components:

- Command (Yellow).
- Planning (Blue)
- Operations (Red)
- Logistics (Orange)
- Finance/Administration (Green)



These five major components are the foundation upon which the “Incident Command System” organization develops. They apply during a routine emergency, when preparing for a major event, or when managing a response to a major disaster.

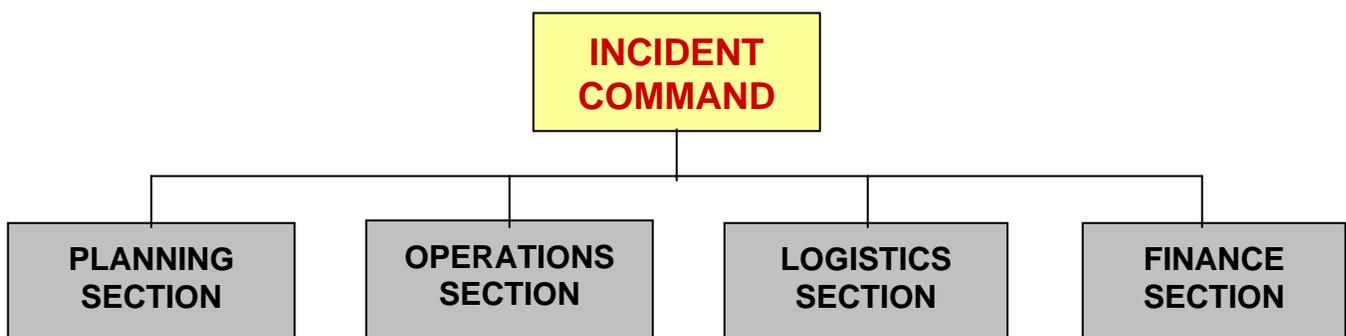
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In small-scale incidents, all of the components may be managed by one person, **the Incident Commander**. Large-scale incidents usually require that each component, or section, is set up separately. Each of the primary “Incident Command System” sections may be divided into smaller functions as needed.

The “Incident Command System” organization has the capability to expand or contract to meet the needs of the incident, but **all incidents**, regardless of size or complexity, **will have an Incident Commander**. A basic “Incident Command System” operating guideline is that the Incident Commander is responsible for on-scene management until command authority is transferred to another person, who then becomes the Incident Commander.

Incident Command: The command function is directed by the “**Incident Commander**”, who is the person in charge at the incident, and who must be fully qualified to manage the response. Major responsibilities for the Incident Commander include:

- Performing command activities, such as establishing command and establishing the “Incident Command Post”.
- Protecting life and property.
- Controlling personnel and equipment re-sources.
- Maintaining accountability for responder and public safety, as well as for task accomplishment.
- Establishing and maintaining an effective liaison with outside agencies and organizations, including the EOC, when it is activated.



Incident management encompasses:

- Establishing command.
- Ensuring responder safety.
- Assessing incident priorities.
- Determining operational objectives.

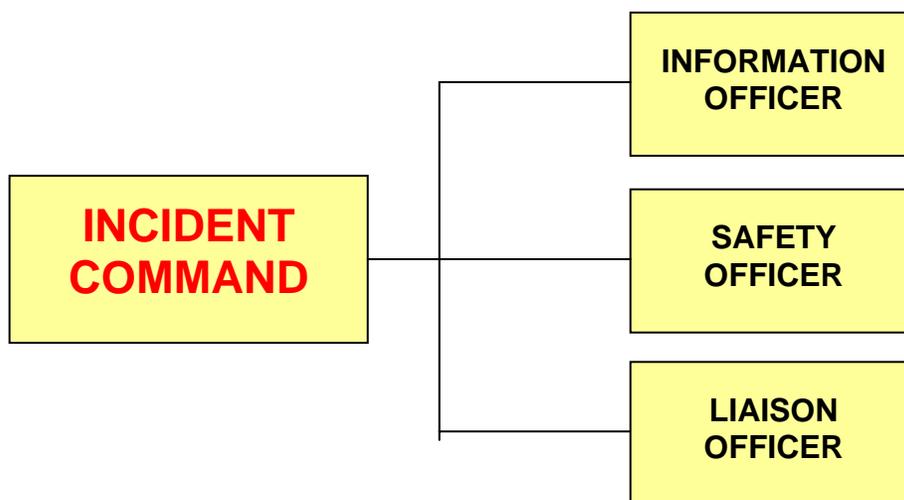
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- Developing and implementing the Incident Action Plan.
- Developing an appropriate organizational structure.
- Maintaining a manageable span of control.
- Managing incident resources.
- Coordinating overall emergency activities.
- Coordinating the activities of outside agencies.
- Authorizing the release of information to the media.
- Keeping track of costs.

Initially, the Incident Commander will be the senior first-responder to arrive at the scene. As additional responders arrive, command will transfer on the basis of who has primary authority for overall control of the incident. As incidents grow in size or become more complex, the responsible jurisdiction or agency may assign a more highly qualified Incident Commander.

At transfer of command, the outgoing Incident Commander must give the incoming Incident Commander a full briefing and notify all staff of the change in command.

As incidents grow, the Incident Commander may delegate authority for performing certain activities to others, as required. When expansion is required, the Incident Commander will establish the other Command Staff positions shown in the graphic below.



The **Information Officer** handles all media inquiries and coordinates the release of information to the media with the Public Affairs Officer at the EOC.

The **Safety Officer** monitors safety conditions and develops measures for ensuring the safety of all assigned personnel.

The **Liaison Officer** is the on-scene contact for other agencies assigned to the incident.

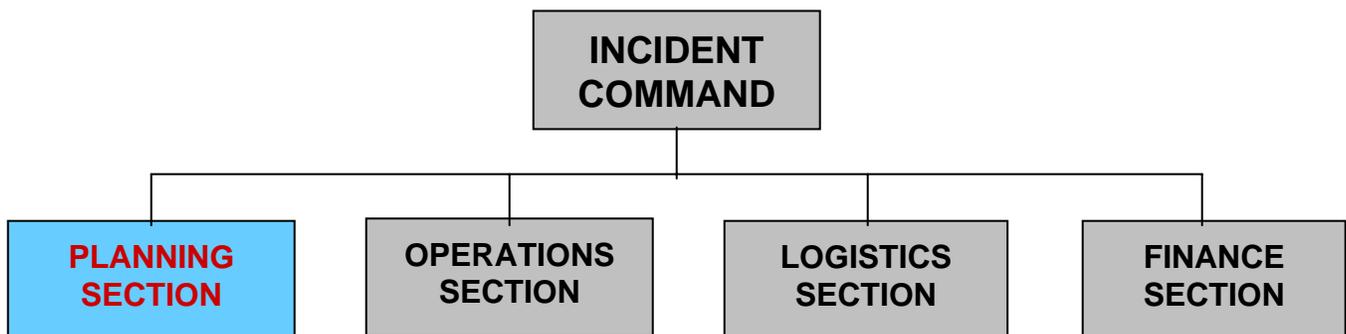
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The Incident Commander will base the decision to expand (or contract) the “Incident Command System” organization on **three major incident priorities**:

- **Life safety.** The Incident Commander’s first priority is *always* the life safety of the emergency responders and the public.
- **Incident stability.** The Incident Commander is responsible for determining the strategy that will:
 - Minimize the effect that the incident may have on the surrounding area.
 - Maximize the response effort while using resources efficiently.
- **Property conservation.** The Incident Commander is responsible for minimizing damage to property while achieving the incident objectives.

As incidents become more involved, the Incident Commander can activate additional *General Staff* sections (that is, Planning, Operations, Logistics, and/or Finance/Administration), as necessary. Each Section Chief, in turn, has the authority to expand internally to meet the needs of the situation.

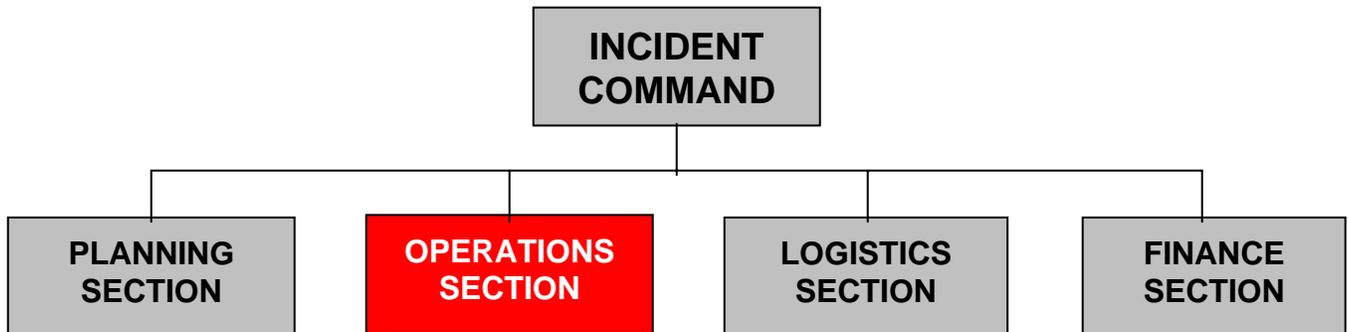
Planning Section: In smaller events, the Incident Commander is responsible for planning, but when the incident is of larger scale, the Incident Commander establishes the Planning Section



The Planning Section’s function includes the collection, evaluation, dissemination, and use of information about the development of the incident and status of resources. This section’s responsibilities can also include creation of the Incident Action Plan, which defines the response activities and resource utilization for a specified time period.

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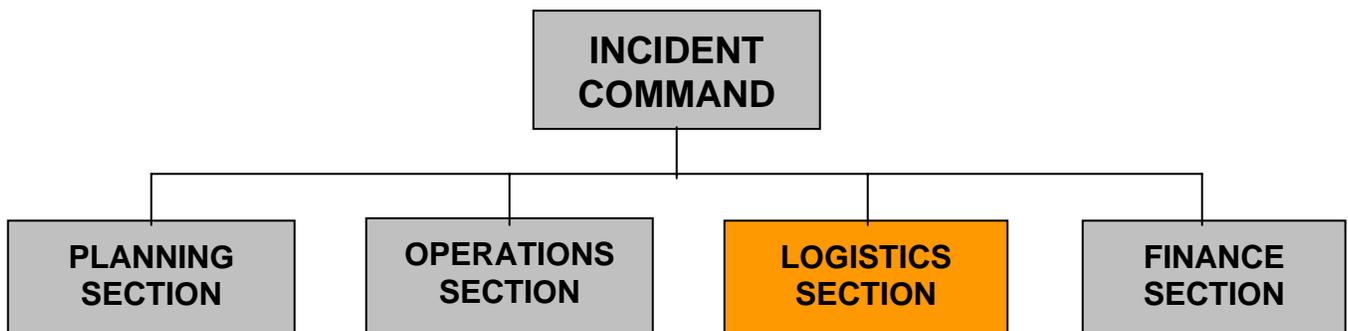
Operations Section: This section has the responsible for carrying out the response activities described in the Incident Action Plan. The Operations Section Chief coordinates Operations Section activities and has primary responsibility for receiving and implementing the Incident Action Plan. The Operations Section Chief reports to the Incident Commander and determines the required resources and organizational structure within the Operations Section.



The Operations Section Chief's main responsibilities are to:

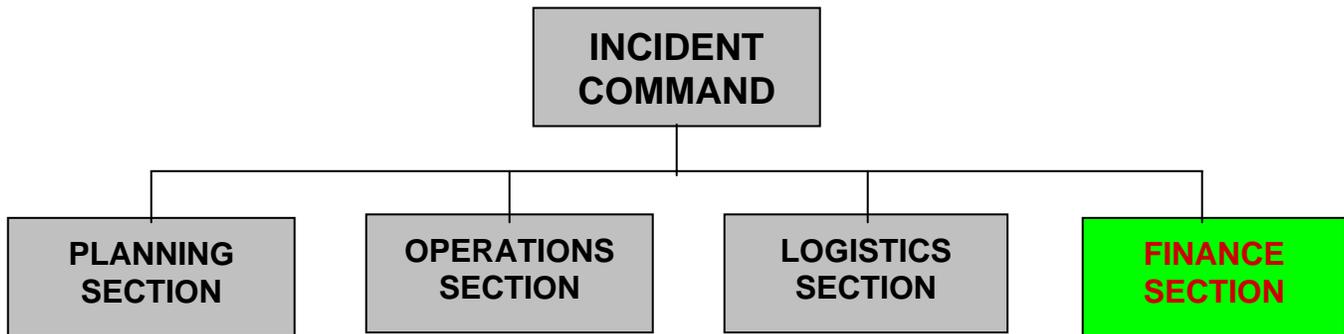
- Direct and coordinate all operations, ensuring the safety of Operations Section personnel.
- Assist the Incident Commander in developing response goals and objectives for the incident.
- Implement the Incident Action Plan.
- Request (or release) resources through the Incident Commander.
- Keep the Incident Commander informed of situation and resource status within operations.

Logistic Section: The Logistics Section is responsible for providing facilities, services, and materials, including personnel to operate the requested equipment for the incident. This section takes on great significance in long-term or extended operations. It is important to note that the Logistics Section functions are geared to support the incident responders.



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Finance/Administration: The Finance/Administration Section is critical for tracking incident costs and reimbursement accounting. Unless costs and financial operations are carefully recorded and justified, reimbursement of costs is difficult, if not impossible



The Finance/Administration Section is especially important when the incident is of a magnitude that may result in a Presidential Declaration.

Additional “Incident Command System” Comments: Each of these functional areas can be expanded into additional organizational units with further delegation of authority. They also may be contracted as the incident deescalates. An “Incident Command System” structure should include:

- Common terminology (Please refer to glossary of terms in appendix).
- A modular organization.
- Integrated communications.
- Unity of command.
- A unified command structure.
- Consolidated Incident Action Plans
- A manageable span of control.
- Designated incident facilities.
- Comprehensive resource management.

INCIDENT COMMAND SYSTEM CONCEPTS AND PRINCIPLES: **Unity of command** is the concept by which each person within an organization reports to only one designated person. **A unified command** allows all agencies with responsibility for the incident, either geographic or functional, to manage an incident by establishing a common set of incident objectives and strategies. Unified command does *not* mean losing or giving up agency authority, responsibility, or accountability. The concept of **unified command** means that all involved agencies contribute to the command process by:

- Determining overall objectives.
- Planning jointly for operational activities while conducting integrated operations.
- Maximizing the use of all assigned resources.

Under unified command, the following always apply:

- The incident functions under a single, coordinated incident action plan.

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- One Operations Section Chief has “Incident Command System” responsibility for implementing the incident action plan.
- One Incident command post is established.

Consolidated Incident Action Plans describe response goals, operational objectives, and support activities. The decision to have a written incident action plan is made by the Incident Commander. “Incident Command System” requires written plans whenever:

- Resources from **multiple agencies** are used.
- Several jurisdictions are involved.
- The incident is complex (e.g., changes in shifts of personnel or equipment are required).

Incident Action Plans that include the measurable goals and objectives to be achieved are always prepared around a timeframe called an *operational period*. Operational periods can be of various lengths, but should be no longer than 24 hours. Twelve-hour operational periods are common for large-scale incidents.

A manageable span of control is defined as the number of individuals one supervisor can manage effectively. In “Incident Command System”, the span of control for any supervisor falls within a range of three to seven resources, with five being the optimum. If those numbers increase or decrease, the incident commander should reexamine the organizational structure.

Incident Facilities: Designated incident facilities include:

- An Incident Command Post at which the Incident Commander, the Command Staff, and the General Staff oversee all incident operations. This is the location at which the primary command functions take place. The Incident Commander is located at the Incident Command Post.
- *Base*. The location at which primary logistics functions for an incident are coordinated and administered. There is only one Base per incident. (Incident name or other designator will be added to the term Base.) The Incident Command Post may be colocated with the Base.
- *Staging Area*. Staging Areas are locations set up at an incident where resources can be placed while awaiting a tactical assignment. Staging Areas are managed by the Operations
- Other incident facilities may be designated for incidents that are geographically dispersed, require large numbers of resources, or require highly specialized resources.

Resources Management:

The effective management of operational resources is a vital consideration in any incident. The ability to select the correct resource(s) for the task is essential to:

- Accomplishing the task.
- Ensuring resource safety.
- Ensuring the cost-effectiveness of the operation.

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Resource management also encompasses maintaining the status of all resources assigned to an incident.

Resources Used in Operations: Resources used in operations consist of all personnel and major items of equipment that are available, or potentially available, for assignment to incidents. (Equipment resources also include the personnel required to operate and maintain them.) To lend consistency to incident operations, resources are described by both kind and type.

IICS AND THE EMERGENCY OPERATIONS CENTER

Most jurisdictions, including our District, maintain an Emergency Operations Center as part of their community's emergency preparedness program. An Emergency Operations Center is where department heads, government officers and officials, and volunteer agencies gather to coordinate their response to an emergency event.

At larger or more complex incidents, the **Incident Command System structure** in the field will work with personnel in the **District's Emergency Operations Center** (which also may be organized under Incident Command System principles).

The **Incident Command** and the **Emergency Operations Center** function together and work toward the same goals, but their responsibilities are at different levels. The Incident Command operation is responsible for on-scene response activities, and the Emergency Operations Center is responsible for community-wide resource management or, as in the case of a major earthquake, responsible for the district wide emergency operations.

SEMS Action Planning

1. Background

Action Plans are an essential part of SEMS at all levels. Action planning is an effective management tool involving two essential items:

- A process to identify objectives, priorities, and assignments related to emergency response or recovery actions
- Plans which document the priorities, objectives tasks and personnel assignments associated with meeting the objectives

There are two kinds of action plans, Incident Action Plans and Emergency Operation Center Action Plans.

Emergency Operation Center Action Plans should focus on jurisdictional related issues. The format and content for action plans at the Incident level and at Emergency Operation Center levels will vary. The process for developing action plans is quite similar for all SEMS levels.

2. Incident Action Plans

At the field level, action plans developed for use at incidents are called Incident Action Plans (IAP). Incident action plans are required for each operational period. (An operational period is

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the length of time scheduled for the execution for a given set of operational actions as specified in the incident action plan.) Incident action plans may be either verbal or written.

Written incident action plans are recommended for:

- Any multi-agency and multi-jurisdictional incident
- Complex incidents
- Long term incidents when operational periods would span across shift changes

Special forms are used within Incident Command System to record information for written incident action plans. These forms should be used whenever possible. The format for an incident action plan will generally include the following elements:

1. Incident objectives and priorities (Overall, what do we want to achieve?)
2. Primary and alternative strategies (as appropriate) to achieve incident objectives. (What are the ways in which we can achieve the objectives? How do the strategies compare in safety, speed, environmental impact, cost etc.? Is current resource availability a limiting or dictating factor in strategy selection?)
3. Tactics appropriate to the selected strategy (Given a selected strategy, what are the specific tactics necessary to implement the strategy?)
4. The kinds and number of resources to be assigned (determined by the tactics to be used)
5. The operations tactical organization necessary for the selected strategy and tactics (Can include describing the incident geographically or functionally)
6. Overall support organization including logistical, planning and finance/administration functions
7. A communications plan
8. Safety messages
9. Other supporting documentation needed, e.g. an incident map, showing access, key facilities etc., a medical support plan etc.

3. Action Planning at SEMS Emergency Operation Center Levels

Action planning at all Emergency Operation Center levels, like that of the field level, is based around the use of an operational period. The length of the operational period for the Emergency Operation Center is determined by first establishing a set of objectives and priority actions that need to be performed. This is followed by establishing a reasonable time frame for accomplishing those actions. Generally, the actions requiring the longest time period will define the length of the operational period.

Typically, operational periods at the beginning of an emergency are short, sometimes only a few hours. As the emergency progresses, operational periods may be longer, but should not exceed twenty-four hours. Operational periods should not be confused with staffing patterns or shift change periods. They may be the same, but need not be.

The initial Emergency Operation Center action plan may be a verbal plan put together in the first hour after Emergency Operation Center activation. It is usually done by the Emergency Operation Center Director in concert with the General Staff. Once the Emergency Operation Center is fully activated, Emergency Operation Center action plans should be written.

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Emergency Operation Center action plans should not be complex or create a time consuming process. The format may vary somewhat within the several Emergency Operation Center SEMS levels, but the Emergency Operation Center action plan should generally cover the following elements:

1. Listing of objectives to be accomplished (should be measurable)
2. Statement of current priorities related to objectives
3. Statement of strategy to achieve the objectives. (Identify if there is more than one way to accomplish the objective, and which way is preferred)
4. Assignments and actions necessary to implement the strategy
5. Operational period designation - The time frame necessary to accomplish the actions
6. Organizational elements to be activated to support the assignments. (Also, later action plans may list organizational elements that will be deactivated during or at the end of the period)
7. Logistical or other technical support required

Focus of the Emergency Operation Center Action Plan

The primary focus of the Emergency Operation Center action plan should be on jurisdictional issues - The plan sets overall objectives for the jurisdiction and may establish the priorities as determined by the jurisdictional authority. It can also include mission assignments to departments, provide policy and cost constraints, inter-agency considerations etc. Properly prepared, the Emergency Operation Center action plan becomes an essential input to developing departmental action plans.

4. The Action Planning Process (Emergency Operation Center and Incident)

The primary responsibility for preparing an incident or an Emergency Operation Center Action Plan is assigned to the Planning/ Intelligence Section. Several elements of the organization will be involved in the development of the content for the plan.

1. The Incident Commander or Emergency Operation Center Director and all members of the General Staff must participate in the action planning process.
2. There must be adequate representation of key organizational components, organizations and agencies.
3. Representatives participating in the planning process must have the technical expertise and authority to commit to accomplishing the objectives.
4. Representatives must understand the action planning process and be willing to function according to the process.
5. There must be adequate logistical arrangements and facilities to support the process.
6. There must be adequate pre-event planning, and participants must adhere to the format and timetables related to the planning process.

Steps in the Planning Process (EOC and Incident)

1. Identify representatives and organizational entities needed for current planning. This will include but is not limited to the Incident Commander or Emergency Operation Center Director,

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General Staff, Information and Liaison functions as well as key agency representatives essential to meeting the objectives.

2. Establish a cycle for action planning meetings. Initially, these may be every few hours or several times a day. Over time, they will move to twice a day and then to daily.

3. Develop a format for the plan, and use that format in the planning process.

Formats will vary depending upon Field or Emergency Operation Center level, complexity of the plan etc.

4. Determine who needs the plan, and establish procedures for publication and distribution of the plan.

5. Establish a procedure for revisions and updates. This could include sections providing suggested written revisions, or provision for making expedient changes during the operational period if required.

6. Prepare and distribute the Action Plan. The plan will be prepared based on information obtained at the planning meeting. Ensure that the plan is approved by the Incident Commander or the Emergency Operation Center Director prior to distribution.

7. Establish a documentation file for incident or Emergency Operation Center Action Plans. The documentation file will consist of the action plans and any supporting documentation.

Status Color Coding: During the process of evaluating the status of an emergency, a color coding system will be used to indicate the level of needs as follows:

IMPACT	LEVELS	MUTUAL AID NEEDS
MAJOR		MAJOR NEEDS
MODERATE		MODERATE NEEDS
MINOR		MINOR NEEDS
ROUTINE		ROUTINE NEEDS