



City of Emeryville  
CALIFORNIA

## CITY COUNCIL GUIDE TO DISASTER OPERATIONS



# 2020

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## **SECTION I: INTRODUCTION**

Understanding and preparing for the threats facing the City of Emeryville is a shared responsibility. This guide will address the steps you as a City Councilmember can take to make the City a safer place and to help you understand the following:

- To show the importance of the City Council maintaining continuity of government as a Council Office and a legislative body during times of disaster;
- To provide general background information regarding the role of the City and its departments during emergencies; and
- To provide councilmembers with an understanding of their role during emergencies.

As an elected official, you have a significant role in the City of Emeryville's response to disasters and your response is an important part of the continuity of government. Your actions influence community members, as well as employees and directly impact the City's ability to protect lives and property.

Your primary role during a disaster is one of policymaker, communicator, liaison, and overseer. You know the needs of our community and you have already established effective channels of communication with your constituents.

As with all disaster service workers, your ability to support emergency response efforts will depend directly upon your preparedness at home and at work. Please take the time to familiarize yourself with this handbook.

### **City Council as the Emeryville Disaster Council**

Title 4, Chapter 2.05-2.06 of the Emeryville Municipal Code designates the City Council as the City's Disaster Council. The Mayor is the chair of the Disaster Council, and the Vice Mayor is the vice chair of the Disaster Council. The Disaster Council's role is to set policy for emergency preparedness and to review and approve the plans that staff relies upon to implement emergency preparedness for the City.

### **Emergency Preparedness for the City of Emeryville**

The City of Emeryville has a City Council-City Manager form of government. Under this form of government, the Emeryville City Council is the legislative body responsible for setting city policy and adopting the city budget. The City Manager is responsible for policy implementation and management of all city operations, including emergency preparedness.

Effective emergency response requires exhaustive Citywide and departmental planning, as well as adequate numbers of well-trained personnel. To that end, the City of Emeryville has established an Emergency Operations Plan (EOP) to ensure the most effective and economical allocation of resources for protection of people and property in the event of an emergency associated with natural or man-made emergencies. The EOP clearly spells out how the City prepares for, responds to, and recovers from a disaster.

## **The City Manager's Role During Emergencies**

Emeryville Municipal Code. Title 4, Chapter 2, Emergency Plans, designates the City Manager as the Director of Emergency Services. As the Director of Emergency Services, the City Manager is empowered to proclaim the existence or threatened existence of an emergency or request the City Council to do so. If the City Manager proclaims the emergency, the City Council must ratify the proclamation within seven (7) days.

The City Manager functions as the Emergency Operations Center Director, overseeing all aspects of the City's response operations. In the event of an emergency, which may or may not result in the declaration of a local emergency, the City Manager may activate the Emergency Operations Center.

The City Manager is authorized to issue and enforce any rules, regulations or orders considered necessary for the protection of life and property; however, such rules and regulations must be confirmed at the earliest practical time by the City Council.

### **EMERGENCY PROCLAMATIONS**

**Local Emergency:** Emergency Proclamations are normally made when there is an actual incident of threat of a disaster or extreme peril to the safety of persons and property caused by natural or man-made situations. A Local Emergency is proclaimed by the City Manager as the Director of Emergency Services and then ratified, within seven (7) days by the City Council. The City Council may also proclaim a Local Emergency.

**Local Emergency Defined:** A "Local Emergency" exists whenever the City or an area therein is suffering or in imminent danger of suffering an event that may cause injury or death to persons, or damage to or destruction of property to the extent that extraordinary measures must be taken to protect the public health, safety and welfare of the community.

The purpose of a declaration is to:

- Promulgate or suspend orders and regulations necessary to provide for the protection of life and property, including issuing orders or regulations imposing a curfew;
- To provide the City the ability to exercise full power to provide mutual aid to any affected area in accordance with local ordinances, resolutions, emergency plans, or agreements;
- To request and require emergency services of any local official or employee;
- To obtain vital supplies and equipment and, if required, immediately commandeer the same for public use;
- To impose penalties for violation of lawful orders;
- To conduct emergency operations without incurring legal liability for performance, or failure of performance; and
- To be eligible for reimbursement from the federal government for costs associated with responding to the emergency.

**State Proclamation of Emergency:** A State of Emergency may be proclaimed by the Governor when conditions of disaster or extreme peril exist which threaten the safety of person or property within the State. The Governor may also proclaim a state of emergency when requested to do so by local authorities or when the local authority is unable to cope with the emergency. A State Proclamation is needed to request a Presidential Declaration and to seek aid from federal disaster relief programs.

**Presidential Declaration:** The Governor of an impacted state may request a Presidential Declaration of Emergency or Disaster when the disaster is of such severity and magnitude that effective response is beyond the ability of the state and affected local jurisdiction.

**Federal Declaration of Emergency:** The President may make a Declaration of Emergency instead of Disaster. An Emergency Declaration unleashes the support of any or all of the 27 federal agencies. It also authorizes reimbursement of emergency work, such as debris removal and emergency protective measures. It stops short however of providing certain types of recovery assistance.

**Federal Declaration of Major Disaster:** A Presidential Declaration of Major Disaster is made when the President determines that a situation warrants major federal disaster assistance. A disaster declaration can allow for a broad range of assistance available to individual victims including:

- Temporary housing
- Disaster unemployment and job placement assistance
- Individual and family grants
- Legal services to low income victims
- Crisis counseling and referrals

**Declaration of Health Emergency:** The County Public Health Officer may declare a local health emergency (Health and Safety Code §8558) whenever there is a release, spill, escape, or entry of hazardous waste or medical waste that is determined to be an immediate threat to the public health, or an imminent or proximate threat of the introduction of any contagious, infectious or communicable disease, chemical agent, non-communicable biologic agent, toxin, or radioactive agent.

### **The City Council's Role During Emergencies**

During an emergency that requires the activation of the EOC, City government will be operating under a different set of systems and procedures. The City Council will initially be responsible for establishing the legal authority from which the City will operate during an emergency, including:

- Being available to the City Manager to ratify any proclamation of Local Emergency;
- Passing emergency ordinances and resolutions;
- Designating alternates in the event City Councilmembers are unavailable at the time of an emergency; and
- Facilitating the continuity of government following an emergency.

The City Council's actions during and following an emergency influence community members as well as employees and directly impact the City's ability to protect lives and property. The City Council, although not directly involved in EOC staffing or operation, will receive regular briefings from the City Manager (or their designee) who is responsible for managing the overall incident.

During an emergency or declared disaster, the City Council will be the primary conduit between the City and the public both during and after an event. Responsibilities of the City Council include or could include:

- Receiving regular updates and briefings from the City Manager;
- Reviewing and approving the declaration of a local "State of Emergency";
- Serve as a liaison with other City, County, State and/or Federal representatives;
- Serve as the liaison with the public and/or community organizations;
- Receive information and assistance from the City Manager and/or Public Information Officer to assist with public outreach efforts;
- Conduct public meetings to determine public needs and identify current or future city actions related to the disaster;
- Visit shelters and other temporary facilities to any identify issues;
- Host and accompany government officials and other parties on tours of the emergency/disaster; and/or
- Participate in required training as required by State and Federal Law.

### **Continuity of Government**

After an emergency or disaster, it is critical that the City resume and maintain continuity of government operations. Maintaining the ability of the City Council to continue operations as the City's legislature is essential for the City to efficiently and effectively recover from a disaster.

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## SECTION II: OVERVIEW OF DISASTER PREPAREDNESS

### Phases of Emergency Management

The phases of emergency management (Prevention, Preparedness, Mitigation, Response and Recovery) represent the various elements of a disaster. The phases are dynamic and interconnected.

Prevention: The prevention phase includes activities, tasks, programs, and systems intended to avoid or intervene in order to stop an incident from occurring. Prevention can apply to both man-made incidents (such as terrorism, vandalism, sabotage or human error) as well as to naturally occurring incidents.

Preparedness: The preparedness phase involves activities that are done before a disaster such as training, planning, community education and exercises. As a civic leader, you should encourage community members to have plans and emergency supplies on hand. Additionally, you can encourage community members to get involved by encouraging participation in a Personal Emergency Preparedness training class or by participation in a CERT (Community Emergency Response Team) Academy. Skills learned in a CERT Academy can assist not only a community member's own family but will also allow them to assist others in their neighborhood following an event when first responders will not be immediately available to help.

Mitigation: Mitigation is perhaps the most important phase of emergency management and is generally the most cost effective. Mitigation involves taking proactive efforts, both long and short-term, to minimize potential effects upon life and property in order to create a safer environment that will result in fewer casualties and lower response costs.

Response: Disasters and emergencies involve significant risks to the life safety and welfare to community members and the community itself.

The City has established the following priorities for response:

- Preserve the life, health and safety of all citizens;
- Protect public and private property;
- Restore order to the community;
- Safeguard the environment; and
- Ensure cost recovery.

Recovery: Recovery involves the cleanup and restoration activities that are necessary to be able to restore the City to pre-event conditions or better, if possible. Disaster recovery is not an easy process and can take months, if not years, to complete. It also can be financially, physically, and emotionally exhausting for everyone involved. Residents can have their own priorities which may be different than those of the City's. Residents are often unaware of the scope of the disaster and may have unrealistic expectations about what the City can do for them.



For example, debris removal on private property is typically not covered by FEMA or the City and is the property owner's responsibility. One of the most important contributions you can make as a City Councilmember is to point constituents in the right direction for the information they need. That might be to a FEMA tele-registration number or a Local Assistance Center (LAC). If you have a constituent who has a special need for items or services or a significant problem, contact the City Manager, the Public Information Officer or the City's Emergency Preparedness Coordinator.

## **Emergency Management Systems**

SEMS (Standard Emergency Management System) is the California statewide standardized approach to incident management and response. It is required by Government Code §8607(a) for managing response to multi-agency and multi-jurisdiction emergencies in the State of California. The City of Emeryville is required to use SEMS in order to qualify for funding of personnel-related costs under State disaster assistance programs.

NIMS (National Incident Management System) is a nationwide standardized approach to incident management and response. NIMS is mandated by Homeland Security Presidential Directive (HSPD-5) and provides a uniform set of processes and procedures that emergency responders at all levels of government will use to conduct response operations. The City of Emeryville must use NIMS to be eligible for federal preparedness grants.

Both systems are designed to facilitate the flow of information between different levels of government.

SEMS and NIMS are both based on the following key organizational systems:

- The Incident Command System (ICS)
- Multi-Agency Coordination Systems (MACS)
- Public Information Systems

There are five levels of government included in SEMS and each level is activated, as necessary, in an event and include:

Field Level Operations: Field level operations include the deployment of emergency response personnel and resources, under the city's command, to carry out tactical decisions and activities in direct response to an incident or threat. The use of the Incident Command System (ICS) is required at the field level response to an incident.

Local Government Level: The City manages and coordinates the overall emergency and recovery activities within its jurisdiction through the Emergency Operations Center (EOC) and any Departmental Operation Centers (DOCs).

Operational Area Level: There are 58 Operational Areas within the State of California (corresponding with the 58 counties). The Operational Area manages and/or coordinates information, resources, and priorities among local governments within the operational area, and serves as the coordination and communication link between the City and the

regional level. When City resources are exhausted, the City will turn to the Operational Area for assistance in securing any additional resources needed.

Regional Level Operations: Because of its size and geography, the State of California is divided into three regional mutual aid regions. The City of Emeryville is located in Region II – the Coastal Region. The Regional level manages and coordinates information, and brokers resources among the Operational Areas within the mutual aid region and between the Operational Areas and the State level. If the County Operational Area level is unable to provide to the City the resources necessary to assist in the response and recovery after a disaster, the County will look to the Region for additional resources.

State: The State level of SEMS manages and allocates state resources in response to the emergency needs of the other levels. It further serves to broker resources among the regions and is responsible for Federal response coordination and communication and communication with the Governor and the State Legislature.

The City is dedicated to providing an efficient, coordinated response to any disaster that could threaten the well-being and health of residents or visitors to Emeryville. In so doing, the City will follow the Standard Emergency Management System (SEMS) and the National Incident Management System (NIMS) requirements in order to facilitate maximum cost recovery from the Federal and State Governments.

To better serve their constituents, elected officials should do the following:

- Understand, commit to, and receive training on SEMS and NIMS and participate in exercises when requested;
- Maintain an understanding of basic emergency management, continuity of operations/continuity of government plans, jurisdictional response capabilities, and initiation of disaster declarations;
- Lead and encourage preparedness efforts within the community; and
- Support and encourage participation in mitigation efforts within the City.

## **Response Levels**

Response levels will vary based upon the area affected, the extent of the coordination or assistance needed, and the degree of participation expected from the City. While the City is ready and prepared to deal with day-to-day emergencies that may arise, it cannot respond to a large-scale disaster without significant disruption to normal activities. The City is the second smallest jurisdiction in Alameda County. In the event of a large-scale disaster, whether isolated or regional, City resources could quickly be overwhelmed, and the City may need to look to the Operational Area for resources.

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## **SECTION III: CITY OF EMERYVILLE'S EMERGENCY MANAGEMENT ORGANIZATION**

The City Manager will direct the emergency management organization, serving as the Director of Emergency Services. As the Director of Emergency Services, the City Manager is responsible for implementing the Emergency Operations Plan (EOP) through the efforts of the City's Emergency Operations Center (EOC). Every department in the City provides support to the operation of the City's EOC, with support from the Alameda County Fire Department. The City's EOC is organized following the functions and principles of both SEMS and NIMS.

### **Incident Command System (ICS)**

The Incident Command System (ICS) is used to manage an emergency incident or a non-emergency incident. It can be used for both small and large situations. The system has considerable internal flexibility. It can grow or shrink to meet differing needs. The ICS organization also provides a common framework within which people can work effectively. Because response personnel may be drawn from multiple agencies that do not routinely work together, the Incident Command System is designed to establish standard response and operational procedures. ICS principles are implemented through a wide range of management features including the use of common terminology and clear text, and a modular organization structure. ICS emphasizes effective planning, including management by objectives and reliance on an Incident Action Plan (IAP).

The full-scale implementation of the City's emergency management organization involves the activation of the Emergency Operations Center, which serves as the Incident Command post at the highest level within the City.

Direction and control of the emergency management organization, when activated, will be vested with the City Manager, who serves as the Emergency Operations Center Director. The emergency operations center organization is designed to function 24 hours a day until the emergency is resolved or the City Manager decides such extensive coverage is no longer necessary.

The Incident Command System features:

- Common Terminology and Clear Text: The use of plain English in radio communications and transmission. No agency specific codes are used when utilizing clear text.
- Management by Objectives: Is a four-step process for achieving the incident goals including, establishing overarching objectives, developing and issuing assignments, plans, procedures, and protocols; establishing measurable objective for various incident management functional activities; and directing efforts to fulfill them.
- Manageable Span of Control: The number of individuals a supervisor is responsible for, usually somewhere between three (3) and seven (7) individuals.

- Incident Action Plan (IAP): An oral or written plan containing objectives and/or a strategy for managing an incident over a designated period of time.
- Chain of Command: A series of management positions in order of authority.
- Unity of Command: The concept by which each person within an organization reports to one and only one designated person. The purpose of unity of command is to ensure unity of effort under one responsible commander for every objective.
- Unified Command: An application of ICS used when there is more than one agency within incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through designated members of the Unified Command to establish a common set of objectives.
- Transfer of Command: A formal transfer of command that occurs whenever leadership changes.

The Incident Command System supports responders and decision makers by providing the data they need through effective information management.

### **Multi-Agency Coordination System (MACS)**

Multi-Agency Coordination Systems (MACS) are a part of NIMS. For large scale incidents and emergencies, MACS provide the basic architecture for supporting coordination for incident prioritization, critical resource allocation, communications systems integration and information coordination.

**Public Information Systems:** For large scale incidents and emergencies, a Joint Information Center (JIC) may be established to coordinate all incident related public information activities. The JIC would be the central point of contact for all news media at the scene of an incident. PIOs (Public Information Officers) from all participating agencies, including the City's PIO, could collocate at the JIC.

### **Emergency Operations Center (EOC)**

The Emergency Operations Center (EOC) is the location from which centralized management of an emergency response is performed. The use of the EOC is standard practice in emergency management. When the EOC is activated, the City Manager is the designated Director of Emergency Services/EOC Director. The Director and key decision-making personnel operate from the EOC during the emergency response, establishing policy and priorities. The EOC serves as the central point for information gathering, processing, and dissemination, coordinator of all City of Emeryville emergency operations and coordination with other agencies and the Operational Area EOC. The EOC may be partially or fully activated by the Director, according to the requirements of the situation.

The EOC will be activated in the event of a natural or man-made disaster when the routine availability of resources requires support and/or augmentation. The City Manager has appointed the City Attorney, the Public Works Director, and the Community Development Director as standby officers for the Emergency Director role.

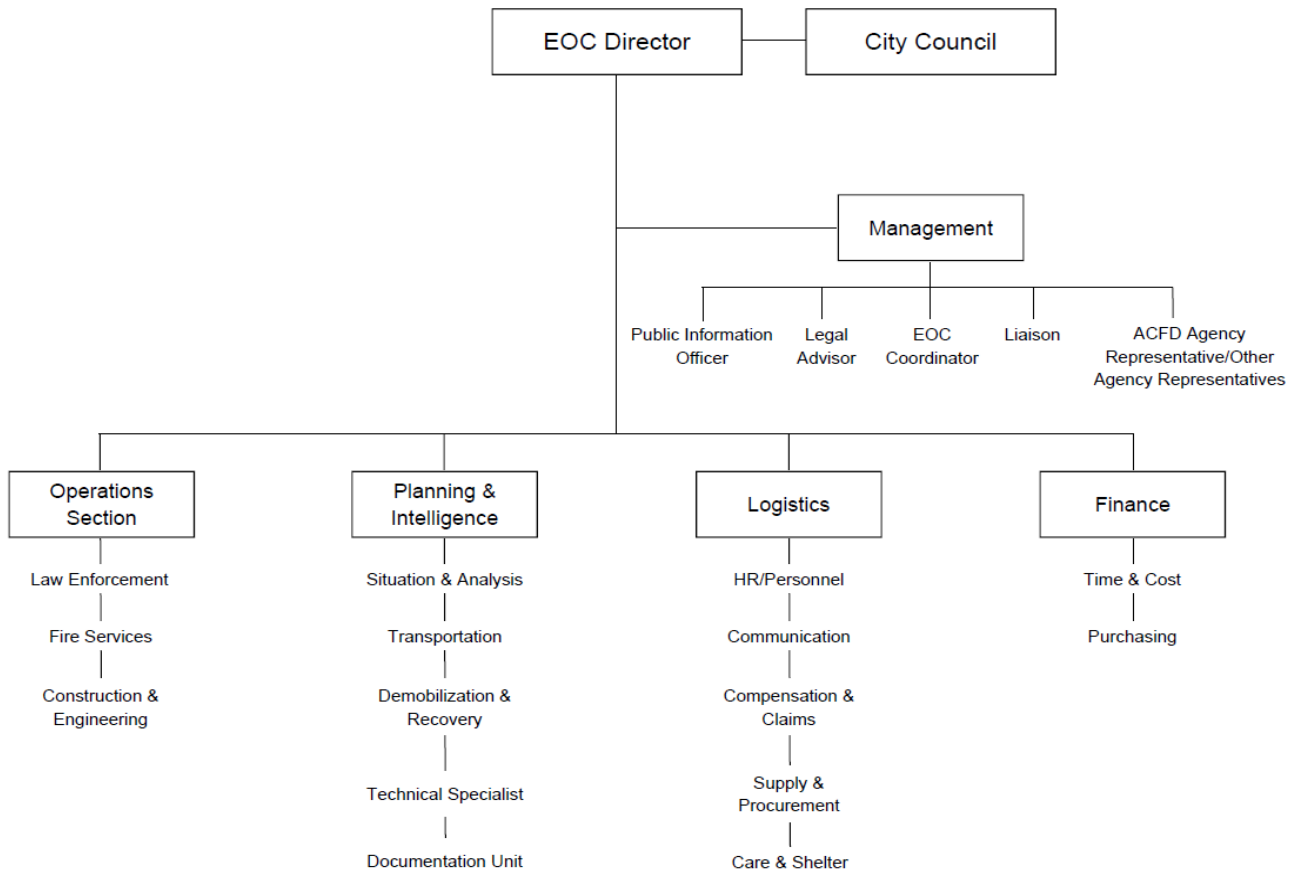
If activated, the EOC Director, or their designee, will proclaim or request the Council to proclaim the existence or threatened existence of a “local emergency.”

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## SECTION IV: EMERGENCY OPERATIONS CENTER ORGANIZATION



The EOC is organized according to SEMS and NIMS, utilizing the Incident Command System as referenced earlier in this handbook. The Director and the Section Chiefs serve as the EOC Management team, along with the Public Information Officer, the EOC Coordinator/Safety Officer, Legal Advisor and Liaison.

The EOC organization is built around five functions: Management, Operations, Planning & Intelligence, Logistics, and Finance/Administration.

**Management:** Sets the objectives and priorities, has overall responsibility for the incident.

**Operations:** Conducts the tactical operations to carry out the plan. Develops the tactical objectives, organization, and directs all resources.

**Planning & Intelligence:** Collects and evaluates information about the incident. Develops the overall Incident Action Plan to accomplish the objectives.



**Logistics Section:** Procures and provides resources (i.e., facilities, services, personnel, equipment, and materials) to support the incident.

**Finance Section:** Monitors costs related to the incident. Provides accounting, time recording, cost analyses and claims reporting.

### **Activating the EOC**

When activated, the five (5) primary EOC functions, if needed, are established as separate sections of the EOC organization. Within each section, there may be several sub-sections that may normally be established.

The activation level of the EOC will depend on the situation. The following activation levels serve only as guidelines and may be adjusted as needed:

**Forward Leaning:** A forward leaning posture may be used for incidents that have the potential to expand rapidly in size, scope, or complexity, and for no-notice incidents (e.g., monitor issues adjacent to freeway closure and to assess the public safety situation).

**Minimal Activation:** This level serves early stages of an event and provides the basic, core functions of the EOC. Staffing would include the EOC Director, EOC Coordinator, Liaison, Public Information Officer, Operations Chief, Planning & Intelligence Chief, and Logistics Chief. The actions for this level of activation would include the following: situation analysis, public information, response and resource coordination, and logistical support.

**Partial Activation:** The EOC is activated, but only some of the positions are filled. This may involve a smaller emergency that a limited number of responders can handle, it might involve the early stages of an expanding disaster, or it might involve the late stages of a response prior to deactivation of the EOC. In a partial activation, the appropriate staff, as directed, should report to the EOC. This may include the Management Section and Operations Section along with the Planning/Intelligence Section Chief, the Logistics Chief and the Finance Chief. Other staff may be assigned depending on the emergency.

**Full Activation:** The EOC is activated, and all or most of the positions are filled. This involves an emergency requiring an all-out response effort.

## **SECTION V: RESPONDING TO A DISASTER**

Depending on the size and scope of the disaster, it is recommended that you do not respond to the immediate disaster area because of safety concerns for you as well as the emergency responders working at the scene. However, if you do choose to respond to the scene, you should report to the Incident Command Post and follow these guidelines:

- Let the City Manager know that you are going to the scene;
- Bring your ID as not every police officer or firefighter will know you by sight;
- The fire, law enforcement, or other emergency response agency may establish a “Hot Zone” into which only persons with the proper protective clothing or training are allowed to enter due to hazards to health and safety. Be prepared to follow all instructions and guidelines and understand that if you are denied access, it is for your own safety;
- Park your car in a safe place away from the incident and in an area where your vehicle does not obstruct the road. Blocked roads may slow emergency vehicles from reaching their destination;
- Check in with the Incident Commander as soon as you arrive on the scene. The Incident Commander can be found at the Incident Command Post;
- Watch for hazards and pay attention to your surroundings;
- Watch where you step. The scene may contain hazardous materials that can wind up on your shoes, which in turn can contaminate your car home, or business. Do not walk into or touch spilled material. Avoid inhaling fumes, smoke or vapors. Avoid flood water as it may be contaminated.

### **Working with the Media:**

In the event of a significant incident, City Council members will be contacted and briefed by the City Manager and/or the City’s Public Information Officer (PIO). Please confer with the City Manager or the PIO before responding to a media request for comment. Remember, you serve an important role in helping instill confidence in the City’s ability to respond and recover from a disaster.

## **SECTION VI: CITY COUNCIL PREPAREDNESS**

### **Training, Exercises and Being Prepared**

City Council members are encouraged to complete basic training regarding NIMS. This training includes the following online FEMA courses: “ICS-700 – NIMS An Introduction” and “IS-100 – An Introduction to ICS,” IS-200 Basic ICS for Single Resources and Initial Accident Incident,” and “IS-800 - A NRP An Introduction.”

Council Members are also invited to participate in any functional exercise designed to test all or part of the City’s Emergency Operations Plan.

As a reminder, it is important for you as a City Councilmember to recognize that you are a valuable resource to the City and to your constituents during a disaster. Emergencies can happen anywhere and at any time, and you must take action ahead of time to prepare yourself and your families for emergencies in case something unexpected happens.

## **SECTION VII: ACRONYMS AND GLOSSARY**

### **List of Frequently Used Acronyms & Abbreviations**

<b>AAR</b>	After Action Report
<b>CDC</b>	Center for Disease Control
<b>CERT</b>	Community Emergency Response Team
<b>DHS</b>	Department of Homeland Security
<b>EAS</b>	Emergency Alert System
<b>EOC</b>	Emergency Operations Center
<b>EOP</b>	Emergency Operations Plan
<b>FEMA</b>	Federal Emergency Management Agency
<b>HAZMAT</b>	Hazardous Materials
<b>IC</b>	Incident Commander
<b>ICP</b>	Incident Command Post
<b>ICS</b>	Incident Command System
<b>JIC</b>	Joint Information Center
<b>LAC</b>	Local Assistance Center
<b>MACS</b>	Multi-Agency Coordination System
<b>MRC</b>	Medical Reserve Corp
<b>NIMS</b>	National Incident Management System
<b>NRP</b>	National Response Plan
<b>NWS</b>	National Weather Service
<b>PDA</b>	Preliminary Damage Assessment
<b>PHO</b>	Public Health Officer
<b>PIO</b>	Public Information Officer
<b>RACES</b>	Radio Amateur Civil Emergency Services
<b>SAR</b>	Search and Rescue
<b>USAR</b>	Urban Search and Rescue
<b>VOAD</b>	Voluntary Organizations Active in Disaster

## Glossary of SEMS/NIMS/ICS Terms

### A

**Action Plan:** See Incident Action Plan.

**After Action/Corrective Action Report:** A written report is submitted to the EOC within ninety (90) days of a declared disaster that details our response and includes corrective actions and timelines to resolve deficiencies.

**Agency Representative:** An individual assigned to an incident from an assisting or cooperating agency who has been delegated authority to make decisions on matters affecting the agency's participation at the incident. Agency Representatives report to the Incident Liaison Officer.

**Allocated Resources:** Resources dispatched to an incident.

**All-Risk:** Any incident or event, natural or human-caused, that warrants action to protect life, property, environment, and public health and safety, and minimize disruption of governmental, social and economic activities.

**Assigned Resources:** Resources checked in and assigned work tasks on an incident.

**Assignments:** Tasks given to resources to perform within a given operational period, based upon tactical objectives in the Incident Action Plan.

**Assistant:** Title for subordinates of the Command Staff positions. The title indicates a level of technical capability, qualifications, and responsibility subordinate to the primary positions.

**Assisting Agency:** An agency or organization providing personnel, services or other resources to the agency with direct responsibility for incident management.

**Available Resources:** Resources assigned to an incident, checked in, and available for a mission assignment, normally located in a Staging Area.

### B

**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 collocated.

**Branch:** The organizational level having functional or geographic responsibility for major parts of the Operations or Logistics functions. The Branch level is organizationally between Section and Division/Group in the Operations Section, and between Section and Unit in the Logistics Section.

# C

**Cache:** A pre-determined complement of tools, equipment, and/or supplies stored in a designated location, available for incident use.

**Camp:** A geographical site, within the general incident area, separate from the Incident Base, equipped and staffed to provide sleeping, food, water and sanitary services for incident personnel.

**Chain of Command:** A series of management positions in order of authority.

**Check-In:** The process whereby resources first report to an incident. Check-in locations include: Incident Command Post (Resources Unit), Incident Base, Camps, Staging Areas, Helibases, Helispots, and Division Supervisors (for direct assignments).

**Chief:** The ICS title for individuals responsible for functional Sections. Operations, Planning, Logistics, and Finance/Administration

**Clear Text:** The use of plain English in radio communications transmissions. No Ten Codes or agency specific codes are used when utilizing clear text.

**Command:** The act of directing and/or controlling resources by virtue of explicit, legal, agency, or delegated authority. May also refer to the Incident Commander.

**Command Post:** A physical location designated at the beginning of any disaster where the Incident Commander is stations. Depending on the conditions, the command post may be moved. Multiple incidents would have multiple command posts (See also Incident Command Post).

**Command Staff:** The command staff consists of the Public Information Officer, Safety Officer, and Liaison Officer. They report directly to the Incident Commander. They may have an Assistant or Assistants as needed.

**Communications Unit:** An organizational Unit in the Logistics section responsible for providing communication services at an incident. A communications Unit may also be a facility (e.g. a trailer or mobile van) used to provide the major part of an Incident Communications Center.

**Compensation/Claims Unit:** Functional Unit within the Finance/Administration Section responsible for financial concerns resulting from property damage, injuries or fatalities at the incident.

**Cooperating Agency:** An agency supplying assistance other than direct operational or support functions or resources to the incident management effort.

# D

**Delegation of Authority:** A statement provided to the Incident Commander by the Agency Executive delegating authority and assigning responsibility.

**Demobilization Unit:** Functional Unit within the Planning Section responsible for assuring orderly, safe and efficient demobilization of incident resources.

**Demobilize:** When specific personnel or equipment are no longer needed, they are returned to the original dispatch location.

**Department Operations Center (DOC):** A facility used by a discipline or agency as a department level EOC. Examples are departments within a political jurisdiction such as fire, police, public works as well as agency divisions, districts or regional offices. DOCs can be used at all SEMS levels above the field response level, depending on the impacts of the emergency, demographic nature of the agency or organization, local policy and procedures, and configuration of communication systems.

**Deputy:** A fully qualified individual who, in the absence of a superior, could be delegated the authority to manage a functional operation or perform a specific task. In some cases, a Deputy could act as relief for a superior and therefore, must be fully qualified in the position. Deputies can be assigned to the Incident Commander, General Staff, and Branch Directors.

**Disaster Service Worker:** All volunteers must be sworn in as disaster service workers BEFORE a disaster. Taking this oath affords them coverage through the State Workers' Compensation Fund, if injured. It also allows for more protection than the Good Samaritan Act with respect to liability issues.

**Documentation Unit:** Functional Unit within the Planning Section responsible for collecting, recording, and safeguarding all documents relevant to the incident.

# E

**Emergency:** A condition of disaster or extreme peril to the safety of persons or property. Emergencies can be small or large.

**Emergency Operations Center:** A location that monitors and coordinates the disaster response. EOC facilities are found at local governments, operational areas, regions and state.

**Emergency Operations Plan:** The plan that each jurisdiction has and maintains for responding to appropriate hazards.

**Emergency Response Personnel:** Personnel involved with an agency's response to an emergency.

**Event:** A planned, non-emergency activity. ICS can be used as the management system for a wide range of events, e.g., parades, concerts, or sporting events.

## F

**Finance/Administration Section:** The section responsible for all incident costs and financial consideration. Includes the Time Unit, Compensation/Claims Unit, and Cost Unit.

**Function:** Functions refers to the five major activities in ICS: Command, Operations, Planning/Intelligence, Logistics and Finance/Administration. The term function is also used when describing the activity involved, e.g., the planning function.

## G

**General Staff:** A group of incident management personnel organized according to function and reporting to the Incident Commander. The General Staff normally consists of the Operations Section Chief, the Planning/Intelligence Section Chief, the Logistics Section Chief, and The Finance/Administration Section Chief.

## H

**Hazard:** Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.

**Helibase:** The main location for parking, fueling, maintenance, and loading of helicopters operating in support of an incident. It is usually located at or near the incident Base.

**Helispot:** Any designated location where a helicopter can safely take off and land. Some Helispots may be used for loading of supplies, equipment or personnel.

**Hot Wash (After Action Review):** A facilitated meeting with event participants designed to capture key aspects of an event including "what went right" and what needs improvement."



# I

**Incident:** An occurrence or event, natural or human-caused, which require an emergency response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, wildland and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

**Incident Action Plan (IAP):** An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

**Incident Base:** Location at the incident where the primary Logistics functions are coordinated and administered. (Incident name or other designator will be added to the term Base). The Incident Command Post may be collocated with the Base. There is only one Base per incident.

**Incident Command Post (ICP):** The field location at which the primary tactical-level, on-scene incident command functions are performed. The ICP may be collocated with the incident base or other incident facilities and is normally identified by a green rotating flashing light.

**Incident Command System (ICS):** A nationally used standardized on-scene emergency management system. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

**Incident Commander (IC):** The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. The ICS has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

# J

**Joint Information Center (JIC):** A facility established to coordinate all incident related public information activities. It is the central point of contact for all news media at the scene of an incident. Public Information Officials from all participating agencies should collocate at the JIC.

**Jurisdiction:** A range of sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., city, county, tribal, State or Federal boundary lines) or functional (e.g., law enforcement, public health).

**Jurisdictional Agency:** The agency having jurisdiction and responsibility for a specific geographical area, or a mandated function.

## L

**Leader:** The ICS title for an individual responsible for a task force, Strike Team, or functional unit.

**Liaison Officer:** A member of the Command Staff responsible for coordinating with representatives from other agencies responding to an incident. The Liaison Officer reports directly to the Incident Commander and may have Assistants.

**Logistics Section:** The section that provides resources (facilities and materials) and other services to support incident management. Includes the Communications Unit, Transportation Unit, HR/Personnel Unit, Supply/Procurement Unit, and Care and Shelter Unit.

## M

**Major Disaster:** As defined under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (41 U.S.C. 5122), a major disaster is any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this Act to supplement the efforts and available resources of States, tribes, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

**Management by Objective:** A management approach that involves a four-step process for achieving the incident goals. The Management by Objectives approach include the following: establishing overarching objectives; developing and issuing assignments, plans, procedures, and protocols; establishing specific measurable objectives for various incident management functional activities and directing efforts to fulfill them, in support of defined strategic objectives; and documenting the results to measure performance and facilitate corrective action.

**Mitigation:** The activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during or after an incident. Mitigation measures are often formed by lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury.

**Mobilization:** The process and procedures used by all organizations (Federal, State, and local) for activating, assembling, and transporting all resources that have been requested to respond to or support an incident.

**Multiagency Coordination (MAC):** The coordination of assisting agency resources and support to emergency operations.

**Multiagency Coordination Systems (MACS):** Multiagency coordination systems provide architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The components of multiagency coordination systems include facilities, equipment, emergency operation centers (EOCs), specific multiagency coordination entities, personnel, procedures, and communications. These systems assist agencies and organizations to fully integrate the subsystems of the NIMS.

**Multiagency Incident:** An incident where one or more agencies assist a jurisdictional agency or agencies. May be a single or unified command.

**Mutual-Aid Agreement:** Written agreement between agencies and/or jurisdictions that they will assist one another on request, by furnishing personnel, equipment, and/or expertise in a specified manner.

# N

**National Incident Management System (NIMS):** A system mandated by HSPD-5 that provides a consistent nationwide approach for Federal, State, local, and tribal governments, the private sector, and non-governmental agencies to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability, and compatibility among Federal, State, local, and tribal capabilities, the National Incident Management System includes a core set of concepts principles, and terminology. HSPD-5 identifies these as the ICS; multiagency coordination systems, training, identification and management of resources (including systems for classifying types of resources), qualification and certification, and the collection, tracking, and reporting of incident information and incident resources.

# O

**Operational Area:** An intermediate level of the state emergency services organization consisting of a county and all political subdivisions within the county area.

**Operational Period:** The period of time scheduled for execution of a given set of operation actions as specified in the Incident Action Plan. Operational periods can be of various lengths, although usually not over 24 hours.

**Operations Section:** The section responsible for all tactical operations of the incident. Includes Branches, Division and/or Groups, Task Forces, Strike Teams, Single Resources, and Staging Areas.

# P

**Planning Meeting:** A meeting held, as needed throughout the duration of an incident, to select specific strategies and tactics for incident control operations, and for service and support planning. On larger incidents, the Planning Meeting is a major element in the development of the Incident Action Plan.

**Planning Section:** Responsible for the collection, evaluation, and dissemination of information related to the incident, and for the preparation and documentation of Incident Action Plans. The section also maintains information on the current and forecasted situation, and on the status of resources assigned to the incident. Includes the Situation Analysis Unit, Advanced Planning Unit, Technical Specialist Unit, Documentation Unit and the Demobilization and Recovery Unit.

**Public Information Officer (PIO):** A member of the Command Staff responsible for interfacing with the public and media or with other agencies with incident related information requirements.

# R

**Recovery:** The development, coordination, and execution of service and site restoration plans, the reconstitution of government operations and services, individual, private-sector, non-governmental and public assistance programs to provide housing and to promote restoration, long term care and treatment of affected persons, additional measures for social, political and environmental, and economic restoration.

**Resources:** Personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained.

**Resource Management:** Efficient incident management requires a system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under NIMS includes mutual aid agreements, the use of special Federal, State, local, and tribal teams and resource mobilization protocols.

**Response:** Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operation plans and of mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes.

## S

**Safety Officer:** A member of the Command Staff responsible for the monitoring and assessing safety hazards and unsafe situations, and for developing measures for ensuring personnel safety. The Safety Officer may have Assistants.

**Section:** The organizational level having responsibility for a major functional area of incident management, e.g., Operations, Planning/Intelligence, Logistics, Finance Administration.

**Span of Control:** The number of individuals a supervisor is responsible for, usually expressed as the ratio of supervisors to individuals (Under the NIMS, an appropriate span of control is between 1:3 and 1:7).

**Staging Area:** Location established where resources can be placed while awaiting a tactical assignment. The Operations Section manages the Staging Area or Areas.

## T

**Task Force:** A combination of single resources assembled for a particular tactical need with common communications and a Leader.

**Technical Specialists:** Personnel with special skills that can be used anywhere within the ICS organization.

**Threat:** An indication of possible violence, harm, or danger.

# U

**Unified Area Command:** A Unified Area Command is established when incidents under an Area Command are multijurisdictional.

**Unified Command:** An application of ICS that is used when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the Unified Command, often the senior person from the agencies participating in the Unified Command, to establish a common set of objectives and strategies and a single Incident Action Plan.

**Unit:** The organization element having functional responsibility for a specific incident Planning, Logistics, or Finance/Administration activity.

**Unity of Command:** The concept by which each person within an organization reports to one and only one designated person. The purpose of unit of command is to ensure unity effort under one responsible commander for every objective.