Unit 3: Multiagency Coordination During an Incident

Topic	INTRODUCTION AND UNIT OVERVIEW

Visual 3.1

**Unit 3:
Multiagency Coordination During
an Incident**

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Visual Description: Unit 3: Multiagency Coordination During an Incident

Key Points

This unit will include:

- The decision-making process around activating the Multiagency Coordination System.

- Requesting mutual aid.

- Issues related to long-term operations.

- Resolving issues that arise during operations.

- Deactivating the Multiagency Coordination System.

Topic   **Unit Objectives**

Visual 3.2

Unit 3 Objectives

- Determine the circumstances under which the Multiagency Coordination System will be activated.
- Define "time-phased" activation and determine when it may be appropriate.
- Describe the process for requesting mutual aid or other external assistance.
- Analyze an incident to determine continuing operational needs.
- Select one or more strategies for resolving policy and coordination issues during an incident.
- Determine when to deactivate the Multiagency Coordination System.

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: Unit 3 Objectives

Key Points

At the end of this unit, you should be able to:

- Determine the circumstances under which the Multiagency Coordination System will be activated.

- Define "time-phased" activation and determine when it may be appropriate.

- Describe the process for requesting mutual aid or other external assistance.

- Analyze an incident to determine continuing operational needs.

- Select one or more strategies for resolving policy and coordination issues during an incident.

- Determine when to deactivate the Multiagency Coordination System.
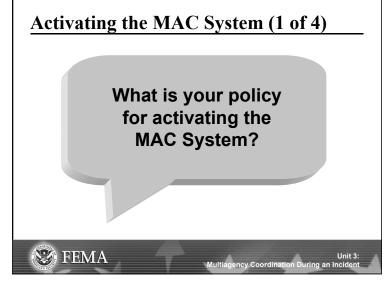
Topic	ACTIVATING THE MULTIAGENCY COORDINATION SYSTEM

Visual 3.3

Activating the MAC System (1 of 4)

What is your policy
for activating the
MAC System?

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: Activating the MAC System (1 of 4) - What is your policy for activating the Multiagency Coordination System?

Key Points

What is your jurisdiction's policy for activating the Multiagency Coordination System?

Visual 3.4

> ## Activating the MAC System (2 of 4)
>
> - **When a Unified Command is established at the incident scene.**
> - **When more than one jurisdiction becomes involved in the incident response.**
> - **When the circumstances at the scene indicate that the incident could expand rapidly and involve cascading events.**
> - **When similar past events have required Multiagency Coordination System involvement.**
> - **When the chief executive (e.g., Mayor, Governor, etc.) makes the determination to activate the Multiagency Coordination System.**
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>
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Visual Description: Activating the MAC System (2 of 4) - Responses

Key Points

Activating the MAC System

- When a Unified Command is established at the incident scene.

- When more than one jurisdiction becomes involved in the incident response.

- When the circumstances at the scene indicate that the incident could expand rapidly and involve cascading events.

- When similar past events have required Multiagency Coordination System involvement.

- When the chief executive (e.g., Mayor, Governor, etc.) makes the determination to activate the Multiagency Coordination System.
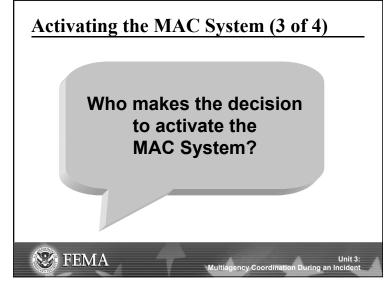
Topic	ACTIVATING THE MULTIAGENCY COORDINATION SYSTEM (CONTINUED)

Visual 3.5

Activating the MAC System (3 of 4)

Who makes the decision
to activate the
MAC System?

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: Activating the MAC System (3 of 4) - Who makes the decision to activate the Multiagency Coordination System?

Key Points

Who makes the decision to activate the Multiagency Coordination System?

Visual 3.6

Activating the MAC System (4 of 4)

- **MAC System activation will vary by jurisdiction.**
- **The decision-making process should be documented in policy.**
- **All personnel must understand:**
  - **Who makes the decision.**
  - **The circumstances for activation.**
  - **The timeframes for activation.**

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: Activating the MAC System (4 of 4)

Key Points

Note the following points:

- The decision-maker for Multiagency Coordination System activation will vary depending on the jurisdiction. In some jurisdictions, the Emergency Manager has the authority to activate the Multiagency Coordination System. In others, the senior elected official must make the decision.

- The important point to remember is that the decision-making process for activating the Multiagency Coordination System should be included in policy, and all personnel must be clear on:

  - Who makes the decision (based on State and/or local ordinance and policy).
  - The circumstances for activation.
  - The timeframes for activation.

Review the Managing Emergency Operations statement on the next page.

Activation at the State and Federal levels depends on a number of factors including:

- The type of incident and extent of damage.
- The threat of cascading events.
- Other intelligence and information about the risk, threat, or potential damage.

EMERGENCY FUNCTION (EF) 1
MANAGING EMERGENCY OPERATIONS
(Jefferson County's Community Emergency Management System)

The Emergency Management Agency (EMA) is XXX County's 24-hour "crisis monitor." As emergency situations threaten or occur, the XXX County EMA Coordinator may convene a "Crisis Action Team (CAT)" or activate the Emergency Operations Center (EOC) to facilitate evaluation and incident planning, and possible activation and implementation of emergency functions and resources. Certain near instantaneous events may trigger immediate full EOC activation. The EOC is the key to successful response and recovery operations. With decision-makers and policymakers located together, personnel and resources can be used efficiently. Coordination of activities will ensure that all tasks are accomplished and minimize duplication of efforts.

| Under these circumstances . . . |
| This person . . . |
| May activate the EOC. |

Topic   **ACTIVATING THE MULTIAGENCY COORDINATION SYSTEM (CONTINUED)**

This policy statement clearly states:

▪ Who has authority to activate the EOC, and

▪ Under what circumstances.

Under this policy, the EMA Coordinator also has the authority to convene the Crisis Action Team to advise on the situation before making an activation decision.

Review the next page. Note that the county's Concept of Operations for response operations supports its policy.

IV. CONCEPT OF OPERATIONS

A. GENERAL

1. The <u>XXX County Emergency Management Agency (EMA) is the lead agency</u> for facilitating coordination among local, State, Federal, and private-sector agencies and groups within XXX County.

> Designation of EMA as lead agency

2. The <u>EMA Coordinator serves as the key element in emergency planning and is the primary coordinator/advisor for the Emergency Management Council</u>.

> Designation of EMA Coordinator as primary advisor

3. The <u>EMA Coordinator or designee is the point of contact (POC) for State assistance</u>.

> Designation of EMA Coordinator as POC with State

4. During a full EOC activation, all EOC representatives are expected to coordinate directly with their functional counterparts in the local/State/Federal government and private sector.

5. The XXX County Community Emergency Management System (CEMS) standardizes:

  - Organizational levels for managing emergencies.
  - Emergency management methods.
  - Training for emergency responders and managers.

6. <u>Local jurisdictions, including XXX County, the cities and towns, fire, schools, utilities, and other special districts</u>, will be encouraged to be part of this system to bring together what will be needed to respond to an emergency event or disaster.

> Other players

7. CEMS has four basic functions: (1) formalization of a County Emergency Management Organization to coordinate response efforts, (2) the use of the Incident Command System (ICS) in disaster response, (3) standardized training, and (4) the centralized gathering of intelligence and mutual aid requests into one Emergency Operations Center at the county level.

8. Use of CEMS will improve the mobilization, deployment, utilization, tracking, and demobilization of resources and greatly enhance intelligence gathering and sharing capabilities. Mutual aid requests, damage assessment, and situation status information can be shared in a timely, coordinated fashion.

Review the description of the EOC on the next page.

Note that this section supports the previous sections by clearly giving the EMA Coordinator the responsibility and authority for managing the county's emergency management organization and the EOC during an emergency or disaster.

| Topic | ACTIVATING THE MULTIAGENCY COORDINATION SYSTEM (CONTINUED) |

D. EMERGENCY OPERATIONS CENTER (EOC).

1. On behalf of the Emergency Management Council, <u>the EMA Coordinator has the responsibility for coordinating the entire emergency management organization</u>. The Coordinator makes all routine decisions and advises the officials on courses of action available for major decisions. During emergency operations, <u>the Coordinator is responsible for the proper functioning of the EOC. The Coordinator also acts as a liaison with the State and Federal emergency agencies and neighboring counties</u>.

> EMA Coordinator responsibilities

2. The EOC is the central point for emergency management operations. The purpose of this central point is to ensure harmonious response when the emergency involves more than one political entity and several response agencies. Coordination and supervision of all services will be through the EOC Manager and Section Chiefs to provide for the most efficient management of resources.

3. During emergency situations, certain agencies will be required to relocate their center of control to the EOC. <u>During large-scale emergencies, the EOC will become the seat of government for the duration of the crisis</u>. However, in some situations, it may be appropriate for some agencies to operate from an alternate site other than the EOC or their primary locations.

> The EOC's purpose

4. <u>All Departments involved in disaster operations will be responsible for coordinating communications and accountability with their respective staff members and/or mutual aid resources</u>. Accountability shall include location of deployed resources, hours worked, applicable expenditures, and emergency staff information.

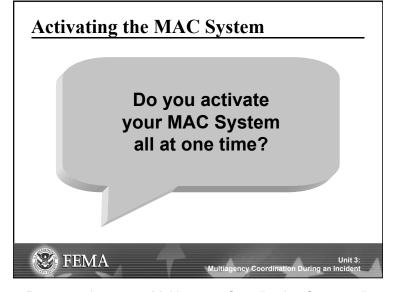> Other departments' responsibilities

| Topic | ACTIVATING THE MULTIAGENCY COORDINATION SYSTEM (CONTINUED) |

Visual 3.7

Activating the MAC System

Do you activate
your MAC System
all at one time?

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: Do you activate your Multiagency Coordination System all at one time?

Key Points

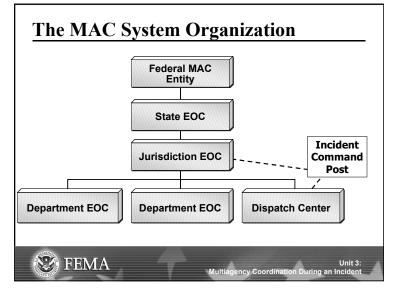**Do you activate your Multiagency Coordination System all at one time?**

| Topic | ACTIVATING THE MULTIAGENCY COORDINATION SYSTEM (CONTINUED) |

Visual 3.8

The MAC System Organization

Federal MAC Entity → State EOC → Jurisdiction EOC → Department EOC, Department EOC, Dispatch Center — Incident Command Post

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Unit 3:
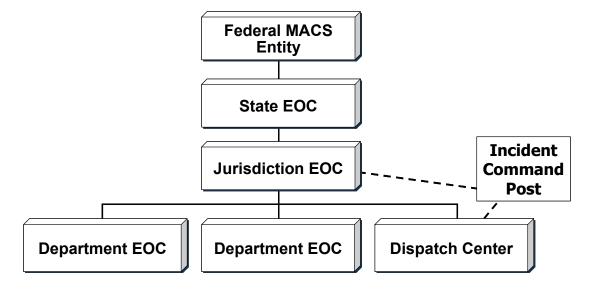Multiagency Coordination During an Incident

Visual Description: The Multiagency Coordination System Organization

Key Points

Many jurisdictions have stages of Multiagency Coordination System activation, with department-level EOCs (DEOCs) being the first to activate, followed by the jurisdiction's EOC, State EOC, and, when necessary, the Joint Field Office (JFO). Generally, the dispatch center is the only part of the Multiagency Coordination System that is in place all the time.

Parts, or all, of the Multiagency Coordination System can be activated at the same time or sequentially, depending on the nature of the emergency.

Federal MACS Entity → State EOC → Jurisdiction EOC → Department EOC, Department EOC, Dispatch Center — Incident Command Post

| Topic | Time-Phased MAC System Activation |

Visual 3.9

Time-Phased MAC System Activation

May be appropriate when:
- **An incident occurs that is expected to build over time.**
- **There is a warning period before the emergency.**

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: Time-Phased Multiagency Coordination System Activation

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Key Points

Note that time-phased activation may be appropriate when:

- An incident occurs that is expected to build over time.

- There is a warning period before the emergency.

Examples of incidents that could be expected to build over time include:

- Coastal storms.

- Wildfires.

Examples of incidents for which there is a warning period include:

- Hurricanes and coastal storms.

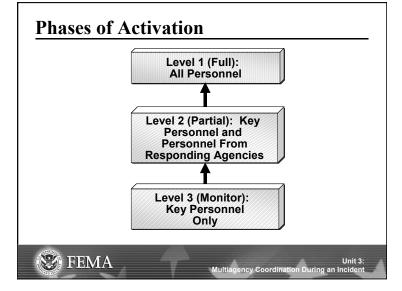- Extreme temperatures (hot or cold).

| Topic | Time-Phased MAC System Activation (Continued) |

Visual 3.10

Phases of Activation

Level 1 (Full):
All Personnel

↑

Level 2 (Partial): Key
Personnel and
Personnel From
Responding Agencies

↑

Level 3 (Monitor):
Key Personnel
Only

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: Phases of Activation

Key Points

The visual illustrates only one of many ways to complete a phased activation of the EOC.
During a Level 3 (Monitor) activation, key personnel would report to the EOC.
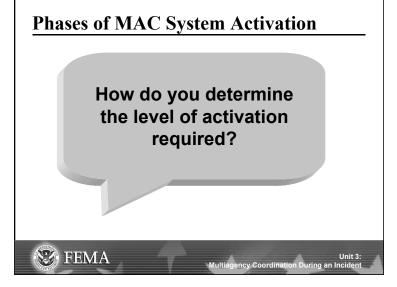
What constitutes key personnel?

Visual 3.11

Phases of MAC System Activation

How do you determine the level of activation required?

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: How do you determine the level of activation required?

Key Points

How do you determine what level of activation is required?

Communication between the Incident Command(s) and the EOC is important in any decision to activate or expand the EOC. The Incident Commander has the most up-to-date information on the on-scene situation, knows whether the situation is under control (or not), and is aware of incident needs.

The table on the next page provides descriptions and actions for three levels of EOC activation. Note that the EOC activation is linked to incident complexity.

Time-Phased MAC System Activation

EOC Activation Levels

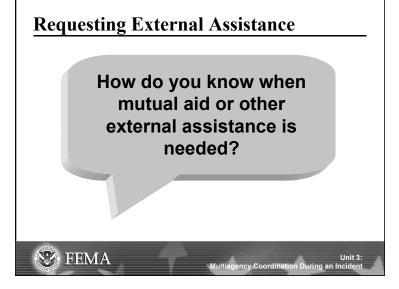| Level	Description	Minimum Staffing Requirements
3 (Monitor)	- Small incident or event - One site - Two or more agencies involved - Potential threat of: - Flood - Severe storm - Interface fire	- EOC Manager - Information Officer - Liaison Officer - Operations Section Chief
2 (Partial)	- Moderate event - Two or more sites - Several agencies involved - Major scheduled event (e.g., conference or sporting event) - Limited evacuations - Resource support required	- EOC Manager - Information Officer - Liaison Officer - Section Chiefs (as required) - Limited activation of other EOC staff (as required)
1 (Full)	- Major event - Multiple sites - Regional disaster - Multiple agencies involved - Extensive evacuations - Resource support required	- EOC Manager - Policy Group - All EOC functions and positions (as required)

Topic	REQUESTING EXTERNAL ASSISTANCE

Visual 3.12

Requesting External Assistance

How do you know when mutual aid or other external assistance is needed?

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: How do you know when mutual aid or other external assistance is needed?

Key Points

How do you know when mutual aid or other external assistance is needed?

| Topic | REQUESTING EXTERNAL ASSISTANCE (CONTINUED) |

Visual 3.13

When To Request Assistance

When do you request mutual aid?

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: When do you request mutual aid?

Key Points

When do you request mutual aid?

Topic	REQUESTING EXTERNAL ASSISTANCE (CONTINUED)

Visual 3.14

When To Request Assistance

Mutual aid should be requested when:

- **Resources on incident and in staging are nearing depletion.**
- **Jurisdiction public safety coverage is jeopardized because of the need to assign resources to the incident.**

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: When do you request mutual aid? - Responses

Key Points

Mutual aid should be requested when:

- Resources on incident and in staging are nearing depletion.

- Jurisdiction public safety coverage is jeopardized because of the need to assign resources to the incident.

There will be a time lag between the time assistance is requested and the time it arrives on-scene. It is important to work closely with the Incident Commander and request external assistance sooner, rather than later.
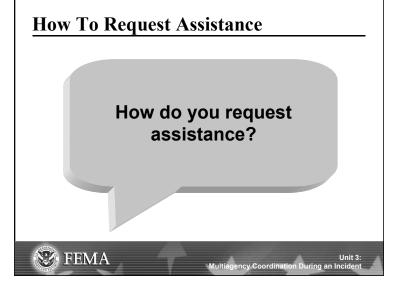
| Topic | REQUESTING EXTERNAL ASSISTANCE (CONTINUED) |

Visual 3.15

How To Request Assistance

How do you request assistance?

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: How do you request assistance?

Key Points

How do you request external assistance? What is the process you follow?

Visual 3.16

How To Request Assistance

The process for requesting assistance should be incorporated into mutual aid agreements, emergency management assistance compacts (EMACs), and other agreements developed during the planning process.

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: How do you request assistance? - Responses

Key Points

The process for requesting assistance should be incorporated into mutual aid agreements, emergency management assistance compacts (EMACs), and other agreements developed during the planning process.
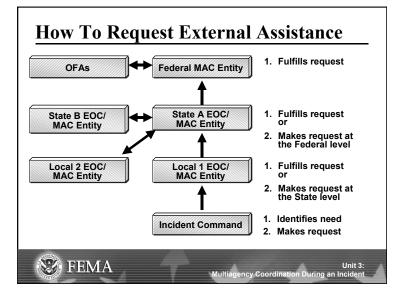
Visual 3.17

How To Request External Assistance

| OFAs | ⟷ | Federal MAC Entity | 1. Fulfills request |

| State B EOC/ MAC Entity | ⟷ | State A EOC/ MAC Entity | 1. Fulfills request or |
| | | | 2. Makes request at the Federal level |

| Local 2 EOC/ MAC Entity | ⟷ | Local 1 EOC/ MAC Entity | 1. Fulfills request or |
| | | | 2. Makes request at the State level |

| | | Incident Command | 1. Identifies need |
| | | | 2. Makes request |

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: How To Request External Assistance

Key Points

This visual shows one way to request external assistance. There are other ways that are acceptable as long as they work for the jurisdiction(s) involved and the State. Depending on the State and the kind of emergency, resource orders to the next higher level of government may need to be preceded or accompanied by a formal request for assistance.

Note that in this model, all requests for mutual aid at the local level are processed through the State EOC.

What are the advantages of this model?

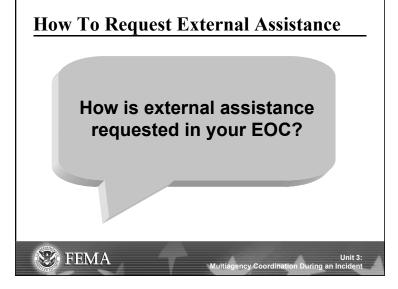| Topic	REQUESTING EXTERNAL ASSISTANCE (CONTINUED)

Visual 3.18

How To Request External Assistance

How is external assistance requested in your EOC?

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: How To Request External Assistance

Key Points
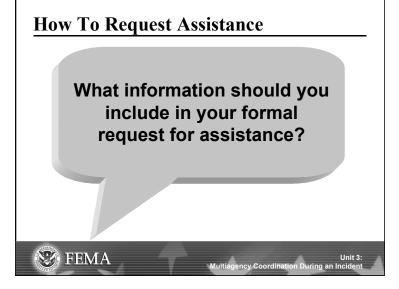
How is external assistance requested in your EOC?

| Topic | REQUESTING EXTERNAL ASSISTANCE (CONTINUED) |

Visual 3.19

How To Request Assistance

What information should you include in your formal request for assistance?

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: What information should you include in your formal request for assistance?

Key Points

What information should you include in your formal request for assistance?

Visual 3.20

Visual Description: Asking for Help

Key Points

Note the following points:

- The Incident Commander will make the initial identification of resource requirements as part of the Incident Action Planning (IAP) process and make the resource order to the appropriate Multiagency Coordination Entity or Entities according to the jurisdiction's protocols. Resource orders could be made to the dispatch center, the EOC, or the Emergency Manager. The Incident Commander may make the request by kind and type of resource or may describe the need or task(s) to be accomplished.

- If the Logistics Section Chief and/or Supply Unit Leader positions are staffed, the Incident Commander may delegate the responsibility for placing the resource order to them.

- Unless the resource order has included kind and type of resources required, the Emergency Manager, who is not an expert on capabilities and configuration of all available resources, will describe the need to the EOC staff charged with locating resources—most likely by describing the mission or task to be accomplished.

- The EOC staff may consult with other experts to determine the kind and type of resource and fill the request locally or request mutual aid.

- The EOC staff may pass the request to the next level MAC Entity as a mission request. For example, an EOC may place a mission request for the American Red Cross to open a shelter. The American Red Cross will identify the facility, personnel, and other resources needed to accomplish the mission.
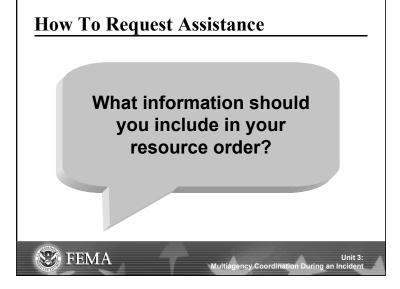
| Topic | REQUESTING EXTERNAL ASSISTANCE (CONTINUED) |

Visual 3.21

How To Request Assistance

What information should you include in your resource order?

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: What information should you include in your resource order?

Key Points

What information should you include in your resource order?

Topic **REQUESTING EXTERNAL ASSISTANCE (CONTINUED)**

Visual Description: What information should you include in your resource order? - Responses

Key Points

The essential elements of information for a resource order include:

- Incident name

- Order and/or request number (if known or assigned)

- Date and time of order

- Quantity, kind, and type or detailed mission description (Resources should be ordered by Task Forces or Strike Teams when appropriate.) Include any special support needs.

- Reporting location (specific)

- Requested time of delivery (specific, immediate vs. planned, not ASAP)

- Radio frequency to be used

- Person/Title placing request

- Callback phone number or radio designation for clarifications or additional information
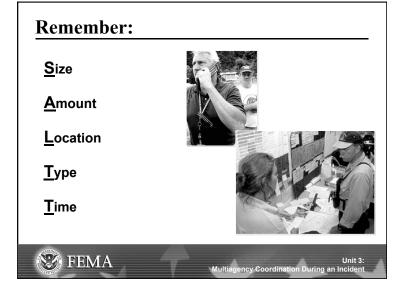
Visual 3.23

Remember:

Size

Amount

Location

Type

Time

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: Remember SALTT: Size, Amount, Location, Type, Time

Key Points

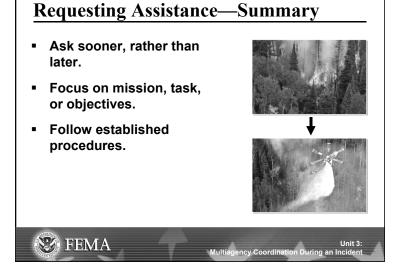Remember the following:

Size

Amount

Location

Type

Time

Visual 3.24

Requesting Assistance—Summary

- Ask sooner, rather than later.

- Focus on mission, task, or objectives.

- Follow established procedures.

FEMA

Unit 3:
Multiagency Coordination During an Incident

Visual Description: Requesting Assistance—Summary

Key Points

Note the following points about requesting external assistance:

- Make the request sooner, rather than later. There will be some delay between the time that a resource is requested and the time that the resource arrives and can be assigned.

- Focus on the mission, task, or objectives. Unless you are certain of the kind and type of resource you need, make all resource requests based on the mission, task, or incident objectives. Let the EOC staff and experts make the determination of what kind and type of resource fits the need.

- Follow established procedures for requesting external resources to ensure that resource assignments can be made and tracked accurately.
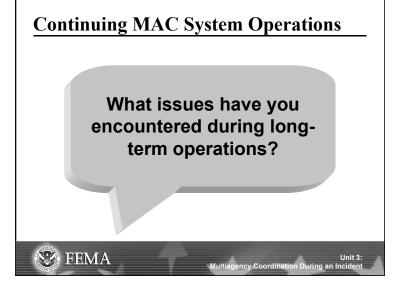
| Topic | CONTINUING OPERATIONS |

Visual 3.25

Continuing MAC System Operations

What issues have you encountered during long-term operations?

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: What issues have you encountered during long-term operations?

Key Points
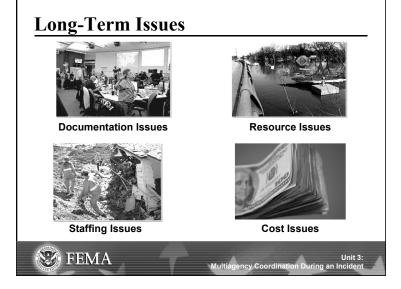
What issues have you encountered during long-term operations?

Topic	CONTINUING OPERATIONS (CONTINUED)

Visual 3.26

Visual Description: Long-Term Issues

Key Points

Four of the most common long-term issues deal with the following:

- Documentation. Long-term operations usually equate to more damage or damage over an extended area. Plans need to include strategies for ensuring proper documentation of damage, resources used, equipment maintenance performed, overtime hours, etc.

- Resources. Long-term operations take their toll on incident resources. Human resources will need to rotate out of service to eat and rest. Mechanical resources may require refueling or maintenance. Ensuring that there are enough resources onscene and in the staging area so that response operations are uninterrupted will require careful coordination between the Incident Command and the Multiagency Coordination System entities.

- EOC Staffing. EOC staff will also need to eat, rest, and decompress from the stress of the operation. EOC staffing patterns should include personnel to ensure 24-hour coverage for extended EOC operations, including backup personnel.

- Cost. Long-term operations also equate to higher costs. It is not unusual for jurisdictions to expend their entire year's overtime budgets in response to a single long-term incident. The terms of intergovernmental agreements may include provisions for payment if an incident extends past an agreed-upon threshold. Add the costs of the response to the financial impact of damage to public infrastructure and resources, and the financial effects can be as catastrophic as the disaster itself.
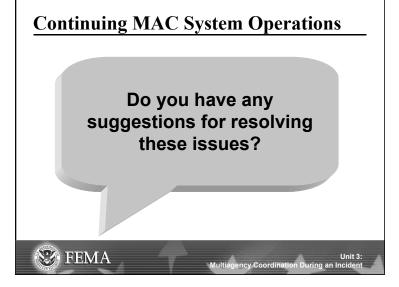
Visual 3.27

Continuing MAC System Operations

Do you have any suggestions for resolving these issues?

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: Do you have any suggestions for resolving these issues?

Key Points

What suggestions do you have for resolving issues related to long-term operations?

The following strategies should be addressed:

- Be specific in describing agency staffing requirements in the EOP and verifying that all agencies have fulfilled the requirements.

- Conduct exercises to verify that the resources, staffing, and documentation are adequate.

- Develop recordkeeping methods to record costs, damage, staffing, and equipment use at the scene and the EOC.

Some examples of how jurisdictions have resolved these issues are included on the next two pages.

Documentation:

Because Wichita is at high risk from tornadoes, they have a well-developed spotter network. The network helps project the path of tornadoes, but allows rapid damage assessment as well. When severe weather threatens, the spotters are deployed to predesignated locations. Spotters are equipped with GPS and can transmit their exact locations to the RACES center at the EOC. They also have web cams and can transmit real-time video. Other web cams are positioned in strategic locations around the county, and they can also transmit real-time video.

When information is transmitted by spotters, responders, or the National Weather Service, it is entered into the county's GIS. The GIS database is linked to:

- Real estate ownership and assessment records.

- Senate, congressional, and City Council district.

- Critical and key facilities.

- Hazardous materials sites.

- Roads.

Using this system, the GIS operator is able to plot:

- The path of the tornado.

- Roads that need to be barricaded.

- HazMat sites that are likely to be affected.

- Critical and key facilities that are likely to be affected.

- Specific addresses in the path of the tornado.

- The location of known injuries or fatalities.

Using the assessment database, the system can generate reports that show the worst-case scenario for damage, based on the assessed value of the property, as a total or by any of the data sets above. Areas with high damage or injury projections receive highest priority for response and further damage assessment. The information can be printed or projected on a data screen for review by all EOC personnel.

This system was developed in-house for a cost of about $10,000.

Staffing:

Jefferson County, Alabama has developed the following strategy to ensure that the EOC is staffed for extended periods.

The EOC must be able to function on a 24/7 basis from activation until demobilization as required to support the emergency response. The EOC Director will determine appropriate staffing for each activation level based on an assessment of the current and projected situation. While the immediate solution may be to establish several complete shifts for the duration of operations, there are seldom the resources of facilities to sustain this approach. Designated qualified individuals from the jurisdiction should fill EOC Management Team positions as a priority.

Qualified personnel, independent of rank or agency affiliations, may fill sub-positions within the EOC organization. Initially, the first available individual, most qualified in the function to be performed, may staff all positions.

Based on the previously described EOC activation levels, plans should include at least two to three complete shifts of personnel for an initial period of time, after which reduced-strength options can be considered for implementation on a section-by-section basis.

| Topic | RESOLVING ISSUES THAT ARISE DURING AN INCIDENT |

Visual 3.28

Resolving Issues That Arise During an Incident

What are some ways to
resolve issues that arise
during an incident?

FEMA

Unit 3:
Multiagency Coordination During an Incident

Visual Description: What are some ways to resolve issues that arise during an incident?

Key Points

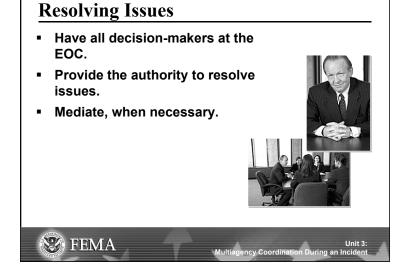**What are some ways to resolve issues that arise during an incident?**

Visual 3.29

Resolving Issues

- Have all decision-makers at the EOC.
- Provide the authority to resolve issues.
- Mediate, when necessary.

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: Resolving Issues

Key Points

One of the most important ways to resolve issues is to ensure that all key decision-makers are at the EOC. Having all key personnel in one place facilitates discussion and rapid problem-solving as issues arise.

To ensure that decision-makers will stay at the EOC rather than going to the incident scene, it is critical to ensure that they have access to all of the information at the EOC that they would have in their offices or at the scene, including email and easy communication methods between the EOC and the DEOC.

Senior personnel from the jurisdiction(s) should be involved at the EOC and should have the authority to make binding decisions in the moment.

How can you ensure that senior officials have the authority to make instant decisions?

Visual 3.30

Emergency Proclamations

A local "state of emergency" proclamation:

- **Is the legal method which authorizes extraordinary measures to meet emergencies.**
- **Has the force of law and supersedes any conflicting law.**
- **Must document description of event and necessary emergency authorizations.**
- **Must be issued by chief executive of local government or emergency management council (if so authorized).**

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: Emergency Proclamations

Key Points

A local "state of emergency" proclamation:

- Is the legal method which authorizes extraordinary measures to meet emergencies.

- Has the force of law and supersedes any conflicting law.

- Must document description of event and necessary emergency authorizations.

- Must be issued by the chief executive of the local government or emergency management council (if so authorized).

Visual 3.31

Common Emergency Powers (1 of 2)

- Suspend regulatory ordinances.
- Use all resources of the jurisdiction to respond to the emergency.
- Transfer personnel or alter functions of jurisdiction departments to support response.
- Commandeer private property.
- Direct and compel relocation of affected population.
- Prescribe routes, modes of transportation, and destinations.

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: Common Emergency Powers (1 of 2)

Key Points

Common emergency powers:

- Suspend regulatory ordinances.

- Use all resources of the jurisdiction to respond to the emergency.

- Transfer personnel or alter functions of jurisdiction departments to support response.

- Commandeer private property.

- Direct and compel relocation of affected population.

- Prescribe routes, modes of transportation, and destinations.

Visual 3.32

Common Emergency Powers (2 of 2)

- Control access to disaster area.
- Suspend or limit sales of alcohol, firearms, ammunition, explosives, and combustibles.
- Arrange temporary housing.
- Impose and enforce a curfew.
- Allocate, ration, or redistribute food, water, fuel, clothing, etc.
- Procure vital supplies.
- Request and provide mutual aid.

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: Common Emergency Powers (2 of 2)

Key Points

Common emergency powers:

- Control access to disaster area.

- Suspend or limit sales of alcohol, firearms, ammunition, explosives, and combustibles.

- Arrange temporary housing.

- Impose and enforce a curfew.

- Allocate, ration, or redistribute food, water, fuel, clothing, etc.

- Procure vital supplies.

- Request and provide mutual aid.

Resolving Issues That Arise During an Incident

B. EMERGENCY PROCLAMATION AND POWERS

1. Emergency Proclamation.

   a. A local "state of emergency" proclamation is the legal method which authorizes extraordinary measures to meet emergencies and/or solve disaster problems. A proclamation allows for the emergency use of resources; the bypassing of time-consuming requirements, such as hearings and the competitive bid process; and activates extraordinary measures as outlined in this plan. A proclamation is usually a prerequisite for State assistance and is made at the onset of a disaster to allow the local government to do as much as possible to help itself.

   b. Any proclamation issued has the force of law and supersedes any conflicting provision of law during the period of the declared emergency.

   c. In preparing a proclamation, a description of the event and the necessary emergency authorizations need to be documented. The [State EMA] should be informed, and a news release made as soon as possible when an emergency proclamation is signed. This emergency proclamation shall terminate upon issuance of a proclamation or resolution declaring that an emergency no longer exists. The emergency proclamation may be extended for additional periods of time by resolution of the Emergency Management Council.

   d. The chief executive of the local government may declare a local "state of emergency." The Emergency Management Council has the authority to declare a state of emergency in support of a local government emergency.

2. Emergency Powers.

   In addition to any other emergency powers conferred upon the Mayor or Emergency Council, he/she may:

   a. Suspend the provisions of any regulatory ordinance prescribing procedures for the conduct of city or county business, or the orders or regulations of any city or county department if compliance with the provisions of the statute, order, or regulation would prevent, or substantially impede or delay action necessary to cope with the disaster or emergency.

   b. Use all the resources of the county government and of each political subdivision of the county as reasonably necessary to cope with the disaster or emergency.

   c. Transfer personnel or alter the functions of city or county departments and offices or units of them for the purpose of performing or facilitating the performance of disaster or emergency services.

Resolving Issues That Arise During an Incident (Continued)

2. Emergency Powers. (Continued)

   d. Subject to any applicable requirements for compensation under [State code number], commandeer or utilize any private property, except for all news media other than as specifically provided for in this chapter, if considered necessary to cope with the disaster or emergency.

   e. Direct and compel the relocation of all or part of the population from any stricken or threatened area in the county if relocation is considered necessary for the preservation of life or for other disaster mitigation purposes.

   f. Prescribe routes, modes of transportation, and destinations in connection with necessary relocation.

   g. Control ingress to and egress from a disaster area, the movement of persons within the area and the occupancy of premises in it.

   h. Suspend or limit the sale, dispensing, or transportation of alcoholic beverages, firearms, ammunition, explosives, and combustibles.

   i. Make provisions for the availability and use of temporary emergency housing.

   j. Impose a curfew upon all or any portion of the county thereby requiring all persons in such designated and restricted curfew areas to remove themselves from public property, streets, alleys, sidewalks, thoroughfares, vehicle parking areas, or other public places. Physicians, nurses, and paramedical personnel performing essential medical services, utility personnel maintaining essential public services, firefighers, members of the news media upon showing of authorized press cards, emergency volunteers and county, city, and State authorized law enforcement officers and personnel may be exempted from such curfew. The curfew may be applicable to any such hours of the day or night as the mayor of Emergency Management Council deems necessary in the interest of public safety and welfare.

   k. Allocate, ration, or redistribute food, water, fuel, clothing, and other items deemed necessary.

   l. A Mayor or Emergency Management Council may obtain vital supplies, equipment, and other properties found lacking and needed for the protection of the health, life, and property of the people, and bind the city or county for the fair value thereof.

   m. A Mayor or Emergency Management Council shall order emergency management forces to the aid of other communities when required in accordance with the statutes of the State and may request the State or a political subdivision of the State to send aid to the county to ease the disaster when conditions in the county are beyond the control of local emergency management forces.

Key Points

The emergency powers documented in the EOP should be supported by written delegations of authority to whomever will represent the jurisdiction at the EOC. Together, the emergency powers authorized in the EOP and the delegation of authority grant wide-ranging authority to the jurisdiction's representative to make decisions necessary to resolve issues arising during the course of an incident.

Sometimes issues arise on which there is disagreement among the decision-makers. At these times, one of two strategies may resolve the issue:

▪ The Mayor's, City Council's, or Governor's authorized representative can make a decision.

▪ The Emergency Manager or MAC Entity Coordinator can mediate agreement among the conflicted parties.

Mediation by the Emergency Manager works better when emergency management operates as an independent function of the jurisdiction. When emergency management is assigned to a first-response agency, turf battles (real or perceived) may interfere with mediation.

Visual 3.33

When Mediation Becomes Necessary

- Suspend judgment.
- Listen carefully.
- Analyze the discussion and make suggestions.

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: When Mediation Becomes Necessary

Key Points

When mediation becomes necessary, it is vital that the mediator be able to:

- Suspend judgment on the issue at hand. Even if the mediator has an opinion about how the situation should be handled, the issue cannot be mediated if he or she allows that opinion to influence the discussion.

- Listen carefully to both sides of the discussion. The mediator should verify that he or she understands what has been said by reflecting back the conversation using his or her own words.

- Analyze the discussion and make suggestions. After listening to the discussion, the mediator should make suggestions that will satisfy the needs of both sides. He or she should be careful not to make any suggestion sound like the solution is obvious or that the decision has already been made.

| Topic | DEACTIVATING THE MAC SYSTEM |

Visual 3.34

Deactivating the MAC System

When should the MAC System be deactivated?

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: When should the Multiagency Coordination System be deactivated?

Key Points

When should the Multiagency Coordination System be deactivated?

Visual 3.35

Deactivating the MAC System

- **Resources are being deactivated, and resource coordination among agencies or jurisdictions is no longer necessary.**
- **The situation at the incident scene is clearly under control.**
- **Unified Command has reverted to Single Command.**
- **Incident support can be provided without impacting the dispatch system.**

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: When should the Multiagency Coordination System be deactivated? - Responses

Key Points

The Multiagency Coordination System should be deactivated when:

- Resources are being deactivated, and resource coordination among agencies or jurisdictions is no longer necessary.

- The situation at the incident scene is clearly under control.

- Unified Command has reverted to Single Command.

- Incident support can be provided without impacting the dispatch system.

Note that:

- When multiple layers of a Multiagency Coordination System are involved, they usually deactivate in reverse order from activation (i.e., Federal deactivates first, then State, and finally, local).

- Some Multiagency Coordination System activities may continue after the EOC is deactivated. These activities may take place at DEOCs or at the jurisdiction's offices. Financial activities are typically the last to be resolved.

| Topic | Activity 3.1: MAC System Operations |

Visual 3.36

Activity 3.1: MAC System Operations

1. **Work in table groups to complete this activity.**

2. **Review and discuss the scenario assigned to your group.**

3. **Answer the questions.**

4. **Be prepared to discuss your responses with the class.**

   You will have 20 minutes to complete this activity.

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   Unit 3:
   Multiagency Coordination During an Incident

Visual Description: Activity 3.1: Multiagency Coordination System Operations

Key Points

Refer to the next page for the activity instructions.

Activity 3.1: MAC System Operations

Purpose: The purpose of this activity is to provide the opportunity for you to assess Multiagency Coordination System operations in response to a scenario.

Instructions: Follow the steps below to complete this activity:

1. Work in your table groups to complete this activity.

2. Review the scenario assigned by the instructor, and answer the questions that follow. When you are finished, select a spokesperson to present your group's responses to the class.

3. You will have 20 minutes to complete this activity.

Scenario 1: Plane Crash

At 10:32 a.m., the Hysteria County 9-1-1 dispatch center receives the first of numerous calls reporting the crash of an aircraft into a neighborhood west of Bad Luck. Subsequent calls come in—each describing an air crash but differing on the type and size of aircraft involved. All callers report that the aircraft has destroyed several homes and is currently engulfed in flames.   The 9-1-1 dispatch center dispatches all available fire, police, and emergency medical units to the neighborhood, 2 miles west of Bad Luck.

At 10:34, the dispatch receives the message from air traffic control (ATC) at the Bad Luck International Airport that a regional jet (RJ) with 25 people on board has dropped off the radar on its approach to Bad Luck International Airport. ATC has been trying to make radio contact with the aircraft but has received no response. Emergency dispatch requests additional information about the aircraft.

Initial units arrive at the scene at 10:38 a.m., reporting devastation in the neighborhood. The aircraft hit several houses as it crashed. At least four homes are fully engulfed in fire. Several others are burning, as well as the fuselage, which broke into several pieces on impact. Wreckage appears to be scattered over several blocks.

Local media outlets have interrupted their programming with news of the crash. All are sending news crews to the scene.

Activity 3.1: MAC System Operations (Continued)

Scenario 2: Flash Flood

It is March in Zenith City, and the residents are experiencing a cold spring. The annual St. Patrick's Day celebration is approaching. The National Threat Advisory Level is yellow, where it has been for nearly a year.

At 8:15 a.m., March 15, the National Weather Service (NWS) Doppler radar indicates that thunderstorms producing heavy rainfall and damaging winds in excess of 60 miles per hour are headed toward Zenith City. The NWS issues a Severe Thunderstorm Warning and a Flash Flood Watch for Zenith City and all of Cage County. The storm strikes Zenith City at 8:35 a.m. By 9:15 a.m., runoff from the heavy rain floods low-lying areas in Zenith City. High winds accompanying the storms knock out power throughout the city.

By 5:00 p.m., the rivers and streams have risen over their banks, causing additional flooding. The strong winds continue to knock down power lines, causing widespread power outages.

Initial reports from first responders indicate that roads have been inundated and several bridges have been washed away. The Zenith City Municipal Authority reports that the water and wastewater treatment plants are running on backup power.

Activity 3.1: MAC System Operations (Continued)

Scenario 3: Radioactive Device

On Monday evening, September 27, a disgruntled former Fig County employee places a radioactive dispersal device (RDD) in the Fig County Building HVAC intake vent, located on the roof of the two-story building. Carried throughout the building by the normal air circulation, this device disperses radioactive material throughout the building in which 550 county employees work. The County Building houses the Court, Sheriff's Office, and County EOC. No one has an exact count of how many county employees were actually at work on Tuesday and Wednesday, nor is there any idea of how many members of the general public visited during that time.

On Wednesday, September 29, at approximately 4:00 p.m., county workers begin arriving at both local hospitals and secondary care facilities complaining of respiratory problems. Some of the walk-ins report having been called by an anonymous caller who stated that "something was released in the building and that they'd better go to the emergency room and get looked at." From the start of the patient influx, care providers mistakenly diagnose the signs and symptoms as a chemical irritant. The local health department notifies the State health department, concerned about the number of patients that are being received. Based on preliminary data, State and local health officials pinpoint the most likely origin of the respiratory and minor skin irritation as the Fig County Building.

Activity 3.1: MAC System Operations (Continued)

Scenario 4: Urban Interface Fire

The summer and fall have been hot and dry in Moore County. By mid-October, the wooded hillsides are tinder dry. October 25 is unseasonably warm with a northwest wind of 10 miles per hour, gusting to 15.

At 1:37 p.m., 9-1-1 dispatch receives the first call reporting a fire in the vicinity of Oak Creek. Based on the wind direction and speed, the Moore County Fire Department knows that the fire will push toward Bentleyville, a town of 325 high-value homes nestled in the forest 4 miles from Oak Creek.

Based on the dry conditions, Fire Department personnel know it won't take long for the fire to spread. All available fire crews are dispatched to the scene immediately. The Moore County Fire Chief activates the DEOC, requests activation of all fire-related mutual aid agreements, and requests that the State forward a request to the U.S. Forest Service for fire suppression assistance. The Police Chief orders all available units to the scene to establish ingress/egress control and assist with evacuations should they become necessary.

At 4:00 p.m., the County Executive declares a local state of emergency.

Activity 3.1: MAC System Operations (Continued)

Scenario 5: Public Health Incident

Last night was the State University Alumni Banquet, held every year to bring alumni together and to raise funds for the university. The banquet draws a large number to town. Hotels, shops, and restaurants are usually very busy, and last night was no exception.

At 5:00 a.m. this morning, a 47-year-old female was admitted to the emergency department of the local hospital complaining of a sudden onset of dizziness, blurred vision, slurred speech, difficulty swallowing, and nausea. She insisted that she was having a stroke because her symptoms matched those her father had during his recent stroke. The woman was very afraid and anxious. Findings from her examination included drooping of her eyelids, palsy, facial paralysis, and impaired gag reflex. She was admitted to the ICU.

Over the next hour, the emergency department receives 10 additional patients with a variety of symptoms, ranging from sore throat to cough and weakness. One 22-year-old man requires immediate intubation and mechanical ventilation.

Meanwhile, the woman develops descending paralysis and is intubated and placed on mechanical ventilation. The critical care and infectious disease (ID) physicians suspect a diagnosis of botulism and suspect the transmission was foodborne. The ID physician calls the emergency department physician to update her on the woman's case. The emergency department physician realizes that many of the patients currently in the department, and perhaps some who have been discharged, may have ingested botulinum toxin. Upon interviewing the patients, all report eating out the previous night but report eating at different restaurants, as well as the banquet. There does not appear to be a single location in common.

Because of the potential severity of disease and the possibility for exposure of many persons to contaminated products, the physicians know that foodborne botulism is a potential public health emergency that requires rapid investigation.

Activity 3.1: MAC System Operations (Continued)

Questions:

1. At what point in the scenario should the local EOC be activated? The State EOC?

2. Should the entire Multiagency Coordination System be activated at one time or should activation be time phased? Why?

3. What are the potential critical issues that must be addressed during operations? How could these issues be resolved?

4. When and how should the Multiagency Coordination System be deactivated?

| Topic | SUMMARY AND TRANSITION |

Visual 3.37

Unit Summary (1 of 2)

- **MAC Systems play a critical role in communication and resource coordination.**
- **Authorizations for EOC activation should be included in the EOP and supported by directives and policy.**
- **Request external assistance sooner, rather than later. Keep the State in the loop.**

Delegation of Authority

✓Who is authorized
✓Under whose authority
✓When

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: Unit Summary (1 of 2)

Key Points

The following points serve as a summary of the material covered in this unit.

- The jurisdiction's Multiagency Coordination System plays a critical role in communication and resource coordination for on-scene management. Because of this role, it is vital that the EOC and other MAC Entities be activated as soon as it becomes clear that the incident is expanding beyond the IC's legal authority or beyond jurisdictional boundaries.

- Authorizations for EOC activation should be clearly stated in the EOP and supported by directives and policy.

- When external assistance is required, requests should be made sooner, rather than later to ensure that the resources are available when needed. Procedures for when and how to request assistance should be documented in the EOP and, regardless of the procedures agreed to, the State should be kept informed of resources requested and their status.
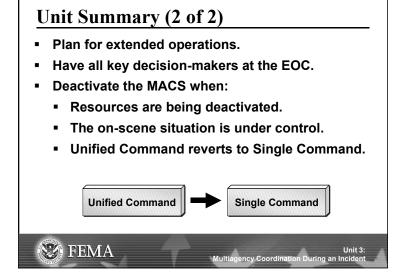
Topic	SUMMARY AND TRANSITION (CONTINUED)

Visual 3.38

Unit Summary (2 of 2)

- **Plan for extended operations.**
- **Have all key decision-makers at the EOC.**
- **Deactivate the MACS when:**
  - **Resources are being deactivated.**
  - **The on-scene situation is under control.**
  - **Unified Command reverts to Single Command.**

Unified Command → Single Command

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Unit 3:
Multiagency Coordination During an Incident

Visual Description: Unit Summary (2 of 2)

Key Points

Additional summary points are shown below:

- Plans should include contingencies for extended operations to ensure that staffing needs are met while allowing time for rest, breaks, and a few hours away from the EOC.

- Regardless of how well planned Multiagency Coordination System operations are, issues will arise. These issues can be resolved better and more quickly if decision-makers are located at the EOC where they can discuss issues and solutions rapidly. To keep decision-makers at the EOC, jurisdictions should ensure that all key personnel have access to communication and information that they would have if they were in their DEOCs or at the scene.

- The Multiagency Coordination System should be deactivated when:

  - Resources at the scene are being deactivated, and there is no longer a need for higher level coordination.
  - The incident scene is clearly under control. No additional external resources will be required.
  - A Unified Command reverts to Single Command.
  - Incident support can be provided without adversely affecting dispatch operations.

Notes: