
Unit 5: The Complex Incident

Objective

At the end of this unit, the students should be able to list the issues that accompany an Incident of National Significance.

Scope

- Introduction and Unit Overview
 - Unit Objective
 - Incidents of National Significance
 - Characteristics of Incidents of National Significance
 - Incident and Incident Management Team Types
 - Incident Types
 - Coordinating Resources
 - Coordinating Resources: A Four-Step Process
 - Step 1: Complete the Sizeup
 - Step 2: Develop Incident Objectives
 - Step 3: Prioritize and Allocate Resources
 - Step 4: Determine Additional Steps
 - Mobilizing Resources
 - Dealing With Convergence Issues
 - State and National Mobilizations
 - Dealing With State and National Mobilizations
 - Donations and Volunteer Assistance
 - VIP Visits
 - Self-Dispatched Resources
 - Class Discussion: Learning From Past Incidents
 - Summary and Transition
-

Methodology

After introducing the unit objective, the Instructor will describe the differences between “garden variety” emergencies and complex incidents, focusing on Incidents of National Significance. He or she will describe the characteristics of Incidents of National Significance, making the connection between large, national incidents and Incident Management Team types and introducing the five incident types.

Next, the Instructor will turn to the importance of coordinating resources at complex incidents, introducing a four-step process for resource coordination and stressing the importance of staying within the chain of command throughout the coordination cycle.

Methodology (Continued)

Then, the Instructor will describe resource mobilization, focusing on the main issues that arise during the mobilization process. At the end of this topic, the Instructor will facilitate a class discussion of lessons learned from Incidents of National Significance and how the students can apply those lessons learned in their jurisdictions.

At the end of this unit, the Instructor will summarize the key points from the unit and transition to Unit 6.

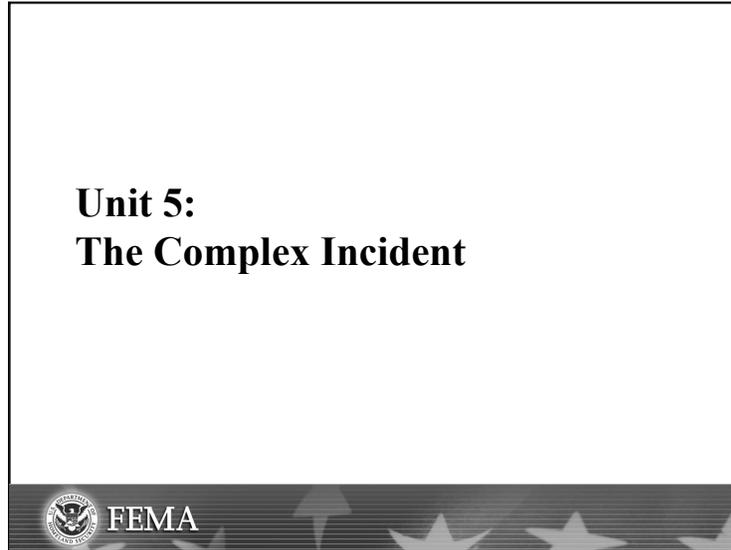
Time Plan

A suggested time plan for this unit is shown below. More or less time may be required, based on the experience level of the group.

Topic	Time
Introduction and Unit Overview	5 minutes
Incidents of National Significance	10 minutes
Incident and Incident Management Team Types	15 minutes
Coordinating Resources	20 minutes
Mobilizing Resources	45 minutes
Class Discussion: Learning From Past Incidents	20 minutes
Summary and Transition	5 minutes
Total Time	2 hours



Visual 5.1



Visual Description: Unit 5: The Complex Incident

Instructor Notes

Introduce this unit by telling the group that in previous units, they learned about the evolution of incidents from routine operations through major events. They also learned about the resource-ordering process from the FEMA Regional Response Coordination Center (RRCC), and the flow of information that ensures that resource accountability is present at all levels.



Visual 5.2

Unit 5 Objective

List the issues that accompany an Incident of National Significance.



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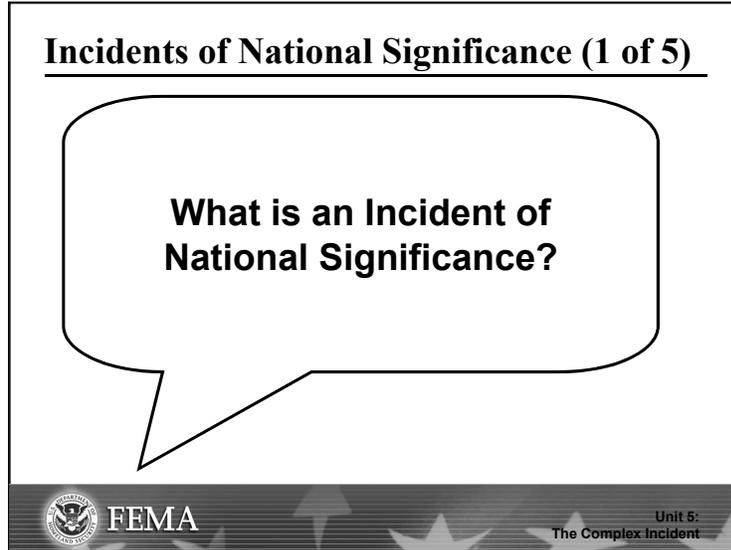
Visual Description: Unit 5 Objective

Instructor Notes

At the end of this unit, the students should be able to list the issues that accompany an Incident of National Significance.



Visual 5.3



Visual Description: Incidents of National Significance (1 of 5)

Instructor Notes

Introduce this topic by asking the group:

What is an Incident of National Significance?

Allow the students time to respond. Display the next visual to summarize the discussion.



Visual 5.4

Incidents of National Significance (2 of 5)

- Actual or potential high-impact events . . .
- Requiring a coordinated and effective response by . . .
- Federal, State, local, tribal, nongovernmental, and/or private-sector entities . . .
- To save lives, minimize damage, and provide for long-term recovery and mitigation.



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Visual Description: Incidents of National Significance (2 of 5)

Instructor Notes

If not mentioned by the group, explain that the National Response Plan (NRP) describes Incidents of National Significance as:

- Actual or potential high-impact events . . .
- Requiring a coordinated and effective response by . . .
- Federal, State, local, tribal, nongovernmental, and/or private-sector entities . . .
- To save lives, minimize damage, and provide for long-term recovery and mitigation.

Point out that the concept of Incidents of National Significance resulted from 9/11, but that most Incidents of National Significance are not terrorism related. Provide several examples of Incidents of National Significance:

- The Olympic Games
- National political conventions
- Hurricane Katrina



Visual 5.5

Incidents of National Significance (3 of 5)

What do Incidents of National Significance have in common?

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Visual Description: Incidents of National Significance (3 of 5)

Instructor Notes

Ask the group:

What do Incidents of National Significance have in common?

Allow the group time to respond. Summarize the characteristics of Incidents of National Significance using the next two visuals.



Visual 5.6

Incidents of National Significance (4 of 5)

- Involve more than one agency.
- May involve more than one political jurisdiction.
- Have the most complex management and communications problems.
- Require more experienced, qualified supervisory personnel.
- Require the long-term commitment of large numbers of tactical and support resources.
- Cause more injury, illness, and death.



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Visual Description: Incidents of National Significance (4 of 5)

Instructor Notes

Tell the students that, by definition, an Incident of National Significance is an incident that is well beyond business as usual. Incidents of National Significance have some or all of the following characteristics:

- Involve more than one agency (often many).
- May involve more than one political jurisdiction.
- Have the most complex management and communication problems.
- Require more experienced supervisory personnel.
- Require the long-term commitment of large numbers of tactical and support resources.
- Cause more injury, illness, and death.



Visual 5.7

Incidents of National Significance (5 of 5)

- Have potential to produce the most damage to property and the environment.
- Have extreme elements of crisis/psychological trauma.
- Last longer.
- Are the most costly to control.
- Require extensive mitigation, recovery, and rehabilitation.
- Have greater media interest.
- May require management of volunteers and donations.



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Visual Description: Incidents of National Significance (5 of 5)

Instructor Notes

Continue describing the characteristics of an Incident of National Significance. They:

- Have the potential to produce the most damage to property and the environment.
- Have extreme elements of crisis/psychological trauma that diminish human capacity to function.
- Last longer.
- Are the most costly to control.
- Require extensive mitigation, recovery, and rehabilitation.
- Have greater media interest.
- May require management of volunteers and donations, both solicited and unsolicited.

Summarize this discussion by reminding the students that Incidents of National Significance are inherently complex, presenting special issues to both command and coordination personnel. While the details of any given Incident of National Significance will vary depending on hazard and location, the characteristics we just discussed will hold true to some degree for all.

Tell the students to keep these characteristics in mind throughout the unit.



Visual 5.8

Incident and IMT Types

- DHS is working with response organizations to:
 - Refine incident characteristics.
 - Correlate them to the configuration, skill requirements, and experience levels for Incident Management Teams (IMTs).
- This unit will focus on Type 1 and Type 2 incidents.



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Visual Description: Incident and Incident Management Team Types

Instructor Notes

Tell the group that the Department of Homeland Security is working with other response organizations to:

- Refine incident characteristics.
- Correlate them to the configuration, skill levels, and experience requirements that the assigned Incident Management Team (IMT) should have.

Note: Emphasize that Incidents of National Significance are the only instances in which the resource type corresponds to the incident type.

Explain that the sections that follow will describe:

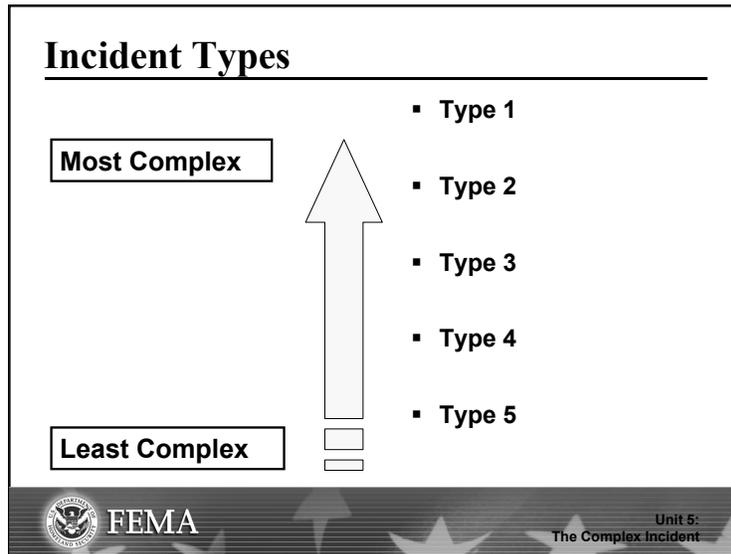
- Incidents from the least to the most complex.
- The type of Incident Management Team that might be assigned to manage them.

This unit will focus mostly on Type 1 and Type 2 incidents—those that are the most complex and offer the greatest resource management challenges.

Stress that Incidents of National Significance have major implications for both jurisdictions that experience such incidents and agencies that provide assistance to them. The remainder of this unit will explore strategies for resource management during Type 1 Incidents and/or Incidents of National Significance.



Visual 5.9



Visual Description: Incident Types

Instructor Notes

Tell the group that there are five types of incidents. Explain that each type is numbered, based on incident complexity, with Type 1 being the most complex incident.

Note: Point out that Incidents of National Significance need not be Type 1 incidents. Incidents of National Significance may have the potential to become Type 1 incidents, but State, Federal, and private-sector assets may become involved in Type 3 or Type 2 incidents, depending on the incident and its potential to grow.

Explain that each incident type will be covered in this topic.



Visual 5.10

Type 5 Incidents

- Can be handled with one or two single resources (up to six personnel).
- Command and General Staff positions, other than the IC, are not activated.
- A written IAP is not required.
- Typically contained within 1-2 hours.



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Unit 5:
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Visual Description: Type 5 Incidents

Instructor Notes

Describe the characteristics of a Type 5 incident:

- The incident can be handled with one or two single resources with up to six personnel.
- Command and General Staff positions (other than the Incident Commander) are not activated.
- A written IAP is not required.
- The incident is typically contained within an hour or two after resources arrive on scene.

Provide several examples of Type 5 incidents:

- A vehicle fire
- An injured person
- A police traffic stop



Visual 5.11

Type 4 Incidents

- **Command and General Staff are activated as needed.**
- **Several resources are required to mitigate the incident.**
- **The incident is typically contained within one Operational Period.**
- **The Agency Administrator may have briefings.**
- **No written IAP is required, but documented operational briefings are completed for all incoming resources.**



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Visual Description: Type 4 Incidents

Instructor Notes

Continue by describing the characteristics of a Type 4 incident:

- Command Staff and General Staff functions are activated only if needed.
- Several resources are required to mitigate the incident, possibly including Task Forces and Strike Teams.
- The incident is typically contained within one Operational Period in the control phase, usually within a few hours after resources arrive on scene.
- The Agency Administrator may have briefings and ensure that the complexity analysis and delegation of authority are updated.
- No written IAP is required, but a documented operational briefing will be completed for all incoming resources.



Visual 5.12

Type 3 Incidents

- Some or all Command and General Staff and other ICS positions are activated.
- A Type 3 IMT manages the incident until:
 - Containment/control is achieved.
 - Command is transferred to a Type 2 or Type 1 IMT.
- The incident extends into multiple Operational Periods.
- A written IAP is required.



Visual Description: Type 3 Incidents

Instructor Notes

Tell the students that, when incident needs exceed the capability of the initially assigned resources, the appropriate ICS positions should be added to match the complexity of the incident. Then, tell the group the characteristics of Type 3 incidents.

- Some or all of the Command and General Staff positions may be activated, as well as Division/Group Supervisors and/or Unit Leader level positions.
- A Type 3 IMT or incident command organization manages initial incident actions, employing a significant number of resources until containment/control is achieved or until it is determined that the incident is expanding and a transition to a Type 2 or Type 1 team is required.
- The incident typically extends into multiple Operational Periods.
- A written IAP is typically required for each Operational Period.

Point out that State and/or Federal resources may become involved in a Type 3 incident if it has the potential to grow into a Type 2 or Type 1 incident or if specialized resources that are outside the capabilities of local government are required.



Visual 5.13

Type 2 Incidents

- Most or all Command and General Staff positions are filled.
- A written IAP is required for each Operational Period.
- Many functional units are needed and staffed.
- Operations personnel normally do not exceed 200 per Operational Period and total incident personnel do not exceed 500.
- The Agency Administrator is responsible for complexity analysis, briefings, and written delegations of authority.



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Visual Description: Type 2 Incidents

Instructor Notes

Tell the group that a Type 2 incident may require the response of out-of-area resources, including regional and/or national resources to manage operations effectively. The characteristics of a Type 2 incident include:

- Most or all of the Command and General Staff positions are filled.
- A written IAP is required for each Operational Period.
- Many of the functional units are needed and staffed.
- Operations personnel normally do not exceed 200 per Operational Period, and total incident personnel do not exceed 500. (Note that these numbers are guidelines only.)
- The Agency Administrator is responsible for the incident complexity analysis, Agency Administrator briefings, and written delegations of authority.

Explain that Type 2 incidents typically are of regional significance. State, Federal, NGO, and private-sector resources will typically be required.



Visual 5.14

Type 1 Incidents

- All Command and General Staff positions are activated.
- Operations personnel exceed 500 per Operational Period, and total personnel exceed 1,000.
- Branches may be required.
- The Agency Administrator will conduct briefings and ensure the complexity analysis and delegations of authority are updated.
- Resource advisors at the Incident Base are recommended.
- There is a high impact on the local jurisdiction.

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Visual Description: Type 1 Incidents

Instructor Notes

Tell the group that Type 1 incidents are the most complex, requiring national resources to manage and operate safely and effectively. Type 1 incident characteristics are listed below:

- All Command and General Staff positions are activated.
- Operations personnel often exceed 500 per Operational Period, and total personnel will usually exceed 1,000.
- Branches may need to be established.
- The Agency Administrator will conduct briefings and ensure that the complexity analysis and delegations of authority are updated.
- Use of resource advisors at the Incident Base is recommended.
- There is a high impact on the local jurisdiction, requiring additional staff for office administrative and support functions.

Emphasize that Type 1 incidents are typically Incidents of National Significance.



Visual 5.15

Coordinating Resources

Resources are coordinated among various entities, to include:

- Local, State, and Federal EOCs.
- MAC Groups.
- FEMA RRCCs.
- JFOs.
- NRP agencies.
- DHS.



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Visual Description: Coordinating Resources

Instructor Notes

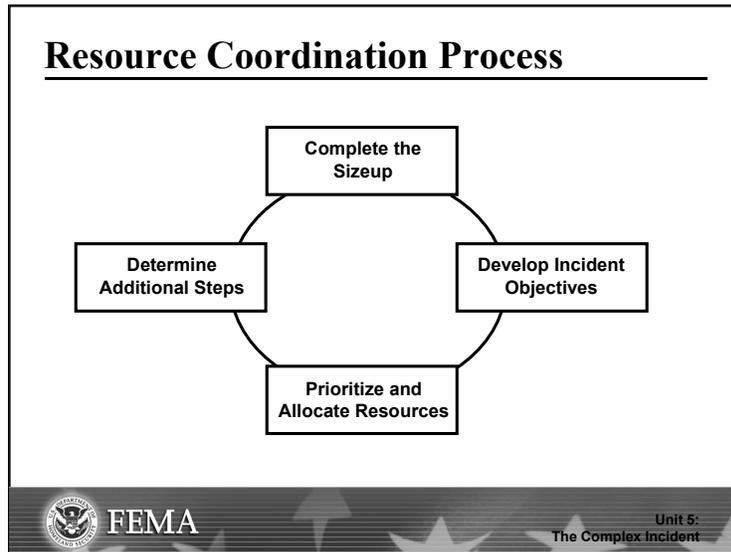
Tell the group that the process for coordinating resources for Incidents of National Significance dovetails with that used for smaller incidents. However, most of the action takes place within the coordination entities. These entities include but are not limited to:

- Local, State, and Federal EOCs.
- MAC Groups.
- FEMA Regional Response Coordination Centers (RRCCs).
- Joint Field Offices (JFOs).
- National Response Plan (NRP) agencies.
- Department of Homeland Security (DHS).

Remind the group that the authority and structure of EOCs, coordination entities, etc., vary from agency to agency and jurisdiction to jurisdiction.



Visual 5.16



Visual Description: Resource Coordination Process

Instructor Notes

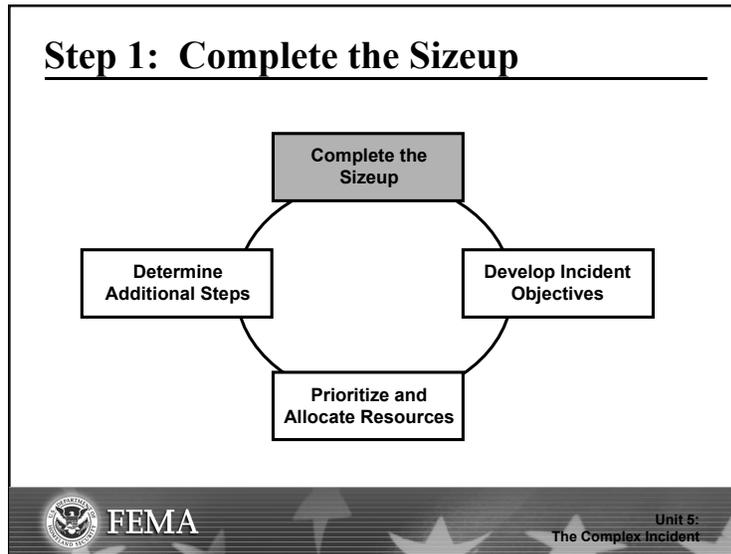
Use this visual to introduce the four-step process used to coordinate incident resources:

1. Complete a thorough assessment or sizeup.
2. Develop incident objectives.
3. Prioritize and allocate scarce resources.
4. Determine additional steps required.

Each step in the process will be covered in this unit.



Visual 5.17



Visual Description: Step 1: Complete the Sizeup

Instructor Notes

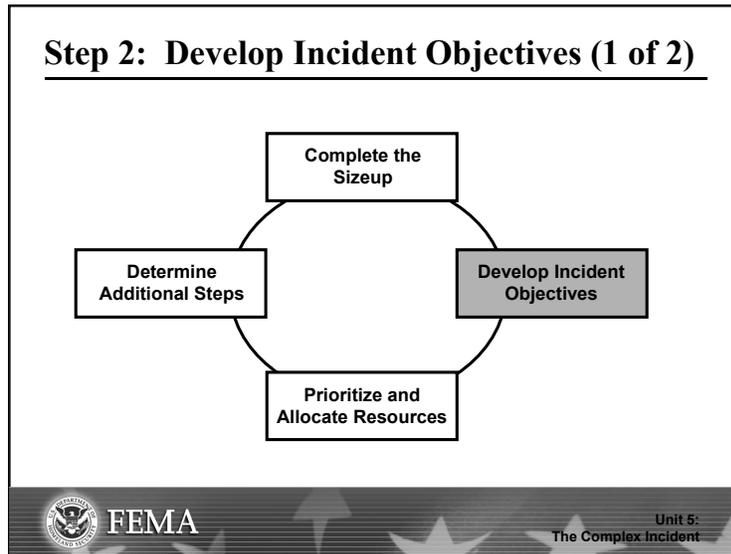
Tell the group that the first step in coordinating resource needs is to complete a thorough assessment or sizeup of the current incident situation and future incident potential. Explain that the scope and details of this assessment depend on the jurisdictional level of the organization.

Provide the following example:

A County EOC must have a detailed understanding of the status of all jurisdictions and current incidents within its purview, and a good understanding of the status in surrounding counties. It should also maintain a general awareness of national conditions, especially for situations that may affect resource availability.



Visual 5.18



Visual Description: Step 2: Develop Incident Objectives (1 of 2)

Instructor Notes

Continue by telling the students that at the incident, the Incident Commander develops incident objectives. For the supporting coordination entities, these objectives may translate into requests for additional resources.

One of the characteristics of Incidents of National Significance is that there is competition for limited critical resources. To allocate these resources appropriately, the MAC entity must be able to prioritize the needs of multiple incidents happening simultaneously. Incident prioritization may be accomplished at any of a number of entities, including Area Command—a command entity designed to direct and coordinate the activities of several incidents in close proximity.

Explain that the benefits of using an Area Command at a complex incident include the following:

- Much of the cross-incident coordination typically performed by each Incident Commander is accomplished at the Area Command level. Using an Area Command allows the Incident Commanders and their incident management teams to focus their attention on their incident objectives, strategies, and tactics.
- Area Command sets priorities between incidents and ensures efficient resource use. Critical resources are allocated by the overall priorities established by the agency officials. Competition among incidents for critical resources is avoided. Often, agency dispatchers will recognize cross-incident coordination problems first.



Visual 5.19

Step 2: Develop Incident Objectives (2 of 2)

Incident prioritization can take place at MAC entities, including:

- Dispatch Centers.
- Local EOCs.
- MAC Groups.

Life safety issues are the highest priority.



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Visual Description: Step 2: Develop Incident Objectives (2 of 2)

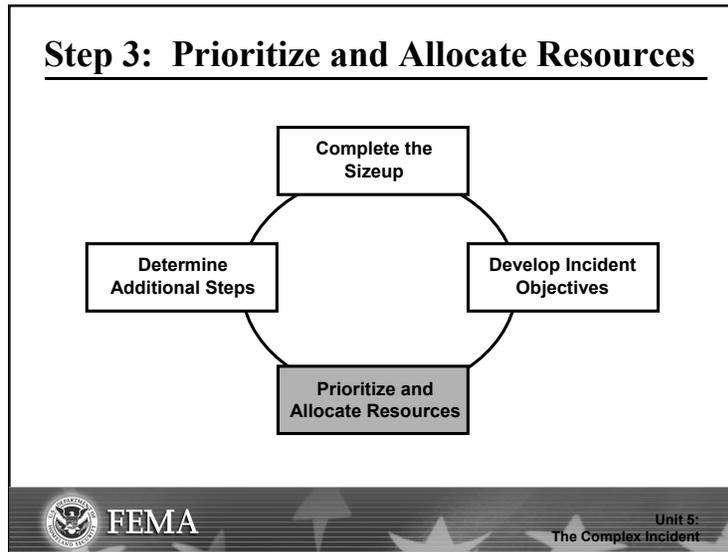
Instructor Notes

Point out that in addition to Area Command, incident prioritization can take place in MAC entities such as:

- Dispatch Centers, which may prioritize incidents as resources are drawn down during a disaster.
- Local EOCs, which frequently perform incident prioritization for the incidents within their jurisdictions.
- MAC Groups, which are usually organized to prioritize interagency or multijurisdiction responses.



Visual 5.20



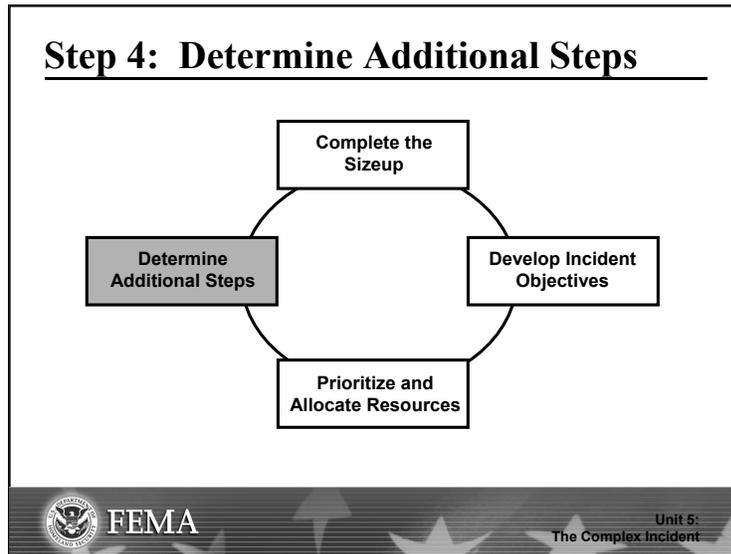
Visual Description: Step 3: Prioritize and Allocate Resources

Instructor Notes

Explain that the third step is to prioritize and allocate scarce resources according to priority. Wherever incident prioritization is being accomplished, the MAC entities use life safety issues as their highest priority.



Visual 5.21



Visual Description: Step 4: Determine Additional Steps

Instructor Notes

Tell the group that the fourth step is to determine additional steps that need to be taken. Possible steps could include:

- Mission taskings to other organizations for resources.
- Making policy decisions to assist in the response.
- Allocating donated goods and services, etc.



Visual 5.22

Mobilizing Resources

During Incidents of National Significance, resource mobilization becomes more complex as:

- More agencies and levels of government become involved.
- More incidents require assistance.
- Supply lines and response times get longer.
- More resources mobilize.



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Visual Description: Mobilizing Resources

Instructor Notes

Introduce this topic by telling the students that during Incidents of National Significance, resource mobilization becomes complex as:

- More agencies and levels of government become involved.
- More incidents require assistance.
- Supply lines and response times get longer.
- More resources mobilize.

Stress that responding to the increased workload associated with the coordination effort has an impact on dispatch and EOC staff, and other MAC entities, that is frequently underestimated.

Point out that maintaining ordering discipline within the coordination chain will assist in avoiding duplication of effort, additional expenses, and lost requests. However, it is important to remember that in some Incidents of National Significance, State and Federal resources may take up to 72 hours to arrive.



Visual 5.23

Dealing With Convergence Issues

Convergence issues may result from:

- Local resources converging at the scene.
- State and Federal agency resources converging at the scene.
- Unsolicited donations and emergent volunteers.
- VIP visits.



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Visual Description: Dealing With Convergence Issues

Instructor Notes

Tell the group that convergence is the result of unstructured response to an incident. Convergence can come from several sources, and may severely hamper emergency response activities, as well as place an enormous logistical burden on an already burdened system. Convergence may also provide unexpected benefits, especially in the period of time between the occurrence of the incident and the arrival of State and Federal resources.

Convergence issues may result from any or all of the following:

- Local resources—both requested resources, and well-intentioned freelancing and self-dispatched emergency responders.
- State and Federal agency resources—both requested resources, and self-dispatched resources from field offices close to the disaster.
- Unsolicited donations and emergent volunteers arriving at the scene unexpectedly.
- VIP visits. Incident scenes often become a magnet for VIPs—from the mayor to Members of Congress and Senators to the President—who arrive to check the status of the response and determine their constituents' unmet needs.



Visual 5.24

Emergency Response Convergence (1 of 2)

- Under routine conditions, responder convergence:
 - Causes unnecessary exposure to hazards.
 - Makes access more difficult.
 - Complicates resource accountability and tracking.
- During major events, congestion can become aggravated by self-dispatched and freelancing personnel.

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Visual Description: Emergency Response Convergence (1 of 2)

Instructor Notes

Even under "normal" incident conditions, the emergency scene can rapidly become clogged with apparatus, command staff vehicles, and bystanders. Such congestion:

- Causes unnecessary exposure to hazards (including incidents where responders may be the primary or secondary target).
- Makes access difficult for resources that are needed for the response.
- Complicates resource accountability and tracking.

During major events, this "normal" congestion can become aggravated by self-dispatched and freelancing emergency responders. Well intentioned as such responses may be, they cause serious problems. Convergence resulting from self-dispatch can have catastrophic consequences, as was the case in the World Trade Center attacks of 9/11.



Visual 5.25

Emergency Response Convergence (2 of 2)

Emergency responder convergence may also:

- Deplete reserve resources.
- Compromise mutual aid assistance.
- Interfere with evacuation.
- Hamper access of requested resources.
- Make it impossible to protect resources.



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Visual Description: Emergency Response Convergence (2 of 2)

Instructor Notes

Continue by telling the students that, in addition to those issues already noted, such emergency responder convergences may:

- Deplete reserve resources that are needed to provide continued services to the community.
- Compromise service to mutual-aid communities and disrupt orderly backup/moveup coverage.
- Interfere with evacuation.
- Hamper access of formally requested resources.
- Make it impossible to protect responders from additional threats.



Visual 5.26

Dealing With Emergency Response Convergence

How can you deal with convergence issues related to emergency responders?

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Visual Description: Dealing With Emergency Response Convergence

Instructor Notes

Ask the group:

How can you deal with convergence issues related to emergency responders?

Allow the group time to respond. Display the next visual as you summarize the discussion.



Visual 5.27

Emergency Response Convergence: Strategies

- **Develop local and regional capability to augment and sustain a reinforced response.**
- **Develop a plan for continued public safety.**
- **Establish and reinforce perimeters.**
- **Establish and enforce an access-control plan.**
- **Develop, establish, and enforce coordinated traffic management and evacuation plans.**
- **Establish and enforce Staging Areas.**



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Visual Description: Emergency Response Convergence: Strategies

Instructor Notes

Point out that there are several strategies for dealing with emergency responder convergence at the incident scene. These strategies include:

- Develop a local and regional capability to augment and sustain a reinforced response for up to 72 hours. This capability should be accompanied by instituting and enforcing policies governing self-dispatch and freelancing. Self-dispatch may be unavoidable—even necessary under certain extreme conditions, and should be part of the planning process. Freelancing represents an unacceptable risk, and should be discouraged.
- Develop a plan for the provision of continued public safety services. This plan should include policies and procedures for the orderly recall of personnel, as well as a policy to define the deployment of personnel to assist other agencies in times of emergency. Stress the need to include backup for EOC personnel as well as emergency responders and ICS staff.
- Establish and enforce inner and outer perimeters. Exclude freelancing or self-dispatched resources as well as unauthorized civilian or volunteer access.
- Establish and enforce a controlled access plan for authorized personnel. This plan may require strategies, such as badges with differing colors indicating access areas, immediate access to large quantities of fencing materials, etc.

- Develop, establish, and enforce a coordinated traffic management and evacuation plan.
- Establish and enforce Staging Areas. Resources that have not been formally requested and designated as available for immediate deployment should not be permitted in Staging Areas.



Visual 5.28

State and National Mobilizations

- May take up to 72 hours to arrive.
- Can cause convergence issues even when self-sufficient.
- May need special assistance from local jurisdictions.



Visual Description: State and National Mobilizations

Instructor Notes

Tell the students that while interstate Emergency Management Assistance Compacts (EMACs) and the NRP provide vital resources to overwhelmed jurisdictions, their arrival can cause additional convergence issues. Even resources such as Urban Search and Rescue (US&R) Task Forces, which come prepared to be self-sufficient for 72 hours, will need a secure location in which to store equipment, conduct planning, eat, and sleep.

Other resources, such as Disaster Mortuary Operations Response Teams (DMORTs) and National Transportation Safety Board (NTSB) accident investigation teams, may need specific kinds of support from local government, including special facilities and utility needs, and security assistance.

Point out that most Federal resources arrive with a full contingent of personnel, equipment, and supplies so that they are able to deploy immediately. A review of the components of the Federal US&R Task Forces reveals how significant the amount of resources may be.



Visual 5.29



Visual Description: Dealing With State and National Mobilizations

Instructor Notes

Ask the group:

What can you do to mitigate convergence issues related to State and national mobilizations?

Allow the group time to respond. Summarize the discussion using the next visuals.



Visual 5.30

Strategies for State/National Deployments (1 of 3)

- Ensure that Statewide agreements include full instructions.
- Review and assess support requirements of national assets.
- Develop a plan to integrate State and Federal assets into incident operations.
- Establish personal relationships with State and Federal officials.
- Identify suitable locations for key facilities.



Visual Description: Strategies for State/National Deployments (1 of 3)

Instructor Notes

Tell the students that some potential strategies for State and national deployments include:

- Ensuring that Statewide mutual-aid agreements include instructions on:
 - Staging.
 - Standards for ensuring interoperability of equipment and communication.
 - The expected degree of self-sufficiency.
 - The specific support expected from the host jurisdiction.
- Reviewing and assessing the support requirements of frequently deployed national resources.
- Developing a plan to integrate State and Federal assets into incident operations. Plan for the use of Unified Command and interdisciplinary tactical operations.
- Where possible, establishing personal relationships with State and Federal officials likely to respond to an Incident of National Significance. Training and exercising together will help develop those relationships.
- Identifying suitable locations for key facilities, including remote Staging Areas, Incident Bases, receiving and distribution centers, and mobilization centers.



Visual 5.31

Strategies for State/National Deployments (2 of 3)

Facilities needed to support State/national deployments may include:

- Airports/heliports.
- Aircraft hangars.
- Warehouses.
- Large parking lots.
- Campgrounds.
- Hotels, motels, and dorms.
- Office space.
- Conference space.



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Visual Description: Strategies for State/National Deployments (2 of 3)

Instructor Notes

Continue telling the students that, during State and national deployments, they will need to identify the facilities necessary to support State and Federal mobilizations. These may include, but not be limited to:

- Airports and heliports.
- Aircraft hangars.
- Warehouses.
- Large parking lots.
- Campgrounds.
- Hotels, motels, and dormitories.
- Office space.
- Conference space.



Visual 5.32

Strategies for State/National Deployments (3 of 3)

Consider incident and “off-incident” facilities.

Also consider requirements for support services:

- Security
- Parking
- Access
- Utilities
- Food, sanitation, lodging
- Janitorial and trash service



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Visual Description: Strategies for State/National Deployments (3 of 3)

Instructor Notes

Explain that facilities will be required for the incident itself, including the Incident Command Post, Staging Areas (run by Operations), and Incident Bases (managed by Logistics). Point out that facilities are also needed “off-incident,” such as receiving and distribution and mobilization/demobilization centers, where resources are gathered, housed, and supported while awaiting specific incident assignments, and locations for Disaster Recovery Centers (DRCs), Joint Operations Centers (JOCs), and Joint Information Centers (JICs).

In addition to the facilities themselves, resource considerations should include:

- Security.
- Parking.
- Access.
- Utilities.
- Access to commercial sources of food, sanitation, and lodging.
- Janitorial and trash service.

Urge the students to identify and resolve issues around the potential for conflicting uses of both facilities and support services required by State and/or Federal assets.



Visual 5.33

Donations and Volunteer Assistance (1 of 2)

- Donated goods and services can be a significant political, psychological, and logistical opportunity—or a real problem.
- Develop a plan to manage the receipt, storage, and distribution of donated goods and services.

Working with the American Red Cross or other VOAD members can significantly reduce the strain of managing donated goods and services on local assets.



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Unit 5:
The Complex Incident

Visual Description: Donations and Volunteer Assistance (1 of 2)

Instructor Notes

Stress that it is difficult to overstate the monetary and psychological importance of donations and volunteer assistance during a major disaster. Managing and tracking donations successfully and coordinating the efforts of volunteers (solicited or unsolicited) can be a significant political, psychological, and logistical opportunity—and a problem.

Donations take the form of either funds or donations of goods and services. The key to successful management of these assets during an incident is the ability to solicit and gather appropriate donations, prioritize them, and distribute them to those most in need.

Note: EMI has developed several courses and/or workshops dealing with how to establish an effective system for managing donated resources. Urge the students to contact their State Training Officers for more information about the donations management courses.



Visual 5.34

Donations and Volunteer Assistance (2 of 2)

The donations management plan should also address what to do with inappropriate donations without bogging down distribution of essential goods and services.

Avoid the “disaster within a disaster” by planning, training, and exercising the Donations Management Annex before a disaster occurs.



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Visual Description: Donations and Volunteer Assistance (2 of 2)

Instructor Notes

Continue by telling the students that the system must also be prepared to deal with inappropriate donations (horror stories abound!) without bogging down the distribution of essential goods and services.

The inability to manage donations can lead to a "disaster within a disaster." It may even become necessary for the jurisdiction to protect itself from charges of mismanagement, or for being billed at a later date for goods and services presented as "donations" at the time.



Visual 5.35

Strategies for Dealing With Donations (1 of 2)

How have you dealt with donations-related issues?

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Visual Description: Strategies for Dealing With Donations (1 of 2)

Instructor Notes

Ask the group:

How have you dealt with donations-related issues?

Allow the group time to respond. Display the next visual as you describe several common strategies for addressing donations-related issues.



Visual 5.36

Strategies for Dealing With Donations (2 of 2)

- Consult with organizations that manage donations regularly (e.g., the Red Cross).
- Develop public information and media releases that provide information about donations.



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Visual Description: Strategies for Dealing With Donations (2 of 2)

Instructor Notes:

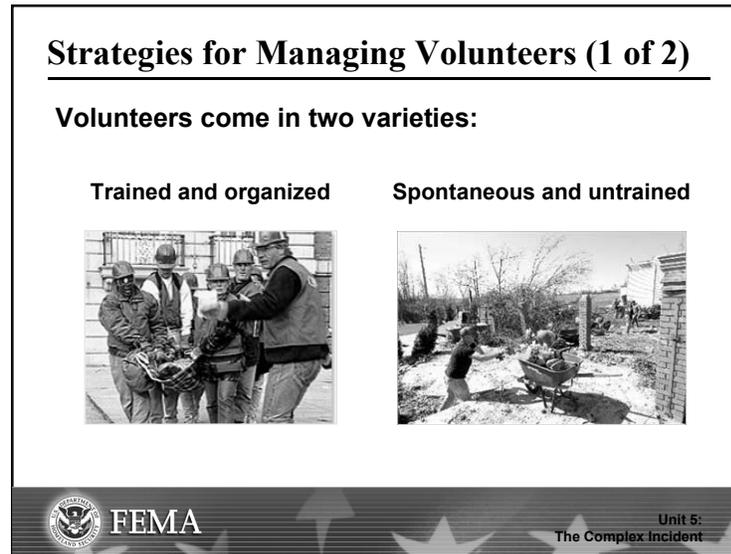
Tell the students that there are strategies for dealing with donations.

- Involve organizations that are used to soliciting, managing, and distributing donated goods, services, and funds.
- Develop public information and media releases that provide direction for those who wish to donate. These media releases should stress that cash is the best donation.

Add other suggested strategies based on your own experience.



Visual 5.37



Visual Description: Strategies for Managing Volunteers (1 of 2)

Instructor Notes

Tell the group that it is a fact that civilian volunteers are among the first to respond to a disaster. Often, they are witnesses to the disaster and are on the scene before emergency responders arrive. Their intervention saves lives, but can also cost lives, as they are usually not trained or equipped to respond safely to the disaster. Consideration needs to be given to how to manage this resource.

Volunteers come in two varieties: trained and organized, and spontaneous and untrained. The first can be an important asset during a disaster. The second presents both an opportunity and the potential for serious liability issues.

Point out that volunteers such as amateur radio operators, search and rescue teams, Community Emergency Response Teams (CERTs), police and fire auxiliaries, and reserves are valued members of emergency management organizations in many jurisdictions. Such resources are known quantities that train and exercise to play specific roles in an emergency. They have long-standing formal relationships that are spelled out in written agreements and SOPs. Individual members have credentials and identification issued by the volunteer organization itself and/or the emergency management organization with which it has the agreement.



Visual 5.38

Strategies for Managing Volunteers (2 of 2)

- Assign emergent volunteers to an established VOAD or the local CERT.
- Have on-scene management either:
 1. Turn back volunteers, or
 2. Implement a management structure for handling them.
- Develop public information releases.



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Visual Description: Strategies for Managing Volunteers (2 of 2)

Instructor Notes

Remind the group that spontaneous (also called emergent) volunteers just show up. Knowing that they will be half the battle. Making use of their energy and goodwill safely and effectively is the other half.

The students should consider:

- When possible, assigning emergent volunteers to an established VOAD, or to the jurisdiction's CERT organization.
- Having the on-scene incident management organization either 1) turn back emergent volunteers or 2) be prepared to implement a management structure to receive, catalog the skills of, provide on-the-job training for, deploy, and supervise spontaneous volunteers.
- Developing public information and media releases that provide direction for those who wish to volunteer.



Visual 5.39

VIP Visits

Disadvantages:

- Can disrupt operations.
- Can cause traffic congestion.
- Will attract additional media attention.

Advantages:

- Provide VIPs with a realistic view of the issues.
- May result in enhanced resources.
- Provide a morale boost to responders and victims.



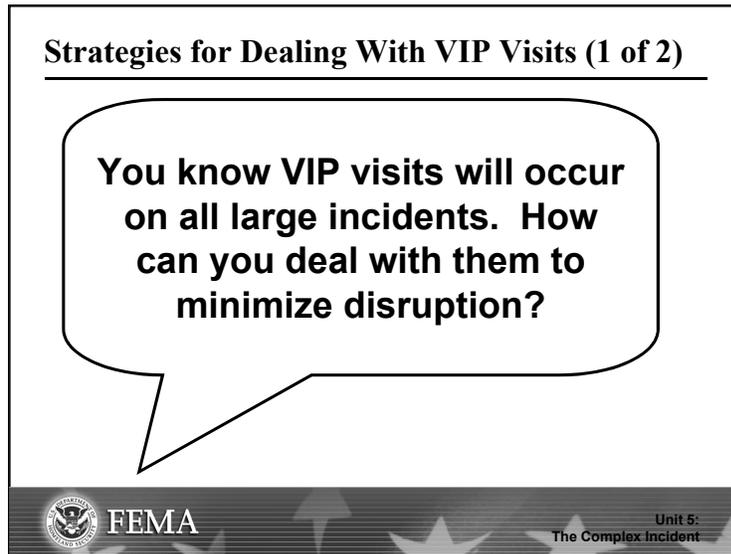
Visual Description: VIP Visits

Instructor Notes

Introduce this topic by telling the students that VIP visits cause yet another convergence issue for incidents. Depending on who the visitors are and where they want to visit, VIP visits can disrupt incident operations, cause additional traffic congestion, and attract additional media representation. On the other hand, such visits are valuable in providing VIPs with a realistic view of the problems posed by the disaster, may result in enhanced resources, and provide a morale boost to responders and victims. Most VIPs are aware of the impact their presence may have on operations and will be willing to coordinate visits with the incident management organization.



Visual 5.40



Visual Description: Strategies for Dealing With VIP Visits (1 of 2)

Instructor Notes

Remind the group that they know VIP visits will occur on all large incidents. Then, ask:

How can you deal with VIPs to minimize disruption to operations?

Allow the group time to respond. Display the next visual to summarize the discussion.



Visual 5.41

Strategies for Dealing With VIP Visits (2 of 2)

- Encourage VIPs to wait until after the 72-hour window for successful rescues has passed.
- Attempt to schedule visits to areas where the response is not time sensitive.
- Identify appropriate background shots, photo ops, etc. before the visit.
- Confirm availability of key personnel before the visit.
- Try to limit the VIP's time on scene.



Visual Description: Strategies for Dealing With VIP Visits (2 of 2)

Instructor Notes

Tell the group that some strategies for dealing with VIP visits include:

- When possible, encourage VIPs to wait until after the 72-hour window for successful rescues has passed.
- If visits must be scheduled before then, attempt to schedule visits to less time-sensitive operations.
- Identify appropriate background shots, photo opportunities, etc., before the visit.
- Confirm availability of key personnel (Public Information Officers, Incident Commanders, etc.) before the visit.
- Try to limit the time VIPs spend on scene. Conduct business away from the scene, if possible.



Visual 5.42

Self-Dispatched Resources

- Present both risk and opportunity.
- Risks usually outweigh the opportunities.

HOWEVER . . .

Self-dispatched resources are trained and capable during the initial life-safety phase of the incident.



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Visual Description: Self-Dispatched Resources

Instructor Notes

Point out that self-dispatched resources represent both risk and opportunity. The risks have been addressed in the previous discussion, and also include issues related to liability and reimbursement. If your incident assigns a resource outside of the normal activation and request process, it is possible that your agency or jurisdiction may become liable for their actions, or for any accidents or injuries they incur while working. Your agency or jurisdiction may also be responsible for any expenses or reimbursement.

Ordinarily, the risks associated with assigning self-dispatched resources outweigh the advantages. However, they may present an opportunity in the form of trained and capable resources during the initial life-safety phase of the incident when such resources are desperately needed.



Visual 5.43

Dealing With Self-Dispatched Resources

- Instruct perimeter personnel to refer self-dispatched resources to staging or mobilization points.
- Include accepted/assigned self-dispatched resources in resource tracking and incident planning.
- Inspect and complete formal contracts with commercial resources as soon as possible.
- Report the presence of private-sector resources to their home agencies.



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Visual Description: Dealing With Self-Dispatched Resources

Instructor Notes

Tell the group that there are strategies for dealing with self-dispatched resources. If self-dispatched resources must be used, the students should consider the following strategies:

- Self-dispatched resources may become freelancers if the incident organization cannot organize to use them. Instruct perimeter personnel to refer self-dispatched emergency resources to staging or mobilization points. Staging Area Managers and Resource Unit Check-In Recorders must be ready to inventory resources for skills and readiness, check them in, organize them into appropriate tactical configurations, and assign them to the incident. If their skills are not needed, they should return to normal status to avoid unnecessary impact on overall public safety coverage.
- A self-dispatched resource that has been accepted and assigned to the incident must be included in the resource tracking and incident planning process. Share information about the resource with the rest of the Command and General Staff, especially the Liaison Officer, and the Planning, Logistics, and Finance/Administration Section Chiefs.
- If resources come from commercial/private-sector sources, the resource should be inspected and a formal contract completed as soon as possible.
- If resources come from private-sector sources, their presence and status on the incident should be reported to their home agency.



Visual 5.44

Learning From Past Incidents

1. Think about Incidents of National Significance that you have experienced.
2. Consider:
 - Resource-related issues that arose during the incident.
 - How those issues could be handled more effectively.
 - How you could incorporate the lessons learned into your planning process.
3. Participate in a class discussion around the lessons learned.



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Visual Description: Learning From Past Incidents

Instructor Notes

Facilitate a group discussion of some of the key resource-related issues from past Incidents of National Significance. Draw from your own experience as well as the group's. Several examples that you might use are listed below.

- Transportation needs for citizens who cannot self-evacuate.
- Providing food, water, and emergency supplies to refugees of last resort.
- Determining in advance who will handle recovery of remains, where the remains will be taken, and where temporary morgues will be established.
- Determining how local resources will be deployed when no mutual aid is available and until State, Federal, and other resources arrive.

Note: The intent of this discussion is not to castigate those who have experienced issues in past disasters but, rather, to use the issues to improve future resource management coordination. Do not allow the class to focus on what went wrong as a result of any agency's action or perceived inaction on prior disasters.



Visual 5.45

Summary and Transition

- How complex incidents affect resource management
- Issues that commonly arise during complex incidents and how to deal with them
- A model for managing resources



Visual Description: Summary and Transition

Instructor Notes

Summarize this unit by reminding the group that this unit covered the special resource management issues that often arise during complex incidents, especially Incidents of National Significance.

Transition to the next unit by telling the group that Unit 6 will address with post-incident assessment and corrective actions.

Ask if anyone has any questions before continuing.