Unit 2: Leadership & Management

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Unit Objectives

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

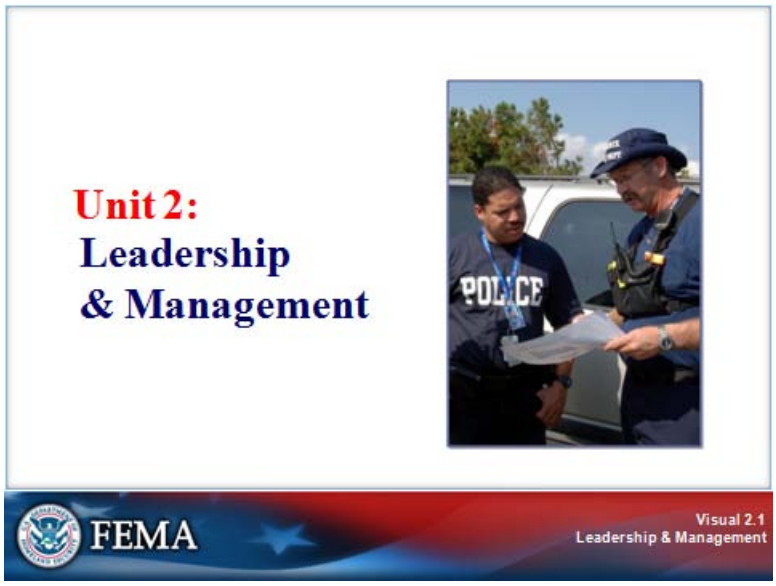
- Describe chain of command and formal communication relationships.
- Identify common leadership responsibilities.
- Describe span of control and modular development.
- Describe the use of position titles.

Scope

- Unit Introduction
- Unit Objectives
- Chain of Command and Unity of Command
- Unified Command: Review
- Activity: Unified Command
- Communications Overview
  - Formal Communication
  - Informal Communication
- Activity: Incident Communications
- Leadership in Incident Management
- Activity: Incident Leadership
- Leadership Responsibilities
- Leadership Values
- Activity: Building and Damaging Respect
- Communication Responsibilities
- Incident Management Assessment
- Common Terminology
- ICS Management
- Position Titles
- Activity: The Expanding Incident
- Summary

UNIT INTRODUCTION

Visual 2.1



Key Points:

The Leadership and Management unit provides a more detailed look at the following ICS features:

- Chain of Command and Unity of Command
- Span of Control
- Leadership in Incident Management
- Common Terminology

UNIT OBJECTIVES

Visual 2.2

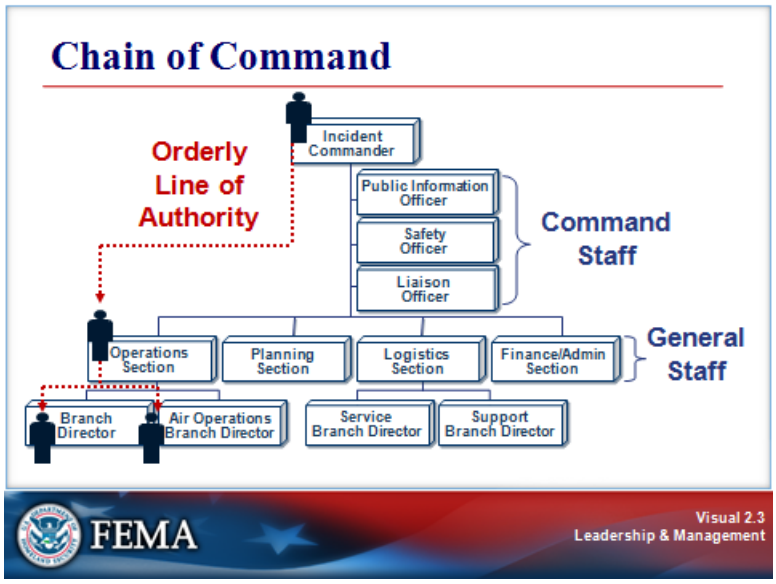
Key Points:

The objectives of this unit are as follows:

- Describe chain of command and formal communication relationships.
- Identify common leadership responsibilities.
- Describe span of control and modular development.
- Describe the use of position titles.

CHAIN OF COMMAND AND UNITY OF COMMAND

Visual 2.3



Key Points:

The visual depicts an orderly line of authority within the ranks of the incident management organization.

The flow of task assignments and resource requests between participants in the ICS occurs only with the person directly above or below them on the organizational chart.

CHAIN OF COMMAND AND UNITY OF COMMAND

Visual 2.4

Key Points:

Unity of command means that each individual involved in incident operations will be assigned – and will report – to only one supervisor.

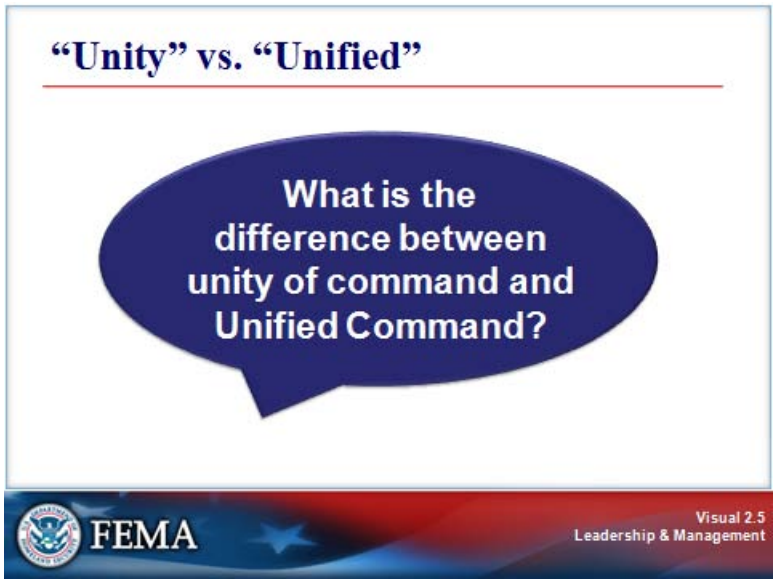
Chain of command and unity of command help to ensure clear reporting relationships exist and eliminate the confusion caused by multiple, conflicting directives. Incident managers at all levels must be able to control the actions of all personnel under their supervision.

Unity of command clears up many of the potential communication problems encountered in managing incidents or events because each individual maintains a **formal** communication relationship only with his or her immediate supervisor.

It is important not to confuse unity of command with Unified Command.

CHAIN OF COMMAND AND UNITY OF COMMAND

Visual 2.5



Key Points:

Discussion Question:

What is the difference between unity of command and Unified Command?

UNIFIED COMMAND: REVIEW

Visual 2.6

Key Points:

Unified Command allows all responsible agencies to manage an incident together by establishing a common set of incident objectives and strategies. As a team effort, Unified Command overcomes much of the inefficiency and duplication of effort that can occur when agencies from different functional and geographic jurisdictions, or agencies at different levels of government, operate without a common system or organizational framework.

UNIFIED COMMAND: REVIEW

Visual 2.7

Key Points:

Using Unified Command when appropriate:

- Enables all responsible agencies to manage an incident together by establishing a common set of incident objectives and strategies.
- Allows Incident Commanders to make joint decisions by establishing a single command structure at one Incident Command Post (ICP).
- Maintains unity of command. Each employee reports to only one supervisor.

UNIFIED COMMAND: REVIEW

Visual 2.8

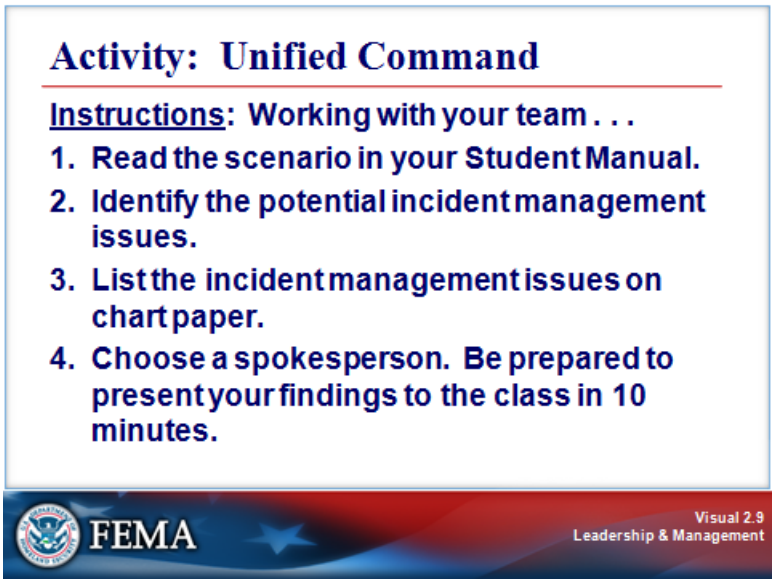
Key Points:

Advantages of using Unified Command include:

- All agencies have an understanding of joint priorities and restrictions.
- A single set of objectives guides incident response.
- A collective approach is used to develop strategies to achieve incident objectives.
- Information flow and coordination are improved between all involved in the incident.
- No agency's legal authorities will be compromised or neglected.
- Agencies' efforts are optimized as they perform their respective assignments under a single Incident Action Plan.

ACTIVITY: UNIFIED COMMAND

Visual 2.9



Key Points:

Activity Purpose: To practice recognizing potential incident management issues.

Instructions: Working with your team . . .

1. Read the scenario in your Student Manual.
2. Identify the potential incident management issues.
3. List the incident management issues on chart paper.
4. Choose a spokesperson. Be prepared to present your findings to the class in 10 minutes.

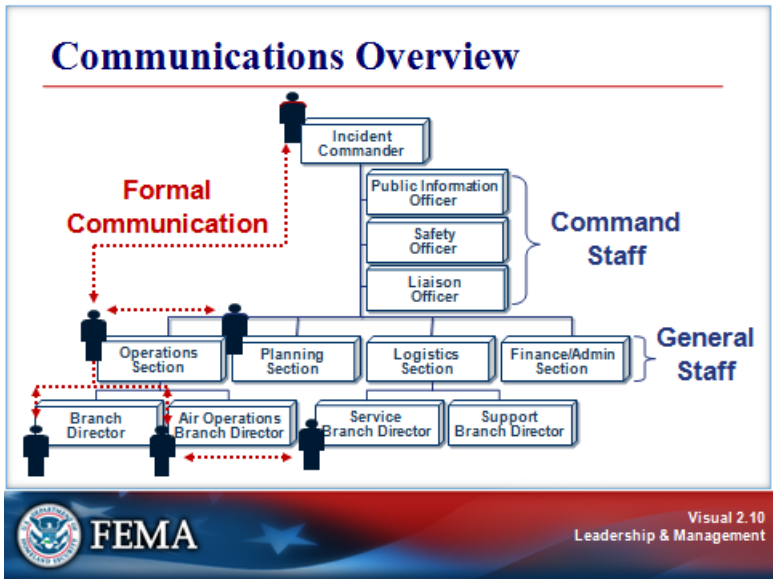
Scenario:

A tornado collapsed a building, trapping 15 people in its basement. Fire department officers immediately designated a fire station located directly across from the incident site as the Incident Command Post (ICP). However, the fire station's confined location and immediate proximity to the incident made it ill-suited for directing the large-scale response effort. As police officers arrived on the scene, they decided to establish their Command Center at a school, several blocks away from the immediate response activities.

As response operations progressed and a mobile command vehicle became available, the Incident Command Post (ICP) was established in that vehicle just north of the hospital. Other agencies involved, such as the fire department and emergency medical services, began operating near the new ICP location and Incident Commander. The police department continued to operate from the school.

COMMUNICATIONS OVERVIEW

Visual 2.10



Key Points:

Formal communications follow the lines of authority. However, in informal communication, information concerning the incident or event can be passed horizontally or vertically within the organization without restriction.

FORMAL COMMUNICATION

Visual 2.11

Key Points:

Formal communication should be used when:

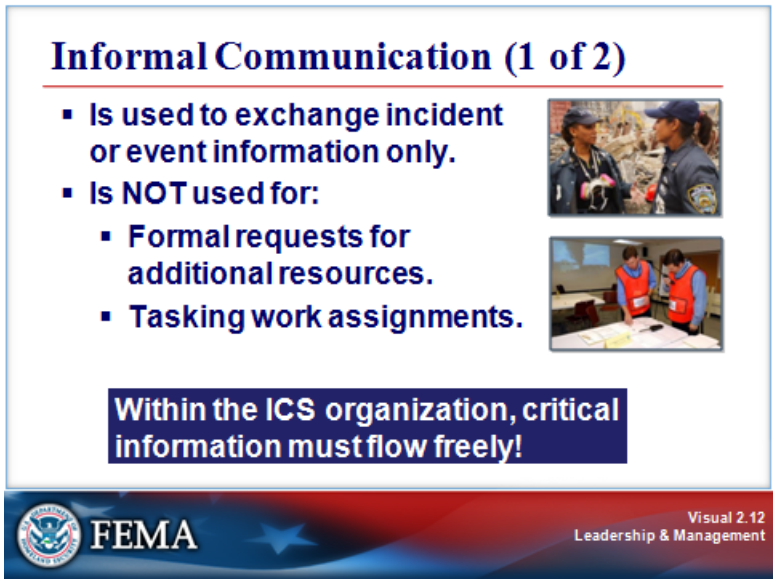
- Receiving and giving work assignments.
- Requesting support or additional resources.
- Reporting progress of assigned tasks.

Discussion Question:

What are some examples of formal communications within the ICS organization?

INFORMAL COMMUNICATION

Visual 2.12



Key Points:

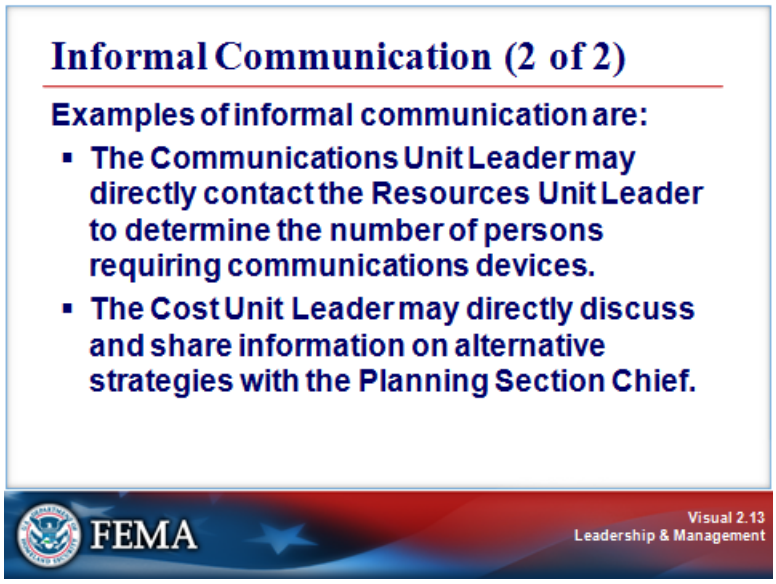
Informal communication relationships are those situations requiring exchange of incident or event information only and do not involve tasking work assignments or requests for support or additional resources.

Discussion Question:

What are some examples of informal communications within the ICS organization?

INFORMAL COMMUNICATION

Visual 2.13



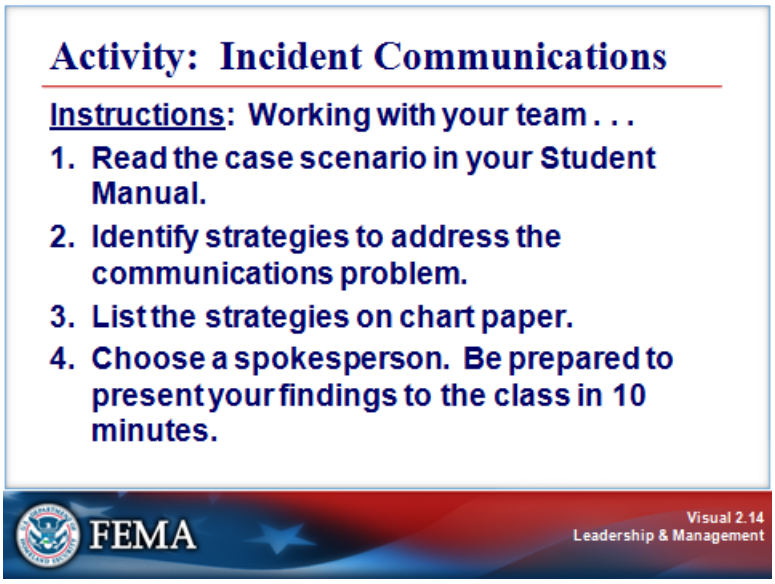
Key Points:

Examples of informal communication are as follows:

- The Communications Unit Leader may directly contact the Resources Unit Leader to determine the number of persons requiring communications devices.
- The Cost Unit Leader may directly discuss and share information on alternative strategies with the Planning Section Chief.

ACTIVITY: INCIDENT COMMUNICATIONS

Visual 2.14



Key Points:

Activity Purpose: To practice identifying communication strategies to avoid problems during incident operations.

Instructions: Working with your team . . .

1. Read the case study in your Student Manual.
2. Identify strategies to address the communications problem.
3. List the strategies on chart paper.
4. Choose a spokesperson. Be prepared to present your findings to the class in 10 minutes.

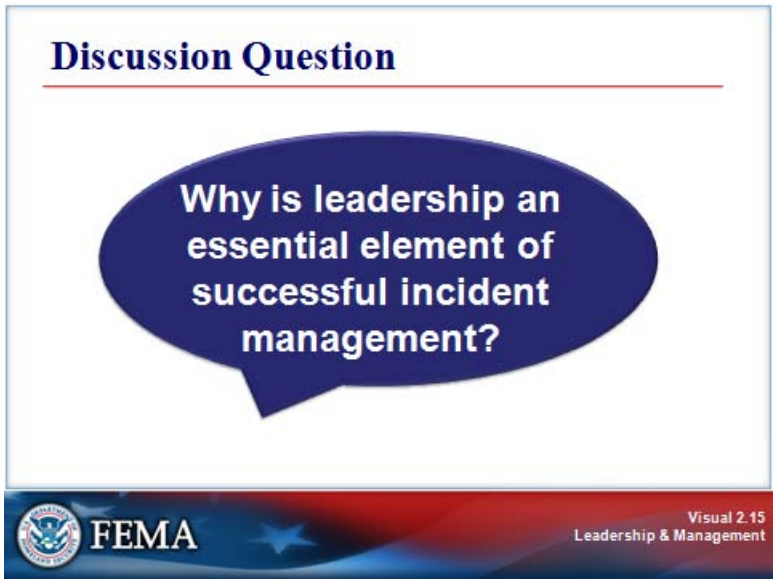
Case Scenario:

Emergency communications at the Pentagon site proved challenging on September 11, 2001.

Radio communications among emergency responders quickly became overloaded. These communication problems persisted throughout rescue operations. There was a need to record the identification number and location of each piece of equipment on the Pentagon grounds. Radio communications could not be employed to perform this task.

LEADERSHIP IN INCIDENT MANAGEMENT

Visual 2.15



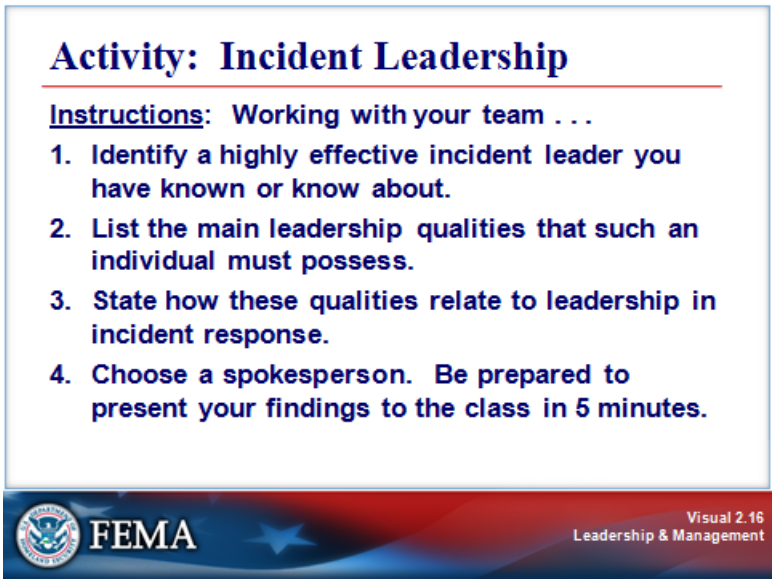
Key Points:

Discussion Question:

Why is leadership an essential element of successful incident/event management?

ACTIVITY: INCIDENT LEADERSHIP

Visual 2.16



Key Points:

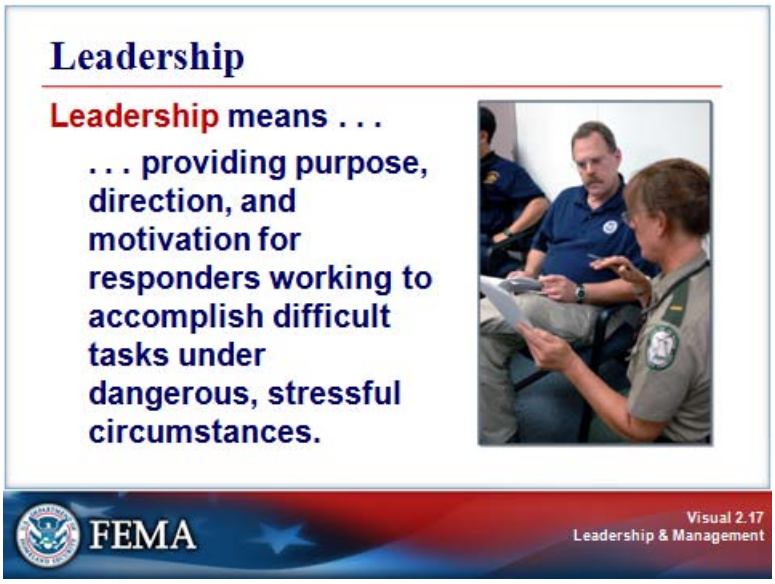
Activity Purpose: To stimulate thought and discussion about desirable leadership qualities.

Instructions: Working with your team . . .

1. Identify a highly effective incident leader you have known or know about.
2. List the main leadership qualities that such an individual must possess.
3. State how these qualities relate to leadership in incident response.
4. Choose a spokesperson. Be prepared to present your findings to the class in 5 minutes.

LEADERSHIP IN INCIDENT MANAGEMENT

Visual 2.17



Key Points:

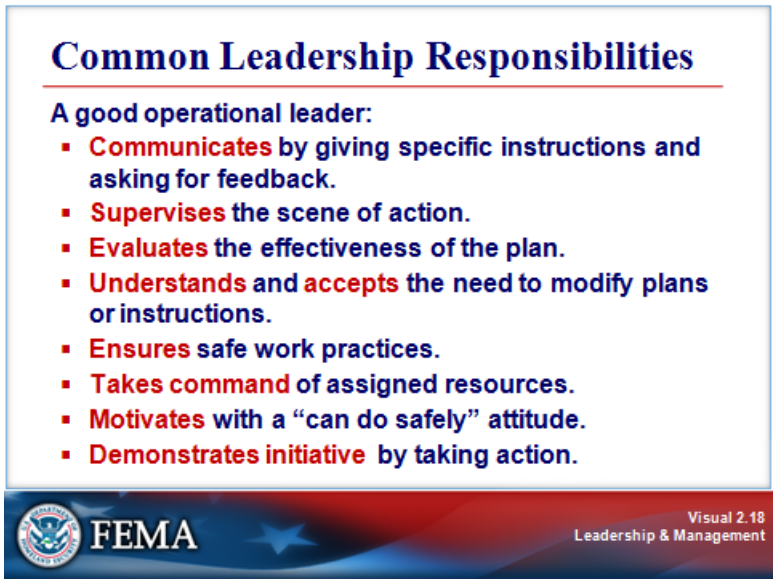
Relate the discussion from the activity to the following statement about leadership:

Leadership means…

providing purpose, direction, and motivation for responders working to accomplish difficult tasks under dangerous, stressful circumstances.

LEADERSHIP RESPONSIBILITIES

Visual 2.18



Key Points:

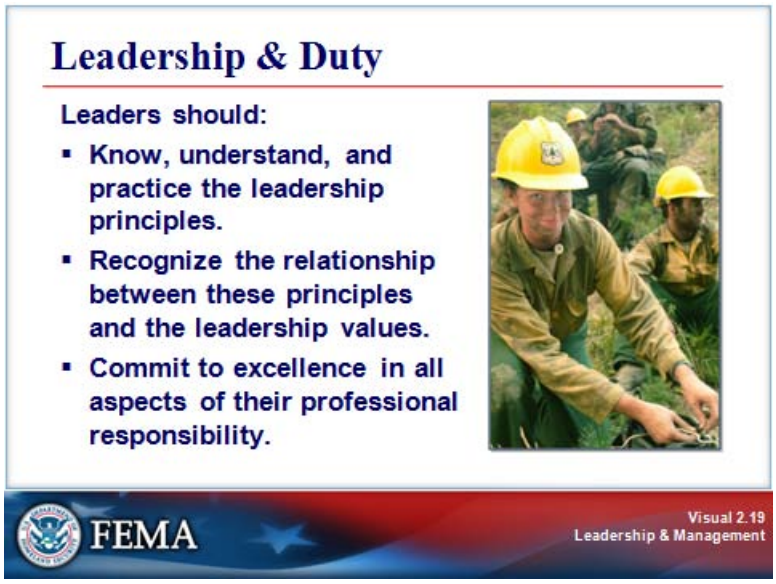
The safety of all personnel involved in an incident or a planned event is the first duty of ICS leadership. This is the overall responsibility of Team Leaders, Group or Division Supervisors, Branch Directors, Section Chiefs, and all members of the Command or Unified Command Staff. Ensuring safe work practices is the top priority within the ICS common leadership responsibilities.

Note the following additional key points about decisionmaking:

- Demonstrating initiative requires the ability to make sound, timely decisions during an incident or event.
- Effective decisionmaking can avert tragedy and help the community recover from the event more quickly.
- Conversely, poor decisionmaking or the absence of decisions potentially can result in injury or death to victims or responders. But the repercussions don't stop there. Poor decisions in the early stages of an incident can make the responders' job more difficult and more dangerous. In addition, they can give rise to much more critical or complex decisions.

LEADERSHIP VALUES

Visual 2.19



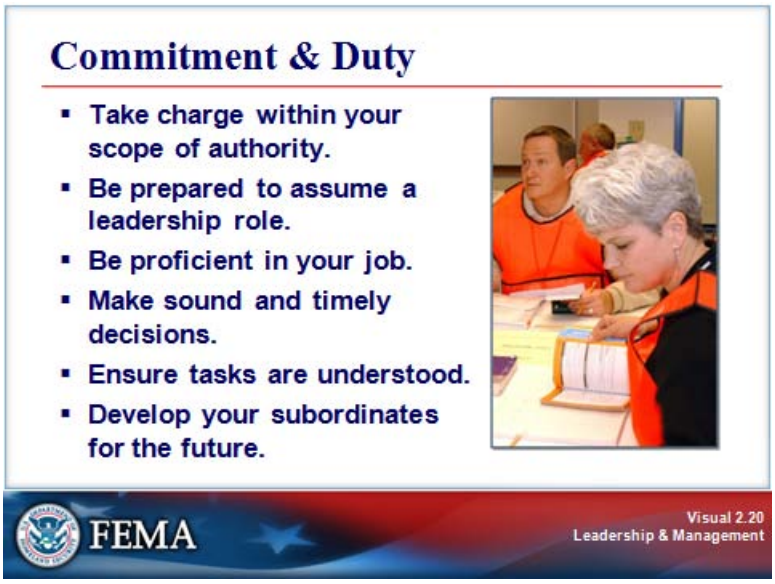
Key Points:

- Leaders should know, understand, and practice the leadership principles. Leaders need to recognize the relationship between these principles and the leadership values.

- Duty is how you value your job. Duty begins with everything required of you by law and policy, but it is much more than simply fulfilling requirements. A leader commits to excellence in all aspects of his or her professional responsibility.

LEADERSHIP VALUES

Visual 2.20



Key Points:

To demonstrate leadership commitment:

- Take charge within your scope of authority.

- Be prepared to step out of a tactical role to assume a leadership role.

- Be proficient in your job, both technically and as a leader.
  - Adhere to professional standard operating procedures.
  - Develop a plan to accomplish given objectives.
  - Develop and improve technical and management skills.
  - To prepare for your leadership role, participate in the development of standard operating procedures, emergency operations plans, or specific planning for incidents or events.
  - Participate in disaster simulation exercises.
  - Know agency policies.

- Make sound and timely decisions.
  - Maintain situation awareness in order to anticipate needed actions.
  - Evaluate situation for:
    - Safety.
    - Economic concerns.
    - Environmental concerns.
    - Political concerns.
    - Progress of work assignments.
    - Problems completing tasks.
  - Develop and communicate contingencies within your scope of authority.

(Continued on the next page.)

LEADERSHIP VALUES

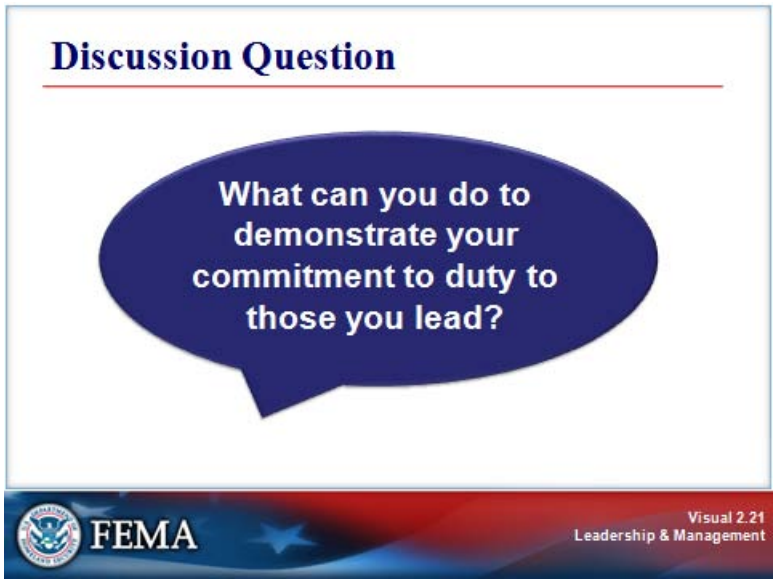
Visual 2.20 (Continued)

- Ensure that tasks are understood.
  - Issue clear instructions.
  - Observe and assess actions in progress without micro-managing. (Do not become excessively involved with tactics. Focus on whether or not the strategies are accomplishing the objective.)
  - Use positive feedback to modify duties, tasks, and assignments when appropriate.

- Develop your subordinates for the future.
  - Clearly state expectations.
  - Delegate those tasks that you are not required to do personally.
  - Consider individual skill levels and developmental needs when assigning tasks.

LEADERSHIP VALUES

Visual 2.21



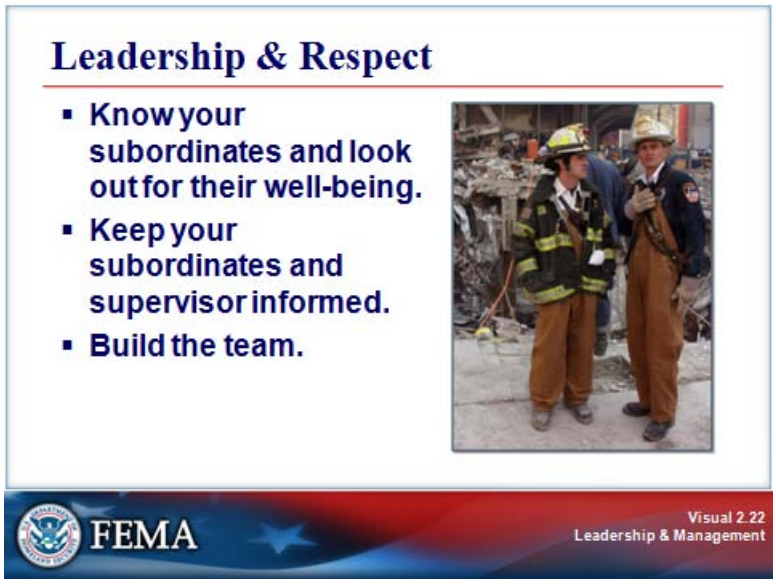
Key Points:

Discussion Question:

What can you do to demonstrate your commitment to duty to those you lead?

LEADERSHIP VALUES

Visual 2.22



Key Points:

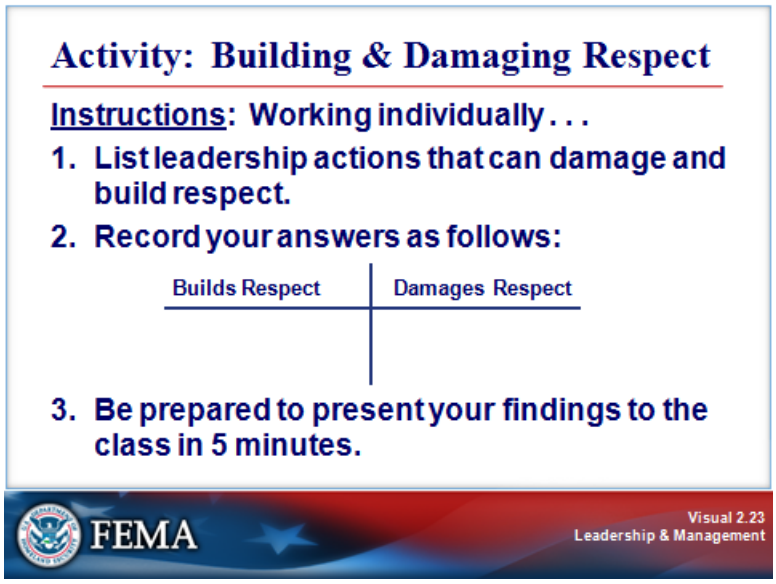
- **Know your subordinates and look out for their well-being.** The workers who follow you are your greatest resource. Not all of your workers will succeed equally, but they all deserve respect.

- **Keep your subordinates and supervisor informed.** Provide accurate and timely briefings and give the reason (intent) for assignments and tasks.

- **Build the team.** Conduct frequent briefings and debriefings with the team to monitor progress and identify lessons learned. Consider team experience, fatigue, and physical limitations when accepting assignments.

LEADERSHIP VALUES

Visual 2.23



Key Points:

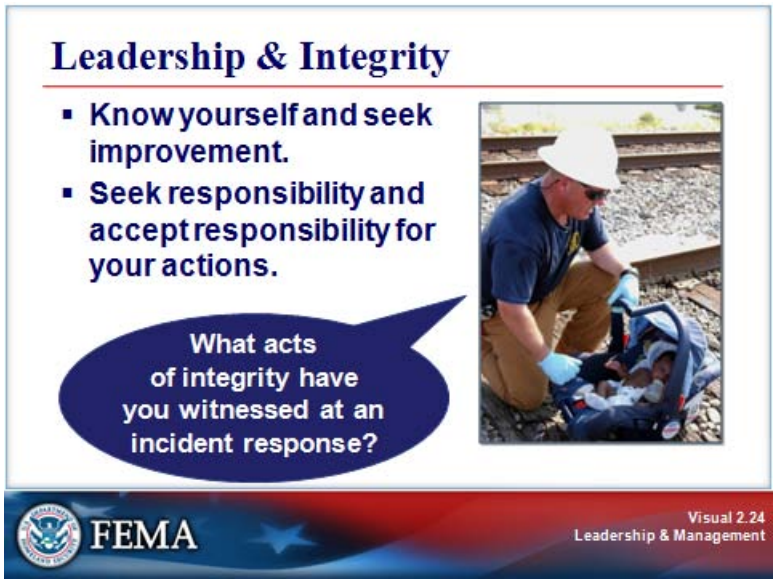
Activity Purpose: To stimulate discussion of the impact of various leadership actions.

Instructions: Working individually . . .

1. List leadership actions that can damage and build respect.
2. Record your answers on paper in two columns, one labeled “Builds Respect” and the other labeled “Damages Respect.”
3. Be prepared to present your findings to the class in 5 minutes.

LEADERSHIP VALUES

Visual 2.24



Key Points:

- **Integrity is how you value yourself.** You must be in charge of yourself, before you can be in charge of others. Leaders with integrity separate what is right from what is wrong and act according to what they know is right, even at personal cost.

- **Integrity means knowing yourself and seeking improvement.**
  - Know the strengths/weaknesses in your character and skill level.
  - Ask questions of peers and superiors.
  - Actively listen to feedback from subordinates.

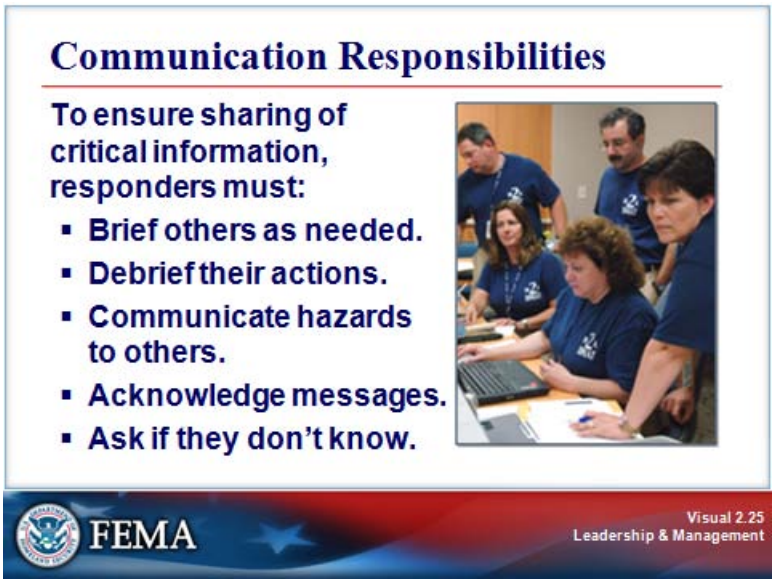
- **Integrity means seeking responsibility and accepting responsibility for your actions.**
  - Accept full responsibility for and correct poor team performance.
  - Credit subordinates for good performance.
  - Keep your superiors informed of your actions.

Discussion Question:

What acts of integrity have you witnessed at an incident response?

COMMUNICATION RESPONSIBILITIES

Visual 2.25



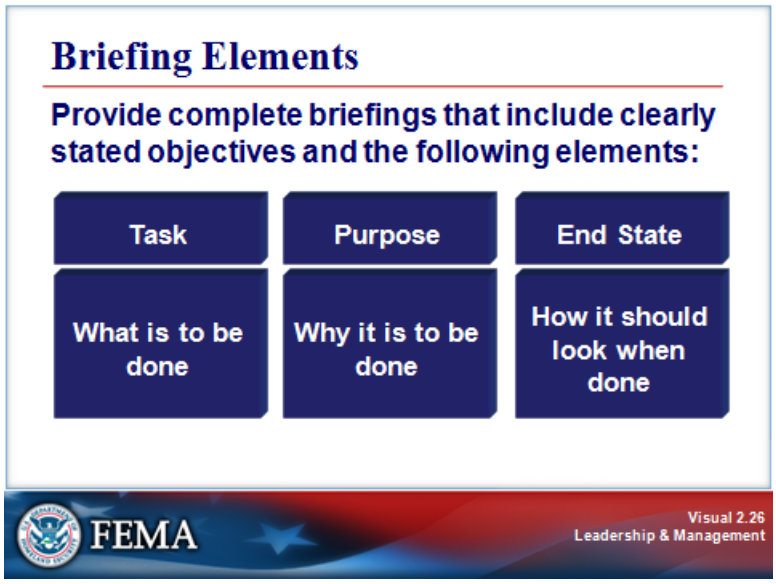
Key Points:

One common responsibility of all members of the ICS organization is communication. Key points:

- The most effective form of communication is face-to-face. Obviously, this is not always possible.
- Regardless of the means of communication required by the incident, all responders have five communication responsibilities to perform:
    - Brief others as needed.
    - Debrief their actions.
    - Communicate hazards to others.
    - Acknowledge messages.
    - Ask if they don't know.

COMMUNICATION RESPONSIBILITIES

Visual 2.26



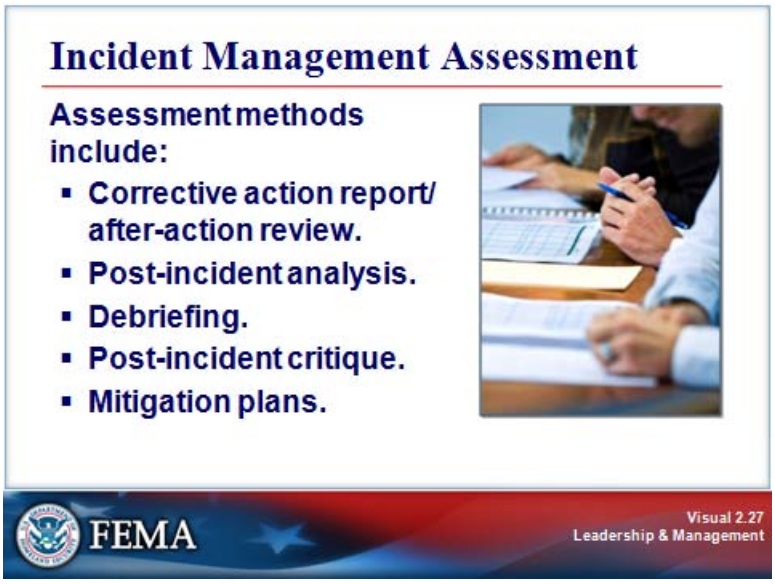
Key Points:

All leaders have the responsibility to provide complete briefings that include clearly stated incident objectives. The following elements should be included in all briefings:

- **Task.** What is to be done
- **Purpose.** Why it is to be done
- **End State.** How it should look when done

INCIDENT MANAGEMENT ASSESSMENT

Visual 2.27



Key Points:

- Management is an important leadership responsibility.

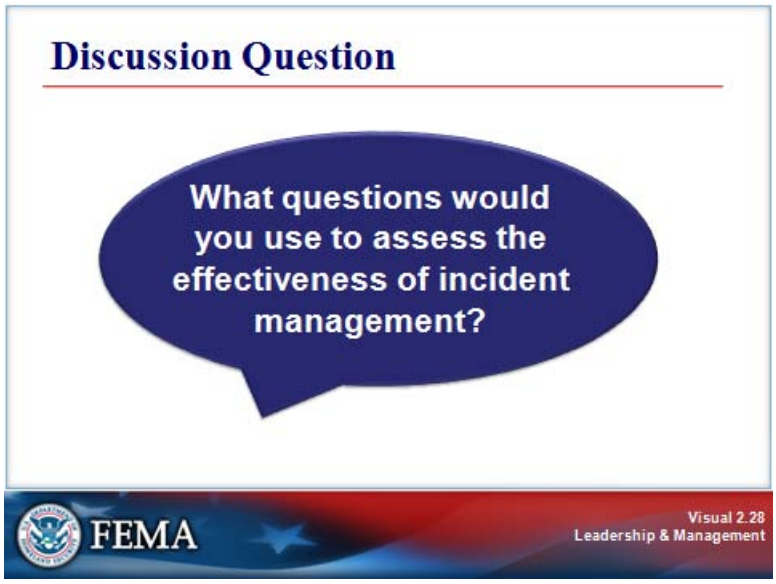
- Assessments should be conducted after a major activity in order to allow employees and leaders to discover what happened and why.

- Common assessment methods include:
  - Corrective action report/after-action review.
  - Post-incident analysis.
  - Debriefing.
  - Post-incident critique.
  - Mitigation plans.

According to NIMS, "Corrective action plans are designed to implement procedures that are based on lessons learned from actual incidents or from training and exercises. Mitigation plans describe activities that can be taken prior to, during, or after an incident to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident."

INCIDENT MANAGEMENT ASSESSMENT

Visual 2.28



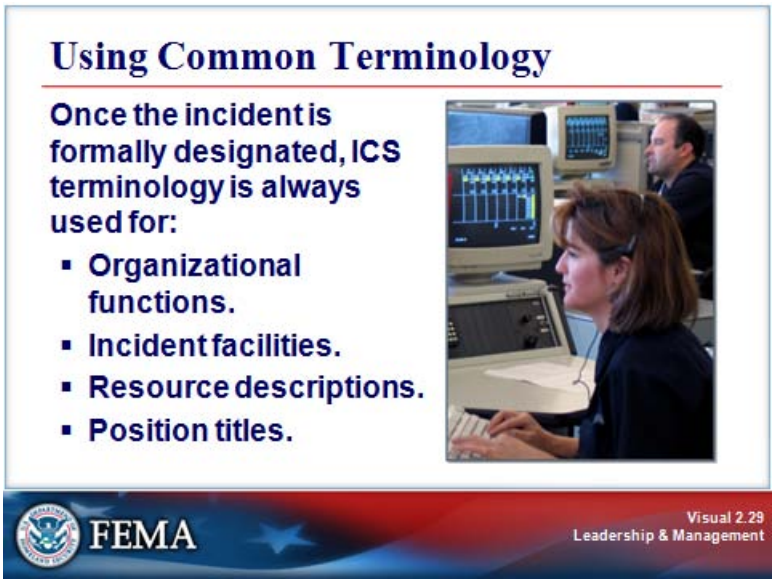
Key Points:

Discussion Question:

What questions would you use to assess the effectiveness of incident management?

COMMON TERMINOLOGY

Visual 2.29



Key Points:

ICS establishes common terminology that allows diverse incident management and support entities to work together. Major functions and functional units with incident management responsibilities are named and defined. Terminology for the organizational elements involved is standard and consistent.

- **Organizational Functions.** Major functions and functional units with domestic incident management responsibilities are named and defined. Terminology for the organizational elements involved is standard and consistent.

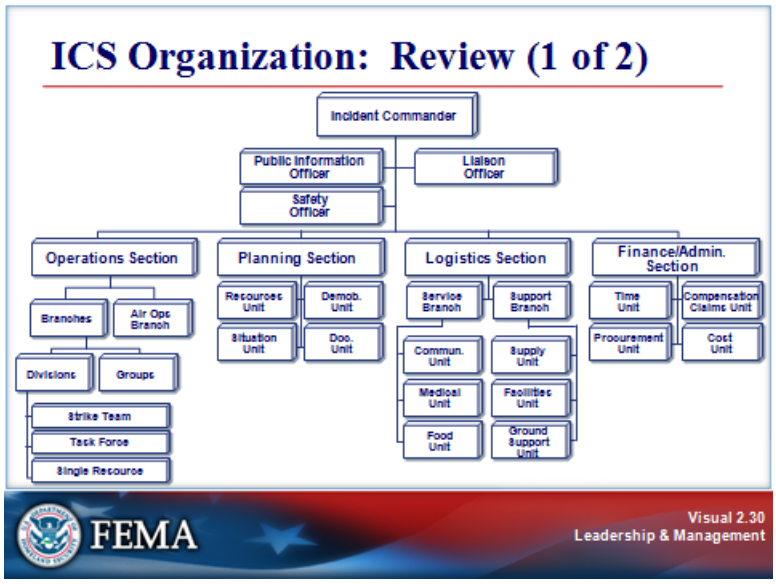
- **Incident Facilities.** Common terminology is used to designate the facilities in the vicinity of the incident area that will be used in the course of incident management activities.

- **Resource Descriptions.** Major resources—including personnel, facilities, and major equipment and supply items—used to support incident management activities are given common names and are "typed" with respect to their capabilities, to help avoid confusion and to enhance interoperability.

- **Position Titles.** At each level within the ICS organization, individuals with primary responsibility have distinct titles. Titles provide a common standard for all users, and also make it easier to fill ICS positions with qualified personnel.

ICS MANAGEMENT

Visual 2.30



Key Points:

The ICS organization:

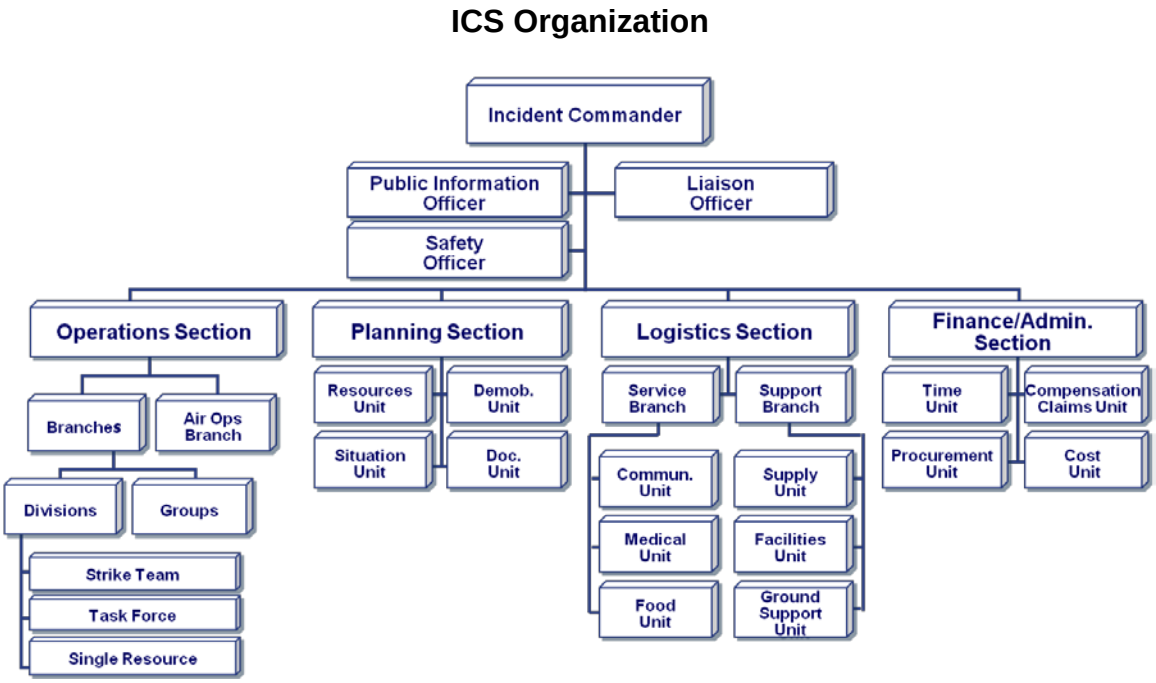
- Is typically structured to facilitate activities in five major functional areas: command, operations, planning, logistics, and finance and administration.
- Is adaptable to any emergency or incident to which domestic incident management agencies would be expected to respond.
- Has a scalable organizational structure that is based on the size and complexity of the incident.

However, this flexibility does NOT allow for the modification of the standard, common language used to refer to organizational components or positions.

Note: Refer to the enlarged version of this graphic on the next page in your Student Manuals.

ICS MANAGEMENT

Visual 2.30 (Continued)



The ICS organizational chart shown above includes the following Command Staff: Incident Commander, Public Information Officer, Safety Officer, and Liaison Officer. General Staff includes the Operations, Planning, Logistics, and Finance/Admin. Sections.

Within the Operations Section there are two Branches. Subordinate to the Branches are Divisions and Groups. Under the Division there is a Strike Team, Task Force, and Single Resource.

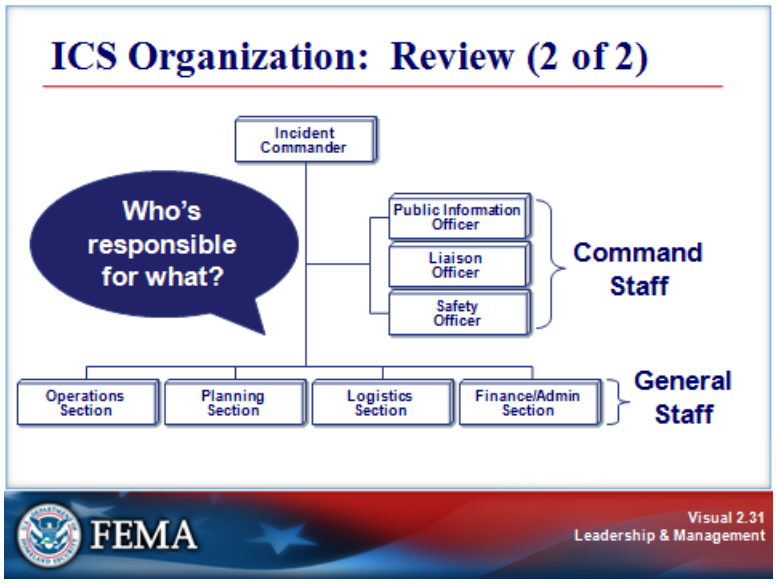
Within the Planning Section the following Units are shown: Resources, Situation, Demobilization, and Documentation.

Within the Logistics Section two Branches are shown: the Service Branch with Communications, Medical, and Food Units, and the Support Branch with Supply, Facilities, and Ground Support Units.

Within the Finance/Admin. Section the following Units are shown: Time, Procurement, Compensation/Claims, and Cost.

ICS MANAGEMENT

Visual 2.31



Key Points:

Discussion Questions:

Who is the point of contact for representatives of other governmental agencies, nongovernmental organizations, and/or private entities?

Which Section is responsible for all support requirements needed to facilitate effective and efficient incident management, including ordering resources from off-incident locations?

Who handles media and public inquiries, emergency public information and warnings, rumor monitoring and response, and media monitoring, and coordinates the dissemination of information in an accurate and timely manner?

Which Section collects, evaluates, and disseminates incident situation information and intelligence?

Which Section would perform cost analysis and contracting services?

(Continued on the next page.)

ICS MANAGEMENT

Visual 2.31 (Continued)

Discussion Questions:

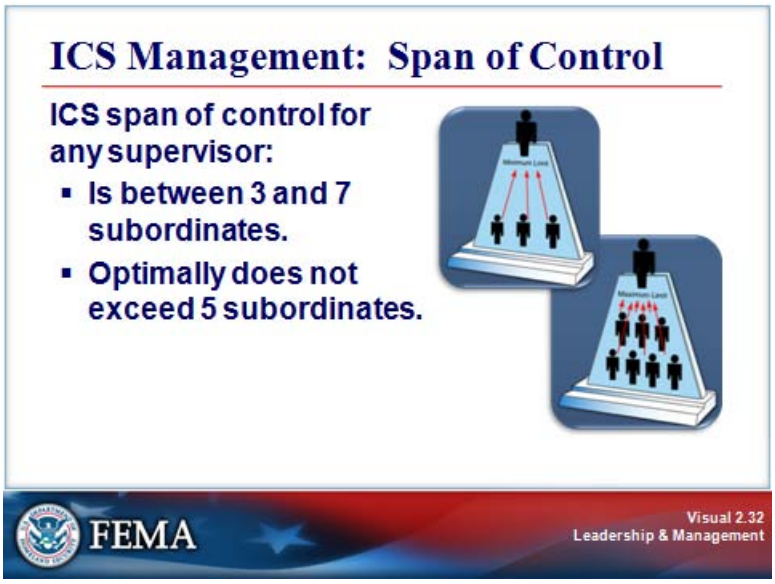
Who is responsible for monitoring incident operations and advising the Incident Commander on all matters relating to operational safety, including the health and safety of emergency responder personnel?

Within which Section would you find a Strike Team?

When would a Division be used?

ICS MANAGEMENT

Visual 2.32



Key Points:

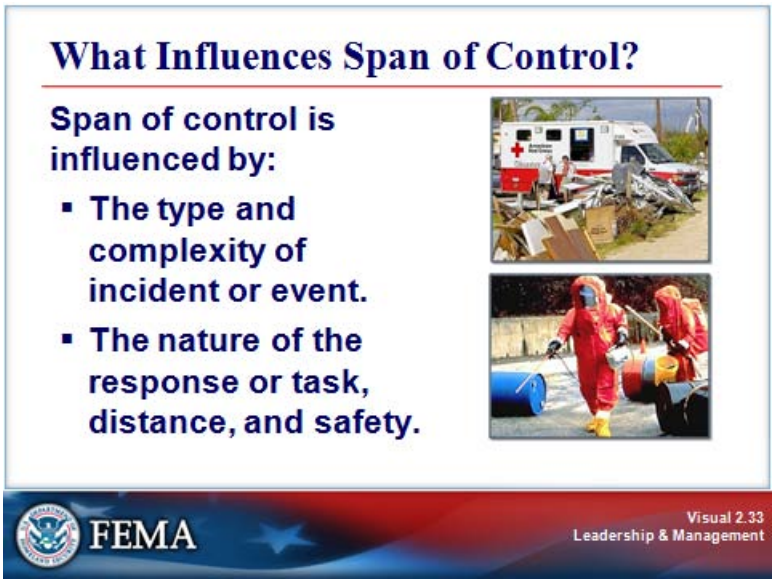
- Span of control is key to effective and efficient incident management. Maintaining an effective span of control is important because safety and accountability are a priority.

- Within ICS, the span of control of any individual with incident management supervisory responsibility should range from three to seven subordinates. If a supervisor has fewer than three people reporting, or more than seven, some adjustment to the organization should be considered. Monitoring the span of control in the ICS organization is a major responsibility of the Incident Commander.

- Optimally, span of control is five subordinates.

ICS MANAGEMENT

Visual 2.33

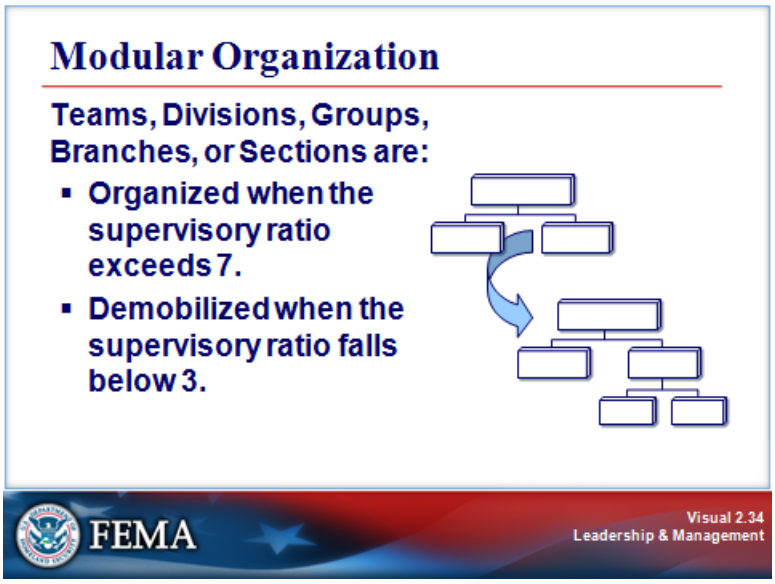


Key Points:

- The type and complexity of incident, nature of the task, distances between personnel and resources, and hazards and safety factors all influence span-of-control considerations.
- Provide examples from personal experience of incidents that would use a span of control of three or four subordinates to a supervisor.

ICS MANAGEMENT

Visual 2.34



Key Points:

- The ICS organization adheres to a “form follows function” philosophy. The size of the current organization and that of the next operational period is determined through the incident action planning process.

- Because ICS is a modular concept, managing span of control is accomplished by organizing resources into Teams, Divisions, Groups, Branches, or Sections when the supervisor-to-subordinate ratio exceeds seven, or by reorganizing or demobilizing Sections, Branches, Divisions, Groups, or Teams when the ratio falls below three or the incident objectives have been met.

ICS MANAGEMENT

Visual 2.35

Key Points:

The initial response to most domestic incidents is typically handled by local "911" dispatch centers, emergency responders within a single jurisdiction, and direct supporters of emergency responders. Most responses need go no further.

Most incidents are small responses that include:

- **Command.** Incident Commander and other Command Staff.
- **Single Resources.** An individual piece of equipment and its personnel complement, or an established crew or team of individuals with an identified work supervisor that can be used on an incident.

ICS MANAGEMENT

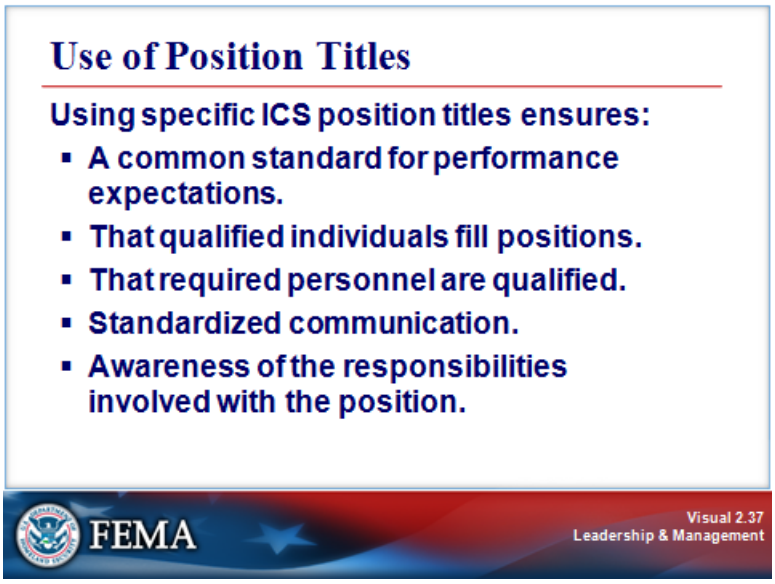
Visual 2.36

Key Points:

- Incidents that begin with single resources may rapidly expand requiring significant additional resources and operational support.
- Expanding incidents may add supervisory layers to the organizational structure as needed.

POSITION TITLES

Visual 2.37



Key Points:

At each level within the ICS organization, individuals with primary responsibility positions have distinct titles. Using specific ICS position titles serves these important purposes:

- Provides a common standard.
- Ensures qualified individuals fill positions.
- Ensures that requested personnel are qualified.
- Standardizes communication.
- Describes the responsibilities of the position.

POSITION TITLES

Visual 2.38

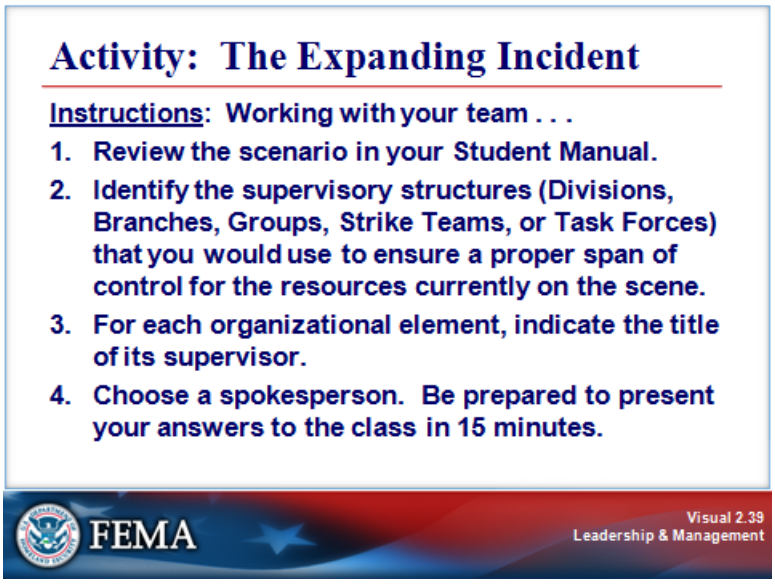
Key Points:

Take a moment to review the information contained in the table below:

Organizational Level	Title	Support Position
Incident Command	Incident Commander	Deputy
Command Staff	Officer	Assistant
General Staff (Section)	Chief	Deputy
Branch	Director	Deputy
Division/Group	Supervisor	N/A
Unit	Leader	Manager
Strike Team/Task Force	Leader	Single Resource Boss

ACTIVITY: THE EXPANDING INCIDENT

Visual 2.39



Key Points:

Activity Purpose: To give you practice at maintaining span of control by adjusting the ICS organization structure as an expanding scenario incident unfolds.

Instructions: Working with your team . . .

1. Review the scenario on the next page.
2. Using an organization chart format, identify the supervisory structures (Divisions, Branches, Groups, Strike Teams, or Task Forces) that you would use to ensure a proper span of control for the resources currently on the scene.
3. For each organizational element, indicate the title of its supervisor.
4. Choose a spokesperson. Be prepared to present your organizational charts to the class in 15 minutes.

ACTIVITY: THE EXPANDING INCIDENT

Visual 2.39 (Continued)

Scenario:

A swim meet is being held at the Main Street pool with 30 team members and 50 observers. During a race, a sudden electrical storm sends a lightning bolt into a flagpole near the pool and the charge arcs to the water. The pool is instantly electrified, sending guards and parents into the pool to rescue the children. The primary objectives are saving lives and ensuring safety.

On-Scene Resources: Local Police: 4 Marked Units; State Police: 2 Marked Units; Fire: 2 Engine Companies; Rescue: 1 Company; and EMS: 5 Basic Life Support and 2 Advanced Life Support

SUMMARY

Visual 2.40

Key Points:

Are you now able to:

- Describe chain of command and formal communication relationships?
- Identify common leadership responsibilities?
- Describe span of control and modular development?
- Describe the use of position titles?

The next unit presents information about delegation of authority and management by objectives.