
UNIT 6. RESOURCE MANAGEMENT AND COMPLEX INCIDENTS

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Unit 6. Resource Management and Complex Incidents

Unit Objectives

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

- Describe the ordering procedures and configuration and logistical support needs for State mobilizations and Federal resources.
 - Identify issues concerning the mobilization of large quantities of resources and the prioritization systems for identifying and assigning scarce resources.
 - Describe the complications with and strategies for managing donations and spontaneous volunteers.
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Scope

- Unit Overview
 - Command vs. Coordination
 - Multiagency Coordination
 - Resource Coordination Process
 - Assessing the Situation
 - Developing Incident Objectives
 - Prioritizing and Allocating Resources
 - Activity
 - Determining Additional Steps
 - Mobilizing Resources
 - Convergence Issues
 - Emergency Responder Convergence
 - State and National Mobilizations
 - Donations and Volunteer Assistance
 - VIP Visits
 - Self-Dispatched Resources
 - Summary; Learning From Past Incidents
-

Methodology

After introducing the unit objective, the instructor will remind participants about the difference between command and coordination and lead a discussion about differences between “garden variety” emergencies and complex incidents. He or she will describe the characteristics of complex incidents.

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. The students will participate in an exercise to practice prioritizing incidents as part of the resource coordination process.

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 complex incidents 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 the tabletop exercise in Unit 7.

Unit 6. Resource Management and Complex Incidents

Materials

- PowerPoint visuals 6.1 – 6.30
 - Instructor Guide
 - PowerPoint slides and a computer display system
 - Student Manual
-

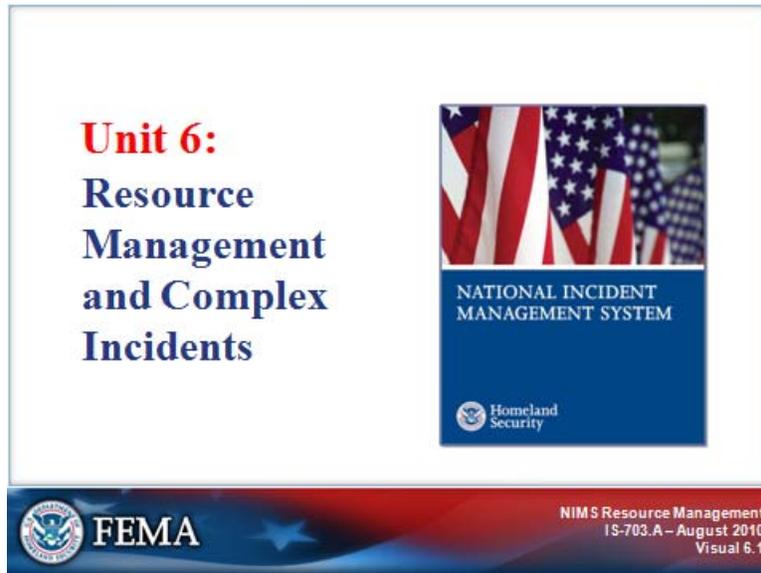
Time Plan

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
Unit Overview	5 minutes
Multiagency Coordination	5 minutes
Resource Coordination Process	20 minutes
Mobilizing Resources	10 minutes
Convergence Issues	1 hour
Summary: Learning From Past Incidents	20 minutes
Total Time	2 hours

UNIT OVERVIEW

Visual 6.1



Instructor Notes: Present the following key points.

In previous lessons, we have described the evolution of incidents from routine operations through major events. We have also described the resource ordering process from the incident to the Multiagency Coordination (MAC) System elements, and the flow of information that ensures resource accountability is present at all levels.

In this unit, we will expand that discussion to include the issues related to managing complex incidents.

UNIT OVERVIEW

Visual 6.2

Unit Objectives

- Describe ordering procedures and configuration and logistical support needs for State mobilizations and Federal resources.
- Identify issues concerning the mobilization of large quantities of resources and the prioritization systems for identifying and assigning scarce resources.
- Describe complications with and strategies for managing donations and spontaneous volunteers.



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Visual 6.2

Instructor Notes: Present the following key points.

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

- Describe the ordering procedures and configuration and logistical support needs for State mobilizations and Federal resources.
- Identify issues concerning the mobilization of large quantities of resources and the prioritization systems for identifying and assigning scarce resources.
- Describe the complications with and strategies for managing donations and spontaneous volunteers.

MULTIAGENCY COORDINATION

Visual 6.3

Review: Command vs. Coordination



Command is the act of directing, ordering, or controlling by virtue of explicit authority.

Coordination is the process of providing support to the command structure.

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Visual 6.3

Instructor Notes: Present the following key points.

The following MAC System elements play a role in the **command** system:

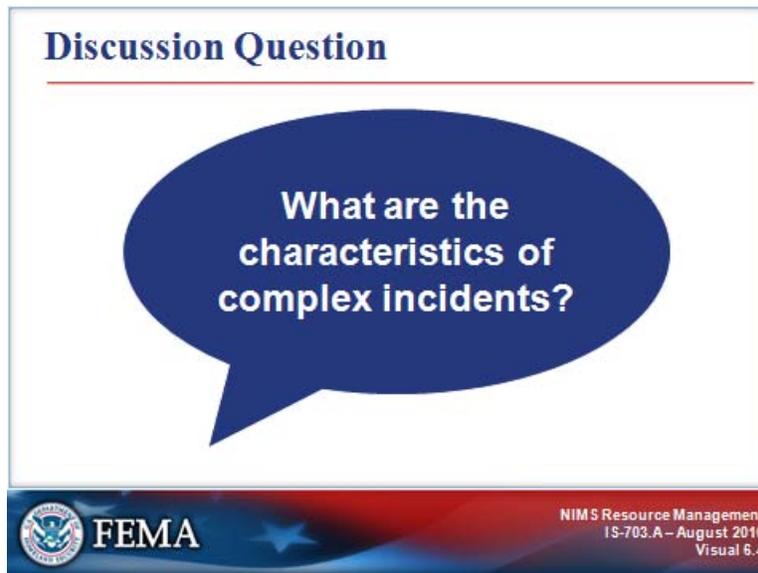
- Area Command
- Unified Command

The following MAC System elements play a role in the **coordination** system:

- Joint Field Office Leadership
- MAC Group
- Emergency Operations Center Policy Group

MULTIAGENCY COORDINATION

Visual 6.4



Instructor Notes: Present the following key points.

Ask the participants: What are the characteristics of complex incidents?

Acknowledge the participants' responses. If not mentioned by the group, include the following:

Complex incidents are those beyond business as usual. Their characteristics may include most, if not all, of those listed below:

- 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, qualified supervisory personnel.
- Require the long-term commitment of large numbers of tactical and support resources.
- Cause more injury, illness, and death.
- 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.

MULTIAGENCY COORDINATION

Visual 6.5



Multiagency Coordination

Resources are coordinated among various entities, including:

- Local, State, and Federal Emergency Operations Centers (EOCs).
- MAC System Groups.
- FEMA Regional Response Coordination Centers.
- Joint Field Offices (JFOs).
- Department of Homeland Security.

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Visual 6.5

Instructor Notes: Present the following key points.

The process for coordinating resources for complex incidents dovetails with that used for individual, smaller incidents. However, most of the action takes place within the entities that comprise the Multiagency Coordination (MAC) System. Elements of MAC Systems may include:

- Local, State, and Federal Emergency Operations Centers (EOCs).
- MAC System Groups.
- FEMA Regional Response Coordination Centers.
- Joint Field Offices (JFOs).
- Department of Homeland Security.

It must be remembered that the authority and structure of EOCs, MAC System elements, etc., vary from agency to agency and jurisdiction to jurisdiction. However, it is important also to remember the difference between command and coordination.

Remember: The Incident Management Team (IMT) has authority for **command** of the incident. This authority is delegated directly from the Agency Administrator. The Incident Management Team determines incident objectives and tactics, and assigns resources to carry them out. The MAC System is responsible for **coordinating** support to the incident(s). This may include prioritizing incidents for the purpose of allocating scarce resources, mobilizing resources, ensuring interagency and interjurisdictional coordination, and making policy decisions to support incidents, but not decisions reserved for Area Commands and Incident Commanders.

RESOURCE COORDINATION PROCESS

Visual 6.6



Instructor Notes: Present the following key points.

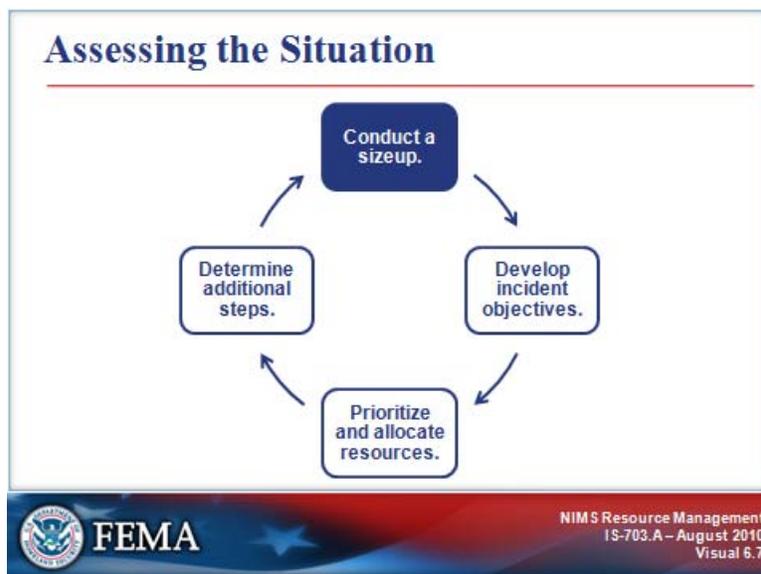
The visual shows the four-step process used to coordinate incident resources:

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.

RESOURCE COORDINATION PROCESS

Visual 6.7



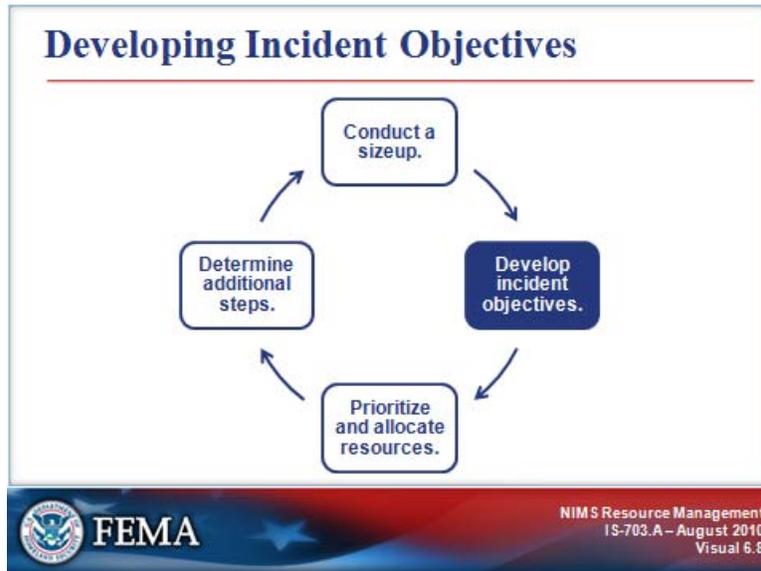
Instructor Notes: Present the following key points.

The first step in coordinating resource needs is a thorough assessment or “sizeup” of the current incident situation and future incident potential. The scope and details of this assessment depend on the jurisdictional level of the organization.

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

RESOURCE COORDINATION PROCESS

Visual 6.8



Instructor Notes: Present the following key points.

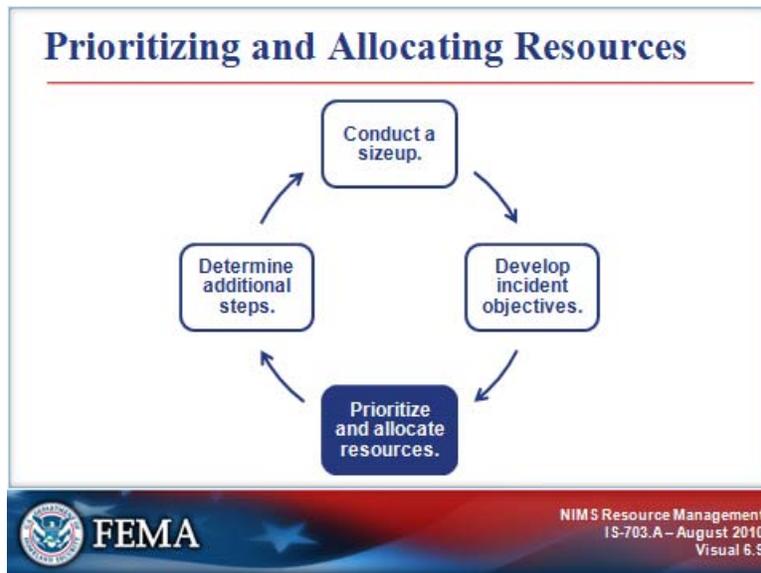
The Command develops incident objectives. For the supporting coordination entities, these objectives may translate into requests for additional resources.

One of the characteristics of complex incidents is that there may be competition for limited critical resources. In order to allocate resources appropriately, the MAC System must be able to prioritize multiple incidents happening simultaneously.

Life safety is always the first priority when making resource allocation decisions.

RESOURCE COORDINATION PROCESS

Visual 6.9



Instructor Notes: Present the following key points.

The third step is to prioritize and allocate scarce resources according to priority. Wherever incident prioritization is being accomplished, the MAC System uses life safety issues as the highest priority.

ACTIVITY

Visual 6.10

Activity: Prioritization Considerations

Instructions: Working with your table group . . .

1. Read the scenario in your Student Manual.
2. Prioritize the incidents in your jurisdiction, based on the overall priorities of life safety, incident stabilization, and property/environmental conservation.
3. Write your answers on chart paper.
4. Select a spokesperson and be prepared to present in 10 minutes.
5. Be prepared to explain your group's reasoning.



Instructor Notes: Present the following key points.

Instructions: Working with your table group . . .

1. Read the scenario on the next page in your Student Manual.
2. Prioritize the incidents in your jurisdiction, based on the overall priorities of life safety, incident stabilization, and property/environmental conservation.
3. Write your answers on chart paper.
4. Select a spokesperson and be prepared to present in 10 minutes.
5. Be prepared to explain your group's reasoning.

Instructor Debrief Instructions:

1. Monitor the time. Notify the groups when 2 minutes remain.
2. Ask volunteers to present their answers and explain their reasoning.
3. If necessary, refer to the sample answers that follow the scenario on the following pages.

ACTIVITY

Scenario and Incidents

Scenario: The hurricane passed directly over your jurisdiction. There are several major incidents underway. Many of the Incident Commanders are calling for additional law enforcement officers to secure affected areas. Multiple incidents have hazardous materials issues, and there is only one hazmat team available. Power is still out in most of your jurisdiction, and there is also a shortage of ice and potable water.

Assisted-Living Incident: An assisted-living center has collapsed. Four elderly residents remain trapped. Response has been hampered by the well-meaning but dangerous and ineffective help from residents of the neighborhood. Power lines are down in the area, and it is not clear whether any of them are hot. The Incident Commander has requested additional law enforcement and the Fire Department's Technical Rescue Task Force.

Chemical Incident: Apex Chemical Company is a major employer in the city. Support for their chemical holding tanks was eroded by flooding that accompanied the storm. One tank is leaking into its containment pond, which is already full of storm water. If the containment pond overflows, the excess will run into the creek. The chemical is very toxic, and can persist in the environment for years. If the chemical escapes containment, plants and wildlife in the area will be killed, and the creekbed will suffer long-term contamination. The company has pumps to drain the containment pond, but no generator to run them. They are requesting a generator, and the assistance of the local hazardous materials response team.

Storm Surge Incident: The storm surge has washed away access to an exclusive beach-front community. Power, water, and sewer service are out here, and residents are concerned about security for the community. The sewage system has been damaged at a major service junction, and although there has been no sewage spill, service cannot be restored until it is fixed. Repair will require a technical confined-space operation. Only the local hazardous materials response team is qualified to conduct a confined-space operation. Residents have been trying to convince the Incident Commander to allow them back into their houses. She has so far refused, but has promised to increase security while the utility companies attempt to restore service. The Incident Commander has requested additional law enforcement, and the local hazardous materials response team.

ACTIVITY

Sample Incident Prioritization

Prioritization of incidents is challenging. Based on the overall incident priorities (#1 Life Safety, #2 Incident Stabilization, and #3 Property/Environmental Conservation), one might prioritize the incidents as follows:

PRIORITY #1: Assisted-Living Incident

Reasoning: This incident has the most urgent life-safety needs and incident stabilization needs.

PRIORITY #2: Chemical Incident

Reasoning: This incident has urgent incident stabilization needs and potential life safety and property/environmental conservation consequences.

PRIORITY #3: Storm Surge Incident

Reasoning: This incident's needs are related to incident stabilization and property/environmental conservation.

RESOURCE COORDINATION PROCESS

Visual 6.11



Instructor Notes: Present the following key points.

Determine additional steps that need to be taken. These additional steps could include:

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

MOBILIZING RESOURCES

Visual 6.12

Mobilizing Resources (1 of 2)

During complex incidents:

- 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 6.12

Instructor Notes: Present the following key points.

During complex incidents, resource mobilization becomes complicated, as:

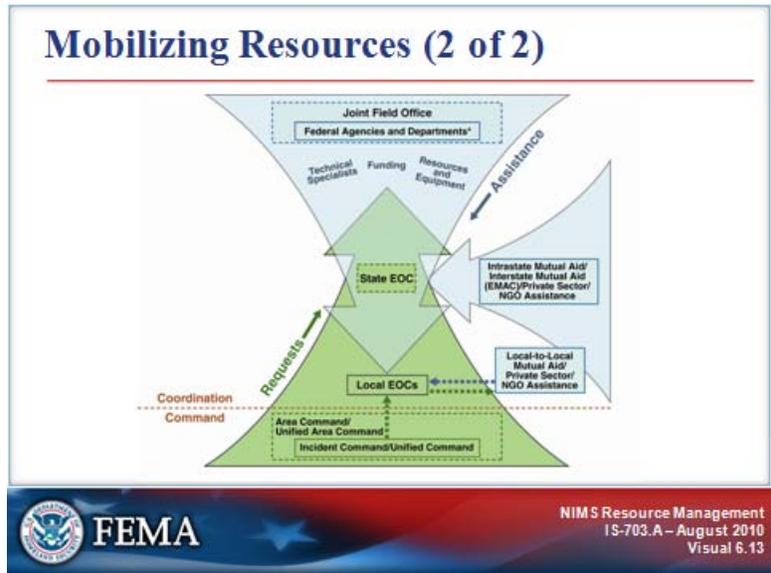
- More agencies and levels of government become involved.
- More incidents require assistance.
- Supply lines and response times get longer.
- More resources mobilize.

This increased workload is often underestimated.

Maintaining ordering discipline and the coordination chain will assist in avoiding duplication of effort, additional expense, and lost requests. However, it is important to remember that, in some complex incidents, State and Federal resources may take some time to arrive.

MOBILIZING RESOURCES

Visual 6.13



Instructor Notes: Present the following key points.

The Incident Command/Unified Command identifies resource requirements and communicates needs through the Area Command (if established) to the local Emergency Operations Center (EOC). The local EOC fulfills the need or requests assistance through mutual aid agreements and assistance agreements with private-sector and nongovernmental organizations.

In most incidents, local resources and local mutual aid and assistance agreements will provide the first line of emergency response and incident management. If the State cannot meet the needs, they may arrange support from another State through an agreement, such as the Emergency Management Assistance Compact (EMAC), or through assistance agreements with nongovernmental organizations.

If additional resources and/or capabilities are required beyond those available through interstate agreements, the Governor may ask the President for Federal assistance.

The Joint Field Office is used to manage Federal assistance (technical specialists, funding, and resources/equipment) that is made available based on the specifics and magnitude of the incident. In instances when an incident is projected to have catastrophic implications (e.g., a major hurricane or flooding), States and/or the Federal Government may position resources in the anticipated incident area.

In cases where there is time to assess the requirements and plan for a catastrophic incident, the Federal response will be coordinated with State, tribal, and local jurisdictions, and the pre-positioning of Federal assets will be tailored to address the specific situation.

*Note that some Federal agencies (U.S. Coast Guard, Environmental Protection Agency, etc.) have statutory responsibility for response and may coordinate and/or integrate directly with affected jurisdictions.

CONVERGENCE ISSUES

Visual 6.14

Dealing With Convergence

Convergence:

- Is the result of unstructured response to an incident.
- May severely hamper response activities.
- Can place an enormous logistical burden on an already burdened system.
- May also provide unexpected benefits.



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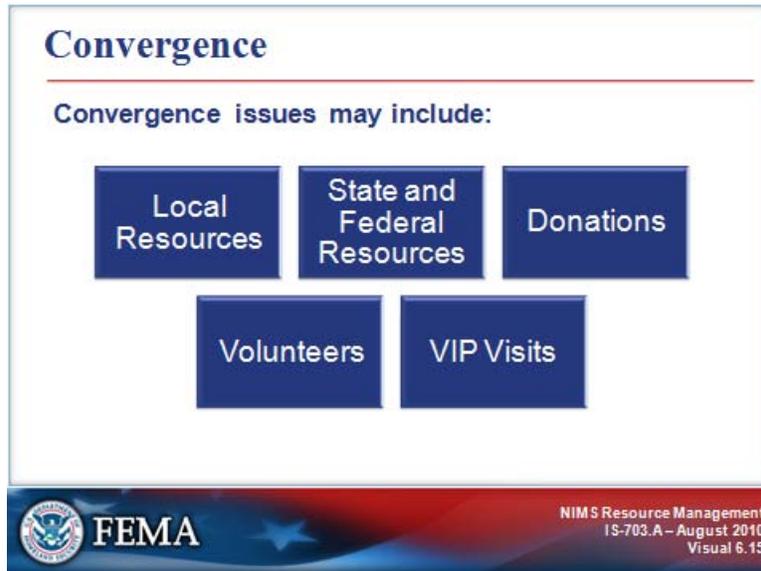
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Visual 6.14

Instructor Notes: Present the following key points.

Convergence is the result of unstructured response to an incident. Convergence can come from several sources, and may severely hamper incident response activities, as well as place an enormous logistical burden on an already burdened system. It 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

Visual 6.15



Instructor Notes: Present the following key points.

Convergence issues may include any or all of the following:

- Local resources (requested resources, and also well-intentioned freelancing and self-dispatched emergency responders)
- State and Federal agency resources (requested resources, as well as self-dispatched resources from field offices close to the incident)
- Donations
- Volunteer assistance
- VIP visits

CONVERGENCE ISSUES

Visual 6.16

Emergency Responder Convergence

Convergence:

- Causes unnecessary exposure to hazards.
- Makes access difficult for resources that are needed for the response.
- Complicates resource accountability and tracking.



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Visual 6.16

Instructor Notes: Present the following key points.

Even under “normal” incident conditions, the incident 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. Self-dispatched resources and freelancing cause serious problems. Personnel should NOT respond to the scene unless requested or dispatched.

In addition to creating the problems noted earlier, emergency responder convergence may:

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

CONVERGENCE ISSUES

Visual 6.17

Dealing With Convergence Issues



- Develop capability to sustain a reinforced response for 72 hours.
- Develop a plan for continued public safety service.
- Establish inner and outer perimeters.
- Enforce a controlled access plan for authorized personnel.
- Enforce a coordinated traffic management and evacuation plan.
- Establish Staging Areas.

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Visual 6.17

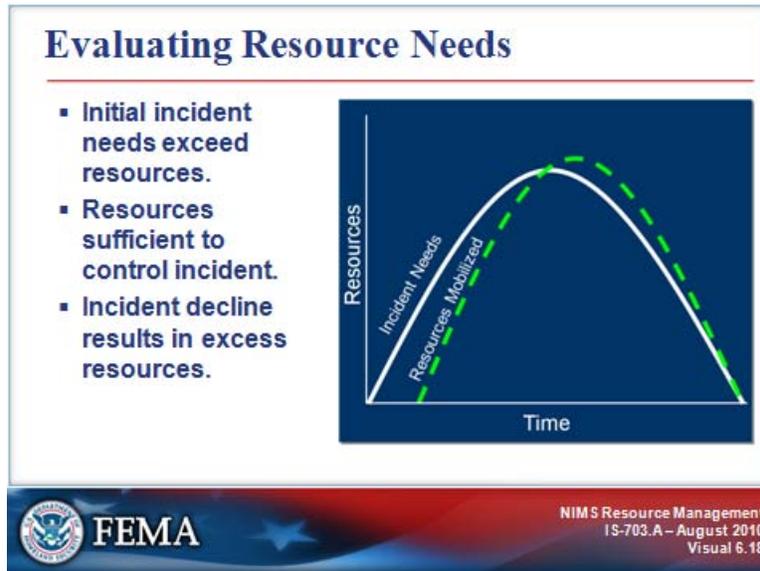
Instructor Notes: Present the following key points.

Strategies for dealing with responder convergence include:

- Developing a local and regional capability to augment and sustain a reinforced response for at least 72 hours. This capability should be accompanied by 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.
- Developing a plan for continued public safety service. This plan should include an organized policy and procedure for the orderly recall of additional personnel, as well as a policy to define the deployment of personnel to assist other agencies in times of crisis. Don't forget to include backup for EOC personnel as well as emergency responders and ICS staff.
- Establishing and enforcing inner and outer perimeters. Exclude freelancing or self-dispatched resources as well as unauthorized civilian or volunteer access.
- Establishing and enforcing a controlled access plan for authorized personnel. This may require immediate access to large quantities of fencing materials.
- Developing, establishing, and enforcing a coordinated traffic management and evacuation plan.
- Establishing and enforcing Staging Areas.

CONVERGENCE ISSUES

Visual 6.18



Instructor Notes: Present the following key points.

- On every incident, resource needs follow a predictable arc compared to the arc followed by the incident itself.
- Initially, the incident may build faster than resources can arrive. Eventually, the sufficient resources arrive and begin to control the incident. As the incident declines, resources then exceed incident needs and demobilization can begin.

CONVERGENCE ISSUES

Visual 6.19

The slide features a white background with a blue speech bubble in the center. The text inside the bubble is white and reads: "If a large disaster occurred in your jurisdiction, what convergence issues would you need to prepare for?". Above the bubble, the title "Discussion Question" is written in blue. At the bottom left is the FEMA logo, and at the bottom right is the text: "NIMS Resource Management IS-703.A - August 2010 Visual 6.19".

Instructor Notes: Present the following key points.

Ask the participants: If a large disaster such as an earthquake occurred in your jurisdiction, what are some potential convergence issues you would need to prepare for?

Acknowledge the participants' responses. If not mentioned by the group, include the following:

- Local resources (requested resources, and also well-intentioned freelancing and self-dispatched emergency responders)
- State and Federal agency resources (requested resources, as well as self-dispatched resources from field offices close to the incident)
- Donations and volunteer assistance
- VIP visits

Refer the students to the example on the next page that describes convergence issues during the response to the September 11, 2001, terrorist attacks.

CONVERGENCE ISSUES

Visual 6.19 (Continued)

The events of 9/11 taught the New York City Fire Department many important lessons about dealing with emergency responder convergence. All three jurisdictions responding to the 9/11 attacks faced freelancing emergency responders from the home agency and from nearby mutual aid cooperators.

As a result of this, the New York Fire Department has implemented the following policies:

- Only on-duty members shall respond to alarms on apparatus.
- Persons other than members of the New York Fire Department are to be excluded from the response. This includes former members of the department, members of other fire departments, friends, and relatives.
- Members who have arrived at incidents prior to responding companies, and those whose assistance has been accepted by authorized Fire Officers, are subject to the direction and control of the Incident Commander. It is the policy of the department that such members are relieved as soon as sufficient on-duty, properly equipped, and protected resources have arrived. The Incident Commander's authority in this matter is absolute.
- In response to recall, members shall report to their assigned quarters. They shall not respond directly to the incident.

CONVERGENCE ISSUES

Visual 6.20

State and National Mobilizations



State and national teams may need:

- Space to store equipment, conduct planning, eat, and sleep.
- Support from local government.
- Special facilities/utilities.
- Security assistance.

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Visual 6.20

Instructor Notes: Present the following key points.

While interstate Emergency Management Assistance Compacts (EMAC system) and the National Response Framework 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, who 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 teams, such as a Disaster Mortuary Team (DMORT) or 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.

In order to be able to deploy immediately, most Federal resources arrive with a full contingent of personnel, equipment, and supplies.

CONVERGENCE ISSUES

Visual 6.21

Strategies for State and National Deployments

- Assess/update mutual aid and assistance agreements.
- Review and assess the support requirements of frequently deployed national resources.
- Plan to integrate State and Federal assets into incident operations.
- Build relationships with State and Federal officials.
- Preidentify locations suitable for incident facilities.



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Visual 6.21

Instructor Notes: Present the following key points.

Strategies for managing State and national deployments include:

- Making sure that statewide mutual aid and assistance agreements include instructions on staging, standards for ensuring interoperability of equipment and communication, the expected degree of self-sufficiency, and 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.
- Building relationships with State and Federal officials likely to respond to complex incidents by training and exercising together.
- Identifying locations suitable for remote Staging Areas, Incident Bases, Receiving and Distribution Centers, and Mobilization Centers.
- It is important to preidentify facilities necessary to support State and Federal mobilizations.

(Continued on next page.)

CONVERGENCE ISSUES

Visual 6.21 (Continued)

Facilities will be required for the incident itself, including the Incident Command Post, Staging Areas (run by Operations), and Incident Bases (managed by Logistics).

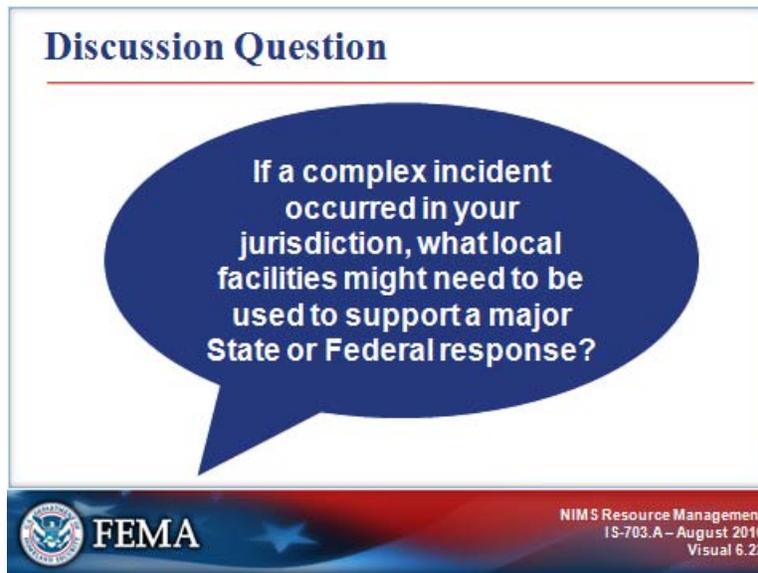
Facilities are also needed “off-incident,” such as Receiving and Distribution and Mobilization/Demobilization Centers, where resources are gathered, housed, and supported while awaiting specific incident assignments, and locations for Disaster Recovery Centers (DRCs), Joint Operations Centers (JOCs), 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, lodging.
- Janitorial and garbage service.

CONVERGENCE ISSUES

Visual 6.22



Instructor Notes: Present the following key points.

Ask the participants: If a complex incident occurred in your jurisdiction, what local facilities might need to be used to support a major State or Federal response?

Acknowledge the participants' responses. If not mentioned by the group, include the following:

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

In addition, consideration should be given to the following support needs:

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

CONVERGENCE ISSUES

Visual 6.23

Donations and Volunteer Assistance

- Plan for soliciting, gathering, prioritizing, and distributing appropriate donations.
- Prepare to deal with inappropriate donations without bogging down the distribution of essential goods and services.



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Visual 6.23

Instructor Notes: Present the following key points.

It is difficult to overstate the monetary and psychological importance of donations and volunteer assistance during a major disaster. Successfully managing and tracking donations 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 is having a preincident plan for soliciting, gathering, prioritizing, and distributing appropriate donations.

The system must also be prepared to deal with inappropriate donations without bogging down the distribution of essential goods and services.

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

CONVERGENCE ISSUES

Visual 6.24

Strategies for Dealing With Donations



- Consult with experienced organizations.
- Train resources to assist with donations and volunteer management.
- Develop public information and media releases.
- Implement a structure to manage large-scale donations.

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Visual 6.24

Instructor Notes: Present the following key points.

Strategies for managing donations include:

- Consulting with organizations that are used to solicit, manage, and distribute donated goods and funds.
- Developing and training volunteer resources to assist with donations and volunteer management.
- Developing public information and media releases that provide direction for those who wish to donate.
- Developing and implementing an effective management structure to receive, warehouse, inventory, organize, distribute, and account for large-scale donations.

CONVERGENCE ISSUES

Visual 6.25

Unaffiliated Volunteers

Unaffiliated volunteers:

- Are individuals who offer to help or self-deploy without coordinating their activities.
- Can be significant resources.
- Present difficulty verifying their training or credentials and matching them with the appropriate service areas.



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Visual 6.25

Instructor Notes: Present the following key points.

Unaffiliated volunteers, also known as spontaneous volunteers, are individuals who offer to help or self-deploy to assist in emergency situations without fully coordinating their activities. These volunteers are considered “unaffiliated” in that they are not part of a disaster relief organization.

Unaffiliated volunteers can be significant resources, but because they do not have preestablished relationships with emergency response organizations, verifying their training or credentials and matching them with the appropriate service areas can be difficult.

EMI offers a self-study course in Developing and Managing Volunteers, available at <http://training.fema.gov/EMIWeb/IS/is244.asp>.

CONVERGENCE ISSUES

Visual 6.26

Strategies for Managing Volunteers

- Establish relationships with National VOAD and Citizen Corps organizations.
- Develop a CERT capability.
- Make sure agreements with voluntary organizations spell out requirements and relationships.
- Develop and implement an effective management structure for spontaneous volunteers.
- Develop public information and media releases.



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Visual 6.26

Instructor Notes: Present the following key points.

The first strategy for managing volunteers is to establish working relationships with the local organizations representing National Voluntary Organizations Active in Disaster (National VOAD) and Citizen Corps. More information is provided about these organizations on the next page.

Consider:

- Developing a Community Emergency Response Team (CERT) capability if your jurisdiction does not have one.
- Making sure agreements with volunteer organizations clearly spell out required training, experience, and equipment, as well as liability and employment relationship to the jurisdiction.
- Developing and implementing an effective management structure to receive spontaneous volunteers, catalog their skills, provide on-the-job training, deploy, and supervise activities.
- Developing public information and media releases that provide direction for those who wish to volunteer.

(Continued on next page.)

CONVERGENCE ISSUES

Visual 6.26 (Continued)

National Voluntary Organizations Active in Disaster (National VOAD) is the forum where organizations share knowledge and resources throughout the disaster cycle—preparation, response, and recovery—to help disaster survivors and their communities. National VOAD members are the primary coordinating nonprofit organizations for the management of unaffiliated volunteers.

Citizen Corps helps coordinate volunteer activities that will make our communities safer, stronger, and better prepared to respond to any emergency situation. It provides opportunities for people to participate in a range of measures to make their families, their homes, and their communities safer from the threats of crime, terrorism, and disasters of all kinds.

Volunteers such as amateur radio operators, search and rescue 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 incident. These volunteers have long-standing formal relationships that are spelled out in written agreements and standard operating procedures. Individual members have credentials and identification issued by the volunteer organization itself and/or the emergency management organization with which it has the agreement.

CONVERGENCE ISSUES

Visual 6.27

VIP Visits

- Cause yet another convergence issue for incidents.
- Can disrupt incident operations, cause additional traffic congestion, and attract a larger media presence.
- 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.



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Visual 6.27

Instructor Notes: Present the following key points.

VIP visits cause yet another convergence issue for incidents. Depending on who the visitors are and where they want to go, these visits can disrupt incident operations, cause additional traffic congestion, and attract a larger media presence.

On the other hand, such visits are valuable in providing VIPs with a realistic view of the problems posed by the disaster, and they 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 are willing to coordinate visits with the incident management organization.

CONVERGENCE ISSUES

Visual 6.28

Strategies for Dealing With VIP Visits

- Encourage waiting until after 72 hours have passed.
- Avoid visits to time-sensitive operations.
- Preidentify appropriate background shots, photo opportunities, etc.
- Confirm availability of key personnel prior to the VIP's arrival.
- Limit time spent on scene.
- Conduct business away from the scene if possible.



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Instructor Notes: Present the following key points.

Strategies for dealing with VIP visits include the following:

- When possible, encourage such visitors 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.) prior to the VIP's arrival.
- Try to limit time spent on scene. Conduct business away from the scene if possible.
- Share this information with your local elected officials since they will be talking with the VIPS.

CONVERGENCE ISSUES

Visual 6.29

Self-Dispatched Resources

The use of self-dispatched resources:

- Is highly discouraged.
- May make your organization liable for their actions, accidents, or injuries.
- May make your organization responsible for expenses or reimbursement.

Self-dispatched resources may be trained and capable, but the risks outweigh the advantages.



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Instructor Notes: Present the following key points.

The use of self-dispatched resources is highly discouraged. 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.

Although these resources may be trained and capable, the risks associated with assigning self-dispatched resources outweigh the advantages.

CONVERGENCE ISSUES

Visual 6.30

Dealing With Self-Dispatched Resources

- Instruct perimeter personnel to refer self-dispatched resources to staging/mobilization points.
- Share information with the Command and General Staff.
- Inspect nongovernmental and private-sector resources.
- Complete formal agreements as soon as possible.
- Report the presence and status of public-sector resources to their home agency.



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Visual 6.30

Instructor Notes: Present the following key points.

If self-dispatched resources must be used, 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.
- Information about the resource should be shared with the rest of the Command and General Staff, especially the Liaison Officer, and the Planning, Logistics, and Finance/Administration Section Chiefs.
- Nongovernmental and private-sector resources should be inspected and formal agreements completed as soon as possible.
- The presence and status of public-sector resources on the incident should be reported to their home agency.
- Work with JIC/PIO to get message out that individuals who want to help should donate to local chapters of national level organizations that are helping. Explain that necessary resources are arriving and that "uninvited" resources create significant problems at the incident site.

SUMMARY: LEARNING FROM PAST INCIDENTS

Visual 6.31

Summary: Learning From Past Incidents

Instructions:

1. Think about complex incidents 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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Instructor Notes: Present the following key points.

Planning and organizing to provide management and logistical support to complex incidents requires a level of detail well beyond “normal” incident response. Effective preparedness actions are required to:

- Organize, support, and integrate large quantities of resources from local, tribal, regional, State, and Federal sources.
- Anticipate and manage convergence issues resulting from self-dispatching and freelancing responders, unsolicited donations, and unaffiliated volunteerism.
- Ensure scene safety.

The next unit is the Tabletop Exercise.