Unit 3: EOC Organization and Staffing

Unit Terminal Objective

Identify EOC staffing solutions by aligning EOC Skillsets to common EOC structures.

Unit Enabling Objectives

- **Identify common EOC organizational structures.**

- **Identify the 20 NQS EOC Skillsets.**

- **Identify the advantages and disadvantages of common EOC organizational models.**

- **Determine approaches to design an EOC structure and staffing.**

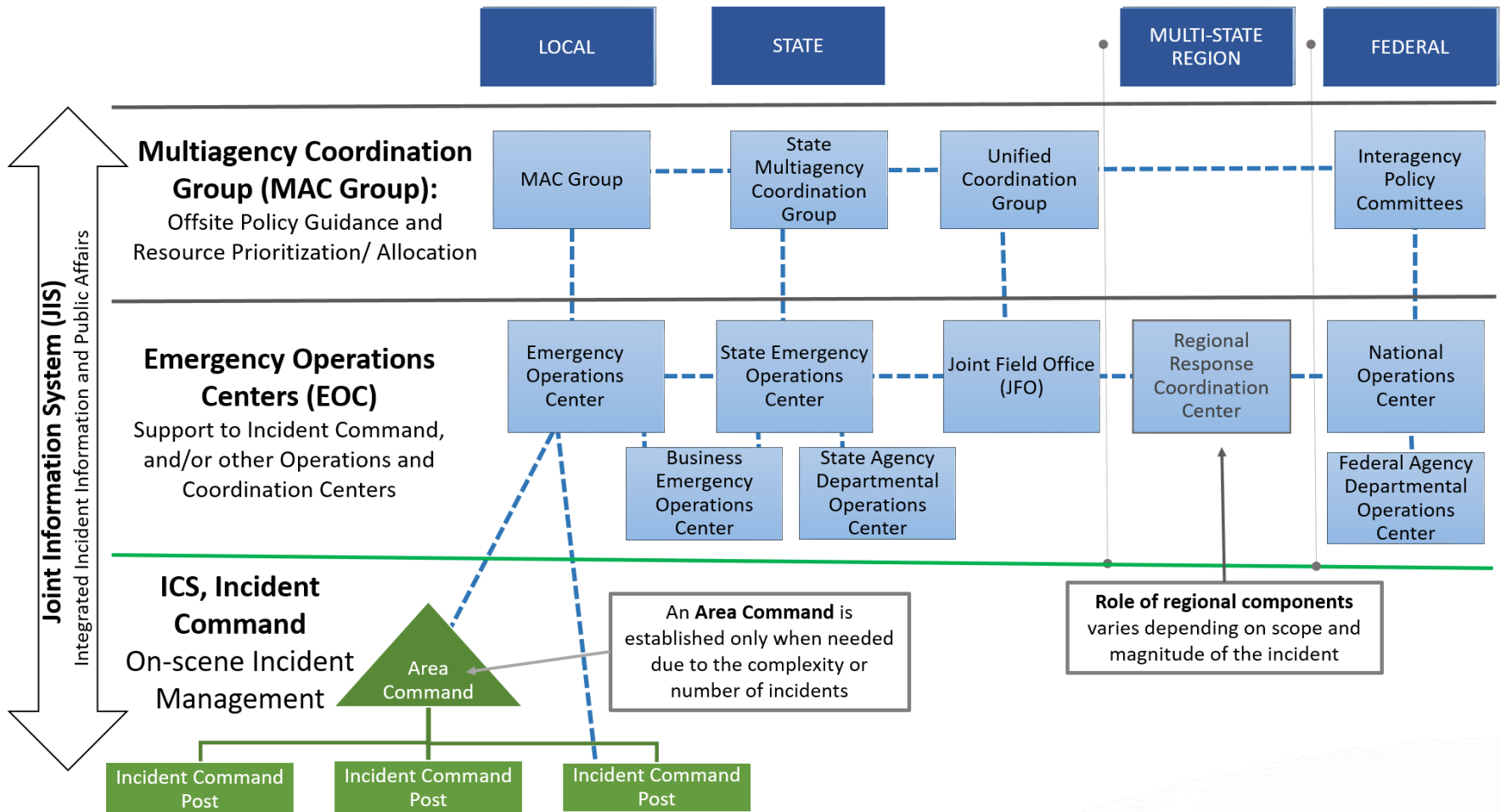- **Explain how training and exercises support EOC operations**

NIMS Command and Coordination Component

- **Incident Command System (ICS)**

- **Emergency Operations Centers (EOC)**

- **Multiagency Coordination Group (MAC Group)**

- **Joint Information System (JIS)**

NIMS Command and Coordination

| LOCAL | STATE | MULTI-STATE REGION | FEDERAL |

Multiagency Coordination Group (MAC Group):
Offsite Policy Guidance and Resource Prioritization/ Allocation

- MAC Group
- State Multiagency Coordination Group
- Unified Coordination Group
- Interagency Policy Committees

Emergency Operations Centers (EOC)
Support to Incident Command, and/or other Operations and Coordination Centers

- Emergency Operations Center
- State Emergency Operations Center
- Joint Field Office (JFO)
- Regional Response Coordination Center
- National Operations Center
- Business Emergency Operations Center
- State Agency Departmental Operations Center
- Federal Agency Departmental Operations Center

ICS, Incident Command
On-scene Incident Management

- Area Command
- Incident Command Post
- Incident Command Post
- Incident Command Post

An **Area Command** is established only when needed due to the complexity or number of incidents

Role of regional components varies depending on scope and magnitude of the incident

Joint Information System (JIS)
Integrated Incident Information and Public Affairs

FEMA

Visual 3.5

Emergency Operations Centers

- **Locations where staff from multiple agencies coordinate support.**

- **Are Multidisciplinary.**

- **May be fixed, temporary, or virtual.**

- **In some circumstances, may manage operations.**

Primary EOC Functions

EOCs are facilities where staff perform incident support functions:

- **Information Management**

- **Resource Management**

- **Planning**

- **Policy and Coordination**

EOCs and Coordination

Coordination:

- **Enables all levels of government to work together.**
- **Occurs across**
  - **Disciplines**
  - **Jurisdictions**
  - **Levels of government**
- **Is a regular, ongoing activity within EOCs.**

EOCs and Command

- **EOCS support Incident Command**

- **EOCs do not normally perform command functions**

- **Some jurisdictions use EOCs to manage some operations**

  - **Field Operations not managed by the Incident Command Post**

  - **Emergency situations where an Incident Command is not established**

  - **Incident or Area Command conducted from the EOC.**

EOC Organizational Structure

How does NIMS describe EOC organization?

- No common EOC organizational structure

- Flexibility allows for differing EOC:

  - Missions

  - Authorities

  - Resources

EOC Organizations

- **NIMS 2017 describes three common EOC organization structures:**
    - **Incident Command System (ICS) or ICS-like EOC Structure**
    - **Incident Support Model (ISM) EOC Structure**
    - **Departmental EOC Structure**
- **EOC leaders determine the structure that best meets their needs.**
- **EOC organizations apply NIMS Management Characteristics.**

NIMS Management Characteristics

1. Common Terminology
2. Modular Organization
3. Management by Objectives
4. Incident Action Planning
5. Manageable Span of Control
6. Incident Facilities and Locations
7. Comprehensive Resource Management
8. Integrated Communications
9. Establishment and Transfer of Command
10. Unified Command
11. Chain of Command and Unit of Command
12. Accountability
13. Dispatch/Deployment
14. Information and Intelligence Management

Characteristics of Effective EOCs

- **Define processes, procedures, guidelines and systems**

- **Acquire, analyze and act on information**

- **Anticipate change, remain flexible and adjust**

- **Maintain public confidence**

- **Build capacity (assessment, training, exercises, lessons-learned)**

FEMA

Common Points of EOC Failure

- **Communications Capacity**
- **Resource Management**
- **Depth of the EOC Organization** ←
- **Training and Exercising**
- **Integrating Situational Awareness**

Incident Command System (ICS) or ICS-like EOC Structure

- **Many EOCs use ICS structure**
- **Titles can be modified for the EOC functions**
- **ICS processes may be modified to fit an EOC**

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        │ PUBLIC INFORMATION│ │
        │     OFFICER       │ │
        └──────────────────┘ │
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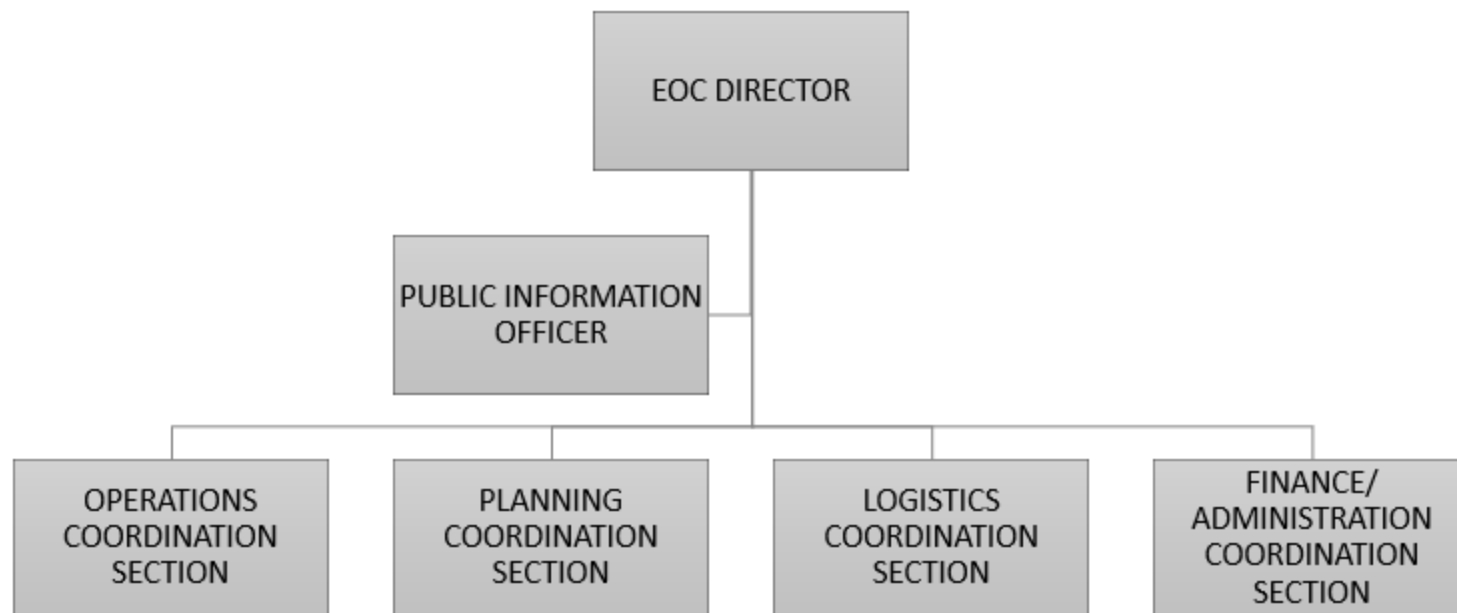
Using an ICS or ICS-like EOC Structure

- **Familiar structure**

- **Mirrors the organization of on-scene personnel**

- **Avoids the additional EOC training requirements beyond ICS**

- **Supports situations when EOC staff may provide tactical direction to an incident**

EOC DIRECTOR

PUBLIC INFORMATION OFFICER

OPERATIONS COORDINATION SECTION

PLANNING COORDINATION SECTION

LOGISTICS COORDINATION SECTION

FINANCE/ ADMINISTRATION COORDINATION SECTION
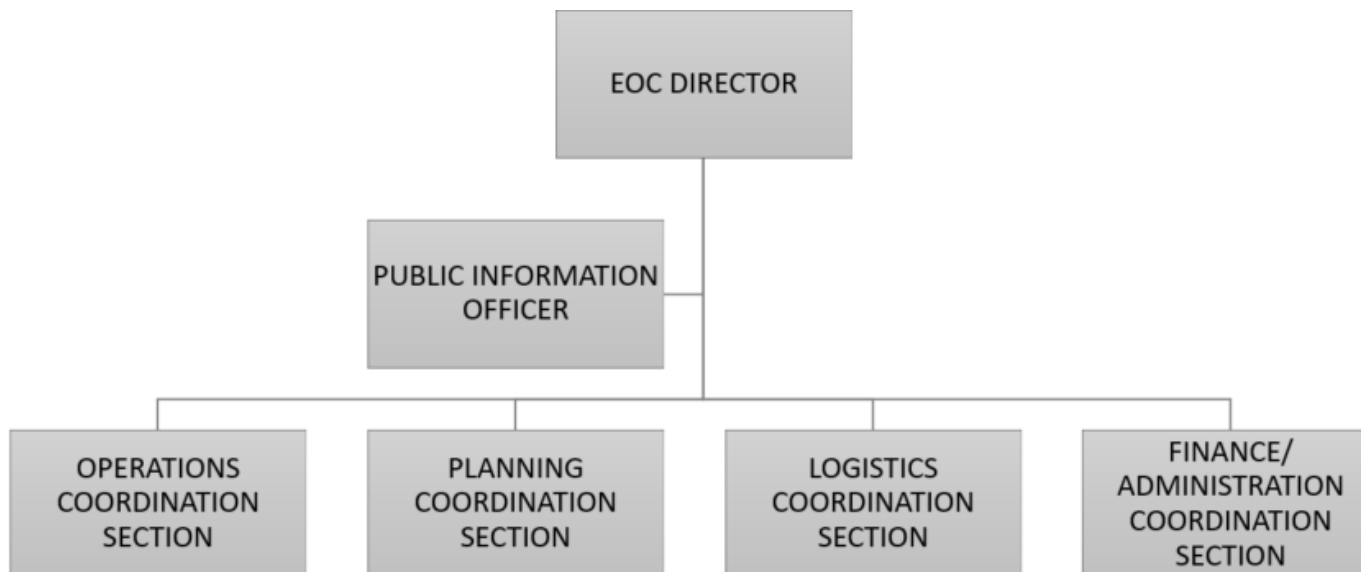
ICS or ICS-like EOC Staff Responsibilities: EOC Command Staff

- **Often called EOC Management Staff**
- **EOC Director**
- **Typically includes a PIO**
- **May include other staff**
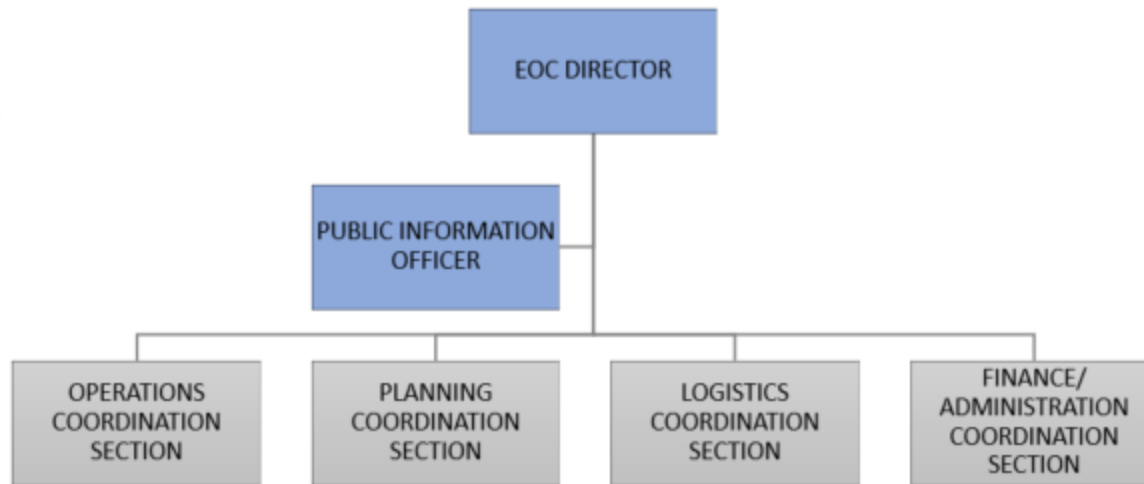
EOC Director

- A common position for an EOC.

- Is assisted by the EOC Staff.

- Typically responsible for guiding and overseeing the EOC staff and activities. However, responsibilities vary based on jurisdiction/ organization and EOC structure.

Operations Coordination Section

- **Primary EOC point of contact for on-scene response personnel**
- **Coordinate with incident personnel for unmet resource needs**
- **Ensure resources and operational support to achieve incident objectives**
- **May support operational activity directly from the EOC**
- **Can organize using Emergency Support Function or Recovery Support Function**
- **Can use traditional ICS-like Branches, Divisions/Groups and Units**
- **Can be organized by Department under Operations**

Planning Coordination Section

- **Manage situational awareness efforts:**
    - **Collect, analyze, and disseminate incident-related information.**
    - **Develop reports, briefings, and presentation products.**
- **Develop activation-related plans:**
    - **Facilitate planning process to achieve the EOC objectives.**
    - **Provide planning services for current and future needs.**
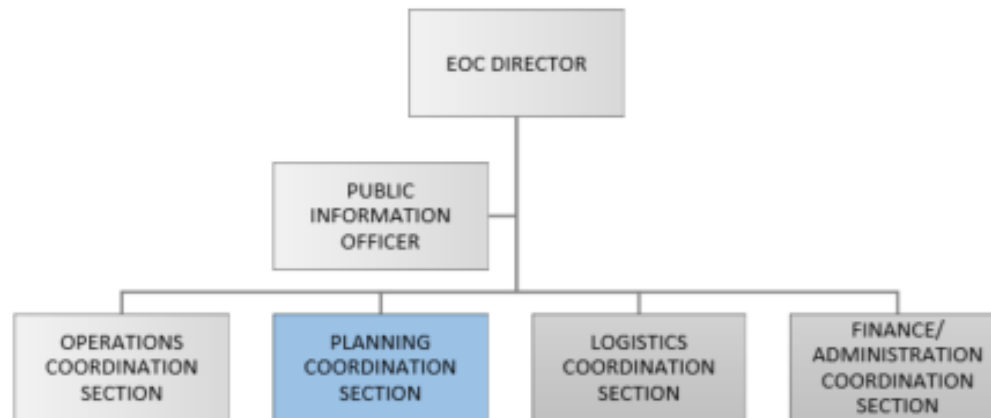
Logistics Coordination Section

- **Provide resource support to the incident**

- **Source and procure resources**

- **Provide resources and services to the EOC staff**

Resource Management in an ICS-like EOC

- **May adapt ICS resource management processes**

- **EOCs define how they coordinate and track resource ordering functions**

- **Logistics may focus on advanced resource ordering**

- **Operations may directly order departmental resources**

- **Operations may track incident resources**

Finance/Admin Coordination Section

- **Manage financial, administrative, and cost analysis**
- **Track expenditures for the EOC activation**
- **Maintain cost documentation for reimbursement**
- **Report costs to EOC leadership**
- **May provide admin support to other EOC sections**
- **May perform functions for Incident Command**

ICS Structure: Advantages/Disadvantages

- **What are a few advantages of the ICS Structure for an EOC?**

- **Disadvantages?**

ISM EOC Structure

- **Incident Support Model (ISM) EOC focused on:**

  - **Information**

  - **Planning**

  - **Resource support**

- **Situational Awareness becomes a Section (not under Planning)**

- **Combines several functions into a Resource Support Section**

Using an ISM EOC Structure

- **Focused on support functions**
- **Situational Awareness Section – work for the EOC Director**
- **Resources Support Section combines functions: Operations, Logistics, Comptroller/Purchasing**
- **Streamlines resource sourcing, ordering, and tracking**
- **Not organized to manage response/recovery efforts**
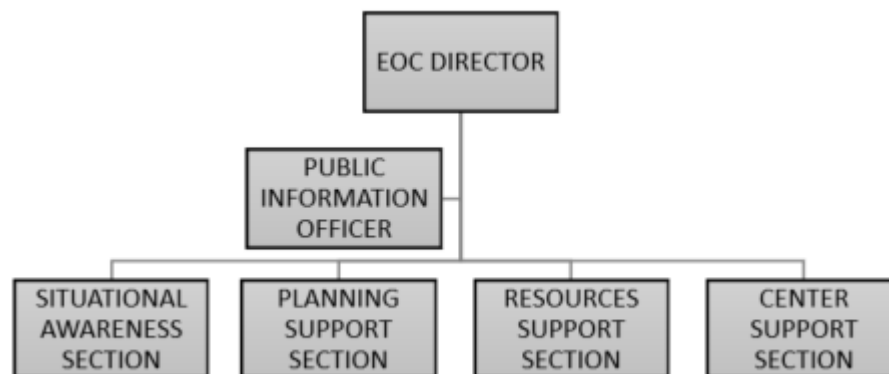
ISM EOC Staff Responsibilities: EOC Director and Director's Staff

- Set EOC tasks.

- Support development of policy direction.

- Ensure dissemination of public information.

- Typically includes a PIO.

- May include other staff.
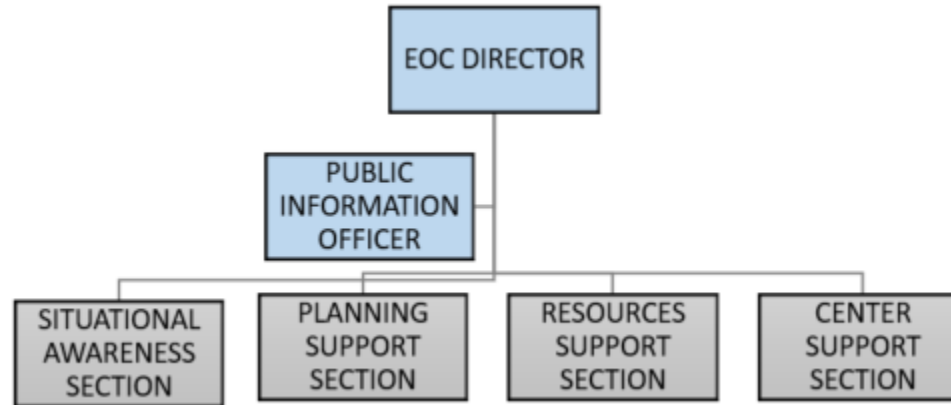
Situational Awareness Section

- **Report directly to the EOC Director**

- **Collect, analyze, and disseminate incident information**

- **Process requests for information**

- **Develop reports, briefings, and presentation products**

- **Support public messaging**
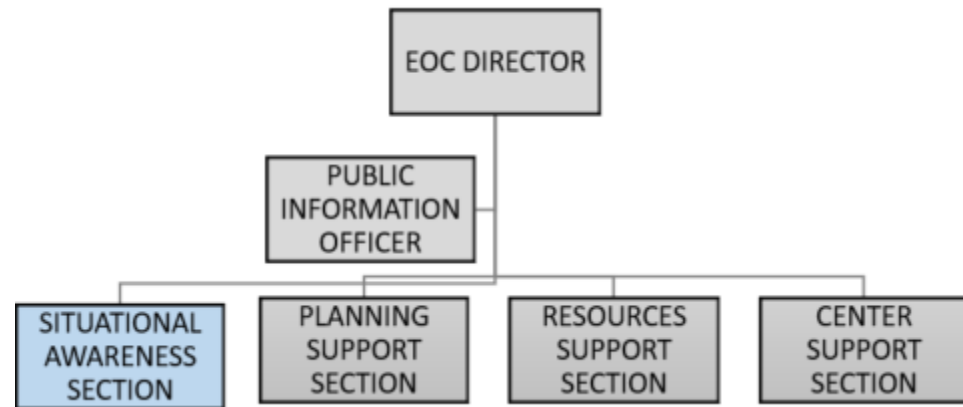
Planning Support Section

- **Current and future planning**
- **Assist in developing and executing goals**
- **Coordinate planning process to achieve objectives**
- **Foster unity of effort for organizations in the EOC**
- **Coordinate with Incident Command Planning Section**
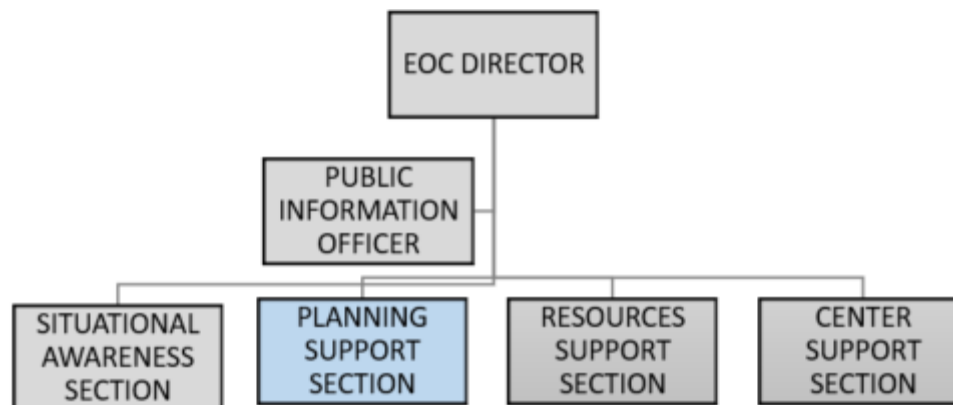
Resources Support Section

- **Combine Operations, Logistics, Comptroller/Purchasing functions**

- **Provide resources and operational support to Incident Command**

- **Source, request/order, and track all resources**

- **Organizational options include:**
  - **Department/agency**
  - **ESF/RSF**

EOC DIRECTOR

PUBLIC INFORMATION OFFICER

SITUATIONAL AWARENESS SECTION

PLANNING SUPPORT SECTION

RESOURCES SUPPORT SECTION
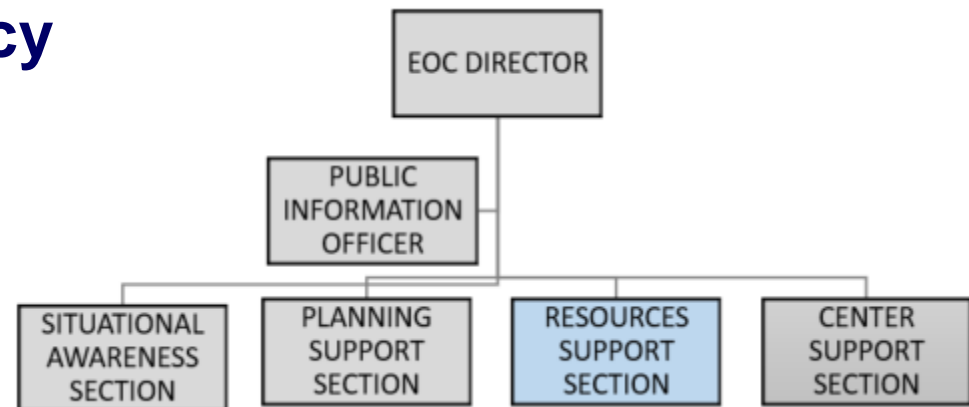
CENTER SUPPORT SECTION

Resource Management in an ISM EOC

- **One-stop shop for acquiring, deploying, and tracking resources and services**

- **ISM Resources Support Section combines:**

  - **Ordering resources**

  - **Tracking resources**

  - **Funding purchases/contract/leases**

  - **Reimbursement of expenses**

- **Organizational and functional representatives:**

  - **Resources**

  - **Expertise**

  - **Relationships**
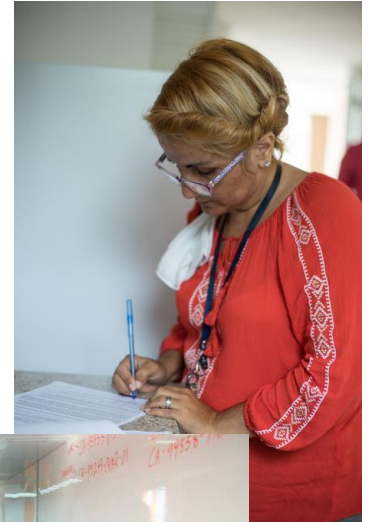
Center Support Section

- **EOC staff support:**
  - **Communications**
  - **Information technology**
  - **Administrative processes**
  - **General services**
  - **Staff support**
- **Support facilities**
  - **EOC**
  - **JIC**
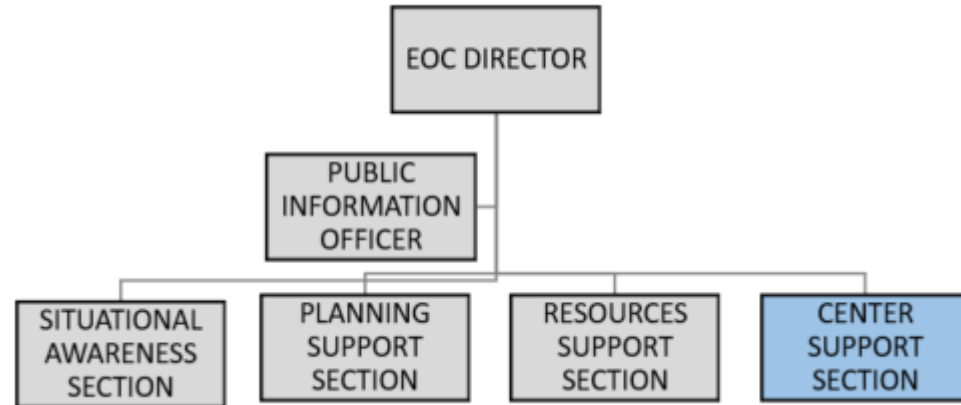
ISM Structure: Advantages/Disadvantages

- **What are a few advantages of the ISM Structure for an EOC?**

- **Disadvantages?**

Departmental EOC Structure

- **EOC uses day-to-day departmental/agency structure**
- **Emergency manager/ senior official coordinates EOC efforts among departments/ agencies**
- **Department/agency representatives function with little preparation or startup**
- **Can also use ESFs instead of departments**
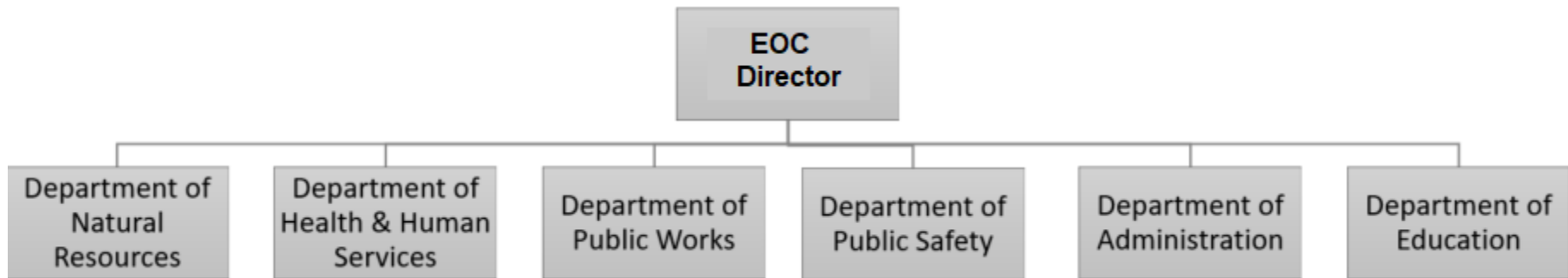
Using a Departmental EOC Structure

The Emergency Manager/ EOC director:

- **Directly facilitates EOC**
  - **Planning**
  - **Reporting**
  - **Requests**
- **May be responsible for EOC logistics**

Using a Departmental EOC Structure (Cont.)

Represented departments/ agencies:

- Have EOC roles and responsibilities based on those they normally perform

- Maintain their normal authorities, responsibilities, and relationships

- Bring their own resources, expertise and relationships to the EOC

- Make group decisions

- Achieve mutually agreed-upon objectives

Departmental EOC Similar to Unified Command

Similarities

- **Departments/ Agencies:**

  - **Deliver support within their normal authorities, responsibilities, and relationships**

  - **Develop mutually agreed-upon EOC objectives**

However…

- **The EOC Role is multiagency coordination to support IC/UC (not command)**

- **The EOC objectives coordinate IC/UC support.**

Roles and Responsibilities in a Departmental EOC
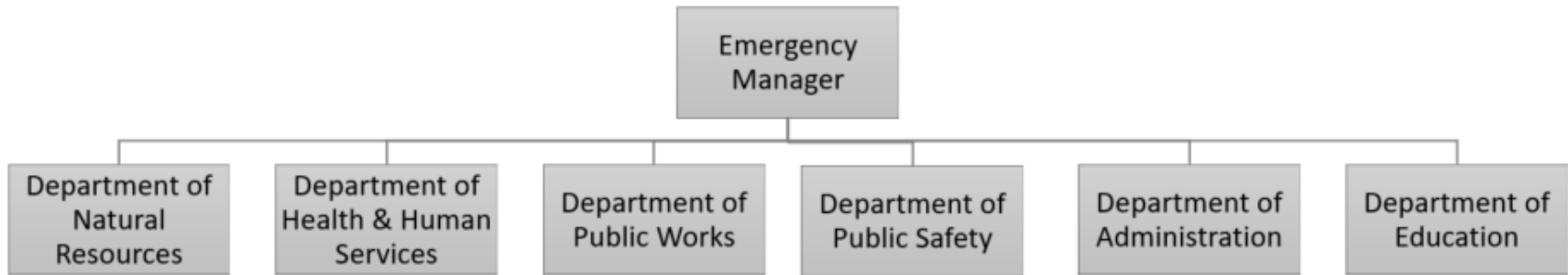
Departmental Structure: Advantages/Disadvantages

- **What are a few advantages of the Departmental Structure for an EOC?**

- **Disadvantages?**

ESF and RSF

What are Emergency Support Functions (ESF) and Recovery Support Functions (RSF)?

- **Used by the Federal Government to organize Response and Recovery resources and capabilities**
- **Groups agencies or departments that perform similar functions**
- **Provides improved coordination and unity of effort**
- **Adopted by some EOCs**

ESFs/RSFs and EOCs

ESF model for EOC organization is more common:

- In the federal Government

- At the State level

- In some within some large jurisdictions with multiple departments or agencies that have potentially overlapping emergency responsibilities

Emergency Support Functions

1. Transportation
2. Communications
3. Public Works and Engineering
4. Firefighting
5. Information and Planning
6. Mass Care, Emergency Assistance, Temporary Housing, and Human Services
7. Logistics
8. Public Health and Medical Services
9. Search and Rescue
10. Oil and Hazardous Materials Response
11. Agriculture and Natural Resources
12. Energy
13. Public Safety and Security
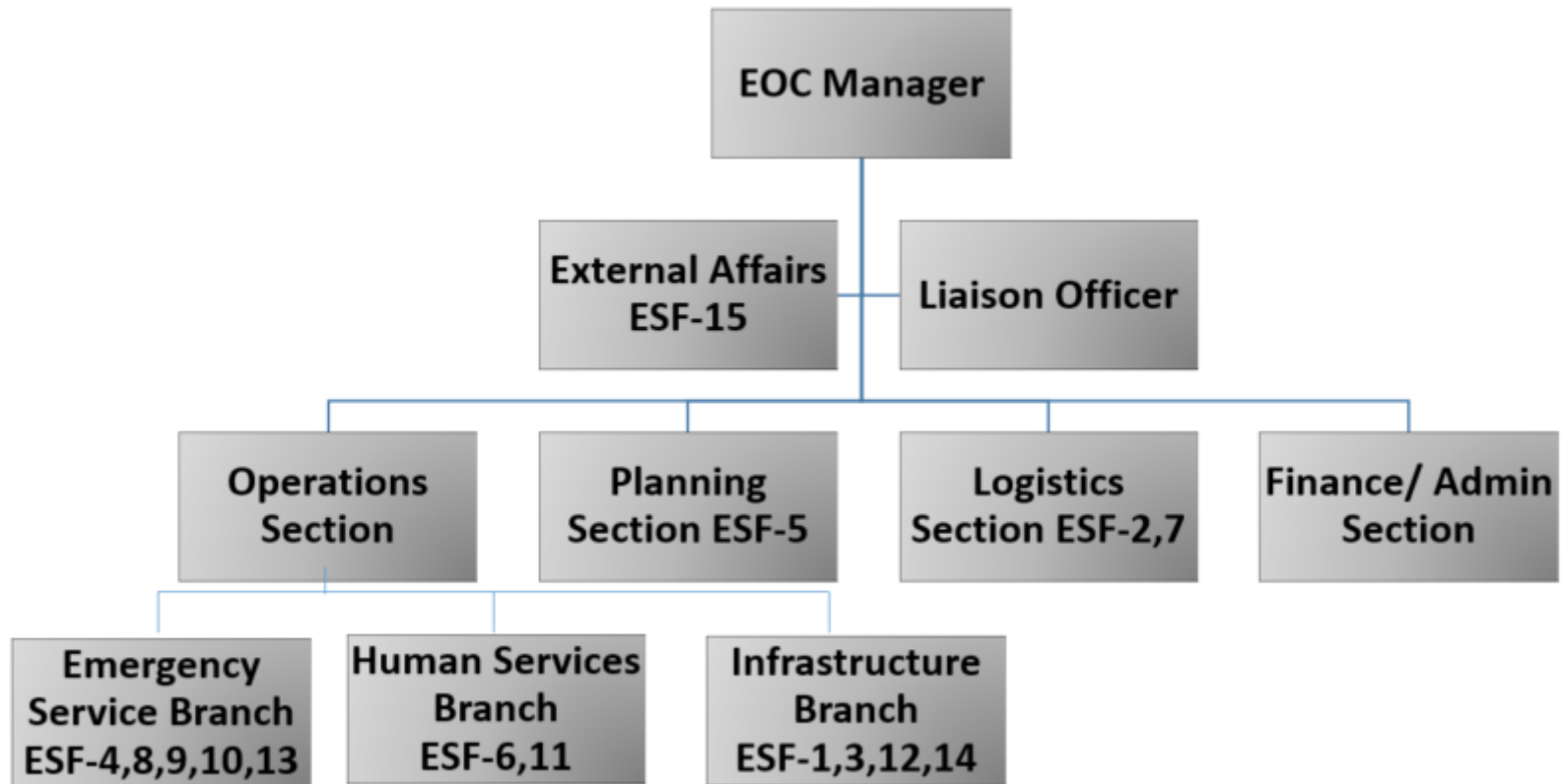14. *Superseded by National Disaster Recovery Framework*
15. External Affairs

Recovery Support Functions

1. Community Planning and Capacity Building
2. Economic Recovery
3. Health and Social Services
4. Housing
5. Infrastructure Systems
6. Natural and Cultural Resources

Organizational Example: EOC Using ESFs

EOC Manager

External Affairs ESF-15

Liaison Officer

Operations Section

Planning Section ESF-5

Logistics Section ESF-2,7

Finance/ Admin Section

Emergency Service Branch ESF-4,8,9,10,13

Human Services Branch ESF-6,11

Infrastructure Branch ESF-1,3,12,14

Using ESF/RSF: Advantages/Disadvantages

- **What are a few advantages of using ESFs and RSFs in an EOC?**

- **Disadvantages?**

EOC Skillsets

- **There is no single NIMS organizational model for EOCs.**
- **EOC leaders determine EOC structure.**
- **EOCs normally perform common functions.**
- **There are common EOC Skillsets.**

EOC Skillsets' Concept

- **Designed to support EOC personnel qualifications.**

    - **Assigned to EOC positions.**

    - **Combine in multiple ways to create a wide variety of positions.**

- **Can be used to build position checklists**

- **Clarify requirements for EOC mutual aid requests.**

- **Can be used in EOC Organizational Design**

EOC Skillsets

1. Coordination and Individual Contribution
2. Leadership
3. Policy and Direction
4. Action Tracking
5. Center Management
6. Document and Records Management
7. EOC Facility Management
8. Finance
9. Legal Counseling
10. Organizational Representation
11. Performance Improvement
12. Planning
13. Public Affairs Coordination
14. Recovery Coordination
15. Resource Ordering and Acquiring
16. Resource Sourcing
17. Resource Tracking
18. Safety Advising
19. Situational Awareness
20. Understanding the Resource Requirement

Level of Responsibility Skillsets

Level of Responsibility Skillsets determine "Where" a position falls in the EOC Structure

1. Coordination and Individual Contribution (common for all)
2. Leadership (supervisors)
3. Policy and Direction (MAC Group)

EOC Function Skillsets

Function Skillsets determine "What" an EOC position will do

4. Action Tracking
5. Center Management
6. Document and Records Management
7. EOC Facility Management
8. Finance
9. Legal Counseling
10. Organizational Representation

11. Performance Improvement
12. Planning
13. Public Affairs Coordination
14. Recovery Coordination
15. Resource Ordering and Acquiring
16. Resource Sourcing
17. Resource Tracking
18. Safety Advising
19. Situational Awareness
20. Understanding the Resource Requirement

EOC Skillset Template

Emergency Operations Center (EOC) Skillset: Resource Sourcing

Task Categories:
Understand potential sources
Develop, evaluate, and implement courses of action for resource fulfillment

Task Category: **Understand potential sources**

TASKS	CODE	EVALUATION RECORD #	EVALUATOR INITIALS AND DATE
1. Demonstrate awareness of resource sources: • For various disciplines • Regional, state, local, tribal, territorial, Federal, private sector, and nongovernmental organization (NGO) sources • Preapproved vendors and on-call contracts	E, F, I, T		
2. Coordinate with resource acquisition personnel from other organizations to identify potential resources and gain better understanding of sourcing mechanisms.	E, F, I		
3. Prioritize the allocation of scarce resources.	E, F, I		
4. Demonstrate awareness of incident-specific fiscal and resource constraints.	E, F, I, T		

Activity 3.1:
EOC Skillsets

Allotted Time: 45 minutes

Choosing an EOC Organizational Structure

Before developing or restructuring an EOC consider:

- Risks/ Threats/ Hazards the community faces
- Capabilities of the community
- Other community-specific considerations
- EOC organizational structure options.

# Designing EOC Structure and Staffing

1. **Evaluate EOC requirements**
2. **Analyze capacity of available EOC resources**
3. **Determine EOC organizational structure**
4. **Consider alignment of Skillsets to organizational structure**
5. **Align EOC staffing**

Requirements

Resources

Structure

Skillsets

Staffing
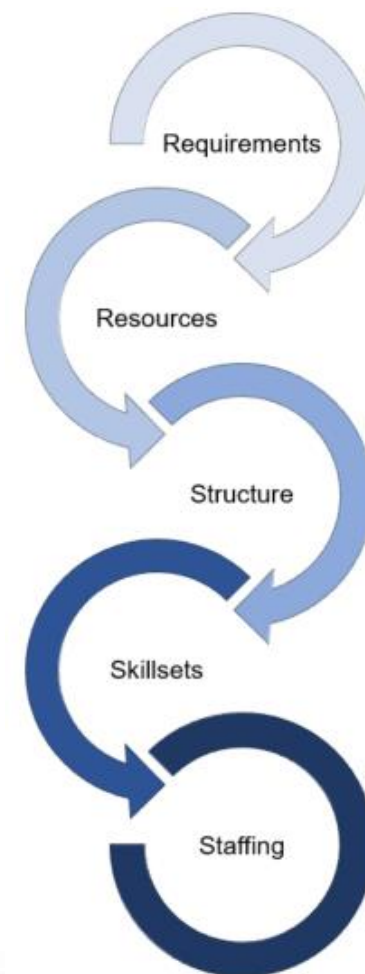
Evaluate EOC Requirements

- **Incidents the EOC will support**

- **Laws, Regulations and Policy**

- **Jurisdiction's EOC approach**

- **Defined EOC role, authority, and function**

- **Structure of other EOCs interacted with**
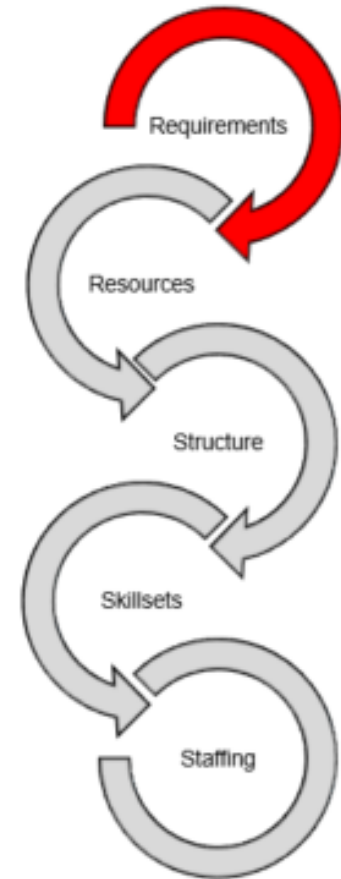
EOC Risks and Capabilities

- **Understand the Risk: Threats and Hazards**

- **Identify Response and Recovery capabilities needed**

- **EOC structured/ sized to meet the needs of Incident Command**

  - **Size and complexity of the anticipated incident**

 - **Size of the Incident Command organization**

Delegations of Authority

- **EOCs delegations of authority from:**
  - **Jurisdictional codes**
  - **Ordinances**
  - **Statutes**
- **EOC leaders must know their authorities and/or limitations**

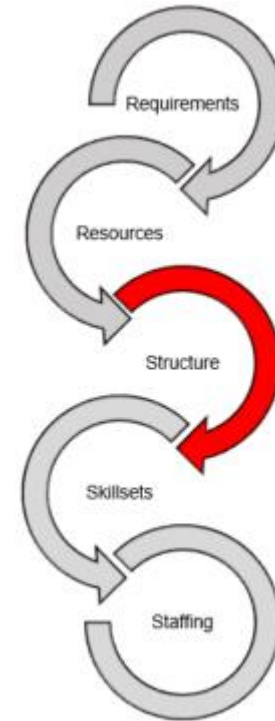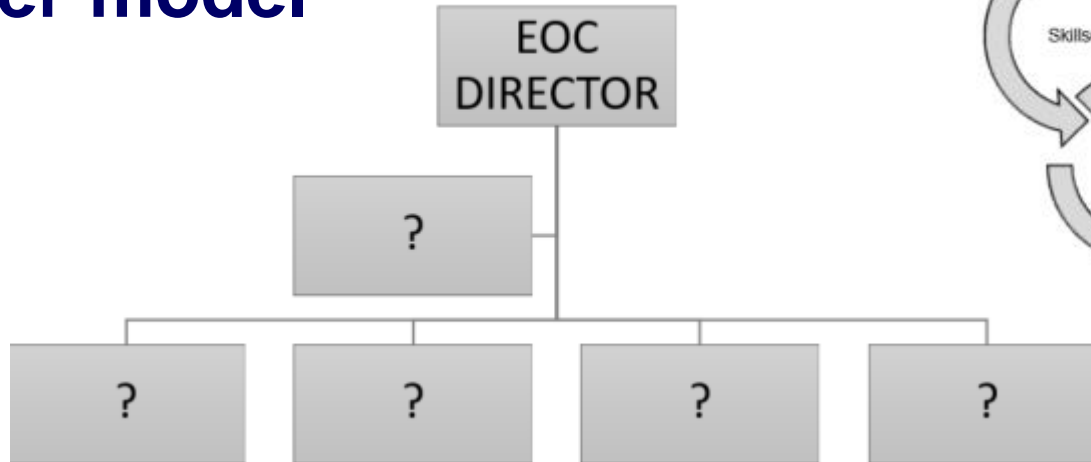# Analyze Capacity of Available EOC Resources

- **Available EOC Staffing**

- **Facilities**

- **Equipment**

- **Funding**

Requirements

Resources

Structure

Skillsets

Staffing
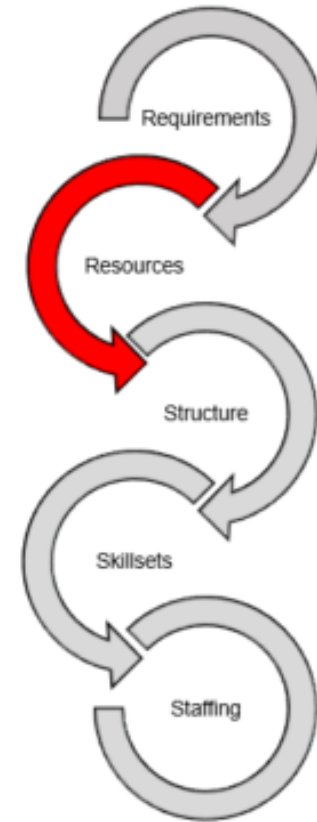
Determine Approach for EOC Organizational Structure

- **ICS or ICS-like**

- **ISM**

- **Departmental**

- **Incorporate ESF/ RSF**

- **Another model**

Effective EOC Design

Tools/references to assist jurisdictions in designing an effective organizational structure:

- The jurisdictions EOP
- EOC Operations Guide from a similar jurisdiction
- Review past activations lessons learned
- EOC Skillsets

Consider Alignment of Skillsets Within the Organizational Structure

- **Define what EOC tasks are performed where**

- **Assign Skillsets within the EOC Structure**

For example:

- **Planning Skillset may be in the Planning Coordination Section in an ICS-Like EOC**

- **Situational Awareness Skillset may be in the Situational Awareness section in an ISM EOC**

- **Finance Skillset may be in the Department of Administration in a Departmental EOC**

Requirements

Resources
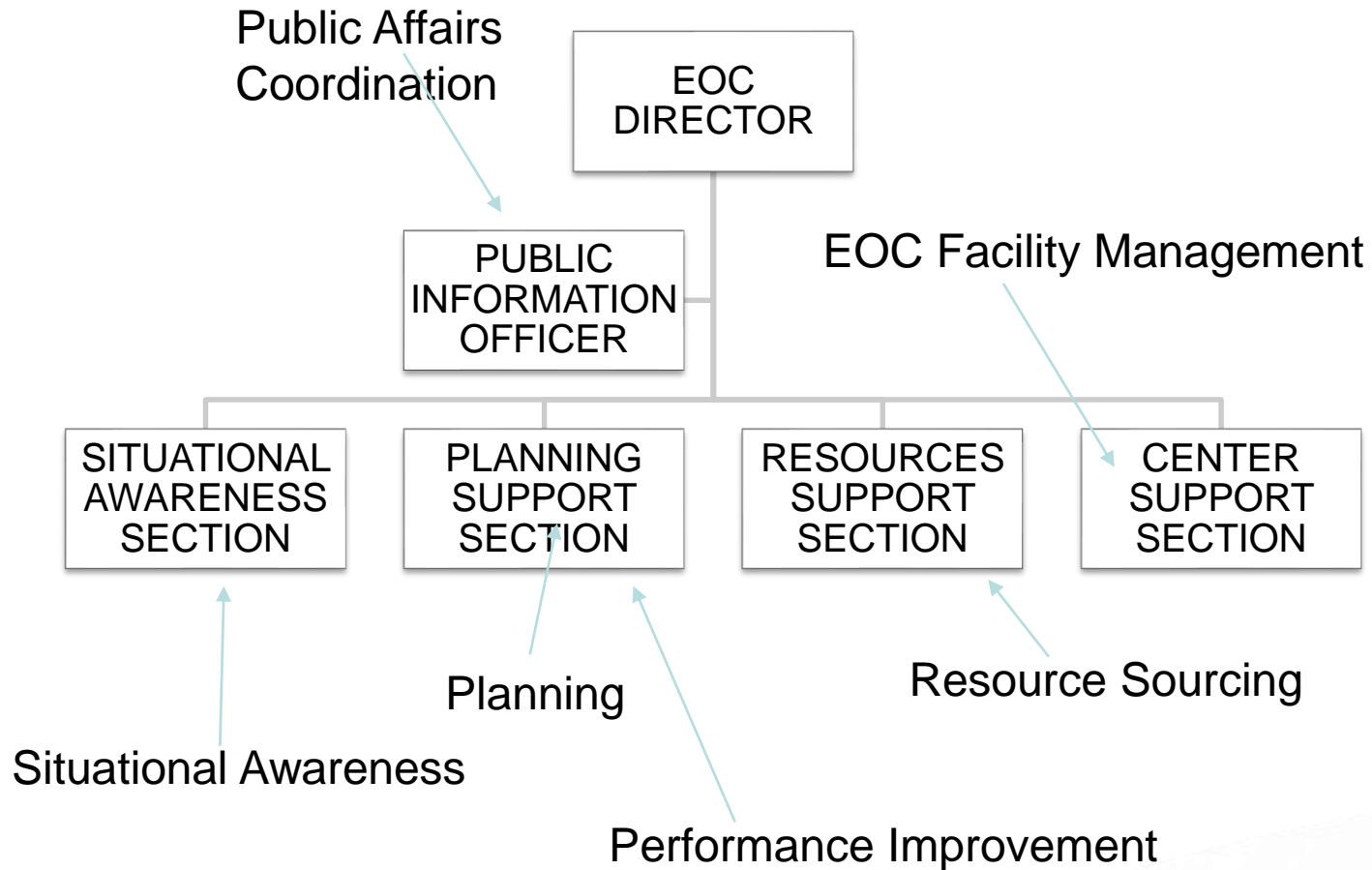
Structure

Skillsets

Staffing
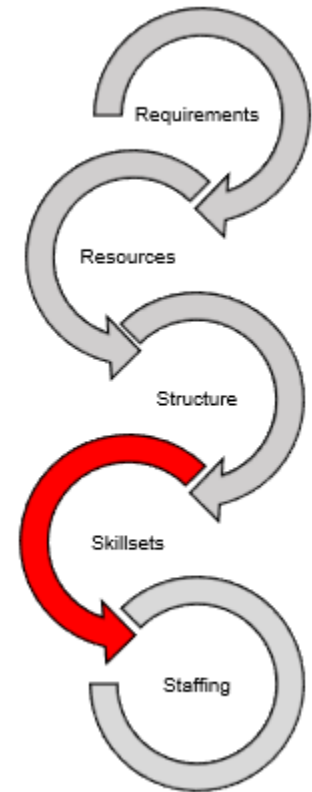
Aligning EOC Skillsets

Remember, Skillsets may be aligned and staffed in a variety of ways:

- An individual assigned to deliver multiple Skillsets

- An individual assigned to deliver a single Skillset

- A team under a common leader assigned to deliver a single Skillset

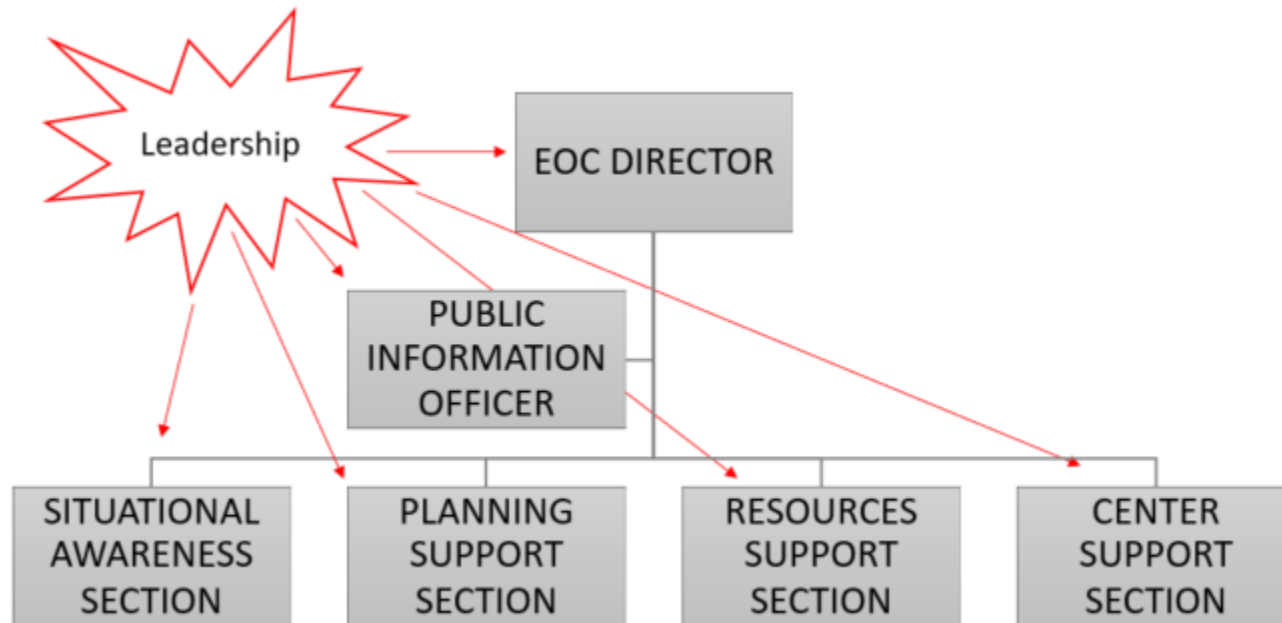- A team under a common leader assigned to deliver a multiple Skillsets

Align EOC Skillsets

Public Affairs Coordination

EOC DIRECTOR

EOC Facility Management

PUBLIC INFORMATION OFFICER

SITUATIONAL AWARENESS SECTION

PLANNING SUPPORT SECTION

RESOURCES SUPPORT SECTION

CENTER SUPPORT SECTION

Planning

Resource Sourcing

Situational Awareness

Performance Improvement

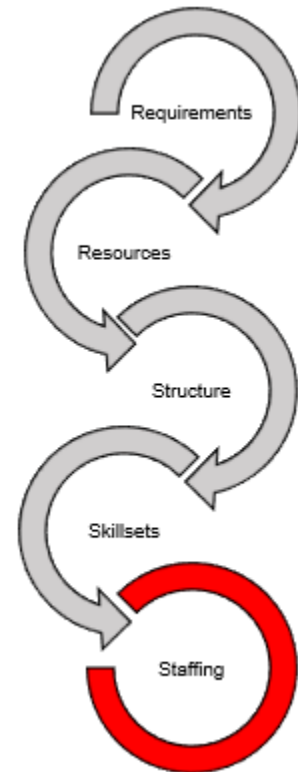FEMA

Align EOC Skillsets: Leadership

Align EOC Staffing

Considerations:

- **Limited available EOC personnel**

- **Varied skill, training and experience level**

- **Skillset staffing levels will vary**

- **Manageable span of control for leaders**

Requirements

Resources

Structure

Skillsets

Staffing

EOC Staffing Example

EOC Director
- Leadership
- Center Management

- Public Information

Operations
- Documents and Records Management
- Understanding the Resource Requirements
- Resource Tracking

Planning
- Leadership
- Planning

Logistics
- Leadership
- Resources Ordering and Acquiring

- Finance
- Legal Counseling

- Planning
- Recovery Coordination

- Situational Awareness
- Performance Improvement

- Organizational Representation
- Resource Sourcing

- EOC Facility Management

Activity 3.2:
Evaluate EOC Models

Allotted Time: 45 minutes

EOC Staffing

- **Skillsets and Position Qualification**
- **Staffing Considerations**

Ensuring Qualified Staff

- **Develop position descriptions**
- **Assign PTBs**
- **Follow a qualification and certification process**
- **Ensure that external staff are also qualified and certified**
- **Provide training opportunities for common tasks**
- **Use exercises and operations to identify additional training needs**

Using EOC Skillsets

- **Position Specific PTBs**
- **Position Checklists**
- **Mutual Aid Requests**
- **Organizational Design**

Skillset

Skillset

Coordination and Individual Contribution

Evaluation Sheet(s)
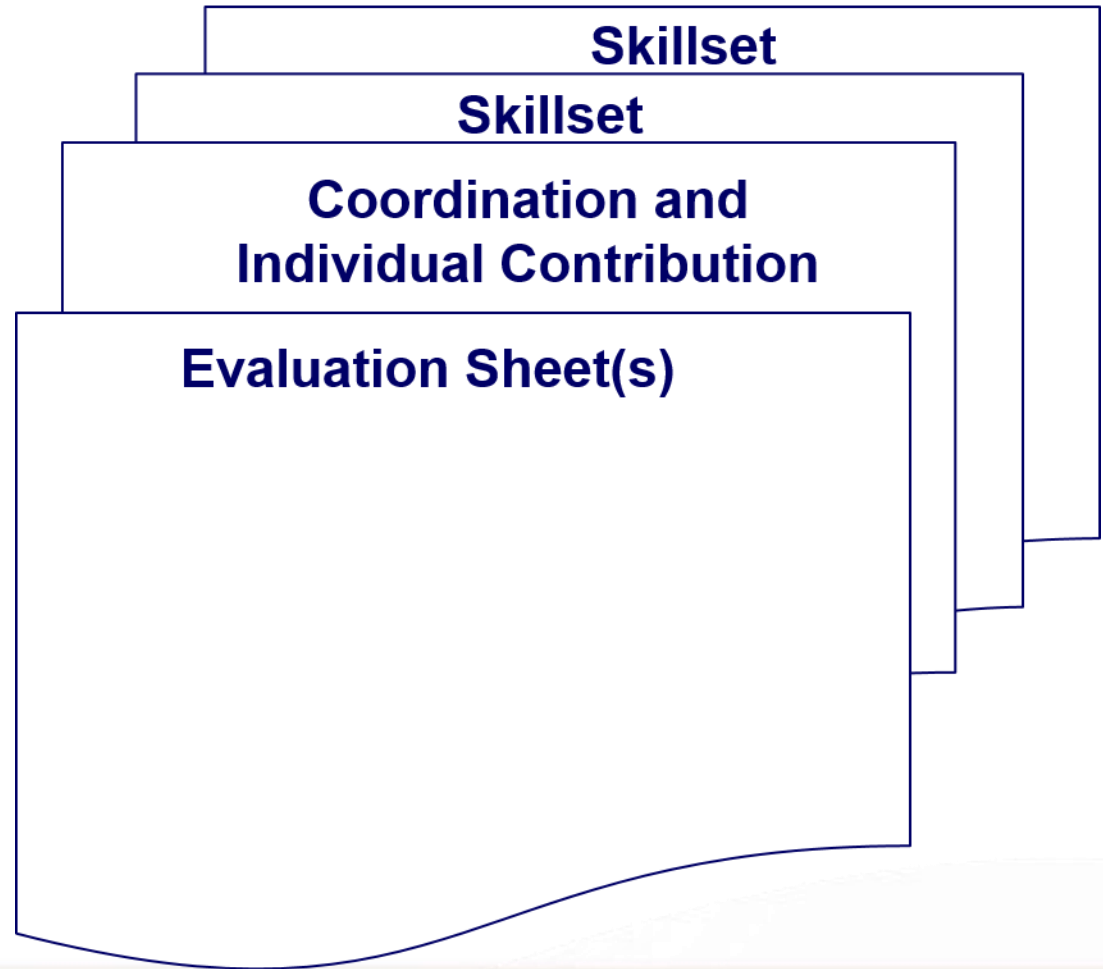
Using EOC PTBs to Qualify Personnel

- **PTB created for EOC Positions based on:**
  - **EOC Skillsets**
  - **Additional tasks defined by the jurisdiction**
- **Assign EOC personnel a PTB for EOC position**
- **Evaluate and sign off completion of PTB tasks**
- **Submit completed PTB for qualification review**

EOC Staff: Finding the Right Fit

- **Knowledge of the position's competencies, behaviors, and tasks**

- **Training/experience in performing the tasks**

- **Ability to:**

  - **Find additional subject-matter experts**

  - **Work under pressure**

  - **Interact effectively**

  - **Understand delegated authority and limitations**

Sources of EOC Staff

- **Permanent EOC employees**
- **Jurisdictional employees**
- **Volunteer Organizations**
- **Retired or Inactive Professionals**
- **Interested, trained and trusted volunteers**
- **Individuals with institutional memory**

EOC Staffing: Additional Concerns

EOCs staffing issues:

- **Support Staff for extended operations**

- **Alternate Staff for illness/ staff turn-over**

- **Training and Cross Training**

- **Stress and Exhaustion**

Training and Exercises (T&E)

T&E play a vital role in national preparedness by enabling whole community stakeholders to develop, test and validate capabilities, and identify both capability gaps and areas for improvement.
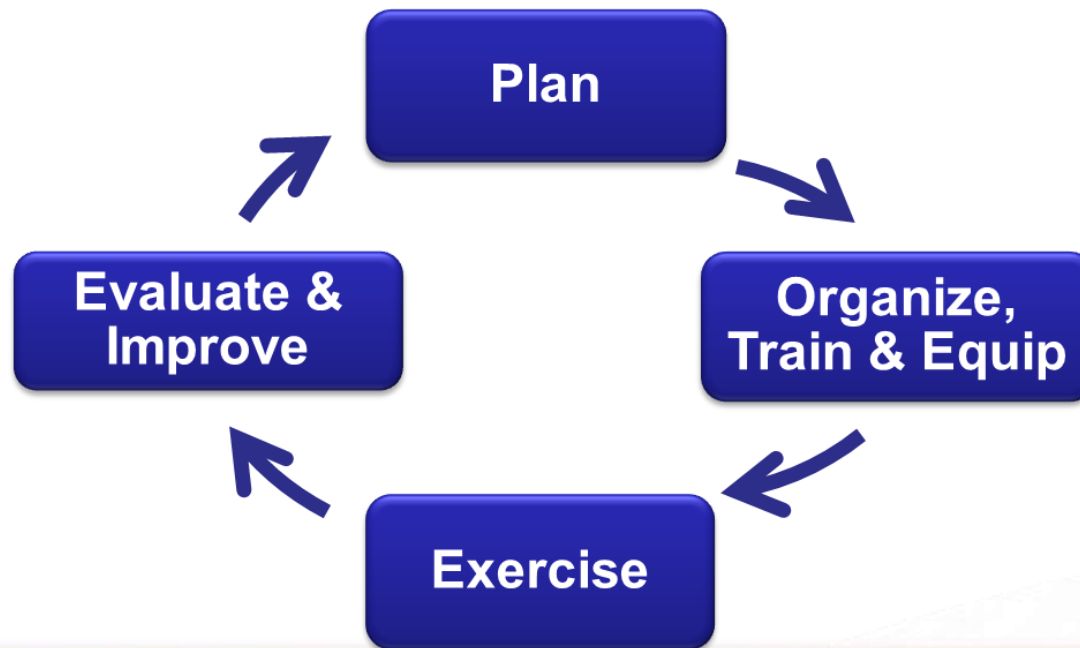
Training & Exercise = Incident Success

- **Training and exercising essential to successful incident response.**

- **EOCs build capability through a continuous cycle of:**

Training

Training is instruction in core competencies and skills.

- **Training provides the tools needed to:**

- **Accomplish a goal.**

- **Meet program requirements.**

- **Acquire a specific capability.**

Handout 3-6: Training Job Aid

Exercises

- **Allow EOC staff to train for, assess, practice, and improve performance in a risk-free environment.**

- **Enable identification of areas that require additional training, planning or resources**

Handout 3-7: Exercise Job Aid

Jurisdictional T&E Plans

- **Plans to develop and maintain capabilities such as EOC Staff**

- **Roadmap to build the capabilities needed to meet identified risks.**

- **Include required training for specific personnel to serve in defined positions.**

- **Resources for developing jurisdictional T&E plans:**
    - **NIMS Training Program**
    - **NQS guides**
    - **Homeland Security Exercise and Evaluation Program (HSEEP)**

An Effective T&E Program

- **Provides training in the appropriate functional areas of mission readiness.**

- **Provides opportunities to acquire and apply the skills and knowledge needed for EOC operations.**

- **Encourages career improvement.**

- **Promotes team building.**

- **Builds EOC confidence.**

- **Assists in developing community resilience.**

Final Note: Stress and Exhaustion

- **EOC operations can place tremendous stress on staff and leadership.**

- **Tension is inherent in the EOC environment after a certain (and unpredictable) period of time.**

- **Be aware of the signs of stress and exhaustion**

- **Be proactive in taking steps to manage staff stress**
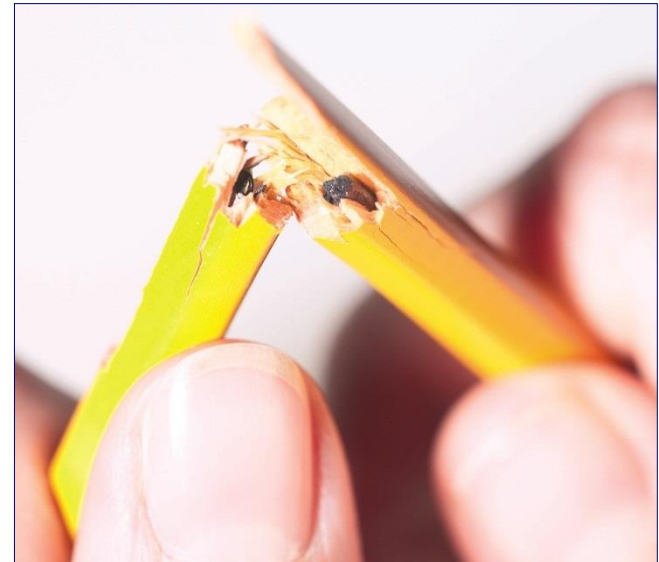
Objectives Review

1. What are the common EOC organizational structures?

2. What are the 20 NQS EOC Skillsets?

3. Choose a common EOC structure and explain an advantage of using it. What is a disadvantage?

4. What are the factors to consider when structuring and staffing an EOC?

5. How do training and exercises support EOC operations?