

Cooperative **Support**
Continuity **Sustainability**
Intelligent **Collaborative**
Social capital
Information **Community** **Solutions**
Coordination
Incident ~~**Command**~~ **System**

ICS Coordination Support For Eugene Neighborhoods Using
The FEMA Whole Community Approach

Org structure for preparedness groups

- ✓ ~~Adopt~~ Adapt ICS
- ✓ Flip the org chart
 - ...to emphasize the primacy of:
- ✓ Small self-managed teams
- ✓ Manage by objectives (standard ICS)
 - Plan, measure, review
- ✓ Regular all-hands meetings to communicate project status
 - (More effort towards project outcomes than redefining an org)
- ✓ Standing support team
 - Liaison(s), documentation, public information, continuity of organization

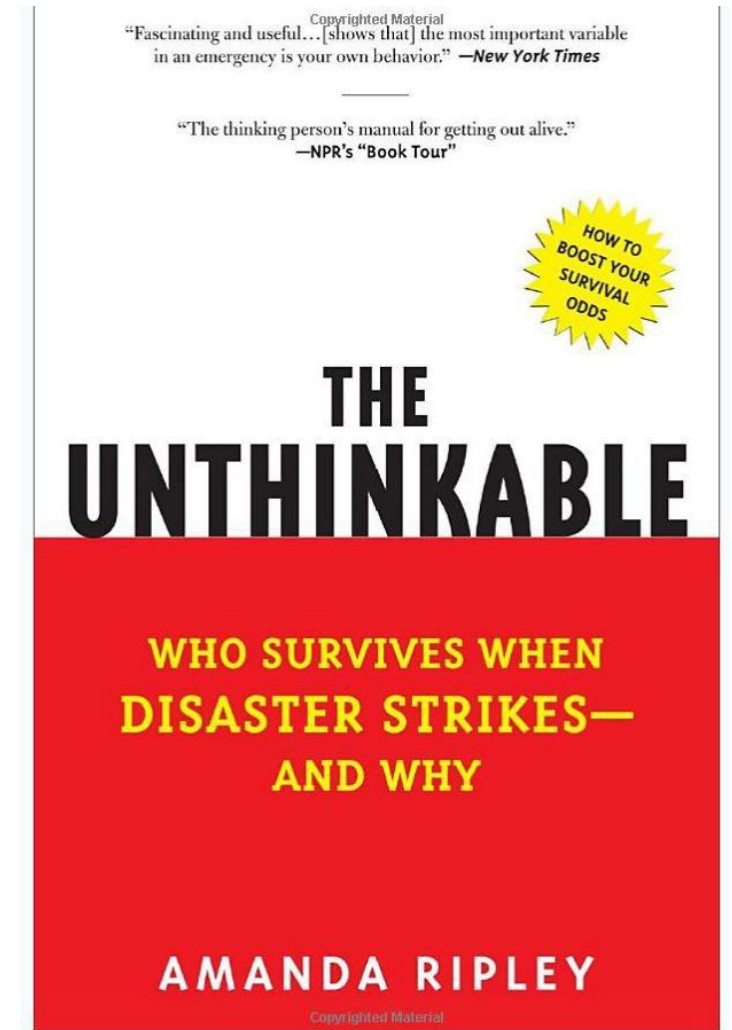
What unique **value** (service)
do we **add** (provide)
for our **Whole Community?**

we = a neighborhood disaster preparedness committee

In most major disasters, the people who will save you will **not** be wearing badges.

They will be your neighbors and coworkers.

- *Amanda Ripley*



We are a part of the NRF

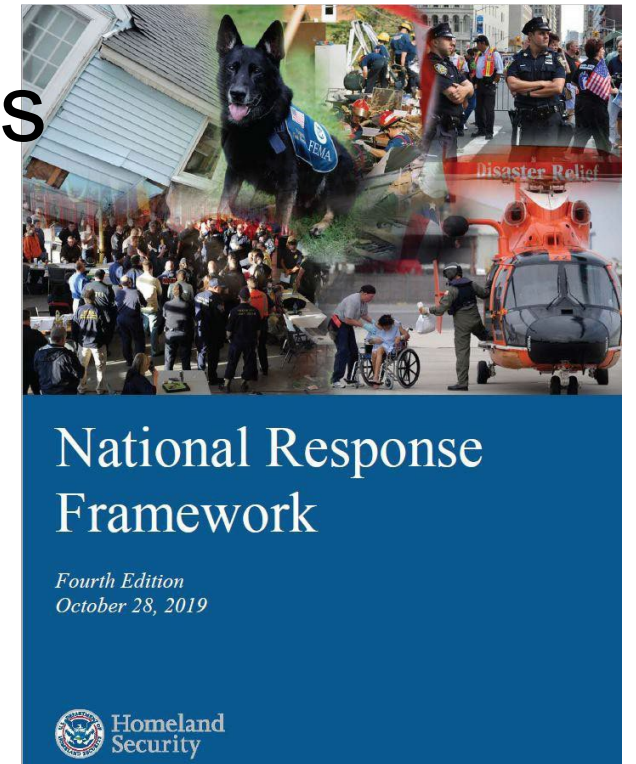
- National Response Framework
- City Disaster Preparedness Programs

Map Your Neighborhood

Community Emergency Response Team

Firewise Communities

Fire-Adapted Communities



NRF: 'Whole Community' approach

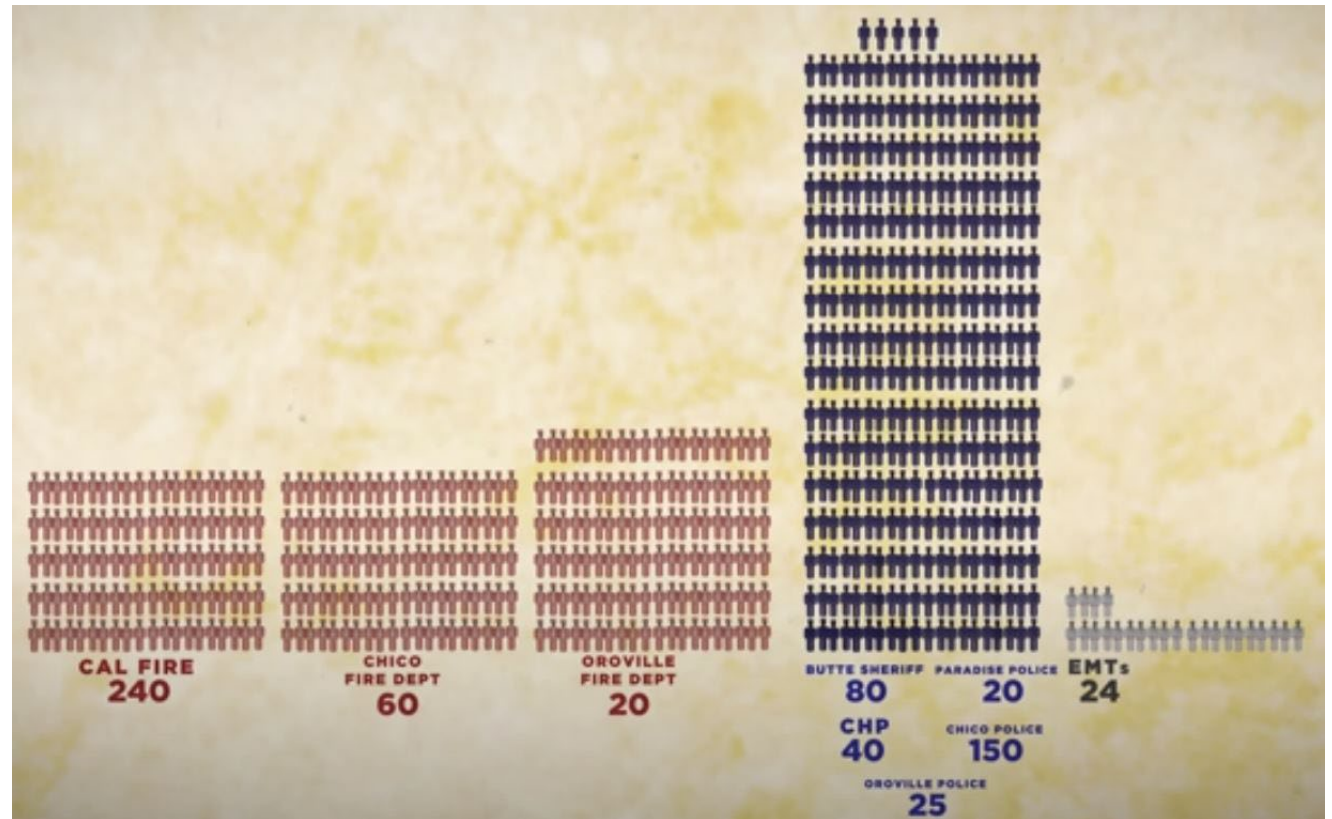
Government resources alone cannot meet the needs of those affected by major disasters.

All elements of the community must be activated, engaged, and integrated to respond to a major or catastrophic incident.

- Children
- Older adults
- Individuals with disabilities and others with access and functional needs
- Those from religiously, racially, and ethnically diverse backgrounds
- People with limited English proficiency
- Owners of animals, including household pets and service and assistance animals

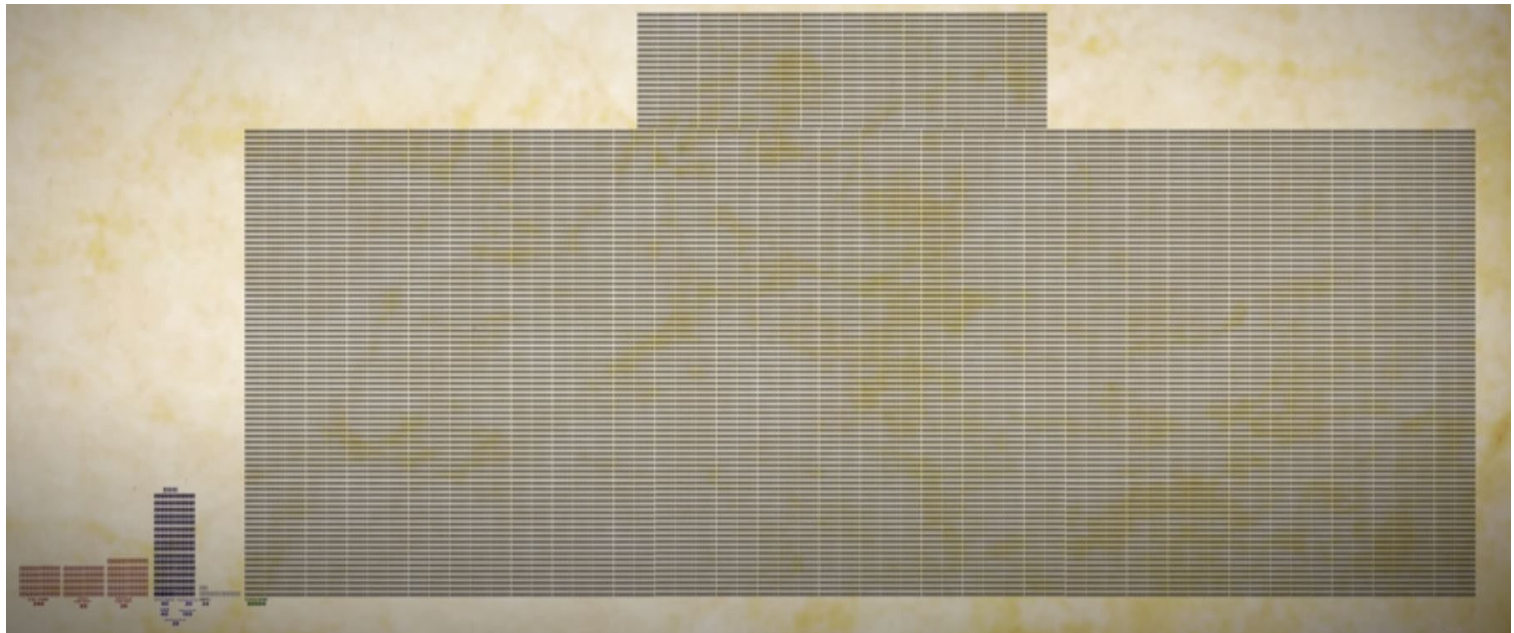
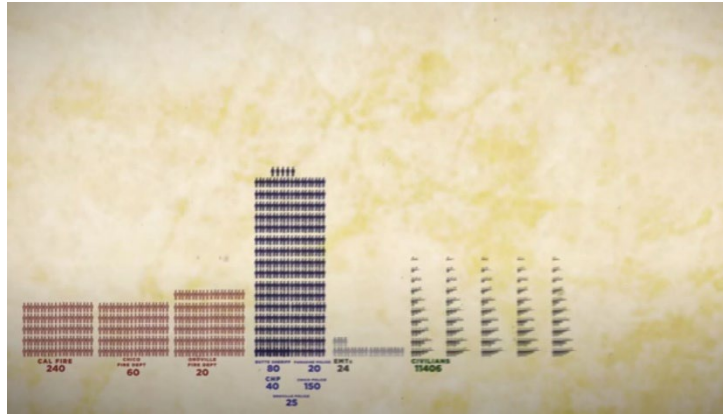
A High and Terrible Price – Chris Smith

Let's say a disaster hits the Paradise Ridge. Then let's assume every Cal Fire engine and crew rush in to help, along with everyone from the Sheriff's Department. Then let's add the 20 personnel from the Paradise Police and a dozen ambulance crews and every CHP officer in the county. Now let's call out every fire engine in nearby Chico and Oroville and everyone in the Chico and Oroville police departments. Being generous, that's a thousand people.



The Camp Fire – Paradise, California

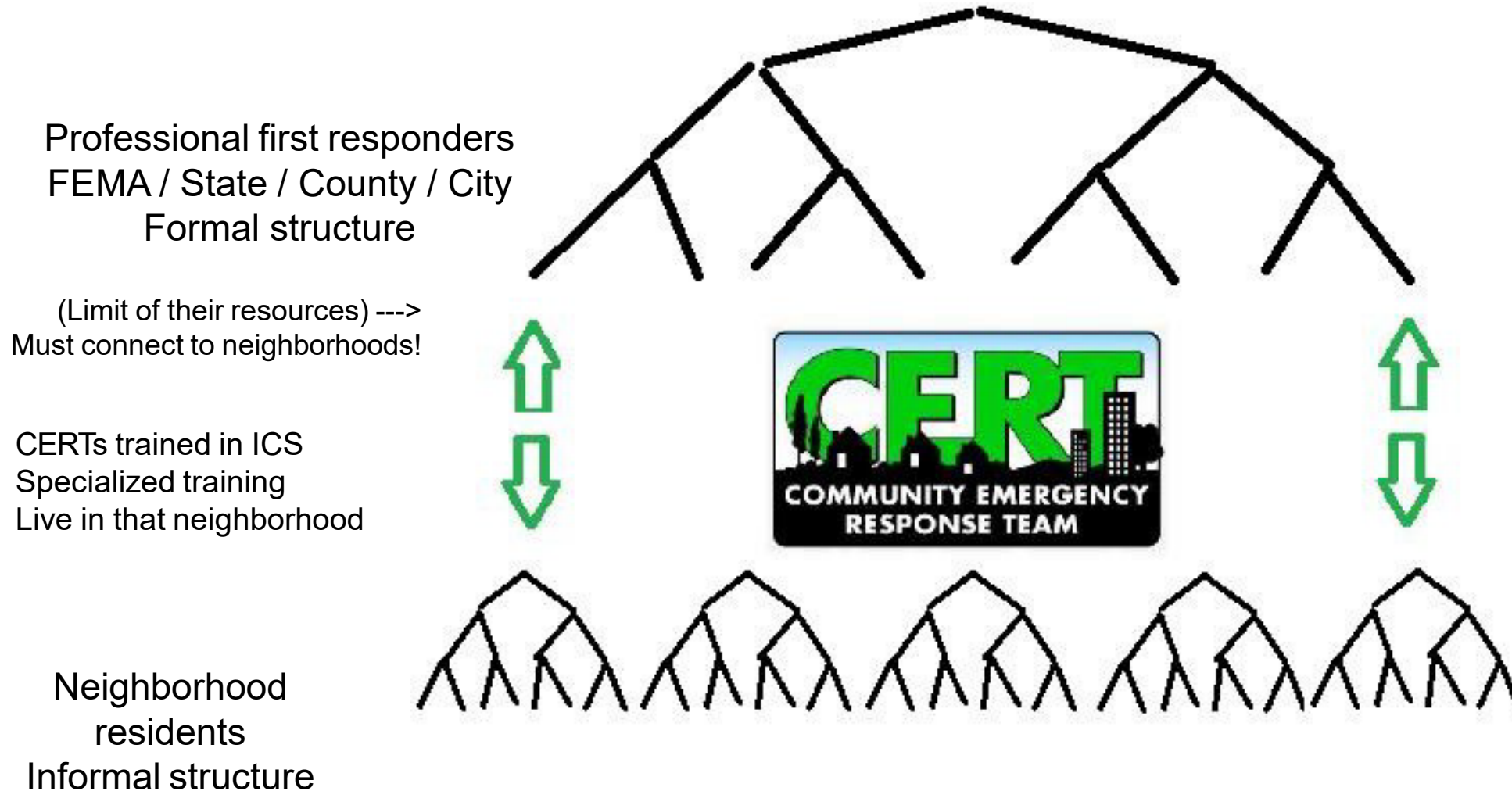
On the day of the Camp Fire, over 52,000 people lived on the Paradise Ridge. Even with every single first responder in the county working at the top of their proficiency, there are tens of thousands who will need to self-evacuate without the aid of anyone. This is not because government cuts corners on disaster preparedness. It's not because first responders are not willing to risk their lives to save the day. It's because there are far more people than any town, city or county can handle.



National Response Framework on neighbors:

- “During a disaster, those closest to the impacted areas—**individuals, families, neighbors**, businesses, and emergency responders comprising the community—are the first ones active in response.”
- “Local partners know their community’s needs, capabilities, and resources best and are positioned to have the most effective impact in the aftermath of an incident.”
- “The needs of the whole community must be incorporated into response planning and delivery. The potential contributions of all individuals toward delivering core capabilities... should be incorporated into planning efforts.”
- “*The National Response Framework is always in effect, and elements can be implemented at any level at any time.*”

Our value: Response, Communication, ...



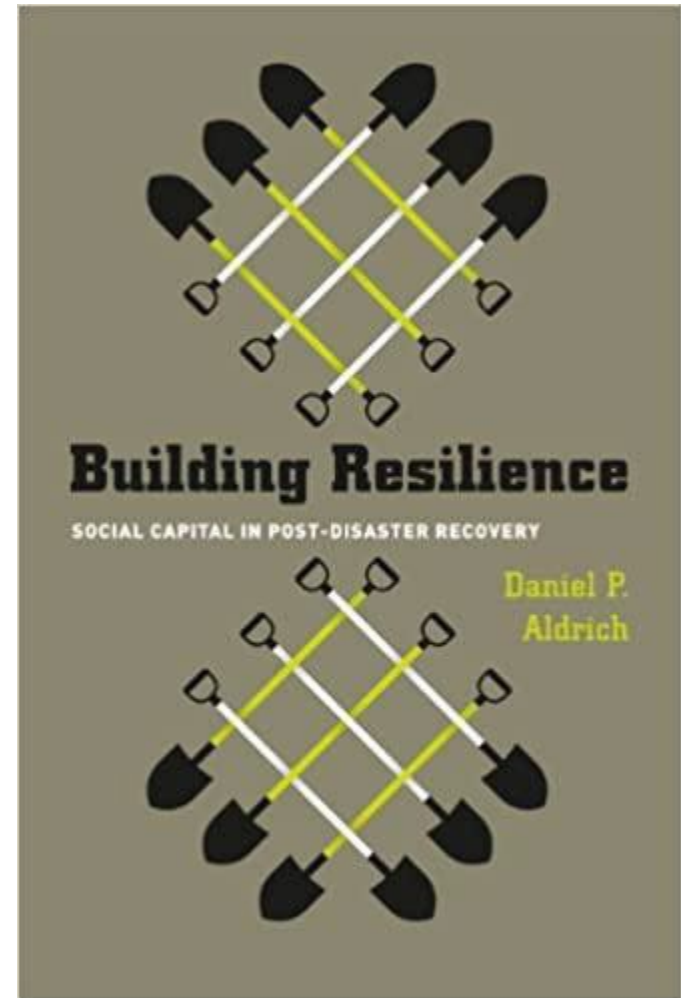
Kevin Holman, City of Eugene: "CERTs are a resource to the neighborhood."

Our value: Response, Communication, **Recovery**

Government of India surveyors expected to find chaos and confusion in the days after the 2004 Indian Ocean tsunami. But in some fishing villages in Tamil Nadu:

“...they were surprised to find representatives waiting with organized lists of the dead and wounded and specific requests for rebuilding materials, food, and supplies.”

— Daniel P. Aldrich, *Building Resilience*



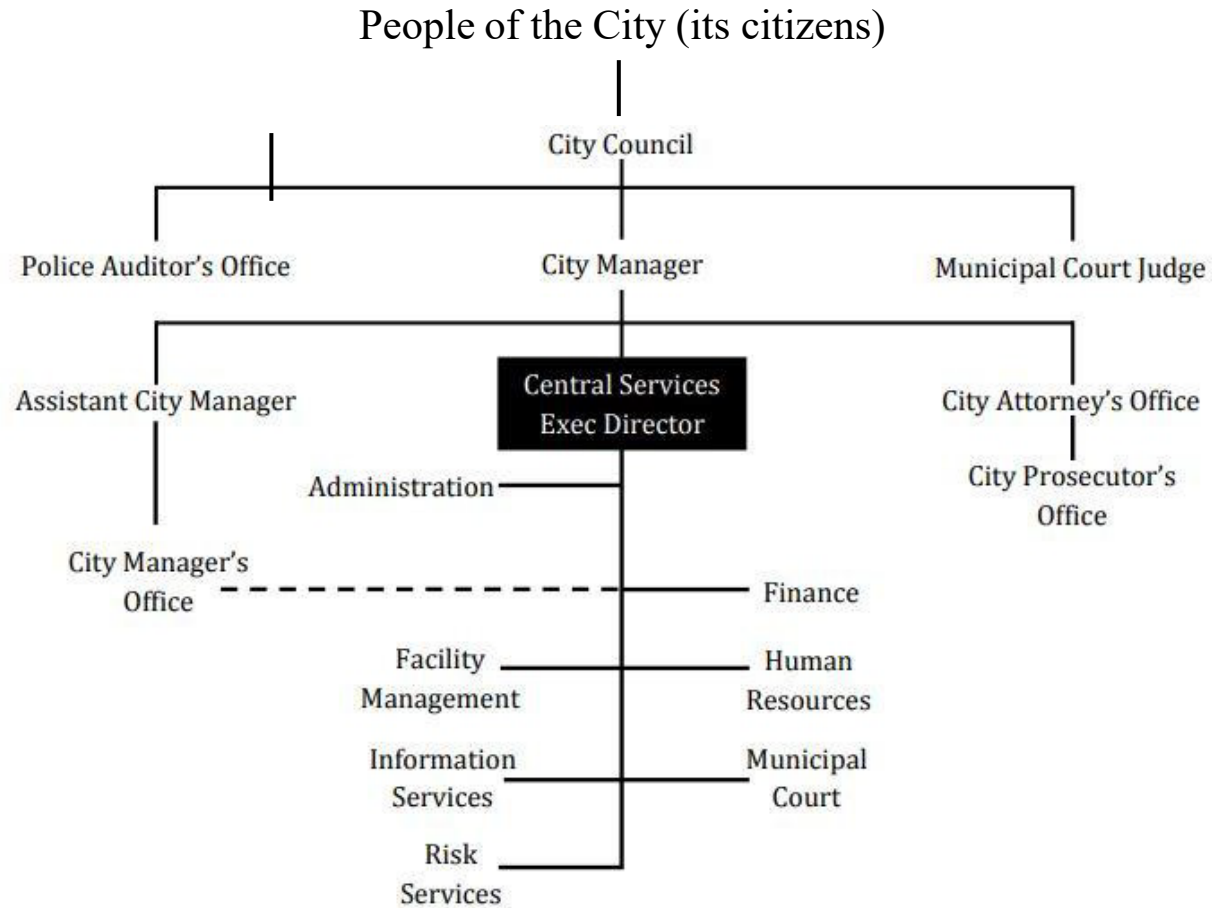
Issue: Neighbors, volunteers not keen on ICS

- Hierarchy suggests command and control functions
- Most volunteers do not join to be “commanded”
- Few see org chart as *communication interfaces*

...and yet...

- Lack of organization hampers response efforts
- Valuable time lost negotiating roles / resolving conflicts
 - Repeated whenever a new person joins the group
 - Bad actors

City solution: Residents atop org chart



from: New Employee Orientation for Central Services Department;
Citizens = Residents of the City, Oxford English Dictionary, 1314, Guy of Warwick.

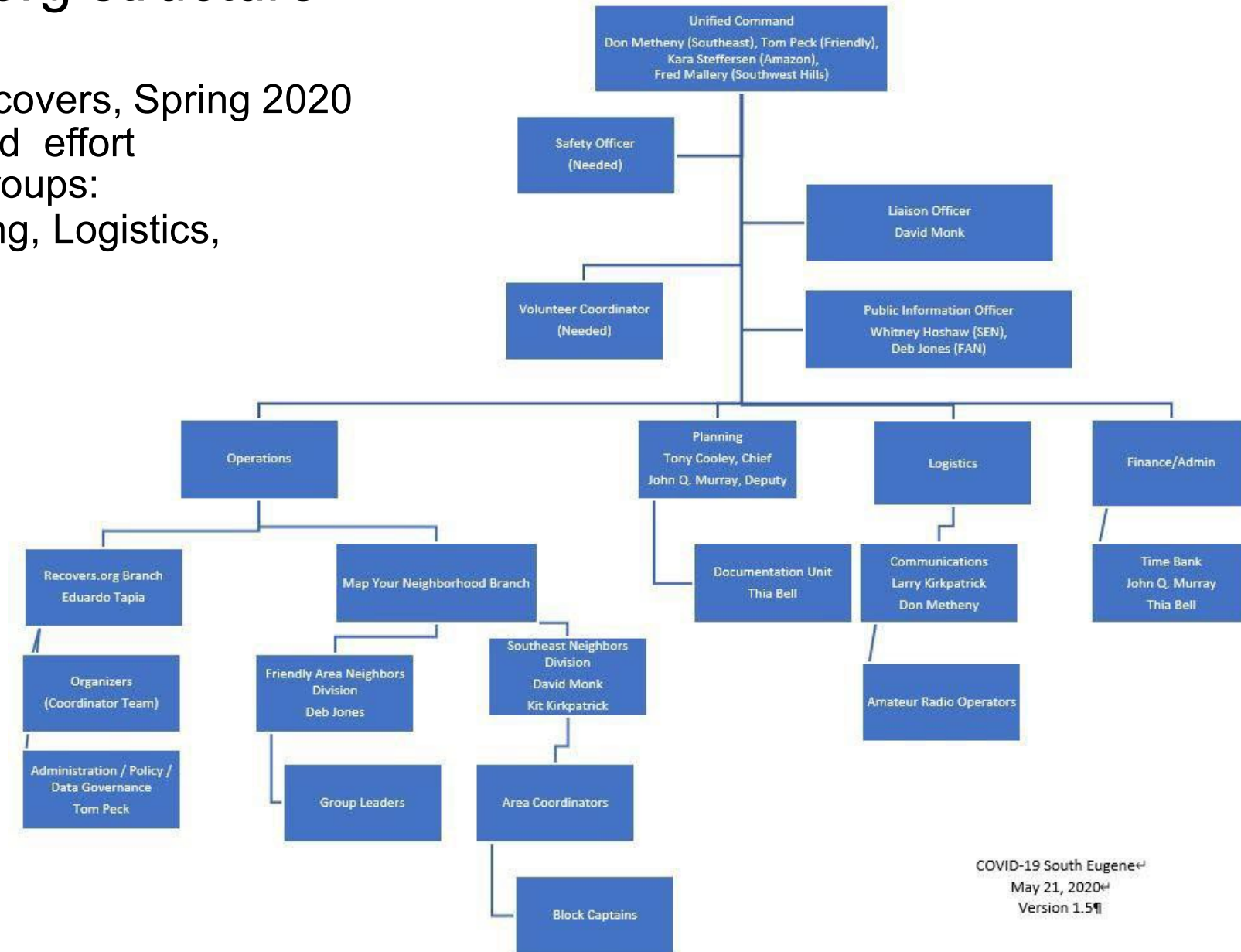
Typical ICS org structure

South Eugene Recovers, Spring 2020

Multi-neighborhood effort

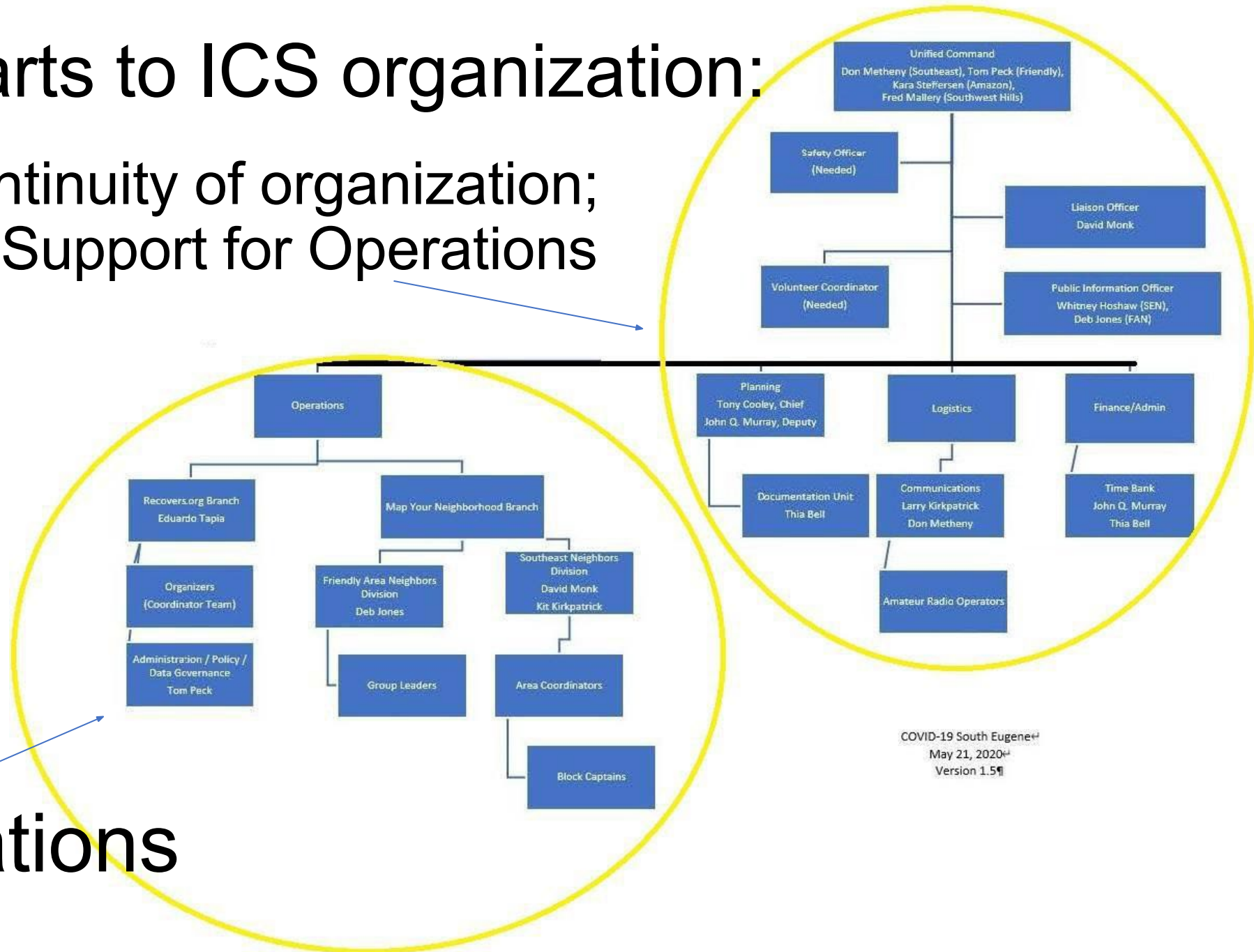
All the standard groups:

Staff, Ops, Planning, Logistics,
Finance/Admin



Two parts to ICS organization:

Continuity of organization;
Support for Operations



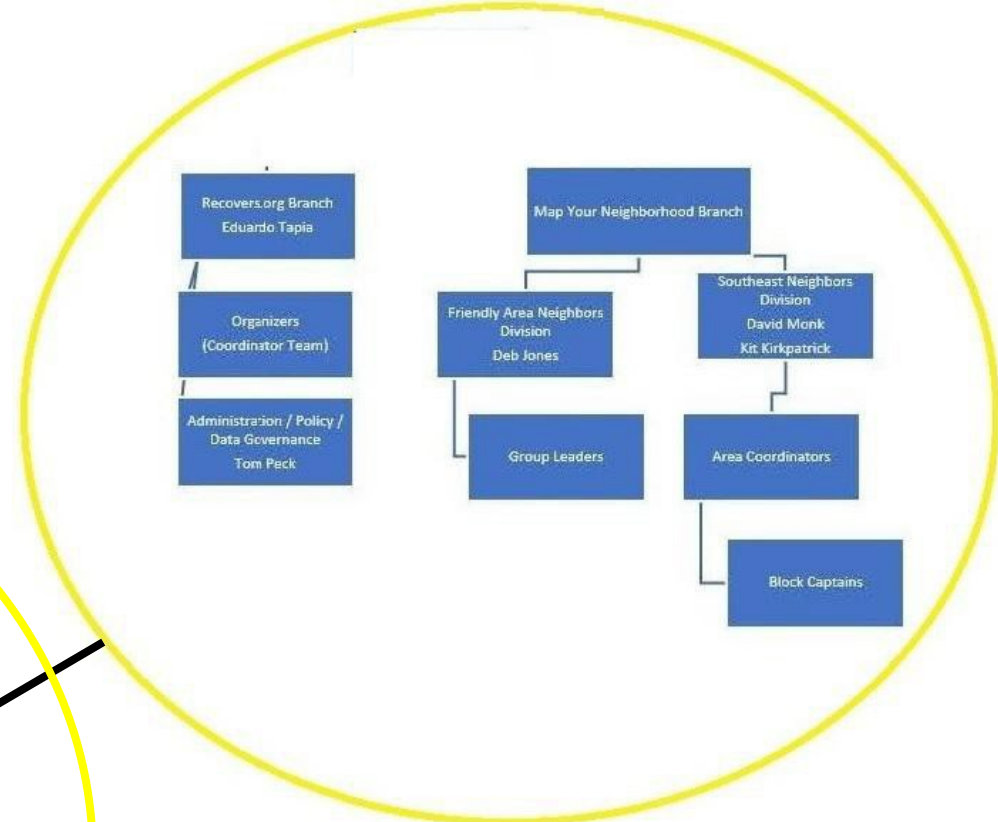
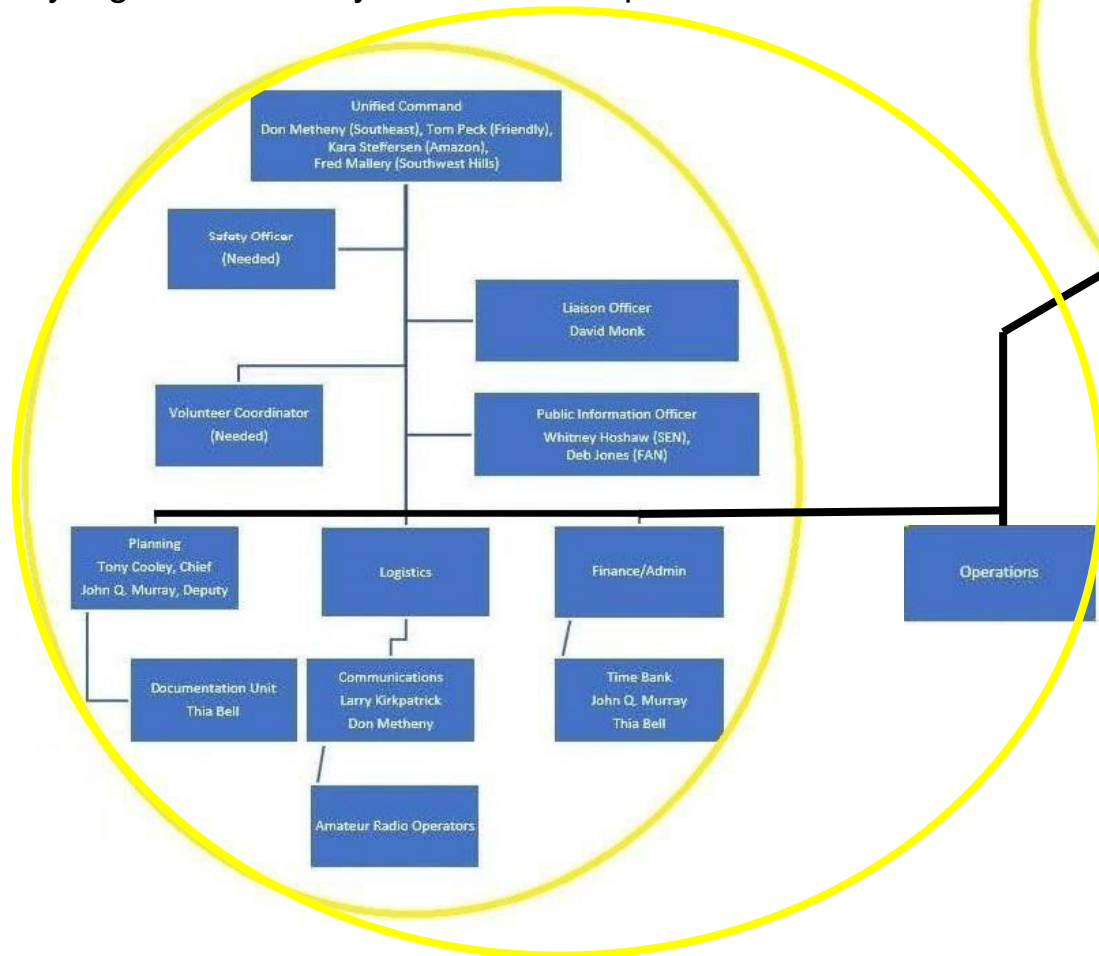
COVID-19 South Eugene+
May 21, 2020+
Version 1.5

Operations

Flip the org chart

Operations on top

Like City org chart with City residents on top



Continuity of Organization;
Supports Operations

Flip the org chart – another view

Operations

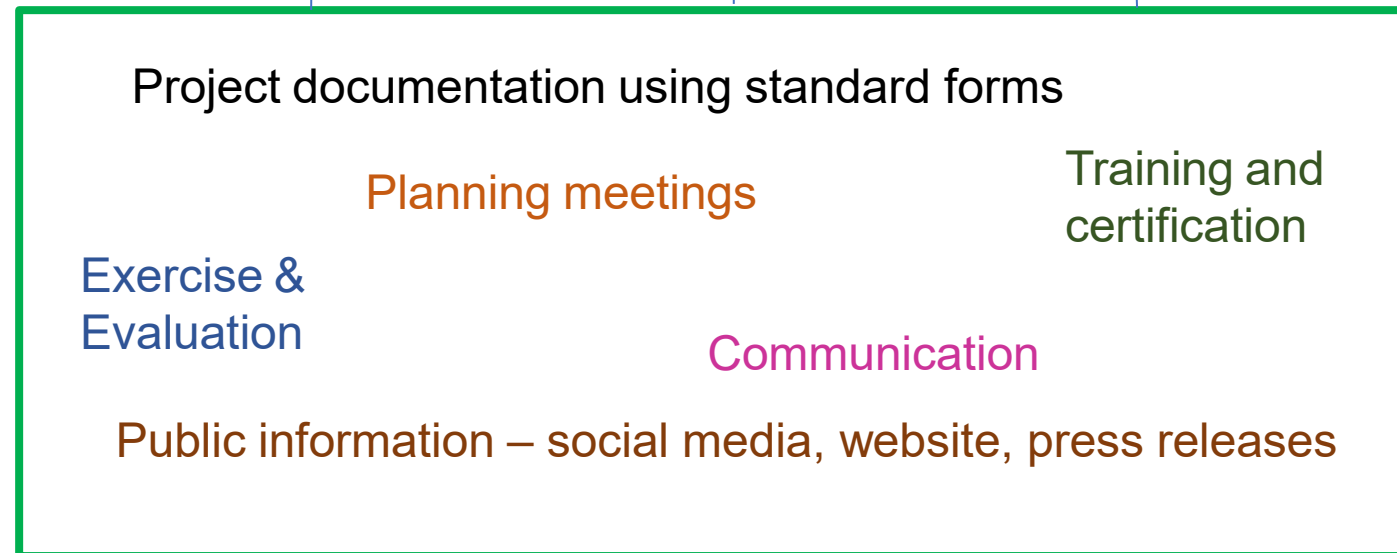
Small self-directed project teams



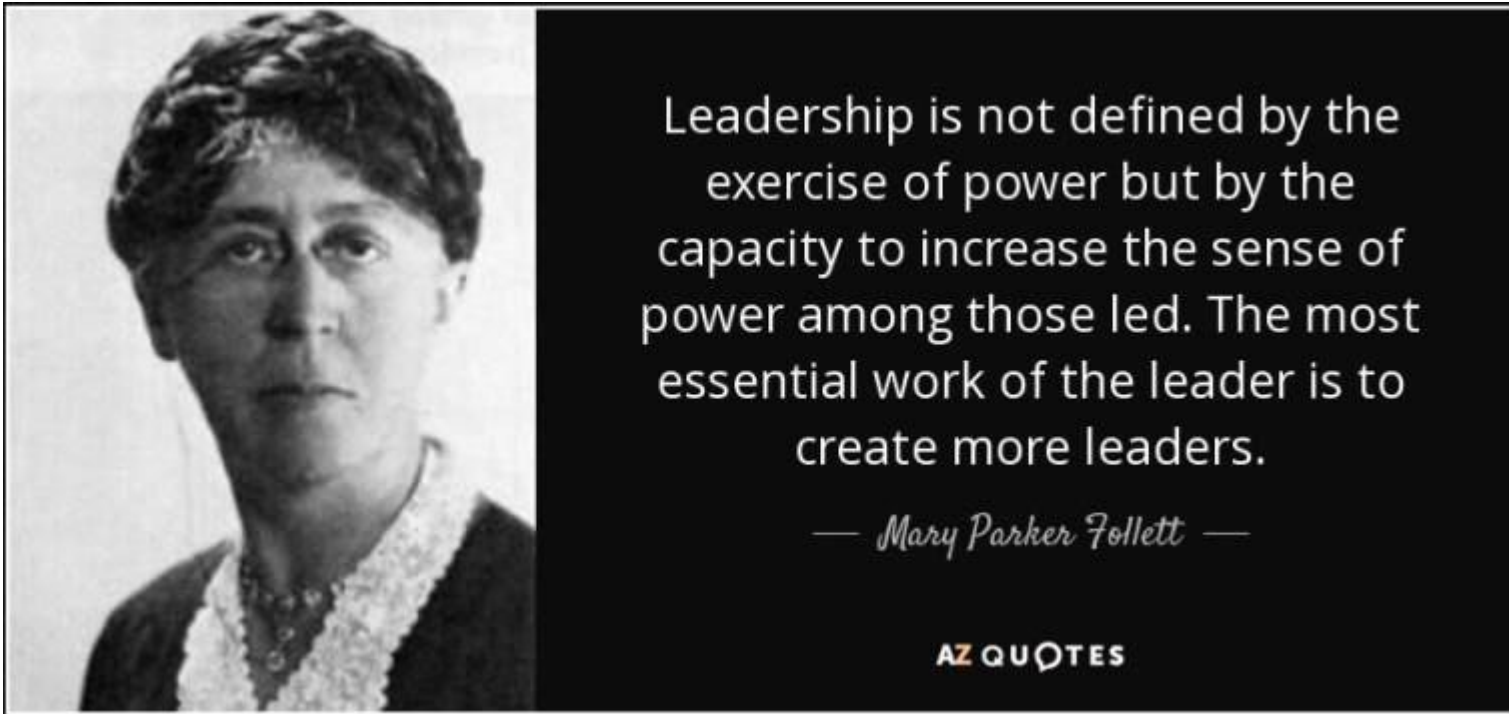
Support

Continuity of Organization

Coordination



The management theory



Invisible Leader Theory



Leader and followers are both following the invisible leader — the common purpose.

Mary Parker Follett

- Shared values and principles
- Self-managing work groups
- Measure outcomes and adjust plans

Hierarchy without coercion

- In her capacity as a management theorist, Follett pioneered the understanding of lateral processes within hierarchical organizations (their recognition led directly to the formation of matrix-style organizations, the first of which was DuPont, in the 1920s), the importance of informal processes within organizations, and the idea of the **authority of expertise**, which really served to modify the typology of authority developed by her German contemporary, Max Weber, who broke authority down into three separate categories: rational-legal, traditional and charismatic.
- She recognized the **holistic nature of community** and advanced the idea of "reciprocal relationships" in understanding the dynamic aspects of the individual in relationship to others.
- Follett advocated the principle of what she termed "integration," or **noncoercive power-sharing** based on the use of her concept of "power with" rather than "power over."
- Follett **introduced 'win-win philosophy'** in her work with groups. Her approach to conflict was to embrace it as a mechanism of diversity and an opportunity to develop integrated solutions rather than simply compromising.

Participatory management

- After her death, her work and ideas would disappear from American organizational and management circles of the time but continue to gain followership in Great Britain. In the last decades, her work has been rediscovered. During the 1960s, her ideas would re-emerge in Japan, where management thinkers would apply her theories to business.
- Management theorist Warren Bennis said of Follett's work, "Just about everything written today about leadership and organizations **comes from Mary Parker Follett's** writings and lectures."
- Her texts outline modern ideas under participatory management: **decentralized decisions**, integrating role of groups, and competition authority. Follett managed to reduce the gap between the mechanistic approach and contemporary approach that emphasizes human behavior.

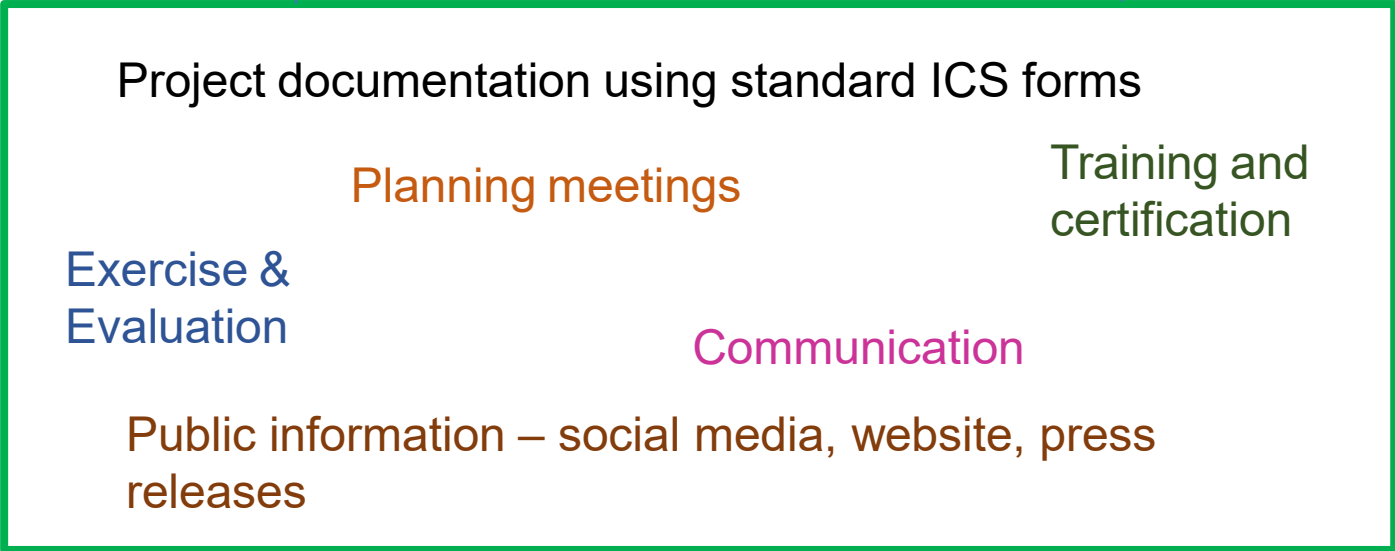
Applying *Invisible Leader Theory* to ICS

Operations

Small self-directed **project** teams
Low / No barrier to entry
Informal organization
Limited impact from bad actor

Support

ICS - Coordination
Continuity of the **organization**
High barrier to entry
Formal organization
Background checks
(through Red Cross / CERT?)



After-Action Reports for continuous improvement

Based on PDCA Cycle
Shewchart / Deming



Planning P – Use standard ICS forms

“Support Staff” or
“Coordination Staff”

instead of
“Command Staff”



INCIDENT BRIEFING (ICS 201)

1. Incident Name: COVID-19 South Eugene	2. Incident Number: RSE-2020-001	3. Date/Time Initiated: Date: 2020-FEB-29 Time: 19:56
4. Map/Sketch (include sketch, showing the total area of operations, the incident site/area, impacted and threatened areas, overflight results, trajectories, impacted shorelines, or other graphics depicting situational status and resource assignment):		
<p style="text-align: center;">COVID-19 South Eugene Response Area</p> <p>The map shows the South Eugene area with several neighborhoods highlighted: Southwest Hills Neighborhood Association (blue), Friendly Area Neighbors (pink), Amazon Neighbors Association (green), and Southeast Neighbors (green). A scale bar at the bottom indicates 0 to 10 miles. Logos for 'Community Support' and 'Friendly Area Neighbors' are also present.</p>		
5. Situation Summary and Health and Safety Briefing (for briefings or transfer of command): Recognize potential incident Health and Safety Hazards and develop necessary measures (remove hazard, provide personal protective equipment, warn people of the hazard) to protect responders from those hazards.		
<p>Situation Summary: Over the last several years, the City of Eugene has promoted two neighborhood-based preparedness programs, Map Your Neighborhood and Community Emergency Response Team, primarily to prepare for a Cascadia Subduction Zone 9.0 earthquake. MYN encourages nearby neighbors to meet and share information about needs and resources in advance of a disaster. CERT, promoted by FEMA, trains volunteers to work within an Incident Command System and offers specialized disaster response training.</p> <p>In December 2019, City of Eugene Emergency Management defined the role of CERTs as resources within their neighborhoods: CERTs, acting within the scope of their training, provide leadership within neighborhood ICS teams and participate in disaster response Operations. These neighborhood ICS teams are available as resources to the City.</p> <p>Southwest Neighbors participated in the MYN and CERT programs, developed a neighborhood all-hazards disaster</p>		
6. Prepared by: Name: John Q. Murray		Position/Title: Planning
Signature: John Q. Murray		Date/Time: 5/29/2020
ICS 201, Page 1		

Fillable PDF ICS forms:

<https://training.fema.gov/icsresource/icsforms.aspx>

Q. Why use the standard ICS forms?

To help our CERT volunteers and speed up communications!

The CERTs convey information between our neighborhood and ICS teams and both use ICS forms

If our group also adopts that format, we help our CERT volunteers and speed up communications.



Q. How are volunteers activated?

Volunteers are self-activated whenever they choose to volunteer. They can be seen as first responders, where the first person on the scene acts as the IC until connecting with other volunteer and professional resources.

This group is organized using the “ICS for Neighborhoods” system to give volunteers an opportunity to practice and learn the system in advance of the need to use this system during a disaster.

Because the “ICS for Neighborhoods” system is always active, self-selecting members of the Whole Community can practice these skills at their convenience. This will help them to better interact and communicate with emergency management professionals.

Q. How do neighborhoods learn / improve?

Multi-year Exercise and Evaluation Program

Tabletop discussions among nearby neighbors

Neighborhood-wide and city-wide annual operational exercises

Allows current and new volunteers to practice coordinating our response and communications

Five components to the **Eugene Resiliency Games** operational exercise:

- Residents participate as residents - (HELP/OK sign or other)

- MYN Block Captains check door-to-door (HELP/OK or other)

- Block captains FRS Radios to share survey results with intermediate relays

- Intermediate relays share aggregated results with ham radio operators

- Hams to City EOC - (Andy Davis has already conducted one such exercise)

Can participate in 1 or more components

Exercise Evaluation / Lessons Learned / Awards ceremony

Next steps

Identify minimum subset of ICS positions for neighborhood groups:

- **ICS *Coordinator***
- Other IC Staff: Liaison, PIO, Safety, Deputy IC
- Planning / GIS
- Emergency Communications (FRS, ham radio operators)
- Documentation
- Finance and Administration (Record volunteer time)

Thank you for your time

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Continuity **Sustainability**
Intelligent **Collaborative**
 Social capital
Information **Community** **Solutions**
 Coordination
Incident **Command** **System**

ICS Coordination Support

