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

ICS Coordination Support For Nearby Neighbors
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
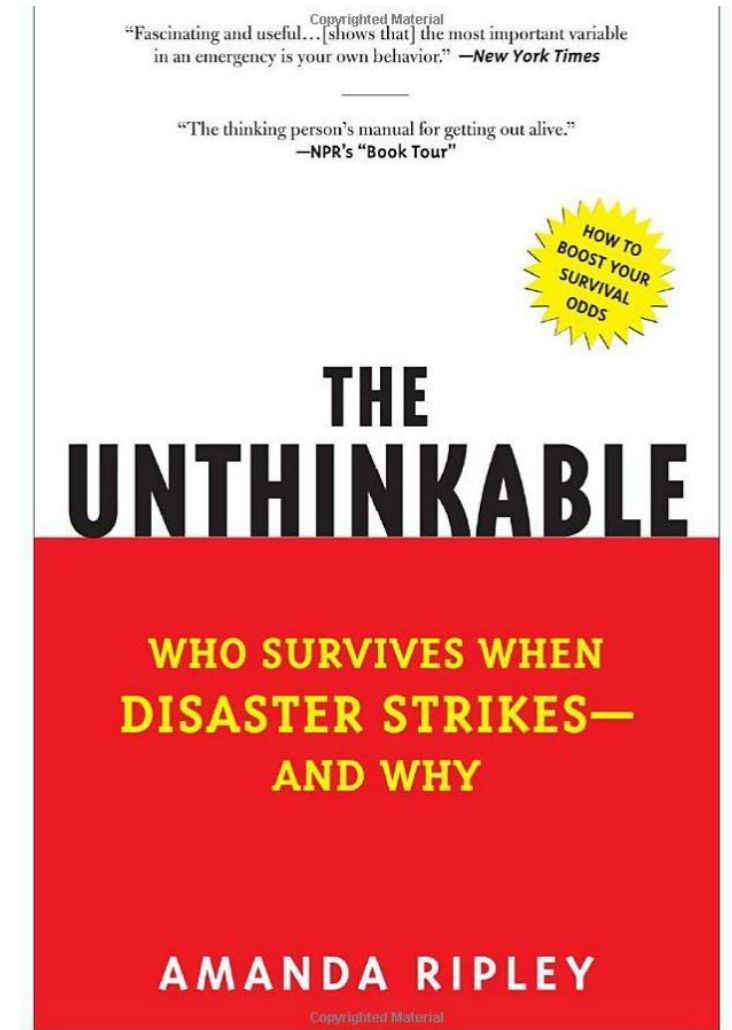 Liaison(s), documentation, public information, continuity of organization

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

"Fascinating and useful...[shows that] the most important variable in an emergency is your own behavior." —*New York Times*

"The thinking person's manual for getting out alive." —NPR's "Book Tour"

HOW TO BOOST YOUR SURVIVAL ODDS

THE UNTHINKABLE

WHO SURVIVES WHEN DISASTER STRIKES— AND WHY
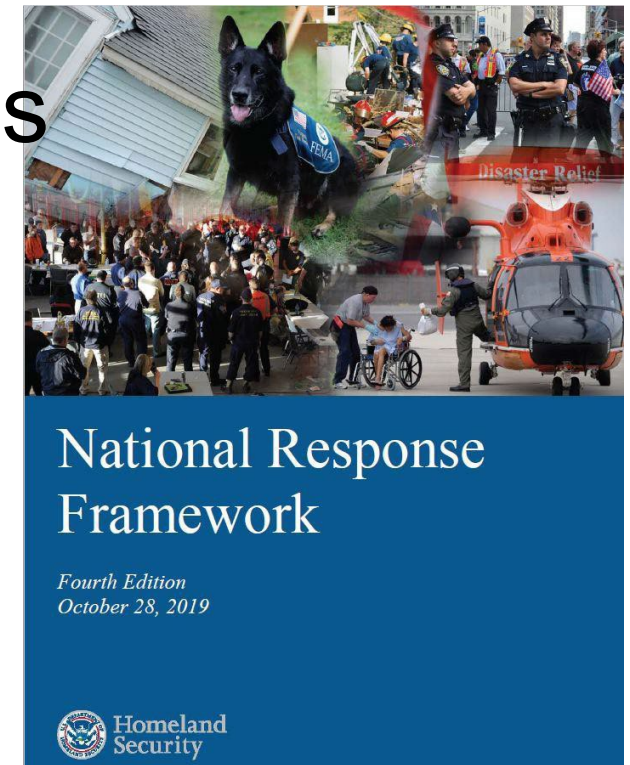
AMANDA RIPLEY

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

National Response Framework

Fourth Edition
October 28, 2019

Homeland Security

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.
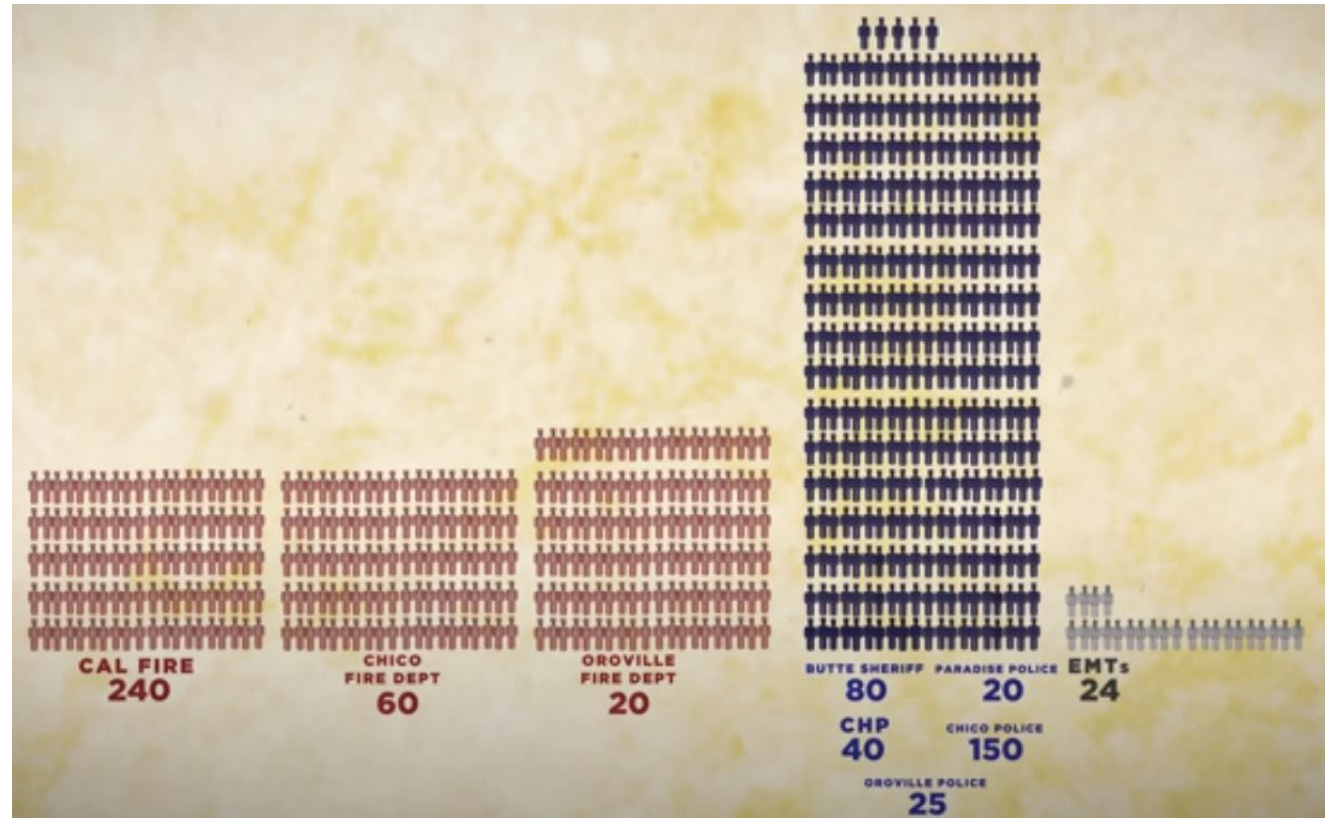
The Camp Fire – Paradise, California

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.
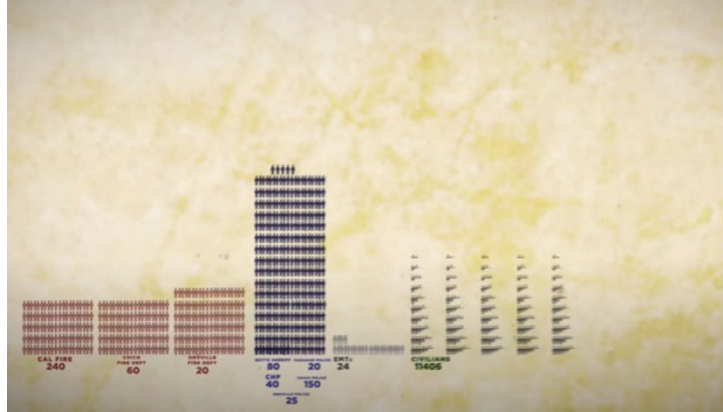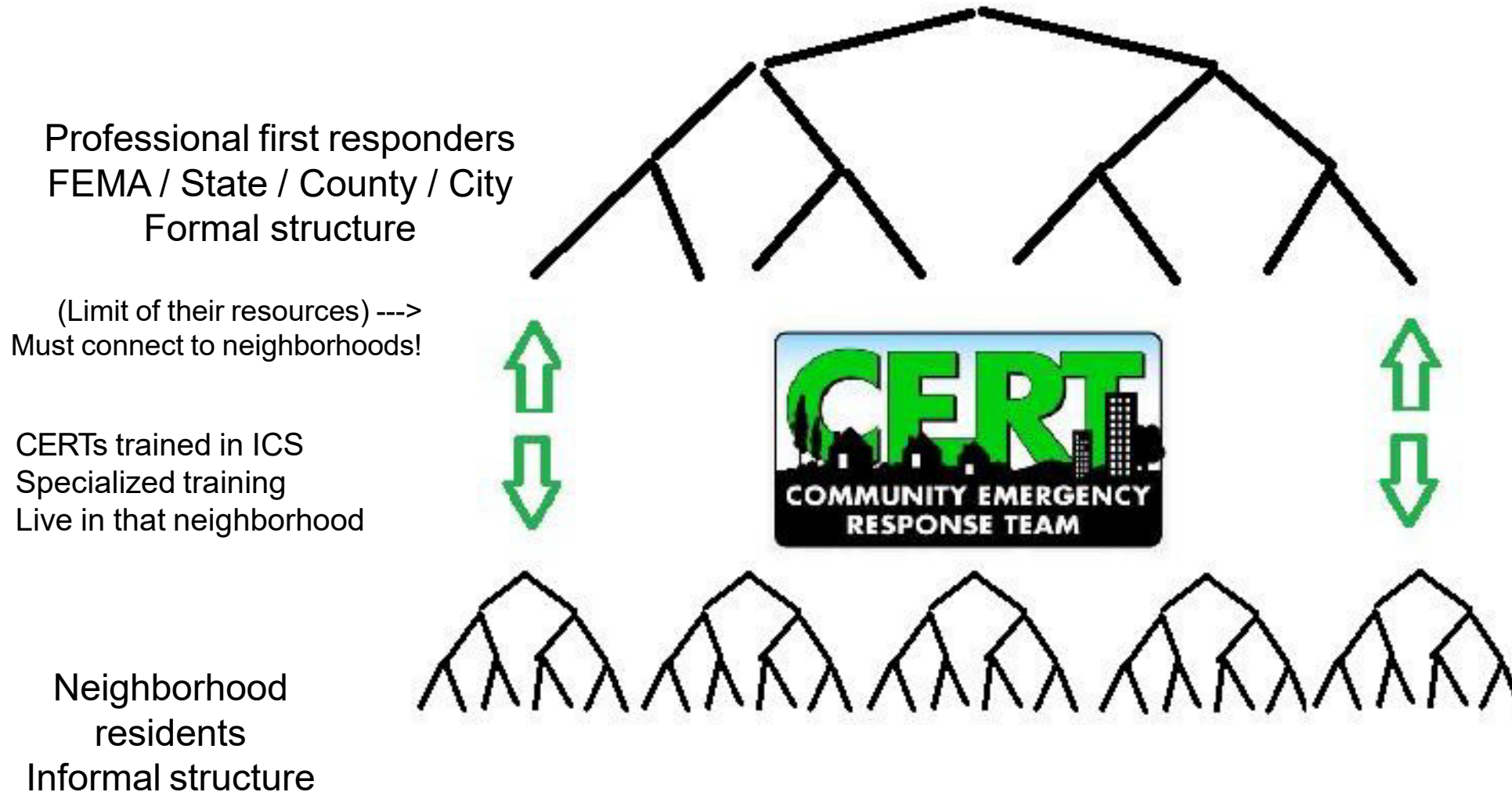
National Response Framework on neighbors:

- "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, ...

Professional first responders
FEMA / State / County / City
Formal structure

(Limit of their resources) --->
Must connect to neighborhoods!

CERTs trained in ICS
Specialized training
Live in that neighborhood

Neighborhood
residents
Informal structure

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."
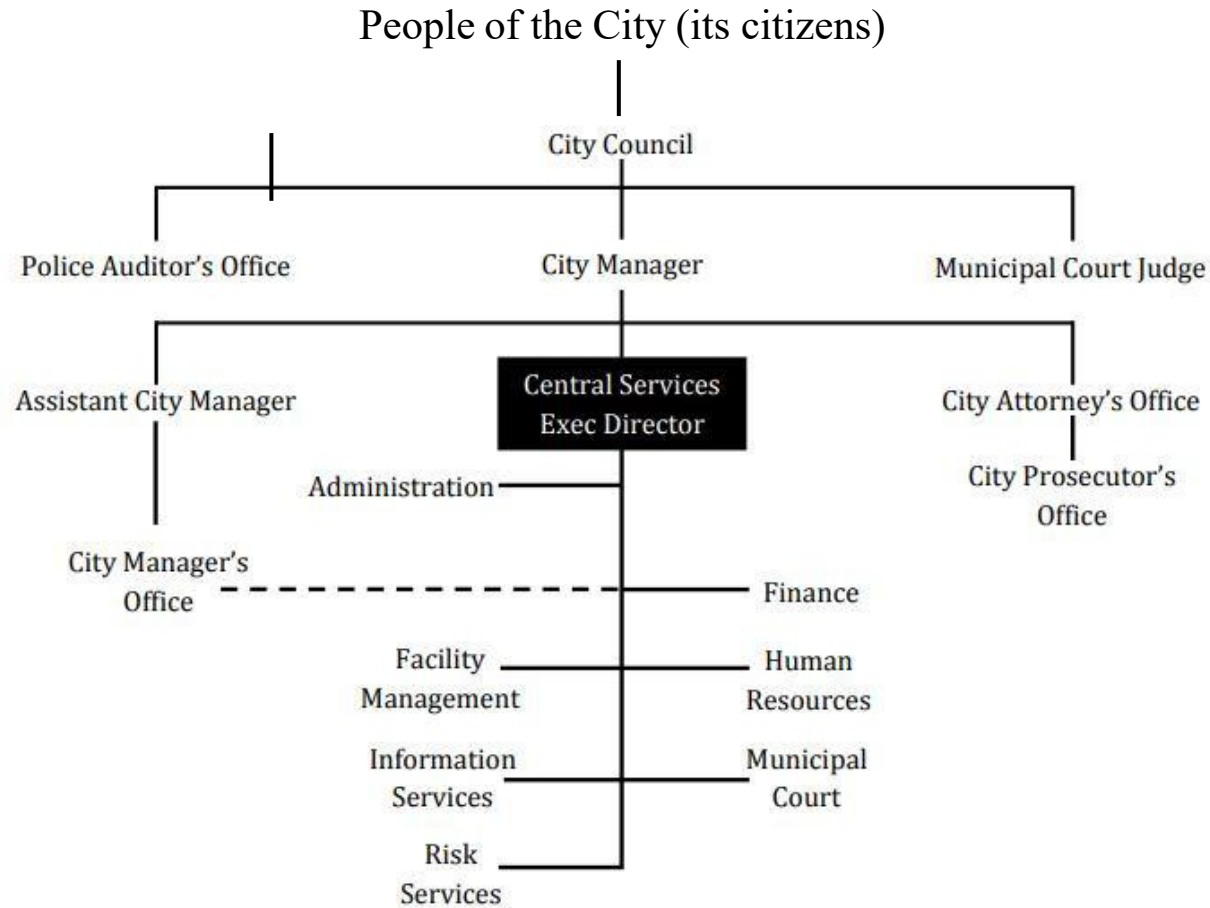
— Daniel P. Aldrich, *Building Resilience*
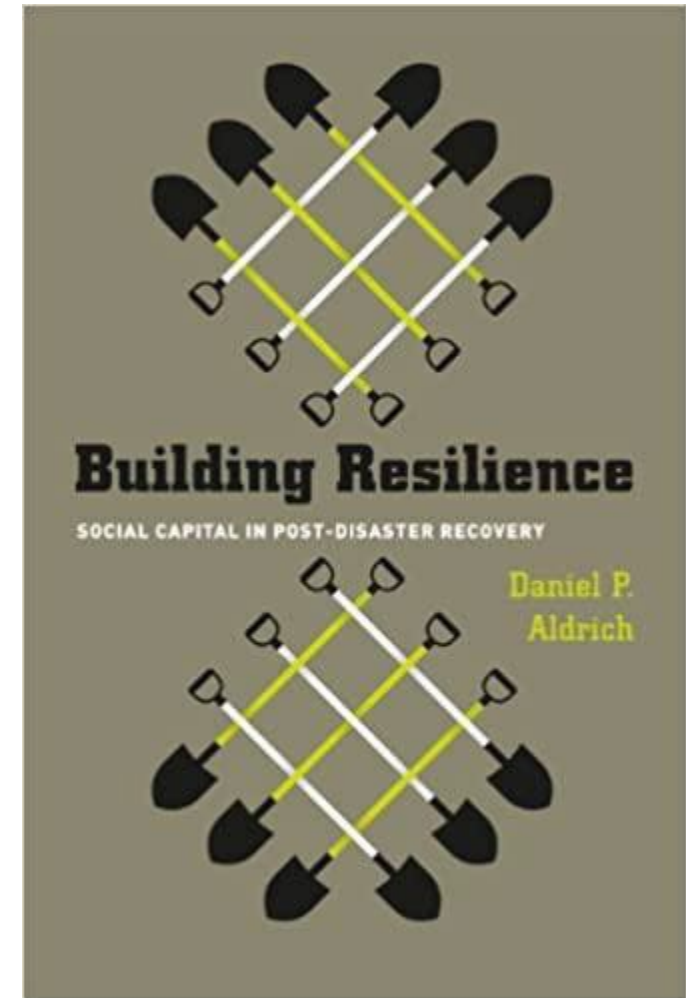
Issue: Neighbors, volunteers not keen on ICS

- 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
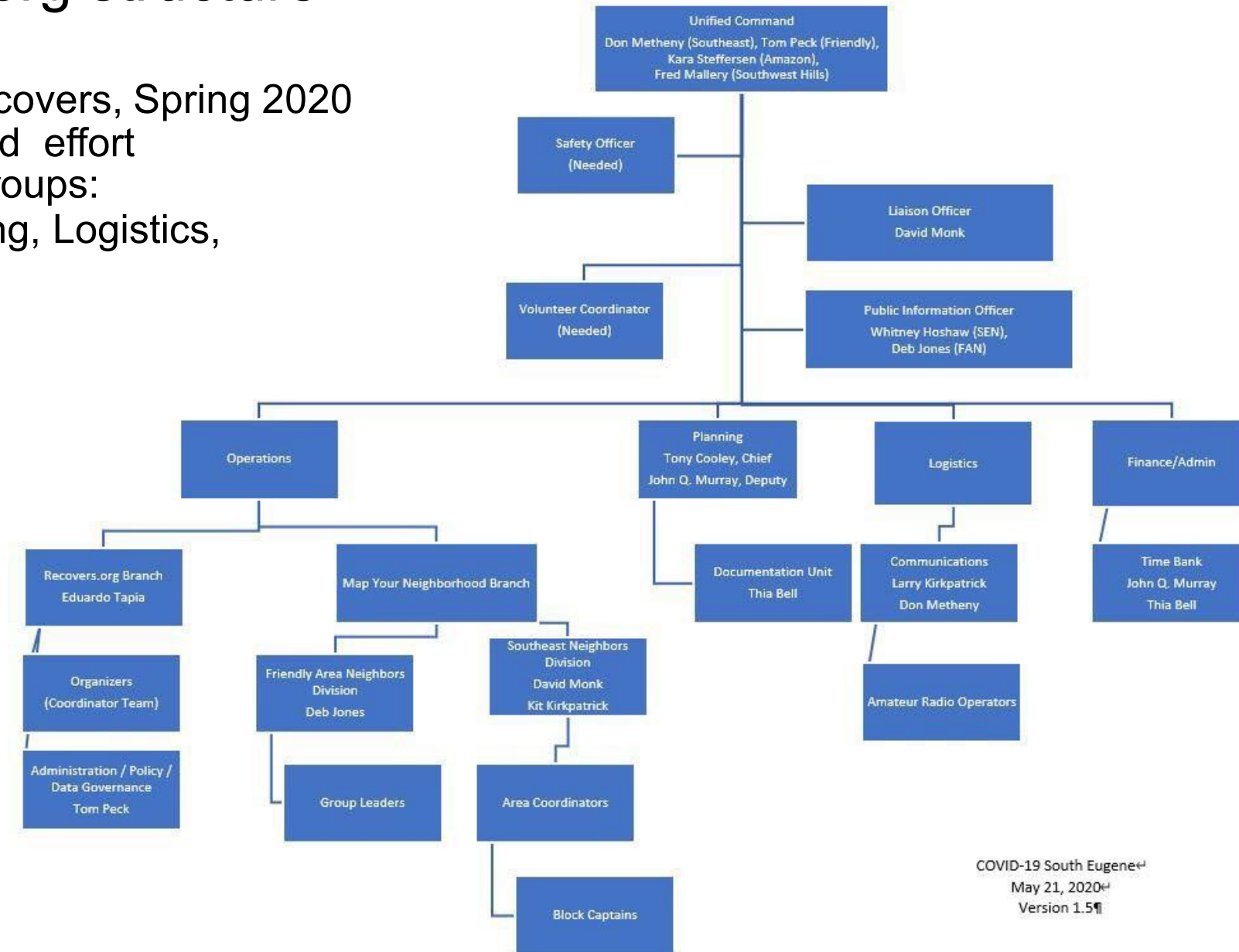 - Bad actors

City solution: Residents atop org chart

People of the City (its citizens)

City Council

Police Auditor's Office   City Manager   Municipal Court Judge

Assistant City Manager   Central Services Exec Director   City Attorney's Office

City Prosecutor's Office

Administration

City Manager's Office   Finance

Facility Management   Human Resources

Information Services   Municipal Court

Risk Services

Typical ICS org structure
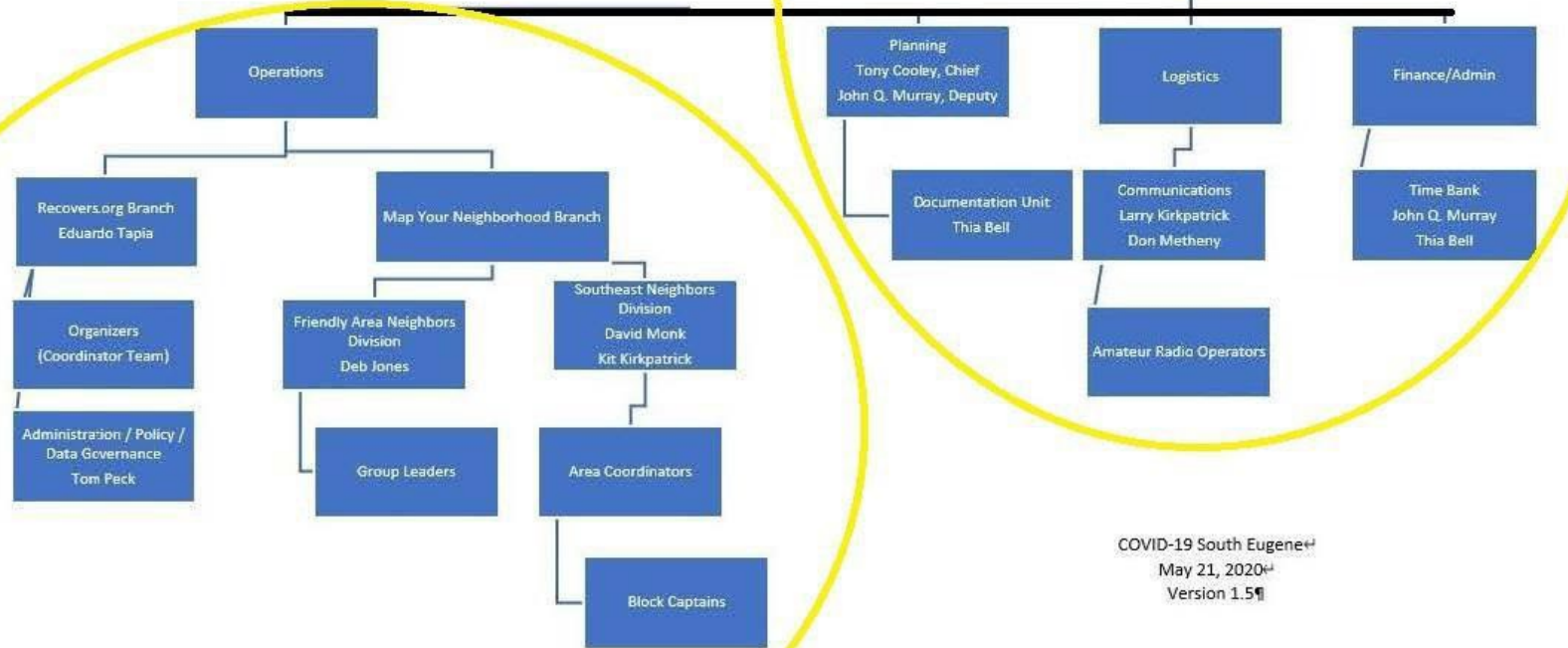
South Eugene Recovers, Spring 2020
Multi-neighborhood effort
All the standard groups:
Staff, Ops, Planning, Logistics,
Finance/Admin

Unified Command
Don Metheny (Southeast), Tom Peck (Friendly),
Kara Steffersen (Amazon),
Fred Mallery (Southwest Hills)

Safety Officer
(Needed)

Liaison Officer
David Monk

Volunteer Coordinator
(Needed)

Public Information Officer
Whitney Hoshaw (SEN),
Deb Jones (FAN)

Operations

Planning
Tony Cooley, Chief
John Q. Murray, Deputy

Logistics

Finance/Admin

Recovers.org Branch
Eduardo Tapia

Map Your Neighborhood Branch

Documentation Unit
Thia Bell

Communications
Larry Kirkpatrick
Don Metheny

Time Bank
John Q. Murray
Thia Bell

Organizers
(Coordinator Team)

Friendly Area Neighbors Division
Deb Jones

Southeast Neighbors Division
David Monk
Kit Kirkpatrick

Amateur Radio Operators

Administration / Policy / Data Governance
Tom Peck

Group Leaders

Area Coordinators

Block Captains

COVID-19 South Eugene
May 21, 2020
Version 1.5

Two parts to ICS organization:

Continuity of organization; Support for Operations

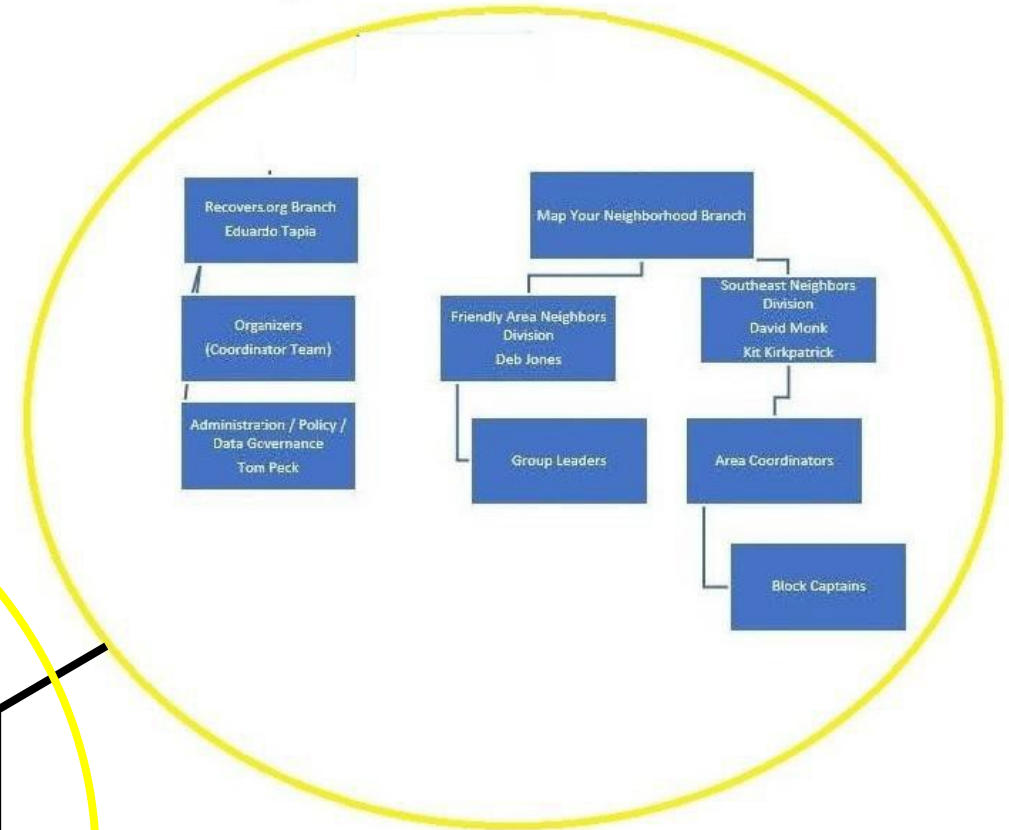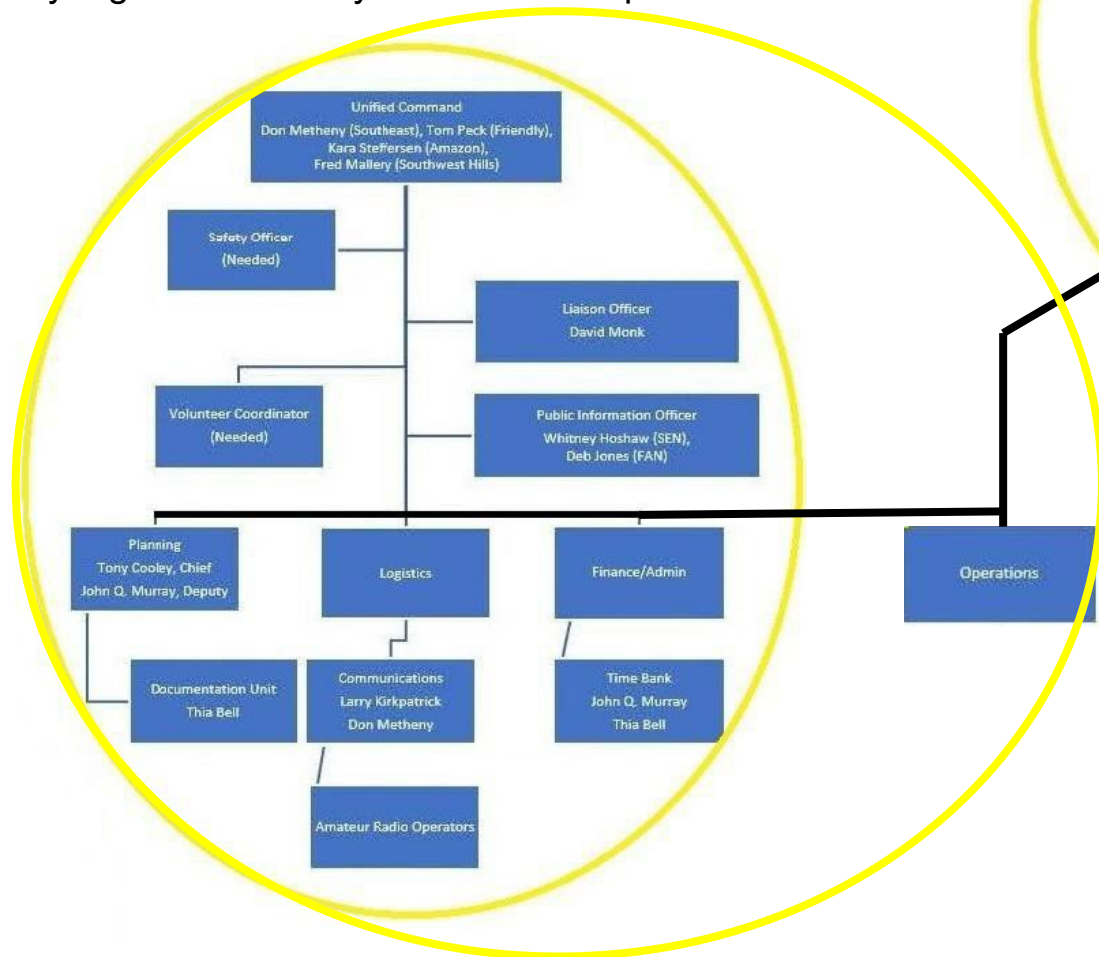COVID-19 South Eugene
May 21, 2020
Version 1.5

Operations

Flip the org chart
Operations on top

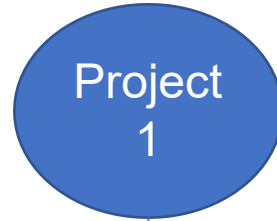Like City org chart with City residents on top

Continuity of Organization;
Supports Operations

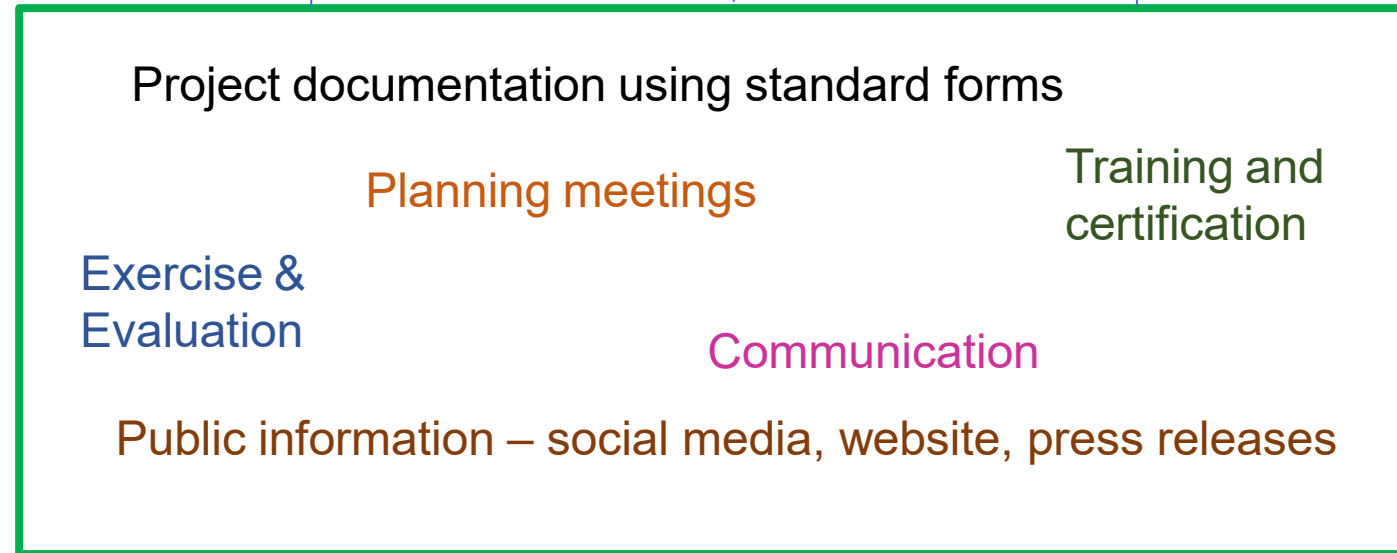# Flip the org chart – another view

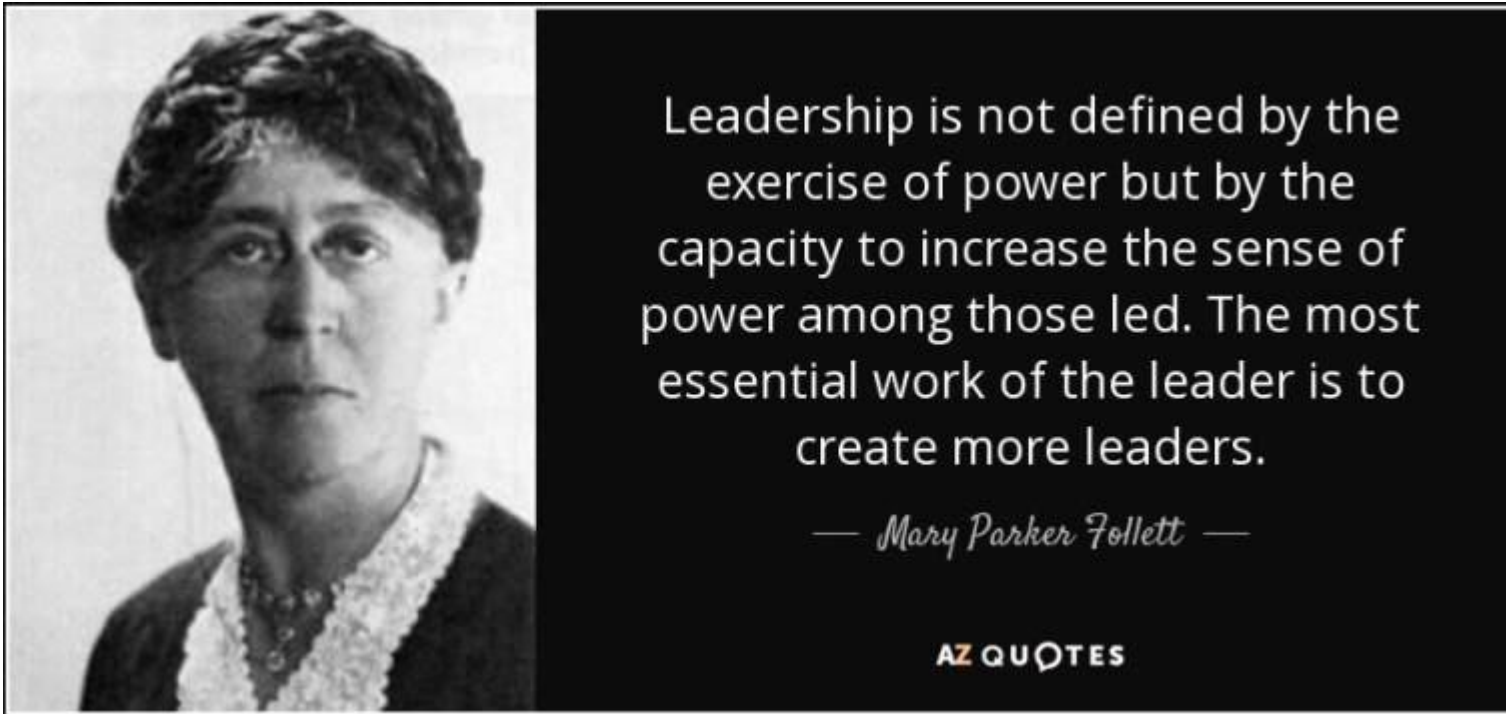## Operations

Small self-directed project teams

Support

Continuity of Organization

Coordination

Project 1

Project 2

Project 3

Project documentation using standard forms

Planning meetings

Training and certification

Exercise & Evaluation

Communication

Public information – social media, website, press releases

The management theory

Leadership is not defined by the exercise of power but by the capacity to increase the sense of power among those led. The most essential work of the leader is to create more leaders.

— Mary Parker Follett —

AZ QUOTES

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?)

Project 1

Project 2

Project 3

Project documentation using standard ICS forms

Planning meetings

Training and certification

Exercise & Evaluation

Communication

Public information – social media, website, press releases
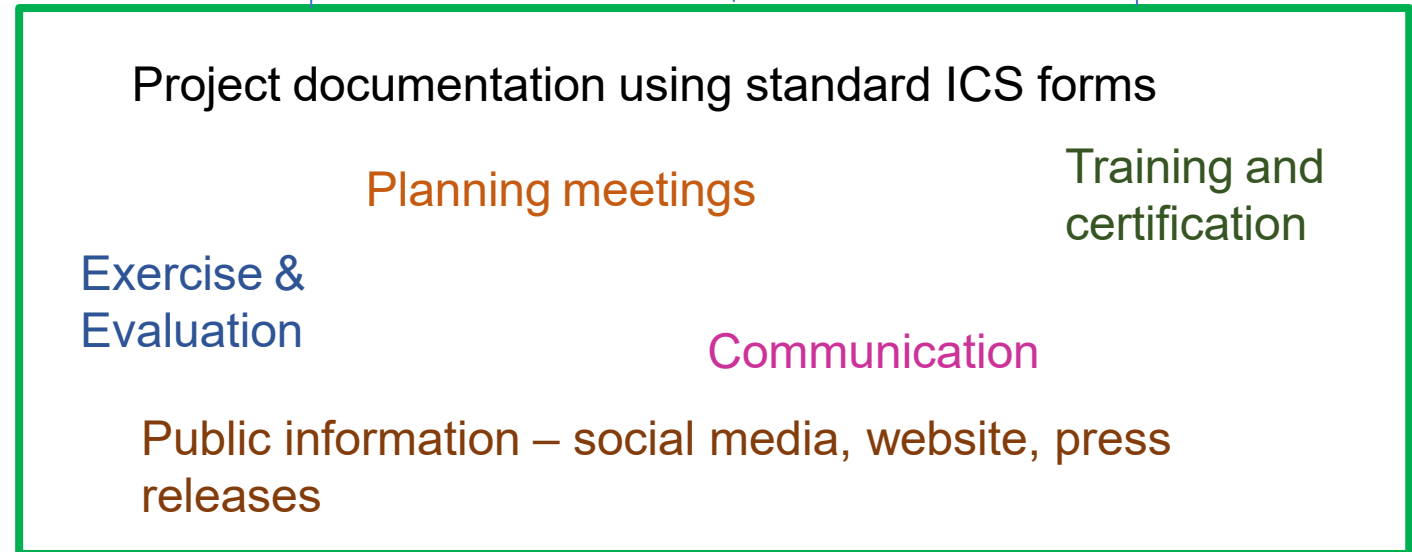
After-Action Reports for continuous improvement

Based on PDCA Cycle
Shewhart / Deming

Planning P – Use standard ICS forms

"Support Staff" or
"Coordination Staff"

instead of
"Command Staff"

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

Gamification - championed by City of Eugene – see Cas Casados at Eugene Community Newswire

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

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

ICS Coordination Support