

EMERGENCY SERVICE SECTOR COORDINATING COUNCIL (ESSCC)
ORGANIZATIONAL AND GOVERNANCE STRUCTURE
JULY 2008

1. Introduction

The purpose of this document is to describe the mission, objectives and membership of an organizing body that would coordinate the emergency service sector for the purpose of supporting and furthering the protection of the sector's critical infrastructure.

2. Background

The ESSCC was informally established in July of 2004 at the behest of the Department of Homeland Security. The executive committee was officially formed in 2004, with the final governance structure and organizational documents approved in 2005.

Due to numerous evolutions in the directives from the federal government (e.g. the original guidance document *The National Strategy for the Physical Protection of Critical Infrastructure and Key Assets* has been superceded by the *National Infrastructure Protection Plan* and its associated sector-specific plans) and the direction and scope of the SCC's work, the executive committee deemed it necessary in the summer of 2008 to amend this organizational and governance document.

3. Mission

The mission of the ESSCC is to protect and promote the capability of the ESS to provide services to the public, the other sectors and the nation.

4. Strategy

The ESSCC will accomplish the mission by:

- determining and communicating the vulnerabilities, needs and requirements of the ESS to protect its infrastructure to DHS, and other sectors and stakeholders;
- communicating to DHS and all CIP sectors regarding ESS policies, guidelines, programs, standards and best practices;
- providing realistic, all-hazard, locally-oriented public safety and emergency management information to DHS and other CIP sectors; and
- Establishing effective mechanisms for information sharing among and between DHS and the ESS.

4.1 Strategic Goals

To enact the strategy and accomplish the mission, the ESSCC cooperative activity must undertake a series of short and long-term goals. The sector's organizational structure is framed to support the following goals.

- Gather data, information, or feedback from public safety and emergency services leadership across the country on issues identified by the sector, DHS, other federal agencies, or other critical infrastructure sectors.
- Work within the diverse community of the ESS and with other sectors to identify and examine issues, and recommend courses of action regarding critical infrastructure protection. Specifically, identifying ways public safety can protect themselves, and what public safety needs to protect other critical infrastructure.
- Provide access to experienced practitioners, best practices, and the emergency services leadership at the local level.
- Educate and inform the emergency services community on federal, state, and local initiatives relating to critical infrastructure protection.
- Communicate the critical infrastructure protection needs and ideas of the emergency services sector to the federal government.
- Support an emergency service sector Information Sharing and Analysis Center (ISAC) to gather, analyze and disseminate to its members alerts, warnings, advisories and an integrated view of information system and other infrastructure vulnerabilities.
- Work in cooperation with DHS and other federal agencies to contribute to the National Infrastructure Protection Plan and Emergency Services Sector Specific Plan.

5. Structural and Operational Principles

Associations representing the vast array of emergency service workers would be organized into three groups: (1) as members of the Executive committee, (2) general members, and (3) associate members.

This ESSCC organizational structure, of which the Executive committee represents the sector's coordinating council, encapsulates the following guiding principles.

- The structure has a bias toward consensus, but command and control decisions can be made at the Executive committee level when necessary.
- Consensus is defined as: an explicit, rational and fair process; respect/hearing of all input; participants can live with the outcome even if they don't agree.
- The executive committee should proactively reach-out to other sectors and stakeholders.
- Associate members may include the perspectives non-ESS practitioners, specifically perspectives from interdependent sectors.

6. Community Representation

The organization of the ESSCC is structured to both maximize the wealth of diverse perspectives, and maintain an effective, collaborative decision-making process.

The scope of the emergency services sector is state and local officials who have a direct ("on the ground" / incident scene) responsibility and accountability for emergency management and response; and who have the ability to prevent an emergency or coordinate a response to such an emergency. This includes volunteer, career and industrial fire service (and the full range of diverse response capabilities those

responders have, e.g. HazMat, search and rescue, EMS, etc.), sworn law enforcement and their private-sector counterparts, state and local emergency managers, and pre-hospital medical services including public, private and volunteer providers. While critical interdependencies exist, particularly with the health care sector, it is important to note that once a patient is transported to a hospital or other health care facility, this is when the transition from emergency services to definitive care begins.

6.1 Role of Associations

The public safety and emergency service community will be involved primarily through associations. There are two reasons for this approach: (1) the associations represent the leadership of their respective constituencies and (2) associations are a proven vehicle for reaching out to a wide representation of a given sector. A sector organized through professional organizations representing the various types of emergency service providers can, with the proper support, provide a number of services.

- Dissemination of information to hundreds-of-thousands of emergency service workers.
- Information gathering from national and international emergency service workers.
- Facilitating sector collaboration and cross-sector outreach.

All participants are expected to serve as stewards within their organizations or agencies to educate colleagues and constituencies about various efforts to prevent and respond to incidents – natural or man-made – involving critical infrastructure or key national assets. Participants will serve as an outreach tool, while concurrently providing input back to the sector.

6.2 Executive Committee

The executive committee will serve as the authoritative voice of the SCC and the liaison with DHS and other sectors. The executive committee will develop the goals and objectives for the sector, and make decisions based on the findings and recommendations of committees and/or work groups and the general membership. The Executive committee will meet at pre-determined intervals, either in person or via teleconference, to review overall progress and approve goals and priorities. The Executive committee will, whenever possible, build and act upon on sector-wide consensus. However, the executive committee retains the right to make command decisions on behalf of the ESSCC, particularly in the event that urgency dictates an immediate response.

6.2.1 Executive Committee Membership

The Executive committee consists of the six founding members of the SCC, a subset of the general membership who represent the “owner / operators” of first responders or emergency managers. Participants will be an executive staff member and/or a member practitioner appointed by the national organizations who represent state and local emergency response leadership who has direct (on the ground) responsibility and accountability for emergency management and response; and who have the ability to prevent an emergency or coordinate a response to such an emergency.

Furthermore, these organizations are uniquely positioned to build consensus as they represent the personnel who are routinely the bridge between responders and local, state or federal government authorities. Membership will be limited to no more than three representatives per group – one practitioner

appointed by the organization, one executive staff member, and one management staff member to support daily operations. Each organization has only one vote.

The limited participation at this level is not designed to be exclusive; the group must be limited to ensure clarity of direction and efficiency of process. From time to time, representatives from other organizations may be invited to participate in one or more of the executive committee meetings. In addition, the executive committee may schedule additional working sessions to involve a broader representation of interested groups.

Executive committee members should have the knowledge and authority to formulate advice and make decisions on behalf of their constituents, attend all or most of the pre-scheduled meetings (or send senior-level designee), and be available to respond to ad hoc requests from DHS. Members will be expected to participate for a minimum of one year.

6.2.2. Executive Committee Members

The executive committee consists of representatives of the International Association of Chiefs of Police, International Association of Fire Chiefs, International Association of Emergency Managers, National Association of State EMS Officials, National Emergency Management Association and the National Sheriff's Association. The same organizations may each appoint one member who is a current practitioner in their discipline. The executive committee reserves the right to invite or remove participation of additional organizational representatives as deemed appropriate with a majority vote.

6.2.3. Chair Roles and Responsibilities

The position of chair of the executive committee will rotate amongst the practitioner or executive staff members of the committee. The secretariat of the ESS will serve to provide administrative support for the work of the chair. Due to the often immediate and critical demands on ESS practitioners at the local or state level, the responsibilities of the chair may be delegated to the executive staff of the association to which the chair is a member, or to the Vice Chair as needed.

The Chair shall:

- Preside over all regular and, if required, special executive committee meetings.
- Serve as the primary point of contact to DHS or other federal agencies.
- Oversee the coordination of the executive committee meetings, including coordination of logistics and agenda items.
- Create and distribute an agenda notice for the meeting in advance of each executive committee meeting date and provide a draft agenda and read-ahead material in advance.
- Be responsible for all records of the executive committee, including but not limited to the original charter, minutes, white papers, correspondence, and current membership enrollment.

6.2.4 Vice-Chair Roles and Responsibilities

The position of vice chair of the executive committee will rotate amongst the practitioner or executive or managerial staff members of the committee. The chair and the vice chair shall not be representatives of

the same organization. The responsibilities of the vice chair may be delegated to another member of the executive committee as needed.

The vice chair shall:

- Serve as a managerial capacity for daily sector activities, reporting to the chair as needed.
- Coordinate activities with the SSA and EMR-ISAC staff.
- Represent the chair as needed.

6.2.5 Executive Committee Roles and Responsibilities

The members of the executive committee will play a key role in identifying issues of concern to the community and conveying them to DHS, providing industry recommendations, and addressing the issues presented by the other sectors. The executive committee will provide substantive advice and guidance to DHS drawing upon their experience and knowledge of public safety needs and capabilities. Due to the often immediate and critical demands on ESS practitioners at the local level, the responsibilities of the executive committee may be delegated, as needed, to the executive director (or his/her designee) of the association to which each participant is a member.

The executive committee will:

- Approve the general direction of ESS initiatives and programs, evaluate progress and approve changes in direction and scope for the overall SCC activities.
- Provide advice, feedback and support to DHS and other stakeholders.
- Create and disband project or issue-specific working groups and committees as they deem appropriate.
- Act as a liaison with other sector sectors, and coordinate joint projects
- Resolve issues requiring policy, procedural, or other business decisions as needed
- Represent and advocate for issues involving the ESS CIP at more senior levels of government and among member constituencies
- Participate in pre-scheduled SCC meetings, joint meetings with the GCC, and CIPAC meetings. Participate in occasional cross-sector convenings.
- Recommend and vote on additional ESSCC members, as well as contribute to any required disciplinary or expulsion proceedings.
- Prepare appropriate read-ahead and presentation materials for executive committee review, as required

6.2.6 Rules of Engagement

Meetings:

- The group will convene as an SCC a minimum of once a quarter and more often when necessary. The executive committee may schedule additional meetings as needed. The group will also participate in joint meetings of the SCC-GCC at least two-times a year.

- There will be a pre-determined agenda for each meeting. The agenda should be kept at high-level discussions. The outcomes of each meeting will be documented in writing and communicated as appropriate.
- Because of the demand on state and local practitioners, practitioner members are required to participate in only two of the four SCC meetings.
- The meetings will be held in a location that maximizes the SCC's resources and participant's time. Meetings may be scheduled in conjunction with national or regional meetings that may attract the participation of executive committee members, such as the National Homeland Security Consortium meetings.
- Executive committee meetings are closed to all non-SCC members. Non-SCC members must have an expressed invitation by the Chair.

Decisions:

- The executive committee will operate by consensus, except in matters of membership which require a majority vote.
- Only recommendations (documents, policy positions, plans, etc.) that are provided to the executive committee members prior to the meeting shall be voted upon.
- Individual organizations may present their opinions to DHS on any subject under the auspices of their own organization at any time. However, if the issue being presented to DHS is one that is a dissenting opinion of the executive committee, it must be made in full disclosure to the other members of the committee.
- If a specific project or topic of research is rejected by the ESSCC, any organization may proceed with any individual action under their own auspices, but may not present it as an ESSCC project or use ESSCC funds.
- Organizations that are members of the executive committee may independently interact with DHS on any issue under their own auspices.

Costs:

- Cost of participating in the ESSCC executive committee will be born by federal or other funding if available. Federal funding is available for meeting space, travel and per diem for select meetings with appropriate notice. If federal or other funding is unavailable, the cost will be born by the individual organizations.
- The secretariat will make every effort possible to minimize travel and related expenses.

6.3 General Membership

Members will work in concert with the executive committee through participation in project-specific working groups and committees. They will recommend critical infrastructure protection objectives and

action items for the sector to the executive committee. This may include identifying goals, participating in or leading work groups required to meet those goals, providing comment and recommendations on SCC or federal documents, and providing feedback on additional issues to the executive committee as requested..

Members will be requested to assist in implementation, education and dissemination efforts undertaken as a result of the above.

6.3.1 Eligibility for General Membership

Membership (or “full membership”) will include representatives from organizations representing the “owners / operators” of other emergency services, including those that provide secondary or specialized response or management capability, on the ground at the local or state level, in addition to representatives from all members of the executive committee. Organizations that may be included may represent: fire, law enforcement, emergency management, EMS, public works; emergency health or medical personal; specialized emergency response or management organizations; non-profit service providers; etc. Membership will be limited to two official representatives – one primary and one alternate – per group. It is recommended that these positions are filled by one practitioner and one staff member.

Members should have the knowledge and authority to formulate advice and make decisions on behalf of their constituents, attend all or most of the pre-scheduled meetings and be available to participate in working groups or committees at the request of the executive committee, and respond to ad hoc requests from the executive committee. Attendance will be required at pre-scheduled biannual meetings or special meetings as needed. Members will be expected to participate for a minimum of one year.

Organizations are invited to membership only at the sole discretion of the executive committee, who must approve of the invitation with a majority vote. The executive committee may also expel any member.

6.3.2 Member Roles and Responsibilities

The members will provide substantive advice and guidance to executive committee, most frequently via work groups and/or committees, though opportunity for individual feedback is available. Members will be required to draw upon their experience and knowledge of public safety, and State and local needs and capabilities.

Members will:

- Provide general direction to the ESSCC by leading and participating in working groups and issuing final recommendations to the executive committee based on their work
- Provide advice, feedback, support to the executive committee. Identify additional subject matter experts from their organizations to contribute to projects.
- Review working group/committee deliverables upon request
- Provide resources in support of their full participation of their departments and agencies
- Represent and advocate for ESS at more senior levels of government and among member constituencies
- Assist in building partnerships

- Communicate decisions, plans and results to local constituencies
- Participate in periodic, pre-scheduled meetings
- Prepare appropriate read-ahead and presentation materials for executive committee review, as required

6.3.3 Rules of Engagement

Meetings:

- The general membership will participate in an all-members meeting two-times a year.
- The general membership will be invited, but not required, to participate in joint SCC/GCC meetings, scheduled two times per year.
- Committees and workgroups will meet as needed either in person or via teleconference.
- The meetings will be held in a location that maximizes the SCC's resources and participant's time. Meetings may be scheduled in conjunction with national or regional meetings that attract the participation of advisory council members.
- SCC meeting are closed to all non-SCC members. Non-SCC members must have an expressed invitation by the presiding member.

Decisions:

- Working groups and committees will operate by and act upon consensus. Dissenting opinions should be discussed and noted in the meeting minutes.
- Only recommendations (documents, policy positions, plans, etc.) that are provided to the work group, committees or members prior to the meeting shall be voted upon.
- ESS-related decisions and recommendations of working groups and committees will be sent to the executive committee for final approval or incorporation into broader executive committee recommendations.
- Organizations that are members of the advisory committee may independently interact with DHS on any issue under their own auspices.
- Individual organizations may present their opinions to DHS on any subject under the auspices of their own organization at any time. However, if the issue being presented to DHS is one that is a dissenting opinion of the ESSCC, it must be made in full disclosure to the executive committee.
- If a specific project or topic of research is rejected by the ESSCC, any organization may proceed with any individual action under their own auspices, but may not present it as an ESSCC project or use ESSCC funds.

Costs:

- Local, State and private ESS entities: Cost of participating in the ESSCC will be born by the ESSCC through federal or other funding if available. If federal or other funding is unavailable, the cost will be born by the individual organizations.

- In the event that a federal or non-ESS entity is invited to participate in a committee or working group, that entity will bear the cost of participation.
- The secretariat will make every effort possible to minimize travel and related expenses.

6.4 Associate Members

Associate members will work in concert with the executive committee and the general membership through participation in project- specific working groups and committees. They will contribute to infrastructure protection objectives by participating in working groups, committees and personal recommendations based on their knowledge and expertise. Associate members may assist in implementation, education and dissemination efforts undertaken as a result of ESSCC projects and programs.

6.4.1 Eligibility for Associate Membership

Associate membership will include individual ESS practitioners (not a designated representative of an organization), plus representatives from organizations representing interdependent or other private sector entities. Organizations are limited to one primary (“official”) representative.

Associate members should have the knowledge and authority to formulate advice and make decisions that reflect the best interest of their discipline and the sector, attend all or most of the pre-scheduled meetings and be available to participate in working groups or committees at the request of the executive committee, and respond to ad hoc requests from the executive committee. Attendance at pre-scheduled biannual meetings or special meetings as needed is required. Members will be expected to participate for a minimum of one year.

Organizations or individuals may be recommended for associate membership to the executive committee by any member. However, the executive committee must approve of the invitation with a majority vote. The executive committee may also expel any associate member.

6.4.2 Associate Member Roles and Responsibilities

Associate members will provide substantive advice and guidance to executive committee, most frequently via work groups and/or committees. Associate members will be required to draw upon their experience and knowledge of public safety, and State and local needs and capabilities.

Members will:

- Provide general direction to the ESSCC by participating in working groups and committees
- Identify additional SMEs as needed
- Provide resources in support of their full participation of their departments and agencies
- Represent and advocate for ESS within the government and among member constituencies.
- Assist in building partnerships
- Communicate decisions, plans and results to local constituencies

- Participate in periodic, pre-scheduled meetings
- Prepare appropriate read-ahead and presentation materials for executive committee review, as required

6.4.3 Rules of Engagement

- Organizations or individuals are expected to represent the interest of the emergency service sector. Participation is not to be used for personal or corporate gain, or to further the interests of another sector or entity.
- Organizations or individuals may independently interact with DHS on any issue under their own auspices.
- Organizations or individuals may present their opinions to DHS on any subject under the auspices of their own organization at any time. However, if the issue being presented to DHS is one that is a dissenting opinion of the ESSCC, it must be made in full disclosure to the executive committee.
- If a specific project or topic of research is rejected by the ESSCC, any organization may proceed with any individual action under their own auspices, but may not present it as an ESSCC project or use ESSCC funds.

See also *Working Group and Committees* below

6.5 Working Groups and Committees

Working groups and committees will address specific issues within the sector as identified or approved and assigned by executive committee, and lead by a full member. These entities may research and seek out comment on issues, formulate draft policy and/or implement projects. The work of these groups may or may not will be submitted to the general membership for review and comment at the discretion of the executive committee. The committee or working group will make a formal recommendation of action to the executive committee.

Working groups and committees will be formed by the executive committee with representatives from organizations from all levels of membership, plus additional sector organizations, and cross-sector representatives as appropriate.

6.5.1 Working Group and Committee Members

Working groups and committees may consist of any member or representatives from any interested ESS or stakeholder organization as assigned as by the executive committee. A pool of practitioners would be established to tap into the resources and perspectives of the larger ESS community. Partners or stakeholders who are not part of the ESS or ESSCC as defined for CIP efforts may be called upon by working group or committee members to provide information or comment when appropriate.

Organizations may select the representative to serve on working groups and committees and have representatives on multiple groups simultaneously. The names and contact information of a primary and alternate representative shall be provided to the Secretariat or working group/committee chair. Due to the

potential number of participants involved, meetings may be restricted to just one representative per organization.

6.5.2 Working Group and Committee Roles and Responsibilities

Working Group and Committee members shall:

- Participate in meetings and teleconferences as needed.
- Allocate resources as needed to provide appropriate information, research, recommendations and feedback to the Executive committees.
- Coordinate with their respective agencies to educate them on the ESSCC goals and progress
- Ensure appropriate representation of all levels and disciplines within the public safety community.

6.4.3. Working Group and Committee Rules of Engagement

Meetings:

- Individual working group and committees will convene as needed.
- There will be an agenda and read-ahead materials for each meeting or teleconference. The outcomes of each convening will be documented in writing and communicated as appropriate.
- The meetings will be held in a location that maximizes the SCC's resources and participant's time. Meetings may be scheduled in conjunction with national or regional meetings that attract the participation of working group and committee members.

Decisions:

- The working group and committee will not be a decision-making body. Instead, working group and committee will provide information and recommendations to the ESSCC executive committee.

Costs:

- Private, local and state entities: Cost of participating in the ESSCC will be born by the ESSCC through federal or other funding, if available.
- In the event that a federal or private, non-ESS entity is invited to participate in the advisory committee, that entity will bear the cost of participation.
- The secretariat will make every effort possible to minimize travel and related expenses.

7. Role of Government

The organization of the sector must be sector-driven. However, government agencies play a key role in the ESSCC work; perhaps more so than in other sectors. The *NIPP* assists in clarification of the roles by defining the ESS as those who, "are employed to save lives and property", which DHS has interpreted literally, to include emergency responders (from first responders to specialists), search and rescue

ersonnel, emergency management, and public works. DHS staff has further defined those driving all sector efforts as “owners and operators”.

Under this interpretation there may be some federal agencies that are permanently included in the ESS CIP structure, such as the U.S. Coast Guard for their search and rescue capabilities. However, no federal agencies will serve in an ESSCC leadership role. The ESSCC will tap into federal, state and local governments’ perspectives either through the GCC, the State, Local, Tribal, Territorial GCC (SLTTGCC) a working group or committee, cross-sector cooperation, or a direct solicitation for review or comment.

7. 1 U.S. Department of Homeland Security

The Department of Homeland Security (DHS), specifically and the Infrastructure Partnership Division (IPD), provides guidance and support to the sector. Furthermore, the ESSCC’s Sector-Specific Agency is the DHS SSA Executive Management Office (SSA EMO). A staff member from this office will be appointed as the primary liaison between the sector and DHS and the GCC

DHS recognizes that each organization participating in the ESSCC organization does so on a voluntary basis, and will continue to have organizations-specific action items, concerns and input not related to the sector efforts or to CIP. Participation in ESSCC organization efforts does not prevent or hinder organization-specific relationships with the Department or any other federal department or agency.

7.2 State and Local Government Sector

The ESSCC will interact with the SLTTGCC in the same manner, but perhaps more closely, as with other sectors.

8. Financing

Due to the nature of the ESS, it cannot be self-funded as is the case with sectors dominated by private industry. The government must assist in off-setting the cost of the work of the ESSCC, including the ESSCC secretariat, and some funding for specific projects.

The ESSCC will also pursue third-party partnerships to help cover the costs of operating the ESSCC, with the approval of the executive committee.