

Concept Paper on the Development of Thailand Incident Command System

Rationale

1. Nowadays disasters in this region have occurred more frequently and increased in severity. On one hand, global warming, and changing in environment are two major causes of the uncertainty natural disaster, on the other hand, the increasing in terrorist activities and continued political unrest in different countries also the cause of many man-made disasters that need to be dealt with around the world. The consequences of such disasters can be really destructive and devastated if the government and concerned agencies do not have a good disaster management plans and tools. Therefore, it is very important to have a good disaster management system and tools in order to mitigate the negative consequences and reduce loss of life due to disasters.

2. The common problems in disaster management and in managing emergency incidents are the lack of coordination among concerned agencies as well as standard response and operation procedures which lead to miscommunication which at the end usually worsen the situation. According to disaster cycle, there are 4 aspects according to ASEAN Agreement on Disaster Management and Emergency Response: ADDMER, which come to force in December 2009, in managing disasters. The first one is Risk Assessment, Early warning, and Monitoring. The second aspect is Prevention and Mitigation planning before disaster. The third aspect is Preparedness and Response. The last one is Recovery after the disaster. Many times, challenges of disaster management lie upon how to manage and prepare to response during the disasters to prevent the loss of life and damage to properties. One of the most effective tools to manage incidents and designed to improve emergency response operation of all type and complexity is called Incident Command System or ICS. ICS is based upon flexible, scalable response organization providing a common framework within which accommodates all concern agencies to work during disaster more effectively. ICS was originally developed in the United State since 1970s during the massive wildfire suppression efforts in California and it has been adjusted and tested during many catastrophic disasters, such as wildfires in California, Hurricane Katrina, and terrorist attack on 9-11 in New York. ICS is now part of the National Incident Management System or NIMS and all federal, state, and local agencies are mandated to use it to manage emergency. Thus, as proven to be effective disaster management tool, ICS is now one of global standard in disaster management. However, different country does have different context in managing disaster; hence, in order to use such tool efficiently, ICS needs to be tailored to each country context.

3. ASEAN Committee on Disaster Management noted the Information Paper on ASEAN-US Cooperation on Disaster Management presented by the USDA at the first ACDM Meeting on 9-10 December 2003 in Bandar Seri Begawan, Brunei Darussalam and adopted the project on an Inceptive Workshop to develop specific ICS work plans in three countries. The workshop was held on May 4-5, 2004 and Vietnam, the Philippines, and

Brunei Darussalam were chosen as 3 pilot countries to implement the project on ICS adoption, which later on Vietnam was dropping off the program. The progress of the ASEAN-US Cooperation on Disaster Management: Incident Command System (ICS) Adaption in Pilot Countries and Implementation of Regional Components was reported during the 15th ACDM Meeting on 11-12 March 2010 in Singapore with successful outcomes. The concept of ICS is also included in the ASEAN Agreement on Disaster Management and Emergency Response: AADMER under Prevention and Response component. Since AADMER come into force on 24 December 2009, Member Country is obligated to follow AADMER.

4. Since 2008, with the assistances from Washington National Guard through JUSMAGTHAI, Department of Disaster Prevention and Mitigation: DDPM as Thailand's lead agency in disaster management has begun to develop and register incident command system into Thailand Disaster Management System. DDPM has developed 20 core ICS trainers and now in the process of mainstreaming the concept of ICS in Thailand. In accordance with the effort to comply with AADMER and to successfully register ICS into Thailand Disaster Management System, Thailand is seeking assistance through ASEAN-US Cooperation.

Background Information

5. The Disaster Prevention and Mitigation Act 2007 is the key mechanism legal for the disaster management of the country. According to the current act, the Department of Disaster Prevention and Mitigation is the national operation organization, the provincial and the local agencies are the operation mechanism in the provincial and local level. The national disaster prevention and mitigation plan is the guideline and tool for every relevant disaster agencies to conduct the disaster management. Moreover, DDPM can establish the Disaster Prevention and Mitigation Regional Centers and the Disaster Prevention and Mitigation Provincial Offices to carry out the efficient disaster management. Nowadays, DDPM has set up 18 Disaster Prevention and Mitigation Regional Centers and 75 Disaster Prevention and Mitigation Provincial Offices over the country. DDPM Regional Centers and Provincial offices will be the front line unit to carry out the disaster prevention and mitigation. DDPM will cooperate with the relevant organizations both government and private sector and local agencies to perform the task. To mobilize the technology and know-how, exchange and share experience and information, DDPM has cooperated with various international organizations such as ADRC, ADPC, JICA, GTZ, UNDP UNISDR, UNOCHA, UNEP, etc.

6. Structure of Disaster Management System

The structure of disaster prevention and mitigation system in Thailand was divided into 3 levels as follows

1. Policy Level: The National Disaster Prevention and Mitigation Committee is the policy maker body. The national disaster prevention and mitigation plan will be the tool to drive the disaster management.
2. Command Level: Minister of Interior as Commander in Chief has authority to control and supervise the situation throughout the country; however, in the catastrophe event, Prime Minister or Designate deputy

Prime Minister will be Chief of Commander. The Department of Disaster Prevention and Mitigation is the national government organization to operate the disaster prevention and mitigation all over the country

3. Operation Level:

- **DDPM Director General** as Central Director has the duties to prevent and mitigate disaster throughout the country and supervise the Provincial and Local Director, staffs and civil defence volunteers.
- **Provincial Governor** as Provincial Director has the duties to cope with the disaster prevention and mitigation in the province.
- **Chief of District** as District Director has the duties to carry out the disaster prevention and mitigation in the district.
- **Head of Local Administration Agencies** as the Local Director have the duties to carry out the disaster prevention and mitigation in their local areas.
- **Bangkok Metropolitan Administration (BMA) Governor** as BMA Director has the duties to carry out the disaster prevention and mitigation in Bangkok.

Goal:

7. The overall goal of this concept paper is to facilitate the integration and development of standard Incident Command System into Thailand's Disaster Management System through the ASEAN-US Cooperation on Disaster Management project.

Objectives:

8. The objectives of this concept paper are:

- To provide background information on Thailand's Disaster Management System focusing on the interest of integrating ICS into Thailand's National Disaster Management System
- To propose a conceptual framework and methodology on how to develop and integrate ICS into Thailand's Disaster Management System
- To request the support from ASEAN-US Cooperation on Disaster Management Inception Workshop on ICS in allowing Thailand to participate in ICS project's Pilot Country activities.

Conceptual Framework of Thailand Incident Command System

9. The essential factor in setting standard in Thailand Incident Command System is "people-centered Knowledge Management". In order to successfully adopt the concept of Incident Command System or ICS in Thailand management system, all the concerned agencies as well as general public, especially the local community as the first responder, have to understand and accept the general concept of ICS. In addition, not only on practical level, but the acceptance and understanding of ICS and how having a standard protocol in managing incidents could benefit Thailand's Disaster Management system and help save life during crisis is also needed at the policy level. Therefore, it is very crucial to developing the knowledge and acceptances of

ICS in all level using integrated knowledge management which is consisting of the standard knowledge of ICS, the ICS tools, and the practice.

10. 3 factors of knowledge management in ICS;

- 1) The standard knowledge of ICS (knowledge and skills)

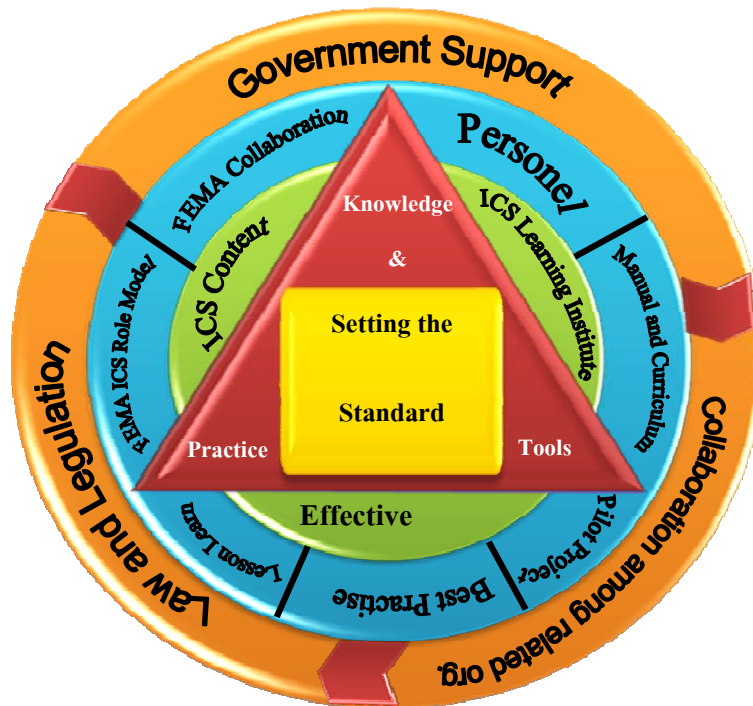
The establishment of basic knowledge and concept of Incident command system in Thailand will be based ICS according to National Emergency Management Agencies: NEMA under Federal Emergency Management Agency: FEMA of United State; which has been developed and utilized since 1970 and now used as prototype in many countries in developing ICS.

- 2) The ICS tools

The development of different tools for passing on the knowledge of ICS; namely Thailand's ICS manual and guidelines, ICS course structure and curriculum in different levels (i.e. ICS for local administration, ICS for first responders, and ICS for the executives), and customized ICS course materials. It also includes the capacity building and development of ICS trainers at different levels.

- 3) The Practice

The application of ICS in different levels under Thailand context including pilot project where certain areas will be chosen to demonstrated ICS. The result of the pilot project will be utilized in the adaptation of mainstream ICS knowledge into Thailand context. The expected final outcome is Thailand Incident Command System.



Conceptual Framework of setting the Standard of Thailand Incident Command System:

11. In addition to the development of ICS foundation in Thailand, to be able to ultimately have Thailand Incident Command System register in Thailand Disaster Management system, there are certain important assumptions that would directly affect this effort. The first one is the support and advocacy from the government. The second one is the collaboration among concerned agencies. Lastly, related law and litigation need to be registered and implemented to support the utilization and operation of ICS. Therefore, the process of developing and registering ICS into Thailand Disaster Management System is not only require changing in the way agencies operate during an incident through a new knowledge and customized tools, it also requires changes in thought process and perception of how agencies should react and collaborate during the incident as well as the adjustment in regulations and protocol of how each concerned agency follows during the incident to accommodate the new system. Hence, the collaboration of all concerned agencies as well as support in all aspects to push this effort of developing a standardize incident command system that is suitable and effective under Thailand context into Thailand Disaster Management System is very crucial.

Methodology

12. In order to successfully register ICS into Thailand’s Disaster Management System, certain actions must be taken at both the policy level and the practitioner level. At the policy level, the supports and acceptance of ICS from politicians and policy makers are very important in registering ICS into Thailand Disaster Management System. At the practitioner level, as the first responders, everyone must be educated and given information about ICS and how it would help in managing incident more efficiently.

Level	Proposed Actions
Policy	<ul style="list-style-type: none"> - Establishment of national ICS steering committee - Development of Thailand Incident Command System guideline/manual - Implementation of related law and regulations - Enforcement of Thailand ICS among concerned agencies
Practitioner	<ul style="list-style-type: none"> - Development of ICS courses and curricula both for executives at the policy level and for practitioners at the local level - Development of ICS materials and tools for ICS courses - Development and establishment of ICS core trainers through the cooperation with international agencies (i.e. Federal Emergency Management Agency: FEMA, USA, ASEAN-US cooperation, etc.) - Development and establishment of ICS local trainers - Distribution and dissemination information about ICS through ICS courses and seminars for local practitioners and first responders

	- Conduct provincial ICS pilot project by choosing certain province to be participated in implementation of ICS in local context
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13. These actions need to be conducted simultaneously with cooperation and supports from all concerned agencies. A work plan is needed to be created to be able to systematically register ICS into Thailand Disaster Management System. These actions should be taken in 3 phrases. The first phrase is to introduce the concept of ICS to concerned agencies and personals responsible in incident/emergency management. The establishment of standard ICS manual as well as courses and core trainers needed to be ready to educate and disseminate the concept of ICS. The second phrase is focusing on the establishment of national ICS steering committee and the training of local trainers in ICS concept. In this phrase, the materials and tools for ICS courses for both executives and local practitioners should be readied. The ICS course should also be distributed among local communities. The third phrase will be to conduct an implementation of ICS pilot project in selected province to experiment ICS in real context and situation and to acquire feedbacks to be able to adjust the ICS manual to be complied with Thailand context. Then there are actions that needed to be taken at the policy level, such as the adjustment of related law and regulation as well as the endorsement of Thailand ICS from the government to be implemented nationally.

Phrase	Action Required
Phrase I	<u>Policy Level:</u> <ol style="list-style-type: none"> 1. Establishment and development of standard ICS courses and curricula 2. Set up and training for ICS core trainers according to FEMA standard 3. Conduct Introduction to ICS course for executives in concerned agencies as well as at the policy level 4. Development of ICS course materials 5. Set up the working committee to develop standard ICS guideline/manual <u>Practitioner Level:</u> <ol style="list-style-type: none"> 1. Training of local trainer in the concept of ICS by core trainers 2. addition of ICS concept in different local training courses
Phrase II	<u>Policy Level:</u> <ol style="list-style-type: none"> 1. Establishment of national ICS steering committee 2. Development of Thailand ICS manual and guideline 3. Coordination and support in concept of ICS through legal framework (i.e. through MOU between concerned organizations, adoption of ICS concept through cabinet decisions, adjustment of certain law and regulation to accommodate the utilization of ICS, etc)

	<p>4. Addition of basic ICS subject into various executive courses</p> <p><u>Practitioner Level:</u></p> <ol style="list-style-type: none"> 1. Training of local trainer in basic ICS 2. ICS course for government agency and NGO staffs who serve as first responders at the local level 3. ICS course for local communities
Phrase III	<p><u>Policy Level:</u></p> <ol style="list-style-type: none"> 1. Official establishment of Thailand ICS manual and guidelines 2. Endorsement of Thailand ICS through cabinet decision and MOU among concerned agencies 3. Adjustment of related laws and regulation to accommodate implementation of Thailand ICS 4. Dissemination and implementation of Thailand ICS manual and guidelines among concerned agencies <p><u>Practitioner Level:</u></p> <ol style="list-style-type: none"> 1. Selection of ICS pilot project areas and provinces to experiment Thailand ICS in local context 2. Adjustment of Thailand ICS through the results and feedbacks from ICS pilot project 3. Implementation of Thailand ICS at the local level 4. Continue training in ICS at the local level

Management and implementation arrangements

14. Department of Disaster Prevention and Mitigation (DDPM) under Ministry of Interior is responsible for imposing and implementing program policy, formulating operational guidelines and establishing criteria on disaster management. In addition, DDPM still organizes and conducts training activities which are related to all disaster management by collaboration with local and international organizations. In addition, DDPM is a focal point for ASEAN Committee on Disaster Management. Therefore, DDPM as a lead government agency in disaster management is the most suitable to be a lead agency in the process of registering ICS into Thailand Disaster Management System.

15. Through 18 regional center and 6 campuses of DDPM Academy, Thailand's leading academy in disaster management, as well as numbers of disaster management experts and trainers, the endorsement of ICS concepts and initiatives from DDPM is a very good start to disseminate the knowledge of ICS throughout the country both at the policy level and local level.

16. Nevertheless, the support at the national level requires Thailand National Security Council (NSC) as Thailand disaster management agency at the policy level to endorse the concept of ICS. NSC will be the most

suitable organization to be the lead agency in setting up national ICS steering committee as well as the establishment of Thailand ICS manual and guidelines.

17. Since ICS is the concept from the US, the cooperation and assistances from the US through ASEAN-US Partnership Program in ICS is essential. With the knowledge and guidance from the partnership program, this effort of registering ICS into Thailand Disaster Management System would be more effective and successful.
