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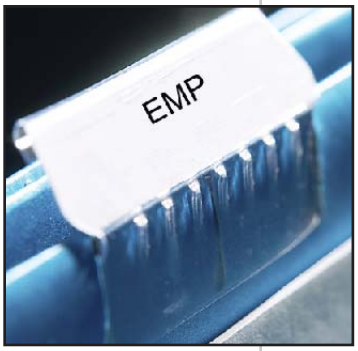
Emergency Management



Purpose

The Emergency Management Plan (EMP) of the Michigan Department of Technology, Management & Budget (DTMB) establishes policies, procedures and an organizational structure for responding to emergencies of a magnitude to cause a significant disruption to the State of Michigan. The plan describes the roles and responsibilities of DTMB during emergency situations and meets the requirements and objectives set forth in the Emergency Management Act (Act 390, Public Acts of 1976, as amended), the State of Michigan's Emergency Management Plan and U.S. Homeland Security Presidential Directive 5.

In addition, the plan supplements DTMB's administrative policies and procedures. When the plan is activated, it sets forth the authority to direct operations and staff assignments, procure and allocate resources, and take measures to restore normal services and operations.

This plan does not supersede or replace procedures for safety, hazardous materials response or other procedures already in place within the state. It supplements those procedures with a temporary crisis management structure that provides for the immediate focus of management on response operations and the early transition to recovery operations.

Nothing in this plan shall be construed in a manner that limits the use of good judgment and common sense in matters not foreseen or covered by the elements of the plan.

Assumptions

The DTMB Emergency Management Plan assumes the following:

- An emergency or a disaster may occur at any time of the day or night, weekend or holiday, with little or no warning.
- Disasters may be statewide or more limited in scope.
- Emergencies or disasters can cause human suffering, injury, death, property damage, environmental degradation, loss of essential services, economic hardship and disruption to state as well as other governmental entities.
- The successful response to an emergency or disaster is not predictable; therefore, published operational plans such as this should serve only as a guide and a checklist. It may require modification to meet the requirements of the emergency.
- Demand for timely information may be overwhelming. Sufficient staff must be identified, provided and well trained to meet this demand.
- Due to the dynamic nature of emergency planning, this plan must continue to evolve to keep pace with changes in DTMB.

Emergency Operations

General

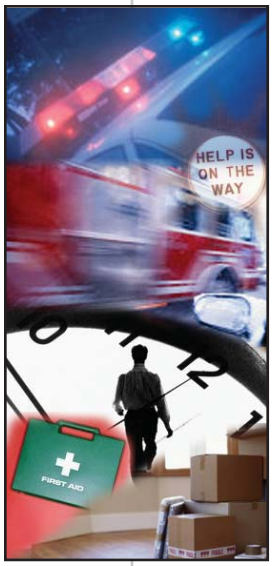
The Emergency Management Plan is based on the premise that emergency functions for groups within DTMB will generally parallel their normal day-to-day functions. To the extent possible, the same personnel and material resources will be employed in both cases. In large-scale disasters, however, personnel may be required to draw on their basic personal strengths and use them in areas of greatest need.

In the event of an emergency, most operational groups in DTMB will have emergency functions in addition to their normal daily duties. Each operational group is responsible for developing and maintaining its own emergency operation plans. Those routine functions that do not contribute directly to the emergency operation may be suspended during any emergency, and efforts that

would normally be required of those functions will be redirected to accomplish the emergency tasks of other departments involved in emergency operations.

Direction and Control

All emergency operations will be directed by the DTMB director or designee. In the absence of the DTMB director or designee, the director of the Office of Enterprise Security will assume control of the emergency response.



During an emergency, the DTMB director and the DTMB crisis management team will meet on an ongoing basis regarding policies and legal concerns in order to determine any actions required beyond standard emergency response protocols.

Direct operational control of a major emergency is the responsibility of the Emergency Coordination Center (ECC).

Levels of Emergencies

Emergency conditions vary with each incident and activation. As a guide, the three levels of emergency follow:

- Level 1 – An incident with limited impact that does not affect the overall functional capability of DTMB or the state. Planning and response are carried out at a limited local level. The Emergency Management Plan would not be activated.
- Level 2 – An incident that significantly disrupts one or more operations of DTMB or its customers. Multiple DTMB resources are involved. The Emergency Management Plan would be activated to the extent necessary.
- Level 3 – Disaster conditions in which DTMB must activate the full Emergency Coordination Center to address immediate emergency response. Emergency conditions are widespread and DTMB must be self-sufficient for a period of hours to several days.
- Generally, the ECC is activated under Level 2 and 3 emergencies.

Emergency Coordination Center

In accordance with standard emergency management system planning, DTMB has established the Emergency Coordination Center. The ECC will:

- provide a central point where:
  - information pertaining to an incident is received and analyzed.
  - verification of information can be made.
  - incident information is immediately available.
  - all resource status information can be tracked.
  - incident strategies are implemented.
  - critical resources are assigned to tactical operations.
- provide for the efficient and effective use of all modes of communication available for the incident.
- enhance coordination among offices and divisions involved in the incident.
- provide for sustaining operations during extended periods of time.
- establish continuity of the response efforts through round-the-clock staffing at a centralized location. This allows a systematic means to conduct planning and tactical meetings and inform members of the new elements of the incident action plan through briefings when shifts change.

Location

The primary ECC is located in the Secondary Complex. The backup ECC is located in downtown Lansing. The incident commander determines which location to use based on the nature of the emergency.

Emergency Management

Operational Readiness

The Office of Enterprise Security is responsible for the operational readiness of the primary and secondary ECC locations. This includes maintaining operational capabilities and the exercise of functions at the two locations.

Staffing

The staffing needs of the ECC will be determined by the nature of the event and the duration of response and recovery activities. Each DTMB office and division participating in the ECC function will be responsible for providing the staffing necessary to sustain ECC operations for the duration of their participation.

The facilities used for the ECC are either conference rooms or training rooms but not dedicated ECC facilities. The ECC will be continuously maintained in a state of readiness for conversion and activation and will serve as the centralized location to gather, check in and receive assigned roles in the ECC. Response activities and work assignments will be planned, coordinated and delegated from the ECC.

A determination to activate the ECC at full or partial levels will be made by the emergency management coordinator in consultation with the director of DTMB or his or her designee.

Once the ECC is activated, the DTMB director and the emergency management coordinator will appoint an incident commander (IC) from a predetermined list. Depending on the character, scope and magnitude of the emergency incident, the incident commander will mobilize appropriate ECC participants.

ECC members will receive an emergency group page or text message or be notified individually, depending on the scope of the emergency. If notified electronically, ECC members will contact the DTMB Service Management Center at (517) 322-6611 or toll free at (877) 766-4348 or by e-mail at DIT-SMC@michigan.gov. Members should provide their estimated time of arrival and notify their designated backup staff as needed. The IC or his or her backup will coordinate the emergency response from the ECC.

Access

Access to the ECC is restricted to authorized emergency management personnel. All others must obtain approval for admission from the incident commander.

All personnel working in the ECC are to sign in and out on the ECC roster, which will be located on a table at the door.

E-Team

The ECC will utilize E-Team software to track incidents. E-Team is an off-the-shelf Web-based critical incident management software system used by the State Emergency Operations Center and the DTMB Emergency Coordination Center to track the status of an incident. E-Team is designed to manage emergencies and events. It includes the following tools:

- Incident reporting and tracking
- Procedures and checklists
- Situation reporting
- Intelligence gathering and dissemination
- Resource and asset management
- Tip reporting
- Action planning
- Duty and call logs
- Critical infrastructure reporting
- Organization charts

- Hospital and shelter status
- Consequence Assessment Tool Set hazard modeling interface
- Personnel management
- Real-time messaging and chat capabilities

Communication

During and after emergencies, the ECC will be the central point for both internal and external communications.

Emergency actions to be taken and other vital information will be communicated to employees through phones, cell phones, messengers (as appropriate), e-mail and Web sites.

During and after a disaster, outgoing phone calls must be restricted to emergency calls to outlying sites and to emergency service providers. Employees must refrain from tying up telephone lines and impeding necessary communications.

In the event of a declared emergency, communication to employees at home and at work will be handled as follows:

- After hours, a phone-tree system will be used by offices and divisions to communicate with employees. It is the responsibility of each office or division to develop its own system that outlines how, and in what order, calls are made. This information will be placed in the office/division emergency operation plan.
- The ECC will maintain an employee emergency hotline that will be maintained by the public information officer (PIO). The hotline number is 517.241.4560 or 877.766.4348, option 6. During an emergency, important messages will be placed on this hotline.
- The ECC will also use the DTMB intranet (http://connect.michigan.gov/portal/site/mdit) and the DTMB Internet site (http://www.michigan.gov/dit) to communicate to employees and customers.
- The ECC will hold regular status conference calls to update management on the current status of the emergency.

Media Calls

During an emergency, the media may request information from department staff. These contacts may be in the form of general inquiries or requests for sensitive information. Because these contacts are varied and often involve administrative decision making, it is essential that they are directed to the PIO immediately. While DTMB must strive to be responsive in emergency situations, it is also our obligation to collect and disseminate accurate information. A centralized, coordinated approach is required to accomplish this goal.

Emergency Management

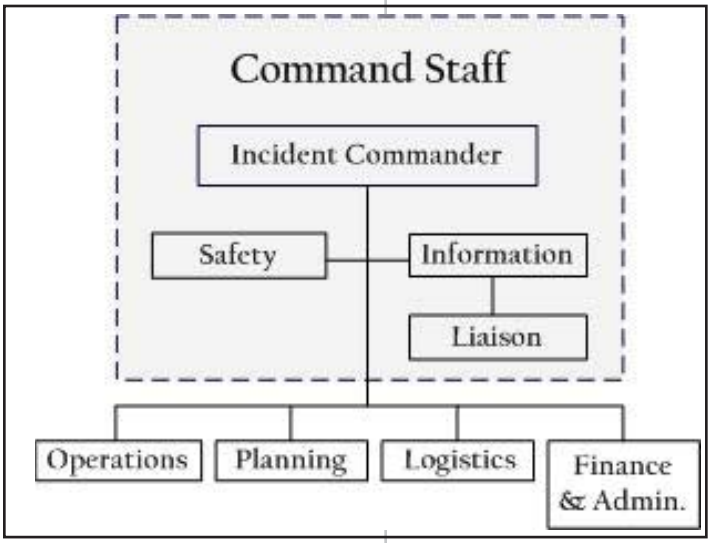
Organization and Assignment of Emergency Response

All incidents, no matter the size, require a coordinated effort to ensure an effective response and the efficient, safe use of resources. The DTMB uses the incident command system (ICS) as the basis for its ECC operations. ICS is designed specifically to allow emergency responders to adopt an integrated organization without being hindered by jurisdictional boundaries.

What is an ICS?

The ICS model is a major component of the National Incident Management System (NIMS). The NIMS was created in February 2003 as a result of Homeland Security Presidential Directive 5.

In the early 1970s, the ICS model was developed as a way to manage emergency response to rapidly moving wildfires. It addresses the following problems:



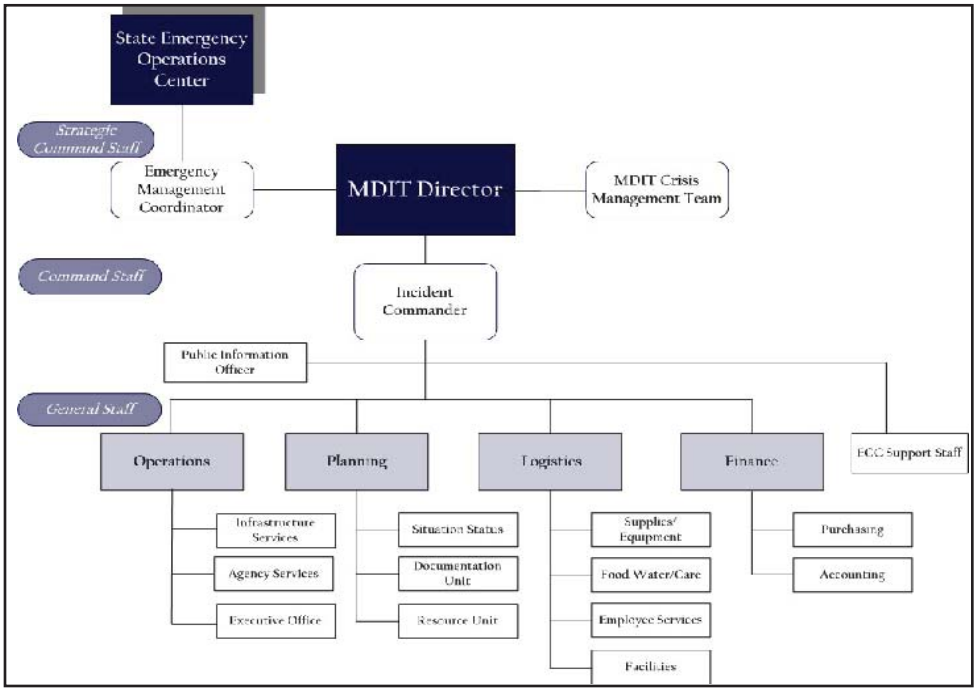
- Too many people reporting to one supervisor
- Different emergency response organizational structures
- Lack of reliable incident information
- Inadequate and incompatible communications
- Lack of structure for coordinated planning among agencies
- Unclear lines of authority
- Terminology differences among agencies
- Unclear or unspecified incident objectives

An ICS enables integrated communication and planning by establishing a manageable span of control. An ICS divides an emergency response into five manageable functions essential for emergency response operations: command, operations, planning, logistics and finance and administration. The illustration at the left shows a typical ICS structure.

The following is a summary of the duties associated with each ICS function.

- The incident commander is responsible for all aspects of the response, including developing incident objectives and managing all incident operations.
- The command staff is responsible for public affairs, health and safety and liaison activities within the incident command structure. The IC remains responsible for these activities or may assign individuals to carry out these responsibilities and report directly to the IC.
- The public information officer develops and releases information about the incident to news media, incident personnel and other appropriate agencies and organizations.
- The liaison officer serves as the point of contact for assisting and coordinating activities between the IC and various agencies and groups.
- The safety officer develops and recommends measures to the incident commander for assuring personnel health and safety and for assessing and anticipating hazardous and unsafe situations. The safety officer also develops the site safety plan, reviews the incident action plan for safety implications and provides timely, complete, specific and accurate assessment of hazards and required controls.
- The general staff includes operations, planning, logistics and finance and administrative responsibilities. These responsibilities remain with the IC until they are assigned to another individual. When these responsibilities are established as separate functions under the IC, they are managed by a section chief and can be supported by other functional units.
- The operations staff is responsible for all operations directly applicable to the primary mission of the response.
- The planning staff is responsible for collecting, evaluating and disseminating the tactical information related to the incident and for preparing and documenting incident action plans.

Emergency Management



- The logistics staff provides facilities, services and materials for incident responses.
- The finance and administrative staff is responsible for all financial, administrative and cost-analysis aspects of the incident.

DTMB's Implementation of ICS

DTMB uses a modified ICS organization that is called to duty during times of emergency, when normal operations are not sufficient to meet the immediate or overwhelming needs that occur. The organization will be staffed by representatives from each bureau within DTMB. DTMB implements three functions within its emergency management organization:

- Strategic Command
- Command
- General Staff

The relationship among the teams is shown in the graphic below:

DTMB Emergency Management Organization

Details of the major elements outlined in the chart at the top of the page are discussed in the following sections. More information and a complete checklist by organizational role is available online.

State Emergency Operations Center (SEOC)

The State Emergency Operations Center is the primary center for coordination of state government response and recovery operations in times of disaster or emergency. The SEOC is maintained and operated by the Michigan State Police Emergency Management Division. The DTMB emergency management coordinator is DTMB's representative to the SEOC.

DTMB Emergency Coordination Center

The ECC is the site established by DTMB where agency officials gather to provide logistical support, policy direction and technical assistance to the emergency management coordinator in the SEOC and to strategically plan and implement the disaster response and recovery activities.

Emergency Management

Strategic Command

The strategic command function is made up of the DTMB director, the emergency management coordinator and the crisis management team. This group:

- provides strategic direction to the incident commander.
- sets priorities in the recovery.
- approves major expenditure of emergency funds and the acquisition of resources.
- crafts DTMB's communication strategy and authorizes media releases.

DTMB Director

The DTMB director is the executive-level leader of DTMB's response to an emergency or disaster for the department. The DTMB director provides overall direction to the emergency management organization and represents the department to key constituents.

Crisis Management Team

The crisis management team is a group of DTMB executives appointed by the DTMB director. This team evaluates information from various sources during the event and advises the DTMB director on appropriate actions requiring his or her decision. The crisis management team is also responsible for the review and approval of the emergency management plan.

Emergency Management Coordinator (EMC)

The emergency management coordinator acts for and at the direction of the DTMB director when the SEOC is activated or a state of disaster or emergency has been declared. The EMC is the liaison between DTMB and the Michigan State Police Emergency Management Division in all emergency management matters. The coordinator also is responsible for preparing and continuously updating an annex to the Michigan Emergency Management Plan, providing for the delivery of emergency management activities by the department.

The EMC works in cooperation with the director, deputy director and all division directors in DTMB to mitigate, prepare for, respond to and recover from emergencies and disasters affecting the programs and responsibilities of the department. The EMC is responsible for developing and implementing strategies that encompass planning, training and exercises that maintain a state of readiness within DTMB. Specific responsibilities of the EMC include:

- Mitigation:
  - Identifying and developing opportunities to lessen the impact of emergencies or disasters on people, property, natural resources, constituent and government services
- Preparedness:
  - Writing emergency management plans
  - Training appropriate staff
  - Designing and conducting exercises of plans
  - Coordinating preparedness activities
  - Conducting relevant outreach activities on behalf of DTMB
- Response:
  - Providing analysis and recommendations in emergency and disaster situations
  - Acting as a liaison to local, state and federal government agencies
  - Coordinating DTMB response activities when deemed appropriate by the director

- Recovery:
  - Coordinating DTMB recovery activities

Command Staff

The command staff is made up of the incident commander and the public information officer.

This group handles the overall operational management of the incident, including:

- command staff assignments required to support the command function.
- establishment of additional command staff positions not specifically identified in the general staff functional elements.
- establishing command.
- ensuring responder safety.
- assessing incident priorities.
- determining operational objectives.
- developing and implementing the incident action plan.
- developing an appropriate organizational structure.
- maintaining a manageable span of control.
- managing incident resources.
- coordinating overall emergency activities.
- authorizing the release of information to the media.
- Tracking costs

Incident Commander (IC)

The incident commander leads the ECC and has the following responsibilities during an emergency event:

- Establishes incident management objectives and strategies
- Develops incident objectives on which subsequent incident action planning will be based
- Ensures all functional area activities are directed toward accomplishment of the strategy
  - Modifies procedures or organizational structure to:
  - Align, as necessary, with the operating characteristics of their specific jurisdictions
  - Accomplish the mission in the context of a particular hazard scenario
- Approves the incident action plan
- Directs the identification and location of facilities based on the requirements of the situation
- Approves all requests pertaining to ordering and releasing incident resources
- Expands the organization from the top down as incident complexity increases and functional responsibilities are delegated
- Expands the number of management positions concurrently with structural expansion to address the requirements of the incident adequately

This position is designated from a predetermined list of incident commanders by the DTMB director and the emergency management coordinator when the Emergency Coordination Center is activated.

Public Information Officer (PIO)

The public information officer:

- maintains contact with the news media.
- provides news releases and other information as approved by the DTMB director.

- ensures that official statements are issued only by those administrators authorized to issue such statements
- responds to inquiries from the public for information relative to the disaster
- disseminates information to DTMB staff and activates staff emergency hotline

During an emergency the position of public information officer is vital for communicating with staff, other agency PIOs and the governor's communications staff to ensure consistency of message.

ECC General Staff

The ECC general staff is a group of incident management personnel that is:

- organized according to function.
- reports to the incident commander.
- consists of the leaders of the operations, logistics, planning and finance teams.

Emergency Coordination Support Staff

The ECC support staff are assigned to the incident commander. Their primary responsibilities include setting up the ECC. They arrange for ECC staff support and serve as the primary internal staff contact for the ECC. They also monitor internal ECC operations to ensure the completion of transfer and exchange of information between teams.

ECC Operations Team

During an emergency event, the incident commander will build an operations team of staff members from DTMB.

The operations team is responsible for the overall coordination and efficient use of resources in emergency response. Team members are responsible for prioritizing operations and managing operation response as determined by the office/division emergency operations plan.

Planning Team. The planning team has three primary units. It may include a number of technical specialists who will assist in evaluating the situation and try to anticipate the need for additional personnel and equipment.

Situation Status Unit. This unit:

- receives and maintains updated field reconnaissance information on the status of all field operations, damage assessment, numbers of people injured or evacuated and outside events – including weather information – that may affect field operations. This information is posted on maps and status boards in the Emergency Coordination Center.
- identifies inaccuracies and inconsistencies in reports and clarifies miscommunications.
- provides ongoing status reports of the emergency and the resources assigned to it.
- maintains the ECC duty log using the E-Team software.

Documentation Unit. The documentation unit:

- maintains accurate and complete incident files, including a complete record of the major steps taken to resolve the incident.
- provides duplication services to incident personnel.
- files, maintains and stores incident files for legal, analytical and historical purposes
- prepares the incident action plan.
- maintains many of the files and records that are developed as part of the overall IAP

and planning function.

Resource Unit. The resource unit:

- makes certain assigned personnel and other resources have checked in at the incident.
- has a system to track the location and status of all assigned resources and personnel.
- maintains a master list of all resources committed to incident operations.
- categorizes resources by capability and capacity across disciplines.
- tracks the status of resources to effectively manage their use.

Logistics Team

The logistics team meets all support needs for the incident. This team:

- orders resources using procurement authorities from off-incident locations.
- provides facilities, transportation, supplies, equipment maintenance and fueling, food service, communications and medical services for incident personnel.

Supplies/Equipment

This position is responsible for procuring and distributing equipment and supplies requested by the incident commander or operations team lead that are required to support emergency response and recovery activities. He or she coordinates record keeping with the finance team and works with the planning team on budgeting and funding authorization.

Food Water/Care

This position is responsible for providing rest areas and sleeping facilities, as needed, and arranging meals for ECC staff. He or she is responsible for obtaining and allocating food and water supplies to support emergency staff needs.

Employee Services

This team determines the need for and maintains records on the status of DTMB employees. They provide personnel support by filling staffing needs using newly hired employees, volunteers and temporary services as necessary. They maintain personnel records and handle claims and other personnel matters and issues. They forward all records of hours worked to accounting for inclusion in the disaster expense report. They coordinate emergency services, mental health care and crisis counseling.

Facilities

Facilities receives reports from various organizations in the field regarding the status of DTMB buildings and properties. They coordinate and direct emergency repair and restoration operations for all utilities and facilities. They check all utilities for safety and operational status and coordinate with public utilities as needed. They assist with emergency power and support for all field operations and the ECC.

The facilities team coordinates the inspection of all DTMB buildings or leased space with DTMB staff. They receive preliminary safety reports and provide information to the situation status unit. They continue to manage field inspections and assist in identifying priority projects. They provide for re-occupancy of buildings and notify the recovery team of usable facilities.

They receive and evaluate initial damage reports from DMB. They maintain complete records and files of all damage by building and provide current and ongoing damage estimates and related information to the situation status unit on an ongoing basis.

The facilities team sets up and manages emergency maintenance, repair and construction projects as authorized by the DTMB crisis management team. They develop a repair and construction plan by priority, keeping documentation for disaster program requirements.

Emergency Management

Finance Team

The Finance Team manages and supports accounting, disaster statistics and purchasing. The team is responsible for all financial information, accounting and immediate financial support for resources and emergency payables. It provides reports to the incident commander and may continue operations and track costs during long-term recovery. The Finance Team documents expenditures, purchase authorizations, damage to property, personnel time, equipment usage, injury claims and vendor contracting.

The team is responsible for timekeeping and cost analysis, tracking costs throughout the incident and overall fiscal guidance. The team reviews the DTMB budget and identifies existing sources of funding for disaster expenditures. The team forecasts expenses for emergency and disaster operations and provides routine updates on total disaster expenditures.

Purchasing

Purchasing is responsible for processing the purchase orders and other DTMB purchasing documentation to support the DTMB's emergency response and for maintaining appropriate files and source documents for supporting disaster recovery applications.

Accounting

This team manages the accounting, auditing and documentation of all emergency expenditures including labor, benefits, purchases and contracts. They set up and manage the emergency accounting system. They compile damage cost estimates and arrange for sources of emergency funding. They maintain a central documentation file. They provide auditing of all expenditures to verify budget accounts, invoices and documentation. They also receive invoices and process authorizations for payment.