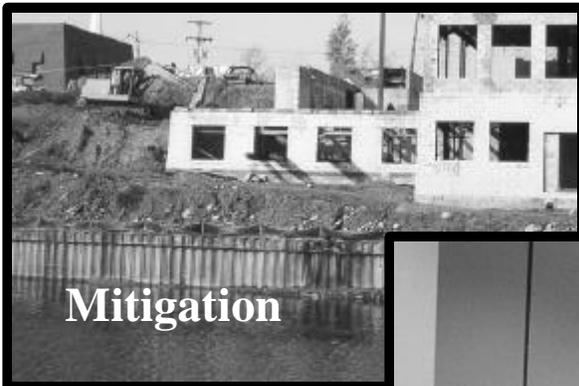


Local Emergency Management Standards



An instrument for assessing and measuring a local jurisdiction's capability to mitigate against, prepare for, respond to, and recover from emergency and disaster events

Table of Contents

TABLE OF CONTENTS.....	1
EXECUTIVE SUMMARY	3
<i>Origin and Development.....</i>	<i>3</i>
<i>Organization and Format.....</i>	<i>4</i>
INTRODUCTION	5
<i>1-1 Scope.....</i>	<i>5</i>
<i>1-2 Purpose</i>	<i>5</i>
<i>1-3 Approach.....</i>	<i>5</i>
<i>1-4 Definitions</i>	<i>5</i>
PROGRAM MANAGEMENT	8
<i>2-1 Policy.....</i>	<i>8</i>
<i>2-2 Chief Executive Official.....</i>	<i>8</i>
<i>2-3 Emergency Management Coordinator.....</i>	<i>8</i>
<i>2-4 Local Emergency Management Advisory Council.....</i>	<i>8</i>
<i>2-5 Legislation and Regulations.....</i>	<i>8</i>
EMERGENCY MANAGEMENT PROGRAM ELEMENTS	9
<i>3-1 Laws and Authorities</i>	<i>9</i>
<i>3-2 Hazard Identification and Risk Assessment</i>	<i>9</i>
<i>3-3 Capability Assessment</i>	<i>9</i>
<i>3-4 Hazard Management.....</i>	<i>9</i>
<i>3-5 Resource Management.....</i>	<i>10</i>
<i>3-6 Planning</i>	<i>10</i>
<i>3-7 Direction, Control and Coordination.....</i>	<i>10</i>
<i>3-8 Damage Assessment.....</i>	<i>10</i>
<i>3-9 Communications and Warning.....</i>	<i>10</i>
<i>3-10 Operations and Procedures.....</i>	<i>11</i>
<i>3-11 Training.....</i>	<i>11</i>

Executive Summary

3-12 Exercises..... 11

3-13 Public Education and Information 12

3-14 Finance and Administration..... 12

SUPPORTING INFORMATION 13

Executive Summary

Origin and Development

For years, local and state officials have recognized the need for a set of standards to be applied to the practice of emergency management. Although standards have not existed, a number of guidance documents have been developed to assist in the creation and implementation of emergency management policy and practice.

An entire series of documents, the Civil Preparedness Guides (CPGs), were developed by the Federal Emergency Management Agency (FEMA) and its predecessor the Defense Civil Preparedness Agency for the purpose of providing emergency management information and direction to state and local governments. The Emergency Management Division of the Michigan Department of State Police has, over the course of years, developed and distributed a number of publications intended to assist local jurisdictions in the development of emergency management programs.

Contractual arrangements between state and local government, in the form of work agreements, have also been developed to further the practice of emergency management. Goals are identified within a work agreement and timelines for the completion of the goals are agreed upon between local and state officials. Through this process the work agreement becomes a form of measurement of the progress taking place within an emergency management program.

All of these efforts advanced the practice of emergency management within the State of Michigan. They did not, however, provide an objective method for measuring the level of emergency management being provided to the citizens of the state.

Instead, what exists today is a diverse set of criteria upon which local jurisdictions base their programs. In essence, while there is a quantity of good information available to assist local jurisdictions in developing emergency management programs, there is no single set of standards by which local jurisdictions can measure emergency management programs.

The catalyst for changing this occurred in 1997 when the Emergency Management Division of the Michigan Department of State Police began examining ways to reconfigure the funding formula for the distribution of State and Local Assistance (SLA) Funds received from FEMA.

A committee was established to develop alternative funding proposals with a featured goal being the enhancement of emergency management capabilities throughout the state. Following extensive work the committee recommended a funding formula consisting of a base grant for all SLA programs and additional money being distributed to jurisdictions based upon hazards faced and emergency management standards met.

Since standards for local emergency management did not exist, they had to be developed. This document, then, is the result of that effort.

The reader should note that even though the standards are intended to be used in a funding formula, the issue of funding was not a consideration in their development. Questions about how

the standards would be implemented were, likewise, not considered.

Members of the committee (see committee member list) responsible for the development of this document focused their attention on one central theme: the development of standards that reflect a reasonable level of emergency management for the citizens of the State of Michigan.

Organization and Format

This document is divided into four sections. The first section (Introduction), describes the scope, purpose, and approach of the standards and includes a list of definitions. The second section (Program Management), contains standards that identify the direction and administration of an emergency management program. The third section (Program Elements), outlines fourteen functional areas in an emergency management program and the standards that pertain to each. In section four (Supporting Information), the reader will find examples of activities, programs, documents, and references intended to assist a jurisdiction in meeting the local emergency management standards.

Each standard is identified using one of two terms, “shall” or “should”. Standards that are identified by the term “shall” are considered requirements. In order for a jurisdiction to have a reasonable emergency management program, it must meet all “shall” standards. The standards identified by the term “should” are recommendations. A jurisdiction meeting these standards in addition to the required standards will significantly strengthen its emergency management program.

Introduction

1-1 Scope

1-1.1 These standards establish emergency management criteria for local jurisdictions in the State of Michigan.

1-2 Purpose

1-2.1 These standards provide local jurisdictions with the criteria to assess and measure their capability to mitigate against, prepare for, respond to, and recover from emergencies or disasters.

1-3 Approach

1-3.1 These standards shall include program elements that are in support of mitigation, preparedness, response, and recovery.

1-4 Definitions

1-4.1 ¹Annex Head – The person(s) assigned the responsibility of coordinating a specific function(s) identified in the EOP.

1-4.2 Chief Executive Official means:

- a) In the case of a county with an elected county executive, the county executive.
- b) In the case of a county without an elected county executive, the chairperson of the county board of commissioners, or the appointed administrator designated by appropriate enabling legislation.
- c) In the case of a city, the mayor or the individual specifically identified in the municipal charter.
- d) In the case of a township, the township supervisor.
- e) In the case of a village, the village president or the individual specifically identified in the village charter.

1-4.3 Damage Assessment - The systematic process of determining and appraising the nature and extent of loss, suffering, or harm to a community resulting from an emergency or disaster.

1-4.4 Disaster - An occurrence or threat of widespread or severe damage, injury, or loss of property resulting from a natural or human-made cause, including, but not limited to, fire, flood, snowstorm, ice storm, tornado, windstorm, wave action, oil spill, water contamination, utility failure, hazardous peacetime radiological incident, major transportation accident, hazardous materials incident, epidemic, air contamination, blight, drought, infestation, explosion, or hostile military action, or paramilitary action, or similar occurrences resulting from terrorist activities, riots, or civil disorders.

¹ The term Annex Head, as used in this document, refers to all individuals, irrespective of title, assigned the responsibility of coordinating a specific function identified in the Emergency Operations Plan (EOP). In some jurisdictions this individual may be referred to as the Section Representative or Service Chief.

Program Management

1-4.5 Emergency - Any event requiring increased coordination or response beyond the routine in order to save lives, protect property, protect the public health and safety, or lessen or avert the threat of a disaster.

1-4.6 Emergency Management - A comprehensive system of policies, practices, and procedures designed to protect people and property from the effects of emergencies or disasters. It includes programs, resources, and capabilities to mitigate against, prepare for, respond to, and recover from effects of all hazards.

1-4.7 Emergency Management Coordinator - The person appointed pursuant to the Emergency Management Act {Act 390 of 1976, as amended} to coordinate activities of an emergency management program.

1-4.8 Emergency Management Division (EMD) - The division within the Michigan Department of State Police that coordinates the comprehensive emergency management activities of state and local government and maintains the Michigan Emergency Management Plan (MEMP). The commanding officer of the division is designated the Deputy State Director of Emergency Management.

1-4.9 Emergency Management Program - The program designated by a jurisdiction to coordinate all components of the emergency management system, pursuant to administrative rule R30.51 (e), "State Assistance to Counties and Municipalities", of the Michigan Administrative Code.

1-4.10 ²Emergency Operations Plan (EOP) - The public policy document developed by a jurisdiction as a counterpart to the MEMP for the purpose of organizing and coordinating the emergency management activities of the jurisdiction(s) identified in the document.

1-4.11 Entity - A governmental agency or jurisdiction, private or public company, partnership, nonprofit organization, or similar organization that has emergency management responsibilities.

1-4.12 Essential Facilities and Equipment - Facilities and equipment that are needed by a jurisdiction to mitigate against, prepare for, respond to, and recover from an emergency or disaster.

1-4.13 Hazard Analysis - The identification and evaluation of all hazards that potentially threaten a jurisdiction to determine the degree of threat that is posed by each.

1-4.14 Incident Command System (ICS) - The combination of facilities, equipment, personnel, procedures, and communications operating with a common organizational structure, with responsibility for the management of assigned resources to effectively accomplish stated objectives pertaining to an incident and/or event.

² The term Emergency Operations Plan (EOP), as used in this document, refers to all plan formats. The Emergency Action Guideline (EAG) format or the Emergency Operations Plan (EOP) format may be used by the local jurisdiction in the development of its emergency management planning document.

1-4.15 Jurisdiction - A political subdivision, or the range of authority or control of a political subdivision.

1-4.16 Mitigation - Actions taken before, during, or after a disaster to permanently eliminate or reduce the long-term risk to human life and property from identified hazards.

1-4.17 Municipality - A city, village, or township.

1-4.18 Mutual Aid Agreement - A prearranged agreement developed between two or more jurisdictions and/or entities to render assistance to each other in the event of an emergency or disaster.

1-4.19 Preparedness - Establishing and delineating authorities and responsibilities for emergency actions and making provisions for having the people, equipment, and facilities in place to respond when the need arises. Preparedness involves planning, training, exercising, procuring and maintaining equipment, and designating facilities for shelters and other emergency purposes.

1-4.20 Recovery - The process of restoring community infrastructure and social and economic systems following an emergency or disaster.

1-4.21 Response - Carrying out time-sensitive actions to save lives and protect property during an emergency or disaster. In addition to managing the response, actions can include fire fighting, protective actions by law enforcement, warning, evacuation, mass care, emergency public information, search and rescue, health and medical care, resource management, and other activities.

1-4.22 Shall - Indicates an item or action that is a requirement.

1-4.23 Should - Indicates an item or action that is strongly recommended.

Program Management

2-1 Policy

2-1.1 Every emergency management program shall be established by ordinance or resolution. This ordinance or resolution shall constitute local emergency management policy and shall include, but not be limited to a statement of purpose that defines the intent and objectives of the policy and a statement of responsibility that identifies the individual or individuals responsible for the development, administration, and execution of the policy.

2-1.2 Jurisdictions falling under a county program should pass a local emergency management ordinance or resolution. This ordinance or resolution constitutes local emergency management policy and should include, but not be limited to a statement of purpose that defines the intent and objectives of the policy and a statement of responsibility that identifies the individual or individuals responsible for the development, administration, and execution of the policy.

2-2 Chief Executive Official

2-2.1 The chief executive official is responsible for all matters pertaining to emergency management, disaster preparedness, and recovery assistance within the jurisdiction.

2-3 Emergency Management Coordinator

2-3.1 The emergency management coordinator shall be appointed by the jurisdiction consistent with the Emergency Management Act {Act 390 of 1976, as amended}. The emergency management coordinator shall act for, and at the direction of, the chief executive official of the jurisdiction in the coordination of all matters pertaining to emergency management, disaster preparedness, and recovery assistance.

2-4 Local Emergency Management Advisory Council

2-4.1 A local emergency management advisory council should be established by the jurisdiction in accordance with its policy.

2-4.2 The local emergency management advisory council should include the emergency management coordinator and others having the appropriate expertise, knowledge or authority to commit resources from all key functional areas within the jurisdiction.

2-4.3 The advisory council should assist the emergency management coordinator with the preparation, implementation, and evaluation necessary to keep the jurisdiction's emergency management program current and adequate.

2-5 Legislation and Regulations

2-5.1 The emergency management program shall comply with the Emergency Management Act {Act 390 of 1976, as amended} and applicable legislation and regulations.

Program Elements

3-1 Laws and Authorities

3-1.1 The emergency management program shall comply with the Emergency Management Act {Act 390 of 1976, as amended} and applicable laws and regulations. Local emergency management ordinances and/or resolutions should include, but not be limited to:

- a) establishment of the emergency management program
- b) establishment of the position of emergency management coordinator
- c) establishment of the duties and powers of the chief elected official and emergency management coordinator consistent with the Emergency Management Act {Act 390 of 1976, as amended}
- d) establishment of lines of succession for elected officials
- e) defining the rights and liabilities of emergency workers and volunteers

3-1.2 The jurisdiction should advocate the review, development, and revision of ordinances, resolutions, and legislation to address mitigation, preparedness, response, and recovery issues.

3-2 Hazard Identification and Risk Assessment

3-2.1 The jurisdiction shall continually identify credible hazards, their likelihood of occurrence, and the vulnerability of the jurisdiction to such hazards. Hazards to be considered shall include natural events, technological events, and human events.

3-2.2 The jurisdiction shall conduct an analysis to determine the consequences and impact of identified hazards on the health and safety of the public, the health and safety of responders, property and infrastructure, critical and essential facilities, public services, the environment, the economy of the jurisdiction, and governmental operations and obligations.

3-2.3 The hazard analysis shall include identification of vital personnel, systems, operations, equipment and facilities at risk.

3-2.4 The jurisdiction shall identify mitigation and preparedness considerations based upon the hazard analysis.

3-3 Capability Assessment

3-3.1 A comprehensive assessment of the emergency management program elements shall be conducted periodically to determine operational capability and readiness to address the identified hazards and risks.

3-4 Hazard Management

3-4.1 The jurisdiction shall identify potential hazard mitigation projects and develop a comprehensive hazard mitigation plan.

3-5 Resource Management

3-5.1 The jurisdiction shall develop the capability to effectively identify, acquire, distribute, account for, and utilize resources essential to emergency functions.

3-5.2 The jurisdiction shall identify resource capability shortfalls and the steps necessary to overcome such shortfalls.

3-5.3 The jurisdiction should develop and implement mutual aid and/or contract service agreements to supplement resource needs.

3-6 Planning

3-6.1 The jurisdiction shall actively support the development of emergency response plans, procedures, and activities. All plans, procedures, and activities shall be closely coordinated with the emergency management program.

3-6.2 The jurisdiction shall develop and maintain a current and adequate Emergency Operations Plan (EOP) consistent with local, state, and federal requirements.

3-6.3 Planning should include ongoing assistance to public and private entities.

3-7 Direction, Control and Coordination

3-7.1 The jurisdiction shall establish and maintain the capability to effectively direct, control and coordinate emergency and disaster response and recovery efforts.

3-7.2 The jurisdiction shall establish a means of interfacing on-scene management with direction and control personnel and facilities.

3-7.3 The jurisdiction should actively support use of the National Fire Academy (NFA) Incident Command System (ICS) model by all agencies within the jurisdiction.

3-8 Damage Assessment

3-8.1 The jurisdiction shall develop and maintain damage assessment capability consistent with local, state, and federal requirements including, but not limited to:

- a) the establishment of a damage assessment annex in the EOP
- b) the designation of an individual(s) responsible for the function of damage assessment and trained through EMD approved courses
- c) staff identified and trained to meet damage assessment requirements

3-8.2 The jurisdiction should actively support the development of capabilities to electronically collect, compile, report, receive, and transmit damage assessment information.

3-9 Communications and Warning

3-9.1 The jurisdiction shall establish, develop, and maintain the capability of disseminating a

warning to the public, key officials, services, and facilities.

3-9.2 The jurisdiction shall develop and maintain primary and secondary means of communication to support direction, control and coordination of emergency management activities.

3-10 Operations and Procedures

3-10.1 The jurisdiction shall develop and maintain the capability to implement operational plans, procedures, and policies to mitigate against, prepare for, respond to, and recover from credible hazards.

3-11 Training

3-11.1 Training requirements for the emergency management coordinator shall consist of completing a state recognized professional development curriculum within four years of appointment.

3-11.2 The emergency management coordinator should attain the state recognized professional credential and/or national emergency management certification.

3-11.3 The jurisdiction shall, in conjunction with the local emergency management coordinator, arrange for and actively support ongoing emergency management related training for local public officials, annex heads, and support personnel.

3-11.4 Persons responsible for emergency plan development and/or implementation should receive training specific to, or related to, hazards identified in the local hazard analysis.

3-11.5 Individuals (other than the emergency management coordinator) with emergency management responsibilities as defined in the EOP should complete, within 2 years of appointment, emergency management training consistent with their emergency management responsibilities.

3-11.6 Individuals with emergency management responsibilities should maintain current and adequate training consistent with their responsibilities.

3-12 Exercises

3-12.1 All emergency management programs shall conduct exercise activities annually in accordance with local, state, and federal requirements.

3-12.2 Exercise activities shall follow a progressive multi-year plan that is designed to meet the needs of the jurisdiction.

3-12.3 Entities assigned to an exercise shall actively participate and support the role of the entity in the exercise.

3-12.4 Entities assigned to an exercise should actively participate in the design, development, implementation, and evaluation of the exercise activity.

3-13 Public Education and Information

3-13.1 The jurisdiction shall develop and maintain community safety programs, which include emergency preparedness, education, and information.

3-13.2 The jurisdiction shall designate public information officials.

3-13.3. The public information capability shall include, but not be limited to:

- a) a public information annex in the EOP
- b) designated public information personnel identified and trained to meet local, state, and federal requirements
- c) a central contact facility for media
- d) a system of receiving and disseminating emergency public information
- e) pre-scripted information bulletins
- f) a method to develop, coordinate and authorize information for release
- g) the capability of communicating with special needs populations

3-13.4 The jurisdiction should actively support the development of capabilities to electronically collect, compile, report, receive, and transmit emergency public information.

3-14 Finance and Administration

3-14.1 The jurisdiction shall promulgate laws, ordinances, resolutions, policies, and/or procedures for carrying out emergency financial and administrative responsibilities.

3-14.2 The jurisdiction should incorporate an emergency management role into the job description of each individual having an emergency management responsibility as defined in the jurisdiction's emergency management ordinance, resolution, and/or EOP.

Supporting Information

The following explanatory material is included for informational purposes only. It is intended to assist a jurisdiction in meeting emergency management standards by including examples of activities, programs, documents, and other items relevant to the task. In some, but not all, cases a further explanation of the standard and its importance to the development of a jurisdiction's emergency management program is offered. References where additional information can be found are also cited for the reader.

Program Management

Policy (2-1)

(2-1.1) A written emergency management policy explains the authority and responsibility of local government in the event a disaster occurs. A statement of purpose will often times detail the emergency management goals of the jurisdiction. These goals identify such things as saving lives, maintaining continuity of government, and providing for disaster response and recovery services. Examples of additional items that could be included in the emergency management policy are:

- a) legal authorities
- b) jurisdictional relationships
- c) activation and deactivation of the EOP
- d) requests for disaster assistance
- e) direction, control and coordination interrelationships

(2-1.2) The relationship between a county program and a jurisdiction that falls under the county program should be clearly defined by resolution or ordinance. A written emergency management policy explains the authority and responsibility of local government in the event a disaster occurs.

References:

- * Emergency Management Act {Act 390 of 1976, as amended}: EMD Pub 102
- * Local Emergency Planning Workbook: EMD Pub 201

Local Emergency Management Advisory Council (2-4)

(2-4.1) Members of the advisory council may, in addition to the emergency management coordinator, include annex heads, utility representatives, private sector representatives, and volunteer agency representatives. In some communities the role of the advisory council could be handled by the Local Emergency Planning Committee (LEPC), the 9-1-1 board, or other similar existing committee.

(2-4.3) The purpose of an advisory council is to oversee and resolve issues relevant to emergency management. The advisory council should meet on a regular basis and provide goals and focus for the entire emergency management program.

References:

- * Local Emergency Planning Workbook: EMD Pub 201
- * LEPCs: Organizing for Success: EMD Pub 305

Emergency Management Program Elements

Laws and Authorities (3-1)

(3-1.1) A jurisdiction's emergency management program must comply with all laws and regulations that impact it including, but not limited to:

- a) Emergency Management Act {Act 390 of 1976, as amended}
- b) local resolutions and/or ordinances
- c) Robert T. Stafford Disaster Relief and Emergency Assistance Act
- d) Federal Civil Defense Act of 1950
- e) Hazardous Waste Operations and Emergency Response (HAZWOPER) standard
- f) Michigan Firefighter Right-To-Know
- g) SARA (Superfund Amendments and Reauthorization Act) Title III

(3-1.2) The emergency management program should review, develop, and/or propose codes, restrictions, regulations, ordinances, and legislation that enhance opportunities for the jurisdiction to mitigate against, prepare for, respond to, and recover from identified hazards and risks. Examples include, but are not limited to:

- a) emergency management ordinance
- b) cost recovery ordinance
- c) truck transportation restrictions
- d) floodplain management regulations
- e) fire codes
- f) land use ordinances
- g) zoning ordinances
- h) site plan ordinance
- i) snow removal ordinance
- j) building codes

Hazard Identification and Risk Assessment (3-2)

(3-2.1) The hazard identification and risk assessment process provides the jurisdiction with the foundation for its emergency management program. The hazard identification and risk assessment will determine what can occur, how often it is likely to occur, and how bad it can get.

A complete hazard analysis will provide an understanding of the potential threats that face a jurisdiction. By pinpointing the location, extent and magnitude of past disasters or emergency events, and by examining knowledge of new or emerging risks, it is possible to determine the probability of such events occurring and the vulnerability of people and property. Viewing this

information along with relevant land use, economic, and demographic information will allow assumptions to be made about segments of the jurisdiction that might be impacted by various types of incidents. This, in turn, allows the jurisdiction to set priorities and goals for resource allocation, response, recovery, and mitigation activities prior to an incident occurring. Collectively, these decisions are the cornerstone of the jurisdiction's emergency management program, and should guide all decisions pertaining to emergency management activities.

There are a number of methodologies available for conducting a hazard analysis. The Emergency Management Division publication 201, *Local Emergency Planning Workbook*, contains a four step process for completing a hazard analysis.

The first step, development of a jurisdiction profile, is accomplished by identifying (and mapping where appropriate) such key factors as:

- a) major geographic features (rivers, wetlands, open areas, valleys, etc.)
- b) property characteristics (numbers, types, ages, building codes, critical facilities, etc.)
- c) infrastructure (highways, airports, utilities, communication systems, etc.)
- d) demographics (population size, distribution, special needs populations, animal populations, etc.)
- e) response agencies (locations, points of contact, facilities, resources, etc.)

Other factors for consideration in the jurisdiction profile may include present and future land use and development patterns, climate, key industries and facilities, and major organizations active in the jurisdiction. In some cases it may be beneficial to divide large jurisdictions into manageable segments or sectors and develop "sector profiles" based upon the same factors.

The second step involves the identification of those hazards to which the jurisdiction is susceptible. To do this, the jurisdiction should review the *Michigan Hazard Analysis: EMD Publication 103* and investigate local information sources to determine if the jurisdiction has experienced (or may be susceptible to) specific hazards. The *Michigan Hazard Analysis* provides a good start in the investigation, but it has a broad, statewide perspective. Local information sources are critically important because they provide information on events that may not have been widespread or severe enough to be listed in the *Michigan Hazard Analysis*, but nonetheless had a significant impact upon the jurisdiction.

The third step, development of a hazard profile for each hazard, is similar to step one, the development of a jurisdiction profile. In this case, however, it is the hazard that is being evaluated. Each profile involves the examination of the hazard using measures that evaluate such factors as:

- a) frequency of occurrence (How often is it likely to occur?)
- b) magnitude and potential intensity (How bad can it get?)
- c) location (Where is it likely to strike?)
- d) probable spatial extent (How large an area is it likely to affect?)
- e) duration (How long can it be expected to last?)
- f) speed of onset (How fast is it likely to occur?)
- g) availability of warnings (How much warning time is there?)

Through this evaluation process, hazards are identified in detail and a jurisdiction's overall risk

to those hazards can then be assessed.

(3-2.2) The fourth step is the determination of the jurisdiction's vulnerability, or susceptibility, to the various hazards that have been identified and evaluated. Vulnerability is determined by quantifying, or measuring, the predicted impact a hazard would have on people, services, and specific facilities and structures in the jurisdiction. The hazards can then be ranked according to severity.

(3-2.4) The final result of the hazard analysis is the opportunity for the jurisdiction to develop specific priorities based upon the identified risks. These priorities should be developed around mitigation, preparedness, response and recovery considerations.

References:

- * Michigan Hazard Analysis: EMD Pub 103
- * Local Emergency Planning Workbook: EMD Pub 201
- * State and Local Guide for All-Hazard Emergency Operations Planning: FEMA Pub. SLG 101
- * Technical Guidance for Hazard Analysis: U. S. Environmental Protection Agency
- * Emergency Planning Tools: FEMA Publication: Tool Box TB 235

Hazard Management (3-4)

(3-4.1) Development of a comprehensive mitigation plan is based upon knowledge gained from completing a hazard analysis. The jurisdiction's hazard identification and risk assessment is the starting point in the development of a hazard mitigation plan intended to lessen or eliminate hazards through implementation of mitigation measures.

Knowledge of mitigation measures should be developed within the jurisdiction. This knowledge may come from other jurisdiction's experience in the use of mitigation measures; input from experts, groups, and organizations; and formal training. Development of a mitigation knowledge base can be greatly enhanced through access and use of digital telecommunications systems such as the Internet, World Wide Web, and E-Mail.

A partial listing of mitigation measures that could be considered when developing the jurisdiction's comprehensive mitigation plan include:

- a) participation in the National Flood Insurance Program (NFIP)
- b) building codes and standards
- c) construction codes
- d) Building Code Effectiveness Grading Schedule (BCEGS)
- e) building and fire inspection programs
- f) incentive programs
- g) land-use planning
- h) corrective measures applied to existing development in the form of acquisition, relocation, and site and building modifications
- i) designating routes for hazardous materials transportation through implementation of

United States Department of Transportation (USDOT) guidelines

- j) a floodplain management program
- k) zoning ordinances

Education, training, and public awareness are important elements supporting the development of mitigation plans and programs. Individuals and organizations will be able to make informed decisions regarding mitigation only when they have had ample opportunity to learn and understand the implications of the hazards and risks confronting the jurisdiction. Local jurisdictions should consider conducting training and education activities that build awareness of mitigation opportunities and make mitigation actions a priority.

To further the application of mitigation measures the support of the chief executive official and other jurisdiction leaders is important. Individuals such as elected and appointed city and county officials, emergency management personnel, and community planners should become familiar with strategies to integrate hazard mitigation into the jurisdiction's comprehensive planning process. The support of these individuals can aid in the creation of funding strategies for the development and implementation of a mitigation plan. Their support will also further the cooperation between agencies, departments, organizations, interest groups, and other entities within the jurisdiction.

Effective and cost-efficient emergency management will result from the development of a comprehensive mitigation plan. Money spent on hazard mitigation will reduce funds required for response and recovery when a disaster occurs.

References:

- * Local Hazard Mitigation Planning Handbook: EMD Pub 310 (to be developed by 12/30/98)
- * Emergency Management Training Curriculum Guide: EMD Pub 701
- * Multi-Hazard Identification and Risk Assessment, A Cornerstone of the National Mitigation Strategy: FEMA Publication, 1997
- * Local Emergency Planning Workbook: EMD Pub 201
- * Transportation of Hazardous Materials; Highway Routing: 49 CFR Part 397
- * Hazard Mitigation/Comprehensive Plan Interface: Integration of Emergency Management Into The Community Planning Process: EMD Student Manual G626

Resource Management (3-5)

(3-5.1) An important element in the successful response to, and recovery from, an emergency or disaster is the capability of the jurisdiction to effectively apply existing resources. The development of a resource management capability should begin when the jurisdiction completes its hazard identification and risk assessment. The identification of resource requirements should be based upon the hazards that have been identified and the predicted impact those hazards will have upon the jurisdiction.

The application of hazard-specific scenarios (i.e., following a hypothetical disaster situation from initial warning, through impact on the jurisdiction, to the consequences that follow) will enable the jurisdiction to project resource needs arising from critical issues such as life safety, loss of critical functions, public health, economic impact, and short and long term recovery. The

Appendix A

jurisdiction should consider, in addition to essential resource requirements, critical resources that may incur heavy public demand during an emergency. Resources needed during the early stages of recovery may also be in great demand and therefore require further planning efforts.

(3-5.2) Following the identification of resource capabilities the jurisdiction must identify its resource shortfalls. There are a number of ways in which resource shortfalls can be identified including, but not limited to: the completion of a comprehensive resource capability assessment, a scenario based planning activity, an exercise activity, and an actual event.

(3-5.3) Once resource capability shortfalls are identified, plans can be made to supplement them. The jurisdiction should consider increasing or reallocating personnel, equipment, facilities, and supplies to meet the identified resource shortfalls. The jurisdiction should also consider eliminating resource shortfalls through negotiating mutual aid agreements, memorandums of understanding, and contracts, with other jurisdictions, organizations, and private sector entities.

Items the jurisdiction should consider when developing a resource management capability include:

- a) resource inventory lists for local government personnel and equipment, private sector personnel and equipment, and volunteer agency personnel and equipment. A schedule for updating the resource lists should also be established.
- b) procedures for activating, deploying, and tracking resources.
- c) a donations management program to handle tangible property that is donated for disaster victims. Specific issues the jurisdiction should consider in the development of a donations management program include collection points, storage, distribution, disposal of unwanted goods, transportation, staffing, and public information availability and accessibility.
- d) ethnic-specific needs and supplies in jurisdictions that have diverse ethnic populations.
- e) a records management program for the procurement and use of resources. Specific considerations might include the use of logs, purchase orders, requisitions, and other forms. The program should also ensure that purchases, contracts, and accounting procedures are completed in accordance with local, state, and federal requirements.

References:

- * Resource Management Course Manual: FEMA Pub SM 276, 1995
- * Local Emergency Planning Workbook: EMD Pub 201
- * State and Local Guide for All-Hazard Emergency Operations Planning: FEMA Pub SLG 101

Planning (3-6)

(3-6.1) There are a number of emergency planning responsibilities that are the direct result of public policy initiatives and mandates. The plans, procedures, and activities derived from these mandates must be actively supported by the jurisdiction and coordinated with the jurisdiction's emergency management program. These planning mandates include, but are not limited to:

- a) SARA (Superfund Amendments and Reauthorization Act) Title III Plans
- b) Emergency Action Plans for Dams

- c) Radiological Emergency Preparedness Plans
- d) Area Contingency Plans
- e) Airport Disaster Plans

Other entities develop emergency response plans for the purpose of responding to extraordinary circumstances. These events require the coordination of response activities that exceed routine day-to-day emergency operations. In order for such plans, procedures, and activities to be successful they, too, must be coordinated with the jurisdiction's emergency management program.

Activities associated with the development of emergency response plans and procedures include, but are not limited to such things as:

- a) research - (reviewing laws, regulations, existing plans, mutual aid agreements, conducting hazard/risk analysis, etc.)
- b) development - (planning meetings and workshops)
- c) validation - (plan review and testing)
- d) maintenance - (follow-up action to capture information identified through exercises, audits, annual reviews, and other methods that ensure plans remain useful and up-to-date)

Implementing instructions provide details necessary to accomplish tasks assigned in a plan. Examples of implementing instructions include, but are not limited to:

- a) Standard Operating Procedures (SOPs)
- b) checklists
- c) maps
- d) record keeping forms
- e) information cards

References:

- * Planning Guidance For Community Hazmat Response Plans: EMD Pub 308
- * Emergency Plans For Dams: Emergency Management Division Information Letter 91-23
- * Emergency Action Plan (EAP) For Dams Development Course: FEMA G274
- * Nuclear Accident Briefing Handbook: EMD Pub 911
- * Oil Pollution Act of 1990 (OPA 90), Section 4202
- * Act 327 of 1945, amended 1996 (The Aeronautics Code), Section 259.86
- * Local Emergency Planning Workbook: EMD Pub 201
- * The Emergency Planning Process: Self-Instruction: FEMA Publication SI 235
- * The Emergency Planning Workshop Student Manual: FEMA Pub SM 235

Direction, Control, and Coordination (3-7)

(3-7.1) The ability of the chief executive official and other key officials of the jurisdiction to direct, control, and coordinate response and recovery operations must be established and maintained by the jurisdiction. Officials must have the capability to: 1) analyze an emergency situation and decide how to respond quickly and effectively; 2) direct and coordinate the response forces of the jurisdiction; 3) coordinate with the response forces of other jurisdictions; 4) coordinate with state, and federal agencies; and 5) use available resources efficiently and

Appendix A

effectively.

References:

- * EOC Operating Procedures Workbook: EMD Pub 402
 - * Emergency Operating Center (EOC) - Incident Command System (ICS) Interface Workshop: FEMA Publication SM G191
-

Damage Assessment (3-8)

(3-8.1) Individuals within the jurisdiction must be identified and trained to meet damage assessment requirements. Training for these individuals can be accomplished in several ways including, but not limited to: formal courses, workshops, and exercises.

References:

- * Damage Assessment Handbook: EMD Pub 901
 - * Local Emergency Planning Workbook: EMD Pub 201
-

Communications and Warning (3-8)

(3-8.1) Establishing a capability to warn the public, key officials, facilities, and services can be achieved by using one or more warning methods. These methods include, but are not limited to:

- a) outdoor sirens, whistles, and/or alarms
- b) tone alert radio
- c) tone alert monitors
- d) pagers
- e) Emergency Alert System (EAS)
- f) telephone-automatic dialers
- g) NOAA weather radio
- h) TV and radio
- i) cable override
- j) vehicle mounted sirens and public address systems
- k) telephone ring-down system
- l) door-to-door

(3-8.2) Communication capabilities that support the direction, control and coordination function must be established by the jurisdiction.

Internal communications between individuals involved in direction, control and coordination must be developed and maintained. There are several methods that can be used to accomplish this including, but not limited to:

- a) telephones
- b) computers
- c) radios
- d) written messages

- e) disaster status board(s)

Communications between the direction, control, and coordination function and outside contacts must be developed and maintained. These communication links can be accomplished through various methods that include, but are not limited to:

- a) Law Enforcement Information Network (LEIN)
- b) fax
- c) radio
- d) telephone
- e) messenger
- f) pagers
- g) computer

It is equally important that the jurisdiction develop the capability of recording, assigning, and delivering messages so that prompt action can be taken by direction and control personnel. Items to consider in the development of this capability include, but are not limited to:

- a) message flow procedures
- b) identified and trained personnel (i.e., log recorder, message controller, messengers, etc.)
- c) supplies (i.e., message forms, message log, situation log, etc.)

References:

- * EOC Operating Procedures Workbook: EMD Pub 402
 - * Warning, Evacuation, and In-Place Protection Handbook: EMD Pub 304
-

Operations and Procedures (3-10)

(3-10.1) It is necessary that the jurisdiction develop and maintain the capability to implement the plans, procedures, and policies that are identified in the jurisdiction's EOP and related emergency response plans. For example, if an emergency response plan identifies the local fire department as the agency that will respond to, and stop, an accidental hazardous materials release, the department must have individuals identified and trained to the OSHA "hazardous materials technician" level.

The capability to implement plans, procedures, and policies can be demonstrated through exercise activities and actual events.

References:

- * Damage Assessment Handbook: EMD Pub 901
 - * Local Emergency Planning Workbook: EMD Pub 201
 - * EOC Operating Procedures Workbook: EMD Pub 402
 - * Planning Guidance For Community Hazmat Response Plans: EMD Pub 308
 - * Emergency Information Procedures Workbook: EMD Pub 401
 - * Warning, Evacuation, and In-Place Protection Handbook: EMD Pub 304
 - * Hazardous Waste Operations and Emergency Response: OSHA 29 CFR 1910.120
-

Training (3-11)

(3-11.4) Individuals with plan development and/or implementation responsibilities should receive training relevant to the type of planning they will be doing. For example, individuals designated to assist in the development of SARA Title III off-site response plans should be trained in the development and/or implementation of those plans. Likewise, those individuals with planning responsibilities for development and implementation of the jurisdiction's Emergency Operations Plan, should receive training relevant to the EOP.

(3-11.6) Ongoing training for individuals with emergency management responsibilities is vital to the success of the jurisdiction's emergency management program. New developments within the field of emergency management, use of new technologies, and refinements in emergency management practices make continual training necessary. Training is available through several means including, but not limited to:

- a) formal classes
- b) workshops
- c) one-on-one assistance
- d) conferences
- e) mentor programs

Training opportunities are available through both the private and public sectors and at the local, state, and federal level.

References:

- * Emergency Management Training Curriculum Guide: EMD Pub 701
- * Michigan Hazardous Materials Training Center Curriculum Guide: EMD Pub 703
- * EMI Catalog of Activities: FEMA Publication listing course offerings at the Emergency Management Institute in Emmitsburg, Maryland

Exercising (3-12)

(3-12.3) In order for an exercise to be successful a jurisdiction must ensure that individuals from the entities assigned to the exercise actively participate and support their assigned role. Exercises should be planned well in advance and all participating entities notified ahead of time. The participating entities must make certain individuals are assigned to the exercise and their involvement time scheduled.

(3-12.4) A significant amount of planning and work goes into a successful exercise. Much of this occurs prior to the exercise and following the exercise. As a result, entities assigned to an exercise should also participate in the design, development, implementation, and evaluation activities that support the exercise. The participating entities should assign individuals to these phases of the activity and allow for appropriate involvement time.

References:

- * Exercise Design Course G120 Student Manual: FEMA Publication 120.01
 - * EMD Exercise Policy
-

Public Education and Information (3-12)

(3-13.1) Community safety programs shall educate the populous about the emergency management system, community hazards, and how to develop a family preparedness program.

(3-13.2) A designated public information official, usually referred to as the Public Information Officer (PIO), is responsible for the collection and dissemination of all newsworthy information and to act as official spokesperson for the jurisdiction in times of disaster.

During routine day-to-day operations the public information officer assists the emergency management coordinator in the development and distribution of educational material on hazards faced by the jurisdiction. The PIO also assists in maintaining a file of emergency instructions that can be quickly disseminated in the event of an emergency or disaster.

References:

- * Emergency Information Procedures Workbook: EMD Pub 401
 - * Basic Public Information Course Student Manual: FEMA Publication SM 120
-

Finance and Administration (3-14)

(3-14.1) Emergency financial responsibilities include, but are not limited to:

- a) appropriations
- b) expenditures
- c) purchases

Emergency administrative responsibilities include, but are not limited to:

- a) release of emergency funds
- b) documentation of emergency work performed
- c) documentation of emergency costs
- d) preservation of essential records

(3-14.2) Emergency management tasks, duties, and responsibilities are defined in the jurisdiction's emergency management ordinance, resolution, and/or Emergency Operations Plan. These responsibilities are then assigned to individuals within the jurisdiction. Often times, however, these responsibilities are not included in an individual's job description, but are instead considered tasks to be fulfilled in addition to normal job responsibilities.

At the very least, this arrangement minimizes the prominence of emergency management within the jurisdiction and may even indicate a lack of importance being placed upon emergency management. To counter these effects, the jurisdiction should incorporate into an individual's job description the emergency management duties and responsibilities that the individual has been assigned.