

INDEPENDENT STUDY COURSE

THE EMERGENCY PROGRAM MANAGER



**Federal Emergency Management Agency
Emergency Management Institute**

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Course Overview

Here is what you will learn in the units of this course:

Unit 1: Comprehensive Emergency Management

- The three types of emergencies
- The four phases of emergency management
- The integrated Emergency Management System

Unit 2: The Emergency Program Manager

- Your roles and responsibilities
- Your job in Civil Defense and
- Your tasks as an Emergency Program Manager

Unit 3: Mitigation

- How to conduct a hazard identification and vulnerability analysis
- Tools and Techniques of, Emergency Mitigation
- Alternative strategies for achieving mitigation
- Your role in hazard mitigation

Unit 4: Preparedness

- The legal basis for your job
- Mutual aid pacts for resources and support
- Planning for emergency operations

- Characteristics of a good plan
- Exercises to test plans and operations
- Developing a resource inventory

Unit 5: Response

- The five stages of emergency response
- Using the Emergency Operations Center
- Managing information in an EOC
- Informing the public about emergency conditions
- Conducting a damage assessment

Unit 6: Recovery

- The two stages of recovery
- Obtaining recovery assistance
- Expectations about disaster assistance
- The importance of recovery planning
- Mitigation opportunities in redevelopment

Unit 7: Managing Emergency Management

- Planning for emergency management
- Your job description
- Developing and managing a staff
- Financial planning responsibilities
- Training for emergency management

COMPREHENSIVE EMERGENCY MANAGEMENT

UNIT I



Introduction

Your job as an emergency program manager is of vital importance to your community. If you do your job well, you can help prevent death and injury to the citizens of your community, you may be able to save millions of dollars in repair costs, and you can feel confident that your community is prepared not only for a nuclear attack but also for technological and natural disasters.

It is important for you to realize right from the start two important facts about your job.

First, the emergency *program* manager differs from an emergency *response* manager.

Second, part of that difference is that you are responsible for building your jurisdiction's part of a national emergency management system capable of responding not only to local or regional emergencies, but also to national security emergencies.

As emergency *program* manager, you are responsible for coordinating the plans and operations of the various components of the emergency management system—fire and police, emergency medical services, public works, volunteers, and other groups contributing to the management of emergencies. The emergency *response* manager manages the application of resources during a disaster. A Fire Chief, a Public Works Director, and a Medical Services Coordinator are examples of emergency response managers. You will

be working closely with the emergency response managers as you prepare your community for emergencies. While the emergency program manager works more closely than ever with other emergency responders in fire, police, emergency medical, and public works, there is a danger of ignoring your role in building a national emergency management system capable of responding to national security emergencies. As the emergency program manager, you must recognize that natural disasters and technological emergencies may seem most pressing. Yet, the tools at hand and, perhaps, the funding that supports your efforts are a part of America's commitment to an effective civil defense.

Just as you will work closely with other agencies in your jurisdiction to build effective emergency management, you will work closely with other levels of government to build effective *national* emergency management. This is the essence of the partnership that is described in the Civil Defense Act of 1950, as amended. This act is the basis for your job as emergency program manager.

The Act states:

It is the policy and intent of Congress to provide a system of civil defense for the protection of life and property in the United States from attack and from natural disasters.



Figure 1-1: No two emergency program managers' jobs are exactly the same.

The "system of civil defense" that the Act describes means *you*. It means you, your plans, your community resources—your local or state emergency management system. That is how the national civil defense and emergency management system is constructed—on your jurisdiction's efforts.

A large city may have a full-time emergency program manager, with a paid supporting staff. There also maybe a full-time fire and police department. A small community may only have a volunteer fire department with only two or three pieces of apparatus. The emergency program manager may also be a volunteer. You may be in one of these two categories or someplace in between. Perhaps you are a shared employee, spending a percentage of time as the emergency program manager and another part of your time as a member of some other

governmental agency, such as fire, public safety, planning, or public works.

Whatever your situation, this course is for you.

This course is designed to cover the basics of emergency management and your role in building the national civil defense system. The principles you will learn apply equally well to the volunteer as to the full-time paid emergency program manager. Therefore, as you study this course, think about adapting the information to your particular job.

The format of this course is designed to help you learn and apply the principles and tasks involved in emergency management. This unit defines emergency management. The following unit describes the tasks included in the job of emergency program manager. The remaining units of the course detail

specific parts of the emergency program manager's job in the four phases of emergency management.

When you complete this course you will be ready to "start" your job as an emergency program manager. The knowledge you gain in this course will be applied, adapted, and refined by further experience and training. As you study this course, remember that your efforts in emergency management can make the citizens of your community better prepared for a disaster.

In most units you will find **THINGS TO DO**. This part of the course provides worksheets, exercises, and tasks for the future. Complete the worksheets and the exercises. For the more time consuming tasks in **THINGS TO DO** you should think about them and save them for the future. Make a note right on the page of any ideas you might have on how you would accomplish the task. Remember, **THINGS TO DO** are part of your course. You will have a much better

understanding of your job as an emergency program manager as it applies to your community by completing the **THINGS TO DO**.

At the end of most sections in a study unit there are **SELF TEST QUESTIONS**. These are to help you test yourself so you can see how well you have mastered the material. If you can't answer a question, don't guess. Find where the subject is covered and look for the answer. Looking in the unit to find the answer to a question is not cheating. It is learning. If you do not know the answer to a **SELF TEST QUESTION**, do not go on. Review the material until you find the answer. The answers to all of the **SELF TEST QUESTIONS** are provided at the end of each unit.

We wish you every success with this course and your emergency management career. Above all, we hope you achieve a personal feeling of satisfaction from completing this course and doing a good job.

What Is Emergency Management?

While the functions of emergency management have been performed for decades by government and private organizations (Ben Franklin formed the first fire department more than 200 years ago, for example), it was only recently that the broader ideas about managing emergencies discussed in this course were developed.

In this course, the concept used for handling disasters and their consequences is called Comprehensive Emergency Management (CEM). This approach was institutionalized in 1979 with the creation of the Federal Emergency Management Agency (FEMA). FEMA resulted from the consolidation of five federal agencies that were dealing with many types of emergencies. Since that time, many state and local organizations have accepted this approach and changed the names of their organizations to include the words “emergency management.”

The name change was an indication of a change in orientation away from specialized preparedness for single hazards or narrowly defined categories of hazards and toward an *all-hazards* approach—attack, natural, and technological—to potential threats to life and property. As Congress and the Federal Emergency Management Agency have been quick to point out, this change reflects not a *reduction* in security, but an increased emphasis on making the nation's emergency management capability responsive to any major emergency.

This expansion into new hazards was not the only change brought about by the development of the concept of **Comprehensive Emergency Management**, for the concept consists of three interrelated components:

(1) All types of hazards: The commonalities among all types of technological and natural disasters suggest strongly that many of the same management strategies can apply to all such emergencies;

(2) An emergency management partnership: The burden of disaster management, and the resources for it, require a close working partnership among all levels of government (Federal, regional, state, county, and local) and the private sector (business and industry, voluntary organizations, and the general public); and

(3) An emergency lifecycle: Disasters do not just appear one day. Rather, they exist throughout time and have a lifecycle of occurrence which must be matched by a series of management phases that include strategies to mitigate hazards, prepare for and respond to emergencies, and recover from their effects.

These three components form Comprehensive Emergency Management, which is a good place to begin defining what this course is all about.

EMERGENCY is defined as any event which threatens to, or actually does, inflict damage to property or people.

Large disasters can range from hurricanes and floods, to explosions and toxic chemical releases.

MANAGEMENT is defined as the coordination of an organized effort to attain specific goals or objectives. In emergency management, *MANAGEMENT means an organized effort to mitigate against, prepare for, respond to, and recover from an emergency.*

COMPREHENSIVE is the word that brings all this together. It clarifies "emergency" by including all forms of natural, and technological events which threaten or adversely affect lives and property. Comprehensive gives more definition to the word management. Management means bringing together the proper mix of resources from the federal, state, and local governments, from business and industry, and from the public.

Finally, comprehensive adds a new factor to the meaning of emergency management—*PHASES*. *Phases come from the idea that disasters have a lifecycle.* Disaster don't just suddenly appear. A hazard exists, but it takes some event or accident to turn it into a disaster. For example, a river always flows through a town and propane gas trucks pass through the streets. Large amounts of rain, or a breaking dam can produce a flood. Equipment failure or human error, similarly, can turn a routine gas delivery into a disaster. As a result, one of the basic principles of CEM is that we can do something useful both *before and after* a hazard occurs. Comprehensive Emergency Management suggests that there are

four phases of emergency management which must work together to protect a community.

Phases of Emergency Management

Ever since the Second World War, emergency management has focused primarily on preparedness. But being prepared is only one phase of Comprehensive Emergency Management. A community also has the opportunity to deal with emergencies before they strike and the responsibility to aid recovery after a disaster. As a result, current thinking defines four phases of Comprehensive Emergency Management. They are MITIGATION, PREPAREDNESS, RESPONSE, and RECOVERY. There is an entire course unit on each of these phases. Examine the figure below and then let's look at a brief definition of each so that you can visualize the broad scope of emergency management.

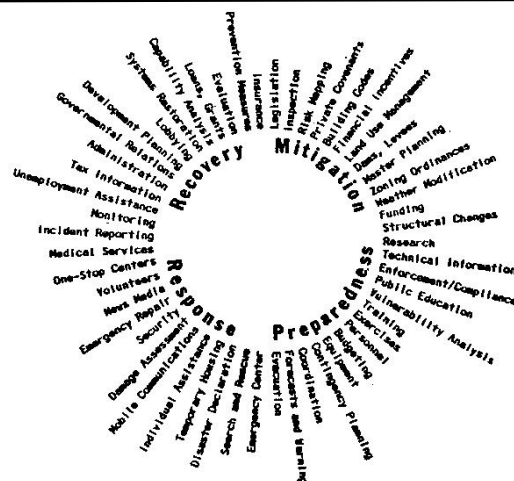


Figure 1-2: Actions taken in four phases of emergency management (Reprinted by permission of Hazard Monthly and Research Alternatives, Inc.)

The four phases of comprehensive emergency management are visualized as having a circular relationship to each other. Each phase results from the previous one and establishes the requirements of the next one. Activities in one phase may overlap those in the previous section.

The phases were illustrated in Figure 1-2 as parts of a circle, each merging into the next one. Preparedness moves swiftly into response when disaster strikes. Response yields to recovery at different times depending on the extent and kind of damage. Similarly, recovery should trigger mitigation, motivating attempts to prevent or reduce the potential of a next disaster. Finally, the disaster phases know no beginning or end. The recognition of a threat can motivate mitigation as well as an actual emergency can.

In the units that follow, we shall use the four phases of emergency management as a way of structuring the lessons. Each phase will be treated in turn, beginning with the phase called MITIGATION.

MITIGATION refers to activities which actually eliminate or reduce the chance of occurrence or the effects of a disaster. Recent research has shown that much can be done to either prevent major emergencies or disasters from ever happening, or if nothing else, at least reduce the damaging impact if they cannot be prevented. For example, requiring protective construction to reinforce a roof will reduce damage from the high winds of a hurricane. Preventing the use of hazardous areas like floodplains or adjusting the use of

such areas by elevating structures can reduce the chance of flooded Figure 1-3: Preventing the use of hazardous areas.

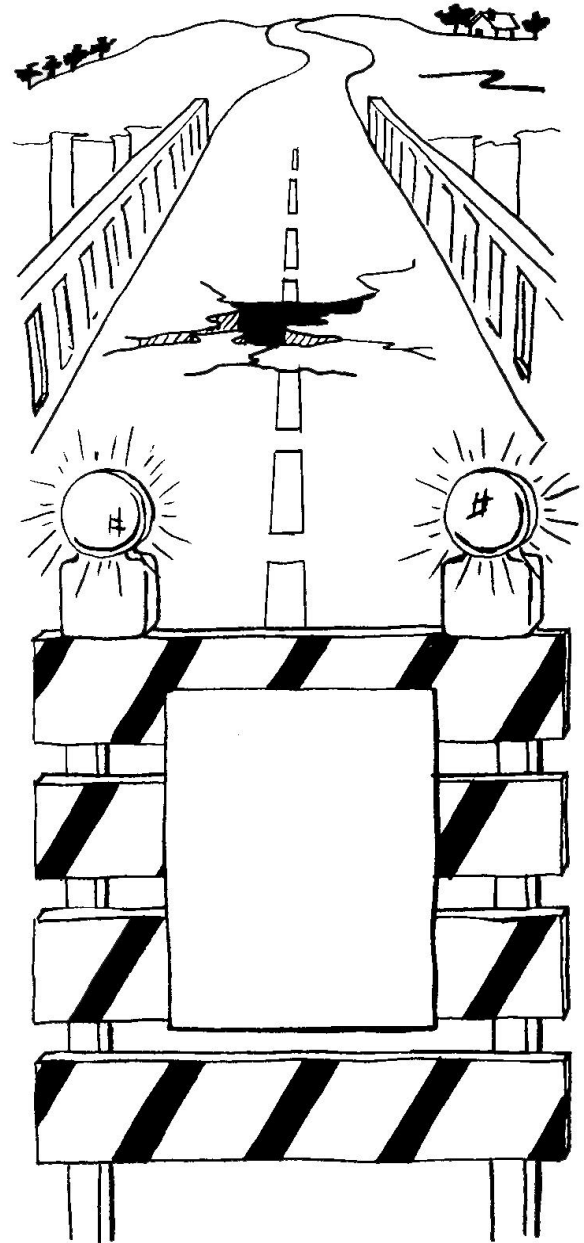


Figure 1-3: Preventing the use of hazardous areas is MITIGATION.

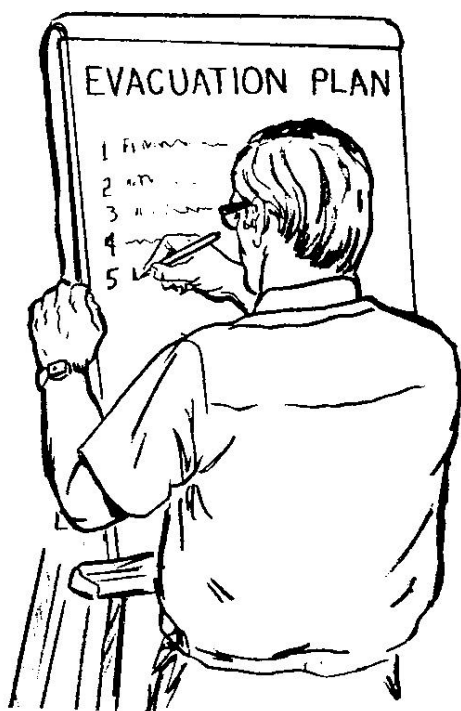


Figure 1-4: PREPAREDNESS is being ready for the emergency you cannot avoid or prevent.

The next phase of emergency management is PREPAREDNESS. *PREPAREDNESS* is planning how to respond in case an emergency or disaster occurs and working to increase resources available to respond effectively. Preparedness activities are designed to help save lives and minimize damage by preparing people to respond appropriately when an emergency is imminent. To respond properly, a jurisdiction must have a plan for response, trained personnel to respond, and necessary resources with which to respond. In the preparedness unit, you will learn how to develop a preparedness plan for your community and develop the necessary human and equipment resources.

RESPONSE is the next phase of emergency management. *RESPONSE* activities occur during and immediately following a disaster. They are designed to provide emergency assistance to victims of the event and reduce the likelihood of secondary damage. Your local fire department, police department, rescue squad and emergency medical services are primary responders. In the unit on response you will learn about the relationship of emergency program management to these emergency responders in your community.



Figure 1-5: Dedicated emergency responders are the key to effective emergency response.

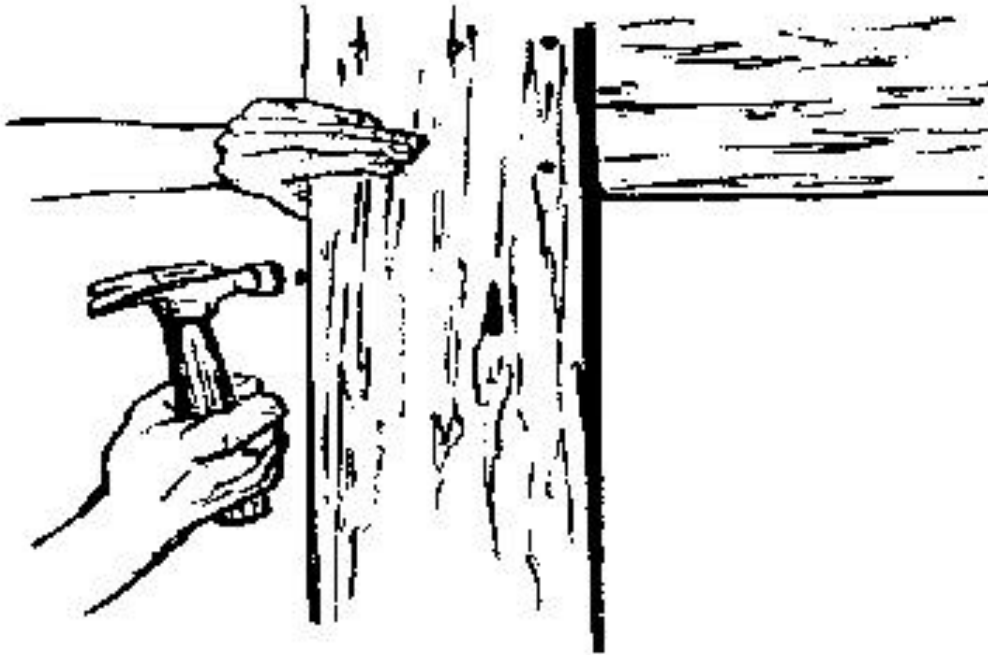


Figure 1-6: The RECOVERY period puts the community back together again.

RECOVERY is the final phase of the emergency management cycle. Recovery continues until all systems return to normal, or near normal. Short-term recovery returns vital life support systems to minimum operating standards. Long-term recovery from a disaster may go on for years until the entire disaster area is completely redeveloped, either as it was in the past or for entirely new purposes that are less disaster-prone. For example, portions of a flood-prone town can be relocated and the area turned into open space or parkland. This illustrates that during recovery, opportunities to mitigate future disasters arise. Recovery planning should include a review of ways to avoid future emergencies.

Implementing Emergency Management

The concept of an all-hazards approach to emergency management defined in Comprehensive Emergency Management

has been implemented by the Federal Emergency Management Agency in its Integrated Emergency Management System. This implementation is based on all the principles of CEM with the specific goals of:

- Fostering a full federal, state and local government partnership with provisions for flexibility at the several levels of government for achieving common national goals.
- Emphasizing implementation of emergency management measures which are known to be effective.
- Achieving more complete integration of emergency management planning into mainstream state and local policy-making and operational systems.
- Building on the foundation of existing emergency management plans, systems, and capabilities to broaden their applicability to the full spectrum of emergencies.

THE EMERGENCY PROGRAM MANAGER

FOUR PHASES OF COMPREHENSIVE EMERGENCY MANAGEMENT

1	MITIGATION (LONG-TERM) DEFINITION: Any activities which actually eliminate or reduce the occurrence of a disaster. It also includes long-term activities which reduce the effects of unavoidable disasters.	PREPAREDNESS (TO RESPOND) DEFINITION: Preparedness activities are necessary to the extent that mitigation measures have not, or cannot, prevent disasters. In the preparedness phase, governments, organizations, and individuals develop plans to save lives and minimize disaster damage. Preparedness measures also seek to enhance disaster response operations	RESPONSE (TO EMERGENCY) DEFINITION: Response activities follow an emergency of disaster. Generally, they are designed to provide emergency assistance for casualties. They also seek to reduce the probability of secondary damage and to speed recovery operations	RECOVERY (SHORT AND LONG TERM) DEFINITION: Recovery continues until all systems return to normal or better. Short-term recovery returns vital life support systems to minimum operating standards. Long-term recovery may continue for a number of years after a disaster. Their purpose is to return life to normal, or improved levels.
2	GENERAL MANAGER: Building codes Vulnerability analyses updates Tax incentives/disincentives Zoning and land use management Building use regulation/safety codes Compliance and enforcement Resource allocations/interstate sharing Public education	Preparedness plans Emergency exercise/training Warning systems Emergency communications systems Evacuation plans and training Resource inventories Emergency personnel/contact lists Mutual aid agreements Public information/education	Activate public warning Notify public authorities Mobilize emergency personnel/equipment Emergency medical assistance Man emergency centers Declare Disaster/evacuate Mobilize security forces Search and rescue Emergency suspension of laws	Damage insurance/loans and grants Temporary housing Long-term medical care Disaster unemployment insurance Public information Health and safety education Reconstruction Counseling programs Economic impact studies
3	HAZARD SPECIFIC MEASURES FLOOD: Dam construction/inspection Stream channelization construct/protect retention barriers Reforest/prevent deforestation Contour farming flood proof buildings	Temporary levee construction Stream flow monitoring Ice and debris removal Temporary flood proofing	Helicopter search Boat rescue	Decontamination of water sources Replant crops Pump out flooded basements Remove temporary floodproofing Monitor disease
	EPIDEMIC: School inoculations Rodent/insect eradication Water purification Sanitary waste disposal Health codes/laws/inspections Public health education	Stockpiling drugs Physician preparedness plans Public notification Quarantine regulations and plans Emergency medical authorities	Quarantine Disinfect property Secure bodies Isolate carriers	Continuing research into causes Long-term restorative therapy
	FIRE: Fire codes No-smoking laws Fire zoning Fire safety information	Fire drills/exit signs Callboxes/smoke detectors Police crowd control training Fire department and agreements Firefighter training Automatic	Firefighting Containment	Rebuilding Razing burned-out buildings Reforestation
	HAZARDOUS MATERIALS SPILL: Transport speed limits Container structure codes Corporate licensing Restricted routing Materials identification codes	Containment and scrubbing equipment Stockpile neutralizing materials Emergency training for transporters Specials apparatus for emergencies	Identify material Notify Nation Response Center/CHEMTREC Containment Plume tracking Air/Water/soil contamination controls	Reassess existing regulations Decontamination environment
	LANDSLIDE: Forest management Preserve ground cover Maintain natural runoff Stabilize slopes Real Estate disclosure laws	Reinforce threatened structures Landshift monitors	Assess stability of new formation Reinforce against secondary state	Reside denuded areas New land-use planning
	WIND: Roof anchors Window size and thickness codes Windbreaks	Storm shelter construction Property protection measures Storm watch and warning guides	Reinforce damaged property Broadcast State	Reconstruction
	HURRICANE STORM SURGE: Barrier islands Coastal wetlands protection Replace coastal sand dunes Construct breakwaters/levees Coastal zone management Public information program	Vertical evacuation plans Storm tracking Shutter windows Evacuate planes and boats	Same as for flood/wind (above)	Rebuild destroyed sand dunes
	GASOLINE SHORTAGE: Alternative research Allocation/international sharing Mass transit systems/car pooling Design emergency efficient engines Reduce speed limits Energy conservation program	Stockpile reserves Reallocate to shortage areas Rationing plans	Odd-even purchase program Minimum purchase requirements Increase refinery production Deregulate oil Increase gasoline prices	Excess profits tax on companies Reassess allocation plans Two-way/Truck hauling
	NUCLEAR PLANT ACCIDENT: Site zoning Waste management/containment research Plant safety codes/inspections Plant operator training Environmental impact research/statements	Contamination monitoring Identify vulnerable populations Shelter preparation Designate Governor's technician Emergency procedures rehearsal	Contains radioactivity	Reassess sitting requirements Monitor deterioration of contaminate

Figure 1-7: Four phases of Comprehensive Emergency Management.

To accomplish these ends requires a national program built upon local jurisdiction efforts. This course helps you begin to acquire the skills and knowledge essential to building a community emergency management program fully integrated into a national emergency management system.

This course and IEMS takes into account the fact that each community across the country has its own existing level of emergency management capabilities. Some jurisdictions have already put in place the components of an effective emergency management system. IEMS will build upon these existing capabilities, providing incentives to improve and further integrate localities and states into a national system.

In the IEMS approach, the community which has, to this point, done little toward developing emergency management activities will begin a process to develop emergency plans that are governed by national criteria specific enough to provide guidance but sufficiently general to allow flexibility for the local protection options communities believe are critical.

The process begins with a comprehensive hazard assessment prepared by the community, possibly in conjunction with state and federal regional personnel, depending on the circumstances. It then proceeds through an analysis of capability (identifying shortfalls of resources), and moves to the development of a generic operations plan with annexes for the emergency management functions and appendices for the unique aspects of individual emergencies, the maintenance of capability, mitigation activities,

emergency operations, and evaluation of such operations. The jurisdiction will then be asked to prepare a multi-year development plan, followed by annual plan increments as the process proceeds. By following this process, a community can establish an Integrated Emergency Management System with readiness to deal with both the common elements of preparedness and those requirements which are unique to individual emergencies.

In jurisdictions which have already developed their planning process more fully, a number of the steps in this process may only need review or update.

In FEMA's commitment to IEMS rests the commitment to capitalize upon the substantial body of experience in emergency management as well as the vast amount of in-place resources in communities throughout our nation. This course is the first step you, personally, will take toward participating in the national emergency management system. That participation begins, most importantly, in your own jurisdiction as you move toward integrated emergency management. As you proceed with your daily activities, ask yourself how your work relates to public safety from all hazards. Ask yourself how emergency planning can be integrated in overall community planning. And ask yourself how the full partnership of governments and the private sector can be implemented for emergency management. The community that constantly considers ways to improve emergency management through integration with other resources, skills, and knowledge will make significant progress toward improved public safety.

IEMS and You

The Integrated Emergency Management System provides the broad outlines and some specific tasks of your job.

First, you are responsible for all types of natural and manmade disasters.

Second, your job is to advise and help implement the planning and coordination of, mitigation of, preparedness for, response to, and recovery from all disasters.

Third, you do not act alone in accomplishing emergency management in your jurisdiction. IEMS is a partnership of other members of your jurisdiction's staff, the federal, state, and local governments, private business and industry, and the public. Your job, then, includes building and maintaining a partnership that will help fulfill the Integrated Emergency Management System.

The job of the emergency program manager involves all types of disasters, all phases of management, and all necessary participants. In the following chapters you will learn more about the details of the job of emergency program manager and the vital role you play in protecting the lives and property of your community.

How Well Have You Learned?

SELF TEST REVIEW

Answer the following questions to test your knowledge of Unit 1 facts. Read each question carefully, then write in the answer that you think is correct. Answers can be found on page 1-14.

1.) What are the three components of comprehensive emergency management?

2.) What are the two types of disaster each emergency program manager has to consider?

3.) Define "emergency."

4.) What are four of the phases of comprehensive emergency management?

5.) What national program is designed to use local emergency capabilities to build a national emergency management system?

CORRECT ANSWERS TO SELF TEST REVIEW Review Pages

- 1.) Three types of disasters1-5
Four levels of participation
Four phases of management in a hazard lifecycle
- 2.) Natural and technological emergencies1-5
- 3.) Any event that threatens or inflicts damage to property or people1-5
- 4.) Mitigation, preparedness, response, recovery 1-6 thru 1-9
- 5.) The Integrated Emergency Management System 1-9 thru 1-12

For every question that you answered incorrectly, review the pages listed above next to the answer to find out why your answer was incorrect.

THE EMERGENCY PROGRAM MANAGER

UNIT 2



Introduction

When you take the job of emergency program manager, you become a public employee acting always in the best interests of your community. When you begin the job, you will be looking at many pieces of a puzzle that, in time, you will learn to put together into an efficient emergency management program.

At the beginning, however, there are many parts that you might think fit together loosely. You have heard, for example, that you are charged with establishing systems to help the community survive a drought. How does this fit, you may wonder, with the floods that happen every year or hazardous materials spills that concern citizens?

You also have a job that is specified and defined by law, but you have been hired and can be fired by an elected mayor, or a city manager, or a county executive. How do the law and your boss fit into your priorities? Then, in addition to legal aspects, you probably find yourself viewing a large part of your job as a moral responsibility to save lives and reduce property damage.

You also may have realized that you are a general without troops. You have been charged with developing emergency plans for the community, but you know quite well that the fire chief has the men and equipment, the Red Cross people handle mass feeding, the public works director has the trucks, the hospital has the medical staff, and the police chief has law enforcement duties. All of these emergency responders come into play in an emergency. Where do you stand in

regard to these emergency operations units?

Similarly, where do the next higher levels of government come in? What can you expect from the county, state, or even federal governments? Finally, one of the biggest question marks right now may be your job itself. Is emergency program management a new word for civil defense, or is it more? What is the job? What will you have to do? In short, who is this person, the emergency program manager?

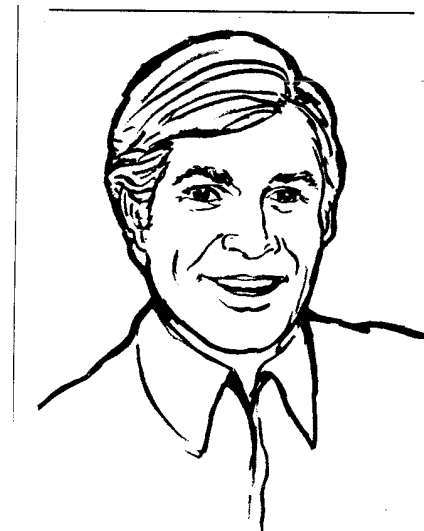


Figure 2-1: The EPM makes it happen!

Your Roles and Responsibilities

The emergency program manager has the responsibility for coordinating all the components of the **emergency management system** in the jurisdiction. These components consist of the civil defense effort, fire and police, emergency medical service, public works, volunteers and other groups contributing to the management of emergencies. The parts of the emergency management system are no different than the parts of government and the private sector that manage the day-to-day affairs of the community. Emergency government is government in an emergency.

Your job is to make certain that the components of the emergency management system know the threats to the community, plan for emergencies, can operate effectively in an emergency, and can conduct recovery operations after a disaster. You are responsible for coordinating all the necessary activities to ensure effective operation of the emergency management system.

You will accomplish your job by performing several specific tasks that you will learn in this course. Before those tasks are described, you need to realize that emergency management in your jurisdiction will depend on the way you and your mayor, executive, or governor decide to approach the job. The approach you take will depend on several factors relating to law and morality, your relationship with your boss and other government officials and agencies, and members of the community. These various considerations that help determine the way emergency management is conducted in your

jurisdiction are discussed below. We will begin with a crucial part of your job—balancing your role as leader of your jurisdiction's efforts to survive a disaster with your role as coordinator of all emergency planning and response for natural and technological disasters.

Civil Defense and Emergency Management

Emergency management in the United States is by function and by law a cooperative effort on the part of all levels of government and the private sector. Local, state, and Federal governments all have responsibilities in carrying out public safety. Similarly, private business and industry, voluntary organizations, and the general public have responsibilities to assure safe industrial practices and maintain a level of education about hazards and emergencies that lead to predictable public reactions to warnings of disaster.

Because emergency management is a cooperative effort of many parts of society, there are many goals for each unit of emergency management. At the state and local levels, government is concerned about the protection and education of the public from the hazards and risks that effect them. These hazards are usually the ones that are immediate and easily understood, based on past experience of the community, such as tornadoes, floods, hazardous materials spills, hurricanes, and others.

At the national level, government is concerned about all of these local or regional hazards.

Civil defense is not separate from emergency management—it is part of emergency management. The civil defense program in the United States supports all-hazard emergency management at state and local levels when such activities are consistent with and contribute to the emergency preparedness of the nation for any type of attack or threat. In turn, every action of state local emergency program managers ought to contribute to developing emergency capabilities that could be employed in national security emergencies.

Capabilities that are needed for a national emergency include:

- (1) Population protection** capabilities that include evacuation of people from risk areas, sheltering of evacuated people, and protection of people who remain in or near risk areas;
- (2) Crisis management and decision-making** capabilities to support public safety actions in a national security emergency, including communications, warning, continuity of government, and direction and control;
- (3) Information and education** capabilities for the public about the threats that may affect them and what they can do to promote individual and family survival;

(4) Information and education capabilities for business and industry about industrial and workforce protection measures;

(5) Public and community protective action capabilities undertaken on a voluntary basis by individual citizens and community organizations, promoted and encouraged by state and local governments; and

(6) Mobilization capabilities for all civil defense resources and systems both gradually and rapidly as dictated by world conditions.

Clearly, the role of the state and local emergency manager in these efforts is crucial. When it comes to contacts with the public, with business and industry, and with elected and appointed government officials, the emergency program manager is way out in front in his or her jurisdiction. The credibility of the program resides, in part, in the credibility of the program advocate. The emergency program manager should exemplify the utility of the civil defense program.

Similarly, when it comes to capability development for crisis management and decision-making, the emergency program manager is the experienced resource for any jurisdiction. The emergency program manager coordinates resources, shelter, evacuation, and emergency response

In short, the capabilities required for an effective civil defense contribution to national emergency management are integral to, and supportive of, the entire job of the emergency program manager.

How Does Civil Defense Work?

The Civil Defense Act of 1950, as amended, provides for a joint responsibility to carry out civil defense that lies with the Federal Government, the States, and all local jurisdictions. In actuality, specific roles have emerged, as shown in Figure 2-2 and described below.

CIVIL DEFENSE ROLES

Federal Government

- Preparedness Guidance
- Financial Assistance
- Mutual Aid Encouragement
- Public Information
- Coordinate with State and Local Governments
- Coordinate Among Federal Agencies

State Governments

- Primary Preparedness
- Mutual Aid Agreements
- Civil Defense Plans
- Civil Defense Systems
- Local Preparedness Guidance
- Public Information

Local Governments

- Primary Preparedness
- Public Protection for all Hazards
- Public Information

Figure 2-2: Breakdown of government roles in civil defense.

The Federal Government develops guidance on national security emergency preparedness. This includes procedural

guides for state and local governments as well as technical guides for business, industry, and the public. To carry out this guidance, the Federal Government provides financial assistance to support civil defense capability-building. The Federal Government coordinates its efforts in civil defense with state and local governments and encourages the development of mutual aid agreements among states. Within the Federal Government, the Federal Emergency Management Agency (FEMA) serves as the lead agency for civil defense and coordinates with other federal agencies with responsibilities or capabilities valuable to national security emergency preparedness.

State governments share responsibility for preparedness with a Federal Government. They have primary responsibility for emergency preparedness within their jurisdiction. States develop civil defense plans and expend both federal monies and state monies on the development of civil defense system capabilities. These include communication and warning systems, emergency Operating Centers, and other direction and control systems. States also join together, in the form mutual aid agreements, to share these and other resources. States also prepare guidance and training for local officials and inform and educate the public about civil defense. The states, through agreements with the Federal Government, are important implementing mechanisms for the United States civil defense program.

Local governments are where emergency management is carried out. The same is true for civil defense. While local governments share responsibility for

preparedness, their share is often its implementation. In a national emergency, evacuation of people calls upon local police, local highway resources, and local plans. In the sheltering areas, local facilities, supplies, and personnel bear the burden of action. But this is how it always is. In any type of emergency, local capabilities are the ones that are brought to bear on problem resolution. Therefore, the principal responsibility of local government is to be able to provide public protection for all types of hazards (natural and technological).

In short, when emergency management saves lives and protects property, part of the credit goes to civil defense. Conversely, when a jurisdiction's emergency management program strengthens capabilities that are consistent with, and contribute to, civil defense, then the national security of the American people is strengthened.

In summary, civil defense is emergency management. Civil defense is the responsibility of local, state and Federal Governments. And most importantly, civil defense is your responsibility as an emergency program manager.

Legal and Moral Responsibilities

The job of the emergency program manager is defined by law. It does, however, have a moral basis. The emergency program manager must balance the duties authorized and required by law with the moral obligation of the public employee to do everything possible to protect and preserve the safety of citizens in the jurisdiction.

Many states require that the local jurisdictions provide for the position of emergency program manager. The authority granted by a local law or ordinance is your first definition of your tasks and obligations.

If you have difficulty in locating the specific part of your local law which provides for the job, seek assistance from a member of the local government administrative staff or the municipal attorney. It is doubtful that you would have the position of emergency program manager if it was not provided for by law. If it is not provided for, see what is required to get the local law amended as soon as possible.

In reviewing the local law, determine who has the final authority for emergency management decisions. In some communities, all authority is vested in the community's chief executive. The emergency program manager's function is to advise the chief executive what to do. The authority to act rests with the executive. In other communities, some degree of authority is vested in the emergency program manager. However, you will find that in most major emergencies or disasters, the chief executive is the person who must approve state or federal assistance.

Once you understand the legal responsibilities of your job, you need to consider, as well, the moral side. You are a public employee. By accepting that position you accept the responsibility of a public trust. The citizens of your community have entrusted their safety to you. Your performance as emergency program manager will determine how well you fulfill that trust.

THINGS TO DO

Get a copy of that portion of your local law or ordinance which specifically provides for your job. Read it carefully to determine if your duties and responsibilities are explained. A later THINGS TO DO will provide a worksheet for an evaluation of the law. For now, try to be familiar enough with the law to see whether it fits the job of emergency program manager as described here.

Working with the Executive

Your local law will specify a chain of command in emergencies. It will tell you to whom you report. In most cases it will be the chief executive of your community, such as a mayor, city manager, county executive, or county supervisor. One of the first things you should do is find out what your supervisor expects of you and your office.

From one jurisdiction to another, government leaders have different expectations of what the emergency program manager should do. They also have different methods of operation. One type of official may be authoritative and see the emergency program manager as taking directions from the official. Others may look at their job as supportive, leaving most of the emergency management functions with the emergency program manager. Either way, the emergency program manager's job is basically the same; the primary difference is in how you interact with your supervisor.



Figure 2-3: A good working relationship is important.

As you deal with the chief executive, remember, you are the one who is trained in emergency management. Even if your supervisor is authoritative, you can suggest options or directions to him or her and assist in making the decision. You may do all the research, and simply say to the executive "I suggest you decide to do this." The executive agrees, and is pleased that he or she made the decision, even though you greatly influenced it.



Figure 2-4: Effective emergency management requires coordination with all other departments and agencies in the jurisdiction.

How you work with your boss is another part of the emergency management picture that you will have to clarify in the first months of your job. The choices are many. The emergency program manager, by definition, should be chief of staff during an emergency, should report directly to the executive and, by virtue of the authority of the chief executive, coordinate all the functions of government emergency response.

Clearly, to achieve this ideal a good working relationship is necessary. Trust is essential. This course cannot tell you how to gain the trust of your supervisor except to say that competence breeds trust. A good working relationship doesn't "happen." It is the product of hard work.

Coordination With Other Agencies

You should strive to be looked upon as the jurisdiction's expert in emergency management and key staff advisor to your chief executive. It is most important that other governmental departments look upon your role in that manner. As an emergency program manager, you will be working closely with other departments, such as the fire department, police department, planning department, and department of public works. During an emergency, you may be coordinating operations among these departments. A good working relationship with other department heads is essential.

The subject of coordination is one you will have to deal with early in your job.

The police, fire, and other emergency service agencies are independent. They have their own mandates; they have their own responsibilities to fulfill.

In an emergency, however, all of these emergency responders must work together like a well-oiled machine. The public safety is poorly served by competitiveness and organizational jealousy.

The chief executive officer or jurisdiction manager is charged with creating effective emergency services. By taking the job of emergency program manager you have been delegated this task by your supervisor. It remains the executive's legal responsibility, but it becomes your job.

Coordination of police, fire, public works, etc. throughout emergency management is a matter of personal style. Frequent contact, sharing advice, and combined training are all ways to make coordination easier. Most important of all, however, is to know the boundaries of coordination.

For example, coordination means making certain that police and fire are cooperating in setting up a security or crowd control line. Your role as coordinator is to make certain that responsibility is assigned and action taken without conflict or controversy. Your role is definitely not to tell the police chief how or where to set up security.

Thus, consider your role as coordinator one that comes into play when more than one emergency organization is involved. This always takes place in major

disasters, but can occur in minor emergencies. For example, even in a fire, you may be called upon to coordinate the temporary housing of victims with the Red Cross or other social service agency. Your job is one of planning and negotiating the overall smooth performance of all community emergency services. You serve the executive and public when everyone knows and does the proper job.

If you are new to your job, your chief executive can help establish a good working relationship with other department heads by putting out an official active about your position. Even if you have been in your position for some time, an official announcement should be made. It may read something like this:

Sam Jones is hereby appointed Emergency Program Manager for the City of ABC. The Emergency Program manager is responsible for developing and maintaining the emergency management plans and programs of this jurisdiction. All departments and agencies of the government of this jurisdiction share the responsibility of serving and protecting our people from day to day and during times of emergency or disaster. Accordingly, the head of each department and agency is requested to give the Emergency Program Manager the fullest cooperation and assistance as (s)he acts for me in this capacity.

If you are new to the position, a press release from the office of the chief executive should also be prepared for the local media.

The Job Title

In the above statement announcing a job appointment, the job title “Emergency Program Manager” was used. This is not to suggest that it is the ideal job title. On the contrary, your title should be compatible with what is currently used by other department or agency heads in your jurisdiction.

Because your relations with other agencies are important to the success of emergency management, you need to be able to deal with agency heads on an equal footing. Titles are important in a bureaucracy. When pressures build, when persuasion is necessary, it will be very important to be dealt with as an equal.

True, the job title is only one part of achieving status for the emergency management program. You will have to prove yourself capable. However, the job title is the first impression and it will help in the long run if it is compatible with those of all other agency heads.

You and Your Community

One of the basic problems with many emergency management programs is lack of community support. If you live in a community with no previous history of emergencies, community support for emergency management may be minimal. Even in large cities there may be limited support of emergency management programs. If you feel support for your emergency management program is not adequate, you have the opportunity to try to build additional support.

The only answer to this dilemma is to create an effective emergency management program that builds public support by incorporating citizens in actions at every opportunity.

By the time you complete this course, you should be in a position to start changing your community’s mind about emergency management. Even if you feel you have a successful program now, you will be able to make it better. You will know how to develop relationships with the press to inform local citizens about the program. You will learn how to keep a community in a state of readiness case a disaster occurs. You will learn how to use volunteers if paid help is not available. You will learn how to persuade elected officials to take a greater interest in the emergency management program. The key to your community’s emergency management program is you. You are the one who will be able to make the community more aware of emergency management, and to support for the program.

Regardless of the state of the current emergency management program, you can make it more effective, more efficient, and better recognized as a vital part of the community’s total government services. Community support does not arrive suddenly one day, it is built by you as part of your job.

THINGS TO DO

Check the phone book to see whether your emergency management office is listed in the directory. This is a good, quick way of finding out the “public stature” of your office. Can the public find you quickly under emergency numbers in the front of the phone book? With some difficulty in the local government listing? Or not at all?

Local Emergency Partners

You have already seen that emergency management is really a group effort of all government departments and agencies in your jurisdiction. You are partners with them, all serving the interests of public safety in a disaster. Local elected officials are also partners in emergency management. You will be working with them primarily in an advisory capacity.

You also have a variety of emergency management partners in the private sector. They range from private businesses to civic organizations and individuals. You will learn how important these partnerships can be in later units. It is important to have good working relationships. Your partnership with the local news media also cannot be overemphasized. A good working relationship with the press will be one of your most important resources.

In a sense, every man, woman, and child is one of your partners in emergency management. When a disaster strikes, they must know what to do. They must know what to expect. You, working as their partners, will have to help them learn about their roles.

As you approach the job of emergency program manager, your partners at the local level must be considered. What do you want from them? What do they expect from you? How can you best make this emergency management partnership work? These are the questions to which you must give thought in the early months in your job. How you build a base of participants in your emergency management program will influence its later accomplishments.



Figure 2-5: Emergency management is people working together.

To answer the questions above, local assistance is perhaps the easiest to get, and often the most valuable. One of the first things you should do is go on a local fact-finding mission. Talk to those in your community who play a part in emergency operations. For example, talk to the fire chief, police chief, head of the public works department, and the previous emergency program manager if there was one. Talk to those in the private sector also, such as officials from local utilities, Red Cross, major industries, school board chairperson, principal bankers, or heads of other organizations. Find out what types of emergency situations they face, and how they do it. Find out how they view the role of the emergency program manager, what they expect, and what they need.

Intergovernmental Relations

One of the basic premises of emergency management in the United States is a partnership among the federal, state, and local governments. Each governmental body has certain duties and responsibilities in this partnership. In any major emergency or disaster, they all work together. Your local government is never left to fend for itself in a disaster. There is always help available when the situation goes beyond the resources of your community. Thus, there are partners in emergency management extending aid across all levels of government, both in time of emergency and in preparing for potential disasters. When in need, emergency program managers should turn first to the next higher level of government, be it a county, state, or the federal government.

County Assistance

For emergency program managers with jurisdiction in a town or city, a major source of assistance lies with the county government. The county emergency program manager is likely to have responsibility for disasters occurring in unincorporated areas and in county highways. In addition, a county emergency program manager must coordinate with all city or municipal organizations to assure an efficient response throughout the jurisdiction.

County emergency program managers frequently provide assistance in the form of training, information, and sometimes equipment. They are a main point of contact for local emergency program managers in times of disaster and in preparation for potential emergencies.



Figure 2-6: There are many sources of local assistance.

State Assistance

All states have emergency management offices. A STATE EMERGENCY OFFICE can provide valuable assistance in

several areas. First, the state office has an experienced staff. Unlike many of your local contacts, the people in the state office are trained in emergency management. Therefore, they can answer your technical questions about the job.

Most states also provide training programs for emergency program managers. Classroom instruction is often provided in several areas of emergency management such as preparedness planning, emergency operations, and career development. The STATE TRAINING OFFICER can also serve as an advisor for you, and help decide which types of training programs may be best for you or members of your staff.

The next higher level of government is your first source of aid in time of actual emergency. If your community cannot provide adequate resources to meet its needs in time of disaster, the first place to turn for additional assistance is to the county or state emergency management office. They, acting on the information you provide, will dispatch personnel to the scene to assist in the response and recovery effort. Only the Governor, however, can request the federal aid that comes with a Presidential Disaster declaration.

THINGS TO DO

Contact the county or state emergency management office. Set up an appointment to talk to the training officer or a member of the management staff. Find out what type of assistance is available from the office for local jurisdictions.

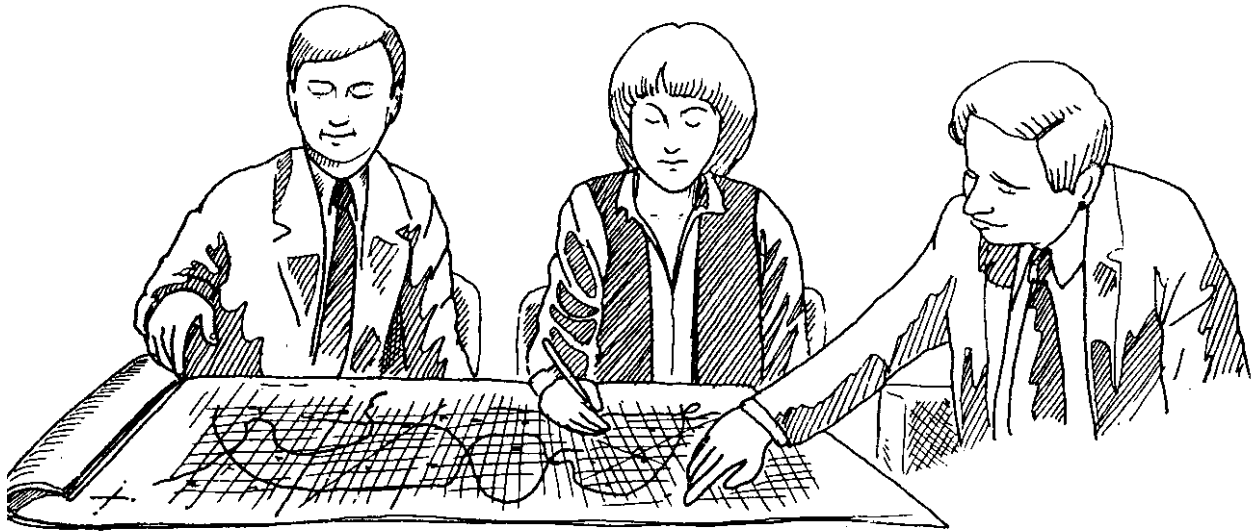


Figure 2-7: Putting together the pieces of an emergency program.

Federal Assistance

The Federal Emergency Management Agency (FEMA) is your principal source of federal assistance. First, FEMA provides a variety of opportunities for training, and you should take advantage of them. This course is just one of the training opportunities. FEMA also provides classroom instruction, and operates the National Emergency Training Center (NETC). NETC offers higher level courses in emergency management.

Almost all federal agencies have programs which provide assistance to the local jurisdiction in one of the phases of emergency management. For example the U.S. Army Corps of Engineers and the Centers for Disease Control have programs in mitigation. The National Weather Service and the Health Services Administration have programs in planning and preparedness. The U.S. Coast Guard and the Federal Highway Administration have programs in emergency response. The Small Business Administration and the Department of Labor have programs for

disaster response and recovery. Likewise, the Federal Emergency Management Agency (FEMA) provides, through the Performance Partnership Agreements (PPA) process, planning assistance; e.g., the development of a RADEF Annex. These are only a few of the federal agencies which have programs to assist local communities. You will learn more about these programs later.

There are also numerous publications which are available through FEMA. Your state training director can help you identify the publications and programs which are offered by FEMA and which may be of most benefit to you.

In helping jurisdictions prepare for disasters, FEMA also provides direct funding to help support the personnel and administrative expenses of emergency management. At various times in the past, federal funds have been available for shelter development, Emergency Operations Centers, warning sirens, surplus equipment, and other tools of emergency management. Check with your county or state emergency

office to see what Federal programs are currently available and the funding requirements.

In a disaster, federal assistance becomes available following a declaration of a major disaster or emergency by the President. The declaration must be requested by the governor of your state. The declaration permits a wide range of federal response and recovery assistance to come into the community. This aspect of your emergency partnership with the federal government will be detailed later in this course.

Tasks of the Emergency Program Manager

In the previous section, several different parts of the emergency program manager's job were described. Depending on the jurisdiction, the emergency program manager's approach to these parts of the job will vary. In this section, specific tasks important to the effective conduct of comprehensive emergency management are described. These tasks were identified by the Federal Emergency Management Agency through a series of workshops involving emergency program managers from all levels of government. No matter what the jurisdiction, or the particular approach to emergency management of the jurisdiction, these tasks are the CORE FUNCTIONS of an emergency program manager and his or her staff.

Hazard Identification and Planning

The emergency program manager is responsible for conducting hazard identification, capability assessment, and vulnerability analyses which identify the hazards presenting the greatest danger to the jurisdiction. Based on those analyses, the manager must then develop and update plans for emergency preparedness, response, recovery, and hazard mitigation. In this course, Unit Three describes how to conduct a hazard analysis and Units Four and Seven describe emergency planning procedures.

Maintain the Emergency Partnership

In order to carry out the tasks of emergency management, the program manager must call on the necessary resources of the community. To do this well, the program manager must carry out the task of developing and maintaining effective relationships with government, private, and voluntary sectors of the community. The objectives of these relationships are to facilitate mutual consultation, exchange information, and provide agreements for cooperative action. The emergency management partnership was described earlier in the course and its development will be mentioned throughout the units on preparedness and response.

Emergency Response Systems

The emergency program manager is charged with establishing, implementing, maintaining, testing and evaluating the actual operational systems for responding to known threats to the jurisdiction. Response systems include communication, warning, emergency public information, shelter, radiological defense, and the emergency operations center. The units in this course on preparedness and response provide you with basic information on operational systems for the emergency program manager.

Coordination

The emergency program manager coordinates the response and recovery activities of departments and organizations involved in emergencies. This particular task will vary among jurisdictions because of legal authority granted to the emergency program manager and the relationship between the emergency program manager and the jurisdiction's executive. As described in an earlier section, one role for the emergency program manager is to serve as chief of staff to the responsible executive, be it a city manager, mayor, county executive, or governor. The task of coordination among agencies and individuals receives coverage in Units Three, Four, Five, and Six.

Hazard Mitigation

Participating in the mitigation of hazardous conditions before the impact of a disaster or during disaster recovery is a relatively new role for the emergency program manager. In this task, the manager provides oversight and motivation to departments and agencies to carry out their duties in ways that avoid or minimize potential emergency conditions. Popular means of mitigating hazards include floodplain management, developing land use and building codes, and effective disposal of hazardous wastes, for example. Unit Three will describe his task in detail.

Legal Authority

The emergency program manager is responsible for seeing that all emergency tasks are carried out within the legal authority provided by the jurisdiction for the emergency office. This will involve the review and update of emergency management laws as described in Unit Three. The emergency program manager also has a responsibility to participate in, and contribute to, the legislative and regulatory process as it relates to emergency management. This role is especially important in mitigation, as described in Unit Three, and in recovery, as described in Unit Six. For example, the participation of the emergency program manager in regulatory proceedings may well prevent the introduction of a hazard into the jurisdiction through zoning ordinances or other legal measures.

Information

The emergency program manager is the principal source of information on emergency management—what it is and what it covers. An important task of the emergency program manager, therefore, is to develop and implement public information and public relations activities. The program manager does this by communicating effectively with individuals, groups, and the media. The purpose of such public information and relations is to gain understanding, acceptance, and support of emergency planning and programs. In this course, public information methods are described in Units Three and Four.

Administration

The emergency program manager is the administrator of the jurisdiction's emergency program. The tasks of administration include budget and finance, personnel, programs, supplies, and reporting systems. Unit Seven of this course describes these components of managing emergency management.

Training

Training for self and others is a task of the emergency program manager. The program manager must be alert to training opportunities, identify training needs, and develop, participate in, and provide training programs. The general public may be included in any of these training programs which range from home study courses to emergency simulations and exercises. Unit Seven describes training opportunities and responsibilities for the emergency program manager.

Change and Improve

The emergency program manager must function effectively in a changing environment. This task is not the specific topic of any section of this course; however, the course itself is evidence of the importance of the task. Comprehensive Emergency Management is a change from earlier concepts of civil preparedness that reflects a new environment for the job of the emergency program manager. One result of this change is to enhance the role of the local emergency program manager by increasing the scope of responsibility and participation of the program manager in

the affairs of the community. New areas of concern for the emergency manager include mitigation and recovery. As you will learn in the Units that follow, these new responsibilities offer the opportunity for the emergency manager to become more involved in the community. This increased involvement can result in greater recognition of the importance of your job, enhanced professionalism among your colleagues, and improved management of emergencies in your jurisdiction.

How Well Have You Learned?

SELF TEST REVIEW

Answer the following questions to test your knowledge of Unit 2 facts. Read each question carefully, then write in the answer that you think is correct. Answers can be found on page 2-22.

1.) What local official is usually empowered to request disaster assistance?

2.) What is the first place to find a definition of the tasks and responsibilities of the emergency program manager?

3.) Why has the position of emergency program manager become more visible to the public in recent years?

4.) Define your role as coordinator in emergency management?

5.) What is an important element in winning community support for the emergency management program?

6.) Who are your local partners in emergency management?

THE EMERGENCY PROGRAM MANAGER

7.) What three questions should you consider when building a base of local support for emergency management?

8.) What is meant by dual or multiple use of emergency management resources?

9.) What information should you expect to get from the chain of command portion of the local law or ordinance that deal with emergencies?

10.) What role should the emergency program manager have during an emergency?

11.) What is an essential element you should have in order to effect coordination among government agencies?

12.) Why should your title be compatible with titles of other department or agency heads in your jurisdiction?

13). What are the ten core functions of a comprehensive emergency program manager and his or her staff?

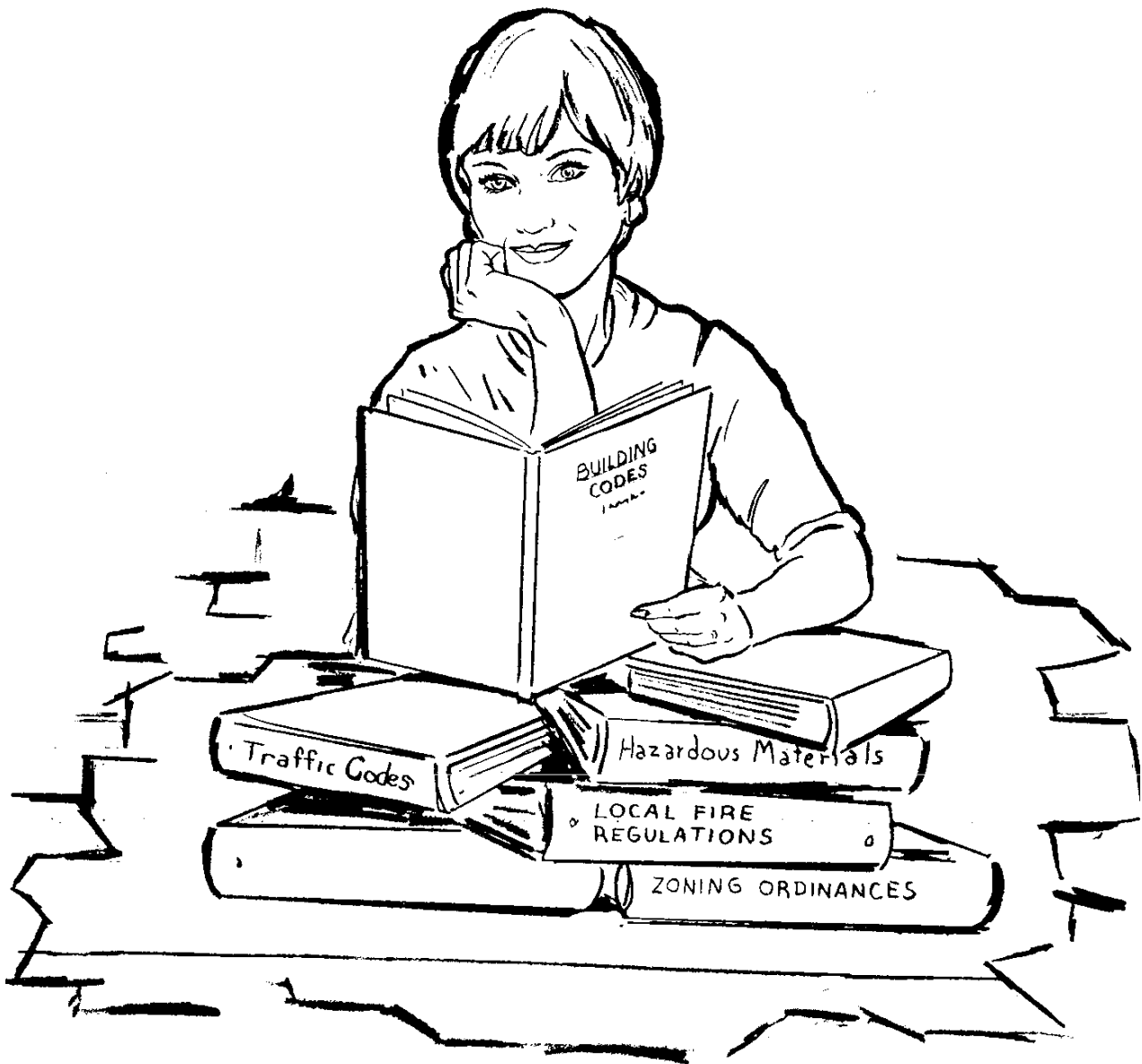
CORRECT ANSWERS TO SELF TEST REVIEW Review Pages

1.) The chief executive of the jurisdiction	2-7
2.) The jurisdiction's laws or ordinances	2-7
3.) The emergency program manager is the experienced resource for dealing with natural disasters	2-5
4.) Making certain that responsibility in emergencies is assigned and action taken without conflict or controversy	2-6
5.) Incorporate citizens into as many actions of the program as possible	2-9
6.) Local government agencies, local elected officials, private business, civic organizations, news media, industry, and individual citizens	2-11
7.) What do you want from your citizens? What can they expect from you? How can you best make the partnership work well?	2-11
8.) Equipment, staff, and procedures of nuclear civil defense are useful for other types of emergencies	2-6
9.) To whom the emergency program manager reports, and who reports to the program manager	2-7
10.) Chief of staff to the executive	2-8
11.) The trust and support of the chief executive	2-8
12.) You need to be able to deal with agency heads on an equal footing, and the job title makes an important first impression	2-10
13.) Hazard analysis and planning	2-16 thru 2-18
Legal authority	
Maintain the emergency partnership	
Information	
Emergency response systems	
Administration	
Coordination	
Training	
Hazard Mitigation	
Change and improve	

For every question that you answered incorrectly, review the pages listed above next to the answer to find out why your answer was incorrect.

MITIGATION

UNIT 3



Introduction

As you learned in the first unit, the four phases of emergency management are mitigation, preparedness, response, and recovery. Conducting HAZARD IDENTIFICATION and VULNERABILITY ANALYSIS begins mitigation and is essential to the planning of all the other phases. This chapter details tools available to carry out mitigation in addition to focusing on continuity of government in a national security emergency as an important mitigation activity.

What is a HAZARD? A *HAZARD* is a natural or technological force or event that could cause or create a disaster. A hazard can cause the full range of natural disasters, major incidents, civil disorders, and resource crises that are the concern of the emergency program manager.

It would be ideal if your community were prepared for all types of hazards. However, in most cases it is not practical to be prepared for all types of hazards, as some may never occur in your community. For example, if you lived in the Midwest, it would be impractical to focus preparedness on hurricanes, as the probability of one occurring is near zero.

Thus, to begin planning a program to manage emergencies you must identify those hazards which, if they occur, could harm your community. This is the purpose of a hazard identification and vulnerability analysis. It is a two step process. First, you must decide which hazards have the potential of affecting your jurisdiction. That is the HAZARD IDENTIFICATION.

Second, you must identify how people, property, and structures will be damaged by the disastrous event. That is a VULNERABILITY ANALYSIS. If people or structures can be damaged by a hazard's impact, they are vulnerable. Not all hazards are applicable to all communities, but to find out which ones you need to prepare for, you must do a hazard identification and a vulnerability analysis.



Figure 3-1: Your community may face few or many different hazards.

Hazard Identification and Vulnerability Analysis

Just thinking about it, you can tell that some hazards are possible for your community while others would probably never occur. However, you should have more than just your own opinion. A good way to judge what may happen in the future is to look at your community's history of disasters and major emergencies. Which of them were caused by hazards still present your community? A review of past disasters will give you a good idea of what to expect from these hazards in the future. Review your files to determine what types of emergencies your community has faced over the years. Also, talk to citizens who know local history, and to teachers in the local high school; community

college or university. Find out if any major emergencies or disasters occurred prior to when the records of your department were initiated.

Federal agencies are important sources of information about current and future hazards. Through FEMA, you may be able to obtain maps and analyses designed to help you assess the relative level of risk to your community for the various natural hazards. Ask for this kind of help from the FEMA Regional Office, regional and national offices of the Environmental Protection Agency, Department of Agriculture, and U.S. Geological Survey, among others.

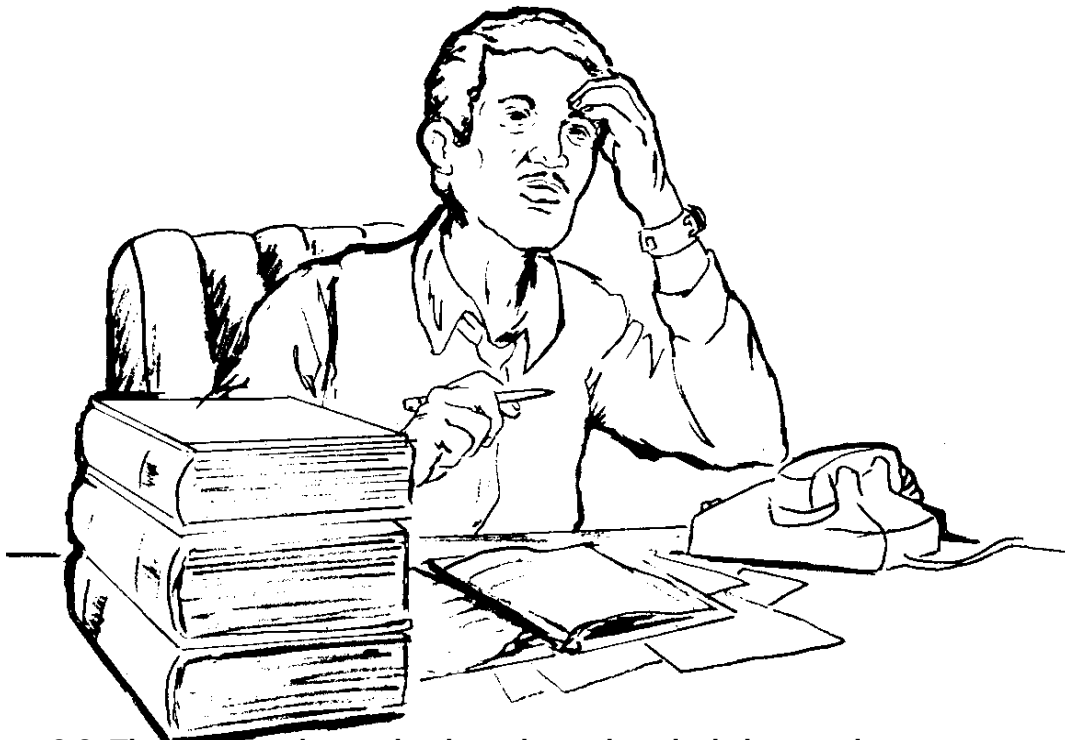


Figure 3-2: The first step in conducting a hazard analysis is to review your community's history of disasters and major emergencies.

Many of your colleagues in local Agencies will be able to help you with hazard information. Many communities with a flood hazard have a National Flood Insurance Program Coordinator, for example. Others in public works, fire, police departments and voluntary agencies may have good information.

As the emergency program manager you also must be knowledgeable about **POTENTIAL FUTURE HAZARDS**. Your review of disasters may not provide much insight into future hazards, so you need to take additional steps.

Potential hazards are of two types: those that may be brought into the community and those that now exist but have not been recognized as hazards. To identify the hazards which may be brought into your community, your task is to constantly observe the changes which take place. or example, have high rise apartments been built recently? Is there a possibility of a major high rise fire which did not exist a year or two ago? Is there a nuclear power plant which just went into operation near you? Has recent development increased stormwater runoff from roads and parking lots? In other words, are there now hazards which did not exist few years ago?

For the newly recognized hazards, you will have to look at the history of the community to see if these new discoveries suggest possible hazards in your area. Among the most dramatic new hazards are toxic wastes. Chemical wastes disposed of improperly are appearing to threaten people and communities -- their health, drinking water, and livelihood. Another example of new-appearing hazards is subsidence from abandoned mining. Mine shafts,

long ago forgotten, threaten communities with the sudden collapse of the earth's surface, other structures which were built over them. And, of course, there is always the threat of a newly-discovered earthquake fault. Finally, a new housing development may be built downstream from a dam or close to a river thus creating a hazardous situation for the new residents.

In looking to the future, talk about the earlier days of the community with some long-time residents. Do they recall a now-closed manufacturing plant of some sort that might have left behind its toxic wastes? Is the old town landfill now closed? In short, what remnants of the past life of the community can become tomorrow's hazards?

Four questions to ask about each hazard: (1) Could this hazard affect your jurisdiction? (2) Is this hazard a significant threat to your jurisdiction? (3) Approximately how often does this hazard occur in your jurisdiction? (4) What is your best estimate of the total population that could be seriously affected by this hazard?



Figure 3-3: Keep your eyes open for events which may be hazardous for your community.

Vulnerability Analysis

The second step in determining the hazards for which your community must prepare is the **VULNERABILITY ANALYSIS**. Simply put, if a disaster strikes, who or what will be affected and how badly? That is the vulnerability of your community.

To assess the vulnerability of your community, you need to review each hazard identified in the hazard analysis and what effect the emergency or disaster caused by the hazard will have on your community. For example, two rivers have flooded every 20 years according to an historical analysis. The potential vulnerability, therefore, is equal. One river, however, flows through the business center. The other through a farming region. Is the vulnerability of each community the same?

Probably not. While many factors need to be taken into account in a formal vulnerability analysis, it is likely that a flood in the business district would cause considerable economic loss any time it occurred. The flooded farm lands may or may not experience significant crop loss, depending on the season of the year. In the farming river flood, few lives are likely to be in jeopardy. The city flood might require evacuation and efficient search and rescue to protect lives.

As seen in this example, the vulnerability of the community is defined as the potential for death and injury to people and economic loss to individuals, organizations, or government caused by a disaster.

Your job in doing a vulnerability analysis is to take each hazard, starting with the highest likelihood ones, and assess the vulnerability of your jurisdiction. The purpose in doing a vulnerability analysis

is to identify what hazards are the “worst threats” and should have priority in your mitigation efforts and preparedness planning.

To do this, you should keep several things in mind. As stated in the definition of vulnerability, potential HUMAN LOSS and ECONOMIC LOSS are key considerations of vulnerability. As you examine potential economic loss, buildings and their contents are obviously primary concerns. Crop or range land damage in agricultural areas is another form of potential economic loss.

Looking at the vulnerability of people requires an assessment of where people live and work. Here you will want to concentrate on not only the general population, but also special populations. The special populations are the people who, in the event of an emergency, will require special provisions and attention.

Thus, you are going to want to arrange for their treatment in your emergency plans. Special populations include school children, the elderly, residents of nursing homes, disabled citizens in special care facilities, special language groups, etc., etc. Your vulnerability analysis should identify the locations of these people and the hazards to which they are vulnerable.

This will help you in detailing in the emergency plan what special tasks are necessary to provide for their safety.

Another consideration in estimating the vulnerability of your jurisdiction to hazards is existing mitigation or preparedness capabilities. For example, if there is a dam that was constructed as a flood control measure, then your vulnerability to flood damage is probably

reduced. However, you now have some vulnerability to a new hazard, dam failure. Similarly, tornado shelters and drills will reduce the vulnerability of people to loss of life but not economic loss.

In addition to previously implemented mitigation capabilities, preparedness resources will reduce vulnerability. To complete the vulnerability analysis, you must understand and catalog the in-place hazard reduction efforts.

A final factor to remember in doing a vulnerability analysis is to get help! All the federal, state, county, and local agencies noted above as valuable in the hazard identification may be useful in estimating vulnerability. Also remember that the purpose of the vulnerability analysis is to help you know for what hazards to plan. Do your best to estimate the most vulnerable areas and people. Then set forth to make a plan. As you plan, you are likely to refine your hazard identification and vulnerability analyses as you discover more information on the hazards and the means for reducing their effects. That is the way it should be.

In summary, hazard identification deals with causes of potential emergencies or disasters. Vulnerability analysis deals with what is most likely to happen to people and property in those emergencies or disasters. Both these considerations are vital in helping you define the elements of the plans you must make to mitigate, prepare for, respond to, and recover from the emergencies or disasters which threaten your jurisdiction. Your Hazard Identification and Vulnerability Analyses are the first steps in planning our emergency management program.

Keeping Your Hazard Identification Current

In keeping your hazard identification current you are primarily concerned with technological hazards. It is less likely that your community would suddenly become vulnerable to new natural disasters if it is not currently susceptible to them. There are exceptions, but the potential for natural hazards generally does not change from year to year.

Therefore, it is important that you monitor activities in your community, especially new high rise buildings, industrial plants, and other types of new construction which may possess a potential hazard for your community. New activities also can increase vulnerability to new hazards. For example, an industry in your community may begin to use certain types of hazardous chemicals or, worse yet, may begin to dispose of them in an improper manner. A new agricultural dam may pose a new threat to residences downstream. A new road may divert additional rain water runoff into a stream, exposing a business area to additional flood risk.

The list could go on, but it is important to remember that your job as an emergency program manager is not one in which you can just sit back and wait for an emergency or disaster to happen. One of your jobs is to keep your eyes open to all that is happening in the community that could become a hazard and result in an emergency situation.

THINGS TO DO

The following is a list of possible hazards for your community. First, add to the list any others that might occur in your community. Next, examine each hazard using the information obtained from the state geologist, state public health, nearest U.S. Geological Survey office, National Weather Service Office, or other appropriate source of information. Do the hazards have a high, medium, low or no likelihood of being a threat to your community? Put your answer in the column headed Likelihood. For example, if you live in Hawaii you would put “no” beside snow and ice storm. If you live near a river or on a flood plain, put high, medium, or low based on your conversation with the National Flood Insurance Program coordinator.

Look at the next column (Vulnerability). What is the vulnerability of your jurisdiction to this hazard? Given all you know about the vulnerability of your community, does the hazard present the threat of a disaster or just a routine emergency? Put an answer in the column.

In the final column provided, check those hazards that represent “Worst threats” to your community. The “worst threats” are those hazards with threats that have high or medium (a) likelihood of happening, or (b) disaster vulnerability. These are the hazards on which you will want to concentrate first.

Possible Hazard	Likelihood	Vulnerability	Worst Threats
Tornado			
Flood			
Hazardous Materials Dumps/ Storage			
Radiological Incident			
Urban Fire			
Power Shortage/Failure			
Winter Storm/Ice Storm			
Aircrash			
Water Supply Contamination			
Hurricane/Tropical Storm			
Earthquake			
Flash Flood			
Volcano			
Drought			
Chemical/Biological Warfare			
Highway/Transport Accidents			
Mudflow			
Dam Failures			
Wildfire			
Avalanche/Landslide			
Tsunami			
Civil Disorder			
Subsidence			

How Well Have You Learned?

SELF TEST REVIEW

Answer the following questions to test your knowledge of this part of Unit 3. Read each question carefully, then write in the answer that you think is correct. Answers can be found on page 3-11.

1. What is a hazard?

2. What are two types of potential future hazards?

3. What is the first stage of mitigation?

4. What is the purpose of a hazard analysis?

5. What is the purpose of a vulnerability analysis?

6. What are the two major types of loss which occur in a disaster?

7. What are some sources of information you should use while preparing a hazard analysis?

8. Why should you identify special populations in the vulnerability analysis?

CORRECT ANSWERS TO SELF TEST REVIEWReview Pages

1. A hazard is a natural or technological force or event
that could cause or create a disaster 3-2
2. Potential hazards may be newly brought into the community
or may already exist but not be recognized as hazards 3-4
3. Hazard and vulnerability analyses..... 3-2
4. To find out which hazards can strike 3-2
5. To find out what damages would occur 3-6
6. Human loss and economic loss 3-6
7. Information sources include: reports on past disasters,
local citizens, high school or college teachers,
federal agencies, neighboring emergency
program managers, officials in your own jurisdiction 3-4
8. To detail in the emergency plan what special tasks are
necessary to provide for the safety of
these citizens..... 3-6

For every question that you answered incorrectly, review the pages listed above next to the answer to find out why your answer was incorrect.

Emergency Mitigation

Mitigation efforts are those that *try to eliminate or reduce the impact of hazards which exist within a community and are a threat to life and property*. You will find that most mitigation efforts are the primary responsibility of other departments of local government. They are not often the direct responsibility of the emergency program manager.

That does not, however, mean that the emergency program manager lacks a role in mitigation. On the contrary, the emergency program manager has crucial roles in mitigation—that of motivator, coordinator, and monitor.

The role of the emergency program manager in mitigation is to be the conscience of emergencies. You must be alert of risks and monitor opportunities to avoid hazardous conditions. No other agency or organization in government or the private sector has the responsibility to look at all hazards and all risks. No other agency or organization has the mandate to protect the public against any emergency condition. The emergency program manager, under the ideas developed earlier in the unit on Comprehensive Emergency Management, can have a role in coordinating every kind of emergency.

Above all, the emergency program manager is the person with the broad scope of responsibility to assure that the community does not do anything to increase the chances of an emergency.

How do you do this? You monitor the possible hazards in the community, you motivate action on mitigation, and you coordinate available tools and techniques used by government agencies and private group to carry out mitigation. There are many tools that can be used to motivate efforts to reduce emergencies and be the conscience of the community when it comes to hazardous conditions.

Tools of Mitigation

As with all phases of emergency management, your principal tool is the authority vested in you by a local law or ordinance. The local law derives its authority from a state civil defense or emergency management law. The state law gives your local jurisdiction the right to enact whatever ordinances or laws it needs, so long as they stay within the limits of authority granted by the state.

Laws, then, are one tool of mitigation. All the power to mitigate is not going to reside in your local emergency management ordinance, but all the legal resources you need to avoid emergencies should be available in local ordinances.

Let's look at why this is true.

Typically, laws are among the most common ways communities attempt to mitigate emergencies, especially in the following areas:

- Zoning ordinances
- Building codes and enforcement
- Public health ordinances
- Fire regulations
- Hazardous materials ordinances
- Dam inspection ordinances
- Traffic codes
- And many others

Even with just these, few examples, you can readily see that many other people in the community have responsibility for mitigating hazardous conditions. Mitigation, although it is seldom called that, rests with the departments which deal with hazards on a day-to-day basis. For example, the fire department is responsible for enforcing the fire regulations, and the building inspector is responsible for enforcing the local building codes. All these laws serve to mitigate hazards.

Thus, as the emergency program manager, it is your job to work with the various agencies or departments who have direct responsibility in these areas.

Your job with respect to mitigation is primarily to advise and initiate suggestions or ideas to department heads on hazard mitigation opportunities. As you learned earlier in this unit, you must be aware of developments in your community which could lead to an emergency. You should keep the departments informed of these potential hazards. In addition, you should work with the various departments to strengthen local laws or to pass new ones if they are needed to mitigate emergencies.

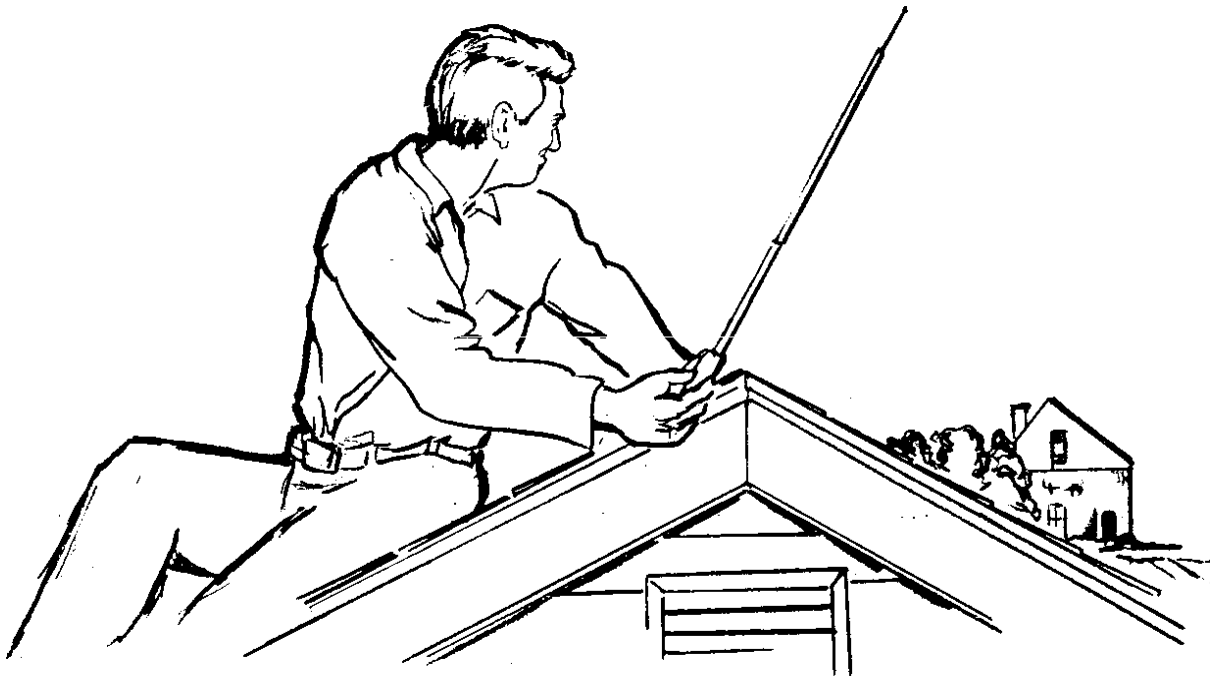


Figure 3-4: Mitigation efforts are those which try to eliminate or reduce the impact of a hazard, such as the traditional lightning rod.

THINGS TO DO

Look at the community's history of emergencies. What damages could have been reduced if certain mitigation measures were in place? Find out if they have been enacted since the emergency. Then meet with the heads of related government departments and agencies. Discuss with them the laws or regulations in the mitigation area for which they have responsibility. Determine which areas may need additional regulation and which ones are adequately covered. Finally, ask others what alternative tools are available, other than regulations, to mitigate a hazard.

Case studies and other information are available from state governments and from FEMA's Hazard Mitigation Staff on how communities have actually reduced their exposure to future losses.

Many tools other than ordinances are available to help mitigate emergencies. Some help you to directly reduce the effects of the hazard. For example, there are several direct ways at hazards are changed by STRUCTURAL MEASURES. Levees along the river keep flood waters within the banks. Dams upstream hold back storm water runoff. Stronger containers, built to withstand accidental punctures, help railroad cars more safely transport hazardous materials.

FINANCIAL INCENTIVES AND DISINCENTIVES also can work to keep the community safe from improper treatment of hazards. They generally take a form of tax levies or abatements. Levies are used to discourage production of

hazardous conditions (like hazardous wastes) and the latter are used to encourage mitigation treatment of hazards (like safe waste disposal). A chemical manufacturing plant, for example, can create a hazard that would have to be handled by the local emergency services. Some jurisdictions have placed an additional tax levy on the company to offset the increased cost of preparedness. Other locales required the company to have its own emergency equipment, and demonstrate through exercises that it will work in cooperation with the city's emergency service organizations.

Information is also a key tool of mitigation. In some areas HAZARD DISCLOSURE REPORTS are required of any real estate transaction occurring in the vicinity of a hazard. If a house is in the floodplain, the potential buyer needs to know the risk. LABELING of hazard materials, similarly, can go a long way toward improving their handling.

PUBLIC INFORMATION and community relations are vital parts of any overall mitigation strategy. People need to be informed about the possible alternatives available when dealing with hazards. Your role as a teacher and trainer, which you will learn about later, includes not only what to do after a disaster strikes, but also the duty to teach the community about how to avoid an emergency. One way to do this is to play the role of mitigation advocate before the city council or other policy-making boards. Presentations to civic groups and professional societies is another way to get the mitigation message out.

LAND USE PLANNING is, perhaps, the most frequently found tool of mitigation.

In the NATIONAL FLOOD INSURANCE PROGRAM (NFIP), the safe use of floodplains is a long-term goal, and land use planning is the path to securing the most harmonious treatment of land for commerce, residences, and recreation.

Among the mitigation components of a NFIP is RISK MAPPING in which communities have their floodplains assessed to determine possible flood levels. In some circumstances, houses and businesses that meet certain criteria are completely RELOCATED out of the floodplain. Land in the floodplain is then used for less vulnerable purposes, for example, recreation. Where possible to protect an existing structure that cannot be moved, FLOOD PROOFING is undertaken.

A key part of land use planning is the local planning commission and its requirement for site plan reviews. This is an important point of possible intervention in unsafe development of the community. Your role as a mitigation motivator could lead you to stay in contact with the planning commission in order to be alert to development plans that will, some time in the future, put a strain on your emergency response capabilities. New types of housing, businesses, manufacturing plants, roads, etc., can place a burden on emergency services. Your role is to ask the question: "How will the decision to develop in such a way affect the Safety of the community in the next decade?"

Many laws and ordinances can be on the books without any effective way of MONITORING or INSPECTING potential violators. These are two important tools



Figure 3-5: Using mitigation tools will build a strong foundation for your emergency program.

of hazard mitigation. A good example of the use of these tools is the federal DAM SAFETY PROGRAM. For years, dams were constructed and certain safety requirements existed. But no agency was responsible for inspecting the thousands of large and small dams across the country. In recent years, a federal inspection program has found many dangerous and unsafe dams. Because of the use of the inspection tool, the program is certain to mitigate future flood and dam-break emergencies.

PROFESSIONAL TRAINING is another tool of mitigation. Drivers of hazardous materials trucks, for example, can be taught special response techniques that will make them better able cope with an emergency.

These mitigation tools illustrate ways you, the emergency program manager, can influence mitigation actions in your community. Your role is to inform, to question, to negotiate, and to motivate. You need to know where technical expertise exists in our community, in state government and in federal agencies and how to use it. You need to bring together the agencies and organizations necessary for carrying out day-to-day emergency mitigation in order to get them to work cooperatively in pursuit of public safety.

Above all, your role in mitigation is part of, and equal to, your roles in preparedness and response. You build bridges. You join together groups for a goal that few can argue with: improved health and safety.

Mitigation partnerships, however, are perhaps the most difficult to create and sustain. Creation is often difficult because those who may be a target of new regulations look upon a partnership as

joining forces with the enemy. Continuation of mitigation partnerships is difficult because the participants often lose interest if there is a sense of immediate danger.

POST DISASTER RECOVERY is an important time for mitigation because the sense of danger for the jurisdiction is very real. A disaster often makes clear the opportunities available for hazard mitigation. The recent losses in a disaster can serve as a guide for future action.

Major disasters with Federal Government relief may enable the emergency program manager to participate in or support the Interagency Hazard Mitigation Team efforts to identify ways of minimizing future losses. The Interagency Hazard Mitigation Team contributes significantly to state hazard mitigation planning, efforts which are required as a condition for future assistance under a Presidentially declared major disaster.

The Interagency reports provide crucial technical assistance as well as an important advocacy position in support of mitigation efforts. As a result, the Interagency Hazard Mitigation Team is a valuable tool of mitigation following a major disaster.

THINGS TO DO

Mitigation actions must be cooperative efforts of many local and state government agencies. Many of these agencies are not the people with whom the emergency program manager has traditionally worked. New relationships will have to be created. This exercise is designed to alert you to new partners in the mitigation phase of emergency management.

Go back to your hazard identification and focus on all the hazards you identified as present (any level of likelihood) in your community. Next, list the local, state or federal agency you think might have responsibility for the hazard. If you do not know now, make a note to find out. These are your partners in mitigation.

Mitigation Strategies

One of the principal problems with the mitigation phase of emergency management is its priority with respect to the other phases—preparedness, response, and recovery. It is usually easy to see the need for a preparedness plan, the need for the ability to respond to an emergency, and the need for a community to be able to recover from a disaster. As a result, mitigation frequently gets less attention than other phases of emergency management.

With the local amount of money available for emergency management usually being tight, how much should be spent on mitigation? Usually, money spent on mitigation comes from a fixed budget. Therefore, focusing on mitigation means less money available for preparedness, response, and recovery. For this reason, mitigation is often the phase of emergency management for which most communities do not have adequate programs.

Mitigation, however, is the one phase of emergency management where creative planning can substitute for money or help you obtain special funding. This approach can permit a jurisdiction to finance certain emergency management programs themselves with only a small additional burden on the citizens. A good example of this type of funding is the “Emergency 911” bill enacted by many state legislatures. Under such a bill, each county in a state must establish the emergency 911 phone number for all telephones. The typical bill establishes a 911 “fee” of \$.10/month to be paid by all telephone customers to finance the 911 program.

Money should not be at the heart of your mitigation efforts. There are a wealth of alternatives to expensive programs. Remember, the goal of mitigation is to avoid hazardous circumstances. If you can avoid them in the first place, you will need far less money for remedial efforts later on.

Mitigation Alternatives

There are several different mitigation strategies, some of which require money, but most of which substitute awareness, foresight, and creative efforts for money. Several of these mitigation strategies are explained below. Read them carefully. Some may give you ideas on how to apply mitigation to your community.

- 1. To prevent the creation of the hazard in the first place:** This is the most basic mitigation strategy, and is carried out through a community's fire regulations, building codes, and other ordinances. For example, the requirement that all public buildings have sprinkler systems is a mitigation technique against major fires. The inspection of new buildings to make sure the construction conforms to the local building codes is a way of mitigating against improper construction which could result in a major emergency such as a fire or building collapse.
- 2. To reduce or limit the amount or size of the hazard manufactured or brought into being:** For example, a 5 mph speed limit in a school zone reduces

the possibility of a child being struck by a car. If hazardous chemicals are used by a manufacturing plant, there may be a limit as to the amount which may be on hand at any one time. Improved building codes offer similar long-term benefits.

3. To separate the hazard from that which is to be protected: There are several ways in which this can be one. One is to restrict such things as the hazardous use of chemicals to only specific areas within a community. For example, only areas which are zones for particular industrial use are permitted to use hazardous chemicals. Another way is to surround the hazard by some type of containment structure. The banning of vehicles carrying explosives from densely populated areas is still another method of separating the hazard from the community. Finally, efforts to restrict or modify building in floodplains are documented ways of reducing losses.

4. To prevent the release of the hazard that already exists: Impounding nuclear wastes is a good example of preventing the release of a hazard which already exists.

5. To modify the basic qualities of a hazard: For example, suppose that dangerous chemicals were packaged with a neutralizing agent right next to the chemicals. If the chemical container were damaged, the neutralizing agent would automatically release, thus minimizing the toxic effects of the spilled chemical. In another case, a distinctive smell is added to odorless liquid propane gas so that people can tell if it is present and thus avoid anger.

6. To modify the rate or spatial distribution of release of the hazard:

Suppose that the federal dam safety inspection program detected a crack in a dam, or some other sign of instability. The water behind the dam could be lowered gradually so as not to endanger the environment downriver and relieve the pressure on the dam until repairs are made. Stabilizing a potential landslide is another example. Finally, the use of levees reduces damages in some areas and increases them in others.

7. To engage in research to attack a particular hazard:

Industry and the federal government put money into research to develop ways of making materials (like building materials) and products (like autos) safer.

8. Information dissemination:

Public information is key to preventing a wide range of emergencies. The disclosure of potential hazards through reports to potential buyers of land and structures or users of chemicals is one form of public information that can be required.

Summary of Your Role in Mitigation

The role of the emergency program manager in community mitigation varies, depending upon the hazards, the skills of the emergency program manager, and the specific responsibilities of other government departments and agencies. Regardless of how active you are in the actual mitigation efforts of your community, it is your responsibility as the emergency program manager to monitor how other governmental departments are carrying out their jobs as they affect the safety of the community. Your role also is

to motivate mitigation through hazard awareness, coordinate agencies that have the formal responsibility for mitigation, and ensure continuing enforcement of hazard reduction measures.

How Well Have You Learned?

SELF TEST REVIEW

Answer the following questions to test your knowledge of this part of Unit 3. Read each question carefully, then write in the answer that you think is correct. Answers be found on page 3-22.

1. What is mitigation?

2. What are the tasks of the emergency program manager in mitigation?

3. How does the emergency program manager perform his or her role in mitigation?

4. List three forms of mitigation that can be accomplished by local laws or ordinances.

5. List four tools other than laws that can be used for mitigation.

6. Which of the following is a structural measure for mitigation?

- ☐ A. Flood insurance
- ☐ B. Storm shelters
- ☐ C. Preparedness plans
- ☐ D-. Levees

7. Describe the purpose of financial disincentives in emergency mitigation.

8. What is the role of public information as a tool for mitigation?

CORRECT ANSWERS TO SELF TEST REVIEW Review Pages

1. Efforts to eliminate or reduce the damaging impact of hazards.....3-12
2. To advise and initiate suggestions or ideas to department heads on hazard mitigation opportunities; to monitor mitigation efforts of agencies and to motivate mitigation through hazard awareness3-12 and 3-19
3. By coordinating the available tools and techniques used by government agencies and private groups; by alerting agencies to opportunities, monitoring their performance, coordinating agency responsibilities, and ensuring continuing enforcement of hazard reduction measures.....3-12
4. Common legal efforts to mitigate include: zoning ordinances, building codes, public health, fire regulations, hazardous materials, dam safety inspection, traffic codes3-12 and 3-13
5. Financial incentives and disincentives, hazard disclosure reports, public information, land use planning, risk mapping, monitoring and inspecting, professional training, and structural measures3-14 and 3-15
6. D. Levees3-14
7. To discourage the development or production of hazardous conditions. For example, a high tax on a chemical manufacturer for storing hazardous materials might convince the manufacturer to store them elsewhere. If the materials remained, then the high tax can be applied to increased emergency preparedness to cope with the risk of stored hazardous materials3-14
8. Public information for mitigation is useful for sharing with citizens the possible alternatives for dealing with hazardous conditions and then applying pressure for implementing mitigation.....3-14

For every question that you answered incorrectly, review the pages listed above next to the answer to find out why your answer was incorrect.

PREPAREDNESS

UNIT 4



Introduction

If an explosion resulted in a major fire in your area right now, while you are reading this sentence, would you be ready? Would your community get enough fire and medical units, set up shelters for housing the homeless, prepare to evacuate threatened citizens, or keep curious spectators or vandals from entering the disaster area? Would you know what to do? Do you have a plan? You had better have one—that's your job!

EMERGENCY PREPAREDNESS is being ready to react promptly and effectively in the event of an emergency. Being prepared means that you have a plan of action. You know what to do before the emergency occurs. In some cases, such as a flood or hurricane, you may have an early warning, which will give you several hours to act. However, often you will have no prior warning of an impending emergency, such as with earthquakes, tornadoes, explosions, or major fires.

You must be prepared for any emergency, especially those which strike without notice. To be prepared, you must have a PLAN. You must know what RESOURCES are available to you, and how to utilize them. You must also be reasonably certain your plan will work. In this unit you will learn about the legal authority for your job, how to develop your own emergency preparedness plan, and how to inventory and catalogue the resources available to you.

Your Job and the Law

When a disaster occurs you must move swiftly according to your preparedness plan. Even though you may be in charge, you cannot do anything you want or act irresponsibly. Your actions must be consistent with those provided for by the law. There are FEDERAL, STATE, and LOCAL LAWS which govern what you can do. It is extremely important that you act within these laws, so that you are legally carrying out your duties and are not subject to criminal or civil law suits because you acted beyond your authority as specified by the federal, state, or local laws.

Federal Law

The Federal Civil Defense Act of 1950, Public Law 920, 81st Congress as amended, is the legal basis for national

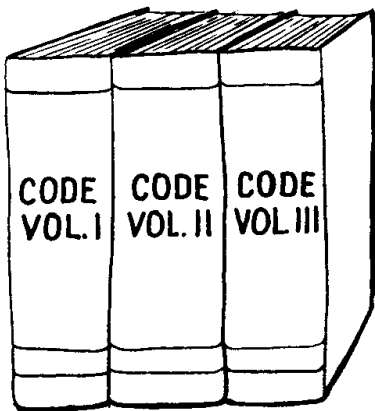


Figure 4-1: Law is the basis for all emergency preparedness and response.

civil defense and emergency management in the United States. This Act of Congress establishes that the responsibility for national civil defense

and emergency management is vested jointly in the federal government, your state government, and the political subdivision in which your responsibility lies. In other words, you are a PARTNER with the federal and state government when it comes to the actions you must take in disaster situations.

State Law

Each state must have its own laws which are consistent with the federal law if they wish to qualify for federal aid and assistance. This means that the state laws must be compatible with, or require the same basic course of action as, the federal law. In other words, the actions required by the state are not in direct conflict with those required by the federal government. All states have such laws, although they vary in wording from state to state.

Your state emergency management or civil defense law establishes what state government will do in case of disaster. In doing so, it defines the specific responsibilities of the local political subdivisions within the state and gives them the authority to pass local emergency management laws or ordinances.



Figure 4-2: Federal, state, and local governments are partners in emergency management.

Some state laws are **PERMISSIVE** when it comes to the specific laws of the political subdivisions such as cities and counties. Permissive laws leave the decisions up to the local jurisdictions by using terminology such as "may have," "should have," or "authorized to have." The local government can then decide what is best for them. For example, the state law may say "Each county is authorized to have an emergency preparedness manager." Thus, the county can have an emergency program manager if they want, but is not required by law.

Other state laws may be very specific, and require certain action by a local government. Such laws are called **DIRECTIVE**, and use terminology such as "must have" or "is required to have." For example, the state laws may say "Each county must have an emergency program manager." In such cases, the county must have such a manager, and cannot decide otherwise.

Local Laws

Every local jurisdiction such as a city or county needs its own emergency management laws to ensure the legality of the local emergency management program. Since each local jurisdiction may have different specific needs or requirements, the local law or ordinance must be drafted with the individual needs of the jurisdiction in mind. You can get guidance on these laws from county, state, or federal emergency offices, but you will have to tailor them to your jurisdiction.

The local law or ordinance gives you the legal authority to operate. It should clearly define your authority, duties, and specific responsibilities. It should also spell out exactly who has final authority for emergency management operations in the normal day-to-day operations of the local government. This person also normally has the responsibility for the planning decisions which affect future emergencies as well as the final authority in actual emergency situations. This person is probably a mayor, city manager, or county executive.

THINGS TO DO

*Get a copy of your local ordinance or law and read it carefully. After you have read the ordinance, complete the following worksheet **NOTE.** Reading your local ordinance and completing the worksheet is extremely important.*

Ordinance Item	Included in yours?		Ordinance No. and Section
1. Final authority for emergency management decisions in normal day-to-day operations	<u>Yes</u>	<u>No</u>	_____
2. Control of emergency operations	<u>Yes</u>	<u>No</u>	_____
3. Authority of Emergency Program Manager	<u>Yes</u>	<u>No</u>	_____
4. Duties and responsibilities	<u>Yes</u>	<u>No</u>	_____
5. Lines of succession	<u>Yes</u>	<u>No</u>	_____
6. Provision for an emergency operations plan	<u>Yes</u>	<u>No</u>	_____
7. Penalty for violation of ordinance	<u>Yes</u>	<u>No</u>	_____

If any of the items listed in this worksheet are not in your local ordinance, meet with your local elected officials and city or county manager to have the local ordinance amended so that all are included. If you do not have a local ordinance, one should be passed as soon as possible.

NOTE: You may wish to copy this sheet and use it as an on-the-job guide for future reference.

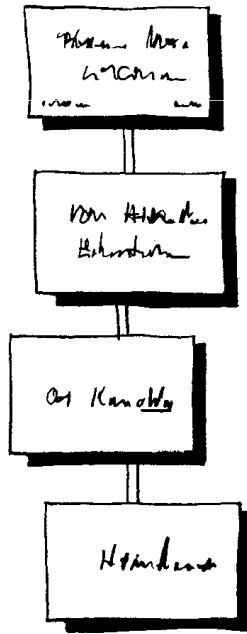


Figure 4-3: The local ordinance must provide for a line of succession.

Most local laws also provide for a LINE OF SUCCESSION for elected officials. The line of succession designates who will fill the position of authority if the person with the primary responsibility for that position is unavailable. Lines of succession usually designate up to at least three people. Such provisions in the local ordinances assure CONTINUITY OF LEADERSHIP in the community in time of emergency or disaster. Your local laws should also specify that all departments of the local government have their own designated lines of succession.

On the federal and state levels, many of the laws are rather broad for they must be written to cover a variety of situations within very diverse political subdivisions. Local laws or ordinances can be more specific, and spell out exact duties, actions, or requirements. One item local law should provide for is the

establishment of an emergency operations or PREPAREDNESS PLAN. The plan should describe in detail who has the authority to do what in case of disaster. Most local ordinances provide for the establishment of such a plan. The plan itself is not a law, but is a detailed description of the actions to be taken which are authorized under the law.

MUTUAL AID PACTS are another type of local legal authority which will affect your work. A mutual aid pact is a legal agreement between two or more local jurisdictions to help each other in case of emergency. The agreement is signed by the heads of the governments involved. Mutual aid pacts typically cover such things as free access across boundaries, the provision of resources and services, the extent to which the resources and services will be provided, and other public safety actions.

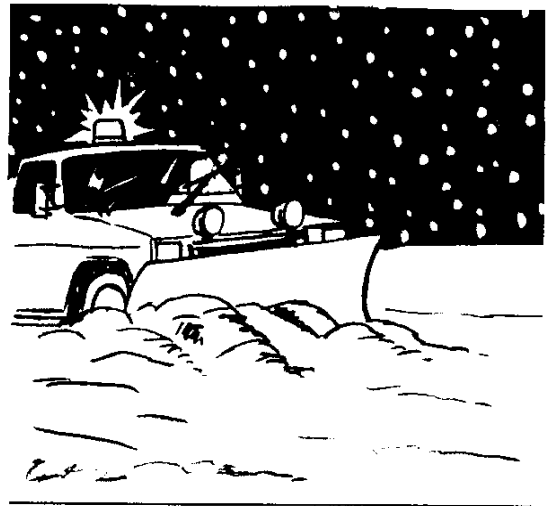


Figure 4-4: Mutual Aid Pacts mean more resources than normally available can be called upon in an emergency.

THINGS TO DO

Get a copy of a mutual aid pact and complete the following worksheet

Mutual Aid Pact Worksheet

Does your pact specify:

Item	Included?	
1. The jurisdiction to which it applies	Yes	No
2. Who has authority to declare an emergency?	Yes	No
3. Who has authority, under what conditions, to implement the mutual aid pact.	Yes	No
4. What resources are available under the act.	Yes	No
5. Who has the authority to request aid from the other jurisdiction.	Yes	No
6. Under what condition, if any, can aid be refused.	Yes	No
7. Who is in command when neighboring units are in your Jurisdiction.	Yes	No
8. Who is responsible for compensation benefits for neighboring units in your Jurisdiction.	Yes	No
9. Under what conditions can the pact be terminated or amended.	Yes	No

Usually the rules and standards of mutual aid pacts also define who will declare that a state of emergency exists, who will be in charge of the focus and resources received, and who will provide compensation and death benefits for those injured or killed while rendering aid.

The provisions of some mutual aid pacts are used on a regular day-to-day basis by many police and fire departments. Fire departments commonly respond to fires in neighboring jurisdictions under mutual aid agreements. If a neighboring fire department responds to an emergency in your area, your mutual aid pact should indicate who is in control of that unit while in your jurisdiction and who is responsible for the compensation of that unit.

It is not necessary that every jurisdiction have a mutual aid pact with a neighboring local government. If you do not have one, you will need to analyze your local situation to see if a mutual aid pact would make your job easier. You will learn how to perform this analysis later. Perhaps you think an agreement is not needed because your local community is self-sufficient. You should, however, be willing to share your resources with your neighbors. You never know when you will need help or be asked to provide it. For example, a tank truck carrying propane gas could overturn at the border of your jurisdiction, but still in your area. Rescue units from your neighbor may be stationed closer than your own. Public safety interests would require your neighbor to respond, but without a mutual aid pact that response would be uncertain.

How Well Have You Learned?

SELF TEST REVIEW

Answer the following questions to test your knowledge of this part of Unit 4. Read each question carefully, then write in the answer that you think is correct. Answers can be found on page 4-9.

1.) What does emergency preparedness mean?

2.) What is the purpose of the Federal Civil Defense Act of 1950?

3.) What is the difference between directive and permissive emergency management laws?

4.) Why does local government need an emergency management law?

5.) What should be in a local emergency management law?

6.) What three authorities are usually provided by a mutual aid pact?

CORRECT ANSWERS TO SELF TEST REVIEW Review Pages

- 1.) Being ready to react promptly and effectively to any emergency or disaster condition.....4-1
- 2.) It is the legal basis for national civil defense and emergency management and places joint responsibility on local, state, and federal governments4-2
- 3.) Directive laws tell governments what they *must do*; permissive laws only describe what they may do4-3
- 4.) To ensure the legality of the emergency program4-3
- 5.) The law should establish an emergency management program by defining jurisdictional needs, authority and responsibilities, line of succession, continuity of leadership, and the establishment of an emergency preparedness plan 4-3 thru 4-5
- 6.) Who declares an emergency; who is in charge of forces and resources; and who compensates for resources and damages 4-6 thru 4-7

For every question that you answered incorrectly, review the pages listed above next to the answer to find out why your answer was incorrect.

Emergency Operations Planning

An Emergency Operations Plan (EOP) contains information on how citizens and property will be protected in a disaster or in a disaster-threatening situation. It describes actions that may be required for any natural or technological hazard. It details the tasks to be carried out by specified organizations at projected places and times based on established objectives, assumptions, and a realistic assessment of capabilities.

A local EOP is an absolute necessity. Without a plan, your emergency operations in time of need would be like the quarterback of a professional football team coming to the huddle and saying, "Well, that didn't work, what should we try next?" Without a plan, emergency operations can be chaos. Regardless of how many resources you have in the community, without a plan to put them to use, they are of little value.

The emergency operations plan described in this unit emphasizes three related concepts.

First, plans work best within existing organizational structures if they are currently responsive to nonemergency duties. That is, if a job is done well every day, it is best done by that organization in an emergency.

Second, crises should be met at the lowest and most immediate level of government. Plans call for local response supplemented, if necessary, by the next higher jurisdiction.

Third, voluntary response and involvement of the private sector (business, industry, and the public) should be sought and emphasized. The emergency management partnership is important to all phases of natural and technological disasters.

An emergency plan built on these principles will result in a guide for community preparedness to carry out the basic emergency functions shown on the following page in Figure 4-6.



Figure 4-5: Without planning, probably nothing will end up the way you want.

TWELVE EMERGENCY FUNCTIONS

Warning & Communication

Notifying the public of probable impending disaster in time to take protective action. Operation of all communications services for control centers and operational forces.

Public Information

Providing information and directions to the public about appropriate protective actions.

Evacuation

Assisting people to move from the path of threat of a disaster to an area of relative safety.

Emergency Welfare

Providing shelter, lodging, food, clothing and sanitation to the disrupted population.

Emergency Medical Care

Offering appropriate health and medical care or services to the stricken population.

Security

Protecting life and property, control of movement of persons and emergency equipment necessary to protect persons and counteract the disaster situation.

Fire and Rescue

Deploying firefighting resources to prevent or contain fires and rescue or removal of trapped or injured people.

Radiological Defense

Measuring, predicting, and evaluating radiation to guide and protect the public and emergency service workers.

Public Works/Utilities Repair

Temporary repairs to damaged systems in essential or critical areas or facilities.

Disaster Analysis and Assessment

Monitoring and analyzing a disaster and assessing physical damage from a disaster. Collection of information essential to recovery efforts and future mitigation.

Logistics

Controlling transportation of people and supplies as necessary to support emergency functions.

Direction and Control

Management of a community's survival recovery efforts, and the operation itself.

Figure 4-6: Basic emergency functions in your community should be prepared to provide for your citizens.

Getting Started—Preliminary Plans

To begin emergency operations planning, determine if your local government has an EOP. If you do not have a plan, start work on a preliminary one immediately. If you have a plan, you are already started. You can use the ideas below to evaluate the completeness of your plan.

The purpose of a plan is to provide you with a systematic way of responding to an emergency situation. A temporary plan will not be as specific as your final plan, but at least it will provide you with a direction for taking action if an emergency occurs. **The following steps can be used to develop a temporary emergency preparedness plan.**

STEP 1. Determine who is in charge in case of emergency. If you have a local emergency management ordinance, this may already be done for you. If it is not, put it in writing. The temporary plan may state that the local government's chief executive is in charge but that the emergency program manager has the authority to act on behalf of the executive in specific areas.

STEP 2. Designate an Emergency Operations Center (EOC) from which to carry on operations. One location might be in the communications center, used by the local police, fire department, or some other government agency which uses electronic communication systems on a daily basis.

STEP 3. List the government officials who should be notified in case of emergency. Determine the means available to notify them and how to communicate with them throughout the emergency.

THINGS TO DO

Check yes only if there is a high probability that the emergency may occur. For example, if your jurisdiction does not contain an airport and is not over a designated flightpath, do not check aircraft crash as there is not a high probability

Emergency	Could Occur	
Tornado	Yes	No
Flood	Yes	No
Hazardous materials	Yes	No
Civil disorder	Yes	No
Radiological incident	Yes	No
Major fire	Yes	No
Power outage	Yes	No
Energy/fuel shortage	Yes	No
Ice/snow storm	Yes	No
Aircraft crash	Yes	No
Bomb threat	Yes	No
Water supply contamination	Yes	No
Hurricane	Yes	No
Tsunami	Yes	No
Earthquake	Yes	No
Volcano	Yes	No
Drought	Yes	No
Mudflow	Yes	No
Dam failures	Yes	No
Loss of electric/water supplies	Yes	No

STEP 4. Determine which emergency situations may occur in your area. You should consider this a temporary hazard identification.

STEP 5. Develop a list of activities likely to be undertaken and resources which could be of use for each of the emergencies identified in STEP 4.

THINGS TO DO

Get a copy of your emergency operations plan. If your local government does not have one, follow the steps just outlined and develop a temporary plan as soon as possible. If you already have an EOP, compare it to the temporary plan and refer to it as you read the next section.

STEP 6. For each activity under - taken or resource utilized briefly state who will do what in event of emergency. For example, the police chief will be in charge of all police manpower, as is normal, and will be responsible for establishing barricades to keep the public away from the scene of the emergency when the mayor orders controlled access to the scene. Your temporary plan simply puts the available equipment and personnel on an emergency status. The temporary plan also will call for the legal authority in an emergency. (the city or county executive, for instance) to move to the temporary EOC when he or she needs to have better contact with emergency operations.

STEP 7. Present the temporary plan to your local government for approval. Explain that it is a temporary plan under which you can operate until a comprehensive emergency operations plan can be written.

The preliminary plan will certainly not be as detailed as your final plan, but it will at least provide some direction to help you act in an emergency and give you a list of the resources you can call upon for those emergencies which are most likely to occur in your locality. If you complete the

seven steps suggested above, you will begin to have an overview of command and authority, the availability and use of the EOC, channels of communication, potential hazards, the emergency organizations and functions, and some standard operating procedures for response.

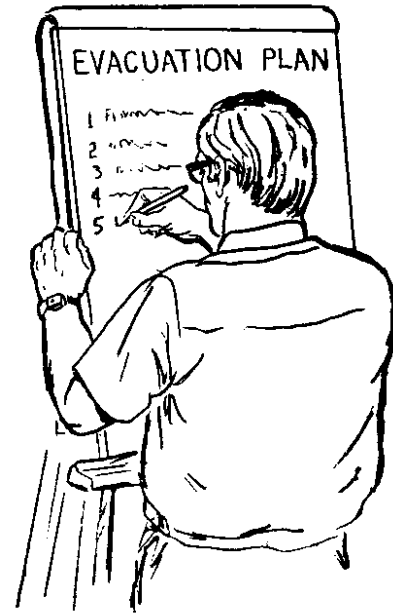


Figure 4-7: Temporary plans can be very useful to the community.

THINGS TO DO

Select a few resources that you should plan to use In an emergency. Fill in the form below with a brief narrative that describes what should happen in case of an emergency. If you already have a plan, do this exercise and compare it to the existing plan.

Temporary Plan for

(type of emergency)

Resource: Manpower or Equipment (item)

Responsible: Agency or Individual (Who)

(Does What)

(Where)

(When)

Resource: Manpower or Equipment (item)

Responsible: Agency or Individual (Who)

(Does What)

(Where)

(When)

The Emergency Operations Plan

Your emergency operations plan (EOP) should be comprehensive. It should cover all aspects of emergency management and all types of emergencies. In doing so, it should strive to achieve several characteristics of flexibility, dual use, detail, consistency, and comprehensiveness.

The plan described below is flexible. It is not a fill-in-the-blanks format. It does not present a model. It is a series of suggested ways to construct a useful plan.

The plan features dual use of resources in both emergency and nonemergency conditions.

The plan consists of sections for individual operational responders, thus allowing sufficient detail to carry out responsibilities.

The plan consists of components that follow the same format, thus providing consistency between parts of the plan and among plans from neighboring communities.

Finally, the plan described below involves all levels of government and the private sector.

There are three basic components to the emergency operations plan. The BASIC PLAN serves as an overview of your jurisdiction's approach to emergency management, including broad policies, plans and procedures. The basic plan is supported by functional ANNEXES, that address specific activities critical to

emergency response and recovery. The functions included in these annexes were described in Figure 4-6. Hazard-specific APPENDICES support each functional annex (as necessary) and contain technical information, details, and methods for use in emergency operations.

How to Develop the Plan

The EOP should grow out of a planning process conducted by a planning team. This team should include representatives from each department and agency with an emergency mission and from each nongovernmental group to which such a mission should be assigned, such as the news media. The chief executive of your jurisdiction should designate you, the emergency program manager, as the manager of the planning effort.

Actually, completing the plan occurs in a series of steps. While there are no hard and fast rules on plan development, the basic plan is usually written first. From that you identify the annexes necessary to detail the plan. As annexes are written, necessary appendices will be discovered and developed. Figure 4-8 provides a brief listing of steps to consider in developing your plan.

Steps to an Emergency Operations Plan

1. Identify hazards.
2. Review existing plans.
3. Identify resources (organizations, mutual aid pacts, etc.)
4. Brief officials on the planning process.
5. Consolidate findings of research.
6. Develop drafts of basic plan, annexes, and appendices;
7. Obtain comment of emergency program staff on plan drafts and resource reviews.
8. Develop agenda and invitation lists for a series of planning meetings.
9. Review EOP, incorporating comments of emergency management staff.
10. Establish planning committees in the planning meeting, making assignments for future plan, annex, and hazard specific appendix development.
11. Assess emergency facilities, including operating center, shelter, and other necessary facilities.
12. Work with planning committees to improve and refine functional annexes and hazard-specific appendices.
13. Review annexes and appendices submitted by planning committees.
14. Prepare or improve maps, charts, and displays.
15. Edit the EOP and produce final copies.
16. Distribute to planning committees and reviewing authorities.
17. Conduct final planning meeting for review and implementation.
18. Present EOP to elected officials to obtain concurrence and official promulgation.
19. Print and distribute EOP.
20. Distribute plan to all organizations with responsibility or interest in emergency preparedness.
21. Establish a program of progressively more complex exercises to continually familiarize officials with the plan.
22. Begin a cyclical review of the plan based on exercise EOP.

Figure 4-8: Steps to an Emergency Operations Plan.

The Basic Plan

A plan begins with a series of statements that serve as the INTRODUCTION TO THE BASIC PLAN. These include the PROMULGATION STATEMENT signed by the chief executive giving the plan authority; a FOREWORD that describes the planning process, abstracts the contents in an executive summary, and states the goals of the plan; the TABLE OF CONTENTS identifying also annexes and appendices; INSTRUCTIONS on using the plan, its intended audiences, the purpose of its sections, and distribution; and a CHANGE RECORD noting date and pages revised.

The basic plan should be treated as the umbrella document that draws together all other parts of the plan. Its primary audience is the chief executive and other policy makers. Members of the public may find it useful.

The parts of the basic plan after the introduction statement are:

STATEMENT OF PURPOSE: The purpose of the plan is to provide the community with an effective and efficient emergency management operation which when applied will provide the levels of protection for life and property and recovery assistance which are acceptable to the citizens of the community.

SITUATIONS AND ASSUMPTIONS: The types of disasters or emergency situations which may occur in the jurisdiction are described here. Where possible, include the amount of warning time, the degree of damage which may be expected or any specific situations

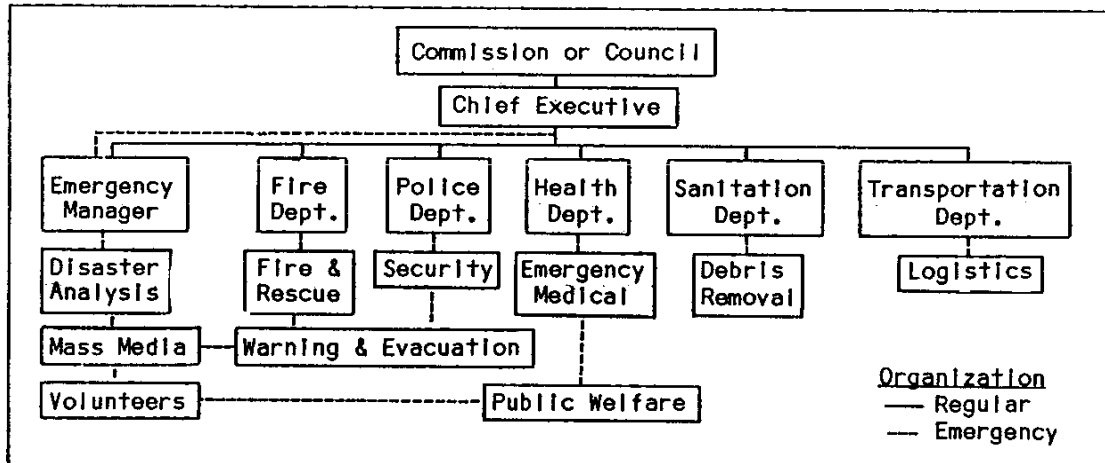


Figure 4-9: An example of organization of regular government officials for emergency operations. Only some of the required functions are shown.

which may be peculiar to your community. For example, if you are located in the vicinity of a nuclear power plant, you may wish to describe the various types of emergency situations which may occur from that particular facility. Be realistic. Make valid assumptions. The plan of operation for meeting these emergencies will be based upon the assumptions made in this section. The description of potential disasters should reference your Hazard and Vulnerability Analysis that should be published elsewhere. Finally, to complete the picture of the situation and assumptions of the plan, include a review of efforts undertaken to mitigate potential disasters.

ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES: Now you get down to the "nitty-gritty" of the plan. This section deals specifically with how the jurisdiction will be organized to carry out the plan. It is not how the plan will be carried out. This is a key section of your plan, and will probably be quite lengthy. It should specifically define the roles of local officials in the emergency management structure. Perhaps certain

officials are given specific assignments. The lines of authority between the various government officials, the emergency program manager, and the heads of the various government departments should be specified. An organizational chart could look like Figure 4-9.

The organizational structure which is implemented for a disaster situation should be as similar as possible to that which is used for day-to-day operations. However, it should allow for the expansion and extension of duties to include such items as damage assessment, liaison with community groups, and emergency shelter management. To the extent possible, personnel should continue to work with the supervisor and associates that they work with on a regular basis.

Emergency management is a community responsibility, not just a local government responsibility. Therefore, the organizational structure should also clearly identify those individuals or organizations which have the responsibility to coordinate resources

which are outside the direct control of the local government. The organizational structure should also provide for a disaster public information function.

CONCEPT OF OPERATIONS: This section of the plan describes the roles and relationships of government agencies and how they interact with each other and the private sector. Discussed here could be: interjurisdictional relationships among levels of government; curtailment of nonessential functions during emergency conditions; general need for time-phase of operations (pre-emergency, emergency, and post-emergency); supporting plans and procedures as a basis for operations; expectations for training, exercising, and critiquing; efforts directed toward mitigation and recovery; and generally, a discussion of the decision-making processes that affect emergency management operations.

ADMINISTRATION AND LOGISTICS: This section should address management of resources, general support requirements, and availability of services and support for all phases of comprehensive emergency management. The plan should establish policy for obtaining and using facilities, material, services and other resources required for any emergency management aspects.

PLAN DEVELOPMENT AND MAINTENANCE: After completion of the plan, provisions should be established for review, modification, acceptance, and approval by the chief executive. Especially important will be the continuous review required to update the plan to reflect improvements needed as a result of experiences in emergency

management and changing emergency situations and assumptions.

AUTHORITIES AND REFERENCES: The authorities cited here should be those laws which provide the basis for a comprehensive emergency management plan. Statutes, executive orders regulations, and formal agreements which pertain to any type of emergency should be listed. All references which provide the basis for emergency planning should be listed, such as general planning guidance, plans of other agencies, plans of other levels of government, and the like. The citing of reference materials, especially those of other levels of government, is valuable. For example, the state may wish to reference regional and local plans, both of which may be complementary to its own plan.

DEFINITION OF TERMS: A list of definitions should be given for terms which are not commonly known as well as those used in the plan which could cause confusion if misinterpreted. For example, you may wish to define mutual aid, hazardous materials, or radiological emergency. The terms you choose to define will depend upon the type of community in which you live.

Annexes to the Basic Plan

The purpose of an annex is to describe operations for a particular function. It defines the function and shows how activities of various participants in the functional organization are coordinated. The annex is action oriented. It is written for, and preferably by, the person responsible for controlling resources available to accomplish the objectives of

the function in any large-scale emergency.

Figure 4-10 is an example of a list of annexes. You will note that the basic emergency functions described in Figure 4-6 are covered here. Some form annexes themselves. Others are divided into several annexes. For example, the Fire and Rescue function is divided into two separate annexes.

The selection and definition of functions to be covered in annexes varies from jurisdiction to jurisdiction depending on such factors as the size, governmental organization, and preparedness needs of the community.

1. Direction and Control
2. Warning
3. Communications
4. Public Information
5. Evacuation
6. Shelter
7. Mass Care
8. Health and Medical Services
9. Law Enforcement
10. Fire
11. Search and Rescue
12. Radiological Defense
13. Engineering Services
14. Agricultural Services
15. Damage Assessment & Analysis
16. Transportation
17. Resources Management

Figure 4-10: Example annexes to accompany the basic plan.

Purpose Situation and Assumptions Organization and Assignment of Responsibilities Concept of Operations Administration and Logistics Plan Development and Maintenance Authorities and References Definition of Terms

Figure 4-11: The parts of the basic plan.

The format you should follow in developing each of these annexes is the same as the basic plan. Begin with a statement of purpose for the emergency operation being described. Then turn to the situation and assumptions, and other parts described above for the basic plan. The eight parts of the basic plan and the annexes are listed in Figure 4-11 for review.

Appendices

An appendix contains details, methods, and technical information that are unique to specific hazards identified as being likely to pose a threat of disaster in the community.

Appendices should be attached to functional annexes and should have sections corresponding to those in the annex for which supplementary hazard-specific information is required.

Standard Operating Procedures and Other Attachments

Procedures and other types of operational information necessary to support and provide directions to disaster response personnel may be attached to any of the plan elements where they are

most readily accessible and most likely to be needed. These attachments may include:

- checklists
- charts
- maps
- standard operating procedures
- catalogues of resources
- call up lists
- contact lists
- etc.

The attachments are working documents; names change and procedures are revised. As a result, the attachments will probably be the most frequently modified part of your plan. You should design the plan that way, allowing for removal and insertion of changes and new pages.

Characteristics of a Good Plan

The plan should provide for an organizational structure and offer a definite course of action to meet emergencies or disasters. Here are several characteristics of a good emergency operations plan.

The plan must be **BASED ON FACTS OR VALID ASSUMPTIONS**. If you must make assumptions, check them out to make sure they are as close as possible to the actual situation. For example, suppose there are 20 pieces of fire apparatus in your community. However, to create an accurate plan, you need to learn from the fire chief that approximately 20% of the apparatus is usually in the shop for repairs or preventive maintenance at any given time. Thus a valid assumption in your plan would be that you could count on an 80% response from the fire department.

Your plan must be based on the **COMMUNITY RESOURCES INVENTORY** that is discussed in the next section. Do not assume you can get help from the private sector unless these resources are on the list.

The plan must provide the necessary **ORGANIZATIONAL STRUCTURE**. It should clearly define the relationship between the various functions and fix the responsibility of who is to do what. Where possible, people should be assigned functions as close to their day-to-day operations as possible. Existing work groups should be kept intact as much as possible. For example, you would not make communication operators out of sanitation workers. The plan should allow for delegation of authority as much as possible. The people in command of the EOC will have enough to do in an emergency. Any decisions which can be made in the field should be made there.

Use **SIMPLE LANGUAGE** in the emergency preparedness plan so that it will not be misunderstood. Avoid big words and long sentences.

Finally, the various elements of the plan must be **COORDINATED** and fit together. You don't want one group doing one thing and another doing almost the opposite. Most important to coordinate are the various department plans of the jurisdiction with the overall emergency management plan through the annexes.

When you have the plan completed, review each aspect with your local officials and others who have responsible parts to play in its implementation. Be prepared to make revisions if necessary. Don't expect agreement from everyone on every point. You may even have to

serve as a negotiator between departments. However, as the emergency program manager, you will have to recommend a final form of the plan to your superior for approval.

THINGS TO DO

Develop an emergency operations plan for your city or county. If you already have a plan, review it carefully. Develop a needs assessment as you review the plan. After you have completed the plan, review it with local officials and department heads. When in final form, get the plan approved by the local government body.

Testing the Plan

A soccer or basketball coach would not think of going into a game without a plan or without the team practicing. The same is true for your emergency operations plan. You must be reasonably certain that the plan will work. However, until you test it, you really don't know for sure that it will. The most effective way to test the plan, and all the other capabilities of your emergency management program, is by simulating a real emergency to EXERCISE your personnel and procedures.

There are four different types of emergency management exercises. Each is progressively more realistic, more stressful, more complex, and more difficult to conduct. Therefore, jurisdictions should plan on exercising in successive steps, each building on the experience of the past exercise. Keep in mind that the four exercise types are designed to provide both individual training and improve the emergency management system. As a result, exercises should not be "one-shot" efforts. Rather, exercises must be an

integral part of improving each emergency management program. **The four types of exercises described below can be used to create a complete exercise program.**

The first type of exercise is a preparatory training exercise that uses simulation materials to set the stage for ORIENTATION to plans or procedures. It is very low-key and is used as a building block to other, more difficult exercises. The orientation exercise does not satisfy any FEMA exercise criteria but is very important as a part of a complete exercise program. Information on this and all types of exercises are provided in FEMA's "Exercise Design Course" (G120) and in the "Guide to Emergency Management Exercises" (Student Manual 170.2 available from your State Emergency Management Office). IS-120, "An Orientation to Community Disaster Exercises" is a prerequisite to G120.

The second type of exercise is the TABLE TOP exercise. The characteristics of all, tabletops include low. stress, little attention to time, lower level of preparation effort, and only rough attempts to simulate reality. The focus in these exercises is on training and familiarization with roles, procedures, responsibilities, and personalities in the jurisdiction's emergency management system.

The TABLE TOP EXERCISE introduces participants to messages which simulate a realistic event. It is to these messages that individuals respond with decisions. Although low levels of stress are maintained and there is no rigid timing of messages, the table top exercise serves the purpose of emphasizing the many problems of coordination among agencies.

The more advanced exercises are FUNCTIONAL EXERCISES and FULLSCALE EXERCISES. **The**

FUNCTIONAL exercise is an inside exercise, in that it takes place within a classroom or actual emergency operating center. It involves very complex simulation with varied forms of message traffic (written, telephone, radio), and exhaustive attempts to recreate a realistic environment through simulation. Training comes from the practice and testing of personnel and procedures under complex conditions and high stress that evoke responses that approximate a real emergency, even though actual equipment is not operating.

The functional exercise can bring key agency personnel into the EOC to run through their decisions and responsibilities. This method tests the organization of the plan, its task assignments, and the liaison necessary among government officials. Conflicts in authority or responsibility emerge in a functional exercise as do gaps in task assignments in the plan.

Conducting regular and periodic functional exercises should be the goal of every emergency management program.

The FULL-SCALE EXERCISE combines a functional exercise with a DRILL in which field personnel of one or more emergency services actually operate. The actual movement of equipment and personnel is important for the preparedness of individual emergency service organizations, but a drill does not suffice to test the emergency management plan. Too often, jurisdictions feel confident that they have tested their plan after running a drill. However, unless the EOC is activated and full interagency coordination has been exercised, there is no complete system test. Therefore, the goal of

exercising should be to conduct a full-scale exercise. That includes EOC activation. Drills alone cannot substitute for simulation of emergency coordination, the most important task of the emergency program manager.

Drills do serve a valuable purpose in support of a full-scale exercise. For example, before you conduct a major exercise you should make certain that the plan calls for the alert of all the right people by conducting a NOTIFICATION DRILL. This consists of pretending that a disaster has occurred and observing whether the correct people and agencies find out about it at the right time. The drill achieves the purpose of making certain the plan contains the proper information on roles and responsibilities.

Drills could be conducted for communications, emergency medical, hospitals, fire, police security, evacuation, radiological monitoring, and other emergency functions. In a sense, the drill is a test of one of the plan's annexes. The actions described by the annex are initiated and response is monitored to see how effective the annex is and if it can be carried out in the time expected.

Drills also let you test some of the specialized facilities you have, such as the EOC and communications equipment, to verify it is in working order.

One final word of warning: Do not go to advanced exercises until all participants and agencies have participated in the more basic exercises and drills. The surest way to "fail" the test or the plan is to attempt to launch a full-scale exercise with insufficient practice.

THINGS TO DO

Conduct a test of all or part of the emergency operations plan. Take notes as the test is in progress. Note what went as expected and what went wrong. Hold a review after the test to discuss the outcome. Modify your plan if necessary.

Getting the Word Out

Once you have completed the emergency operations plan, let everyone in the community know. It is an excellent time to begin a full public information push for emergency preparedness. It is also an excellent time to do a little promotion within your own government. Use the completion of the plan as an opportunity to renew contact with other agency officials, volunteer groups, and the public.

Your approach to each of these groups and the information you present will be different. The intent, however, is the same: to have a well informed and fully prepared community.

Those people who play a role in the organization and emergency operation are the primary audience for large parts of the plan. They probably were involved in writing their annexes to the plan, so here you are renewing familiar contacts. The best way to inform them of the completion and availability of the plan is to hold training sessions with various officials, departmental staff, and individuals from the private sector who have definite roles in the plan.

A broad overview of the plan should be presented to everyone, but each

individual should know the specific duties for which he or she is responsible in an emergency. Make sure you meet personally with the key individuals in your organizational structure. Do not just send out a memorandum informing them of their responsibilities. Memos are often lost or just put aside. Meet with them. A memorandum can be sent after the meeting to confirm what must be done.

Groups in the private sector who have an interest or responsibility for emergency actions are the next you should contact upon completion of the plan.

If groups of people have been involved in the development of the plan all along, getting the word out will be much easier. For example, if the Red Cross sat down with you to draft their participation plans, you would have a ready audience for the completed plans. Including relevant organizations into plan writing gives you a built-in constituency and adds to the credibility of the final plan.

The information you will share with the interested groups will depend on the type of groups, their roles in the plan, and their stated interest in the plan. Volunteer leaders should get a general overview of anticipated emergency operations that is provided by the basic plan. Their primary concern, however, will be the annex where they have a role to play.

The third group you should inform about the completion of the plan is the general public. They will not be interested in most of the details of the plan. Their concerns are: "What should we do?"

The public needs to be told that a plan exists and its purpose is to help officials and citizens to properly respond to

disasters. The parts of the plan probably of greatest interest to the public are the annexes on warning, evacuation, and public welfare (consisting of food and water, clothing, shelter, etc.).

Remember, citizens should be given all the information they need to know in order to plan their response to disasters and to instill their confidence in the plan.

There are several ways you can inform the public about the plan. The most obvious is to use the local news media. Informational spots can be broadcast on radio and television as a public service. Radio announcements are easier to prepare because there are no visuals to make. Your local newspaper could run a series of small articles about the emergency operations plan and what the public is to do when alerted.

Another way of getting the word out is to speak to local community groups, such as the PTA, Chamber of Commerce or the Board of Realtors. Do not pass up the opportunity to speak to any group. The more informed people there are, the better the plan will work in time of emergency. If possible, arrange to have some type of brochure printed which you can use as a handout. You may even be able to have the brochures printed at no cost by a local printer. As an enticement, you could have "This brochure printed with the compliments of XYZ Printing, Inc." on the brochure. Many printing companies are more than willing to print at no charge if they can get free promotion as a result.

Here are two suggested ways to get brochures distributed. One is to use groups like the boy scouts, girl scouts, or even adult civic groups to distribute them

door-to-door. An alternative is to see if the tax collection agency or a public utility will allow you to insert the brochure with tax statement or utility bills.

Take advantage of every opportunity to let the public know what will be expected of them in time of emergency. The completion of the plan is one such opportunity. You can tell them about the plan and its provisions for warning, evacuation routes, and other efforts to assure their safety. You can also take the opportunity to inform about shutting off home utilities in a disaster, storage of food and water, and other survival hints for emergencies.

Figure 4-11 on the next page illustrates how one community presented its plan for evacuation in the event of a dam break that would endanger the area. You will note that what the public received was the brief information that they need in an emergency.

In summary, don't wait until a disaster strikes before you tell people what to do. Your motto should be the same as the scouts. You want the people to BE PREPARED!

THINGS TO DO

Work with the public affairs branch of your government to develop a small informational brochure about the emergency operations plan for the general public. It should contain short clear sentences so everyone can understand it. It should explain briefly what the warning system is, how the people will be notified, and what to do when the warning sounds.

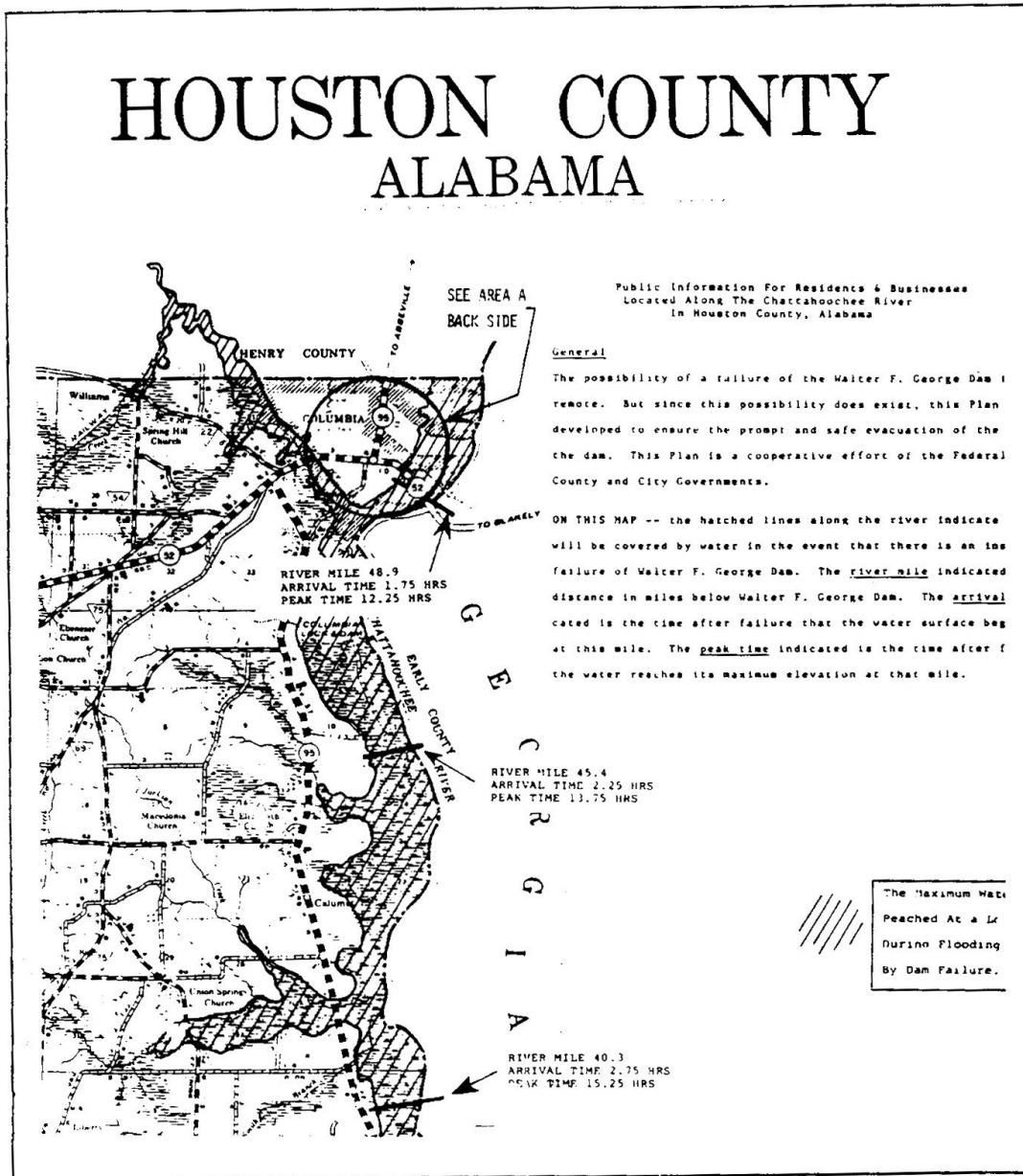


Figure 4-12: There are many different ways to alert the public to your preparedness efforts. A map of prominent hazards and instructions for preparedness is one way.

How Well Have You Learned?

SELF TEST REVIEW

Answer the following questions to test your knowledge of this part of Unit 4 facts. Read each question carefully, then write in the answer that you think is correct. Answers can be found on page 4-28.

1. What is an emergency operations plan?

2. What are the three concepts which should form the basis for an emergency operations plan?

3. What are the basic emergency functions for which your community should be prepared?

4. Of the three basic components of the emergency operations plan, the Basic Plan is to be used by the chief executive of a jurisdiction. What is contained in the ANNEXES and APPENDICES of the plan?

5. List the eight parts of the Basic Plan that follow the Introduction.

6. Why will the Standard Operating Procedures be the most frequently modified part of the EOP?

7. List five characteristics of a good EOP.

CORRECT ANSWERS TO SELF TEST REVIEW Review Pages

1. The plan provides details on actions, responsibilities,
and authorities in time of emergency.....4-10
2. Maintain the regular organization of government; Meet crises at
the lowest level of government; involve the private-sector as much
as possible4-10
3. Warning and communication; Public Information; Evacuation and
relocation; Emergency welfare; Emergency medical care; Security;
Fire and rescue; Radiological defense; Public works/utilities repair;
Disaster analysis and assessment; Logistics; Direction and control4-11
4. ANNEXES—address specific functions for use by operational
managers in a format that parallels the Basic Plan.

APPENDICES—support annexes and contain technical
information, details, and methods for use by disaster response
personnel.....4-18 and 4-19
5. Statement of purpose; Situation and assumptions; Organization
and responsibilities; Concept of operations; Administration and
logistics; Plan development and maintenance; Authorities and
references; Definition of terms..... 4-16 thru 4-18
6. The Standard Operating Procedures are working documents;
names change and procedures are revised4-19
7. Based on facts, based on community resources,
provides organization, simple language, coordinates actions.....4-20

For every question that you answered incorrectly, review the pages listed above next to the answer to find out why your answer was incorrect.

Doing a Resource Inventory

As you work on an emergency operations plan, you will find that to do the job that the plan describes requires **RESOURCES**. These resources are both people and equipment. Without them the job of emergency response would be impossible. For example, it would not be wise to plan for immediate helicopter evacuation of injured people if the nearest helicopter is based over 100 miles away. The point is, in order to carry out your plans, you must know what you have to work with.

Resources are of four types: Those available from your government; those of a neighboring jurisdiction; those that can be obtained from the private sector; and those maintained by higher levels of government.

Government resources are called **GOVERNMENT EMERGENCY CAPABILITIES**. These are the emergency resources of the various departments and agencies of your jurisdiction. They are the first line of response and the core resources for your emergency plan.

Your jurisdiction, however, may not have all the capabilities needed for the four phases of emergency management. Heavy earthmoving equipment, for example, would be needed after a mudslide. There is probably one available from a private company. Similarly, the jurisdiction may not have a biochemist on staff when water is suspected to be contaminated by a sewer leak. The local college may be the nearest source of such skills. These

resources obtained from the private sector are called **PRIVATE COMMUNITY RESOURCES**.

It would not be fiscally responsible for a community to purchase some specialized piece of emergency equipment if one like it is owned by a neighboring jurisdiction and could reasonably be shared by the two counties or cities. It makes sense that resources be shared as much as possible. That is the purpose of mutual aid pacts, to negotiate in advance the sharing of resources. These resources available from another jurisdiction are called **NEIGHBORING JURISDICTION RESOURCES**.

The emergency resources of the community begin with the local or county government and are supplemented by the private sector, neighboring jurisdictions, and **HIGHER LEVEL GOVERNMENT RESOURCES**.

The federal emergency capability consists of equipment and people. Both are used in the performance of routine government operations and in disasters. But they can also be called upon to perform emergency duties in a disaster. For example, police continue to provide post-disaster traffic control and security. The public works department becomes responsible for disaster debris clearances. Resources also include some specialized facilities and equipment designed initially for use in a nuclear disaster. For example, sirens for a civil defense warning system can be used in all types of emergencies. This is the local implementation of the concept of dual

use. To be most economical and efficient, resources available for nuclear emergencies are used for all types of disasters.

In order to make use of emergency resources, you must know what and where they are and how to obtain their use. You begin by reviewing with officials in your jurisdiction the emergency capability of government. Then, you turn to the private sector to discover what is available to supplement the government's emergency capability. In the sections below, you will learn techniques for identifying the government emergency capabilities and the private sector community resources.

A Resource Inventory

The purpose of the resource inventory is to provide the essential information that will enable you to best use resources in an emergency. The essential information for each of the three types of resources (government emergency capabilities, private sector and neighboring jurisdiction), will be different. The actual inventories for your government's resources will be kept by each department and agency. What you need to know is who controls those resources and how to contact that person. Similarly, neighboring jurisdictions will keep their own resource inventory. You need to know how to obtain those resources. Finally, the major part of your resource inventory will be devoted to the private sector people and equipment that will supplement government resources in an emergency.

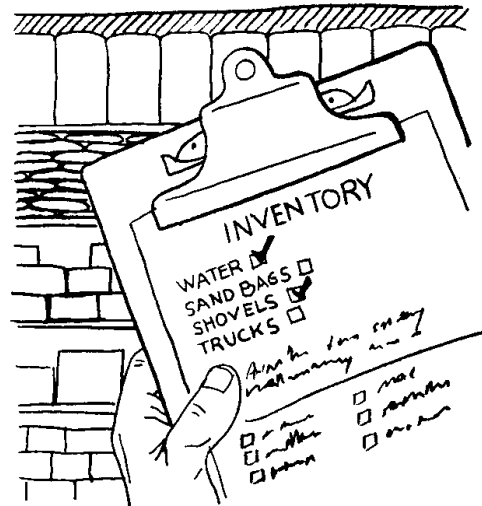


Figure 4-13: Inventorying Your Resources.

Perhaps you already have a community resource inventory. If you do, get it out and review it as you read this section. Your inventory should be updated as often as necessary, but at a minimum once a year. Now is as good a time as any to do it. In looking at it, you may find that your inventory is not as complete as it should be. Now is the time to begin adding to it. If you do not have a resource inventory, this section will show you how to develop one.

The procedure you should follow begins with your government emergency capabilities. Find out what you already have in the community. Next, you should review your mutual aid pacts to see what resources you can call upon from neighboring jurisdictions. Finally, decide what else is needed. Then, begin to approach groups, companies, or individuals in the private sector to supplement your existing resources.

<u>Position</u>		<u>Phone</u>		<u>Address</u>
Mayor	Sam Johnson	Office Home	244-2600 262-7456	Room 100, City Hall 1212 Maple St.
Council Chairperson	Sue Jones	Office Home	235-4500 544-5789	Council Chamber 4578 West St.
Fire Chief	Elmer Smyth	Office Home	244-26i6 282-4568	701 Main St. 459 6th St.
Police Chief	Fritz Branch	Office Home	244-2677 544-4619	Room B-4, City Hall 806 Highland Ave.
Supt. of Public Works	John Moheimer	Office Home	244-2677 262-7785	404 Stratmore Road 1666 Fulton Ave.
School Supt.	Ruth Becker	Office Home	855-5656 262-7630	Room 100, Valley Elem. 1422 Fulton Ave.

Figure 4-14: Preliminary inventory of government officials.

Although creating a resource inventory is time consuming, it is necessary. Doing it can help you develop contacts with volunteer groups (who are a source of help with the resource inventory), your own government officials, and business and industry throughout the community. It can be a path to visibility in your area and a way to build bridges to groups that will be important in emergencies.

Government Emergency Capabilities

Your goal in doing an inventory of local government capabilities is to identify the people who have authority to allocate resources in an emergency.. Your intent is not to duplicate each agency's resource inventory. What you need to know is whom to contact to get an emergency generator when a home for the elderly is hit with a power blackout. You need to know that the highway

department has generators. They need to know how many, what wattage, and other technical details.

Begin to identify your government emergency capabilities by using or creating a list of departments and agencies. Your jurisdiction is sure to have an organization chart or even the government phone book that will provide the names of the head of each division. You now have the beginning of a government emergency capability inventory.

In order for the government capability list to be of any value, it must contain more than just a list of names. In emergency situations, you must know how to get in contact with the people on your inventory in a hurry. You will also need their AGENCY ADDRESS, HOME ADDRESS as well as their home and business TELEPHONE NUMBERS.

Since you never know when an emergency may occur, having an official's home telephone number and address is extremely important. The home telephone will allow you to contact them after working hours if you need to. The home address is important, too, because under certain emergency conditions, telephone service may be interrupted, and contact would have to be made through some type of messenger.

Your preliminary inventory may look something like Figure 4-17. All of this information should be available from your local government personnel office.

The next step is to talk to each person on your list. It is usually wise to set up an appointment with them so you know they will be available. Don't go empty handed. Your purpose is more than a casual conversation, and you should be prepared to take notes as well as explain in detail what you are doing. In fact, you may wish to organize some type of formal presentation, or at least have a list of the important points you wish to cover. This is especially important if it is your first meeting with the official.

As you talk with each official, ask questions. Find out what they do on a normal day-to-day basis. Ask what their concept of emergency management is. Ask what they think their job would be in an emergency situation. You may find it useful to do this while you are doing or reviewing the emergency preparedness plan.

As you interview the official, develop a list of resources available to the official and through him or her for emergency operations. The outline in the Things to Do worksheet can be used as a guide, but there may be other types of information you may want. Let's look at some things you should find out, and why.

First, find out how to get in touch with the individual after working hours. Remember, emergencies occur at any time. Next, determine whom the official reports to. Often, an official may want to know if you already have talked with his or her superior just to make sure the superior knows what is happening.

Knowing the official's SUBORDINATES is also important. Earlier you learned that your preparedness plan should provide

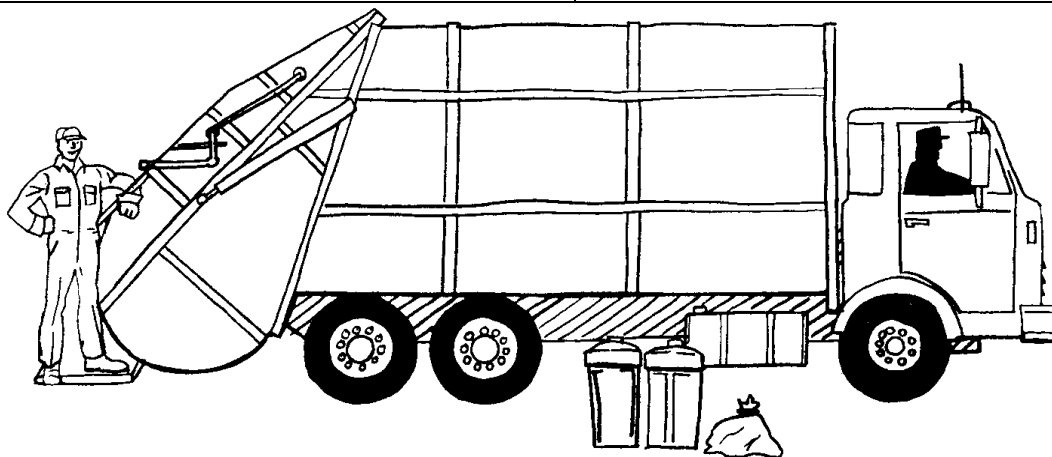


Figure 4-15: Government equipment may serve a dual purpose in emergencies.

for a line of succession. The same holds true for local government departments. If the head of the department is not available, you should know WHOM TO CONTACT

Listing the person's DUTIES will give you an understanding of the type of work the department is responsible for and should assist you in determining which types of emergency help may be available from this department.

If you are not sure about the usefulness of the resources, discuss it with the officials. Often they may have emergency uses for their equipment in mind. For example, garbage trucks may be of use

for cleaning up the debris after a fire or flood. Don't over look other possible uses, depending upon the special equipment on the truck. In some jurisdictions, trash trucks may also have two-way radios. Such trucks could be used as mobile. communications vehicles.

As you can see, it is important to explore all the possible uses of the resources of a particular government department before you turn to the private sector or other governments for help. Although comprehensive emergency management is built on a partnership among governments and the private sector, the first responsibility you have is for a strong emergency management program in your jurisdiction.

THINGS TO DO

Interview at least three government officials who are in positions which make them likely officials you would have to deal with in emergency situations. Use this worksheet as a guide.

Local Government Key Individual Survey

Name: _____

Title: _____

Business phone: _____ Home phone: _____

Home address: _____

Reports to: _____

Principal duties: _____

Key Subordinates

Name: _____ Name: _____

Title: _____ Title: _____

Telephone: Home _____ Telephone: Home _____

Work _____ Work _____

Departmental Manpower: _____

Departmental Equipment: _____

Types: Where located: _____

Uses: _____

Are there similar resources in the private sector? Where? _____

Your Jurisdiction's Specialized Facilities, Personnel and Equipment

Specialized facilities, personnel, and equipment are public resources which may or may not be in use on a regular basis but are specifically designated for use in emergency situations. Specialized resources which should be available within your community are an operations center, a warning system, a communications system, and an operations staff.

Having a designated EMERGENCY OPERATIONS CENTER (EOC) is an absolute must. Trying to run emergency operations without an EOC would be like trying to drive a car without a steering wheel. You must be able to guide the direction of your emergency operations and the EOC is where you do it.

The EOC has several functions.

First, it serves as the command center. As such, it must contain the necessary communications equipment so that you can direct the units out in the field.

Second, it serves as an operations center for local government officials, your emergency operations staff, and your selected emergency volunteers. It provides a center of operations and information for government officials away from the disaster scene which is important for the smooth operations of emergency responders at the scene. Thus, your EOC must be large enough so that emergency operations can be effected and decisions made with respect to direction and control.

Third, it must serve as an information center. Provisions must be made so that

incoming information can be received from units at the emergency site. Often, these are the same communications channels as are used to direct operations. The EOC, however, must also be able to provide for press and media briefing so that the citizens of the community can be kept informed.

The EOC should also provide the staff with shelter and life support services. The EOC should have an emergency power generator; auxiliary sources of water, heat, and ventilation; and the following radiological instruments:

High Range Survey Meters

CD-V 715

CD-V 717

CD-V 720

Low Range Survey Meters

CD-V 700

Dosimeters

CD-V 742

It should also have the basic comfort facilities to make long occupation bearable. In order to qualify as a fully equipped EOC by the standards of the federal government, your EOC must be an all risk facility to be able to survive all hazards.

The ideal place for an EOC is in a local government building which may be already equipped with the necessary communications equipment and provide adequate fallout protection. Don't assume the COMMUNICATIONS CENTER of your local police or fire department is the ideal EOC just because it is there and already in operation. It may provide only limited fallout protection.

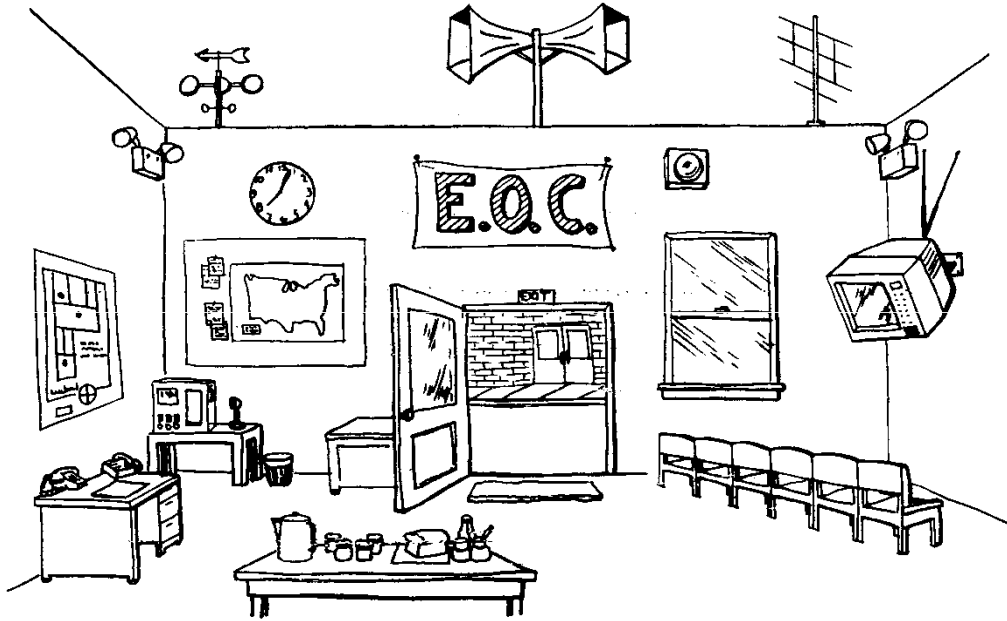


Figure 4-16: Make sure your EOC has adequate space and facilities.

However, all risks must be considered in choosing a site for an EOC. An EOC should not be located in a basement in a flood zone. The continuity of government depends upon the survivability of your EOC.

Even the most sophisticated communications center may not be adequate because there is not enough space to keep media briefings separate from decision-making meetings. You do not want your decisionmaking meetings open to the media. Often bits and pieces of information are picked up by the media before they can be verified, and the public is misinformed. Your EOC must provide you with the opportunity to keep certain information confidential, which is difficult to do in most typical communications centers.

You should also have some type of COMMUNITY WARNING SYSTEM. Of course the use of local radio and television stations is one way of informing the public of an emergency. The

EMERGENCY ALERT SYSTEM (EAS) is a well-established way to instantly get information to citizens. You should contact the local media about EAS to make certain both you and they are fully prepared to use it.

Not everyone is always listening to the radio. Thus, many communities have found a need for some type of system which utilizes sirens on buildings as well as those on mobile emergency vehicles in your community. Sirens have proven to be an effective way of alerting the public to a variety of attack conditions.

COMMUNICATIONS EQUIPMENT is another specialized resource your community should have. In your emergency preparedness plan, you may plan to use the communications facilities of the fire department, police department, and whatever other communications equipment your government has. Be certain this is adequate. You may need

Survey the specialized resources of your community. Use the following worksheet as a guide. Catalog specialized resources and put them in a separate section of the resource inventory.

1.	Do you have a designated Emergency Operations Center?	Yes	No
2.	How long does it take to become operational?		
3.	Does it have backup power and heat?	Yes	No
4.	Does it have adequate space for operations and press briefings?	Yes	No
5.	Does it have permanent communications equipment?	Yes	No
6.	Does the EOC have an adequate protection factor to assure survival in a nuclear attack?	Yes	No
7.	Do you have a local community warning system independent of the local broadcasting media?	Yes	No
8.	Are there government employees from other agencies who will work in the EOC?	Yes	No
9.	Do you have an alternative EOC designated in case the primary EOC is destroyed?	Yes	No

Finally, GOVERNMENT EMPLOYEES with jobs related to the needs of an emergency are another specialized resource. These people might normally be employed as radio dispatchers public relations officers, maintenance personnel, or clerical help

Specialized resources are vital to your emergency management program. Remember them!

Private Community Resources

in the previous section you learned how to review the emergency capabilities of your government departments and agencies either as part of developing the preparedness plan or while updating a resource inventory. Now, you have to decide what other resources are necessary to carry out your emergency plan.

Review the plan and the capabilities you have identified for each department and agency. Are there major gaps in the basic plan that must be filled from the private sector? Hospital facilities for mass casualties is one item usually left to the private sector. Emergency medical services, in contrast, are sometimes a mixture of public agencies (most often the fire department or an independent service) and private ambulance companies.

Next, review the annexes with the department responsible for carrying out the annex plan. Are there resources assumed that have not been identified? What is missing? For what resources must you turn to an agreement with the private sector?

Talking to each of the government officials on your list is a good way to find out if supplementary resources are available in the PRIVATE SECTOR. Your local Department of Public Works may have a fleet of dump, trucks, but the director may also know of several private companies which have similar trucks. In fact, some government departments may already contract with private companies on a regular basis for various types of resources.

The way to begin your inventory of private resources is to get the names of a contact person for the private sector resource from your government colleagues.

From your government interviews, then, you should have a pretty good start on your private community resource list. If you did a good job of interviewing local officials, you should also have a list of individuals or companies that have resource you could utilize in an emergency.

When you have exhausted private resources suggested by government officials you will have to turn to other sources. The telephone directory or local business directory are two good sources to use when compiling your resource list. Once you start, you will be surprised how many resources you can locate in the telephone book. Figure 4-17 is a list of possible headings under which you could catalog local resources. Certainly there are other categories. It is better to have an extensive list and have to use half of it than to have resources in your community which are not on your list.

LOCAL RESOURCES

EMERGENCY SERVICES

Fire
Police
Public Works
Public Utilities

MEDICAL

Hospitals
Clinics
Doctors
Dentists
Nursing Homes
Veterinarians
Medical associations

ASSEMBLY AREAS

Parks
Shopping centers
Schools
Churches
Government buildings
Warehouses
Community centers

TRANSPORTATION

Buses
Trucks
Vans
4 wheel drive vehicles
Tractor trailers
Taxicabs
Power boats
Airplanes
Snowmobiles
Swamp buggies
Helicopters

SUPPLIES

Food
Clothing
Sand

MEDIA

Newspapers
Radio Stations
Television stations
News services

INDIVIDUALS

Clergy
Local officials
Doctors
Dentists
Nurses
Pilots
Amateur radio operators
Building contractors

EQUIPMENT

Farm tractors
Construction equipment
Excavation equipment
Chain saws
Portable power plants
Oxygen tanks

SERVICE AGENCIES

Red Cross
Salvation Army

COMMUNITY GROUPS

PTA
Chamber of Commerce
Boy Scouts
Girl Scouts
Kiwanis
Lions Club
Cub Scouts
Moose
Churches
American Legion
VFW
Women's clubs
Senior citizens groups

Figure 4-17: List of possible headings under which you could catalog your local resources.

When you have identified a resource you will need in an emergency, always make contact with a responsible individual before you add the resource to your inventory. Contact can be by telephone, letter, or in person. Just because a particular private resource was recommended by a government official or the resource is listed in the phone book does not mean that you have permission to use it in an emergency.

The purpose in making contact is to secure some type of agreement in writing for the use of resources from the private sector. The agreement could be only a few lines, or several paragraphs. It should be signed by the individual who owns or is responsible for the resource. The agreement may also specify that the owner will supply trained operators for the resource and the amount of compensation required. Such agreements may be in letter or memo form, and should be kept on file in your office. The name of someone who has the authority to act in the owner's behalf if

he or she is not available could also be included in the agreement. In developing your permanent inventory, do not add names or resources without personal contact to confirm resource availability.

An example of the kinds of data that could be in a resource inventory is shown below.

Finally, do not overlook any possible resource. For example, after a recent record snowfall, a Washington, D.C. suburb found it was impossible for fire and rescue equipment to get out, even with chains on the tires. If they succeeded, they could only stay on the main roads, as most side streets and roads were not plowed for several days, some for almost a week. From the community resource list, a few local farmers with tractors and wheel chains were assigned to each fire station and equipped with a portable radio. They successfully pulled fire apparatus through unplowed roads.

WILSON COUNTY RESOURCE INVENTORY

RESOURCE: Heavy Equipment (Dump Trucks; Graders)
 NUMBER: 18 (12 dump trucks; 6 graders)
 SKILLS/CAPABILITIES: Excavation; debris removal
 TRAINING/EXPERIENCE: Used extensively in Hurricane Betty
 LOCATION: Towson
 ADDITIONAL RESOURCES REQUIRED: Drivers; skilled operators
 PRIMARY CONTACT: Albert King (K & R Const.)
 ADDRESS: 4100 Janeway Rd., Bedford, MD 30511
 PHONE: 305-414-4145
 HOME ADDRESS: 833 West Wooddale Ave., Towson, MD 30521
 PHONE: 305-744-4145
 ALTERNATE CONTACT: Richard Hennesey
 PHONE: 305-221-1416
 HOME PHONE: 305-221-2881
 AUTHORITY: Letter of Understanding: 6/4/80
 COST/COMPENSATION: \$35/hr trucks; \$41/hr graders
 DATE CONFIRMED: 1/4/81

Figure 4-18: Resource Inventory.

Getting Help from the Community

It should be apparent to you that it would be quite a job if you had to develop the resource list by yourself. Just maintaining a list with current information is quite a task. Earlier, you learned that one way to get help in developing the resource list was to ask people you were interviewing where similar resources were available. That technique is good when you are getting started. But it still relies on you to do most of the work.

Often an emergency management office operates on a limited budget, and paid employees are not available to help you. You should, however, investigate the possibility of using paid personnel from other departments first. In some jurisdictions, certain departments have slack seasons, and personnel could be assigned to help you on a part-time basis.

Most successful emergency program managers get VOLUNTEER HELP from the community. Most communities have citizens groups. Take advantage of these resources. A good place to begin is to ask to speak before citizens groups to present your program. See if you can get them to conduct interviews for you. At a minimum, get a personal information sheet from each member so that you can tell if they have any special talents, abilities, or equipment which may be of use to you.

Perhaps the best source of volunteer help can be obtained from senior citizen groups and young adult groups. Members of other groups hold full time jobs during the day, and are not available during working hours. Senior citizens are usually more than willing to help on a volunteer

basis. Many of them are extremely dedicated and hard workers. Best of all, most of them are available during normal working hours. Senior citizens may be one of the most valuable community resources. They can be used to assist in taking surveys, conducting interviews, and routine office operations. Young adult groups, such as explorer scouts or church groups can also be used as volunteers.

THINGS TO DO

Develop the private community resource inventory and catalog the resources in a systematic way. If you already have a resource inventory, determine when it was last updated. If the resource inventory is more than a year old, verify the information on the list and see if you can expand it.

Do not overlook the local news media in helping locate volunteers. Local newspapers, for example, may be willing to print a resource questionnaire as a public service, so that citizens can complete the questionnaire and mail it back.

Updating the Resource Inventory

A resource inventory is worthless if it is not up-to-date. A large book with incorrect data will give you a false feeling of confidence—and others misplaced confidence—in your emergency program. When an emergency occurs and you are calling disconnected telephone numbers and promising resources you cannot deliver, lives may be lost. An out-of date inventory is its own hazard.

The fastest way to update a resource inventory is to send a standard form letter

to everyone on the inventory. Reproduce the information you have on the inventory and ask them to confirm the facts and continued availability of the resource. When the letter is returned, you can change information on the inventory and make note of the last date of confirmation. Anyone using the inventory will be able to identify the accuracy and currency of the information.

WILSON COUNTY EMERGENCY CONTACT LIST

HEAVY EQUIPMENT

Highway Dept./Jack Bryan
305-369-2948
Ace Trucking/Harry Lee
212-378-2980
Bell Construction/Mr. Dever
305-342-3631
U of Maryland/David Deidorf
305-567-9090
Franklin Co./J.F. Franklin
212-479-2947

ROAD REPAIR

Franklin Co./J.F. Franklin
212-479-2947
Asphalt Contr./Mr. Lester
305-274-3652
Tonnage Stone/Lee Hanks
305-386-3614

TEMPORARY SHELTER

Red Cross/Joyce Sever
305-283-3846
Mennonite/L. Kayser
305-374-2965
School Dist./Sup. Williams
305-478-0754
First Baptist/Rev. Smythe
305-462-5670

Figure 4-19: Resource Inventory sorted by type into a telephone contact list can be easily prepared by a computer program.

Developing a Resource Index

To bring meaning to all the varied resources you have collected in your inventory, you must sort them into a useful INDEX. The use of a computer is extremely helpful for the quick and efficient retrieval of this valuable information.

Developing the index is not difficult. You might select several main topics and go through the catalog noting what resources would be useful in, for example, evacuation, or temporary shelter, or road clearance. Then, you can note what pages of the inventory have resources for each topic. Or you might want to extract a little of the information in the inventory to make a quick reference index containing names and phone numbers of the resources in each topic. Figure 4-18 illustrates this type of index.

Computers for Resource Management

The advent of inexpensive computers has made the job of resource management much more efficient for emergency managers. The computer can store vast amounts of information, quickly retrieve it, and display it in ways that help manage resources. Commercially available software has been developed specifically for emergency resource management. These programs include the entry of resources, their sorted retrieval, the monitoring of resource deployment through automatic timing and dating upon dispatch, and even the display on computerized maps of the location of resources. The computer can also generate an index, make custom mailing labels and letters, and aid your task in many other ways. As well, many of the

popular database programs could be adapted to perform some of the key tasks of resource management.

Contact your state emergency management office for recommendations on computer software that will aid your resource management operations.

Neighboring Jurisdictions' Resources—A Comparison

After you have developed the private resources inventory to supplement government emergency resources, it is time to see if you did a good job. One way is to look at the list and say to yourself "What a great job." You could show it to a local official or one of your volunteers and get the same response.

One better method of evaluating your management resource inventory is to look at your neighbor. Arrange to meet with the emergency program manager in a neighboring jurisdiction. At this point, don't worry whether you have a mutual aid pact or not. You do not need a mutual aid agreement just to meet with your counterpart next door. Sit down and talk with him or her. Explain what you are doing. Ask to see their community resource inventory. Compare them. Is it

more extensive than yours? What is on their list that you know you have in your jurisdiction but do not have on your resource inventory? By comparing resource inventories, you should be able to tell if you missed anything. If you have, make a note of it and see that you do the proper follow-up research; that is, get the name, address, and phone number of the person responsible for the resource and get it added to your list.

Also make a note of the resources available in the neighboring jurisdiction which you do not have in yours. It could be an airport, National Guard unit, or perhaps a major medical center.

View your meeting with your neighboring emergency program manager as a learning experience. You can both learn by comparing lists. Emergency program managers are often left to learn their job with very little outside help. Through meetings with your peers, you can learn from each other.

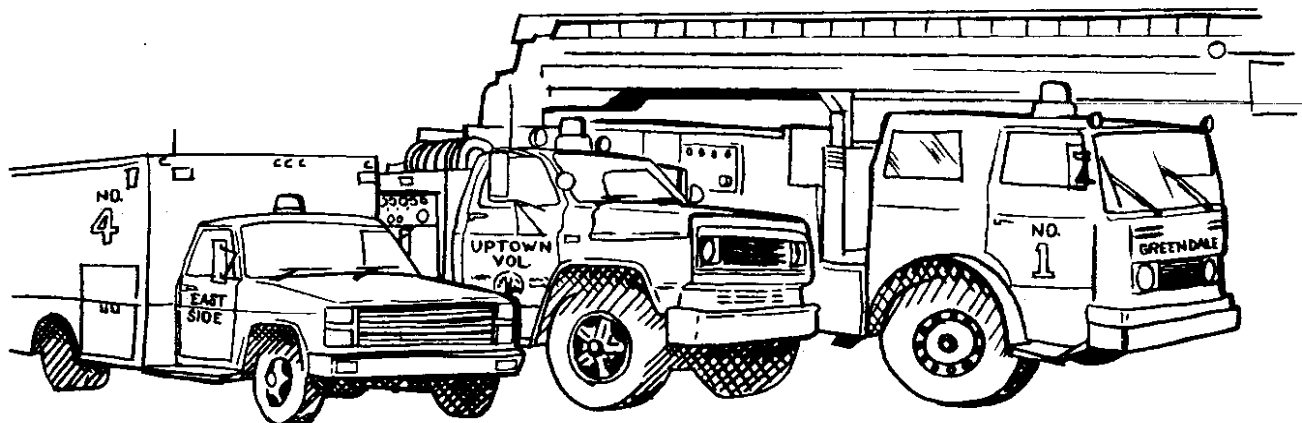


Figure 4-20: Compare resources with your neighbor.

THINGS TO DO

Meet with the emergency program manager in a neighboring jurisdiction. Compare resource lists. Discuss how your lists can be improved. Find out if there are resources available from your neighbor which cannot be found in your local community. Try to develop three lists in your meeting.

- A. A list of the resources your neighbor has that exist in your community but failed to be put on your resource inventory.*
- B. A list of the resources available from your neighbor which are not available in your local community.*
- C. A list of the resources your neighbor does not have that will be drawn from your community. This will allow you to be ready to respond when you hear of an emergency in a neighboring community.*

How Well Have You Learned?

SELF TEST REVIEW

Answer the following questions to test your knowledge of this part of Unit 4 facts. Read each question carefully, then write in the answer that you think is correct. Answers can be found on page 4-47.

1. List four sources of emergency resources and capabilities.

2. What is the purpose of a resource inventory and how often should it be updated?

3. What basic information about government officials should your government emergency capabilities inventory contain?

4. What are four specialized resources that should be available within your community?

5. What are the four major functions of an Emergency Operations Center?

6. Why should you personally make contact with the person responsible for a private resource before you add the item to your private community resource inventory?

7. List five of the 17 types of information you should have about private resources in your community.

CORRECT ANSWERS TO SELF TEST

REVIEW Pages

1. Own government resources, neighboring government resources, private sector resources, and the next higher level of government's resources..... 4-29
2. To provide essential information that will enable you to best use resources in an emergency. As often as necessary, but at least annually 4-30
3. Name, position, home and office phone, and address 4-32
4. Emergency Operations Center, warning system, communications system, operations staff..... 4-35 thru 4-38
5. Command center, information center, operations center, and shelter 4-35
6. To secure an agreement in writing for the use of the resource during an emergency 4-40
7. Type of resources, number of resources, skills or capabilities, training and experience, location, additional resources required, primary contact, address, phone, home address, home phone, alternate contact, phone, home phone, authority, cost or compensation, and date confirmed 4-40

For every question that you answered incorrectly, review the pages listed above next to the answer to find out why your answer was incorrect.

RESPONSE

UNIT 5



Stages of Response

In the previous unit on operations planning, you learned how to plan for an emergency. The true test of the plan is how the community actually responds in time of emergency. In this unit, you will learn the basic stages of response that you go through in response to an emergency. You will also learn the basic elements in getting the EOC operational and how to process the information which comes in and goes out. Finally, you will learn how to do a damage assessment to determine whether you should apply for federal and state aid.

There are five basic stages of response to an emergency or disaster. The stages are: NOTIFICATION/WARNING, IMMEDIATE PUBLIC SAFETY, PROPERTY SECURITY, PUBLIC WELFARE, and RESTORATION. The length of each stage depends upon the emergency situation. For example, the notification/warning stage for a hurricane may be several hours, whereas the

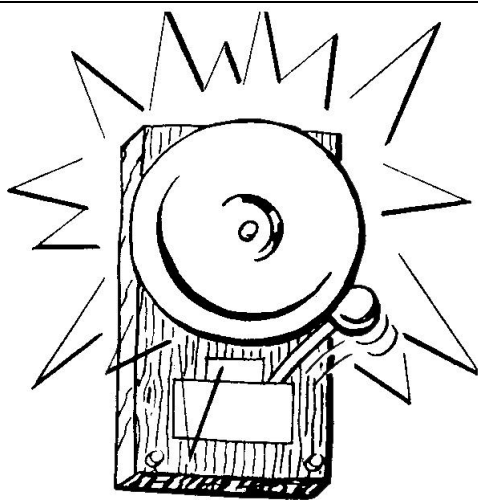


Figure 5-1: The response phase of emergency management begins with the notification warning readiness stage.

notification stage for an explosion may be a matter of minutes, perhaps only seconds. Each stage depends on efforts in earlier stages. The extent to which evacuation assures immediate public safety greatly influences your - later tasks in providing public welfare.

Notification/Warning

Notification/warning is the first stage. How long it lasts depends upon the type of emergency or disaster. In this stage, two specific groups must be notified:

- The general public; and,
- Departments, individuals, or agencies who must respond to the emergency.

In most emergency situations, the general public can be informed through radio and television; however, those in the immediate danger area should be informed by a more direct means such as loudspeakers or sirens.

Those departments, individuals, or agencies which must be alerted should be informed according to the emergency preparedness plan. The alert could be done by two-way radio, telephone, messenger, or local television and radio bulletins. The people who are expected to respond must be given enough information so that they know what to do. For example, all off-duty or volunteer firemen may be instructed to report to their respective fire houses.

Immediate Public Safety

Immediate public safety deals primarily with providing emergency medical services, search and rescue, and evacuation from the disaster area. The public safety stage is people oriented. The primary concern is for safety of the people and treatment of those who may be injured.

Property Security

Property security is property-oriented. This stage deals primarily with the protection of property in the community. The actions in this stage are carried out primarily by local police and fire departments. The police see that property is secure and looting or vandalism do not occur. The fire department aids in prevention of further damage to surrounding property. The local department of public works may also play an important part by providing manpower and equipment to board up windows, remove debris, or provide street barricades.

Public Welfare

Public welfare consists of two main operations: caring for the people after the emergency and assessing damage. This stage is where you would most likely work closely with service agencies, such as the Red Cross and Salvation Army. During the public welfare stage you must be concerned about mass care for injured, shelter for the homeless, food and clothing for those in need. During this stage you must also be prepared to assess the damage and prepare the

necessary reports to obtain state or federal aid.



Figure 5-2: The last stage of response is RESTORATION, where basic life returns to normal.

Restoration

Restoration involves actions that repair the necessities of life. This means restoring utility service, radiological decontamination, and the removal of debris from the disaster scene. Businesses not severely damaged in the disaster will reopen. During this stage,

the first outside assistance provided by a county, state, or federal government is used. Nothing is as good as new during restoration, but people begin to see that life can return to normal at a later date.

Overview

These five stages are all part of the response effort. The degree to which each stage must be implemented depends on the type of emergency. For example, a major fire in an abandoned warehouse may never call for the implementation of a public welfare or restoration stage. However, a major fire in a high rise hotel or apartment complex with many injuries would require different action.

Do not get the idea that each of the five stages are distinct and occur independently of each other. They are interrelated and may occur simultaneously, depending upon the situation.

In the PREPAREDNESS unit, you learned that certain disasters or emergencies are more likely to occur in your community than others. You also learned that certain resources from your community resource list may be of use in certain emergencies but not in others. To show you how preparedness planning is linked to response, the worksheet on the following page will help you to practice identifying the resources needed for an emergency.

After you have completed the worksheet, check it to make sure you have not omitted an important resource. Complete a worksheet for all high priority emergencies which may occur in the community.

THINGS TO DO

Complete a copy of this worksheet for one of the high priority hazards in your community. The worksheet will help you begin to develop an EMERGENCY CONTACT LIST keyed to the five stages of response.

First, select an emergency and note it in the space provided. Then, list the kinds of resources you may need to call on in each of the stages. Finally, turn to your resource inventory and identify who or what agency will provide those resources.

If you do not have an up-to-date resource inventory, put down the names of people or agencies where you think you might be able to obtain the resources. In the future, you will have to check with them and work out an agreement for the emergency use of the resources.

Completing a chart for each priority hazard will give you a good idea where you need to focus on obtaining resources in an emergency.

Emergency Resource Contact List for _____
(Type of emergency)

Stage Of Readiness	Source	Telephone
Notification/Warning Resources		
_____	_____	_____
_____	_____	_____
Immediate Public Safety Resources		
_____	_____	_____
_____	_____	_____
Property Security Resources		
_____	_____	_____
_____	_____	_____
Public Welfare Resources		
_____	_____	_____
_____	_____	_____
Restoration Resources		
_____	_____	_____
_____	_____	_____

How Well Have You Learned?

SELF TEST REVIEW

Answer the following questions to test your knowledge of Unit 5 facts. Read each question carefully, then write in the answer that you think is correct. Answers can be found on page 5-7.

1. List the five basic stages of response to an emergency or disaster and identify the purpose of each stage.

CORRECT ANSWERS TO SELF TEST REVIEW Review Pages

1. Notification/Warning—To alert the general public and persons designated to respond.....5-2
- Immediate Public Safety—To provide for the safety of people and aid the injured5-3
- Property Security—To provide protection for public and private property5-3
- Public Welfare—To provide care for people injured or dislocated and assess damage5-3
- Restoration—To bring the necessities of life back to normal.....5-4

For any part of the question that you answered incorrectly, review the pages listed above next to the answer to find out why your answer was incorrect.

Using The Emergency Operations Center

The emergency operations center (EOC) is where you control operations in case of a disaster. As such, you must be very careful in planning for its operation as well as making sure the center functions smoothly and efficiently once in operation.

Earlier you learned the importance of having a well-equipped EOC capable of providing for continued operations throughout major disasters and emergencies. The EOC is brought into operation during the response phase of emergency management. How it is made operational and how the response phase is controlled will determine how successful you will be in implementing the preparedness plan and the type of results you will achieve.

Your first task in any emergency is to quickly survey the situation to determine if it is of such size or severity that the emergency operations center should be made operational. A federally funded EOC has a permanent staff for day-to-day operations. In other cases, unless the EOC is in a shared position with an existing government agency, such as the communications center of the fire department, it may not be staffed on a regular basis. Staffing the EOC may mean as little as moving people out of their offices and down the hall to the operations center. Or it may be as difficult as bringing in people from all over town. When activating your EOC, you will want to gauge your staffing level by the scale

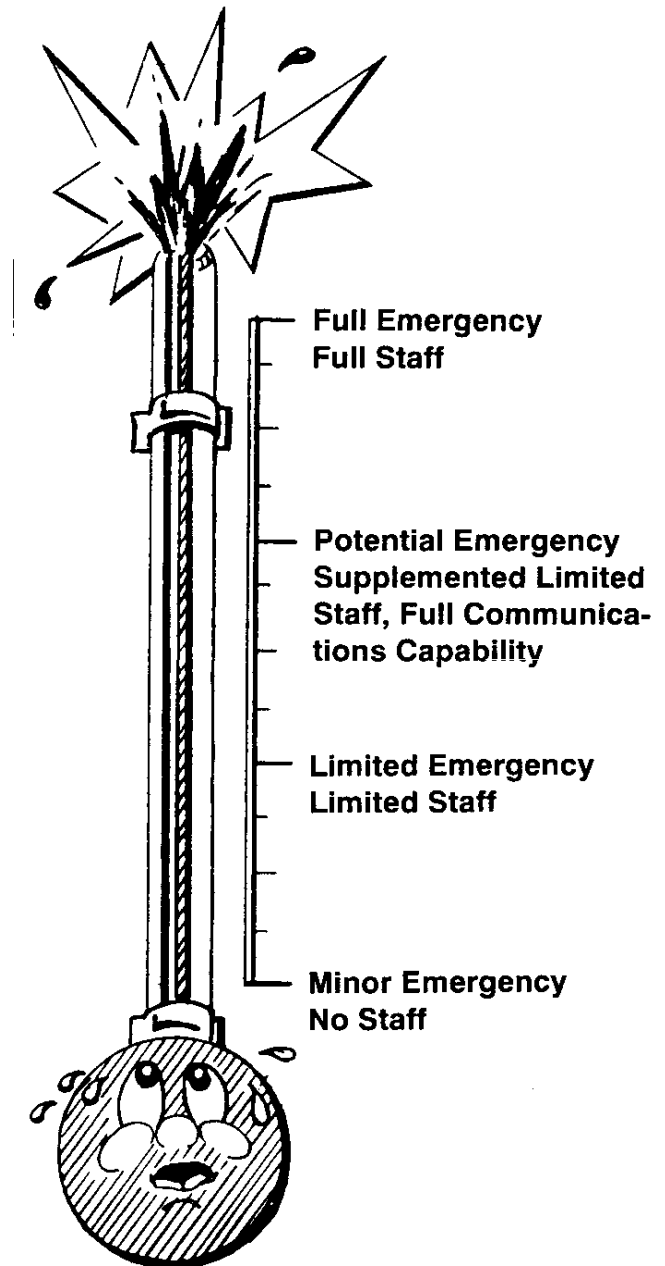


Figure 5-3: The EOC can be staffed for widely varying levels of emergencies.

of the emergency. There are four classifications which can be used to help determine the EOC operational status.

MINOR EMERGENCIES. Minor emergencies are those which are handled on a regular day-to-day basis by local police and fire departments. Under certain conditions, such as a snow storm, other departments such as public works may also be involved. The EOC is usually not activated beyond routine staff levels for minor emergencies.

LIMITED EMERGENCIES. A limited emergency requires a limited staff for the emergency operations center. Only those functions of the EOC which are necessary to cope with the limited emergency are operational. This condition also can be defined as partial mobilization.

Limited emergency situations fall into two major categories. The first is an advance readiness for what may become a full emergency at a later time. For example, during a hurricane or tornado watch or warning, your plan may call for the activation of a limited staff at the EOC to monitor conditions.

The second category is when a minor emergency goes beyond the conditions which can be handled by the day-to-day operations of the local government. For example, suppose a small fire suddenly becomes a major fire in an apartment complex. Your plan may call for the activation of the EOC on a limited basis to help with mass care, shelter, and the protection of property.

POTENTIAL DISASTER. A potential disaster is one step beyond a limited emergency. Under these conditions, the

limited staff should be supplemented to more closely monitor the situation. During this stage, most of the communication links of the EOC are tested and made operational. For example, when a hurricane is several hundred miles offshore and the direction uncertain, the EOC may be in the limited emergency stage. If actual warning is given that it may strike your area, the potential disaster stage is reached.

FULL EMERGENCY. A full emergency requires total mobilization of the entire staff. Go back to the hurricane example again. By the time the winds are beginning to be felt in your community, the EOC should be on full emergency status with all staff there.

Making the EOC Operational

You should develop a sequence of steps to follow in order to make your EOC fully operational. Of course, they will vary depending upon the type of emergency situation. Here are some of the items to consider in making your list.

1. Alert the EOC personnel. The alerting process should be clearly stated in your emergency plan as a standard operating procedure (SOP). It may be a chain of calls where one person calls another on the alert roster. If one person cannot be reached, alternate names would be provided to make sure that the EOC is fully staffed. Your alert roster for your EOC should be updated semiannually. If you live in a large jurisdiction, perhaps some type of electronic paging device can be used to alert the proper personnel.

2. Activate the communications equipment and support facilities.

Unless your EOC is in operation on a day-to-day basis, your communications equipment will have to be activated and tested.; Activating the support facilities may mean anything from starting an emergency power generator to plugging in the coffee pot.

3. Initiate the message flow system.

The message flow system is simply a method of recording messages as they arrive so that they are documented and action can be taken. Usually incoming messages are all routed through a single person, probably an operations officer, who then assigns the responsibility to act on the message to someone within the EOC.

4. Ready the appropriate logs, maps, and status charts for the operations board.

It is vital that you maintain a log of events in your EOC. Also, you definitely need maps of your local community. As you learned earlier in another unit, you must be prepared. Don't wait until an emergency occurs and then start to scurry around to find a map to aid you in the response effort.

5. Prepare a shift schedule. If the EOC is to be in operation for any length of time, make sure you schedule the personnel in the EOC so that they are not on duty continuously. Schedule time on and off duty as well as relief breaks. Operations often get very intense, and you do not want fatigue to set in among key personnel on your staff.

Shift Schedule		
	Person A	Person B
ON DUTY	8:00-10:00	8:00-9:30
BREAK	10:00-10:30	9:30-10:00
ON DUTY	10:30-12:30	10:00-12:00
BREAK	12:30-1:00	12:00-12:30
ON DUTY	1:00-3:00	12:30-2:30
BREAK	3:00-3:30	2:30-3:00
ON DUTY	3:30-5:00	3:00-5:00
OFF DUTY	5:00	5:00

Figure 5-4: Sample shift schedule for an operations office and subordinate. Note breaks are staggered.

6. Announce briefing schedules.

You will learn more about keeping the public and your staff informed later in this unit. However, it is important to set up a briefing schedule as soon as the EOC is put into operation. Staff should be briefed when shifts change and at other times of major decisions or events. The local news media also need a briefing schedule so that they know when to expect a report from the center. A briefing schedule also will help keep the media from interfering with the operations of the EOC.

7. Provide the necessities. If you know the EOC will be in operation for some time, make sure the center has the appropriate food, clothing, and housekeeping supplies.



Figure 5-5: The staff will require all basic necessities during an emergency operation .

HILLSIDE VILLAGE EMERGENCY OPERATIONS CENTER Visitors and Staff Please Sign In and Out				
Date	Time In	Time out	Person's name	Section

Figure 5-6: Typical sign-in sheet for an EOC. By looking at the sheet, you can tell at a glance who is in the EOC.

Controlling Access to the EOC

In order to carry out an effective response to an emergency or disaster, you must be able to run the EOC with minimum interference from those who are not part of the emergency management effort. The best way to do this is to have controlled access to the EOC. As soon as the EOC goes into emergency status, some type of check-in procedure should be established. The EOC should have a receptionist or guard. Each member of the staff of the EOC should have earlier been provided with some type of identification so that the receptionist has no difficulty in determining if the person is to be admitted or not. You may wish to have a different set of credentials for those who have direct access at any time and those who have only limited access.

You may also wish to set up some type of sign-in procedure, so you can tell at any

time who is in the EOC. Figure 5-6 suggests one format for a sign-in sheet.

As you learned earlier, it is best to have the members of the press or news media out of the way of the staff so that they do not interfere with operations. Ideally, a separate room for the media should be provided. If you have no separate facility for the media, you may wish to designate a restricted area within the EOC in which they must stay. Some type of identification badge should be issued so that the members of the media can be identified when near the EOC.

It is wise to meet with the local news people when setting up your operational plan for the EOC and decide just who has access to the EOC and press briefings. If a briefing area is available in another location outside your EOC, you should use it. If you have to use the EOC and it is small, with limited briefing space, you

may wish to limit the number of reporters. In such cases, you may explain the problem to the news people and explain that only x-number will be allowed into briefings, and they should decide upon how, they will, be represented. Always keep in mind that the news media are a vital link in keeping the public informed, and you should do your best to keep them informed as to what is happening.

THINGS TO DO

Write a standard operating procedure to bring your EOC up to emergency conditions. You may wish to identify specific people to be notified, and create a set of credentials which will allow them access to the EOC. If you already have an SOP, compare it with the suggestions offered above and make modifications if needed.

How Well Have You Learned?

SELF TEST REVIEW

Answer the following questions to test your knowledge of Unit 5 facts, Read each question carefully, then write in the answer that you think is correct. Answers can be found on page 5-14.

1. List the four levels of emergencies during which the EOC may be staffed to varying degrees.

2. List seven activities you should consider when making a procedure for activating your EOC.

3. Keeping people informed of emergency conditions while running the emergency operations in the EOC requires a careful balance between controlling information and free access for the media and the public. What procedures and facilities are useful for informing those necessary without disrupting operations?

CORRECT ANSWERS TO SELF TEST REVIEW Review Pages

1. Minor Emergency
Limited Emergency
Potential Disaster
Full Emergency5-9
2. Alert the EOC personnel.
Activate the communications equipment and support facilities
Initiate the message flow system
Ready the appropriate logs, maps, and status charts
Prepare a shift schedule
Provide the necessities
Announce briefing schedules.....5-9 and 5-10
3. To balance the public's right to know with the requirements
and duties of emergency operations, you should have a
designated public information officer and a room or location
for regular briefings for the media. If media are allowed in the
EOC, they should be properly identified5-11 and 5-12

For any part of the question that you answered incorrectly, review the pages listed above next to the answer to find out why your answer was incorrect.

Information in the EOC

INFORMATION PROCESSING refers to the method by which information goes into and out of the EOC as well as how it is passed along inside the EOC when it is operational. Information processing is one of the keys to the success of any response effort. How well you perform will depend upon how well you can respond to the information you receive.

Once the staff arrives at the EOC, there should be no question as to what they should do. Each staff member should have a personal copy of the EOC standard operating procedures. EOC personnel should be briefed on the situation as soon as possible. This can be done through the use of a quickly prepared handout which is given to them as they sign in or through a general briefing. Briefings should be held on a

regular basis to make sure everyone in the EOC is kept abreast of the changes in the situation.

As you learned earlier in this unit, all incoming messages should be written down and then funneled through an operations officer to those in the EOC who are responsible to take action. Figure 5-7 shows a flow chart which could be used for message flow in the EOC. Note that the operations officer should also be aware of the actions taken. You should use some type of preprinted form for incoming and outgoing messages. A typical form is shown in Figure 5-8. Written information is important for it documents the actions taken during the response phase. You may have to refer to this documentation later for verification of events.

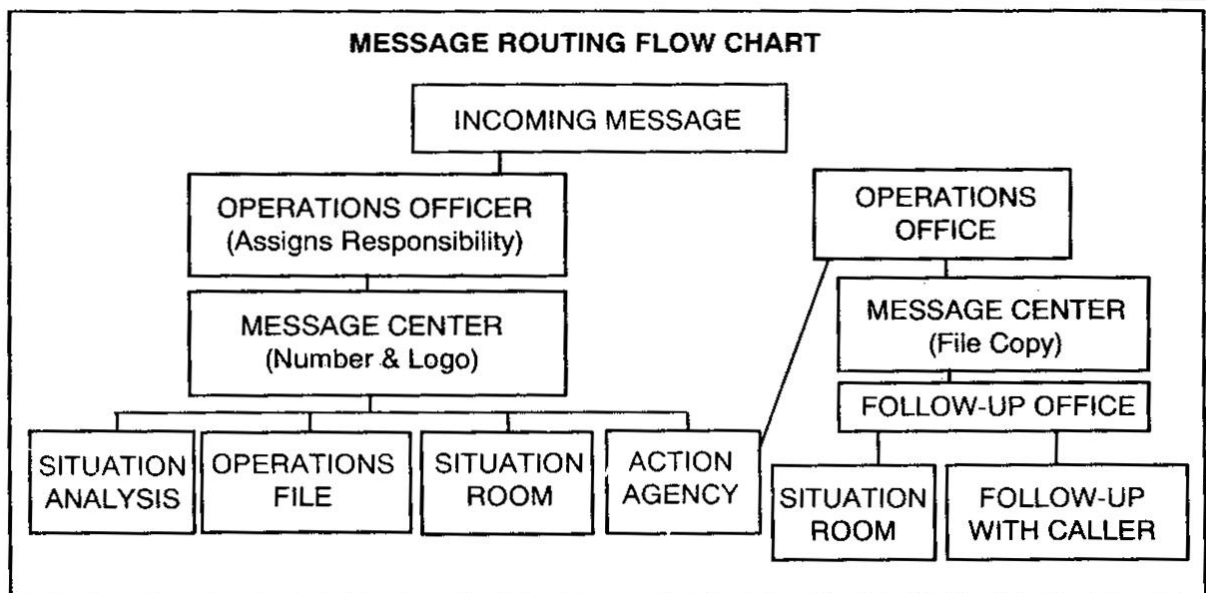


Figure 5-7: Message Routing Flow Chart with action on left , records on right.

MESSAGE RECORD			
INCOMING _____	TELEPHONE _____		
	TTY _____		
OUTGOING _____	RADIO _____		
	OTHER _____		
TO: _____			
(name)	(position)	(agency)	
FROM: _____			
(name)	(official position)		
(location)		(county)	
(business telephone)		(residence telephone)	
MESSAGE: _____			

ACTION _____			
NOTES: _____			

SENT/RECEIVED BY: _____ TIME AND DATE: _____			

Figure 5-8: Sample message recording sheet for incoming and outgoing calls.

The use of a standard form will make certain that the information is complete and readily available. The form should be an easily recognizable document and contain space for the members of the staff to take notes. Nothing is more frustrating to the staff of an EOC than to have tiny slips of various sizes and no specific format passed around during an emergency and have to act as a result of such often confusing information.

As an emergency program manager, it is your job to see that the EOC functions smoothly. Maps, charts, and a chalkboard should have been set up to keep the staff informed of what is happening. An update chart or status board at the entrance to the EOC is a good idea. It informs newly arriving staff of the situation as well as providing a central place for the staff to brief themselves.

Computers as EOC tools

No tool of emergency operations since the advent of radio communications has had such an impact as the computer. The storage of huge quantities of information, the rapid retrieval of information and the display capabilities of the computer combine to greatly alter the way an Emergency Operating Center functions. All of the tasks discussed above are improved with an emergency management computer system.

Let's take an example of the EOC that operates with a computer network Communications operators directly enter messages into the computer, tagging them for action by specific agencies or individuals. The action tag is a blinking red marker that can be turned off only when action is taken. A glance at a large projection screen showing the EOC Event

Log makes it clear to everyone what actions are still outstanding and what unmet needs exist.

Some people on the EOC information network are managing resources while others are tracking the status of shelters. When a message comes in asking for pumps to support the response operations, the resource manager can type the word pump and have a list of all pumps that are available displayed in seconds. In some systems, this display of pumps can be shown on computer-generated maps with markers showing the location of all pumps. When a pump is deployed, its unavailability is noted instantly on the screen.

Similarly, questions about shelter status are quickly answered. The computer allows the EOC operator to display all open shelters. Each time more occupants

arrive, the available shelter spaces are easily reduced. The jurisdiction-wide list of shelters and their occupancy rates are easily shown by the computer.

Computer-aided EOC operations are a capability of the present. Commercially available emergency information software or database management programs that you develop yourself are changing the way EOCs function. Your state emergency management office should be able to recommend approaches to improve EOC information management.

THINGS TO DO

Check to make sure you have up-to-date maps for the community. Often the maps in an EOC are out-of-date because a new road has been put in or a subdivision started. Check your maps with the local fire or police department. Theirs are usually current with the state of the community.

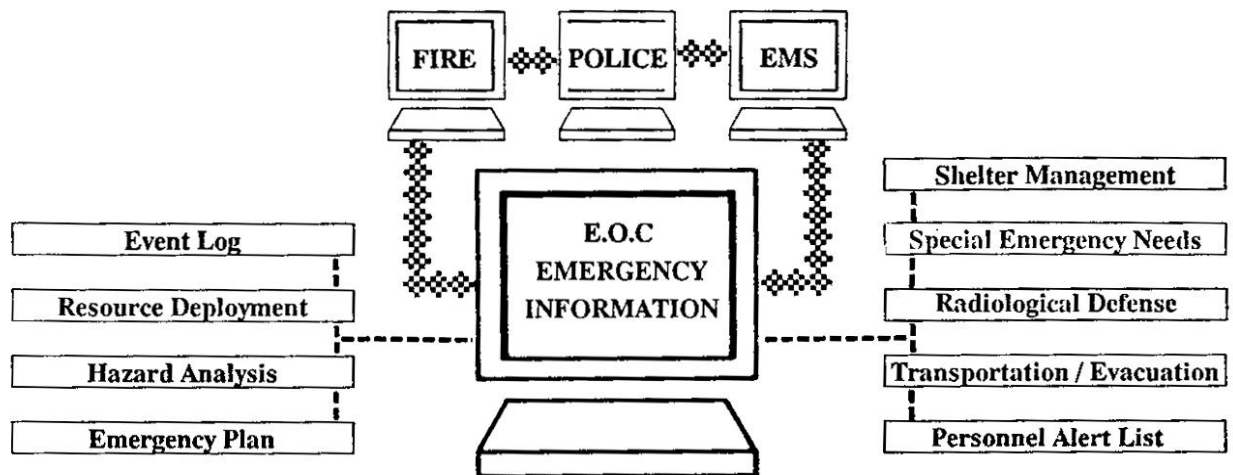


Figure 5-9: Information management in an EOC is greatly improved with computers.

Informing the Public

The public must be kept informed during an emergency or the response of citizens may be unpredictable.

There are two principal methods, of informing the public. The first is to provide some type of personal contact at the site of the emergency or disaster. Personal contact could be a door-to-door search by members of the police or fire department or the use of loudspeakers. This type of contact may be necessary if an area must be evacuated. For example, if a railroad tankcar containing hazardous materials overturns, it may be necessary to evacuate the area surrounding the derailment. In such cases you cannot rely on the news media, especially since it must be done quickly.

The local news media is your second method of informing the public. You will not want to keep any major emergency or disaster a secret, so use the media to your advantage. During an emergency, the news people crave information. As the emergency program manager, either you, your information officer, or your chief executive will have to face them. If you ignore them, they will gather the information from private sources, and report it often as fact. Keep the local news media informed.

The information the news media needs is who, what, when, where, why, and what next. Prepared press releases are good ways to cover these essential facts. The reporters will probably want briefings with officials of the government. This approach can be very useful in getting attention, but you must insure the officials are well informed.

PRESS RELEASE

Time: 12:35

Who: AMTRAK

What: Passenger train derailment - 12 cars

When: 12:23 P.M.

Where: Route 202 crossing, Dodge County

Why: Unknown

What Next: Details are not available at this time.
Next update at 12:45 in the briefing room of
the EOC.

Figure 5-10: An outline of facts you should present in a news release for an emergency which has just occurred.

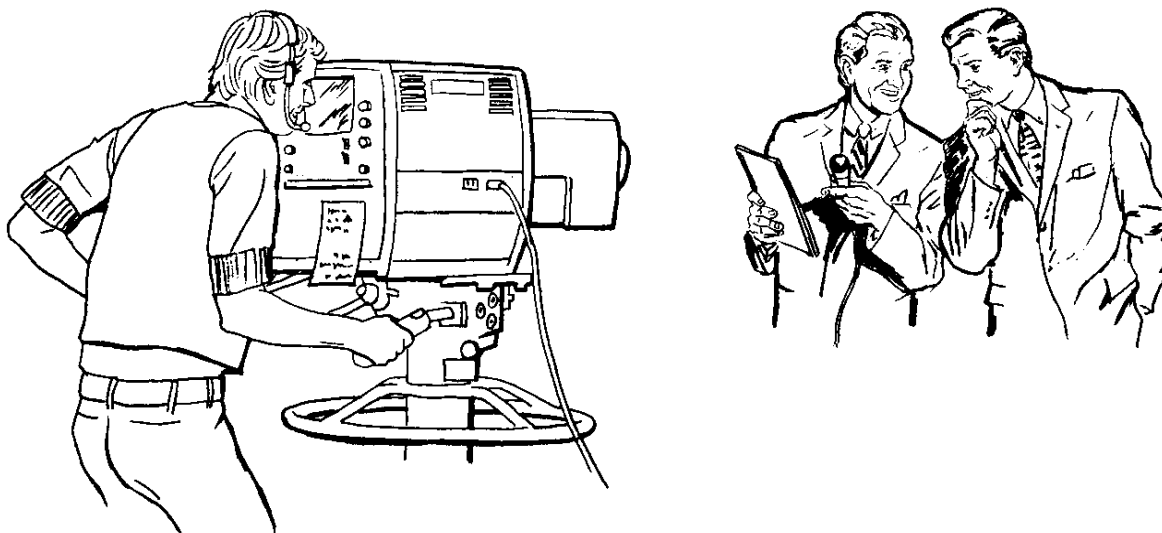


Figure 5-11: The media are a vital part of your contact with the public.

The necessary facts to present in an initial news release are illustrated in Figure 5-10. You will see that they are the facts. Nothing fancy. If you do not have details, do not be tempted to respond to questions that require details. But, be sure the reporters know that you are telling them every thing you know--and that you will keep them posted. Make sure they know when and where the next update will be given. That way, they are not constantly pressuring members of the EOC staff for additional information.

Don't bother to package human interest stories; the reporters will find their own. Also, don't expect only to communicate with the reporters through written bulletins. A news release contains only the essential information That is not enough for a good journalist. Be ready to meet the reporters at unscheduled meetings.

When you, your superior, or your information officer go before the reporters, be as factual as possible. Do not speculate on what could happen or what is going to happen. They will do all

the speculating for you. Present them with the basic facts, and answer their questions to the best of your ability. If you do not know the answer to a particular question, be honest. Tell them you don't know at this time, but will let them know as soon as the information is available or verified. Do not give out any information that has not been confirmed.

Remember, work with the news people throughout the year, not only during emergencies. You will need assistance in informing the public about your preparedness plan. The more you work with them on a regular basis, the better understanding of their operation and deadlines you will have. A good working relationship may help with useful exchanges of information during an emergency.

Also, the more respect they have for you from day-to-day operations, the less they will doubt your credibility during an emergency.

Finally, always remember that the news media have a job to do. There are conflicts and tensions built into your relationship with the news people, but they are professionals and are part of your emergency management partnership.

Rumor Control

Rumors are sometimes as dangerous as the emergency itself. The control of rumors is essential if the public is to remain calm. As an emergency program manager, there are several things you can do to control rumors. First, rumors must be controlled quickly. The quickest way to control them is to get the true facts, and then get the word out. As soon as you are aware of a rumor, either publicly verify it or release to the news media the facts which dispel the rumor. The local news media will be of great help in dispelling rumors. That's why it is so important to have a good working relationship with them. They may hold certain information about rumors until it is verified before releasing it to the public.

THINGS TO DO

Write a news release or emergency bulletin for a local newspaper, radio station, or television station. Take the bulletin to the station or paper and talk to them about the information it contains. Work with them to design a format which is acceptable for them to work with.

Make a list of the news media in your area. Get a list of the reporters who would be assigned to cover emergency situations or disasters in your area. Arrange a get-acquainted meeting with them.

A useful technique is the establishment of a rumor control center. The public can be given a number to call for confirmation or refutation of information. It may even be useful to employ well-known community leaders to aid in rumor control. Certain individuals may appeal to a particular racial or ethnic group in the community. It may be necessary for such leaders to go on radio or television to inform their constituents of the facts involved.

Figure 5-12: Controlling rumors and misinformation requires the emergency program manager to limit the use of unverified information by providing the facts.



Improving Public Emergency Response Through Public Affairs

Responding to the media and the general public during and after an emergency is, of course, only part of the public affairs responsibilities for the emergency manager.

With a mission of helping to protect the citizens and the property of a community, the emergency manager who also fulfills public information responsibilities needs to become involved in pre-disaster public safety education. Awareness campaigns, sponsored by community groups, local government officials, and area business and industry, are perhaps the best way to spread the word on protective actions that citizens can take beforehand to help save their lives and their property if and when that disaster strikes.

Awareness campaigns can address those hazards that are of priority concern in your area, and they are a way of providing a public education vehicle for communities, a means of teaching and changing the behavior patterns of citizens in preparing for, responding to and recovering from any disaster or emergency that could strike the community.

Kits, handbooks, and other materials are available on nearly any emergency subject to implement a campaign, from hurricanes to tornadoes, from earthquake preparedness to nuclear power emergencies. For instance, the Federal Emergency Management Agency has handbooks and materials covering hurricanes, tornadoes, and winter storms and earthquake preparedness. The emergency manager can obtain these in order to interest community groups and

others in conducting a campaign. He or she could chair a committee, or convince someone—like an official from the mayor's office, a newspaper publisher, or a TV station manager -to take the lead. Involving the community leaders not only makes the job easier, but expands resources for getting the job done.

In addition to helping the citizens of the community, a well-planned, developed, executed and delivered public awareness campaign has other spin-off advantages. It expands the emergency manager's working relationship with the community and helps develop stronger alliances between the manager and the local media. It will also result in people knowing more about the emergency management organization and the services it has to offer. In addition, necessary emergency public information will be disseminated throughout the community, ready to use should a disaster strike.

Public awareness kits include information on how to conduct a campaign. Additionally, the FEMA handbooks provide you with inexpensive camera ready art all ready to print for brochures and fact sheets, plus radio interviews, topics, and TV suggestions. They also contain resource lists you can use to obtain materials or further help from other sources.

Awareness campaigns help the emergency manager grow within his or her community, but there are other public affairs functions that can be used to build a strong emergency program.

- Deliver speeches to local community groups.
- Develop personal relationships with the local media. Don't just call or mail public releases. Deliver them and meet the reporters who can tell the story.
- Hold open houses at the Emergency Operating Center where the community can visit and find out just what an emergency manager does.
- Offer to make presentations at local elementary and high schools. Reaching young minds is important, and often what is learned through these sessions can save a life later.
- Work with the local Scout leaders, to initiate work among both the Boy and Girl Scouts toward an emergency management badge.
- Invite the media to participate when exercises are conducted, either as a player or an evaluator. This will help local reporters and telecasters learn more about the importance of emergency management.

- Work with the Chamber of Commerce to distribute posters, set up exhibits, etc. during high hazard seasons.
- Cable networks have cablevision time for local public service. An emergency program, beamed in your area as a regular feature, can add to your community's safety knowledge and get more support for your programs.
- Call press conferences to announce initiatives and to comment on ongoing activities or progress of projects. Consider holding monthly breakfasts or coffees with the local media.

It is recognized that your priorities lie with the emergency management programs and plans. However, following through on a public affairs plan can assist in raising the level of knowledge on the importance of emergency management.

How Well Have You Learned?

SELF TEST REVIEW

Answer the following questions to test your knowledge of these Unit 5 facts. Read each question carefully, then write in the answer that you think is correct. Answers can be found on page 5-24.

1. What is the purpose of a message form?

2. List the six types of information required by the press immediately following an emergency.

3. What is the quickest way to handle rumors?

4. In addition to dealing with the media during an emergency, the emergency manager's public information responsibilities include:

CORRECT ANSWERS TO SELF TEST REVIEW Review Pages

1. To provide complete and ready information on the emergency.....5-16
2. Who, what, when, where, why, and what next.....5-18
3. Get out accurate facts using a credible spokesperson.....5-20
4. Pre-disaster public safety education5-21

For every question that you answered incorrectly, review the pages listed above next to the answer to find out why your answer was incorrect.

Damage Assessment

Damage assessment is a key step in caring for the long term needs of the people in your community. Delayed assessments may cause hardship as well as erode confidence in the ability of the community to react in time of emergency.

Trained observers should be used to assess damage. You can use assessors from the municipal tax office or appraisers from banks, savings and loans, or real estate offices. Fire departments and insurance companies also sometimes have experienced damage assessors. The damage estimates will be more reliable if the estimators are familiar with conditions prior to the emergency.

One fact cannot be overemphasized—take pictures of the damage. Written documentation is important, but nothing tells more than a photograph.

THINGS TO DO

Make a list of the individuals in your area who are qualified to assess the damage done or the replacement value of property in your community. Contact your local tax office as well as local financial institutions.

Make sure the people who are responsible for damage assessment know what to do. Their job is to assess the damage, and not to make statements to the media. Their work should be kept as confidential as possible. The media can be informed at official news briefings or through news releases. It is important that damage assessments be done quickly, for as you will learn, much

federal or state aid will. depend upon the assessment of damage.

Emergency program managers collect damage assessment information in many different ways. There are no easy guidebooks on how to do it. You will have the greatest success if you develop a system and stick to it. The system should fit your needs. It should be as simple as possible but have all the vital information.

The determining factor is how you are going to use the damage information. While you may use the damage assessment information to report to the news media, or help substantiate insurance claims, or make an annual report to your executive, the basic purpose of an assessment is to obtain assistance. Your damage assessment may even be the basis for a major Presidential Disaster declaration if that should be necessary.

Figure 5-14 lists several categories of information of value in a damage assessment. The first group of categories, A through I are the categories required for a major disaster request. The other categories will prove useful in obtaining other state and federal agency assistance. - Next to each category are the names of an appropriate local or county agency that could be responsible for doing that part of the damage assessment. As you develop a preparedness plan for damage assessment, contact each of these agencies to find out about their



Figure 5-13: A good damage assessment is essential to obtain assistance.

capabilities and determine how they can be used in emergency response.

Each of the federally required categories is briefly explained in the sections that follow.

Category A: Debris Clearance is the removal of damaged structures or objects from public roads and streets, public property, and private property. Money spent by local government on debris clearance (but not by individuals) is one indicator of local emergency efforts that should be included on an application for state or federal assistance.

Category B: Protective Measures are taken to prevent damage when the event is occurring. For example, sand bagging of a riverbank, evacuation, traffic control, and barricades. These measures may be taken to protect life and safety, property, and health. Again, this is an important

category to demonstrate local efforts at combating the emergency.

Category C: Road Systems include roads, streets, bridges, and culverts. You might break the damage assessment into state highways, county roads, and city or village roads if useful. The categories of damage might range from some damage requiring repair to complete washout or destruction.

Category D: Water Control Facilities include damages to dikes, levees, dams, drainage channels, irrigation works, and other facilities.

Category of Damage Assessment	Sources of Information
A. Debris Clearance	Surveyor, Engineer, Public Works
B. Protective Measures	Engineer, Law Enforcement Agency, Fire Department
C. Road Systems	County or City Engineer, Highway Department
D. Water Control Facilities	Public Works, Health Agency
E. Public Buildings and Equipment	Public Works, Building Commission
F. Public Utility Systems	Health Agency, Public Works, Sanitary Commission
G. Public Facilities Under Construction	Building Commission, Surveyor
H. Private Nonprofit Facilities	Health Agency, Public Works, School Superintendent
I. Parks, Recreation, Other	Recreation Commission
Private or Individual Dwellings	County and City Assessors
Businesses	County and City Assessors
Agricultural Damages	County Agent, County Emergency Board
Individual Assistance	Red Cross, Public Health, Public Welfare
Political Jurisdiction's Financial Effort	Auditor, Treasurer

Figure 5-14: Categories of damage assessment information and likely sources of information

Category E: Public Buildings And Equipment should include the number and cost of buildings, supplies and/or inventory, and vehicles or equipment that were damaged or destroyed.

Category F: Public Utility Systems in your political jurisdiction that sustain damage could include the water system, sanitary sewer, storm drains, light and power, and other utilities.

Category G: Public Facilities Under Construction should be listed in two categories. Both may be eligible for special disaster assistance. Therefore, your damage assessment should include any such damage.

Category H: Private Nonprofit Facilities may also be eligible for aid. They include educational, emergency, medical, and custodial facilities. This category does not include churches or places used exclusively for worship.

Category I: Park, Recreational, And Other Facilities should include damage to parks, sports fields, community centers, etc.

The following additional categories will be useful for obtaining assistance from federal agencies and state programs.

PRIVATE OR INDIVIDUAL DWELLINGS are homes destroyed or damaged- Water damage on the interior or wind damage to shingles, windows, or siding are examples. Mobile homes should be included in this category as a separate entry. For obtaining federal disaster aid, it will be helpful to know how many homes were insured (including regular insurance and the National Flood Insurance Program, if appropriate).

BUSINESSES include buildings damaged or destroyed, inventory damaged, or equipment damaged or destroyed. You might consider recording the number of businesses covered by insurance, as above.

AGRICULTURAL DAMAGE should consist of partial and total damage to farm buildings, the number of livestock missing or destroyed and the number of acres of crops destroyed. The dollar value of losses should also be estimated and percent of loss covered by insurance included.

INDIVIDUAL ASSISTANCE pertains to the disaster victims and their requirements for temporary housing; food, shelter, and clothing; unemployment benefits; and food stamps. The local jurisdiction will use this information to determine the need for the Federal Individual and Family Grant Program of Public Law 93-288.

POLITICAL JURISDICTION FINANCIAL EFFORT is the final category. in requesting a Presidential disaster declaration, the Governor must indicate costs incurred by localities and the state in disaster operations. The record-keeping at the local level is the basis for this request. Some of these expenditures include total mileage, salaries paid above normal to government officials, and overtime.

How Well Have You Learned?

SELF TEST REVIEW

Answer the following questions to test your knowledge of these Unit 5 facts. Read each question carefully, then write in the answer that you think is correct. Answers can be found on page 5-30.

1. What are four uses of damage assessment information?

2. List five of the nine types of damage assessment information required by the federal government on a disaster application.

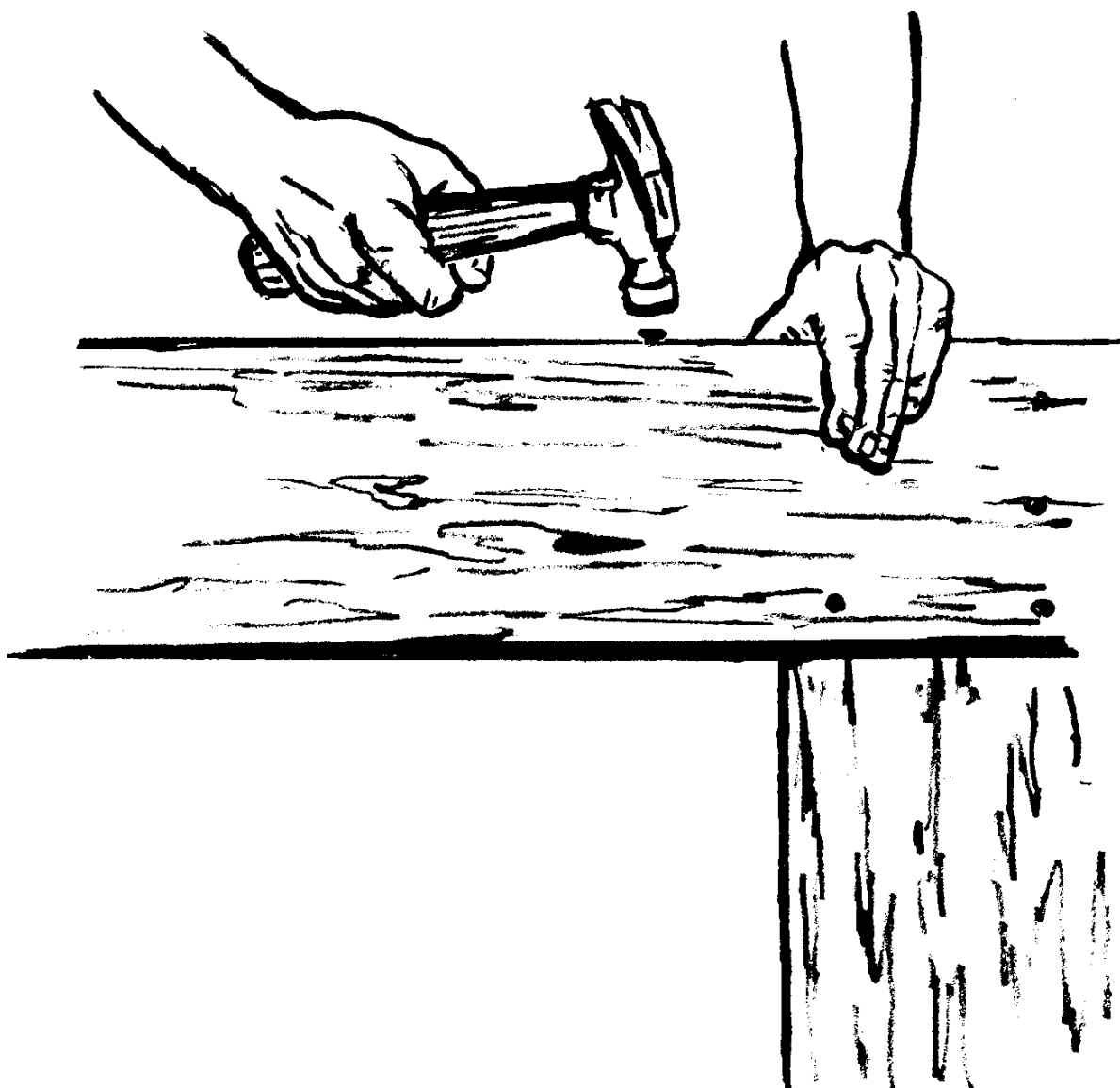
CORRECT ANSWERS TO SELF TEST REVIEW Review Pages

1. Report to press; help substantiate insurance claims; make annual report to executive; basis for requesting Presidential Disaster Declaration 5-25
2. Debris clearance; protective measures; road systems; water control facilities; public buildings and equipment; public utility systems; public facilities under construction; private nonprofit facilities; park, recreational, and other facilities 5-26 thru 5-28

For every question that you answered incorrectly, review the pages listed above next to the answer to find out why your answer was incorrect.

RECOVERY

UNIT 6



Introduction

The final phase of emergency management is RECOVERY. Recovery can be divided into short-term and long-term recovery efforts. Short-term recovery grows out of the response effort. During the response phase, emergency repairs to buildings are made as protective measures against further damage or injury.

SHORT-TERM RECOVERY is the restoration of vital services and facilities to minimum standards of operation and safety. During short-term recovery, severely damaged buildings are scheduled to be replaced or removed, water and sewer repairs are made, and electricity and telephone service returned to normal.

LONG-TERM RECOVERY may continue for a number of years, as the community slowly returns to pre-emergency or better conditions. Long-term recovery may include the complete redevelopment of damaged areas.

THINGS TO DO

Review the last major emergency in your area and list the short-term and long-term recovery efforts. Note if any of the long-term efforts are still in operation. If you are new to the job, conduct your review with local officials who were present at the time. If you live where there has not been a recent major disaster, review the recovery needs of one family or business after a fire, or visit an area that has had a disaster, to get an idea of the problems of recovery.

As an emergency program manager, your role during the recovery phase of emergency management is just as vital as it was in the mitigation, preparedness, and response phases. A key element in the recovery phase is to keep your eyes open for ways in which to reduce your community's vulnerability to a repeat of a similar emergency. Also, you will continue to be your community's liaison with the state and federal assistance programs.

Figure 6-1: Keep your eyes open for ways to reduce the effects of hazards in the future



Recovery Assistance

There is no clear cut distinction as to where response ends and short-term recovery begins. For example, if a public works crew is dispatched to board up a building, this is part of the response effort. If in the process they make emergency repairs to the building, this is part of the recovery effort. In general, the plans for the recovery effort are probably made during the response phase of emergency management. For example, the damage assessment necessary for requesting federal assistance is made during the response phase as you are responding to the needs of the community for assistance. When the assistance arrives, that part of the recovery phase begins.

Few communities could expect to recover from a major disaster without assistance from their state or federal government. If a major disaster occurs, you should be prepared to request federal or state aid.

Documentation

The most common reason for failure to obtain federal assistance is lack of adequate documentation. Documenting a disaster simply means providing evidence or proof of what happened. Photographs of the damage provide the most irrefutable evidence. Take pictures of the damage, the repair work, and completed restorations. You cannot take too many pictures.

Keep careful records of expenditures of time and money. If you have approached damage assessment in a systematic way,

as you learned in the last chapter, your costs will be well documented. Federal and state agencies require an audit trail from the selection of expenditure to a canceled check and proof that the work was completed. If you cannot provide proof that money was spent, you cannot expect to be reimbursed for the expenditure. In summary, you will have good documentation if you:

1. Take pictures of damage and repairs.
2. Take notes on damages and repairs.
3. Clip and file press reports.
4. Record all expenditures.
5. Get all others to do the same.



Figure 6-2: Document your losses.

How to Get Aid

The federal, state, and local governments must work together in any major emergency. The emergency assistance plan is based on each level of government beginning assistance when the next lower level is overwhelmed by the scope of destruction caused by the disaster. The exact procedure to get federal or state assistance varies from state to state, but the following describes generally how it is done.

When the emergency or disaster occurs, the emergency preparedness plan is put into operation and the EOC is staffed. The state emergency management office is notified. As soon as possible, a damage assessment should be made. Expenditure records and photographs of damage should also be initiated.

If your initial assessment results in the need for resources beyond your local capability, your state emergency management office should be notified of this fact immediately. Most states require the chief executive of the local government to officially request a governor's declaration of disaster in order to obtain state assistance. The local damage assessment and the report to the state emergency management office are the responsibility of the local emergency program manager.

The state, acting on the information provided, will dispatch personnel and equipment to the disaster area and assist in the response and recovery effort. If it appears to the state that federal assistance will also be required, FEMA will also be alerted to the situation. FEMA may also dispatch representatives to the area.

As the local emergency program manager, you would then work with the federal and state personnel in an expanded assessment of the damage to your area. Out of this joint assessment will come an estimate of the types and extent of federal disaster assistance that may be required. If a **PRESIDENTIAL DISASTER DECLARATION** appears to be warranted, your state emergency officer would request the governor of your state to submit an official request for a presidential declaration. Supporting damage and local commitment information would be sent with the request.

Only the governor or acting governor of your state can request a federal disaster declaration by certifying the expenditure of state and local funds and implementation of the state emergency plan. The state will assume most of the responsibility for seeking federal assistance. As the emergency program manager, you will be responsible to provide the state officials with the necessary documentation to support the request for federal aid.

A governor's request for a declaration can result in three responses from the federal government, each with a different form of assistance. The federal government could:

- A. Issue a Presidential declaration of a **MAJOR DISASTER** which would free all the resources of the federal government for assistance.
- B. Issue a Presidential declaration of **EMERGENCY** which would focus on specific assistance needed to save lives, protect property, public health and safety, or lessen the threat of future disaster.
- C. Provide **DIRECT ASSISTANCE** from various federal departments

through their own emergency or normal programs without a Presidential declaration.

THINGS TO DO

Determine what emergency or contingency funds are available from your state emergency management office and what the specific procedure is in your state to request federal assistance. Write down the procedure and insert it in your plan.

What to Expect from Federal Involvement

If the President declares an EMERGENCY or MAJOR DISASTER, a Federal Coordinating Officer (FCO) will be assigned to coordinate federal assistance. The governor will appoint a State Coordinating Officer (SCO). The SCO is the main liaison between the FCO and state and local officials. The SCO will be your main contact.

Once on the scene, the FCO is responsible for an initial appraisal of needed assistance. The FCO is also responsible for coordinating all the federal agencies and programs involved in assistance plus, in most cases, the private relief efforts of the American National Red Cross, the Salvation Army, The Mennonite Disaster Service, and others.

A DISASTER RECOVERY CENTER (DRC) may be set up. Such a center is usually staffed with federal, state, and local officials as well as representatives from the private relief organizations. A Disaster Recovery Center is a centralized location for assistance to individuals. Figure 6-3 lists the forms of assistance

which may be available. It is up to the FEMA regional director to decide which types of assistance will be offered.

Applications for aid from individuals are made right at the center. This single application procedure is designed to secure aid as efficiently as possible and with minimal burden on the applicant. Counseling is also provided to help the applicant through the post-disaster recovery process. The victim is guided through the application process and given help in selecting likely sources of aid.

DRC Assistance

- Temporary housing
- Mortgage or rent payments
- Unemployment payments
- Job placement counseling
- Low interest loans to individuals, businesses and farmers
- Food coupons
- Individual and family grants
- Legal services
- Consumer counseling
- Mental health counseling
- Social Security assistance
- Veterans assistance

Figure 6-3: Assistance available through a Disaster Recovery Center.

How Well Have You Learned?

SELF TEST REVIEW

Answer the following questions to test your knowledge of this part of Unit 6 facts. Read each question carefully, then write in the answer that you think is correct. Answers can be found on page 6-8.

1. In addition to time, what are the differences between short-term and long-term recovery efforts.

2. List two vital roles for the emergency program manager during the recovery period.

3. Documentation is important to your receiving federal assistance. What are four things you can do to insure good documentation?

4. What kind of assistance can you expect from a presidential declaration of:

MAJOR DISASTER

EMERGENCY

5. What kind of federal assistance does not require a presidential declaration of a major disaster or emergency?

6. Which government official is responsible for assessing recovery needs and coordinating resources for federal agencies?

7. What is the purpose of a Disaster Recovery Center (DRC)?

CORRECT ANSWERS TO SELF TEST REVIEW Review Pages

1. Short-term recovery involves the restoration of vital services and facilities to minimum standards of operations and safety. Long-term recovery is returning the community to pre-emergency or better conditions and may include complete redevelopment of damaged areas or their relocation away from a hazardous zone..... 6-2
2. Liaison with state and federal agencies, and seeking ways to reduce the vulnerability of your community to a similar disaster 6-2
3. Take pictures, take notes, clip press reports, and record all expenditures 6-3
4. MAJOR DISASTER-all the resources of the federal government; EMERGENCY-specific assistance needed to save lives, protect property, public health and safety, or lessen the threat of future disaster..... 6-4
5. Direct assistance 6-4 and 6-5
6. Federal Coordinating Officer 6-5
7. To provide a centralized location where disaster relief agencies help victims determine needs and resources 6-5

For every question that you answered incorrectly, review the pages listed above next to the answer to find out why your answer was incorrect.

Community Expectations About Aid

What does a community expect after an emergency or disaster? In most cases, the local community does not know exactly what type of local, state, or federal aid to expect. However, they expect you as the emergency program manager to know. Most communities will expect the emergency program manager to be totally familiar with the state and federal assistance programs.

How do you find out about what type of aid is available? Most emergency program managers and government officials who have had disaster experience recommend that some type of pre-disaster RECOVERY PLANNING be done. Most local governments usually find themselves in circumstances that exceed their resources during a disaster and need state and federal assistance. As an emergency program manager, you should know what to do. The community expects this of you.

THINGS TO DO

Find out what recovery assistance programs have been used by your community in the past. If assistance to your community has been limited, arrange to meet with an emergency program manager in a neighboring jurisdiction who has had disaster experience. If disaster assistance has been limited in your entire area, see if you can organize a group of emergency program managers and have a state official or an emergency manager from a distant area with disaster experience speak to the group.

A good way to become familiar with some of the assistance programs available is to review what programs have been used by your community in the past. A review of this type will give you some idea of what is available, and make your formal investigation into other programs easier to do.

Federal Assistance

In the previous section, you learned the basic outline on how to go about seeking federal assistance. Now you will learn more about the specific types of aid that are available from the federal government.

There are several resources available to help you identify the types of aid available. FEMA publishes a Program Guide to FEMA assistance as well as the Digest of Federal Disaster Assistance. Various groups in the private sector, most notably the Red Cross, have undertaken efforts to catalogue available assistance for individuals and local governments.

You can use these guides to find out about the single greatest source of federal disaster assistance, the Disaster Relief Act of 1974 (Public Law 93288). This Act of Congress is implemented by FEMA following a federal declaration of an emergency or major disaster.

Federal aid may come in the form of grants, loans, loan guarantees, or technical assistance. A federal GRANT is a direct gift of money from the government. You must apply for a grant.

If you have a member of your community who is skilled in grantsmanship, their expertise would be a valuable asset. Grants take time to get. They also usually require some type of matching funds from the local community. Before applying for a grant, make sure your community can afford the matching fund requirement and that it is capable of maintaining the project to completion.

The federal government may also supply low interest loans or loan guarantees. A **LOAN GUARANTEE** is simply a guarantee to a local bank or lending institution that a loan will be paid back. For example, if a local businessman takes out a guaranteed loan and goes bankrupt, the federal government is responsible to repay the unpaid portion of the loan. You can be sure the government is very careful in deciding who qualifies for a guaranteed loan.

TECHNICAL ASSISTANCE is usually provided in the form of experts who possess skills which are not available in the local community. For example, an agricultural expert may be sent in to assess crop damage or the Army Corps of Engineers to help plan future flood control.

Let's look in a little more detail at some of the specific types of federal assistance.

Agriculture

Agricultural disasters could range from reclaiming land after a flood to major crop damage as a result of drought or insect infestation. There are several types of agricultural assistance programs. **GRANTS** are available for the purpose of removing damaged timber from privately

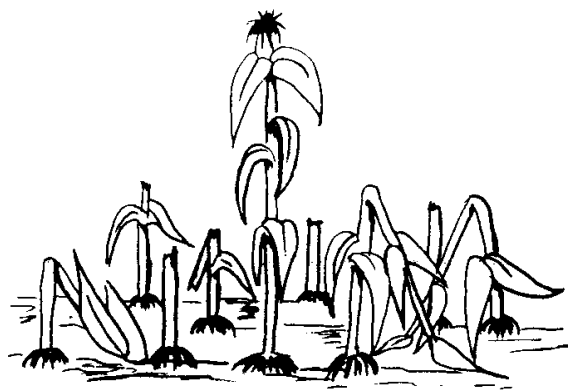


Figure 6-4: Assistance is available to recover from agricultural losses.

owned lands when it is in the public interest to do so. The local government may be authorized to reimburse any person for expenses incurred in removing damaged timber which poses a threat to life, property, or creates a flood hazard. **DIRECT PAYMENTS** are available to farmers when they are prevented from planting or suffer substantial loss on planted acres because of drought, flood, or other natural disasters beyond their control.

Emergency guaranteed/insured loans are available to help farmers and ranchers cover their losses resulting from a disaster and return the operation to a sound financial position. **INSURED LOANS** are also available for irrigation, drainage, and other soil conservation measures. Farmers can also get **CROP INSURANCE** to ensure that they will have a basic income in the event of drought, freeze, insect, or other natural causes of a disastrous crop loss. There is also an **EMERGENCY FEED** program to assist in the preservation and maintenance of livestock where there is not sufficient feed because of a natural disaster.

Business

The Small Business Administration provides long-term LOW-INTEREST LOANS for sources of employment in a disaster area so that they may resume operations as soon as possible in order to assist in restoring the economic viability of the community. Business and industrial grants are also available. GRANTS may be used for financing industrial sites in rural areas including the acquisition and development of land and the construction, conversion, enlargement, repair, or modernization of buildings, equipment, access roads, and other purposes. Loans are also available to provide working capital for the expansion of a business if it creates substantial new permanent employment.

ECONOMIC DISLOCATION LOANS are available to assist those otherwise financially sound businesses in the impacted regions that will either become insolvent or be unable to return quickly to their former level of operations.

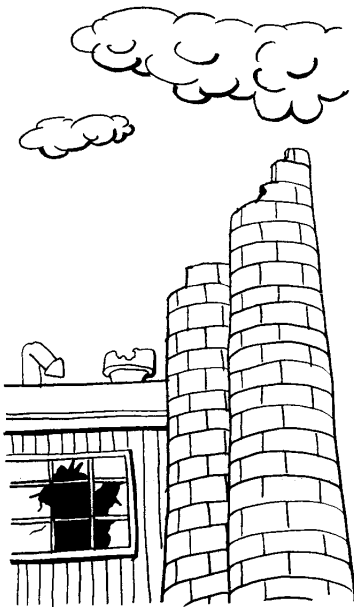


Figure 6-5: Aid to businesses.

Emergency Services

In anticipation of, or after a presidential declaration of a major disaster, FEMA may provide TEMPORARY COMMUNICATIONS FACILITIES. Other emergency services provided include food, water, mass feeding and shelter services in time of natural disaster. Grants are available to remove debris and wreckage resulting from a major disaster from both public and private lands. MANPOWER AND EQUIPMENT for the law enforcement, medical evacuation, refugee evacuation, and aerial and mobile search and rescue operations can be obtained. Finally, temporary public transportation services may also be provided.

Perhaps the most common emergency service provided by the federal government is the FORECAST AND WARNING SERVICE for all weather-related natural disasters such as hurricanes, floods, and tornadoes.

Grants are also available to assist in the RECONSTRUCTION and repair of highways and roads in a disaster area. Grants may be used for planning, surveying, right-of-way acquisition, new construction, reconstruction, and repair of unsafe bridges. The Environmental Protection Agency as well as the U.S. Coast Guard are also ready to respond if it appears ENVIRONMENTAL DAMAGE may occur due to a pollution discharge.

Fire Suppression

Federal assistance is available for the SUPPRESSION of any fire on publicly or privately owned forest or grassland which threatens to become a major disaster. Grants, research contracts, and technical assistance are also available to prevent fires. These include programs to improve suppression techniques, building construction techniques, and human behavior in fire situations.



Figure 6-6: Fire Assistance.

Flood Prevention and Protection

The National Flood Insurance Program makes INSURANCE available against flood-related losses to buildings and contents of property owners and renters in communities that have agreed to adopt and enforce wise floodplain management practices. NFIP provides the communities with maps of their special flood hazard areas and offers technical assistance in adopting and enforcing required flood plain management ordinances and regulations.

Specialized services and funds are available from other federal agencies, such as the U.S. Army Corps of Engineers, to lessen the effects of floods through structural FLOOD CONTROL projects such as dams and levees.

Health Services

After a presidential declaration of a major disaster, funds for CRISIS COUNSELING services and the training of disaster workers are available from FEMA. Also, at the request of FEMA, the appropriate federal agencies may respond to plan and supervise health programs, assist and advise in the establishment of programs for the control, treatment, and prevention of DISEASE, assist in the protection of the food and water supplies, and assist in the supervision and establishment of temporary cemeteries and grave registration.

Grants are available for the repair or replacement of HEALTH FACILITIES damaged or destroyed by a natural disaster. Grants are also available for the expansion and improvement of emergency medical services if they are found to be inadequate in times of emergency. Technical assistance and training are also available to assist in establishing and managing EMERGENCY MEDICAL SERVICES units.

Individual Needs

After a presidential declaration, LOANS are available for single family homes, including mobile homes, for those who are displaced. TEMPORARY HOUSING may also be provided at no cost to those who are displaced. Direct grants may be made to individuals or families to meet

disaster-related necessary expenses. Other types of aid available to individuals include legal services, unemployment assistance, tax information and educational assistance, emergency food stamps, and loans for refinancing, repair, rehabilitation, or the replacement of property.

Community Assistance

Loans and grants are also available for your local community. Areas which may be included are utilities RESTORATION, school CONSTRUCTION and equipment, REPAIR and restoration of public as well as private nonprofit facilities, and food distribution. COMMUNITY DISASTER LOANS are also available to provide funds to a local government which has suffered a substantial loss of tax and other revenue from a disaster.

A condition for receiving Federal assistance following a Presidentially declared disaster is that recipients must take measures to mitigate the hazards in the disaster area. To accomplish this, FEMA provides technical assistance and support for State and local mitigation planning. Also, the Interagency Hazard Mitigation Team or a FEMA/State Survey Team works with local government applicants to evaluate the hazards and develop mitigation plans.

THINGS TO DO

Review your role as the emergency program manager as specified in your local emergency management ordinance for the recovery phase. Also, if your office does not have a copy of the Digest of Federal Disaster Assistance Programs get one as soon as possible from FEMA.

New Partners

Recall when you were developing your community resource inventory in the Preparedness unit, individuals within your community who had special talents or equipment were included on your list. These individuals could be considered your partners in the response effort. During recovery, you will be developing relationships and working with a new set of partners.

Some of your new partners are already known to you, such as the officials from your state emergency management office and representatives from FEMA. In addition, you will continue to work with the people who helped you to assess the damage, such as tax assessors, and insurance and financial institution appraisers.

However, you will also need to work with new community resources or partners. You will probably develop working relationships with most banks and other types of financial institutions in the community. Just because the federal government insures or guarantees a loan, that does not mean that the money comes from the government. In most cases, the money comes from banks and savings and loans in your local community or surrounding areas. As such, you may be requested to help those in your community requesting loans, and even appear with them at some time in the loan application process.

As you begin the long-term recovery effort, you will also develop new relationships with people on various local government commissions and



Figure 6-7: Recovery brings you into contact with a new set of emergency management partners.

departments. For example, you may find yourself working with the local government planning commission, zoning authorities, license and permit offices, and mitigation experts.

Recovery Planning

You and your partners in recovery will work together much better if you understand the recovery process and have a general plan for any recovery need. Such a plan should be attached to the preparedness and response plan you started earlier. Its primary purpose is to spell out the major steps for managing successful recovery. For each step you will also designate key partners, how to mobilize them and their roles. The plan should have at least the following seven steps:

1. Gather information
2. Organize for recovery
3. Mobilize resources
4. Plan, administer and budget
5. Regulate

6. Coordinate
7. Evaluate

Planning for recovery is not a common practice. Yet, recovering from disasters goes on far longer and costs much more than preparedness or response. It only makes sense that you look for chances to plan recovery.

During short-term recovery, buildings are repaired and people's immediate needs are taken care of, and assistance programs are put into effect. There is no clear cut distinction where long-term recovery begins. They are not two distinctly different phases of recovery. Long-term recovery is simply those recovery efforts which are still in operation long after the disaster. Long-term recovery includes everything from complete redevelopment of the disaster area to mitigation efforts to prevent a similar disaster on an on-going basis for years after the emergency.

Figure 6-8 shows the steps that are typically performed during long-term recovery. You will note the transition from action objectives (restoration of utilities, for example) to planning and coordination objectives. This suggests again the importance of recognizing that emergency management is a partnership with a wide variety of individuals and organizations and requires the whole range of management skills, from command and control, to coordination, to planning. The effective emergency program manager strives for a balance among these skills so that she or he plays an important role in all phases of emergency management.

THINGS TO DO

Outline a general recovery plan which you could follow in the recovery phase of an emergency. Make a list, including names, addresses, and phone numbers, of those members in your community who may play a role in any recovery effort.

ACTIONS TYPICAL TO THE RECOVERY PERIOD

	Short-Term	Long-Term
Information Gathering and Damage Assessment	Documentation— Photographic press clippings, written estimates.	Documentation— Records of expenditures. More detailed damage assessment.
Administration	Notification of State Emergency Management Office. Notification of FEMA. Identification of aid programs.	Submit applications for loans, grants, and technical assistance.
Mobilization	Restore utilities. Temporary housing and transportation. Secure hazardous property. Temporary food and clothing.	Implementation of federal assistance programs. Reconstruction of damaged areas.
Regulation	Assess needs for special laws or permits.	Get approval for proposed new laws or permits.
Planning	Short-term planning to return community services to pre-disaster levels.	Long-term master plan for community development.
Coordination	Coordinate transition from response to recovery.	Coordinate among federal programs, service organizations, and local resources.
Evaluation	Monitor recovery effort	Monitor recovery effort, evaluate if new aid is needed.

Figure 6-8: Steps for short-term and long-term disaster recovery.

Redevelopment as Mitigation

Sometimes, after a major disaster, an entire community changes by virtue of the fact that not much of the original community is left. Certain areas may be completely leveled, and new buildings must be designed to take their *place*. *REDEVELOPMENT* refers to the complete replacement of structures, not just structure repair. The redeveloped areas may or may not resemble the area as it appeared before the disaster.

Before redevelopment projects begin, you should be sure that all the appropriate officials are aware of why such heavy damages occurred. Redevelopment provides the opportunity to reduce the chances that similar structural damage will occur again. Your task is to point out that redevelopment officials (public and private) must think of ways to rebuild the damaged structures so that the next time the same hazard strikes, the impact will be greatly reduced.

Your job here is to get everyone involved to think about whether their decisions can reduce the potential for future disasters like this one. You should help city engineers ask themselves if building codes respond to this particular hazard. You should help planners ask themselves whether the damaged area should be rezoned for lower density uses. You should help residents ask themselves whether rebuilding in the area is not simply asking to suffer again. You should help bankers ask themselves whether redevelopment loans in the area are perpetuating misuse of land in the



Figure 6-9: Redevelopment planning should include hazard analysis.

community and human suffering from economic disruption.

You cannot be expected to know the answers to all these questions yourself. But, you should take responsibility for asking them, and ensure that your chief executive can decide when they have been satisfactorily answered.

Convene your key emergency management “partners” to conduct this *post mortem*. They will add their own very useful perspectives on the question, “What went wrong?” Also, involving them in this process will generate support for resource requests you feel compelled to make so that the same things do not go wrong again.

In this attempt to uncover problems, do not ignore the other side of the coin, "What went right?" Identifying the consistently good actions taken serves the purpose of building morale while pointing to effective functions in future program development. Finally, the success stories may serve as models for improvements by others. Effective parts of your operations may show how to improve less effective parts.

Often, changes in local laws such as building codes or zoning are much easier to get support for after an emergency which calls attention to their weaknesses. For example, suppose a major hotel fire occurs with loss of several lives. After investigation, it is determined that if the hotel had adequate sprinkler systems on all floors, only minor damage would have resulted. After such a disaster, it may be very easy to get mandatory sprinkler systems for all hotels into the local building and fire prevention codes.

In any redevelopment effort, always consider your local community's master plan for the future. Local officials often find themselves making decisions on restoration or redevelopment without a great deal of thought because of pressures from the community citizens to get redevelopment started. As an emergency program manager, your job does not end with the emergency operation itself. You should be prepared to assist your local officials and advise them if their redevelopment plans are not in the best interests of emergency management.

Remember, however, comprehensive planning takes time which is often not available in the aftermath of a disaster when social and economic pressures are

moving toward a quick return to normal. Mitigation objectives are not easily obtained, even during normal times.

Capitalizing on Events

One of the most effective ways to get needed support for emergency management programs is to make them highly visible in the aftermath of a disaster. Why? Because right after an emergency, local officials are most familiar with your efforts and the public is willing to listen. Don't ignore the public as a means of drawing attention to your program and motivating elected officials.

Funding for emergency management is usually one of the items of lower priority in a community's budget. Because of the economic and financial constraints put on most local governments, especially in inflationary times, local officials are often reluctant to raise taxes in order to institute new programs. As a result, funding for many emergency management programs is minimal.

How much your community is willing to spend on emergency management is often based on the history of the community. A community with no recent disasters or major emergencies is not likely to approve large expenditures for emergency management. However, immediately after a disaster or major emergency your local officials are more willing to listen to your needs as an emergency program manager. Don't pass up the opportunity to capitalize on their willingness to listen.

There are several methods which can be used to capitalize on a recent emergency. First, review what happened.

Were you prepared? What weaknesses were there in your preparedness plan? Did the recovery effort go smoothly? Did your EOC function as planned? Were communications adequate? There are probably over a hundred questions you could ask. However, the most basic question is "What are the lessons for the future?"

The next step is to determine what can be done to correct the problems you identified in your review of the situation. Do you need more communications equipment? Do you need more help on a day-to-day basis to keep your resource inventory up to date? Do you need additional help in your EOC during an emergency?

Recall in an earlier unit you were told to do a needs assessment. After a major emergency or disaster is another good time to do a detailed needs assessment. After a disaster your needs will be based on facts, not on probabilities.

The review of the disaster should also be made with a view toward mitigation opportunities. You should also assess your community's needs from the standpoint of changing or strengthening local codes or ordinances. As you learned earlier, ordinances can be effective tools of mitigation, in building standards and zoning, especially.

Once you have a good idea of what is needed, begin your campaign. Meet with your local officials. Explain the problems you had. Ask "What if it happens again?" After a disaster, with the memory still fresh in their minds, is one of the best times to make a presentation to them.



Figure 6-10: What are the lessons for your next emergency?

If there are certain issues or needs which you feel absolutely must be met, muster public support. As you learned earlier, a good working relationship with the local news media can make your job much easier. Seek their assistance in getting the word out. You may even have to advocate unpopular positions, such as reorganizing offices to become more efficient. However, do not hesitate to suggest that you send up a trial balloon for an elected official. This is often an acceptable practice, for it allows the official to get feedback from the news media and constituents before he or she must take a stand.

Recovery: Part of Your Job

It should be clear to you that your job as an emergency program manager does not end when a disaster is over. Unlike the firefighters who return their

equipment to the station and wait for another call, your job is never over. In some cases, such as a hurricane or earthquake, the recovery stage may go on for years. Even in minor emergencies, battles over zoning changes or construction techniques may be fought in council meetings or commission hearings for several years. Don't ever get discouraged. The wheels of government turn slowly. Often the emergency program manager may be just the oil that is needed to make the wheels turn just a little bit faster.

THINGS TO DO

Obtain a copy of the local zoning map for the emergency management office if you do not have one. Find out the procedure for obtaining a zoning variance.

Make a list of the decisions that would have to be made if the most probable hazard occurred In your community. What type of federal aid would you most likely have to apply for and how would you do it?

HOW WELL HAVE YOU LEARNED?

SELF TEST REVIEW

Answer the following questions to test your knowledge of this final part of Unit 6 facts. Read each question carefully, then write in the answer that you think is correct. Answers can be found on page 6-22.

1. Write a definition for the following types of federal recovery assistance.

GRANT

LOAN GUARANTEE

TECHNICAL ASSISTANCE

2. List seven steps which should be in your Recovery Plan.

(1)

(2)

(3)

(4)

(5)

(6)

(7)

3. What is your mitigation responsibility during the redevelopment that follows a disaster?

4. Why is making your emergency management program highly visible in the aftermath of a disaster an effective way to get needed support from government officials and the community?

CORRECT ANSWERS TO SELF TEST REVIEW Review Pages

1. GRANT—Direct gift of money from the federal government which usually requires matching funds.

LOAN GUARANTEE—Guarantee to local bank or lending institution that a loan will be repaid.

TECHNICAL ASSISTANCE—Usually experts who possess skills which are not available in the local community6-9 and 6-10
2. (1) Gather information
(2) Organize for recovery
(3) Mobilize resources
(4) Plan, administer, and budget
(5) Regulate
(6) Coordinate
(7) Evaluate6-14
3. To make certain that officials charged with rebuilding the community consider ways to rebuild damaged structures or local new structures so that the next time a hazard strikes the impact will be reduced.....6-17
4. Right after a disaster, officials are most familiar with your program and the public is willing to listen to your suggestions6-18

For every question that you answered incorrectly, review the pages listed above next to the answer to find out why your answer was incorrect.

MANAGING EMERGENCY MANAGEMENT

UNIT 7



Introduction

MANAGEMENT is the coordination of an organized effort to attain specific goals or objectives. In the case of emergency management, it means an organized effort to mitigate against prepare for, respond to, and recover from an emergency.

As the emergency program manager, you are the key person in this effort, A community's ability to react to any emergency depends upon its willingness to act in a consolidated and coordinated manner. As an emergency program manager, it is your job to see that it does.

The majority of an emergency program manager's time is spent preparing for and mitigating possible emergencies. How well these efforts are done will determine how well the community can respond to and recover from an emergency. Mitigation and preparedness are basically planning stages. Response, and recovery are action stages. Planning is one of the

most important functions of management. You are already familiar with mitigation and operations planning from previous units. In this unit you will learn to apply some basic management principles to overall emergency program development.

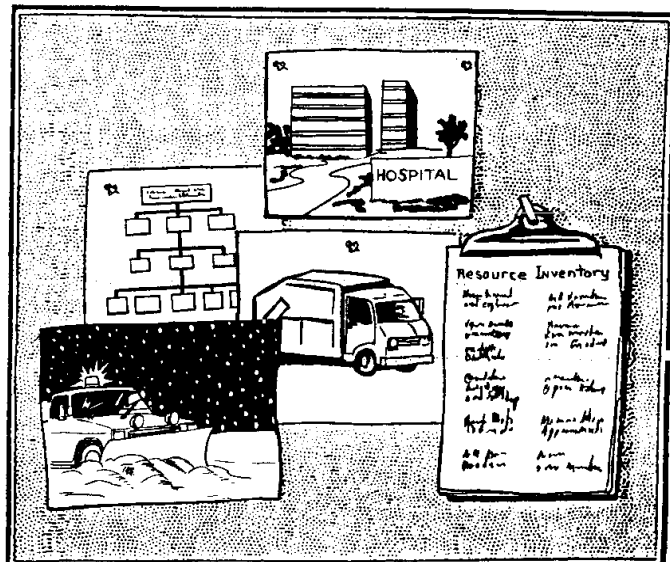
There is much to do in planning for emergency program development.

Planning Guidelines

In planning your emergency program, you need to know three things:

1. What goals did the emergency program achieve this year?
2. What goals should the emergency program achieve next year?
3. What goals should the emergency program achieve in the future?

Figure 7-1: The Emergency Program Manager performs key tasks before, during, and after any emergency or disaster.



If you were to attempt each year to identify where your program has come and where it is going, you would probably focus on several main areas of program concern, including:

- Hazard Analysis
- Mitigation Efforts
- Emergency Organization
- Plans Development
- Evacuation Planning and Population Protection
- Contamination Monitoring and Control
- Public Education and Emergency Information
- Emergency Support Services
- Training and Exercises

Your planning procedures for each of these areas could include an annual review in narrative or statistical form. By looking at the answers to the questions for each program area above, you would end up with an overall view of emergency management in your community.

The Planning Process

As described in earlier Sections of this course, a jurisdiction needs HAZARD IDENTIFICATION in order to be able to assess its needs for an emergency management system. The planning process assumes that such an identification is in place and current.

ANNUAL CAPABILITY ASSESSMENT is determined against standards and criteria that FEMA has established as necessary to perform basic emergency management functions, e.g., direction, control, and warning; public education and emergency information, and other functions listed on the previous page. This assessment results in a summary of capabilities that

exist and leads to the next step, an identification of the jurisdiction's weaknesses.

CAPABILITY SHORTFALL is the difference between current capability and the optimum capability reflected in the standards and criteria established by FEMA. The areas not currently meeting the assessment criteria should receive primary consideration when preparing the jurisdiction's multiyear development plan.

The DEVELOPMENT PLAN is prepared by the jurisdiction to meet the capability shortfall identified previously. Each plan is tailored to meet the unique situation and requirements of the jurisdiction. The plan should outline what needs to be done to reach the desired level of capability. Ideally, this plan should cover a five-year period so that long-term development projects can be properly scheduled and adequately funded. The plan should include all emergency management projects and activities to be undertaken by the jurisdiction regardless of the funding sources.

The IEMS planning process brings a future-oriented system to emergency program planning. Benefits to a jurisdiction can be considerable. Specifically, the jurisdiction will best be able to determine the type of job to be performed by the emergency manager, the staffing and training necessary, and the financial resources required to provide a complete emergency management capability.

Job Descriptions

A job description is an essential part of management. Every emergency program manager should have a job description. Likewise, every person who reports, to the emergency program manager should also have a job description. A job description is an administrative tool which defines the specific functions, duties, and responsibilities of a particular position.

A job description is especially important because local government officials are often unclear as to what an emergency program manager does. Some may have the attitude that "We seldom have a disaster, so what does the emergency program manager do all day?" This attitude leads to a common approach in which the emergency responsibilities are only part of the tasks of the emergency program manager. Additional duties could range from energy coordinator to police chief. A good job description may help to demonstrate the importance and varied roles of the emergency program manager.

Let's look at what a job description should contain. One job description for an emergency program manager is shown in Figure 7-2. Of course, the exact wording will be different from community to community, and the duties will vary depending upon the size and location of the community. As a result, you should talk with the personnel office of your jurisdiction about the exact format for a job description. However, in general, a job description for an emergency program manager should contain the following:

Job Title: What exactly is your job called? It could be emergency program manager, civil defense coordinator, disaster coordinator, preparedness planner or emergency coordinator. The exact title is not important. What is important is that the job has an official title, and appears on the organizational chart of local government. As you learned earlier, it should also be provided for in your local laws or ordinances. Local law is what gives you the authority to do the job.

Reporting Line: The job description should designate to whom you report. It should also designate who reports to you. The reporting lines for the day-to-day operations of the government may be different from those during an emergency. If they are, the reporting lines for emergency and non-emergency situations should be clearly defined. In the job description, the positions in the reporting lines should be defined by job title, not by the person holding the position. If a person's name was used in a job description, all job descriptions would have to be updated every time there was a change in personnel.

Job Function: The job function is one or two sentences which describes the overall purpose of the job.

Specific Duties and Responsibilities: The specific duties and responsibilities is a list of those tasks for which the emergency program manager is responsible. The list should be as specific as possible, so that the duties cannot be misinterpreted. There should

be no question as to your specific responsibility.

Qualifications: What previous experience or training should a person have before he or she can become an emergency program manager? In many cases, the emergency program manager may be appointed with the understanding that the qualifications for the job will be met within a specific time frame.

A job description is extremely important. You cannot function effectively without one. Every major company in the United States has job descriptions for the various positions within the company. Emergency management is no different. A clear definition of the function, duties, and responsibilities of the emergency program manager. is essential if your community is to have an effective emergency management program. A clear job description will eliminate many of the questions which may arise in an emergency such as "I didn't know I was supposed to do that" or "I thought that was the fire chief's job., With a job description, you will know exactly what your job is.

In many communities, the emergency program manager is not a full-time position. In fact, in some communities it may even be a volunteer position-similar to a volunteer fireman. Regardless of the type of position, full-time, part-time, or volunteer, you should have a job description.

The job description for the emergency program manager may be part of the job description of another job. For example, the local fire chief may also be the emergency program manager. If this is the case, the duties of the fire chief, when

acting as the emergency program manager, should be clearly spelled out. Ideally, there should be two separate job descriptions. In the job description of the fire chief there should be a statement which says that the fire chief also acts as the emergency program manager. There should then be a separate job description for the emergency program manager

THINGS TO DO

Get a copy of your job description. Review it to see if it is adequate. Are your duties clearly defined? If you do not have a job description, write one. Have your job description approved by your superior.

JOB DESCRIPTION

CITY OF METROPOLIS

Job Title: City Emergency Manager

Reports to: City Executive

Positions Reporting to This Position:

Non-Emergency

Administrative Assistant

Emergency

Administrative Assistant
City Information Officer
Supt. of Public Works
EOC Operations Officer
EOC Communications Officer
Others as Determined by the
Executive or by Law

Function

To manage the mitigation of, preparedness for, response to, and recovery from disasters or major emergencies which may occur within the City limits of Metropolis.

Specific Duties and Responsibilities

1. Identify and implement precautionary measures to mitigate against potential hazards.
2. Prepare, maintain, and annually review a local emergency preparedness plan.
3. Provide or arrange for training programs for local government departments and community groups on emergency management.
4. Act as a liaison with state and federal emergency management officials.
5. Take command of the EOC in all emergency situations.
6. Keep the City Executive informed of all potential emergency situations.
7. Make provision for emergency information to be disseminated to the public.

Qualifications

Capable of communicating with and coordinating between city and private resources. Should have completed or be prepared to complete the training programs prescribed by state and federal authorities. Previous experience in planning, management, emergency operations is helpful.

Figure 7-2: Emergency program manager job description.

Staffing

Depending on the size of your community, you may have a staff or you may be the entire emergency management staff by yourself. The size of staff needed to carry out emergency program management in the community will depend upon the size of your jurisdiction, the financial resources available, and the community's past history of emergencies.

As an emergency program manager, you may or may not have a paid staff. Of course, a paid staff is preferable to a volunteer staff. Even if you serve the community as an emergency program manager on a volunteer basis, it is possible to have a paid staff to assist you. Let's look at various staffing levels and see how they may apply to your situation.

DUTY ROSTER	
Monday	Jones
Tuesday	Jones
Wednesday	Smith
Thursday	Smith
Friday	Jones
Notes: Open on hand the next day on Monday. There is also an event	

Figure 7-3: In a small community, don't be surprised if you are the entire emergency management staff.

Administrative Staff: The administrative staff are those people who handle the routine office work of emergency management. You cannot (or at least should not) try to run an emergency management office without some type of administrative help. A good administrative assistant handles paper-work effectively and efficiently. As reports and data come in from the state and federal emergency management offices, they should be filed or acted on appropriately. Every emergency management office should have administrative support staff, if only on a part-time basis.

If you are the emergency program manager in a large municipality, you may have your own secretary or administrative assistant. If you are only a part-time emergency program manager, you may only have part-time administrative help. In many cases, the emergency program manager can share a paid employee with another department. Even if you are a volunteer, you should have some type of administrative help on a regular basis. Perhaps a secretary in the police department or a member of your chief executive's staff can serve a limited basis to at least make sure that the proper bulletins and reports are forwarded to you.

If funds are extremely limited, do not overlook the possibility of using volunteers to help in the emergency management office. As you learned in an earlier unit, senior citizens groups, local service organizations, and youth groups

such as scouts make excellent helpers. Perhaps you can arrange some type of duty roster whereby the emergency management office is staffed for a few hours every day by volunteers who help with the paperwork, especially keeping your resource list up to date.

Most community groups have meetings on a regular weekly or monthly basis. If possible, you may be able to set up a regular monthly meeting of volunteers in which a group gets together at the emergency management office. It is surprising how much work can be accomplished by a group of volunteers.

THINGS TO DO

Review your emergency management office operation. Is the current staffing adequate? If not, consult your superior to determine what can be done to provide the help you need. See what can be done to get a paid member of your local government's staff to help with the administrative work, if only on a part-time basis.

It should be pointed out that for some emergency program managers, the emergency management office may consist of a mail box and a file cabinet. Don't get discouraged if your resources are extremely limited. If you are in a small community with little history of major emergencies or disasters, a file cabinet and some place to collect your mail may be all you need.



Figure 7-4: Emergency program managers seldom have plush carpeted offices.

However, limited administrative resources should not keep you from doing a good job. With a little resourcefulness, and planned use of volunteers, your emergency management office can be run as effectively as if it had a full time paid staff.

Emergency Staff: The emergency staff are those people who are called to respond in an emergency situation. From the standpoint of the emergency program manager, this is the staff of the EOC.

THINGS TO DO

The basic emergency functions below were described in the Operations Planning Unit on page 4-12. Check the emergency functions that should be represented in the EOC during an emergency. Then, name the staff member assigned to be in the EOC by position title. This table will help you identify gaps or overlaps in functions and assignments.

Emergency Function	In EOC	Staff Assigned
Alerting, Warning & Communications	_____	_____
Public Information	_____	_____
Evacuation and Relocation	_____	_____
Emergency Welfare Emergency Medical Care	_____	_____
Fire and Rescue	_____	_____
Police	_____	_____
Radiological Management	_____	_____
Public Works/Utilities Restoration	_____	_____
Disaster Analysis and Assessment	_____	_____
Logistics	_____	_____
Direction and Control	_____	_____

Again, depending upon the local community, your EOC may be staffed with paid personnel or with volunteers. Of prime importance, however, is that in your emergency preparedness plan you have a detailed plan for the staffing of your EOC. Earlier in this unit you learned of the importance of your own job description. The job descriptions of those who are to staff your emergency operations center during an emergency are also important. Each of the key positions within your EOC should have a description of emergency responsibilities.

One of the prime jobs of your administrative staff is to make sure that the EOC staff roster is kept up to date.

The EOC roster should be checked on a regular basis, at least twice a year, to make sure the EOC will be fully staffed if an emergency should occur.

How well you are able to manage your office, whether it is on a day- to-day basis or during an emergency, depends in part on whether you are adequately staffed. Part of your job as the emergency program manager is to estimate what your staffing needs are or will be, and then plan to attain that level of staffing. Of course, a lot will depend upon the budget for your emergency management office, which is the next topic in this unit.

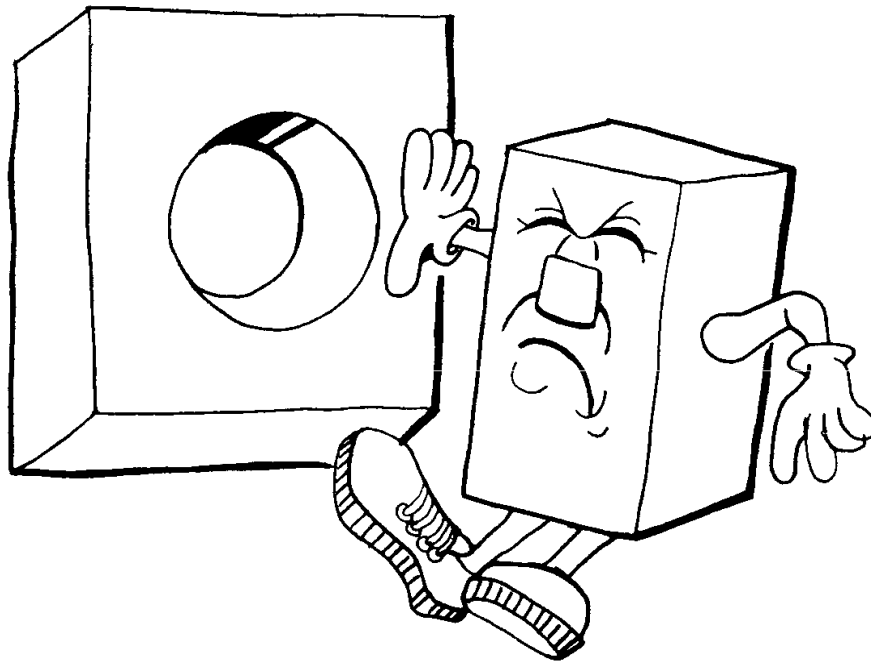


Figure 7-5: Use your staff wisely.

How Well Have You Learned?

SELF TEST REVIEW

Answer the following questions to test your knowledge of this first part of Unit 7 facts. Read each question carefully, then write in the answer that you think is correct. Answers can be found on page 7-12.

1. List the five elements of a good job description.

2. Define the administrative staff and the emergency staff.

ADMINISTRATIVE STAFF

EMERGENCY STAFF

CORRECT ANSWERS TO SELF TEST REVIEW Review Pages

1. Job title, job function, specific duties and responsibilities, reporting line, qualifications 7-4 thru 7-6
2. ADMINISTRATIVE STAFF handles the routine office work of the emergency program. EMERGENCY STAFF responds in an emergency, answers to the emergency program manager, and staffs the EOC 7-7 thru 7-10

For every question that you answered incorrectly, review the pages listed above next to the answer to find out why your answer was incorrect.

Financial Planning

Financial planning can be divided into three categories: budgeting, accounting, and reporting. Financial planning is a vital part of emergency management. Every emergency management office, no matter how small, must have a budget. Even the emergency program manager who is serving on a volunteer basis needs some funds allocated to emergency management so that the manager can hold and attend meetings, seminars, and subscribe to needed publications.

Budgeting

A *BUDGET* is an itemized summary of probable expenditures for a given period of time. Budgets are usually prepared on a yearly basis. Developing an emergency management budget is a simple, straightforward process. How much is your emergency preparedness plan going to cost to maintain it in a state of readiness? How much does it cost just to maintain your emergency management office?

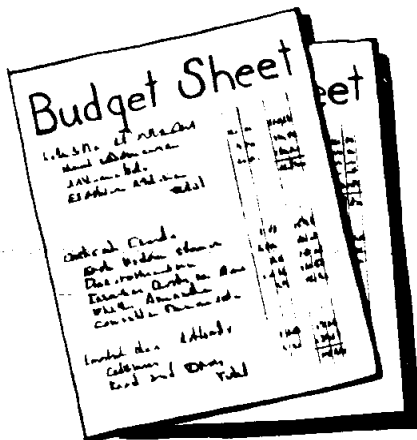


Figure 7-6: Financial Planning.

The size of your budget will probably depend upon the history of disasters in your area, the past performance of emergency program managers in your job (if there were any), the size of the community, and the responsiveness of local government to commit funds which may or may not be used.

Look at the community's past appropriations for emergency management. What support has the community given to emergency management in the past? A look at the past will give you a pretty good idea of what to expect in the future, and where you need to focus attention.

Your budget is a financial plan for how much the community is going to spend for emergency management. It can be broken down into three main sections.

THINGS TO DO

Get a copy of your current emergency management budget. Review it carefully. Also, review past records to determine how much aid, if any, has come from state or federal sources for the community's emergency management office.

First, determine the cost of maintaining the emergency management office on a day-to-day basis. What is your salary? How much do you spend for supplies or travel? How much is your clerical or administrative help paid? Perhaps you share a clerk with another department. Perhaps you are shared with another department. Your salaries should be shared, also.

If you do not have an emergency management budget, try to establish one. A separate emergency management budget shows the community's commitment to an emergency management program.

For example, if you are a shared employee with the fire department, make sure part of your salary appears in an emergency management budget. The cost of maintaining any specialized equipment should also be a part of the emergency management budget. For example, budget some money for the maintenance of your warning system, communications equipment, or special facilities which you have. Even if your only expense is a service contract on a typewriter, make sure it gets into the budget as an emergency management item.

Often the emergency resources are not the property of the emergency program manager. Equipment is too expensive and manpower too scarce to stockpile it for a major emergency. As a result, in most communities the equipment used in emergency management is used on a regular basis by some department in the local government. In other words, there is not a stack of two-way radios in the EOC just waiting for an emergency before they are put to use.



Figure 7-7: Emergency program managers often perform several duties for their local community.

In much the same way, the emergency personnel of the community serve all year round. Fire service personnel respond to every blaze while you, as emergency program manager, are likely to become involved only in major fires where people are evacuated, sheltered, or otherwise use many parts of the emergency service community.

Budgeting for these occasional uses of other agency's equipment and manpower can be done in a couple of ways.

In some communities, money is actually reserved as an EMERGENCY CONTINGENCY FUND to reimburse the other agency for use of equipment or manpower. Most communities allow the actual funds to remain in the budget of the agency owning the resource.

The purpose, however, of having a category in your budget for the emergency use of such resources is to

make it easier for you to monitor and account for costs following an emergency. Cost accounting, as was pointed out in the Recovery unit, is essential for obtaining a federal declaration of disaster.

One point cannot be overemphasized. If the community has an emergency management program, it should have an emergency management budget. Often the budget for emergency management gets appended to some other department, such as the fire or police department, and is not carried by the community as a separate expense. It is important that the local officials realize that they should make a commitment to emergency management. One way to do so is to budget for emergency management.

Often, elected officials are reluctant to increase a community's budget. Make certain that you do not give the impression that this new budget item means an increased government budget. Stress that you are looking for a reallocation of existing budget items to a specific emergency management budget.

The second part of budgeting requires you to review your needs as an emergency program manager. What new equipment, additional personnel, or supplies are needed in order to effectively and efficiently carry out the emergency preparedness plan?

Make a list of the new items you need. You should be able to break this list into two parts: the items needed by your department and the items needed by other departments. Since, in most localities, each department must submit its own budget, you will have to supply

the various department heads with the information they need to add to their budget for emergency management.

The same holds true for the purchase of new equipment. Most new equipment will be purchased for use by other departments. However, as the emergency program manager, you will probably be required to help justify the need for any new expenditures. Don't expect to get everything you ask for. But be able to justify your anticipated needs as much as possible.



Figure 7-8: Most emergency management equipment is in use on a regular day-to-day basis.

Emergency Management Budget				
		-----Income-----		
	<u>Expenses</u>	<u>Federal</u>	<u>State</u>	<u>Local</u>
Staff salaries				
25.1 Fire Chief	\$7,500	\$3,750		\$3,750
50% Administrative Clerk	\$7,000	\$3,500		\$3,500
Subtotal	<u>\$14,500</u>	<u>\$7,250</u>		<u>\$7,250</u>
Support Expenses				
Office space allotment	\$2,000			\$2,000
Travel for training	\$1,500		\$750	\$750
25% Fire Chief's vehicle maintenance	\$300			\$300
Supplies	\$200			\$200
Subtotal	\$4,000		\$750	\$3,250
TOTAL	<u>\$18,500</u>	<u>\$7,250</u>	<u>\$750</u>	<u>\$10,500</u>

Figure 7-9: Simple emergency management budget.

Third, you must estimate the amount of funding needed for anticipated emergency operations. This is by far the most difficult to do, because you cannot plan for costs incurred in disasters. Your only real guidelines are how much was spent in the past, what types of emergencies occurred in the past, and any new circumstances which may result in situations which could not happen before. For example, was a nuclear power plant put into operation recently which was not a previous hazard source? Your hazard analysis will be important in deciding whether you have budgeted adequately for all types of emergencies.

A very simple emergency management budget may look like Figure 7-9. Always be prepared to justify each of the various budget items. Also, be ready to help the other department managers justify the sections of their budgets which are related to emergency management.

In preparing the budget, make sure you talk to someone in authority to find out the proper format. Your budget should be consistent with those submitted by other departments. Also, in preparing the budget, find out what state or federal funds are available. Under some federal

programs, matching funds are available from the federal government. Often, a local jurisdiction need only support part of a program when they get federal funding.

A budget is not necessarily all *numbers*. Depending upon local government's procedures, you may be required to submit a narrative to go along with the budget. A NARRATIVE is a written description of what the money is to be used for. For example, the budget may just show a line item for salaries, and the amount. The narrative would state such things as one half-time clerk and the salary of the emergency manager.

Funding Expectations

Don't expect to get everything you ask for, especially in the area of new equipment or facilities. Local government officials are, of course, responsible to the citizens of the community. Increased spending means increased taxes. You may have difficulty getting substantial additional funds over previous appropriations. In most communities, you probably will not be able to get any funding for anticipated emergency operations. Most communities have contingency plans to divert money from one department's budget to another if needed. Some of the affected departments may have to slightly reduce services as a result, but at least the community does not have to increase taxes for an anticipated expense which may not occur.

Whatever you do, do not get discouraged. It may be a slow building process on a yearly basis before you get the funding you feel you need. This is

especially true if the local government officials are not confirmed to expanding the emergency management program or are currently opposed to raising new revenue to support it. Therefore, make sure you have a good argument for the funds you request. Also, make your job easier by working with other agency chiefs and gaining their support for the emergency management program.

Accounting and Reporting

ACCOUNTING is another financial term which refers to the keeping of financial records. The budget is a list of anticipated expenses for a given period. Accounting is the procedure by which the actual expenditures are recorded. In some cases, you may be required to allocate your budgeted expenses by month for the year. Then, by looking at the accounting records, the amount actually spent, you can tell if your department is running over your anticipated budget or not.

In some cases, you may be accountable for the money spent. In other words, you may have to sign some type of document for the approval of various budgeted items. This could be anything from the signing of a purchase order for a new file cabinet to a travel voucher to attend an emergency management seminar.

Accounting procedures are likely to be well established in your jurisdiction. The office of financial management or the comptroller usually will be able to provide you with the proper forms and procedures.

REPORTING consists of making a periodic presentation of your budget and accounts to superiors or other authorities with oversight responsibility for your program. This is a useful process, in addition to one usually required by your jurisdiction. One way to look at the financial report is to see it as a way to summarize your year. If, in keeping your financial records, you also make note of what you were doing when you spent money, you will have available a detailed list of the training courses taken by you or your staff, the speeches you made, and other activities and accomplishments.

Reporting then, not only is part of your management responsibility, but it can be used as part of your overall method for keeping track of the development of your emergency management program.

Finally, the reporting requirement gives you one more opportunity to make the case for improved emergency management. Don't shy away from budget reports to your elected officials. Seize the opportunity to make new friends for your program through personal presentations.

The actual reporting procedures for your jurisdiction are likely to be standardized and particular to the jurisdiction. You may be called upon to make only annual reports, or they may be made more frequently. Check with the jurisdiction's administrative officer for those details. And remember, turn the reporting burden into an opportunity to promote your emergency management program.

How Well Have You Learned?

SELF TEST REVIEW

Answer the following questions to test your knowledge of this section. Read each question carefully, then write in the answer that you think is correct. Answers can be found on page 7-20.

1. Identify and define the three categories of financial planning.

(1) _____

(2) _____

(3) _____

2. Define an emergency contingency fund.

CORRECT ANSWERS TO SELF TEST REVIEW Review Pages

1. (1) Budgeting-itemized summary of probable expenditures for a period of time 7-13

(2) Accounting - Keeping of financial records..... 7-17

(3) Reporting - Presentation of financial records in a standardized format periodically to superiors or authorities..... 7-17
2. An emergency contingency fund is a reserve used by a jurisdiction to reimburse agencies for the use of equipment or manpower 7-14

For every question that you answered incorrectly, review the pages listed above next to the answer to find out why your answer was incorrect.

Training

As an emergency program manager, your job covers several broad areas of responsibility including efforts to mitigate disasters, plan preparedness, and coordinate response and recovery. To adequately handle all these tasks, you need a variety of skills that can be gained through training available from municipal, county, state, and federal government programs plus many organizations in the private sector. Although you may not become an expert in everything, you need to take advantage of all the training opportunities you can to become a better emergency program manager. Moreover, you should convey as much of your knowledge as possible to your own staff so that they will be better prepared in time of emergency or disaster. Thus, your role in training is to both learn and teach.

State training programs often seem the most accessible to emergency program managers. Below, you will see that not only do states offer training, but also the federal government and many counties and municipalities.

State Programs

Most states have training and educational programs for emergency program managers which are coordinated by a state training officer. Classroom instruction is often provided in the areas of emergency management, preparedness planning, emergency operations, and career development. Often, participation in these programs is not limited to the emergency program



Figure 7-10: Training is essential to effective emergency management.

manager, but is open to all people who hold emergency operations positions. You can select programs which may be of benefit to specific people on your operations staff, and arrange for them to attend.

The state training officer is a valuable resource, even if you are unable to participate in any of the programs offered by your state. The training officer can serve as an advisor, helping you define your training needs or suggesting other training resources which may be of value to you.

THINGS TO DO

Contact your state training officer and find out what training programs your state offers, when they are given and who can attend.

Some states have EMERGENCY OPERATIONS SIMULATION TRAINING. People from the state training office come into your community and conduct a simulation exercise. In other words, they stage a mock emergency to test your preparedness plan. In the process, all those who participate in the simulation learn from their experience. You learn where the plan was properly executed and those parts of the plan which were not carried out properly. Most of all, you learn if the plan was able to meet the demands of the simulated emergency. It is better to find out where the plan needs improvement in a simulation than to find out in an actual emergency. You may also want to take a course that will teach you how to conduct your own exercises.

THINGS TO DO

Arrange a meeting with the state training officer. Find out if the state conducts simulation exercises.

Federal Opportunities

FEMA provides a variety of opportunities for continuing education as-part of its PROFESSIONAL TRAINING PROGRAM. The subjects of FEMA training are as varied as the emergency management profession. They range from managing and supervising of training to working with public officials. They improve the personal effectiveness and professional stature of emergency program managers. As an, emergency program manager, you are urged to take advantage of as many of them as you can. The methods of instruction include home study courses such as this one and classroom instruction for the more detailed study of emergency management

The FEMA regional training and education officer can tell you what programs are available for you and your emergency management and operations staff. Let's look at a few of them that may be of interest to you.

The first home study course is the one you are holding, The Emergency Program manager: An Orientation to. the Position. As you have seen, it is designed to provide the basics of the job for the emergency program manager.

Another home study course, Emergency Management, U.S.A., gives much the same orientation to the public.

This course provides a good overview of many topics with which both the public and the emergency program manager should be familiar.

One other independent study course that should be of interest in your fixed nuclear facility preparedness is called IS-3, Radiological Emergency Management. Its subjects include fallout effects, exposure monitoring, and protective and decontamination measures.

Residential and field training provided by the Federal Emergency Management Agency emphasize performance based exercises, highlighted by the Integrated Emergency Management Course joining personnel from all departments and agencies in a community to practice policy-making, planning, and emergency operations.

The Integrated Emergency Management Course's subject areas include the definition of emergency management, the relationship between military defense planning and emergency management planning, shelters, natural disasters, warning, emergency operations, support programs, and governmental responsibilities for emergency management.

In addition to the Integrated Emergency Management Course, major topic groupings of the FEMA Training Program include sessions in three areas.

1.) The Emergency Management Process Curriculum provides training that cuts across subject areas and hazards to provide personnel with the management and problem-solving skills needed to effectively lead a community in

an emergency. Included is a professional development series for emergency program managers, as well as upper-level workshops and seminars dealing with a broad spectrum of contemporary emergency management problems and issues. The audience for these courses, which build heavily on training at the State and Regional levels, includes the emergency program manager; emergency operations managers in law enforcement, fire, public works, and emergency medical; and public officials in local government to whom the laws entrust the responsibility for protection of the lives and property of citizens.

2.) The Natural Hazards Curriculum explores areas of natural hazards which focus on planning, response, recovery, and mitigation. Some courses focus on fundamentals, exploring the characteristics and causes of the major natural hazards while others deal with highly specialized training and exercises designed to test the participant and his or her community in terms of hazard identification, mitigation, response operations, recovery, and community planning. Participants in these courses range from emergency program managers; federal, state, and local personnel involved in all phases of natural hazard programs; and specialized audiences such as hazard mitigation teams.

3.) The Radiological and Technological Hazards

Curriculum deals with contemporary problems associated with nuclear power plants, nuclear weapons accidents, and the manufacture, transport, and storage of nuclear and other hazardous materials. Also included among these courses is radiological defense in a nuclear attack. Attendees at courses in this curriculum include federal, state, local, and nuclear power plant radiological health physics personnel; RADEF officers; and utilities staff and those involved in off-site nuclear plant emergency planning.

Advanced training in each of these curriculum areas is offered by FEMA to graduates of these programs on topics of current interest. Generally, the participants must complete assigned advanced reading or research to be able to discuss the topic during the seminar.

FEMA has a National Emergency Training Center in Emmitsburg, Maryland that offers courses in comprehensive emergency management through a well-planned and coordinated schedule of activities at the Emergency Management Institute. Also located at the National Emergency Training Center is the National Fire Academy. Together, these institutions provide comprehensive and integrated training to improve the personal competence and professional standing of the emergency program manager.

No tuition is charged for any of the EM I classes at the training center, and all instructional materials are provided.

FEMA also provides partial reimbursement for the expenses of training at Emmitsburg. Application for attendance or more information about the training center may be obtained from state emergency management offices.

THINGS TO DO

Contact your county or state training office and determine which federal training programs are available and appropriate to you.

Local Training Opportunities

Often there are many local training opportunities for the emergency program manager. For example, to improve the emergency response phase of your job, you can actively participate in or observe the training programs or exercises of your local fire or police department.

From the management standpoint, check the classes offered by your local community college or the adult evening classes at a local high school.

Often the courses on basic management principles offered by these institutions are very good, and the principles learned can be applied directly to your job. Check the classes offered on budgeting and financial planning as well.

Don't overlook the opportunities for training from service agencies such as the Red Cross. Often their programs in first aid, cardiopulmonary resuscitation (CPR), health care, and life saving may be important, especially if you are not knowledgeable in these areas.

Finally, there are often training opportunities offered in the private sector

Training and education is more than just educating you, the emergency program manager. Emergency program managers are teachers. The entire local community is in need of the training and education that the emergency program manager can provide.

Also, as you learned earlier, you must also keep the public informed.

How you work with the independent study course, IS-2, Emergency Management U.S.A., is a good example of your education role.

Second, you may need to INSTRUCT members of the public to help them get through the course both by providing information and incentives for study. Third, once the public becomes educated about the basics of emergency management, you need to be a continuing RESOURCE to them for further information and training.

Let's look at how your function as an educator can be carried out.

Individual Instruction: individual instruction is on a one-on-one basis where you sit down with one trainee at a time to teach a particular skill. This may sound very formal, and it is if you are showing a subordinate how a specific piece of equipment works or how your warning system is activated. However, showing a senior citizen volunteer how your filing system works is also individual instruction.



Figure 7-11: You are a trainer!

Meetings: Many meetings are a form of instruction. Any time a group gets together to discuss a problem, learning takes place. As you can see, your job as an emergency program manager may involve a lot of instruction, but in a very informal way. There may be times when you will actually be teaching your audience something you have learned at one of the seminars you have attended.

Prepackaged Programs: Often videotapes, movies or slide presentations are available on various topics that might be of interest to those associated with your emergency management program. FEMA publishes a catalogue of motion pictures useful for community education. The American Red Cross, the U.S. Geological Survey and the Department of Agriculture also provide a variety of useful training and education films.

Seminars: A seminar is a special kind of meeting or group instruction in which experts or key individuals are used as resource people to inform the group. With a seminar, your primary function is to organize the seminar and have experts carry on the instruction for you.

Exercises: You learned earlier that the preparedness plan should be tested and also that many state offices will help you in carrying out a simulated emergency. These simulations whether a "table top" exercise or one which is actually acted out, are learn experiences developed by you for a variety of participants.

As you can see, your job as an educator or trainer does not mean that you are standing in front of a class and giving a lecture. In your normal day-to-day routine as an emergency program manager, you will often-be educating someone about emergency management or training them to perform some skill.

Toward the Future

You began this course as a TRAINEE. You have ended it by finding out that one of your important roles as an emergency program manger is being a TRAINER. You have come full circle as an emergency manager.

That quite well sums up the opportunity that awaits the emergency program manager. With every bit of knowledge and experience you gain others benefit. You are, in the finest sense of the phrase, a public servant.

This course has taken you from a definition of your job through the broad panorama of the four phases of emergency management to the local-state-federal-private partnership. You have learned the importance of working with agencies and organizations to keep them alert to ways to mitigate future disasters. You've learned about hazard analysis, preparedness planning, and

resource inventories. You have focused on the EOC as the center of response, and damage assessment as the beginning of recovery. You have learned that the emergency program manager's job doesn't end when the crisis is over. It is a continuing job, looking for mitigation opportunities even as the community makes its redevelopment decisions.

In long-term recovery after disaster, the role of the emergency program manger again comes full circle. The trainee became the trainer. The preparer will become the responder, and the recoverer will become the mitigator. Throughout it all -- different disasters, different phases, different partners -- you, the emergency program manger, are there preparing your neighbors for the unexpected, serving the community.

How Well Have You Learned?

SELF TEST REVIEW

Answer the following questions to test your knowledge of this last section of Unit 7. Read each question carefully, then write in the answer that you think is correct. Answers can be found on page 7-29.

1. Where can you find emergency training programs?

2. List five methods you may use to fulfill your role as an emergency management educator.

CORRECT ANSWERS TO SELF TEST REVIEW Review Pages

1. You can find emergency training programs in municipal,
county, state, and federal government agencies and in
many organizations in the private business and industry sector 7-21 thru 7-25
2. Individual instruction
Meetings
Prepackaged programs
Seminars
Exercises 7-25

For every question that you answered incorrectly, review the pages listed above next to the answer to find out why your answer was incorrect.

FINAL EXAMINATION

FOR THE

EMERGENCY PROGRAM MANAGER

How to Take the Final Examination

You have now completed the instructional part of **The Emergency Program Manager: An Orientation to the Position**. You, should be ready to take the final examination. You should also be better prepared for emergencies and disasters.

The following final examination is a test to find out how much you have learned about emergency management from this course.

A Final Examination Answer Sheet is included at the end of this booklet. Fill in your name, address, social security number, and organization affiliation. Mark your answers in the appropriate spaces. Use a soft lead (#2) pencil.

While taking the test, read each question carefully and select the answer that you think is correct after reading all the possible choices. Complete all of the questions. You may refer to the course materials to help you answer the questions.

When you have answered all the questions, prepare the answer sheet as directed and drop it in the mail. Your answers will be scored and the results returned to you as quickly as possible.

There are forty-seven (47) questions on the final examination. The test should take no more than 60 minutes. Find a quiet spot where you will not be interrupted during this time.

TURN THE PAGE AND BEGIN

Final Examination

Instructions—*Carefully read each question and all of the possible answers before you mark your answer sheet. There is only one correct answer for each test item. Mark all of your answers on the Final Exam Answer Sheet by properly filling in the appropriate space.*

1. Comprehensive Emergency Management includes which of the following?
 - a. a close working relationship among all levels of government and the private sector
 - b. mitigation, preparedness, response and recovery
 - c. natural disasters and technological disasters
 - d. all of the above

2. Planning how to respond to a disaster and working to increase resources for effective response describes which phase of emergency management?
 - a. preparedness
 - b. response
 - c. short-term recovery
 - d. comprehensive emergency management

3. Which of the following best defines the term "emergency".?
 - a. the first phase of comprehensive disaster planning
 - b. any event that is too large to be handled by any one emergency response component (e.g., fire, police, paramedic)
 - c. any event which damages or threatens to damage people or property
 - d. a small-scale incident that endangers the lives and/or property of fewer than a dozen persons

4. One of the basic premises of emergency management in the United States is that it constitutes a partnership among
 - a. the federal, state, and local governments and the private sector.
 - b. emergency response organizations.
 - c. the executive, legislative, and judicial branches of government.
 - d. the elected officials and career emergency personnel of the country.

5. In carrying out its role in civil defense, local government is responsible for
 - a. translating accumulated years of both management and front-line experience to the job of emergency program manager.
 - b. developing capabilities in natural or technological disasters that contribute to response in case of nuclear war.
 - c. coordinating and utilizing both fire and police in a national emergency.
 - d. using state and federal assistance in disaster preparedness.

6. Which of the following is a basic problem for many local emergency management programs?
 - a. inadequate police and fire services
 - b. excessive control by state emergency program managers
 - c. regulations of the federal government
 - d. lack of community support

7. The most important information about the emergency plan that citizens should know is
 - a. identification of the hazards to which they are vulnerable.
 - b. details on what they should do in an emergency.
 - c. the persons to contact for details about the plan.
 - d. a list of nearby evacuation centers.

8. Which hazards should have priority in your mitigation efforts and preparedness planning?
 - a. those identified as "worse threats"
 - b. hazards associated with nuclear energy facilities
 - c. all technological hazards
 - d. the hazards that occur most frequently

9. One vital role of the emergency program manager during the emergency recovery phase is liaison with state and federal assistance programs. What is the other?
 - a. drafting control ordinances
 - b. supervising reconstruction
 - c. seeking ways to reduce future vulnerability
 - d. serving as general contractor for construction

10. The purpose of recovery planning is to
- fulfill a state requirement.
 - spell out major steps for managing recovery.
 - fulfill a federal planning requirement.
 - increase eligibility for disaster relief.
11. What is one of the first actions necessary to make your EOC operational?
- survey the damaged area.
 - request permission from your state director.
 - alert the EOC personnel.
 - request maps for your local community.
12. When the federal government issues a Presidential Declaration of Emergency,
- specific assistance will be provided by the federal government to protect lives, property, health, safety, and recovery of the damaged area.
 - local requests for federal assistance must be channeled through the office of the President.
 - all resources of the federal government for assistance are freed.
 - federal assistance funds are not released.
13. Your EOC must have what vital requirement before it can qualify as fully equipped by federal government standards?
- high frequency radio capability
 - an automatic radiological monitoring system
 - adequate fallout protection from a nuclear detonation
 - a medical aid station for government officials
14. Ensuring the legality of the local emergency management program is a function of
- the emergency program management office.
 - county or municipality emergency management laws.
 - the judicial branch of the federal government.
 - any incorporated insurance company currently operating in the United States.

15. Of the following, who can request the federal aid that accompanies a Presidential Declaration of Disaster?
- a. members of the United States Congress
 - b. emergency program managers
 - c. local jurisdictions in which the particular disaster occurred
 - d. state governors
16. Which is an important factor to your success in coordinating local government agencies during an emergency?
- a. knowing the boundaries of coordination
 - b. having authority to direct department heads
 - c. getting all department heads to refer decisions to you
 - d. knowing department personnel by name
17. Which phase of comprehensive emergency management involves caring for people after an emergency and assessing damage?
- a. mitigation
 - b. preparedness
 - c. response
 - d. recovery
18. Which types of federal recovery assistance usually requires some type of matching funds from the local community?
- a. technical assistance
 - b. contract
 - c. grant
 - d. loan guarantee
19. Of the following, who is responsible for providing liaison between all three levels of government when federal assistance is available for recovery?
- a. local emergency program manager
 - b. EOC director
 - c. state coordination officer
 - d. federal coordination officer

20. In the comprehensive emergency management cycle, mitigation is considered to be the
- a. first phase.
 - b. first and part of the last phase.
 - c. second phase.
 - d. the last phase.
21. As a new emergency program manger, what should be the first action to determine your job tasks and obligations?
- a. confer with the local chiefs of police and fire.
 - b. review the state emergency management law.
 - c. read Federal Emergency Management Agency regulations.
 - d. study the local law or ordinance that provides for your job.
22. A good emergency preparedness plan
- a. has certain important sections written in a code that only the emergency program manager can decipher.
 - b. clearly defines the relationship among the various functions and determines the responsibility of who is to do what.
 - c. meets the approval of the highest official of the municipality.
 - d. makes substantial use of technical terminology.
23. In order to make use of emergency resources you must
- a. know what and where they are and how to obtain their use.
 - b. have a current, valid government identification card.
 - c. look inside your own jurisdiction.
 - d. obtain a written request from the highest elected official in your jurisdiction (e.g., mayor or county executive).
24. Which section of the basic emergency preparedness plan addresses management of resources and general support requirements?
- a. Organization and Assignment of Responsibilities
 - b. Direction and Control
 - c. Plan Development and Maintenance
 - d. Administration and Logistics

25. Which section of the preparedness plan describes the roles and relationships of government agencies and how they interact with each other and the private sector?
- Organization and Assignment of Responsibilities
 - Concept of Operations
 - Continuity of Government
 - Authorities and Reference
26. In the emergency management field, budgets are usually prepared.
- on a yearly basis.
 - on a month-to-month basis, as pre-planning expenditures in advance is virtually impossible.
 - following each major emergency or disaster.
 - at the state level for each jurisdiction.
27. As emergency program manager, you should strive to
- obtain written confirmation that department heads will relinquish control of their personnel to you in time of emergency.
 - have department heads refer important decisions to you.
 - be on a first-name basis with the mayor, governor, and other important elected officials.
 - be viewed as the expert in emergency management for the other government departments.
28. The ten core functions of a comprehensive emergency program manager include hazard analysis and planning, maintaining the emergency partnership, emergency response, coordination, legal authority, information, administration, training, changing and improving, and
- federal declaration of disaster.
 - hazard mitigation.
 - issuance of awards.
 - fund raising.
29. The purpose of a vulnerability analysis is to
- document real damages to justify a request for assistance.
 - determine the resources needed to prepare for a disaster.
 - identify how people, property and structures may be damaged by a hazard.
 - assess which hazards can strike your jurisdiction.

30. In keeping your hazard analysis current, you are mainly concerned with
- a. large-scale risk.
 - b. technological hazards.
 - c. natural hazards.
 - d. keeping abreast of international political events and tensions.
31. The principal source for public information and education regarding emergency management is
- a. the public school system.
 - b. the local chapter of the American Red Cross.
 - c. the local news media.
 - d. the emergency program manager.
32. The most common tool to help you mitigate emergencies is
- a. your emergency preparedness plan.
 - b. local laws and ordinances.
 - c. the authority given to you by the chief executive.
 - d. the apparatus belonging to your jurisdiction (e.g., fire trucks, rescue vehicles).
33. Where should you include a detailed plan for the staffing of your EOC?
- a. shelter management plan
 - b. administrative staffing plan
 - c. mobilization plan
 - d. emergency preparedness plan
34. What information about each person should be included in a preliminary inventory of government officials?
- a. position, name, phone number, address
 - b. position, name of secretary, phone number, age
 - c. name, phone number, address, name of spouse
 - d. name, name of secretary, phone number, number of years on the job

35. Which section of the preparedness plan needs to be updated most often and therefore should be formatted for easy changes?
- a. Foreword
 - b. Authorities and References
 - c. Basic Plan
 - d. Appendices
36. State emergency laws must always be
- a. similar in intent to the laws of every other state it borders.
 - b. approved in principle by your state emergency director.
 - c. consistent with federal laws in order to qualify for federal aid.
 - d. approved state-wide by a two-thirds majority of county emergency program managers.
37. Of the following, which is a good example of mitigation?
- a. conducting discussions with redevelopment officials to identify ways that recovery projects can reduce or eliminate future disaster damages
 - b. establishing immediate telephone contact with police, fire, rescue and medical units upon the onset of a large-scale emergency
 - c. responding promptly, efficiently and appropriately to the issuance of a tornado warning by the National Weather Service
 - d. during an evacuation, visiting emergency shelters to ensure that evacuees have been amply and courteously provided with whatever services they might require under with circumstances.
38. The purpose of the annexes to the basic plan is to
- a. detail mutual aid pacts with neighboring jurisdictions.
 - b. provide an auxiliary plan.
 - c. provide a quick-reference index to the entire plan.
 - d. detail and define operations.

39. Which of the following describes your role in training as a local emergency program manager
- a. to advise the local officials of training needs and to conduct exercises
 - b. to become fully qualified in your position by taking all the training courses available
 - c. to take advantage of learning opportunities and provide learning opportunities for local officials and the public
 - d. to develop courses for the state and regional training programs and to recruit students.
40. A legal agreement between two or more local jurisdictions to help each other in case of an emergency is called
- a. a bilateral trade agreement.
 - b. a nominal assistance pact.
 - c. a mutual aid pact.
 - d. an intralocal agreement.
41. What should you do before you add names or resources to a permanent private community resources inventory?
- a. Obtain a security check on each person.
 - b. Make personal contact to confirm resource availability.
 - c. Make certain that you have a back-up for each new resource that you add.
 - d. Check with the head of your local jurisdiction.
42. What is the most common reason for failure to win approval of a request for federal disaster recovery assistance?
- a. not enough public support
 - b. insufficient lobbying in Washington, D.C.
 - c. absence of an emergency preparedness plan
 - d. lack of adequate documentation

43. What is meant by a federal government "loan guarantee"?
- a. Local lending institutions guarantee to the federal government that they will make recovery loans available in specified amounts.
 - b. The federal government guarantees a jurisdiction that it will provide loans for disaster recovery.
 - c. The federal government guarantees to local lending institutions that certain loans will be paid back.
 - d. Individuals applying to the federal government for disaster recovery loans must guarantee that they are able to pay them back.
44. Local ordinances provide for a "line of succession" in order to
- a. assure continuity of leadership in the community in time of disaster.
 - b. ensure the success of the emergency management program.
 - c. establish a chain of command for all departments which would be activated in time of emergency.
 - d. delineate those who report to and act under the orders of the emergency program manager when a state of emergency is declared.
45. The most effective method of testing your preparedness plan is to
- a. solicit the honest evaluations of department heads and elected officials in your jurisdiction.
 - b. check its validity against the plans of jurisdictions of similar size and with similar hazards.
 - c. review it in a public forum.
 - d. exercise your personnel and procedures.
46. When talking with reporters during an emergency, the best policy is to
- a. provide them with human interest stories that will grab the public attention.
 - b. be as factual as possible, and answer all questions to the best of your ability.
 - c. give them all the factual information you have, even if the information has not been confirmed.
 - d. consider what is likely to happen so that the public can be prepared.
47. The purpose of a hazard analysis is to
- a. assess how people, property and structures could be damaged.
 - b. isolate the real cause of a disaster.
 - c. provide support for a request for disaster relief assistance.

- d. determine which hazards can strike your jurisdiction.