FOREWORD

One goal of the Federal Emergency Management Agency (FEMA) is to develop, in partnership with State and local governments, a national emergency management system that is comprehensive, risk-based, and all-hazard in approach.

Crucial to this system are emergency operations plans (EOP), which describe who will do what, as well as when, with what resources, and by what authority--before, during, and immediately after an emergency.

This State and Local Guide (SLG) provides emergency managers and other emergency services personnel with information on FEMA's concept for developing risk-based, all-hazard emergency operations plans.

This Guide clarifies the preparedness, response, and short-term recovery planning elements that warrant inclusion in State and local EOPs. It offers FEMA's best judgment and recommendations on how to deal with the entire planning process--from forming a planning team to writing the plan. It also encourages emergency managers to address all of the hazards that threaten their jurisdiction in a single EOP instead of relying on stand-alone plans.

This Guide should help State and local emergency management organizations produce EOPs that:

- serve as the basis for effective response to any hazard that threatens the jurisdiction;
- facilitate integration of mitigation into response and recovery activities; and
- facilitate coordination with the Federal Government during catastrophic disaster situations that necessitate implementation of the Federal Response Plan (FRP).

Emergency planners in the business and industry and animal care communities may find portions of this Guide useful in the development of their emergency response plans. Industry planners may also consult FEMA-141, *Emergency Management Guide for Business and Industry*.

FEMA welcomes recommendations on how this Guide can be improved to better serve the needs of the emergency management community. Comments should be addressed to FEMA, Attn: Preparedness, Training, and Exercises Directorate, State and Local Preparedness Division, Washington, DC 20472.

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Training, and Exercises

About This Document

Purpose

This Guide is meant to aid State and local emergency managers (also called "emergency management coordinators") in their efforts to develop and maintain a viable all-hazard emergency operations plan. **The Guide is a "toolbox" of ideas and advice, not a sample EOP.** Each community's EOP must reflect what *that community* will do to protect itself from

Chapter 2 describes the approach FEMA recommends for a step-by-step process of risk-based, all-hazard emergency operations planning. Chapter 3 suggests how to format the results of the planning process in a written EOP. Chapters 4 and 5 list and discuss elements that, if applicable for a jurisdiction, should be addressed in its all-hazard EOP.

Chapter 6 notes unique aspects of certain hazards, including associated regulatory requirements. It suggests how to address these unique aspects in the all-hazard EOP rather than in stand-alone plans. The chapter is not meant to replace hazard-specific planning guidance issued by the Radiological Emergency Preparedness (REP) Program of FEMA and the Nuclear Regulatory Commission (NRC), the Chemical Stockpile Emergency Preparedness Program (CSEPP), or the National Response Team (NRT).

Chapter 7 contains information on integrating State EOPs with the Federal Response Plan, so that all levels of government can provide a coordinated response to communities in need.

Please note that, unlike previous FEMA planning guidance, this Guide addresses animal care and control and gives extensive treatment to resource management (including donations management).

Revision Process

To be relevant, FEMA's planning guidance had to reflect three basic changes: (1) Congress eliminated emphasis on the nuclear attack hazard and restated Federal Civil Defense Act authorities in the Stafford Act; (2) FEMA and the Federal Government have acquired a broader role in disaster response; and (3) emergency management planning in the States and many localities has matured beyond the sample plans FEMA provided in earlier planning guidance. Also, FEMA has taken a new approach to dealing with the States: Performance Partnership Agreements (PPA). With Performance Partnership Agreements, FEMA trades increased flexibility "up front" for increased attention to results. This Guide fits the new way of doing business.

In July 1995, FEMA convened a group of local, State, and Regional planners to offer suggestions on making all-hazard EOP guidance more useful given "conditions in the field." This Guide reflects many of their ideas.

FEMA will revise this SLG as needed. Change pages will be issued through the

FEMA publication distribution system to organizations designated to receive this Guide. Other holders of this document should contact their State or local emergency management organization or the FEMA Printing and Publications Branch to get a copy of the change(s) or more copies of the Guide.

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Chapter 1
Preliminary Considerations

What an EOP Is

General

A jurisdiction's emergency operations plan is a document that:

- Assigns responsibility to organizations and individuals for carrying out specific actions at projected times and places in an emergency that exceeds the capability or routine responsibility of any one agency, e.g., the fire department.
- Sets forth lines of authority and organizational relationships, and shows how all actions will be coordinated.
- Describes how people and property will be protected in emergencies and disasters.
- Identifies personnel, equipment, facilities, supplies, and other resources available--within the jurisdiction or by agreement with other jurisdictions--for use during response and recovery operations.
- Identifies steps to address mitigation concerns during response and recovery activities.

As a public document, an EOP also cites its legal basis, states its objectives, and acknowledges assumptions.

Local EOPs

In our country's system of emergency management, local government must act first to attend to the public's emergency needs. Depending on the nature and size of the emergency, State and Federal assistance may be provided to the local jurisdiction. The local EOP focuses on the measures that are essential for protecting the public. These include warning, emergency public information, evacuation, and shelter.

State EOPs

States play three roles: They assist local jurisdictions whose capabilities are overwhelmed by an emergency; they themselves respond first to certain

emergencies; and they work with the Federal Government when Federal assistance is necessary. The State EOP is the framework within which local EOPs are created and through which the Federal Government becomes involved. As such, the State EOP ensures that all levels of government are able to mobilize as a unified emergency organization to safeguard the well-being of State citizens. The State EOP is of critical importance.

Why Your Jurisdiction Should Have an EOP

Government's Responsibility for Emergency Management

When disasters threaten or strike a jurisdiction, people expect elected leaders to take immediate action to deal with the problem. The government is expected to marshal its resources, channel the efforts of voluntary agencies and private enterprise in the community, and solicit assistance from outside of the jurisdiction if necessary.

In all States and most localities, that popular expectation is given force by statute or ordinance. Congress also recognizes State and local emergency management responsibility in the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended:

- "It is the intent of Congress, by this Act, to provide an orderly and continuing means of assistance by the Federal Government to State and local governments in carrying out *their* responsibilities to alleviate the suffering and damage which result from [...] disasters (Sec. 101(b), emphasis added).

- "The purpose of this title is [...] to vest responsibility for emergency preparedness jointly in the Federal Government and the several States and their political subdivisions" (Sec. 601).

The elected leadership in each jurisdiction is legally responsible for ensuring that necessary and appropriate actions are taken to protect people and property from the consequences of emergencies and disasters.

Comprehensive Emergency Management

Governments can discharge their emergency management responsibilities by taking four interrelated actions: mitigation, preparedness, response, and recovery. A systematic approach is to treat each action as one phase of a comprehensive process, with each phase building on the accomplishments of the preceding one. The overall goal is to minimize the impact caused by an

emergency in the jurisdiction.

Mitigation

Mitigation actions involve lasting, often permanent, reduction of exposure to, probability of, or potential loss from hazard events. They tend to focus on where and how to build. Examples include: zoning and building code requirements for rebuilding in high-hazard areas; floodplain buyouts; and analyses of floodplain and other hazard-related data to determine where it is safe to build in normal times, to open shelters in emergencies, or to locate temporary housing in the aftermath of a disaster. Mitigation also can involve educating businesses and the public on simple measures they can take to reduce loss and injury, like fastening bookshelves, water heaters, and file cabinets to walls to keep them from falling during earthquakes.

Cost-effective mitigation measures are the key to reducing disaster losses in the long term. In hazard-prone areas, mitigation can break the cycle of having to rebuild and rebuild again with every recurrence of floods, hurricanes, or earthquakes. Where there is a willingness to mitigate, opportunities can be found. Ongoing efforts might include: educating the private sector about what it can do to mitigate at home and at work; reaching out to planning, zoning, and development agencies to ensure that hazard conditions are considered in comprehensive plans, construction permits, building codes, design approvals, etc.; and creating inventories of existing structures and their vulnerabilities, to aid mitigation planning. There is also a need for planning to take advantage of mitigation opportunities in the aftermath of an emergency or disaster, when hazard awareness is high, funds may become available (with associated requirements for mitigation), and disruption of the *status quo* makes it possible to rethink design and location of some facilities and infrastructure. Attention to mitigation opportunities can make safer communities for us all.

Preparedness

While mitigation can make communities safer, it does not eliminate risk and vulnerability for all hazards. Therefore, jurisdictions must be ready to face emergency threats that have not been mitigated away. Since emergencies often etnd locatitorpat hructures lm9ots in the s rovoT8m3 3833 hazards Thery bi78.25349 -0.

or recruit staff for emergency management duties and designate or procure facilities, equipment, and other resources for carrying out assigned duties. This investment in emergency management requires upkeep: the staff must receive training and the facilities and equipment must be maintained in working order. To ensure that the jurisdiction's investment in emergency management personnel and resources can be relied upon when needed, there must be a program of tests, drills, and exercises. Consideration also must be given to reducing or eliminating the vulnerability of the jurisdiction's emergency response organizations and resources to the hazards that threaten the jurisdiction.

Accordingly, preparedness measures should not be improvised or handled on an *ad hoc* basis. A key element of preparedness is the development of plans that link the many aspects of a jurisdiction's commitment to emergency management.

Response

The onset of an emergency creates a need for time-sensitive actions to save lives and property, as well as for action to begin stabilizing the situation so that

EOPs

EOP more than a mere paper plan. Training and exercises, in particular, depend on an EOP. Training helps emergency response personnel to become familiar with their responsibilities and to acquire the skills necessary to perform assigned tasks. Exercising provides a means to validate plans, checklists, and response procedures and to evaluate the skills of response personnel.

Second, the EOP facilitates *response* and *short-term recovery* (which set the stage for successful *long-term recovery*). Response actions are time-sensitive, with little allowance for delay or "mid-course corrections," and some post-disaster mitigation issues such as rebuilding and placement of temporary housing facilities also must be addressed quickly. Advance planning makes this easier.

Finally, an EOP that is flexible enough for use in all emergencies--including unforeseen events--provides a community with an emergency management "bottom line." From there, a community can proceed confidently with long-term *mitigation* efforts directed at specific hazards. Or, it can devote more resources to risk-based *preparedness* measures (e.g., specialized training, equipment, and planning). Whatever the initiative, an all-hazard EOP helps the community start from a position of relative security.

What an EOP Is Not

Those who draft an EOP must understand what it is not. While this chapter has called a jurisdiction's EOP--its response plan--the "centerpiece" of its comprehensive emergency management effort, that does not mean that the EOP details all aspects of that effort.

Other Types of Plans

Emergency management involves several kinds of plans, just as it involves several kinds of actions.

Administrative Plans

Administrative plans describe policies and procedures basic to the support of a governmental endeavor: typically they deal less with external work products than with internal processes. Examples include plans for financial management, personnel management, records review, and labor relations activities. Such plans are not the direct concern of an EOP. However, if it is assumed that provisions of an administrative plan apply in emergency situations, then the administrative plan may be referenced in the EOP. Likewise, if exceptions to normal administrative plans are permitted in an emergency, that fact should be

noted in the relevant part of the EOP.

Mitigation Plans

A jurisdiction may outline its strategy for mitigating the hazards it faces; in fact, a mitigation plan is required of States that seek funds for post-event mitigation after Presidential declarations under the Stafford Act. Existing plans for mitigating hazards are relevant to an EOP, particularly in short-term recovery decision-making, which can affect prospects for effective implementation of a mitigation strategy aimed at reducing the long-term risk to human life and property in the jurisdiction.

Preparedness Plans

Preparedness planning covers three objectives: maintaining existing emergency management capability in readiness; preventing emergency management capabilities from themselves falling victim to emergencies; and, if possible, augmenting the jurisdiction's emergency management capability.

Such plans would include: the process and schedule for identifying and meeting training needs (based on expectations created by the EOP) 108 -15vves: mae created by t

perhaps debris removal to facilitate response. At the State's discretion, its disaster assistance plans for distribution of Federal and State relief funds may be annexed to the EOP. Disaster assistance plans would identify how eligible aid recipients will be identified, contacted, matched to aid, certified, and issued checks.

Beyond that lies long-term recovery, which is not strictly time-sensitive and can sometimes be more *ad hoc*. Pre-disaster planning for long-term mitigation and recovery would involve identifying strategic priorities for restoration, improvement, and growth; here emergency management planning starts to intersect the community development planning of other agencies. FEMA recommends and supports the development of State and local hazard mitigation plans to facilitate and expedite obtaining Federal mitigation funds during the post-disaster recovery period.

Plans Versus Procedures

Although the distinction between plans and procedures is fluid, writers of an EOP should use it to keep the EOP free of unnecessary detail. The basic criterion is: What does the entire audience of this part of the EOP need to know, or have set out as a matter of public record? Information and "how-to" ktionictby of individuderw, nd upand ces lefteed to

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and do not conflict with the EOP or one another.

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- Hazard mitigation planner/coordinator.
- Local Emergency Planning Committees (LEPC), for hazardous materials (HAZMAT) information.
- Public works agencies and utility companies.
- Social service agencies and volunteer organizations (e.g., American Red Cross (ARC), Salvation Army, etc.).
- Area hospitals, emergency medical service agencies, medical examiner,

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intensity, **location** (if the hazard is associated with a facility or landscape feature) and **spatial extent** (either around the known location of the hazard or as an estimate for non-localized hazards like tornado), **duration**, **seasonal pattern** (based on month by month historical occurrence), **speed of onset**, and **availability of warning**.

– Develop information on the potential consequences of the hazard. This depends on identifying a vulnerable zone (if the hazard is localized) or relating the estimated spatial extent of the hazard to the jurisdiction (by a simple ratio of the hazard's extent to the jurisdiction's area, to get gross estimates of lives and property at risk, or by "overlaying" the estimated spatial extent of the hazard on a portion of the jurisdiction and determining what would be affected). Several kinds of consequences can be investigated; response planning would be concerned with effects on people (total affected, likely deaths and injuries), critical facilities and community functions, property, and sites of potential secondary hazards (e.g., dams, chemical processing plants). The planning team can use both historical information and modeling to arrive at estimates for planning. In modeling, the general process is to consider what is exposed to a given intensity of the hazard, how susceptible it is to a type of damage or consequence (e.g., death, for people; destruction, for property; days of service loss or repair time for critical facilities), and some measure of loss (e.g., dollars, for property). Over time, collection of this information can be made easier by sectoring the jurisdiction (optimally, in sectors that will also be used for damage assessment) and developing a profile of each sector: e.g., rough number of structures falling into different classes of construction, number of different kinds of critical facilities, rough number of people in different age groups

planning assumptions to be used in functional annexes and hazard-specific appendices to the EOP (discussed in the following chapters of this Guide).

- *Sources*. Sources of maps for hazards would include compilations of hazard information made by FEMA and State emergency management agencies, the U.S. Geological Survey (USGS) and State geological surveys, and the National Weather Service (NWS) and its local offices. For more localized hazards, maps from the Federal Insurance Administration (FIA), maps of 10- and 50-mile Emergency Planning Zones (EPZ) around nuclear power plants, and any maps of HAZMAT sites prepared by the LEPC would be useful. For historical investigation, many potential sources exist. Consult Federal or State hazard analyses, as appropriate, to see if the historical occurrence of the hazard is tabulated by jurisdiction. Also interview representatives from organizations on the planning team about their experience. Check local ARC disaster records. Check police, fire, and other responder records. Research area newspapers at the library. Check with utilities and businesses/facilities that have operated in the area for some time. Involve the local or State historical society, and perhaps area universities (e.g., departments of history, sociology, geography, engineering). Professional or business associations (e.g., of insurers, engineers and builders, etc.) may have useful information. Long-time community residents can even contribute. For expert opinion on hazard potential, the sources are similar. Federal, State, and local agencies; academic, industrial, and public interest group researchers (or private consultants specializing in hazard analysis); and professional associations concerned with the hazards on your list should be able to help, either through interviews or publications. Sources for information on the community and possible consequences to it vary. Ideally, work already will have been done regarding potential consequences of certain facility-based hazards--and it is a matter of checking with the facility and the agency (local, State, Regional, or Federal) that

regulates that kind of facility. For demographics, Census data are available, as are off-the-shelf computer products that organize such data by ZIP code. The planning team also should make extensive use of the information about the jurisdiction that is constantly developed within the jurisdiction. The local planning and zoning commission or department, for example, probably has extensive data on demographics, on land use, on numbers and types and--with the tax assessor and/or local realtors' association--value of buildings, and on the structural integrity of buildings (or at least on the code to which they were to be built, and what that code was and was not designed to do regarding hazard effects). The local public works (or civil engineering) department and utilities are the obvious sources for information on potential damage to and restoration time for the critical infrastructure threatened by hazard effects. The Chamber of Commerce may offer a perspective on damage to business and general economic loss. Other sources of information mentioned previously--emergency service logs and reports, universities, professional associations, etc.-- also apply.

Use of Standard Loss Estimation Methodologies and GIS-Based Methodology Software HAZUS for Conducting Hazard/Risk Analysis: *FEMA and the States have committed to the development of an all-hazard risk assessment capability as a Mitigation objective under the PPA. Therefore, in the near future, the process of analyzing and defining the risk associated with a given natural hazard and making a scientifically and technically valid assessment of the impact on a given area or region, will be feasible by using standard, nationally applicable loss estimation methodologies and a methodology software program called HAZUS developed by FEMA. State and local emergency managers will find these methodologies and HAZUS to be valuable tools to aid them in all phases of emergency management--preparedness, response, recovery, and mitigation.*

As early as January 1997, FEMA's standard Earthquake Loss Estimation Methodology and HAZUS will be available to States. This GIS-based software program can be used to generate an estimate of the consequences of a "scenario earthquake"--that is, an earthquake with a specified magnitude and location--and provide a "loss estimate" that describes the scale and extent of the damage and disruption that may result. To achieve an all-hazard risk assessment capability, FEMA is currently developing loss estimation

methodologies for other hazards, such as flood, wind, and hurricane, that will expand the capability of HAZUS. These are expected to be available in the next two or three years. In return, States are encouraged under the PPA/Cooperative Agreement process to collect digital building inventory and hazard data from State, local, and private sources and to incorporate that data into HAZUS with the objective of refining the results of loss estimates and other analyses conducted using HAZUS.

offices may assist States in the review of EOPs, upon request. Hazard-specific Federal programs (such as the REP program) require periodic review of certain sections of the all-hazard EOP, and may require review of associated SOPs.

Plan Testing To evaluate new or revised EOP, use functional and full scale emergency management exercises. Exercises offer the best way, short of emergencies, to determine if an EOP is understood and "works."

Maintenance

Chapter 3
Emergency Operations Plan Format

Introduction

A planning team's chief concern will be to include all essential information and instructions in the EOP. Poor organization of that information can limit the EOP's effectiveness.

FEMA does not mandate a particular format for EOPs. In the final analysis, an EOP's format is "good" if the EOP's users understand it, are comfortable with it, and can use it to extract the information they need. When that test is not met--in training, exercises, actual response, plan review and coordination meetings, and the like--some change of format may be necessary.

In designing a format for an all-hazard EOP and in reviewing the draft, the planning team should consider the following:

- *Organization*. Do the EOP subdivisions help users find what they need, or must users sift through information that is irrelevant? Can single subdivisions be revised without forcing a substantial rewrite of the entire EOP?

- *Progression*. In any one section of the EOP, does each element seem to follow from the previous one, or are some items strikingly out of place? Can the reader grasp the rationale for the sequence and scan for the information he or she needs?

- *Consistency*. Does each section of the EOP use the same logical progression of elements, or must the reader reorient himself or herself in each section?

- *Adaptability*. Is information in the EOP organized so that the EOP may be used in unanticipated situations?

- *Compatibility*. Does the EOP format promote or hinder coordination

with other jurisdictions, including State and/or Federal Government? Are problems in this area more easily solved by reformatting the EOP or by making a chart of the coordination relationships (i.e., a "crosswalk")?

This chapter outlines a format based on FEMA's experience with these concerns. Again, **the format is not mandated.**

A Functional Approach to the Overall Structure of the EOP

Concept

of operations, and assigns responsibilities for emergency planning and operations.

Functional Annexes

Functional annexes are plans organized around the performance of a broad task. Each annex focuses on one of the critical emergency functions that the jurisdiction will perform in response to an emergency. The number and type of functional annexes included in the EOP may vary from one jurisdiction to another, depending on needs, capabilities, and organization. Since functional annexes are oriented toward operations, their primary audience consists of those who perform the tasks. They do not repeat general information contained in the Basic Plan.

Hazard-Specific Appendices

Hazard-specific appendices provide additional detailed information applicable to the performance of a particular function in the face of a particular hazard. They are prepared when hazard characteristics and regulatory requirements warrant and are attached to the relevant functional annex(es).

SOPs and Checklists

SOPs and checklists provide the detailed instructions that an organization or an individual needs to fulfill responsibilities and perform tasks assigned in the EOP. They may be attached to the EOP or referenced as deemed appropriate.

Options

Creating a different plan for each hazard is an option, but not one that FEMA recommends. The functional approach:

- Avoids duplication of the planning effort for every hazard and for every task, by dividing the EOP into four levels of specificity (Basic Plan, functional annexes, hazard-specific appendices, and SOPs).
- Serves in all hazard situations, even unanticipated ones, by organizing the EOP around performance of "generic" functions.
- Permits *emphasis*

appendices will make the EOP easier to use. The parts of an EOP can be structured around the problem to be solved, the objective to be attained, or the task to be performed. The following format is based on an easily understood, common-sense approach: definition of
objective, characterization of the situation, general plan of action, delegation of responsibilities, and information on resources and administrative support necessary for accomplishing the tasks.

Components

effective implementation.

Dated Title Page and Record of Changes

The title page should bear the date of publication; a record of changes can be a chart containing a number assigned to any change, a description of the change and/or the affected part of the EOP, the date of the change, the date of its actual entry into the EOP, and the signature or initials of the person responsible. These items should be included so users of the EOP can be certain that everyone is using the most recent version of the EOP.

Record of Distribution

This is a list of individuals and organizations that receive a copy of the EOP. The record of distribution can be used to provide evidence that tasked individuals and agencies have had the opportunity to read and understand their responsibilities, which is a basic assumption of an EOP. To that end, copies may be numbered and the record may show both a date of transmittal and a date on which receipt is confirmed. The record of distribution also serves as a convenient checklist for distributing later revisions to the plan. Note that the list need not be limited to response organizations. Since the public has an interest in emergency preparedness measures, copies of the EOP (without SOPs, call-down lists, and other sensitive information) can be made available to public libraries, as well as to media contacts. Neighboring jurisdictions also should receive copies of the EOP. For the sake of convenience, a long record of distribution may be treated as a stand-alone annex and placed at the end of the EOP, or kept separate as an "administrative" document.

Table of Contents

A table of contents makes finding information easier. It provides a quick topical overview of the EOP. The table of contents should list all sections of the EOP and be supported with clearly labeled tabs for each section.

Purpose

The rest of the EOP flows logically from its purpose. The Basic Plan should contain a general statement of what the EOP is meant to do. The statement should be supported by a brief synopsis of the Basic Plan, the functional annexes, and the hazard-specific appendices.

Situation and Assumptions

After the broad statement of purpose, the situation and assumptions section narrows the scope of the EOP by outlining what hazards the EOP addresses, what characteristics of the jurisdiction may affect response activities (and how), and what information used in preparing the EOP must be treated as assumption

rather than fact. Policies also circumscribe and affect response activities, and could be treated either as part of the situation or in a separate section, if desired.

Situation

The situation section characterizes the "planning environment"--and so makes clear why emergency operations planning is necessary. The situation section should, at a minimum, draw from the jurisdiction's hazard identification and analysis. The situation section may include relative probability and impact of the hazards, geographic areas likely to be affected by particular hazards, vulnerable critical facilities (nursing homes, schools, hospitals, etc.), population distribution, characteristics and locations of special populations (institutionalized persons, the elderly and disabled, those who speak languages other than English, etc.), critical resource dependencies on other jurisdictions, and more. The level of detail is a matter of judgment; some information may be deemed useful to a few specific functional annexes and presented there. In any event, maps should be included (as tabs) to support the situation description.

Assumptions

Assumptions are simply that: what, in developing the EOP, has been treated as true for the EOP's execution. These should be included to show the limitations of the EOP, allowing EOP users (and others) to foresee that some improvisation or modification may become necessary. It is valid to include even "obvious" assumptions: that identified hazards will occur (scenarios, if used, can be outlined), that individuals and organizations are familiar with the EOP and will execute their assigned responsibilities, that assistance may be needed, and that--if so--assistance will be available.

Concept of Operations

The audience for the Basic Plan needs to picture the sequence and scope of the planned emergency response. The concept of operations section explains the jurisdiction's overall approach to an emergency situation, i.e., what should happen, when, and at whose direction. Topics should include: division of local, State, Federal, and any intermediate interjurisdictional responsibilities; activation of the EOP; "action levels" and their implications (if formalized in the jurisdiction); general sequence of actions before, during, and after the emergency situation; who requests aid and under what conditions (the necessary forms being contained in tabs); and, for States, who appoints a State Coordinating Officer (SCO) and how the SCO and the State response organization will coordinate and work with Federal response personnel in

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- Ø Reviews and update listings including phone numbers of emergency response personnel to be notified of emergency situations.
- Ø Designates one or more facilities to serve as the jurisdiction's alternate EOC.
- Ø Ensures that communications, warning, and other necessary operations support equipment is readily available for use in the alternate EOC.

Emergency Manager

- Ø Coordinates with the Communications Coordinator, Warning Coordinator, PIO, Evacuation Coordinator, Health and Medical Coordinator, Resource Manager, and the Mass Care Coordinator to ensure necessary planning considerations are included in the EOP.
- Ø Coordinates with the local chapter of the ARC, Salvation Army, other public service non-profit organizations, the School Superintendent, etc., as appropriate to identify a lead organization, if possible, and personnel to perform mass care operations jobs.
- Ø Coordinates volunteer support efforts to include the activities of volunteers from outside the jurisdiction and the assistance offered by unorganized volunteer and neighborhood groups within the jurisdiction.
- Ø Works with the PIO to develop emergency information packets and emergency instructions for the public.
- Ø Coordinates planning requirements with the emergency management staff in neighboring jurisdictions that have been identified as potentially hazard-free and have agreed to house evacuees in their mass care facilities.
- Ø Coordinates the provision of mass care needs for personnel performing medical duties during catastrophic emergencies.
- Ø Assists, as appropriate, the animal care and control agency staff's efforts to coordinate the preparedness actions needed to protect and care for animals during and following catastrophic emergencies.

- Ø Assists the Resource Manager as needed to prepare for response operations:
  - Convenes planning meetings for the function in consultation with (or on the advice of) the Resource Manager.
  - Designates Emergency Management Agency staff to serve in key posts, as appropriate. (Whether the Resource Manager should be an emergency management official--given the emergency resources focus--or a Department of General Services person is left to the discretion of the jurisdiction.)
- Ø Advocates that mitigation concerns be addressed appropriately during response and recovery operations.

Communications Coordinator

- Ø This individual is responsible for the management of all emergency communications systems and will set emergency systems operations protocol for all emergency communications operations. The coordinator:
  - Assembles a team of representatives from the government departments and public service agencies involved in emergency operations to develop a communication procedure that will be responsive to the jurisdiction's needs and compatible with the communication procedures used by emergency response organiz /F2 12 Tf of15 0 TD 0 Tc ( ) Tj -49D 0 Tcl3661 Tc cl36617(AsscF4 12

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problems.

- Assists, as appropriate, the animal care and control agency staff's coordination of the preparedness actions that are needed to prepare for the evacuation of animals during catastrophic emergencies.

Mass Care Coordinator

- Surveys buildings to select the safest and best possible for use as mass care facilities.
- Prepares a list that identifies the buildings that have been selected for use as mass care facilities and the number of people that can be housed in each.
- Compares mass care facility locations with potential hazards and disaster conditions.
- Prepares a resource list that identifies the agencies that are responsible for providing the resources (cots, blankets, beds, food, water, candles, medical and sanitation supplies, communication gear, backup power sources, etc.) required to set up and sustain operations in each mass care facility.
- Makes provisions to ensure the following items are available in sufficient quantities for use in mass care facilitf, candles,
medical and sanita

- Ø Designates a mass care facility manager and identifies staffing requirements for each mass care facility.
- Ø Makes necessary arrangements to ensure mass care staff members are trained.
- Ø Prepares a manager's kit for the designated manager in each mass care facility.
- Ø Coordinates with the Emergency Manager and PIO to develop a public information program to make citizens aware of availability and location of mass care facilities.
- Ø Develops a mass care operations organization chart.
- Ø Manages mass care activities during emergencies.
- Ø Coordinates mass care activities with the Emergency Manager.
- Ø Assists, as appropriate, the animal care and control agency staff's coordination of the preparedness actions that should be accomplished in order to feed, shelter, and provide medical treatment for animals during and after catastrophic emergencies.

Resource Manager

- Ø Manages and directs resource support activities during large-scale emergencies and disasters.
- Ø Chairs planning meetings for the function.
- Ø Ensures that resource listings and/or the resource database is current.
- Ø Ensures that necessary agreements and appropriate public information materials (e.g., regarding donations) are in place.
- Ø Coordinates resource planning activities with the Emergency Manager.

Education Department/ Superintendent of Education

- Develops and periodically exercises a student evacuation plan.
- Coordinates with the Evacuation Coordinator to work out arrangements to use school buses to transport school children and other evacuees.
- Coordinates with the Mass Care Coordinator to work out arrangements to use schools and/or their food stocks for mass care.
- Coordinates with the Mass Care Coordinator for the transport of school children to mass care facilities.

Animal Care and Control Agency

- (Note: In some jurisdictions the responsibilities assigned to this organization may be performed by the State, non-profit, or volunteer organizations. For example, the State might assign the State Veterinarian or someone from the Department of Agriculture to assume responsibility for this activity, whereas a local jurisdiction might assign responsibility to a governmental animal control department or contract with a non-profit or volunteer organization, such as the Humane Society or Society for the Prevention of Cruelty to Animals (SPCA).)
- Coordinates the services and assistance provided to the animal victims. Activities may include the protection, care, and disposal (if appropriate) of animal victims impacted by disasters.
- Coordinates preparedness activities with the appropriate public and private sector organizational representatives. These activities include planning that addresses provisions for protection of companion and farm animals, wildlife, animals in zoos and aquarium parks, animal shelters, animal research facilities, university medical and animal science centers, pet stores, etc. Note that extensive coordination with State/local agencies such as fish and game departments; farm bureaus; wildlife, natural resources, and agriculture departments; game wardens; the jurisdiction's Emergency Management Agency staff; the individuals tasked in the EOP to serve as the Evacuation and Mass Care Coordinators, PIO, Health and Medical Coordinator, Resource Manager, etc. and other non-government organizational representatives from the ARC, Humane Society, American Veterinary Medical

Association, State veterinarians associations, veterinary technician associations, live stock and horse associations, kennel clubs, and other animal protection volunteer groups will be necessary to ensure the needs of animals are met during disaster situations.

- Forms emergency response teams (evacuation, shelter, medical treatment, search and rescue, etc.) that includes trained professionals and volunteers to accomplish necessary actions during response operations. Team members may include animal care and control staff, Humane Society staff, veterinarians, veterinary technicians, livestock inspectors, game wardens, farmers, kennel owners, volunteers from animal protection organizations, etc.

All Tasked Organizations

("All tasked organizations" includes those identified above, and all other government or private sector organizations that have been assigned tasking in the EOP to perform response functions.)

- Maintain current internal personnel notification rosters and SOPs to Got4 Huma ezeg Tcj E, coord-0.t Tc (prepctionul bl ai( )greeaniz.134s TD ( )

- Protect records, facilities, and organizational equipment deemed essential for sustaining government functions and conducting emergency operations.

- Ensure, if practical, that alternate operating locations are available should the primary location suffer damage, become inaccessible, or require evacuation. Alternate operating locations provide a means to continue organizational functions during emergency conditions.

- Protect emergency response staff. This includes actions to:

  – Obtain, as appropriate, all necessary protective respiratory devices and clothing, detection and decontamination equipment, and antidotes for personnel assigned to perform tasks during response operations.

  – Ensure assigned personnel are trained on the use of protective gear, detection and decontamination devices, and antidotes.

  – Provide security at facilities.

  – Rotate staff or schedule time off to prevent burnout.

  – Make stress counseling available.

- Ensure the functioning of communications and other essential equipment. This includes actions to:

  – Test, maintain, and repair communications and warning equipment.

  – Stockpile supplies and repair equipment.

Administration and Logistics This section covers general support requirements and the availability of services and support for all types of emergencies, as well as general policies for

managing resources. Mutual aid agreements should be referenced; authorities for and policy on augmenting staff by reassignment of public employees and soliciting volunteers, along with relevant liability provisions, should be addressed. The section should provide the jurisdiction's general policies on keeping financial records, reporting, tracking resource needs, tracking the source and use of resources, acquiring ownership of resources, and compensating the owners of private property used by the jurisdiction.

Plan Development and Maintenance

The overall approach to planning, including the assignment of planning responsibilities, should be discussed in the Basic Plan. Statements should focus on the planning process, participants in that process, and how development and revision of different "levels" of the EOP (Basic Plan, annexes, appendices, and SOPs) are to be coordinated. This coordination task should be assigned to the appropriate person. Provision should also be made for a regular cycle of testing, reviewing, and updating the EOP.

Authorities and References

The Basic Plan should indicate the legal basis for emergency operations and activities. Laws, statutes, ordinances, executive orders, regulations, and formal agreements relevant to emergencies should be listed. The legal basis should include predelegation of emergency authorities, i.e., enabling measures sufficient to ensure that specific emergency-related authorities can be exercised by the elected or appointed leadership or their designated successors. It is important to specify the extent and limits of the emergency authorities granted to the "CEO," the circumstances under which these authorities become effective, and when they would be terminated.

Citing reference materials--including related plans of other levels of government--can be valuable for indicating what has influenced the writing of the EOP. References also help reduce the size of an EOP by directing the user to the full text of procedures, data analyses, and other pertinent information.

Chapter 5
Functional Annex Content

Content

Annexes are the parts of the EOP that begin to provide specific information and direction. Annexes should focus on operations: what the function is and who is responsible for carrying it out. While the Basic Plan provides information relevant to the EOP as a whole, annexes should emphasize responsibilities, tasks, and operational actions that pertain to the function being covered. Annexes should cover, in general terms, the activities to be performed by anyone with a responsibility under the function. An annex should identify actions that not only ensure effective response but also aid in preparing for emergencies and disasters.

Annexes should clearly define and describe the policies, processes, roles, and responsibilities inherent in the various functions before, during, and after any

agencies, and the established policy or intentions with respect to the concept of operations. No single listing of functional annexes, therefore, can be prescribed for all jurisdictions.

The following list of functional annexes addresses core functions that warrant attention and may require that specific actions be taken during emergency response operations:

- Direction and Control
- Communications
- Warning
- Emergency Public Information
- Evacuation
- Mass Care
- Health and Medical Services
- Resource Management

The fact that several functions are not included in the list does not mean that they are regarded as less important than the ones that are included. Each jurisdiction's planning team should assess its own need for functional annexes. Additional or different functional annexes should be prepared at the discretion of the planning team. Typical candidate annexes include: damage assessment, search and rescue, emergency services, aviation operations, and radiological protection, among others. The primary concern is that all important activities be covered properly in the plan. The location or categorization of these activities is of secondary importance, though a State should strive for consistency among its jurisdictions to facilitate coordination.

Description of Core Functions

The following attachments provide a brief description of each of the eight functional annexes listed above. They also outline the types of operational

activity on which each annex should focus and, for consistency, follow the same general format as recommended for the Basic Plan. **These functions are not prescribed, and the attachments are not sample annexes.**

earthquake or tornado occurs, or develop gradually as the situation deteriorates, such as when a hurricane or widespread flood occurs. Composition of the staff assigned to the direction and control function may change significantly, as the situation progresses through the various stages of an emergency, into the recovery phase. Regardless of the phase or phases, direction and control is a vital function that must be performed when a jurisdiction responds to any emergency situation.

Developing a Direction and Control Annex

Suggested content to be addressed in a direction and control annex includes the following items.

Purpose

This section provides overview information on the means the jurisdiction will use to direct and control those activities of government that are essential to saving lives, protecting property, and restoring government services during and following emergency situations.

Situation and Assumptions

This section describes the environment that would trigger notification/activation of response personnel. It also describes the assumptions that are applicable to the emergency response organization. It may address capability limitations, resource shortfall, use of personnel or resources from outside of the jurisdiction (mutual aid) to augment the jurisdiction's response organization, or other things that directly impact on the ability of the jurisdiction to respond to emergency situations. A fundamental assumption is that the EOC will be operational around the clock.

Concept of Operations

This section describes the direction and control relationships of tasked organizations. It describes:

- The command structure, specifying who will be in charge during emergency response operations.
- The authorities of, and limitations on, key response personnel such as an IC.

- How emergency response organizations will be notified when it is necessary to respond.

- The means that will be used to obtain, analyze, and disseminate information (for decision-making, requesting assistance, reporting, etc.).

- The relationship between the EOC and the Incident Command Post (ICP), when used.

- The provisions made to coordinate and communicate among all the jurisdictions and agencies (to include all Federal response agencies) that may be involved in the emergency response.

Direction and Control Types

The emergency response command structure should be established before an emergency occurs. Once the response begins, there should be no confusion about who is in charge and who reports to whom. Agreeing on the command structure beforehand helps to ensure that all people involved understand their responsibilities and are ready to implement them when an emergency occurs.

Normally, jurisdictions use a centralized direction and control system, an on-scene control system, or a combination of the two.

- *Centralized*. This is the use of the EOC as a centralized management center to facilitate policy making, coordination, and overall direction of responding forces in large-scale emergency situations. The "CEO" of the jurisdiction or the appropriate designee directs all response and recovery activities from the EOC. This method is used by many jurisdictions and is very useful in situations where the jurisdiction has received warning that, within a given time period (e.g., 72 hours), it may experience the effects of a specific threat (e.g., hurricane, riverine flood, etc.). In such situations there are a number of operational actions and measures that must be taken **before** the consequences of the disaster directly impact on the jurisdiction or an incident site is established. These include issuance of emergency information to the public, suspension or curtailment of government and public services (health,

welfare, public safety, judicial, etc.; school and business closure; cancellation of public events, etc.), evacuation actions, mass care activities (to include set up and staffing of shelters to receive, feed, and care for evacuees). This method is also useful in situations where the jurisdiction is struck by a large-scale disaster (e.g., earthquake) that severely impacts the entire jurisdiction with little or no warning. In such situations, centralized direction of response organizations provides the "CEO" an opportunity to:

- Get a clear picture of the scope of the situation throughout the jurisdiction based on information received in the EOC.

- Work closely with the appropriate representatives from the emergency services organizations (fire, police, public works, health and medical) and other supporting agencies so that response actions and activities can be prioritized based on the overall situation in the jurisdiction.

- Redirect or adjust response actions and use of resources to meet the needs of disaster victims and protect property as the situation warrants.

Ø *On-Scene Control System*. While central control of the emergency response is critically important, the actions that actually minimize the impacts of the emergency event and save lives are performed by responders in the field. Accordingly, an on-scene control system may be used instead of a centralized system. The on-scene control system vests the responsibility for the direction and control of all response actions with an individual that has responded to the scene of an emergency. This "Incident Commander" or IC has authority to coordinate the use of resources and personnel at the scene of an emergency. In some communities, the highest ranking person from the jurisdiction on the scene, regardless of his or her agency, is responsible

level personnel arrive on the scene. In other communities, the individual designated to serve as IC may depend on the type of event (i.e., the IC will be from an agency responsible for that kind of event), management fiat, or statute.

Coordination is one of the key goals of planning for the field command structure. The response may involve personnel from several of the jurisdiction's agencies, employees from other nearby jurisdictions, personnel from other levels of government, as well as volunteers. The mechanisms that will be used to coordinate the efforts of all of these different types of responders should be established before the emergency occurs.

Federal HAZMAT regulations and a growing number of State laws mandate the use of an Incident Command System (ICS). ICS is designed around sound business practices that provide a common framework for emergency response. ICS places a high degree of importance on responder safety. The ICS system provides a standardized means to command, control, and coordinate the use of resources and personnel at the **scene** of an emergency. Concepts and

management structure based on the needs of the incident as articulated in the incident action plan. A small, simple incident will have a small management structure. As incidents grow in size and complexity, the management structure grows accordingly.

- *Operations*. The operations function is coordinated by the Operations Section Chief who reports to the IC. Operations is responsible for the tactical actions at the incident site. All tactical actions are performed in accordance with the Incident Action Plan.
- *Planning*. The planning function is coordinated by the Planning Section Chief who reports directly to the IC. The Planning function is responsible for the collection, evaluation, documentation, dissemination, and use of information about the incident, as well as the status of resources used or needed at the scene. The Planning Section is also responsible for preparation of the Incident Action Plan. For small incidents of short duration this plan may be oral or written. Written action plans should be used: when resources from multiple agencies are being used, when several jurisdictions are involved, or when the incident will require changes in shifts of personnel and/or equipment.
- *Logistics*. The logistics function is coordinated by the Logistics Chief who reports to the IC. The logistics function is responsible for providing facilities, services, personnel, equipment, and materials for the incident.

- *Finance/Administration*. The finance/administration function is coordinated by the Finance Section Chief who reports to the IC. This function is responsible for the tracking of all incident costs, evaluating the financial considerations of the incident, and for any administrative duties not handled by the other functions.

- *Command Staff and the Command Post*. During response operations the IC and staff are located in the ICP. The IC's staff may include:

- A Safety Officer who is responsible for assessing the hazards response personnel may be exposed to and developing measures to ensure personnel safety.

- An Information Officer who is responsible for developing accurate and complete information applicable to the incident, including cause, size, current situation, resources committed, and other matters of general interest. This person also serves as the point of contact for the media and other governmental agencies which desire information directly from the incident scene.

- A Liaison Officer who is responsible for serving as a point of contact with organizations that are supporting the response effort, but not part of the command structure located at the incident scene.

From the ICP the Incident Commander directs all operations. The ICP can take various forms from a specially designed vehicle to an identified emergency response vehicle and is located as close to the scene as practical.

A detailed description of the Incident Command System can be found in the National Fire Academy's NFA-ICS-SM, The Incident Command System*, August 1, 1989 and the Emergency Management Institute's SM 307.1,* Overview of the Incident Command System*, April 1992.*

Ø *Transition*. It is vital to understand that only one person can be "in charge" during response and recovery operations. Sometimes it is appropriate for an IC to be that person; at other times the critical decisions must be made away from the site or before a defined incident defined4d4dr5 0 TD 1f/7.1,

clarify the relationship between the centralized command authority and the IC when both ICS and centralized methods of direction and control are used, and anticipate "shifts" in the location (incident site or EOC) and the individual (IC or "CEO") responsible for decision-making.

- *From EOC to Scene*. For some emergencies, the establishment of an emergency scene (or "incident site") may not be possible or appropriate during the initial response phase. Also, several operationally related actions may be required to be completed before an emergency scene is established. Accordingly, many of the initial "response" actions that must be taken should be accomplished in the EOC. As the consequences of the emergency situation become clearer and when a specific emergency scene is defined, command may be transitioned to an IC that has responded to the scene. Once command authority is transitioned to the IC, the EOC would provide support, and would not be responsible for operational decision-making.

- *From Multiple Scenes to the EOC*. As emergencies escalate into large-scale disaster proportions, more than one scene (and thus more than one IC) can become involved. As this happens, it is especially important for field operations to be coordinated through the EOC. Each IC is advised of the expanding scope of operations and is cautioned to be aware of the developing competition for resources. It is in setting priorities for the allocation of scarce resources that the EOC may be said to "control" the response.

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Interjurisdictional Relationships

The concept of operations section should also address the formal arrangements that have been established to request assistance from or to provide assistance to other jurisdictions during emergency situations. The plan should be based on the concept that initial emergency response will, to the maximum extent possible, be by the jurisdiction. Assistance needed will be obtained by executing mutual aid agreements. Assistance to take care of other unmet needs should be referred to the State Emergency Management Agency (SEMA). If

still more assistance is needed beyond State capabilities, SEMA should coordinate requests with the proper Federal agencies, including a request to FEMA for a Presidential declaration of an emergency or major disaster to allow

- Ø Performs IC duties at the emergency scene, if appropriate.
- Ø Notifies the EOC of the situation if the original notification did not come from the EOC.
- Ø Sends a senior representative to the EOC, when the EOC has been activated during an emergency.
- Ø Manages law enforcement resources and directs law enforcement operations. Duties may include:
  - Directing and controlling traffic during emergency operations.
  - Assisting in the evacuation of people at risk in and around the emergency scene.
  - Controlling access to the scene of the emergency or the area that has been evacuated.
  - Providing security in the area affected by the emergency to protect public and private property.
  - Conducting damage assessment activity (through use of aircraft, helicopter, or other police vehicles as appropriate).

EOC Manager (Normally, this job is performed by the jurisdiction's Emergency Manager.)

- Ø Immediately notifies the "CEO" of significant emergency situations that could affect the jurisdiction.
- Ø When directed by the "CEO," or when circumstances dictate, notifies all tasked organizations, informs them of the situation, and directs them to take the action appropriate for the situation (report to EOC, scene of the emergency, stand by, etc.) in accordance with their organization's SOP.

- Ø Activates EOC when directed to do so by the "CEO" or when the situation warrants such action.

- Ø Manages EOC resources and directs EOC operations. Duties may include ensuring the following activities/actions are done:

  - *Information processing*. This task involves the collection, evaluation, display, and dissemination of information about the emergency situation to help support the jurisdiction's response operations. Information collection sources include, but are not limited to: emergency response organizations, media, neighboring jurisdictions, State and Federal governments, volunteer groups, private sector businesses, citizens, etc. Typical tasks associated with information processing may include:

    - Maintaining a significant events log.
    - Message handling.
    - Aggregating damage information from all available sources.
    - Identifying resource needs.
    - Preparing summaries on status of damage.
    - Preparing briefings for senior management officials.
    - Displaying appropriate information in the EOC.
    - Preparing and submitting necessary reports when required (re: situation, critical resource status, etc.), including situation reports to the State EOC, as

vehicles, remote video equipment, etc., as appropriate).

- Providing emergency generators, fuel, lighting, sanitation to support emergency responders at the emergency scene and at the EOC.
- Assisting in the evacuation of people at risk in and around the emergency scene.
- Coordinating with utility companies to restore power to disaster victims.

Emergency Manager

- Ø Ensures appropriate staff members report to the EOC.
- Ø Duties may include:
  - Coordinating EOC operations.
  - Staffing the Information Processing Section.
  - Advising/briefing the "CEO" and other key members of the emergency response organization on the emergency situation.
  - Recommending to the "CEO" actions to protect the public from the life threatening consequences associated with the emergency situations.

Public Information Officer (PIO)

- Ø When notified, reports to EOC or incident scene as appropriate.
- Ø Handles inquiries and informs the public about disaster damage, restricted areas, actions to protect and care for companion animals, farm animals, and wildlife, and available emergency assistance.
- Ø Refer to Attachment D for additional operational tasking.

Health and Medical Coordinator

- Ø When notified of an emergency situation, sends a representative to the EOC, if appropriate.
- Ø Coordinates the health and medical treatment activities of all response organizations involved in providing medical assistance to disaster victims.
- Ø Coordinates necessary mortuary services, to include operations of temporary morgues, and identification of victims.
- Ø Collects information and reports damage/status of health and medical facilities and equipment to the EOC.
- Ø Refer to Attachment G for additional operational tasking.

Communications Coordinator

- Ø Serves as a member of the EOC team.
- Ø Ensures the emergency communications section in the EOC is equipped with the appropriate communication gear.
- Ø Refer to Attachment B for additional operational tasking.

Warning Coordinator

(When practical, this individual should be permanently assigned to the EOC).

- Ø Coorpublic(Wh 0 ly9 Tw (t5mporary morgues, and identificat1on of victims.) Tj 218.25

capabilities.

- Refer to Attachment C for additional operational tasking.

(School Superintendent)

- Protects students in school when an emergency situation occurs.
- Evacuates students, if appropriate.
- When directed by appropriate authority, closes school facilities and releases students.
- When directed by appropriate authority, makes schools available for use as mass care facilities.
- Conducts damage assessment of school facilities.

Jurisdiction Comptroller/ Clerk/Book-keeper/Tax Assessor

- When notified of an emergency situation, reports to the EOC, if appropriate.
- Provides the Resource Manager and the "CEO" summary briefings on status of financial transactions.
- Maintains records of all financial transactions during response operations.
- Handles all procurement requests initiated by response organizations.
- Establishes a procedure for the jurisdiction to accept "cash donations", where statute permits such action; however, jurisdictions may wish to avoid competing with non-profit organizations' efforts to fund their activities.
- Becomes familiar with the protocol and procedures required by the Stafford Act that are applicable to reimbursing the jurisdiction for eligible expenses associated with Presidentially Declared Disasters.
- Upon termination of the response effort, prepares the appropriate reports that address costs incurred by the jurisdiction during the

emergency situations.

Military Department

Provides personnel and equipment to support direction and control actions at the scene and/or the EOC (at the direction of the Governor).

Volunteer Organizations

When notified of an emergency situation, send a representative to the EOC, if appropriate.

Private Utility Companies

When notified of an emergency situation, send a representative to the EOC, if appropriate.

Animal Care and Control Agency

- When notified of an emergency situation, sends a representative to the EOC, if appropriate.
- Manages public and private sector efforts to mee Tj -3es Tj 1082nvic Mnees atht tarise includng : Tj 10140 TD 0 Tc 0 Tw ( ) Tj -1258-15 TD

during large-scale emergencies and disasters.

- Ø Coordinates response activities with the appropriate representative in the EOC (EOC Manager, Evacuation Coordinator, Mass Care Coordinator, ARC, PIO, Health and Medical Coordinator, Resource Manager, etc.).

- Ø Coordinates the rescue of injured or endangered animals with fish and game departments, wildlife organizations, county cooperative extension offices, veterinarians, etc.

Other Organizations

The organization and assignment of responsibilities section should list any other agencies/departments that have not been included in one of the above categories and itemize the services they provide (e.g., coroner's office, airport authority, marine resources council, U.S. Department of Agriculture, emergency board, etc.).

All Tasked Organizations

- Ø Activate a control center to support and facilitate the organization's response activities (dispatch and manage personnel and resources, maintain a significant events log, report information to the Information Processing Section at the EOC, coordinate with organizational personnel at the emergency scene or EOC, etc.).

- Ø If appropriate, send a representative to the EOC.

- Ø Establish a procedure to identify, and report to the Information Processing Section in the EOC, damage to organizational resources and facilities. Additional tasking may include responsibility for reporting damage to, or status of, critical facilities such as:

  - Emergency service facilities and equipment (fire stations; police

- Communications networks (telephones, emergency service radio systems, repeater sites and base stations, television and radio stations, etc.).

- Water supply system/facilities, to include waste water treatment.
- Utilities (power plants, substations, power lines, etc.)

- Transportation networks (roads, bridges, airports, rail terminals, maritime ports).

- Homes, businesses, public facilities, etc.

Ø Where appropriate, ensure that organization staff member(s) tasked to work in the EOC during emergencies have **authority** to commit resources and set policies.

Ø Provide support to the IC, as required.

Ø If appropriate, establish a protocol for interfacing with State/Federal responders.

Ø Coordinate with the PIO and clear press releases with the "CEO" before releasing information to the media for public consumption.

Administration and Logistics

This section addresses the support requirements of the direction and control function.

Administration

This section specifies the records that are required to be maintained, identifies the organizations and agencies that have reporting responsibilities, indicates the frequency for reporting, and describes the types of reports that are to be submitted. Typical tasking may include:

Ø Requirement for agency heads to submit reports to the EOC relating to their agency's expenditures and obligations during emergency conditions.

and
References

Attachment B
Communications

Introduction

This function focuses on the communications systems that will be relied upon during emergency situations. The total communications system is discussed in detail and procedures for its use are outlined.

Developing a Communications Annex

Purpose

A communications annex provides information on establishing, using, maintaining, augmenting, and providing backup for all of the types of communications devices needed during emergency response operations.

Situation and Assumptions

The Situation portion of this section identifies some broad considerations that apply to the kinds of emergency conditions that could occur and would require the activation of emergency communications systems to support the jur

community should be approached. These include such agencies as local industry, taxi and transit companies, citizens band radio groups (e.g., REACT), and local service agencies.

- Ø Designation of specific response organizations to maintain operational control of their own communications systems, while coordinating with the EOC during emergency operations.

- Ø The spontaneous voluntary support of ham radio operators, radio clubs, and private organizations with sophisticated communications equipment.

Concept of Operations

This section should describe the methods used to communicate between the EOC, field forces at a specific incident scene (operating under ICS or another direction and control system), control centers of emergency response organizations, mass care facilities (including shelters and feeding facilities), radio/TV stations, hospitals and ambulance dispatch points, amateur communications networks, adjacent jurisdictions and military installations, State EOC, and Federal and private sector organizations, as appropriate. It should address sourcing for primary and backup systems, the people that will operate the equipment, and detail the communications requirements for emergency response organizations.

Organization and Assignment of Responsibilities

This section describes the specific communications responsibilities that are assigned to the tasked organizations. The following types of tasking should be assigned to the agencies, organization chiefs, and individuals listed in the left margin, below:

Chief Executive Official

- Ø Provide backup communications capabilities for the EOC.
- Ø Provide a backup communications link between the EOC and mass care facilities, as needed, through use of mobile and portable radio units.
- Ø Activate backup or alternate communications systems, as necessary.
- Ø Maintain emergency communications systems as long as necessary.
- Ø When practical, protect equipment against lighting strikes and electromagnetic pulse (EMP) effects.
- Ø Phase down operations, as appropriate.
- Ø Clean, repair, and perform maintenance on all equipment before returning to normal operations or to storage.

Administration and Logistics

This section addresses the support requirements of the communications function.

Administration

- Ø This section addresses the administrative actions associated with satisfying the tasking in this annex. Specific areas to be addressed include:
  - Record and report preparation and retention.
  - Accounting and reimbursement procedures. For example, submit communications expenditure statements to appropriate authorities for reimbursement.
  - Reference to the phone lists and radio frequencies in the SOP that should be followed to notify emergency personnel during emergency situations.

Logistics

This section addresses general support requirements. Specific areas to be addressed include: communications agreements with private organizations,

mutual aid agreements with neighboring jurisdictions, and provisions to have damaged communications equipment repaired or replaced.

Plan Development and Maintenance

Authorities and

Attachment C
Warning

Introduction

This function deals with the dissemination to the appropriate government officials and the public timely forecasts of all hazards requiring emergency response actions. This warning information is vital and must be made available in order to ensure that emergency responders and the public take appropriate protective actions to avoid death, injury, and/or damage to property.

Developing a Warning Annex

Purpose

A warning annex describes the warning systems in place in the jurisdiction and the responsibilities and procedures for using them. All components of the system should be identified and the provisions that have been made to implement warning described.

Situation and Assumptions

This section identifies some broad considerations that apply to the kinds of emergency conditions that could require the activation of emergency warning systems. It identifies the warning sites that will be relied upon to alert emergency responders and warn the public.

This section also describes the assumptions that are applicable to the warning systems the jurisdiction may use during emergency operations. Typical are assumptions that:

- Some people who are directly threatened by a hazard may ignore, not hear, or not understand warnings issued by the government.
- Special needs groups such as the hearing-impaired, sight-impaired, physically disabled, or institutionalized (e.g., in mental treatment facilities, jails/prisons/detention facilities, etc.) require special attention to ensure a workable warning system is established.
- Emergency response organizations such as the fire and police may be called upon to help warn the public.

- Ø Where available, EAS stations will be used to help disseminate warning information.

- Ø Radio/TV stations which are not members of the EAS station network will be willing to issue warning announcements.

- Ø Where available, National Oceanic and Atmospheric Administration (NOAA) Weather Radio stations will disseminate watches and warnings issued by the NWS; NOAA tone alert radios are automatically activated when such watches and warnings are issued.

Concept of Operations

This section of the annex provides general information on how warnings will be given within the jurisdiction and in cooperation with other jurisdictions.

General

This section:

- Ø Describes the methods used to notify key government officials and emergency response organizations.

- Ø Describes the methods and warning devices used to disseminate emergency alerts and warnings to the public for the types of hazards that threaten the jurisdiction.

- Ø Identifies types of warning devices (sirens, EAS stations, telephone, tone alert radios, route alerting, etc.) used in the jurisdiction and specifies their location, and the geographic area each device covers.

- Ø Describes the procedures for warning special locations, such as schools, hospitals, nursing homes, recreational facilities, major industrial sites, institutions, and places of public assembly.

- Ø Describes the special procedures required to warn the hearing-impaired and non-English speaking groups.

- Ø Defines the meaning of all warning signals.

- Activates public warning systems to include EAS.

- Implements contingency plans to provide warnings if established warning system fails to work.

- Coordinates warning frequencies and procedures with EOCs at higher levels of government and with adjacent Fh

- Evacuate the organization's facilities.

Ø If appropriate, augment the EOC's effort to warn the public through the use of vehicles equipped with public address systems, sirens, employees going door to door, etc.

Administration and Logistics

This section addresses the administrative and general support requirements associated with the warning function.

Administration

Specific administrative areas to be addressed include:

Ø Reference or attach as an appendix the SOP document that contains the phone lists and radio frequencies of emergency personnel to be notified at the declaration of emergency.

Ø Attach as an appendix charts or maps that depict the warning system and the area covered by it.

Logistics

Specific logistical support requirements to be addressed include:

Ø Provisions to test and maintain equipment used to disseminate warning.

Ø Provisions to get damaged warning equipment repaired or replaced. This equipment includes tone alert radios, sirens, horns, EAS, radio/TV, public address (PA) systems, etc.

Ø Negotiating an agreement for use of private service agencies, personnel, equipment, and facilities to augment the jurisdiction's warning capabilities.

Ø If multiple incidents develop, ensure that each IC has adequate warning equipment should it be necessary to notify the public in the vicinity of any desired response.

Plan Development

This section should identify who is responsible for coordinating revision of the jurisdiction's Warning Annex, keeping its attachments current, and ensuring that

- *Vulnerability.* The section should note how the means for disseminating EPI could be harmed by hazards that face the jurisdiction. (The section can reference maps and/or any similar discussion in the jurisdiction's Warning Annex.) Contact *with* the means of dissemination also should be addressed, if the jurisdiction relies only on the telephone system.

- *Dependency*. Along with vulnerability, a local EPI annex should note any dependency on out-of-town media (e.g., printers and newspapers).

Ø *Audience*. A situation section should give relevant facts about the audience for EPI. Relevant facts include:

- *Special Needs Groups*. The section should list the jurisdiction's non-English speaking groups in excess of some planning threshold (e.g., five percent of population) and note the foreign language media that could be used to communicate with these groups. It also should note other factors that affect people's ability to receive, act on, or understand EPI. These might include sight or hearing impairments, being in custodial institutions (e.g., schools, nursing homes, hospitals, etc.), or being unfamiliar with the area and its hazards (as is the case with tourists).

- *Preparedness*. The section may note whether ongoing public preparedness campaigns are conducted and whether printed material is available in telephone books, at key locations, or from community groups to which it has been distributed.

Assumptions

Ø *Media*. Relevant assumptions about the media include:

- *Local Cooperation on EPI.* Local media will cooperate in placing the community's need for EPI ahead of the need for news coverage, at least in the initial warning and response phase

of an emergency. (As appropriate, written agreements for commercial broadcast media to disseminate EPI may be prepared.)

- *External Media Interest*. Some events, or even forecast events, can bring many reporters, photographers, and camera crews to an area; this will create heavy demands on the EPI organization, requiring augmentation. External media will be interested less in details than in spectacle and "human interest" stories of universal appeal and quick impact.

Ø *Audience*. Relevant assumptions about the audience may address:

- *Preparedness*. The section may note what level of preparedness is assumed. Public awareness campaigns will not have been 100 percent effective, especially in jurisdictions with many tourists and transients.

- *Demand for Additional Information*. People will want more information and will call to get it if possible.

Concept of Operations

The concept of operations section provides general information on how EPI is to be disseminated to the public. It describes policies, protocols, and a sequence of activity.

General

This section should address who activates the EPI organization, how the organization is notified, and where personnel should report (e.g., the EOC). It should set forth priorities for EPI activity: production and dissemination of EPI, response to public inquiry, monitoring and rumor control, and media relations. It also should set forth a jurisdiction's policy to have a single release point for EPI (such as a public information center), to foc.5 0 TD -0.3541 TMcy -0.27 tifi9tessEPI, j

- *Actions*. Following are actions that may be taken with more than a day's notice. The list is not all-inclusive.

  – Coordinate with "CEO," Evacuation Coordinator, Mass Care Coordinator, and Warning Coordinator to determine status of plans and timing of actions.

  – Establish and maintain contact with media. Provide preparedness information and any instructions, as cleared by "CEO."

  – Arrange for accelerated printing of camera-ready EPI material (e.g., evacuation instructions/maps and Family Protection Program leaflets), if needed to supplement/restock existing print material.

  – Ensure distribution of printed material to broadcast media, to preselected locations (e.g., grocery stores), and/or via newspaper.

  – Monitor media.

  – Augment public inquiry and/or media relations staffs, if needed. Set up any additional facilities for EPI operations (e.g., separate telephone bank or media center) with support from the Communications Coordinator.

- *Message Content*. Following is suggested general content for pre-impact messages. These will depend on the amount of time available for action and on the particular hazard. Hazard-specific information and instructions should be appended to the annex.

  – Hazard.

  – Estimated area and time of impact.

to-door canvassing) is activated and ensure EPI is being disseminated.

– Contact media to repeat and update initial warning (especially if not provided through EAS) and provide EPI contact name(s) and telephone number(s).

– Monitor media.

- *Message Content*. Following is suggested general content for pre-impact messages with limited warning available. Again, these will depend on the particular hazard. Hazard-specific information and instructions should be appended to the annex.

  – Hazard; kind of risk posed to people and property.

  – Area at risk and predicted time of impact.

  – Protective action instructions. These may address specific groups (e.g., parents with school children in the area) as well as the general pubic.

  – Reference to any useful information at-hand (e.g., in telephone book).
  – What government is doing or will do.

  – How (and how often) government will be in touch with the public during the emergency.

Ø *After Impact.*

- *Actions*. Following are EPI actions that may be taken after the

- Monitor media reports and telephone inquiries for accuracy and respond as appropriate to correct rumors.

- Augment public inquiry and/or media relations staffs, if needed. Set up any additional facilities for EPI operations (e.g., separate telephone bank or media center) with support from the Communications Coordinator.

- Arrange for printing of camera-ready EPI material (e.g., Family Protection Program leaflets and health and safety instructions), if needed.

- Ensure distribution of printed material to broadcast media, to preselected locations (e.g., grocery stores), to volunteer groups or other response and recovery personnel that may go into residential areas, and/or via newspaper.

- Compile chronology of events.

• *Message Content*.

- Current situation assessment.

- Current government actions.

- Survival instructions (for those affected or still potentially affected).

- How/where to get what help (for those affected).

- Health hazards information.

- How/where to get help for companion and farm

another level of government's public information staff. Provision should be made for establishing a separate media center, if EOC briefing space is inadequate. Provision also should be made for credentialing media representatives and for coordinating with law enforcement to allow media access to the scene (if it is safe to do so). The section should make clear who decides to implement such provisions.

Interjurisdictiona
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Organization and Assignment of Responsibilities

The EPI organization should be depicted in a chart. The organization may be built around distinct areas of responsibility (e.g., information gathering and production, monitoring and rumor control, public inquiries, and media relations). It is not always necessary for each "box" to be filled by a different person; it is necessary to be *able* to staff each "box" to meet increased demands on the EPI organization (e.g., for public inquiries or media relations). Charts can reflect augmentation. See Figure 5-D-1. The following types of tasking may be assigned to the agencies, organization chiefs, and individuals listed in the left margin below:

Chief Executive Official ("CEO")

- Ø Serves as primary spokesperson before media, or delegates function to PIO.
- Ø Gives final approval to release of emergency instructions and information, or delegates function to PIO.
- Ø In cases where Incident Command has been established, provides policy guidance on the transfer of authority to release information from the ICP to the EOC should the incident exceed a predetermined level.
- Ø Designates location for media briefings (e.g., EOC conference room).
- Ø Approves implementation of any special provisions for media convergence.

Public Information Officer (PIO)

- Ø Manages all aspects of EPI on behalf of "CEO."
- Ø Assumes EPI functions delegated by "CEO."
- Ø Ensures timely preparation of EPI materials and their dissemination.
- Ø Ensures that public is able to obtain additional information and provide feedback (e.g., with hotline for public inquiries).
  - May establish center for disaster welfare information, and

Administration and Logistics

The administration and logistics section addresses the administrative and general support requirements for the EPI function.

Administration

The section should address reporting and information flow for the EPI function, or reference the relevant SOPs. Common reports *from* EPI would include press coverage summaries and/or clips, public reaction and concerns (based on telephone inquiries or even post-disaster "town meetings"), and a final chronology of events.

Family Protection Program brochures, as listed in the bibliography. These could be referenced if used.

- Ø Some owners of companion animals will refuse to evacuate unless arrangements have been made to care for their animals.

- Ø Roughly 20 percent of the population at risk will require shelter in a mass care facility. (This figure should be adjusted based on any behavioral studies conducted in the jurisdiction.) Many evacuees will seek shelter with relatives, friends, or motels rather than use government-provided mass care facilities.

- Ø Where available, military support (as approved by the Governor) will be available to support evacuation efforts.

- Ø For some seasonal hazards, such as a hurricane, standard designated evacuation routes will be used to evacuate people.

- Ø Evacuation of people at risk for emergency situations that occur with little or no warning will be implemented on an *ad hoc* basis. The individual responsible for implementing it should be the IC at the scene of the emergency, with support arranged through the EOC as necessary. Evacuation instructions should be based on known or assumed health risks associated with the hazard.

Concept of Operations

There are several factors which must be considered when planning for an evacuation. Among these are the characteristics of the hazard or threat itself. The magnitude, intensity, speed of onset, duration, and impact on the local community, are all significant elements to be considered. They will determine the number of people to be evacuated, time available in which to effect the Forcd bsvernotn, and approved bt the

threatened area is outlined and the arrangements that have been made to return evacuees to their homes explained. This section:

- Identifies the scope of authority granted to an IC to act under standing orders from the "CEO."

- Describes the provisions that have been made for evacuating special needs populations. Such populations include: children in school, children in day care centers, nursing home residents (long-term); the handicapped (hearing-impaired, sight-impaired, mentally impaired, and mobility-impaired); non-English speaking people; institutionalized individuals (in hospitals, mental health facilities, nursing homes (short-term)); incarcerated residents (in jails, juvenile facilities, drug treatment centers, etc.); transient populations (street people, motel and hotel guests, seasonal workers); and people without transportation.

- Describes the means the government will use to keep evacuees and the general public informed on evacuation activities and the specific actions they should take.

- Describes the evacuation options and the evacuation routes that have been developed to protect and move the people away from the different types of hazards the jurisdiction faces.

- Describes the modes of transportation that will be used to move evacuees.

- Identifies assembly areas for picking up people that do not have their own transportation.

- Outlines or references the document that details the evacuation movement control procedures.

- Describes the provisions that have been made to control access to the evacuated area.

- Ø Identifies assembly areas for picking up people that do not have their own transportation.

- Ø Identifies evacuation routes.

  - Estimates the traffic capacity of each designated evacuation route.
  - Selects evacuation routes from risk area to designated mass care facilities.
  - Examines access to evacuation routes from each part of the risk area.
  - Prepares the evacuation movement control plan.
  - Coordinates with law enforcement officials.

- Ø Assists, as appropriate, the animal care and control agency's efforts to evacuate animals at risk during catastrophic emergency situations.

Emergency Manager

- Ø Makes recommendations to the "CEO" on the appropriate evacuation option to implement.

- Ø Ensures that functional coordinators are clear on location of mass care facilities outside of the risk area that will be used to house evacuees.

- Ø Coordinates with and assist the animal care and control agency staff to identify facilities that may be used to house evacuated animals.

Law Enforcement

- Ø Provides traffic control during evacuation operations. Operational considerations include:

  - Route assignment departure scheduling.

- Road capacity expansion.
- Entry control for outbound routes.
- Perimeter control on inbound routes.
- Traffic flow, including dealing with breakdowns.
- Establishment of rest areas.

Ø Secures, protects, and houses those prisoners that must be evacuated.

Ø Assists in the evacuation of the risk area, as necessary.

Ø Protects property in the evacuated area.

Ø Limits access to the evacuated area.

Ø Coordinates with the Evacuation Coordinator.

Public Works Verifies the structural safety of routes (roads, bridges, railways, waterways, airstrips, etc.) that will be used to evacuate people.

Public Information Officer (PIO)

Ø Disseminates the following types of instructional materials and information to evacuees:

- Identification of the specific area(s) to be evacuated.
- List of items that evacuees should take with them (such as food, water, medicines, portable radio, fresh batteries, clothing, sleeping bags).
- Departure times.
- Pick-up points for people requiring transportation assistance.

Animal Care and Control Agency

- Ø Based on information from the Evacuation Coordinator on the high-hazard areas in the jurisdiction, makes an initial estimate of the numbers and types of animals that may need to be evacuated.
- Ø Coordinates with the Evacuation Coordinator to arrange travel routes and schedules the timing for evacuation of farm animals, animals in kennels, veterinary hospitals, zoos, pet stores, animal shelters, university laboratories, etc. and wildlife (as appropriate) from the risk area.
- Ø As appropriate, mobilizes transportation vehicles (stock trailers, trucks equipped with animal cages, etc.) that may be used to evacuate the animals.
- Ø Implements evacuation by sending evacuation team(s) to load and transport the animals being evacuated.
- Ø As appropriate, dispatches search and rescue teams to look for animals left behind by their owners, stray animals, and others needing transport to a safe location.

All Tasked Organizations

- Ø Make provisions to protect and secure facilities and equipment not taken out of the area to be evacuated.
- Ø Identify and make provisions to relocate the organizational equipment and supplies that will be moved from the evacuation area.

Administration and Logistics

This section addresses the administrative and general support requirements for the evacuation function.

Administration

Specific areas to be addressed include:

- Ø Records and reports associated with tracking the status (evacuation notices, number evacuated, number of evacuees in mass care facilities, etc.) of evacuation events.
- Ø Attaching as an appendix maps that depict the routes that have been

designated as primary and alternate evacuation routes.

Logistics Specific areas to be addressed include:

- Ø The provisions that have been made to move from the area being evacuated those essential supplies and equipment items that are needed to sustain operations and to meet the needs of evacuees. Typical items include:
  - Food.
  - Water and water trailers.
  - Medical supplies.

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Maintenance Authorities and

Attachment F
Mass Care

Introduction

This function deals with the actions that are taken to protect evacuees and other disaster victims from the effects of the disaster. These actions include providing temporary shelter, food, medical care, clothing, and other essential life support needs to those people that have been displaced from their homes because of a disaster or disaster threat situation.

Developing a Mass Care Annex

Purpose

A mass care annex describes the provisions that have been made to ensure disaster victims receive the appropriate services when at a mass care facility. Local government is responsible for the development of a capability to provide mass care services for its citizens in the event of an emergency and should be prepared, if necessary, to receive and care for people evacuated from the area directly impacted by a disaster. The requirements for services vary depending upon the nature and phase of the emergency. Local officials must be ready to provide different types of support in response to the unique nature of the situation. Prior to onset, facilities (e.g., schools, churches, nonessential government buildings, etc.) are needed to register, shelter, feed, protect, and provide for other human needs of an evacuated population. During the emergency phase, these facilities may be used to provide evacuees physical protection from the effects (e.g., water and wind associated with storms, earthquake aftershocks, radiological contamination from a nuclear power plant accident, etc.) of a disaster. During the post-disaster period these facilities may be used on a long-term basis to feed, care for, and provide temporary housing to the disaster victims whose homes have been severely damaged or destroyed or cannot return to their homes because of damage to or debris on roads and bridges. Other long-term post-disaster mass care options may include: kitchens to feed people; water supply stations; first aid stations; temporary housing in rental units, tents, hotels/motels, and mobile homes; hygiene facilities (portable toilets and showers); mail service, etc.

Situation and Assumptions

This section should identify the emergency conditions that could occur which would require the activation of mass care operations. These considerations, in turn, provide input for decisions about types and locations of mass care facilities to be supported. For example, if the community is vulnerable to floods, hurricanes, tornadoes, and nuclear power plant accidents, the locations of the mass care facilities should be outside of the floodplain and have sufficient structural integrity to provide people physical protection from the effects of high wind, earthquake aftershocks, and radiological contamination.

This section also should address unknowns of the emergency situation that are associated with mass care. Such assumptions focus on the probable operational situations under disaster conditions, cover unanticipated contingencies, and establish the parameters within which the planning for mass care will take place. Typical assumptions are that:

Ø

jurisdiction.)

- Ø Where available, military support (as approved by the Governor) will be available to support mass care operations.

- Ø The jurisdiction may have to enter into an agreement with adjacent jurisdictions to arrange for mass care services for evacuees that cannot be taken care of in the home jurisdiction or to provide similar services to other jurisdictions when their evacuees cannot be cared for in their home jurisdiction.

Concept of Operations

This section specifies the conditions under which mass care services will be provided and describes the methods that will be used to activate and manage

DWI system.

- Identifies the population groups requiring special assistance when being sheltered in a mass care facility, i.e., the elderly and persons with disabilities.

- Describes the provisions that have been made for providing mass care services for special needs populations. Such populations include: children in school, children in day care centers, nursing home residents (long term); the handicapped (hearing-impaired, sight-impaired, mentally impaired, and mobility-impaired); non-English speaking people; institutionalized individuals (in hospitals, mental health facilities, nursing homes (short term)); incarcerated residents (in jails, juvenile facilities, drug treatment centers, etc.); transient population (street

- Ø Assesses the situation and make recommendations to the Emergency Manager on the number and locations of mass care facilities to be opened.

- Ø Reviews listing of available mass care facilities.

- Ø Notifies persons and organizations identified in the mass care resource list about possible need for services and facilities.

- Ø Selects mass care facilities for activation in accordance with:

  - Hazard/vulnerability analysis considerations.
  - Locations in relation to evacuation routes.
  - Services available in facilities.
  - Input from the Emergency Manager.

- Ø When directed, coordinates the necessary actions to ensure mass care facilities are opened and staffed, as needed.

- Ø Notifies mass care facility managers to do one of the following, when appropriate:

  - Stand by for further instruction on the specific actions to take and the estimated timing for opening mass care facilities.
  - Take the necessary action to open the facility they are responsible for managing.

- Ø Coordinates with Resource 06 Tw (6T Tf 0.078 Tc (S) Tj 6914 T 15 Tlth Tc 0.3102 T74(responsT74(resr manceiv0s ilitj 6914 D 0 T91 Tw

appropriate traffic control systems are established.

- Ø Ensures each mass care facility has a highly visible identity marker and sign that identifies its location.

- Ø Provides each Mass Care Facility Manager a listing of the location of the animal shelters that have been opened to house and care for companion animals.

- Ø Assists, as appropriate, the animal care and control agency's efforts to feed, shelter, and provide medical treatment for animals during catastrophic emergencies.
- Ø Ensures appropriate mass care information (number of occupants, meals served, etc.) is made available to information processing section in the EOC.

- Ø Collects information from Mass Care Facility Managers to support the jurisdiction's efforts to respond to inquiries from family members about the status of loved ones (name, home address, phone, next of kin, etc.).

- Ø Upon termination of emergency, submits a mass care expenditure statement to appropriate authorities for reimbursement.

Mass Care Facility Manager

- Ø When notified, stands by for further instructions or report to assigned mass care facility, as appropriate.

- Ø Contacts team members and instructs them to take whatever actions that may be appropriate.

- Ø Staffs and operates the mass care facility. Upon arrival at the facility, takes the necessary actions to open it, receive evacuees, and provide for their health and welfare.

- Ø Contacts the EOC when the facility is ready to open.

- Ø Opens and keeps the facility operating as long as necessary.

	Ø Submits mass care facility status report to the Mass Care Coordinator. The report identifies the equipment and supplies that are needed to restock the facility and any other problems that will need to be resolved before the facility is used again.
Emergency Manager	Ø Makes recommendations to the "CEO" on the number and locations of the mass care facilities to be opened. Ø Coordinates with the PIO to facilitate dissemination of information to the public on both the location of the mass care facilities that will be opened and directions to them. Ø Coordinates with the Mass Care Coordinator to activate the jurisdiction's mass care facilities.
American Red Cross (Local)	If appropriate, provides personnel to manage and staff mass care facilities.
Salvation Army (Local)	If appropriate, provides personnel to manage and staff mass care facilities.
Non-profit Public Service Organizations	If appropriate, provide personnel to manage and staff mass care facilities.
Education Dept./ School Superintendent	Ø If appropriate, provides personnel to manage and staff mass care facilities. Ø Shelters students in school buildings when the situation warrants or when directed to do so by the appropriate authority.

Law Enforcement	Ø Provides security at mass care facilities. Ø Provides traffic control during evacuee movement to mass care facilities. Ø Maintains order in mass care facilities. Ø If necessary, provides an alternative communications link between the mass care facility and the EOC through a mobile radio unit in police vehicles.
Public Works	Ensures power, water supply, and sanitary services at mass care facilities are maintained during emergency conditions.
Public Information Officer (PIO)	Makes public announcement about availability of mass care facilities and animal shelters and their locations.
Military Department (if available)	Ø Informs Mass Care Coordinator of mass care facilities available on military installations. Ø Coordinates use of mass care facilities on military installations. Ø Provides logistical support for mass care operations.
Agricultural Extension Agent	Develops and maintains list of local food warehouses and other sources of bulk food stocks.
Animal Care and Control Agency	Ø Assesses the situation and makes a decision on the number and location of shelters that will be used to house animals. Typical facilities include the jurisdiction's animal shelter(s), veterinary hospitals, boarding

kennels, pet stores, greyhound farms, and fairgrounds. Facilities for

operations.

- Ø Attaching a listing of mass care facilities as an appendix. The list should include the facilities' location, people capacity, quantity and type of kitchens, beds available, stock levels of medical and sanitation supplies, food and water, sleeping bags, restroom facilities, vehicle parking capacity, etc. It also should identify the communication systems available, list telephone numbers, and indicate if there is an emergency power system available.

Plan Development and Maintenance

This section should identify who is responsible for coordinating revision of the jurisdiction's Mass Care Annex, keeping its attachments current, and ensuring that SOPs and other necessary implementing documents are developed.

Authorities and References

Authorities and references should be cited as appropriate.

Attachment G
Health and Medical

Introduction

This function deals with the activities associated with the provision of health and medical services in emergencies and disasters. For the purposes of this Guide, health and medical services include: emergency medical (EMS), hospital, public health, environmental health, mental health, and mortuary services. The activities associated with these services include treatment, transport, and

evacuation of the injured; disposition of the dead; and disease control activities related to sanitation, preventing contamination of water and food supplies, etc., during response operations and in the aftermath of a disaster. Depending on needs and resources, jurisdictions may want to prepare separate annexes for one or more of these health and medical services.

Developing a Health and Medical Annex

Purpose

A health and medical annex describes policies and procedures for mobilizing and managing health and medical services under emergency or disaster conditions.

Situation and Assumptions

This section provides a general assessment and overview of the jurisdiction's existing health and medical capabilities. It focuses on the jurisdiction's capability to provide medical care, treatment, and support to victims, response personnel, and the general public during the response and post-disaster phases.

This section also addresses limitations that may degrade health and medical operations. Assumptions addressed might include the following:

- The annex applies primarily to large-scale emergency and disaster events that would cause sufficient casualties and/or fatalities to overwhelm local medical, health, and mortuary services capabilities, thus requiring maximum coordination and efficient use of these resources.

- Public and private medical, health, and mortuary services resources located in the jurisdiction will be available for use during disaster situations.

- Large-scale emergencies and disaster threat situations (earthquakes, hurricanes, nuclear power plant accidents, floods, etc.) may affect large areas of the jurisdiction, the State, or other States, requiring the use of mutual aid.

- Public and private health and medical resources located in the

Chief Executive Official ("CEO")

Requires the Health and Medical Coordinator to send a representative to the EOC when notified of an emergency situation.

Health and Medical Coordinator

Upon activation, or upon declaration or imminent declaration of an emergency or disaster:

- Ø Reports to the EOC or other designated location as deemed appropriate; sends a representative to the EOC if unable to report in person.
- Ø Rapidly assesses health and medical needs.
- Ø Oversees and coordinates the activated health and medical organizations to assess their needs, helps them obtain resources, and ensures that necessary services are provided.
- Ø Ensures that emergency medical teams responding to a disaster site establish a medical command post.
- Ø Coordinates with neighboring community health and medical organizations and with State and Federal officials on matters related to assistance from other jurisdictions, including Federal assistance.
- Ø Screens and coordinates with incoming groups such as Disaster Medical Assistance Teams (DMAT) as well as individual health and medical volunteers; ensures that positive identification and proof of licensure is made for all volunteers.
- Ø Maintains a patient/casualty tracking system.
- Ø Coordinates the location, procurement, screening, and allocation of

- Provides information through the PIO to the news media on the number of injuries, deaths, etc.

- Ensures appropriate health and medical services information is made available to the information processing section in the EOC. Provides information through the PIO to tion through th

- Ø Establish and maintain field and interhospital medical communications.
- Ø Provide medical guidance as needed to EMS.
- Ø Coordinate with EMS, other hospitals, and any medical response personnel at scene to ensure that casualties are transported to the appropriate medical facility. Distribute patients to and among hospitals both inside and outside the area based on severity and types of injuries, time and mode of transport, capability to treat, and bed capacity. Take into account special designations such as trauma centers and burn centers. Consider the use of clinics to treat less than acute illnesses and injuries.
- Ø Coordinate with local emergency responders to isolate and decontaminate incoming patients, if needed, to avoid the spread of chemical or bacterial agents to other patients and staff.
- Ø Coordinate with other hospitals and with EMS on the evacuation of patients from affected hospitals, if necessary. Evacuation provisions should specify where the patients are to be taken.
- Ø Depending on the situation, deploy medical personnel, supplies, and equipment to the disaster site(s) or retain them at the hospital for incoming patients.
- Ø Establish and staff a reception and support center at each hospital for the relatives and friends of disaster victims who may converge there in search of their loved ones.
- Ø Provide patient identification information to the ARC upon request.

Public Health Officer

- Ø Coordinates all public health services in the jurisdiction.
- Ø Inspects for purity and usability all foodstuffs, water, drugs, and other consumables that were exposed to the hazard.

- Provides epidemiological surveillance, case investigating, and follow-up.
- Provides laboratory services for identification required to support emergency health and medical TD -0.2p2 TDei2 TDei2 TDei2cy health and medical h

Mental Health Agencies

- Ø Ensure that appropriate mental health services are available for disaster victims, survivors, bystanders, responders and their families, and other community care-givers during response and recovery. Services may include crisis counseling, critical incident stress debriefings, information and referral to other resources, and education about normal, predictable reactions to a disaster experience and how to cope with them. There should be a capacity to provide specialized assistance for those affected by a traumatic event or who become traumatized by cumulative stress related to the disaster experience.

- Ø Provide outreach to identify and serve those in need of mental health support.

  - Coordinate with the PIO to arrange for dissemination of information to the public.

  - Coordinate with the Mass Care Coordinator to identify shelter occupants that may require assistance.

- Ø Have inpatient psychiatric facilities take the following actions:

  - Implement the facility's appropriate disaster plan.

  - Provide for the care, safety, and continued treatment of hospital residents.

  - Coordinate with appropriate authorities for the safe evacuation of residents.

  - Provide resources and support to the community-based mental health system in responding to the disaster mental health needs of impacted communities.

Mortuary Services

- Ø Provide for the collection, identification, and care of human remains, determining the cause of death, inventorying and protecting deceased's personal effects, and locating and notifying the next of kin.

- Ø Establish temporary morgue sites.

- Ø Establish and maintain a comprehensive record-keeping system for continuous updating and recording of fatality numbers.

- Ø Coordinate with:

  - Search and rescue teams, hospitals, EMS, and other emergency responders.
  - Funeral directors, morticians, and assets for transportation of deceased persons.
  - Other pathologists.
  - The ARC for location and notification of relatives.
  - Dentists and x-ray technicians for purposes of identification.
  - Law enforcement agencies for security, property protection, and evidence collection.

American Red Cross

- Ø Provides food for emergency medical workers, volunteers, and patients, if requested.

- Ø Maintains a DWI system in coordination with hospitals, aid stations, and field triage units to collect, receive, and report information about the status of victims.

- Ø Assists in the notification of the next of kin of the injured and deceased.

- Ø Assists with the reunification of the injured with their families.

- Ø Provides blood, blood substitutes, and blood byproducts, and/or

implementing reciprocal agreements for replacement of blood items.

- Provides first aid and other related medical support at temporary

All Tasked Organizations

- Ø Adhere to all professional and legal standards in the performance of duties.
- Ø Provide ongoing status reports to the Health and Medical Coordinator, including number of deaths, injuries, etc.
- Ø Provide and/or receive mutual aid in coordination with the Health and Medical Coordinator.
- Ø Provide information to the Health and Medical Coordinator for dissemination of public advisories as needed.
- Ø As needed, coordinate with other emergency health and medical services; with emergency services such as fire, police, and public works; and with the Health and Medical Coordinator.
- Ø Refer all media requests for information to the Health and Medical Coordinator.
- Ø Maintain updated resource inventories of emergency medical supplies, equipment, and personnel resources, including possible sources of replacements.
- Ø Arrange for security to protect vulnerable work sites such as remote aid stations, temporary morgues, etc.
- Ø Develop plans to evacuate and/or shelter, as appropriate, patients, staff, equipment, supplies, and vehicles before, during, and after disasters.
- Ø Prepare detailed SOPs that include: call-down rosters for notifying personnel; step-by-step procedures for performing assigned tasks; telephone numbers and addresses/locations of similar services in other jurisdictions; area and local stores (grocery and drug), and medical warehouses that will provide pharmaceutical and medical supplies; telephone numbers, addresses, type, quantity, location, and procedures for obtaining transportation resources from Federal, State, local, and private organizations; and a listing of the radio communications call signs and frequencies that each responding organization uses.

- Designate staff to perform disaster duties.

Administration and Logistics

This section describes administrative and general support requirements for accomplishment of emergency health and medical tasks.

Administration

This section focuses on the administrative management of health and medical resources. It addresses the general support requirements and identifies sources that will be relied upon to obtain personnel, equipment, and supplies, transportation, facilities, services, and other resources required to support disaster response and recovery operations. Specific requirements include:

- *Medical Response Teams.* This section should first identify pre-organized medical teams within the jurisdiction. It should then sketch arrangements for requesting mutual aid teams from neighboring jurisdictions, from State sources, such as State Guard or militia units, and from Federal sources, such as military, Centers for Disease Control and Prevention (CDC), and National Disaster Medical System (NDMS) sources.

nurses, laboratory and x-ray technicians, emergency ambulance crews, etc.

- Volunteer/bystander health professionals including general physicians, specialists (qualifications should include hospital experience in trauma/disaster medicine), nurses, laboratory and x-ray technicians, emergency ambulance crews, etc.
- Medical school residents and teaching staff from throughout the State.
- Public Health Service (to include Federally sponsored DMATs and Veterinary Medical Assistance Teams).
- Other volunteer medical personnel from throughout the State.
- Armed Forces and the U.S. Coast Guard.
- The Indian Health Service.
- Department of Veterans Affairs personnel.
- Volunteer medical personnel from other States.
- Business and industry medical departments.

Logistics

This section addresses the arrangements that have been made to provide for the support needs of the organizations performing health and medical functions. Specific matters needing attention include:

Ø Sources of medical supplies and equipment:

- Local stores (hospitals, pharmacies, emergency vehicles, local government resources, et cetera). As appropriate, arrange for pharmacies to stay open 24 hours a day during specific periods for victims, evacuees, and responders.

- County-stored emergency aid stations, where available and usable.
- Mutual aid from jurisdictions not affected by the disaster.
- Private sector suppliers in the State.
- Private sector health care organizations that maintain a supply system for medical supplies and equipment.
- NDMS (Includes U.S. Department of Defense, Department of Health and Human Services, Department of Veterans Affairs, and FEMA.) Note: Local jurisdictions should work through their State emergency management agency and FEMA to obtain resources under the control of the Federal Government.

Ø Acquisition of medical/health equipment and supplies including:

- Initial supply and resupply for field medical operations.
- Initial supply and resupply for health and mortuary services.
- Resupply of functioning hospitals in the affected areas.
- Resupply of hospitals and other facilities outside the disaster areas receiving casualties.

Ø Transportation of medical/health supplies, personnel, and equipment:

- Local government-owned and commercial fixed-wing aircraft, trucks, and buses.
- Armed Forces fixed-wing aircraft, helicopters, and trucks.
- Private and public ambulance companies.

- Water transport.
- Limousine and taxi companies.
- Mortuaries (for hearses).
- Four-wheel drive and high

Attachment H
Resource Management

Introduction

All responding agencies manage people, equipment, facilities, and supplies to accomplish their tasks. However, emergencies can require more specialized resources than the responding agencies have available. The resource management function is necessary to ensure that:

- A complete picture of available resources is known to decision-makers.
- All available resources are used appropriately and arrive where and when they are most needed.
- Additional resources can be secured for responders as their own resources are expended or damaged.
- Critical resource needs of the public are met despite disruption of commerce and infrastructure.
- Accountability is maintained for the jurisdiction's use of resources.

As presented here, resource management is a process that ranges from determining needs to finding and staging resources to meet these needs. In practice, different jurisdictions assign parts of this process to several different organizational elements. The goal of this Guide is not to prescribe an organizational arrangement, but to suggest all that is involved in resource management and how the pieces fit together. The Guide is meant to stimulate ideas, however your jurisdiction organizes to do resource management.

Developing a Resource Management Annex

Purpose

A resource management annex describes the means, organization, and process by which a jurisdiction will find, obtain, allocate, and distribute resources to satisfy needs that are generated by an emergency.

Situation and Assumptions

The situation and assumptions section describes the planning environment for the resource management function, i.e., factors that directly impact the ability of the jurisdiction to satisfy resource demand and manage support activities during response operations. Factors to be considered include:

Situation

- *Hazards*. The situation and assumptions section should outline the potential for emergencies requiring the resource management function. In particular, the section could highlight potential critical resource shortages (e.g., power, fuel in winter, potable water in times of drought or as a secondary effect of heavy flooding) and credible emergency scenarios that would deplete responding agencies' resources. Possible effects on the transportation and distribution network also should be noted.

- *Resources*. Complete listings of resources and planned requirements should be maintained in attachments to the plan, a resource manual/database, or in organizational SOPs, as appropriate. However,

- Mass care supplies such as medicine and first aid supplies; potable water; food; bedding, blankets, and cots; sanitation supplies (e.g., portable toilets), lighting (lanterns, candles, etc.).
- Portable generators.

Ø *Mutual Aid*. The situation and assumptions section can also note the jurisdiction's participation in mutual aid agreements.

Assumptions Assumptions might include the following:

Ø *Information*. A resource inventory or database will be maintained by the Emergency Manager or the Resource Manager.

Ø *Initial sustainability.* Response agencies will sustain themselves during the first 24 hours of an emergency. Households and businesses located in the area directly affected by the emergency situation will sustain themselves during the first 72 hours of an emergency. (An ongoing public information activity will help ensure

Ø *641Response*

Ø

* WHERE it is needed.
* WHEN it is needed.

– *Prioritization (ongoing).* The **Resource Manager** will apprise "the **Needs Group**" of priorities set by the "CEO" or a designated representative. A formal classification system may be useful. Note that among the highest priorities may be satisfying needs of the resource management organization, e.g., securing the use of any additional facilities required by the Resource Manager.

– *Follow-up.* Resource requests should be logged, prioritized, passed on to those responsible for obtaining and committing resources, and then tracked (as Pending, En Route, Met, etc.) via subsequent feedback from "the **Supply Group**," "the **Distribution Group**," and the requesting party. The **Resource 89798 Tw 89798 -0.573**

Supply 183.7 105 TD 0 Tc 0 Tw 12 T0.3420 repre

Group of the incoming resource (or of the need to pick it up) and its priority, and informs the **Needs Group** that action has been taken on the request. If the needed resource is not listed among prearranged supplies, the next step is to see if a workable offer to donate it has been made (assuming a Donations Coordination Team has been activated). If not, the options are to procure (or hire) or to solicit a donation of the needed resource.

– *Procurement and Hiring*. When requests are of high priority for the jurisdiction, an expedited procurement or hiring process may be in order. Procurement involves contacting suppliers, negotiating terms (in coordination with the **Financial Officer** and **Legal Advisor** if necessary), making transportation arrangements, notifying the **Distribution Group**, and notifying the **Needs Group** of action taken. Hiring can take advantage of local or State job service records and personnel, any "applicant supply files" the government personnel office maintains for particular types of

Attachment H: Resourg n/r8zanaget H:

Coordination Team. In some States, transportation or financial management may be separate functions, and donations management may be a subset of mass care logistics. The important thing is to ensure that the entire process of

(Those jurisdictions opting to treat donations management separately should recognize and structure the links between it and the resource management function. Both functions will rely on the jurisdiction's transportation, distribution, and traffic control systems. Each will need access to the other's information regarding needs and supply: donations management can supplement resource management's efforts to obtain certain items and also should relay useful bids from the contractors and vendors that inevitably call donations hotlines; at the same time, donations management may be unsuccessful in filling some identified needs by a certain time, making procurement through resource management necessary.)

The following types of tasking should be performed for resource management, and could be assigned to individuals and organizations as listed in the left margin below:

Resource Manager

Upon arrival at the EOC:

- Directs and supervises the activities of the Needs, Supply, and

parties.

Supply Group

Locates and secures resources. Headed by Supply Coordinator. As needed, includes teams for procurement, personnel, and donations. Should be supported with financial information and legal advice.

Supply Coordinator

- Ø When notified of an emergency, reports to the EOC or other location specified by the Resource Manager.
- Ø Determines appropriate means for satisfying requests (with concurrence of Resource Manager).
- Ø Handles unsolicited bids.
- Ø Keeps Needs Group informed of action taken on requests.
- Ø Keeps Distribution Group informed of expected movement of resources, along with the priority designation for the resources.
- Ø Requests transportation from Distribution Group (with concurrence of Resource Manager).

Donations Coordination Team

Headed by a Donations Coordinator.

- Ø When notified of an emergency, reports to the EOC or other location specified by the Resource Manager.
- Ø Receives offers of donated goods and services.
- Ø Matches offers to needs (whether those of its own separate needs assessment or those of the larger jurisdictional needs assessment).
- Ø Through PIO, disseminates information to ensure that offers are not inappropriate to needs.
- Ø Makes special requests as directed by Supply Coordinator.

- Ø Ensures that Resource Manager is apprised of needs/"unmet needs" list and that physical distribution efforts (in those jurisdictions that treat donations logistics separately) are coordinated with the Distribution Group.

Procurement Team

Undertakes *ad hoc* procurement as directed by Supply Coordinator; otherwise, uses database and/or resource listings to fill requests through prearranged supply channels. May consist of specialists in a certain resource category.

- Ø When notified of an emergency, reports to the EOC or other location specified by the Resource Manager.
- Ø When warning is available and as directed by Supply Coordinator, notifies private industry parties to any memorandum of agreement of the jurisdiction's intent to activate the agreement, confirms availability of resources specified by the agreement, and reserves supply.
- Ø Locates needed resources using database and/or resource listings for the jurisdiction and participating suppliers.
- Ø As directed by Supply Coordinator, seeks to procure resources not available through pre-arranged channels.
- Ø In all cases, contacts suppliers, settles terms for transportation, and provides information necessary to pass checkpoints.
- Ø Informs Supply Coordinator when the jurisdiction must provide transportation in order to make use of the resource.

Personnel Team

- Ø When notified of an emergency, reports to the EOC or other location specified by the Resource Manager.
- Ø As directed by Supply Coordinator, recruits and hires personnel to meet emergency staffing needs.

Department or equivalent

distribution of resources.

Department of Transportation or equivalent

- Ø Provides knowledgeable staff to serve on Distribution Group.
- Ø Assists in procuring and providing transportation.

All Agencies

- Ø Provide staff knowledgeable in a particular resource category to serve as Needs Liaisons and/or Procurement Team members, as appropriate.
- Ø Provide updated emergency resource listings on a regular basis or as requested by Resource Manager.
- Ø Make personnel/resources available as needed in an emergency.

Administration and Logistics

This section addresses the administrative and general support requirements for carrying out resource management tasking.

Administration

The following specific areas should be addressed:

Reports and records. The annex should address what kinds of records must be kept, for how long, in what form (e.g., hard copy or database); what reports should be made, from whom to whom, in what format; and how records vital to operations will be protected. (Note: Hard copy "resource manuals" are useful, but where possible jurisdictions should 1615 TD -0.4233 Tc 1.9233 deardl5 f -0.3.92l-0.235 3.9soe uTj 0(tration) Tci

emergency procurement.

- Ø *Hiring and Other Personnel Issues*. The annex should note waivers of normal procedure for matters of hiring, assigning work that is not in an employee's job description or at an employee's normal duty station, and the like.

Logistics The following specific areas should be addressed:

- Ø *Staffing*.
  - *Core Cadre*. The annex should identify by position what staff will be required to perform the resource management function, regardless of the nature or scope of the emergency.
  - *Maximum Complement*. The annex also should set forth an estimate, based on the kinds and number of facilities that would be activated, of the maximum number of personnel that would be needed to support the resource management function. A breakdown by facility would be useful.
  - *Augmentation*. The annex should indicate the means the jurisdiction will use to meet a staffing shortfall in the resource management function, be it reassignment of jurisdictional personnel, aid from other jurisdictions, area volunteers, or use of the National Guard.
- Ø *Facilities*.
  - *Minimum*. The annex should spell out where basic resource management activities will be conducted, if locations other than the EOC are involved (e.g., if procurement activity will be conducted from the Department of General Services, with communications links to the EOC).
  - *With significant influx of aid expected*. The Resource Manager may direct that other facilities be activated, such as the

following:

– *Point of Arrival*. The FRP refers to the "point of

Resource Manager and/or Donations Coordinator may require the following facilities to handle donations, as discussed in the *Donations Management Guidance Manual*. Local jurisdictions should consult the State on how best to support the State donations management framework; however, large jurisdictions may wish to make similar provisions for handling donations within the jurisdiction.

- *Donations Coordination Center/Telephone Bank*. At a Donations Coordination Center, representatives of the jurisdiction's government and volunteer agencies screen unsolicited donations offers and match them with possible recipient organizations. States choosing to activate an 800 telephone number might set up the telephone bank at this facility.

- *Checkpoints.* Checkpoints permit inspection, scheduling, and (re)routing of inbound trucks and other vehicles bearing donations. At the State level, potential locations include weigh stations and rest areas.

- *Donations Receiving Area(s)*. A donations receiving area serves as a collection point and sorting area for unsolicited donations of goods. It should be located as close to air, water, and rail transport facilities as is feasible outside the disaster area. Other considerations include parking (for the large number of workers required), covered storage space, and ample room for trucks to maneuver. State fairgrounds have been used as donations receiving areas. Since fairgrounds also have been suggested as prime locations for staging areas, it should be noted again that jurisdictions must coordinate the logistical demands of donations management with those of the entire resource management system. (Note: Some people in donations refer to this facility as a "reception center"; however, that could cause confusion with the use of the same

term in evacuation.)

– *Warehouses*. Where possible, the donations effort should rely on volunteer agencies' warehousing

domain, rationing and price controls, and the like.

- Ø State/local procurement regulations, in particular any provisions for an expedited process (e.g., suspension of "full and open competition" requirements).

- Ø State/local personnel regulations, in particular any special hiring authorities.

References

- Ø FEMA/National Donations Steering Committee, *Donations Management Guidance Manual*, January 1995.

- Ø The Federal Response Plan, April 1992.

- Ø State/local resource listing compilation, if maintained under separate cover.

- Ø State/local compilation of memoranda of agreement.

- Ø Other resource directories (e.g., from real estate board).

- Ø Suggested attachments.

    - Map identifying key facilities and transportation routes (perhaps with overlay of likely hazard areas, if known).

Chapter 6
Hazard-Unique Planning Considerations

Introduction

This chapter provides guidance for developing hazard-specific appendices. Hazard-specific appendices offer a means of extending functional annexes to address special and unique response procedures, notifications, protective actions, emergency public information, and other needs generated by a particular hazard. They allow the jurisdiction, in its EOP, to address priorities identified through hazard analysis and to meet detailed regulatory requirements associated with some hazards. A hazard-specific appendix should be prepared for any functional annex that does not, by itself, give enough information to perform the function adequately in the face of a particular high-priority hazard. Some hazards may require that appendices be prepared for various functional annexes; others may affect planning for only one or two functions. Appendices may be long or very brief depending upon need.

> *Think of hazard-specific appendices as* supplements *to functional annexes. Planning considerations common to all hazards should be addressed in functional annexes, not repeated in hazard-specific appendices.*

Development of a Hazard-Specific Appendix

The decision to develop a hazard-specific appendix should be based on special planning requirements not common to other hazards addressed in the functional annex, and on regulatory considerations that may require extensive, detailed planning that is inappropriate for inclusion in the annex.

Content of a Hazard-Specific Appendix

The content of a hazard-specific appendix focuses on the special planning needs generated by the hazard and should not duplicate the information in the functional annex. The appendix contains unique and regulatory response planning details that apply to a single hazard. It addresses the essential operational actions that must be accomplished to facilitate the successful completion of a particular response function. As appropriate, the appendix should quantify the risk area, geography, and demography considerations that apply to the hazard.

It is recommended that hazard-specific appendices follow the same structure--i.e., include, as appropriate, the same content sections (Purpose, Situation and Assumptions, Concept of Operations, Organization and Assignment of Responsibilities, Administration and Logistics, Plan Development, and Authorities and References)--as the functional annexes.

Tabs may be used to: identify hazard-specific risk areas and evacuation routes; specify provisions and protocols for warning the public and disseminating emergency public information; and specify the types of protective equipment and detection devices for responders, etc. Tabs serve as work aids, and include such things as maps, charts, tables, checklists, resource inventories, and summaries of critical information.

The responsibility for making the decision on what to include in a hazard-specific appendix is vested with the jurisdiction's planning team. The flexibility of the planning approach described in this Guide should make it possible to accommodate and satisfy:

- The planning requirements associated with unique aspects of hazards and with various regulatory authorities.
- The different constituencies in the jurisdiction's emergency response organizations.
- The members of the planning team.

Table 6-1 identifies the core functional annexes discussed in Chapter 5, and provides a synopsis of the typical hazard-specific planning considerations that are associated with them. The planning team should consider Table 6-1

when making its decision on the kinds of information to be included in the appendices that they deem it is appropriate to prepare.

Description of Unique and Regulatory Planning Considerations

The attachments provide a brief summary of seven significant hazards that threaten many communities in the United States. The information provided on each of these hazards focuses on the specific types of planning considerations that should be examined, analyzed, and applied, as appropriate, in the development of hazard-specific appendices. The format for each attachment has been structured to be consistent with the planning considerations outlined above. Please note that what follows is only summary information. Information on other hazards your jurisdiction faces and additional relevant data on the hazards addressed in this chapter should be readily available to the planning team. Much of the needed information should have been gathered as part of the jurisdiction's hazard analysis. For additional information, the planner should review the applicable hazard-specific planning guides and other relevant technical manuals to gain more insight into the hazards and to obtain detailed information on the emergency response planning considerations associated with each one.

Attachment A
Earthquake

The Hazard

Nature of the Hazard

A sudden, violent shaking or movement of part of the earth's surface caused by the abrupt displacement of rock masses, usually within the upper 10 to 20 miles of the earth's surface. The earthquake hazard may consist of:

Ground Motion

Vibration and shaking of the ground during an earthquake is the most far

Assessment casualties, and the status of key facilities.

Search and Rescue Removal of trapped and injured persons from landslides, buildings collapses, and other structural collapses, administering first aid, and assisting in transporting the seriously injured to medical facilities. This activity involves the use of professional and volunteer search teams including the use of dog teams. Consideration should be given to:

- Use of damage assessment information to identify the facilities and areas where US&R operations are to be conducted and to establish a priority for conduct of these operations.
- Request for Federal assistance to perform US&R operations.

Major consequences associated with an earthquake are the collapse of buildings and other structures, and landslides. In a metropolitan area that is struck by a major earthquake many hundreds to thousands of people could be trapped. These trapped people need immediate assistance. In such situations, it is likely that local and State governments would be overwhelmed by the demand for emergency services. Further, most jurisdictions do not have a sufficient quantity of specialized equipment or enough trained teams available to accomplish the large-scale search and rescue operations that would be needed to respond to a catastrophic earthquake. In order to assist State and local governments to accomplish this critical lifesaving activity, the Federal Government has established Federal US&R teams. These teams are available to State and local jurisdictions upon request. The FRP's ESF-9 includes provisions for deploying Federal US&R teams. These teams augment State and local emergency response efforts to locate, extract, and provide for the immediate medical treatment of victims trapped in collapsed structures.

Access Control and Re-Entry This section deals with the immediate actions to be taken, as soon as conditions permit, in the area that was severely impacted by an earthquake. Relevant considerations include:

- Control of access to the area until it is safe. Only those people directly involved in emergency response operations should be allowed to enter.

- Establishing a protocol for determining the appropriate time to allow evacuees and the general public to re-enter the area that was severely impacted.

Debris Clearance

The identification, removal, and disposal of rubble, landslides, wreckage, and other material which block or hamper the performance of emergency response functions should be a high priority action. Activities may include:

- Demolition and other actions to clear obstructed roads.
- Repair or temporary reinforcement of roads and bridges.
- Construction of emergency detours and access roads.

Inspection, Condemnation , Demolition

Inspection of buildings and other structures to determine whether it is safe to inhabit or use them after an earthquake has occurred. Activities may include:

- Inspection of buildings and structures which are critical to emergency services operations and mass care activities. Designate those that may be occupied and identify/mark those that are unsafe.
- Inspection of buildings and structures that may threaten public safety. Identify/mark those that are unsafe and may not be occupied.
- Inspection of dams and levees.
- Inspection of less critical damaged structures. Designate those that may be occupied and identify/mark those that are unsafe to occupy.
- Arrangements for the demolition of condemned structures.

Utilities and Lifeline Repairs

Restoration and repair of electrical power, natural gas, water, sewer, and telephone and other communications systems to minimize the impact on critical services and the public.

Warning

Earthquakes usually occur without warning. Although some earthquakes have been successfully predicted, a reliable warning system has not been developed. However, it is appropriate for those jurisdictions located on the West Coast,

Hawaii, and Pacific Insular areas where a large seaquake or undersea volcanic eruption may occur to include an appendix in their plan that will facilitate the issuance of a tsunami warning.

Emergency Public Information

The flow of accurate and timely emergency information is critical to the protection of lives and property in the wake of a catastrophic earthquake. This

Attachment B
Flooding and Dam Failure

The Hazard

Nature of the Hazard

Flooding occurs when normally dry land is inundated with water (or flowing mud). Flooding may result from: bodies of water overflowing their banks, including artificial ones like dams and levees; structural failure of dams and levees; rapid accumulation of runoff or surface water; hurricane-caused storm surges or earthquake-caused tsunamis; or erosion of a shoreline. (Coastal flooding and erosion are not treated in this attachment.) Typically, the two parameters of most concern for flood planning are suddenness of onset--in the case of flash floods and dam failures--and flood elevation in relation to topography and structures. Other factors contributing to damage are the velocity or "energy" of moving water, the debris carried by the water, and extended duration of flood conditions. Flooding can happen at any time of the year, but predominates in the late Winter and early Spring due to melting snow, breakaway ice jams, and rainy weather patterns.

Risk Area

All States and territories are at risk from flooding. Apart from a rainy climate, local risk factors, usually present in combination, include:

Rivers, Streams, and Drainageways

These are bodies of water often subject to overflowing. The size of the stream can be misleading; small streams that receive substantial rain or snowmelt, locally or upstream, can overflow their banks. High-velocity, low elevation flooding can be dangerous and damaging. Six inches of moving water can knock a person off his or her feet; 12 inches of water flowing at 10 miles per hour carries the force of a 100 mile-per-hour wind, although the force would be distributed differently on obstacles.

Dams and Levees

There are 74,053 dams in the United States, according to the 1993-1994 National Inventory of Dams. Approximately one third of these pose a "high" or "significant" hazard to life and property if failure occurs. Structural failure of dams or levees creates additional problems of water velocity and debris.

Hazard Areas: A Guidebook for Local Officials for discussion of models and additional bibliography.

Flooding and Dam Failure Unique Planning Considerations

This section contains a listing of the functional annexes that typically would require the preparation of a hazard-specific appendices for flooding and dam failure. It also identifies the unique and/or regulatory planning considerations that should be examined by the planning team and used, as appropriate, when preparing appendices for flooding and dam

- Ø Obtaining a labor force to perform flood fighting tasks associated with building a levee (e.g. fill and place sand sandbags to prevent flooding).

- Ø Obtaining assistance from the U.S. Army Corps of Engineers to build temporary emergency levees.

Search and Rescue

Conduct aerial and waterborne search and rescue once flooding occurs. Include provisions for the rescue of stranded animals and the disposal of dead ones.

Continuity of Operations

Address the relocation of government resources, vital records, and equipment to assure continuation of services and to prevent damage or loss.

Inspection and Condemnation

Structures left standing may still have been weakened by water pressure and debris flows. Building interiors will be filled with mud and filth, and some building materials will be waterlogged.

Therefore, it will be necessary to inspect buildings and other structures to determine whether they are safe to inhabit after a flood has occurred. Activities may include:

- Ø Identifying buildings and structures that may threaten public safety.

- Ø Designating those buildings and structures that may be occupied.

- Ø Identifying/marking those buildings and structures that are to be condemned.

Warning

The NWS is responsible for most flood warning efforts in the United States. For large river systems, hydrological models are used by River Forecast Centers. For many--not all--smaller streams, the NWS has developed a system called ALERT (Automated Local Evaluation in Real Time) that does not rely on volunteer observers. However, some communities may still need to use volunteer observers to monitor water levels, the effectiveness of the levee system, or even to back up automated systems. The following planning considerations should be addressed, if appropriate, in one or more appendices to a warning annex:

Automated Warning

Include a listing that identifies location and telephone numbers for all automated dam and river warning devices within or upstream of the jurisdiction, if available.

Use of Volunteers

If the jurisdiction relies on a volunteer warning network an appendix should describe:

- Composition and locations of each team in the network.
- How and when the network teams are activated (e.g., automatically with an NWS flood watch or as directed by the Emergency Manager).
- The type of information to be reported and the frequency of reporting.
- The means established to facilitate reporting.
- How warning information is passed on to response organization members.
- How the warning data received will be disseminated as emergency public information.

Dam Failure

In jurisdictions that are vulnerable to flooding from dam failure, an appendix should include provision for:

- Alerting the Warning Coordinator and other key members of the emergency management staff when the local authorities receive notification that a problem exists or may occur at the dam.
- Disseminating emergency warning information (to the public and other key response personnel) received from the dam's emergency management staff. Typically, a warning message should address a serious situation that could develop (alert) or inform the audience when an excessively high runoff occurs or a dam failure threatens (warning).
- Coordinating with the PIO to facilitate the timely warning of the

population at risk from dam failure.

Emergency Public Information

Public information begins with communication of risks to the community, to potential home buyers, and to applicants for construction permits. Knowledge of being in a flood zone, of being downstream of a dam, of being protected by an inadequate levee, and the like, may rivet attention on the rest of the public information strategy. The population should be educated about what the levels of warning imply, should know how to interpret a predicted flood level as it relates to their property, and should be informed about expedient loss-reduction measures they can apply to their property.

Provisions must be made to prepare and disseminate notifications, updates, and instructional messages as a follow-up to the original warning. The following planning considerations should be addressed, if appropriate, in one or more appendices to an EPI annex:

When Floods Develop Slowly

For flood emergencies that develop slowly enough to permit evacuation, provide the public information and instruction on:

- Sanitary conditions.
- Unsafe drinking water.
- Use of utilities.
- Electric fields created in water by downed power lines.

Evacuation

If fast- and slow-developing floods are possible in a jurisdiction, protective action decisions must be based on the estimated time necessary for evacuation and the availability of shelter space above the estimated flood elevation. When

Attachment C
Hazardous Materials

Given the technical nature of the HAZMAT threat, it is essential that the National Response Team's NRT-1, *Hazardous Materials Emergency Planning Guide*, and the Environmental Protection Agency's (EPA) *Technical Guidance for Hazard Analysis* be used as the priAgen4444 techni8e for Ha199.addral

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may complete the general picture of the fixed facility hazard by obtaining data from EPA's Toxic Chemical Release Inventory and by reviewing previous notifications of accidental releases of "hazardous substances" in excess of "reportable quantities" (as defined in 40 CFR 302). Interviews with facility emergency coordinators, fire and law enforcement personnel, and news reporters also may be used to obtain needed information.

On Transport Routes

The LEPC is entitled to information from facilities subject to SARA Title III that may be necessary for emergency planning, and the LEPC is required by SARA Title III to address routes for transportation of extremely hazardous substances in emergency planning. Facility emergency coordinators may provide

schedules for exercising the provisions.

Direction and Control

For this hazard, OSHA's Hazardous Waste Operations and Emergency Response Standard (29 CFR 1910) requires that *an* ICS be used for on-scene management of response activities. A description of ICS is provided in Attachment A to Chapter 5. b cI7n

- If possible, identify the hazardous material involved and the severity (degree of threat to people, property, environment, etc.) of the accident before exposing response personnel to possible health hazards.

  – For transportation accidents information sources include placards, container labels, cargo manifests, and shipping papers. These items provide initial information that can be checked against the *North American Emergency Response Guidebook*; shipping papers should also include an emergency contact number. Also, if the above information is not visible or available, an interview with the vehicle operator could provide the information needed.

  – For fixed facility accidents, this information should be readily available from the responsible party.

Ø Initiate a response to the situation in accordance with the jurisdiction's ICS concept of operations for responding to HAZMAT accidents. Critical actions to address include:

- Upon arrival at the incident site, identifying the IC and notifying the EOC of the identity of the IC and the location of the ICP.

- Ensuring response personnel have and don the appropriate protective gear (clothing and breathing apparatus).

- Ensuring response personnel approach the incident site from upwind and obtain the following information, if not already known:

  – The time of the release.

  – The quantity released.

agencies may establish their own reporting requirements as well. The following are typical notifications jurisdictions may be responsible for or interested in ensuring:

Ø *Chemical Releases*. Notification should be made to the National Response Center by the responsible party. Legal provisions also may exist for notification of specific State and local authorities.

- *Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA).* For hazardous substances identified in the CERCLA list, a release that equals or exceeds the reportable quantity (as defined in 40 CFR 302) must be reported to the National Response Center.

- *Emergency Planning and Community Right-to-Know Act (SARA Title III).* Releases of Extremely Hazardous Substances (under section 302 of the Act) or of CERCLA hazardous substances must be made known to the SERC and the LEPC's community emergency coordinator by the facility owner or operator. In a transportation accident, this requirement is satisfied by contacting 911 or, if 911 is unavailable, the local telephone operator.

- *Clean Water Act*. For hazardous substances (as listed in 40 CFR 116.4) released into water in excess of reportable quantities (established in 40 CFR 117.3), dischargers must make an immediate report to the National Response Center. Notification must also be made to the Nuclear Regulatory Commission if radioactive material spilled in a waterway exceeds the reportable quantity.

Ø *General Transportation Accidents.* Notifications are as above. In addition, the *North American Emergency Response Guidebook* recommends contacting the Chemical Manufacturer's Association's Chemical Transportation Emergency Center (CHEMTREC) with initial requests for assistance.

- *Involving Radioactive Materials*. Typically, notification should be made to the State Department of Public Health so that detection and monitoring can take place. For incidents involving nuclear weapons, notification should be made to the nearest military base and to the Joint Nuclear Accident Coordinating Center (JNACC).

- *Involving Infectious (Etiological) Agents.* Local and/or State health departments should be notified. Officials in these departments have the responsibility for notifying the Emergency Response Coordinator for the CDC.

Reentry to Areas Directly Affected by the HAZMAT Release

Address the types of detection devices and systems that will be used to determine when a toxic cloud has cleared a particular area and if the concentration of the hazardous material in soils, drinking water, and sewage systems are at a safe enough level to permit return. Also address concerns such as:

Ø Control of access to the area until it is safe. Only those people directly involved in emergency response operations should be allowed to enter.

Ø Arrangements for ongoing site control, monitoring of the environment, and compliance with State and Federal regulations regarding disposal of the wastes.

Ø Protocol for determining the appropriate time to allow evacuees and the general public to re-enter the area.

Decontamination and Cleanup

Relevant actions to be addressed are:

Ø Establish "zones" for controlling contamination (hot zone, transition zone, and clean zone).

Ø Provide for handling and disposal of:

- Contaminated soil, water, and other items that could not be adequately decontaminated.

- Contaminated clothing.

Request for Federal Assistance

If the situation exceeds the capability of the responsible State and local authorities, assistance can be obtained through the National Response Center. In accordance with the NCP, upon receiving notification, the National Response Center notifies the appropriate Federal On-Scene Coordinator (OSC), who monitors private and State actions, provides support and advice, and may intervene to direct operations in rare instances when the situation exceeds the capability of the responsible party or State and local government (or when the "responsible party" would be the Department of Defense (DOD) or DOE). Assistance may include support by the National Strike Force, including strike teams for oil spill response and a Public Information Assistance Team; Radiological Emergency Response Teams; salvage teams; scientific support coordinators; and other specialized resources.

For peacetime radiological emergencies, the Federal Radiological Emergency Response Plan (FRERP) provides a mechanism for DOE to dispatch Radiological Assistance Program (RAP) teams in response to a State request for monitoring assistance.

Warning

SARA Title III requires that HAZMAT emergency planning address procedures for timely notification to the public that a release has occurred; this depends on facilities making immediate notification to State and local authorities. HAZMAT accidents generally occur without warning, and the speed at which events develop and effects spread varies from incident to incident. For small-scale occurrences, public notification may be made door-to-door, through mobile public address systems, or with portable megaphones. For larger-scale occurrences, a jurisdiction-wide warning system should be used. The following

- Ø How **timely** warning information will be disseminated to the public, including immediate notification to local and State authorities.

Emergency Public Information

The flow of accurate and timely emergency information is critical to the protection of lives and property immediately following a HAZMAT release. This section deals with the provisions that should be included in the plan for the preparation and dissemination of notifications, updates, and instructional messages as a follow-up to initial warning. The following planning considerations should be addressed, if appropriate, in one or more appendices to an EPI annex:

- Ø Informing the public of health hazards associated with the HAZMAT involved in the accident.

- Ø Providing personal protective actions instructions, including:

  -

- Provisions for identifying agencies and contractors that could be inv

Attachment D
Hurricane

The Hazard

Nature of the Hazard

The term "hurricane" describes a severe tropical cyclone and sustained winds of 74 miles per hour (mph) or greater that occurs along the Gulf or East Coasts, in

the essential data it needs to determine the **hurricane category** for which the jurisdiction should prepare. **It is vital that the team plan for the highest category of hurricane that is likely to strike the jurisdiction.** The assessment should:

- Include a narrative description that identifies the parts of the jurisdiction that are subject to flooding caused by a storm surge. Also, maps that pictorially display this information.
- Identify the population at risk.
- Identify essential services (fire, police, utility substations/plants, etc.) and special custodial facilities at risk (hospitals, nursing homes, jails and juvenile correction facilities, etc.).
- Identify government resources such as essential equipment, tools, stockpiles, vital records, etc., that may need to be moved to a safe location.
- Identify facilities that must be evacuated such as trailer parks, campgrounds, etc.

Hurricane Unique Planning Considerations

This section contains a listing of the functional annexes that typically would require the preparation of a hazard-specific appendix for hurricanes. It also identifies many of the unique and/or regulatory planning considerations that should be examined by the planning team and used, as appropriate, when preparing hurricane-specific appendices.

General: Response Schedule

For this hazard a Hurricane Response Schedule is used in each of the hazard-specific appendices to describe the emergency response actions that should be accomplished when responding to a hurricane. The schedule establishes phases for the approaching hurricane, describes the activities to be completed during each phase, and sets the priority for the activities to be completed. Each phase covers a discrete period of time and details the specific actions that should be completed during the phase.

Time Phases

Usually, phases correspond to hours before the estimated time of arrival of gale/hurricane force winds, immediate response actions after landfall of hurricane force winds, through termination of all response activities. Typical phases include:

- Ø *Awareness*. 72-60 hours before the arrival of gale force winds (32-63 mph).
- Ø *Stand-by*. 60-48 hours before the arrival of gale force winds. It is likely that a tropical storm watch would be issued during this period.
- Ø *Response*. 48 hours before arrival of gale force winds through termination of the emergency. Hurricane watches and warnings would be issued by the NWS during this period.

Keying Actions to Time Phases

Each phase in the schedule:

- Ø Describes actions to be taken in the phase.
- Ø Identifies the official responsible for the action.
- Ø Defines the hours needed before arrival of gale force winds to carry out the activity.
- Ø Describes the priority of the action to be taken.
- Ø Contains other critical information that tasked organizations need to perform their assigned responsibilities.

Direction and Control

Initial actions are started before the beginning of the awareness phase when it appears likely that a specific storm could threaten the jurisdiction. They continue through the response phase. Therefore, provisions should be made, as appropriate, to address the following planning considerations in one or more appendices to a direction and control annex:

- Ø Determine when response organizations should:
  - Be placed on stand-by, partial activation, or full activation.

- Suspend or curtail day-to-day functions and services and focus on emergency response tasks.

Ø Ensure response organizations can continue to perform assigned operational tasks throughout all three phases (e.g. secure, disperse, or relocate operations centers, vehicles, equipment, vital records, and other essential resources).

Ø Determine timing for taking action on the following critical concerns:

- Alerting the public.
- Closing schools and businesses.
- Restricting access to the risk area.
- Opening mass care facilities.
- Ordering an evacuation.

Ø Assign specific tasking to each response organization for each phase. Critical concerns include:

- Decision for and timing to:
  - Initiate coordination and implement mutual aid agreements with other jurisdictions.
  - Suspend non-emergency government services and operations.
  - Release non-emergency government employees from work.
- Reporting status/observations to the EOC.

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Warning

Since hurricanes are typically slow-moving storms, sufficient warning time will be available to allow those people at risk to evacuate and find a safe place to stay before the storm reaches land.

The following provisions for notifying the public should be addressed, if appropriate, in one or more appendices to a warning annex.

- Roles and responsibilities of government spokespersons during each phase.
- Coordination with the NWS and media representatives to ensure timely and consistent warning information is provided.

Emergency Public Information

I n f o r

facilities, and government resources from the risk area. All actions must be completed before the landfall arrival of gale force winds.

The following planning considerations should be addressed, if appropriate, in one or more appendices to an evacuation annex:

- Identifying specific evacuation zones. These zones delineate the natural and manmade geographic features of the areas(s) to be evacuated.

- Designating evacuation routes for each zone.

- Estimating the number of people requiring transportation support to evacuate the risk area.

- Specifying the clearance times needed to conduct a safe and timely evacuation under various hurricane threats. Consider the following complications that could impede or delay evacuation before finalizing the time-phased actions:

  - Heavy rains and localized flooding may slow traffic movement.

  - Bridge approaches may flood before evacuation can be completed.

  - Evacuees will need time to close up their homes and businesses, secure their boats, gather the essentials (medicines, food, clothing, etc.) to take with them, fill their vehicle with gas, etc.

  - Special custodial facility managers will need time to mobilize their staff, close up the facility, and make the necessary arrangements to move the resident population.

  - Traffic entering the evacuation zone to secure homes, businesses, boats, etc.

  - Evacuees from other jurisdictions passing through the zone and occupying the same evacuation route(s).

- The need for special modes of transportation (ferries and air transport) to evacuate people from barrier islands.

Attachment E
Lethal Unitary Chemical Agents and Munitions

Public Law 99-145, Section 1412, directs DOD to dispose of the lethal unitary chemical agents and munitions stored at eight Army installations within the continental United States. After an exhaustive study comparing the alternative disposal strategies, the Army issued a Final Programmatic Environmental Impact Statement (FPEIS) for the Chemical Stockpile Disposal Program (January 1988) recommending on-post incineration at each site. In the February 1988 Record of Decision (ROD), the Army committed to establishing an emergency response program as a means of mitigating accidents during storage and for disposal operations.

In August 1988, the Army and FEMA signed a Memorandum of Understanding (MOU) identifying the specific responsibilities of the Army and FEMA, defining areas of each agency's expertise, and outlining where cooperation between the two agencies would result in a more efficient use of personnel and material resources. These obligations were integrated into a program called CSEPP. The Army has overall responsibility for developing on-post preparedness plans, upgrading on-post response capabilities, cond-

explosions, on-post personnel and the off-post general public also could be exposed to agent combustion products as well as uncombusted agents.

The agents GA, GB, and VX are rapidly acting, lethal nerve agents and are toxic as liquids and vapors. The vesicant agents injure the eyes, damage the lungs and severely blister the skin upon exposure. The vesicants often react with tissue constituents, and there is significant evidence that exposure to sufficiently high doses may increase the risk of developing cancer. The vesicant agents are potent in minute quantities and can produce delayed effects as late as 24 hours after contact.

In pure form, the nerve agents are usually odorless, colorless (agent VX may be pale amber), and tasteless. GA and GB are nonpersistent nerve agents which primarily present a vapor hazard. The vapors from these agents would be the primary cause of casualties since they can be carried downwind quickly. Under most release and meteorological conditions GA and GB produce the greatest downwind hazard distance when compared to other agents in the stockpile. VX is not very volatile, so it presents much less vapor hazard than GA and GB; however, it is 100 times more toxic by the percutaneous route. In practical terms, a toxic dose of VX is more likely to result from skin rather than respiratory exposure; however, all nerve agents are sufficiently volatile to pose an inhalation hazard. At agent concentrations of 30 mg/m3 or greater, median lethal inhalation doses can be attained in a few minutes.

The chemical agents are stored in three basic configurations: (1) projectiles, cartridges, mines, and rockets containing propellant and/or explosive components; (2) aircraft-

boundary to a distance where the risk of adverse impacts to humans is negligible. Because of the increased warning and response time available for implementation of response actions in the PZ, detailed local emergency planning is not required, although consequence management planning may be appropriate.

CSEPP Planning Considerations

The *CSEPP Planning Guidance Document* provides information to be used in preparing emergency plans that cover the most important aspects of CSEPP. Developed jointly by FEMA and the Army, the CSEPP Planning Guidance serves three principal purposes in the CSEPP:

- To promote the development of a comprehensive emergency response capability at each chemical agent stockpile location by providing guidance and direction to assist State, local, and Army installation planners in formulating, coordinating, and maintaining effective emergency response plans;

- To ensure that critical planning decisions are made consistently at all eight chemical agent stockpile locations by establishing a single adequate and systematic framework for emergency response planning related to the CSEPP; and

- To provide a basis for assessing the adequacy of emergency preparedness planning as a part of the evaluation of proposals for Federal assistance.

The CSEPP Planning Guidance does not contain all of the information and detailed technical criteria that will eventually be required for comprehensive emergency plans and resource programs at the eight stockpile locations. Additional location-specific and programmatic technical guidance is available in a number of technical studies, either completed or ongoing.

The CSEPP planning process involves a number of important tasks: identify the planning team; identify sources of technical and administrative support for the planning team; review existing plans to determine their status, to prevent

overlap, and to eliminate inconsistency; analyze local hazards, determine risk, and assess vulnerability; evaluate response capabilities and resources; upgrade existing plans or develop new plans and procedures; and develop an ongoing program for plan implementation, maintenance, training, and exercises.

Direction and Control

The following are direction and control concerns associated with this particular hazard and the CSEPP.

Chemical Event Assessment

Chemical event assessment involves determining the type and nature of an incident or accident and its potential or actual impact. Assessment is both initial and extended. Initial assessment (conducted by installation personnel) primarily involves activities such as analysis and monitoring; agent identification and classification; dispersion modeling and dose projection; and conversion of assessment information to emergency response considerations. Extended monitoring activities will be determined by the nature of the accident and release.

Emergency Notification and Event Levels

Army and local officials must identify the type and detail of information that the installation must communicate to the off-post authorities to assist the latter in deciding upon protective actions. Such information includes, but is not limited to, name of communicator; verification number (if commercial telephone is used) or authenticator; time of notification; emergency level; time of event; brief description of event; projected areas of impact; meteorological data; and a recommendation for the implementation of protective actions. Transmission of a

Operations Plan

Contingency Plan delegates the responsibility for on-scene coordination to the DOD. Therefore, the Federal OSC will be an Army representative. If the release of a chemical agent results in the declaration of Federal emergency or disaster, FEMA also will be involved through its Federal Coordinating Officer (FCO). Each jurisdiction's command and control procedures should include consideration of the relationship between the OSC and the civilian emergency management structure.

In this context, each jurisdiction must identify the organizational structure it will use to respond to a chemical agent release. Key components of the structure include:

- The individual (and alternates) with authority to provide central management of the community's emergency response.
- Other parties that will support the management function by providing advice and information.
- The response forces and other resources available to respond to the emergency (including those under direct control of the jurisdiction as well as those to be obtained from other governments or from private sources).
- The organizational framework that will be used to coordinate the input of all parties to ensure an effective and comprehensive response to the emergency.

Emergency Operations Center

An EOC developed under the CSEPP should provide a command and control center for potential emergencies related to the storage and disposal of the chemical agent stockpile as well as for other potential emergencies identified in the community's hazard assessment. An effective EOC consists of the combination of physical facilities, equipment, personnel, and procedures that enables the jurisdiction to apply its resources efficiently and effectively to respond to an emergency situation. Detailed guidelines for staffing, organization, and operation of the EOC are presented in the CSEPP Planning Guidance.

Emergency Worker Operations

CSEPP takes a two-pronged approach to advancing the safety of civilian emergency response personnel. First, no civilian workers will be intentionally placed in positions where they will encounter chemical agent during the performance of their duties. Second, workers who may incidentally encounter chemical agent while performing their duties will be provided with appropriate protective clothing, equipment, and training.

Under these guidelines, civilian responders will not enter any area where chemical agent is known or suspected to be present while the release of agent is ongoing. While the release is in progress, civilian emergency workers may perform duties (such as traffic and access control and emergency medical services) outside the known/suspected hazard area. After the release has stopped and chemical agent monitoring has confirmed that agent concentrations are within the range for which the protective clothing and equipment provide protection, civilian responders may enter the hazard area to perform necessary duties such as search and rescue and accompanying off-site Army monitoring personnel. All personnel whose duties during or after the release may bring them into contact with chemical agent will be required to use protective clothing and equipment specified in these guidelines.

Automation

Automated systems can provide important assistance in performing many of the planning and response functions in CSEPP. The quickness with which a chemical agent release could affect on-post and off-post populations argues strongly in favor of using automated tools to help perform complex analyses during planning and to manage the deployment of personnel and resources during response. State and local jurisdictions are strongly encouraged to make maximum use of automation tools being developed for CSEPP.

Communications

Reliable communication systems ensure the notification and subsequent information sharing can occur without delay. In CSEPP, at least two independent methods of simultaneous communications must be available to protect against the possibility of equipment failure. A communications network, consisting of redundant telephone and radio systems, should be designed and installed to link the Army installation EOC and notification point with the EOCs and notification points of all IRZ counties and the State(s). Regardless of whether the telephone or radio system is designated the primary method of communication, the other system must be provided to serve as a backup.

Warning The objectives of the public

actions they can take, both before and during an emergency, to reduce risks to themselves and their property. Public education also informs individuals of the progress of Chemical Stockpile and Chemical Demilitarization activities as they relate to emergency preparedness. The emergency public information program identifies the information that will need to be communicated to the public in the event of a chemical agent release and a strategy for disseminating this information rapidly.

CSEPP endorses the use of a single JIC as the most efficient method for gathering, coordinating and disseminating emergency information. Each jurisdiction will develop agreements and procedures, in cooperation with all affected local jurisdictions, State emergency management officials, and the Army installation, that will be followed to ensure the coordinated release of information during an emergency. A related task for JIC personnel is the control of rumors.

Evacuation and In-Place Sheltering

The basic protective action choices are evacuation and four types of shelter-in-place including normal shelter-in-place, and sheltering improved by expedient measures, permanent enhancements, or pressurization.

Protective Action Decision-Making

The protective action decision process consists of these steps:

- Identifying the situations under which evacuation would not be appropriate.
- Determining what action provides the best protection when evacuation is inappropriate.
- Evaluating the situation at the time of an emergency to determine whether evacuation or the alternative action should be implemented.

To ensure quick and appropriate emergency response, the first two steps are determined during emergency planning along with a process designed for accomplishing the third step.

Protective Action Decision Table

Emergency planners analyze the interaction of accident categories, as defined by the EPG (Emergency Planning Guide), and population characteristics to identify the protective actions that would be appropriate for different segments of the population under different accident categories. The results of this analysis are

Evacuee Support

The two primary components of an evacuee support system in CSEPP are reception and mass care. Reception is the process of receiving and registering evacuees, determining their needs (i.e., medical, housing, family reunification, etc.) and assigning them to appropriate resources. Mass care includes providing shelter, food, family reunification, limited medical care, and social services for evacuees. Reception and mass care facilities may be collocated when a small number of evacuees are involved. Separate reception and mass-care facilities are appropriate in a larger-scale evacuation.

Health and Medical

Health and medical concerns associated with the hazard and CSEPP include the following:

Decontamination

Decontamination is an integral part of the treatment of people contaminated with chemical agent. This must be done quickly following exposure. Regardless of the type of chemical agent involved, personal decontamination can be performed by flushing undiluted household bleach on all contaminated areas (except the face) and rinsing off with lukewarm, soapy water. This can be done by the individual who is contaminated, another person or by a decontamination team. CSEPP stresses the importance of self- and buddy-decontamination because of the critical time factors in performing this task.

CDC Medical Guidelines

The CDC of the U.S. Department of Health and Human Services have prepared recommendations for medical preparedness for CSEPP civilian communities and have published these recommendations in the Federal Register (60 FR 33308, June 27, 1995).

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Resource Management

A chemical agent event is an unusual emergency requiring certain special response and resource allocations not normally associated with more common emergencies such as floods, windstorms, or some hazardous materials accidents. For this reason, planning for resource coordination and allocation becomes especially critical and should be coordinated with respect to planning zones and their related protective actions.

Critical to implementing the resource management components of the EOP in CSEPP are the automation systems. The objectives of the CSEPP automation system are to:

- Store, manage, and access databases to support planning efforts.
- Interface databases with analytical planning tools and models.
- Provide automation support for daily, weekly, monthly, and yearly planning tasks (e.g., reporting, scenario development, training, exercise planning).
- Organize emergency plan concepts and standard operating procedures.
- Provide rapid access to information and pre-authorized implementation procedures to support command and control and protective action decisions.
- Facilitate effective communication and alert/notification.
- Track and log events.
- Provide a means of effectively managing emergency response resources.

Attachment F
Radiological Hazards

Radiological materials have many uses and serve a very important purpose in our country. Some of their most common uses include:

- Use by doctors to detect and treat serious diseases.
- Use by educational institutions and companies for research.
- Use by the military to power large ships and submarines.
- Use by companies in the manufacture of products.
- Use as a critical base material to help produce the commercial electrical power that is generated by a nuclear power plant.
- Use as one of the critical components in nuclear weapons, which are relied upon to help deter the threat of war.

Under extreme circumstances an accident or intentional explosion involving radiological materials can cause very serious problems. Consequences may include death, severe health risks to the public, damage to the environment, and extraordinary loss of, or damage to, property.

This attachment focuses on the unique and regulatory planning requirements associated with the two radiological hazard threats that pose the most significant risks to a community:

- An accident at a nuclear power plant, and
- Nuclear conflict with one or more nations that may be hostile to the United States.

The description of the hazard and both radiological and direct weapons (blast, fire) effects in Tab 2 to this attachment apply also to the threat of nuclear terrorism. That is, the same effects and consequences would be associated with the "intentional" detonation of a nuclear device or weapon by a terrorist group seeking to maximize the blast, fire, and radiological effects.

Planning for response to transportation accidents that involve the accidental spread or release of

radiological waste materials is addressed in the Attachment C, Hazardous Materials. See also FEMA-REP-5, *Guidance for Developing State, Tribal, and Local Response Planning and Preparedness for Transportation Accidents.*

The State is responsible for specifying the protective measures for the public and response personnel for both the plume exposure and ingestion pathway EPZs.

Provisions should be made, as appropriate, to address the following planning considerations in one or more appendices to a direction and control annex:

- Describing the specific responsibilities assigned to the jurisdictional response organizations located in both EPZs. Typical tasks include:
  - Preparation of written agreements that specify the concept of operations and specify the response roles of Federal agencies and of State, local, and private sector response organizations located in the EPZ.
  - Provisions for sending a member from the emergency response organization to the licensee's near-site Emergency Operations Facility to serve as a liaison officer, if needed.
  - Requirement to:
    - Identify radiological laboratories that can be used to provide radiological monitoring and analyses services.
    - Identify nuclear and other facilities, organizations, and individuals that can provide resources or skills that can be relied upon to support the response effort.
    - Provide the personnel and equipment to perform off-site radiological monitoring.
    - Inspect, inventory, and operationally check radiological detection equipment and instruments at least once each calendar quarter and after each use.
    -

- Quantify the dose rate and the gross radioactivity measurements for the isotopes specified in NUREG-0654/FEMA REP-1, Rev.1, Table 3.

- Make arrangements with State or Federal agencies to locate and track the airborne radioactive plume.

Ø *Tasking applicable to jurisdictional response organizations located in the plume exposure pathway EPZ.* Address:

- Provisions to accomplish field monitoring.

- The means that will be used to detect and measure radioiodine concentrations in the air (down to 10^{-7} microcurie per cubic centimeter).

- Provisions for determining the best protective options and measures (evacuation, sheltering, etc.) for the people in the risk area during emergency conditions.

- Provisions for traffic management and control of access to the affected area.

- Post-event actions to be taken by emergency response personnel, as soon as environmental conditions and safety considerations permit. These include:

  - Provisions for relaxing the protective measures that have been implemented.

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emergency management organization will be primarily responsible for the response planning required for this EPZ. An appendix to the State or local EOP (as appropriate) must address the provisions that have been made:

- To detect contamination.
- For implementing procedures that will protect the public and prevent them from consuming contaminated foodstuffs. Protective actions may include impoundment, decontamination, processing, weathering, and product replacement/substitution.
- To prepare maps that can be used to record survey and monitoring information applicable to farm crops, livestock, soil samples, dairies, food processing plants, water sheds, water supply intake and treatment plants, and reservoirs. The maps must include all of the activities cited above that are located in the 50-mile EPZ.

Ø *Requests for Federal assistance*. In order to accurately quantify the potential long term health and environmental consequences of an accident, sophisticated monitoring equipment and scientific analytical techniques are needed. Such equipment and technical expertise usually are not maintained by State and local governments. Accordingly, provisions for requesting Federal agency resources (those available through the FRERP) to meet this need should be included in a tab to the hazard-specific appendix.

Communications Provisions must be made to ensure the State and local EOCs have a communications link with the nuclear facility and the facility's near-site Emergency Operations Facility, if manned.

Warning The nuclear facility licensee is responsible for notifying off-site local and State government response organizations in those jurisdictions that may be affected when an emergency occurs.

The following jurisdictional responsibilities for planning should be addressed in one or more appendices to a warning annex:

Public Warning

Warning of the public is a critical function related to this hazard. The public must be given timely instructions with regard to the specific protective actions to be taken. These instructions should describe the area(s) affected and address evacuation, sheltering in place, etc., as appropriate to the situation and time available. Further, the means chosen to accomplish the warning must ensure public health and safety.

Adjacent Jurisdictions, State(s), and the Federal Government

Provisions should be made for notifying and coordinating with every jurisdiction and level of government located within the 10- and 50-mile EPZs. Also, local jurisdictions should contact their State EOC to confirm that they have been notified by the licensee. The State EOC should alert the FEMA Regional Office.

Emergency Public Information

This section deals with the provisions made to prepare and disseminate notifications, updates, and instructional messages to follow up on the initial warning information passed to the public located within the plume exposure pathway.

The following planning considerations should be examined and addressed in one or more appendices to an EPI annex:

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or **more**
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one or more appendices to a mass care (or "congregate care," as it is also called in radiological emergency planning) annex:

- Ø Ensure facilities designated for use by the evacuated public are located at least 5 miles, and preferably 10 miles beyond the boundaries of the plume exposure pathway EPZ.

- Ø Operate reception centers to monitor, decontaminate, and register evacuees, and to monitor/decontaminate their vehicles and possessions.

- Ø Ensure a sufficient number of facilities are available to meet the anticipated demand for shelter.

- Ø If facilities are to be located outside of the jurisdiction's boundaries, coordinate with the adjacent jurisdiction(s) to arrange space for evacuees.

- Ø Ensure those responsible for monitoring and decontamination have the necessary equipment and are familiar with procedures for accomplishing these tasks.

- Ø When and as appropriate, identify sites for provision of mass care services to include:

  - Distribution of food, water, ice, clothing, etc.
  - First aid/medical treatment, if needed.
  - Temporary housing, if needed.

Health and Medical

The following planning considerations should be addressed, as appropriate, in one or more appendices to a health and medical annex:

- Ø Provisions for determining the exposure risks and dispersal of radiological contamination.

Effects blast wave, thermal pulse, and electromagnetic pulse.

- *Blast wave.* The force of wind caused by the blast wave destroys or damages structures and creates debris that is created by the explosion. Deaths and in

- Ø Military installations that **directly** support our nation's nuclear retaliatory capabilities. Such installations may include intercontinental ballistic missile launch facilities, bases that house fixed wing bombers, and those that are involved in command and control of offensive nuclear weapons.

- Ø Large, densely populated metropolitan areas that play a significant role in support of the nation's governmental or financial management activities.

Nuclear Conflict Unique Planning Considerations

This section contains a listing of the functional annexes that typically would require the preparation of a nuclear conflict hazard-specific appendix. It also identifies many of the unique planning considerations that should be examined by the planning team and addressed, as appropriate, when preparing nuclear conflict hazard-specific appendices.

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Typical tasks may include:

- Advising decision makers on the scope of the radiological hazards.
- Determining when it would be appropriate to distribute radiological instruments to emergency response organizations and mass care facility management teams.
- Disseminating essential radiological information to emergency response personnel and shelter management teams.
- Analyzing radiological information reported by emergency response teams and facility managers. Then:
  - Determine the relevant exposure data of shelter occupants and personnel performing emergency response duties and ensure that this information is tracked and recorded.
  - Implement a procedure that would limit the exposure of personnel performing emergency response duties.
  - Ensure facilities and areas that must be inhabited or used by humans are monitored and decontaminated, if appropriate.
  - Ensure facilities and areas that are unsafe for human use are identified. TD /F4 /F4 12 Tf -0.27 Tc (·) Tj 6 0 TD 0ir19
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Warning

Warning of the public is a critical function related to this hazard. Lead time is necessary to make the arrangements needed to ensure the people that are located in risk areas evacuate or seek shelter. Approximately 48 or more hours may be needed to carry out the necessary actions to ensure the public is protected from this hazard. The following planning considerations should be addressed, if appropriate, in one or more appendices to a warning annex:

- Coordination with the next level of government, when appropriate, (during international crisis, U. S. military intervention overseas, etc.) to obtain information concerning the appropriate time to disseminate warning.

- Use of a jurisdiction-wide warning system to disseminate timely warning to the public and members of the emergency response organization.

Emergency Public Information

A nuclear conflict appendix to an EPI annex should address survival tips for people living in jurisdictions vulnerable to nuclear effects who choose to shelter themselves in their homes.

Evacuation

Evacuation is the primary protective action option that should be used to protect people from this hazard. The information gained from the risk assessment should be used to develop the planning instructions that will be relied upon to carry out an evacuation of those people at risk to direct weapons effects. These planning instructions detail the time-phased actions to be taken to evacuate people and relocate, if practical, essential services, special custodial facilities, and government resources from the risk area. All actions must be completed before a nuclear detonation occurs. For this reason, a nuclear conflict appendix to the evacuation annex should address the clearance times needed to conduct a safe and timely evacuation of the population at risk.

Since a jurisdiction cannot guarantee that it will receive warning in time to evacuate fully, provisions should be made for **relocation within the risk area** of the public at risk in situations where the warning comes too late to permit evacuation. The following needs should be addressed:

- *Facilities*. Provisions should be made to:

- Identify the facilities in the risk area that:
  - Offer the best protection available.
  - Can be used to house large numbers of people.
- Use tabs to reflect key information (protection factor, capacity, cooking, sleeping, water, medical, recreational capabilities, telepone numbers, point of contact for access, etc.) associated with each facility.

Ø *Special Equipment*. Provisions should be made to:

- Move radiac meters and dosimeters (that can be used to detect and measure gamma radiation) to those facilities selected for use as shelters within the risk area.
- Ensure members of the facility management team can operate available radiological detection and decontamination equipment.
- Ensure that mass care facility management team members are assigned to work at any shelter facility to be opened within the risk area, if their facility is not scheduled to be opened.

Ø *Decontamination*. Ensure members of each facility management team are familiar with procedures for decontaminating people and the shelter.

Mass Care

The following planning considerations should be addressed, if appropriate, in one or more appendices to a mass care annex:

Ø Ensure facilities designated for use are located outside of the area vulnerable to direct weapons effects.

Ø Tabs should be used to reflect key information (protection factor, capacity, cooking, sleeping, water, medical, recreational capabilities, telepone numbers, point of contact for access, etc.) associated with

each facility.

- Ø If facilities are located outside of the jurisdiction's boundaries, coordinate with the adjacent jurisdiction(s) to arrange space for evacuees.

- Ø Identify mass care facilities suitable for housing custodial care groups.

- Ø Ensure the facilities designated for use provide protection from gamma radiation to shelter occupants.

- Ø Ensure provisions have been made regarding necessary special equipment:

- Dispose of contaminated items (clothing, medical supplies, and other waste items).

Ø Provisions for continued medical surveillance of personnel performing essential operational tasks.

Resource Management

The following planning considerations should be addressed, if appropriate, in one or more appendices to a resource management annex:

Ø Provisions for purchasing, stockpiling, or otherwise obtaining essential gamma radiation detection devices for use in shelters within the risk area and in mass care facilities.

Ø Provisions for purchasing, stockpiling, or otherwise obtaining the essential stocks (food, water, medical, etc.) needed to support an extended stay (3-14 days) in shelters within the risk area or in mass care facilities.

Attachment G
Terrorism

TO BE DEVELOPED

Attachment H
Tornado

The Hazard

Nature of the Hazard

damages.

High-risk jurisdictions may want to use a network of trained spotters. This spotting network would be relied on to rapidly communicate information that can be helpful to the appropriate authorities responsible for making the decision for when to upgrade from a Tornado Watch to Tornado Warning. The network can also assist in tracking the tornado's path.

This data gathering effort should provide much of the information decision makers will need to implement and prioritize response actions for: search and rescue activities; access control and re-entry to the impacted area; debris clearance; restoration of utilities and lifeline repairs; and the inspection, condemnation, and/or demolition of buildings and other structures.

Provisions should be made, as appropriate, to address the following planning considerations in one or more appendices to a direction and control annex:

Damage Assessment — Conduct of immediate ground and air surveys to determine the extent of damage, casualties, and the status of key facilities.

Search and Rescue — Use of damage assessment information to identify the facilities and areas where search and rescue operations may need to be conducted and to estntify Tc 1.009 Tw (c

- Ø Repairing or temporarily reinforcing roads and bridges.
- Ø Construction of emergency detours and access roads.

Inspection, Condemnation, and Demolition

Actions taken to inspect buildings and other structures to determine whether it is safe to inhabit or use them after a tornado has occurred. Activities may include:

Inspection of buildings and structures which are critical to emergency operations.

- Ø Inspection of buildings and structures that may threaten public safety.
- Ø Inspection of less critically damaged structures. Designate those that may be occupied and identify/mark those that are to be condemned.
- Ø Arrangements for the demolition of condemned structures.

Warning

Warning of the public is critical for this hazard. The NWS will place areas under a Tornado Watch when conditions are particularly favorable for tornadoes and severe storms. NWS will issue a Tornado Warning when a tornado has been visually spotted or picked up on radar. Television, radio, and NOAA tone alert radio are sources of information for the public.

The following planning considerations should be addressed, if appropriate, in one or more appendices to a warning annex:

- Ø Provision for the jurisdiction's central warning point to obtain timely Tornado Watch and Warning information (direct link to area weather stations, continuously monitor NWS and other sources, etc.).
- Ø Provisions for notifying institutions and facilities (e.g., schools, hospitals, nursing homes, jails, prisons, shopping malls, major factories, and sporting events) that a Watch or Warning has been issued.

- Provisions for activating the jurisdiction-wide (if available) warning system to disseminate timely warning to the public and emergency respons

Chapter 7
Linking Federal and State Emergency Response Operations

Introduction

The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended, authorizes the Federal Government to respond to disasters and emergencies in order to provide State and local governments assistance to save lives and protect public health, safety, and property. The FRP was developed to help expedite Federal support to State and local governments dealing with the consequences of large-scale disasters (see Figure 7-1). Generally, the FRP is implemented when the State's resources are not sufficient to cope with a disaster and the Governor has requested Federal assistance.

This chapter summarizes the response planning considerations that shape the content of the FRP, Regional Response Plans (RRP), and State EOPs. It also outlines the linkages between Federal and State emergency response operations for planning purposes.

Relationship - Federal (National/ Regional) Response Plans and the State EOP

Federal Response Plans and State EOPs describe each respective level of government's approach to emergency response operations. Since both levels of government provide support there are some similar and overlapping functions in the plans.

Federal Response Plan

The FRP details what the Federal Government will do to provide emergency assistance to a State and its affected local governments impacted by a large-scale disaster. It also describes an organizational structure for providing this assistance.

Concept of Operations

The FRP may be implemented after a large-scale disaster has occurred or upon warning that such a disaster is likely to occur. In either case the fundamental assumption is that the situation has exceeded or will exceed the State and local

governments' capability to respond and recover. The plan guides the activities of Federal agencies (and supporting organizations like the ARC) that are tasked to perform response and recovery actions.

Insert Figure 7-1 here

Functional Organization

The FRP uses twelve ESFs to group and describe the kinds of resources and types of Federal assistance that can be provided to augment State and local response efforts. The ESFs include: (1) Transportation, (2) Communications, (3) Public Works and Engineering, (4) Firefighting, (5) Information and Planning, (6) Mass Care, (7) Resource Support, (8) Health and Medical Services, (9) Urban Search and Rescue, (10) Hazardous Materials, (11) Food, and (12) Energy. A primary agency has been designated for each ESF. During response and recovery operations, the primary agency forms and activates a team that is responsible for working with the appropriate State and local officials to identify unmet resource needs. The team also coordinates the flow of resources and assistance the Federal Government provides to meet these rgtional(responsepPlasm thatwilln bereliteddde to mplehs0 - Federal(response) Tj 0 -15 TD -0.629flo

official are the signatories. The MOU describes the working relationship and provisions that have been made to facilitate joint Federal/State operations during large-scale disasters. The following list identifies some of the typical MOU responsibilities that may be addressed in a RRP:

- Notification procedures and protocols for communicating with State officials (points of contact--State Governor, State Emergency Management Agency Director, EOC managers, etc.); means of communication (telephone, radio, teletype, e-mail, fax, etc.); frequency of contact; and message content (initial discussions on scope of the disaster, State's initial assessment of the situation, identification of liaison officers and their estimated arrival time at the State EOC, likely staging areas for Federal response teams, etc.).

- Provision for Federal Field Assessment Team (FAsT) personnel to assist in conduct of a "rapid situation assessment" immediately after a disaster has occurred or immediately prior to such an event.

- The coordination responsibilities of Regional liaison officer(s) and the provisions established for deployment to the State EOC.

- Provisions for deployment of emergency response team members to the State EOC, staging locations, or directly into the area impacted by the disaster.

- Provisions for obtaining work space in the State EOC and other locations for the initial response cadre, arrangements to obtain work space for the Disaster Field Office (DFO) and other follow-on response teams, and a variety of other activities that require extensive coordination.

State Emergency

The State emergency response mission is much broader than the Federal Government's. In addition to providing resources to satisfy unmet local needs,

Operations Plan

the State EOP addresses several operational response functions. These functions focus on the direction and control, warning, emergency public information, and evacuation actions that must be dealt with during the initial phase of response operations, fall outside of the Federal response mission, and are not appropriate for inclusion in Federal response plans. The functional planning approach suggested in Chapter 5 allows States to address those operational responsibilities. Table 7-1 shows how the functions described in Chapter 5, if adopted, may link with Federal ESFs in those emergencies that require implementation of the FRP. (Table 7-1 is at the end of this chapter, due to its length.)

However, since States do have this additional responsibility to channel Federal assistance provided under the FRP, some States choose to "mirror" the FRP functions. There is no need to mirror the Federal ESFs exactly: States have successfully used a hybrid approach, either by giving State counterparts of Federal ESFs those "extra" responsibilities appropriate to the State level, or by creating functions in addition to those used by the Federal Government in order to address State responsibilities and concerns.

The important thing is for the State's choice of functions to fit the State's own concept of operations, policies, governmental structure, and resource base. That is because the State EOP details what the

and property; and request aid/support from other States and/or the Federal Government (including the role of the Governor's Authorized Representative, or GAR).

- Describes the provisions that have been made to obtain initial situation assessment information from the local jurisdiction(s) that have been directly impacted by the disaster. Typically, this information provides an early assessment of:

  -

- Communication protocols to include means of communication, frequency of contact, and message content (e.g. warning messages, situation reports, requests for assistance, etc.).

- Provisions for requesting Federal response teams to assist the State.

  – Requesting that a FAsT be deployed to assist the State in assessing th

    – Designating individuals to participa Emergency Management Agency represe FAsT.

    – Preparing a joint (FEMA/State) Prelimi Assessment (PDA).

  - Provisions for providing work space and c support to the Regional liaison officers and other deployed to the State EOC, staging areas, or th impacted by the disaster.

  - Provisions for designating a SCO to work dir FCO.

  - Provisions for assisting the FCO in identify locations for establishing the DFO.

Ø Details the coordinating instructions and provisions for interstate compacts, as applicable.

Ø Explains how planned operations will be logistically suppo

Glossary of Terms

Words, phrases, abbreviations, and acronyms relevant to emergency management should be defined. Many terms in emergency management have special meanings, so it is important to establish precise definitions. Such definitions allow the users of the EOP to share an understanding of the EOP.

American Red Cross	The American Red Cross is a humanitarian organization, led by volunteers, that provides relief to victims of disasters and helps people prevent, prepare for, and respond to emergencies. It does this through services that are consistent with its Congressional Charter and the Principles of the International Red Cross Movement.
Attack	A hostile action taken against the United States by foreign forces or terrorists, resulting in the destruction of or damage to military targets, injury or death to the civilian population, or damage or destruction to public and private property.
Checklist	Written (or computerized) enumeration of actions to be taken by an individual or organization, meant to aid memory rather than provide detailed instruction.
Chief Executive Official	The official of the community who is charged with authority to implement and administer laws, ordinances, and regulations for the community. He or she may be a mayor, city manager, etc.
Community	A political entity which has the authority to adopt and enforce laws and ordinances for the area under its jurisdiction. In most cases, the community is an incorporated town, city, township, village, or unincorporated area of a county. However, each State defines its own political subdivisions and forms of government.
Contamination	The undesirable deposition of a chemical, biological, or radiological material on the surface of structures, areas, obl6rect ordial subd464 -6 nownsh25-15 T7i02f 0.04s 7-e58

Damage Assessment	The process used to appraise or determine the number of injuries and deaths, damage to public and private property, and the status of key facilities and services such as hospitals and other health care facilities, fire and police stations, communications networks, water and sanitation systems, utilities, and transportation networks resulting from a man-made or natural disaster.
Decontamination	The reduction or removal of a chemical, biological, or radiological material from the surface of a structure, area, object, or person.
Disaster	An occurrence of a natural catastrophe, technological accident, or human-caused event that has resulted in severe property damage, deaths, and/or multiple injuries. As used in this Guide, a "large-scale disaster" is one that exceeds the response capability of the local jurisdiction and requires State, and potentially Federal, involvement. As used in the Stafford Act, a "major disaster" is "any natural catastrophe [...] or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under [the] Act to supplement the efforts and available resources or States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby."
Disaster Field Office	The office established in or near the designated area of a Presidentially declared major disaster to support Federal and State response and recovery operations. The DFO houses the FCO and ERT, and where possible, the SCO and support staff.
Disaster Recovery Center	Places established in the area of a Presidentially declared major disaster, as soon as practicable, to provide victims the opportunity to apply in person for assistance and/or obtain information relating to that assistance. DRCs are staffed by local, State, and Federal agency representatives, as well as staff from volunteer organizations (e.g., the ARC).
Dose (Radiation)	A general term indicating the quantity (total or accumulated) of ionizing radiation or energy absorbed by a person or animal.
Dose Rate	The amount of ionizing radiation which an individual would absorb per unit of time.
Dosimeter	

ionizing radiation.

Earthquake The sudden motion or trembling of the ground produced by abrupt displacement of rock masses, usually within the upper 10 to 20 miles of the earth's surface.

Electromagnetic Pulse A sharp pulse of energy radiated instantaneously by a nuclear detonation which may affect or damage electronic components and equipment.

Emergency Any occasion or instance--such as a hurricane, tornado, storm, flood, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, fire, explosion, nuclear accident, or any other natural or man-made catastrophe--that warrants action to save lives and to protect property, public health, and safety.

Emergency Alert System A digital technology (voice/text) communications system consisting of broadcast stations and interconnecting facilities authorized by the Federal Communication Commission. The system provides the President and other national, State, and local officials the means to broadcast emergency information to the public before, during, and after disasters.

Emergency Environmental Health Services Services required to correct or improve damaging environmental health effects on humans, including inspection for food contamination, inspection for water contamination, and vector control; providing for sewage and solid waste inspection and disposal; clean-up and disposal of hazardous materials; and sanitation inspection for emergency shelter facilities.

Emergency Health Services Services required to prevent and treat the damaging health effects of an emergency, including communicable disease control, immunization, laboratory services, dental and nutritional services; providing first aid for treatment of ambulatory patients and those with minor injuries; providing public health information on emergency treatment, prevention, and control; and providing administrative support including maintenance of vital records and providing for a conduit of emergency health funds from State and Federal governments.

Emergency Medical Services, including personnel, facilities, and equipment required to ensure proper medical care for the sick and injured from the time of injury to the time

Services of final disposition, including medical disposition within a hospital, temporary medical facility, or special care facility, release from site, or declared dead. Further, emergency medical services specifically include those services immediately required to ensure proper medical care and specialized treatment for patients in a hospital and coordination of related hospital services.

Emergency Mortuary Services Services required to assure adequate death investigation, identification, and disposition of bodies; removal, temporary storage, and transportation of bodies to temporary morgue facilities; notification of next of kin; and coordination of mortuary services and burial of unclaimed bodies.

Emergency Operating Center The protected site from which State and local civil government officials coordinate, monitor, and direct emergency response activities during an emergency.

Emergency Operations Plan A document that: describes how people and property will be protected in disaster and disaster threat situations; details who is responsible for carrying out specific actions; identifies the personnel, equipment, facilities, supplies, and other resources available for use in the disaster; and outlines how all actions will be coordinated.

Emergency Planning Zones Areas around a facility for which planning is needed to ensure prompt and effective actions are taken to protect the health and safety of the public if an accident occurs. The REP Program and CSEPP use the EPZ concept.

- Ø In the REP Program, the two EPZs are:

  - *Plume Exposure Pathway (10-mile EPZ).* A circular geographic zone (with a 10-mile radius centered at the nuclear power plant) for which plans are developed to protect the public against exposure to radiation emanating from a radioactive plume caused as a result of an accident at the nuclear power plant.

  - *Ingestion Pathway (50-mile EPZ)* Tc9399953 T7939995 circular

coordination responsibilities. The ERT may be expanded by the FCO to include designated representatives of other Federal departments and agencies as needed. The ERT usually consists of regional-level staff.

Emergency Response Team Advance Element — For Federal disaster response and recovery activities under the Stafford Act, the portion of the ERT that is first deployed to the field to respond to a disaster incident. The ERT-A is the nucleus of the full ERT.

Emergency Response Team National — An ERT that has been established and rostered for deployment to catastrophic disasters where the resources of the FEMA Region have been, or are expected to be, overwhelmed. Three ERT-Ns have been established.

Emergency Support Function — In the FRP, a functional area of response activity established to facilitate the delivery of Federal assistance required during the immediate response phase of a disaster to save lives, protect property and public health, and to maintain public safety. ESFs represent those types of Federal assistance which the State will most likely need because of the impact of a catastrophic or significant disaster on its own resources and response capabilities, or because of the specialized or unique nature of the assistance required. ESF missions are designed to supplement State and local response efforts.

Emergency Support Team — An interagency group operating from FEMA headquarters. The EST oversees the national-level response support effort under the FRP and coordinates activities with the ESF primary and support agencies in supporting Federal requirements in the field.

Evacuation — Organized, phased, and supervised dispersal of people from dangerous or potentially dangerous areas.

- *Spontaneous Evacuation*. Residents or citizens in the threatened areas observe an emergency event or receive unofficial word of an actual or perceived threat and without receiving instructions to do so, elect to evacuate the area. Their movement, means, and direction of travel is unorganized and unsupervised.

Governor's Authorized Representative	The person empowered by the Governor to execute, on behalf of the State, all necessary documents for disaster assistance.
Hazard Mitigation	Any action taken to reduce or eliminate the long-term risk to human life and property from hazards. The term is sometimes used in a stricter sense to mean cost-effective measures to reduce the potential for damage to a facility or facilities from a disaster event.
Hazardous Material	Any substance or material that when involved in an accident and released in sufficient quantities, poses a risk to people's health, safety, and/or property. These substances and materials include explosives, radioactive materials, flammable liquids or solids, combustible liquids or solids, poisons, oxidizers, toxins, and corrosive materials.
High-Hazard Areas	Geographic locations that for planning purposes have been determined through historical experience and vulnerability analysis to be likely to experience the effects of a specific hazard (e.g., hurricane, earthquake, hazardous materials accident, etc.) resulting in vast property damage and loss of life.
Hurricane	A tropical cyclone, formed in the atmosphere over warm ocean areas, in which wind speeds reach 74 miles per hour or more and blow in a large spiral around a relatively calm center or "eye". Circulation is counter-clockwise in the Northern Hemisphere and clockwise in the Southern Hemisphere.
Incident Command System	A standardized organizational structure used to command, control, and coordinate the use of resources and personnel that have responded to the scene of an emergency. The concepts and principles for ICS include common terminology, modular organization, integrated communication, unified command structure, consolidated action plan, manageable span of control, designated incident facilities, and comprehensive resource management.
Joint Information Center	A central point of contact for all news media near the scene of a large-scale disaster. News media representatives are kept informed of activities and events by public information officials who represent all participating Federal, State, and

	local agencies that are collocated at the JIC.
Joint Information System	Under the FRP, connection of public affairs personnel, decision-makers, and news centers by electronic mail, fax, and telephone when a single Federal-State-local JIC is not a viable option.
Mass Care	The actions that are taken to protect evacuees and other disaster victims from the effects of the disaster. Activities include providing temporary shelter, food, medical care, clothing, and other essential life support needs to those people that have been displaced from their homes because of a disaster or threatened disaster.
Nuclear Detonation	An explosion resulting from fission and/or fusion reactions in nuclear material, such as that from a nuclear weapon.
Public Information Officer	A Federal, State, or local government official responsible for preparing and coordinating the dissemination of emergency public information.
Preliminary Damage Assessment	A mechanism used to determine the impact and magnitude of damage and the resulting unmet needs of individuals, businesses, the public sector, and the community as a whole. Information collected is used by the State as a basis for the Governor's request for a Presidential declaration, and by FEMA to document the recommendation made to the President in response to the Governor's request. PDAs are made by at least one State and one Federal representative. A local government representative familiar with the extent and location of damage in the community often participates; other State and Federal agencies and voluntary relief organizations also may be asked to participate, as needed.
Radiation Sickness	The symptoms characterizing the sickness known as radiation injury, resulting from excessive exposure of the whole body to ionizing radiation.
Radiological Monitoring	The process of locating and measuring radiation by means of survey instruments that can detect and measure (as exposure rates) ionizing radiation.
Recovery	The long-term activities beyond the initial crisis period and emergency response

phase of disaster operations that focus on returning all systems in the community to a normal status or to reconstitute these systems to a new condition that is less vulnerable.

Regional Operating Center — The temporary operations facility for the coordination of Federal response and recovery activities, located at the FEMA Regional Office (or Federal Regional Center) and led by the FEMA Regional Director or Deputy Director until the DFO becomes operational. Once the ERT-A is deployed, the ROC performs a support role for Federal staff at the disaster scene.

Resource Management — Those actions taken by a government to: identify sources and obtain resources needed to support disaster response activities; coordinate the supply, allocation,

consequences of terrorist acts directed against large numbers of people (as opposed to political assassination or hijacking, which may also be considered "terrorism").

Tornado A local atmospheric storm, generally of short duration, formed by winds rotating at very high speeds, usually in a counter-clockwise direction. The vortex, up to several hundred yards wide, is visible to the observer as a whirlpool-like column of winds rotating about a hollow cavity or funnel. Winds may reach 300 miles per hour or higher.

Tsunami Sea waves produced by an undersea earthquake. Such sea waves can reach a height of 80 feet and can devastate coastal cities and low-lying coastal areas.

Warning The alerting of emergency response personnel and the public to the threat of extraordinary danger and the related effects that specific hazards may cause. A warning issued by the NWS (e.g., severe storm warning, tornado warning, tropical storm warning) for a defined area indicates that the particular type of severe weather is imminent in that area.

Watch Indication by the NWS that, in a defined area, conditions are favorable for the specified type of severe weather (e.g., flash flood watch, severe thunderstorm watch, tornado watch, tropical storm watch).

List of Acronyms

The following are acronyms used in this Guide.

ACP
ALERT
ANS
ARC
ANAD
APG
BGAD
CB
CDC

EPI	emergency public information
EPZ	Emergency Planning Zone
ERT	Emergency Response Team
ERT-A	Emergency Response Team Advance Element
ERT-N	Emergency Response Team National
ESF	Emergency Support Function
EST	Emergency Support Team
FAsT	Field Assessment Team
FCO	Federal Coordinating Officer
FEMA	Federal Emergency Management Agency
FHBM	Flood Hazard Boundary Map

NFIP	National Flood Insurance Program
NOAA	National Oceanic and Atmospheric Administration
NRC	Nuclear Regulatory Commission; National Response Center
NRT	National Response Team
NUREG	Nuclear Regulation
NWS	National Weather Service
OPA	Oil Pollution Act
OSC	On-Scene Coordinator
OSHA	U.S. Occupational Safety and Health Administration
PA	public address
PAZ	Protective Action Zone
PBA	Pine Bluff Arsenal
PDA	Preliminary Damage Assessment
PIO	Public Information Officer
PL	Public Law
PPA	Performance Partnership Agreement
PUDA	Pueblo Depot Activity
PZ	Precautionary Zone
RACES	Radio Amateur Civil Emergency Service
RAP	Radiological Assistance Program
REACT	Radio Emergency Associated Communications Teams
REP	Radiological Emergency Preparedness Program
ROC	Regional Operating Center
ROD	Record of Decision
RRP	Regional Response Plan
SAME	Specific Area Message Encoder
SARA	Superfund Amendments and Reauthorization Act
SCO	State Coordinating Officer
SEMA	State Emergency Management Agency
SERC	State Emergency Response Commission
SLG	State and Local Guide
SOP	standard operating procedure
SPCA	Society for the Prevention of Cruelty to Animals
TEAD	Tooele Army Depot
UMDA	Umatilla Depot Activity
USDA	U.S. Department of Agriculture
USGS	U.S. Geological Survey

US&R	urban search and rescue

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The publications listed below include both items that were consulted in preparing this document and items of potential interest to a planning team. The bibliographies of these works can point the planning team to more material. Note that the inclusion of an item here does not imply an endorsement and that, as of October 1, 1995, many FEMA publications reached their "sunset" date. While inoperative ("old") guidance may still serve as a source of ideas for the planning team, please consult a current *FEMA Publications Catalog*, FEMA-G

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