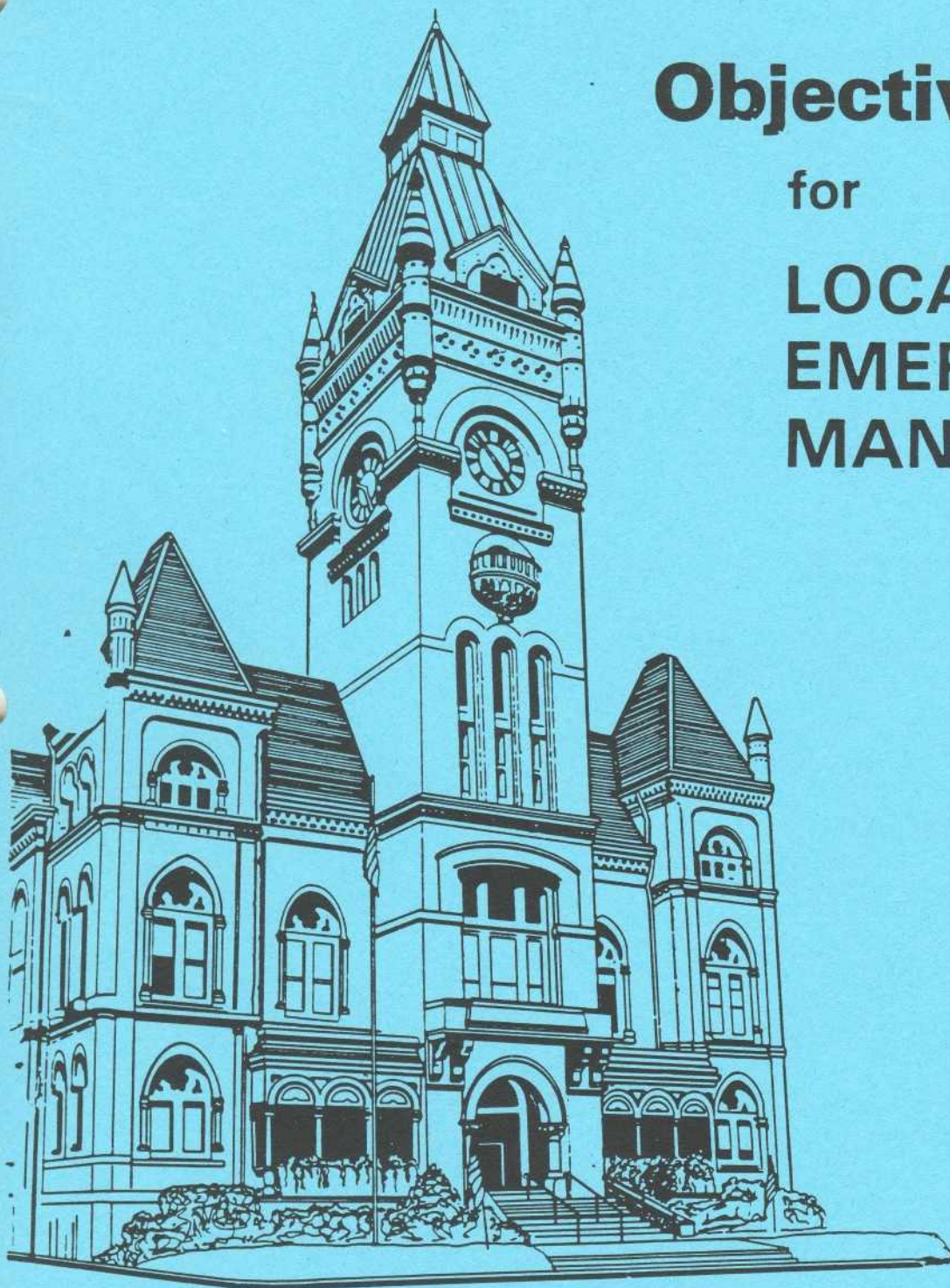


# Objectives

for

# LOCAL EMERGENCY MANAGEMENT



July 1984



Federal Emergency Management Agency



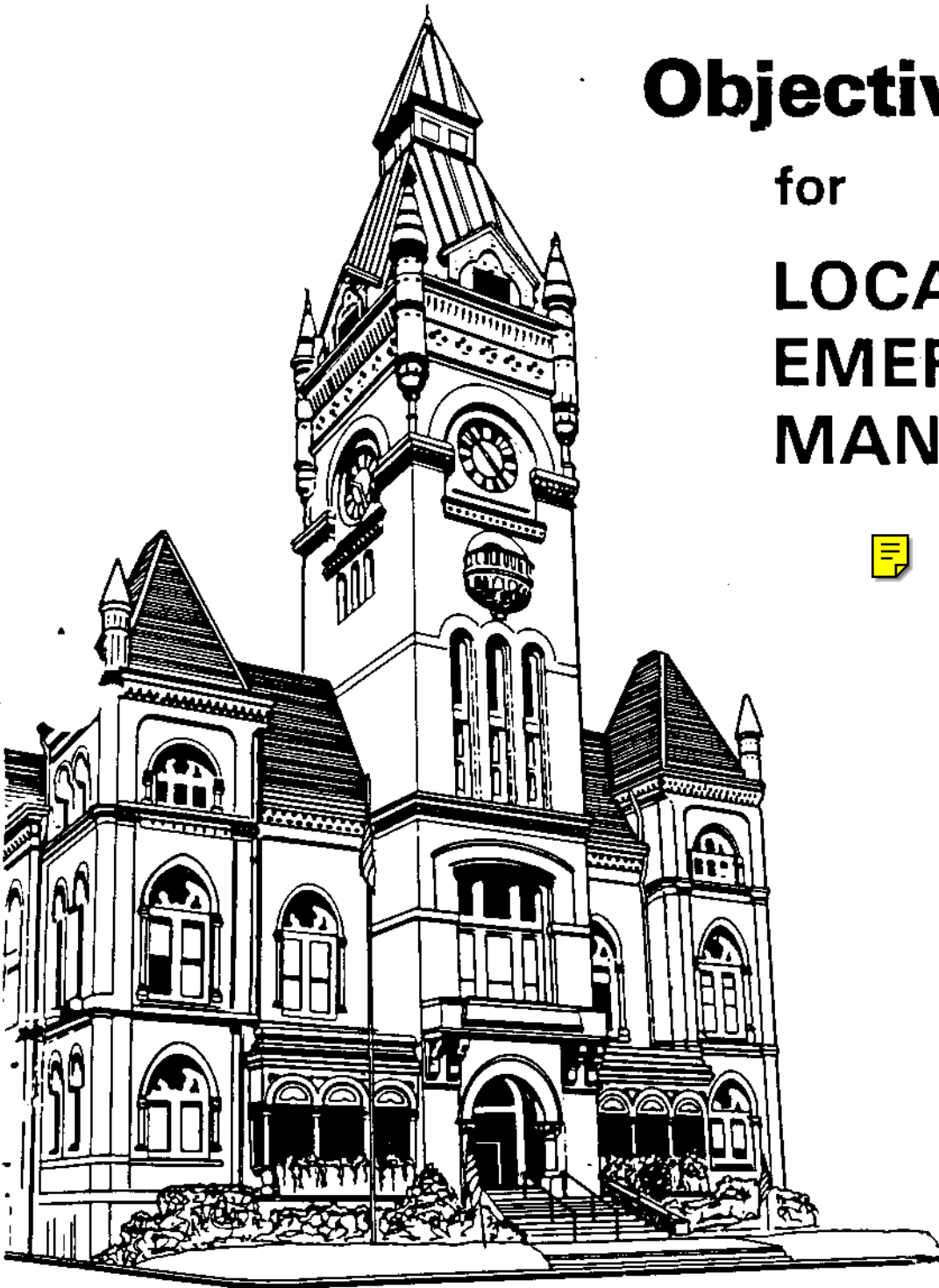
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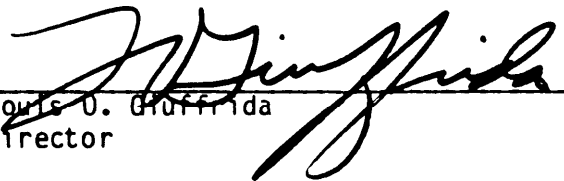
## FOREWORD

These Objectives for Local Emergency Management have been developed by the Federal Emergency Management Agency (FEMA) with the guidance and assistance of a special task force which included representatives from the local level, State level, and FEMA Regional Offices.

The purpose of this civil preparedness guide is to assist local Emergency Program Managers and their staffs in developing and maintaining a comprehensive and integrated emergency management program. The objectives set forth suggested actions that local governments should undertake in relation to the specific hazards that potentially face the jurisdictions. They indicate what activities should be pursued but do not provide the specifics on how to accomplish them. Guidance for developing particular functions or programs is contained in other FEMA publications referenced in the Appendix. Local Emergency Program Managers should look to their State emergency management offices as the primary source of direct assistance in developing operational capability.

The Objectives for Local Emergency Management complement the Integrated Emergency Management System (IEMS) guidance being disseminated to the field during FY 84, namely the Hazards Analysis for Emergency Management, the Capability Assessment and Standards, and Multi-Year Development Plan. CPG 1-5 is similar to the Capability Assessment and Standards in content; however, it serves a different purpose. The Objectives are basic guidance on the overall scope of emergency management activities and should be used as a reference document. The Capability Assessment and Standards is a tool designed to be used by local personnel on an annual basis for determining current capability. Through the use of CPG 1-5 and the IEMS materials, local Emergency Program Managers should be better prepared to develop a full spectrum emergency management program.

I would like to emphasize that the Objectives for Local Emergency Management represents guidance only and is not intended to be used by FEMA to enforce program compliance. It should be noted, however, that jurisdictions participating in FEMA-funded programs (e.g., Emergency Management Assistance) are subject to certain eligibility requirements that may be directly related to recommended activities in this document.

  
Louis O. Gruffrida  
Director

## TABLE OF CONTENT

<b>I.</b>	<b>INTRODUCTION</b>	<b><u>Page</u></b>
	A. Purpose .....	I-1
	B. Organization of this Document .....	I-2
	c. Definition of Terms .....	I-3
	D. Overall Goal of Emergency Management .....	I-5
	E. Comprehensive Emergency Management .....	I-6
	F. Integrated Emergency Management System.....	I-9
	G. The Emergency Management Role of Governments.....	I-11
	H. Role of Emergency Program Manager.....	I-13
<b>II.</b>	<b>ORGANIZING AND DEVELOPING A LOCAL EMERGENCY MANAGEMENT PROGRAM</b>	
	Overview.....	11-1
	A. Legal Authority.....	II-2
	B. Establishment of an Emergency Management Program.....	II-4
	c. Selection and Training of the Emergency Program Manager and Staff.....	II-6
	D. Hazards Analysis.....	II-10
	E. Hazard Mitigation.....	II-13
	F. Disaster Response and Recovery.....	I I-16
	G. Private Sector Support.....	I I-19
	H. Military Assistance to Civil Authorities.....	II-21
	I. Annual Program Management Review.....	I I-23
<b>III.</b>	<b>ALL-HAZARD EMERGENCY MANAGEMENT FUNCTIONS</b>	
	A. Emergency Operations Planning.....	III-1
	B. Direction and Control .....	III-5
	c. Emergency Communications .....	III-9
	D. Alerting and Warning.....	III-11
	E. Emergency Public Information.....	III-13
	F. Continuity of Government.....	III-16
	G. Resource Management.....	III-17
	H. Shelter .....	III-19
	I. Evacuation .....	III-22
	J. Radiological Protection.....	III-24
	K. Emergency Support Services.....	III-27
	L. Emergency Reporting.....	III-30
	M. Training and Education.....	III-32
	N. Tests and Exercises.....	III-35
	<b><u>APPENDIX</u></b>	
	Other Selected FEMA Publications .....	1

## CHAPTER I

### INTRODUCTION

#### A. Purpose

The purpose of this Civil Preparedness Guide (CPG 1-5), Objectives for Local Emergency Management, is to describe and explain the program and functional objectives that represent a comprehensive and integrated emergency management program. The objectives are general expressions of the accomplishments toward which local emergency programs should be directed. Included with each objective is a series of "Recommended Activities," the achievement of which will fulfill the objective. By conducting the activities that are recommended and appropriate, a jurisdiction puts in place the pieces of an effective emergency program. By fulfilling all the objectives, the jurisdiction provides for a comprehensive system of public safety through emergency management.

## **B. Organization of this Document**

The remainder of this chapter describes a practical, forward-looking approach to emergency management. It begins with basic definitions and a description of the concept of comprehensive emergency management. The implementing strategy of the Integrated Emergency Management System (IEMS) then forms the context in which the role of governments and the role of the Emergency Program Manager are discussed. This chapter concludes by examining the requirement for every jurisdiction--large and small--to have an effective emergency program

Chapter-II provides direction for establishing a local emergency management organization and program. It identifies measures that lay the foundation for accomplishing an effective capability relevant to the functions listed in Chapter III.

Chapter III provides guidance on all-hazard emergency management activities by emergency function. The functions contained in this chapter require development regardless of the particular hazard. For example, direction and control facilities, communications systems, emergency public information, and resource management are functions essential to all disaster response operations. There are, however, some activities that are unique to a specific hazard, and they are incorporated where appropriate.

Each section of Chapters II and III contains headings labeled: "Objective," "Rationale," and "Recommended Activities." The "Objective" briefly expresses the general end toward which the section is directed, i.e., what is to be accomplished. The "Rationale" explains the importance of the section and comments on significant aspects. The "Recommended Activities" are a series of specific measures necessary to achieve the objective.

The Appendix is a listing of selected FEMA publications that provide greater detail on the development of individual emergency management programs.

### C. Definitions of Tens

The following terms are used frequently throughout this guidance; in order to avoid any confusion concerning their meaning, the following definitions are provided:

1. Disaster (generic). An occurrence of a severity and magnitude that normally results in deaths, injuries, and property damage and that cannot be managed through the routine procedures and resources of government. It usually develops suddenly and unexpectedly and requires immediate, coordinated, and effective response by multiple government and private sector organizations to meet human needs and speed recovery.
2. Major disaster (as defined in the Disaster Relief Act of 1974). Any hurricane, tornado, storm flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm drought, fire, explosion, or other catastrophe 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 above and beyond emergency services by the Federal Government to supplement the efforts and available resources of States, local governments, and private relief organizations in alleviating the damage, loss, hardship, or suffering caused by a disaster.
3. Emergency (generic). A disaster occurrence or a situation which seriously threatens loss of life and damage to property. It usually develops suddenly and unexpectedly and demands immediate, coordinated, and effective response by government and private sector organizations to protect lives and limit damage to property. Examples of emergency situations which could result in a disaster include: an accident involving hazardous materials which threatens to explode or rupture endangering the surrounding population; a period of time prior to the onset of a severe storm such as a hurricane; and a period of intense international crisis that could lead to nuclear warfare.
4. Emergency (as defined in the Disaster Relief Act of 1974). Any of the various types of catastrophes included in the definition of a "major disaster" which requires Federal emergency assistance to supplement State and local efforts to save lives and protect property, public health and safety, or to avert or lessen the threat of a disaster.
5. Emergency Management. Refers to programs and capabilities designed to mitigate, prepare for, respond to, and recover from the effects of all hazards. Emergency management represents the broadest and most useful designation for this program. It should be noted that the term "civil defense" contained in the Federal Civil Defense Act of 1950, as amended, was redefined to

include natural and manmade disaster activities. It is likely, however, that the past connotation of the term "civil defense" as being limited to enemy attack activities will linger in usage despite its redefinition in the Act. To avoid confusion, the term "war-related" will be used when referring specifically to enemy war activities and capabilities.

6. Emergency Program Manager. Refers to the individual who has the primary day-to-day responsibility for emergency management programs and activities. The role is one of coordinating all aspects of a jurisdiction's mitigation, preparedness, response, and recovery capabilities. Equally, the Emergency Program Manager is a vital part of our country's national preparedness system. He/she is the local connection to a nationwide direction, control, and warning system available for use in all types of emergencies. It is acknowledged that a variety of other titles such as Civil Defense Director, Emergency Services Coordinator, and Civil Preparedness Director are used throughout the Nation.
  
7. Emergency Support Services. These are the departments of local government that have the capability to respond to emergencies 24 hours a day. They include law enforcement, fire/rescue, and public works. They may also be referred to as emergency response personnel or emergency operating forces.



**D. Overall Goal of Emergency Management**

**There will always be emergencies and disasters. Mitigating them, preparing for them, responding to them, and recovering from them are primarily the responsibilities of State and local governments. Because every emergency occurs at the local level, local officials must be prepared to respond quickly and effectively, especially in the initial phase of a disaster before the State or Federal governments provide supplemental assistance. It is, therefore, necessary that local government be able to execute operational plans effectively, mobilize available resources, and call upon response personnel trained to carry out assigned emergency responsibilities.**

**The overall goal of the Emergency Program Manager, as the leader of the local effort, may be stated as follows:**

**To save lives and protect property by developing programs and emergency operational capabilities that mitigate, prepare for, respond to, and recover from any emergency or disaster--whether peacetime or war-related.**

## **E. Comprehensive Emergency Management**

Disasters don't just suddenly appear. A hazard exists, but it takes some event or accident to turn it into a disaster. For example, a river always flows through a town and propane gas trucks pass through the streets. Large amounts of rain or a breaking dam can produce a flood. Equipment failure or human error, similarly, can turn a routine gas delivery into a disaster.

Because of this, one of the basic principles of Comprehensive Emergency Management is that we can do something useful both before and after a hazard strikes.

Since the Second World War, emergency management has focused primarily on preparedness to respond to an emergency. The reasoning was that a primary duty was to be prepared in case of an enemy attack. But being prepared is only one phase of Comprehensive Emergency Management. A community also has the opportunity to deal with emergencies before they strike and the responsibility to aid recovery after a disaster. As a result, current thinking defines four phases of Comprehensive Emergency Management; they are mitigation, preparedness, response, and recovery.

These phases are visualized as having a circular relationship to each other. Each phase results from the previous one and establishes the requirements of the next one. Activities in one phase may overlap those in the previous phase. For example, preparedness moves swiftly into response when disaster strikes. Response yields to recovery at different times depending on the extent and kind of damage. Similarly, recovery should trigger mitigation, motivating attempts to prevent or reduce the potential of a next disaster. Finally, the disaster phases know no beginning or end. The recognition of a threat can motivate mitigation as well as an actual emergency.

1. **Mitigation.** Mitigation refers to activities which actually eliminate or reduce the chance of occurrence or the effects of a disaster. Recent research has shown that much can be done to either prevent major emergencies or disasters from ever happening or, if nothing else, at least reduce the damaging impact if they can't be prevented. For example, requiring protective construction to reinforce a roof will reduce damage from the high winds of a hurricane. Preventing the use of hazardous areas like flood-plains can reduce the chance of flooded houses.
2. **Preparedness.** Preparedness is planning how to respond in case an emergency or disaster occurs and working to increase resources available to respond effectively. Preparedness activities are designed to help save lives and minimize damage by preparing people to respond appropriately when an emergency is imminent. To properly respond, a jurisdiction must have a plan, trained personnel, and necessary resources. The Objectives for Local

**Emergency Management will describe the importance of a preparedness plan for every community and the value of human and material resources.**

- 3. Response. Response activities are designed to provide emergency assistance to victims of the event and reduce the likelihood of secondary damage. The local fire department, law enforcement department, rescue squad, public works personnel, emergency medical services, and other emergency support services are primary responders. Building and maintaining the capability to respond will be described in several of the objectives in Chapters II and III.**
- 4. Recovery. Recovery is the final phase of the emergency management cycle. Recovery continues until all systems return to normal or near normal. Short-term recovery returns vital life support systems to minimum operating standards. Long-term recovery from a disaster may go on for years until the entire disaster area is completely redeveloped, either as it was in the past or for entirely new purposes that are less disaster-prone. For example, portions of a town can be relocated and the area turned into open space or parkland. This illustrates that during recovery, opportunities to mitigate future disasters arise. Recovery planning should include a review of ways to avoid future emergencies.**
- 5. All Types of Hazards. The commonalities among all types of technological and natural disasters and nuclear attack indicate that many of the same disaster management strategies can apply to all kinds of hazards. These common management approaches are a principal component of Comprehensive Emergency Management (CEM).**
- 6. Government and Private Sector Partnership. The burden of disaster management and the resources for it require a close working partnership among all levels of government (Federal, Regional, State, local) and the private sector (business and the public). This final part of CEM calls for a conscientious effort to draw on the widest possible range of emergency management resources.**

**Figure 1**  
**The Four Phases of Comprehensive Emergency Management**

<b>MITIGATION</b>	<b>PREPAREDNESS</b>	<b>RESPONSE</b>	<b>RECOVERY</b>
<p align="center"><u><b>Definitions</b></u></p> <p>Mitigation is any activity taken to eliminate or reduce the degree of long-term risk to human life and property from natural and manmade hazards. Mitigation assumes that society is exposed to risks whether or not an emergency occurs.</p>	<p>Preparedness is any activity taken in advance of an emergency that develops operational capabilities and facilitates an effective response in the event an emergency occurs.</p>	<p>Response is any action taken immediately before, during, or directly after an emergency occurs to save lives, minimize damage to property, and enhance the effectiveness of recovery.</p>	<p>Recovery is short-term activity to return vital life-support systems to minimum operating standards and long-term activity designed to return life to normal or improved levels.</p>
<p align="center"><u><b>General Measures</b></u></p> <p>Building codes  Disaster insurance  Land use management  Litigation  Monitoring/inspection  Public education  Research  Risk mapping  Safety codes  Statutes/ordinances  Tax incentives/disincentives</p>	<p>Continuity of Government  Emergency Broadcast System  Emergency communications  Emergency Operating Centers  Emergency operations plans  Emergency public information materials  Exercise of plans/systems  Hazards analysis  Mutual aid agreements  Resource management  Training response personnel  Warning systems</p>	<p>Emergency Broadcast System activation  Emergency instructions to the public  Emergency medical assistance  Emergency plan activation  Manning the Emergency Operating Center  Public official alerting  Reception and care  Shelter/evacuation  Search and rescue  Resource mobilization  Warning system activation</p>	<p>Crisis counseling  Damage assessment  Debris clearance  Decontamination  Disaster assistance centers  Disaster insurance payments  Disaster loans and grants  Disaster unemployment assistance  Public information  Reassessment of emergency plans  Reconstruction  Temporary housing</p>

## **F. Integrated Emergency Management System**

**The Integrated Emergency Management System (IEMS) is FEMA's implementation of the Comprehensive Emergency Management concept. Putting IEMS in place requires an effective emergency organization, an active Emergency Program Manager, and the diligent development of a set of emergency management capabilities. These capabilities are contained in several functional elements that are common to emergencies across the full spectrum, while at the same time recognizing elements unique to specific types of emergencies. The larger emergencies associated with a catastrophic earthquake or war will be accorded special attention and greater Federal involvement. Initial emphasis will be placed on basic emergency preparedness capabilities-- warning, direction and control, shelter, movement of people and provision of food, health, and medical resources-- at local levels, where the people live who must be protected from all emergencies.**

**To accomplish this protection of the public safety, IEMS is designed to:**

- ° Foster a full Federal, State, and local government partnership with provisions for flexibility at the several levels of government for achieving common national goals.**
- ° Emphasize implementation of emergency management measures which are known to be effective.**
- ° Achieve more complete integration of emergency management planning into mainstream State and local policymaking and operational systems.**
- ° Build on the foundation of existing emergency management plans, systems, and capabilities to broaden their applicability to the full spectrum of emergencies.**

**To accomplish these ends requires a national program built upon local jurisdiction efforts. This guidance describes essential components of a local emergency management program fully integrated into a national emergency management system**

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

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

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

In FEMA's commitment to IEMS rests the determination to capitalize upon the substantial body of experience in emergency management as well as the vast amount of in-place resources in communities throughout our Nation. As you proceed through these objectives, ask yourself how your work relates to public safety from all hazards. Ask yourself how emergency planning can be integrated in overall community planning. And, ask yourself how the full partnership of governments and the private sector can be implemented for emergency management. The jurisdiction that constantly considers ways to improve emergency management through integration with other resources, skills, and knowledge will make significant progress toward improved public safety.

## **G. The Emergency Management Role of Governments**

### **1. Local Level**

Local government is recognized as the first line of official public responsibility for emergency management activity. In an emergency, State and Federal Governments can be counted on for major support only when the damage has been unusually widespread and severe. The role of the local emergency management agency, as the focus of the planning effort, is to develop and maintain an ongoing program of mitigation, preparedness, response, and recovery. It is not a separate unit or action group set apart from the normal functions of government, standing by to "save the day," in the event of an emergency. The emergency management agency serves the chief executive by working with the departments of local government and private sector organizations in the development of plans and capabilities responsive to those hazards which seriously threaten the jurisdiction. Prior to a crisis, hazard mitigation programs can reduce the vulnerability of people and property. In a crisis, effective response is often a result of what has been accomplished prior to the emergency.

### **2. State Level**

The role of the State emergency management agency is similar in many ways to that of the local agency, e.g., it must have an effective organization and develop and maintain the necessary plans, facilities, and equipment. On a day-to-day basis, it must manage an active, ongoing emergency management program at both State and local levels. The State is in a unique position to ascertain through contact with local officials the emergency management needs of its political subdivisions, assess State and Federal Government resources, and facilitate the acquisition, application, and coordination of those resources. The State provides direct guidance and assistance to its local jurisdictions in program development and channels Federal guidance and assistance down to the local level. In a major emergency, the State office ensures a coordinated response through the combined efforts of local government, State and Federal agencies, and private sector organizations.

### **3. Federal Level**

Throughout the Federal Government there exists a vast body of resources which can be pulled together to plan as well as respond to emergency situations.

FEMA is the agency that serves as the principal point of contact within the Federal Government for emergency management activities. As the Federal coordinator of emergency management activities, it is FEMA's task to pull these resources together. In partnership with State and local government, FEMA supports their preparedness efforts by providing national program

**policy and guidance and technical and financial assistance. The Agency's 10 Regional Offices provide the vital link in supporting State and local emergency management activities. In the event of a major disaster or emergency, FEMA is ready to provide assistance when the demand exceeds the capacity of State and local resources. It is FEMA's responsibility to coordinate the response of other Federal agencies which administer their own disaster relief programs.**



#### H. The Role of the Emergency Program Manager

The Emergency Program Manager is the vital ingredient in the development of an effective emergency program. He or she must serve as: key leader in planning, coordinator of operations, chief of staff to the jurisdiction's executive during emergency response, community liaison to build the emergency program and supporter of mitigation efforts.

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

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

This job is accomplished by performing specific actions that are related to the objectives set forth in Chapters II and III.

The Emergency Program Manager, by definition, should be chief of staff

own mandates; they have their own responsibilities to fulfill.

The Emergency Program Manager serves as coordinator when more than one emergency organization is involved. This always takes place in major disasters but can occur in minor emergencies. For example, even in a fire, he/she may be called upon to coordinate the temporary housing of victims with the Red Cross or other social service agencies.

Equally important as coordinating agencies is the role of the Emergency Program Manager in maintaining private sector interest in the emergency program. Emergency management partners in the private sector range from business and industry to civic organizations and individuals. The relationship with the local news media also cannot be overemphasized. A good working relationship with the press is a most important resource.

Finally, the Emergency Program Manager is unique because he or she has a role in hazard mitigation as well as emergency preparedness and response. While most mitigation efforts are the primary responsibility of other departments of local government, the Emergency Program Manager still has crucial roles in mitigation-- that of motivator, coordinator, and monitor. He/she must be alert to risks and monitor opportunities to avoid hazardous conditions. No other agency or organization in government or the private sector has the responsibility to look at all hazards and all risks; no other agency or organization has the mandate to protect the public against any emergency condition.

In summary, the Emergency Program Manager serves the jurisdiction as the cement that holds together all the various components of a mitigation, preparedness, response, and recovery program. He/she draws together the various emergency response managers who apply their resources during an emergency into an effective, coordinated response program. The Manager, as well, keeps a conscientious eye out for opportunities available to avoid disasters through hazard mitigation. In short, the Emergency Program Manager draws on a wide body of resources to produce the most effective emergency program possible.

## CHAPTER I I

O R G A N I Z I N G AND DEVELOPING A L**OVERVIEW**

**An effective local emergency management program requires several components to fully achieve the goals of comprehensive and integrated emergency management. These components begin with the legal authority for such a program. Without a solid basis in law, the program cannot flourish.**

**Once authorized by law, the local emergency management organization must be established within the government structure so that it is recognized by the jurisdiction's chief executive, other governmental officials, community organizations, and the public as the agency responsible for all-hazard emergency management. The organization must be adequately staffed based on the jurisdiction's needs and trained in the knowledge and skills necessary to manage the program effectively.**

**In order to accomplish the emergency management functions described in Chapter III, a number of program objectives must be developed and maintained including completing a hazards analysis, getting involved in hazard mitigation, establishing procedures for post-disaster response and recovery, involving the private sector in the program utilizing available military assistance, and conducting an annual program review.**

## **A. Legal Authority**

### **Objective.**

The objective is to establish a legal authority for the development and maintenance of an emergency management program and organization and to define the emergency powers, authorities, and responsibilities of the chief executive official and the Emergency Program Manager.

### **Rationale.**

By virtue of their unknown or unexpected nature, many emergencies require quick and decisive action. The local chief executive must have built-in authority to carry out essential actions, whenever and however necessary.

An emergency management organization should be established upon an authoritative base which is recognized by all segments (e.g., government officials, emergency support service personnel, the information media, and the general public) of the jurisdiction's population. This base may be a municipal/county ordinance or charter, a multi-jurisdictional agreement, a joint powers agreement, or State law. Whatever the base, it should be sufficient to support mitigation, preparedness, response and recovery activities. The local legislation must be in conformance with State legislation. If there is a model ordinance for use by localities within the State, this should be used as a point of reference, with legal counsel providing the exact provisions required to serve local needs.

### **Recommended Activities.**

A-1. Review existing local legal authorities and State statutes relating to emergency management to determine whether they provide adequate support for the local emergency management program

A-2. Enact, or update as necessary, the local ordinance on emergency management to include, as a minimum the following:

- a. A definition of an emergency;
- b. A description of the emergency authorities of the chief executive (e.g., declare an emergency, establish a curfew, compel evacuation);
- c. A statement of purpose for the establishment of the emergency management program (i.e., explain the need for the program describe basic objectives);
- d. The establishment of predesignated lines of succession for the chief executive, government department heads, and local legislative bodies;

- e. **The establishment of an organization within local government responsible for emergency management and a description of its functions;**
- f. **The establishment of an Emergency Program Manager's position responsible for the emergency management program and a brief description of the duties and authorities of that position;**
- g. **Authority for the development and implementation of an emergency operations plan that provides for response to all potential emergencies that threaten the jurisdiction;**
- h. **Authority for the development of mutual aid or cooperative assistance agreements with neighboring jurisdictions to provide needed services, equipment, or other resources in an emergency; and**
- i. **Protection for non-governmental personnel who may support regular government forces during an emergency. This protection should include, for example, liability, personal injury compensation, good Samaritan protection, and compensation for personal property losses.**

**B. Establishment of an Emergency Management Program****Objective.**

**The objective is to establish and maintain within local government an effective comprehensive emergency management program**

**Rationale.**

**Local governments in many States are required by State law and/or local ordinance to have an emergency management program and organization. Offices responsible for this program are called by a variety of names--Civil Defense, Emergency Services, Disaster Preparedness, Emergency Management, or various combinations of these. Regardless of the name, the primary responsibility of this office is to develop and maintain a comprehensive emergency management capability in cooperation with other governmental agencies and the private sector.**

**Although many jurisdictions choose to place the emergency management responsibilities in an existing department of local government such as police or fire, FEMA recommends the establishment of a separate office headed by an Emergency Program Manager who reports directly to the chief executive. It is recognized, however, that a single emergency management organizational structure "ideal" for every type of local government does not exist. Organizational arrangements vary significantly with the geographic location, population makeup and dispersal, personalities and inter-relationships among local government personnel, as well as the degree of local concern and support for the concept of emergency management. Virtually any organizational structure can work effectively if good leadership and cooperation exist. But, it is believed that an independent emergency management office, reporting directly to the chief executive, will facilitate coordination among the departments and agencies of government.**

**The decision of a jurisdiction to establish and maintain its own emergency management office, or join with one or more other jurisdictions to form a joint agency, should be decided by considering the resources, hazards, population, and the jurisdictions' requirements. The joint-action approach should be considered only if it effectively serves the needs and requirements of the respective jurisdictions. The State emergency management office can provide advice and assistance on this alternative.**

**The emergency management program requires the full support of the chief executive and should be recognized by the general public as effective in responding to emergencies. It is important for the Emergency Program Manager to demonstrate to local officials and the public that emergency management is a cost effective effort to save lives and protect property in the event of an emergency. Chief executives must have a working knowledge of their emergency responsibilities and should consider emergency preparedness**

part of the daily process of government. The active support of the chief executive will enhance the visibility of the program in the community, contribute to effective public education programs, and elicit citizen support.

One effective way to achieve a viable and fully coordinated program is to establish an Emergency Management Committee which meets on a regular basis. The purpose of the committee is to establish program priorities and review the current status of the local activities. It should be chaired by the chief executive or his/her designee and include the Emergency Program Manager and representatives from appropriate government departments and private sector businesses or organizations that have a role to play in emergency management.

#### Recommended Activities.

B-1. Establish and maintain an office responsible for the local emergency management program headed by an Emergency Program Manager. Local officials, especially in small jurisdictions, may wish to join with one or more other localities to form a multi-jurisdictional office and program

B-2. Brief a newly elected or appointed chief executive on the status of the local emergency management program and on the emergency responsibilities of the position. The briefing should be conducted as soon as possible after the chief executive has taken office. Thereafter, brief the chief executive at least semi-annually on current activities.

B-3. Establish an Emergency Management Committee which meets on a regular basis to set policy and establish program priorities.

B-4. Develop written mutual aid or cooperative assistance agreements with neighboring jurisdictions to arrange for resource assistance during an emergency. The agreements should include provisions for: authority to commit resources, liability for injured personnel and damaged equipment, and repayment for resources committed and used by the assisting jurisdiction(s).

B-5. Develop an annual budget to support the local emergency management program. Consider the advantages of participation in FEMA's Emergency Management Assistance program (EMA) which provides matching funds for salaries, travel, and administrative expenses to conduct emergency planning and develop operational capabilities.

**C. Selection and Training of the Emergency Program Manager and Staff****Objective.**

The objective is to develop and maintain an effective emergency management organization that includes an Emergency Program Manager supported by an adequate staff.

**Rationale.**

The selection, development, and retention of a competent professional Emergency Program Manager is of major importance. The Emergency Program Manager's principal role is to work with local government departments and the private sector on mitigation, preparedness, response, and recovery activities. He/she must be able to mobilize many segments of the community in emergency management activities--for example, secure the active support of the chief executive, induce governmental departments to participate in the program, encourage the participation of business and industry; work with volunteer groups, develop rapport with the information media, deal with the public, and work effectively in coordinating disaster response operations with a variety of individuals often under stressful circumstances.

Some principal duties of the Emergency Program Manager are:

(1) assessing both hazards and local resources, (2) assisting department heads in developing operational plans and procedures, (3) integrating and coordinating the resources of government and nongovernment organizations into an overall emergency management system, (4) serving as a key advisor to the chief executive and coordinating response operations during a disaster, (5) acting as a liaison to State and Federal officials on emergency management activities, and (6) developing a public education program (See Figure 2 for a more detailed description of duties.)

The Emergency Program Manager should have or soon acquire the special knowledge and skills needed to develop and implement policies, plans, and procedures which will provide for the identification, acquisition, and efficient and systematic use of available resources to protect life and property. Training courses should be taken to develop basic leadership, planning, public communications, and financial management skills and knowledge. The State emergency management office can provide assistance on courses available at FEMA's National Emergency Training Center (NETC) or at field locations.



Figure 2

**Major Duties of Local Emergency Program Manager**

The duties outlined below are typical of those performed by the local Emergency Program Manager during non-emergency periods:

- 0 Identify and analyze the effects of hazards that threaten the jurisdiction.
- 0 Keep the chief executive of the jurisdiction fully informed on emergency management activities.
- 0 Work closely on a cooperative basis with departments of local government and community organizations in developing emergency management plans and capabilities.
- 0 Work with local officials in the development of a hazard mitigation program to eliminate or reduce potential hazards. Inventory manpower and material resources from governmental and private sector sources that would be available in an emergency.
- 0 Identify resource deficiencies and work with appropriate officials on measures to correct them
- 0 Develop an Emergency Operating Center (EOC) as a site from which key officials can direct and control operations during an emergency.
- 0 Develop and maintain emergency communications systems.
- 0 Establish a system to alert key public officials and warn the public in the event of an emergency.
- 0 Establish an emergency public information system
- 0 Develop continuity of government procedures and systems.
- 0 Establish and maintain a shelter and reception and care system
- 0 Develop a training program for emergency response personnel.
- 0 Develop a public education program
- 0 Develop a tests and exercise program
- 0 Assist in the establishment of mutual aid or cooperative assistance agreements to provide needed services, equipment, or other resources in the event of an emergency.
- 0 Coordinate with industry to develop industrial emergency plans and capabilities in support of local government plans.
- 0 Prepare, submit, and justify the annual emergency management budget.
- 0 Secure technical and financial assistance available through State and Federal programs.

To support the Emergency Program Manager, a competent staff should be selected and trained in appropriate skills and knowledge. In large jurisdictions, some of these positions should be filled on a full-time basis by salaried staff, but for smaller ones--where positions cannot be filled on a full-time basis--the functions may be assigned on a part-time basis to other government employees in addition to their regular duties or to qualified volunteers. Regardless of the jurisdiction's size, Emergency Program Managers are urged to involve citizens and community organizations in the local emergency management program. The term "volunteer" refers to nonpaid personnel having a continuing preparedness responsibility and/or an emergency assignment. They are not necessarily "amateurs," but are experienced, trained people willing to assume emergency assignments on a volunteer basis. They include individuals such as academic personnel in school systems (e.g., science teachers serving as Radiological Defense Officers), Chamber of Commerce leaders serving as resource management experts, and members of community organizations, such as Radio Amateur Civil Emergency Services (RACES), serving as assistant communications specialists.

**Recommended Activities:**

C-1. Select a competent individual as the Emergency Program Manager. As a general rule, the position should be full-time in jurisdictions of approximately 25,000 or greater population. Selection criteria should be based on the following factors: (a) experience in administration, organization, planning, budgeting, and coordination; (b) interpersonal skills in dealing with people; and (c) experience in emergency management activities.

C-2. The Emergency Program Manager should receive professional training, as follows: (a) knowledge of characteristics of hazards and their consequences, (b) professional development, (c) emergency operations planning, and (d) other program specific needs as necessary.

c-3. Select supporting staff for functional assignments such as: (a) operations, (b) communications, (c) radiological protection, (d) shelter, (e) training, (f) resources, and (g) administration. Figure 3 provides suggested guidance for professional staffing levels (including the Emergency Program Manager) subject to reasonable adaptation to meet local needs.

**Figure 3**

**Local Emergency Program Management Staffing**

<b><u>Population</u></b>	<b><u>Workyears</u></b>
Over 1,000,000	6 to 20
250,000 to 1,000,000	4 to 8
100,000 to 250,000	3 to 5
25,000 to 100,000	2 to 3
Under 25,000	1/2 to 2

These workyear estimates must be augmented by local assessment of the hazardous conditions of the jurisdiction. The vulnerability of the population, emergency management tasks necessary for full preparedness, and other local conditions must guide staffing decisions.

c-4. Train staff in the following: (a) knowledge of the characteristics of hazards and their consequences; (b) professional development; and (c) other program-specific training appropriate to their function, such as radiological protection, emergency operations planning, and exercise development.

c-5. Recruit and train, as necessary, volunteers capable of providing assistance to local government in planning and implementing emergency management programs. Local Emergency Program Managers should also consider the use of military reservists through FEMA's Individual Mobilization Augmentee (IMA) program. This program provides for the assignment of military reservists to local emergency management staffs at no cost to the local government.

C-6. Provide written position descriptions for the Emergency Program Manager and staff.

## **D. Hazards Analysis**

### **Objective.**

The objective is to systematically identify and analyze the natural, technological, and war-related hazards that threaten the jurisdiction and use the results as a basis for multi-year program development planning.

### **Rationale.**

Emergency planning should be based on those hazards that pose potential threats and significant consequences to the local jurisdiction (See Figure 4.) Disasters are becoming more frequent and more complex. Increased population and urbanization tend to place larger concentrations of people at risk to natural disaster occurrences such as hurricanes, tornadoes, and earthquakes. Technology is producing new types of hazards such as accidents at fixed nuclear facilities, toxic or radioactive waste disposal, and transportation accidents involving hazardous materials. Economic and political developments generate hazards such as resource shortages and terrorism. The ultimate emergency, nuclear warfare, poses a nationwide threat, even though it may be considered a remote possibility by many people. Against this backdrop, it is vital to understand the nature and implications of the hazards to which the population is, or may become, vulnerable.

A vital first step in this process is for the local government to develop a comprehensive hazards analysis. An effective analysis must address all hazards (natural, technological, and war-related) to which a jurisdiction might be susceptible and the relative risk involved in each. The completion of a hazards analysis should result in the development of an agenda of hazard mitigation efforts and preparedness activities.

### **Recommended Activities.**

D-1. Prepare a hazards analysis to identify and analyze any hazard that could affect the jurisdiction. The factors that should be included are:

- a. History-- occurrences over a period of years;
- b. Probability--based on history, the likelihood that a given event will occur in any specified period;
- c. Maximum threat--the estimated greatest destructiveness from a single event;
- d. Vulnerability--potential impact upon population, property, economy, environment, recovery ability; and

- e. **Contributing conditions--adverse climatic conditions, geographical features, population concentrations, and socio-economic infrastructure that influence the potential effects of the hazard.**

**D-Z. Use the completed hazards analysis as a factor in formulating the multi-year development plan.**

**Figure 4**  
**Hazard Types**

<u>Natural</u>	<u>Technological</u>
Drought	Dam/embankment collapse
Epidemic	Domestic disturbance
Extreme cold	Civil disorder
Extreme Heat	Refugee influx
Fire (wildland)	Sabotage
	Strikes
	Terrorism
	Economic emergency
	Explosion
	Fire (arson)
Flood and water-related	Hazardous materials
Erosion	Air pollutants
Flash flood	Chemical
Mudslide	Explosive devices
Sea surge	Microbiological
Slow rise flood	Oil spills
Tsunami	Pesticides
Landshift	Radiological contaminants
Avalanche	Soil pollutants
Earthquake	Toxic substances
Landslide	Waste materials
Subsidence	Water pollutants
Volcanic eruption	
Resource shortage	Mine-related accidents
Severe storm	Transportation accidents
Hailstorm	Air
Hurricane	Highway
Thunderstorm	Maritime
Tornado	Pipeline
Winter storm	Railroad
	Utility failures
	<u>War-related</u>
	Accidental missile launch
	Biological/chemical warfare
	Conventional warfare
	Missile/weapon accident
	Nuclear warfare

This figure is not intended to include every possible hazard, but to indicate the wide-range of potential emergencies.

## **E. Hazard Mitigation**

### **Objective.**

The objective is to eliminate hazards that constitute a significant threat to the jurisdiction or reduce the effects of unavoidable hazards through a program of hazard mitigation.

### **Rationale.**

Mitigation can act in three ways to protect people from disasters and their effects: (1) it can eliminate the hazards or reduce the frequency and/or intensity of their occurrence; (2) it can change the way hazards interact with human systems by protecting people who come into contact with them, and (3) it can alter the way people live in order to avoid the hazard altogether.

Mitigation is oriented toward the indefinite future. It is not directed only to the next disaster, but to all future disasters. Mitigation can occur as a single purpose project undertaken within a limited time frame, as incremental actions over an extended period, or as part of a repair and restoration process following a disaster occurrence.

Local government is encouraged to undertake the following types of mitigation activities: represent the public interest; assess public awareness about hazards which affect the community and the interest in mitigating them; inform and educate the public; search for mitigation resources (e.g., manpower, materiel, dollars, skills); fund mitigation projects; draft and ratify local ordinances; coordinate mitigation efforts with all sectors of the community (e.g., business/industry, media, private citizens); monitor compliance with mitigation standards and regulations; and evaluate the performance and local costs of mitigation efforts. (See Figure 5 for some illustrative mitigation activities.)

### **Recommended Activities.**

E-1. Survey the jurisdiction to determine the types of hazards that exist and their potential severity (See Section D, Hazards Analysis, in this chapter).

E-2. Map the location of hazard areas to the extent possible and make these maps available to developers, community officials, the general public, and other interested parties.

E-3. Develop a hazard mitigation program which establishes objectives and policies for mitigation as part of the jurisdiction's program development process.

E-4. Assign priority for corrective and preventive actions to the highest ranking hazards as identified by the hazard analysis.

Figure 5

**The following are some examples of hazard-specific mitigation activities:**

- **Restrict development along earthquake fault zones.**
- **Standardize wildland firefighting nomenclature and procedures.**
- **Make structural improvement to railroad tracks in areas that are prone to train derailments.**
- **Control development on coastline barrier beaches that are vulnerable to hurricanes.**
- **Enact a mobile home anchorage ordinance to protect mobile homes from damage caused by high velocity winds.**
- **Develop a stormwater management plan in areas prone to landslides.**
- **Reduce speed limits, or limit access, for hazard materials cargo transporters.**
- **Relocate mobile home parks away from flood-prone areas.**
- **Provide technical assistance and information on how to improve irrigation water management to mitigate water shortage problems.**
- **Acquire and demolish property at risk to landslides, and relocate residents.**
- **Enact legislation to regulate public school construction and upgrade existing schools thus mitigating earthquake hazards.**
- **Identify high-risk subsidence areas, map underground mines, isolate dangerous sections, and inform land owners.**
- **Work with industry to clean up hazardous materials disposal sites.**
- **Provide tax breaks for homeowners who add a storm cellar to their house for protection from tornadoes.**
- **Provide public information so that citizens can understand, monitor, and report violations of shoreline protection ordinances.**
- **Provide support for school education programs about hazards in the jurisdiction and protective measures for use in an emergency.**
- **Enact an ordinance to restrict building in winter avalanche areas.**



**E-5. Work with other communities where appropriate to undertake multijurisdictional approaches to mitigation which can be most effectively addressed on a regional basis. Provide for close sharing of information among all interested parties, and carefully delineate the responsibilities of all involved agencies and organizations.**

**E-6. Establish and maintain a program of public participation to solicit views from interest groups and concerned citizens on the location and severity of hazards and strategies that can be undertaken to mitigate them**

**E-7. Review local codes and ordinances to ensure that regulations controlling new development recognize the presence of hazards in the community and provide protection consistent with the degree of risk.**

**E-8. Establish codes, as necessary, to protect structures from hazards such as wind, earthquake, flood, or any others that may exist in the jurisdiction. This may include, for example, regulations to ensure a local site selection review process for construction projects involving hazardous materials or in locations subject to natural hazards.**

**E-9. Work with community planners in developing a master plan to formulate future land-use policies to prevent or limit construction projects in hazard-prone areas.**

**E-10. As part of the jurisdiction's redevelopment program, relocate or rehabilitate hazard-prone structures to make them safer from hazards.**

**E-11. Provide homeowners with informational material and conduct workshops or seminars to encourage the incorporation of hazard mitigation techniques in maintenance, repair, and home improvement projects.**

**E-12. For jurisdictions at risk of serious flooding, participate in the National Flood Insurance Program and adopt and enforce floodplain management requirements to avoid or reduce future flood damage and make available the benefits of Federal flood insurance coverage.**

**E-13. Lessen the destructive effects of flood hazards to the extent possible through, for example, the construction of dams, levees, or other flood control measures.**

**E-14. Promote fire prevention by enacting local ordinances requiring sprinklers and smoke and heat detectors, where appropriate, in buildings in the community.**

**F. Disaster Response and Recovery****Objective.**

The objective is to respond to and recover from a disaster occurrence by providing assistance to the affected population and by coordinating State emergency aid and Federal disaster assistance if authorized.

**Rationale.**

If a jurisdiction is affected by a disaster, local officials must respond immediately to provide lifesaving operations, restore vital services, and provide for the human needs of those affected by the emergency. Sometimes local jurisdictions can manage the situation without further assistance, but often the State is asked to supplement local resources. State responses can range from providing additional resources to coordinating a request for Federal help.

If an emergency overwhelms the capabilities of local and State government efforts and resources, the Governor may request that the President declare a "major disaster" or an "emergency" (see definitions, Chapter I, pages I-1 and I-Z). The President's Disaster Relief Program is designed to supplement the efforts and available resources of State and local governments and voluntary relief organizations. The Governor's request must be based upon a finding that the situation is of such severity and magnitude that effective response is beyond the capabilities of the State and affected local governments and that Federal assistance is necessary. The request must also contain a certification by the Governor of a reasonable expenditure of State and local funds for disaster relief and an estimate of the extent and nature of Federal assistance required for each of the affected areas.

When a Presidential declaration is made, a Federal Coordinating Officer is appointed to coordinate the Federal assistance. To make it easier for individuals to get information and obtain the help available from various Federal agencies, FEMA, State, and local agencies establish one or more Disaster Assistance Centers (DAC's) in the disaster areas. Representatives of Federal agencies, State and local governments, and private relief agencies are available to provide assistance to disaster victims.

A Presidential declaration of a major disaster or an emergency makes a broad range of assistance available to individual victims of the disaster. This aid may include: temporary housing for disaster victims; minimum essential repairs to owner-occupied residences; temporary assistance with mortgage or rental payments; disaster unemployment assistance; low-interest loans to individuals, businesses, and farmers; agricultural assistance; distribution of food coupons; individual and family grants; legal services; consumer counseling; crisis counseling; social security assistance; and veterans' assistance.

**Public assistance is available to local governments. Under a Presidential disaster declaration, project applications may be approved to fund a variety of projects including: clearance of debris on public or private lands or waters; emergency protective measures for the preservation of life and property; repair or replacement of roads, streets, and bridges; repair or replacement of water control facilities; repair or replacement of public buildings and related equipment; repair or replacement of public utilities; repair or restoration of public facilities damaged while under construction; repair or restoration of recreational facilities and parks; and repair or replacement of private nonprofit education, utility, emergency, medical, and custodial care facilities, including those for the aged or disabled and facilities on Indian reservations.**

**Recommended Activities.**

**F-1. Coordinate local disaster assistance planning with the State plan for requesting and implementing Federal disaster assistance.**

**F-2. During and after the emergency period, provide reports to the State, including the extent of damage, local actions taken, the status of critical facilities and resources, and requirements for additional assistance.**

**F-3. Determine what debris removal operations are necessary to protect public health and safety. Secure necessary debris clearance agreements or authorizations from private property owners for debris removal operations.**

**F-4. Coordinate with the local welfare agency and volunteer organizations to provide feeding, temporary housing, and other mass care needs.**

**F-5. Coordinate with mental health agencies or church organizations to provide crisis counseling services to disaster victims to ease traumas associated with such occurrences.**

**F-6. Coordinate with legal organizations in providing voluntary legal services to needy disaster victims.**

**F-7. Assist disaster victims in cases involving consumer protection and potential fraud.**

**F-8. Encourage local authorities and private sector businesses to keep accurate records of expenses incurred for manpower, material, and equipment and to take photographs to document proof of damage in anticipation of a possible request for Federal assistance.**

**F-9. Establish a damage assessment team comprised of representatives from appropriate government departments (e.g., tax assessor, engineering,**

fire) and public utilities (e.g., gas, electric, water companies). The team is responsible for identifying damaged areas, preventing the use of unsafe structures, and arriving at dollar estimates of disaster-caused damage.

**F-10. In the event of a Presidential declaration of a major disaster or emergency:**

- a. **Preselect potential sites for DAC's to function as locations for citizens seeking assistance from local, State and Federal agencies, and private organizations.**
- b. **Act as or designate a Local Coordinating Official with authority to: (1) coordinate disaster response activities of the local jurisdiction; (2) act as a liaison between State and Federal officials and the local chief executive; and (3) furnish the required information, reports, and official documents as may be needed by State and Federal officials.**
- c. **Assist State and Federal authorities in establishing a close working relationship with the public information media in order to inform the public of disaster assistance available, the location of the DAC, and other essential information.**
- d. **Assist in the identification of temporary housing resources, including vacant rental accommodations and potential group mobile home sites.**
- e. **Submit applications for Federal assistance to repair, restore, reconstruct, or replace public facilities and eligible private nonprofit organizations' facilities which were damaged or destroyed.**
- f. **Maintain accurate records of financial expenditures for each project for which Federal assistance has been awarded.**

**F-11. Conduct a post-disaster critique in order to determine the effectiveness of emergency operations and response and recovery activities and make recommendations based on deficiencies identified.**

## **G. Private Sector Support**

### **Objective.**

The objective is to utilize fully the assets of the private sector in the local emergency management program

### **Rationale.**

The protection of life and property from disasters requires the full mobilization and use of all the resources of the community. An important and frequently necessary component of the emergency management organization is the private sector--public utilities, business and industry, volunteer organizations, professional societies, religious groups, community and service clubs, and private citizens.

Public utilities and industry may be particularly vulnerable to hazards, and must be prepared to deal successfully with them. Some industries themselves are a source of potential hazard to the surrounding population. Many of these industries have on-site emergency plans, but those that do not should be encouraged to develop them. All such plans should be coordinated with local government emergency operations plans. Utilities and industry offer a readily available and highly trained source of volunteer advisors, technicians, and emergency operations personnel who can be utilized in an emergency. In addition, they can also provide a wealth of material resources such as bulldozers, plows, and firefighting and rescue equipment. Coordinated emergency plans assure that manpower and material resources of both government and the private sector can be utilized effectively by either in an emergency.

Other sources of invaluable assistance are private, volunteer, and charitable institutions such as the Red Cross, the Salvation Army, the Mennonite Disaster Service, local affiliates of labor unions, communications clubs, search and rescue groups, Civil Air Patrol, community and service organizations, and others. Agencies and organizations involved in such activities as mass feeding, clothing, and housing the victims of a disaster can remove a great burden from local government. Written agreements, such as memorandums of understanding, make coordination more automatic and prevent duplication of effort. Through these agreements, private sector groups can have a clearly defined role, and their resources can be identified and integrated into emergency planning and preparedness.

### **Recommended Activities.**

**G-1. Establish contacts with private sector and voluntary organizations, and encourage their participation in the emergency management program**

**G-2. Encourage and provide assistance to public utilities and industries in the development of internal emergency plans that are fully coordinated with local government plans.**

**G-3. Develop written agreements with private sector and voluntary organizations. These agreements should: identify resources available in an emergency; define emergency responsibilities; identify key personnel by name, title, and telephone number; predetermine cost reimbursement arrangements; and address liability.**

**G-4. Conduct periodic seminars on emergency management topics of interest for representatives of the private sector, and involve them in exercises as appropriate.**

**G-5. In highly industrialized areas, encourage the development of industrial mutual aid associations to assist participating companies by providing needed materials, equipment, and personnel in the event of an emergency.**

**G-6. Encourage utilities, businesses, and industries to provide for the protection of physical assets and vital records.**

## **H. Military Assistance to Civil Authorities**

### **Objective.**

The objective is to maintain up-to-date information on the extent and availability of military resources available to support civil authorities in the event of an emergency.

### **Rationale.**

State governors are authorized to use the State National Guard, when not in Federal service, within the boundaries of the State to assist local civil authorities in the preservation of life, the protection of property, and the maintenance of order during domestic emergency conditions which are beyond the capabilities of civil authorities. A request for the use of National Guard forces is normally made by local authorities through the State emergency management office to the Governor concerned, or his/her executive agency.

In addition to manpower, the Department of Defense (DoD) possesses a large array of equipment, facilities, expertise, and systems to fulfill military missions, which might be useful and available to local government in time of emergency.

In preparation for and following the occurrence of natural, technological, and attack-related emergencies, available military forces could be employed in such lifesaving activities as: search and rescue, decontamination, emergency transportation, mass feeding, housing and health care, temporary restoration of essential facilities, and debris clearance. It should be emphasized, however, that military forces have a priority commitment to military missions and cannot be used as a substitute for civil resources. Civil resources must be used first or be otherwise unavailable. DoD also works closely with and assists civil governments in other ways which are supported by written mutual agreements. For example, the Civil Air Patrol (CAP), a nonmilitary auxiliary of the United States Air Force, can support local government in search and rescue and other emergency operations.

During peacetime emergencies and upon an official notification that the President has made a declaration of a major disaster or an emergency, military resources can be made available, if authorized through military channels. In situations that require the immediate assistance of the military to save lives, prevent human suffering, or mitigate great property damage, local military commanders are authorized to take immediate relief actions without direction or approval from a higher command.

In the event of an war-related emergency, the degree of military support will depend upon the commitment of resources to military operations, the extent of damage sustained in the civilian community, and the status and disposition of active and reserve component forces. In all cases, military operations will have first priority.

**Recommended Activity.**

H-1. The Emergency Program Manager should work with the local military commander to establish a mutual understanding on the availability and use of military resources in an emergency. The Emergency Program Manager should also advise on the extent of civilian assistance available to the military.



## I. Annual Program Management Review

### Objective.

The objective is to annually assess the hazards and capabilities of the emergency organization and update the jurisdiction's multi-year planning effort as a means of developing and maintaining a credible emergency management program

### Rationale.

The emergency organization described in this guidance--a legal entity with an organizational structure and trained response personnel, with the assistance of private sector organizations--needs to be annually assessed to determine whether its capability is adequate to carry out functions common to all types of emergencies. This assessment results in the identification of specific deficiencies that should receive primary consideration when preparing the jurisdiction's multi-year development plan.

### Recommended Activities.

I-1. Conduct an annual review of the hazards and vulnerability of the jurisdiction, updating the jurisdiction's original hazards analysis to take into account both new risks resulting from development efforts and reduced risks resulting from hazard mitigation projects and improved emergency management capabilities.

I-2. Conduct an annual capability assessment for dealing with the threats that have been identified in the hazards analysis. Current capability is determined against standards and criteria FEMA has established as necessary to perform basic emergency management functions. The resulting information provides a summary of the capabilities that exist and upon which current plans should be prepared and leads to the identification of the jurisdiction's weaknesses.

I-3. Based on the shortfalls identified in the capability assessment, the jurisdiction should prepare a multi-year development plan (MDP) tailored to meet its unique situation and requirements. The plan should outline what needs to be done to reach the desired level of capability. Because situations change each year and perhaps more or less was accomplished the year before than had been planned, the MDP should be modified to determine next year's annual increment.

## CHAPTER III

## ALL-HAZARD EMERGENCY MANAGEMENT FUNCTIONS

A. Emergency Operations PlanningObjective.

The objective is to develop and maintain a comprehensive emergency operations plan (EOP) based on the hazards analysis, existing resources, and current operational capabilities to deal effectively with any kind of emergency--whether natural, technological, or war-related.

Rationale.

Conducting coordinated operations in emergencies is basically executing local emergency plans. The payoff of lives saved and property preserved results from emergency forces doing the right thing at the right time. Experience in peacetime disasters has shown repeatedly that when emergency plans and procedures are known, exercised, and used by operating forces, reaction times are reduced, coordination is improved, and overall response and recovery measures are more effective and efficient.

The development of a written plan is not an end in itself. Having a written EOP does not guarantee that actual operations will be effective. However, the process of planning that leads to the development of a written plan is extremely valuable. This is because the local officials who are responsible for emergency operations have spent time determining operating procedures and methods of coordination. The planning effort should involve representatives from departments of local government, as well as from private sector organizations that have resources to provide in an emergency. This involvement means that plans can be implemented more effectively in the event of an emergency. On the other hand, an EOP prepared by the Emergency Program Manager alone is a "paper plan" and is of little value because it is not used.

The emergency planning process should be led by the local Emergency Program Manager on behalf of the chief executive. As part of this planning leadership, the Emergency Program Manager is responsible for informing the planning team of the special conditions unique to peacetime and war-related hazards that would call for a modification of traditional operating techniques.

FEMA recommends the development of a single comprehensive emergency operations plan. Each jurisdiction should have a plan which encompasses all hazards that pose a significant threat as identified in the hazards analysis. Operations planning involves the treatment of common requirements (functions) which basically remain the same across the spectrum of emergencies, regardless of the hazard type. These requirements include, for example, direction and control, warning, shelter, evacuation, medical

care, and the provision of critical resources. Some hazards (e.g., nuclear attack) pose unique requirements which may necessitate special treatment in hazard-specific annexes and implementing procedures. For jurisdictions that do not now have a single comprehensive plan, it is recommended that, as their plans are revised, hazard-specific plans be consolidated, where feasible, into a generic (i.e., all-hazard) EOP.

No standard planning format or organization is specified for a local EOP. Some States have established formats for local plans in order to assure compatibility with the State's emergency plan; where this is the case, it is recommended that local plans be in the State's format. Regardless of format, an EOP normally consists of the following parts: a basic plan, supporting annexes, and implementing procedures. The basic plan is a relatively broad conceptual framework describing the policy and approach to emergency operations. Annexes are components of the plan that provide specific information and direction. Whereas the basic plan relates information relevant to the whole plan, annexes contain information on specific functional responsibilities, tasks, and operational actions that pertain to the subject of the annex. The focus of the annex is on operations, what the function is and how it is carried out. An annex is action-oriented and written for personnel charged with execution of the plan.

**Figure 6**

**Suggested Annexes for an Emergency Operations Plan**

<b>Direction and Control</b>	<b>Shelter/Mass Care</b>
<b>Alerting and Warning</b>	<b>Evacuation</b>
<b>Emergency Communications</b>	<b>Engineering Services</b>
<b>Emergency Public Information</b>	<b>Transportation</b>
<b>Damage Assessment and Analysis</b>	<b>Manpower</b>
<b>Resource Management</b>	<b>Administrative Support</b>
<b>Radiological Protection</b>	<b>Mortuary Services</b>
<b>Law Enforcement</b>	<b>Military Support</b>
<b>Firefighting</b>	<b>Finance</b>
<b>Search and Rescue</b>	<b>Agriculture</b>
<b>Health and Medical</b>	<b>Disaster Assistance</b>

Implementing procedures may be in the form of appendices, SOP's, or checklists. They support annexes and contain technical and detailed operational information for use by emergency personnel. They include such information as alerting lists and specific "how to" instructions for operating departments or individuals to carry out assigned responsibilities. Because implementing procedures often change frequently, e.g., names and telephone numbers, they should be developed and maintained by appropriate agencies and organizations.

#### Recommended Activities.

A-1. Develop an EOP based on natural, technological, and war-related hazards identified in the jurisdiction's hazards analysis, existing resources, and current operational capabilities.

A-2. Specify in the EOP that the local Emergency Program Manager, by title, is responsible for the development and coordination of the jurisdiction's emergency planning process.

A-3. The EOP should contain the following components:

- a. Basic Plan;
- b. Annexes; and
- c. Implementing procedures (these need not be physically part of the plan).

A-4. The basic plan and annexes should include, as a minimum, the following:

- a. Purpose--describes the reasons for the development of the plan/annex.
- b. Situation and Assumptions--describes the potential hazards that threaten the jurisdiction and makes some assumptions that refine the planning process by stating parameters considered applicable to particular emergency situations.
- c. Concept of Operations--describes how emergency operational activities will be carried out.
- d. Assignment of Responsibilities--identifies government departments and private sector organizations and individuals and describes their responsibilities. Identify, by title, specific individuals to serve as emergency service coordinators (e.g., for law enforcement, health/medical services, and mass care functions).

- e. **Direction and Control**--provides guidance on the strategy of emergency operations. It describes command and coordination responsibilities and use of the Emergency Operating Center (EOC).
- f. **Continuity of Government**--describes provisions for ensuring the survival and operational capability of the government. It should also address lines of succession and the use of alternate emergency operating facilities.
- g. **Operating Time frames**--describes operations in terms of emergency phases (e.g., pre-emergency, warning, emergency response, recovery).
- h. **Increased Readiness Operations**--describes actions to be taken during periods of heightened risk (e.g., reviewing plans and procedures, briefing key officials, bringing the EOC to full readiness, alerting emergency personnel).

**A-5. Identify in the EOP the specific official by title (e.g., mayor, county executive) who is responsible for implementing the plan and directing the emergency response.**

**A-6. Provide in the plan for the conduct of regularly scheduled exercises to test planning concepts and operational procedures and provide for exercise critiques.**

**A-7. Include or reference in the EOP letters of agreement with private sector organizations who are assigned emergency responsibilities.**

**A-8. Coordinate with the State to ensure that the local EOP is consistent with State plans.**

**A-9. Ensure review and concurrence of the EOP by all government departments and private sector organizations who are assigned emergency responsibilities.**

**A-10. Assure that the EOP is approved and promulgated by the chief executive after review and concurrence by appropriate departments and organizations. The chief executive should sign and date the plan.**

**A-11. Distribute the EOP to all appropriate departments and organizations. As changes are made they should also be similarly distributed.**

**A-12. Review and update, as necessary, the EOP at least on an annual basis. The update should take into account changes identified in tests and exercises.**

**A-13. Assure that implementing procedures (SOP's) are kept current by departments and organizations with assigned responsibilities in the EOP.**

## **B. Direction and Control**

### **Objective.**

The objective is to develop a capability for the chief executive and key local officials to direct and control response and recovery operations from a centralized facility in the event of an emergency.

### **Rationale.**

Local governments conduct their day-to-day operations from departments and agencies that are sometimes widely dispersed throughout the jurisdiction. When an emergency occurs, centralized direction and control is required to facilitate coordinated responses by the chief executive and his/her key staff, emergency support service personnel, and representatives of private sector organizations or individuals who are assigned emergency responsibilities in the jurisdiction's emergency operations plan. The most effective way to exercise direction and control under emergency conditions is to provide a single site for key officials--an Emergency Operating Center (EOC). The EOC provides a central location for authority and the dissemination of official information, and allows for face-to-face coordination among personnel who must direct local operating forces.

Major functions to be performed in the EOC include the following:

(1) receive and disseminate alerting to key officials and warnings to the general public; (2) direct and control local operating forces; (3) collect and analyze damage effects data; (4) provide emergency public information and instructions to the public; and (5) maintain contact with support EOCs', neighboring jurisdictions, and higher levels of government.

The EOC should be constructed and located in a building that will enhance survivability and uninterrupted operations during a wide variety of emergency conditions. An EOC should not be located, for example, along a known earthquake fault line, in a flood-prone area, or near nuclear power plants and hazardous materials storage facilities. The EOC should be protected (i.e., through shielding techniques) from radioactive fallout of nuclear weapons and be able to sustain emergency operations on a self-contained basis for at least a 2-week period. It is encouraged that the EOC be situated in a government building to facilitate its use by local officials and be used on a day-to-day basis by the local emergency management agency and by emergency support services such as law enforcement, fire, or ambulance dispatching.

EOCs may vary in size depending upon the characteristics of the jurisdiction being served, the emergency staff, and the scope of functions to be performed. Obviously a metropolitan jurisdiction will require a larger EOC than will a sparsely populated rural county. Some jurisdictions may wish to enter into an agreement with an adjacent locality to make

joint use of a single EOC facility. State emergency management offices should be contacted for advice and guidance on EOC development and on financial and technical assistance that is available.

It is recognized that due to financial limitations many jurisdictions may have to postpone the development of an EOC meeting FEMA criteria. Localities in this situation should designate an interim facility to serve the direction and control function. As a minimum the interim EOC should have adequate space for the emergency staff and communications capabilities to direct emergency support services.

#### Recommended Activities.

B-1. Each jurisdiction should have an EOC (or share use of one) where key officials of government, supplemented by private sector organizations, can exercise direction and control in an emergency and communicate with adjacent and higher levels of government.

B-2. Provide in the EOC the following:

- a. An emergency power generator sized to handle EOC demand load with a connected 14-day fuel supply which is independent of local commercial sources. The generator should be located in or adjacent to the EOC.
- b. Communications and warning equipment (see Sections C and D of this chapter for specific objectives relating to these functions).
- c. A protection factor (PF) against radioactive fallout of 100 or better for areas that are not at high risk to the direct effects of nuclear weapons.
- d. An Operations Room of a sufficient size and equipped with displays to enable key government officials to direct and control operations in time of emergency. It should be ready for emergency operations at all times.
- e. Life support systems to include the following:
  - (1) Space to accommodate the emergency staff;
  - (2) Mechanical ventilation (15 cubic feet per minute (cfm) per person in the occupied space);
  - (3) Interior lighting;
  - (4) Restrooms with showers;

- (5) An area to prepare and serve meals;
- (6) A 14-day water supply which is not dependent upon commercial power or susceptible to disruption by natural, technological, or war-related disasters; and
- (7) Adequate provisions for food, medicine, billeting, and other supplies needed to support the planned emergency staff for 14-days or procedures for obtaining these during a period of increased readiness.

**B-3. Areas at high risk to the direct effects of nuclear weapons should make provisions (in addition to those in B-2) for a mobile or transportable command center to facilitate relocation of direction and control operations to a nonrisk area. Plans should describe detailed procedures for the command center operating from a predetermined location in the nonrisk or host area that assures adequate fallout protection, emergency power, and essential provisions for a sustained operation in a fallout environment. These mobile or transportable command centers must be geared to function simultaneously with the parent risk area fixed EOC or in place of it if it becomes inoperable during a crisis.**

**B-4. Provide space in the EOC for the following: (a) the chief executive and principal advisors; (b) disaster analysis staff; and (c) resource management specialists. Space for briefing the media should be available but separate from actual operations rooms.**

**B-5. Assign representatives by title to report to the EOC in an emergency and develop procedures for crisis staffing.**

**B-6. Maintain the EOC in an emergency operating mode at all times or be able to rapidly convert EOC space into an operating condition.**

**B-7. Locate the EOC in an area convenient to the day-to-day location of the executive head of government.**

**B-8. Utilize EOC's on a day-to-day basis by emergency support services and the emergency management office.**

**B-9. As a part of the Direction and Control Annex to the local plan, develop an EOC standard operating procedure (SOP) which describes EOC actions and procedures including: functions, layout, concept of operations, duties of staff, use of displays and message forms, and procedures for bringing the EOC to full readiness.**

**B-10. Designate and develop procedures for crisis activation of an alternate EOC to serve as a backup in case the primary EOC is not able to function.**



**B-11. Designate an interim EOC facility for the conduct of emergency operations if the jurisdiction does not have an EOC meeting the criteria in B-2 above.**

**B-12. Conduct an annual exercise of the EOC's operational capability. The exercise should involve the chief executive and the assigned emergency staff. The exercise should test the interaction of the agencies involved in an emergency operation, communications procedures and equipment, and other EOC systems and procedures. Deficiencies identified by the exercise should be corrected as soon as feasible.**

**C. Emergency Communications****Objective.**

The objective is to have a reliable emergency communications capability to permit key officials to direct operating forces in an emergency.

**Rationale.**

The ability of a government to direct its emergency forces through adequate communications is essential to effective operations in an emergency. Although extensive communications systems designed to meet day-to-day needs of government are already in existence, it is necessary to plan for the effective use of these resources. Privately owned communications systems, to the extent that they can be made available, should also be adapted to serve government needs in emergencies. New or expanded government communications systems should be designed, if possible, to ensure their reliability and usefulness during emergencies. Planning should provide for ready access to communications through a central control area where key decisionmakers and operating staff are concentrated, i. e., an EOC.

**Recommended Activities.**

c-1. Determine existing communications capabilities to support emergency requirements by conducting an inventory of communications systems already in use in the jurisdiction. The inventory should include radio base stations, telephone switchboards, and mobile and portable radio units owned by government or the private sector and available for emergency use.

C-2. Establish a two-way radio and/or landline communications capability between the EOC and the following:

- a. Emergency forces such as police, fire, public works;
- b. Other forces such as hospitals, ambulance dispatch points, Radio Amateur Civil Emergency Services (RACES) and Citizen Band networks;
- c. Disaster effects reporting network;
- d. Broadcast media (EBS and other broadcast stations);
- e. National Weather Service forecast office;
- f. Neighboring jurisdictions;
- g. Higher levels of authority;
- h. Emergency shelters planned for use; and

**i. Joint Public Information Center.**

**c-3. Establish a two-way radio communications capability between hospitals and ambulance services.**

**c-4. Develop an Emergency Communications. Annex and SOP that includes, as a minimum, the following: a concept of operations; task assignments to individuals and organizations; a chart listing the jurisdiction's emergency communications network; message handling procedures; and an alerting list of key communications personnel.**

**C-5. Provide for the utilization of emergency communications systems from an EOC. Communications equipment should have adequate, onsite emergency power and fuel. Natural gas is not considered a reliable emergency fuel source. Emergency power for unmanned facilities should have automatic start and load changeover capability.**

**C-6. Install backup, quick-erect communications antennas in hazard areas to replace those damaged as a result of disaster effects (e.g., areas subject to hurricanes, tornadoes).**

**C-7. Assign and train personnel in the operation and maintenance of emergency communications equipment.**

**C-8. Conduct tests of communications systems and procedures at least monthly to ensure operational readiness.**

**C-9. Protect communications systems against the effects of electromagnetic pulse through retrofitting EOC facilities or communications equipment or through procedures for equipment disconnect.**

**C-10. Coordinate with local telephone companies on procedures to establish line load control during emergencies.**

**c-11. Establish communications between the EOC and near-site Emergency Operating Facility if located within a 10-mile radius of a commercial nuclear power facility.**

#### D. Alerting and Warning

##### Objective.

The objective is to develop and maintain a capability to alert public officials and emergency response personnel and warn the general public of an actual or impending emergency.

##### Rationale.

Because emergencies can threaten life and property, a local jurisdiction must have an effective method of alerting key personnel and warning the public. A warning system should be developed that addresses the requirements of all significant hazards identified in the hazards analysis. Establishing an effective warning capability involves developing plans and procedures, obtaining and maintaining warning equipment, training personnel in emergency duties, testing warning equipment and procedures, and conducting exercises of the system

To meet their warning responsibilities, Federal, State, and local governments cooperate in maintaining and operating a national warning system. Although developed to provide a means of warning authorities and the public of enemy attack, local segments of this system--the National Warning System (NAWAS) terminals and outdoor sirens--have been used extensively and effectively for warning of natural disasters such as hurricanes, tornadoes, and floods. Also, the Emergency Broadcast System (EBS) provides an important resource for local warning.

Warning signals for outdoor devices have been established for alerting the public and indicating the survival action people should take in an emergency. The Attack Warning signal is used for an actual attack or accidental missile launch against the country. The Attention or Alert signal, however, may be used as authorized by local government officials to alert the public of a peacetime emergency.

Local officials should also consider the use of other warning capabilities in the jurisdiction such as the National Oceanic and Atmospheric Administration (NOAA) weather radio, cable television stations, mobile sirens, industrial horns or whistles, and tone-activated receivers.

##### Recommended Activities.

D-1. Establish a local warning point with the capability to receive warnings of peacetime or war-related emergencies on a 24-hour-a-day basis over NAWAS or other warning systems. Provide for the reception of National Weather Service warning by direct telephone link, NOAA weather radio, or NAWAS.

**D-2. Develop and maintain the administrative and physical means of providing prompt alerting to key officials and warning to the affected population in the event of any type of emergency. The system should make use of all devices which are capable of providing warnings. Arrangements should be made for warning the rural population as well as any urban population not covered by outdoor warning devices such as by telephone fanout or by using emergency vehicles equipped with public address systems.**

**D-3. Develop procedures to provide warning to special locations such as schools, hospitals, nursing homes, major industries, institutions, and places of public assembly (amusement parks, resort areas, etc.).**

**D-4. Develop a warning annex and SOP that describes the warning system, defines responsibilities of agencies and personnel, describes activation procedures, contains an alerting list of key officials, and provides for regular testing for warning equipment.**

**D-5. Provide emergency power for warning equipment.**

**D-6. Train warning point personnel in emergency responsibilities to ensure that they are familiar with operational procedures and use of equipment.**

**D-7. Conduct a test of the warning equipment at least once per month.**

**D-8. Conduct an exercise of warning procedures and operational capabilities at least once annually.**

**D-9. Develop hazard-specific warning capabilities, if appropriate, such as:**

- a. Flood warning system
- b. Tornado spotter network;
- c. Emergency notification system with nuclear power facilities; and
- d. Special procedures for accidental missile launch or any other unauthorized or unexpected incident involving a possible detonation of a nuclear device.

## **E. Emergency Public Information**

### **Objective.**

The objective is to develop and maintain a capability to disseminate in a timely manner official Emergency Public Information (EPI) for all hazards that threaten the jurisdiction.

### **Rationale.**

An effective Emergency Public Information program can be instrumental in saving lives, alleviating suffering and hardship, protecting property, and aiding recovery. In any community, the people are normally kept informed by the information media--newspapers and radio and television stations. This means that local officials should enlist the media in making preparations for handling emergencies before they occur. The media, especially radio and TV stations, should be fully utilized to provide fast, accurate, official information and instructions to the public.

It is important that the chief executive designate an authoritative spokesperson for the release and dissemination of official information so that the public is provided with lifesaving instructions on where to go and what to do. During an emergency it is likely that the dissemination of either too much or too little information could complicate an already bad situation. An effective EPI capability will ensure that rumors are minimized and correct information--in the right amount--will reach the public. EPI materials and a strategy for dissemination should be prepared in advance of an emergency and maintained in a format that facilitates rapid dissemination.

The Emergency Broadcast System (EBS) is an important communications system and should be utilized for natural and technological emergencies as well as war-related emergencies. This system uses existing facilities and personnel of the communications industry on a voluntary but organized basis. EBS operational plans are developed through the efforts of broadcasters and State and local government officials. A list of persons authorized to activate the EBS and the explicit procedures to be followed should be contained in operational procedures and made available to all concerned parties.

To enhance EPI activities in an actual emergency, there must be an ongoing program with the information media and the general public. The local Emergency Program Manager should become involved in day-to-day activities that build media confidence in the program. These activities include, for example, preparing news releases for use by the media, arranging for coverage of various emergency management events (e.g., exercises), and preparing brochures and other informational materials. The Emergency Program Manager should also arrange speaking engagements with community groups (e.g., professional organizations and civic clubs) in order to inform the public and seek its support for the local emergency management program.

**Recommended Activities.**

**E-1. Develop and maintain EPI guidance materials based on all hazards likely to confront the jurisdiction. The following types of EPI materials should be developed:**

- a. General (prescribed) materials dealing with the nature of hazards (e.g., floods, hurricanes, tornadoes, winter storms, effects of nuclear weapons) and basic protective actions to take in the event of an emergency.**
- b. Hazard-specific instructions on "where to go and what to do" in an emergency. These should include detailed citizen instructions on protective actions such as shelter and evacuation.**
- c. The meaning of warning signals.**

**E-2. Develop methods (e.g., newspaper supplements, prepared TV/radio scripts for broadcast stations) for the distribution of EPI materials to the public.**

**E-3. Develop an EPI annex and supporting procedures to define EPI operations during an emergency.**

**E-4. Designate a spokesperson and alternate as the sole source for the dissemination of official EPI and instructions through the media to the public.**

**E-5. Designate an information office which would be the official point of contact for the media during an emergency. In a large-scale disaster, this office would become a Joint Information Center which may also be used by State and Federal agencies.**

**E-6. Participate with local broadcasters and State officials in the development of an EBS local operational area plan.**

**E-7. Assure access from the jurisdiction's EOC to the EBS station serving the area. Also maintain reliable communication links with other local broadcast stations.**

**E-8. Develop written agreements with the broadcast media (e.g., radio stations, TV stations, cable TV, educational TV) serving the jurisdiction to receive and disseminate warning messages and emergency information.**

**E-9. Develop and maintain day-to-day working relationships with members of the information media.**

**E-10. Establish procedures to implement rumor control during emergencies.**

**E-11. Conduct an ongoing public information program through the local media to acquaint the public with the nature of hazards, and provide basic instructions on protective actions. For example, conduct seasonal awareness campaigns, as appropriate, for winter storms, tornadoes, floods, and hurricanes.**



**F. Continuity of Government****Objective.**

The objective is to ensure the preservation of civilian government institutions and their ability to function effectively under emergency conditions.

**Rationale.**

It is fundamental to the survival of the United States as a free and democratic republic that the institutions of government survive and remain capable of carrying out their essential functions under all types of emergencies. These situations may include catastrophic peacetime disasters, subversion, or nuclear warfare. Continuity of government measures are designed to ensure that this capability is developed and maintained.

**Recommended Activities.**

F-1. Develop and maintain predesignated lines of succession for top elected or appointed officials, government department or agency heads, and any other key personnel whose positions are determined to be vital to the operations of government.

F-2. Develop predelegated authorities for the successors to key officials who may have to take immediate actions during an emergency. Indicate the circumstances under which these authorities become effective and when they would terminate.

F-3. Make provisions for the preservation of vital government records and have them available where they would be needed during and after an emergency. Such records include, for example, birth and death certificates, land and tax records, license registers, charter statutes and ordinances, court records, and financial records.

F-4. Establish a local government EOC for the direction and control of emergency operations. Designate an alternative EOC in case the primary EOC is not able to function. (Note: See Section B of this chapter for specific EOC activities)

F-5. Develop plans and procedures for the relocation of essential governmental departments and agencies from their normal places of business to areas or structures deemed relatively safer from the effects of disaster.

F-6. Specify, in the local EOP, procedures to deploy essential personnel, equipment, and supplies in an emergency to maximize their survival.

F-7. Conduct a continuity of government exercise to test plans and procedures.

## **G. Resource Management**

### **Objective.**

The objective is to provide for the prompt and effective acquisition, distribution, and use of personnel and material resources for essential purposes in the event of an emergency.

### **Rationale.**

One of the most important aspects in responding effectively to an emergency is the ability to apply existing resources in the most productive manner. There are many governmental agencies and private sector businesses, industries, and organizations which are concerned with the day-to-day procurement, use, and maintenance of resources that are vital in an emergency. An agency (preferably emergency management) should be assigned the responsibility for overall coordination for resource management. Government and private sector groups must be organized to develop a resource management system ready to support operating forces during an emergency. Typical participating agencies and organizations include government agencies (e.g., public works and health departments), public utilities (e.g., gas and electric companies), bus and trucking companies, fuel suppliers, construction companies, and voluntary agencies (e.g., the American Red Cross, Salvation Army, and community service organizations).

Essential supplies, equipment, and services that should be considered for emergency resource management planning include:

- Health resources (e.g., pharmaceuticals, blood collecting, and dispensing supplies);
- Food;
- Electric power;
- Fuels (e.g., petroleum products, gas, solid fuels);
- Sanitation and water supply;
- Housing and construction materials and equipment;
- Transportation;
- Telecommunications;
- Manpower (recruitment, classification, and utilization); and
- General use supplies (e.g., tools, batteries).

**Recommended Activities.**

**G-1. Become familiar with laws, policies, regulations and emergency authorities governing resource management in the local jurisdiction and in the State.**

**G-2. Develop and update on a regular basis a resource inventory of the personnel, equipment, and facility resources needed and available for emergency operations.**

**G-3. Develop written agreements with private sector organizations such as transportation companies, utilities, industries and voluntary agencies on the availability and use of essential resources. See also Chapter II, Item E-3.**

**G-4. Determine resource deficiencies and develop measures or procedures to overcome them, such as expedient procurement sources and mutual aid agreements with neighboring jurisdictions.**

**G-5. Establish an emergency resource management organization. It should be composed of local government and the private sector representatives who have experience in particular resource fields. The purpose of this organization is to provide executive direction on how to obtain essential resources, allocate their use in an emergency, and advise on the resolution of conflicting claims for scarce resources.**

**G-6. Develop a resource management annex to the local EOP that: describes the resource management organization; establishes a line of succession; defines emergency responsibilities; establishes procedures for operating from the EOC; establishes policies on the acquisition, distribution, use, and maintenance of essential resources; and describes procedures for requesting assistance from neighboring jurisdictions and appropriate State officials.**

**G-7. Identify essential facilities (e.g., the EOC, hospitals, utilities) and essential users (e.g., police and fire services), and develop policies for the priority distribution of needed resources.**

**G-8. Develop and maintain an up-to-date directory of key contacts to facilitate the timely deployment of vital resources in an emergency.**

**G-9. Provide for the preservation of records reflecting prices which are charged for commodities and services during an emergency.**

**G-10. Develop procedures to operate a consumer rationing system or other methods of effective control and conservation over the consumption of critical resources.**

## **H. Shelter**

### **Objective.**

The objective is to provide suitable temporary emergency shelter and essential life support systems to people displaced from their homes as the result of a peacetime or war-related emergency.

### **Rationale.**

Local government is responsible for the development of a capability to provide temporary shelter for its citizens in the event of an emergency and should be prepared, if necessary, to receive and care for people evacuated from other jurisdictions. The requirements for shelter vary depending upon the nature and phase of the emergency. Local officials must be ready to provide different types of shelter in response to the unique nature of the situation. Prior to the onset of an emergency, temporary lodging (congregate care) facilities (e.g., schools, churches, fire halls) are needed to house an evacuated population, if time and other circumstances permit relocation out of a threatened area. This planning also involves mass feeding, protection of public health, and providing for other human needs. During an emergency phase, protected space (e.g., storm or fallout shelter) is required to shield people from the effects of a disaster. Lastly, longer term post-disaster temporary housing (e.g., rental units, hotels/motels, mobile homes) may be needed for victims whose homes have been severely damaged or destroyed. If the damage is unusually severe and widespread, individuals may become eligible for Federal disaster assistance.

The FEMA National Facility Survey (NFS) provides shelter data on peacetime and attack-related hazards and is a valuable tool for use in analyzing shelter requirements and deficiencies. Through the NFS, existing structures have been--and are being--surveyed throughout the country to determine the degree of protection they offer. The survey identifies facilities that: (1) have nuclear fallout protection, (2) can be upgraded to provide nuclear fallout protection, (3) provide best-available protection from direct nuclear weapons effects, (4) offer protection from peacetime hazards, and (5) are suitable for temporary lodging and feeding in reception areas.

The effects of nuclear weapons pose unique shelter requirements. FEMA has analyzed the hazards of a nuclear attack and has identified areas considered likely to experience direct weapons effects (blast, fire, initial nuclear radiation). Outside these areas, the main danger would be radioactive fallout. Studies indicate that a significant percentage of the population can be protected given sufficient time to relocate to reception areas and make use of existing shelter facilities and upgradeable or expedient shelter.

**Upgradeable facilities are buildings that do not meet minimum shelter protection standards (i.e., a PF 40), but can provide fallout protection by placing earth in and around the exterior perimeter. Expedient shelter is built in or on the ground with available building materials; earth fill is used to provide protection.**

**Recommended Activities.**

**H-1. Maintain current inventory of facilities that can be used to meet peacetime and attack-related shelter requirements, including congregate care facilities, public fallout shelters, upgradeable shelter facilities (if necessary), and post-disaster temporary housing units.**

**H-2. Work with State planners in the development of shelter utilization plans. Coordinate and assist local emergency services (e.g., police and fire departments) in developing procedures to support shelter plans.**

**H-3. Develop a capability to provide for the reception and care of evacuees, if designated as a reception area. This involves planning the use of temporary lodging and feeding facilities and providing for other basic human needs.**

**Y-4. Designate and train a Shelter Systems Officer (SSO) as a member of the Emergency Program Manager's staff responsible for developing the local shelter system and operational capabilities.**

**H-5. Train and assign personnel to serve as shelter managers and staff. Shelter managers should also be trained to manage temporary lodging facilities in emergencies, as well as fallout shelters in case of nuclear attack. The number of trained shelter managers required averages one for each 150 persons sheltered, with no less than two for each facility planned for use.**

**H-6. In jurisdictions designated to receive an evacuated population, develop the organizational ability to carry out the reception and care functions. This involves developing staffing requirements that can be rapidly expanded during a crisis to fill key positions.**

**H-7. Secure permission from building owners or managers for the use of facilities that offer shelter in an emergency.**

**H-8. Develop a capability for accelerated training of additional shelter managers during a crisis buildup.**

**H-9. Prepare public information materials related to emergency shelter. These should contain information and instructions for hazard-specific shelter requirements, such as what items to take to public shelter, protective shelter from the effects of tornadoes and hurricanes, and how to improvise home fallout protection or develop expedient shelter.**

H-10. Mark all public shelters designated for use in local plans which have a capacity of 50 or more spaces.

H-11. Develop a Crisis Marking Plan to mark public fallout shelters during a crisis period. This plan should list all unmarked facilities planned for use, identify materials, and assign responsibilities.

H-12. Develop a Crisis Stocking Plan that provides for the provisioning of shelters with locally procured essential survival supplies (i.e., food, water, medicines) in the event of an attack-related emergency.

H-13. Develop shelter management guidance that provides diagrams showing shelter areas in public fallout shelters and describing how to organize and run a shelter. This material should be stored centrally for rapid dissemination during a crisis.

H-14. Work with local contractors in developing procedures for the development of upgradeable fallout shelters, if the jurisdiction is deficient in public fallout shelter space.

## I. Evacuation

### Objective.

The objective is to develop a capability to evacuate the population from areas at risk to peacetime or attack-related hazards.

### Rationale.

Several types of hazards may require the temporary relocation of people from threatened areas. Hurricanes have often required evacuating people from low-lying areas on the Gulf and Atlantic coastlines. Floods are a major cause of evacuations, as are transportation accidents involving hazardous materials, such as chlorine. The potential also exists for an evacuation in response to an accident at a nuclear power plant. Finally, a large-scale evacuation may be needed in the event of a severe international crisis which could escalate to an attack on the United States.

Experience shows that where evacuation involves relatively small numbers of people, only limited government-organized reception and care is needed. Many people go considerable distances to stay with friends or relatives or in motels. However, for large-scale evacuations, planning would be essential. Natural disaster experience indicates that people will fall into three categories: those who evacuate spontaneously, those who follow plans and instructions, and those who will not leave. In general, people will be cooperative but require timely, accurate and authoritative information and instructions from governmental leaders.

Although specific areas to be evacuated and ultimate destinations will vary depending upon the particular hazard, the basic planning approach remains the same. A number of planning concepts and policies can be developed for all contingencies such as defining the responsibilities of governmental departments and private sector organizations, planning movement control, identifying high hazard areas, determining health/medical procedures, providing transportation for people without private automobiles, and working with the media to provide clear and understandable instructions to the public.

### Recommended Activities.

1-1. Consider evacuation planning for the following locations and populations:

- a. Coastal regions at risk to hurricanes;
- b. Flood-prone areas;
- c. Locations downstream from dams;
- d. Areas subject to major seismic activity;

- e. Areas within a 10-mile radius of a nuclear power plant;
- f. Jurisdictions at risk to the direct effects of nuclear weapons;
- g. Populations at risk due to hazardous materials accidents; and
- h. Populations at risk to terrorist attack or internal disturbance.

I-2. Identify high hazard areas and the number of people to be evacuated.

I-3. Define the responsibilities of governmental departments and private sector organizations who have a role to play in evacuation operations and identify the individual by title who is responsible for the coordination of the transportation planning.

I-4. Identify transportation resources (e.g. public transit and school buses) that can be made available for an evacuation.

I-5. Designate movement routes to reception areas and develop procedures for movement control.

I-6. Provide for transportation to reception areas for people without access to private automobiles. This should include people in group quarters, such as the elderly and infirm, the disabled, prisoners, boarding school residents, etc. Designate centrally located pickup points for those without means of transportation.

I-7. Coordinate planning requirements with jurisdictions designated to receive and care for risk area populations, including the relocation of essential supplies, equipment, and services.

I-8. Identify essential industries and services that should maintain continuous operations during the emergency.

I-9. Develop a policy to govern the use of vehicles in reception areas during the relocation period.

I-10. Provide for the maintenance of law and order during the evacuation period. Provide for the security of evacuated areas and critical facilities.

I-11. Work with health/medical authorities in the planning for movement and treatment of the ill and injured, the use of hospitals and other health care facilities, the specialized care for the institutionalized, and provision of public health and environmental sanitation services.

I-12. Develop EPI materials to communicate special evacuation instructions to the public and establish procedures for disseminating materials through the media.



## J. Radiological Protection

### Objective.

The objective is to protect the population from the effects of radiological hazards resulting from peacetime nuclear accidents and nuclear attack.

### Rationale.

The widespread and rapidly increasing industrial and commercial use and transportation of radioactive materials have increased the possibility of radiological hazards. Accidents may occur in facilities where radioactive materials are used, processed, or stored and during transportation. An accident at a commercial nuclear power reactor would, for example, represent a threat to public health and safety of people residing near these facilities. The transportation of radioactive materials on many of the Nation's highways and railroads extends this hazard to countless communities. The ultimate radiological threat would result from a nuclear attack upon the United States where large areas of the country could be subject to radioactive fallout.

Releases to the environment from peacetime accidents could be in any physical form solid, liquid, or gaseous. Emergency preparedness measures for communities near nuclear power facilities should be related to two exposure pathways: (1) the plume exposure pathway (within a 10-mile radius from the reactor) for which shelter and/or evacuation would be the principal protective actions recommended for the general public; and (2) the ingestion exposure pathway (within a 50-mile radius) where the principal danger would be from ingestion of contaminated water or foods such as milk, fresh vegetables, or aquatic foodstuffs. For local jurisdictions located in whole or in part within the plume exposure pathway, emergency preparedness efforts are necessary. Planning for the ingestion exposure pathway is a State responsibility.

The radiation from nuclear weapons' detonations poses a threat different from peacetime hazards, principally in the extent of the area affected and in the intensity of radioactivity. When a nuclear weapon explodes near the ground, radioactive fallout particles are produced and taken up into the radioactive cloud. The fallout particles may settle back to the ground up to several hundred miles away from the point of detonation. Because any part of the Nation could be exposed to fallout in an attack, protective shelter is essential in all communities. Local government officials must be ready to make life-saving decisions concerning radiological protection. Emergency workers who operate in a fallout environment need a means of controlling their radiation exposures.

Peacetime accidents involving radiological materials are likely to be confined to a relatively small area, and local officials can reasonably expect to receive State and Federal assistance soon after the accident

has been reported. In the event of a nuclear attack on the United States or a nuclear incident involving other nations, local response forces must be prepared to cope with the radiological hazard without outside help for an indefinite period.

Recommended Activities.

J-1. Appoint and train a Radiological Officer to provide technical guidance and management for the development of a radiological protection program. Additional Radiological Officers -- and perhaps more for larger jurisdictions -- should be trained to provide two-shift coverage in the EOC for emergency operations.

J-2. Develop a radiological protection annex and procedures that address the hazards that are a potential threat such as:

- a. Radioactive releases resulting from transportation and storage accidents;
- b. Radioactive releases resulting from an accident at a fixed nuclear power facility; and
- c. Radioactive fallout from a nuclear attack upon the United States.

J-3. Develop an analysis capability at the EOC to make rapid assessments of actual and potential radiological hazards. This includes developing reporting forms, message handling procedures, analysis procedures, display techniques, and briefing procedures. The analysis staff should maintain close contact with the monitoring and medical network and with shelters in order to receive reports, analyze data, recommend protective measures, and forward essential information to the State.

J-4. Develop a monitoring and reporting capability comprised of the necessary instrumentation, communications to the EOC, and trained personnel. It should include:

- a. Development of a geographically dispersed network of monitoring and reporting stations located in facilities with at least a 40 PF; and
- b. Development of an offsite monitoring and reporting capability in the vicinity of a nuclear power facility.

J-5. Train radiological monitors to staff the monitoring and reporting network in an emergency. Maintain updated lists of trained monitors and instruments. Provide refresher training on a regular basis. Train Radiological Instructors to provide a capability for crisis training of additional monitors.

**J-6. Provide the instrumentation and train emergency support services personnel to respond and conduct operations in response to a peacetime radiological accident or nuclear attack.**

**J-7. Develop a crisis-activated shelter monitoring capability to assure the dissemination of instruments stored at a central location and the training and assignment of shelter monitors.**

**J-8. Establish procedures and provide training to develop a capability for radiological decontamination of personnel, supplies, and equipment.**

**J-9. Arrange for hospital and medical services to develop and maintain a capability to handle radiological accident victims.**

**J-10. Conduct periodic exercises of the jurisdiction's radiological response capability for peacetime accidents and war-related emergencies.**

**J-11. Disseminate information to the public on a regular basis regarding the nature of radiological hazards and protective actions that can be taken in the event of an emergency.**

**J-12. Establish, in accordance with State policy and procedures, a capability to administer radio protective drugs to emergency workers or the general public in the event of an accident involving radioactive materials.**

**J-13. Conduct operational checks of all radiological monitoring equipment and arrange for repair of faulty equipment with the State maintenance and calibration shop.**

## **K. Emergency Support Services**

### **Objective.**

**The objective is to involve all appropriate departments of local government in all-hazard planning and in the development of emergency operational capabilities.**

### **Rationale.**

**A number of supporting services are essential for operations in a major peacetime or war-related emergency. They represent the functions of law enforcement, fire and rescue, health and medical, and public works/engineering. The departments and organizations of local government responsible for these functions are traditionally involved in a response, they have resources available to commit to emergency operations, and they are able to rapidly mobilize their personnel in a crisis.**

**In addition to these primary organizations, other departments of local government should be integrated into emergency management activities. For example, in an emergency, a chief executive may need legal and financial advice as well as information relating to housing, social services, and personnel. Ensuring their full participation in the planning process is important because the community must depend almost entirely upon its own resources during the initial impact of an emergency.**

### **Recommended Activities.**

**K-1. Develop functional annexes to the local EOP encompassing the operations of the emergency support services for those threats identified in the hazards analysis. The annexes should be developed by the appropriate departments working with the local Emergency Program Manager.**

**K-2. Emergency support services should develop detailed SOP's to support their assigned responsibilities in the EOP. They should include, as a minimum, procedures for alerting key personnel and mobilizing manpower and material resources.**

**K-3. Emergency support services should develop and maintain up-to-date resource inventories of facilities, equipment, and personnel that may be needed in an emergency.**

**K-4. Emergency support services should designate a representative(s) to report to the EOC during an emergency and provide expert advice to decisionmakers, coordinate with other services, and direct and control the departments' response operations.**

**K-5. Emergency support services not located in the EOC should establish their dispatch center in a fallout-protected facility with emergency power and two-way radio communications to the EOC.**

**K-6. Train emergency support service personnel on natural, technological, and war-related hazards; the local EOP; radiological monitoring; and appropriate response operations.**

**K-7. Solicit the participation by department heads and other key personnel in regularly scheduled exercises to test plans, procedures, and operational capability.**

**K-8. Coordinate with health/medical officials to provide a capability for:**

- a. **Coordinated use of health/medical facilities and personnel in an emergency;**
- b. **Conversion of other facilities into treatment centers;**
- c. **Handling of patient populations in hospitals, nursing homes, and other health care facilities in an emergency;**
- d. **Provision of public health and environmental sanitation services;**
- e. **Two-way radio communications between hospitals and ambulances.**
- f. **Expansion of mortuary services; and**
- g. **Crisis augmentation of health/medical personnel, e.g., nurses' aides, paramedics, Red Cross personnel, and other trained volunteers.**

**K-9. Coordinate with law enforcement officials to provide a capability for:**

- a. **Maintenance of law and order during an emergency;**
- b. **Assistance in evacuation and/or movement to shelter;**
- c. **Limitation of access to the disaster area.**
- d. **Security for emergency shelters, vital facilities, and evacuated areas; and**
- e. **Recruitment and training of auxiliary personnel to augment regular forces.**

**K-10. Coordinate with fire and rescue officials to provide a capability for:**

- a. **Fire protection in a congregate care and/or shelter mode;**
- b. **Rescue operations;**

- c. Decontamination of personnel, equipment, and facilities; and
- d. Recruitment and training of auxiliary personnel to augment regular forces.

**K-11. Coordinate with public works' and utilities' officials to provide a capability for:**

- a. Debris clearance;
- b. Restoration of public utilities on a priority basis;
- c. Development of upgradeable fallout shelters; and
- d. Decontamination of equipment and facilities.

**K-12. Coordinate with school officials in the development of school disaster plans, use of school buildings as shelters, and the use of other resources such as cafeterias, buses, and personnel.**

## **I. Emergency Reporting**

### **Objective.**

The objective is to collect, analyze, process, and disseminate to appropriate local and higher level authorities essential information throughout all phases of an emergency.

### **Rationale.**

In time of emergency, local officials commit available manpower and material resources to save lives and limit damage to property. They should be in a position to request specific assistance from higher levels of government. To do this, they need to know and communicate information about emergency conditions and the status of the affected population.

Emergency reporting systems provide for the sharing of essential information among local officials and response personnel and for the exchange of information with higher levels of government and neighboring jurisdictions. Reports should give local officials the basic information they need to conduct emergency operations, while also providing State and Federal officials a basis for decisions on what can be done to help the local government.

Operational information includes the following types of reports:

(1) **Increased Readiness Report.** During a crisis, local government takes actions to increase its preparedness. It may be important for higher levels of government to know what increased readiness actions have been taken, what level of preparedness has been attained, and what is the public response to the crisis. An Increased Readiness Report includes information such as head of government briefings, plans review, spontaneous evacuations, and significant public actions (e.g., estimated level of food and gasoline sales above normal).

(2) **Damage Effects Reports.** These reports specify the locations and extent of damage sustained during an emergency.

(3) **Operational Situation Reports.** These reports provide State and Federal officials with a status of local conditions and allow them to make decisions on specific assistance. Operational situation reports include, for example, the status of critical facilities, shortages of essential resources, and requests for assistance.

### **Recommended Activities.**

L-1. Establish an emergency reporting network for monitors to provide operational information to the Emergency Operating Center. Requirements for peacetime (e.g., river monitoring, tornado spotting, hazardous materials reporting) and war-related (e.g., nuclear detonation sightings, arrival of fallout) reporting should be incorporated.

L-2. Develop appropriate forms and reporting procedures for use in collecting and reporting essential information to the EOC.

L-3. Establish a capability to analyze increased readiness, damage effects, and operational situation status reports in order to provide decisionmakers with timely assessments.

L-4. Develop procedures for processing and disseminating essential information to appropriate local officials, the State, and neighboring jurisdictions.

L-5. Train personnel assigned to the emergency reporting system. The training should involve information on disaster effects and emergency reporting procedures.

L-6. Conduct periodic exercises of the reporting system to test procedures and operational capability.



**M Training and Education****Objective.**

The objective is to train and educate public officials, emergency response personnel, and the public on the nature of hazards, protective measures, and emergency management concepts and skills.

**Rationale.**

The development of an effective emergency operational capability requires special training. At the apex of local government, elected or appointed officials are, too often, unaware of their responsibilities and authorities in an emergency. Chief executives find themselves suddenly faced with emergency operations that are unfamiliar, but require quick decisions which could have long-range consequences.

Law enforcement, fire, and other local government personnel need special training on natural disaster and nuclear attack effects and on the jurisdiction's emergency plan. The purpose is to assure that the response personnel are fully apprised of all the probable hazard effects, understand how these effects would impact on local operations, and know what their tasks are during the resulting emergency.

Like local government, business and industry must be prepared for emergencies. Business and industry officials and planners need to be educated on the full range of potential hazards, their economic implications, and emergency preparedness principles.

Education programs are needed for the general public as well. A public education program, either through the distribution of printed matter or through adult education, can help develop an understanding of the importance of emergency preparedness and the role citizens can play. In addition, emergency concepts should be taught to school children to make them aware of the responsibilities of government and citizens in an emergency and to teach them basic protective measures. The education of children can also indirectly influence the actions of their parents.

Local Emergency Program Managers should contact their State emergency management office to obtain assistance in conducting the specific courses required.

**Recommended Activities.**

M1. Train public officials on their roles as emergency management policy makers; the causes and characteristics of natural, technological, and war-related hazards; State and local emergency authorities; preparedness concepts; response and recovery operations; and hazard mitigation strategies.

**M-2.** Train the Emergency Program Manager and other individuals charged with the development of local emergency operations plans in the skills and techniques of writing plans and procedures, professional development skills, and national security issues related to local emergency management.

**M-3.** Train emergency support services personnel on natural, technological, and war-related hazards; the local EOP, and appropriate response operations.

**M4.** Train local personnel in hazard mitigation. Training should focus on planning, evaluating, and designing specific mitigation measures.

**M5.** Provide radiological training to the following:

- a. Radiological Officers--to develop, equip, and operate the jurisdiction's radiological protection program Train at least two Radiological Officers to provide two-shift coverage at the EOC during emergency operations.
- b. Radiological Monitor Instructors--to provide a local capability to train additional monitors (including shelter monitors) in a crisis buildup period.
- c. Radiological Monitors--to staff the monitoring and reporting network, and emergency support service personnel for self-protection operations in a radiological environment.

**M6.** Provide radiological accident training, if appropriate, to the following:

- a. Local planners--on developing off-site plans for nuclear power facilities or transportation accidents involving radiological materials. Training should include basic nuclear reactor technology, accident assessment, notification procedures, protective actions, and planning requirements.
- b. Emergency support services personnel--on radiation hazards, response techniques, protective measures, notification procedures, and radiological monitoring.
- c. Medical personnel (e.g., doctors, emergency room physicians, nurses, medical technicians)--on radiation treatment techniques and procedures.
- d. Local personnel --in off-site monitoring in response to an accident at a nuclear power facility.

**M7.** Train Shelter System Officers (SSO) and Instructors responsible for the development of an all-hazard shelter system and operational capability.

**M 8. Train shelter managers in the skills necessary for shelter administration (e.g., staffing, organization, and supply management), and in the human relations skills required to manage the emotional and physical needs of large numbers of people under stress. Develop a capability for crisis training of shelter managers.**

**M-9. Train local personnel in the knowledge and skills of exercise development to provide a capability for the jurisdiction to conduct its own exercises. Training should include scenario development, emergency operations, exercising, and exercise critique.**

**M 10. Train architects and engineers on current protective construction techniques in the design of structures to resist natural hazards and nuclear weapons effects.**

**M 11. Train business and industry personnel on the nature and characteristics of natural, technological, and war-related hazards, principles of industrial protection planning, and hazard mitigation.**

**M 12. Train school children on the nature and characteristics of all hazards; the responsibilities of local, State, and Federal governments; and hazard-specific self-protection and survival techniques. Work with local school boards to incorporate emergency management information in school curricula.**

**M 13. Educate the adult public on emergencies and actions that will save lives and protect property. Particular attention should be given to hazards that pose an actual or potential threat to the jurisdiction.**

**N. Tests and Exercises****Objective.**

The objective is to assess and evaluate local emergency operations plans and capabilities through a program of regularly scheduled tests and exercises.

**Rationale.**

Tests and exercises are activities which are used to promote an awareness of potential hazards and the need for a strong emergency management program, test and evaluate emergency operations plans and procedures, train response personnel in carrying out assigned responsibilities, and demonstrate the operational capability of the jurisdiction. Local preparedness to assure that emergency forces "do the right things at the right time" is built by a repetitive cycle of planning, training, and exercising.

The following definitions are provided to describe the various types of exercise activity:

- ° **Tabletop/Seminar Exercise.** This is an activity in which elected or appointed officials and key agency staff are presented with simulated emergency situations without time constraints. It is usually informal, held in a conference room environment, and is designed to elicit constructive discussion by the participants as they attempt to resolve problems based on existing emergency operations plans. The purpose is for the participants to evaluate policy, plans and procedures and resolve coordination and responsibilities in a non-threatening format.
- ° **Functional Exercise.** This activity--also known as a subsystem exercise--is designed to test and/or evaluate the capability of an individual function (e.g., radiological protection, alerting, and warning) or complex activity within a function. It is applicable where the activity is capable of being effectively evaluated in isolation from other emergency management functions.
  - e.g., **Direction and Control Functional Exercise.** This is a direction and control activity designed to test and evaluate the centralized emergency operations capability and timely response of one or more units of government. It takes place in an Emergency Operating Center, or in an interim EOC, and simulates the use of outside activity and resources.

- **Full Scale Exercise.** This exercise is intended to evaluate the operational capability of emergency management systems in an interactive manner. It involves testing of a major portion of the basic elements existing within emergency operations plans and organizations. This type of exercise includes the mobilization of personnel and resources and the actual movement of emergency workers, equipment, and resources required to demonstrate coordination and response capability.
- **Tests.** Tests measure the actual readiness capability of procedures, personnel, facilities, or equipment against the capability described in emergency operations plans. Examples include tests of outdoor warning sirens and the Emergency Broadcast System
- **Drills.** Drills are a periodic activity for perfecting skills in specific operations.

In developing an exercise, consideration should be given to the type of exercise, the purpose and goals, and the hazard on which to base the exercise. The selection of the hazard should be based on actual or potential threats identified in the jurisdiction's hazards analysis. Localities should avoid concentrating on any single hazard year after year, but should diversify to cover adequately all major contingencies. While war-related preparedness may not be high on the list of public officials' immediate concerns, it is--given the great numbers of lives at risk from this hazard--critical, and an exercise based on this threat should be included on a regular cycle in a comprehensive exercise program

One of the most important aspects of any exercise is getting the right people to participate. Major exercises should involve the jurisdiction's chief executive, department heads, and their key staff and representatives from the private sector-- such as Red Cross, Salvation Army, the information media, hospitals, utilities, and volunteer groups. The active participation of the chief executive, in particular, gives the exercise the necessary importance and encourages the full support of local government personnel and the private sector. An exercise is of limited value without the participation of the right people.

Finally, it is important that exercises be conducted based on the jurisdiction's currently existing resources. Exercises simulating an abundance of resources that are not available will not objectively test the jurisdiction's operational capability.

#### **Recommended Activities.**

N-1. Develop a comprehensive, multi-year test and exercise program based on hazards that represent the greatest threat to the jurisdiction as identified in the hazards analysis.

N-2.

FEMA recommends that a war-related exercise be conducted at least once every 3 years.

N-4. Conduct functional exercises periodically to test the reliability of component systems and to maintain these in a state of preparedness.

N-5. Conduct tests, on a regular basis, of operational procedures, personnel, facilities, and equipment.

N-6. Conduct coordinated multi-jurisdictional exercises, whenever possible, that involve adjacent localities and/or higher levels of government.

N-7. As soon as practical after the conclusion of an exercise, conduct a critique to solicit participant and observer comments on strengths and weaknesses revealed. Following the critique, develop an after-action report for the chief executive that summarizes the critique and specifies future activities to resolve problems or deficiencies.

APPENDIX

OTHER SELECTED FEMA PUBLICATIONS

Alerting and Warning

- ° Principles of Warning and Criteria Governing Eligibility of National Warning Systems (NAWAS) Terminals, CPG 1-14, November 1981
- ° National Warning Systems (NAWAS) Operations Manual, CPG 1-16, November 1980
- ° Outdoor Warning Systems Guide, CPG 1-17, March 1980

Direction and Control

- ° Emergency Operating Center (EOC) Handbook, CPG 1-20, April 1984
- ° EMP Protection for Emergency Operating Centers, TR-61A, July 1972
- ° TR-61B, July 1976

Disaster Response and Recovery

- ° Digest of Federal Disaster Assistance Programs, ECS-2, June 1982
- ° DR&R-1, March 1981
- ° Eligibility Handbook, DR&R-2, July 1981
- ° DR&R-3,
- ° DR&R-5, J a n u a r y 1 9 8 1
- ° Documenting Disaster Damage, DR&R-7, August 1981
- ° Your Disaster Assistance Center: Federal, State and Local Aid, DR&R-10, November 1981
- ° DR&R-18, Assistance Programs,

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**Emergency Operations Planning**

- **Local Government Emergency Planning, CPG 1-8, April 1982**
- **Improving Your Community's Emergency Response--An Introduction to Disaster Planning, MP-67, November 1973**
- **FEMA Attack Environmental Manuals, CPG 2-1A1 to 1A9, June 1973**
- **Planning Guide and Checklist for Hazardous Materials Contingency Plans, FEMA-10, July 1981**
- **High Risk Areas for Nuclear Civil Defense Planning Purposes, TR-82, September 1979**
- **Natural Disaster Recovery Planning for Local Public Officials, MP-85, August 1979**

**Emergency Reporting**

- **Civil Defense Emergency Operations Reporting System CPG 2-10 series, June 1978**

**Evacuation**

- **Guide for Crisis Relocation Contingency Planning--Overview of Nuclear Civil Protection Planning for Crisis Relocation, CPG 2-8A, January 1979**
- **Guide for Crisis Relocation Contingency Planning--Operations Planning for Risk and Host Areas, CPG 2-8C, January 1979**
- **Materials for Presentation on Nuclear Civil Protection, P&P-Z, September 1980**
- **U. S. Crisis Relocation Planning, P&P-7, February 1981**

**Hazard Mitigation**

- **Floodplain Management Handbook, DR&R-11, February 1981**
- **Arson Task Force Assistance Program, FA-1, April 1980**
- **State and Local Ordinances for Sprinkler Systems, FA-59, March 1982**
- **Questions and Answers on the National Flood Insurance Program, FIA-2 June 1980**
- **Coastal Environmental Management, FIA-4, June 1980**



- **National Flood Insurance Programs Act, FIA-11, July 1982**
- **Flood Plain Regulations for Flood Plain Management, EP 1165-2-304,**

**Integrated Emergency Management System (IEMS) Guidance**

- **Process Overview, CPG 1-100, September 1983**
- **Hazards Analysis for Emergency Management, CPG 1-101, September 1983**
- **Capability Assessment and Standards, CPG I-102, November 1983**
- **Multi-Year Development Planning, CPG 1-103, January 1984**

**Private Sector Support**

- **Community Action for Civil Preparedness, H-18, December 1976**
- **Industry/Business Emergency Planning Seminars, CPG 2-3, July 1973**
- **Disaster Planning Guide for Business and Industry, CPG 2-5, July 1978**

**Radiological Protection**

- **Guide for Design and Development of a Local Radiological Defense Support System, CPG 1-30, June 1981**
- **Radiological Defense Preparedness, CPG 2-6.1, April 1978**
- **Radiological Defense Manual, CPG 2-6.2, June 1977**
- **Criteria for Preparation and Evaluation of Radiological Emergency Response Plans and Preparedness in Support of Nuclear Power Plants, FEMA REP-1, January 1980**
- **Guidance on Offsite Emergency Radiation Measurement Systems, FEMA REP-2, September 1980**
- **Guidance for Developing State and Local Radiological Emergency Response and Preparedness for Transportation Accidents, FEMA REP-5, March 1983**

**Shelter**

- **Guidance for Development of an Emergency Fallout Shelter Stocking Plan, CPG 1-19, July 1978**
- **Civil Preparedness Posting Fallout Shelter Signs, CPG 1-19A, November 1977**

- **Shelter Management Handbook, P&P 8, September 1981**
- **Tornado Protection - Selecting and Designing Safe Areas in Buildings, TR-83B, January 1980**
- **Schools in Kansas with Tornado Protection, TR-79, July 1973**
- **Protecting Mobile Homes from High Winds, TR-75, February 1974**

#### General

- **Introduction to Civil Preparedness, CPG 1-1, July 1975**
- **Federal Assistance Handbook, CPG 1-3, January 1984**
- **Standards for Local Civil Preparedness -- Summary for Public Officials, CPG 1-4, September 1978**
- **Guide for Increasing Local Government Civil Defense Readiness During Periods of International Crisis, CPG 1-7, May 1981**
- **FEMA Individual Mobilization Augmentee (IMA) Program CPG 1-11 March 1984**
- **FEMA Motion Picture Catalog, FEMA-2, June 1980**
- **Ideas for Conducting Awareness Campaigns, FEMA-6, November 1981**
- **The Effects of Nuclear Weapons, 1977**
- **Master Planning for Fire Protection, MP-94, March 1980**
- **Protection in the Nuclear Age, H-20, February 1977**