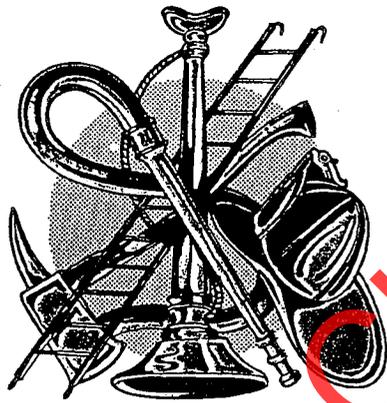


# **FIRE COMMAND 2D**

Planning For Large-Scale Disasters  
Student Manual



published by

**STATE FIRE TRAINING**

California State Fire Marshal  
7171 Bowling Drive, Suite 600  
Sacramento, CA 95823-2034

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## **CFSTES**

The California Fire Service Training and Education System (CFSTES) was established to provide a single statewide focus for Fire Service Training in California. CFSTES is a composite of all the elements that contribute to the development, delivery and administration of training for the California Fire Service. The authority for the central coordination of this effort is vested in the Training Division of the California State Fire Marshal's Office with oversight provided by the State Board of Fire Services.

The role of CFSTES is one of facilitating, coordinating and assisting in the development and implementation of standards and certification for the California Fire Service. CFSTES manages the California Fire Academy System by providing standardized curriculum and tests, accredited courses leading to certification, approved standardized training programs for local and regional delivery; administering the certification system; and publishing Career Development Guides, Instructors Guides, Student Manuals and other related support materials.

This system is as successful and effective as the people involved in it. It is a fire service system developed by the fire service, for the fire service . . . and we believe it is the best one in the country.

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## ACKNOWLEDGEMENTS

The development of the material contained in this guide was coordinated by the Training Division of the California State Fire Marshal's Office and approved by the State Training and Education Advisory Committee (STEAC) and the State Board of Fire Services (SBFS). This curriculum is appropriate for fire service personnel and for personnel in related occupations who are pursuing one or more of the certification programs.

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The material contained in this document was compiled and organized through the cooperative effort of numerous professionals within, and associated with, the California Fire Service.

We gratefully acknowledge the following individual who served as the principal developer for this document.

MARCIA THOMPSON  
THOMPSON & ASSOCIATES

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## CFSTES COURSE OUTLINE

**COURSE TITLE:**           **Fire Command 2D**  
                                  **Planning for Large-Scale Disasters**

**COURSE OBJECTIVES:** To...

- a) Provide class participants with a brief history of emergency management programs at the local, state and federal level; their current function and available funding sources.
- b) Provide class participants with the management tools, techniques and resources currently available to develop an on-going emergency management program, that would involve a range of local government departments, community agencies and private entities.
- c) Provide class participants with the basic principles and components of emergency management plan development, available guidance and related terminology, to include the usage of the Incident Command System (ICS).
- d) Provide class participants with the basic principles, technical aspects, equipment components and common features of facilities/areas that may be used as an Emergency Operations Center (EOC), and a description of mutual aid agreements and their application in disaster situations.
- e) Provide class participants with basic techniques for day-to-day management and how to make the emergency management program a valuable asset to their jurisdiction; to include interface with community groups, private businesses, support groups and other organizations through appropriate training and an exercise development program.
- f) Provide class participants with the current legislative and liability issues, as well as community pressures, that are currently influencing emergency management programs, to include current information received from recent disaster situations and their impact upon emergency management programs.
- g) Provide class participants with an opportunity to demonstrate their acquired knowledge through programmed exercises and simulations.

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# SESSION GUIDE

## Session One

Orientation and Administrative Details	50 minutes
<b>Break</b>	<b>10 minutes</b>
Introductions and Purpose of Course	50 minutes
<b>Break</b>	<b>10 minutes</b>
Description of Emergency Situations	25 minutes
Emergency Category Exercises	25 minutes
<b>Break</b>	<b>10 minutes</b>
Earthquake or Other Emergency Potentials (Slides/Video)	30 minutes
Project Assignment Description	30 minutes
<b>Lunch Break</b>	<b>60 minutes</b>
Incident Command System and SEMS	45 minutes
<b>Break</b>	<b>10 minutes</b>
Functions of An Emergency Operating Center	50 minutes
<b>Break</b>	<b>10 minutes</b>
*Introduction to an EOC (Slides/Video)	25 minutes
*EOC Message Exercise	25 minutes
Design of An Emergency Operating Center	50 minutes
<b>Break</b>	<b>10 minutes</b>
*An Actual EOC (Slides/Video)	15 minutes
Evening - Project Preparations	60 minutes

## Session Two

Morning Quiz #1 and Review	30 minutes
<b>Break</b>	<b>10 minutes</b>
History and Purpose of Federal Emerg Mgmt Prog	50 minutes
<b>Break</b>	<b>10 minutes</b>
Structure of EM Organizations	50 minutes
<b>Break</b>	<b>10 minutes</b>
Jurisdictional Responsibility for EM	50 minutes
*Use of EOC & ICS during Incident (Slides/Video)	30 minutes
<b>Lunch Break</b>	<b>60 minutes</b>

*\*Dependent upon time available.*

**Session Two continued**

Fire Department Role in Emergency Management	50 minutes
<b>Break</b>	<b>10 minutes</b>
Role of Emergency Management Coordinator	35 minutes
*Hiring Process Exercise	15 minutes
<b>Break</b>	<b>10 minutes</b>
The Planning Process	50 minutes
<b>Break</b>	<b>10 minutes</b>
A Usable Plan	50 minutes
Disaster Service Worker	10 minutes
Evening - Project Preparations	60 minutes

**Session Three**

Morning Quizzes #2 and #3, and Review	50 minutes
<b>Break</b>	<b>10 minutes</b>
CEM - Mitigation	50 minutes
*Mitigation Measures Exercise	
<b>Break</b>	<b>10 minutes</b>
CEM - Preparation	35 minutes
Preparedness Measures Exercise	15 minutes
<b>Break</b>	<b>10 minutes</b>
CEM - Response	30 minutes
*Audit Exercise	15 minutes
*Actual Response to a Disaster (Slides/Video)	30 minutes
<b>Lunch Break</b>	<b>60 minutes</b>
CEM - Recovery	50 minutes
<b>Break</b>	<b>10 minutes</b>
*Business Area Response & Recovery Exercise	20 minutes
*Actual Recovery Actions to a Disaster (Slides/Video)	30 minutes
<b>Break</b>	<b>10 minutes</b>
Mutual Aid	50 minutes
<b>Break</b>	<b>10 minutes</b>
How to Declare a Local Disaster	60 minutes
Quiz #4 and Review	30 minutes
Evening - Project Preparations	60 minutes

*\*Dependent upon time available.*

**Session Four**

Morning Quiz #5 and Review	40 minutes
*Use of Resources (Slides/Video)	10 minutes
<b>Break</b>	<b>10 minutes</b>
Resources and Other Types of Assistance	35 minutes
*Private Agency Involvement in Disaster (Slides/Video)	15 minutes
<b>Break</b>	<b>10 minutes</b>
Types of Exercises	50 minutes
<b>Break</b>	<b>10 minutes</b>
Exercise Development Program	60 minutes
<b>Lunch Break</b>	<b>60 minutes</b>
Tabletop Exercise Development	50 minutes
<b>Break</b>	<b>10 minutes</b>
Functional & Full Scale Exercises	50 minutes
<b>Break</b>	<b>10 minutes</b>
Project Presentations	120 minutes
<b>Break</b>	<b>15 minutes</b>
Evening - Project Presentations continued	60 - 120 minutes

**Session Five**

Morning Quiz #6 and Review	50 minutes
<b>Break</b>	<b>10 minutes</b>
Review of Recent Emergency Situations	50 minutes
<b>Break</b>	<b>10 minutes</b>
Course Review and Critique	50 minutes
<b>Break</b>	<b>10 minutes</b>
Evaluation of Course Effectiveness (Exam)	60 minutes

*\*Dependent upon time available.*

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## ASSIGNMENT SHEET

### SESSION ONE

- Be prepared for class activities each day of the course.
- Review the Session Guide and Assignment Sheet.

Read the following and be prepared for a quiz at the next class session:

- Information Sheet #1, *Natural, Human-Caused (Technological) and Civil Disasters (War)*
- Information Sheet #2, *SEMS and the Incident Command System*
- Information Sheet #3, *Functions to be Performed in an Emergency Operating Center (EOC)*
- Information Sheet #4, *Factors to Consider in the Design of An EOC*
- Information Sheet #5, *Activation Criteria and EOC Staffing Levels*
- Class Project and Position Descriptions

### SESSION TWO

Read the following and be prepared for a quiz at the next class session:

- Information Sheet #6, *Federal Emergency Management Agency*
- Information Sheet #7, *Acronyms, Terms and Definitions*
- Information Sheet #8, *State Office of Emergency Services (OES)*
- Information Sheet #9, *Jurisdictional Responsibility for Emergency Management*
- Information Sheet #10, *Standardized Emergency Management System*
- Information Sheet #11, *Operational Area Satellite Information System*
- Information Sheet #12, *Fire Department Role in Disaster Planning*
- Information Sheet #13, *Major Duties of Local Emergency Management Coordinator*
- Information Sheet #14, *Emerg. Operations Plan, What's In It For You*
- Information Sheet #15, *Plan Format*
- Information Sheet #16, *A Usable Plan*
- Information Sheet #17, *Suppression Company, Station Checklist*

**SESSION THREE** Read the following and be prepared for a quiz at the next class session:

- Information Sheet #10, *Standardized Emergency Management System*
- Information Sheet #18, *CEM - Four Phases of Planning*
- Information Sheet #19, *CEM - Mitigation Planning*
- Information Sheet #20, *The Integrated Emergency Management System*
- Information Sheet #21, *Planning for Disaster Recovery*
- Information Sheet #22, *SEMS and the California Disaster and Civil Defense Master Mutual Aid Agreement*
- Information Sheet #23, *Declaration of a Local Emergency*
- Information Sheet #24, *Disaster Service Worker*

**SESSION FOUR** Read the following and be prepared for a quiz at the next class session:

- Information Sheet #25, *Orientation Seminar*
  - Information Sheet #26, *Drills*
  - Information Sheet #27, *Tabletop Exercises*
  - Information Sheet #28, *Functional Exercises*
  - Information Sheet #29, *Full-Scale Exercises*
  - Information Sheet #30, *Tabletop Exercise Development Examples*
- Prepare for Final Examination to be conducted on last class meeting.**

**Optional Reading/Resource Materials**

- A. Introduction: Disaster Relief Program (FEMA)
- B. Public Safety Officers' Benefit Program (FEMA)
- C. California Disaster and Civil Defense Master Mutual Aid Agreement
- D. Senate Bill Number 1841 (Petris Bill), SEMS Law
- E. Guidelines: Standard Operating Procedures
- F. Battling Disaster Profiteering
- G. The Declaration Process and Disaster Application Centers (DACs)
- H. Volunteer Organizations Active in Disasters

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## INFORMATION SHEET #1

**TOPIC: Natural, Human-Caused (Technological) and Civil Disasters (War)**

**INTRODUCTION:** By categorizing the types of emergencies that can impact a jurisdiction, an assessment of resources can be made to improve preparations, response, mitigation and recovery from a disaster's devastation.

Peacetime emergencies include natural disasters and technological incidents. The jurisdiction's partial or total response to these types of emergencies will be dictated by the type and magnitude of the emergency. Generally, response to a major peacetime emergency situation will progress from local, to regional, to state, to federal involvement. Civil disasters and war(s) are still a potential threat, even to local jurisdictions, and must be addressed in an emergency management program.

To be categorized as a *disaster*, an incident must have threatened life, property or the environment.

---

The following events are usually caused by NATURE.

Animal Infestation*	Landslide/Earth Movements
Avalanche*	Shoreline Erosion
Dam/Levee Failure*	Tidal Surge
Drought*	Tsunami
Fire/Conflagration*	Tornado
Flood	Volcanic Eruption
Earthquake	Wildland Fire*
Hurricane	Winter Storms (Freeze/High Winds)

\*May also result from human-caused sources or technological shortages.

The following events usually occur due to HUMAN-CAUSED technology\*\*:

Abandoned Dumps (Munitions, Radiological, Toxic)	
Building or Infrastructure Collapse**	Major Transportation Accident**
Civil Disorder	Mass Casualty Incident**
Communication/Utility Failure**	Nuclear Power Plant Incident**
Consumer Goods Shortage**	Work Stoppage**
Epidemic/Public Health**	
Evacuation**	
Governor's Warning of a Prediction (earthquake or volcanic eruption)	
Hazardous Material Release**	
Major Pollution (Air, Food Chain, Water)**	

\*\*May also result as a secondary effect of a NATURAL emergency.

The following may be categorized as CIVIL DISASTERS or WAR emergencies:

Biological, Chemical, Conventional, Nuclear, and Viral warfare;  
Terrorism

## INFORMATION SHEET #2

TOPIC: **SEMS AND THE INCIDENT COMMAND SYSTEM**

**INTRODUCTION:** There are five (5) basic components of the Standardized Emergency Management System (SEMS), as adopted in the State of California. One of the primary components is the Incident Command System (ICS). The system is flexible and easily adapts to disaster response efforts. The Incident Command System combined with a defined management decision process can increase the effectiveness of emergency response operations during a disaster.

A national generic version of ICS has been developed and adopted (November '94) by a multi-discipline working group. This generic form of ICS has been adopted for use in the State of California's Field Response Level Approved Course of Instruction, under the Standardized Emergency Management System (SEMS).

The field response level is defined as the level where emergency response personnel and resources carry out tactical decisions and activities under the command of an appropriate authority in direct response to an incident or threat. SEMS requires the use of ICS at the field response level of an incident (Part I-B, SEMS Guidelines, March '95).

**ICS ORGANIZATIONAL FEATURES**

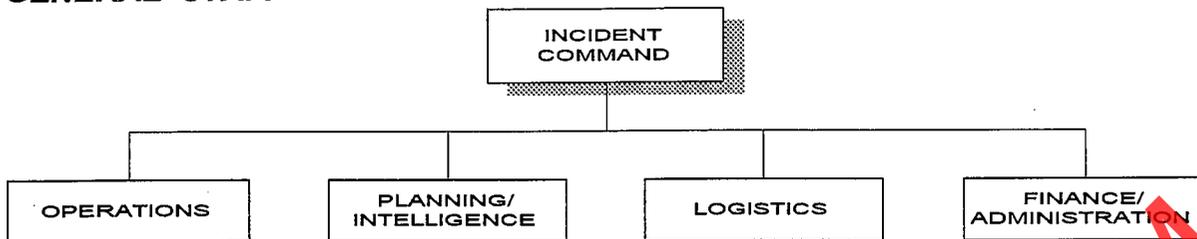
Many of the features of ICS adapt well to the Emergency Operations Centers (local government, operational area, regional and state levels) identified in SEMS guidelines. Emergency Operation Centers (EOCs) focus primarily on overall organization or jurisdictional management and coordination. The features of ICS which apply to EOCs include:

- Five Primary Management functions
- Management by Objectives
- Management Unity and Delegation of Authority
- Span of Control, and
- Action Planning.

**FIVE PRIMARY FUNCTIONS**

The Incident Command System (ICS) has five primary management functions applicable to any emergency. Each position has a specific functional role to perform, however, they must work together to provide an overall team approach. The personnel performing these functions are known at the field and EOC levels, under SEMS, as the General Staff. These are: Incident Command, Operations, Planning/Intelligence, Logistics and Finance/Administration.

**GENERAL STAFF**



These same functions, with some minor variation in titles and associated activity are the key functional activities found at all SEMS EOC levels. The following table provides a brief summary of the titles and definitions of activities associated with these five functions.

<b>PRIMARY SEMS FUNCTION</b>	<b>FIELD RESPONSE LEVEL</b>	<b>EOCs at ALL OTHER SEMS LEVELS</b>
Command/ Management	Command is responsible for the directing, ordering, and/or controlling of resources by virtue of explicit legal, agency or delegated authority.	Management is responsible for overall emergency policy and coordination through the joint efforts of governmental agencies and private organizations.
Operations	Responsible for the coordinated tactical response of all field operations directly applicable to, or in support of, the mission(s) in accordance with the Incident Action Plan.	Responsible for coordinating all jurisdictional operations in support of the response through implementation of the organizational level's action plan.
Planning/ Intelligence	Responsible for the collection, evaluation, documentation, and use of information about the development of the incident, and the status of resources.	Responsible for collecting, evaluating and disseminating information; developing the organizational level's action plan in coordination with the other functions, and maintaining documentation.
Logistics	Responsible for providing facilities, services, personnel, equipment, and materials in support of the incident.	Responsible for providing facilities, services, personnel, equipment, and materials.
Finance/ Administration	Responsible for all financial and cost analysis aspects of the incident, and for any administrative aspects not handled by the other functions.	Responsible for financial activities and administrative aspects not assigned to the other functions.

These functions are required for use at all SEMS levels. To avoid confusion, and to stress the role of the EOC, the term Management is to be used rather than Command at all EOC levels.

**Management** — The responsibility and the authority to direct all EOC activity by virtue of explicit legal, agency or delegated authority. Management is responsible for overall emergency policy and coordination through the joint efforts of government agencies and private organizations. Management may also have support staff authorized to perform functions such as public information, liaison, safety and security.

**Operations** — A section of the EOC which has primary responsibility for the initial receipt and coordination of information and requests related to a jurisdictional response to an emergency. The section may be divided into Branches, Groups and Units as required by the functions involved and the span of control. Operations Section Branches, Groups or Units are normally established around the primary response oriented functions, such as: fire, police, public works, utilities, etc.

**Planning/Intelligence** — A section of the EOC responsible for the collection, evaluation, and dissemination of information related to the incident or emergency and for the preparation and documentation of EOC action plans. The section also maintains information on the current and forecasted situation related to the emergency.

**Logistics** — A section of the EOC responsible for providing service and support, supplies, equipment, personnel and other resources. The logistics section in the EOC would generally contain units related to facilities, maintenance, supply, communications, personnel, etc.

**Finance/Administration** — A section of the EOC responsible for monitoring costs, procurements, contracts and other financial considerations.

Each of these functional areas can be expanded as needed into additional organizational units with further delegation of authority.

### **THE INCIDENT COMMAND (ICS) STRUCTURE**

The ICS is an organizational structure which uses a hierarchy of sections, branches, divisions, groups and units. The ICS was originally developed to provide an organization which did not directly duplicate any agency's current response organization, and one which any agency could readily adapt to in a multi-agency or multi-jurisdictional response.

The ICS is based on the following concepts:

- develop the form of the organization to match the function(s) to be performed
- fill only those organizational elements that are required
- stay within recommended span of control guidelines
- perform the function of any non-activated organizational element at the next highest level
- de-activate elements no longer required by the incident.

### **WHO SHOULD USE ICS? EMERGENCY RESPONSE AGENCIES**

When you start to compile your emergency organization or review what you have, a first step in planning would be to determine which agencies and departments have field level response personnel. Agencies that contract for emergency services should ensure that their contracts include provisions for compliance with SEMS requirements.

The Standardized Emergency Management System (SEMS) regulations define an emergency response agency as any organization which responds to an emergency or provides mutual aid support to such an organization (whether in the field, at the scene of an incident, or to an operations center). Local government agencies and departments that typically have personnel who may respond to emergencies at the field levels, include, but are not limited to:

Fire Services	School Districts
Emergency Medical Services	Public Works
Law Enforcement	Transportation
Street and Road	Flood Control
Water/Wastewater	Utilities
Coroner/Medical Examiner	Parks & Recreation
Environmental Health	Volunteers

### **PRINCIPLES OF THE INCIDENT COMMAND SYSTEM (ICS)**

ICS can be applied to the following kinds of incidents:

- ◇ single jurisdictional responsibility with single agency involvement
- ◇ single jurisdictional responsibility with multiple agency involvement
- ◇ multiple jurisdictional responsibility with multiple agency involvement
- ◇ planned events (political convention, rock concert, papal visit, etc.).

The following principles applied to the ICS, allow this system to remain a successful and workable organization:

- the organizational structure of ICS adapts to any emergency or incident to which emergency response agencies would be expected to respond, and
- the system shall be applicable and acceptable to all user agencies
- the system is readily adaptable to new technology
- the system expands in a rapid and logical manner from an initial response into a major incident and shrinks as organizational needs of the situation decrease
- the system has basic common elements in organization, terminology and procedures.

## INFORMATION SHEET #3

**TOPIC: FUNCTIONS TO BE PERFORMED IN AN  
EMERGENCY OPERATING CENTER (EOC)**

**INTRODUCTION:** An EOC is basically a management tool. A room or facility that enhances a jurisdiction's ability to direct and control resources, and make informed decisions. Management of an emergency differs from one type of incident to another.

The EOC is a place of decision-making and the pressure, at times, is intense. To appreciate the climate of an EOC, you should understand that four characteristics that exist within the EOC:

1. pressure to take action;
2. limited and uncertain information;
3. shifting priorities; and
4. overlapping lines of authority and responsibility.

To reduce the stress level and therefore increase the effectiveness of the decision-making process, careful planning for generic functions and standard operating procedures should be developed and implemented during response. "**Direction and control**" functions that can be developed prior to a disaster include damage assessment, evacuation, and warning activities. The following information describes the primary direction and control functions of an EOC that can be defined for three different time periods or situations.

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The EOC has a role in all phases of emergency management:

- In the **pre-emergency** period, the EOC is developed and prepared for any contingency. It is used for orientations and for training and exercising.
- In the **emergency** response phase, the EOC along with Department Operations Centers (DOCs) serves as the central point for agency or jurisdiction coordination and overall management of the emergency.
- In the **post emergency** or recovery phase, the EOC can be used to house and direct the recovery operation.

***PRE-EMERGENCY PHASE, Normalcy***

The primary direction and control functions to be performed on a daily basis are the developing of readiness and capability of the emergency organization.

*Readiness* is developed by maintaining adequate emergency management staff; preparing plans; training those with emergency responsibilities; accumulating data on human resources (volunteer groups, auxiliaries), equipment sources (emergency power, water engineering materials) and supplies (food, bedding, medical and sanitation); and conducting regular emergency exercises.

*Capability* refers to the hardware necessary to execute plans, including EOCs and EOC systems, vehicles and heavy equipment, and necessary emergency supplies. Readiness is relatively inexpensive to develop; capability will depend on the size of the jurisdiction and financial availability.

### ***EMERGENCY PHASE, Emergency Without Warning***

The first and most critical role of the direction and control element of an EOC in responding to an emergency without warning is to determine the nature and extent of the event. Initial reports will be fragmented. Communication systems fail or degrade under the pressures of a major incident. Information is difficult to obtain and requests for assistance often fail to reach the proper officials due to system overload.

The information-gathering function is a main justification for a centralized direction and control unit = an Emergency Operations Center (EOC). When each emergency force has only a partial picture of the overall situation, it is sensible to consolidate that information into a central point so that problems can be evaluated and prioritized, response can be planned and coordinated, and those areas ("dead spots") from which no reports or information have been received can be investigated.

The second major function of the direction and control element in an emergency without warning is evaluating the information it has gathered and setting priorities for response operations. Actual or impending threats to human life are clearly more important than threats against property only. The direction and control elements must ensure that resources are not depleted early by responding to minor problems.

An integral part of the priority-setting role of the direction and control element within EOC is the continual revision of its situation analysis so that resources can be shifted and concentrated efficiently when problems of major dimensions become known. This direction and control role also requires a centralized location, where all elements of the emergency service organization can share in setting priorities and charting out the best mix of forces to respond to individual problems.

A third major function of direction and control in an emergency without warning is early determination of what outside help may be needed. Steps to alert and request mutual aid from other jurisdictions or private sources in the community are then taken. To properly evaluate the need for outside assistance and the type and size of assistance required, the direction and control element must know what resources it has already deployed, what resources it has left in reserve, and what special equipment and personnel may be required by the situation. Again, a centralized location is essential to ensure timely response to requests for outside assistance; gather and display information on the situation; and decide upon and coordinate the emergency response; and store resource information.

**EMERGENCY PHASE, Emergency With Warning**

All of the actions identified in the section on Pre-Emergency Period (Normalcy) and Emergency Phase, Emergency Without Warning, apply to the emergency direction and control function in an emergency with warning. There are four additional functions when advance warning of an emergency is provided to the organization:

1. **Warn the public.** The direction and control staff must gather information about the impending situation from agencies and organizations responsible for monitoring these types of events.
2. Decide whether evacuation is required. When it is determined that evacuation of all or part of the community is necessary, the direction and control element must manage dissemination of the evacuation order, oversee moving the population, and manage mass care facilities to which evacuees are directed.
3. **Reduce impacts through short-term mitigation measures.** The success of such mitigation efforts will depend largely on the pre-planning accomplished during the Pre-Emergency (Normalcy) Period.
4. **Alert and ready emergency service units** within the locality, neighboring localities, and at higher levels of government. Equipment can be checked, procured, or borrowed; personnel can be put on longer shifts; and reserve and auxiliaries can be assembled. Mass care centers can be staffed and opened and the public informed of their locations and services. Stockpiles of food, water, medical supplies, and sanitation equipment can be obtained and pre-positioned. State and federal military and civil preparedness agencies can be mobilized and tasks assigned.

**CIVIL DISASTERS/WAR**

When the emergency with warning mode applies to a war-related attack, there are three distinct phases of direction and control: early crisis; deepening crisis; and mobilization. Each phase places unique demands upon local, area, and State-level EOC direction and control functions. For more details on actions to increase direction and control readiness see FEMA CPG 1-7, *Guide for Increasing Local Government Civil Defense Readiness During Periods of International Crisis*.

As cited in the California Emergency Services Act and various other documents, the federal government is responsible for planning, preparing and training for war-related emergencies.

**RELATIONSHIP OF EOC TO INCIDENT COMMAND POST(S)**

The Standardized Emergency Management System (SEMS) requires local governments to:

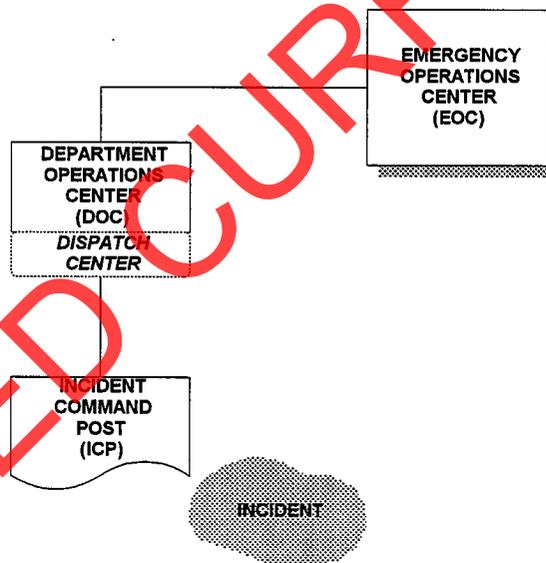
- fulfill the management and coordination role of their own organization, and
- provide for the five essential SEMS functions of management, operations, planning/intelligence, logistics, and finance/administration.

Unless otherwise specified by agency or organization policy, the EOC should not be providing tactical direction to the various incidents which are being

conducted in the field using the Incident Command System (ICS). Under SEMS, Field level Incident Commanders (ICs) have clear authority to command and tactically direct the resources under their control. Command responsibility includes determining: the objectives to be achieved for the incident (within the bounds of agency authority); establishing the strategies to achieve those objectives; determining the appropriate tactics necessary for the selected strategy, and applying the assigned resources to perform the tactics.

As a rule, EOCs do not directly manage or "command" incidents. This would imply setting incident objectives, determining strategy and tactics and assigning and supervising tactical resources. Within the SEMS organizational structure, this is the role of the on-scene incident commanders using the component elements of the Incident Command System.

In many jurisdictions, the ICS field response organizations will be primarily linked (through a dispatch center) to the department operations center (DOC) of the agency that has jurisdiction over the incident. In these cases, department operations centers (DOCs) have agency level authority over their assigned Incident Commanders. The DOC is responsible for coordinating with the local government.



What is the appropriate role of the EOC in the emergency management process? The answer will differ based upon the physical size, staffing, policy of the jurisdiction, and complexity of the local government and the emergency operations it can expect to manage. The use of EOCs is a standard practice in emergency management. The primary role of the EOC is to bring together all relevant information about the emergency in one place, organize that information in a useful format to the jurisdiction's decision-making body, and facilitate the coordination of resources needed to mitigate the effects of the emergency (including coordination with other levels of government).

## INFORMATION SHEET #4

TOPIC: **Factors to Consider in the Design of An EOC**

INTRODUCTION: Jurisdictions should investigate the use of existing facilities, equipment and supplies when determining a location for an Emergency Operating Center, since the financial support to build a separate, single-purpose facility is not always a viable option.

Some basic steps to follow in planning the development of an EOC, at minimum cost, are listed below.

1. **Define the functions to be performed in the EOC.** EOC operations and management differ widely according to the situation. The direction taken by an EOC and areas over which it exercises control can generally be divided into three categories:
  - Normalcy
  - Emergency Without Warning
  - Emergency With Warning.
2. **Determine the Size of EOC Staff and Organization.** In planning for an EOC, attention should be given to the types and numbers of personnel essential to the effective direction and control function (who will be responsive to necessary EOC functions). Consider these four functional categories when you develop your organization:
  - ◇ **Policy.** Composed of the chief executive or head of government and the principal officials responsible for policy decisions (i.e., department heads of primary departments, legal advisors, public information personnel).
  - ◇ **Disaster Analysis and Coordination.** Consider including specialists responsible for collecting, analyzing, and evaluating disaster data, and responsible for working with community business, industry, service and volunteer groups to ensure maximum availability of resources for emergency needs. These people should be able to coordinate the use of resources within the EOC to achieve their maximum availability for emergency needs.
  - ◇ **Operations.** Consider positions that can direct the emergency operations of field forces from the EOC in consonance with resources made available by the coordination efforts within the parameters established by the policy group.
  - ◇ **Resources.** Consider personnel who work with community businesses, government, volunteer groups, and individuals to ensure maximum availability of resources for emergency needs.

After the EOC staff size is determined an organizational chart should be developed to show the chain of command and emergency assignments.

3. **Determine the Amount of Space Needed for an EOC.** In accordance with FEMA guidelines, there should be a minimum of 50 square feet per EOC staff member assigned to the EOC in an emergency on a sustained 24-hour basis. A range of 50 to 85 square feet per person is recommended, but should be determined based on the EOC concept of operation and extenuating variables.
4. **Identify Suitable Existing Space for the EOC or Define Requirements to Develop an EOC Location.** The first consideration in establishing an EOC should be the use of appropriate modification of space in existing structures. Buildings selected should provide appropriate operating space and maximum available fallout protection, with a minimum protection factor (PF) of 100. Consideration of space must take into account risks from all hazards. Consideration of a separate EOC facility should occur only after it has been determined that it is not practical to develop an EOC either by modification of an existing structure or by incorporation into a planned building.
5. **Establish EOC Location, Include Provision for Day-to-Day Use of EOC Space.** Day-to-day use of the EOC helps ensure immediate availability of key officials and communications. Equipment can also be kept at a high level of readiness. Where daily use of the EOC by personnel with emergency assignments is not practicable, use by other personnel is acceptable. A procedure and checklist outlining the actions necessary to convert the space rapidly into an EOC should be posted, exercised and known to all occupants. Personnel assigned to the EOC on a daily basis should also be able to commence and continue actions required until relieved by assigned personnel.
6. **Determine the Layout of the EOC.** An EOC should be physically arranged to permit close, continuous coordination and immediate, positive action by all interested departments or agencies. The EOC layout should include a "nerve center" or "operations room" from which direction and control is exercised. Space outside the "operations room" may be used by personnel concerned with resource management, continuity of government, recovery operations, etc. A functional EOC may include these considerations:
  - The layout should provide for minimum interference between operating and support areas (such as eating, sleeping, mechanical equipment, health, and sanitary facilities).
  - The operational areas (including the operations room, communications and message centers, and executive office space) should be arranged to provide maximum efficiency in the interchange of essential information.
  - Necessary provisions should be made for storage, though such use of space must be carefully planned.
7. **Determine Need for Communications and Warning.** Consider these functions as essential, when designing your EOC.

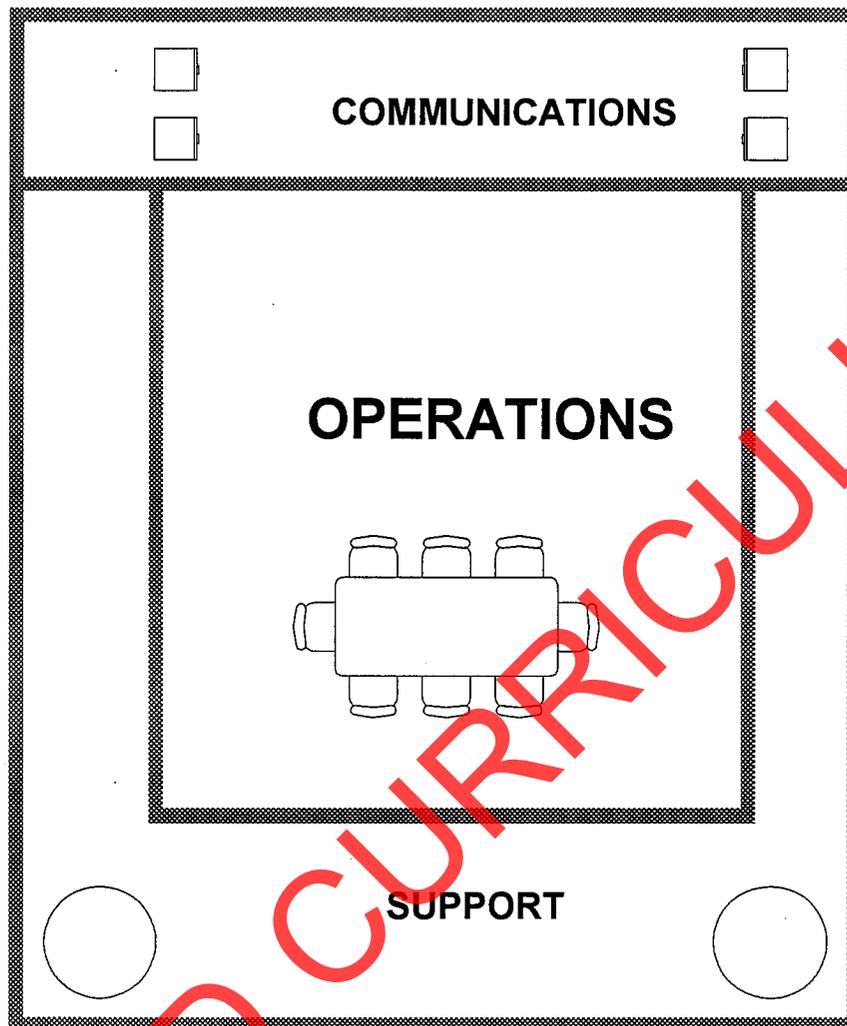
- ◇ Receipt and dissemination of attack warning, including operation of sirens, public address systems, interconnect to broadcast stations, or other methods available to alert the public.
- ◇ Methods to convey emergency instructions or information to the public.
- ◇ Contact with other EOCs, including city, county or state governments, as appropriate, and with public shelters and care facilities.
- ◇ Two-way communications with police, fire, rescue, health, engineering, and other operating units of government.
- ◇ Receipt and dissemination of radiological data.
- ◇ Provisions to measure, plot and project radioactive fallout or hazardous material release.
- ◇ Staff alerting (paging systems, etc.).

**8. Determine Need for Other EOC Supplies and Equipment.** After the layout of the EOC has been decided, requirements for non-fixed equipment, supplies, and rations should be determined, such as:

- Furniture and office equipment, where possible procure folding or collapsible items to reduce storage space needed.
- Food and necessary kitchen equipment and supplies, dependent upon the type of feeding planned. Refrigerators, stoves and sinks may be needed. Waste disposal must receive proper planning consideration also.
- Medical and sanitary supplies should be limited to those required for a dispensary-type operation. Sanitary supplies should be sufficient to meet needs of assigned EOC staff for a two-week period.
- Status and situation boards or other visual displays are necessary to permit immediate access to information by all EOC staff members without verbal interruptions.
- Administrative supplies should be furnished for efficient emergency operations and janitorial services for at least a two-week period.

**9. Develop EOC Standard Operating Procedures.** As part of the planning process, EOC actions and procedures should be described in writing and provided to all concerned. SOPs should cover layout and function of the EOC as a whole and duties of major staff groups and individuals. Use of EOC displays, messages forms and routing, and other operational forms should be described. Checklists should be developed for all EOC positions. The most experienced and knowledgeable staff are not always immediately available when the emergency occurs. A well designed position checklist can be an invaluable tool.

**10. Provide for EOC Training.** Once an EOC has been established, staffed and appropriate procedures developed, then periodic exercises should be held to familiarize EOC staff with their duties. Locally and jointly-held exercises should be conducted to test and refine working relationships within the EOC.

**SCHEMATIC EOC CONFIGURATION**

In this model, support areas such as eating, sleeping, first aid, sanitary and mechanical equipment facilities are located in nearby separate rooms. The overall facility layout should minimize interference between the EOC functions and the support areas, but should make the support areas convenient for EOC staff.

At least five key factors have been identified that are necessary for effective emergency/disaster management:

1. Disaster plan in place and ready to be implemented.
2. Good Standard Operating Procedures (SOPs) in place, with adequate checklists.
3. Adequate training and exercises.
4. Use of the Standard Emergency Management System (SEMS).
5. An effective Emergency Operations Center (EOC).

INFORMATION SHEET #5

TOPIC: **ACTIVATION CRITERIA AND EOC STAFFING LEVELS**

**INTRODUCTION:** The Standardized Emergency Management System (SEMS) regulations describe five organizational response levels. These levels are: Field, Local Government, Operational Area, Regional, and State.

Four of the five SEMS organizational levels employ the use of Emergency Operations Centers (EOCs):

Local Government, Operational Area, Regional, and State.

**Local Government EOCs**

Local governments include cities, counties and special districts. Local governments manage and coordinate the overall emergency response and recovery activities within their jurisdiction. Local Government EOCs include those facilities used by municipalities and special districts.

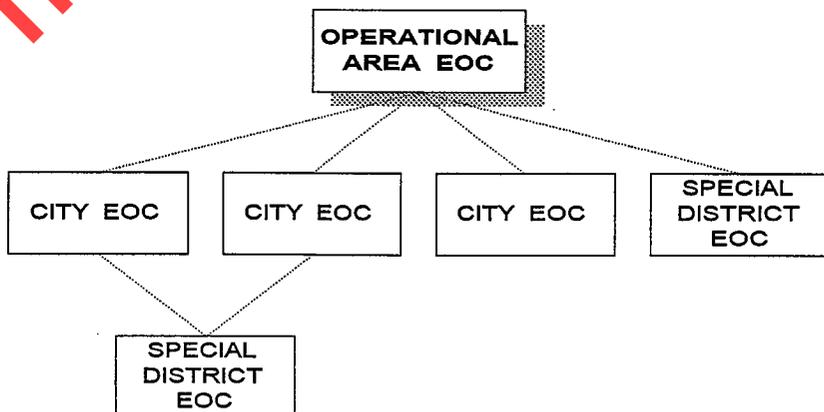
Local government EOCs will coordinate activities among departments and in some situations may have direct communications with Incident Commanders at Incident Command Posts (ICPs).

Local government EOCs must provide for the five primary SEMS functions within their EOC organization. The county will also have local government responsibility for unincorporated areas of the county.

**Operational Area EOCs**

Under SEMS, the operational area means an intermediate level of the state's emergency services organization which encompasses the county and all political subdivisions located within the county.

An Operational Area EOC is the facility which coordinates emergency response among local governments within the operational area, and also serves as the coordination and communication link between the local government level and the regional level. The operational area EOC will usually also serve as the county EOC, and thus perform local government functions (for unincorporated areas) in addition to those serving the operational area. Operational area EOCs must provide for the five primary SEMS functions within their EOC organization.



**Region EOCs (REOC)**

Due to its size and geography, the state has been divided into six (6) Mutual Aid Regions. The purpose of a mutual aid region is to provide for the more effective application and coordination of mutual aid and other emergency related activities. The Office of Emergency Service (OES) provides administrative oversight over the mutual aid regions through three (3) Administrative Regional Offices.

Therefore, three State OES operated region EOCs (REOCs) exist. The REOCs manage and coordinate information and resources among operational areas within the mutual aid region, and also between operational areas and the state level. OES Regions provide services to operational areas and local governments which include:

- planning and preparedness assistance to operational areas and local governments;
- several levels of emergency services mutual aid coordination with operational areas during emergencies and disasters; and
- assist in the coordination and monitoring of region disaster recovery operations.

Region EOCs must provide for the five primary SEMS functions within their EOC organization.

**State EOC**

Under the State's Emergency Services Act the State Office of Emergency Services (OES) is part of the Governor's office. State OES will activate and operate a State Level EOC during periods of emergencies and disasters.

The state level manages state resources in response to the emergency needs of the other levels, and coordinates mutual aid among the mutual aid regions and between the regional level and state level. The State EOC [often referred to as the State Operations Center (SOC)] will provide for the five primary SEMS functions within their EOC organization.

Other State agencies involved in emergency response activities may also operate Department Operations Centers (DOCs) at their State headquarters facilities. Some state agencies may also have some form of "regional" administrative and/or operational headquarters, such as: California Department of Transportation (CALTRANS), California Highway Patrol (CHP), and California Department of Forestry (CDF). They may operate regions, districts, divisions, and the boundaries may not coincide with those of state mutual aid regions.

The state level EOC also serves as the initial coordination and communication link between the state and the federal disaster response system.

CALIFORNIA



## LOCAL GOVERNMENT EOC ACTIVATION GUIDE EXAMPLE

Event/Situation <sup>1</sup>	Activation Level	Minimum Staffing <sup>2</sup>
Severe Weather Advisory  Small incidents involving two or more departments  Earthquake Advisory  Flood Watch	One	EOC Director  Planning/Intelligence Coordinator
Moderate Earthquake  Wildfire affecting developed area  Two or more large incidents involving two or more departments  Imminent Earthquake Alert  Major scheduled event (such as World Cup, Olympics, papal visit)	Two	EOC Director  All Section Coordinators  Branches and Units, as appropriate to situation  Liaison Representatives, as appropriate
Major city or regional emergency. Multiple departments with heavy resource involvement.  Major Earthquake	Three	All EOC Positions

SEMS regulations state the SEMS be used when the local government EOC is activated or when a local emergency is declared or proclaimed. The EOC is usually activated when a local emergency is declared or proclaimed. However, there may be situations such as an agricultural emergency or drought emergency that necessitates a local emergency declaration or proclamation, but does not require EOC activation.

<sup>1</sup> Local governments and the operational area should work together to develop consistent activation criteria and levels for hazards that are common within the operational area.

<sup>2</sup> Minimum staffing may vary with the size of the local government.

<b>EOC PROBLEMS OFTEN SEEN</b>	<b>LESSONS LEARNED</b>
Lack of good and complete information at the beginning	Activate as early as possible Staff initially to a high enough level Delegate authority for SEMS functions to primary staff
Possible loss or degraded communications capability	Test generators and equipment for longer periods of time Evaluate systems & upgrade as needed Maintain regional pool of equipment
Possible loss or late arrival of key, trained staff	Assume and plan for some degradation in personnel or systems
Often a shortfall of resources available to meet demands	Closely monitor operating effectiveness Verify requests prior to release of resources
Overwhelming noise (telephones, radios, voices).	Use of sound-proofing materials Separate decision-makers from support staff and equipment Limit number of personnel in EOC Simplify lines and systems of communication
Lack of priorities	Identify areas of high risk and pre-plan actions Establish and train personnel on specific and measurable emergency management objectives
Duplication of efforts	Adopt unity and hierarchy of command Develop Action Checklists and SOPs Train personnel on relationship to and duties of - other positions
Repetition of inappropriate actions from one incident to another	Evaluate EOC performances & SOPs Train personnel

*Make changes when necessary as soon as possible*

## INFORMATION SHEET #6

TOPIC: **FEDERAL EMERGENCY MANAGEMENT AGENCY**

**INTRODUCTION:** The Federal Emergency Management Agency (FEMA) was established in 1979. Its purpose is to coordinate federal, state and local efforts toward the protection of citizens during national emergencies and improve the nation's capability to handle emergency situations.

During World War II, the nation developed the concept of Civil Defense. A triangle depicted within a circle, with the letters "CD" in the center is still a national and internationally recognized symbol. Civil Defense refers to the collective activities of ALL emergency forces, professional and volunteer, and those who help evacuate the casualties, care for the wounded and dispossessed, bury the dead, feed the hungry, shelter the refugees, and restore life to normalcy.

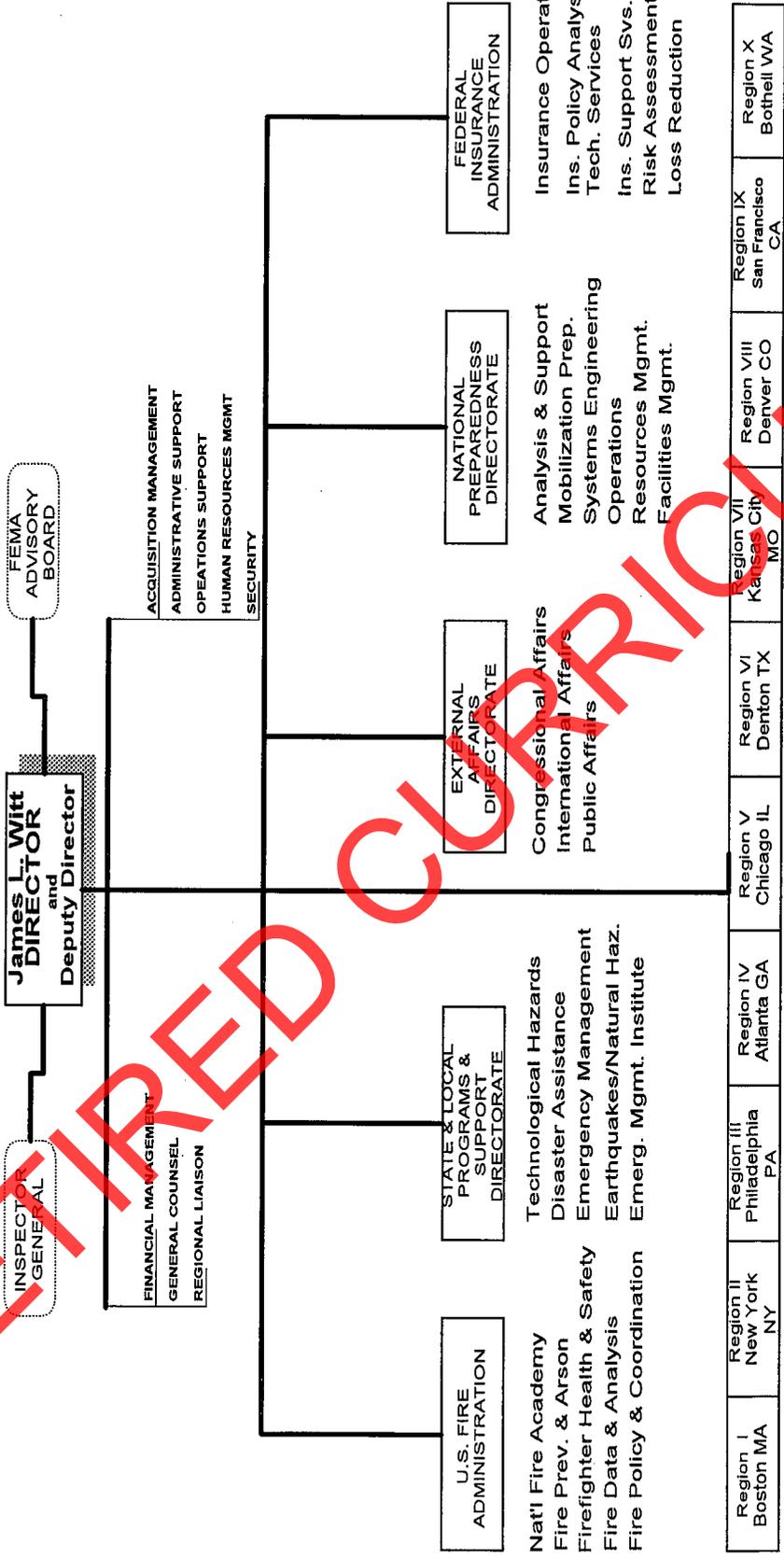


The establishment of FEMA expanded the approach of disaster management to include a **comprehensive emergency management** (CEM) concept that encompasses the nature of relationships between the four phases of disaster management. These **four phases are mitigation, preparedness, response, and recovery**. The Integrated Emergency Management System (IEMS) developed by FEMA strives to assist the development of the comprehensive emergency management capability at all levels of government.

FEMA's programs include: disaster preparedness (promoted by providing guidance and assistance); federally declared emergency assistance; civil defense (attack); law enforcement; resource and facility acquisitions; reduction of the nation's fire loss; support to state and local governments in disaster planning; coordination of preparedness for nuclear power plant accidents, hazardous materials and radiological accidents; and coordination of the National Flood Insurance Program.

FEMA also provides ongoing policy guidance and support for state and local emergency management organizations in the comprehensive emergency management (CEM) concept.

# FEDERAL EMERGENCY MANAGEMENT AGENCY



RETIRED CURRICULUM

## INFORMATION SHEET #7

TOPIC: **Acronyms, Terms and Definitions**

**INTRODUCTION:** In any profession there exists a number of "insider" words and phrases, as well as acronyms, that are specific to that field. Emergency management also has its own language. The following is offered as an introduction to the acronyms, terms, and phrases used in the field of emergency management.

To improve this listing, continue to add "slang and terms" particular to your community and surrounding area. Then incorporate a complete listing into your emergency plans and annexes.

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**Acronyms**

ALS	Advanced Life Support
APCO	Associated Public-Safety Communications Officers
AWSS	Automated Warrant Service System
BAREPP	Bay Area Regional Earthquake Preparedness Project
BLS	Basic Life Support
CAD	Computer Aided Dispatch
CALTRANS	California Department of Transportation
CAO	County Administrative Officer
CCA	Comprehensive Cooperative Agreement
CCC	California Conservation Corps
CCP	Casualty Collection Point
CEM	Comprehensive Emergency Management
CEO	City or Corporate Executive Officer
CHP	California Highway Patrol
CHIP	Capability and Hazard Identification Program
CJIS	California Justice Information System
CLETS	California Law Enforcement Telecommunications System
CM	City Manager
CPG	Civil Preparedness Guide
DAC	Disaster Application Center
DFO	Disaster Field Office
DMV	Department of Motor Vehicles
DSA	Disaster Support Area
DWI	Disaster Welfare Inquiry
EBS	Emergency Broadcasting System
EMA	Emergency Management Assistance
EMC	Emergency Management Coordinator
EMC	Emergency Management Council
EMD	Emergency Management Director

## Acronyms, Terms and Definitions continued

EMMA	Emergency Managers Mutual Aid
EMP	Electromagnetic Pulse
EMS	Emergency Medical Services
EOC	Emergency Operating Center
EOP	Emergency Operations Plan
EPI	Emergency Public Information
FCO	Federal Coordinating Officer
FEMA	Federal Emergency Management Agency
FIRESCOPE	Firefighting Resources of Southern California Organized for Potential Emergencies
FOC	Fire Operating Center
IAFC	International Association of Fire Chiefs
IC	Incident Commander
ICS	Incident Command System
IEMS	Integrated Emergency Management System
JEOC	Joint Emergency Operating Center
MACS	Multi-Agency Coordination System
MHz	Megahertz
MHFP	Multihazard Functional Plan
MOU	Memorandum of Understanding
NAWAS	National Warning System
NLETS	National Law Enforcement Telecommunications System
NWCG	National Wildfire Coordinating Group
OASIS	Operational Area Satellite Information System
OES	Office of Emergency Services
PF	Protection Factor
PIO	Public Information Officer
PSAP	Public Safety Answering Point
RACES	Radio Amateur Civil Emergency Service
RADEF	Radiological Defense
REOC	Region Emergency Operations Center
SEMS	Standardized Emergency Management System
SOC	State Operations Center
SOP	Standard Operating Procedure
TCP	Traffic Control Points



## Acronyms, Terms and Definitions continued

**Definitions**

**Accident:** An unplanned, uncontrolled event.

**Acceptable Level of Risk:** The level of loss, injury or destruction below which no specific action by local government is deemed necessary other than making the risk known.

**Action Plan:** The plan prepared in the EOC containing the emergency response objectives of that SEMS level reflecting overall priorities and supporting activities for a designated period. The plan is shared with supporting agencies. Also see Incident Action Plan.

**Activate:** At a minimum, a designated official of the emergency response agency that implements SEMS as appropriate to the scope of the emergency and the agency's role in response to the emergency.

**After action report:** A report covering response actions, application of SEMS, modifications to plans and procedures, training needs, and recovery activities. After action reports are required under SEMS after any emergency which requires a declaration of an emergency. Reports are required within 90 days.

**Agency:** An agency is a division of government with a specific function, or a non-governmental organization (e.g., private contractor, business, etc.) that offers a particular kind of assistance. In ICS, agencies are defined as jurisdictional (having statutory responsibility for incident mitigation), or assisting and/or cooperating (providing resources and/or assistance).

**Agency Representative:** An individual assigned to an incident or to an EOC from an assisting or cooperating agency who has been delegated authority to make decisions on matters affecting that agency's participation at the incident or at the EOC. Agency Representatives report to the Liaison Officer at the incident, or to the Liaison Coordinator at SEMS EOC levels.

**Area Command:** An organization established to: 1) oversee the management of multiple incidents that are each being handled by an Incident Command System organization; or 2) to oversee the management of a very large incident that has multiple Incident Management Teams assigned to it. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources based on priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed.

**Automatic Aid:** A contract between two or more agencies agreeing to an exchange of emergency response units, such as fire apparatus, paramedic units, etc., to a predetermined geographical area, regardless of political boundaries to deal with day-to-day emergencies; a pre-arranged agreement between agencies for the exchange of fire and rescue services to meet the needs for an emergency response regardless of political boundaries.

**Base:** That location at which the primary logistics functions are coordinated and administered. (Incident name or other designator will be added to the term "Base.") The Incident Command Post may be co-located with the base. There is only one base per incident.

**Branch:** The organizational level at the SEMS Field Level having functional or geographic responsibility for major parts of incident operations. The Branch level is organizationally between Section and Division/Group in the Operations Section, and between Section and Units in the Logistics Section. Branches are identified by the use of Roman Numerals or by functional name (e.g., medical, security, etc.). Branches are also used in the same sequence at the SEMS EOC Levels.

**Branch Director:** The ICS title for individuals responsible for supervision of a Branch at the Field Level. At SEMS EOC levels, the title Branch Coordinator is preferred.

**Camp:** A geographical site, within the general incident area, separate from the base, equipped and staffed to provide food, water, and sanitary services to incident personnel.

**Capability Assessment:** A process of determining current ability (strengths and weaknesses) for managing identified hazards to a community.

**Casualty Collection Point (CCP):** A location within a jurisdiction which is used for the assembly, triage (sorting) medical stabilization, and subsequent evacuation of casualties. It may also be used for the receipt of incoming medical resources (doctors, nurses, supplies, etc.). Preferably the site should include or be adjacent to an open area suitable for use as a helicopter pad.

**Chain of Command:** A series of management positions in order of authority.

**Check-in:** The process whereby resources first report to an incident or into an EOC. Check-in locations at the SEMS Field level include: Incident Command Post (Resources Unit), Incident Base, Camps, Staging Areas, Helibases, Helispots, and Division Supervisors (for direct line assignments).

**Clear Text:** The use of plain English in radio communications transmissions. No Ten Codes or agency specific codes are used when utilizing Clear Text.

**Command:** The act of directing, and/or controlling resources at an incident by virtue of explicit legal, agency, or delegated authority. May also refer to the Incident Commander.

**Command Post:** (See Incident Command Post)

**Command Staff:** The Command Staff at the SEMS Field level consists of the Information Officer, Safety Officer, and Liaison Officer. They report directly to the Incident Commander. They may have an assistant or assistants, as needed. These functions may also be found at the EOC levels in SEMS. At the EOC, they would report to the EOC Director but may be designated as Coordinators. At EOCs, the functions may also be established as Sections, or Branches to accommodate subsequent expansion.

**Compacts:** Formal working agreements among agencies to obtain mutual aid.

**Command:** The act of directing, ordering and/or controlling resources by virtue of explicit legal, agency or delegated authority.

**Comprehensive Emergency Management:** A concept that recognizes that emergency-related activities occur in four separate but related phases -- preparedness, mitigation, response, and recovery. The phases are related to the disaster by time and function and utilize different personnel skills and management orientation. A fundamental principle of CEM is that emergency management involves a partnership among the different levels of government and private agencies for dealing with the full range of hazards, both natural and man-made, throughout all four phases.

**Comprehensive Cooperative Agreement (CCA)** The means by which states apply for and receive assistance from FEMA. FEMA policy and procedural guidelines may be issued each year, usually state and local planning documents must be consistent with the guidance to receive assistance.

**Conflagration:** A large and destructive fire, usually aggravated by strong winds which carry firebrands over natural or man-made barriers.

**Cooperating Agency:** An agency supplying assistance other than direct tactical or support functions or resources to the incident control effort (e.g., American Red Cross, telephone company, etc.).

**Coordination:** The process of systematically analyzing a situation, developing relevant information, and informing appropriate command authority of viable alternatives for selection of the most effective combination of available resources to meet specific objectives.

**Crisis Relocation:** The organized relocation of people, in time of international crisis, from areas that are potentially at high risk from the direct effects of nuclear weapons to lower risk areas, and their reception, care, and protection in such areas.

**Delegation of Authority:** A statement provided to the Incident Commander by the Agency Executive delegating authority and assigning responsibility. The Delegation of Authority can include objectives, priorities, expectations, constraints and other considerations or guidelines as needed. Many agencies require written Delegation of Authority to be given to Incident Commanders prior to their assuming command on larger incidents.

**Department Operations Center (DOC):** A facility used by a distinct discipline, such as flood operations, fire, medical, hazardous material, or a unit, such as Department of Public Works, or Department of Health. Department Operations Centers may be used at all SEMS levels above the field response level depending upon the needs of the emergency.

**Direction and Control:** The provision of overall operational control and/or coordination of emergency operations at each level of the Statewide Emergency Organization, whether it be the actual direction of field forces or the coordination of joint efforts of governmental and private agencies in supporting such operations.

**Disaster Application Center (DAC):** A facility jointly established by the Federal and State Coordinating Officers within or adjacent to a disaster impacted area to provide disaster victims a "one-stop" service in meeting their emergency and/or rehabilitation needs. It will usually be staffed by representatives of local, state, and federal governmental agencies, private service organizations and certain representatives of the private sector.

**Disaster Field Office (DFO):** A central facility established by the Federal Coordinating Officer within or immediately adjacent to disaster impacted areas to be utilized as a point of coordination and control for state and federal governmental efforts to support disaster relief and recovery operations.

**Disaster Service Worker (DSW):** Any person who is registered with a disaster council for the purpose of engaging in disaster service pursuant to the "California Emergency Services Act" without pay or other consideration. "Disaster Service Worker" includes volunteer civil defense workers and public employees and also includes any unregistered person impressed into service during a State of Emergency by a person having authority to command the aid of citizens in the execution of that person's duties.



**Disaster Support Area (DSA):** A pre-designated facility anticipated to be at the periphery of a disaster area, where disaster relief resources (personnel and material) can be received, accommodated or stockpiled, allocated, and dispatched into the disaster area. A separate portion of the area may be used for receipt and emergency treatment of casualty evacuees arriving via short-range modes of transportation (air and ground) and for the subsequent movement of casualties by heavy, long-range aircraft, to adequate medical care facilities.

**Disaster Welfare Inquiry (DWI):** A service that provides health and welfare reports about relatives and certain other individuals believed to be in a disaster area and when the disaster caused dislocation or disruption of normal communications facilities precludes normal communications.

**Emergency:** A condition of disaster or of extreme peril to the safety of persons and property caused by such conditions as air pollution, fire, flood, hazardous material incident, storm, epidemic, riot, drought, sudden and severe energy shortage, plant or animal infestations or disease, the Governor's warning of an earthquake or volcanic prediction, or an earthquake or other conditions, other than conditions resulting from a labor controversy.

**Emergency Broadcasting System (EBS):** A system that enables the President and federal, state and local governments to communicate with the general public through commercial broadcast stations in the event of a war-caused emergency or, in some cases, large natural or human-caused disasters. EBS uses the facilities and personnel of the broadcast industry on a voluntary basis.

**Emergency Management Coordinator:** The individual within each jurisdiction that is delegated the day to day responsibility for the development and maintenance of all emergency management coordination efforts.

**Emergency Management Director (Emergency Services Director):** The individual within each political subdivision that has overall responsibility for jurisdiction emergency management. For cities and counties, this responsibility is commonly assigned by local ordinance.

**Emergency Medical Services (EMS):** Those services, resources and methodologies utilized in responding to medical emergencies.

**Emergency Operations Center (EOC):** A location from which centralized emergency management can be performed. EOC facilities are established by an agency or jurisdiction to coordinate the overall agency or jurisdictional response and support to an emergency. An effective EOC must provide adequate working space and be properly equipped to accommodate its staff, have a capability to communicate with field units and other EOCs, and provide protection commensurate with the projected risk at its location.

**Emergency Response Agency:** Any organization responding to an emergency, or providing mutual aid support to such an organization, whether in the field, at the scene of an incident, or to an operations center.

**Emergency Plans:** Those official and approved documents which describe principles, policies, concepts of operations, methods and procedures to be applied in carrying out emergency operations or rendering mutual aid during emergencies. These plans include such elements as continuity of government, emergency functions of governmental agencies, mobilization and application of resources, mutual aid, and public information.

**Emergency Public Information (EPI):** Information disseminated to the public by official sources during an emergency, using broadcast and print media. EPI includes: instructions on survival and health preservation actions to take (what to do, what not to do, evacuation procedures, etc.); status information on the disaster situation (number of deaths, injuries, property damage, etc.); and other useful information (state/federal assistance available, delivery of resources, location of services, etc.).

**Emergency Response (vehicle):** Response to the scene of an incident that threatens lives or property that requires the use of emergency warning devices in accordance with California Vehicle Code Section 21806.

**EMSS Act:** Another term for the National Health Planning and Resources Development Act of 1974; a federal law which promoted the development of comprehensive regional planning for an Emergency Medical System (EMS) system; PL 93-154 (1976) Amendments.

**Essential Facilities:** Facilities that are essential for maintaining the health, safety, and overall well-being of the public following a disaster (i.e., hospitals, police and fire department buildings, communication stations, utility facilities, etc.). May also include buildings that have been designated for use as mass care facilities (i.e., schools, churches, etc.).

**EOC Action Plan:** The plan developed at SEMS EOC levels which contains objectives, actions to be taken, assignments and supporting information for the next operational period.

**Event:** A planned, non-emergency activity. ICS can be used as the management system for a wide range of events, e.g., parades, concerts or sporting events.

**Exercise:** An activity designed to promote emergency preparedness; test or evaluate emergency operations plans, procedures or facilities; train personnel in emergency management duties; and demonstrate operational capability.

**Federal Coordinating Officer (FCO):** The person appointed by the President of the United States to coordinate federal assistance following an emergency or major disaster situation.

**Federal Disaster Assistance:** Provides in-kind and monetary assistance to disaster victims, state or local government by federal agencies under the provision of the Federal Disaster Relief Act and other statutory authorities of federal agencies.

**Finance/Administration Section:** One of the five primary functions found at all SEMS levels which is responsible for all costs and financial considerations. At the incident the Section can include the Time Unit, Procurement Unit, Compensation/Claims Unit and Cost Unit.

**Fuelbreak:** An area, usually a long strip strategically located, wherein vegetative fuels are reduced in volume and maintained so as to produce a reduction of fire intensity.

**Function:** In ICS, function refers to the five major activities in the ICS, i.e., Command, Operations, Planning/Intelligence, Logistics and Finance/Administration. The same five functions also are found at all SEMS EOC levels. At the EOC, the term Management replaces Command. The term function is also used when describing the activity involved, e.g., "the planning function."

**General Staff:** The group of management personnel reporting to the Incident Commander or to the EOC Director. They may each have a deputy, as needed. At the Field SEMS level, the General Staff consists of: Operations Section Chief; Planning/Intelligence Section Chief; Logistics Section Chief; Finance/Administration Section Chief. At some SEMS EOC levels, the position titles are: Section Coordinators.

**Generic ICS:** Refers to the description of ICS that is generally applicable to any kind of incident or event.

**Greenbelt:** An irrigated, landscaped and regularly maintained fuelbreak, usually put to some additional use (i.e., golf course, park, playground).

**Hazard Analysis:** The process of identifying potential hazards and determining the probable impact those hazards could have on people and property.

**Hierarchy of Command:** See Chain of Command.

**Incident:** An occurrence or event, either human-caused or by natural phenomena, that requires action by emergency response personnel to prevent or minimize loss of life or damage to property and/or natural resources.

**Incident Action Plan:** The plan developed at the field response level which contains objectives reflecting the overall incident strategy and specific tactical actions and supporting information for the next operational period. The plan may be oral or written.

**Incident Commander:** The individual responsible for the command of all functions at the field response level.

**Incident Command Post (ICP):** The location at which the primary command functions are executed. The ICP may be collocated with the incident base or other incident facilities.

**Incident Command System (ICS):** The nationally used standardized on-scene emergency management concept specifically designed to allow its user(s) to adopt an integrated organizational structure equal to the complexity and demands of single or multiple incidents without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, with responsibility for the management of resources to effectively accomplish stated objectives pertinent to an incident.

**Incident Management Team:** The Incident Commander and appropriate General and Command Staff personnel assigned to an incident.

**Incident Objectives:** Statements of guidance and direction necessary for the selection of appropriate strategy(s), and the tactical direction of resources. Incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively deployed. Incident objectives must be achievable and measurable, yet flexible enough to allow for strategic and tactical alternatives.

**Information Officer:** A member of the Command Staff responsible for interfacing with the public and media or with other agencies requiring information directly from the incident. There is only one Information Officer per incident. The Information Officer may have assistants. This position is also referred to as Public Affairs or Public Information Officer in some disciplines. At SEMS EOC levels, the information function may be established as a Coordinator or as a section or branch reporting directly to the EOC Director.

**Jurisdiction:** The range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority for incident mitigation. Jurisdictional authority at an incident can be political/geographical (e.g., special district city, county, state or federal boundary lines), or functional (e.g., police department, health department, etc.). (See Multijurisdiction.)

**Jurisdictional Agency:** The agency having jurisdiction and responsibility for a specific geographical area.

**Liability:** A broad, comprehensive term describing a person or organization's responsibility in the law. This responsibility implies that if a wrong has occurred, a person or an organization must respond to the legal allegations.

**Liaison Officer:** A member of the Command Staff at the Field SEMS level responsible for coordinating with representatives from cooperating and assisting agencies. At SEMS EOC levels, the function may be done by a Coordinator and/or within a Section or Branch reporting directly to the EOC Director.

**Life-Safety:** Refers to the joint consideration of both the life and physical well-being of individuals.

**Local Emergency:** The existence of conditions that pose extreme peril to the safety of persons and property within the territorial limits of a county, city and county, or city, in the absence of a duly proclaimed state of emergency, which conditions are a result of an emergency created by great public calamity such as air pollution, extraordinary fire, flood, storm, earthquake, civil disturbances or other disaster which is or is likely to be beyond the control of the services, personnel, equipment and facilities of that agency and require the combined forces of other local agencies to combat. (California Emergency Services Act, Chapter 7 of Division 1 of Title 2 of the Government Code - 1970 Statutes.)

**Local Government:** Means local agencies per Article 3 of the SEMS regulations. The Government Code 8680.2 defines local agencies as any city, city and county, county, school district or special district.

**Logistics Section:** One of the five primary functions found at all SEMS levels. The Section responsible for providing facilities, services and materials for the incident or at an EOC.

**Major Disaster:** Any 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 under the Federal Disaster Relief Act, above and beyond emergency services by the Federal Government, to supplement the efforts and available resources of States, local governments and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

**Management by Objectives:** In SEMS field and EOC levels, this is a top-down management activity which involves a three-step process to achieve the desired goal. The steps are: establishing the objectives, selection of appropriate strategy(s) to achieve the objectives; and the direction or assignments associated with the selected strategy.

**Mass Care Facility:** A location such as a school at which temporary lodging, feeding, clothing, registration, welfare inquiry, first aid, and essential social services can be provided to disaster victims during the immediate/sustained emergency period.

**Medical Control:** The medical direction and management of an emergency medical services system as set forth in the Health and Safety Code, Section 1798 et. al.

**Medical Self-Help:** The medical treatment provided for the sick and injured by citizens and emergency forces in the absence of professional care.

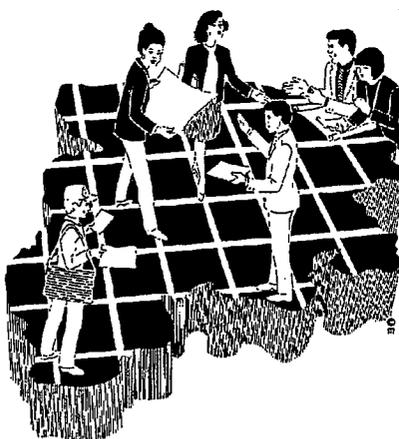
**Mitigation:** Actions that eliminate or reduce the probability of a disaster occurring or minimize the effects of those disaster that do occur.

**Multi-Agency or Inter-Agency Coordination:** The participation of agencies and disciplines involved at any level of the SEMS organization working together in a coordinated effort to facilitate decisions for overall emergency response activities, including the sharing of critical resources and the prioritization of incidents.

**Multi-Agency Coordination System (MACS):** The combination of personnel, facilities, equipment, procedures and communications integrated into a common system. When activated, MACS has the responsibility for coordination of assisting agency resources and support in a multi-agency or multijurisdictional environment. A MAC Group functions within the MACS. MACS organizations are used within the California Fire Services.

**Multi-Agency Incident:** An incident where one or more agencies assist a jurisdictional agency or agencies. The incident may be managed under single or unified command.

**Multijurisdiction Incident:** An incident requiring action from multiple agencies that have a statutory responsibility for incident mitigation. In ICS these incidents will be managed under Unified Command.



**Mutual Aid:** A written contract in which two or more parties agree to furnish resources and facilities and to render services to each and every other party of the agreement to prevent and respond to any type of disaster or emergency (i.e., administrative, fire, law enforcement, or public works).

**Voluntary Mutual Aid:** Mutual aid is voluntary when an agreement is initiated either verbally or in writing. When in writing, which is preferable, conditions may be enumerated as to what and how much of a department's resources may be committed.

**Obligatory Mutual Aid:** Mutual aid under a "State of War Emergency" shall be deemed obligatory. Mutual aid under a "State of Emergency" may be obligatory. (Emergency Services Act, 1970.)

**Master Mutual Aid Agreement:** An agreement made and entered into by and between the State of California, its various departments and agencies, and the various political subdivisions, municipal corporations, and other public agencies of the State of California to facilitate implementation of Chapter 7 of Division 1 of Title 2 of the Government Code entitled "California Emergency Services Act."

**Mutual Aid Region:** A subdivision of the state emergency services organization, established to facilitate the coordination of mutual aid and other emergency operations within a geographical area of the state, consisting of two or more counties (operational areas).

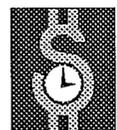
**Mutual Aid Coordinator:** An individual at local government, operational area, region or state level that is responsible to coordinate the process of requesting, obtaining, processing and using mutual aid resources. Mutual Aid Coordinator duties will vary depending upon the mutual aid system.

**NOAA Weather Station:** A mobile weather data collection and forecasting facility (including personnel) provided by the National Oceanic and Atmospheric Administration which can be utilized with the incident area.

**Office of Emergency Services (OES):** The Governor's Office of Emergency Services.

**Operational Area:** An intermediate level of the state emergency organization, consisting of a county and all political subdivisions within the county area.

**Operational Period:** The period of time scheduled for execution of a given set of operation actions as specified in the Incident or EOC Action Plan. Operational Periods can be of various lengths, although usually not over 24 hours.



**Operations Section:** One of the five primary functions found at all SEMS levels. The Section responsible for all tactical operations at the incident, or for the coordination of operational activities at an EOC. The Operations Section at the SEMS Field Response Level can include Branches, Divisions and/or Groups, Task Forces, Teams, Single Resources and Staging Areas. At the EOC levels, the Operations Section would contain Branches or Divisions as necessary because of span of control considerations.

**Planning Section:** (Also referred to as Planning/Intelligence) One of the five primary functions found at all SEMS levels. Responsible for the collection, evaluation, and dissemination of information related to the incident or an emergency, and for the preparation and documentation of Incident or EOC Action Plans. The section also maintains information on the current and forecasted situation, and on the status of resources assigned to the incident. At the SEMS Field Response level, the Section will include the Situation, Resource, Documentation, and Demobilization Units, as well as Technical Specialists. Other units may be added at the EOC level.

**Planning Zone:** A subdivision of a county consisting of: a city; a city and its sphere of influence in adjacent unincorporated areas; a portion of the unincorporated area of a county; a military installation; a state facility such as a correctional institution. Zoning simplifies the process of collecting and compiling data according to geographical location.

**Public Information Officer:** The individual at field or EOC level that has been delegated the authority to prepare accurate official information releases and to interact with the media. Duties will vary depending upon the agency and SEMS level.

**Public Safety Answering Point (PSAP):** A single telephone answering point within a given geographical area. A term associated with the emergency 9-1-1 system.

**Reception Area:** An area which, through a Hazard Analysis and related preparedness planning, is pre-designated to receive and care for (or provide basic needs for) persons displaced from a hazard area.

**Reception and Care Center:** A facility established in a reception area to receive and process incoming relocatees, and assign them to lodging facilities, and provide them with information on feeding, medical care, and other essential services.

**Region Emergency Operations Center (REOC):** Facilities found at State OES Administrative Regions. REOCs are used to coordinate information and resources among operational areas and between the operational areas and the state level.

**Resources:** Personnel and equipment available, or potentially available, for assignment to incidents or to EOCs. Resources are described by kind and type, and may be used in tactical support or supervisory capacities at an incident or at EOCs.

**Safety Officer:** A member of the Command Staff at the incident or within an EOC responsible for monitoring and assessing safety hazards or unsafe situations, and for developing measures for ensuring personnel safety. The Safety Officer may have assistants.

**Section Chief:** The ICS title for individuals responsible for command of functional sections: Operations, Planning/Intelligence, Logistics and Administration/Finance. At the EOC level, the position title will be Section Coordinator.

**Simulation:** A tool to create the perception of a situation, event, or environment which will evoke responses similar to those that a real emergency would prompt.

**Span of control:** The supervisory ratio maintained within an ICS or EOC organization. A span of control of five-positions reporting to one supervisor is considered optimum.

**Special District:** A unit of local government (other than a city, county, or city and county) with authority or responsibility to own, operate or maintain a project (as defined in California Code of Regulations 2900(s) for purposes of natural disaster assistance. This may include a joint powers authority established under section 6500 et seq. of the Code.

**Standardized Emergency Management System (SEMS):** A system required by California Government Code for managing response to multi-agency and multijurisdiction emergencies in California. SEMS consists of five organizational levels which are activated as necessary: Field Response, Local Government, Operational Area, Region, State.

**Standing Operating Procedure (SOP):** A set of instructions having the force of a directive, covering those features of operations which lend themselves to a definite or standardized procedure without loss of effectiveness.

**State Coordinating Officer (SCO):** The person appointed by the Governor to act for the State in cooperation with the Federal Coordinating Officer.

**State Operations Center (SOC):** An EOC facility operated by the Governor's Office of Emergency Services at the state level in SEMS.

**State of Emergency:** The duly proclaimed existence of conditions of extreme peril to the safety of persons and property within the state caused by such conditions as air pollution, fire, flood, storm, civil disturbances or earthquake, the Governor's warning of an earthquake or volcanic prediction, or other conditions, except as a result of war-caused emergencies, which conditions by reason of their magnitude, are or are likely to be beyond the control of the services, personnel, equipment and facilities of any single county, city and county, or city, and would require the combined forces of a mutual aid region or regions to combat. "State of Emergency" does not include, nor does any provision of the California Mutual Aid Plan apply to any condition resulting from a labor controversy. (California Emergency Services Act, Chapter 7 of Division 1 of Title 2 of the Government Code - 1970 Statutes.)

**State of War Emergency:** The conditions which exist immediately, with or without a proclamation thereof by the Governor, whenever this state or nation is attacked by an enemy or upon receipt by the state of a warning from the federal government indicating that such attack is probable or imminent. (California Emergency Services Act, Chapter 7 of Division 1 of Title 2 of the Government Code - 1970 Statutes.)

**State Operations Center (SOC):** A facility established by the State Office of Emergency Services Headquarters for the purpose of coordinating and supporting operations within a disaster area, and controlling the response efforts of state and federal agencies in supporting local governmental operations. The SOC will be staffed by representatives of state and federal agencies and private organizations, and will have the capability of providing a communications link to a Joint Emergency Operating Center established on the periphery of a disaster area and to any Mobile Emergency Operating Centers established in the disaster area.

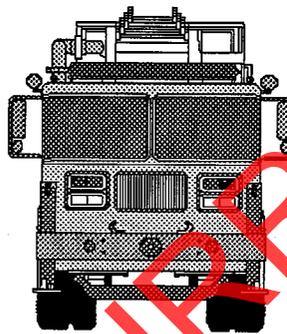
**Terrorism:** The unlawful use of force or violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives. The FBI categorizes two types — *Domestic Terrorism* and *International Terrorism*.

**Unified Command:** In ICS, Unified Command is a unified team effort which allows all agencies with responsibility for the incident, either geographical or functional, to manage an incident by establishing a common set of incident objectives and strategies. This is accomplished without losing or abdicating agency authority, responsibility or accountability.

**Urban/Wildland Interface:** That line, area or zone where structures and other human development meets or intermingles with undeveloped wildland or vegetative fuels.

**Wildland:** An area in which development is essentially non-existent, except for roads, railroads, powerlines and similar transportation facilities. Structures, if any, are widely scattered and are primarily for recreation purposes. Includes large cattle ranches and forest managed for timber production.

**Windshield Survey:** A quick, preliminary survey of a specific area conducted from inside a moving vehicle. Pre-determined sites are checked, in priority order, before surveying the general area in order to determine the greatest need for assistance, purposely bypassing minor damage and minor injuries in order to "size up" the most significant situation within the designated area.



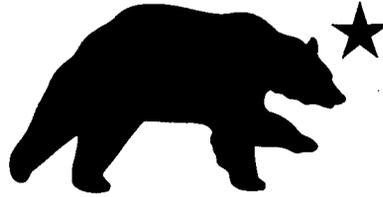
INFORMATION SHEET # 8

TOPIC: **State Office of Emergency Services Organizational Chart**

INTRODUCTION: The State Office of Emergency Services (OES) is required to coordinate the emergency activities of all state agencies during an emergency. The Governor, through the State OES and its six Mutual Aid Regions, will coordinate statewide operations to include the provision of mutual aid and other support to local jurisdictions, and the redirection of essential supplies and other resources, as required. As of October 1996, the State of California participates with the Federal Emergency Management Agency (FEMA) under a Participatory Partnership Agreement (PPA), instead of the previously issued Comprehensive Cooperative Agreement. FEMA policy and procedural guidelines are issued each year. Usually, to receive funding and assistance from the federal government, state and local planning documents must be consistent with the Federal guidance.



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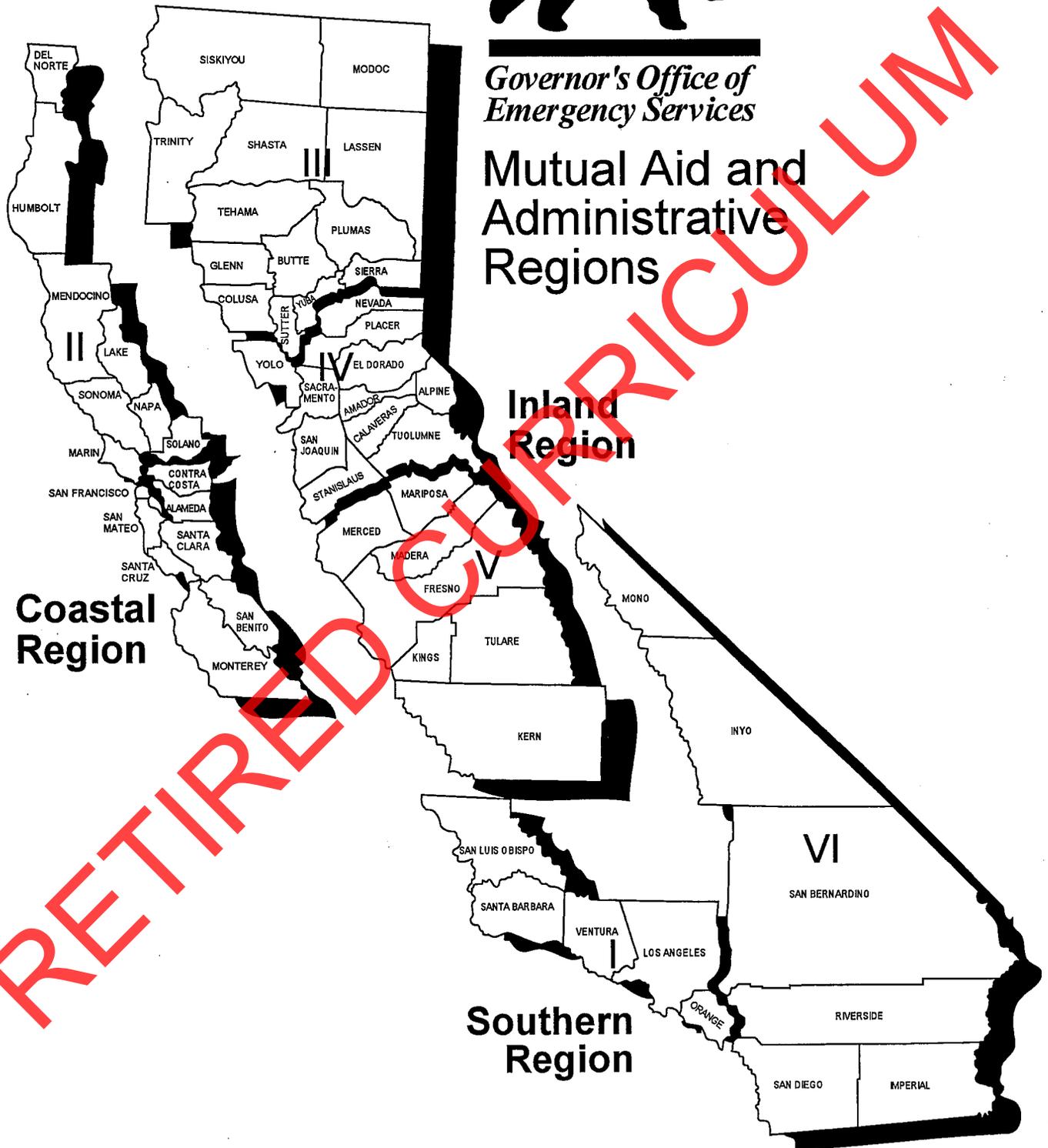
*Governor's Office of  
Emergency Services*

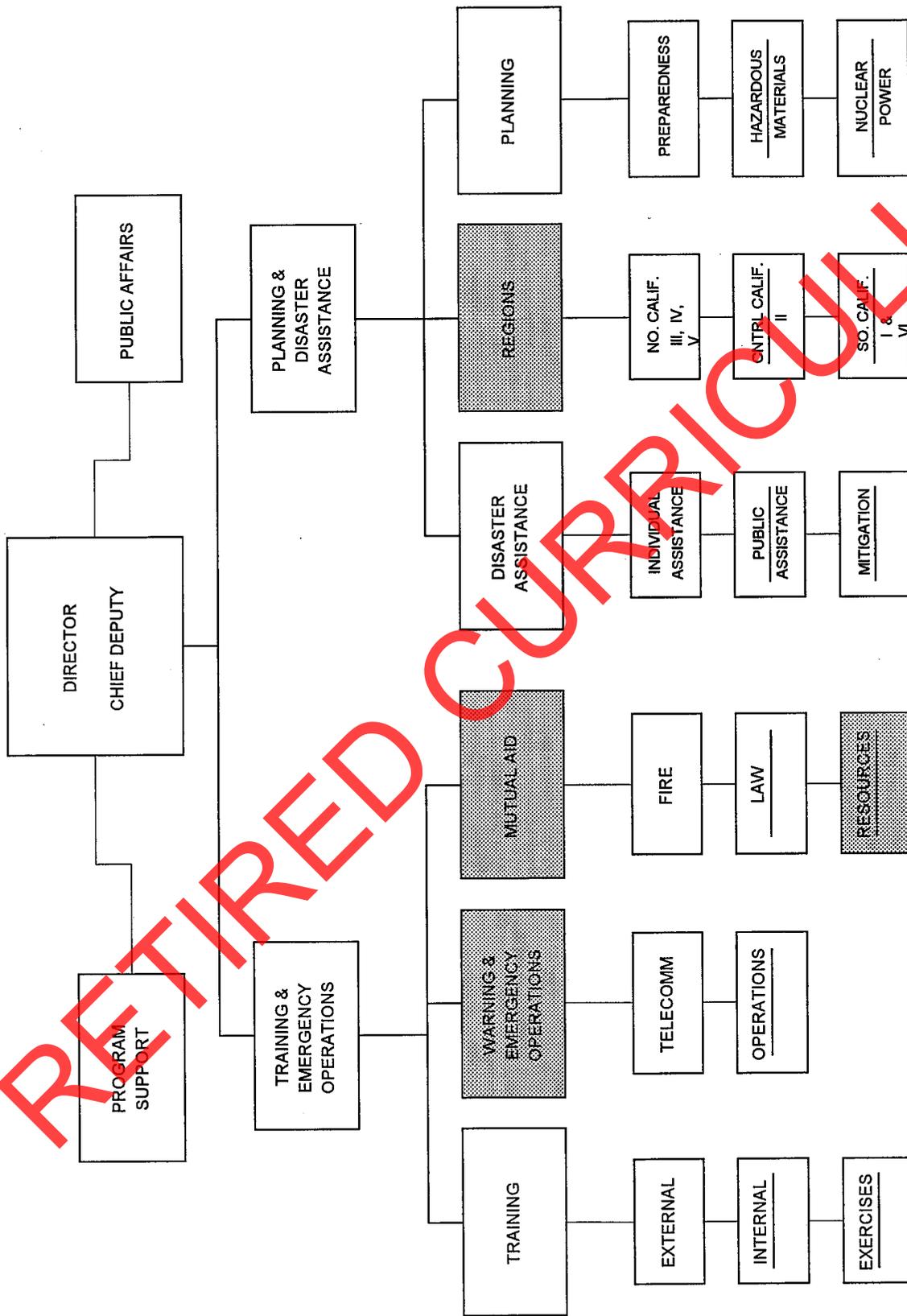
**Mutual Aid and  
Administrative  
Regions**

**Inland  
Region**

**Coastal  
Region**

**Southern  
Region**





 = Indicates functions, not positions

## INFORMATION SHEET #9

TOPIC: **JURISDICTIONAL RESPONSIBILITY  
FOR EMERGENCY MANAGEMENT**

**INTRODUCTION:** A disaster is a harsh test of a community's leadership capability. Experts predict that for the foreseeable future, disasters will occur more frequently, will be more destructive and thus more costly, and require more and improved coordination from the emergency response resources. There are several reasons why a jurisdiction should establish and maintain a comprehensive emergency management program.

First of all, the citizens expect their jurisdiction to effectively manage disaster situations. There are political and professional reasons, financial and liability issues, and existing legislation to consider when deciding whether or not to establish and maintain a comprehensive emergency management program.

Secondly, the most obvious reasons are to minimize the loss of life and property damage, as well as reduce all emergency related costs.

When a jurisdiction prepares to effectively manage a disaster it:

- establishes a coordinated and well-trained organization
- identifies limited resources
- recognizes areas of risk for the nature of each anticipated emergency situation
- reduces the duplication of efforts and
- standardizes their response to any hazard.

Legislative measures also impact local jurisdictions. Although there are many acts, ordinances, rules, codes and agreements that provides specific reasons why a jurisdiction should consider establishing and maintaining an emergency management program, the following are the most notable.

The **Federal Disaster Act of 1950** created, for the first time, permanent and general legislation pertaining to disaster relief. From the year 1803 until 1950, Congress had passed 128 separate laws. Each of these had been enacted after specific disasters to provide federal assistance to state and local governments. The Federal Disaster Act of 1950 established the legal basis for a continuing federal role in disaster relief, formalizing and stabilizing many federal programs. Congress described the Act's intent as follows:

"To provide an orderly and continuing means of assistance by the Federal Government to state and local governments in carrying out their responsibilities to alleviate suffering and damage resulting from major disasters, to repair essential public facilities in major disasters, and to foster the development of such state and local organizations and plans to cope with major disasters as may be necessary."

The **California Emergency Services Act** was formally established in 1970. It is found in Chapter 7 of Division 1 of Title 2 of the Government Code. Section 8568, states that "The State Emergency Plan shall be in effect in each political subdivision of the State, and the governing body of each political subdivision shall take such action as may be necessary to carry out the provisions thereof." The California Emergency Services Act provides the basic authorities for conducting emergency operations following the proclamations of emergencies by the Governor and/or appropriate local authority (i.e., City Manager). The provisions of the Act are further reflected and expanded on by appropriate local emergency ordinances."

The California Emergency Services Act further describes the function and operations of government at **all** levels during extraordinary emergencies, including war (since the responsibilities of the federal government are mentioned). Therefore, local emergency plans are considered extensions of the State of California Emergency Plan.

Sections 8637 - 8644 of the act describe the need for establishing a line of succession and provides a list of duties for stand-by officers. One of these duties is to report for duty in the event of an emergency at the place and in the method previously designated by the political subdivision.

Section 8642 states that when an emergency exists, the governing body of the political subdivision shall meet as soon possible (not necessarily within the political subdivision).

Section 8643 states that the duties of the governing body are to ascertain the damage to the political subdivision and its personnel and property to reconstitute the governing body.

The **California Disaster and Civil Defense Master Mutual Aid Agreement** states: "that each party that is signatory to the agreement shall prepare operational plans to use within their jurisdiction (inter-area), and outside of their area (intra-regional)." These plans are to be both fire and non-fire related and include natural, technological and war-related contingencies. The State of California, all state agencies, all political subdivisions and fire districts have signed this agreement since 1950.

[See Supplemental Reading #C, Master Mutual Aid Agreement.]

## INFORMATION SHEET #10

TOPIC: **STANDARDIZED EMERGENCY MANAGEMENT SYSTEM**

**INTRODUCTION:** The Standardized Emergency Management System (SEMS) law is probably one of the most important pieces of legislation to pass recently in the State of California regarding emergency management programs. The final adopted regulations became effective September 2, 1994 as Title 19, Division 2, Chapter 1 of the California Code of Regulations. Further references include:

*California Code Section 8607(a)* -- directs the Governor's Office of Emergency Services (OES) to establish SEMS by regulation; and.  
*California Code of Regulations Section 2400-2450* -- establishes SEMS.

The Standardized Emergency Management System (SEMS) Guidelines, dated March 1995, contain the following information.

SEMS Guidelines are not regulations, do not alter regulations, and do not set standards for compliance. The models and examples contained in the SEMS Guidelines are not intended to be the only ways to implement SEMS.

A local government under SEMS is a city, county, city and county, school district, or special district. Special districts under SEMS are units of local government (other than a city, county, or city and county) with authority or responsibility to own, operate or maintain a project (as defined in California Code of Regulations 2900(s) for purposes of natural disaster assistance). This may include a joint powers authority established under section 6500 et seq. of the Code.

The Standardized Emergency Management System (SEMS) is the system required by Government Code Section 8607(a) for managing response to multi-agency and multijurisdiction emergencies in California. SEMS consists of **five organizational levels** which are activated as necessary: **field response; local government; operational area; regional, and; state.**

SEMS incorporates the use of the Incident Command System (ICS), the Master Mutual Aid Agreement, existing mutual aid systems, the operational area concept, and multi-agency or interagency coordination. SEMS regulations require the use of ICS at the field response level of an incident.

Incident Command System (ICS)

The intent of incorporating the ICS into the SEMS regulations, is so that organizations utilize specific features of the structured system. These ICS features, as applied to SEMS, include:

- Management by Objectives means that each SEMS level establishes for a given operational period, measurable and attainable objectives to be achieved. An objective is an aim or end of an action to be performed.

- Modular Organization means that only those functional elements that are required to meet current objectives need to be activated, and that all elements of the organization can be arranged in various ways within or under the five SEMS essential functions.
- Organizational Unity and Hierarchy of Command or Management means that every individual within an organization has a designated supervisor.
- Span of Control stresses that every supervisor should maintain the optimum span of control, meaning that one supervisor has direct supervisory authority over one to five positions or resources.
- Personnel Accountability accomplished through the Organizational Unity and Hierarchy of Command or Management feature with the use of check-in forms, position logs and various status keeping systems.
- Command Terminology applied to functional elements, position titles, facility designations and resources, ensures consistency and standardization in the use of terminology within and between all five SEMS levels.
- Resources Management in ICS describes the ways in which field level resources are managed and how status is maintained. At all SEMS levels, there will be some functional activity related to managing resources. This will vary from level to level in terms of directing and controlling, to coordination, to resource inventorying.
- Integrated Communications relates to: hardware systems; planning for system selection and linking; and the procedures and processes for transferring information. At the field response level, integrated communications is used on any emergency. At all EOC levels, and between all SEMS levels, there must be a dedicated effort to ensure that communications systems, planning and information flow are being accomplished in an effective manner.

#### Local Government

Local governments must use SEMS in order to be eligible for state funding of response-related personnel costs. Local governments are encouraged to adopt SEMS as official policy to facilitate its use; through ordinance, resolution, or policy statement of the governing board. Lead responsibility for SEMS planning should be designated.

SEMS regulations require local governments to:

- Use SEMS when a local emergency is declared or proclaimed, or when the local government EOC is activated.
- Establish coordination and communications with Incident Commanders either through department operations centers to the EOC, when activated or directly to the EOC, when activated.
- Use existing mutual aid systems for coordinating fire and law enforcement resources.
- Establish coordination and communications between the local government EOC when activated, and any state or local emergency response agency having jurisdiction at an incident within the local government's boundaries.

- Use multi-agency or inter-agency coordination to facilitate decisions for overall local government level emergency response activities.

The requirement to use SEMS in the EOC organization includes:

- fulfilling the management and coordination role of local government,
- providing for the **five essential SEMS functions of management, operations, planning/intelligence, logistics and finance/administration.**

SEMS has five essential functions adapted from ICS. The field response level uses the five primary ICS functions: command, operations, planning/intelligence, logistics and finance/administration. At the local government, operational area, regional and state organizational levels, the term management is used instead of command. The titles of the other functions remain the same at all levels. Refer to Student Information Sheet #2 for EOC level function definitions.

The local government level is activated when field response agencies need support. Activated EOCs may be partially or fully staffed to meet the demands of the situation. It is recommended that local government procedures provide for varying EOC staffing levels that can be applied to various situations. The Operational Area should be notified when a local government EOC is activated.

#### Action Plans

Action plans are developed for a specified operational period which may range from a few hours to 24 hours. The operational period is determined by first establishing a set of priority actions that need to be performed. A reasonable time frame is then established for accomplishing those actions. The action plans need not be complex, but should be sufficiently detailed to guide EOC elements in implementing the priority actions.

Involvement of the local government representatives in the action planning process at the EOC is essential for effective emergency management and provides an important focus for multi-agency and inter-agency coordination.

A formal multi-agency or inter-agency coordination group can be especially useful when a particular response problem or issue requires coordination with numerous agencies not usually represented in the local government's EOC. Such a group may be established through a temporary ad hoc arrangement during an emergency or may be developed through pre-event planning for certain contingencies as a part of the jurisdiction's emergency management organization. Priorities and objectives developed through the group should be incorporated into the action plan developed at the EOC. Objectives agreed to by the group should be implemented through the EOC. Local government representatives may participate with other local governments and other agencies in a multi-agency coordination group organized by another local government, operational area or regional level.

### Coordination with Volunteer and Private Agencies

The EOC organization should include representatives from special districts, volunteer agencies and private agencies with significant response roles.

Many volunteer agencies mobilize volunteers and other resources through their own systems. They also may identify resource needs that are not met within their own systems that would be requested through the governmental mutual aid system. For example, electric and gas utilities have mutual aid agreements within their industry and established procedures for coordinating with governmental EOCs. Volunteer agencies with extensive involvement in the emergency response should be represented in EOCs.

### Role of the Operational Area

The operational area is defined by the Emergency Services Act as an intermediate level of the state emergency services organization consisting of a county and all political subdivisions within the county area. Political subdivisions include cities, a city and county, counties, districts, or other local governmental agency, or public agency authorized by law.

The concept of an operational area was included in the Emergency Services Act in 1970. Standardized Emergency Management System (SEMS) regulations now establish the operational area as one of the five SEMS levels for use in all emergencies and disasters involving multiple agencies or multiple jurisdictions. The five SEMS organizational levels are field response, local government, operational area, regional and state. The Operational Area may establish zones or other subdivisions to improve coordination and communications within the operational area.

SEMS regulations specify that all local governments within a county geographic area be organized into a single operational area and that the county board of supervisors is responsible for its establishment. The county government serves as the lead agency of the operational area unless another member agency assumes that responsibility by written agreement with the county government. The decision on organization and structure within the operational area is made by the governing bodies of the county and the political subdivisions within the county, however, the operational area authority and responsibility is not affected by the non-participation of any local government.

The lead agency of the operational area is responsible for:

- coordinating information, resources and priorities among the local governments within the operational area,
- coordinating information, resources and priorities between the regional level and the local government level,
- using multi-agency or inter-agency coordination to facilitate decisions for overall operational area level emergency response activities.

Coordination and communications should be established between the Operational Area EOC and all activated local government EOCs within the operational area. Direct communications and coordination should also be established between the county government EOC and the Operational Area EOC, if they are physically separate. Communications and coordination should occur along functional lines as illustrated in Overhead Transparency #75.

A representative from every activated city EOC and from county government should be at the Operational Area EOC, whenever feasible. The Operational Area and cities should work together to develop arrangements to ensure that adequate coordination and information exchange occurs when city representatives are not present at the Operational Area EOC.

#### Elements of an Effective Operational Area

The operational area must develop the capability to carry out its coordination role in an emergency. Among the elements needed for an effective operational area are:

- Established policy for use of the operational area in emergencies
- Agreements among local governments to participate in the operational area
- Designated lead agency and staff to maintain the operational area
- Designated operational area emergency management organization (EOC staff and Operational Area Mutual Aid Coordinators)
- Adequate EOC facility
- Communications links with member agencies
- Twenty-four hour a day answering point for emergency notifications from local government and state warning center
- Operational area emergency plan and procedures.

Each county and its political subdivisions is a distinct operational area and must have a lead agency to meet SEMS requirements. During an emergency, the lead agency must function on behalf of all local governments in the operational area.

#### The Operational Area EOC

The operational area EOC should be capable of serving as the central point for:

- coordination with local governments within the operational area
- information gathering and dissemination within the operational area
- coordination with the regional EOC and other operational areas
- reporting information to the regional level using OASIS (where available).

The operational area must have a designated emergency operations center (EOC). The operational area EOC and the county government EOC should generally be combined to make efficient use of personnel (assuming the county or a joint powers agency is the lead agency). Many county officials have county-wide emergency responsibilities that are closely related to operational area responsibilities. The combined operational area and county government EOC should have:

- Sufficient work space to accommodate staff for operational area and county emergency functions
- Sufficient work space to accommodate local government representatives, a state OES representative, and other liaison representatives
- Procedures for setup and internal operations including message handling
- Communications links with:
  - ◊ Local governments including cities and special districts
  - ◊ County departmental operations centers (DOCs)
  - ◊ Incident Command Systems in unincorporated areas either directly or through DOCs
  - ◊ Volunteer and private agencies involved in emergency response
  - ◊ OES Regional EOC and Regional Mutual Aid Coordinators
  - ◊ Operational Area Mutual Aid Coordinators (if not part of the EOC staff)
- Emergency power
- Pre-stocked supplies and forms for an extended period of operation.

SEMS regulations specify seven circumstances in which the Operational Area EOC must be activated and SEMS used:

1. A local government within the operational area has activated its EOC and requested activation of the operational area EOC to support their emergency operations.
2. Two or more cities within the operational area have declared or proclaimed a local emergency.
3. The county and one or more cities have declared or proclaimed a local emergency.
4. A city, city and county, or county has requested a governor's proclamation of a state of emergency.
5. A state of emergency is proclaimed by the governor for the county or two or more cities within the operational area.
6. The operational area is requesting resources from outside its boundaries. This does not include resources used in normal day-to-day operations which are obtained through existing mutual aid agreements.
7. The operational area has received resource requests from outside its boundaries. This does not include resources used in normal day-to-day operations which are obtained through existing mutual aid agreements.

Operational areas should develop EOC activation criteria that include the regulatory requirements and also identify conditions based on the Hazard Analysis of the area.

#### Resource Management at the Operational Area

Resource requests from local governments to the operational area level and requests from the operational area level to the regional level will be made through one of the following processes:

- Discipline-specific mutual aid systems. Requests for resources that are normally within the inventories of the mutual aid system will go from local coordinator to Operational Area Mutual Aid Coordinator to Regional Mutual Aid Coordinator.
- All other resource requests will be made through the logistics function at each level with emphasis on the need for lateral coordination with other EOC functions.

Resources not available through discipline-specific mutual aid systems are requested by local governments through the emergency services channel. Local governments place such requests to the Operational Area EOC when activated. Resource requests should be coordinated internally at the operational area level before being placed to the regional level.

### Action Planning

Action planning should be used at all SEMS levels. SEMS defines two types:

*Incident Action Plans:* At the field response level, written or verbal incident action plans contain objectives reflecting the overall incident strategy and specific tactical action and supporting information for the next operational period. Incident action plans are an essential and required element in achieving objectives under ICS.

*EOC Action Plans:* At local, operational area, regional, and state levels, the use of EOC action plans provide designated personnel with knowledge of the objectives to be achieved and the steps required for achievement. Action plans not only provide direction, but they also serve to provide a basis for measuring achievement of objectives and overall system performance. Action plans can be extremely effective tools during all phases of a disaster.

### After Action Reports

The completion of after action reports is a part of the required SEMS reporting process. The Emergency Services Act, Section 8607 (f) mandates that the Office of Emergency Services (OES) in cooperation with involved state and local agencies, complete an after action report within 120 days after each declared disaster.

Section 2450 (a) of the SEMS Regulations states that ...."Any city, city and county, or county declaring a local emergency for which the governor proclaims a state of emergency, and any state agency responding to that emergency shall complete and transmit an after action report to OES within ninety (90) days of the close of the incident period as specified in the California Code of Regulations, section 2900(j).

Depending upon the situation, different types of documentation comprise the source documents or "data base" for the after action report. Documentation should not be restricted to those reports or forms used exclusively by the planning function, but should include materials from the entire emergency organization. Ideally, key components of this data base, such as time-keeping procedures, would be identified as part of pre-event planning and would then be used during an actual event. There are many types of documentation. Some recommended types include:

- Action plans developed to support operational period activities
- Forms used in the SEMS field level Incident Command Systems
- Unit activity logs and journals
- OASIS forms and locally developed "feeder" forms/reports
- Written messages
- Function and position checklists
- Public information and media reports
- FEMA-developed forms
- Other forms or documentation.

Aside from reliance on documentation developed during emergency operations, there are other methods for gathering information. Among these methods are:

- Exit interview or critique forms
- Critiques performed at various time frames
- Surveys distributed to individuals and organizations
- After action report research teams.

### Training

Emergency response personnel must maintain minimum training competencies. Minimum competencies are identified as performance objectives in the approved SEMS courses of instruction. Agencies using an alternate training course should be able to demonstrate that the required competencies are being maintained.

A training plan and schedule should be developed to provide SEMS training as rapidly as feasible to all employees with emergency roles. Agencies with large numbers of personnel to be trained may establish priorities for training. First priority should generally be given to those who have supervisory responsibilities. A program should also be kept in place to train new personnel as they are hired. Provisions should be made for an on-going training program to accommodate personnel changes. Agencies should document the training provided to emergency response personnel. SEMS training documentation may be integrated with an agency's normal training documentation system. Agencies that do not currently have a training documentation system should establish a record-keeping system for SEMS training. A SEMS training record-keeping system include:

- An individual training record for each person, kept either in their personnel file or in a separate training record file. The name of the course, instructor, location, and date of the course should be included in the training record.
- Maintenance of the individual training record for as long as the person is employed in a position that involves an emergency response role. Records of personnel involved in an actual emergency should be kept at least until any training compliance issues have been resolved.
- Documentation of the agency's SEMS training program including copies of the training materials used, such as, instructor syllabus, lesson plans, student notebook, exercises, and tests.

## INFORMATION SHEET #11

## TOPIC: OPERATIONAL AREA SATELLITE INFORMATION SYSTEM (OASIS)

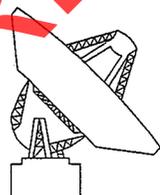


**INTRODUCTION:** The Standardized Emergency Management System (SEMS) regulations encourage local jurisdictions, operational areas and regions to utilize the Master Mutual Aid Agreement, mutual aid programs and related systems. The Operational Area Satellite Information System (OASIS) is considered a "related system" designed to improve coordination and management of emergencies.

The Operational Area Satellite Information System (OASIS) is a satellite based communications system with a high frequency radio backup. OASIS provides the capability to rapidly transfer a wide variety of information reports between OASIS user agencies. In SEMS, OASIS can be viewed as both a communications network and information dissemination system linking three of the five SEMS organizational levels.

OASIS will be a primary method of communications within SEMS. OASIS users include: OES State Headquarters, OES Regions, all Operational Areas and several state agencies. The intent of OASIS is to provide disaster-resistant communications between the operational areas, state OES Regions, OES Headquarters and mobile state telecommunications units. The communications component of OASIS does not extend into the local government level of SEMS. However, local governments are encouraged to use OASIS forms in passing status, situation reports and resource requests to the operational area.

The information processing component of OASIS contains different forms which, when fully implemented into OASIS system software, will provide a rapid and accurate means of transferring information between locations on the OASIS network.



## INFORMATION SHEET #12

TOPIC: **ROLE OF FIRE DEPARTMENT IN EMERGENCY MANAGEMENT**

**INTRODUCTION:** The fire department is usually perceived as a fire suppression and fire protection force. However, with the increasingly changing technological environment of our lives, the traditional fire department has transformed to meet the challenges that now threaten life and property. There are many similarities that occur when disasters, fires and other emergencies happen. Responses normally associated with fire departments (i.e., lifesaving, damage control, teamwork) make the fire service the logical organization to manage disasters. Here are some similarities and differences found in fire situations and disasters.

---

**SIMILARITIES**

The following factors are common to fire situations and disasters:

**Immediate Response**

In any community the fire department is poised and ready to swing into immediate action at the sound of an alarm. Its continual readiness make it a logical organization to respond to emergencies other than fires.

**Mission of the Fire Department**

Whether a fire is raging or another kind of major mishap is in the making, human lives and property usually are endangered. An important mission of the fire department is to save lives and property. Therefore, it is appropriate for the fire department to respond to other events that also threaten lives and property.

**Personnel Requirements**

A disaster requires large numbers of person who are immediately available and trained to operate efficiently in extreme stress situations. Firefighters who routinely encounter personal hazards in fire suppression also can be expected to manage the risks that occur with other types of disasters.

**Incident Command**

The Incident Command System lends itself naturally to most emergency incidents, from a simple structure fire to major calamities affecting thousands of persons. ICS gained wide acceptance by the nation's fire departments in the early 1990's and is promoted by the FEMA and the National Fire Academy,.

**Pre-Incident Planning**

Progressive fire departments have long recognized the value of planning to foresee dangers and plan actions in response to fire potential in conventional, commercial and industrial establishments. Advance planning also is necessary in an effective disaster control program.

Mutual Aid

In fire departments the term mutual aid has long represented a second line of defense that can be called on when needed. Through mutual aid agreements, fire departments in different jurisdictions agree to come to the aid of others as requested. Since this activity traditionally involves large-scale or multiple fire emergencies, it is useful in disasters as well.

**DIFFERENCES**

The following factors separate disasters from the more common fire situations.

Scope of Emergencies

Usually a disaster covers a larger geographical area, affects more lives, and is generally broader in scope than the building fire or other emergency routinely encountered by the fire service.

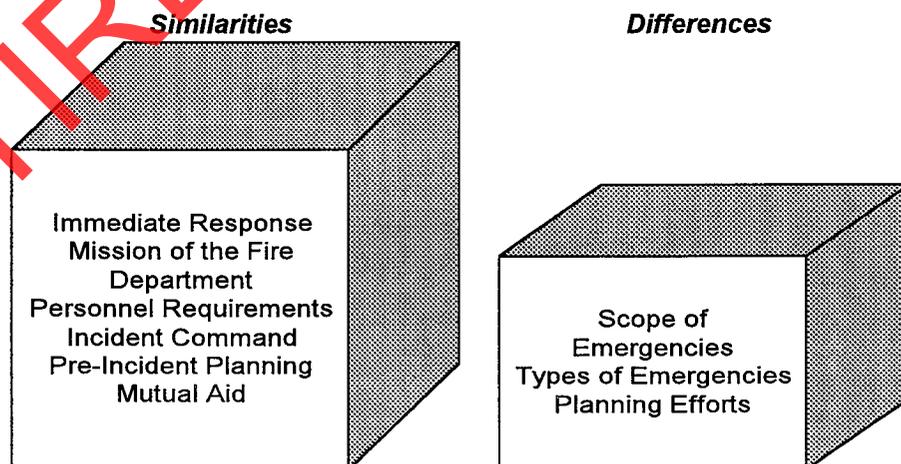
Type of Emergencies

Disasters take many forms. They can be human-caused (technological) or natural, deliberate or accidental, and include a diverse range of disaster types. There is more categorization of disasters than fires, and a broader range of variation among the disasters.

Planning Effort

Although most fire department planning is local, and to a certain extent regional, the scope of disaster planning is of necessity regional, statewide, and national. Likewise disaster planning includes a much larger cross section of political, social and governmental agencies.

**SUMMARY:** The similarities between fire situations and disasters easily outnumber the differences between fire situations and disasters. **Fires and disasters are related**, although separate events, and the organization that most readily is able to respond to the effective management of a disaster is the fire service.



## INFORMATION SHEET #13

**TOPIC: MAJOR DUTIES OF LOCAL  
EMERGENCY MANAGEMENT COORDINATOR**

**INTRODUCTION:** The duties outlined below are typical of those performed by the position known in local jurisdictions as an Emergency Program Manager, Emergency Management Coordinator or Emergency Services Coordinator during **NON-emergency** periods. The role of the emergency management professional is neither easily performed nor well understood. Successful emergency management coordinators are usually possessed of several different qualities, such as: communications skills, organizational ability and human relations skills.

To competently perform their "job", an Emergency Management Coordinator should constantly be examining a community's needs, assessing goals and planned actions, and evaluating the results of the emergency management program in his/her jurisdiction.

- 
- Identify and analyze the effects of hazards that threaten the jurisdiction.
  - Keep the chief executive of the jurisdiction fully informed on emergency management activities.
  - Work closely on a cooperative basis with departments of local government and community organization in developing emergency management plans and capabilities.
  - Work with local officials in the development of a hazard mitigation program to eliminate or reduce potential hazards.
  - Inventory personnel and material resources from governmental and private sector sources that would be available in an emergency.
  - Identify resources deficiencies and work with appropriate officials on measures to correct them.
  - Develop an Emergency Operating Center (EOC) as a site from which key officials can direct and control operations during an emergency.
  - Develop and maintain emergency communications systems.

- Establish a system to alert key public officials and warn the public in the event of an emergency.
- Establish an emergency public information system.
- Develop continuity of government procedures and systems.
- Establish and maintain a shelter and reception and care system.
- Develop a training program for emergency response personnel.
- Develop a public education program.
- Develop a tests and exercise program.
- 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.
- Coordinate with industry to develop industrial emergency plans and capabilities in support of local government plans.
- Prepare, submit, and justify the annual emergency management budget.
- Secure technical and financial assistance available through State and Federal programs.
- Remain current on all legislation; current world events; techniques in emergency response, planning, mitigation measures, and recovery efforts; and management and interpersonal skills.

Remembering the entire time, to keep the larger picture in mind and become an advocate for the entire jurisdiction's protection in daily events and during extraordinary incidents.

## INFORMATION SHEET #14

TOPIC:       **EMERGENCY OPERATIONS PLAN**  
***WHAT'S IN IT FOR YOU ?***

**INTRODUCTION:** The Federal Emergency Management Agency recommends that each jurisdiction develop an emergency operations plan (EOP). When your community starts to draft the Emergency Operations Plan, or when its time for a review of what all ready has been placed into existence, what is it you should be looking for? Here are some statements that may guide you through the preparation and review process.

---

PART ONE, BASIC PLAN  
Overview of Policies, Plans, Procedures

- The department's role and responsibilities are clearly defined and there is a responsibility matrix in the plan.
- There is a statement of responsibility for each agency/department and is consistent throughout the community's Emergency Operations Plan (EOP).
- There is a statement that identifies the personnel authorized to activate the entire EOP, and specific department sections.
- The plan contains the jurisdictional/departmental policy for reassignment of personnel to duties, overtime and other compensation issues.
- The plan contains references to applicable laws, codes, ordinances and other legal documents that impact department operations.
- The plan specifically details employee orientation to the Emergency Operations Plan and addresses the required training procedures.
- There is a statement that clearly identifies all documentation and forms required during disaster response and their proper usage.
- Documentation required for personnel time-keeping and the tracking of resources is clearly outlined.
- The plan specifically identifies vital records and outlines the protection systems in place.

## PART ONE continued

- A provision that the plan be validated at specified times through scheduled training, planned exercises and other testing methods.
- Amendment procedures are established for the notification and recording of changes to the plan.
- Plan distribution should account for all organizations, section and fire stations, libraries, private sector organizations, etc., as well as other government agencies and levels of government who receive copies of the plan. The plans should be numbered. The record should also indicate how many copies were given to each agency.

## PART TWO, FUNCTIONAL ANNEXES

## Addresses Specific Activities

Emergency Operations Structure

- The Emergency Operations Plan contains the jurisdiction/department's disaster response table of organization.
- There are duty statements for each of the jurisdiction/department positions required during an emergency response.
- The chain of command and order of succession for the jurisdiction/department are clearly identified.
- The community's Emergency Operations Center location is clearly identified and each agency/department's coordination role is outlined.
- The plan contains the proper lay-out of the Emergency Operations Center and the location of the agency/department's supplies and working area.
- The agency/department's command center or emergency response working location is clearly identified in the plan.
- The department's interface with other levels of government and surrounding jurisdictions is outlined, including existing agreements are referenced.

Personnel Activation Procedures

- The plan specifically defines how employees will be activated, whether they are "on-duty" or "off-duty" when the emergency or emergency-threat occurs.

- The primary and alternate reporting locations for jurisdiction/department employees are clearly identified in the plan.
- There is a statement that identifies family notification procedures.
- The plan contains provisions for the helicopter pick-up or other immediate transportation of essential personnel.
- The plan clearly identifies the department's essential personnel.

#### Response Activity Forms and Reports

- The plan clearly identifies the proper response activity logs and forms to use in an emergency and where those forms can be located.
- The plan clearly identifies the time frame to complete specific forms, and the position responsible for the collection and maintenance of those forms.

#### Hazard Specific Response Procedures

- The plan contains response procedures for each of the hazards that may threaten the community on a specific basis; for example:
  - dam failure
  - flood
  - war
  - earthquake
  - hazardous materials release
  - other.

### PART THREE, OPERATIONAL DATA

#### Support Documentation – Maps, Telephone Numbers, Graphs

##### Personnel

- The Emergency Operations Plan contains each agency/department's telephone listing, pager assignments, mobile/cellular telephones, computer modems, facsimiles, or any other means of communicating with employees.
- The plan contains a statement as to how often this contact listing will be updated or revised.
- The plan provides for a department roster of employees that includes their home telephone numbers and whom to contact should that employee become injured.

- There exists an inventory that identifies the skills of each employee in the department (i.e., second language, heavy equipment operator, radio license, and other skills that may be necessary in an emergency).
- There is a statement for employees to sign that identifies their acknowledgment of their emergency assignment.

#### Resource Lists

- The plan contains lists of current equipment, vehicles, materials and supplies on hand.
- The plan contains the sources available for obtaining additional equipment, services and identified supplies.
- The plan contains the procedures necessary for obtaining and paying for additional equipment, services and supplies.
- The plan contains agency/department listings of open accounts, vendors, existing contracts, etc.

#### Facilities

- The plan clearly identifies the facilities that are under control of each agency/department.
- The plan clearly identifies the facilities that are essential to the completion of the jurisdiction/department's role and responsibilities, and alternatives when those facilities are not available for use.

#### Communication Systems

- The plan lists all the communication systems that may be available during an emergency, and contains all telephone numbers, facsimiles and pager numbers.
- The radio call signs and frequencies, access codes and procedures are clearly identified for each communication system.
- The plan addresses the use of computers and automated services/systems.
- The plan outlines how messages will be routed/flow within the Emergency Operations Center and throughout the community's Emergency Organization, and the proper form to use with detailed instructions for its use.

Mutual Aid Assistance

- The plan identifies the types of mutual aid agreements in effect.
- The plan contains procedures for the proper activation of mutual aid.
- The plan identifies how to respond to requests for mutual aid resources.
- The plan identifies who is authorized to request mutual aid and who is authorized to receive a mutual aid request.

Reference Materials

- The plan identifies the location of all materials listed by reference.
- The plan clearly identifies the maps, charts and other documents that are required by each agency/department during an emergency.
- The plan clearly identifies the procedures for marking maps and other documents to denote evacuation sites, structures burning, destroyed buildings, etc.

Department Operations Center (DOC)

- The plan clearly defines each department's command center activation procedures.
- The plan identifies a listing of technical experts or services anticipated as necessary in an emergency operation.



## INFORMATION SHEET #15

TOPIC: **PLAN FORMAT**

**INTRODUCTION:** Many states throughout the country have used different formats to successfully organize their emergency operations plan. It is likely that no one format is the best for all jurisdictions of all sizes, in all parts of the county. Therefore, plan format must be chosen on the basis of what has been proven in practice. The State of California has adopted the Multihazard Functional Planning format to foster uniformity in disaster plans. Most emergency operations plans consist of three fundamental components, which are briefly described as follows:

The **BASIC PLAN** serves as an overview of the jurisdiction's approach to emergency management and includes information on policies, plans, and procedures relating to the emergency management responsibilities of the entire jurisdiction's governmental organization, including all of its departments and agencies.

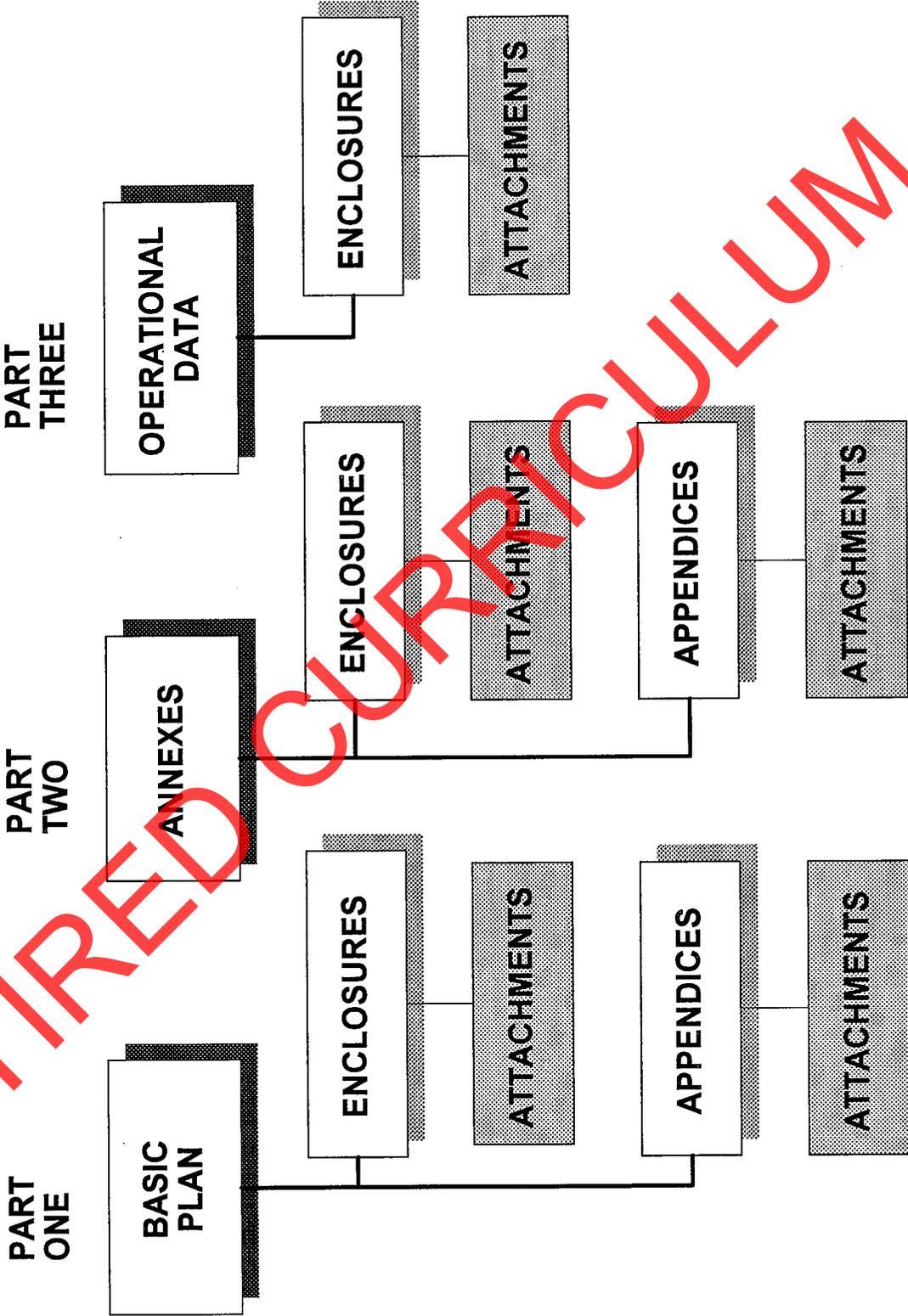
**FUNCTIONAL ANNEXES**, in support of the basic plan, address specific activities or functions critical to emergency response and recovery (i.e., direction and control, communications, evacuation, resource management, etc.).

Hazard specific **APPENDICES**, in support of each functional annex (developed as necessary), contain information on response procedures, protective measures, policy decisions, etc., that are unique to the particular hazard and relevant to emergency operations in a large-scale disaster or disaster-threat caused by that hazard.

**STANDARD OPERATING PROCEDURES (SOPs)** are critically important planning elements. The question of inclusion of SOPs in an EOP is frequently raised. SOPs usually contain checklists that are very useful in actual operations; and greatly important, but variable information is found in them. The decision to include SOPs in the EOP should be made by government officials and planners, with consideration for such factors as: the need to communicate the information contained in the SOPs to other emergency organizations and the right to privacy of people named in alerting lists and resource inventories.

[The State of California's Multihazard Functional Planning Guidance depicts the organization of an Emergency Operations Plan as shown on the following chart.]

# PLANNING GUIDANCE BLUEPRINT



RETIRED CURRICULUM

## INFORMATION SHEET #16

TOPIC: **A USABLE PLAN**

**INTRODUCTION:** An Emergency Operations Plan (EOP) should contain those actions that may be taken by a jurisdiction to protect life and property. An EOP should be a guide, a source of information and a training document. It should also be easy to read and encourage the user to learn the contents for their own benefit. To develop a usable EOP is not an simple assignment, therefore there are many guidance documents available to the emergency planner to assist them in accomplishing their mission.

There are numerous common emergency management requirements in any disaster situation regardless of the hazard, whether natural, technological or related to war. Experience has shown that plans developed for one type of hazard can be very useful in coping with other emergency situations. Comprehensive emergency management (CEM) capabilities can be developed by building a foundation of broadly applicable functional capabilities in such areas as direction and control, warning, communications, evacuation and sheltering. Multi-hazard, functional emergency operations plans are able to provide for the basic capabilities without reference to any particular hazard. Hazard specific planning, within the multihazard planning process is able to focus on those requirements that are truly unique and are not completely or properly covered by the planned generic capability.

The State Office of Emergency Services has adopted the *Multi-hazard Functional Planning Guidance (MHFP)* as their accepted format in the development of Emergency Operations Plans. With the acceptance of one planning format, plans throughout the State of California should become standardized.

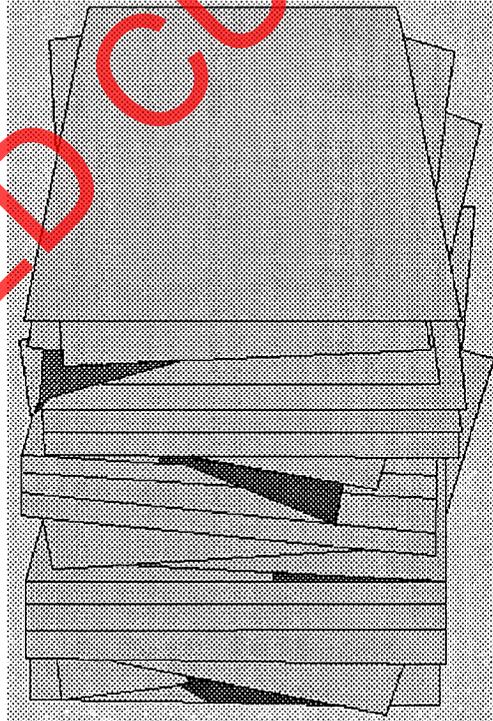
Part One (Basic Plan) of the MHFP provides concepts relating to the various emergency situations, identifies the Local Emergency Management Organization, and describes the overall actions and anticipated responses of the organization for protecting life and property, and assuring the overall well-being of the population. It also identifies the sources of outside support which might be provided by other jurisdictions, state and federal agencies, and the private sector.

An Appendix to Part One would identify a specific hazard and describe the area at risk and the anticipated nature of the situation such as forecasting casualties, deaths, disruption of services, destruction of facilities and property damage.

Part Two (Annexes) describes the emergency response organization, built upon operational and policy issues. Part Two usually consists of emergency action checklists designed for the Emergency Management Organization, Emergency Operations Center staff, policy and decision-makers, and elected officials. Part Two may also contain department specific operational plans.

Part Three (Operational Data) contains such listings as resources, key personnel, essential facilities (lodging, feeding, shelters, etc.), contacts, and other information needed in the conduct of emergency operations. Information contained in Part Three is usually confidential and subject to constant change, therefore, complete distribution of this section does not usually occur.

**SUMMARY:** Orientation seminars, drills, tabletop exercises and joint exercises are required to ensure that the document accurately reflects the capabilities of the jurisdiction. The Emergency Operations Plan (EOP) has to be known, accepted and executed to be of value during an actual disaster.



### Incorporating SEMS into the Emergency Plan

Local governments should include the use of the Standardized Emergency Management System (SEMS) guidelines in their emergency plans and procedures to be in compliance with SEMS regulations. Additions or modifications to the existing emergency plan may be needed to reflect the use of SEMS. The following are some of the items that should be included:

- Statement that SEMS will be used in emergencies
- Description of the role of local government and its relationship to other SEMS levels
- Statement of participation in the operational area
- Inclusion of the five essential SEMS functions in the EOC organization
- Incorporation of SEMS features into the functioning of the EOC including management by objectives, action planning, modular organization, organizational unity and hierarchy of management, span of control, personnel accountability, common terminology, resource management, and integrated communications
- Provisions for use of multi-agency and inter-agency coordination
- Use of ICS at the field level
- Relationship to department operations centers (if applicable)
- Provisions for coordination between the local government and field level
- Provision for coordination with the operational area
- Provisions for coordination with other local governments, volunteer and private agencies
- Provisions for use of the mutual aid system
- Description of communications systems from the EOC to department operating centers or field level, operational area level, and other agencies.
- Include a chart or table showing the correspondence between the EOC organizational elements and the functional annexes and appendices in the plan.

The current model for local emergency plans in California is the Multi-Hazard Functional Planning Guidance (MHFP). The basic concepts of the MHFP are generally consistent with SEMS. It is anticipated that the Governor's Office of Emergency Services will revise the MHFP in the future to include SEMS. In the interim, local governments that have used the MHFP should be able to meet SEMS requirements by modifying some locally-specific information and adding some additional information, as listed above, without substantially rewriting their current plan.

A key part of meeting SEMS requirements is to include the five essential SEMS functions in the emergency plan. The Multi-Hazard Functional Planning Guidance (MHFP) is designed around a set of key response functions that are described in Annexes to the Basic Plan. These functions should be incorporated into the EOC organization and placed in the framework of the five essential SEMS functions.

## INFORMATION SHEET #17

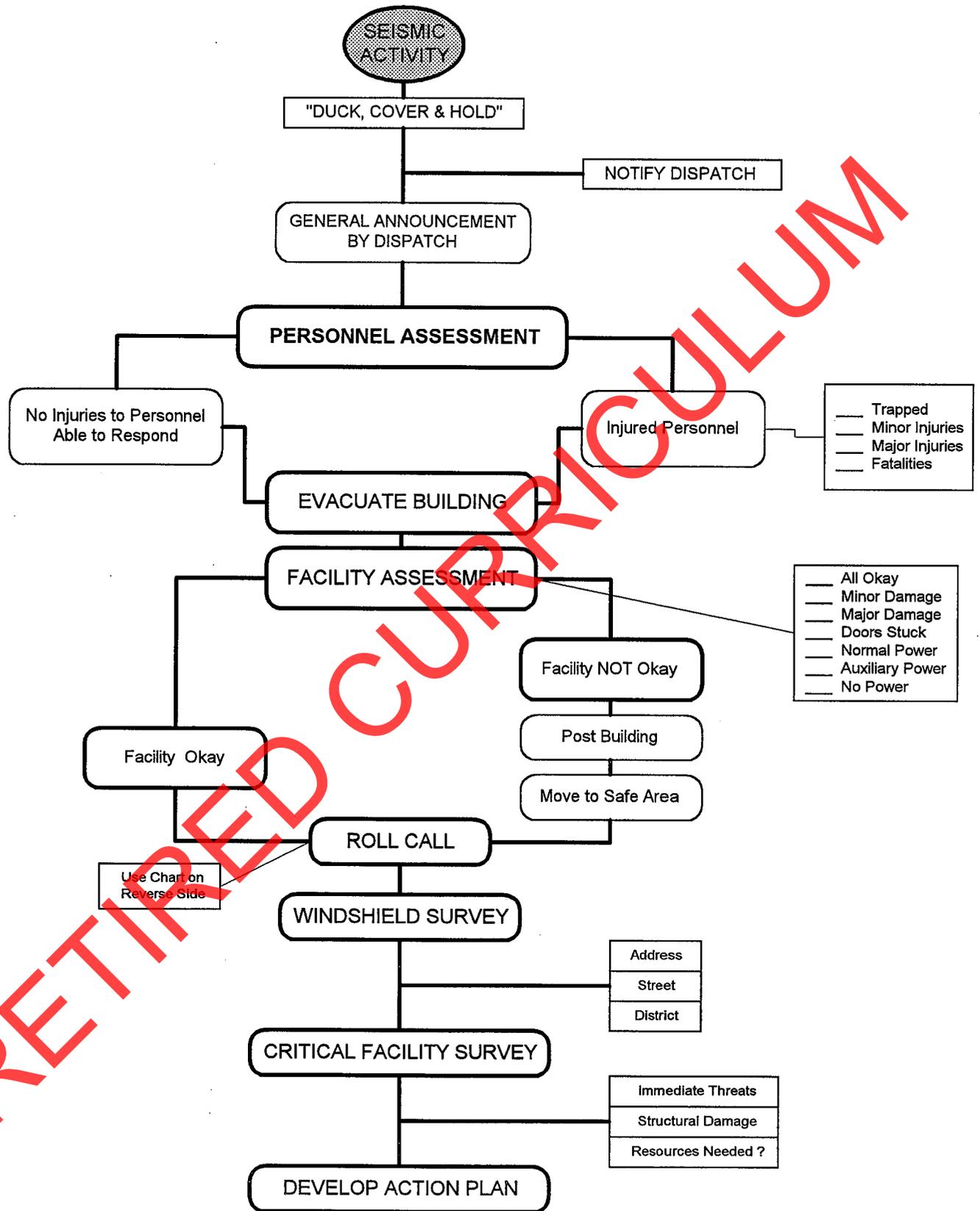
TOPIC: **SUPPRESSION COMPANY, STATION CHECKLIST**

**INTRODUCTION:** The Multihazard Functional Planning Guidance provides that in Part Two Annexes there should be action checklists. In our lesson plan on "Developing A Usable Plan" our example depicted the Fire Chief's action checklist and another one designed for Suppression Companies. The tasks listed were general in nature and usually informed the person that the task should be done, but did not provide further instructions on HOW the task was to be completed.

The Multihazard Functional Planning Guidance (MHFP) then provides that Operational Data be organized within Part Three of an Emergency Operations Plan. Therefore, Part Three would contain the operational actions required or anticipated to be completed by emergency field responders.

For example: the action checklist for Suppression Companies provided in Part Two, may state the following, but further forms and checklists would probably be needed if the task is to be completed in a standardized way throughout the jurisdiction. See the attached forms on a method used to report valuable information in a uniformed manner, have all stations perform the same tasks, with known response priorities and standardized forms.

<i>Current Assignment</i>	<i>EOC/Field Assignment</i>
SUPPRESSION COMPANIES	FIELD OPERATIONS
<input type="checkbox"/> Implement necessary actions for safety of personnel <input type="checkbox"/> Move all apparatus and personnel to pre-designated safe locations <input type="checkbox"/> Monitor the primary disaster response radio frequency <input type="checkbox"/> Report situation/readiness status to Battalion Chief via scheduled roll call/status checks <input type="checkbox"/> Conduct "windshield" survey of first in area, along pre-designated inspection routes, as required and as conditions permit <input type="checkbox"/> Conduct critical facility inspections, as required and as conditions permit (leave one person in station to handle walk-in medical aids, communications, managing volunteers, etc. <input type="checkbox"/> Conduct firefighting, medical aids, search and rescue, hazardous materials, and heavy search and rescue operations, as assigned by Battalion Chief <input type="checkbox"/> Secure quarters. If unable to secure, provide security if possible <input type="checkbox"/> Before rehousing, inspect quarters for evidence of structural damage. If structural stability is in question, rehousing will not be permitted.	



**Example of Battalion Status Report  
Information Requested from Each Station**

Personnel Injuries:	<input type="checkbox"/> Okay	<input type="checkbox"/> Minor	<input type="checkbox"/> Major	<input type="checkbox"/> Trapped
Facility Damage:	<input type="checkbox"/> Okay	<input type="checkbox"/> Minor	<input type="checkbox"/> Major	<input type="checkbox"/> Door Struck
Power:	<input type="checkbox"/> Normal	<input type="checkbox"/> Auxiliary	<input type="checkbox"/> No Power	
Telephones:	<input type="checkbox"/> Okay	<input type="checkbox"/> None Operational		
Units Operational:	<input type="checkbox"/> Engine(s)	_____		
	<input type="checkbox"/> Truck(s)	_____		
	<input type="checkbox"/> Paramedics	_____		
Reserve Units Available:	<input type="checkbox"/> Engine(s)	_____		
	<input type="checkbox"/> Truck(s)	_____		
	<input type="checkbox"/> Paramedics	_____		
Special Comments:	_____			
	_____			
	_____			

**Station Responsibilities  
Checklist Example**

Captain

- Assess personnel for any life threatening injuries
- Assess immediate area (station) for earthquake damage and safety
- Monitor (specific) radio frequency for roll call and station status

Engineer

- Move engine out of station

Station Personnel #3

- Shut off utilities, as necessary
- Remain in station to handle walk-in medical requests
- Remain in station to handle communications and other duties, as necessary

[Major Earthquakes only - Captain's Discretion]

Station Personnel #4

- Determine if station is on normal or auxiliary power
- Check that telephone hand sets are "on" their hook

*Example of Station Status Report Form*

## STATION STATUS REPORT

Personnel Injuries:     Okay     Minor     Major     Trapped

Facility Damage:       Okay     Minor     Major     Door Struck

Power:                     Normal     Auxiliary     No Power

Telephones:             Okay     None Operational

Units Operational:     Engine(s) \_\_\_\_\_

Truck(s) \_\_\_\_\_

Paramedics \_\_\_\_\_

Reserve Units Available:  Engine(s) \_\_\_\_\_

Truck(s) \_\_\_\_\_

Paramedics \_\_\_\_\_

Special Comments:    [Brief statement on fires and/or damage visible from the station, important information only.] \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

### RESPONSE PRIORITIES:

- Conduct Windshield Survey
- Prioritize situations and resource requirements based on Windshield Survey
- Communicate situation status report and needs to Battalion Chief
- Consider personnel needs for an extended operational period beyond the 72-hour supplies provided
- Document all activities on Unit Log (ICS 214)
- Register civilian volunteers as Disaster Service Workers
- Relay the availability of civilian volunteers with specific specialties to the Battalion Chief; volunteers may be needed elsewhere in the City
- Re-house units only after building safety and stability is ensured and directed by Battalion Chief.

## INFORMATION SHEET #18

## TOPIC: CEM - FOUR PHASES OF PLANNING

INTRODUCTION: A Comprehensive Emergency Management (CEM) approach to meeting a potential "disaster" consists of four identifiable phases – **Mitigation, Preparedness, Response and Recovery**. When each component is used to lessen the impact of a "disaster" and to improve the actions taken after the incident occurs, then loss to life and property, the environment, and the economic basis of a community, will benefit from these planning activities. Although these phases overlap, each has its own objectives and serves as a building block for the next phase. After reading this information, complete the exercise on the last page.



**MITIGATION** is defined as "Any action taken to reduce or permanently eliminate the long-term risk to human life and property from natural and technological hazards." Hazard mitigation can reduce the severity of the affects of a disaster by reducing the cause or occurrence of the hazard, reducing exposure to the hazard, or reducing the effects through preparedness, response, and recovery measures.

By developing mitigation programs that affect the impact of future disasters, planners break the cycle of damage, reconstruction, and repeated damage. Mitigation can take place both during recovery from a past disaster and during preparedness for a potential disaster. The goal is to *reduce risk* through a process of anticipating what actions may be needed to reduce the potential disaster or what actions would actually avoid the disaster completely. The following are a few mitigation measures or activities that may be used to reduce the impact of a known risk:

- obtain "specific disaster" insurance
- perform a Hazard Analysis, identify your risks
- improve or supplement communications systems
- implement or improve disaster education programs
- draft or support laws, ordinance and codes to lessen risks
- install or improve warning system(s).

**PREPAREDNESS** is defined as those "Actions taken in advance of an emergency to *develop operational capabilities* and facilitate an effective response in the event an emergency occurs." Preparedness is undertaken before a disaster occurs, to build emergency management capacity. It focuses on the development of emergency operation plans and policies; identifying and obtaining needed equipment and systems; developing procedures and training personnel.

**RESPONSE** is defined as those "Actions taken *immediately* before, during and directly after a disaster to *save lives*, minimize damage to property and enhance the effectiveness of recovery." The purpose of response activities is to minimize personal injury and property damage through emergency functions such as warning personnel, evacuation of personnel to safer areas, search and rescue efforts, and provision of shelter and medical services.

**RECOVERY** is defined as those "Activities which return vital life support systems to minimum operating standards and long-term activities designed to return life to normal or improved levels." Recovery activities begin immediately following a disaster and include assessing damage, clearing debris, and restoring vital services and economic stability to the community. Longer-term recovery activities include *rebuilding and redeveloping the community* and implementing mitigation programs. Recovery is an ongoing process whose "beginning and end" are difficult to pin down; recovery may continue for many years or even decades after a disaster.

**REFERENCES:**

Federal Emergency Management Agency, *Post-Disaster Hazard Mitigation Planning Guidance for State and Local Government*, DAP-12, September 1990.

International City Management Association, *Emergency Management: Principles and Practice for Local Government*, Washington, D.C., 1991

## CEM FOUR PHASES OF PLANNING EXERCISE

**Directions:** Read over each activity. It will describe a phase within a Comprehensive Emergency Management (CEM) planning program. Select the one phase of planning which most nearly matches the activity described. Write the initial(s) which denote your response in the brackets ([ ]). Using the following initial(s) to indicate:

<b>M</b>	=	<b>MITIGATION</b>
<b>P</b>	=	<b>PREPAREDNESS</b>
<b>RS</b>	=	<b>RESPONSE</b>
<b>RY</b>	=	<b>RECOVERY</b>

**Example:** [ RY ] Provide crisis counseling to employees.

- [ ] Obtain earthquake insurance.
- [ ] Apply for disaster loans and grants to rebuild storage facility.
- [ ] Purchase mobile public address system.
- [ ] Provide emergency medical supplies to injured person.
- [ ] Survey an area for damage and write down specific information.
- [ ] Develop a procedure detailing the evacuation routes for your home.
- [ ] Activate an area to collect information about the flood.
- [ ] Train surrounding households on how to store food and water.
- [ ] Oppose legislation that allows building in known flood plains.
- [ ] Provide housing for people on a temporary basis.
- [ ] Research the effects of toxic chemicals on rubber and plastic.
- [ ] Subscribe to a disaster organization's newsletter.
- [ ] Obtain and store sheets of plywood and heavy plastic.
- [ ] Support building codes that insure earthquake-safe construction.
- [ ] Develop and implement written agreements to obtain heavy equipment.
- [ ] Obtain approval on the policy to schedule employees during emergencies.
- [ ] Participate in meetings on plan development and emergency functions.
- [ ] Inventory employees for their special skills appropriate to disaster response.
- [ ] Provide protection for employees and others during severe weather.
- [ ] Conduct a Hazard Analysis.
- [ ] Begin cleaning up broken glass and fallen ceiling tiles.
- [ ] Identify essential information, store copies in another county or state.
- [ ] Contact your local jurisdiction's EOC to report injuries and damage.

## INFORMATION SHEET #19

## TOPIC: THE STAFFORD ACT (MITIGATION PLANNING)

**INTRODUCTION:** Within the Comprehensive Emergency Management concept mitigation is defined as "any action taken to reduce or permanently eliminate the long-term risk to human life and property from hazards." As the need for Federal disaster assistance continues to grow due to losses from natural hazards, FEMA has placed renewed emphasis on reducing the potential for future disaster losses through the implementation of hazard mitigation programs and activities. Mitigation has also grown increasingly important to state and local governments, who must bear the agony of loss of life and property during and after a disaster. Mitigation activities can occur before, during and after a disaster, and may overlap all phases of emergency management.

The Robert T. Stafford Disaster Relief and Emergency Assistance Act (PL 100-707) amends the Disaster Relief Act of 1974 (PL 93-288). Under Section 409, the Act requires that for all Presidential declarations for Federal disaster assistance or FEMA authorized Fire Suppression Assistance, a **post-disaster mitigation plan** be developed. (This requirement may be to update, amend, or expand an existing mitigation plan developed prior to the current declaration. In cases where no mitigation plan exists or where earlier plans are determined inadequate, new plans will be required.)

Following Federal disaster declarations, hazard mitigation plans have been prepared in many states including California. All disaster declarations and affected jurisdictions differ, therefore, each mitigation plan may differ. However, at a minimum, each plan shall include the following:

- ◇ An evaluation of the natural hazards in the designated area;
- ◇ A description and analysis of the state and local hazard management policies programs, and capabilities to mitigate the hazards in the area;
- ◇ Hazard mitigation goals and objectives and proposed strategies, programs, and actions to reduce or avoid long-term vulnerability to hazards; and
- ◇ A method of implementing, monitoring, evaluating, and updating the mitigation plan. Such evaluation is to occur at least on an annual basis to ensure that implementation occurs as planned, and to ensure that the plan remains current.

Hazard mitigation is a strategy that protects people or property from losses due to anticipated risks. Hazard mitigation can reduce the severity of the affects of a disaster by reducing the cause or occurrence of the hazard, reducing exposure to the hazard, or reducing the effects through preparedness, response, and recovery measures.

The Emergency Management Coordinator must be an advocate for change. Whether applied in post disaster reconstruction or during pre-disaster planning efforts, hazard mitigation provides planners with guidelines for reducing losses from future disasters.

By developing mitigation programs that lessen the impact of future disasters, planners break the cycle of damage, reconstruction, and repeated damage. Post-disaster planning is actually pre-disaster planning, and effective plans are essential to disaster preparedness, response, and recovery. The following are a few mitigation measures or activities that may be used by a community to reduce the impact of a known risk:

- implement or improve building standards
- improve or supplement communications systems
- designate or improve capability of Emergency Operating Center
- locate or purchase equipment or apparatus
- implement or improve public education program
- develop land-use management
- draft laws, ordinance and codes
- install or improve warning system(s), and
- prepare crowd-control procedures, curfew and price gouging resolutions.

**REFERENCES:**

Federal Emergency Management Agency, *Post-Disaster Hazard Mitigation Planning Guidance for State and Local Government*, DAP-12, September 1990.

The Federal Emergency Management Agency (FEMA) has promulgated rules for implementing the "Stafford Act", Section 409 requirement. These rules can be found at 44 CFR Part 206 Subpart M.

**DISASTER  
RISK**

## INFORMATION SHEET #20

## TOPIC: THE INTEGRATED EMERGENCY MANAGEMENT SYSTEM (IEMS)

**INTRODUCTION:** The goal of the Integrated Emergency Management System is to develop and maintain a credible emergency management capability nationwide by integrating activities along functional lines at all levels of government and, to the fullest extent possible, across all hazards.

State and local governments can achieve this goal by:

- determining the hazards and magnitude of risk in a logical, consistent manner
- assessing the existing and required capability with respect to those hazards, and
- establishing realistic local and state-tailored plans that lay out necessary actions for closing the gap between existing and required levels of capability.

These efforts are related and must be undertaken sequentially. The identification of hazards forms the basis for assessing capability and determining the capability shortfall. The shortfall, in turn, leads to preparation of a multi-year development plan. These initial steps are the starting point for integrating emergency management activities on a multi-hazard, functional basis.

Although the Integrated Emergency Management System (IEMS) underscores capability development, the process recognizes that current operations must be conducted according to existing plans and with existing resources, and that these operations can contribute to the developmental effort. The process, therefore, includes two paths: one focusing on current capabilities and activities (Steps 1 - 7); and the other emphasizing capability improvement (Steps 8 - 13).

**Step 1: Hazard Analysis** Knowing what could happen, the likelihood of it happening, and having some idea of the magnitude of the problems that could arise, are essential ingredients for emergency planning. The first step, then, is for the jurisdiction to identify the potential hazards and to determine the probable impact each of those hazards could have on people and property. This task need not be complicated or highly sophisticated to provide useful results. What is important is that all hazards that pose a potential threat to the jurisdiction are identified and addressed in the jurisdiction's emergency response planning and mitigation efforts.

**Step 2: Capability Assessment** The next step for the jurisdiction is to assess its current capability for dealing with the hazards that have been identified in Step 1. Current capability is determined against standards and criteria the Federal



**Step 7: Evaluation** The outcome of the emergency operations (Step 6) should be analyzed and assessed in terms of actual versus required capabilities and considered in subsequent updates of Steps 2 and 8. Identifying the need for future mitigation efforts should be an important part of each evaluation. Tests and exercises should be undertaken for the purpose of evaluation, especially where disasters occur infrequently.

**Step 8: Capability Shortfall** The difference between current capability (Step 2) and the optimum capability reflected in the standards and criteria established by FEMA represents the capability shortfall. The areas not currently meeting the assessment criteria should receive primary consideration when preparing the jurisdiction's multi-year development plan (Step 9).

**Step 9: Multi-Year Development Plan** Based on the capability shortfall, the jurisdiction should prepare a Multi-Year Development Plan (MYDP) tailored to meet its unique situation and requirements. The plan should outline what needs to be done to reach the desired level of capability. Ideally, this plan should cover a five-year period so that long-term projects can be properly scheduled and adequately funded. The plan should include all activities to be undertaken by the jurisdiction regardless of the funding source.

When used in conjunction with the hazards analysis and capability assessment results, these plans should be helpful in convincing local chief executives of the need for improvements and in presenting a logical, realistic schedule of the projects and activities that should be given priority over the next five years. At the state level, this information should be used to develop a statewide multi-year plan for supporting local development efforts and in determining priority state requirements for federal financial and technical support through Comprehensive Cooperative Agreements.

**Step 10: Annual Development Increment** With the multi-year development plan serving as a framework for improving capability over time, the next step is to determine in detail what is going to be done next year. Situations change each year, and perhaps more or less was accomplished the year before than had been planned. These factors should be reflected in modifications to the MYDP and in determining next year's annual increment. Through this process, emergency managers can provide their local officials and state counterparts with detailed descriptions of what they plan to accomplish in the coming year and their requirements for financial and technical assistance in support of these efforts.

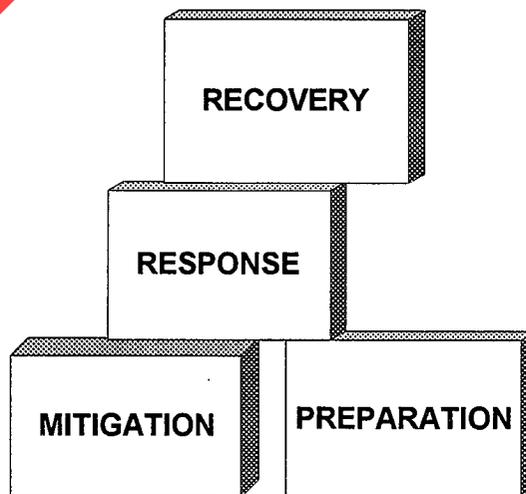
**Step 11: State/Local Resources** State and local governments are expected to contribute financially and in-kind to capability development and maintenance efforts, as they have done in the past. Some activities identified in the annual increment may be accomplished solely with local resources, while others may require state and/or federal support. Whatever the source of funding and other support, each project and activity should represent a necessary building block in the jurisdiction's overall capability development program.

**Step 12: Federal Sources** The federal government will continue to provide policy and procedural guidance, financial aid, technical support, and staff resources to assist state and local governments in developing and maintaining capability. FEMA's Comprehensive Cooperative Agreements with states will remain the vehicle for funding FEMA-approved projects and activities on an annual basis.

**Step 13: Annual Work Increment** As capability development projects and activities are completed, the jurisdiction's capability shortfall will be reduced. These improvements will be reflected in the capability assessment and capability shortfall (Steps 2 and 8) as the results of the process are reviewed each year. Emergency operations plans should then be revised to incorporate these improvements. Multi-Year Development Plans also should be modified in view of these changes and the experience gained during exercises and the conduct of actual emergency operations. Each state should provide a method of recording and consolidating local annual work increments.

#### Reference

FEMA, *The Integrated Emergency Management System: Process Overview*  
CPG 1-100 (Washington, D.C.) U.S. Government Printing Office, 1983.



## INFORMATION SHEET #21

## TOPIC: PLANNING FOR DISASTER RECOVERY

**INTRODUCTION:** Each year natural disasters bring destruction and death to human settlements. No community is immune to their havoc. Recovery, the fourth and final phase of the emergency management cycle, should do more than merely return the community to a normal or pre-disaster condition. Ideally, disaster recovery processes should improve the community and make it a better, safer place for citizens. Short-term recovery returns vital life support systems to minimum operating standard. Long-term recovery from a disaster may continue 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-sensitive. For example, business can be relocated and a commercial area turned into open space or park land. In other words, recovery should include a review of ways to avoid future emergencies and capitalize on opportunities to mitigate the effects of disasters that occur.

Article written by C. Ohlsen and C. Rubin, "Planning for Disaster Recovery," MIS Report, Vol. 25, No. 7, July 1993; printed in the *JEMS NEWS*, September 1993

The recovery phase is preceded by mitigation, preparedness and response. Recovery, the fourth stage, is an ongoing process whose "beginning" and "end" are difficult to determine; recovery may continue for many years or even decades after a disaster. Sometimes recovery is represented as bands of time in which response and recovery are distinct, and long-term recovery "follows" short-term recovery. In practice, however, there is no clear distinction between the response and recovery phases. Rather than thinking in terms of short and long-term recovery, it is more useful to focus on the key elements of the recovery process.

Recovery encompasses all domains of community life. **A community may have developed over the course of two centuries but it has to rebuild itself after a disaster in just a few years.** Recovery costs money, whether it involves replacing a few personal belongings or completely reconstructing multi-million dollar structures. Where the money comes from, who gets it, what it is used for, and when it is spent are essential considerations that drive the local recovery effort. Often, recovery financing is confounded by an intense power struggle between different interests within the community — real estate and business interests want to rebuild as quickly as possible while planners or environmentalists want to rethink existing land-use policies. A patchwork of sources pays for recovery, determined by individuals' or organizations' willingness to reinvest and the local government's ability to secure funds. From a local government recovery planning perspective, it is important to:

- ▶ Know how to declare an emergency and how to request gubernatorial and presidential declarations.

- ▶ Set up procedures for keeping accurate and special records of all disaster-related expense; typical examples include extra equipment and personnel, costs of temporary relocation, overtime, supplies and other resources used (some local governments have found it useful to set up special accounting codes that match the disaster assistance eligibility criteria of state and federal agencies).
- ▶ Prepare to receive immediate inquiries from victims, especially individuals, families, and small businesses, about the sources of aid and how to qualify.
- ▶ Make financial arrangements that take into account the fact that final federal and insurance payments may take months to several years depending on the length and complexity of the reconstruction process.

Local governments struggling to pick up the pieces in the wake of a disaster must first restore basic services and protect public safety. That done, they can approach long-term recovery as an opportunity to improve pre-disaster conditions and to mitigate future disasters. Lessons learned from communities that have been through disasters emphasize important components of a successful disaster recovery plan; foresight, coordination and communication. Before disaster strikes, local government officials should have the foresight to:

- ▶ Establish an up-to-date and realistic recovery plan
- ▶ Do their homework; understand the necessary procedures and regulations for applying for state and federal aid
- ▶ Begin recovery by relying on local resources without waiting for federal and state assistance; establish a local disaster contingency fund and initiate mutual aid agreements.

In the first stages of recovery, local officials should coordinate to:

- ▶ Marshal all local resources, which may include employees, residents, volunteers, business, neighboring jurisdictions, military, FEMA personnel, and private relief agencies
- ▶ Organize a total community recovery effort to enlist all departments in a broad-spectrum, long-term plan, rather than a "quick fix" to benefit special interests, and then follow the master plan
- ▶ Document recovery; keep detailed records and perform disaster surveys.

At all phases of planning and disaster management, local officials must communicate to:

- ▶ Cultivate a network for recovery assistance and disseminate details of the recovery plan
- ▶ Convey concern and a positive, take-charge attitude to the community
- ▶ Supply necessary information to avoid panic, rumors, inefficiency and frustration
- ▶ Encourage recovery managers to remain flexible and to expect unforeseen circumstances, make sure they are able to react and assign resources where needed
- ▶ Define difficulties in recovery and lessons learned and strategize on how to recover from future disasters.

## INFORMATION SHEET #22

**TOPIC: SEMS AND THE CALIFORNIA DISASTER AND CIVIL DEFENSE MASTER MUTUAL AID AGREEMENT**

**INTRODUCTION:** One of the documents that provides a foundation for the emergency management organization for all jurisdictions within the State of California is the *California Disaster and Civil Defense Master Mutual Aid Agreement*, commonly called the "Master Mutual Aid Agreement." Let us review briefly the contents and intent of the *Agreement*. The Standardized Emergency Management System (SEMS) has incorporated the mutual aid system into its requirements. Each emergency response agency will need to comprehend the Master Mutual Aid Agreement and its relationship to SEMS guidelines.

**California Disaster and Civil Defense Master Mutual Aid Agreement**

Basically states that each party that has signed the agreement shall prepare operational plans to use within their jurisdiction and outside of their area. Plans are to be both fire and non-fire related and include anticipated actions for natural, technological and war-related emergencies. The emergency operation plans adopted by the State of California support the concepts of the Incident Command System and Integrated Emergency Management System.

The California Disaster and Civil Defense Master Mutual Aid Agreement provides:

- a formal structure for all jurisdictions to follow in the request and providing of resources throughout the State of California;
- and states that no party signatory to the Agreement shall unreasonably deplete their own resources;
- that the responsible local official in charge at an incident shall remain in charge, including the direction of such personnel and equipment provided through the existing mutual aid system;
- and that reimbursement may be provided, under the California Disaster and Civil Defense Master Mutual Aid Agreement, to a jurisdiction that provided resources, in accordance with the policies and procedures established by the State Office of Emergency Services.

The State of California, all state agencies, all political subdivisions and fire districts have signed this *Agreement*. The California Master Mutual Aid Agreement was first prepared and adopted in 1950. Several operational plans supplement the *Agreement* and make up the policies and procedures we use today for the implementation of the mutual aid system.

**CALIFORNIA MUTUAL AID PROGRAM**  
Channels of Statewide Mutual Aid Coordination

<i>Coordinated by State OES</i>		<i>Coordinated by EMSA</i>	
FIRE and RESCUE	LAW ENFORCEMENT	EMERGENCY SERVICES	
Fire Mutual Aid System	Coroners Mutual Aid System	All other emergency services mutual aid, not included in other systems	Disaster Medical Mutual Aid System
Urban Search and Rescue Mutual Aid System	Law Enforcement Mutual Aid System	Volunteer Engineers Mutual Aid System*	
	Search and Rescue Mutual Aid System (not urban)	Public Works Mutual Aid System	
		Emergency Managers Mutual Aid System	
		Hazardous Materials Mutual Aid System*	
		Water Agency Response Network (WARN)*	

\*System currently under development. Source SEMS Guidelines, Exhibit E-3

As this chart depicts, there are several different types of mutual aid systems in existence within the State of California. The number and type of mutual aid systems is increasing as a need and resource is identified and organized by the State Office of Emergency Services.

An emergency manager must know the resources available and the proper procedures to follow to access the desired mutual aid resources.

The basic role of a mutual aid coordinator is to receive mutual aid requests, coordinate the provision of resources from within the coordinator's geographic area of responsibility, and to pass on unfilled requests to the next level (as well as information and status). Mutual aid requests that do not fall into one of the discipline-specific mutual aid systems are handled through the

Emergency Services Mutual Aid System by emergency management staff at the local government, operational area, regional, and state levels.

In addition, some local governments have specific mutual aid (and automatic aid) agreements with other nearby local governments. These agreements may provide for specific types of mutual aid in certain contingency situations or for response to defined geographic areas.

### Overview of SEMS Response

The following describes generally how the Standardized Emergency Management System (SEMS) is intended to work for various emergency situations. The situations are described in terms of the involvement and interactions of the given SEMS levels, and are intended to apply to all types of disasters that may occur in California. This discussion assumes that appropriate emergency declarations and proclamations (and actions) are made. Note that SEMS may be activated and resources mobilized in anticipation of possible disaster.

#### **Local Incident within Capability of Local Government**

**Field response:** Field units respond as needed using the Incident Command System. Resources are requested through local government dispatch centers.

**Local government:** Supports field response as needed. Small incidents generally do not require activation of the local government Emergency Operations Center (EOC). Emergency management staff may monitor the incident for possible increase in severity. Larger incidents may necessitate activation of the EOC. Local government will notify the operational area when the EOC is activated.

**Operational Area:** Activation of the Operational Area EOC is generally not needed for small incidents, but consideration should be given to possibility of the incident becoming larger. The Operational Area EOC would be activated if the local government activates its EOC and requests Operational Area EOC activation.

#### **Single Jurisdiction Incident--Local Government Requires Some Additional Resources**

**Field response:** Field units respond as needed using the Incident Command System. Resources are requested through dispatch centers, department operations centers, or in some cases the EOC.

**Local government:** Supports incident commanders with available resources. The local government Emergency Operations Center is activated. Local government notifies the operational area lead agency. Resources are requested through operational area emergency management staff and appropriate mutual aid coordinators. (In some cases, mutual aid may be obtained directly from neighboring local governments under local mutual aid agreements.) Local government retains responsibility for managing the response.

**Operational Area:** Operational area emergency management staff and mutual aid coordinators locate and mobilize resources requested by local government. Emergency management staff and mutual aid coordinators generally operate from normal departmental locations for handling limited resource requests, and the EOC is not activated. Emergency management staff and mutual aid coordinators will communicate with each other as needed to coordinate resource mobilization. If requested by the affected local government, emergency management staff will activate the Operational Area EOC and notify the OES Regional Administrator.

### **Major Single Jurisdiction Disaster--Local Government Requires Additional Resources**

**Field response:** Field units respond as needed using the Incident Command System. One or more Incident Commands may be established depending upon the size and nature of the disaster. Resources are requested through dispatch centers, department operations centers, or EOC.

**Local government:** Supports incident commanders with available resources. Local government activates its Emergency Operations Center and notifies the operational area lead agency. Resources are requested through operational area emergency management staff and mutual aid coordinators. Local government retains responsibility for managing the response.

**Operational Area:** Lead agency activates operational area emergency operations center. Operational area emergency management staff and mutual aid coordinators locate and mobilize resources requested by local government. Mutual aid coordinators go to the EOC or send representatives depending on circumstances. Resources not available within the operational area are requested through the OES Regional Administrator and regional mutual aid coordinators.

**Regional:** OES Regional Administrator activates regional emergency operations center (REOC) and notifies State OES headquarters. OES Regional Administrator and regional mutual aid coordinators locate and mobilize resources requested by the operational area.

**State:** State Operations Center is activated. State OES staff monitor situation.

**Major Area-Wide Disaster--Damage in Multiple Operational Areas**

**Field response:** Field units from the affected jurisdictions respond as feasible using the Incident Command System. Incident Command Posts may be established at various sites throughout the disaster area. Resources are requested through dispatch centers, department operations centers, or EOCs.

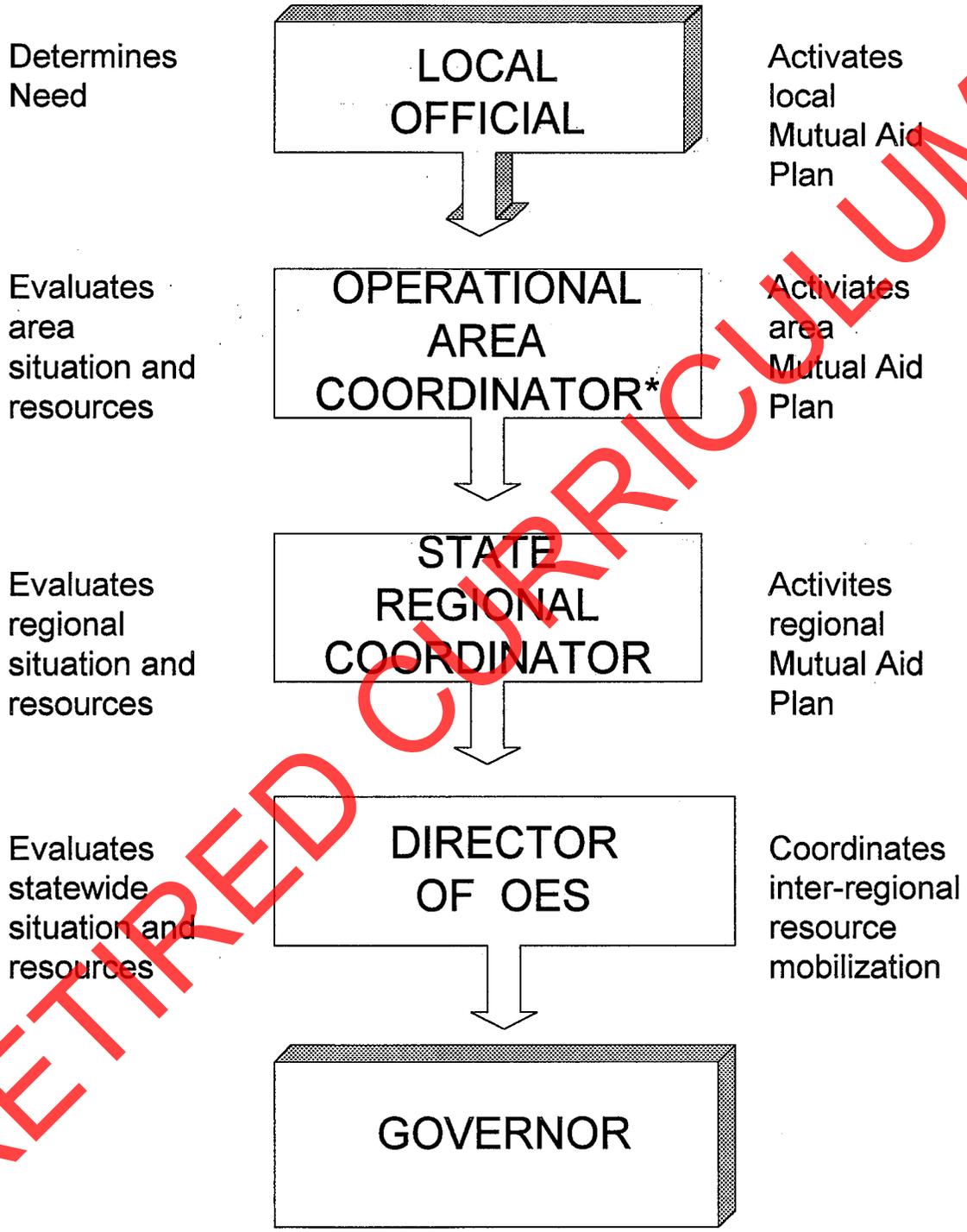
**Local governments:** Ability to respond may be severely impaired. Local governments assess capability and report situation to operational area. Local governments mobilize all available resources. EOCs establish priorities, allocate available resources to support the field response, and request assistance through the operational area. Local governments retain responsibility for managing the response within their jurisdictions.

**Operational areas:** Lead agency activates Emergency Operations Center and notifies OES Regional Administrator. Emergency operations center assesses situation and reports information to the regional emergency operations center (REOC). The emergency management staff and mutual aid coordinators mobilize available resources in the operational area, request additional resources through the REOC and regional mutual aid coordinators, and provide overall situation information to local governments.

**Regional:** OES Regional Administrator activates regional emergency operations center (REOC) and notifies State OES headquarters. REOC staff and regional mutual aid coordinators locate and mobilize resources available within the region and from state agencies. Additional resources are requested through the State Operations Center (SOC). State agency representatives are requested for the REOC to assist in coordinating support to the disaster area. REOC monitors situation and updates State Operations Center.

**State:** State Operations Center (SOC) is activated and state agency representatives are requested to staff the SOC. SOC coordinates state agency response and mobilization of mutual aid resources from unaffected regions. SOC may direct activation of other OES REOCs to assist in resource mobilization. State agency department operations centers are activated. Federal assistance is requested, if needed. SOC continuously monitors situation.

# REQUEST FOR MUTUAL AID



\* Resources are deployed.

## INFORMATION SHEET #23

TOPIC: **DECLARATION OF A LOCAL EMERGENCY**

INTRODUCTION: A situation that threatens life and property can suddenly mature into a full-blown disaster. Before that occurs, the jurisdiction should forecast when and how to declare a Local Emergency.

*LOCAL EMERGENCY: The existence of conditions that pose extreme peril to the safety of persons and property within the territorial limits of a county, city and county, or city, in the absence of a duly proclaimed state of emergency, which conditions are a result of an emergency created by great public calamity such as air pollution, extraordinary fire, flood, storm, earthquake, civil disturbances or other disaster which is or is likely to be beyond the control of the services, personnel, equipment and facilities of that agency and require the combined forces of other local agencies to combat. (California Emergency Services Act, Chapter 7 of Division 1 of Title 2 of the Government Code - 1970 Statues.)*

Basically, a declaration of a *Local Emergency* is the production of a written document that states a specific incident or a series of events has caused a threat to the community. Through this document, the jurisdiction is requesting assistance, protection under State laws, and financial compensation for itself and its citizens. There should exist an ordinance that declares the specific positions or titles, and their alternates, that are authorized to sign the declaration of a *Local Emergency*.

When the declaration of a *Local Emergency* has been signed, the local jurisdiction should continue to coordinate their emergency response efforts with the Operational Area (county), and notify the State Office of Emergency Services (OES). Both of these agencies will require a copy of the declaration. The proper chain of command is still local jurisdiction to Operational Area (county). The Operational Area reports to the appropriate Region for the State Office of Emergency Services (OES). The regional office will then forward the request to the OES Director. The OES Director then forwards the information to the Governor of the State of California.

The State Office of Emergency Services (OES) will further require damage assessments in monetary terms and specific information on resources committed, length of predicted emergency, etc. When the emergency has far reaching effects and has the potential of overwhelming the local resources from more than one agency, consideration must be given to requesting from OES a *State of Emergency* and/or a declaration of a *Major Emergency*.

***STATE OF EMERGENCY:** The duly proclaimed existence of conditions of extreme peril to the safety of persons and property within the state caused by such conditions as air pollution, fire, flood, storm, civil disturbances or earthquake, the Governor's warning of an earthquake or volcanic prediction, or other conditions, except as a result of war-caused emergencies, which conditions by reason of their magnitude are or are likely to be beyond the control of the services, personnel, equipment and facilities of any single county, city and county, or city, and would require the combined forces of a mutual aid region or regions to combat. "State of Emergency" does not include, nor does any provision of the California Mutual Aid Plan apply to any condition resulting from a labor controversy. (California Emergency Services Act.)*

A State of Emergency declaration is signed by the Governor. It is a written document that says the entire state is being threatened by a disaster that could be beyond the combined forces of a mutual aid region or regions to combat.

A governor's request for federal aid, addressed to the President, is forwarded to the appropriate Federal Emergency Management Agency (FEMA) regional director. Presidential Executive Order 12148, delegates the primary responsibility for administering the Disaster Relief Act to FEMA. The analysis and review process can take a few hours or a few days. For this reason, it should **not** be assumed that action on a request for federal aid will be either quick or approved. Local officials should continue to prioritize their response efforts to fit within their budgetary constraints and guarantees of public assistance from the federal government should **not** be given to the citizens.

A governor's request may seek individual assistance, public assistance or both. **Individual assistance** can provide help to individuals and families, and the coordination of aid to businesses, including farmers. **Public assistance** (some times known as "civil or public works" assistance) provides funding assistance and technical expertise to aid local and state governments and certain private, non-profit organizations to repair essential facilities. Public assistance is designed to provide federal aid to repair damaged or destroyed facilities essential to the overall integrity of the affected political jurisdiction and to protect public health, safety, and welfare. Public assistance can include repairs to roads, bridges, parks, city halls, public libraries, publicly held hospitals and utilities, and other facilities of this type. Public assistance can also be used to clear debris.

***MAJOR DISASTER:** Any 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 under the Federal Disaster Relief Act, above and beyond emergency services by the Federal Government, to supplement the efforts and available resources of States, local governments and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby. (Disaster Relief Act of 1974, Public Law 93-288.)*

## INFORMATION SHEET #24

TOPIC: **DISASTER SERVICE WORKER**

**INTRODUCTION:** The term "Disaster Service Worker" refers to various people that can be used in an emergency situation. A person can be registered as a Disaster Service Worker as a means of providing their services on a voluntary basis without pay or compensation, yet still be eligible for Workmen's Compensation through the State of California. A person can be impressed into service (influenced by a governmental entity to provide a service without pay or compensation) and will be covered by the State of California's Workmen's Compensation Program. Public employees are also considered Disaster Service Workers and as such, are required to provide their services during emergency situations.

**LABOR CODE, WORKMEN'S COMPENSATION**  
*Chapter 1. General*

**Section 3211.9 Disaster Council**

"Disaster council" means a public agency established by ordinance which is empowered to register and direct the activities of disaster service workers within the area of the county, city, city and county, or any part thereof, and is thus, because of such registration and direction, acting as an instrumentality of the state in aid of the carrying out of the general governmental functions and policy of state.

**Section 3211.92 Disaster Service Worker**

"Disaster service worker" means any natural person who is registered with a disaster council for the purpose of engaging in disaster service pursuant to the California Emergency Services Act without pay or other consideration.

"Disaster service worker" includes public employees and also includes any unregistered person impressed into services during a state of war emergency, a state of emergency, or a local emergency by a person having authority to command the aid of citizens in the execution of his or her duties.

Persons registered with a disaster council at the time that council becomes accredited need not reregister in order to be entitled to the benefits provided by Chapter 10 (commencing with Section 4351).

"Disaster service worker" does not include any member registered as an active firefighting member of any regularly organized volunteer fire department, having official recognition, and full or partial support of the county, city, or district in which such fire department is located.

## GOVERNMENT CODE

### Section 8656

All of the privileges and immunities from liability; exemptions from laws, ordinances, and rules; all pension, relief, disability, workers' compensation, and other benefits which apply to the activity of officers, agents, or employees of any political subdivision when performing their respective functions within the territorial limits of their respective political subdivisions, shall apply to them to the same degree and extent while engaged in the performance of any of their functions and duties extraterritorially under this chapter.

### Section 8657

Privileges and immunities of volunteers or unregistered persons impressed into service; liability of political subdivisions, officers, employees, etc., for personal injury or property damage

(a) Volunteers duly enrolled or registered with the Office of Emergency Services or any disaster council of any political subdivision, or unregistered persons duly impressed into service during a state of war emergency, a state of emergency, or a local emergency, in carrying out, complying with, or attempting to comply with, any order to regulation issued or promulgated pursuant to the provisions of this chapter or any local ordinance, or performing any of their authorized functions or duties or training for the performance of their authorized functions of duties, shall have the same degree of responsibility for their actions and enjoy the same immunities as officers and employees of the state and its political subdivisions performing similar work for their respective entities.

(b) No political subdivision or other public agency under any circumstances, nor the officers, employees, agents, or duly enrolled or registered volunteers thereof, or unregistered persons duly impressed into service during a state of war emergency, a state of emergency, or a local emergency, acting within the scope of their official duties under this chapter or any local ordinance shall be liable for personal injury or property damage sustained by any duly enrolled or registered volunteer engaged in or training for emergency preparedness or relief activity, or by any unregistered person duly impressed into service during a state of war emergency, a state of emergency, or a local emergency and engaged in such service. The foregoing shall not affect the right of any such person to receive benefits or compensation which may be specifically provided by the provisions of any federal or state statute nor shall it affect the right of any person to recover under the terms of any policy of insurance.

## INFORMATION SHEET #25

TOPIC: **ORIENTATION SEMINAR**

**INTRODUCTION:** There are five elements of an exercise program, only three of which are actually considered exercises. The Orientation Seminar is the first element in the exercise program.

The orientation seminar is exactly what the name implies: an orientation to a plan, procedure, organization, or idea. The seminar is relatively easy to conduct and serves the dual purpose of familiarization and motivation. The orientation seminar involves bringing together those with a role or interest in a plan, problem or procedures. The variety of methods available to conduct the orientation include lecture, film, slides or other visuals, and panel discussion.

Uses made of the orientation seminar generally focus on something new, as illustrated in the following checklist of reasons for an orientation seminar.

Reasons for Orientation Seminars

- No previous exercise of an emergency agency or function
- New plan, SOP, annex, or appendices
- New staff or leadership

Scope

Hazard: High profile  
 Agencies: All that have an emergency management role  
 Number of Participants: One or two for each function or service (police, fire, communications, warning, etc.)  
 Personnel Involved: Management, policy, coordination, operations staff  
 Types of Action: Walk through, role identification, negotiation  
 Degree of Realism: None

Requirements

Exercise Experience: None  
 Staff Preparation: Minimal  
 Preparation Time: Two weeks  
 Skills: Leadership planning  
 Materials: Paper plan  
 Stimulus: Lecturer/Facilitator  
 Physical Facilities: Sizable conference room  
 Communication Facilities: None  
 Support: Chief executive officer, all service chiefs, key operations staff.

## INFORMATION SHEET #26

## TOPIC: DRILLS

**INTRODUCTION:** There are five elements of an exercise program, only three of which are actually considered exercises. the second element is the drill.

A drill is an activity that tests, develops, or maintains skills in a single emergency response procedure such as: communication drills, fire drills, command post drills, call back procedure drill, etc.). A drill usually involves actual field response, activation of emergency communication networks, and equipment and apparatus that would be used in a real emergency. The effectiveness of a drill is its focus on a single, or relatively limited portion of the overall emergency management system in order to evaluate and improve it.

Reasons for Drills

- Tests single emergency response function
- Involves actual field response
- Enables agency to practice/test single procedure or function under realistic conditions.

Scope

Hazard:	Any that highlight procedure being tested
Agencies:	All emergency management personnel/agencies
Number of Participants:	Depends on procedure/function being tested
Personnel Involved:	Coordination, operations and response personnel
Types of Actions:	Actual simulated response, decision-making, resource allocation
Degree of Realism:	Live transmission of simulated messages.

Requirements

Exercise Experience:	Orientation
Staff Preparation:	Some experience, understanding of the function being tested by the agency
Preparation Time:	One month
Skills:	Good understanding of single component being tested
Materials:	SOP's, functional annex being reviewed and tested
Stimulus:	Actual message being transmitted plus written
Physical Facilities:	Field scene or EOC
Communication Facilities:	Radio, telephone, other if appropriate
Support:	Involvement of agency or function being tested
Inform:	Others that would be <u>impacted</u> in real emergency or drill.

## INFORMATION SHEET #27

TOPIC: **TABLETOP EXERCISES**

**INTRODUCTION:** A tabletop exercise is an activity in which elected and appointed officials and key agency staff; or dependent agencies, departments and organizations, are presented with simulated emergency situations without time constraints. Tabletop exercises are usually informal, held in a conference room environment, and designed to elicit **constructive discussion** by the participants as they attempt to examine and then resolve problems based on existing emergency operations plans. The purpose is for participants to evaluate plans and procedures and to resolve questions of coordination and assignment of responsibilities in a non-threatening format with minimum stress.

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The tabletop exercise, in its simplest form, begins with a simulated event that is usually described in a narrative with optional accompanying support documents, such as pictures, maps, charts, etc. The purpose of these materials is to create for the players an emergency management "scene" to which they will respond. Response is made to a set of problems related to the emergency scene. Discussion takes place among the participants to solve the problems presented using the resources available to them. The tabletop exercise is a deliberate attempt to examine basic emergency management planning and resource allocation problems without concern for time, pressures, stress, or actual simulation of specific events. Individuals are encouraged to **discuss decisions** in depth and the emphasis is on slow-paced problem solving rather than rapid, spontaneous decision-making.

A more sophisticated form of the tabletop exercise still requires the preparation of a narrative description of an event; however, messages distributed to the players provide the actual stimulus for responses. In this way, the tabletop exercise can assume two components of the higher level exercises (functional and full-scale). First, messages can be given to individuals or to small groups for decisions. This contrasts with the more basic approach when the entire assembled group collectively resolves problems. Second, messages can be given simultaneously. This raises the need for coordination among individuals or groups, thus increasing the realism of the exercise.

Even with this increased dimension of realism through messages, the tabletop exercise strives to keep levels of stress and frustration low. There is no time schedule for sending messages; when a decision is made or action taken, the next message is given. Similarly, there is no rigid schedule for the entire exercise. If a

problem arises, the controller can stop the exercise to straighten it out. The controller can ask questions (why? what was the impact? did the participants perceive the same impact?). The controller may have to direct the participants to think cooperatively on "what if" or "current" situations. If a message is particularly perplexing, it should be discussed by the entire group.



#### Reasons for Tabletop Exercises

- New plan, SOP, annex, or appendices
- New key staff or chief executive
- Practice problem solving as a group
- Increase familiarity of chief executive with staff problem solving techniques
- Gain experience in staff interpersonal relations
- Staff role coordination
- Examine a specific case or problem that presents a risk to the jurisdiction
- Evaluate the validity of a plan or annex
- Familiarize agencies with their roles and possible role conflicts
- Examine personnel allocation contingencies
- New, potentially hazardous facility operations
- New industrial risk perceived
- New mutual aid agreement with other jurisdictions
- For more advanced tabletop exercises:
  - Familiarize players with more sophisticated techniques of exercising
  - Test individual or group message interpretation
  - Test message handling procedures
  - Observe information sharing
  - Assess interagency coordination capabilities
  - Highlight the importance of the coordination function
  - Train individuals or groups in negotiation and resource allocation.

Scope

Hazard:	Any priority
Agencies:	All agencies with a policy, planning or response role
Number of Participants:	One or two for each emergency function
Personnel Involved:	Policy/coordination/operations managers
Types of Actions:	Problem solving, brainstorming, resource allocation, decision-making, task coordination
Degree of Realism:	Situation set up by a scenario narrative (low key messages).

Requirements

Exercise Experience:	None
Staff Preparation:	Minimal
Preparation Time:	One month
Skills:	Leading group discussion, materials development
Materials:	Situation narrative and problems
Stimulus:	Problems, written or oral messages
Physical Facilities:	General purpose room, conference table
Communication Facilities:	None
Support:	Chief executive and key service chiefs
Inform:	Others that would be impacted in an actual emergency.

## INFORMATION SHEET #28

TOPIC: **FUNCTIONAL EXERCISES**

**INTRODUCTION:** The functional exercise is an activity designed to test or evaluate the capability of an individual function, or complex activity within the emergency management organization. It is applicable where the activity is capable of being effectively evaluated in isolation from other emergency management activities. [Functions described in an emergency operations plan are: warning, evacuation, shelter management, transportation, security, mass care (food, water, lodging).]

The functional exercise is one of the goals of an emergency management exercise program. These exercises are fully simulated, using messages that can be either written, or transmitted by telephone or radio, or both. The functional exercise creates stress by increasing the frequency of messages, intensity of activity, the complexity of decisions, and/or the requirements for coordination.

The problems the messages/directives evoke should be complex and realistic. Responses must be rapid and effective. In short, the functional exercise is to simulate, to the maximum degree, the reality of an operation in a functional area.

The functional exercise takes more preparation time than the tabletop, may require a significant allocation of resources, and major commitment from the service chief having responsibility for the function(s) involved.

Reasons for Functional Exercises

- Evaluation of any function or complex activity
- Observe (in the Direction and Control Function) the physical capabilities of the EOC or command center
- Reinforce established policies and procedures
- Help with hospital accreditation
- Test deployment of seldom used resources
- Evaluate resource adequacy.

Scope

Hazards:	Any that highlight function being tested
Agencies:	Active and involved
Number of Participants:	Few to several disparate multi-agency functions
Types of Actions:	Decision-making, coordination, communications
Degree of Realism:	Intense, fully simulated (written) messages.

Requirements

Exercise Experience:	Completion of progressively complex series
Staff Preparation:	Team with considerable experience and functional expertise
Preparation Time:	Three months (variable by function)
Skills:	Promotion, logistics, simulation
Materials:	Written messages; simulated transmission
Physical Facilities:	Appropriate exercise environment, simulation facilities
Communication Facilities:	Telephone and selected radio, other if appropriate
Support:	Key service chief(s) and/or department head(s)
Inform:	Others that would be impacted in real emergency or drill.



## INFORMATION SHEET #29

TOPIC: **FULL-SCALE EXERCISES**

**INTRODUCTION:** A full-scale exercise is intended to evaluate the **operational capability** of an emergency management function in an interactive manner over a substantial period of time. It involves the test of a major portion of the basic elements existing within emergency operations plans and organizations in a stressful environment. 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.

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Full-scale exercises add an integration and coordination component to the functional exercise. They do not substitute for simulation, rather they complement it. Events and messages are complex and detailed. Many are pre-scripted and scheduled while others may be input dynamically by controllers in response to the flow of the exercise.

Full-scale exercises greatly expand the scope and visibility of the exercise program. As a result, a full-scale exercise done well can result in substantial improvement in public attention and credibility. At the same time, a poorly conducted exercise can jeopardize the credibility of the emergency management program. Full-scale exercises should be the culmination of an exercise development program that has grown with the capacity of the jurisdiction to conduct exercises in an on-going cycle of progressively more in-depth evaluation.

#### Reasons for Full-Scale Exercises

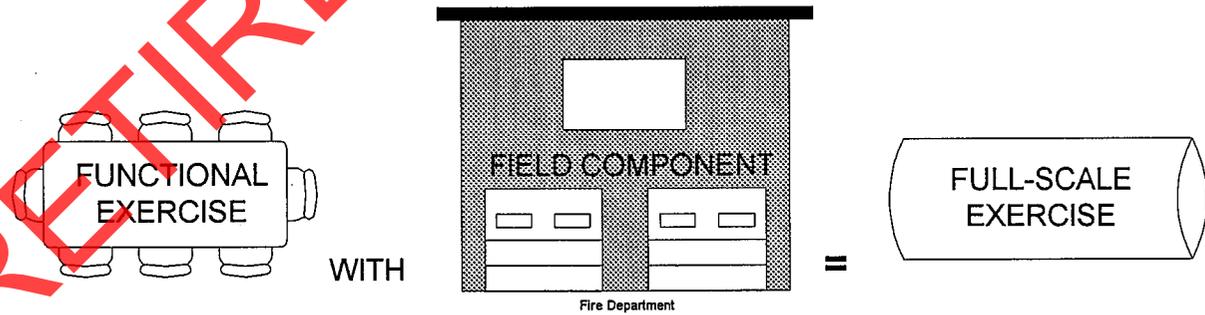
- Build a positive relationship with an emergency service director
- Draw media and community attention to emergency management
- Coordination of information
- Test communications
- Evaluate interagency cooperation
- Practice negotiation and compromise
- Resource and personnel allocation
- Test message handling.

Scope

Hazards: Highest priority  
 Agencies: Active and involved  
 Number of Participants: Few to several disparate functions  
 Personnel Involved: Policy, coordination, operations and response personnel  
 Types of Actions: Direction and control, field operations, field command posts, coordination, negotiation  
 Degree of Realism: Intense, live transmission of simulated messages.

Requirements

Exercise Experience: Functional exercises and multiple drills  
 Preparation Staff: Functional, tabletop and drill experience is preferred  
 Preparation Time: Over three months  
 Skills: Good understanding of single component being tested  
 Materials: Master Schedule of Events Listing (MSEL) writing, simulation development  
 Stimulus: Messages, actual transmission and written  
 Physical Facilities: EOC, field locations, simulation room (prepare for inclement weather)  
 Communication Facilities: Radio, telephone, other if appropriate  
 Support: Chief executive, key service chiefs and media  
 Inform: Elected officials, news media, public information office, surrounding jurisdictions and neighboring community where action may occur.



## INFORMATION SHEET #30

TOPIC: **Tabletop Exercise Development Examples**

**INTRODUCTION:** After you have completed assessing the need for an exercise in your community, there are five other steps to follow in developing an exercise. The following examples and questions are presented to help you through this process.

### Scenario Development Worksheet/Exercise Scope

1. List the highest priority threat to your community or company, whether it be natural, technical or war-related hazards (i.e., Flood; Hazardous Materials; Tornado; Attack).
2. What geographical areas or subdivisions are most vulnerable to these high priority emergencies?

THREAT	VULNERABLE AREAS
FLOOD	SOUTHSIDE RESIDENTIAL RIVERFRONT SHOPPING MALL RIVERSIDE INDUSTRIAL AREA RIVERVIEW MARINA RIVER SUPERSTRUCTURES
TORNADO	EASTSIDE RESIDENTIAL RIVERSIDE INDUSTRIAL AREA EAST/WEST REDEVELOPMENT

3. List the agencies/departments from "most" to "least" in these three categories:
  - ◇ Frequently in Operation
  - ◇ Experienced with Major Disaster
  - ◇ Participation with Emergency Management Program.
4. The type of personnel you want to have in the exercise are:
  - ⇒ Policy making (elected officials, department heads)
  - ⇒ Coordination (managers, EOC representatives, department deputies)
  - ⇒ Operations (field personnel, headquarters staff level)
  - ⇒ Support agencies (Red Cross, utilities, school board)
  - ⇒ Public representatives (media).
5. The type(s) of operations you want participant to engage in, include: [i.e., warning; security/re-entry; emergency public information; shelter management; mass care (food, water, lodging); evacuation; transportation].
6. Design the amount of stress, complexity and time pressure you wish to instill in the exercise (high, medium, low).

### Developing a Statement of Purpose

1. Examine your answers to the Scenario Development Worksheet on the previous page. Those answers should form the basis for a statement of purpose for your planned emergency management exercise.
2. Use your answers to write an exercise statement of purpose. Fill in the spaces of the following statement:

"The purpose of the proposed emergency management exercise is to improve the following emergency operations:

<i>Warning</i>	}	Type of operations to be exercised
<i>Security and Re-entry</i>	}	
<i>Emergency Public Information</i>	}	
<i>Shelter Management</i>	}	

by involving the following agencies and personnel:

<i>Fire</i>	}	Agencies and personnel involved
<i>Police</i>	}	
<i>Public Works</i>	}	
<i>EMS, PIO</i>	}	

in a simulated (*hazard*)  
emergency at (*geographical location or specific area*)."

### Examples of Tabletop Exercise Objectives

- ◆ To differentiate the capabilities of the fire/rescue department to effectively perform fire fighting, rescue, hazardous materials containment, and similar hazard abatement duties during major emergency or disaster.
- ◆ To identify and implement a policy/procedure for the replacement of fatigued personnel during an emergency or disaster.
- ◆ To compare the capabilities of the jurisdiction to handle routine/normal incidents faced on a day-to-day basis with those anticipated for a major emergency.
- ◆ To contrast the various capabilities of departments to initiate mutual aid plans and their coordination with like-agencies in surrounding communities.
- ◆ To determine the ability of the search and rescue procedure to guide the participants through the necessary steps to prevent loss of life in buildings located on the lower east side of the city.
- ◆ To determine the capability of the jurisdiction to provide shelters and mass care to the population of the marina district for a four-day period.

### Tabletop Exercise Narrative Example

Steady rain has been falling in the region due to a moisture-laden low pressure system. Early into the storm, a "Flood Watch" was issued by the National Weather Service (NWS). Within ten hours after the rain began to fall, the NWS issued a Flood Warning for low-lying areas along small streams. Some roads had to be closed and a small number of residents had to be evacuated along overflowing streams located northwest of the city (see map).

At present, sixteen hours have elapsed since the rain began. Based on reports from designated citizens with rain gauges, it has been learned that total rainfall across the jurisdiction ranges from 4.1 to 4.7 inches. The soil has reached the saturation point, thus causing extensive runoff. Designated river spotters, water level gauges, and/or electronic river-rise warning devices indicate that the river has risen to a dangerous level.

The 4-hour forecast calls for continued rainfall, with a clearing trend possible. Based on this data, the NWS issued a Flood Warning for areas along the river basin. Police report additional road closings due to high water, and a couple dozen more residents have been evacuated. Water levels are rising steadily, as a driving rain continues to fall.

It is now 3:00 p.m. The EOC has been opened and the staff has assembled.

### Exercise Message Examples

For clarity of routing messages and maintaining a flow within the exercise, all messages should be routed at a set time with the planned purpose of eliciting a specific action or decision. However, some messages may be scripted to add to the confusion (stress) of the participants. Messages should be thought-provoking!

- ◆ Water continues to rise. River approaching flood stage. Debris is piling up at bridges. Water treatment plant reports water is now to top step.
- ◆ Hazardous items have been seen floating in the flood waters, such as drums of chemicals, oil slicks, propane cylinders, sharp objects, large trees, etc. Poisonous snakes have also been reported swimming around buildings.
- ◆ Shelters are running low on supplies, especially food. Evacuees have forgotten to bring vital medications.
- ◆ House on Nelson Drive contains six children under four years of age. The baby-sitter is only 11 years old. They are in an upstairs bedroom, water is over two feet deep in the house. The baby-sitter refuses to let the kids leave until the mother returns.
- ◆ Mayor's mother was in the XYZ nursing home evacuated earlier, but never showed up at the shelter. He requests help in locating her.

RETIRED CURRICULUM

**OPTIONAL  
READING / RESOURCE  
MATERIALS**

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Optional Reading #A, LP #8 - FEMA

## INTRODUCTION: DISASTER RELIEF PROGRAM

### WHAT FEMA CAN AND CANNOT DO

Few people know about - or even understand - the President of the United States' disaster relief program. That program is administered for the President by the Federal Emergency Management Agency (FEMA) through its State and Local Programs and Support Directorate.

This FEMA information is designed to explain the different aspects of federal disaster assistance. It outlines what FEMA *can* - and what it *cannot* - do to assist state and local governments in recovering from the ravages caused by a disaster.

- It stresses that while FEMA brings supplemental help in the form of monetary and technical assistance to states and local governments after a Presidential declaration is made, the Agency is **NOT** a first responder. Rather, its mission is to support the states and local governments with their first response activities, and to assist with the recovery efforts.
- It notes that when FEMA teams arrive to help a damaged community, it is not the "be-all to end-all" agency that many think it is. It is limited by law on how much money can be granted or loaned to disaster victims. And funds for state and local governments' disaster relief efforts generally cover 75 percent of the awards made; state and local governments must pick up the rest.

We hope this information will help you understand the disaster relief program, and that you will keep this information in your files, ready to refresh your knowledge the next time disaster strikes!



### BEFORE DISASTER STRIKES

FEMA's primary mission is to help the nation get ready to meet emergencies of any kind *before* they happen. Key areas of FEMA involving assistance are:

#### Preparedness:

- Annual funding and technical guidance to states for multi-hazard preparedness, including civil defense readiness, natural disaster and emergency planning.
- Project coordination and financial support for disaster-specific preparedness programs in areas prone to earthquakes and hurricanes.
- Preparedness planning assistance involving hazardous materials accidents and offsite emergencies around commercial nuclear power plants.
- Financial aid to states for hazard reduction projects and federal insurance to mitigate damages caused by floods.

Training:

- Training courses and national teleconferences for state and community emergency personnel on preparedness and response subjects.
- Joint exercises with states and local governments to test response and recovery capabilities for all emergencies.

Education:

- National awareness campaigns to educate the public about the dangers posed by natural and man-made hazards and how to safeguard against them.

**WHEN DISASTER STRIKES****When disaster strikes, when does FEMA respond?**

The answer to this often-asked question involves an established three-tier chain of governmental responsibilities that is conditioned by these two basic factors:

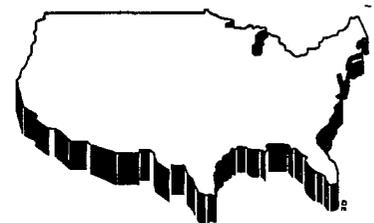
1. Disasters, whether caused by nature or man, are largely localized events, not national emergencies;
2. By law, federal disaster assistance declared by the President is intended to supplement state and local emergency resources, not supersede them. The fact that disasters are essentially local rather than national emergencies places the order of response first with the affected local governments followed by state assistance as needed.

*Local and State Response*

At the local level, emergency response and recovery resources normally include:

- Police, fire, rescue, medical evacuation, communications, transportation and public works services;
- Local volunteers and private interest groups that assist with emergency response activities;
- Humanitarian organizations that provide emergency shelter, food, medical supplies and, in some cases, funding for short-term transitory housing and grants to meet immediate disaster-related needs; and,
- Insurance coverage, including federally backed flood insurance, which pays for private, business and public property losses.

If necessary, these resources can be augmented by state emergency funding, as well as assistance from state agencies needed to meet basic human needs, restore public services, and preserve law and order.



### *Federal Assistance*

At any time during the response or recovery phase of a disaster, the resources of the following federal agencies can be made available at the request of a state's Governor without a Presidential declaration:

- U.S. Department of Defense to assist with short-term emergency operations ranging from debris removal to the temporary repair of essential public facilities;
- U.S. Coast Guard for search and rescue operations;
- U.S. Army Corps of Engineers for emergency flood protection;
- Small Business Administration for low-interest homeowner and business loans to cover uninsured damages;
- U.S. Department of Agriculture for emergency loans, grants, and other aid to farmers and ranchers;
- Federal Highway Administration for repairs to federal-aid roadways; and
- U.S. Department of Health and Human Services for assistance involving public health and welfare measures.

### **THE DISASTER LAW**

By federal law, commonly known as the Stafford Act of 1988, a major disaster means an incident caused by any act of nature, or any fire, flood or explosion, which in the determination of the President results in damages of such severity and magnitude that federal aid is needed to supplement the efforts and available resources of the state and local government. An emergency is defined as any occasion or instance which in the judgment of the President requires federal assistance to supplement state and local capabilities to save lives and protect property, public health and safety, or to lessen or avert the threat of a major disaster.

The key words in these legal definitions that are critical to a Presidential declaration are:

- The effects of a disaster or emergency must be of sufficient "severity and magnitude" and,
- Federal aid is necessary to "supplement the efforts and available resources" of state and local governments.

In addition to these pivotal terms, the law also specifies that the effects of either event must be proven to be beyond the recovery capabilities of the state and local governments.



**In short, then, before the President acts, it must be clearly shown that the situation is more than state and local governments can handle and that federal assistance is needed as back-up to their available capabilities and resources.**

**THE DECLARATION PROCESS**

When disaster strikes:

- Step 1.* Local emergency teams, joined by volunteers and the private sector, are the first responders.
- Step 2.* If recovery efforts are beyond local government capabilities, it turns to the state for help.
- Step 3.* If together, state and local governments cannot handle the disaster recovery, the Governor requests help from the President through a FEMA Regional Office.
- Step 4.* The FEMA Regional Office evaluates the request and sends its recommendation to FEMA headquarters for review.
- Step 5.* FEMA's recommendation on the request is forwarded to the President for a decision.
- Step 6.* Following a declaration, FEMA sends an emergency team and a Federal Coordinating Officer (FCO) to the disaster area to coordinate the delivery of federal supplemental help.

**The declaration process in more detail:**

- Local emergency and public works personnel, volunteers, humanitarian organizations, and other private interest groups provide emergency assistance required to meet immediate human needs and restore essential services vital to the public health and safety.
- At the same time, preliminary damage and impact information is gathered by local government and emergency officials and conveyed to the state office of emergency services where the local recovery is monitored.
- If necessary, the Governor declares a State of Emergency and invokes the state's emergency plan to augment individual and public needs as required, including the use of the National Guard's military resources.
- When the state determines that the recovery appears to be beyond these combined resources, a request for FEMA to conduct a preliminary damage assessment is made.
- FEMA personnel from the regional office responsible for the area where the disaster occurred are deployed and join state and local representatives to conduct joint damage assessments and submit the results to the Governor's office.
- If the state judges that this survey data indicates full recovery is beyond available capabilities, the Governor submits a written request to the President through FEMA's regional office asking that federal aid be provided under a major disaster or emergency declaration.
- Following a FEMA regional and national office review of the request and findings of the joint damage survey, the Agency's Director provides the President with an analysis of the disaster conditions and a recommended course of action.
- From this information, the President declares a major disaster or emergency exists in the state, or FEMA advises the Governor of a denial of the request.

**EMERGENCY ASSISTANCE**

Presidential declarations can be for either emergencies or major disasters.

Emergencies are generally incidents which are limited in their scope and effects, and only require federal aid to supplement immediate response efforts rather than to meet long-term recovery needs. Consequently, a Presidentially declared emergency is designed for short-term relief and can include:

- Use of federal personnel, equipment, supplies and facilities;
- Federal managerial, technical and advisory guidance necessary to protect public safety and health and restore essential services;
- Temporary housing for individuals and families, and public debris removal services as the situation warrants.

In extreme incidents, this assistance also can be coupled with a major disaster declaration to meet immediate human and public needs as required during the early response stages of a disaster while the process for long-term recovery begins.

**AID FOR PEOPLE AND COMMUNITIES**

FEMA has three major assistance programs that help with disaster recovery: Individual Assistance, Public Assistance, and Hazard Mitigation.

*Individual Assistance*

Individual assistance is a generic term that means aid from a number of federal and state agencies for any person, family, business owner or farmer who sustained losses as a direct result of a major disaster. The main forms of this assistance include:

- Rental payments for those who need temporary housing (FEMA);
- Funding to make home repairs (FEMA, SBA, State);
- Grants up to \$11,500, adjusted annually to the Consumer Price Index, for an individual or family to help meet serious disaster-related needs and necessary expenses not covered by other programs (State);
- Unemployment assistance for disaster-related job losses;
- Low interest loans set at certain ceilings to cover uninsured private and business property damages, and for farm production and equipment losses (SBA), and,
- Financial assistance for businesses to meet working capital needs, and for agricultural emergency requirements.

Besides these major programs, a number of advisory services also can be made available for affected people, including:

1. Crisis counseling
2. Tax Assistance
3. Social Security assistance
4. Veterans benefits
5. Legal aid.

*Public Assistance*

Public assistance, or aid to affected local governments, is provided to help pay for part of the costs for the rebuilding of a community's damaged infrastructure. Typical aid can include:

- Reimbursable payment of at least 75 percent of the approved costs for debris removal, emergency protective measures and the repair or replacement of damaged public property;
- Loans needed by communities to perform essential local governmental functions;
- Grants to restore damaged public elementary and secondary schools, and for maintenance and operation expenses; and,
- Funding for the repair or reconstruction of damaged highways on the Federal Aid System.

*Hazard Mitigation*

Hazard mitigation is defined as the measures taken to reduce the risk to life and property from future disasters. Mitigation measures encompass a wide range of actions and include such projects as:

- Adoption of seismic standards for buildings in earthquake prone areas;
- Elevation of structures in identified flood zones;
- Set-back requirements for development in coastal high hazards areas;
- Construction of debris basins in landslide prone locations;
- Flood warning and preparedness plans;
- Use of fire resistant roofing materials in areas subject to wildfires.

The Hazard Mitigation Grant Program (HMGP) is the principal source of funding for disaster related hazard mitigation projects. HMGP provides up to 50% funding to state and local governments and to private non-profit organizations for mitigation projects that substantially reduce the risk of future damage, hardship, loss, or suffering in areas affected by a major disaster. Major program requirements:

- Mitigation projects must be cost effective;
- Projects must be consistent with the state's post-disaster hazard mitigation plan (a condition for receiving Federal disaster assistance);
- HMGP funding is limited to 10% of the total estimated for permanent restorative work under the public assistance program;
- Local governments and private non-profit organizations must submit funding applications to the state, which is responsible for administering the program.

**THE RECOVERY PROCESS**

Federal recovery operations are coordinated by FEMA and begin immediately after the President approves a Governor's request for a major disaster or emergency declaration. The following activities are generally representative of the federal recovery effort in most incidents.

*National Level*

Immediately following the President's declaration, the FEMA Director designates:

- The areas which will be eligible for federal assistance;
- The types of aid that will be made available under the declaration; and
- The FEMA official to serve as the Federal Coordinating Officer (FCO) responsible for directing and coordinating all phases of the federal recovery effort.

In an extreme situation, the FEMA director also can activate and coordinate all federal agency resources from the national level until federal field recovery operations can be established in the affected area following a declaration.

*Recovery Site Activities*

The FCO opens a Disaster Field Office (DFO), usually jointly with the State Coordinating Officer (SCO) appointed by the Governor. This nerve center:

1. Serves as the administrative control arm;
2. Announces the areas where assistance will be made available; and
3. Sets the application procedures for recovery aid.

*Applying for Disaster Assistance*

Within 24 hours after declaration, a central toll-free 800-telephone number is operational to accept applications for assistance. Four days after declaration, Disaster Application Centers (DACs) are established by the FCO and SCO and serve as centralized locations for people to immediately apply for housing, grants, loans and other long-term aid.

*Disaster Application Centers (DAC) Operations*

DACs are staffed by federal, state and locally trained personnel who interview, register, and assist applicants in filing for aid. They remain open as long as the FCO and SCO deem necessary to ensure that the recovery needs of the majority of those affected are recognized.

When DACs close, the central toll-free telephone number, as well as those of the participating agencies, continue to operate for individuals who still may need to make applications or obtain assistance and information.

*Home Inspections*

Information about losses supplied by applicants must be verified before actual aid is provided. This is done shortly after an application has been filed and is conducted by authorized personnel who visit applicants' homes to inspect damages and determine the recovery aid that is required.

**DISASTER FUNDS**

The President's Disaster Relief Fund is the primary source of funding for federal disaster relief. Administered by FEMA, the Fund is supported by annual budget allocations from Congress, including supplemental appropriations as may be required to meet declared major disaster and emergency obligations.

The Fund is separate from other FEMA budget authorities that are used to support state and local emergency preparedness and response planning activities. The Fund is activated when the President declares a major disaster or emergency and can be used only for that purpose. FEMA recovery programs for which the Fund is applied include:

- Home repairs or rental assistance;
- Grants for individuals and/or families;
- Unemployment assistance;
- Crisis counseling;
- Community loans to support essential government functions, and
- Public assistance costs for debris removal, emergency protective measures and the repair or replacement of damaged public facilities.

The President's Disaster Relief Fund also covers:

1. The administrative expenses of a recovery,
2. Approved projects to mitigate hazards, and
3. Reimbursement costs to federal agencies assigned recovery missions by FEMA.

In addition to FEMA-administrated programs, a number of other federal agencies also provide funding under their own authorities following a Presidential declaration. These include the Small Business Administration for loans to cover personal and business losses; U.S. Department of Agriculture programs for farm property, production or other losses or agricultural needs; and the Federal Highway Administration for repair costs to roadways on the Federal Aid Systems.

**FREQUENTLY ASKED QUESTIONS**

***Once a Governor requests federal aid, how long does it take before a final decision is reached?***

There isn't any legally prescribed timetable. In general, the processing time depends on a number of variables, including procedures set by law, the size and severity of an incident, the devastation caused, the immediate threat posed to life and property, and the response capabilities of the state and local governments.

***Are there established criteria used by FEMA to determine if federal disaster aid is warranted?***

The federal disaster law restricts the use of arithmetical formulas or other objective standards as the sole basis for determining the need for federal supplemental aid. As a result, FEMA evaluates a number of factors in reviewing a Governor's request, among which are:

- The efforts of state and local government to respond to the disaster;
- The availability of private insurance, including federally backed flood insurance;
- Assistance available from federal agencies, charitable organizations, volunteers and other private interest groups;
- The impact on public health and safety, including any unmet needs basic to the preservation of life and the protection of property;
- The impact on state and local financial resources;
- State and local involvement in recent disasters; and
- The efforts by state and local governments to implement hazard mitigation measures.

***Does the state have any recourse if FEMA denies a request?***

Under current law, a Governor can file a written appeal within 30 days of the denial notification. The appeal normally should contain additional information, such as damages not previously considered, to substantiate the need for federal assistance. Following a re-survey of the affected area by FEMA, the appeal is processed in the same way as the original request.

***Is there a difference between non-declared and declared emergency assistance?***

The Stafford Act of 1988 empowers the President, at the written request of a Governor, to order the use of the U.S. Defense Department's resources before a declaration to assist in emergency operations for a period of no longer than ten (10) days. In a Presidentially declared emergency, the resources of all federal agencies can be made available for the duration of the emergency. These same resources also can be provided simultaneously with long-term assistance under a major disaster declaration during an extreme or catastrophic event.

***What kinds of materials and supplies does FEMA maintain to meet immediate emergency needs?***

FEMA does NOT stockpile or warehouse emergency materials. These resources are supplied by other federal agencies and made available through FEMA mission assignments after the needs are identified by state and local emergency officials.

***How much federal money is made available for an emergency or major disaster recovery?***

No floor nor ceiling dollar amount is set for any single recovery. FEMA and other participating agencies make funding available in the amount that it takes to help return an affected area to pre-disaster conditions.

***Can applications for assistance be made immediately after a declaration?***

Yes, once a central toll-free "800" telephone service is operational. Where Disaster Application Centers (DACs) are involved, there is normally a four (4) day waiting period because of the time needed to establish and equip DAC locations.

***How much paperwork is involved in applying for assistance?***

The only form that has to be filled out is a single-sheet application which asks for basic information about the applicant and the losses incurred. The form is all that's needed for housing assistance and grants, and serves as the first step in applying for loans to cover uninsured property losses. A FEMA representative completes the form for disaster victims.

***How long does it usually take for people to receive assistance?***

Under normal recovery conditions, rental payments can be provided in about a week after an application is made. If an immediate loan denial is made, then grants may be provided in about two (2) weeks after application. Property loans generally take longer because of required processing procedures associated with credit and repayment capabilities.

***Does the law set a time limit for applying for assistance?***

Applications must be made within sixty (60) days from the date of the President's declaration. This limit can be extended in cases where the Federal Coordinating Officer (FCO) determines additional time is warranted.

***Is funding that Congress especially appropriates as a result of disaster used specifically for that recovery?***

All funding authorized by Congress for disaster or emergencies is dedicated to the President's Disaster Relief Fund unless otherwise specified. The appropriation is rolled into the fund's existing balance and used to meet federal obligations for the specific incident, as well as any other that may be declared by the President.

1992 Release

Optional #B, LP #8 - FEMA

## PUBLIC SAFETY OFFICERS' BENEFIT PROGRAM

### \$127,499.00

The Public Safety Officers' Benefit (PSOB) Program was created by passage of the Public Safety Officer's Benefit Act on September 29, 1976. The Act has been amended since its passage. The first amendment extended coverage to federal public safety officers; and later amendments extended coverage to public rescue squad and ambulance crew members who are responding to emergencies.

The PSOB Program provides a \$127,499.00 death benefit to the eligible survivors of a federal, state or local public safety officer whose death was the result of a traumatic injury sustained in the line of duty. The PSOB is a federal program that is administered by the United States Department of Justice, Bureau of Justice Assistance. A constant fund of \$12 million is maintained for the payment of benefits under the PSOB Program.

Coverage under the PSOB Program applies to fatal injuries sustained by firefighters on or after September 29, 1976. Coverage for emergency medical services (EMS) personnel applies only to fatal injuries sustained on or after October 1, 1986.

#### Definitions

**Public safety officer** is a federal, state or local law enforcement officer, firefighter, or public rescue squad or ambulance crew member.

**Firefighter** is a person with authority to suppress fires. (Support personnel such as dispatchers are not covered.)

**Volunteer firefighter**, rescue squad, or ambulance crew member must be an officially recognized or designated member of a legally organized volunteer department, rescue squad, or ambulance department serving a public agency. To meet these requirements, a volunteer department must be chartered, administered, or operated by a unit of government to act on its behalf in providing service to the general public. Volunteer departments or fire brigades formed by a private entity are not covered.

**Line of duty** shall mean for:

Firefighters any action authorized or obligated by law, rule, regulation, or condition of employment. This definition is interpreted very broadly, so that a firefighter who

sustains a fatal injury in a training exercise or during response to a false alarm would be covered. The definition is broad enough to cover non-emergency situations.

Rescue squad and ambulance crew members only those actions performed responding to a fire, police or other emergency or life-threatening situation. Rescue squad and ambulance crew members are not covered in situations such as transporting a patient from one hospital to another, unless the transfer is considered a medical emergency.

Both firefighters and EMS personnel, the definition of line of duty covers authorized off-duty (as well as on-duty) emergency response. Off-duty response is covered when the actions are normally associated with the person's official duties. In other words, an off-duty firefighter attempting to rescue people from a burning building would be considered to be performing an action normally associated with his or her official duties. In addition, the action performed by the off-duty public safety officer must be within the person's own jurisdiction or within a jurisdiction that has a mutual aid pact with his or her department.

**Eligible survivor** is the public safety officer's spouse or child. If the public safety officer is not survived by a spouse or children, his or her dependent parents become eligible survivors. No PSOB payment is made when there is no eligible survivor.

**Spouse** is the person to whom the officer is legally married. Common law spouses are eligible in states which recognize common law marriage.

**Children** are eligible if they are 18 years of age or younger; or between 18 and 23 years of age and a full-time student; or over 18 years of age but incapable of self-support because of mental or physical disability.

**Parents** are considered dependent only if they receive more than one-third of their support from the public safety officer.

**Traumatic injury** is a wound or other condition of the body caused by an external force. Examples of traumatic injuries for firefighters include a blunt force injury from a fall or vehicle accident or from a blow by an object such as a falling wall; burns; or inhalation injuries caused by fire, chemicals, or toxic gases.

The PSOB Act usually does NOT cover heart attack deaths that are duty-related. However, it does cover those deaths where a line-of-duty traumatic injury was a "substantial factor" in the heart attack death. The most common traumatic injury suffered by a firefighter whose death results from a heart attack is carbon monoxide poisoning from smoke inhalation. In order for "substantial factor" in the heart attack death (and therefore qualify the eligible survivors for a PSOB payment under the program), the level must be proven to be at 10% or higher saturation for non-

smokers and at 15% for smokers. In order to provide the proof required, fire departments should order a toxicology analysis with a specific request that exact toxic levels be listed in the report. If the family approves, an autopsy also should be performed.

Benefits under the PSOB Act will not be paid when a public safety officer's death is the result of his or her intentional misconduct, gross negligence, suicide or voluntary intoxication.

**Gross negligence** is defined to include disregard for one's own life, even if the actions are heroic.

The standard for defining **intoxication** is a blood alcohol level of 0.20% or higher. In cases where the blood alcohol level is higher than 0.10% but under 0.20%, benefits may be paid if there is evidence to prove that the officer was not acting in an intoxicated manner prior to death.

Benefits will not be paid to any survivor whose actions were a substantial contributing factor to the death of the public safety officer. This rule covers the unlikely situation of someone arranging the on-duty death of an officer in order to collect the payment.

#### How to Apply for Benefits

When a line-of-duty death occurs, the public safety officers' employing agency should call the PSOB staff at the U.S. Justice Department. Their staff will assist in filing a claim for the officer's family. The employing agency should be prepared to answer basic questions about the circumstances of the death and the composition of the officer's family.

#### Other Information

PSOB payments are intended to supplement, not substitute for, compensation paid by state or local government agencies. The United States Supreme Court has ruled that the PSOB payment is "intended to give supplemental benefits to the survivors, not to assist states by subsidizing their benefit programs." As a result, compensation from state or local agencies may not be reduced because federal benefits are paid.

PSOB Program benefits are not subject to federal income tax (IRS Ruling Number 77-235, IRB 1977-28). In addition, since benefits are not estate payments, they also are not subject to federal or state estate taxes.

[Department of Justice, Washington, D.C. (202) 307-0635 ]

Optional Reading #C, LP #10, Jurisdictional Responsibility for Emergency Management

## CALIFORNIA DISASTER AND CIVIL DEFENSE MASTER MUTUAL AID AGREEMENT

Usually called the Master Mutual Aid Agreement. This important document has been reprinted in its entirety for your review.

### CALIFORNIA DISASTER AND CIVIL DEFENSE MASTER MUTUAL AID AGREEMENT

This agreement made and entered into by and between the STATE OF CALIFORNIA, its various departments and agencies, and the various political subdivisions, municipal corporations, and other public agencies of the State of California;

#### WITNESSETH:

WHEREAS, It is necessary that all of the resources and facilities of the State, its various departments and agencies, and all its political subdivisions, municipal corporations, and other public agencies be made available to prevent and combat the effect of disasters which may result from such calamities as flood, fire, earthquake, pestilence, war, sabotage, and riot; and

WHEREAS, It is desirable that each of the parties hereto should voluntarily aid and assist each other in the event that a disaster should occur, by the interchange of services and facilities, including, but not limited to, fire, police, medical and health, communication, and transportation services and facilities, to cope with the problems of rescue, relief, evacuation, rehabilitation, and reconstruction which would arise in the event of a disaster; and

WHEREAS, It is necessary and desirable that a cooperative agreement be executed for the interchange of such mutual aid on a local, county-wide, regional, state wide, and interstate basis;

NOW, THEREFORE, IT IS HEREBY AGREED by and between each and all of the parties hereto as follows:

1. Each party shall develop a plan providing for the effective mobilization of all its resources and facilities, both public and private, to cope with any type of disaster.

2. Each party agrees to furnish resources and facilities and to render services to each and every other party to this agreement to prevent and combat any type of disaster in accordance with duly adopted mutual aid operational plans, whether heretofore or hereafter adopted, detailing the method and manner by which such resources, facilities, and services are to be made available and furnished, which operational plans may include provisions for training and testing to make such mutual aid effective; provided, however, that no party shall be required to deplete unreasonably its own resources, facilities, and services in furnishing such mutual aid.
3. It is expressly understood that this agreement and the operational plans adopted pursuant thereto shall not supplant existing agreements between some of the parties hereto providing for the exchange or furnishing of certain types of facilities and services on a reimbursable, exchange, or other basis, but that the mutual aid extended under this agreement and the operational plans adopted pursuant thereto, shall be without reimbursement unless otherwise expressly provided for by the parties to this agreement or as provided in Sections 1541, 1586, and 1587, Military and Veterans Code; and that such mutual aid is intended to be available in the event of a disaster of such magnitude that it is, or is likely to be, beyond the control of a single party and requires the combined forces of several or all of the parties to this agreement to combat.
4. It is expressly understood that the mutual aid extended under this agreement and the operational plans adopted pursuant thereto shall be available and furnished in all cases of local peril or emergency and in all cases in which a STATE OF EXTREME EMERGENCY has been proclaimed.
5. It is expressly understood that any mutual aid extended under this agreement and the operational plans adopted pursuant thereto, is furnished in accordance with the "California Disaster Act" and other applicable provisions of law, and except as otherwise provided by law that: "The responsible local official in whose jurisdiction an incident requiring mutual aid has occurred shall remain in charge at such incident including the direction of such personnel and equipment provided him through the operation of such mutual aid plans." (Sec. 1564, Military and Veterans Code.)
6. It is expressly understood that when and as the State of California enters into mutual aid agreements with other states and the Federal Government that the parties to this agreement shall abide by such mutual aid agreements in accordance with law.

7. Upon approval or execution of this agreement by the parties hereto all mutual aid operational plans heretofore approved by the State Disaster Council, or its predecessors, and in effect as to some of the parties hereto, shall remain in full force and effect as to them until the same may be amended, revised, or modified. Additional mutual aid operational plans and amendments, revisions, or modifications of existing or hereafter adopted mutual aid operational plans, shall be adopted as follows:
- a) County-wide and local mutual aid operational plans shall be developed by the parties thereto and are operative as between the parties in accordance with the provisions of such operational plans. Such operational plans shall be submitted to the State Disaster Council for approval. The State Disaster Council shall notify each party to such operational plans of its approval, and shall also send copies of such operational plans to other parties to this agreement who did not participate in such operational plans and who are in the same area and affected by such operational plans. Such operational plans shall be operative as to such other parties 20 days after receipt thereof unless within that time the party by resolution or notice given to the State Disaster Council, in the same manner as notice of termination of participation in this agreement, declines to participate in the particular operational plans.
  - b) State-wide and regional mutual aid operational plans shall be approved by the State Disaster Council and copies thereof shall forthwith be sent to each and every party affected by such operational plans. Such operational plans shall be operative as to the parties affected thereby 20 days after receipt thereof unless within that time the party by resolution or notice given to the State Disaster Council, in the same manner as notice of termination of participation in this agreement, declines to participate in the particular operational plan.
  - c) The declination of one or more of the parties to participate in a particular operational plan or any amendment, revision, or modification thereof, shall not affect the operation of this agreement and the other operational plans adopted pursuant thereto.
  - d) Any party may at any time by resolution or notice given to the State Disaster Council, in the same manner as notice of termination of participation in this agreement, decline to participate in any particular operational plan, which declination shall become effective 20 days after filing with the State Disaster Council.
  - e) The State Disaster Council shall send copies of all operational plans to those state departments and agencies designated by the Governor. The Governor may upon behalf of any department or agency, give notice that such department or agency declines to participate in a particular operational plan.

- f) The State Disaster Council, in sending copies of operational plans and other notices and information to the parties to this agreement, shall send copies to the Governor and any department or agency head designated by him; the chairman of the board of supervisors, the clerk of the board of supervisors, and County Disaster Council, and any other officer designated by a county; the mayor, the clerk of the city council, the City Disaster Council, and any other officer designated by a city; the executive head, the clerk of the governing body, or other officer of other political subdivisions and public agencies as designated by such parties.
8. This agreement shall become effective as to each party when approved or executed by the party, and shall remain operative and effective as between each and every party that has heretofore or hereafter approved or executed this agreement, until participation in this agreement is terminated by the party. The termination by one or more of the parties of its participation in this agreement shall not affect the operation of this agreement as between the other parties thereto. Upon approval or execution of this agreement the State Disaster Council shall send copies of all approved and existing mutual aid operational plans affecting such party which shall become operative as to such party 20 days after receipt thereof unless within that time the party by resolution or notice given to the State Disaster Council, in the same manner as notice of termination of participation in this agreement, declines to participate in any particular operational plan. The State Disaster Council shall keep every party currently advised of who the other parties to this agreement are and whether any of them has declined to participate in any particular operational plan.
9. Approval or execution of this agreement shall be as follows:
- a) The Governor shall execute a copy of this agreement on behalf of the State of California and the various departments and agencies thereof. Upon execution by the governor a signed copy shall forthwith be filed with the State Disaster Council.
  - b) Counties, cities, and other political subdivisions and public agencies having legislative or governing body shall by resolution approve and agree to abide by this agreement, which may be designated as "CALIFORNIA DISASTER AND CIVIL DEFENSE MASTER MUTUAL AID AGREEMENT." Upon adoption of such a resolution, a certified copy thereof shall forthwith be filed with the State Disaster Council.
  - c) The executive head of those political subdivisions and public agencies having no legislative or governing body shall execute a copy of this agreement and forthwith file a signed copy with the State Disaster Council.

10. Termination of participation in this agreement may be effected by any party as follows:

- a) The Governor, upon behalf of the State and its various departments and agencies, and the executive head of those political subdivisions and public agencies having no legislative or governing body, shall file a written notice of termination of participation in this agreement with the State Disaster Council and this agreement is terminated as to such party 20 days after the filing of such notice.
- b) Counties, cities, and other political subdivisions and public agencies having a legislative or governing body shall by resolution give notice of termination of participation in this agreement and file a certified copy of such resolution with the State Disaster Council, and this agreement is terminated as to such party 20 days after the filing of such resolution.

IN WITNESS WHEREOF this agreement has been executed and approved and is effective and operative as to each of the parties as herein provided.

/signed/ EARL WARREN  
 GOVERNOR  
 On behalf of the State of  
 California and all its  
 Departments and Agencies

ATTEST:  
 November 15, 1950

/signed/ FRANK M. JORDAN  
 Secretary of State

(GREAT SEAL)

**NOTE:** There are references in the foregoing agreement to the California Disaster Act, State Disaster Council, and various sections of the Military and Veterans Code.

Effective November 23, 1970, by enactment of Chapter 1454, Statutes 1970, the California Disaster Act (Section 1500 ff., Military and Veterans Code) was superseded by the California Emergency Services Act (Sections 8550 ff., Government code), and the State Disaster Council was superseded by the California Emergency Council.

Section 8668 of the California Emergency Services Act provides:

- a) Any disaster council previously accredited, the State Civil Defense and Disaster Plan, the State Emergency Resources Management Plan, the State Fire Disaster

Plan, the State Law Enforcement Mutual Aid Plan, all previously approved civil defense and disaster plans, all mutual aid agreements, and all documents and agreements existing as of the effective date of this chapter, shall remain in full force and effect until revised, amended, or revoked in accordance with the provisions of this chapter.

In addition, Section 8561 of the new act specifically provides:

"Master Mutual Aid Agreement" means the California Disaster and Civil Defense Master Mutual Aid Agreement, made and entered into by and between the State of California, its various departments and agencies, and the various political subdivisions of the state, to facilitate implementation of the purposes of this chapter.

Substantially the same provisions as previously contained in Section 1541, 1564, 1586 and 1587 of the Military and Veterans Code, referred to in the foregoing agreement, are now contained in Sections 8633, 8618, 8652 and 8653, respectively, of the Government Code.



Summary

California Code of Regulations, Title 19, Div. 2 Office of Emergency Services Adopted Regulations

*The Petris Bill, Senate Bill 1841*  
S.E.M.S. REGULATIONS

All State of California jurisdictions are required to participate in establishing a standardized state-wide emergency management system, built upon: the Incident Command System; multi-agency coordination; the Mutual Aid Agreement and related systems; and, the Operational Area concept. Local governments should update existing ordinances, resolutions, or emergency plans to reflect the use of the Standardized Emergency Management System (SEMS).

Jurisdiction's personnel must attend training on the adopted emergency management system and maintain complete records.

SEMS Training Program Approved Course of Instruction

- |    |                           |                      |
|----|---------------------------|----------------------|
| 1. | Introductory Level        | 3 modules, one hour  |
| 2. | Field Level, Basic        | 5 modules, 12 hours  |
|    | Field Level, Intermediate | 7 modules, 35 hours  |
|    | Field Level, Advanced     | 5 modules, 25 hours  |
| 3. | EOC Level                 | 10 modules, 18 hours |
| 4. | Executive Level           | 1 module, one hour   |

All agencies must complete after-action reports following each declared disaster

Local Governments must submit prior to 90 days

State Government must submit prior to 120 days.

State agencies must use SEMS.

Effective December 1, 1996, local governments must use SEMS to be **eligible** for state funding of response related personnel costs, whenever:

- an incident involves two or more emergency response agencies
- local governments activate their emergency operations center or
- local governments declare or proclaim a Local Emergency
- local government requests operational area to declare a Local Emergency.

Special districts are defined as local jurisdictions.

Local governments should include the use of SEMS in their emergency plans and procedures. Include the following items:

- state that SEMS will be used in emergencies
- describe role of local government and other SEMS levels
- state your intent to participate in the operational area
- the five essential SEMS functions in the EOC organization
- EOC SEMS functions of - management by objectives, action planning, modular organization, organizational unity and hierarchy of management, span of control, personnel accountability, common terminology, resource management, and integrated communications
- provisions for use of multi-agency and inter-agency coordination
- use of ICS at the field level (relationship to department operation center, if applicable)
- coordination with the field level; the operational area; other local governments, volunteer and private agencies
- use of mutual aid systems
- describe communication systems from the EOC to field level; operational level; and other agencies
- utilize the Multi-Hazard Functional Planning Guidance (MHFP).

Local governments should develop an exercise program that provides periodic exercises for EOC and DOC personnel. The exercises may be conducted in conjunction with department operation centers (DOC), the operational area and other local governments. SEMS regulations suggest:

First year

- orientation briefing for all EOC and DOC personnel
- discussion type exercise(s) to walk through EOC or DOC procedures with emphasis on the use of SEMS and the local government coordination role
- EOC and DOC simulation exercise (functional exercise).

On-going exercises on a four-year cycle

- one full-scale exercise during the four-year cycle
- one functional exercise during each of the remaining three years.

Optional Reading #D, Lesson Plan #10, Jurisdictional Responsibility for Emergency Management

### **SENATE BILL NUMBER 1841 (PETRIS BILL), S.E.M.S. LAW**

The Petris Bill is probably one of the most important pieces of legislation to pass, recently, in the State of California regarding emergency management programs. This important legislation has been reprinted for your review.

## **CALIFORNIA CODE OF REGULATIONS TITLE 19, DIVISION 2 OFFICE OF EMERGENCY SERVICES ADOPTED REGULATIONS**

### **ADD NEW CHAPTER 1 TO READ:**

Chapter 1. Standardized Emergency Management System (SEMS)

### **ADD NEW ARTICLES 1 - 8, SECTIONS 2400 - 2403, 2405, 2407, 2409, 2411, 2413, 2415, 2420, 2425, 2428, 2443, AND 2450 TO READ:**

#### **Article 1. Short Title**

§ 2400. Short Title.

This Chapter shall be known and may be cited as the Standardized Emergency Management System (SEMS) Regulations.

Note: AUTHORITY: GOVERNMENT CODE §8607(a)  
REFERENCE: GOVERNMENT CODE §8607

#### **Article 2. Purpose and Scope**

§2401. Purpose and Scope.

These regulations establish the Standardized Emergency Management System (SEMS) based upon the Incident Command System (ICS) adapted from the system originally developed by the Firefighting Resources of California Organized for Potential Emergencies (FIRESCOPE) program including those currently in use by state agencies, the Multi-Agency Coordination System (MACS) as developed by FIRESCOPE program, the operational area concept, and the Master Mutual Aid Agreement and related mutual aid systems.

SEMS is intended to standardize response to emergencies involving multiple jurisdictions or multiple agencies. SEMS is intended to be flexible and adaptable to the needs of all emergency responders in California. SEMS requires emergency response agencies use basic principles and components of emergency management including ICS, multi-agency or inter-agency coordination, the operational area concept, and established mutual aid systems. State agencies must use SEMS. Local government must use SEMS by December 1, 1996 in order to be eligible for state funding of response-related personnel costs pursuant to activities

identified in California Code of Regulations, Title 19, §2920, §2925, and §2930. Individual agencies' roles and responsibilities contained in existing laws or the state emergency plan are not superseded by these regulations.

Note: AUTHORITY: GOVERNMENT CODE §8607(a), §8607(b)  
REFERENCE: GOVERNMENT CODE §8607  
HEALTH AND SAFETY CODE §13071, §13072

### Article 3. Definitions

#### §2402. Definitions.

(a) "Action Plan" means the plan prepared in the EOC containing the emergency response objectives of that SEMS level reflecting overall priorities and supporting activities for a designated period. The plan is shared with supporting agencies.

(b) "Activate" means, at a minimum, a designated official of the emergency response agency implements SEMS as appropriate to the scope of the emergency and the agency's role in response to the emergency.

(c) "Department Operations Center" means an EOC used by a distinct discipline (such as flood operations, fire, medical, hazardous material) or a unit (such as Department of Public Works or Department of Health). Department operations centers may be used at all SEMS levels above the field response level depending upon the impacts of the emergency.

(d) "Emergency" means a condition of disaster or of extreme peril to the safety of persons and property caused by such conditions as air pollution, fire, flood, hazardous material incident, storm, epidemic, riot, drought, sudden and severe energy shortage, plant or animal infestations or disease, the Governor's warning of an earthquake or volcanic prediction, or an earthquake or other conditions, other than conditions resulting from a labor controversy.

(e) "Emergency Operations Center (EOC)" means a location from which centralized emergency management can be performed.

(f) "Emergency Response Agency" means any organization responding to an emergency, or providing mutual aid support to such an organization, whether in the field, at the scene of an incident, or to an operations center.

(g) "Emergency Response Personnel" means personnel involved with an agency's response to an emergency.

(h) "Incident" means an occurrence or event, either human-caused or by natural phenomena, that requires action by emergency response personnel to prevent or minimize loss of life or damage to property and/or natural resources.

(i) "Incident Action Plan" means the plan developed at the field response level which contains objectives reflecting the overall incident strategy and specific tactical actions and supporting information for the next operational period. The plan may be oral or written.

(j) "Incident Commander" means the individual responsible for the command of all functions at the field response level.

(k) "Incident Command System (ICS)" means the nationally used standardized on-scene emergency management concept specifically designed to allow its user(s) to adopt an integrated organizational structure equal to the complexity and demands of single or multiple incidents without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, with responsibility for the management of resources to effectively accomplish stated objectives pertinent to an incident.

(l) "Local Government" means local agencies as defined in Government Code §8680.2 and special districts as defined in California Code of Regulations, Title 19, §2900(y).

(m) "Multi-agency or inter-agency coordination" means the participation of agencies and disciplines involved at any level of the SEMS organization working together in a coordinated effort to facilitate decisions for overall emergency response activities, including the sharing of critical resources and the prioritization of incidents.

(n) "Office of Emergency Services (OES)" means the Governor's Office of Emergency Services.

Note: AUTHORITY: GOVERNMENT CODE §8607(a)  
REFERENCE: GOVERNMENT CODE §8607, §8680.2, §8558(c)

#### **Article 4. Standardized Emergency Management System**

§2403. SEMS Organizational Levels and Functions.

(a) All emergency response agencies shall use the Standardized Emergency Management System in responding to, managing, and coordinating multiple agency or multiple jurisdiction incidents, whether single or multiple discipline.

(b) There are five designated levels in the SEMS organization: field response, local government, operational area, regional, and state. Each level is activated as needed.

(1) "Field response level" commands emergency response personnel and resources to carry out tactical decisions and activities in direct response to an incident or threat.

(2) "Local government level" manages and coordinates the overall emergency response and recovery activities within their jurisdiction.

(3) "Operational area level" manages and/or coordinates information, resources, and priorities among local governments within the operational area and serves as the coordination and communication link between the local government level and the regional level.

(4) "Regional level" manages and coordinates information and resources among operational areas within the mutual aid region designated pursuant to Government Code §8600 and between the operational areas and the state level. This level along with the state level coordinates overall state agency support for emergency response activities.

(5) "State level" manages state resources in response to the emergency needs of the other levels, manages and coordinates mutual aid among the mutual aid regions and between the regional level and state level, and serves as the coordination and communication link with the federal disaster response system.

(c) Local government, operational area, regional, and state levels shall provide for all of the following functions within SEMS: management, operations, planning/intelligence, logistics, and finance/administration.

(1) Management is responsible for overall emergency policy and coordination through the joint efforts of governmental agencies and private organizations.

(2) Operations is responsible for coordinating all jurisdictional operations in support of the response to the emergency through implementation of the organizational level's action plan.

(3) Planning/Intelligence is responsible for collecting, evaluating, and disseminating information; developing the organizational level's action plan in coordination with the other functions; and maintaining documentation.

(4) Logistics is responsible for providing facilities, services, personnel, equipment, and materials.

(5) Finance/Administration is responsible for financial activities and administrative aspects not assigned to the other functions.

Note: AUTHORITY: GOVERNMENT CODE §8607(a)  
REFERENCE: GOVERNMENT CODE §8607, §8559, §8605, §8600

§2405. Field Response Level.

(a) Emergency response agencies operating at the field response level of an incident shall utilize the Incident Command System, incorporating the functions, principles and components of ICS.

(1) The functions of ICS are command, operations, planning, logistics and finance.

(A) Command is the directing, ordering, and/or controlling of resources by virtue of explicit legal, agency, or delegated authority.

(B) Operations is responsible for the coordinated tactical response of all field operations directly applicable to or in support of the mission(s) in accordance with the Incident Action Plan.

(C) Planning (may be referred to as planning/intelligence) is responsible for the collection, evaluation, documentation, and use of information about the development of the incident, and the status of resources.

(D) Logistics is responsible for providing facilities, services, personnel, equipment, and materials in support of the incident.

(E) Finance (may be referred to as finance/administration) is responsible for all financial and cost analysis aspects of the incident, and for any administrative aspects not handled by the other functions.

(2) The principles of ICS are that:

(A) The system provides for the following kinds of operation: single jurisdictional responsibility/single agency involvement, single jurisdictional responsibility with multiple-agency involvement, and multiple-jurisdictional responsibility with multiple-agency involvement.

(B) The system's organizational structure adapts to any emergency or incident to which emergency response agencies would be expected to respond.

(C) The system shall be applicable and acceptable to all user agencies.

(D) The system is readily adaptable to new technology.

(E) The system expands in a rapid and logical manner from an initial response to a major incident and contracts just as rapidly as organizational needs of the situation decrease.

(F) The system has basic common elements in organization, terminology and procedures.

(3) The components of ICS are common terminology, modular organization, unified command structure, consolidated action plans, manageable span-of-control, pre-designated incident facilities, comprehensive resource management, and integrated communications.

(A) Common terminology is the established common titles for organizational functions, resources, and facilities within ICS.

(B) Modular organization is the method by which the ICS organizational structure develops based upon the kind and size of an incident. The organization's staff builds from the top down with responsibility and performance placed initially with the Incident Commander. As the need exists, operations, planning, logistics, and finance may be organized as separate sections, each with several units.

(C) Unified command structure is a unified team effort which allows all agencies with responsibility for the incident, either geographical or functional, to manage an incident by establishing a common set of incident objectives and strategies. This is accomplished without losing or abdicating agency authority, autonomy, responsibility or accountability.

(D) Consolidated action plans identify objectives and strategy determinations made by the Incident Commander for the incident based upon the requirements of the jurisdiction. In the case of a unified command, the incident objectives must adequately reflect the policy and needs of all the jurisdictional agencies. The action plan for the incident covers the tactical and support activities required for the operational period.

(E) Manageable span-of-control within ICS is a limitation on the number of emergency response personnel who can effectively be supervised or directed by an individual supervisor. The kind of incident, the nature of the response or task, distance and safety will influence the span of control range. The ordinary span-of-control range is between three and seven personnel.

(F) Pre-designated incident facilities are identified within ICS. The determination of the kinds and locations of facilities to be used will be based upon the requirements of the incident.

(G) Comprehensive resource management is the identification, grouping, assignment and tracking of resources.

(H) Integrated communications are managed through the use of a common communications plan and an incident-based communications center established for the use of tactical and support resources assigned to the incident.

(b) Where an agency has jurisdiction over multiple-agency incidents, it shall organize the field response using ICS to provide for coordinated decision-making with emergency response agencies.

Note: AUTHORITY: GOVERNMENT CODE §8607(a)  
REFERENCE: GOVERNMENT CODE §8607(a)(1), §8607(e)  
HEALTH AND SAFETY CODE §13071, §13072

§ 2407. Local Government Level.

(a) The Standardized Emergency Management System as described under SEMS Organizational Levels and Functions (§2403) shall be utilized:

(1) when the local government emergency operations center is activated.

(2) when a local emergency, as defined in Government Code §8558(c), is declared or proclaimed.

(b) When a local government EOC is activated, communications and coordination shall be established between the Incident Commander(s) and the department operations center(s) to the EOC or between the Incident Commander(s) and the EOC. Coordination of fire and law enforcement resources shall be accomplished through their respective mutual aid systems.

(c) Communications and coordination shall be established between a local government EOC, when activated, and any state or local emergency response agency having jurisdiction at an incident occurring within that local government's boundaries. (d) Local government shall use multi-agency or inter-agency coordination to facilitate decisions for overall local government level emergency response activities.

Note: AUTHORITY: GOVERNMENT CODE §8607(a)  
REFERENCE: GOVERNMENT CODE §8558(c), §8607(a), §8607(e)

§ 2409. Operational Area Level.

(a) "Operational Area Level" means an intermediate level of the state emergency services organization, consisting of a county and all political subdivisions within the county area. Each county geographic area is designated as an operational area. An operational area is used by the county and the political subdivisions comprising the operational area for the coordination of emergency activities and to serve as a link in the system of communications and coordination between the state's emergency operation centers and the operation centers of the

political subdivisions comprising the operational area, as defined in Government Code §8559(b) & §8605. This definition does not change the definition of operational area as used in the existing fire and rescue mutual aid system.

(b) All local governments within a county geographic area shall be organized into a single operational area by December 1, 1995, and the county board of supervisors shall be responsible for its establishment.

(c) The operational area authority and responsibility under SEMS shall not be affected by non-participation of any local government(s) within the operational area.

(d) The county government shall serve as the lead agency of the operational area unless another member agency of the operational area assumes that responsibility by written agreement with county government.

(e) The lead agency of the operational area shall:

(1) Coordinate information, resources and priorities among the local governments within the operational area.

(2) Coordinate information, resources and priorities between the regional level and the local government level. Coordination of fire and law enforcement resources shall be accomplished through their respective mutual aid systems.

(3) Use multi-agency or inter-agency coordination to facilitate decisions for overall operational area level emergency response activities.

(f) The operational area EOC shall be activated and SEMS used as described in the SEMS Organizational Levels and Functions (§2403) when any of the following conditions exists:

(1) A local government within the operational area has activated its EOC and requested activation of the operational area EOC to support their emergency operations.

(2) Two or more cities within the operational area have declared or proclaimed a local emergency.

(3) The county and one or more cities have declared or proclaimed a local emergency.

(4) A city, city and county, or county has requested a governor's proclamation of a state of emergency, as defined in Government Code §8558(b).

(5) A state of emergency is proclaimed by the governor for the county or two or more cities within the operational area.

(6) The operational area is requesting resources from outside its boundaries, except those resources used in normal day-to-day operations which are obtained through existing agreements providing for the exchange or furnishing of certain types of facilities and services on a reimbursable, exchange, or other basis as provided for under the Master Mutual Aid Agreement.

(7) The operational area has received resource requests from outside its boundaries, except those resources used in normal day-to-day operations which are obtained through existing agreements providing for the exchange or furnishing of certain types of facilities and services on a reimbursable, exchange, or other basis as provided for under the Master Mutual Aid Agreement.

Note: AUTHORITY: GOVERNMENT CODE §8607(a)  
 REFERENCE: GOVERNMENT CODE §8607(a), §8558(c), §8559(b),  
 §8605, §8561, §8616, §8617, §8618

#### § 2411. Regional Level.

(a) The regional level EOC shall be activated and SEMS used as described in SEMS Organizational Levels and Functions (§2403) when any operational area EOC within the mutual aid region is activated.

(b) The lead agency for establishment of the regional level EOC shall be OES.

(c) The location of the regional level EOC shall be identified by OES to accommodate the needs of the operational area(s) served.

(d) When the regional level EOC is activated, communications and coordination shall be established with the operational area(s), the state level EOC, and regional level department operations centers. Coordination of fire and law enforcement resources shall be accomplished through their respective mutual aid systems.

(e) The regional level shall use multi-agency or inter-agency coordination to facilitate decisions for overall regional level emergency response activities.

Note: AUTHORITY: GOVERNMENT CODE §8607(a)  
 REFERENCE: GOVERNMENT CODE §8607(a), §8600, §8559(a)

## § 2413. State Level.

(a) The state level EOC shall be activated and SEMS used as described in SEMS Organizational Levels and Functions (§2403) when any of the following conditions exists:

- (1) A regional level EOC is activated.
- (2) Upon the governor's proclamation of a state of emergency.
- (3) Upon the governor's proclamation of an earthquake or volcanic prediction.

(b) The lead agency for establishment of the state level EOC shall be OES.

(c) When the state level EOC is activated, communications and coordination shall be established with the regional level EOC(s), state level department operations centers, and federal emergency response agencies. Coordination of fire and law enforcement resources shall be accomplished through their respective mutual aid systems.

(d) The state level shall use multi-agency or inter-agency coordination to facilitate decisions for overall state level emergency response activities.

Note: AUTHORITY: GOVERNMENT CODE §8607(a)  
REFERENCE: GOVERNMENT CODE §8607(a), §8558(b)

## §2415. Mutual Aid.

(a) "Mutual Aid" means voluntary aid and assistance by the provision of services and facilities, including but not limited to: fire, police, medical and health, communication, transportation, and utilities. Mutual aid is intended to provide adequate resources, facilities, and other support to jurisdictions whenever their own resources prove to be inadequate to cope with a given situation.

(b) "Mutual Aid System" means the system which allows for the progressive mobilization of resources to/from emergency response agencies, local governments, operational areas, regions, and the state with the intent of providing adequate resources to requesting agencies. The California mutual aid system includes several discipline-specific mutual aid systems (e.g., fire and rescue, law enforcement, medical and public works) which are consistent with the Master Mutual Aid Agreement.

(c) All mutual aid systems and agreements shall be consistent with SEMS and the Master Mutual Aid Agreement.

(d) Unless otherwise provided by agreement, the responsible local official in whose jurisdiction(s) an incident requiring mutual aid has occurred remains in charge and retains overall direction of personnel and equipment provided through mutual aid (as provided for in Government Code §8618).

Note: AUTHORITY: GOVERNMENT CODE §8607(a)  
REFERENCE: GOVERNMENT CODE §8607(a)(3), §8561, §8616, §8617, §8618

### **Article 5. Standardized Emergency Management System Advisory Board**

§ 2425. Establishment and Purpose.

The Director, OES, shall establish the SEMS Advisory Board consisting of representatives from emergency response agencies to provide advice on all aspects of this Chapter.

Note: AUTHORITY: GOVERNMENT CODE §8607(a)  
REFERENCE: GOVERNMENT CODE §8607(a), §8587

### **Article 6. Training**

§2428. Minimum Competencies.

Emergency response agencies shall ensure that their emergency response personnel maintain minimum training competencies in SEMS pursuant to the approved course of instruction as prescribed in Government Code §8607(c).

Note: AUTHORITY: GOVERNMENT CODE §8607(a)  
REFERENCE: GOVERNMENT CODE §8607(a) and (c)

### **Article 7. Compliance**

§2443. Standards

On or before December 1, 1995, OES shall develop standards for compliance that will include a method of evaluation regarding planning, training, exercises, and performance.

Note: AUTHORITY: GOVERNMENT CODE §8607(a)  
REFERENCE: GOVERNMENT CODE §8607(e), §8682.9

### **Article 8. After Action Reports**

§2450. Reporting Requirements.

(a) Any city, city and county, or county declaring a local emergency for which the governor proclaims a state of emergency, and any state agency responding to that emergency shall complete and transmit an after action report to OES within ninety (90) days of the close of the incident period as specified in California Code of Regulations, Title 19, §2900(j).

(b) The after action report shall, at a minimum, be a review of response actions taken, application of SEMS, suggested modifications to SEMS, necessary modifications to plans and procedures, identified training needs, and recovery activities to date.

(c) The after action report shall be in a format specified by OES by December 1, 1995.

Note: AUTHORITY: GOVERNMENT CODE §8607(a)  
REFERENCE: GOVERNMENT CODE §8607(f)

**AMEND CHAPTERS 1 - 5 TO READ:**

Chapter 4 2. Emergencies and Major Disasters

Chapter 2 3. Office of Emergency Services -- Conflict of Interest Code

Chapter 3 4. Hazardous Material Release Reporting, Inventory, and Response Plans

Chapter 4 5. State Assistance for Fire Equipment Act

Chapter 5 6. Natural Disaster Assistance Act

RETIRED CURRICULUM

## Article 9.5 – Disaster Preparedness

### Section 8607 of the Government Code

#### **8607. Standardized emergency management system**

(a) By December 1, 1993, the Office of Emergency Services, in coordination with all interested state agencies with designated response roles in the state emergency plan and interested local emergency management agencies shall jointly establish by regulation a standardized emergency management system for use by all emergency response agencies. The public water systems identified in Section 8607.2 may review and comment on these regulations prior to adoption. This system shall be applicable, but not limited to, those emergencies or disasters referenced in the state emergency plan. The standardized emergency management system shall include all of the following systems as a framework for responding to and managing emergencies and disasters involving multiple jurisdictions or multiple agency responses:

(1) The Incident Command Systems adapted from the systems originally developed by the FIRESCOPE Program, including those currently in use by state agencies.

(2) The multiagency coordination system as developed by the FIRESCOPE Program.

(3) The mutual aid agreement, as defined in Section 8561, and related mutual aid systems such as those used in law enforcement, fire service, and coroners operations.

(4) The operational area concept, as defined in Section 8559.

(b) Individual agencies' roles and responsibilities agreed upon and contained in existing laws or the state emergency plan are not superseded by this article.

(c) By December 1, 1994, the Office of Emergency Services, in coordination with the State Fire Marshal's Office, the Department of the California Highway Patrol, the Commission on Peace Officer Standards and Training, the Emergency Medical Services Authority, and all other interested state agencies with designated response roles in the state emergency plan, shall jointly develop an approved course of instruction for use in training all emergency response personnel, consisting of the concepts and procedures associated with the standardized emergency management system described in subdivision (a).

(d) By December 1, 1996, all state agencies shall use the standardized emergency management system as adopted pursuant to subdivision (a), to coordinate multiple jurisdiction or multiple agency emergency and disaster operations.

(e) (1) By December 1, 1996, each local agency, in order to be eligible for any funding of response-related costs under disaster assistance programs, shall use the standardized emergency management system as adopted pursuant to subdivision (a) to coordinate multiple jurisdiction or multiple agency operations.

(2) Notwithstanding paragraph (1), local agencies shall be eligible for repair, renovation, or any other non-personnel costs resulting from an emergency.

(f) The office shall, in cooperation with involved state and local agencies, complete an after-action report within 120 days after each declared disaster. This report shall review public safety response and disaster recovery activities and shall be made available to all interested public safety and emergency management organizations.

#### **8607.1. Legislative intent**

(a) It is the intent of the Legislature that a statewide system for fire hydrants be adopted so that all firefighters can respond to emergencies calling for the use of water at any location in the State of California. Without this statewide standardized system, the lives of firefighters and those they serve would be put in serious jeopardy in a mutual aid fire response effort stretching across city and county boundaries.

## Article 9.5 — Disaster Preparedness, Section 8607 of the Government Code

(b) By January 1, 1994, the State Fire Marshal shall establish a statewide uniform color coding of fire hydrants. In determining the color coding of fire hydrants, the State Fire Marshal shall consider the national system of coding developed by the National Fire Protection Association as Standard 291 in Chapter 2 on Fire Flow Testing and Marking of Hydrants. The uniform color coding shall not preempt local agencies from adding additional markings.

(c) Compliance with the uniform color coding requirements of subdivision (b) shall be undertaken by each agency that currently maintains fire hydrants throughout the state as part of its ongoing maintenance program for its fire hydrants.

(d) By July 1, 1994, the State Fire Marshal shall develop and adopt regulations establishing statewide uniform fire hydrant coupling sizes. The regulations adopted pursuant to this section shall include provisions that permit the use of an adapter mounted on the hydrant as a means of achieving uniformity. In determining uniform fire hydrant coupling sizes, the State Fire Marshal shall consider any system developed by the National Fire Protection Association, the National Fire Academy, or the Federal Emergency Management Agency.

(e) By December 1, 1996, each local agency, city, county, city and county, or special district in order to be eligible for any funding of mutual aid fire response related costs under disaster assistance programs, shall comply with regulations adopted pursuant to this section. Compliance may be met if at least one coupling on the hydrant is of the uniform size.

(f) Subdivision (d) shall not be applicable to the City and County of San Francisco due to the existing water system.

**8607.2. Plans**

(a) All public water systems, as defined in subdivision (f) of Section 4010.1 of the Health and Safety Code, with 10,000 or more service connections shall review and revise their disaster preparedness plans in conjunction with related agencies, including, but not limited to, local fire departments and the office to ensure that the plans are sufficient to address possible disaster scenarios. These plans should examine and review pumping station and distribution facility operations during an emergency, water pressure at both pumping stations and hydrants, and whether there is sufficient water reserve levels and alternative emergency power such as onsite backup generators and portable generators.

(b) All public water systems, as defined in subdivision (f) of Section 4010.1 of the Health and Safety Code, with 10,000 or more service connections following a declared state of emergency shall furnish an assessment of their emergency response and recommendations to the Legislature within six months after each disaster, as well as implementing the recommendations in a timely manner.

(c) By December 1, 1996, the Office of Emergency Services shall establish appropriate and insofar as practical, emergency response and recovery plans, including mutual aid plans, in coordination with public water systems, as defined in subdivision (f) of Section 4010.1 of the Health and Safety Code, with 10,000 or more service connections.

Optional Reading #E, LP #13, Planning

## GUIDELINES STANDARD OPERATING PROCEDURES

### I. General Directions

- A. Basic Responsibilities of Department/Division/Agency
  - 1. Emergency assignment, basic task
  - 2. Checklist of duties
- B. Scope
  - 1. To whom the SOP applies
  - 2. Under what circumstances should the SOP be implemented
- C. General Overall Information
  - 1. "Should Know" category
    - a. limitations, restrictions, precautions, special equipment or clothing needed to perform tasks
  - 2. "Nice to Know" category
    - a. limit of service shifts, if possible; area available for family members; creature comforts will be provided by whom and how, etc.

### II. Concept of Emergency Operations

- A. Overview of How the Emergency Organization will Function
  - 1. Present an example, if possible
    - a. short scenario tying in players
  - 2. Emergency organization and how department/division/agency fits into that structure
- B. Functions to be Performed by the Department/Division/Agency
  - 1. Primary Duties - describe transition from day-to-day operations to emergency assignments
  - 2. Secondary Duties - other related duties (may include day-to-day duties, while simultaneously contending with the emergency)
  - 3. Special Duties - created by specific hazards in which your assigned duties may require attention over and above those described under Primary or Secondary Duties.
    - a. earthquake, flood, hazardous materials and how they may effect your operations specifically.

### III. Organization of Your Department/Division/Agency

- A. Chart with Job Titles
  - 1. The structure to be utilized during an emergency situation
    - a. day-to-day and emergency operations should not differ significantly
- B. Chain of Command and Succession of Key Personnel
  - 1. Should be in detail
  - 2. Should be known by all department/division/agency personnel

**III. Organization of Your Department/Division/Agency continued**

- C. Alerting Procedures
  1. How they will receive notice of emergency
  2. Who should be notified
  3. Who will do the notifying
  4. Under what conditions/circumstances
- D. Supporting Agencies/Organizations/Civic Groups
  1. State their relation to your emergency assignment
  2. How they can be utilized effectively to assist your function
  3. Working relationships should be established prior to the emergency!

**IV. Duties and Assignments**

- A. Specific Detailed Instructions for Each Job-Title in Organization
  1. Where to report to (give alternate location, if possible)
  2. Who is their supervisor/who are their subordinates
    - a. simply done with a chart
  3. Activation procedures
    - a. call up of employees and how accomplished
  4. Step-by-step actions to be taken to accomplish stated objective or assigned responsibilities
    - a. describe one task at a time
      - 1) try to detail the assignment (task) in chronological order
      - 2) keep it simple
  5. Demobilization procedures
    - a. how to terminate emergency operations
      - 1) who will notify the department/division/agency
    - b. recovery steps to normalcy
      - 1) "clean up" crews
      - 2) replacing supplies
      - 3) return of personnel
      - 4) reports/records
      - 5) summary of activities
      - 6) critique of emergency operation.

**V. Resources**

- A. Roster of All Department/Division/Agency Personnel
- B. Resource Listings and Maps
  1. Materials which will assist in accomplishing your assigned tasks
  2. Equipment and/or personnel that may be required
- C. Availability of Resources
  1. Know time constraints of arrival and if limited usage period
  2. Limitations of resources - primary and secondary functions.

Optional Reading #F, CEM-Recovery Phase

## BATTLING DISASTER PROFITEERING

Source: Excerpted from Steven W. Hamm, "Battling Disaster Profiteering,"  
*State Government News*, March 1990.

Hurricane Hugo did much more than bludgeon South Carolina with ferocious winds -- it spawned thousands of complaints of price gouging.

Life without electricity and scrambling to replenish water supplies and food, citizens were outraged by what they encountered after the September 21 hurricane. The earliest price gouging complaints involved items such as ice, food, gasoline and flashlight batteries. Reports of five-pound bags of ice being sold for \$10 and packages of two batteries priced from \$4 to \$6 were not rare occurrences. In addition, those looking to make a quick profit were charging \$3 for a loaf of bread or a gallon of gasoline.

Vendors appeared in some of the worst-hit counties with electric generators loaded in the back of pickup trucks. The generators, in hot demand as people struggled to save food in their refrigerators and freezers, were selling for \$700 to \$1,000 -- nearly twice their normal price.

State and local officials did not wait long to respond to the price gouging. Within 48 hours after Hugo made its ungracious visit to Charleston, the City Council enacted an emergency ordinance barring price gouging.

Violators were subject to fines of up to \$200 and jail terms of up to 35 days. Charleston Mayor Joe Riley spoke for many angry citizens when he said he would take personal pleasure in participating in the arrest of anyone attempting to take unfair advantage of citizens of the storm-ravaged city.

Responding to the emergency ordinances passed by Charleston and the surrounding counties, the local prosecutor established a price-gouging hotline for citizens. Within a week of Hugo, 52 people were charged with price gouging in the two-county area.

The emergency ordinances made it a misdemeanor to sell items for more than the price that existed immediately prior to Hugo. Local merchants, however, were allowed to recover any increased costs incurred in obtaining goods and merchandise. The emergency ordinances and the wide publicity they brought slowed instances of price gouging.

South Carolina Governor Carroll Campbell signed an executive order on price gouging our days after Hugo devastated more than half the counties in South Carolina. The order prohibited overcharging for food, fuel, shelter, items used for the protection of life or property, clothing and other essentials in any county subject to the state of emergency.

Shortly after Hugo, the Department of Consumer Affairs extended its normal hours of operation to 8:00 p.m. each evening and all day on Saturdays to handle the rising number of questions and complaints coming through a toll-free hotline. The crush of calls was so great that the telephone company said that 70% of those calling were unable to get through.

In an effort to alert the public about the types of consumer abuses occurring in the state, thousands of fact sheets were distributed, along with model home repair contracts and lists of questions the public should ask before allowing anyone to work on their homes or property. Efforts to distribute the information on consumer fraud were hampered by the number of broadcast stations knocked off the air by Hugo. Many citizens however were warned not to do business with anyone until they asked to see a driver's license and wrote down the name, address and driver's license number. The department also recommended that citizens write down the license plate number of vehicles used by people making home repairs.

Shortly after, the department began receiving complaints about repair workers refusing to show identification. One elderly couple failed to ask for identification from an individual who promised to repair their roof if they paid him \$500 in advance. Unfortunately, they never saw the contractor or their \$500 again.

[June 12, 1994. The California Assembly passed legislation to make it a misdemeanor to increase prices more than 10% on critical goods and services after a state of emergency declaration such as the one caused by the Northridge earthquake. AB 57X was sponsored by Richard Katz (D - Sylmar) and passed on to the Senate.]

Optional Reading #G, LP # 19, CEM-Recovery

## THE DECLARATION PROCESS and DISASTER APPLICATION CENTERS (DACs)

**INTRODUCTION:** When a disaster strikes, local authorities and individuals request help from private relief organizations and their State government, which give all assistance possible. If assistance is beyond their capability, the Governor requests a Presidential declaration of a "Major Disaster" or an "Emergency" through the FEMA Regional Director to the FEMA Director who, on the basis of regional damage verification, evaluates the request and makes a recommendation to the President who makes the final determination. If warranted, the President declares a major disaster or an emergency. FEMA designates the areas eligible for Federal disaster assistance and appoints a Federal Coordinating Officer (FCO), who is responsible for assuring that Federal assistance is provided in accordance with applicable laws, regulations and the FEMA-State Agreement.

In a disaster that has resulted in considerable damage, either before the Governor requests a Presidential declaration or even when it is not of sufficient severity and magnitude to warrant a request, State and local governments may request technical assistance from the Regional Director of FEMA in determining what aid might be available. The FEMA Regional Directors monitor all disasters that occur in the states and territories within their respective regions and, at the request of the State or local government, can advise which Federal agencies or volunteer organization have disaster relief programs that could be of assistance.

When a jurisdiction experiences a major emergency and secures a "presidential declaration of a Major Disaster", then a Disaster Application Center(s) will be established in an area close to the victims of the incident. The local jurisdiction is responsible for providing the location(s) and equipment to operate this "one-stop disaster relief area." Agencies and organizations will send representatives to the Disaster Application Center (DAC) to register, inform and provide benefits and various services to the victims. DACs are also known as Disaster Assistance Centers. The following services are usually represented:

<u>AGENCY/ORGANIZATION</u>	<u>SERVICES PROVIDED</u>
<b>PRIVATE RELIEF</b> American National Red Cross Mennonite Disaster Service Salvation Army, etc.	Emergency assistance to satisfy immediate needs such as food, shelter, clothing, medical supplies, and welfare inquiry.

<b>LOCAL</b>	
City/County Tax Assessor	Advice and assistance in obtaining property tax relief for losses resulting from the disaster.
Consumer Protection Agencies	Protection against unscrupulous business practices of contractors and merchants.
Health Department(s)	Advice and assistance in matters related to health problems resulting from the disaster.
Welfare Department(s)	Distribution of food stamps under State Dept. of Social Services and U.S. Dept. of Agriculture, Food and Nutrition Division.
Private Service Groups	Assistance such as cleanup and transportation.
<b>STATE</b>	
Employment Development Dept. (EDD)	State unemployment payments and disaster unemployment assistance; guidance relating to new employment and providing temporary labor.
Dept. of Social Services	Distribution of food stamps; redirection or continuation of services to welfare recipients.
Franchise Tax Board	Advice and assistance in obtaining tax relief for disaster casualty losses.
Dept. of Veterans Affairs	Assistance to individuals whose homes or farms are financed under the Cal-Vet Program.
<b>FEDERAL</b>	
Federal Emergency Management Agency (FEMA)	Agency designated to coordinate disaster response.
Small Business Administration (SBA)	Assistance in obtaining loans for repair, rehabilitation, or replacement of damaged or destroyed property.
Dept. of Housing and Urban Development (HUD)	Temporary housing or other emergency shelter; temporary mortgage or rental payments for persons faced with loss of their residences because of disaster-related financial hardships.
Farmers Home Admin. Dept. of Agriculture (FmHA)	Assistance in obtaining loans for: essential operating costs; land restoration; repair or replacement of damaged structures, property, or equipment; and the replacement of livestock.
Internal Revenue Service (IRS)	Advice and assistance in obtaining income tax relief for disaster casualty losses.
Social Security Administration	Assistance to SS recipients in expediting delivery of checks delayed by the disaster; assistance in applying for SS disability and survivor benefits.
Veterans Administration	Assistance to homeowners whose homes are financed through VA loans; information on VA hospitalization.
Young Lawyers Section (YLS) American Bar Association	Legal assistance to families with disaster-related problems.

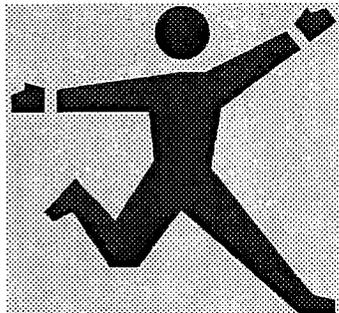
Optional Reading #H, LP #18 Response

PLANNING FOR LARGE-SCALE DISASTERS

VOLUNTEER ORGANIZATIONS ACTIVE IN DISASTERS	Professional staff	Trained staff	Trained volunteers	Untrained staff	Untrained volunteers	Facilities for stationary feeding	Equipment for mobile feeding	Mass shelter facilities	Trucks	Vans/Buses	Station wagons	Rescue equipment	Communication equipment	Clothing	Bedding	Used furniture	Materials for rebuilding homes	Collect, distribute donated goods/NOT clothing	Collect, sort, size used clothing	Clear debris from private property	Clear homes	Free labor to repair or rebuild homes	Welfare inquiry service	Registration & info service	Counseling service	Crisis intervention & long term recovery	Training	Financial assistance	COMMENTS - see key below
	American Nat'l Red Cross	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Ananda Marga (Amurt)	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	
B'nai B'rith	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	
Church of the Brethren	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	B
Christian Reformed	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	B
World Relief, Church World S	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	H
Goodwill Industries	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	
Lutheran Church of America	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	H
Mennonite Disaster Service	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	B
Nat'l Catholic Disaster Relief	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	H
Nat'l Catholic Conf & Charities	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	H
Salvation Army	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	C
Seventh Day Adventists	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	D
Southern Baptist Convention	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	E
Society of St Vincent de Paul	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	F
United Methodist Church	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	H
Volunteers of America	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	G

- A Congressional mandate. If no other resource, Red Cross will meet needs.
- B Expertise in establishing inter-faith organizations
- C Bulk food distribution, warehouse ready supplies
- D Private mobile homes available for major disasters
- E \$100,000 evolving fund & more if needed.
- F Maybe only in one or few larger councils
- G Ambulances & air transport & rescue
- H Revolving loan funds available

Reference: International City Management Association (ICMA) *Emergency Management: Principles and Practices for Local Government* Washington, D.C., 1991, page 72



# CLASSROOM EXERCISES

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Exercise #2

## EMERGENCY OPERATIONS CENTER MESSAGE PRIORITY EXERCISE

Intent of Exercise: To demonstrate the complexity of group decision-making and how items may be prioritized in an Emergency Operations Center.

**Representing:**  
**Priority**

**Message Received**

Church collapsed on Main Street  
 Houses on fire at Douglas and MacArthur Roads  
 Wires reported down in middle of Fairbanks Avenue  
 Women needs help, difficulty breathing  
 Damage reported to high-rise building on Mitchell Street, people trapped  
 Man called for assistance, hospital doors locked  
 Baby needs medical attention, bleeding from mouth  
 Automobile fire reported at corner of Serious and Matter Drives  
 Toxic chemical release reported by No Good News, Inc.  
 Women reports house and surrounding area flooded with water, needs assistance  
 Traffic accident with injuries at Duck Green Well Shopping Mall  
 Train derailment at Main & Third Street, liquid flowing in street  
 Fire reported in foothills, east of town  
 Building collapse, people not salvageable at Peep Theater  
 Fire reported behind gas station, possible trashbin  
 Mayor's wife called, needs assistance to move furniture  
 Engineers report dam above city may fail within 3 hours  
 Man reports children trapped in bus, off shoulder of Highway 55  
 Police confirm shots being fired in area of Mission Street  
 Weather Service forecasts heavy rains expected in 10 hours.

Exercise #3

**PREPAREDNESS MEASURES EXERCISE**

Intent of Exercise: To demonstrate that preparedness measures should be implemented now, in advance of a disaster — that may occur without warning.

**Warning!** One year to get ready for this disaster. Identify **ten** things that you, as a jurisdiction, can accomplish within that one year.

**Warning!** Time frame has been reduced to six months. Students should use the class's top ten choices for their preparedness measures. Identify the **five** preparedness measures that you, as a jurisdiction, can accomplish within that six months.

**Warning!** Time frame has been reduced to thirty days. What are your five priorities now? Have they changed? Why?

**Warning!** Time frame is now seven days. What are the two things you, as the jurisdiction, are going to do?

What was your greatest concern? Why are you waiting?

Exercise #4

## CEM FOUR PHASES OF PLANNING EXERCISE KEY

**Directions:** Read over each activity. It will describe a phase within a Comprehensive Emergency Management (CEM) planning program. Select the one phase of planning which most nearly matches the activity described. Write the initial(s) which denote your response in the brackets ([ ]). Using the following initial(s) to indicate:

<b>M</b>	<b>=</b>	<b>MITIGATION</b>
<b>P</b>	<b>=</b>	<b>PREPAREDNESS</b>
<b>RS</b>	<b>=</b>	<b>RESPONSE</b>
<b>RY</b>	<b>=</b>	<b>RECOVERY</b>

**Example:** [ RY ] Provide crisis counseling to employees.

- [ M ] Obtain earthquake insurance.
- [ RY ] Apply for disaster loans and grants to rebuild storage facility.
- [ P ] Purchase mobile public address system.
- [ RS ] Provide emergency medical supplies to injured person.
- [ RY ] Survey an area for damage and write down specific information.
- [ P ] Develop a procedure detailing the evacuation routes for your home.
- [ RS ] Activate an area to collect information about the flood.
- [ P ] Train surrounding households on how to store food and water.
- [ M ] Oppose legislation that allows building in known flood plains.
- [ RS or RY ] Provide housing for people on a temporary basis.
- [ P ] Research the effects of toxic chemicals on rubber and plastic.
- [ P ] Subscribe to a disaster organization's newsletter.
- [ P ] Obtain and store sheets of plywood and heavy plastic.
- [ M ] Support building codes that insure earthquake-safe construction.
- [ P ] Develop and implement written agreements to obtain heavy equipment.
- [ P ] Obtain approval on the policy to schedule employees during emergencies.
- [ P ] Participate in meetings on plan development and emergency functions.
- [ P ] Inventory employees for their special skills appropriate to disaster response.
- [ RS ] Provide protection for employees and others during severe weather.
- [ P ] Conduct a Hazard Analysis.
- [ RY ] Begin cleaning up broken glass and fallen ceiling tiles.
- [ P ] Identify essential information, store copies in another county or state.
- [ RS ] Contact your local jurisdiction's EOC to report injuries and damage.

Exercise #5

**MITIGATION MEASURES EXERCISE**

Intent of Exercise: To demonstrate the measures or activities that a community might take to alleviate or reduce a known risk, such as flooding. There are "structural" measures and "non-structural" measures that can be implemented prior to an emergency. These examples clarify the difference between structural and non-structural mitigation measures.

**Examples of structural measures:**

- dams, levees, dikes and debris basins
- fire retardant roofs in hazardous areas, proper clearance of vegetation
- develop homes with fire resistive building materials
- develop home sites with wider streets, turnarounds and turn outs

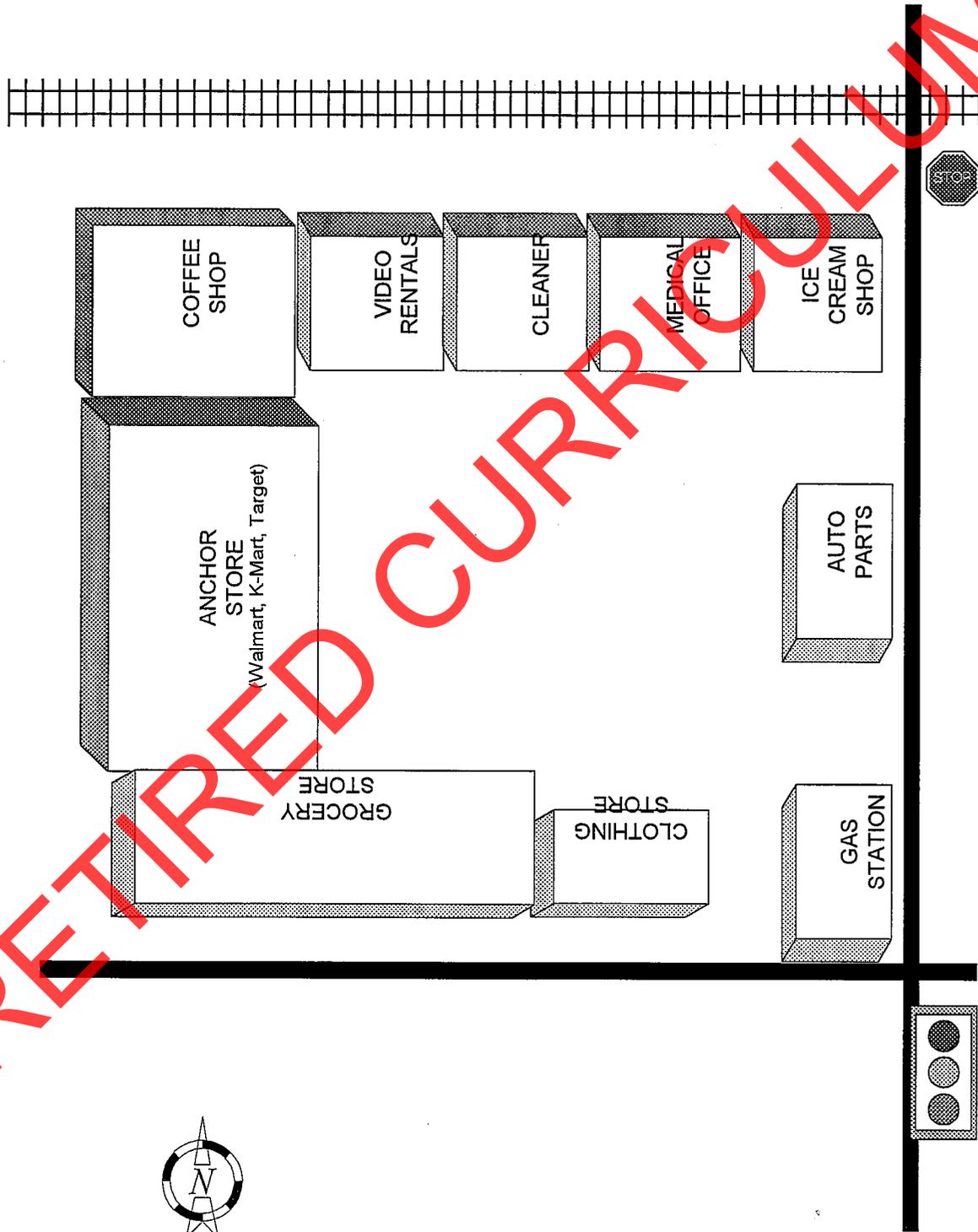
**Examples of non structural measures:**

- acquisition of high-risk properties, conversion of land to green space or low-density uses; the purchase of flood or earthquake insurance.
- proper training and increased training
- aggressive inspections
- cooperative arson investigation (in CA 25% fire loss)
- gain Federal and State legislative power (day)
- develop homes with defensible space
- adopt stronger zoning laws
- work with water districts re water reserves
- require developers to build redundant emergency water systems to protect homes
- adoption of uniform regulations

Exercise #6

### RESPONSE ACTIVITIES EXERCISE

Intent of Exercise: To demonstrate that disaster response activities must include every section of the community. By role-playing as a business, students will identify those actions necessary to effectively survive a disaster.



**RESPONSE ACTIVITIES EXERCISE continued****INDIVIDUAL BUSINESS LOCATION**

- ◇ ENSURE THAT EVERYONE IS IN A PROTECTED AREA, THEN SIT TIGHT UNTIL EVENT HAS PASSED
- ◇ DAMAGE ASSESSMENT (Watch what is happening and try to document it.)
- ◇ CONTROL SMALL FIRES AND PERFORM LIGHT RESCUE
- ◇ PROVIDE EMERGENCY INFORMATION TO EMPLOYEES AND OTHER PEOPLE IN BUILDING / AREA
- ◇ PERFORM CROWD CONTROL AND PROTECTION OF PROPERTY
- ◇ PROVIDE FOOD, WATER & CLOTHING, AS NEEDED
- ◇ PROVIDE MEDICAL ATTENTION AS NECESSARY
- ◇ REQUEST EMERGENCY SERVICES (Call 9-1-1 for situations beyond your training and scope) [How would you obtain help, if you don't use telephone?]
- ◇ EVACUATE THE PREMISES, WHEN NECESSARY (Guide people out, help others as necessary.)
- ◇ PROVIDE ALTERNATE MEANS OF TRANSPORTATION TO OTHERS WHEN NECESSARY
- ◇ SECURITY AREAS (Mark unsafe buildings and areas; keep people away from hazards.)

**BUSINESS AREA**

- COMMUNICATE WITH EACH OTHER (HAM RADIOS, PHONES, MESSENGERS)
- HAVE A PRE-PLANNED METHOD OF CHECKING UPON THE WELL BEING OF EACH OTHER (KNOWING HELP IS THERE)
- OBTAINING RESOURCES FROM A LOCATION NEAR YOU; STORED IN ADVANCE (PLASTIC, GENERATORS, BLANKETS, TOOLS)
- PROPER TRAINING RECEIVED, NOW HELP CAN BE OBTAINED FROM LARGER SOURCE
- COMMUNICATE WITH LOCAL JURISDICTION IN A KNOWN PLANNED RESPONSE METHOD (YOU KNOW THEIR CAPABILITIES AND THEY KNOW YOURS)
- PRE-PLANNED EVACUATION ROUTES AND MEANS OF TRANSPORTATION (HORSES, BICYCLES, WALKING PATH)

**YOUR EMERGENCY ACTION PLAN SHOULD DOCUMENT STRATEGIES SO THAT DURING THE RESPONSE THOSE STRATEGIES CAN BE EVALUATED AND IMPLEMENTED.**

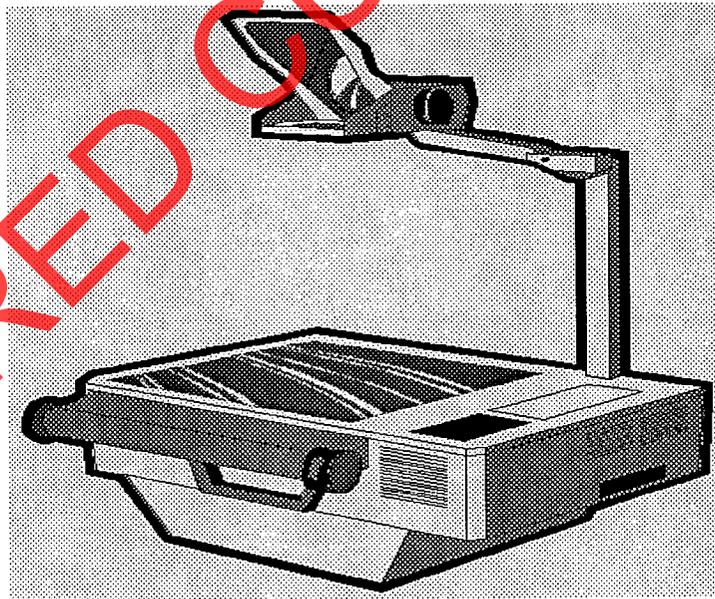
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# OVERHEAD TRANSPARENCIES



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Overhead Transparency #1

**CFSTES COURSE  
CATALOG DESCRIPTION**

*Title:* **FIRE COMMAND 2D**  
**PLANNING FOR LARGE SCALE DISASTERS**

*Hours:* 40

*Designed for:* Chief Officers,  
Company Officers and Planners

*Description:* Key topics include:

- principles of disaster planning & management;
- fire service emergency plans;
- emergency operations centers;
- studies of natural and man made disasters;
- local, state and federal emergency management
- multi-hazard and ICS planning techniques;
- principles of emergency management exercises.

*Prerequisites:* Command 2A & I-220 (Basic ICS)

*Certification Credit:*  
This course applies to CHIEF OFFICER certification.

Overhead Transparency #2

REFER TO SESSION GUIDE

## Overhead Transparency #3

**COURSE OBJECTIVES: To provide**

- Brief history of EM programs at the local, state & federal level; current function & available funding
- Mgmt tools, techniques & resources currently available to develop an on-going EM program, to involve local government depts, community agencies and private entities
- Basic principles & components of EM plan, available guidance, related terminology, and usage of ICS
- Basic principles, technical aspects, eqpmt & common features of EOCs, mutual aid agreements and application in disaster situations
- Basic techniques for day-to-day mgmt & how to make the EM program a valuable asset; interface with community groups, businesses, support groups and other organizations thru appropriate training & exercise development program
- Current legislative & liability issues; community pressures influencing EM programs; current information received from recent disasters
- Opportunity to demonstrate their acquired knowledge thru programmed exercises and simulations.

## Overhead Transparency #4

At the completion of this class each participant is expected to be able to:

- identify specific terms related to emergency management programs
- identify the proper procedures to activate Mutual Aid
- identify the proper procedure to declare a Local Emergency
- identify the proper procedure to request State and Federal assistance during a disaster
- describe how an emergency management program can be established
- identify the basic principles of plan development
- identify the basic components of a comprehensive emergency management program
- define the components of disaster response operations, include the Incident Command System
- define the purpose of an EOC
- define the purpose and types of exercises
- identify the current laws, regulations, pending legislation and liability issues of emergency management.

Overhead Transparency #5

**COURSE ASSUMPTIONS**

That the student will:

*ACTIVELY PARTICIPATE  
IN THEIR OWN LEARNING*

**FOCUS ON IDENTIFYING  
THEIR OWN LEARNING NEEDS**

*LEARN FROM EACH OTHER*

**TREAT EACH PERSON  
AS A RESOURCE**

*TAKE RISKS*

**APPRECIATE THE LEARNING VALUE  
OF WORKING IN SMALL GROUPS**

Overhead Transparency #6

Each student shall provide this information:

- verbally to the class
- printed on a card;
- and return to instructor.

1. Name
2. Employing Agency
3. Rank and Years in the Fire Service
4. Population of your employing jurisdiction
5. Does your jurisdiction have a written emergency plan?
6. Have you read this plan?
7. Are you assigned to an emergency management program?
8. Why are you enrolled in this class?

## Overhead Transparency #7

*In preparation for class, students are to review their jurisdiction's Emergency Plans and supporting components (i.e., annexes, standard operating procedures, guidelines, action checklists).*

*Students are to specifically review the Table of Contents of their jurisdiction's Emergency Plan.*

*Students are to bring with them to class their jurisdiction's:*

- Emergency Plan
- Emergency Organization Chart
- Diagram of the Emergency Operations Center, if available
- Department specific Emergency Annexes or Action Checklists
- Notebook dividers, five (5) tab, optional.

*Outside classroom reading assignments are required for this class.*

## Overhead Transparency #8

**PURPOSE OF COURSE**

Present the mechanics of

developing, maintaining, and reviewing } a community's comprehensive emergency management (CEM) program

Examine the historical involvement of the fire service in

disaster preparedness, planning styles, and elements of a community disaster plan.

Discuss the principles of

- developing, evaluating, and revising emergency management plans and
- the use of the Integrated Emergency Management System ( IEMS ).

## Overhead Transparency #9

Current emergency management strategies emphasize two points:

1. an all hazard approach to emergency planning  
emphasizing intra- and intergovernmental community coordination
2. a growing awareness that responsibility for disaster management capability rests with the community as a whole  
not merely with the fire, emergency medical service, and other public safety departments, but should also include private support organizations, etc.

## Overhead Transparency #10

TERMS FREQUENTLY USED  
TO REPRESENT

"ANY THREAT TO  
PUBLIC HEALTH AND SAFETY"



## Overhead Transparency #11

For purposes of this class

**DISASTER shall mean:**

AN UNFORESEEN,  
UNPLANNED EVENT  
THAT EXCEEDS THE NORMAL  
DAY-TO-DAY CAPABILITIES  
OF LOCAL GOVERNMENT.

AN EMERGENCY SITUATION  
WHICH CANNOT BE MANAGED  
WITH ROUTINE PROCEDURES  
AND RESOURCES.

## Overhead Transparency #12

CITIZENS EXPECT  
LOCAL GOVERNMENT TO:

- provide information on alerting signals, actions to take, instructions, **prior** to the disaster;
- assess the magnitude of the emergency quickly and accurately, and to keep the public **informed** throughout the incident
- rapidly **restore** services such as public utilities, even when those services are not the direct responsibility of the local government.
- provide for recovery **services**, or access to them, such as family unification, psychological counseling, insurance claim preparation, and tax guidance
- provide information on mitigating the impact of **future emergencies**.

## Overhead Transparency #13

**Crisis**

An unstable or crucial time  
or state of affairs  
whose outcome will make  
a decisive difference  
for better or worse.

In Chinese, the word CRISIS is written in two symbols  
DANGER and OPPORTUNITY

## Overhead Transparency #14

**EMERGENCY**

an unforeseen combination of  
circumstances or the resulting state that  
calls for immediate action;

A LIFE, PROPERTY OR  
ENVIRONMENT-THREATENING  
INCIDENT,  
THAT MAY OCCUR  
SUDDENLY OR UNEXPECTEDLY.

## Overhead Transparency #15

**DISASTER**  
**CRISIS   HAZARD   EMERGENCY**

For purposes of this class each of these words shall represent:

AN INCIDENT WHICH  
THREATENS LIFE,  
PROPERTY OR  
THE ENVIRONMENT.

An incident may affect the whole system functionally, physically, emotionally, socially, legally, ethically and existentially.

## Overhead Transparency #16

**DISASTER**

IS A RELATIVE TERM  
DEPENDING ON THE

- ⌘ NUMBER OF CASUALTIES
- ⌘ EXTENT OF PROPERTY DAMAGE
- ⌘ LENGTH OF TIME INVOLVED
- ⌘ CAPACITY, AND STRENGTH OF FORCES AVAILABLE
- ⌘ SIZE OF THE JURISDICTION

## Overhead Transparency #17

**NATURAL DISASTERS**

The following events are usually caused by NATURE:

- |  |  |
|--|--|
| <input type="checkbox"/> Animal Infestation*         | <input type="checkbox"/> Shoreline Erosion                   |
| <input type="checkbox"/> Avalanche*                  | <input type="checkbox"/> Tidal Surge                         |
| <input type="checkbox"/> Dam / Levee Failure*        | <input type="checkbox"/> Tornado                             |
| <input type="checkbox"/> Drought*                    | <input type="checkbox"/> Tsunami                             |
| <input type="checkbox"/> Fire / Conflagration*       | <input type="checkbox"/> Volcanic Eruption                   |
| <input type="checkbox"/> Flooding                    | <input type="checkbox"/> Extreme Weather                     |
| <input type="checkbox"/> Earthquake                  | <input type="checkbox"/> Wildland Fire*                      |
| <input type="checkbox"/> Hurricane                   | <input type="checkbox"/> Winter Storms (Freeze / High Winds) |
| <input type="checkbox"/> Landslide / Earth Movements |  |
| <input type="checkbox"/> Meteors                     |  |

\* May also result from human-caused sources or technological shortages.

## Overhead Transparency #18

**HUMAN—CAUSED DISASTERS**

The following events usually occur due to human omission or error and technology created by humans.\*\*

- Abandoned Dumps (Munitions, Radiological, Toxic)
- Building or Infrastructure Collapse\*\*
- Civil Disorder
- Communication / Utility Failure\*\*
- Consumer Goods Shortage\*\*
- Epidemic / Public Health\*\*
- Evacuation\*\*
- Governor's Warning of a Prediction (earthquake or volcanic eruption)
- Hazardous Material Release\*\*
- Major Pollution (Air, Food Chain, Water)\*\*
- Major Transportation Accident\*\*
- Mass Casualty Incident\*\*
- Nuclear Power Plant Incident\*\*
- Work Stoppage\*\*

\*\*May also result as a secondary effect of a NATURAL emergency.

## Overhead Transparency #19

**CIVIL DISASTERS  
WAR**

The following describe deliberate human acts that cause extensive harm:

- TERRORISM**
- TYPES OF WAR**

WEAPONS UTILIZED

- Biological
- Chemical
- Conventional
- Nuclear
- Viral

## Overhead Transparency #20

**TERRORISM**

Terrorism is the unlawful use  
of force or violence  
against persons or property  
to intimidate or coerce  
a government, the civilian population,  
or any segment thereof, in furtherance of political or social objectives.

FBI categorizes two types of terrorism:

- *Domestic Terrorism* involves activities directed without foreign direction.
- *International Terrorism* involves activity committed by groups or individuals who are foreign-based and/or directed by countries or groups outside the United States or whose activities transcend national boundaries.

Possibilities:

Airline Attack

Bombing

Chemical/Biological Attack

Infrastructure Attack (computers, communications, systems)

## Overhead Transparency #21

MAJOR PROBLEMS  
COMMON IN FIRE EMERGENCIES  
and DISASTER SITUATIONS

FORMED THE BASIS OF FIRESCOPE

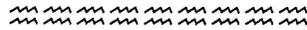
MUTUAL AID

INCIDENT MANAGEMENT

COMMUNICATIONS

MULTI-AGENCY COORDINATION

## Overhead Transparency #22

**INCIDENT COMMAND SYSTEM  
PROVIDES**

A CHAIN OF COMMAND  
ADAPTABLE TO  
LARGE AND SMALL EVENTS

MISSION ORIENTED  
MANAGEMENT CHECKLISTS

COMMON TERMINOLOGY

*A FLEXIBLE SYSTEM  
THAT CAN BE USED  
TO IMPLEMENT AN  
EMERGENCY PLAN'S  
RESPONSE OPERATIONS*

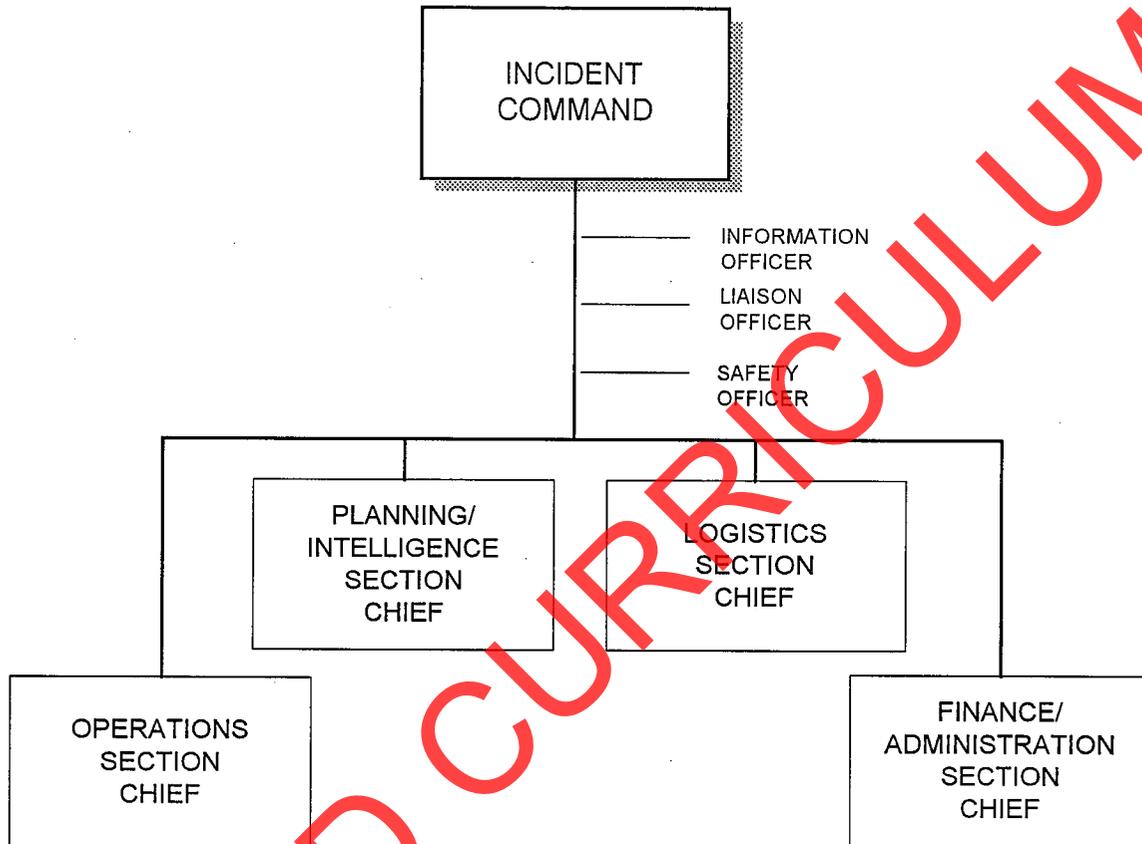
## Overhead Transparency #23

The Incident Command System provides:

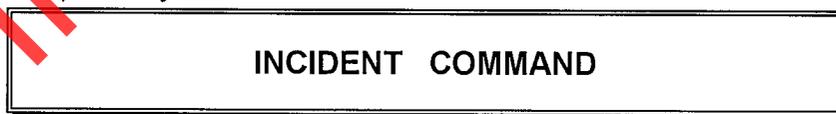
- ⌘ Common Terminology
- ⌘ Modular Organization
- ⌘ Integrated Communications
- ⌘ Unified Command Structure
- ⌘ Consolidated Action Plans
- ⌘ Manageable Span of Control
- ⌘ Comprehensive Resource Management

Overhead Transparency #24

### FIELD LEVEL INCIDENT COMMAND SYSTEM ORGANIZATION CHART



Overhead Transparency #25

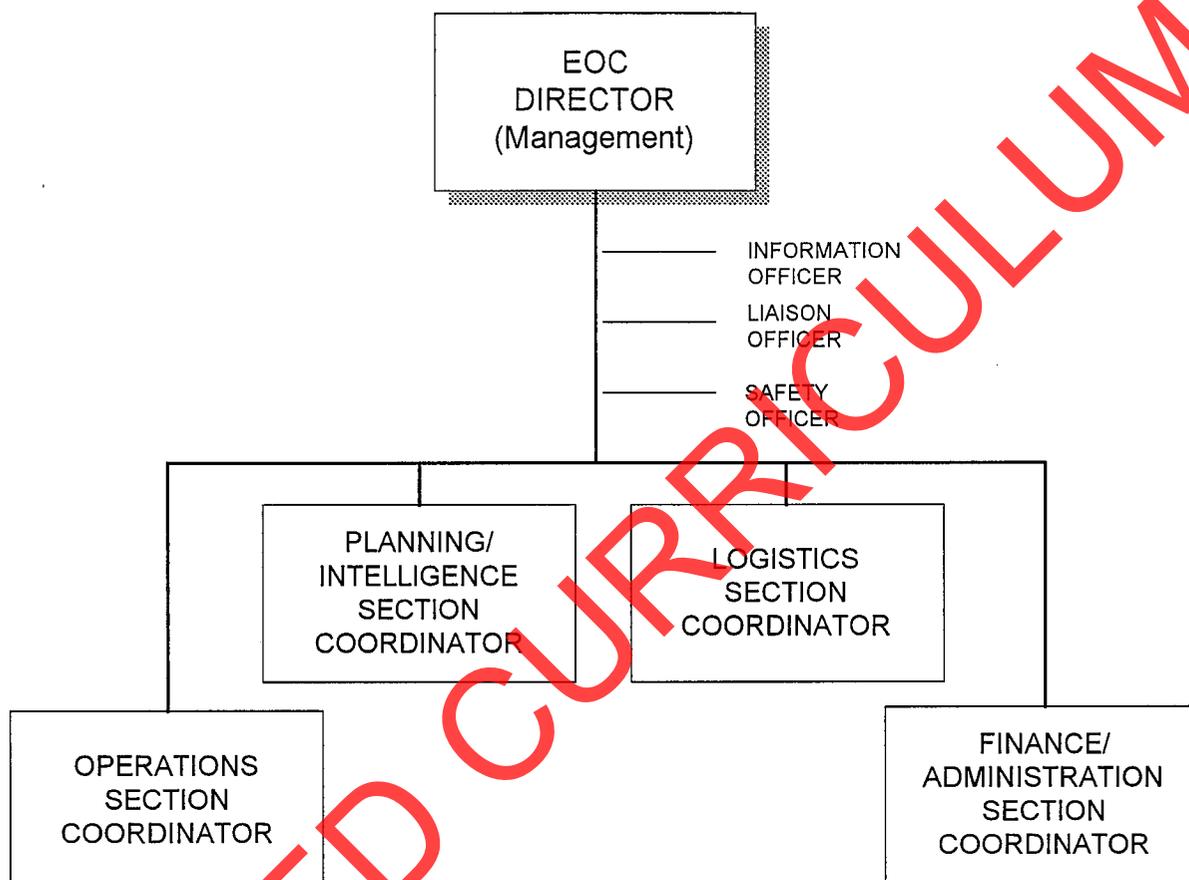


The overall responsibility for the management  
of the operation.

This element may include such staff as required to perform or support the command function and it must always be perceived as the **sole source of command**, it may include representation from all of a jurisdiction's agencies (disciplines) or from multiple jurisdictions when appropriate.

Overhead Transparency #26

### EOC LEVEL INCIDENT COMMAND SYSTEM ORGANIZATION CHART



Overhead Transparency #27



Responsible for all tactical command and coordination of incident response assets

(regardless of agency affiliation or type of asset).

## Overhead Transparency #28

**PLANNING / INTELLIGENCE**

The organizational focus  
for all information or intelligence  
relative to the incident.

Responsible for maintaining current situation status as well as attempting to predict future incident developments.

This section also has the primary responsibility for the production of action plans to be developed *in coordination* with the other organizational elements.

## Overhead Transparency #29

**LOGISTICS**

Any personnel, supplies, materials or items  
required to control the situation  
or support the response structure  
are provided by this section.

All requests for assets, whether internal  
(from within the original jurisdiction)  
or external (mutual aid)  
are directed to this element.

## Overhead Transparency #30

<b>FINANCE / ADMINISTRATION</b>
---------------------------------

It is designed to handle all the financial aspects of an operation, as well as all the personnel time-keeping records.

Other duties may include handling claims information or other like data.

An "optional" element, is often not staffed until too late in the response. It should be established early on for documentation purposes (i.e., the assignment of a special account number for all related activities including wages and expenditures for possible disaster assistance or reimbursement)

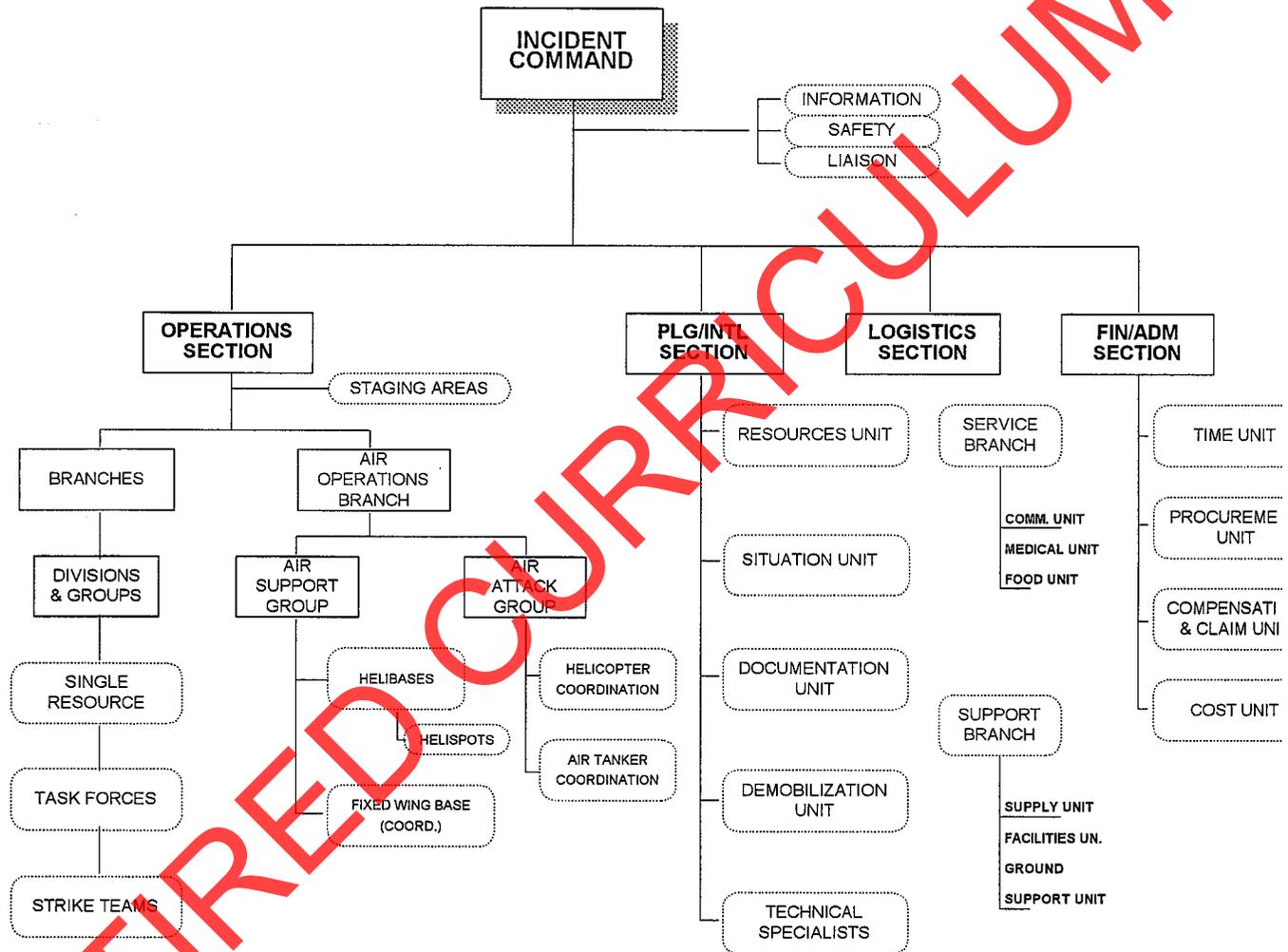
## Overhead Transparency #31

## ICS POSITION TITLES

<i>FIELD LEVEL</i>	<i>EOC LEVEL</i>
INCIDENT COMMAND	EOC DIRECTOR (Management)
SECTION CHIEF	SECTION COORDINATOR
BRANCH DIRECTOR	BRANCH COORDINATOR
GROUP SUPERVISOR	GROUP COORDINATOR
UNIT LEADER	UNIT COORDINATOR

Overhead Transparency #32

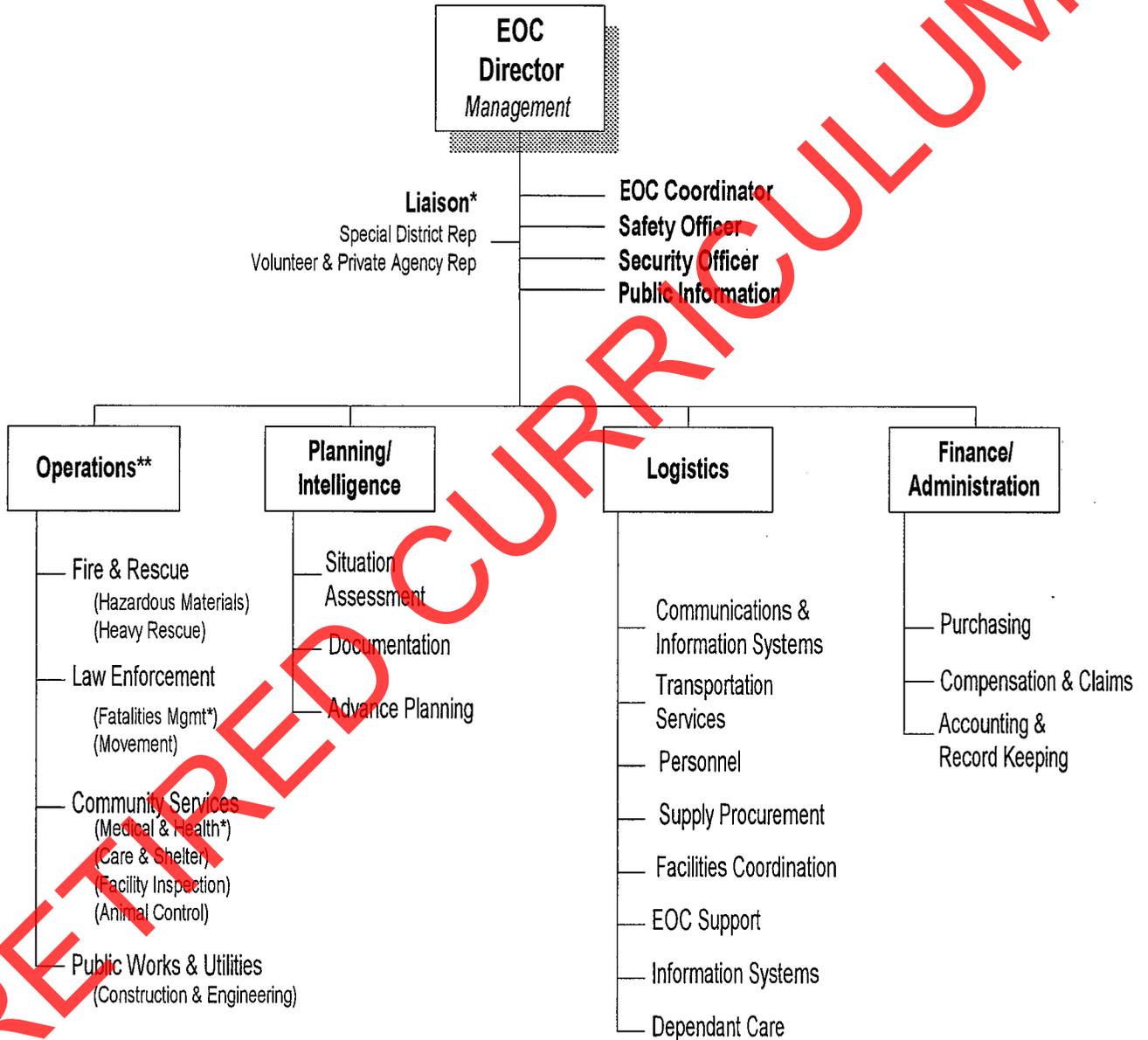
**STANDARD INCIDENT COMMAND SYSTEM**



[ 5 to 1 reporting ratio for Resources to Branches/Divisions/Groups ]

Overhead Transparency #33

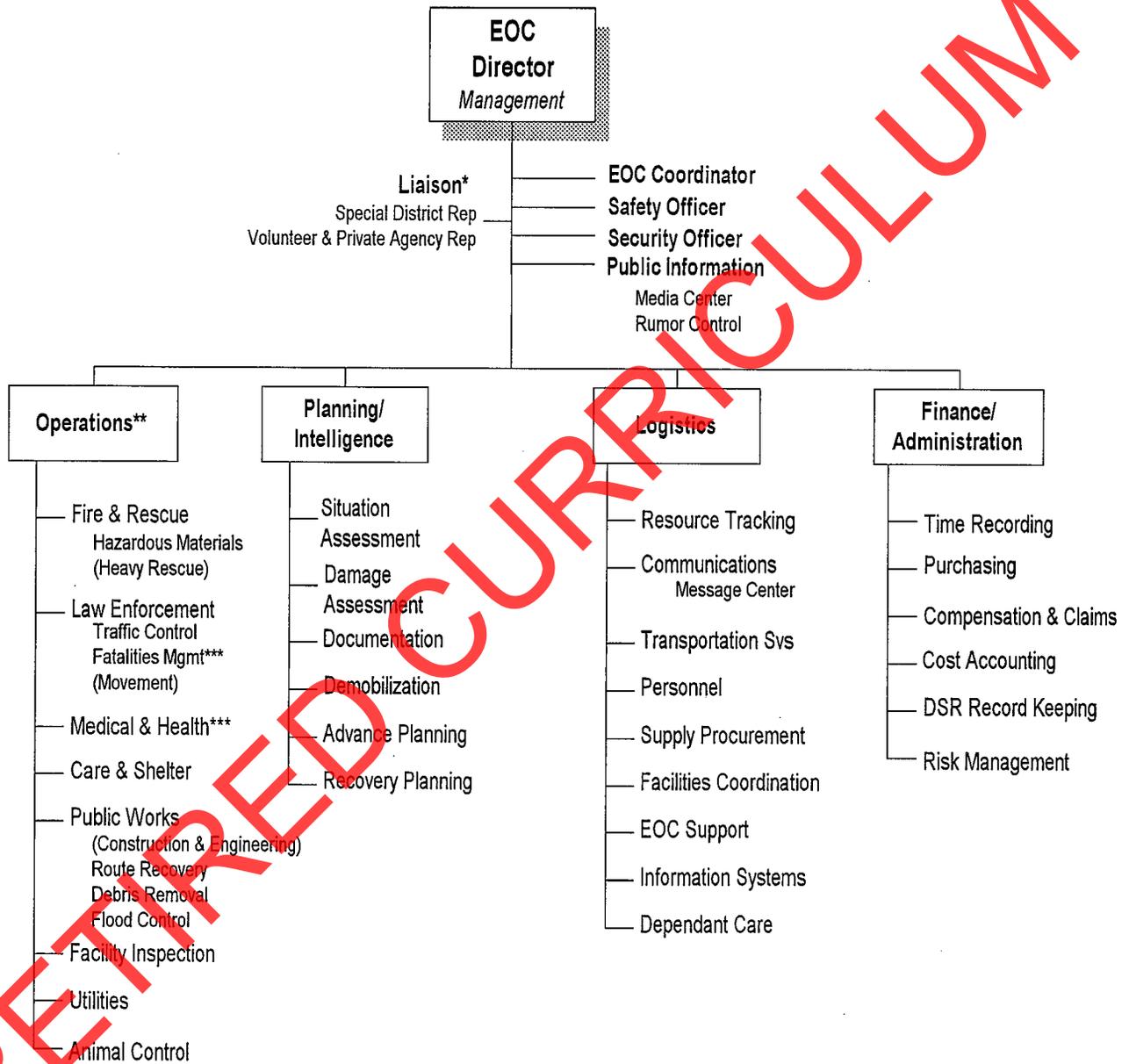
**EXAMPLE OF SMALLER LOCAL GOVERNMENT FUNCTIONS  
SEMS/ICS EOC ORGANIZATION**



\* May be organized as a section or branch  
 ( ) Indicates functions coordinated by the branch but not organized as a distinct group or unit within the branch

Overhead Transparency #34

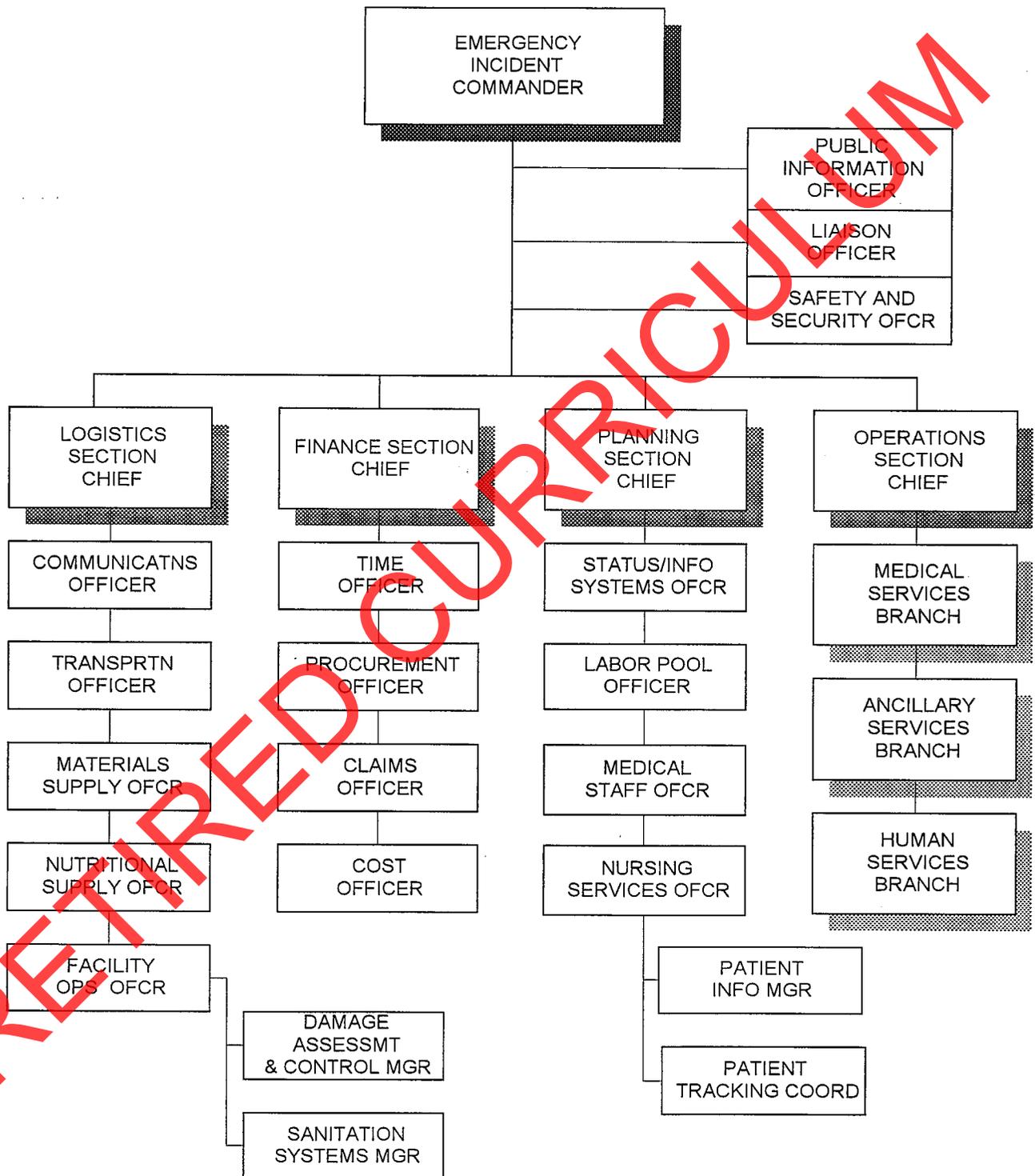
**EXAMPLE OF LARGER LOCAL GOVERNMENT FUNCTIONS  
SEMS/ICS EOC ORGANIZATION**



- \* May be organized as a section or branch
- \*\* If all elements are activated, a deputy will be appointed for span of control
- \*\*\* Normally coordinated by county, but a local coordinator may be used
- ( ) Indicates functions coordinated by the branch but not organized as a distinct group or unit within the branch

Overhead Transparency #35

### HOSPITAL EXAMPLE



## Overhead Transparency #36

PRE-EMERGENCY PERIOD  
DIRECTION AND CONTROL FUNCTION  
**EOC NORMALCY**  
"READINESS"

- develop emergency management staff (identify and train personnel)
- prepare and maintain plans and procedures
- train others with emergency responsibilities
- conduct exercises
- accumulate data

## Overhead Transparency #37

PRE-EMERGENCY PHASE  
DIRECTION AND CONTROL FUNCTION  
**EOC NORMALCY**  
"CAPABILITY"

- acquire necessary hardware to perform tasks identified in emergency plans
- prepare EOC and alternate EOCs
- EOC systems
- vehicles and heavy equipment
- obtain stocks of necessary emergency supplies

## Overhead Transparency #38

EMERGENCY PHASE  
EOC DIRECTION AND CONTROL  
***Emergency Without Warning***

- **Determine the nature and extent of the event**
- Establish information gathering function; plot and depict information on the situation
- Determine priorities for response
- Determine need for additional assistance from other sources

## Overhead Transparency #39

**An EOC**

A location where all elements of the emergency service organization

- ☆ gather and display information
- ☆ establish response priorities
- ☆ decide upon and coordinate emergency response
- ☆ request outside assistance
- ☆ plot and store resource information.

## Overhead Transparency #40

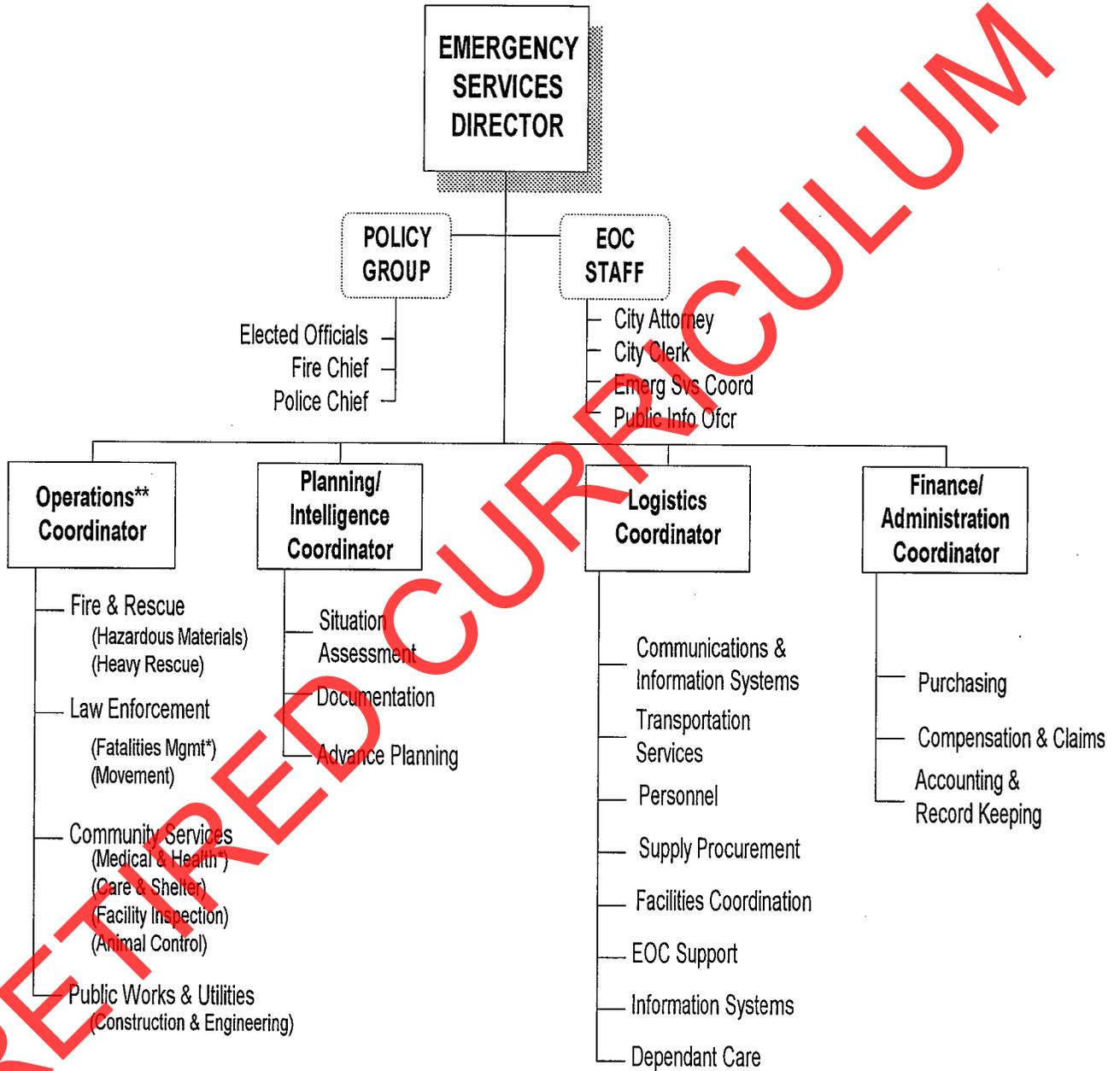
EOC DIRECTION AND CONTROL  
EMERGENCY WITH WARNING

**ADDITIONALLY, WITH WARNING THE EOC SHALL:**

-  WARN THE PUBLIC
-  READY EMERGENCY SERVICES
-  CONSIDER EVACUATION
-  PROVIDE SHORT-TERM MITIGATION

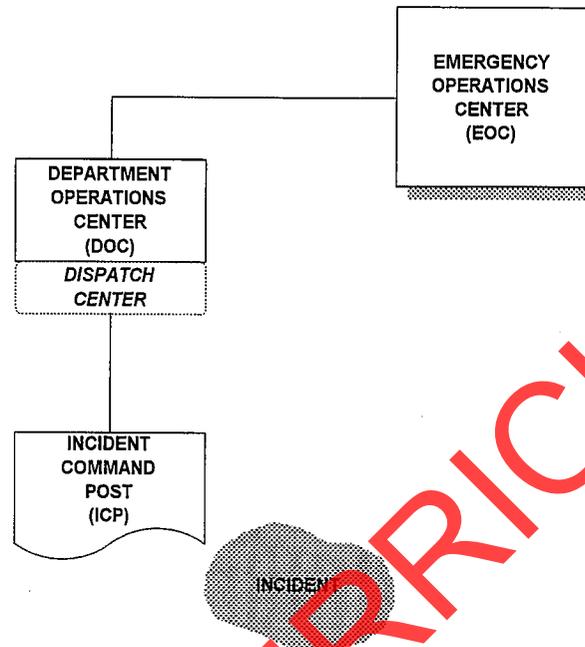
Overhead Transparency #41

# EXAMPLE: EOC ORGANIZATION CHART



## Overhead Transparency #42

## LOCAL GOVERNMENT



## Overhead Transparency #43

**PLANNING FOR  
EOC DEVELOPMENT**



- ◆ Defined functions — when to use
- ◆ Size of EOC staff and emergency organization
- ◆ Amount of space required
- ◆ Desired location
- ◆ Layout of available space
- ◆ Need for supplies and equipment

Overhead Transparency #44

**PLANNING FOR EOC DEVELOPMENT**

Additionally



Provide SOPs



Provide for EOC training

Overhead Transparency #45

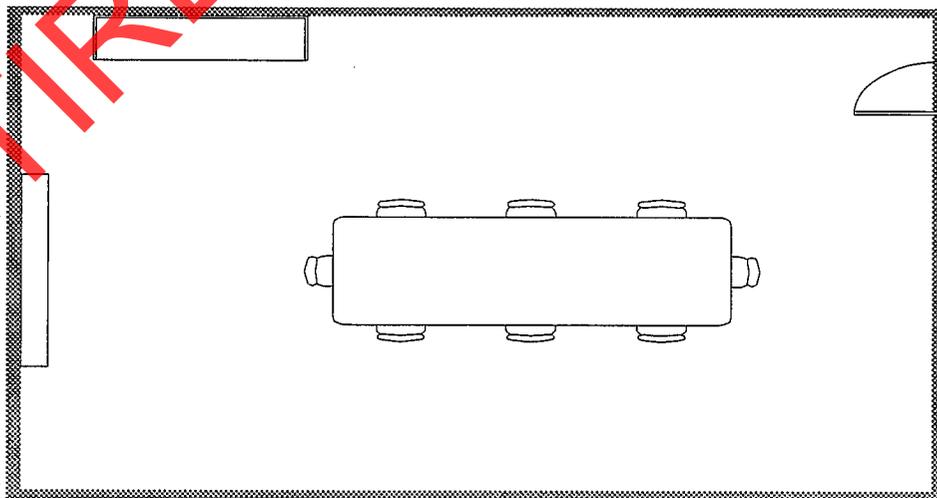
AN EMERGENCY OPERATIONS CENTER NEEDS A  
**PHASED ACTIVATION PROCEDURE**

EMERGENCY OPERATIONS ARE NOT  
A JOURNEY WITH AN END.

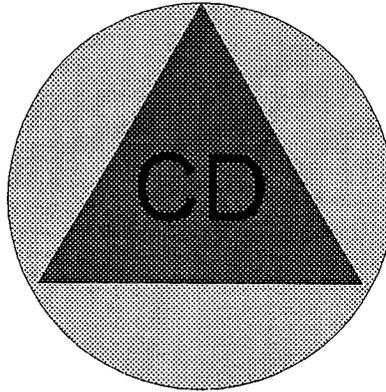
EMERGENCY OPERATIONS SHOULD PROVIDE THE JOURNEY :  
**A DIRECTION**  
( THE DESTINATION = RECOVERY ).

Overhead Transparency #46

**BASIC EOC**



Overhead Transparency #47

**CIVIL DEFENSE SYMBOL**

Overhead Transparency #51

**FEDERAL DISASTER ACT OF 1950**

ESTABLISHED FOR THE FIRST TIME  
THE LEGAL BASIS  
FOR A CONTINUING FEDERAL ROLE  
IN DISASTER RELIEF

**CONGRESS DESCRIBED THE ACT'S INTENT AS**

- ✦ TO PROVIDE AN ORDERLY AND CONTINUING MEANS OF ASSISTANCE BY THE FEDERAL GOVERNMENT TO STATE AND LOCAL GOVERNMENTS IN CARRYING OUT THEIR RESPONSIBILITIES TO ALLEVIATE SUFFERING AND DAMAGE RESULTING FROM MAJOR DISASTERS
- ✦ TO REPAIR ESSENTIAL PUBLIC FACILITIES IN MAJOR DISASTERS
- ◇ AND TO FOSTER THE DEVELOPMENT OF SUCH STATE AND LOCAL ORGANIZATIONS AND PLANS TO COPE WITH MAJOR DISASTERS

## Overhead Transparency #52

In 1974, the U.S. Fire Administration was created, their purpose was to attempt to:

- coordinate resources and expertise
- develop improved planning
- standardize training and techniques
- and management strategies with respect to *fire protection* and life safety.

In 1979, FEMA was established to coordinate federal, state, and local efforts to:

- ◆ protect citizens during national emergencies and
- ◆ improve the nation's capability to *respond to an emergency*

## Overhead Transparency #53

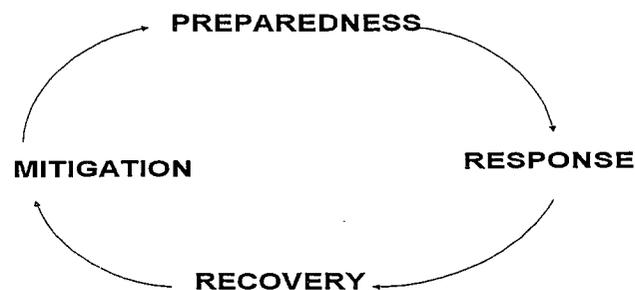
**FEDERAL EMERGENCY  
MANAGEMENT AGENCY**

**FEMA**      Established in 1979

- disaster preparedness and assistance for federally declared emergencies
- civil defense (nuclear attack)
- law enforcement
- resource and facility acquisitions
- reduce the nation's fire loss
- support state and local governments in disaster planning
- coordinate preparedness for nuclear power plant accidents, hazardous materials and radiological accidents
- coordinate the National Flood Insurance Program.

## Overhead Transparency #54

**FOUR PHASES OF COMPREHENSIVE EMERGENCY MANAGEMENT**



Overhead Transparency #55  
FEMA Regional Map

Overhead Transparency #56

**THE FEDERAL RESPONSE PLAN**  
**12 EMERGENCY SUPPORT FUNCTIONS**

- **Transportation**

Provide civilian and military transportation support. Dept of Transportation.

- **Communications**

Provide telecommunications support. National Communications System.

- **Public Works and Engineering**

Restore essential public services and facilities. US Army Corps of Engineers, DoD

- **Fire Fighting**

Detect and suppress wild land, rural and urban fires. U.S. Forest Service, DeptAg

- **Information and Planning**

Collect, analyze and disseminate critical information to facilitate the overall federal response and recovery operations. Federal Emergency Management Agency.

- **Mass Care**

Manage and coordinate food, shelter and first aid for victims; provide bulk distribution of relief supplies; operate a system to assist family reunification. ARC

- **Resource Support**

Provide equipment, materials, supplies and personnel to federal entities during response operations. General Services Administration.

- **Health and Medical Services**

Provide assistance for public health and medical care needs.

U.S. Public Health Service, Department of Health and Human Services.

- **Urban Search and Rescue**

Locate, extricate and provide initial medical treatment to victims trapped in collapsed structures. Department of Defense.

- **Hazardous Materials**

Support federal response to actual or potential releases of oil and hazardous materials. Environmental Protection Agency.

- **Food**

Identify food needs, ensure food gets to disaster-affected areas.

Food and Nutrition Service, Department of Agriculture.

- **Energy**

Restore power systems and fuel supplies. Department of Energy.

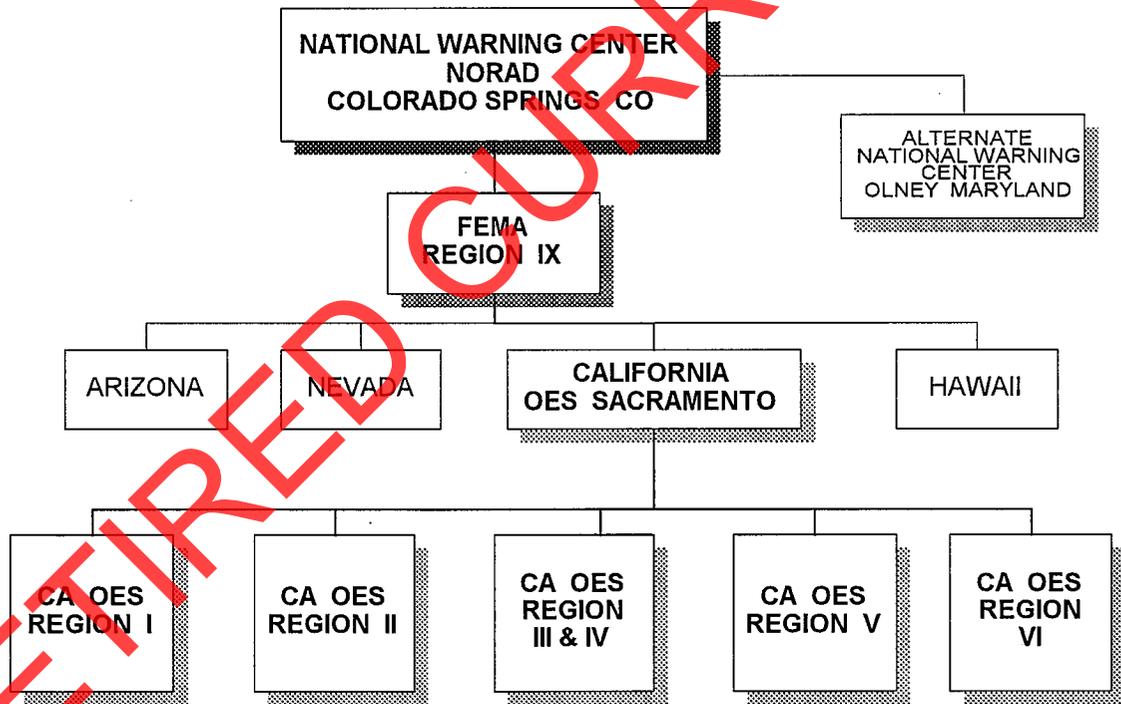
A catastrophic disaster requires a coordinated response involving all levels of government.

Overhead Transparency #57

Local governments are established differently  
**LEGALLY** and **FUNCTIONALLY**

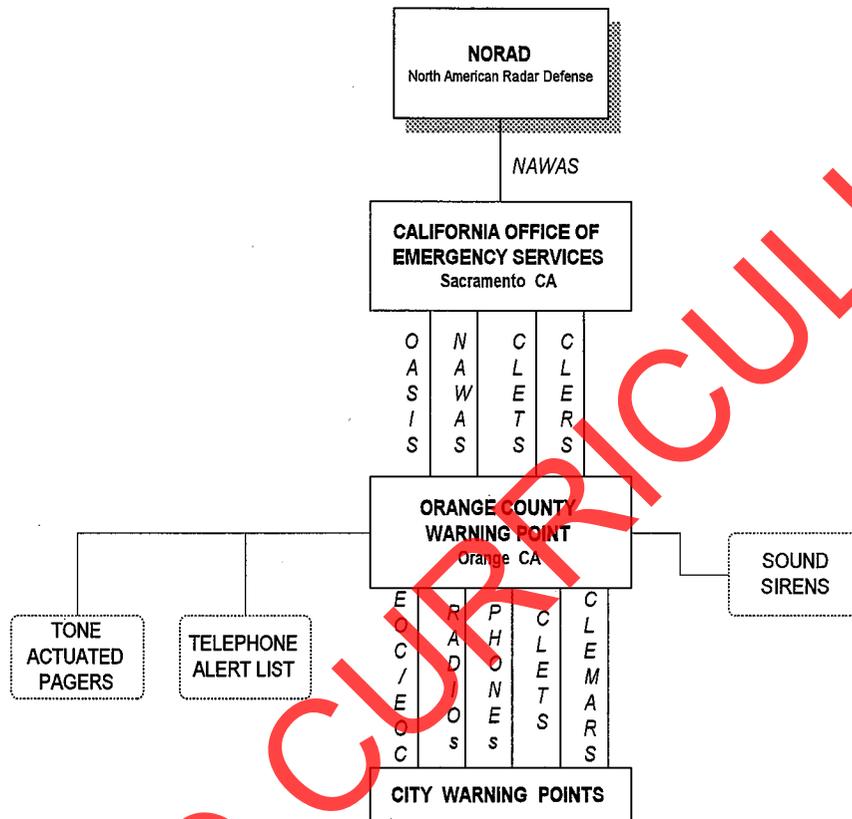
- \* BALANCE OF AUTHORITY
- \* FORMS OF GOVERNMENT
- \* COMMUNICATION CHANNELS
- \* CHARTER OR ORDINANCE
- \* SERVICES PROVIDED

Overhead Transparency #58



CALIFORNIA PORTION, NATIONAL WARNING SYSTEM  
 (NAWAS)

Overhead Transparency #59  
**EXAMPLE OF ATTACK WARNING SYSTEM  
 ORANGE COUNTY**



Overhead Transparency #60

**Communities differ in:**

- geographical size and characteristics;
- size, density, and make-up of population;
- economic and fiscal resources.

**Additional factors include:**

- the personalities of municipal and private sector leaders and their interpersonal relations
- community customs and traditions, and
- the degree of concern and prevailing attitudes about emergency management readiness.

Overhead Transparency #61

**Director of Emergency Management**

the person legally responsible to the governmental entity for emergency management. Provides overall policy and direction.

**Emergency Management Coordinator or Planner**

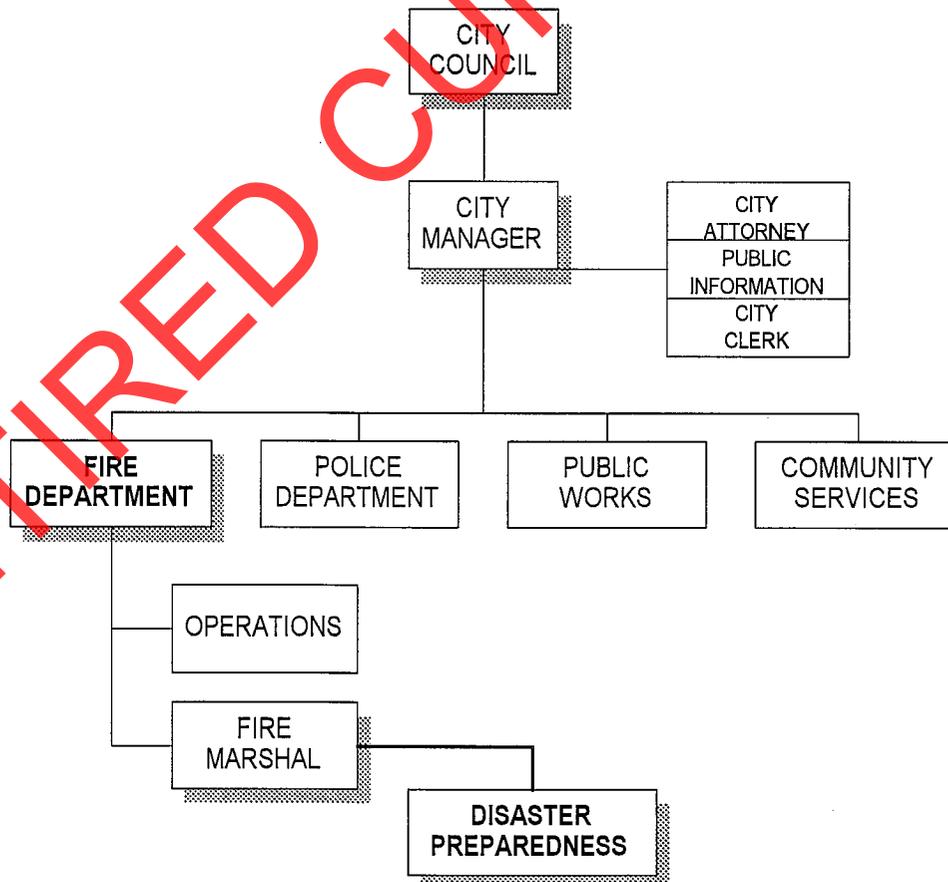
the person generally responsible for overall community disaster planning and coordination.

**Incident Commander**

the person who actually directs the disaster operations; the one with authority and responsibility to direct local government resources during a disaster situation.

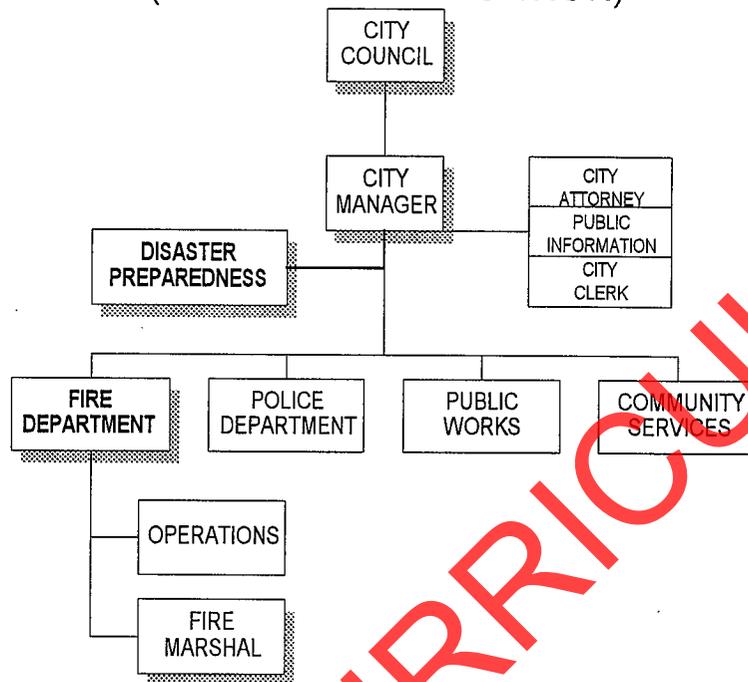
Overhead Transparency #62

**CITY EMERGENCY MANAGEMENT ORGANIZATION  
(DAY - TO - DAY)**



## Overhead Transparency #63

### CITY EMERGENCY MANAGEMENT ORGANIZATION (EMERGENCY SITUATION)



It is NOT recommended that the reporting status of the emergency management coordinator change.

## Overhead Transparency #64

#### **AN EFFECTIVE EM PROGRAM HAS:**

- Roles/Responsibilities of Elected Officials Defined
- Strong and Definitive Lines of Command
- Good Interpersonal Relations Established
- EM Structure & Procedures Routine as Possible
- Procedures for Alerting Key Officials / Leaders
- Multiple Use of Resources

- ◆ All Hazard Approach to Planning
- ◆ EM Planning is an Ongoing Activity

- Maximum Ability to Alert the Public
- Public Information Function Clearly Defined
- Public--Private Cooperation and Coordination

- ◆ Active Internal Government Coordination
- ◆ Considered Eligibility for State & Federal Funding
- ◆ Ability to Maintain Comprehensive Records

Overhead Transparency #65

### State Mutual Aid & Region Map

Overhead Transparency #66

### ***OPERATIONAL AREA***

Defined by the Emergency Services Act in 1970

An intermediate level of the state emergency services organization consisting of county and all political subdivisions within the county area.

Political subdivisions include cities, a city and county, counties, districts, or other local governmental agency, or public agency authorized by law.

[Special districts are defined as local governments in SEMS regulations.]

Overhead Transparency #67

Quote

Overhead Transparency #68

Quote

Overhead Transparency #69

THE REASONS THE JURISDICTION MAY WANT AN EMERGENCY PLAN ARE :

- \* recognition of limited resources, requires planned response
- \* lack of coordination, costs time and money
- \* inaction or over-reaction
- \* minimize human suffering and death

## Overhead Transparency #70

**CALIFORNIA EMERGENCY SERVICES ACT**

- ◆ contains basic authorities for emergency operations following the proclamation by the Governor and/or appropriate local authority
- ◇ provisions of the Act are further reflected and expanded on by appropriate local emergency ordinances
- ◆ describes the functions and operations of government at **all** levels during extraordinary emergencies, including war
- ◇ Local Emergency Plans are extensions of the California Emergency Plan.

## Overhead Transparency #71

**California Disaster and Civil Defense  
Master Mutual Aid Agreement**

-  Each party that has signed the agreement shall prepare *operational plans* to use within their jurisdiction and outside of their area
-  Plans are to be both *fire and non-fire related* and include natural, technological and war-related emergencies.

The State of California, all state agencies, all political subdivisions and fire districts have signed this agreement.

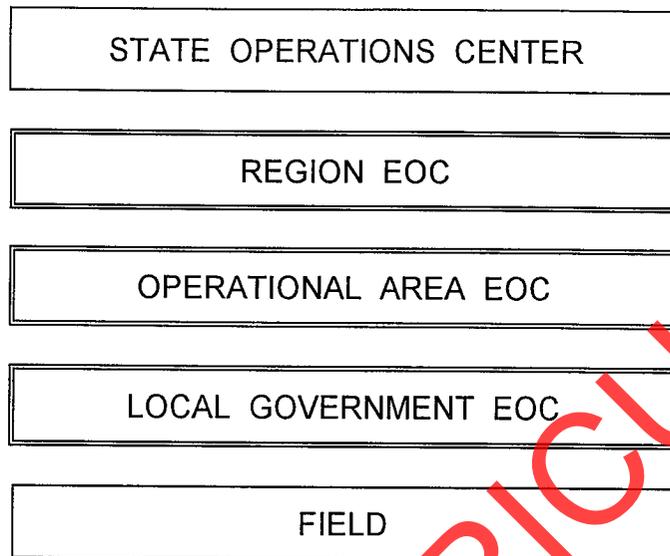
## Overhead Transparency #72

**The Petris Bill, Senate Bill 1841  
S.E.M.S. LAW**

All State of California jurisdictions are required to participate in establishing a standardized state-wide emergency management system, built upon

- ☞ the Incident Command System
- ☞ the Multi-Agency Coordination System (MACS)
- ☞ the Mutual Aid Agreement and related systems and
- ☞ the Operational Area concept.

Overhead Transparency #73

**SEMS LEVELS OF ACTIVATION**

Overhead Transparency #74

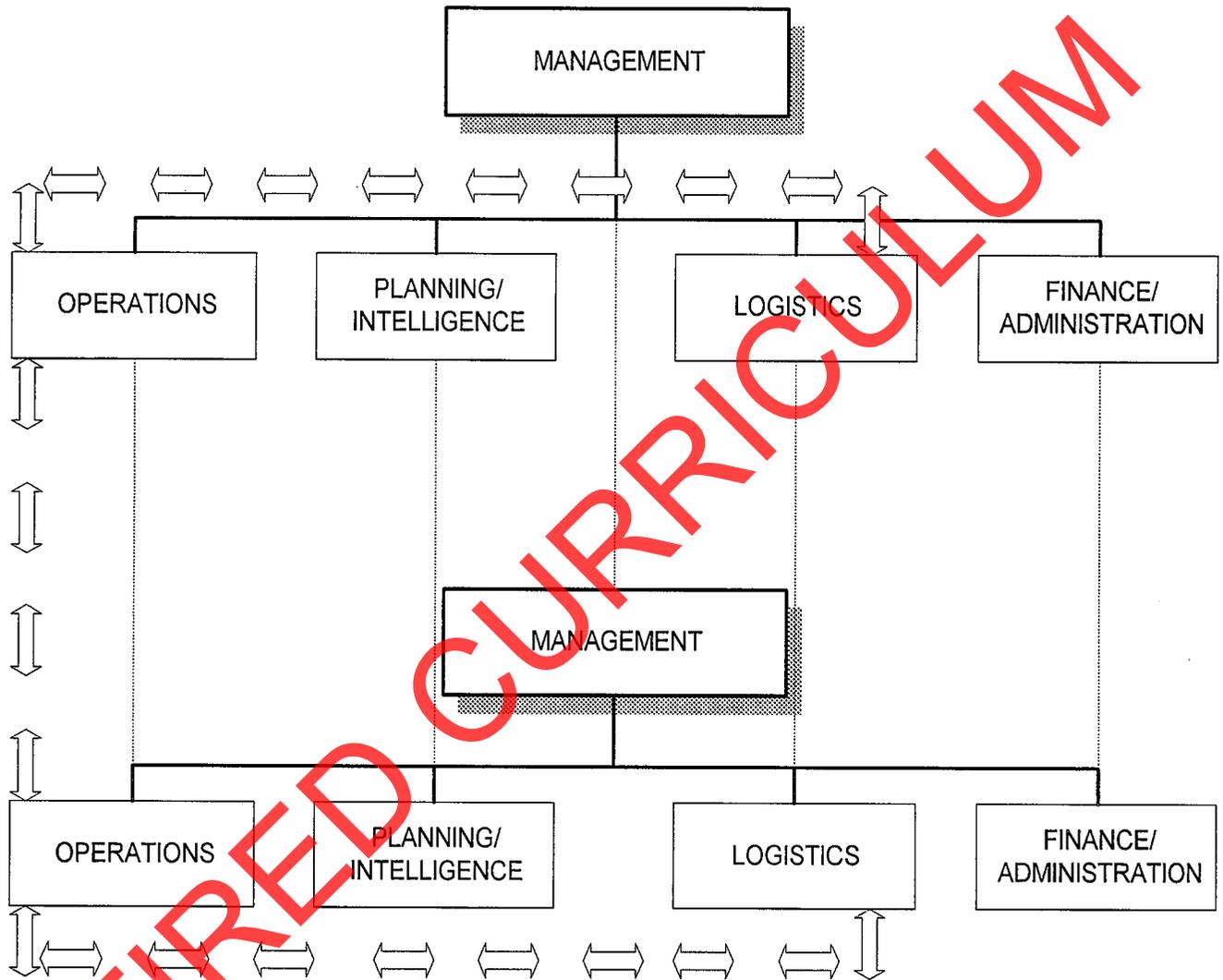
**EFFECTIVE OPERATIONAL AREA ELEMENTS**

- ⊗ Established policy for use of the Operational Area in emergencies
- ⊗ Agreements among local governments to participate in the operational area
- ⊗ Designated lead agency and staff to maintain the Operational Area
- ⊗ Designated Operational Area emergency management organization (EOC staff and Operational Area Mutual Aid Coordinators)
- ⊗ Adequate EOC facility
- ⊗ Communications links with member agencies
- ⊗ 24-hour/day answering point for emergency notifications from local government and state warning center
- ⊗ Operational Area emergency plan and procedures.

Each county and its political subdivisions is a distinct operational area and must have a lead agency to meet SEMS requirements.

Overhead Transparency #75

### OPERATIONAL AREA EOC



### LOCAL GOVERNMENT EOC

	Lines of management authority and internal coordination
	Primary lines of communications and coordination
	Primary interactions for priority resource allocation

## Overhead Transparency #76

Continuing the requirements of SEMS

- ⊗ Jurisdictions must attend training on the adopted emergency management system

SEMS Training Program (Approved Course of Instruction)

1. Introductory Level
2. Field Level
3. Emergency Operations Center Level
4. Executive Level

- ⊗ All agencies must complete after action reports after of each declared disaster

Local Governments = 90 days  
State Government = 120 days

- ⊗ State agencies must use SEMS
- ⊗ Local governments must use SEMS to be eligible for state funding of response related personnel costs

## Overhead Transparency #77

Quote

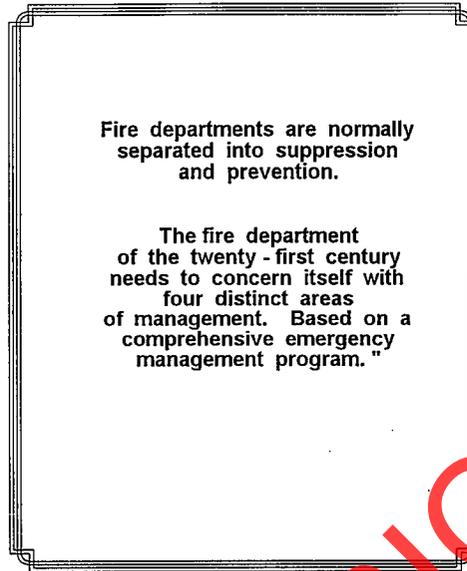
## Overhead Transparency #78

The American Insurance Association  
Special Bulletin Number 310 states:

"Disasters can and do occur anywhere.

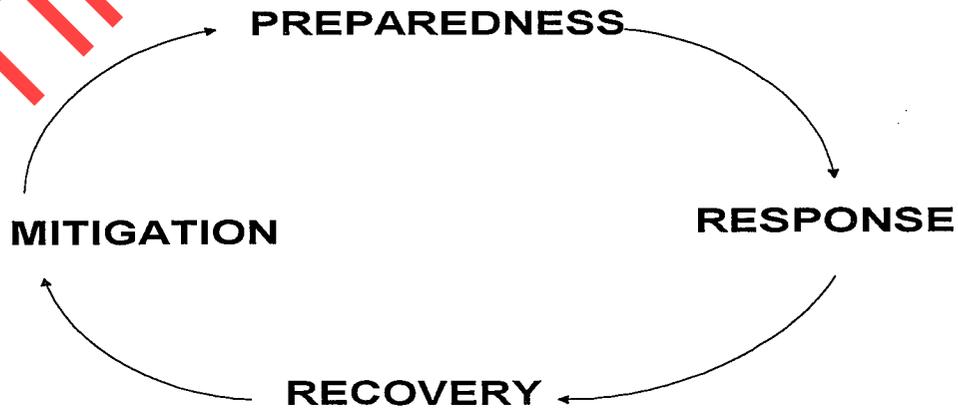
It is the duty of large and small  
fire departments,  
well equipped or poorly equipped,  
to be thoroughly prepared to assist  
in operations at the scene of a disaster."

## Overhead Transparency #79



According to Thomas E. Drabek and Gerard J. Hoetmer, editors of *Emergency Management: Principles and Practices for Local Government*, (Washington D.C.: International City Management Association, 1992, page 138):

## Overhead Transparency #80

**FOUR PHASES OF  
COMPREHENSIVE EMERGENCY MANAGEMENT**

## Overhead Transparency #81

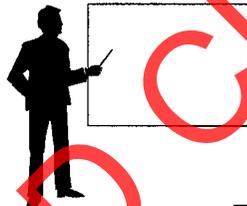
The fire service is basically a disaster control organization.

***The ability to cope with problems largely depends upon :***

- **advance planning**
- **resource availability identified**
- **key personnel trained to use established plans.**

*It is the responsibility of fire service officials and others involved with emergency response to anticipate disasters, prepare for them, and minimize their effects.*

## Overhead Transparency #82



**EMERGENCY SERVICES  
COORDINATOR**

**THE PERSON  
GENERALLY  
RESPONSIBLE FOR  
OVERALL COMMUNITY  
DISASTER PLANNING  
AND COORDINATION.**



## Overhead Transparency #83

**ATTRIBUTE**

an inherent characteristic; a specific trait  
a word describing a quality

**QUALITIES**

peculiar and essential character; an inherent feature;  
an acquired skill, distinctive properties

**CHARACTERISTIC**

serving to reveal and distinguish the individual  
revealing a special quality or identity

**SKILL**

knowledge; ability to perform using one's knowledge  
effectively and readily; a learned power; competency

## Overhead Transparency #84

**THE EMERGENCY MANAGEMENT COORDINATOR  
SHOULD CONSTANTLY BE**

- EXAMINING THE COMMUNITY'S NEEDS
- ASSESSING GOALS AND PLANNED ACTIONS, AND
- EVALUATING THE RESULTS OF THE EMERGENCY MANAGEMENT PROGRAM.

Overhead Transparency #85  
Quote

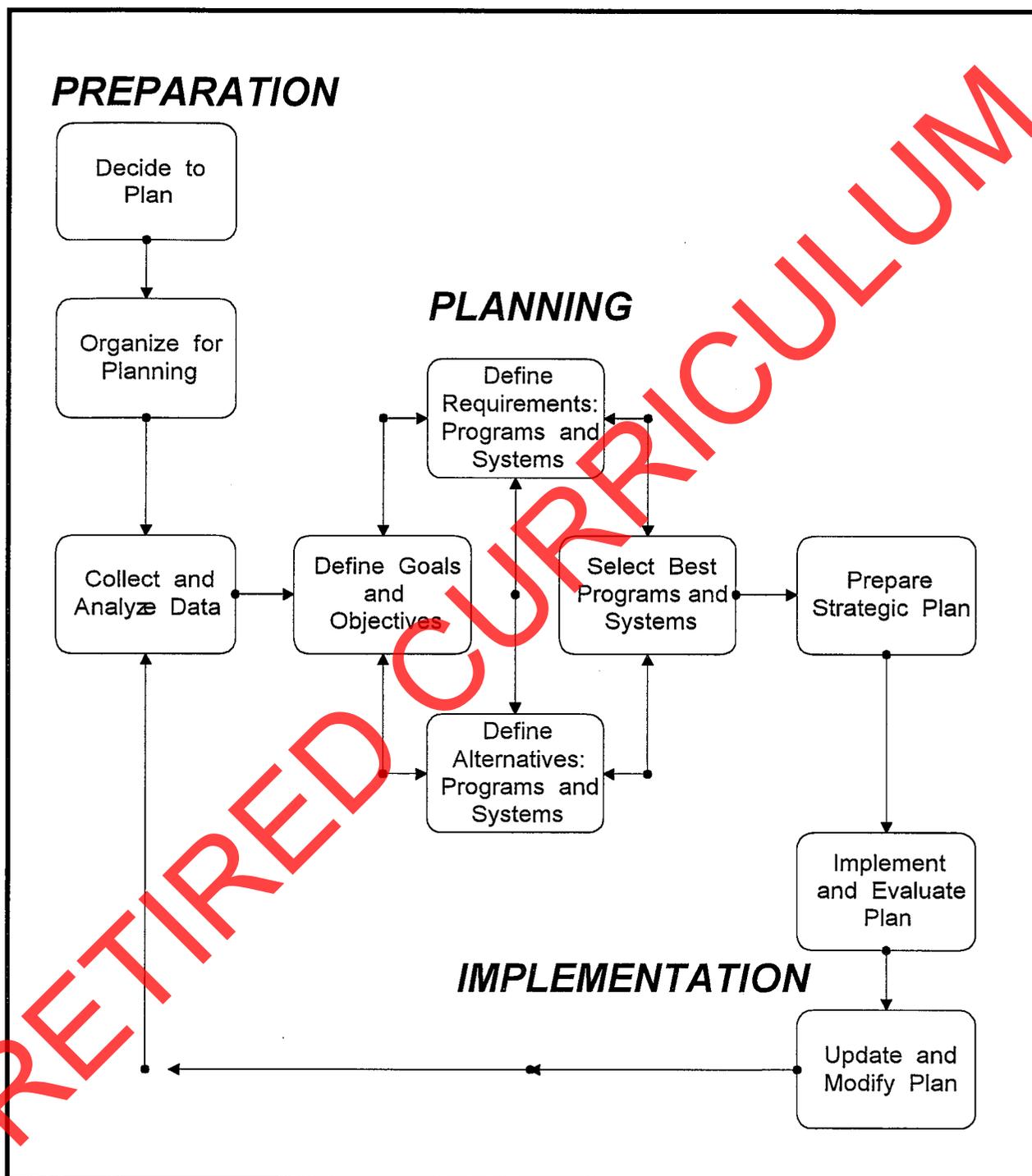
## Overhead Transparency #86

**Integrated Emergency Management System (IEMS)**

A concept designed by FEMA to assist  
federal, state and local government  
in the development of their  
**comprehensive emergency management** capability

IEMS is a method of needs assessment and  
program planning.

Overhead Transparency #87

**THE PLANNING PROCESS**

Reference: Burns, p. 18 - Adapted from National Fire Prevention and Control Administration, Urban Guide for Fire Prevention and Control Master Planning, 1977, Figure 3-1, pp 3-4.

Overhead Transparency #88

**HAZARD ANALYSIS**

A systematic approach used to determine the potential vulnerability to a specific situation.

This approach is a way of anticipating what might happen and the likely impact various kinds of emergencies could have on a community.

Overhead Transparency #89

**RATING YOUR EMERGENCY RISKS**

**HISTORY**

previous disasters in community

**VULNERABILITY**

number of persons who may be killed and injured, value of property that may be destroyed

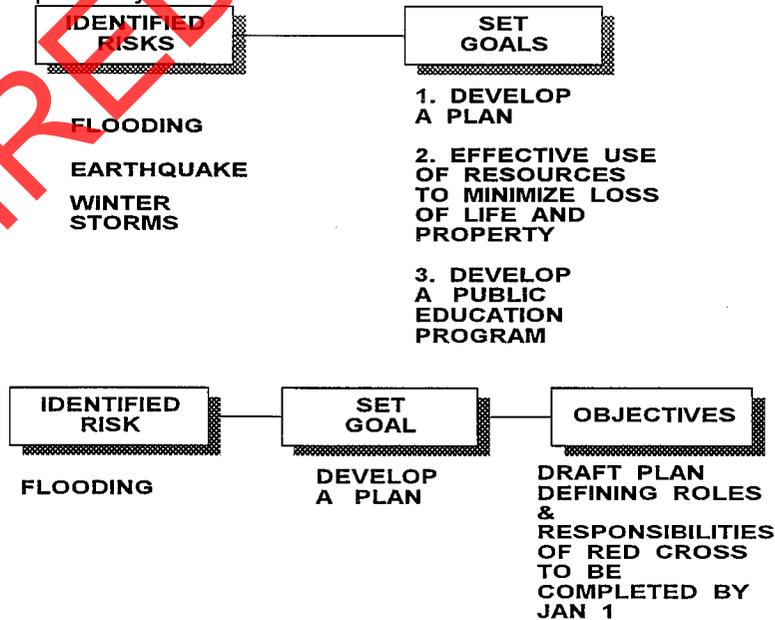
**MAXIMUM THREAT**

the "worst case" scenario of a hazard, circumstances which have the greatest impact

**PROBABILITY**

the likelihood a disaster will occur.

Overhead Transparency #90

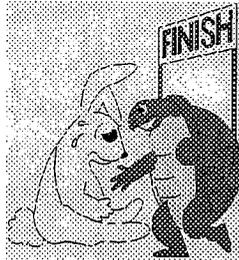


## Overhead Transparency #91

**CAPABILITY ASSESSMENT**

A process that identifies the strengths and weaknesses of a jurisdiction

to manage and respond to an emergency situation.



HOW FAR CAN YOU GO?

## Overhead Transparency #92

**EMERGENCY OPERATIONS PLAN**

contains and describes

- ✍ **actions** that may be taken to protect people and property
- ✍ actions required for any **hazard**, identified as a potential
- ✍ **operational tasks** required to meet the challenge of each hazard by each organizational element, at projected places and times based on established objectives, assumptions, and a realistic assessment of capabilities

Overhead Transparency #93

### **BASIC PLAN COMPONENTS**

- Introduction
- Purpose of plan
  - Purpose of each element of plan*
- Situation and Assumptions
  - Description of jurisdiction*
  - Description of potential threats*
  - Assumptions adopted in plng process*
  - Anticipated response efforts*
- Concept of Operations
  - How to activate emerg. organization*
  - Emergency versus normal operations*
  - Anticipated support (use of Mutual Aid)*
  - Coordination with other agencies*
  - Direction and control measures*
  - Continuity of government*

Overhead Transparency #94

### **BASIC PLAN COMPONENTS**

- Organization and assignment of responsibilities
  - Clearly defined roles and responsibilities*
- Administration and logistics
  - Communication systems and usage*
  - Alert & Warning systems or equipment*
  - Recovery measures*
  - Safe and orderly evacuation procedures*
  - Emergency Public Information*
  - Shelter and Mass Care considerations*
  - Provision for persons with special needs*
- Plan Development and Maintenance
- Authorities and references
- Definition of terms

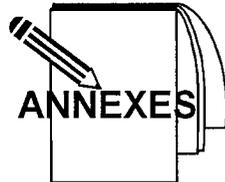
Overhead Transparency #95



DESCRIBES THE PLANNED RESPONSE ACTIONS

OPERATIONAL CONCEPTS, ORGANIZATION, GENERAL RESPONSIBILITIES, OUTSIDE SUPPORT

**APPENDIX**  
*(i.e. Basic Functions)*



EMERGENCY ACTION CHECKLISTS FOR EM ORGANIZATION

**APPENDIX**



**OPERATIONAL DATA**

DIRECTORIES, LISTINGS, GUIDES, MAPS OF SMALLER AREAS, CHARTS, GRAPHS, DEPT. SOPs

Overhead Transparency #96

**APPENDIX TO BASIC PLAN EXAMPLE**

SPECIFIC HAZARD: EARTHQUAKE ON NEWPORT-INGLEWOOD FAULT

Loss of Buildings (\$ in Billions)	45
Loss to Contents (\$ in Billions)	24
	----
Total Loss	69

Casualties		Serious Injury (hospitalized)	Injured (non-hospitalized)
Time	Dead		
2:30 a.m.	950	3,800	28,500
9:00 a.m.	<i>not developed yet</i>		
2:00 p.m.	2,060		61,800
4:30 p.m.	2,265 - 9,060		67,950

Bed Loss in Hospitals = 2,935 (50%+)

Long Term Homeless = 51,000 to 89,000

Other Considerations: airports, telephone systems, dams and flood control channels, electrical power, highways, bridges, marine facilities, natural gas, petroleum fuels, railroads, sanitation & water systems.

**Predictions are needed for planning purposes.**

Overhead Transparency #97

Chart from Information Sheet #15

Overhead Transparency #98

**EXAMPLE OF CHECKLIST FOUND IN PART TWO ANNEXES - APPENDIX**

Current Assignment

EOC/Field Assignment

FIRE CHIEF

EMERGENCY (EOM)  
OPERATIONS MANAGER

Depending on the type of disaster, the Fire Chief will become the Emergency Operations Manager for the Emergency Operations Center. The EOC is responsible for all the response efforts of the city.

- When a disaster occurs or upon notification, order activation of the EOC.
- Report to the EOC and assume command as the EOM.
- Assess the overall situation.
- Authorize activation of disaster plans for all city departments.
- Initiate recall of all necessary city personnel.
- Direct city disaster response efforts.
- Ensure that all Section Chiefs are aware of major priorities and are working in support of city policies.
- Report to the Policy Making Group any conditions that might require the city to formulate emergency policies or create future liability.
- Coordinate public information (PSAs, EBS announcements, etc.) with City PIO.
- Establish and maintain a log of all activities.

Overhead Transparency #99

**EXAMPLE OF CHECKLIST FOUND IN PART TWO ANNEXES - APPENDIX**Current AssignmentEOC/Field Assignment

SUPPRESSION

FIELD

COMPANIES

OPERATIONS

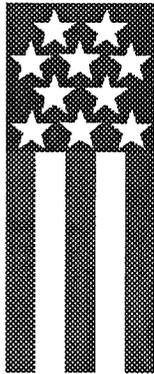
- Implement necessary actions for safety of personnel
- Move all apparatus and personnel to predesignated safe locations
- Monitor the primary disaster response radio frequency
- Report situation/readiness status to Battalion Chief via scheduled roll call/status checks
- Conduct "windshield" survey of first in area, along predesignated inspection routes, as required and as conditions permit (leave one person in station to handle walk-in medical aids, communications, etc.)
- Conduct firefighting, medical aids, search and rescue, hazardous materials, and heavy search and rescue operations, as assigned by Battalion Chief
- Secure quarters. If unable to secure, provide security if possible.
- Before rehousing, inspect quarters for evidence of structural damage. If structural stability is in question, rehousing will not be permitted.

Overhead Transparency #100

**EXAMPLE OF CHECKLIST FOUND IN PART TWO ANNEXES - APPENDIX**Current AssignmentEOC/Field AssignmentCONSTRUCTION  
AND ENGINEERINGHEALTH AND  
SAFETY INSPECTORS

- Dispatch units to survey for damage, fires, landslides and other effects.
- Dispatch team to check dam(s).
- Check key facilities, public works yards, and other facilities to determine the extent of damage and ability to operate.
- Provide alternate communication links where needed.
- Assure that equipment under cover has been moved to open areas to prevent damage in the event of aftershocks.
- IF LITTLE OR NO DAMAGE IS REPORTED, PREPARE TO SUPPORT MORE HEAVILY DAMAGED JURISDICTIONS.**
- IF EXTENSIVE DAMAGE IS REPORTED, TAKE THE FOLLOWING ACTIONS AS APPROPRIATE:**
  - Activate public, contractual and volunteer forces.
  - Mobilize personnel, heavy equipment and vehicles at designated Multipurpose Staging Areas.
  - Determine priorities for construction and engineering activities.
  - Allocate personnel and equipment in accordance with established priorities.
  - Organize heavy equipment crews to assist in rescue of trapped people.
  - Organize crews to clear debris which hampers emergency response activities.
  - Provide barricades for traffic and access controls.

Overhead Transparency #101

**DISASTER SERVICE WORKER***DSW*

V O L U N T A R Y	I M P R E S S E D	P E M P L O Y E E
---	---	---

**PLAN ON USING PEOPLE**

- ☞ Develop registration procedures
- ☞ Train volunteers now to fill required and identified tasks
- ☞ Plan to use "impressed" personnel and establish procedures
- ☞ Inform your employees of their DSW responsibilities during emergency
- ☞ Anticipate use of other public employees that live in your community that may not be able to respond to their employing jurisdiction.

Overhead Transparency #102

**MITIGATION Defined:**

- Pre-event strategies and actions which aim to lessen the effects of potential disasters.
- A recognized phase of comprehensive emergency management.
- Actions taken to *eliminate or reduce* the degree of long-term risk to human life and property from natural and technological hazards.

Overhead Transparency #103

**The Robert T. Stafford Disaster Relief and Emergency Assistance Act**

PL 100-707, signed in November 1988

Amended the Disaster Relief Act of 1974 (PL 93-288)

Some changes included:

- \* established a Hazard Mitigation Grant Program
- \* liberalized the eligibility of hazard mitigation under the **Public Assistance** Program
- \* increased Disaster Preparedness Improvement Grant Program funds to \$50,000 annually.

The Stafford Act also produced changes in the Individual and Public Assistance Program. Current regulations for these programs can be found at 44 CFR Part 206, which can be obtained from your FEMA regional office.

Overhead Transparency #104

The Robert T. Stafford Disaster Relief and Emergency Assistance Act  
PL 100-707, signed in November 1988

**MOST IMPORTANTLY:**

ESTABLISHED THE REQUIREMENT THAT  
FOR ALL PRESIDENTIAL DECLARATIONS  
FOR FEDERAL DISASTER ASSISTANCE  
OR FEMA AUTHORIZED  
FIRE SUPPRESSION ASSISTANCE, A  
POST-DISASTER MITIGATION PLAN  
SHALL BE DEVELOPED.

## Overhead Transparency #105

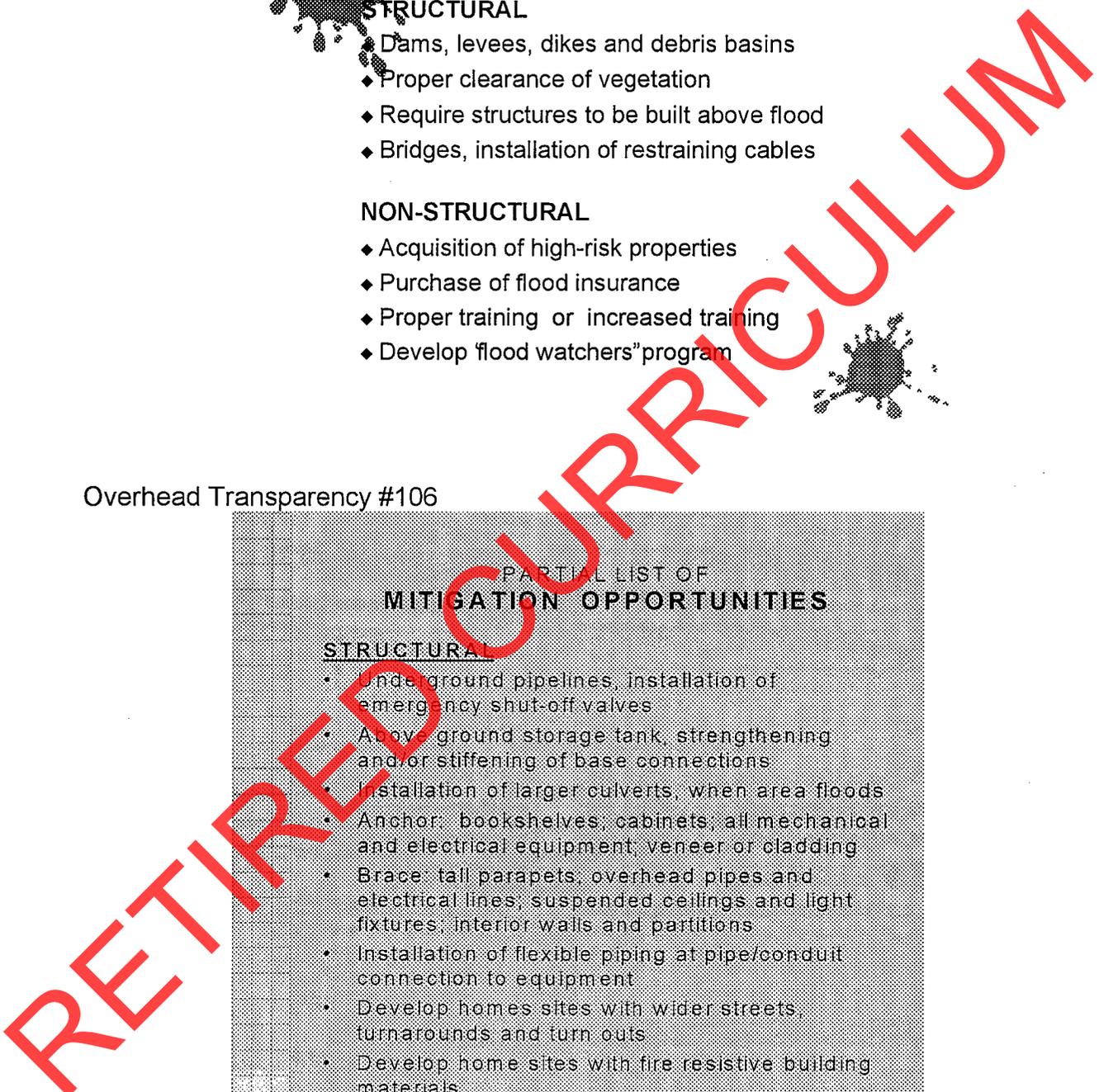

**FLOODING MITIGATION MEASURES**
**STRUCTURAL**

- Dams, levees, dikes and debris basins
- ◆ Proper clearance of vegetation
- ◆ Require structures to be built above flood
- ◆ Bridges, installation of restraining cables

**NON-STRUCTURAL**

- ◆ Acquisition of high-risk properties
  - ◆ Purchase of flood insurance
  - ◆ Proper training or increased training
  - ◆ Develop "flood watchers" program
- 

## Overhead Transparency #106


**PARTIAL LIST OF MITIGATION OPPORTUNITIES**
**STRUCTURAL**

- Underground pipelines, installation of emergency shut-off valves
- Above-ground storage tank, strengthening and/or stiffening of base connections
- Installation of larger culverts, when area floods
- Anchor: bookshelves, cabinets, all mechanical and electrical equipment, veneer or cladding
- Brace: tall parapets, overhead pipes and electrical lines, suspended ceilings and light fixtures, interior walls and partitions
- Installation of flexible piping at pipe/conduit connection to equipment
- Develop home sites with wider streets, turnarounds and turn outs
- Develop home sites with fire resistive building materials

## Overhead Transparency #107



PARTIAL LIST OF  
MITIGATION OPPORTUNITIES

**NON-STRUCTURAL**

- Purchase of insurance (flood, earthquake)
- Aggressive inspection program
- Cooperative arson investigations (in CA 25% fire loss)
- Proper training and increased training
- Gain Federal and state legislative power (day)
- Develop homes with defensible space
- Adopt stronger zoning laws
- Cooperate with water districts to develop strategies (use of water reserves, reservoirs)
- Require developers to build redundant water systems to protect homes
- Adoption of uniform regulations
- Install surge protectors; lightning arrestors
- Educate public
- Involve citizens in community projects
- Exercise emergency plans and procedures



## Overhead Transparency #108

**PREPAREDNESS**

Activities taken in advance of an emergency.  
These activities develop  
**operational capabilities**  
and effective **responses**  
to a disaster.

Preparedness activities may include developing hazard analyses, mutual aid agreements, training response personnel, improving emergency public information and emergency communications systems.

A recognized phase of a comprehensive emergency management.

Overhead Transparency #109

**PREPARE BY**

**Performing**

- Hazard Analysis
- Capability Assessment

**Developing**

- Procedures
- Plans
- Forms

**Implementing**

- Policy decisions
- Agreements/contracts

**Preparing and Training**

- EOC staff
- Employees
- Families
- Surrounding jurisdictions

**Establishing or Revising**

- Priorities and program (mitigation measures, employee family/welfare program, codes, land-use, budget concerns)
- Communication systems
- EOC
- Warning system(s)
- Public education materials
- Contingency fund

**Establishing liaison and training with**

- Business
- Community
- Volunteers

**Developing or improving operational capabilities through**

- Cooperative agreements
- Training and exercises.

Overhead Transparency #110

**RESPONSE**

THOSE ACTIONS TAKEN TO SAVE LIFE, PROTECT HEALTH AND PROPERTY, AND MINIMIZE DAMAGE TO THE ENVIRONMENT.

ACTIONS TAKEN IMMEDIATELY BEFORE, DURING, OR DIRECTLY AFTER AN EMERGENCY OCCURS, TO SAVE LIVES, MINIMIZE DAMAGE TO PROPERTY, AND ENHANCE THE EFFECTIVENESS OF RECOVERY.

A recognized phases of comprehensive emergency management.

Overhead Transparency #111

### PRE-PLANNING FOR RESPONSE OPERATIONS

*Recognized actions to plan for that will facilitate a smooth, effective response to the identified risks of your jurisdiction (and surrounding jurisdictions).*

- \* Emergency Plan Activation
- \* EOC Activation
- \* Warning and Alerting Systems
- \* Evacuation and Shelter Measures
- \* Direction and Control
- \* Emergency Medical Care and Morgues
- \* Search and Rescue
- \* Security and Protection of Property
- \* Resource Mobilization
- \* Special Ordinances
- \* Special Facilities or Locales to Consider

Overhead Transparency #112

### AUDIT INFORMATION

#### **Time keeping records**

- ◆ employee hours including overtime
- ◆ Social Security number
- ◆ hourly rates
- ◆ benefits
- ◆ overtime rates
- ◆ overtime benefits rates
- ◆ total number of hours per day worked on specific project(s)

#### **Equipment / apparatus used**

- ◇ specific hours used on disaster versus normal use
- ◇ damaged
- ◇ fuel, parts, support supplies or equipment

#### **Administrative costs, overhead costs**

#### **Casualty Collection Points established**

**Mass Care Centers** (how many, how long, number of people in each)

**Disaster Application Centers** (how many needed, how many established)

Overhead Transparency #113

AUDIT INFORMATION CONTINUED

**Damage / Safety assessment:**

- ◆ people injured, dead, hospitalized, displaced
- ◆ homes destroyed or damaged
- ◆ businesses destroyed or damaged
- ◆ services interrupted
- ◆ private damage (\$)
- ◆ public damage (\$)
  - ◇ roads, bridges/overpasses, rail, other

**Note dates and times for declaration of:**

- ◆ Local Emergency
- ◆ Governor's Proclamation of a State of Emergency
- ◆ President's declaration of a Federal Disaster / Major Disaster

**Weather Status**

Overhead Transparency #114

**DOCUMENT**

- ✍ PERSONNEL OVERTIME
- ✍ APPARATUS DAMAGE
- ✍ APPARATUS USAGE ABOVE NORMAL
- ✍ FUEL
- ✍ EQUIPMENT AND SUPPLIES  
USED OR DAMAGED
- ✍ ADMINISTRATIVE COSTS (SERVICES)

Overhead Transparency #115

### DAMAGE ASSESSMENT DEFINITIONS

#### MAJOR DAMAGE

Structure uninhabitable. Not repairable.

#### MODERATE DAMAGE

Currently uninhabitable. Major repairs required.

#### MINOR DAMAGE

Currently habitable or only minor repairs required.

*Reference: American Red Cross "Damage Assessment Manual" 1988*

Overhead Transparency #116

### RECOVERY

ACTIVITIES THAT RETURN VITAL LIFE SUPPORT SYSTEMS  
TO MINIMUM OPERATING STANDARDS  
AND LONG TERM ACTIVITIES DESIGNED  
TO RETURN LIFE TO NORMAL OR IMPROVED LEVELS.

A recognized phase of Comprehensive Emergency Management.

Overhead Transparency #117

### **CONSIDER THESE RECOVERY MEASURES IN YOUR EMERGENCY OPERATIONS PLAN**

- Pre-identify the availability of resources
- Describe the proper process required to obtain State and Federal resources (financial)
- Draft priorities for reconstruction
- Establish a public relations campaign (public interface)
- Design method to speed-up normal decision-making process
- Document, document, document

Overhead Transparency #118

**YOU LEARN VERY LITTLE**

**THE SECOND TIME**

**A MULE KICKS YOU !**

Overhead Transparency #119

**CALIFORNIA MASTER MUTUAL AID AGREEMENT provides:**

- a **formal structure**
- no party shall **unreasonably deplete** its own resources
- the **responsible local official shall remain in charge**
- operational plans shall be developed**
- reimbursement** for mutual aid shall only be pursuant to the state law and policies, in accordance with the **State Office of Emergency Services policies and procedures.**

Overhead Transparency #120

The planning basis for the  
**California Fire Service and Rescue Emergency Mutual Aid Plan** is:

- No community has resources sufficient** to cope with any and all emergencies for which potential exists
- Officials **must preplan** emergency operations to ensure efficient utilization of available resources
- Basic to California emergency planning is a **statewide system of mutual aid** in which each jurisdiction relies first upon its own resources
- The state is divided into **six mutual aid regions** to facilitate the coordination of mutual aid; through this system the Governor's Office is informed of conditions in each geographic and organization area of the state, and the occurrence or imminent threat of disaster.

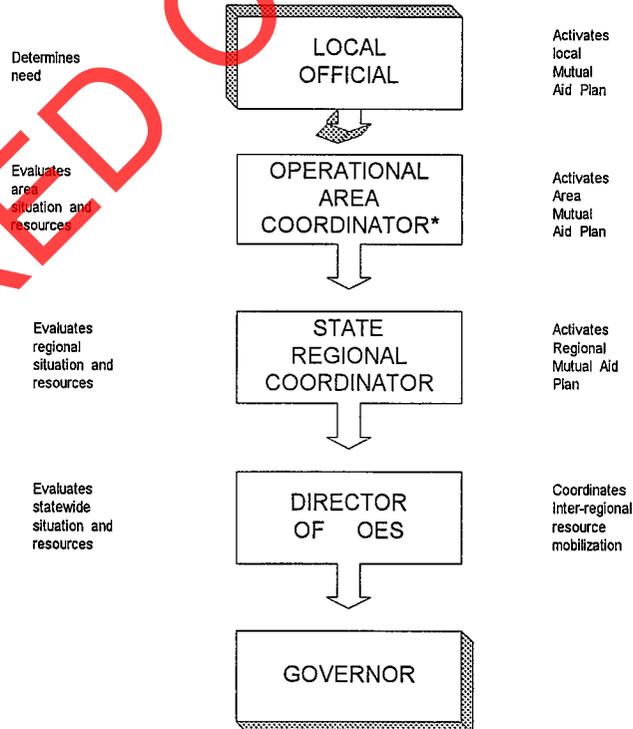
Overhead Transparency #121

The planning basis for the **California Fire Service and Rescue Emergency Mutual Aid Plan** is:

- 🔔 In addition to jurisdictional resources, emergency operations plans **should include both public and private agencies** with support capability and/or emergency operational responsibilities
- 🔔 Emergency operations plans should be **distributed** to, and **discussed** with management, command, operational and support level personnel within each planning jurisdiction
- 🔔 Emergency operation plans must be **continuously reviewed, revised, and tested** to encompass change and refinement consistent with experience gained through disaster operations and training, and changes in resource availability
- 🔔 Emergency operations plans are to be reviewed, revised and updated **every five years.**

Overhead Transparency #122

**REQUEST FOR MUTUAL AID**



\*Resources are deployed.

Overhead Transparency #123

**CALIFORNIA MUTUAL AID PROGRAM**  
Channels of Statewide Mutual Aid Coordination

<i>Coordinated by State OES</i>			<i>Coordinated by EMSA</i>
FIRE and RESCUE	LAW ENFORCEMENT	EMERGENCY SERVICES	EMERGENCY MEDICAL
Fire Mutual Aid System	Coroners Mutual Aid System	All other emergency services mutual aid, not included in other systems	Disaster Medical Mutual Aid System
Urban Search and Rescue Mutual Aid System	Law Enforcement Mutual Aid System	Volunteer Engineers Mutual Aid System*	
	Search and Rescue Mutual Aid System (not urban)	Public Works Mutual Aid System	
		Emergency Managers Mutual Aid System	
		Hazardous Materials Mutual Aid System*	
		Water Agency Response Network (WARN)*	

\*System currently under development.

Source SEMS Guidelines, Exhibit E-3

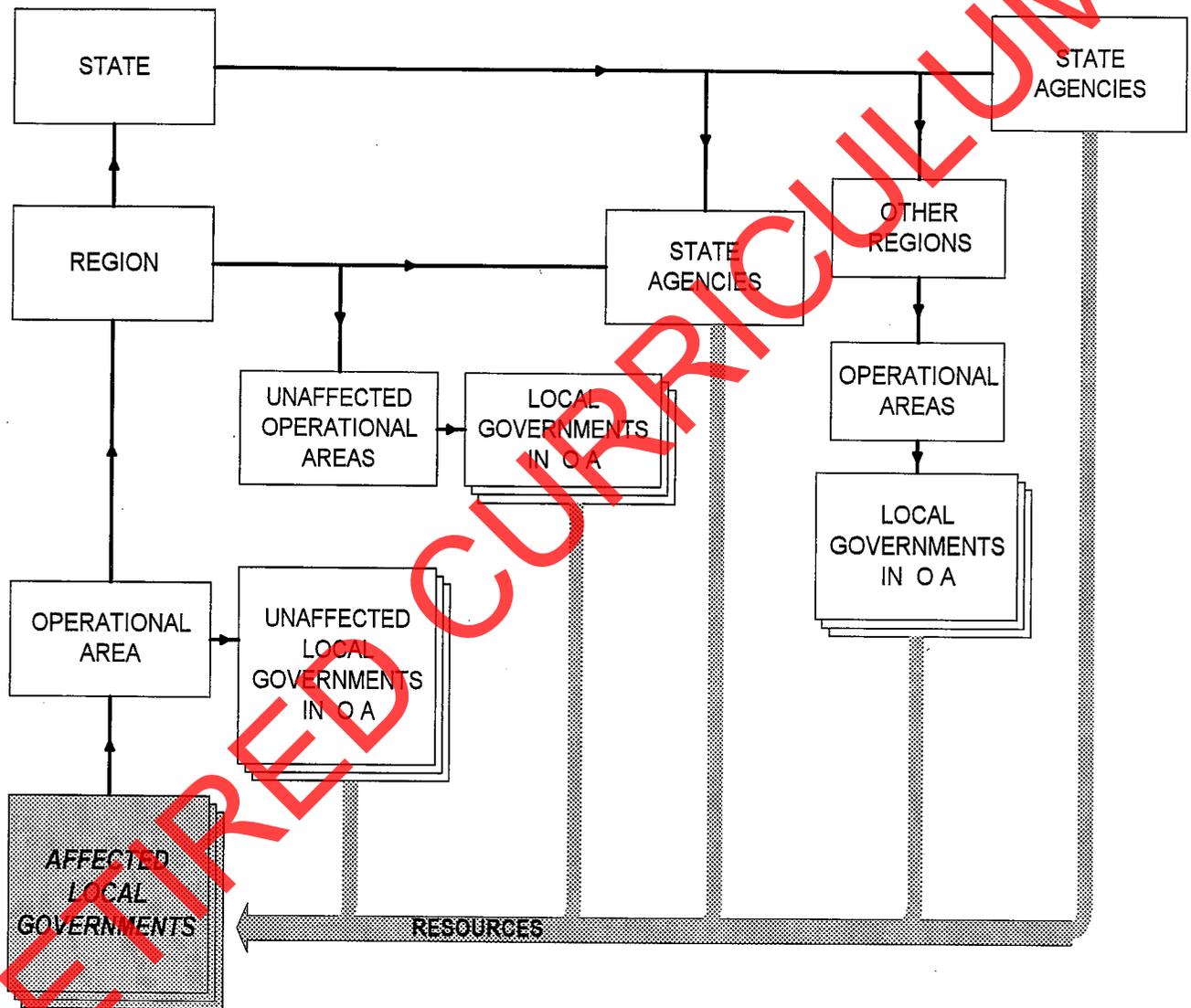
**RETIRED**

## Overhead Transparency #124

## Standardized Emergency Management System (SEMS)

## MUTUAL AID SYSTEM CONCEPT

# GENERAL FLOW OF REQUESTS AND RESOURCES

**Note:**

- ◇ Local governments may request mutual aid directly from other local governments where local agreements exist.
- ◇ Discipline-specific mutual aid systems may have procedures that provide additional methods of obtaining state resources.
- ◇ Volunteer and private agencies may be involved at each level.

Overhead Transparency #125

### PUBLIC EXPECTATIONS

The jurisdiction should

- Alert their citizens in advance of a disaster
- Quickly and accurately assess the magnitude of an emergency
- Properly keep citizens informed of the situation (instructions & advice)
- Safely evacuate dangerous areas
- Relocate evacuated citizens to a safe place
- Provide for rapid restoration of services (even when not locally controlled)
- Give assistance in the form of recovery services
- Mitigate the impact of future emergencies
- Adequately protect life and property

Overhead Transparency #126

### Local Emergency

- \* conditions that pose extreme peril to the safety of persons & property within territorial limits
- \* declared in the absence of a duly proclaimed State of Emergency
- \* conditions are a result of **any** emergency which is or is likely to be beyond the control of that agency's services, personnel, equipment and facilities
- \* require the combined forces of the local agencies to combat.

(California Emergency Services Act, Chapter 7 of Division 1  
of Title 2 of the Government Code - 1970 Statues.)

Overhead Transparency #127

***PROCLAMATION OF A LOCAL EMERGENCY PROVIDES LEGAL  
AUTHORITY TO :***

- × request that the Governor proclaim a State of Emergency
- × promulgate orders and regulations necessary to provide for the protection of life and property, including orders or regulations imposing curfews, etc.
- × exercise full power to provide mutual aid to any affected area in accordance with local ordinances, resolutions, emergency plans, or agreements
- × request that state agencies provide mutual aid
- × require the emergency services of any local official or employee

Overhead Transparency #128

*and a*  
***PROCLAMATION OF A LOCAL EMERGENCY PROVIDES LEGAL  
AUTHORITY TO :***

- ⇒ requisition necessary personnel and material of any department or agency
- ⇒ obtain vital supplies and equipment and, if required immediately, to commandeer the same for public use
- ⇒ impose penalties for violation of lawful orders
- ⇒ conduct emergency operations without facing liabilities for performance, or failure of performance.

[Article 17 of the Emergency Services Act provides for certain privileges and immunities.]

Overhead Transparency #129

*SAMPLE*  
**PROCLAMATION OF EXISTENCE OF A LOCAL EMERGENCY  
BY EMERGENCY SERVICES DIRECTOR**

WHEREAS, Chapter 118.42 of the City of Pleasant Living Municipal Code empowers the Emergency Services Director to proclaim the city is affected or is likely to be affected by a public calamity and the City Council is not in session; and

WHEREAS, the Emergency Services Director of the City of Pleasant Living does hereby find:

That conditions of extreme peril to the safety of persons and property have arisen within said City, caused by

description of incident or events;

Overhead Transparency #130

**PROCLAMATION OF EXISTENCE OF A LOCAL EMERGENCY BY  
EMERGENCY SERVICES DIRECTOR continued**

That the City Council of the City of Pleasant Living is not in session (and cannot immediately be called into session);

NOW THEREFORE, it is hereby proclaimed that a Local Emergency now exists throughout the city; and

It is further proclaimed and ordered that during the existence of said Local Emergency the powers, functions, and duties of the Emergency Organization of this City shall be those prescribed by State Law, by Municipal Code, Ordinances, and Resolutions of this City, and by the City of Pleasant Living Emergency Plan, as approved by the City Council on \_\_\_\_\_, 19\_\_\_\_.

Signature of  
*Emergency Services Director*

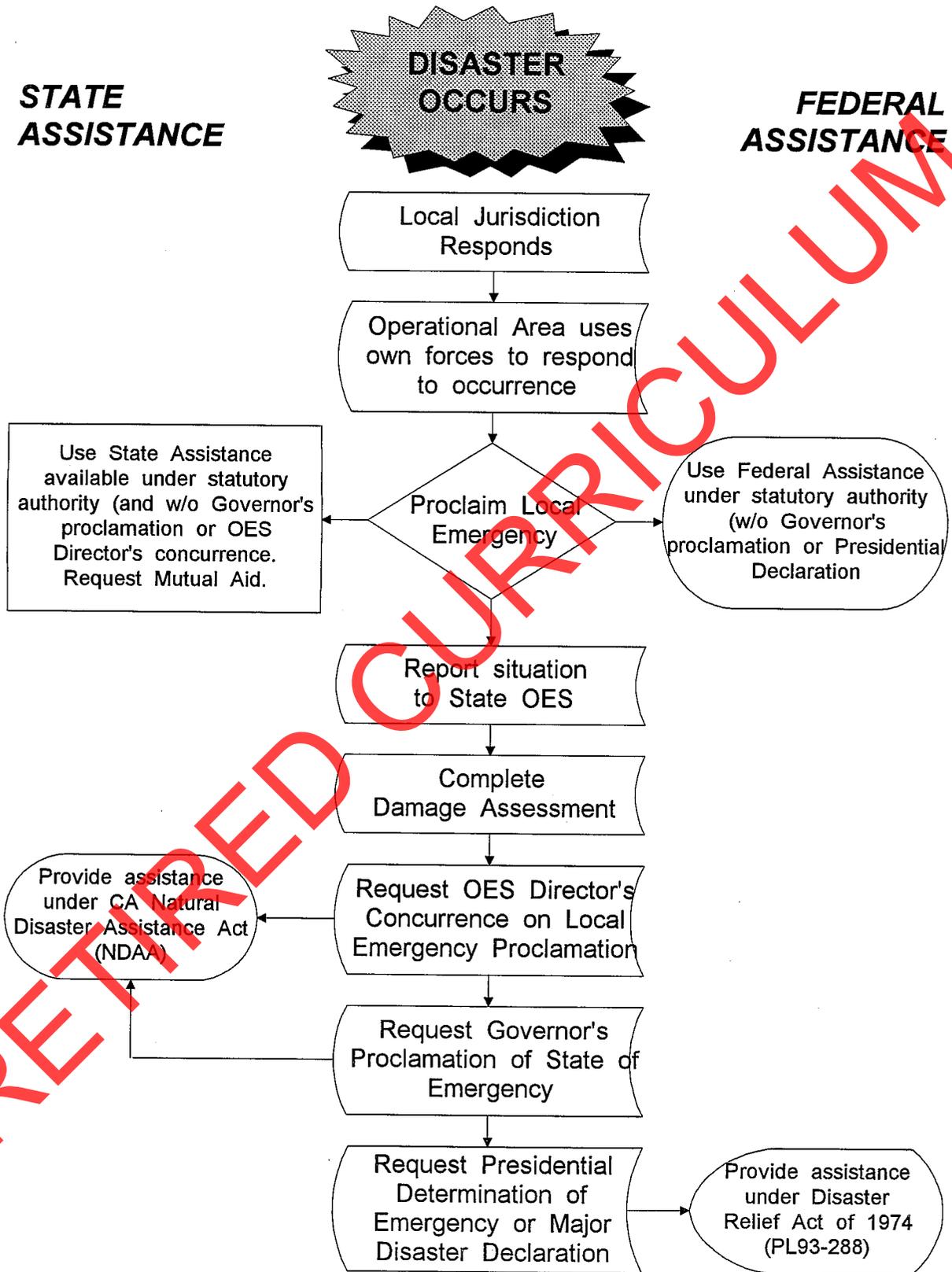
Attested by:

*777*

Overhead Transparency #131

**STATE ASSISTANCE**

**FEDERAL ASSISTANCE**



RETIRED CURRICULUM

Overhead Transparency #132

**MAJOR DISASTER**

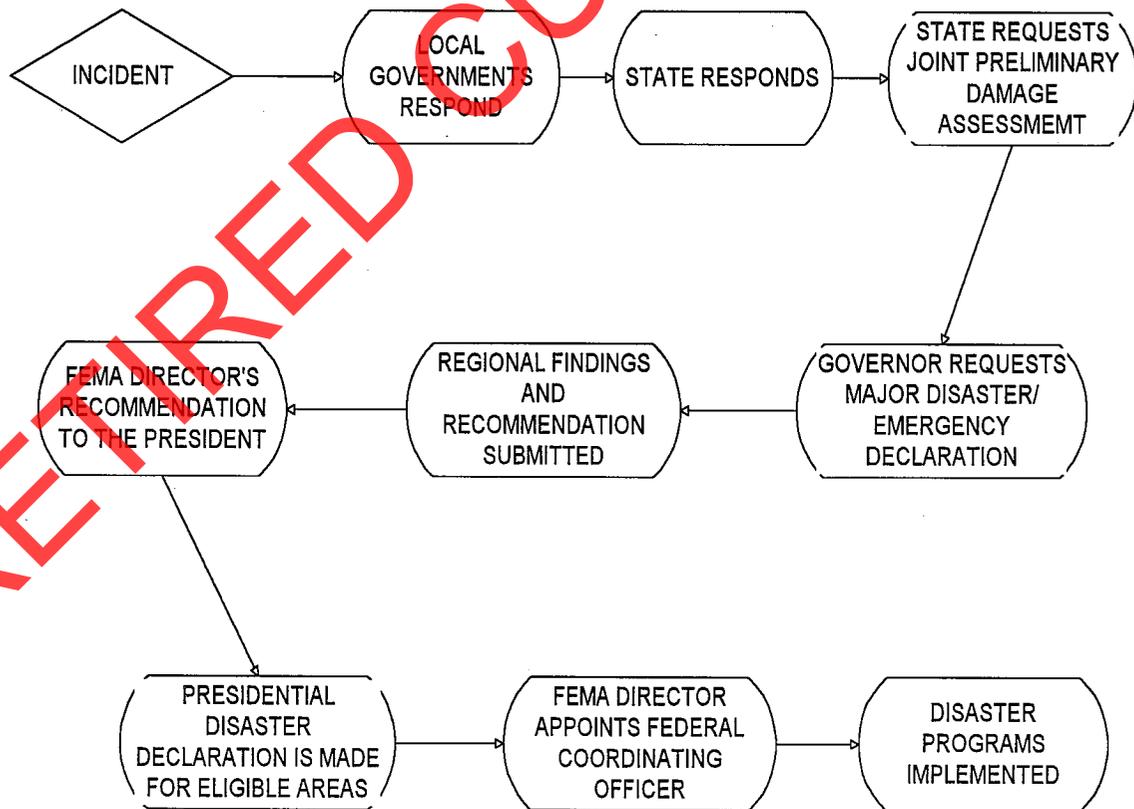
Federal Declaration

A "major disaster" is defined in the Disaster Relief Act of 1974 (Public Law 93-288) 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 the state, local governments, and private relief organizations in alleviating the damage, loss, hardship, or suffering caused by a disaster.

Overhead Transparency #133

**DISASTER / EMERGENCY EVENT FLOW CHART**

[Remember that under SEMS regulations, a County is considered a local jurisdiction.]



Overhead Transparency #134

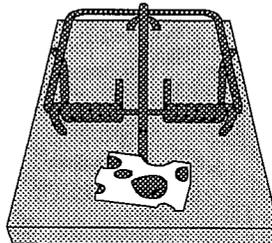
### R E S O U R C E S

- ⇒ INFORMATION
- ⇒ MONEY
- ⇒ PERSONNEL
- ⇒ PHYSICAL SPACE
- ⇒ EQUIPMENT

Overhead Transparency #135

### TO OBTAIN A RESOURCE :

- ⇒ **Who** to contact, business and non-business hours  
(who can operate or use; license or labor union obligations)
- ⇒ **What** to do to ensure the resource is available  
(is there a specific plan of operation)
- ⇒ **Where** to find this resource  
(procedures to follow)
- ⇒ **When** can it arrive or be delivered (response capability)
- ⇒ **How** will it be used (priorities established)



## Overhead Transparency #136

**INFORMATION NEEDED BEFORE A DISASTER**

- ◇ Location of Resources
- ◇ How to properly access
- ◇ Reciprocal agreements
- ◇ Training availability
- ◇ Legislation and pending legislative matters
- ◇ Types of hazards
- ◇ Anticipated outcome (set priorities)
  
- ◆ Videotapes and photographs of area and facilities
- ◆ Inventory of facilities
- ◆ Alternate suppliers
- ◆ Internal communications (briefings, meetings, letters)
- ◆ Policy on "if" and "when" employees return to work
- ◆ Counseling (immediate and follow-up)
  
- ◇ Procedures:
  - to expedite procurement process
  - how to pay suppliers and employees
  - knowledge of forms and steps to take
  
- ◆ Define
  - objectives
  - needs
  - schedules
  - priorities
  
- ◇ Design streamlined processes
  - approval and decision-making
  - permit application
  - remove time wasters, roadblocks

## Overhead Transparency #137

**INDIVIDUAL ASSISTANCE**

Provides help to **individuals and families**  
coordination of aid to businesses, including farmers.

Disaster Application Centers (DACs) make it easier for disaster victims to obtain individual assistance, the Federal Coordination Officer establishes one or more in affected communities.

Overhead Transparency #138

### PUBLIC ASSISTANCE

**Provides funding and technical expertise**

**to aid local and state governments**

and certain private, non-profit organizations to repair essential facilities  
(AKA "civil or public works" assistance.)

Provides federal aid to repair damaged or destroyed facilities essential to the overall integrity of the affected political jurisdiction and to protect public health, safety and welfare.

Includes repairs to roads, bridges, parks, city halls, public libraries, publicly held hospitals and utilities, and other facilities.  
It can also be used to clear debris.

**A Governor's request may seek individual assistance, public assistance, or both.**

Overhead Transparency #139

### EXERCISE

"An activity designed to **promote** emergency preparedness, **test** or **evaluate** emergency operations, policies, plans, procedures or management duties; and **demonstrate** operational capability."

REQUIRES INPUT THAT MOTIVATES  
A REALISTIC PERFORMANCE  
BY THE EXERCISE PARTICIPANTS

Overhead Transparency #140

***Why should a community conduct exercises?***

- reveal planning weaknesses
- reveal resource gaps
- improve coordination
- clarify roles and responsibilities
- improve individual performance
- gain public recognition of the emergency management program.

Overhead Transparency #141

*ORIENTATION SEMINAR CHARACTERISTICS:*

- ⊗ low stress,
- ⊗ informal setting
- ⊗ lower level of preparatory effort
- ⊗ minimal attempts to simulate reality
- ⊗ little attention to real time

Focus on training and familiarization with:

- ◆ personalities in the EM system
- ◆ responsibilities, procedures, roles

General Purpose

participants examine or evaluate the jurisdiction's Emergency Management policy, procedures, plan, resolve questions on coordination, assignment of responsibilities, in a non-threatening format, under minimum stress.

Overhead Transparency #142

**DRILLS**

- ◆ TEST A SINGLE EMERGENCY RESPONSE FUNCTION
- ◆ INVOLVE ACTUAL FIELD RESPONSE

*EFFECTIVENESS LIES IN FOCUS ON A SINGLE, OR RELATIVELY LIMITED, PORTION OF THE OVERALL RESPONSE SYSTEM TO EVALUATE AND IMPROVE IT*

Overhead Transparency #143

### TABLETOP EXERCISE

- Actions taken and discussion based on a described emergency situation *plus* a series of messages to participants
- Practice problems-solving for emergency situations
- Ongoing discussion and critique of appropriateness of actions taken and decisions made
- Participants practice a coordinated, effective response
- Permits breaks before new messages delivered to discuss proper response
- Involves policy and/or coordination personnel

Overhead Transparency #144

### FUNCTIONAL EXERCISE

Simulation of an emergency that includes:

- ☐ description of the situation (narrative)
- ☐ a MSEL (master sequence of events list)
- ☐ a timed sequence of messages;
- ☐ and communication between players and simulators.

EOC members practice a coordinated, effective response in a time-pressured realistic emergency simulation

Individual and system performance is evaluated

Involves policy and coordination personnel

## Overhead Transparency #145

**Full-Scale Exercise**

- 📖 adds a field component that interacts with a functional exercise, includes prescribed messages of simulated events
- 📖 tests the deployment of a seldom used resource
- 📖 should involve policy, coordination, operations, and field personnel.

## Overhead Transparency #146

**FIVE ELEMENTS OF AN EXERCISE PROGRAM**

ORIENTATION SEMINAR

DRILL

TABLETOP EXERCISE

FUNCTIONAL EXERCISE

FULL-SCALE EXERCISE

## Overhead Transparency #147

**ESSENTIAL PARTS OF AN EMERGENCY MANAGEMENT PROGRAM :**

- ↳ COMMITMENT FROM OFFICIALS
- ↳ FAMILIARITY WITH TECHNIQUES
- ↳ MOTIVATION AMONG PERSONNEL
- ↳ OPERATING SKILLS
- ↳ CONFIDENCE IN RESULTS
- ↳ POSITIVE ANTICIPATION OF THE NEXT EXERCISE.

Overhead Transparency #148

**SHELTERING FUNCTION**

<i>Tasks to be Performed:</i>	<i>Responsibility of:</i>
<b><i>Clothing</i></b>	American Red Cross Church Groups Support Groups
<b><i>Communications</i></b>	Fire Services Law Enforcement RACES ARES
<b><i>Facility Management</i></b>	Recreation Department American Red Cross Private Owner
<b><i>Feeding</i></b>	Community Services American Red Cross
<b><i>Mental Health</i></b>	County Health Services Hospitals Health Specialty Centers Mental Health Association

Overhead Transparency #149

**PURPOSE OF ORIENTATION SEMINAR**

EXAMINE AND EVALUATE  
POLICY  
PROCEDURES  
PLAN

RESOLVE QUESTIONS ON  
COORDINATION AND  
ASSIGNMENT OF RESPONSIBILITIES

IN A NON THREATENING ENVIRONMENT.

Overhead Transparency #150

**ORIENTATION SEMINAR ELEMENTS**

- low stress
- informal setting
- lower level of preparation required
- minimal attempts to simulate reality
- little attention to real time

**ORIENTATION SEMINAR FOCUS is on:**

- training and familiarization with personalities in emergency management organization
- responsibilities
- procedures
- roles

Overhead Transparency #151

**SHELTERING FUNCTION SCHEDULE**

<i>Tasks to be Performed:</i>	<i>Responsibility of:</i>	<i>Orientation Seminar</i>
<b>Clothing</b>	American Red Cross Church Groups Support Groups	[date to be held]
<b>Communications</b>	Fire Services Law Enforcement RACES ARES	
<b>Facility Management</b>	Recreation Department American Red Cross Private Owner	
<b>Feeding</b>	Community Services American Red Cross	
<b>Mental Health</b>	County Health Services Hospitals Health Specialty Centers Mental Health Association	

# SHELTERING

RESPONSIBILITIES	ORIENTATION SEMINAR	DRILL	TABLETOP EXERCISE	FUNCTIONAL EXERCISE	FULL SCALE EXERCISE
COMMUNICATIONS					
CLOTHING					
FEEDING					
FIRE SERVICES					
LAW ENFORCEMENT					
LOCATOR SERVICES					
MEDICAL FIRST AID					
MENTAL HEALTH					
SUPPLIES					

RETIRED CURRICULUM

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Overhead Transparency #153

### EXERCISE DEVELOPMENT FLOW

ORIENTATION SEMINARS

DRILLS

TABLE TOP

FUNCTIONAL

FULL SCALE

Overhead Transparency #154

### TABLETOP EXERCISE

- ◇ Described emergency situation *plus* a series of messages to participants
- ◇ Practice problems-solving
- ◇ Ongoing discussion and critique
- ◇ Participants practice a coordinated, effective response
- ◇ Stop Action Permitted
- ◇ Involves policy — coordination personnel

Overhead Transparency #155

### TABLETOP EXERCISE DEVELOPMENT



All participants are in one room,  
usually seated around a table.

The orientation seminar and the tabletop exercise  
are used to prepare for  
functional and full-scale exercises.

Overhead Transparency #156

**The characteristics of a tabletop exercise include:**

- ✧ lower stress
- ✧ less pressure than a "real time" exercise
- ✧ attempts to simulate reality in a controlled atmosphere
- ✧ provides training and role familiarization
- ✧ it can introduce and re-emphasize procedures
- ✧ produces an awareness of personalities
- ✧ and avoids embarrassment to personnel.

Overhead Transparency #157

TABLETOP EXERCISE

**HOW DOES IT WORK?**

- Scenario is established
- Led by a facilitator
- Effectiveness is determined by feedback
- Feedback is necessary to evaluate and revise policies, plans and procedures.

Overhead Transparency #158

TABLETOP EXERCISE



**WHAT IS IT?**

Tabletop exercises test the system through simulation.

There is no utilization of equipment  
or deployment of resources.

All activities or actions are ***simulated***.

Participants interact through discussion

Facilitator controls and motivates the play.

Overhead Transparency #159

**WHAT ARE THE ADVANTAGES ?**

Modest commitment of time, cost and resources.

Effective method of reviewing drafted or new plans, procedures and policies.

A way to educate or acquaint personnel of their emergency responsibility.

Identifies needed resources and minor obstacles.

Prepares personnel with emergency responsibilities to work together!

Overhead Transparency #160

**WHAT ARE THE DISADVANTAGES ?**

- Exercise may lack realism.
- Does not provide a true test of the entire emergency management system.
- Provides only a superficial exercise of plans or procedures.
- Difficult to demonstrate system overload

Overhead Transparency #161

**ROLE OF THE FACILITATOR**

Introduces the scenario narrative and messages into play.

Controls the pace and flow of exercise.

Stimulates discussion, making sure that no one participant or department dominates the exercise.

Motivates actions

Ensures that pre-planned exercise objectives are met.

Overhead Transparency #162

***How to Develop a Tabletop Exercise?***

1. **Assess the need**
2. **Define the scope**
3. **Write a statement of purpose**
4. **Write out the objectives**
5. **Write the narrative**
6. **Write the exercise messages.**

Overhead Transparency #163

**ASSESS THE NEED**

IDENTIFY THOSE AREAS THAT NEED TO BE EXERCISED

WHICH MEMBERS OF THE STAFF  
SHOULD MAKE THAT IDENTIFICATION ?

Announcing:



May need to have several tabletops to meet objectives of identified needs.

Overhead Transparency #164

**The Need for Exercises**

FUNCTIONS: Are they new, recently updated, have they been exercised or used in an emergency recently ?

Name of Item	New	Updated	Exercised	Used in Emergency N/A
Basic Emergency Plan				
Plan Annex(es)				
SOP's				
Resource List				
Maps, Displays				
Reporting Requirements				
Notification Procedures				
Voluntary Organizations				
EOC/Command Center				
Warning Systems				
Damage Assessment				

Overhead Transparency #165

**Defining the Scope**

Six components should be addressed:

- What are the emergency management activities?
- What agencies, departments, organizations?
- What types or kinds of personnel?
- What degree of realism is needed?
- What hazard are you preparing for?
- What geographical area or other limitation should be placed on the exercise?

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Overhead Transparency #166

 **Write a Statement of Purpose**



Provide a written document that clearly and concisely tells others WHY the exercise is being conducted.



Identify the parameters.

Overhead Transparency #167

 **Write Objectives**

What is to be accomplished?

What is expected from this exercise?

What emergency actions are to be tested?

But the objectives must be

- specific
- realistic and challenging
- results oriented
- measurable.

Overhead Transparency #168

**USE OF OBJECTIVES IN EXERCISE DESIGN**

<i>Phase</i>	<i>Action</i>
<b>DEVELOPMENT</b>	Design the Exercise Based on Objectives
<b>IMPLEMENTATION</b>	Conduct the Exercise around the Objectives to make certain It does NOT get off track
<b>EVALUATION</b>	Measure and observe actions to see if they fulfill objectives
<b>FOLLOW-UP</b>	Re-train, re-plan, re-practice where objectives were not fulfilled

What is WRONG with these OBJECTIVES ?

To get any of the agencies who want to improve some of their disaster operations to do better.

To identify the primary reason for slow response of ambulance units.

To improve the number of accurate messages transmitted by the police communications center.

Overhead Transparency #169

**Measurable Words****Vague = Too many interpretations:**

to learn	to understand
to know	to realize
to believe	to really appreciate
to benefit	to grasp the significance of

**Require specific action, fewer interpretations:**

to write	to contrast	to solve
to identify	to inspect	to differentiate
to construct	to describe	to compare
to list	to recite	to assemble
to draw	to operate	

Measurable objectives incorporate:

- specific actions
- completed by whom
- to what percentage
- and time limits.

Overhead Transparency #170



### WRITE A NARRATIVE

A SHORT WRITTEN STORY THAT  
SETS THE SCENE FOR ALL EXERCISES

PROVIDES THE BACKGROUND INFORMATION

SHOULD SET THE MOOD AND REFLECT A SENSE OF  
CONCERN, URGENCY AND EXCITEMENT.



Overhead Transparency #171

### WEATHER TERMINOLOGY

#### WATCH



is an alert message from the National Weather Service that a certain weather condition **MAY THREATEN** an area within the next 24 hours.

#### WARNING



is an alert message from the National Weather Service that a severe weather condition **EXISTS OR IS EXPECTED** to strike within the next 24 hours.

Overhead Transparency #172



### Write Messages

Details of the exercise are transmitted through  
messages or problem statements.

### **IMPORTANT**

Actions or decisions are  
dependent upon the quality of the message  
and precise time of its release.

Overhead Transparency #173

**SUMMARY** *Steps That Guide You in Developing a Tabletop Exercise*

-  Assess the need
- Define the scope
-  Write a statement of purpose
-  Write out the objectives
-  Write the narrative
-  Write the exercise messages.

Overhead Transparency #174

**PURPOSE OF A FUNCTIONAL EXERCISE**

TO TEST AND EVALUATE  
THE COORDINATION OF THE  
EMERGENCY MANAGEMENT SYSTEM  
UNDER CONDITIONS OF STRESS.

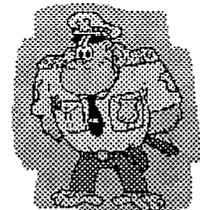
BRINGS TOGETHER INTO ONE AREA  
THE POLICY, COORDINATION AND  
OPERATIONAL PERSONNEL.



Overhead Transparency #175

**ROLE OF THE CONTROLLER**

- KNOW THE SCENARIO
- COORDINATE THE FLOW, TIMING AND PATTERN OF EVENTS AND MESSAGES
- MAINTAIN THE STATUS - TRACKING SYSTEM TO RECORD SEQUENCE AND TIMING OF EVENTS AND MESSAGES
- COORDINATE ACTIVITIES AND INTERCHANGE AMONG SIMULATORS
- MONITOR COMMUNICATIONS
- RESPOND TO UNPLANNED SITUATIONS
- STOP ACTION



Overhead Transparency #177

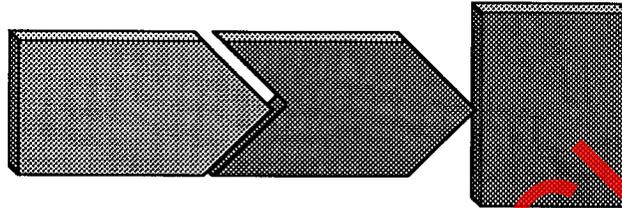


**ROLE OF AN EVALUATOR**

-  OBSERVES THE ACTIONS AND DECISIONS
-  SEES HOW PLAYERS SPECIFICALLY REACT TO THE SCENARIO AND MESSAGES
-  CONTRIBUTES TO THE CRITIQUE.

Overhead Transparency #178

SIMULATORS  
INTERACT WITH THE  
EXERCISE PARTICIPANTS  
TO CAUSE  
ACTIONS AND DECISIONS  
TO BE MADE



The exchange of information is made by  
paper, telephone and radio.

Overhead Transparency #179

***FULL SCALE EXERCISE***

TESTS THE MOVEMENT OF PERSONNEL AND RESOURCES

TESTS THE ACTUAL MOVEMENT OF WORKERS, EQUIPMENT AND  
RESOURCES REQUIRED TO DEMONSTRATE  
***COORDINATION AND RESPONSE CAPABILITIES.***



**CLASS  
PROJECT**

RETIRED CURRICULUM

2016

RETIRED CURRICULUM

**CLASS PROJECT**  
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RETIRED CURRICULUM

### Class Project Basic Information

Class participants will be divided into working groups, determined by population size of the community which employs them. This information was received when the instructor requested student information from the class participants on the first day. On the first day of class, the instructor assigned each individual to a working group. Each working group should be no larger than ten people. The working groups shall represent a city population, such as:

100,000 persons or more	=	City of Grande
25,000 persons or more	=	City of Midtown
25,000 persons or less	=	City of Littleton

**PRESENTATION  
TIME FRAME:**

Total of 30 minutes for each group to present.  
Questions from the City Council **will follow** and then open discussion during next 20 minutes from citizens.

**ASSIGNMENT:**

On the first day of class the instructor informed each working group to ensure that their "city" is prepared to manage a large-scale emergency. Information provided throughout the class will assist them in meeting those requirements.

The class participants are to prepare a presentation for the last full day of class. The presentation shall be based on an order from the City Council and the very powerful citizens' Disaster Committee that asked them to prepare for the next 12-hour operational period and to present their Incident Action Plan (IAP).

Each person in the group must prepare and coordinate their activities with the Incident Commander and other group members. Each Emergency Operations Center ICS position's tasks should be managed.

**CLASS PARTICIPANTS**

Students who are not presenting their Incident Action Plan will act as members of the City Council, concerned community leaders, and citizens. These role-players will be encouraged to ask questions of the presenting group. The instructor has prepared position assignment cards for specific role-players. These position assignment cards describe the position and questions that the position is interested in having answered by the city's Emergency Management organization working within the Emergency Operations Center (EOC).

**CLASS PROJECT**  
**Incident Action Plan Considerations**

**Current size-up of incident**

- what is going on?
- what are the critical incidents?
- who is in charge and where are they?
- what resources are available?
- what resources are assigned?
- what resources are still needed?
- have strategies been established?
- what are the strategies?
- status of facilities?
- status of vendors/suppliers?
- transportation problems?

**Staffing requirements for the next 12-hours**

- were priorities established?
- how were personnel assigned?
- what time frames were established for working shifts?
- essential facilities identified?
- respond - to what type of calls?

**Request for Mutual Aid**

- how did they access?
- who did they contact?
- how did they contact the above "who"?
- what resources were specifically requested?
- what resources are responding and when will they be here?
- who is directing/assigning incoming mutual aid resources?

**Communications**

- are communications adequate?
- are you getting feedback and updates from field personnel?
- are you getting redundant calls or responses?
- how are requests from citizens being verified?

**Welfare**

- what have you done/planned for the relief of the emergency workers?
- what is planned for the feeding of emergency workers?
- where and how are the emergency workers to rest?
- who coordinated this function?

**Finance**

- who is recording and tracking expenses?
- what is the damage estimate?
- who is maintaining evidence of damage and response efforts?
- what services were contracted with?
- what services have you employed without a contract?

CITY OF \_\_\_\_\_, CALIFORNIA USA

You are employed by the (fictitious) City of \_\_\_\_\_, California USA.

The city has grown rapidly during the past few years. Present population is approximately \_\_\_\_\_.

The Rio Grande river flows through the city from north to south. There are several streams that flow out of the canyons and into the Rio Grande.

Original development was just east of the north/south freeway. Land closer to the river was often flooded during spring thaws from snow runoff. Better drainage control has minimized this in recent years.

The original development was in the downtown area. Many of the century-old buildings have been refurbished and are now intermixed with new high-rise structures, which have multi-level basements.

Development west of the river is mostly apartments, subsidized housing, shopping centers and light manufacturing.

Areas east of downtown are mostly residential, new developments spread toward the foothills. However, some new developments in the foothills have been experiencing landslides in recent months.

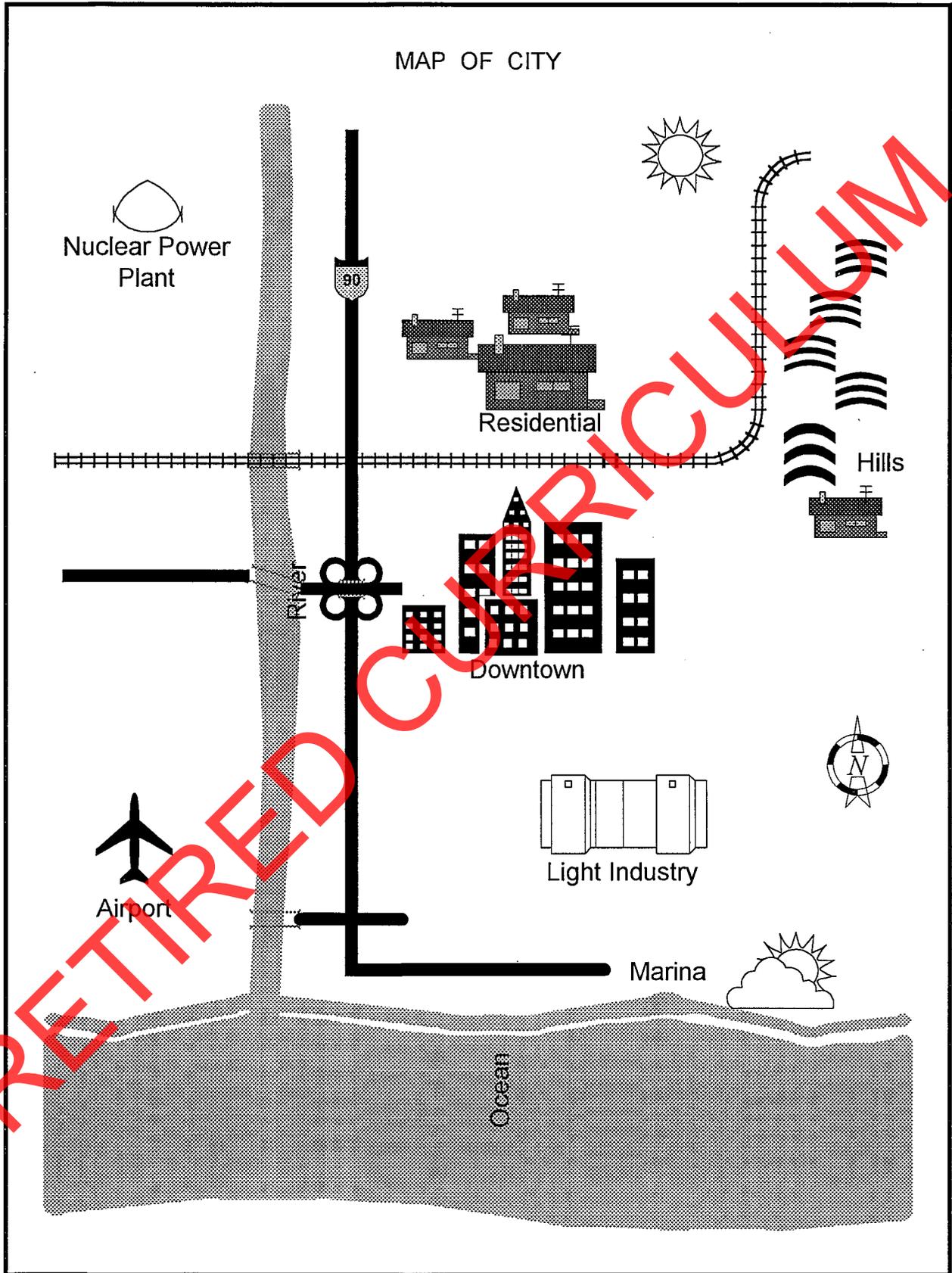
The Big Plume nuclear power plant is located northwest of the downtown area and employs approximately 1,100 people. The City of \_\_\_\_\_, the County of Big Time and the power plant successfully passed their annual inspection and drill recently conducted by the Nuclear Regulatory Commission, FEMA and State OES.

The winds are generally mild and flow in off the ocean in a northerly direction during the early morning hours, and reverse themselves in the evening hours. Some fog has been occurring in the early morning hours over the past two days. However, rain is forecast for later in the week.

The City of \_\_\_\_\_ has \_\_\_\_\_ fire station(s), a boat marina, one library, \_\_\_\_\_ hospital(s), one cemetery, and \_\_\_\_\_ police helicopter.

The Spirit of Flight Metropolitan Airport is located southwest of the downtown area and has provided a major financial influx to the city.

RETIRED CURRICULUM



20070

RETIRED CURRICULUM

## NUCLEAR POWER PLANT EMERGENCY CLASSIFICATION SYSTEM

The Nuclear Regulatory Commission (NRC) established an emergency classification system. The four stages of a nuclear power plant incident are:

### Unusual Event and Alert

There is little or no threat to public safety during the Unusual Event and Alert classifications. Any releases are within technical specifications set by the NRC or are a fraction of federal and state Protective Action Guides (PAGs). These classifications provide early and prompt notification of minor events which could escalate in the event of operator error or equipment failure, or which are symptomatic of a more serious condition.

The utility is required to notify local officials within 15 minutes after one of these incidents occurs. A local jurisdiction may activate their Emergency Operating Center (EOC) at the **Alert** level. The state authority is also notified by the utility.

### Site Area Emergency

Releases at this classification are not expected to result in exposure levels exceeding the Environmental Protection Agency (EPA) Protective Action Guides (PAGs). Full mobilization of emergency personnel in the nearsite environs is indicated, as well as dispatch of monitoring teams and associated communications.

The utility is required to notify local officials within 15 minutes after one of these incidents occurs. The state authority is also notified by the utility. The utility will also begin dose projections; recommend protective actions to local decisionmakers; provide briefings to authorities on plant conditions; and mobilize radiological monitoring teams.

The local jurisdiction may recommend protective actions for people and animals (domestic and farm); request assistance from the state; close specific facilities, parks and schools; and mobilize radiological monitoring teams. The local jurisdiction may declare a local emergency.

### General Emergency

This is the most severe classification. It is based on potential reactor core melt and threat to public safety. Protective action decisions will be based on projected dose to the general population and time constraints.

The utility is required to notify local officials within 15 minutes after one of these incidents occurs. The state authority is also notified by the utility. The utility will also begin dose projections; recommend protective actions to local decisionmakers; provide briefings to authorities on plant conditions; and mobilize radiological monitoring teams.

The local jurisdiction may recommend protective actions for people and animals (domestic and farm); evacuate and/or shelter within certain areas; request assistance from the state; close specific facilities, parks and schools; and mobilize radiological monitoring teams. The local jurisdiction may declare a local emergency and ask the state to declare a state emergency, as necessary.

**City of Grande**  
*Memorandum*

**CURRENT LISTING OF RESOURCES**

**POLICE DEPARTMENT**

Current staffing level = 234 persons

One police helicopter.

**FIRE DEPARTMENT**

<u>Station Number</u>	<u>Engine Companies</u>	<u>Apparatus Truck Co.</u>	<u>Specialized Apparatus</u>	<u>Personnel</u>
1	1500 gpm engine	100' tractor	light truck 1	7
2	1500 gpm engine		grass wagon	5
3	1250 gpm rescue engine	75' aerial scope	light truck 2	8
4	1250 gpm engine			3
5	1500 gpm engine		Battalion II	4
6	1500 gpm engine		grass wagon Battalion I	5
7	1000 gpm engine		2-crash rescue	7
			<b>TOTAL</b>	
			On-duty per shift	39

**PUBLIC WORKS DEPARTMENT**

Current staffing level = 100 persons

**HOSPITALS**

Located within city limits = 3 (one is a trauma center)

An air ambulance service operates within this jurisdiction.

**LIBRARY**

One main library and two other locations within city limits.

**City of Midtown**  
*Memorandum*

**CURRENT LISTING OF RESOURCES**

*POLICE DEPARTMENT*

Current staffing level = 78 persons

One police helicopter is shared with an adjoining city.

*FIRE DEPARTMENT*

<u>Station Number</u>	<u>Engine Companies</u>	<u>Apparatus Truck Co.</u>	<u>Specialized Apparatus</u>	<u>Personnel</u>
1	1000 gpm engine		rescue squad Battalion 1	6
2	1250 gpm engine			3
3		1250 "Quint"		4
TOTAL				
On-duty per shift				13

*PUBLIC WORKS*

Current staffing level = 38 persons

*HOSPITALS*

Located within city limits = 2

A trauma center hospital is located 20 miles away that operates an air ambulance.

## City of Littleton

## Memorandum

## CURRENT LISTING OF RESOURCES

*POLICE DEPARTMENT*

Current staffing level = 36 persons

Contract with nearby jurisdiction for one-quarter time of police helicopter.

*FIRE DEPARTMENT*

<u>Station Number</u>	<u>Engine Companies</u>	<u>Apparatus Truck Co.</u>	<u>Specialized Apparatus</u>	<u>Personnel</u>
1	1500 gpm engine		3,000 gal water tanker  rescue squad	6
1	1500 gpm reserve unit*		3,000 gal water tanker	
<b>TOTAL</b>				
On-duty per shift				6

\*Reserve fire engine staffed by complement of 21 active volunteers.

*PUBLIC WORKS DEPARTMENT*

Current staffing level = 15 persons

*HOSPITALS*

Located within city limits = 0

The closest hospital is 20 miles away.

*LIBRARY*

One main library located in the downtown section.

**SCENARIO #1**

At 4:45 p.m. on a Tuesday, work day, a 6.9 earthquake occurs 10 miles northeast of the City of \_\_\_\_\_.

During the first hour, reports of damage are sketchy. No deaths have been reported. Collapsed buildings have been seen by emergency workers who were able to contact the dispatch center. Fires are evident by the smoke in the sky. The telephone system is not working, however, some cellular telephones are working. Radio communications are overwhelmed by the amount of emergency traffic. The city's Emergency Operations Center has been activated.

By the third hour after the earthquake occurred, damage reports indicate that many older buildings in the downtown area have whole walls missing or have completely collapsed. Newer buildings have lost a lot of glass. There is no power. The nuclear power plant has declared an Unusual Emergency Event. Landslides have been reported blocking access to the population located in the hillsides. Ruptured gas lines have started many fires throughout the city. Many bridges and overpasses have collapsed.

**ASSIGNMENT**

Using Incident Command System terminology, develop the city's Incident Action Plan (IAP) for the next 12-hour period.

Prepare your report as you would present a briefing to the City Council and concerned community leaders. Each person in your group must contribute to the IAP presentation, each Section Chief should cover their responsibilities and related activities. Be prepared to answer inquiries from the City Council and community leaders.

Prepare your presentation on flip chart paper, overhead transparency sheets, or any other media readily available and easily visible to your City Council members.

**SCENARIO #2**

At 9:45 p.m. on a Friday night, a train derailment has occurred at the most northern bend of the railroad tracks. This area consists of rolling hills and expensive homes. The first hour reports are sketchy. The manifests filed with the City of \_\_\_\_\_ state that this train would transport several known toxic chemicals that when released to the atmosphere or mixed together are known to cause serious injury and even death. No deaths have been reported. Purple and green clouds have been reported in the area. Fire is evident by the smoke in the sky. The telephone system is not working due to an earlier traffic accident in the same area, however, some cellular telephones are working. A clear report on this incident has been difficult to ascertain since radio communications are overwhelmed by the amount of emergency traffic on this Friday-full-moon-payday. The city's Emergency Operations Center was activated earlier for an earthquake drill. The City Manager has asked everyone to remain until more details are known.

The third hour after the train derailment, damage reports indicate that a large amount of toxic chemicals have been released to the atmosphere. A colorful cloud is being pushed along by the evening breeze toward the downtown area. Some citizens hearing the news reports of the "menacing cloud" have reported that they are experiencing headaches, vomiting, and nausea. Some people have arrived at their closest hospital feeling very sick. The hospitals are demanding more information. There is no power. The nuclear power plant has declared an Unusual Emergency Event. Protesters against the use and transportation of hazardous materials have quickly organized and are reported to be blocking the roads in the hillsides.

**ASSIGNMENT**

Using Incident Command System terminology, develop the city's Incident Action Plan (IAP) for the next 12-hour period.

Prepare your report as you would present a briefing to the City Council and concerned community leaders. Each person in your group must contribute to the IAP presentation, each Section Chief should cover their responsibilities and related activities. Be prepared to answer inquiries from the City Council and community leaders.

Prepare your presentation on flip chart paper, overhead transparency sheets, or any other media readily available and easily visible to your City Council members.

**SCENARIO #3**

At 7:45 a.m. on a Monday morning, an unexpected flash flood occurs 50 miles north of the City of \_\_\_\_\_. The Corps of Engineers has estimated the crest of be an eight foot (8') wave, which is expected to try to travel down the river channel. Of course the river channel was built for a 50-year flood and this is considered to be a 150- to 200-year flood threat. As the waters begin to reach the city in the first hour, reports of damage are sketchy. Deaths are being reported as likely by the news media. The telephone system is not working, however, some cellular telephones are working. Radio communications are overwhelmed by the amount of emergency traffic. The city's Emergency Operations Center has been activated.

By the third hour, collapsed buildings have been seen by emergency workers who were able to contact the dispatch center. Fires are evident by the smoke in the sky. Damage reports indicate that many older buildings in the downtown area have whole walls missing or have completely collapsed. People in the newer buildings are calling for assistance to get out of the buildings and parking structures. There is no power. The nuclear power plant has declared an Unusual Emergency Event. Ruptured gas lines have started many fires throughout the city. Many bridges and overpasses have collapsed.

**ASSIGNMENT**

Using Incident Command System terminology, develop the city's Incident Action Plan (IAP) for the next 12-hour period.

Prepare your report as you would present a briefing to the City Council and concerned community leaders. Each person in your group must contribute to the IAP presentation, each Section Chief should cover their responsibilities and related activities. Be prepared to answer inquiries from the City Council and community leaders.

Prepare your presentation on flip chart paper, overhead transparency sheets, or any other media readily available and easily visible to your City Council members.

**SCENARIO #4**

At 12:45 p.m. on a Tuesday afternoon, the nuclear power plant declares an "Unusual Emergency Event" (some incident out of the routine has occurred, such as a heart attack or car accident on the site; or a natural disaster may threaten the site). Fifteen minutes later it declares an "Alert" condition, actual degradation in the level of plant safety has occurred.

During the first hour, reports of damage are sketchy. Three deaths have been reported. Fires are evident by the smoke in the sky. The telephone system is not working due to their power shortage, however, the emergency telephone system with the plant is operational. Hundreds of people appear to be voluntarily leaving the city, heavy traffic is being reported. Many accidents have occurred. Grocery stores are reporting unruly crowds and demand assistance from city officials. School officials are contacting the city, should they release the children or hold them? The city's Emergency Operations Center has been activated.

By the third hour the power plant has moved from a "Site Area Emergency" (actual or probably failure of system needed for protection of the public) into a "General Emergency" condition (potential exists for a large radioactivity release). There is no power. Requests for more information are overwhelming the dispatch centers.

**ASSIGNMENT**

Using Incident Command System terminology, develop the city's Incident Action Plan (IAP) for the next 12-hour period.

Prepare your report as you would present a briefing to the City Council and concerned community leaders. Each person in your group must contribute to the IAP presentation, each Section Chief should cover their responsibilities and related activities. Be prepared to answer inquiries from the City Council and community leaders.

Prepare your presentation on flip chart paper, overhead transparency sheets, or any other media readily available and easily visible to your City Council members.

**SCENARIO #5**

At 11:45 a.m. on a Thursday morning, a large commercial aircraft has made a crash landing near the Spirit of Flight Metropolitan Airport.

First reports of damage and injuries are sketchy. No deaths have been reported. Collapsed buildings have been seen by emergency workers who were able to contact the dispatch center. Fires are evident by the smoke in the sky. Radio communications are overwhelmed by the amount of emergency traffic. The city's Emergency Operations Center has been activated.

The third hour after the airplane crash, damage reports indicate that many of the light industrial buildings, northeast of the airport, have completely collapsed or received large pieces of fuselage through their roofs. Many injured persons are located there and several persons are reported dead. There appears to be no power in that area. Fires are reported. The bridge connecting the airport and the light industrial areas has collapsed.

**ASSIGNMENT**

Using Incident Command System terminology, develop the city's Incident Action Plan (IAP) for the next 12-hour period.

Prepare your report as you would present a briefing to the City Council and concerned community leaders. Each person in your group must contribute to the IAP presentation, each Section Chief should cover their responsibilities and related activities. Be prepared to answer inquiries from the City Council and community leaders.

Prepare your presentation on flip chart paper, overhead transparency sheets, or any other media readily available and easily visible to your City Council members.

**SCENARIO #6**

At 3:00 a.m. on a Tuesday morning, a severe freezing condition totally encompasses the City of \_\_\_\_\_.

During the first hour, reports of damage are sketchy. No deaths have been reported. Many traffic accidents have been seen by emergency workers who were able to contact the dispatch center. Some fires were started in abandoned buildings downtown due to the extremely cold weather. Smoke is in the sky. The telephone system is no working, however, some cellular telephones are working. Radio communications are overwhelmed by the amount of requests for help and responding emergency traffic. The city's Emergency Operations Center has been activated.

By the third hour, several deaths have been reported from portable heating devices and other fires caused by people trying to light their gas furnaces. Some older buildings in the downtown area have lost their ability to heat, these buildings house many senior citizens. Due to the extreme temperature change, some of the newer buildings have lost a lot of glass. There is no power. The nuclear power plant has declared an Unusual Emergency Event. Due to frozen roads, the transportation corridors of the city are not passable to the general public. Requests for food, water, and medical assistance are flooding the dispatch centers. Ruptured gas lines have started many fires in the industrial area of the city. High winds and continued cold temperatures are predicted.

**ASSIGNMENT**

Using Incident Command System terminology, develop the city's Incident Action Plan (IAP) for the next 12-hour period.

Prepare your report as you would present a briefing to the City Council and concerned community leaders. Each person in your group must contribute to the IAP presentation, each Section Chief should cover their responsibilities and related activities. Be prepared to answer inquiries from the City Council and community leaders.

Prepare your presentation on flip chart paper, overhead transparency sheets, or any other media readily available and easily visible to your City Council members.

## ACTION PLANNING

Action planning should be used at all levels of the Standardized Emergency Management System (SEMS). The use of action plans provides designated personnel with knowledge of the objectives to be achieved and the steps required for achievement. Once objectives are determined, the operational period action plan provides a framework for establishing the necessary organization, making assignments and allocating resources to accomplish the objectives. At the incident, action plans are known as Incident Action Plans.

According to the Standardized Emergency Management System (SEMS) Guidelines, March 1995, Incident Action Plans have four main elements that should be included. There is no single format which will fit all situations. Several Incident Command System (ICS) forms are appropriate for use in Incident Action Plans.

- Statement of Objectives — statement of what is expected to be achieved. Objectives must be measurable.
- Organization — describes what elements of the ICS organization will be in place for the next operational period.
- Tactics and Assignments — describes tactics and control operations, and what resources will be assigned. Resource assignments are often done by Division or Group.
- Supporting Material — examples could include a map of incident, a communications plan, medical plan, the traffic plan, weather data, special precautions, a safety message, and so forth.

### Organizational Levels

SEMS regulations describe five organizational response levels. These levels are:

- field
  - local government
  - operational area
    - region
    - state.

## **CLASS PROJECT**

continued

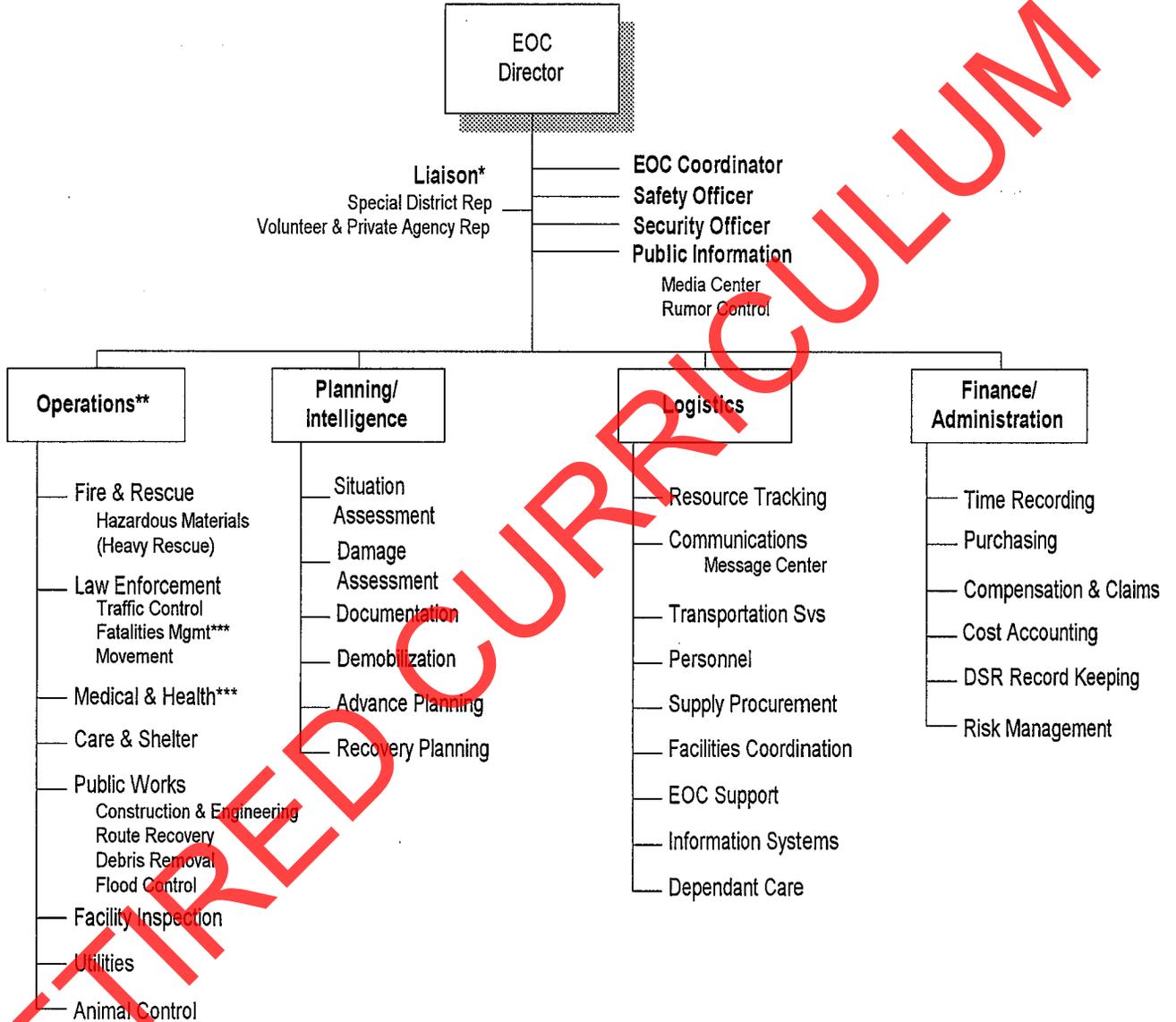
Within SEMS, EOCs are operated at Local Government, Operational Area, Region and State Levels. The five primary SEMS functions of Management, Operations, Planning/Intelligence, Logistics and Finance/Administration are found at each level. The duties and responsibilities for these functions at each EOC level have many similarities.

The following section provides descriptions of the responsibility for each of the five primary functions which are generally applicable to any EOC level. Also included are sample checklists for a variety of other positions, generally required to fulfill your EOC obligations. These checklists are only samples and should be augmented and modified as appropriate when applied at any SEMS level.

### ***EMERGENCY OPERATIONS CENTER***

#### ***POSITION DESCRIPTIONS***

**CLASS PROJECT**  
**EOC ORGANIZATION**



\* May be organized as a section or branch.

\*\* If all elements are activated, a deputy will be appointed to provide a manageable span of control.

\*\*\* Normally coordinated by county, but a local coordinator may be designated if needed.

( ) Indicates functions coordinated by the branch but not organized as a distinct group or unit within the branch.

## EMERGENCY OPERATIONS CENTER

## CITY COUNCIL

Position Responsibility: Serves as a liaison with general public and other jurisdictional elected officials.

Emergency Actions:

- Serve as Disaster Council representative
- Conduct City Council meeting to declare or ratify Declaration of Local Emergency (ratification within seven days)
- Conduct public briefings based on information released from the Public Information Officer
- Meet with local and national dignitaries that may visit the emergency site(s)
- Serve as a political bridge between city staff and other elected officials
- Monitor incident activities
- Maintain a written log of all significant events and activities.

## EMERGENCY OPERATIONS CENTER

## EOC DIRECTOR

Position Responsibility: Overall command, coordination and management of incident activities, including development, implementation and review of strategic decisions (Incident Action Plan).

The City Manager by City Ordinance is the EOC Director. The EOC Director shall be supported by all jurisdictional departments and divisions.

Emergency Actions:

- Assume command, don identification vest and READ ENTIRE CHECKLIST
- Determine appropriate level of EOC activation based on situation as known
- Respond immediately to EOC site and determine operational status
- Mobilize appropriate personnel for initial activation of EOC; issue appropriate vests and checklists; give assignments/missions, and brief as necessary.
- Establish liaison and communications with assisting agencies
- Jointly assess incident situations and identify needed protective action missions including:
  - Rescue
  - Medical Aid
  - Evacuation
  - Sheltering
  - Security
  - Containment
  - Public Information & Warning
  - Fire Suppression
  - Other
- Jointly assess available resources and request assistance as needed
- Ensure that field agency representatives have been assigned to other facilities as necessary
- Ensure that telephone and/or radio communications with other facilities are established and tested
- Confirm the delegation of authority as required from the agency administrator. Obtain any guidance or direction as necessary
- Develop, approve and implement a consolidate Incident Action Plan (IAP) including: assessment of situation; definition of problem; establishment of priorities; evaluation on evacuation; estimate of incident duration
- Monitor, coordinate and manage all incident activities
- Confer with Operations Section Coordinator and other general staff to determine what representation is needed at the EOC from other agencies
- Determine need, and establish if necessary, a deputy director position

**EOC DIRECTOR Checklist continued**

- Schedule the first planning meeting. Request or give periodic progress reports and briefings
- Revise Incident Action Plan (IAP) as needed
- Approve requests for additional personnel, equipment and resources
- Establish and maintain contacts with adjacent jurisdictions/agencies and with other organizational levels, as appropriate
- Monitor section level activities to assure that all appropriate actions are being taken
- Authorize release of information to news media and general public
- Notify relief of complete and current incident status before releasing assignment
- Approve plan for demobilization, and release incident personnel, equipment and resources (prepare to assist other jurisdictions if disaster is region wide)
- Deactivate the EOC and close out logs when emergency situation no longer requires activation
- Ensure that any open actions not yet completed will be taken care of after deactivation
- Collect all pertinent reports/logs and forward to city Emergency Services
- Be prepared to provide input to the after-action report.

## EMERGENCY OPERATIONS CENTER

## PUBLIC INFORMATION OFFICER

Position Responsibility: Formulate and release accurate and complete information about the incident to news media, the general public, and other appropriate agencies — only after it has been approved by the EOC Director. Responsible for public information, health and safety instructions, rumor control and media relations.

The city's Public Information Officer is a member of the Command Section.

Emergency Actions:

- Check in and establish communications with the EOC Director
- Obtain briefing and receive assignment
- Don position identification vest and READ ENTIRE DUTY CHECKLIST
- Activate, organize, and brief staff as necessary
- Meet with Communications Unit Coordinator
  - Obtain briefing regarding on-site and external communications capabilities and restrictions
  - Establish operating procedure with Communications Unit for use of telephone and radio systems. Make any priorities or special requests known
- Set up an area designated only for news media (information center) and control their activity in this area
- Contact news media personnel and maintain communications link
- Assemble and prepare information for Emergency Broadcast System (EBS) and press release messages (use sample EBS messages from Emergency Plan)
- Establish liaison with local, county and state agencies for uniformity of all message released to the news media and general public
- Prepare and coordinate with EOC Director and Operations Section on "evacuation messages" to be released, when necessary
- Obtain approval from IC for release of all messages to news media or the general public
- Transmit messages to news media and display a copy in EOC
- Provide trained escorts to accompany news media representative and VIPs
- Establish "rumor control or information" function, develop a means for identifying false or erroneous information. Develop procedure to be used to squelch such information.
- Monitor radio and television transmissions
- Attend necessary meetings to update information
- Coordinate with the Situation Status Unit and define areas of special interest for public information, and health and safety instructions. Identify means for securing the information as it is developed.

**PUBLIC INFORMATION OFFICER continued**

- Arrange meetings with City Council and/or incident personnel and news media, when requested.
- Develop a news briefing schedule. Arrange for preparation of briefing materials as required.
- Obtain, process and summarize information received in a form usable in presentations
- Prepare post incident releases and/or summary information for use by the news media
- Maintain a hard copy of EBS and other press messages released
- Maintain unit log including operations times, significant events, equipment purchased and names of personnel on specific units/areas
- Determine 24-hour staffing requirements and request additional personnel as required
- Notify relief personnel of current emergency information status
- When ordered, secure operations and forward all necessary messages, reports and logs to the EOC Director.

## EMERGENCY OPERATIONS CENTER

## LIAISON OFFICER

Position Responsibility: Contact, communicate and coordinate with assisting and cooperating agency/jurisdictional representatives outside of city government. These include coordinating agency representatives assigned to the EOC as well as handling requests from other agencies for sending liaison personnel to other EOCs. This position is a member of the Command Section.

Emergency Actions:

- Check in and establish communications with the EOC Director
- Obtain briefing and receive assignment
- Don position identification vest and READ ENTIRE DUTY CHECKLIST
- Activate, organize and brief staff as necessary
- Meet with Communications Unit Coordinator
  - Obtain briefing regarding on-site and external communications capabilities and restrictions
  - Establish operating procedure with Communications Unit for use of telephone and radio systems. Make any priorities or special requests known
- Identify assisting agency/jurisdictional representatives and establish communications and coordination
- Provide point-of-contact for assisting agency/jurisdictional representatives
- Contact all on-site agency representatives, ensure that they:
  - have signed into the EOC
  - understand their assigned function
  - know their work location
  - understand EOC organization and floor plan (provide both)
- Compile list of agency representatives (name, agency, EOC telephone number) and make list available to all Section and Branch coordinators
- Maintain continual communication links between assisting agency/jurisdictional representative(s) and the EOC Director
- Brief agency representative(s) on current situation, priorities and action plan
- Respond to requests for inter organizational contacts
- Monitor emergency situations and involvement of each agency/jurisdiction
- Monitor incident operations and identify inter organizational coordination problems
- Coordinate requests for mutual aid except for fire and law agencies
- Maintain unit log, including operation times, significant events, equipment purchased and names of personnel. Deactivate and close out logs when authorized by the EOC Director.
- When ordered, secure operations and forward all necessary reports/log to EOC Director.

## EMERGENCY OPERATIONS CENTER

## SAFETY OFFICER

Position Responsibility: Monitors and assesses hazardous and unsafe situations to assure incident personnel safety in all facilities used in support of EOC operations. Stop or modify all unsafe operations.

The city's Safety Officer is a member of the Command Section.

Emergency Actions:

- Check in and establish communications with the EOC Director
- Obtain briefing and receive assignment
- Don position identification vest and READ ENTIRE DUTY CHECKLIST
- Appoint and brief staff as necessary
  - Assign personnel to monitor specific locations as necessary
  - Advise EOC Security Office of your function; secure information regarding emergency conditions
- Participate in planning meetings
- Develop measures to assure safety of all incident personnel
- Monitor and assess hazardous and unsafe situations
- Evaluate conditions and advise the EOC Director any conditions and actions which might result in liability (i.e., oversights, improper response actions, etc.)
- For the event (which caused the EOC activation) prepare to provide guidance regarding health and safety actions that may be required following the event
- Investigate accidents and file proper claims
  - Coordinate all pertinent information with the Finance Section
- Exercise authority to stop and prevent unsafe acts
- Maintain unit log, including operation times, significant events, equipment purchased and names of personnel
- Notify relief personnel of current emergency/safety status
- Deactivate the Safety Officer position and close out logs when authorized by the EOC Director. Be prepared to provide input to the after action report.
- When ordered, secure operations and forward all necessary reports/log to EOC Director.

## EMERGENCY OPERATIONS CENTER

## LEGAL OFFICER

Position Responsibility: Provide legal counsel to the City Council, EOC Director and Command Section concerning actions related to and planned for the incident. Prepare proclamations, emergency ordinances and other legal documents, as necessary.

The city's Legal Officer is a member of the Command Section.

Emergency Actions:

- Check in and establish communications with the EOC Director
- Obtain briefing and receive assignment
- Don position identification vest and READ ENTIRE DUTY CHECKLIST
- Appoint and brief staff as necessary
- Establish area of legal responsibility and identify potential liabilities
- Participate in planning meetings
- Prepare Declaration of Local Emergency and other pertinent documents
- Prepare necessary emergency rules and regulations and laws required for acquisition and/or control of critical resources
- Develop the necessary ordinances and regulations to provide a legal basis for evacuation and/or population control (i.e., price gouging, curfew, etc.)
- Commence such civil and criminal proceedings as needed to appropriately implement and enforce emergency actions
- Enforces emergency actions
- Review Incident Action Plan (IAP) and provide legal counsel to City Council, EOC Director and Command Section, as necessary
- Assist health officer in formulation of declaration of health emergency when necessary
- In coordination with Finance Section, draft and review all necessary emergency contracts, agreements, and memoranda of understanding with vendors and agencies
- Maintain unit log including operation times, significant events, equipment purchased and names of personnel on specific units/areas
- Notify relief personnel of current emergency/legal status
- When ordered, secure operations and forward all necessary messages, reports and logs to the EOC Director.

**EMERGENCY OPERATIONS CENTER**  
**OPERATIONS SECTION COORDINATOR**

Position Responsibility: Management and coordination of all tactical operations of the emergency situation consistent with the Incident Action Plan (IAP).

Emergency Actions:

- Check in and obtain briefing from EOC Director
- Don position identification vest and READ ENTIRE DUTY CHECKLIST
- Activate and brief Operations Section personnel as necessary
- Participate in the preparation of the Incident Action Plan (advise on operational capabilities; make recommendations on the tactical portion of the IAP)
- Meet with Communications Unit Coordinator
  - Obtain briefing regarding on-site and external communications capabilities and restrictions
  - Establish operating procedure with Communications Unit for use of telephone and radio systems. Make any priorities or special requests known
- Determine estimated time of arrival for requested staff
- Execute the Incident Action Plan (IAP)
  - Contact, assemble and brief all supervisors
  - Review missions, assignments and activities
  - Assemble and disassemble strike teams, task forces, as necessary
  - Supervise and coordinate all incident operations
  - Monitor effectiveness of IAP (recommend modification, as necessary)
- Establish staging areas, as necessary
- Establish and maintain communication with affected areas
- Establish contact with adjacent EOCs. Determine status of Operations section at other EOCs. Determine status of any requests for assistance
- Meet with Planning Section Coordinator. Obtain and review any major incident reports. Obtain from the Planning Section additional field operational information pertinent to Operation Section
- Determine ongoing needs, request additional resources as necessary and resolve logistical problems reported
- Ascertain what resources are presently committed; coordinate with Logistics Section Coordinator
- Maintain liaison with county, state, military and federal agencies through the Liaison Officer; establish communications with agency representative(s)
- Initiate animal control measures as necessary
- Determine ongoing needs, request additional resources as necessary and resolve logistical problems reported
- Ascertain what resources are presently committed; coordinate with Logistics Section Coordinator

**OPERATIONS SECTION COORDINATOR continued**

- Continually update EOC Director on unusual occurrences, status of situation and when missions are accomplished, as well as anticipated problems and recommendations
- Insure the general welfare and safety of all operational personnel
- Anticipate potential situation changes; keep up to date on situation and resources associated with Operations Section; maintain current status at all times
- Ensure that all contacts with the news media are fully coordinated with the EOC Public Information Officer
- Maintain unit log including operation times, significant events, equipment purchased and names of section personnel
- Notify relief of current emergency/operations status before release from duty
- Ensure that intelligence information is made available to the Planning/Intelligence Section
- Ensure that all fiscal and administrative requirements are coordinated through the Finance/Administration Section
- Implement demobilization of Operations Section resources in conformity with the demobilization plan
- Be prepared to provide input to the after action report
- When ordered, secure operations, and forward all reports/log to EOC Director.

## EMERGENCY OPERATIONS CENTER

## FIRE &amp; RESCUE SERVICES UNIT

Position Responsibility: Supervise and coordinate all fire service tactical operations (including rescue, suppression, containment, hazardous materials and special assistance) consistent with the Incident Action Plan (IAP).

Fire & Rescue Service Unit is a subdivision of the Operations Section.

Emergency Actions:

- Check in and establish communication with the Operations Section Coordinator
- Obtain briefing and receive assignment/mission(s); activate EOC workspace
- Don position identification vest and READ ENTIRE DUTY CHECKLIST
- Attend planning meetings at the request of the Operations Section Coordinator
- Execute the mission(s) consistent with the IAP
  - Contact, assemble and brief individuals and groups as necessary
  - Review assignment and group activities
  - Assign specific tasks as necessary
  - Supervise and coordinate fire service operations
- Coordinate activities with other operational units
- Advise field Incident Commander(s) of the current plan of operations; advise upon limitations or restrictions that exist; ensure exchange of information continues
- Request mutual aid with the Operational Area Coordinator as necessary
- Establish fire services priorities based on the nature and severity of the disaster, in conformity with the IAP
- Prepare to provide assistance to other mutual aid jurisdictions when applicable
- Continually update Operations Section Coordinator regarding unusual occurrences, resources needed, status of situation and when mission(s) are accomplished
- Resolve or report logistical problems encountered by subordinates
- Establish priorities based on the nature and severity of the disaster, in conformity with the IAP
- Prepare to provide assistance to other mutual aid jurisdictions when applicable
- Insure general welfare and safety of all fire services personnel and resources
- Maintain unit log including operation time, significant events, equipment purchased and names of personnel
- Notify relief of current emergency/operations status before release from duty
- Implement demobilization of operations section resources in conformity with demobilization plan
- When ordered, secure operations, and forward all reports/logs to EOC Director, through proper channels.

## EMERGENCY OPERATIONS CENTER

## LAW ENFORCEMENT UNIT

Position Responsibility: Supervise and coordinate all law enforcement tactical operations (including security, evacuation, traffic control and situation reporting) consistent with the Incident Action Plan (IAP).

Law Enforcement Unit is a subdivision of the Operations Section.

Emergency Actions:

- Check in and establish communications with the Operations Section Coordinator
- Obtain briefing and receive assignment/mission(s); activate EOC workspace
- Don position identification vest and READ ENTIRE DUTY CHECKLIST
- Attend planning meetings at the request of the Operations Section Coordinator
- Execute the mission(s) consistent with the IAP
  - Contact, assemble and brief individuals and groups as necessary
  - Review assignment and group activities
  - Organize, sectorize and assign specific tasks as necessary
- Coordinate with Operations Section Coordinator on designation of necessary security/perimeter boundaries for emergency/hazardous evacuation areas
- Assist Operations Section Coordinator on designation of evacuation zones and evacuation routes
- Establish necessary perimeter and/or traffic control check points
- Provide security; enforce laws and temporary rules
- Assist the Coroner's Office in the operation of a morgue(s)
- Contact and coordinate with American Red Cross/recreation department to establish needed shelters
- Coordinate with Public Information Officer and Care & Shelter Unit on necessary evacuation messages to release to general public via EBS, public address systems or other means
- Assign staff to the Transportation Services Unit of the Logistics Section
- Coordinate notification of evacuation with other law enforcement agencies
- Assign necessary patrols to verify evacuation, assist carless population, prevent looting, and/or provide situation reports/damage information
- Resolve or report logistical problems encountered by subordinates
- Notify relief of current emergency/operations status before release from duty
- Implement demobilization of operations section resources in conformity with demobilization plan
- When ordered, secure operations, and forward all reports/logs to EOC Director, through proper channels.

## EMERGENCY OPERATIONS CENTER

## PUBLIC WORKS UNIT

Position Responsibility: Provide services to reduce damage, restore essential services and assist in heavy rescue operations.

Public Works Unit is a subdivision of the Operations Section.

Emergency Actions:

- Check in and establish communication with the Operations Section Coordinator
- Obtain briefing and receive assignment/mission(s); activate EOC workspace
- Don position identification vest and READ ENTIRE DUTY CHECKLIST
- Attend planning meetings at the request of the Operations Section Coordinator
- Establish priorities based on the nature and severity of the disaster, in conformity with the Incident Action Plan (IAP)
- Provide emergency power; restore, maintain and operate essential services
- Supply water for emergency operations (through liaisons)
- Provide assistance in heavy rescue operations
- Coordinate and assist with debris removal
- Consult with other Operations Section units to assess the situation and determine need for resources
- Inventory the status of essential city services (water system, sewer system, roads and streets, bridges, overpasses and pedestrian walkways; damaged and unsafe government buildings)
- Provide updated information on road availability and closures to the Planning Section and the EOC Public Information Officer
- Establish contact and maintain relationship with utility companies; establish priority list for re-establishing services
- Provide for necessary countermeasure activities (flooding, firefighting, reservoir check, containment assistance) within safety and resource constraints
- Provide for necessary recovery operations (i.e., clean-up, debris removal, road repairs, structure inspection, damage assessment)
- Restore, maintain and operate essential facilities; construct emergency facilities
- Request mutual aid as needed; enlist private contractors and public utilities
- Resolve or report logistical problems encountered by subordinates; insure general welfare and safety of all public works personnel and resources
- Maintain unit log including operation time, significant events, equipment purchased and names of personnel
- Notify relief of current emergency/operations status before release from duty
- Implement demobilization of resources in conformity with demobilization plan
- When ordered, secure operations, and forward all reports/logs to EOC Director, through proper channels.

## EMERGENCY OPERATIONS CENTER

## CARE AND SHELTER UNIT

Position Responsibility: Provide temporary shelter, feeding and registration of impacted persons.

Care and Shelter Unit is a subdivision of the Operations Section.

Emergency Actions:

- Check in and establish communication with the Operations Section Coordinator
- Obtain briefing and receive assignment/mission(s); activate EOC workspace
- Don position identification vest and READ ENTIRE DUTY CHECKLIST
- Attend planning meetings at the request of the Operations Section Coordinator
- Establish priorities based on the nature and severity of the disaster, in conformity with the Incident Action Plan (IAP)
- Initiate a recall of Recreation Department and Community Services personnel, and the American Red Cross as necessary
- Verify shelter locations and availability; determine shelter locations needed
- Provide alternative communication to link facilities with the EOC
- Evacuate and relocate any facilities which become endangered
- Assist in the evacuation of institutionalized persons in threatened areas
- Request necessary food, supplies, equipment and other items to operate mass care and shelter facilities
- Ensure that a building inspector checks each facility used to shelter persons
- Activate registration and inquiry system and message board, in coordination with American Red Cross
- Maintain liaison with EOC Public Information Officer on current conditions
- Request assistance from the Operational Area and regional care service centers
- Notify volunteer agencies of support required; arrange for crisis counseling
- Provide for reception and placement of all volunteer agencies
- Provide special services as required for the care of unaccompanied children, the aged, and the handicapped (and pets); coordinate with County Health
- Notify the Post office to divert incoming mail to appropriate relocation areas
- Resolve or report logistical problems encountered by subordinates; insure general welfare and safety of all Care and Shelter personnel and resources
- Maintain unit log including operation time, significant events, equipment purchased and names of personnel
- Notify relief of current emergency/operations status before release of duty
- Implement demobilization of resources in conformity with demobilization plan
- When ordered, secure operations, and forward all reports/logs to EOC Director, through proper channels.

## EMERGENCY OPERATIONS CENTER MEDICAL & HEALTH UNIT

Position Responsibility: Monitor and coordinate all tactical operations triage, treatment, transportation, decontamination and morgue to provide the best patient care possible consistent with the Incident Action Plan (IAP).

Medical Services Unit is a subdivision of the Operations Section.

### Emergency Actions:

- Check I and establish communication with the Operations Section Coordinator
- Obtain briefing and receive assignment/mission(s)
- Don position identification vest and READ ENTIRE DUTY CHECKLIST
- Determine level of emergency medical activities performed prior to activation of medical services
- Attend planning meetings at the request of the Operations Section Coordinator
- Execute the mission(s) consistent with the IAP
  - Contact, assemble and brief individuals and reorganize medical units as necessary
  - Review assignment and group activities
  - Assign specific tasks as necessary
  - Supervise and coordinate medical service operations
- Coordinate location of triage, treatment, transportation, decontamination and morgue areas with supervisors
- Establish locations for casualty collection points as necessary, and insure adequate procurement of supplies and medical personnel at these sites
- Insure that all treatment areas are NOT located in a hazardous area
- Prepare procedures for major medical emergency
- Inform Operations Section Coordinator on number of patients/status and need for morgue
- Insure proper medical care procedures are followed
- Contact and coordinate with medical facilities receiving patients; coordinate activities with other emergency medical providers
- Coordinate activities with other operational leaders
- Continually update Operations Section Coordinator regarding unusual occurrences, resources needed, status of situation and when mission(s) are accomplished
- Resolve or report logistical problems encountered by subordinates; insure general welfare and safety of all medical services personnel and resources
- Maintain unit log including operation time, significant events, equipment purchased and names of personnel
- Notify relief of current emergency/operations status before release of duty
- Implement demobilization of resources in conformity with demobilization plan
- When ordered, secure operations, and forward all reports/log to EOC Director, through proper channels.

## EMERGENCY OPERATIONS CENTER

## PLANNING/INTELLIGENCE SECTION COORDINATOR

Position Responsibility: Collect, analyze, evaluate, display and disseminate information about the incident situation and status of resources; prepare strategies for Incident Action Plan (IAP); and manage the Planning/Intelligence Section.

Emergency Actions:

- Check in and obtain briefing from EOC Director
- Don position identification vest and READ ENTIRE DUTY CHECKLIST
- Organize, activate, brief and manage Planning/Intelligence Section as necessary
  - Situation Unit
  - Damage Assessment Unit
  - Visual Display Unit
  - Documents Unit
  - Radiological Defense Unit
- Meet with Communications Unit Coordinator
  - Obtain briefing regarding on-site and external communications capabilities and restrictions
  - Establish operating procedure with Communications Unit for use of telephone and radio systems. Make any priorities or special requests known
- Screen incoming damage and casualty information and ensure that pertinent data is posted to status boards, maps or similar records
- Gather complete intelligence regarding the incident situation, damage/safety assessment, and maintain status of all emergency resources
- Evaluate preliminary disaster information; determine the extent of damage and estimate the amount of resources required to support the emergency operations
- Provide periodic status summaries/briefings on incident situation
- Contact other adjacent EOCs, determine status of Planning/Intelligence Section at those EOCs, obtain and review status and major incident reports
- Compile and display incident and resource status summary information
- Advise general staff of any significant changes in incident status
- Provide Geographic Information Services and other technical support services to the various organizational elements within the EOC
- Establish a weather data collection system when necessary
- Identify need for use of other specialized resource(s)
- Assist in preparation of Incident Action Plan (IAP)
- Assemble information on alternative strategies and recommendations on plan to EOC Director; render predictions and manage information
- Prepare and distribute EOC Director's orders and IAP
- Prepare recommendations to EOC Director for release of resources, including a demobilization and decontamination plan as necessary
- Insure general welfare/safety of all Planning/Intelligence Section personnel

**PLANNING/INTELLIGENCE SECTION COORDINATOR continued**

- Maintain unit log including operation times, significant events, equipment purchased, and names of section personnel
- Notify relief of current emergency/planning status before release from duty
- Implement demobilization of resources in conformity with demobilization plan
- Prepare an after-action report and assist in debriefing
- When ordered, secure operations, and forward all reports/logs to EOC Director.

RETIRED CURRICULUM

## EMERGENCY OPERATIONS CENTER

## SITUATION ASSESSMENT UNIT

Position Responsibility: Collect, evaluate and display current incident situation status and information regarding the emergency. The Situation Assessment Unit is a subdivision of the Planning/Intelligence Section.

Emergency Actions:

- Check in and establish communication with the Planning/Intelligence Section Coordinator
- Obtain briefing and receive assignment; activate EOC workspace
- Don position identification vest and READ ENTIRE DUTY CHECKLIST
- Appoint and brief staff as necessary
  - Damage Intelligence Groups
  - Field Observer(s)
  - Weather Observer
  - Dispatchers
- Establish contact and collect incident status information from appropriate damage intelligence groups/field observers
- Compile and display summary incident status information
  - Complete situation/incident summary forms as necessary consider these items
    - location and nature of incident
    - status of each incident (controlled, contained or out of control)
    - special hazards
    - persons injured and dead
    - property damage (estimated dollar loss)
    - city resources used
    - outside agencies assisting
    - shelters
- Maintain an inventory of available personnel, equipment, vehicles, supplies, etc.
- Participate in Planning/Intelligence Section meetings and give briefing on incident status
- Contact technical specialist as necessary to assist in evaluating incident status
- Establish weather data collection system when necessary
- Advise Planning/Intelligence Section Coordinator on any significant changes in incident status
- Supervise emergency mapping and recording operations
- Maintain unit log including operation times, significant events, equipment purchased, and names of unit personnel
- Notify relief of current emergency/planning status before release from duty
- When ordered, secure operations, and forward all reports/logs to EOC Director, through proper channels.

## EMERGENCY OPERATIONS CENTER

## DAMAGE ASSESSMENT UNIT

Position Responsibility: Coordinates an initial inspection of the entire jurisdiction, prepares the damage assessment reports.

The Damage Assessment Unit is a subdivision of the Planning/Intelligence Section.

Emergency Actions:

- Check in and establish communication with the Planning/Intelligence Section Coordinator
- Obtain briefing and receive assignment; activate EOC workspace
- Don position identification vest and READ ENTIRE DUTY CHECKLIST
- Appoint and staff damage assessment teams as necessary
- Provide for an initial and successive inspections of the entire jurisdiction; report locations of damaged structures, utilities, roads, stop lights and facilities
  - Special attention should be given to essential facilities and hazardous areas (government buildings, schools, utilities and large occupied structures)
- Prepare initial damage estimate for the jurisdiction
- Collect, record and total the type of estimated value of damage
- Inspect and post critically damaged structures for occupancy or condemnation
- Utilize mutual aid for building inspectors
- Coordinate with oil and fuel line companies on damage assessment
- Coordinate with American Red Cross on damage assessment estimates
- Maintain unit log including operation times, significant events, equipment purchased, and names of unit personnel
- Notify relief of current emergency/resource status before release from duty
- When ordered, secure operations, and forward all reports/logs to EOC Director, through proper channels.

## EMERGENCY OPERATIONS CENTER

## DOCUMENTATION UNIT

Position Responsibility: Collect and display status of resources (personnel, equipment, apparatus, supplies, etc.). The Documentation Unit is a subdivision of the Planning/Intelligence Section.

Emergency Actions:

- Check in and establish communication with the Planning/Intelligence Section Coordinator
- Obtain briefing and receive assignment; activate EOC workspace
- Don position identification vest and READ ENTIRE DUTY CHECKLIST
- Appoint and brief staff as necessary
  - Check in Recorders
  - Support Staff
  - Aides/Runners
- Establish contact and collect information on status of resources (all agency personnel/apparatus/equipment/supplies assigned or available) from:
  - Law Enforcement
  - Fire Services
  - EOC Director/Unified Command
  - Operations Section
  - Logistics Section
  - Planning/Intelligence Section
  - Finance/Administration Section
- Compile and display summary status of all resources
  - Complete appropriate resource summary forms
- Participate in Planning/Intelligence Section meetings and give briefings on status of resources as required
- Provide resource summary information in response to specific requests
- Assist with check-in function at EOC and supporting facilities
- Prepare and maintain master roster of all agency resources registered
- Prepare and maintain emergency organization chart, assignment lists and "T" card status displays as requested
- Maintain unit log including operation times, significant events, equipment purchased, and names of unit personnel
- Establish and organize incident file and retain copies of all forms/messages generated for after-incident use
- Provide duplication services, photography and video services during incident
- Duplicate and distribute copies of IAP as directed
- Provide other incident documents for Planning/Intelligence Section as directed
- Notify relief of current emergency/resource status before release from duty
- When ordered, secure operations, and forward all reports/logs to EOC Director, through proper channels.

## EMERGENCY OPERATIONS CENTER

## LOGISTICS SECTION COORDINATOR

Position Responsibility: Manage resources which provide for personnel, equipment, facilities, services, transportation and material in support of the incident activities

Emergency Actions:

- Check in and obtain briefing from EOC Director
- Don position identification vest and READ ENTIRE DUTY CHECKLIST
- Organize, activate, brief and manage Logistics Section as necessary
- Meet with Communications Unit Coordinator
  - Obtain briefing regarding on-site and external communications capabilities and restrictions
  - Establish operating procedure with Communications Unit for use of telephone and radio systems. Make any priorities or special requests known
- Meet with Planning/Intelligence Section Coordinator to obtain information on situation
- Meet with Operations Section Coordinator, review resource needs and procedures for coordinating requests between Sections
- Meet with Finance/Administration Section Coordinator, review financial and administrative support needs and procedures. Determine level of purchasing authority to be delegated to Logistics Section
- Participate in preparation of Incident Action Plan (IAP)
- Advise on current service and support capabilities
- Prepare service and support elements of the IAP (i.e., incident communications plans, transportation services plan, etc.)
- Identify current and future service and support requirements for planned and expected operations
- Coordinate and process all requests for additional resources from Operations Section (in conformity with IAP priority protective action missions)
- Contact adjacent EOCs and determine status of logistical functions. Determine status of any requests for assistance
- Utilize resource directory to assist in locating and procuring required resources
- Provide shelter, food and transportation for all workers (including their families when necessary)
- Maintain a master list of personnel and resources available
- Maintain and care for all essential facilities
- Ensure logistical arrangements to utilize other resource groups and resources outside of heavily damaged areas
- Obtain, reproduce and disseminate updated resource inventories and other information for other Sections when necessary
- Ensure that all contacts with the media are fully coordinated with the EOC Public Information Officer

**LOGISTICS SECTION COORDINATOR continued**

- Conduct periodic briefings for section personnel, ensure all elements are aware of priorities
- Brief EOC Director on major problem areas or anticipated problems with recommendations
- Recommend release of Logistics Section resources in conformity with demobilization plan
- Ensure general welfare and safety of all Logistics Section personnel
- Maintain unit log including operation times, significant events, equipment purchased, and names of unit personnel
- Notify relief of current emergency/resource status before release from duty
- Be prepared to provide input to the after action report
- When ordered, secure operations, and forward all reports/logs to IC.

RETIRED CURRICULUM

## EMERGENCY OPERATIONS CENTER

## SUPPLY PROCUREMENT UNIT

Position Responsibility: Provide for the ordering, storing, processing and allocation of all disaster resources and supplies. Determine status of all personnel, including volunteer forces.

The Supply Unit is a subdivision of the Logistics Section.

Emergency Actions:

- Check in and establish communication with the Logistics Section Coordinator
- Obtain briefing and receive assignment; activate EOC workspace
- Don position identification vest and READ ENTIRE DUTY CHECKLIST
- Appoint and brief staff as necessary
- Determine the number and locations of personnel previously deployed
- Determine status of personnel in each department and request employees that can be utilized for more urgent assignments
- Develop a relief plan and coordinate with all Sections; personnel should be assigned to 12-hour shifts if possible
- Fill requests for personnel as needed
- Maintain a personnel resource pool
- Maintain time records on all personnel, forward to Finance/Administration Section
- Recruit and obtain additional emergency workers, including volunteers
- Order, receive, store and process all disaster related resources and supplies
- Provide for the conservation, allocation and distribution of food
- Coordinate with the Finance/Administration Section on all contact with vendors or rental companies; alert procurement personnel of emergency actions
- Stockpile, maintain, deploy and receive critical supplies and equipment
- Coordinate with other jurisdictions and private companies on sources of equipment and supplies
- Maintain unit log including operation times, significant events, equipment purchased, and names of unit personnel
- Notify relief of current emergency/resource status before release from duty
- When ordered, secure operations, and forward all reports/logs to EOC Director, through proper channels.

## EMERGENCY OPERATIONS CENTER

## FACILITIES COORDINATION UNIT

Position Responsibility: Provide temporary relief and support to displaced evacuees, emergency workers and their families.

The Facilities Coordination Unit is a subdivision of the Logistics Section.

Emergency Actions:

- Check in and establish communication with the Logistics Section Coordinator
- Obtain briefing and receive assignment; activate EOC workspace
- Don position identification vest and READ ENTIRE DUTY CHECKLIST
- Appoint and brief staff as necessary (utilize task force, work with social services, American Red Cross and Salvation Army and others as required)
- Assess need for shelters, registration of volunteers, reception of donated commodities, etc.
- Determine potential sheltering needs
- Upon request, identify available shelter resources
- Coordinate activities to obtain
  - Housing and shelters (including managers)
  - Food, provision and preparation
  - Blankets, pillows and bedding
  - Sanitation and waste disposal; shower and washing areas
  - First aid supplies and trained personnel
  - Registration services and counseling assistance
  - Maintenance, lighting, heating and cooling
- Advise Logistics Section Coordinator upon shelter(s) activation and maintain status on facility and assigned personnel
- Determine facilities required for emergency workers (including the EOC)
- Provide other assistance as available, including
  - Mobile Food Canteen for emergency workers
  - Receive, register, organize, stockpile and distribute donated commodities like food, clothing, potable water, etc.
- Coordinate with volunteer agencies (regional and headquarters staff)
- Coordinate activities with private lodging establishments
- Maintain unit log including operation times, significant events, equipment purchased, and names of unit personnel
- Notify relief of current emergency/facility status before release from duty
- When ordered, secure operations, and forward all reports/logs to EOC Director, through proper channels.

## EMERGENCY OPERATIONS CENTER

## TRANSPORTATION SERVICES UNIT

Position Responsibility: Provide for mobilization, dispatch and coordination of private and public vehicular resources in order to assist Operations Section in evacuation, as necessary.

The Transportation Unit is a subdivision of the Logistics Section.

Emergency Actions:

- Check in and establish communication with the Logistics Section Coordinator
- Obtain briefing and receive assignment; activate EOC workspace
- Don position identification vest and READ ENTIRE DUTY CHECKLIST
- Appoint and brief staff as necessary
- Augment jurisdictional resources with school district resources and other available private sector vehicles
- Participate in Logistic Section planning activities and determine need for type of and amount of transportation resources required
- Alert all private and public transportation companies (i.e., bus companies, taxi services, tour agencies, helicopter and airlines, etc.) and determine availability of buses, drivers and fuel
- Determine destination points to transport evacuees
- Establish staging areas for vehicles
- Dispatch vehicles as requested by Operations Section to assist in evacuation
- Inform buses of pickup and destination points (include maps)
- Maintain communications and coordination with resources and Operations Section
- Provide transportation for emergency workers, dependents and families of emergency workers, and elected officials as necessary
- Notify Logistics Section Coordinator when vehicles have completed their pick-up and transportation of evacuees to destination points
- Demobilize vehicular resources in accordance with demobilization plan
- Maintain unit log including operation times, significant events, equipment purchased, and names of unit personnel
- Notify relief of current emergency/resource status before release from duty
- When ordered, secure operations and forward all reports/logs to EOC Director, through proper channels.

## EMERGENCY OPERATIONS CENTER

## DEPENDENT CARE UNIT

Position Responsibility: Provide communications between families and emergency workers as necessary.

The Dependent Care Unit is a subdivision of the Logistics Section.

Emergency Actions:

- Check in and establish communication with the Logistics Section Coordinator
- Obtain briefing and receive assignment; activate EOC workspace
- Don position identification vest and READ ENTIRE DUTY CHECKLIST
- Appoint and brief staff as necessary
- Coordinate all activities with American Red Cross and Care & Shelter Unit of Operations Section
- Coordinate the shelter, transportation, feeding and medical needs for the family members of emergency workers
- Provide shelter needs for families of emergency workers to designated relocation centers; provide transportation as needed
- Maintain a "Dependent Care Log" on the location and welfare of dependents and families of emergency workers
- Maintain unit log including operation times, significant events, equipment purchased, and names of unit personnel
- Notify relief of current emergency resource status before release from duty
- Be prepared to provide input to after action report
- When ordered, secure operations, and forward all reports/logs to EOC Director, through proper channels

## EMERGENCY OPERATIONS CENTER

**FINANCE/ADMINISTRATION SECTION COORDINATOR**

Position Responsibility: Responsible for all financial and cost aspects of the incident; personnel and equipment time recording; incident procurement, contracts and purchase orders; legal considerations and any claims for compensation; and providing administrative support to the EOC.

Emergency Actions:

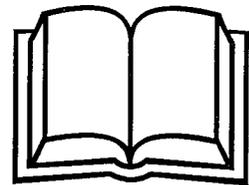
- Check in and obtain briefing from EOC Director
- Don position identification vest and READ ENTIRE DUTY CHECKLIST
- Organize, activate, brief and manage Finance/Administration Section
  - Time Recording Unit
  - Purchasing Unit
  - Compensation and Claims Unit
  - Cost Accounting Unit
  - DSR Record Keeping
  - Risk Management
- Attend planning meetings to gather information on overall strategy
- Confer with EOC Director on delegation of purchasing authority to section. Determine appropriate purchasing limits to delegate to Logistics Section
- Meet with Operations and Logistics Section Coordinators, determine financial and administrative support needs; review procedures for on-going support required from Finance/Administration Section
- Provide input in planning sessions on financial and cost analysis matters
- ASSIGN A MISSION or TRACKING NUMBER TO THE INCIDENT
- Authorize and identify emergency funding source to support emergency operation
- Determine additional finance needs, emergency activity code and resources as necessary
- Meet with assisting agency representatives providing financial assistance as required
- In coordination with Legal Officer, draft and establish for the IC a review of emergency contracts, agreements and memorandums of understanding with private vendors and agencies as necessary
- Verify all time data and deductions with private vendors or operators of equipment
- Ensure prompt notification of injuries and deaths and proper processing of necessary claims for compensation
- Ensure that all contacts with the news media are fully coordinated with the EOC Public Information Officer
- Expedite invoices, claims and applications for relief

**FINANCE/ADMINISTRATION SECTION COORDINATOR continued**

- Collect all time and equipment records/unit logs for equipment/personnel assigned to the incident
- Obtain and record all cost data and prepare incident cost summaries as necessary
- Conduct periodic briefings for section personnel, ensure that all organizational elements are aware of priorities
- Brief EOC Director on major problem areas or anticipated problems with recommendations
- Recommend release of Finance/Administration Section resources in conformity with demobilization plan
- Maintain unit log including operation times, significant events, equipment purchased, and names of unit personnel
- Notify relief of current emergency/finance status before release from duty
- Be prepared to provide input to after action report
- Ensure that any open actions are assigned to the appropriate agency or element for follow-on support
- Ensure that any required forms or reports are completed prior to your release and departure
- When ordered, secure operations, and forward all reports/logs to EOC Director.

RETIRED CURRICULUM

# REFERENCES



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**\*Recommended for future reading.**