Discussion Questions

1. Are any of these Federal programs directly applicable to your community's needs? If so, which ones?

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2. How could these programs aid your community in an integrated emergency management approach?

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3. To your knowledge, is your community currently tapping into these Federal resources? For instance, is there ongoing Federal funding for programs or other assistance projects?

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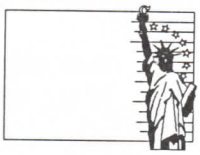
NOTES

Continuity of Government



When major disasters occur, government may be threatened. In order to prevent unlawful assumption of authority, preserve law and order, maintain leadership, deliver essential government services for public welfare, and ensure that clear lines of communication remain open among various levels of government and the public, careful advance planning is required. Part of FEMA's mission statement directs the agency to protect the continuity of government and to assist other levels of government in similar planning.

Seven principles should be addressed by emergency management officials to plan for the continuity of government in a major disaster.

1. A list should be created of those entitled to succeed one another under disaster conditions and a process by which succession is to take place.

2. Leaders or their successors should be guided by a process of delegating disaster authority.

3. There should be a set of standard operating procedures or checklists for taking disaster steps, such as notifying emergency personnel and identifying emergency duty stations.

4. Emergency operating centers (EOCs), from which all disaster efforts can be coordinated and directed, should be identified.

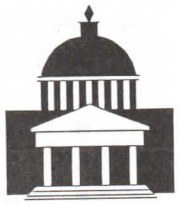
5. Alternative EOCs should be designated.

6. Steps should be taken to safeguard those records that would be essential to the effective functioning of government and to ensure the protection of rights and interests of persons under disaster conditions.

7. Finally, the process should protect government resources, facilities, and personnel so that the government can operate effectively to allocate needed resources and restore government functions after disaster conditions.

All seven areas are critical aspects of planning essential to ensuring the preservation of the democratic form of government.

ROLE OF THE STATE GOVERNMENT



State governments have fewer public funds to allocate for disaster work, but they do have a strong public mandate (and Federal encouragement) to do whatever they can to prepare for and respond to disasters. This mandate is translated into legislated authorities and extraordinary gubernatorial powers. The State, like the Federal government, also is a source of laws affecting disasters (such as traffic safety codes and State fire regulations). In addition, States have responsibilities as outlined by the Superfund Amendments and Reauthorization Act (SARA), Title III. Under the Emergency Planning Community Right-to-Know portion of this Act, States are responsible for establishing a State Emergency Response Commission and in turn approving districts, or areas, where Local Emergency Planning Committees (LEPCs) will be formed. The LEPCs must formulate emergency plans to be used should an incident involving the manufacture, storage, or transportation of hazardous materials occur. Finally, State government is a fount of public administration skills in emergency management (primarily in preparedness planning and long-term recovery administration).

The role of State government in emergency management in many ways parallels the role of the Federal sector. Legislative and executive authorities exist for State emergency programs, with a range of programs usually operating in a variety of State agencies. The State has a responsibility to develop and maintain a comprehensive program of mitigation, preparedness, response, and recovery activities. The State role is to supplement and facilitate local efforts before, during, and after emergencies. The State must be prepared to maintain or accelerate services and to provide new services to local governments when local capabilities fall short of disaster demands.

A State government is in a unique position to serve as a link between those who need assistance and those who can assist--to find out what local emergency programs need, to assess available State and Federal resources, and to help the local government apply for, acquire, and use those resources effectively. The State provides direct guidance and assistance to its local jurisdictions through program development, and channels Federal guidance and assistance down to the local level. In a disaster the State office helps coordinate and integrate resources and apply them to local needs. The State's role might be best described as "pivotal."

Gubernatorial Role

A governor of a State, responsible for the general welfare of the citizens of the State, has certain legislated powers and resources that can be applied to all-hazards emergency management.

All governors in the United States (states, commonwealths, territories, and possessions) have authority and responsibility for

- Issuing State or area emergency declarations,
- Involving State response actions (personnel, material),
- Activating emergency contingency funds and/or reallocating regular budgets for emergency activities, and
- Applying for and monitoring Federal assistance.

State laws require that all States have a State emergency management agency and a preparedness plan coordinated by that agency.

Beyond these statements, little more can be generalized about State emergency management efforts. A closer look at individual differences and similarities among States is necessary to develop an understanding of the operation of emergency management at the State level.

ROLE OF THE LOCAL GOVERNMENT

The local level--whether city, town, or other designation--is the first line of official public responsibility for emergency management activity. In an emergency, Federal and State resources may not be available. Therefore, the local emergency management agency must accept responsibility to maintain an ongoing program of mitigation, preparedness, response, and recovery.

It is uniquely suited to do so. It is locally that potential hazards are seen most clearly; it is locally that resources must be most fully known; it is locally that first response is made; it is locally that emergency events begin. At this level are those individuals who know about the uniqueness of the community, who know where something may go wrong, where special complexities exist, and where sources of aid may be found.

Integrated Emergency Functions

One way of summarizing the responsibilities of the local government in emergency management is to briefly review the functions of integrated emergency management. If a local jurisdiction is addressing these activities thoughtfully and effectively, it is fulfilling its important role in protecting public lives and properties.

This includes the following functions.

1. Emergency Operations Planning

   - Developing and maintaining emergency operation procedures appropriate to local hazards and resources. (We will return to planning later in the unit.)

2. Direction and control

   - Having the ability to direct emergency response operations from an EOC or field location.

3. Emergency Communications

   - Capable of directing operating forces in an emergency.

post maps on telephone poles

4. Alerting and Warning

   - Able to alert public officials, response personnel, and the public that an emergency may exist.

5. Emergency Public Information

   - Distributing information on hazards relevant to the area.

6. Continuity of Government

   - Having legally designated lines of authority and other provisions to preserve the government under emergency conditions.

7. Resource Management

   - Able to quickly require, distribute, and use personnel and material needed in an emergency.

8. Shelter

   - Prepared to provide temporary emergency shelter and other life support to displaced persons in an emergency.

9. Evacuation

   - Able to evacuate the population efficiently in an emergency.

10. Radiological Defense

    - Has a program to minimize exposure to radiation in a nuclear attack.

11. Emergency Support Services

    - Involves key emergency organizations (such as police, fire, health and medical officials) in the integrated planning process.

12. Emergency Reporting

    - Ensure that all levels of government have access to essential information required to perform emergency management functions.

13. Training and Education

- Trains public officials, emergency response personnel, and the public on hazards, protective measures, and emergency management concepts and skills.

14. Tests and Exercises

- Evaluates emergency management capabilities through regular tests and exercises.

Local Emergency Management Laws

The nature of local emergency management laws is guided largely by State law. The State law may be either **permissive** or **mandatory**--that is, it may allow localities either to organize and conduct emergency management systems as they see fit (permissive), or it may specify particular requirements that communities must meet (mandatory). In general terms, local laws define, with widely varying specificity and scope, who will do what in an emergency or disaster. Because local laws give the emergency management program the authority to operate, and because the local level is most directly involved with all emergencies, local laws are particularly important.

Emergency management laws ensure the legality and define the scope of the local integrated emergency management program. Authorities and responsibilities of the program should be defined and delineated clearly so that there is no question of what is or is not included. The organization responsible for emergency management should be identified, and its functions described. However, laws also should allow some flexibility. For example, ordinances should make clear that the program encompasses all four emergency management phases--mitigation, preparedness, response, and recovery. But if they list the kinds of emergencies and disasters that come under the protection or sponsorship of the emergency program, questions of authority may arise in many unusual circumstances not listed.

Because each jurisdiction has different characteristics and requirements, local laws or ordinances must be drafted with the individual needs of the community in mind. Guidance or provisions for local authorities can be obtained from other jurisdictions with all-hazards laws or from higher levels of government, but each local law must be tailored to local needs.

Laws should provide **concise definitions of vital terms**. This helps to limit unnecessary controversy and misunderstanding.

Specific authorities and responsibilities for emergency management should be clearly stated in ordinances. They should spell out who has responsibility for

- Emergency management operations in normal, day-to-day activities,
- Policy decisions affecting long-term emergency management, and
- Final authority in actual disaster situations.

In most cases, these responsibilities probably rest with a government leader--the mayor, city manager, or county executive. Supporting the government leader in disaster-related issues is the local emergency program manager.

It is suggested that local laws should provide for a **specific line of succession** for elected officials, designating who will fill the position of authority, in keeping with the continuity of the government concept, if the individual normally in that position cannot fulfill the role. Lines of succession usually designate at least three levels. The law also should specify that all departments of the local government have their own identified lines of succession. These provisions ensure continuity of government and leadership in an emergency.

Ordinances also should state **how** provisions will be funded and **how** certain forms of **compensation will be made.** For example, how are private citizens reimbursed if their property is damaged by response forces? How will a local company be compensated for use of its facilities, equipment, or supplies? How are volunteers compensated if injured while assisting response efforts? How are levels of compensation determined? How is such payment made? From where does funding for this come?

Local ordinances also must define and delineate **responsibilities, authorities,** and **standards** for

- The position of emergency program manager,
- An all-hazards integrated local emergency plan, and
- Mutual support.

The **role of the emergency program manager** should be defined specifically by law. This position encompasses responsibility for coordinating all components of the emergency management system for the community. These components include

- Civil defense efforts,
- Fire and police services,
- Emergency medical programs,
- Public works,
- Volunteers, and
- Other groups involved in emergency activities.

It means coordinating resources from all sectors before, during, and after an emergency. It also encompasses activities related to mitigation, preparedness, response, and recovery.

FEMA's *Objectives for Local Emergency Management* (CPG 1-5) offers guidelines about emergency management at the local level.

Declaring a Local Emergency

Procedures for declaring a local emergency are determined by local ordinance. Such an ordinance should specify who has the authority to declare the emergency. It also should detail the criteria for declaring a local emergency to provide a solid legal foundation for requesting State and Federal disaster assistance and to eliminate confusion about the degree of impact an event has had on a community.

ROLE OF THE EMERGENCY PROGRAM MANAGER IN THE PROGRAM

The emergency program manager coordinates resources from all sectors before, during, and after an emergency. The emergency program manager also manages activities relating to mitigation, preparedness, response, and recovery.

The role of the emergency program manager is to ensure that all components of the system know of threats to the community, participate in mitigation and prevention

activities, plan for emergencies using an all-hazards approach, operate effectively in emergency situations, and conduct effective recovery operations after disasters.

Responsibilities of the Emergency Program Manager

Responsibilities of a local emergency program manager might include the following:

- Coordinates the planning process, working cooperatively with organizations and government departments;
- Advises and informs the chief elected official on emergency management activities;
- Identifies and analyzes the effects of hazards that threaten the jurisdiction;
- Inventories manpower and material resources from private sector sources that would be available in an emergency;
- Identifies resource deficiencies and works with appropriate officials on measures to correct them;
- Develops and carries out public awareness and education programs;
- Establishes a system to alert officials and the public in an emergency;
- Establishes and maintains networks of expert advisors and damage assessors for all hazards;
- Coordinates a review of all local emergency-related authorities and recommends improvements;
- Involves all appropriate local public and private agencies in developing and exercising emergency plans; and
- Prepares and administers a program of activities that is supported by the chief local elected official and the State emergency director.

Videotape Presentation

A 20-minute videotape on the role of the civil defense coordinator, *Someone Like You*, demonstrates the points we have just covered. As you watch, consider

- How the three emergency managers shown are dealing with staff and resource shortages,
- What roles they play in their communities, and
- How they are helping their communities build emergency preparedness.

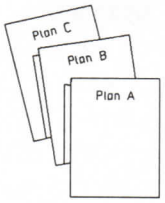
NOTES

Local Emergency Plan

A vital element of the local emergency authority should be a provision for developing (and updating) **an emergency plan**. While Federal and State plans tend to be broad in order to encompass a variety of situations applicable to diverse needs, a local plan can and must be specific, detailing exact actions and requirements. While the plan itself is not a law, it provides an organized format defining actions taken under the law.

To be meaningful, a local emergency operations plan should be known, exercised, and used by every agency with a role to perform. Further, it must be updated regularly. Unless the plan is a living document--not paper on a shelf--it is not a true safeguard of your community's lives and property.

Plans typically contain three parts:



- A basic plan,
- Functional annexes, and
- Hazard-specific appendices.

The basic plan provides a broad conceptual framework describing the policy and approach to emergency operations. The functional annexes explain how a function is to be carried out in an emergency. Recommended annexes include such specific areas as law enforcement, fire and rescue, and reception and care. The appendices address unique characteristics for hazards of particular concern. For example, reception and care facilities for a flood might have to be at a higher elevation than those typically used.

FEMA's *Guide for Development of State and Local Emergency Operations Plans (EOPs)* and *Guide for the Review of State and Local EOPs* (CPG 1-8, 1-8A) delineate what such a plan should include. Two FEMA courses, *Emergency Planning* (in the field) and *Multi-Hazard Planning Course* (in residence at EMI), provide detailed instruction to help emergency management personnel develop effective plans. In addition to these, the *Hazardous Materials Contingency Planning Course* provides particular assistance in addressing requirements under Title III.

The **process** of planning that results in a written plan can be as valuable as the plan itself because it promotes teamwork among key agencies and clarifies their roles and expectations of each other. Development and maintenance of an integrated emergency plan should involve personnel from every department or organization who will carry out portions of the plan in an actual emergency.

The planning experience acquaints personnel with one another, as well as with each other's needs, problems, and priorities. This can ensure that each group's needs and capabilities are reflected in the plan and contribute to greater cohesive strength for the emergency team when an emergency strikes. The written plan not only clarifies and documents emergency procedures, but also serves as a valuable training, activity, and evaluation tool.

Recently, legislation has been enacted to help communities prepare for and respond to **hazardous materials** emergencies. Under Title III of the Superfund Amendments and Reauthorization Act (SARA), each governor appoints Local Emergency Planning Committees (LEPCs) to analyze hazards and prepare a plan to respond to chemical emergencies in their district. (The Governor can designate as many districts as he or she sees fit.) The LEPCs are to use data on Toxic Releases in their area as self-reported by facilities that use chemicals. Hazardous materials are an increasingly common threat on our highways as well as in fixed locations such as factories, and incidents involving them can have major consequences (as in Bhopal, India). Be aware of what is happening on your LEPC and assist them if you can.

The Need To Supplement Resources

Local governments can supplement their own resources in disaster planning by asking for support from local agencies and/or surrounding jurisdictions--even between neighboring states. These are signed agreements that legally bind the parties to assist one another in disaster situations. **Mutual aid agreements** or **interlocal agreements** are legal documents, signed by the heads of the governments involved, agreeing to assist one another in disaster situations. They can be interstate, interjurisdiction, or interagency agreements. They can typically include factors such as those listed below:

- Free access across boundaries;
- Provision of resources and services;
- Compensation for workers;
- Who will command operations involving mutual aid;
- Who will declare states of disaster;
- Who will administer resources received from third parties; and
- Who will provide benefits to those injured or killed while rendering aid.

While the mutual aid agreement itself may not be incorporated into a local disaster ordinance, the law should identify, authorize, and direct such agreements.

If your community has a potential problem with hazardous materials containment at stationary sites or the transportation of hazardous materials, FEMA's *Hazardous Materials Contingency Planning Course* identifies emergency planning procedures.

Objectives for Local Emergency Management (CPG 1-5) identifies other facets of the local emergency program and provides specific guidelines in various areas.

Discussion Questions

1. How do your emergency management responsibilities translate into action in terms of the four phases of emergency management? How does your department put the four phases of emergency management into action?

- *Mitigation*

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_____

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- *Preparedness*

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- *Response*

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- *Recovery*

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2. What resources are available to help the community put emergency management into action?

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3. How are decisions about resource allocations made? Who makes these decisions?

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4. Does your community have an integrated emergency management plan? If so, how was it developed? If not, how could you initiate development of an integrated plan?

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5. Does your community have mutual aid agreements with surrounding communities? If such support does not exist, how might it benefit your emergency management program?

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NOTES

PRIVATE SECTOR RESOURCES

Government is responsible for protecting the life and property of its citizens and promoting their well-being. But the government does not--and cannot--work alone. In all facets of natural, technological, and national security emergencies and disasters, the government works with and through private-sector groups as partners in emergency management. As used here, the term "private sector" includes non-profit organizations that offer critical emergency services such as the Red Cross, as well as businesses which have resources to contribute.

This partnership begins at the grassroots level, depending on in-place local and State resources, to provide the backbone for disaster management. Humanitarian and volunteer organizations also are essential to the team.

The private sector (both profit and non-profit entities) bears the greatest casualties and costs of emergencies. It provides voluntary expertise and support of every kind for all levels and phases of emergency management. The private sector makes its concerns known to government, and it holds government accountable for management actions.

The private sector, in support of the government sectors, provides an extremely large and diverse base of specialized personnel volunteers, technical assistance, equipment, and other materials, that can be called upon in an emergency. But the relationship between government and the private sector must be initiated and nurtured all the time, not postponed until an event occurs--then it is too late. These relationships must be seen as an emergency management priority, not put off because of "more important things to do."

In fact, integrated emergency management involves *all* of these actors in *all* phases of emergency-related activities and for *all* types of emergencies.

Resources for Working With the Private Sector

FEMA's *Disaster Planning Guide for Business and Industry* (CPG 2-5) provides the basic keys for developing plans for industry and business in the event of a disaster. For strategies on how to motivate groups and individuals in the private sector, a Civil Defense Speaker's Kit is available to emergency program managers who want to encourage volunteers. Contact your State emergency program office for further information. FEMA also offers two courses related to this subject--*Developing Volunteer Resources* and *Basic Skills in Creative Financing*.

NOTES

SMALL GROUP ACTIVITY: PRIVATE-SECTOR RESOURCES

Private-sector resources (both profit and non-profit) are extensive and varied. They also are individualized from one community to another. Identification and application of these resources depend, in large part, on the creativity of government emergency personnel--the ability of people like yourself to imagine how specific groups or companies can benefit from emergency efforts. This activity provides an opportunity for you to do some creative thinking about these critical resources.

Generate a list of private-sector associations, service agencies, companies, utilities, or volunteer groups in your community that have something to contribute to emergency protection. Briefly note the nature of the contributions. A few examples are provided at the start.

You will have 20 minutes to complete this portion of the activity. Your instructor will call time. You then will have an opportunity to share some of your group's answers with the class.

GROUP	CONTRIBUTIONS
ABC Nuclear Power Plant	Computer-assisted instruction for training and simulation
Automobile Dealers Association	Disaster transportation
Quality Chemical Company	Heavy equipment, engineering expertise
Northbrook Kiwanis Chapter	Support personnel, shelter facilities, food
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_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

GROUP	CONTRIBUTIONS

SUMMARY OF UNIT II

While the need for an integrated emergency management system that addresses all hazards is apparent, finding the best strategies to achieve such a system in your area requires careful analysis and understanding.

Recognition that integrated emergency management is a process--not a panicked response to a single near-disaster or one frequently occurring emergency--is critical to the full and effective implementation of disaster management plans. By reviewing the key role played by each level of government, as well as by for-profit and not-for profit agencies, you have begun to discover the elements of a workable system that can ensure your community's readiness to meet an emergency.

The activities and discussions conducted during this unit have provided clear evidence of the need to further explore the elements of a good emergency management system. So far, we have barely scratched the surface of many critical issues.

At this point, however, several major conclusions can be drawn.

- The need for integrated, all hazards emergency management is critical.
- Integrated emergency management requires systemwide coordination of skills, people, and resources.
- An integrated approach to emergency management will determine how a community handles the four phases of the process--mitigation, preparedness, response, and recovery--addresses all hazards, all levels of government, and the private-sector, and a functional approach to planning.
- Roles of organizations and individuals must be clarified and understood for the process to function efficiently.

With these conclusions in mind, the next unit focuses on the skills and abilities needed to bring together the teams of experts who are part of this system and who must make it work.

TAKE IT HOME

Consider one emergency you think relatively likely in your community. Imagine that a fairly severe emergency of this type were striking unexpectedly in your community even as you read this page. What does your community (or your agency, if you prefer) have going for and against it as your community attempts to survive this emergency with as little damage as possible? List only *major* factors. Consider *all four* phases of the emergency management process.

PHASE	GOING FOR US	GOING AGAINST US
Mitigation		
Preparedness		
Response		
Recovery		

After looking at your assessment, what could *you* do in your position to help enhance your community or agency's preparedness?