



# Emergency Preparedness

Emergency Management (EM) is a continuous process, not an event that must be maintained between crises.

# Emergency Management

## INTRODUCTION TO EMERGENCY MANAGEMENT

### **TORNADO**

Everyone appears to have an immediate reaction to the above, usually fear followed by blind panic. When the warning sirens go off and a black, swirling thunderhead is right out the kitchen window, then it's time for something to happen, but what?

This is about the time to hope that some type of Emergency Management (EM) training will come into play. Run to a tornado shelter and get everyone in. Absent a shelter, where is the safest place in the house to sit out the storm? If you live in a mobile home, then get to a place of relative safety as fast as possible. Mobile homes tend to be vulnerable in high winds, so it would be time to “abandon ship” and save what you can.

### **FLOOD**

Same general reaction as above, but getting in a shelter is probably not a great idea. Where's the high ground and how do you get to it? Floods hit the Midwest practically every spring, and EM procedures, plans, and implementation efforts have been in place for decades. Nonetheless, even with a substantial preparation, bad things will happen, but EM training prepares for contingencies and leaders will know what to do and when to do it.

### **EXPLOSION, HURRICANE, EARTHQUAKE, CHEMICAL SPILL, ETC.**

When tragedy looms, it's time to develop the EM Plan; prepare the Emergency Operations Center (EOC); set up an Incident Command (IC) post; have personnel ready and able to react; have all equipment ready to activate; set up clear and stable lines of communication with everyone in the chain of command, including first responders and the general public; and get ready to take care of the situation no matter where it is or what happens.

All of the above and more is what EM is about. It deals with how to respond to disaster, mitigate the damage, recover from the negative effects, and better prepare for the next possible event. EM is a key concern for community and economic development because it plays into safety and security issues, quality of life standards, holistic planning for the future, and community improvement.

Natural disasters and manmade events require quick and accurate response. EM needs to become an everyday part of community growth and development as it is

as integral to the success of a society as is clean water or subdivision ordinances.

Corporations are concerned with EM and the potential impact of unforeseen events on the productivity and profitability of their organizations. School systems train regularly for all sorts of events from gas leaks to storm fronts. Hospitals have upgraded their security and EM systems to enable response to drug security issues, power outages, and patient protection. One of the primary concerns of any local government is to provide fire and police protection. As illustrated, EM is a key consideration for all citizens inside, or outside, of government.

This module will provide a basic primer concerning EM, from the responsibilities of **first responders** to the requirements for receiving federal funding from FEMA or The Department of Homeland Security. Key concepts, like mitigation, will be discussed. Helpful hints and “best practices” illustrations will be provided in the narrative and the slideshow. Leadership will be addressed as a critical need in any EM organization. Management components, key checklists, critical personnel contacts, communication networks, and a myriad of other topics will be discussed. This module’s primary goal is to provide local leadership with basic information and helpful suggestions regarding EM at every juncture of the process.

Although much of the focus of Emergency Management (EM) has been dominated by concerns over terrorism since September 11, 2001, this module will approach EM with an “all hazards” focus. “All hazards” considers all disasters, human or otherwise, and how to address the challenges they pose. Disasters come in all shapes, sizes, and levels of intensity, but the EM process remains the same.

The four phases of EM, regardless of the disaster, are: Response, Recovery, Mitigation, and Preparedness. All four phases, which overlap, are critical, and each will be discussed at length later in this module. The phases are directed by the National Incident Management System (NIMS), which is endorsed and overseen by the Federal Emergency Management Administration (FEMA) under the U.S. Department of Homeland Security (DHS).

Looking at EM from an “action orientation,” or, more specifically from a practitioner viewpoint, the basics are:

1. Do no harm (Hippocratic Oath)
2. Save lives
3. Limit property damage
4. Aid in recovery

## II. PRINCIPLES

EM is a process, not an event. EM is also continuous. A disaster will create action, but action must be prefaced by planning. The difficult responsibility for local EM personnel is to maintain public vigilance between crises. Public apathy is a difficult foe, overcome only by using all the attention and skills of those involved in EM. If local governments are to succeed, they must purposefully court community support and involvement. In EM, no adequate substitute exists for experience, expertise, and training. The continuous nature of the EM process necessitates that EM leadership provide guidance and support at all critical junctures. Every part is important in the EM process.

The National Incident Management System (NIMS), as approved by DHS, has authority over and lists requirements for the Incident Command System (ICS). Familiarity with NIMS and ICS is critical in all levels of the EM network.  
<<http://www.fema.gov/emergency/nims/index.shtm>>

Incident Command System (ICS) involves:

- Local management of most incidents
- Modular and scalable
- Interactive management components
- Common procedures and terminology
- Incorporation of measurable objectives
- Use of Pete Drucker's Management by Objective (MBO)
- Predesignation and staging
- Comprehensive resource management
- Integrated communications
- Unified command structure
- Accountability
- Information and intelligence management

*(paraphrase from NIMS)*

## III. PHASES OF EM

The key to preparedness is planning. Development of an EM plan follows a stepwise progression that is prescribed and continuous (defined by NIMS in the ICS). The four phases of comprehensive EM are: Response, Recovery, Mitigation, and Preparedness, as illustrated (ICMA p. 136). Planning directs all activities within these phases, leading from one to another (ICS). Generally, planning can be defined as the orchestration of scarce resources to accomplish the organization's mission. The Master EM Plan covers all the abovementioned phases and contingencies with respect to an "all hazards" approach to the

incident. This module will provide an overview of EM's critical features and a list of resources for more information, training, and technical expertise.

EM can reach its goals and objectives with planned community development. The Master EM Plan becomes a part of the Comprehensive/Master Development Plan for the community. The Comprehensive Land-Use Plan provides for the efficient and effective use of land along prescribed lines of development. Zoning provides the community with a classification system for land use and development from commercial zones to rural-suburban designations. Subdivision Regulations provide a platted development with easy points of access, water and sewer mains, utility corridors, traffic control, and various health and safety elements to protect the public. Building, fire, and safety codes give the community control over development and protection from man-made disasters. Public Health regulations provide clean food and water for public consumption as well as critical warnings regarding disease control.

Community development regulations, as those mentioned, allow EM planning to proceed at a reasonable pace. Just as a community establishes and implements health, safety, and development regulations, EM Planning is just as vital to the overall community. Business, industry, developers, governments, and individuals will increasingly look to proactive EM planning before making any sort of commitment to the community.

## IV. COMMUNITY INVOLVEMENT

EM leadership must be aware that public apathy is one of the most formidable obstacles to the development of plans for any type of crisis. Public resistance to EM planning and exercises is a given. The citizens of a community, state, region, or nation must be brought into the EM process as stakeholders. Simply, public buy-in to the EM system is critical to its success. For the public, clarity and simplicity is key to delivering the EM message. Leaders should avoid complex explanations and intimidating details. Several activities can improve community involvement in the EM process, such as:

- Continuous communication with the public such as town hall and public meetings, EM articles in electronic and print media, EM education in the public schools, e-mail and surface mail contacts along with PBS, radio, newspaper, and TV coverage. Expert and practitioner presentations before civic groups also can serve as a vital communication link.
- Involvement with government through representation on county and municipal boards, participation in public information efforts, involvement with institutions of higher education, and encouragement of state and federal government assessment of local preparedness.

- An active search for financial support for EM through grant writing, which often involves/requires community support to meet grant requirements. Likewise, foundations also encourage community EM involvement. Corporate entities are more involved in EM than ever before and should be explored as possible avenues for enhancing financial support. Intergovernmental relations are vital to securing resources, and this improves the overall level of teamwork that is needed to optimize EM.
- A commitment to achieving community involvement by being active, visible, involved, and responsive. EM should be very public, and the public likely will respond to a well-presented and involved EM presence because everyone wants to be prepared. The worst thing that one can do is to become isolated. Become part of the community and sell EM by being active in festivals, community events, etc. Be creative and purposeful in keeping EM before the community. If it is not important to you (and they see it), public support will suffer.

## V. COMMUNITY RESOURCES

Types of Community Resources:

- A. Information
- B. People
- C. Money
- D. Buildings and Land
- E. Equipment

No greater commodity exists in EM than information. Knowledge is power, and power enables mission accomplishment. Communication conduits can transmit information effectively if they are well-designed, integrated, and well-rehearsed. Invariably, the number one problem evident in EM exercises deals with communication. A critical component of any ICS is a Public Information Officer (PIO). In many instances, a quality PIO can be found within the local Public Health Office, local hospital, or medical community. Don't "re-invent the wheel;" take full advantage of existing resources within the community. The PIO will be the public's point of contact, vital to maintaining communication with the media and the public. Don't overlook the importance of this position. Lack of official information during an emergency allows the public's imagination to run wild. Conversely, solid and quick information from a trusted government source can allay public fears.

Along with a PIO, key personnel strategically placed throughout community organizations, be they public or private, make any task more manageable. EM personnel, integrated with community leaders, volunteers, and other experts,

promote quality decision-making by getting the best input from a variety of sources. Key points of contact throughout the community allow for effective and efficient threat assessment, plan formulation, execution, and accomplishment of program objectives. The team concept as exemplified in Peter Drucker's Management By Objective (MBO) is critical to EM success. EM, as stated earlier, is truly a community project.

Besides necessary personnel, adequate financial resources are necessary to overcome many of the obstacles that face EM. This module assumes resource scarcity, particularly budget scarcity. Unfortunately, "doing more with less" is almost an axiom of EM. Aggressive resource attainment strategies allow for more support. "Thinking outside the box" regarding financial resources is a positive attitude for EM leadership. Government grants, foundation support, congressional or legislature budget allocations, corporate sponsorship, or other donations are critical to the EM mission. As stressed earlier, this is where community visibility is of utmost importance.

Finally, EM needs a base of operations. The Emergency Operations Center (EOC) requires a good deal of space and equipment. EM buildings nationwide are generally found on the county level, in larger cities, and state capitals. Buildings are not generally the problem, but upgrades and better equipment can be open questions. Since September 11, 2001, increased funding for upgrades, equipment, and training has been plentiful, but the further we move from the event and Hurricane Katrina, the less support there is for such spending, especially in light of the economic downturn. WEB EOC, communications upgrades, and a variety of other technologic improvements cost big money and have a relatively short shelf life. Many states, counties (parishes), and cities have stepped up with additional financial support, but big money is still dependent on national support. For example, GIS and WEB EOC require specialized equipment and personnel. While it's agreed that these are valuable tools regarding EM, they are expensive and will not be optimally used if not effectively integrated and used, especially in training.

## VI. EM ORGANIZATIONS – VOLUNTEERS

Philanthropic organizations abound in America, many of which are specialists in EM, like the American Red Cross. Churches and other nonprofits can provide a great deal of support, especially with relocation services, food, medical assistance, communications, counseling, etc. The big challenge is to receive assistance when it is needed as opposed to when organizations want to give it. This takes an ongoing relationship with these organizations and their inclusion in the process. The phrase "be part of the solution, not part of the problem" certainly

applies when trying to coordinate these important community resources. Staging volunteers offers a totally different challenge, but the same leadership that is applied to EM in general needs to be applied here. This is where effective communication is of particular importance. Hopefully, local volunteer organizations in concert with government can effectively enhance EM organization, staging, and communication capabilities.

## VII. MUTUAL AID AGREEMENTS AND MOUs

These legal documents are critical to effective EM preparation and response; they're not optional. Who's going to do what, when, where, how, and who pays? The paperwork is available all over the internet, in the EM literature, from any credible attorney, and some examples herein. Intergovernmental relations are critical in events large and small. Legal documents have to be executed beforehand to reduce misunderstandings and streamline and improve response. As many have said, "the hell is in the details!" Yet, these are details that must receive attention. Prearrangement of everything possible saves time and possibly lives in an emergency. These agreements formalize relationships and are adjustable over time. MAAs and MOUs allow for flexibility, but function follows structure. Like insurance, these legal documents are necessary evils. Similar to the democratic form of government, it's the worst form of government, save for all the other forms. These agreements are the best that we have to offer for insuring cooperation among governments.



<b>Mutual Aid Agreement</b>	
<b>or</b>	
<b>Statement of Understanding</b>	
<b>Between</b>	
_____ and _____	
(Name of facility)	(Name of support agency)
_____	_____
(Address)	(Address)
_____	_____
(Telephone)	(Telephone)
<p><b>Purpose</b> To provide the "Facility" with pre-arranged support of alternative emergency resources, as needed during actual disaster situations, to minimize suffering and loss of life, injury, or property damage, (i.e., emergency supplies, evacuation, patient transportation, housing, subsistence, etc.)</p>	
<p><b>Mission</b> The "Support Agency" agrees to furnish the "Facility" goods, services, or facilities during time of actual disaster as follows: The "Facility" agrees to pay the "Support Agency" a normal and reasonable fee for all goods and services rendered.</p>	
<p><b>Execution</b> The "Support Agency" will make the terms and conditions of this statement of understanding known to those who might have to respond, possibly on a 24-hour basis, and make such telephone numbers available to the "Facility" so that the necessary goods and services are reasonably available at any time.</p>	
_____	_____
(Date)	For the support agency
	_____
	For the facility

As found in Emergency Management: Principles and Practice for Local Government, p.168.

## VIII. CEO CHECKLIST

The EM Manager is required to pay attention to everything, but delegation of authority is a critical to success. Lists -- a manager's life is about lists. A manager's phone list must be extensive and updated continually, along with e-mail, fax, and other points of contact for everyone involved in EM, from

volunteers to corporate CEOs. The attached CEO Checklist provided by FEMA and ICMA gives a good starting point for all necessary contacts.

### **CEO Checklist Background Information**

Notified by \_\_\_\_\_

Time \_\_\_\_\_

Type of emergency \_\_\_\_\_

Location

CEO reporting point, open routes and means:

Communications channels

Incident size-up

Type

Magnitude

Best/worse case

Damage

Injuries/deaths

Area (size)

Property damage

Other impacts

Resources

Incident command status

Int./ext. resources committed

Int./ext. resources required

EOC status and location

Other authorities notified?

#### **1. Immediate action**

Begin personal log

Establish contact with Office of Emergency Management

Direct staff to assess and report on problems, resources, shortfalls, policy needs, and options

Chair assessment meeting

Issue emergency declarations as needed

Set reporting procedures

Remind staff to keep complete logs of actions and financial records

Begin liaison with other officials

#### **2. Personal**

Tell family destination and how to contact

Take medications, toiletries, and clothes

Take list of peers to contact for advice

Remember that your role is policymaking, not operational

Take personal tape recorder

Other things to remember:

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### **3. Legal**

Contact legal advisors

Review legal responsibilities and authorities:

- Emergency declarations
- Chain of succession
- Intergovernmental aid
- Social controls (curfews)
- Price controls
- Other restrictions

Monitor equity of service based on needs and risks

Maintain balance between public welfare and citizens' rights

Have status of contracts reviewed

### **4. Political**

Recognize accountability

Check provisions for public officials

Space at EOC

Periodic updates

Staff updates on politically sensitive issues, such as life and property losses, service interruptions

Establish and evaluate policy decisions throughout the incident

Confer with other selected officials when problems arise

Use elected officials to request assistance from public and private organizations

### **5. Public Information**

Check plans to inform public and manage media

Designate single PIO

Evaluate media capabilities

Establish media center

Channel all releases first through CEO in EOC

Establish news media update and access policies

## **IX. ADDENDUM**

### **PROFESSIONALISM THROUGH PERFORMANCE**

Leadership, according to Gulick and others, is a combination of education, training, and experience. There is no substitute for experience in EM. Many EM professionals come from the military, police and fire departments, DHS or FEMA service or the local, state, or national levels, or other related professions.

Successful and professional managers require a great deal of knowledge, expertise, and patience. Leaders have to be good listeners and great communicators, must engender confidence and understand human needs with empathy and sympathy, and must possess the analytical capacity necessary to fulfill the myriad duties of the EM manager. Recruitment of key personnel is a critical component of any manager's job, particularly with scarce resources. Of course, this recruitment should be central to the job because reliable and talented people are the key to successful EM and can stretch scarce resources to their optimal capacity.

A manager is also a mediator, facilitator, implementer, decision-maker, integrator, and morale builder. The expertise needed to be a manager is unlimited, as are the requisite duties. For the EM manager, extraordinary commitment is needed to do all the things required. Organizational ability, specialized knowledge, and determination are all qualities necessary for such a position.

To attract a quality EM manager, the rewards need to be commensurate with the responsibilities of the position. Since many EM managers are state, county, or local employees, the pay and benefits make attracting the "best and the brightest" a difficult proposition at best. Two possibilities stand out for recruiting high quality managers: recent retirees in an EM-related field, or a young "up and coming" manager who only needs experience. With either strategy, it is important to remember that the EM manager is the focal point for disaster response.

## X. PLANNING AND LEADERSHIP

As ICMA suggests, "written plans decrease in value dramatically when put on the shelf." *The Art of War* suggests that "no plan survives the first ten seconds of combat." Given this, what good is planning? How do you order the randomness of decision-making absent planning? As imperfect as planning appears, the alternative is chaos.

Planning is one of the central themes of any process and is particularly important in emergency management. Luther Gulick, one of the fathers of Public Administration, focused much of his research on executive decision-making and specialization of work. As with emergency management, strong leadership is necessary to properly coordinate "the fragmental activities performed in individual public organizations and in the public sector as a whole."

Gulick suggests that a government operation "should be integrated and placed under the leadership of strong and competent executives with a powerful chief executive overseeing the entire process." The executive of any governmental

entity is responsible for a number of important and interrelated functions, those being:

- P** = Planning – means by which purpose is translated into program
- O** = Organizing – melding of various operations into a structural process
- S** = Staffing –selection of qualified personnel
- D** = Directing –giving orders and accepting responsibility
- CO** = Coordinating – using ideas, developing a team approach
- R** = Reporting –informing all involved in the process
- B** = Budgeting – providing financial oversight, accountability and the acquisition of resources

Emergency management rests on the leadership of experts (first responders, health care providers, communications specialists, financial analysts, and administrators) as defined by Gulick's POSDCORB. Preparedness is the hallmark of emergency management and the key elements of preparedness are leadership and planning.

Leadership is formulated from management and organization. These seemingly different functions must be synchronized. While planning is a vision of the future, visionary management, directed by quality leadership, creates preparedness.

## XI. EXERCISES

Planning is an act of futility without practice and exercise. The format for planning any event varies little from process to process, but here is one example:

1. Introduction
2. Purpose (missions, goals, and objectives)
3. Situation and Assumptions
4. Concept of Operations
5. Timelines
6. Organization and Assignment of Responsibilities
7. Administration and Logistics
8. Maintenance of Operations
9. Authorities and References
10. Finance and Budgeting
11. Documents and Definitions

In order to implement and execute the plan, practice and exercise is required. FEMA suggests, and NIMS discusses, the need for exercising the plan. The three-part exercise effort includes the following:

**1. Tabletop Exercise** – the purpose of this effort is to review the Emergency Plan, the implementation strategy, and all the coordination needed. A tabletop is a good vehicle for training local officials, decision-makers, and key responders.

**2. Functional Exercise** – once the community has achieved a degree of familiarity with the process, a realistic evaluation of the EOC activation is possible. FEMA wants to test stress factors (type of activity, true constraints, problem complexity, multiple events) in all operational areas.

**3. Full-Scale Exercise** – you’re “all in” during this exercise. The entire capacity of the EOP will be tested. Depending on the level of exercise (local, county, region, statewide, national), all personnel, equipment, and facilities are exercised. Vehicles roll, communications are coordinated, personnel are integrated, and all systems are implemented. This exercise is the highest level of event and the logical completion of the program.

Preparation and exercise of the three levels of testing can take place over several years, depending on exercise evaluations. FEMA requires that each jurisdiction accepting FEMA funds conduct a functional exercise in each of three years during a four-year period. As Guy Dainer suggests, the exercise plan and implementation is a process done and redone over time to improve delivery.

Introduction

Purpose of Exercise

Objectives of Exercise

Exercise Time Schedule

Exercise Organization

1. List of Participants

2. Controllers

a. Composition

b. Function

c. Responsibilities

3. Observers

General Description of Scenario

Activities By Participants in Exercising EOP Components

1. Warning and Alerting

2. Decision Making

3. Direction and Control

4. Evacuation

a. Shelter Activation

b. Traffic Control

c. Emergency Transportation

d. Medical Facilities

e. Special-Needs Population

List of Exercise Events  
Preparation of Exercise Messengers  
Training  
Special Instructions  
Critique

*(ICMA pp. 189-190)*

After participating in a number of exercises on a number of intergovernmental levels, observation suggests that several problems dominate each exercise scenario, such as:

1. Communication issues across functional areas exist
2. Command and control functions deteriorate depending on the size and complexity of the exercise
3. Exercise costs are usually underestimated
4. Special operations (decontamination, unexploded ordinance, etc.) usually are underemphasized prior to the exercise
5. Timelines are optimistic
6. Modest, low-key, simplified planning works best
7. Regionally, the southern and southwestern states are behind on exercising but appear to have a great deal of expertise

## XII. FINANCIAL MANAGEMENT

One of the least discussed areas of EM is finance, probably due to the federal government provision of much of the money, equipment, training, and technical assistance required at subnational levels. At present, DHS and FEMA are redefining their roles, and the National Exercise Program and other federal assistance programs have been delayed or modified. It would appear that federal programs are being redefined from a terrorism focus to an “all hazards” approach. Also, the role of DHS is currently being redefined with FEMA assuming much of the responsibility for training and exercising.

Two observations regarding EM and finance appear critical. First, how does EM fare with regard to federal budgets as presidential politics, the War in Iraq, and the national economic downturn take over center stage? And, second, since 9-11 and Katrina, how does EM recapture the public’s attention? Public attention leads to congressional concern resulting in larger budget allocations. DHS and EM may be in for some less prosperous economic times, requiring greater contributions from subnational governments.

“Budgeting in times of scarcity” could be the new theme song for the EM of the future. Yet private sector operations and corporations are more interested in EM than ever before, and local governments seem to be more self-sufficient on the

county (parish) and small city levels. Ultimately, what are the targets for financial support for EM?

1. Federal Government, still the largest checkbook
2. State Government, on source and pass-through funding
3. Local Government, underfunded and overcommitted
4. Grants-in-aid, more competitive all the time
5. Philanthropic/Foundation Support, unexplained, but attractive
6. Charities/Nonprofits, possible, but low resourced

Financial management comes down to paperwork and accountability. Purchase orders, accountants, vigilance, oversight, and teaching make everything less difficult. The real question for EM is the acquisition of resources to fund the mission. Accounting for the funds after the fact hasn't been an issue, but obtaining funding is the larger question.

### XIII. LEGAL DOCUMENTS

Several necessary documents are required in EM, including all those previously mentioned (MAA / MOUs, plans, exercise documents).

1. Liability Insurance – “anything that can go wrong will go wrong, and Murphy was an optimist”
2. Contracts – personnel, equipment, and other operations require contracts to protect all involved
3. Emergency Declaration – from the local ordinance to a national declaration, all EM action extends from that

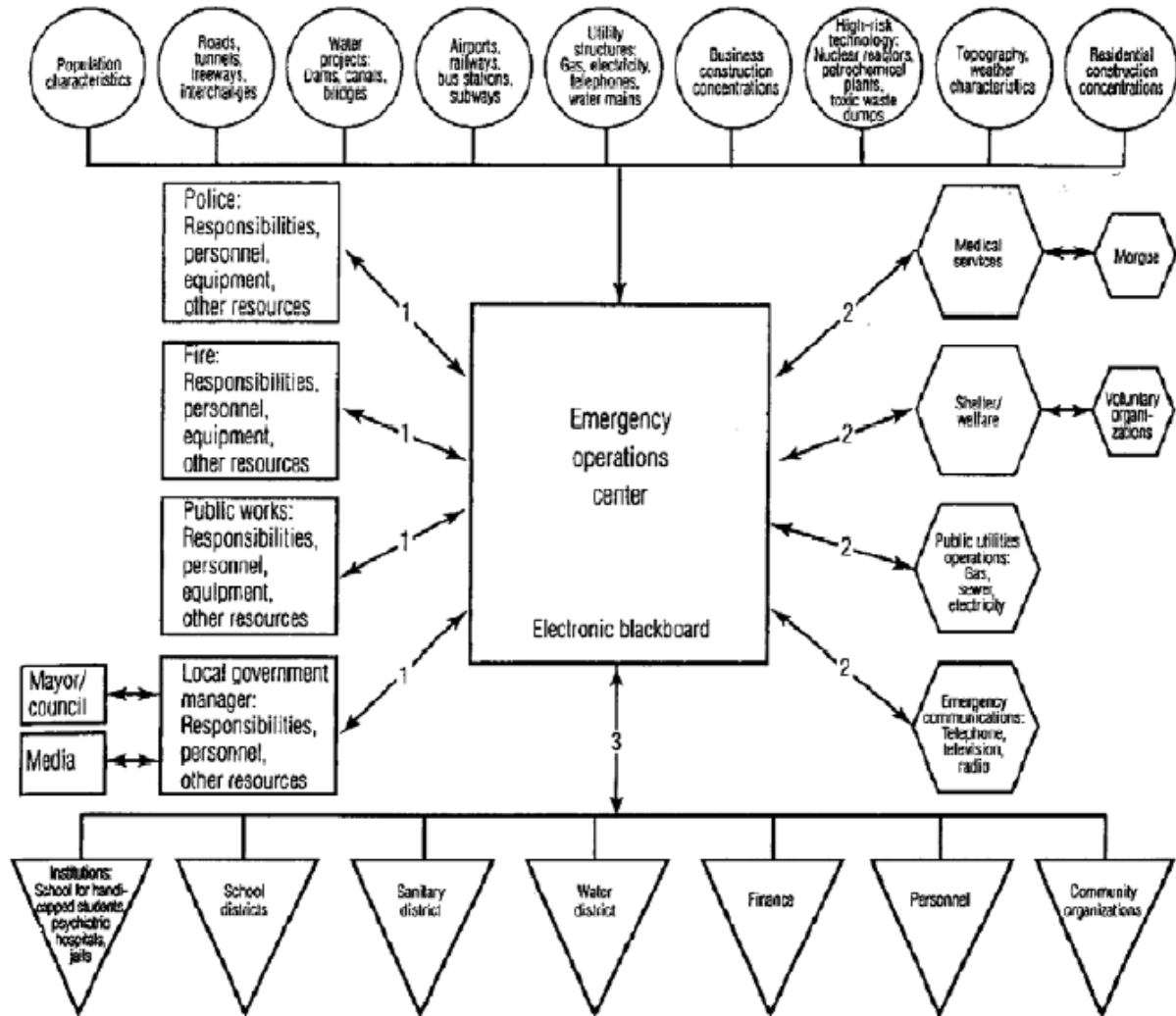
These examples are just a few illustrations of the necessary documents which enable EM to work.

### XIV. ORGANIZE THE EOC

FEMA, DHS, ICMA, and a whole host of other organizations represented by these acronyms have produced organizational charts, graphs, and designs for an Emergency Operations Center (EOC). Local EOCs are more likely to change as compared to the state and national levels because the local EOCs are more susceptible to budget shortfalls. EOCs are problematic because communication systems are dated when you open the box, and technology is ever changing, as are the costs. Generally, the EOC as depicted by NIMS, DHS, and FEMA are all fairly similar. WEB EOC and its program are useful but expensive.



The EOC can be organized, more or less, as depicted:



- Key
- First order of problem search
  - ⬡ Second order of problem search
  - ▽ Third order of problem search
  - Jurisdictional parameters/infrastructure
- Numbers indicate the order of priority in the event of an actual emergency

As found in *Emergency Management: Principles and Practice for Local Government*, p. 209.

## XV. LOCAL RESPONSIBILITIES

Fundamentally, like politics, all EM is local, absent a declaration from a governor or president. In general, disasters are local for the first 72 hours. This policy is designed to allow state and local authorities to collect, assess, and analyze data. Local authorities will mobilize, organize, and initiate action. The gravity of the incident will move the mobilization to higher levels at a faster pace. The terrorist attack on the World Trade Towers and the Pentagon was national to begin with. Hurricane Katrina, although massive and multi-state, still required mobilization on the local and state levels before activating federal agencies.

The vast majority of incidents will impact limited jurisdictions not extending beyond city or county borders; therefore local EM must be prepared to act. Larger incidents require mobilization on a statewide or regional basis. Massive disasters, like earthquakes or hurricanes, will require days to mobilize resources beginning at the local level with staging, evacuations, early warning systems, and preparation of first responders, experts, and decision-makers. Local first responders and EOCs need to begin the execution process. As state and federal resources become available, they can be phased into the process. FEMA provided a list for local EM duties during nonemergency periods:

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Local emergency management duties during nonemergency periods Identify and analyze the effects of hazards that threaten the jurisdiction	Establish an emergency public information system Develop and maintain emergency communications systems
Work closely on cooperative basis with local government departments and community organizations to develop emergency management plans and capabilities	Establish a system to alert key public officials and warn the public in the event of an emergency
Inventory personnel and material resources from governmental and private sector sources that would be available in an emergency	Develop continuity of government procedures and systems
Coordinate with industry to develop industrial emergency plans and capabilities in support of local government plans Identify resource deficiencies and work with	Establish and maintain a shelter and reception and care system Develop a training program for

appropriate officials on measures to correct them	emergency response personnel
Work with local officials to develop a hazard mitigation program to eliminate or reduce potential hazards	Develop a program of tests and exercises
Develop a public education program	Keep the chief executive of the jurisdiction fully informed on emergency management activities
Develop an emergency operations center (EOC) as a site from which key officials can direct operations during an emergency	Prepare, submit, and justify the annual emergency management budget
	Secure technical and financial assistance available through state and federal programs
	Source: Adapted from Federal Emergency Management Agency, <i>Objectives for Local Emergency Management</i> (Washington, DC: U.S. Government Printing Office, July 1984), II-7.

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As found in *Emergency Management: Principles and Practice for Local Government*, p. 265.

During disasters that require national attention, as stated above, the president will make a declaration, usually at the request of the governor. It is important that local authorities understand the importance of the National Incident Management System (NIMS) and how it works. Participation in the state, regional, and national training exercises will help when it comes time to make the right decisions in the opening minutes, hours, or days of a major disaster. Contact with DHS and FEMA through grants and training exercises is essential. The newly adopted National Response Framework (NRF) lays out a great deal of information on how all of this is designed to work. <http://www.fema.gov/emergency/nrf/>

## XVI. EQUIPMENT

Obviously, the most significant piece of information regarding equipment is an active inventory. It's important to know where things are, who can operate the

equipment, equipment cost, cost of operation, key points of contact, phone contacts tied to equipment, chain of responsibility, and upgrade and repair possibilities. The same information needs to be available for equipment on the county, regional, state, and federal levels. MAA and MOUs should include equipment lists to underscore where things are if you need them and don't have them or can't afford them.

Sometimes, sharing of equipment, practicing "economics of sale" or reducing "duplication of effort" are well-advised. Technology is usually expensive, has a short life span, and needs to be upgradeable. For high-end, more expensive equipment, sign in/out sheets need to be considered. Tracking devices for rolling stock is also a good investment.

An equipment manager may be a worthwhile assignment if the operation is large enough or, as an alternative, other personnel can double up. Maintenance and repair can also be tied to a manager's position. Also, security should be emphasized along with insurance and liability coverage. Projections for future needs allow for planned purchasing, which can reduce costs.

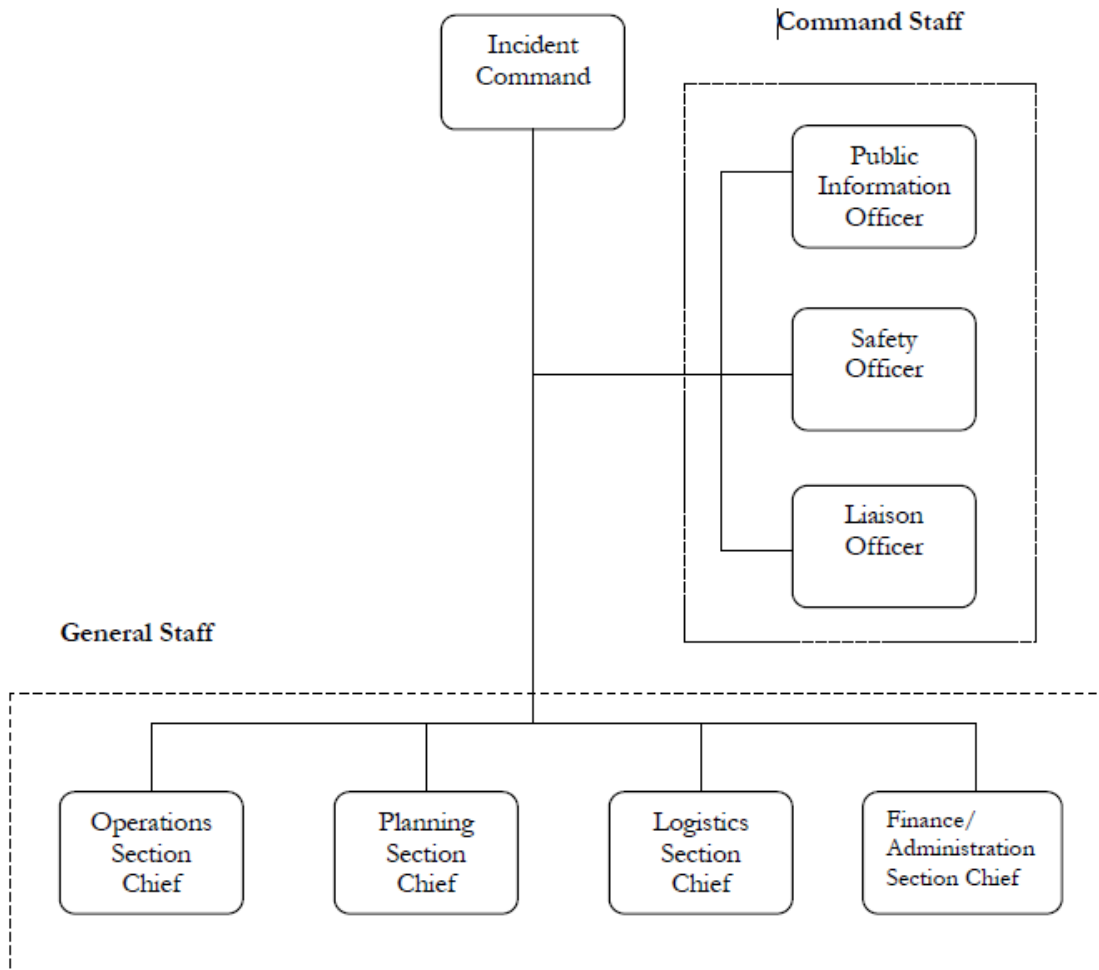
A capital budget needs to be established along with the fundamental "maintenance and operation" (M&O) budget to track capital assets. Normal accounting procedures for government/nonprofit organizations should meet the need.

## LOCAL RESPONSES IN A STATE OF NATIONAL DISASTER DECLARATION

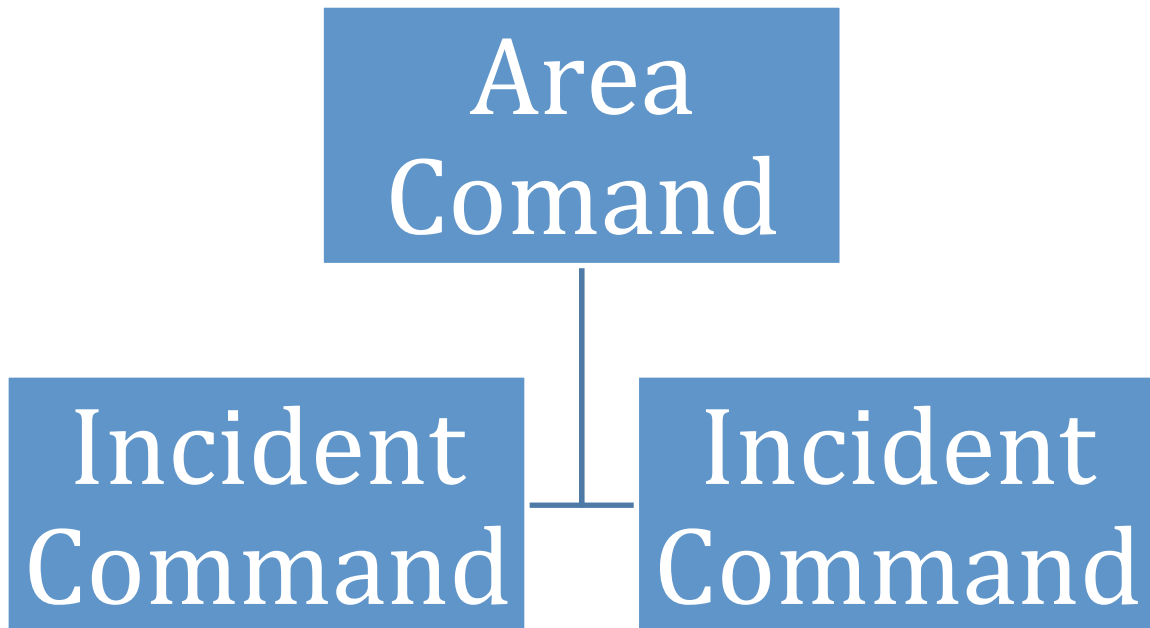
### **CONCLUSION**

These are all important points to a basic understanding of how EM works in a community. Nothing takes the place of preparation and familiarity with the processes and procedures before an emergency. Indeed, lives and property often depend upon such preparation. Adequate EM planning and EM preparation is necessary for a complete community plan. Communities all over the U.S. are recognizing the need to incorporate such planning into their community and economic development strategy. Strong and prosperous communities that can present such planning will reap the benefits of greater development opportunities. Plus, linking the vital EM functions to overall development means greater resource potential. It is incumbent upon community leaders to familiarize themselves with the "nuts and bolts" of the EM process that are presented within this module. It is also important to stay up-to-date on the changing EM landscape by checking into the various organizations and resources presented within this module.

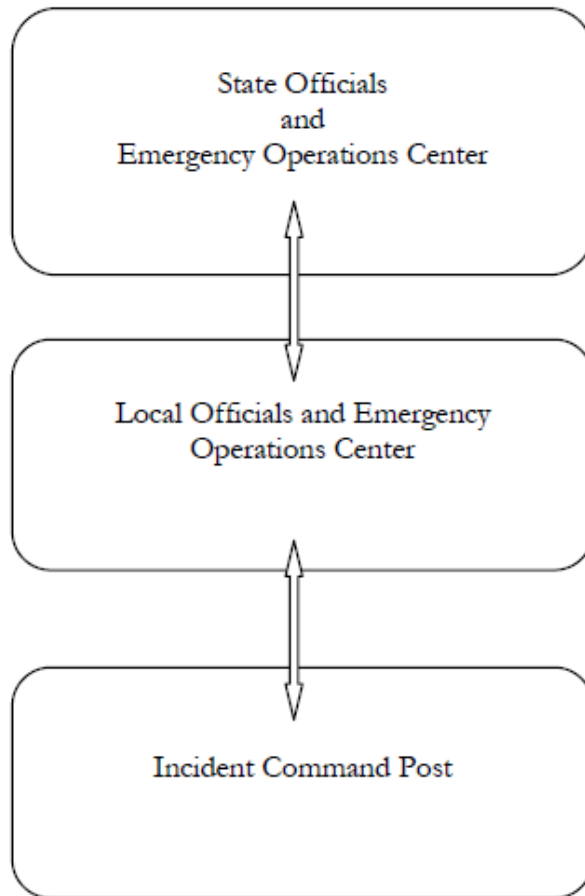
## RESEARCH AND RESOURCES:

**\*Figure 1: Incident Command Structure**

**\*Figure 2: Area Command Structure**



**\*Figure 3: State and Emergency Operations Center**



*All figures are derived from the National Response Framework (NRF)*

## SOURCES

Please become familiar with all the various websites dedicated to EM information coming from FEMA, DHS, FBI, the National Association of Counties, the International City Management Association, and a host of other wonderful diverse agencies from the Red Cross to the U.S. Coast Guard.

Review the most current edition of NIMS and the other materials associated with EM coming from FEMA/DHS.

A number of books and articles are coming into the literature as this module is being organized, but a couple of class sources you should review are:

Drabek, Thomas E. (et.al.) Emergency Management: Principles and Practice for Local Governments. (Washington, DC: ICMA, 1991).

Waugh, William L., and Ronald H. Hy. Handbook of Emergency Management. (New York: Greenwood Press, 1990).