EMHSD/MSP
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Local Emergency Planning Workbook

A workbook to assist local and tribal jurisdictions and non-governmental organizations in developing an effective emergency response capability.

This document was prepared under a grant from FEMA's Grant Programs Directorate, U.S. Department of Homeland Security. Points of view or opinions expressed in this document are those of the authors and do not necessarily represent the official position or policies of FEMA's Grant Programs Directorate or the U.S. Department of Homeland Security.

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INTRODUCTION

This Local Emergency Planning Workbook provides the basis for establishing, enhancing, and implementing a community's emergency management program and capabilities. It promotes a common understanding of the fundamentals of planning and decision-making to help emergency managers examine a threat or hazard and produce integrated, coordinated, and efficient response capabilities. Its purpose is to assist local emergency management coordinators (EMCs) and planners in gathering information about (1) how the program functions, (2) the community it serves, and (3) identifying the hazards that may affect them. The workbook allows a planning team to develop a "basic plan" as a foundation for an overall emergency response plan.

How to Use this Guide

Section 1, "Emergency Management Program Overview," provides an overview of the emergency management system in Michigan, and the responsibilities of a community within that system. It describes statewide efforts to enhance emergency management, implemented from homeland security presidential directives.

Section 2, "Influences on Emergency Planning," provides a list of national initiatives that influences emergency planning efforts.

Section 3, "Emergency Management Components," provides the mechanisms for developing emergency response capabilities and defining the needs and resources to operate.

Section 4, "Basic Plan – Planning Process," provides a planning process and details used to develop the basic plan section of the emergency plan.

Revised Edition

This document formally replaces all previous editions of EMHSD Pub 201, "Local Emergency Planning Workbook." Jurisdictions and organizations are encouraged to download planning templates from the Emergency Management Homeland Security Division of the Michigan State Police (EMHSD/MSP) website (**www.michigan.gov/emhsd)** to assist them in developing plans and documents.

National Incident Management System (NIMS) Compliance

This workbook incorporates the concepts and language in accordance with the current standards of the NIMS.

Maintenance

This document was developed with cooperation from state and local emergency management personnel. The EMHSD/MSP, is responsible for maintaining this guidance with current information in emergency management planning. This guidance will be reviewed annually and updated on an as-needed basis by the Local Support Unit of the EMHSD/MSP.

FOREWORD

Emergency management has come a long way since Congress first responded to a local disaster and enacted the Congressional Fire District Act of 1803. That was the first piece of national legislation related to emergency management in the United States. Prior to the 20th century, formal involvement of the federal government was reactive rather than proactive. In contrast, today's focus is on comprehensive emergency management that incorporates the five phases of **prevention, preparedness, response, recovery, mitigation.** Only by integrating planning efforts and the NIMS with the five phases can jurisdictions produce an effective emergency management and homeland security program.

Phase 1: Prevention is the phase of emergency management in which actions are taken to avoid or stop an incident from occurring. Such actions are primarily applicable to terrorist incidents and may include:

- Heightened security for potential targets
- Investigations to determine the nature and source of threats
- Public health and agricultural surveillance and testing
- Law enforcement operations aimed at disrupting illegal activities and apprehending perpetrators

Phase 2: Preparedness is the phase of emergency management in which governments, organizations, and individuals assess risks, develop plans to save lives and minimize damage, and enhance emergency response operations. Preparedness includes the research, development, and testing of:

- Risk analysis and assessments
- Emergency management plans
- Emergency training and exercises
- Warning and notification systems
- Emergency communication systems
- Equipment supplies and resources
- Emergency Operation Centers (EOC)
- Resource inventories
- Emergency personnel contact lists
- Mutual aid agreements
- Public education techniques and information dissemination methods

Phase 3: Response is that phase in emergency management, during and following an emergency or disaster, in which governments, organizations, and individuals act to provide emergency assistance to people and property. They seek to minimize further injuries or fatalities; to limit property damage; and to speed recovery operations. Response activities include:

- Determination of the type of incident, its scope, and its location
- Dispatch of "on-duty" emergency service personnel or teams
- Notification of "stand-by" or emergency service organizations
- Development of Incident Action Plans (IAPs)
- Notification of mutual aid groups
- Implementation of Emergency Management/Operation Plans
- Declaration of Emergencies
- Issuance of public advisories and warnings
- Command and control of incidents
- Field operations, including medical assistance, search, rescue, and security
- Evacuations and shelter operation centers
- Activation of EOCs

Phase 4: Recovery is that phase of emergency management, which occurs after an event or incident, restoring all systems and conditions to normal operations. Short-term recovery operations focus on returning vital life support systems (roads, bridges, power, telephones, water, sewer, food distribution, etc.) to minimum operating standards. Long-term recovery is aimed at restoring life in an area to normal or improved levels. Often, recovery also includes mitigation measures to reduce the potential impact of a repeated event. Recovery activities include:

- Damage assessment
- Financial aid in the form of insurance, low-interest loans, and grants
- Counseling programs
- Temporary housing
- Reconstruction
- Relocation

Phase 5: Mitigation is the long-term phase of emergency management, which aims to reduce the impacts or probability of a disaster. It also includes activities which reduce the effects of unavoidable disasters. Mitigation activities include:

- Improvements in building codes
- Zoning and land use management
- Safety codes
- Code enforcement
- Public education
- Planning

Disasters are forever imposing on communities and for a variety of reasons occur with greater frequency. Population increases have encouraged sprawl and the development of what used to be rural and farm lands, away from the urban, centralized cities. As a result, people must consider the reality of facing a natural or man-made disaster where they reside, travel or work. Planning for the inevitable incident can help alleviate the consequences of a disaster.

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SECTION 1:

EMERGENCY MANAGEMENT PROGRAM OVERVIEW

This section provides an overview of the emergency management system used in the State of Michigan, and the responsibilities of communities within that system. The contents of this section include:

The Michigan Emergency Management System
- Local Government
- State Government

Response Procedures
- Initial Response
- Requesting State Assistance
- Governor's Declaration/Receiving State Assistance
- Obtaining Federal Assistance
- Federal Assistance Options

The Michigan Emergency Management System

The general nature of most emergencies and disasters requires prompt response and effective action. This can best be obtained from existing agencies of federal, state, and local government. For this reason, such governmental agencies constitute the basic framework of the emergency management system in Michigan. In those situations where governmental agencies cannot accomplish all necessary and appropriate emergency functions, the private sector augments existing forces.

The following material summarizes the emergency management system in the State of Michigan. The Michigan Emergency Management Act (P.A. 390 of 1976 as amended) (PA 390) outlines the responsibilities of each governmental entity to provide for an effective and coordinated emergency management system.

Local Government

In accordance with the provisions of The Michigan Emergency Management Act, each county shall appoint an EMC and adopt enabling legislation creating an emergency management program. Municipalities with a population of 10,000 or more persons may also elect to appoint an EMC and establish an emergency management program. To be formally recognized as an emergency management program, a jurisdiction must have an appointed EMC, an approved Emergency Operations Plan (EOP), and meet other criteria established by the EMHSD/MSP. Coordination between EMHSD/MSP and the local emergency management program is accomplished through EMHSD/MSP District Coordinator.

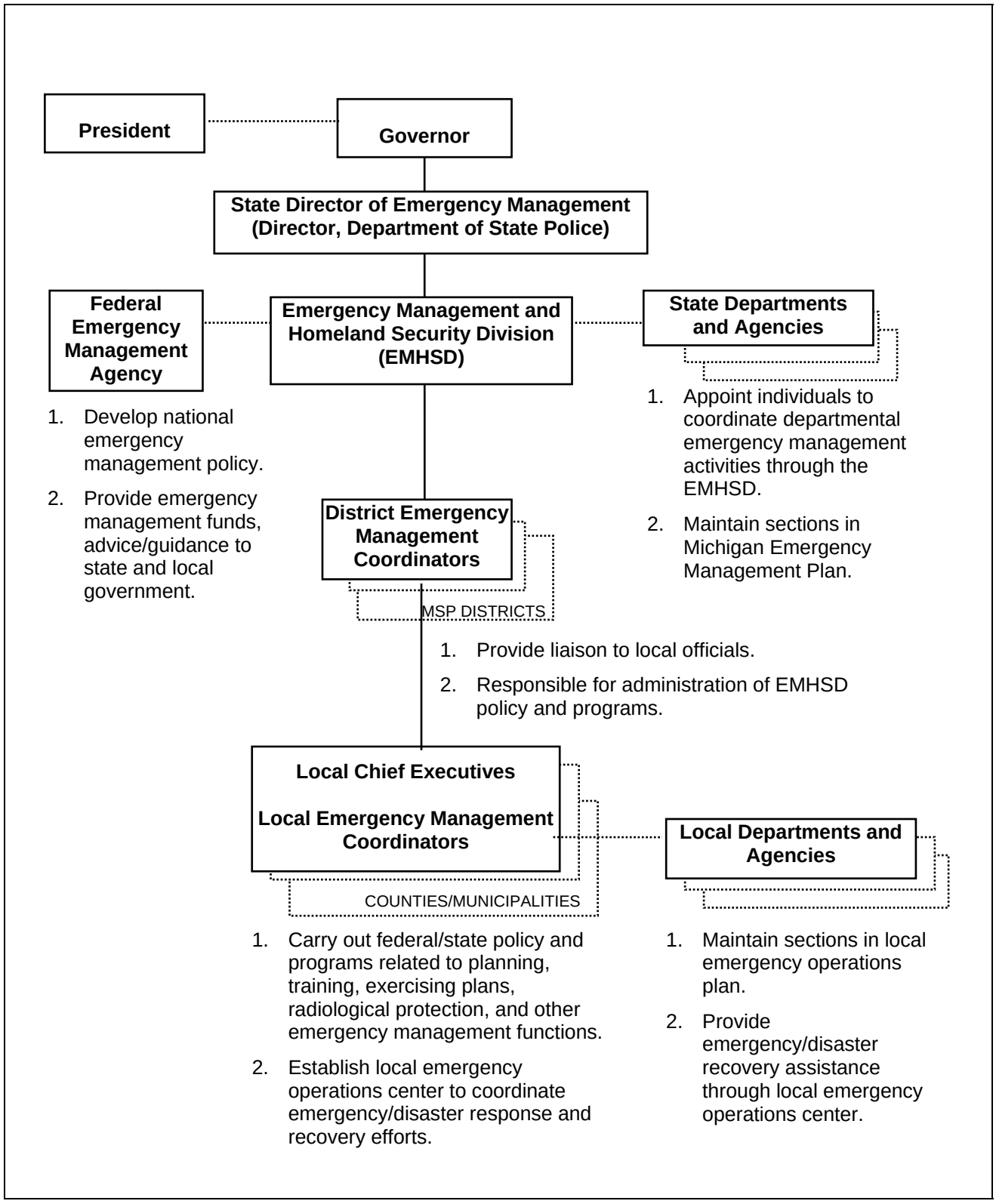
Local response agencies are responsible for carrying out the emergency functions assigned to them through their planning process. Most situations can be adequately managed using only these local government resources, augmented by volunteer and other private agencies when appropriate.

State Government

At the state level, the Director of MSP is the State Director of Emergency Management. The department is required to establish an emergency management division for the purpose of coordinating the emergency management activities of county, municipal, state, and federal governments. The department provides the division with professional and support employees to coordinate the comprehensive emergency management activities of mitigation, prevention, preparedness, response and recovery for state and local government.

Each state agency appoints an EMC to act as liaison to the EMHSD and to coordinate the implementation of tasks assigned to the agency in the Michigan Emergency Management Plan (MEMP). State agency tasks are primarily oriented toward supporting and supplementing local government efforts to mitigate against, prepare for, respond to and recover from a disaster or emergency.

The Michigan Emergency Management System



Response Procedures

Initial Response

When an emergency or disaster occurs, local agencies are normally the first to respond. These agencies initially assess the situation, determine its scope and magnitude, and decide if additional assistance is required. Generally, response is handled at the local level whenever possible. The EMC monitors the situation and notifies the EMHSD District Coordinator. Together, they assess the nature, scope and magnitude of the situation, and determine the need for resources. If the situation escalates to the point where coordination among several agencies is required, the EMC may decide to activate the EOC and notify key personnel to report there to manage the incident and coordinate activities. The EMC may recommend that the Chief Executive of the county or municipality declare a local "state of emergency," thereby formally activating the appropriate response and recovery aspects of local agencies, as stated in this emergency management planning document.

Requesting State Assistance

If the emergency or disaster is deemed by the Chief Executive to be beyond the control of the jurisdiction, the Chief Executive may request that the Governor declare a "state of emergency" or "state of disaster," thereby activating state assistance in accordance with the provisions set forth in *PA 390*. This request is made through the EMHSD District Coordinator and forwarded to the EMHSD office in Lansing, which notifies the Governor of the nature and scope of the situation.

Before state assistance is authorized, the jurisdiction **must** have utilized all of its appropriate disaster relief forces, including the use of local contractors, activation of mutual aid, and use of regional or other nearby resources. The EMHSD District Coordinator will check to verify that local resources have been exhausted. State assistance is only used to supplement local efforts and resources to help relieve extraordinary burden caused by threats to public health and safety, and property. It will not be provided only for budgetary relief or to relieve hardship.

If immediate actions are required, the State Director of EMHSD may initiate temporary assistance to the affected area. The EMHSD monitors the situation and maintains contact with the jurisdiction. Appropriate state agencies may be notified and mobilized as necessary. The EMHSD District Coordinator helps coordinate response and recovery activities at the scene through the EOC.

Governor's Declaration/Receiving State Assistance

The EMHSD keeps the Governor informed of the situation, based on the information received from the Local EMC and the EMHSD District Coordinator. If conditions warrant, EMHSD may recommend that the Governor declare a "state of emergency" or "state of disaster" for the affected area. The Governor will review the information and recommendation and determine actions necessary and appropriate to respond to the situation. Pursuant to statute, the Governor may declare a "state of emergency" or "state of disaster" and activate applicable relief forces if an emergency or disaster or imminent threat thereof exists. The State Director or the Deputy State Director of EMHSD, as authorized representative, implements the orders and directives of the Governor in the event of a "state of emergency" or "state of disaster" declaration. The State Emergency Operations Center (SEOC) is activated in Lansing as the primary point of command for coordinating state response and recovery activities. Communication links are established between the SEOC and the affected jurisdiction's EOC. In some situations, additional state coordinating facilities are established at or near the incident site.

Obtaining Federal Assistance

Subsequent to declaring an emergency or disaster under PA 390, as amended, if the Governor determines that federal assistance is necessary to supplement the efforts and available resources of the state, he/she may request that the President of the United States declare a "major disaster" or "emergency" for the affected area under the provisions of PL 93-288, as amended (the Robert T. Stafford Disaster Relief and Emergency Assistance Act). If the Governor requests a Presidential declaration, a joint Federal Emergency Management Agency (FEMA) / State Preliminary Damage Assessment (PDA) will be conducted to determine where the situation warrants a declaration. Damage assessment teams composed of representatives from FEMA, the EMHSD/MSP or another state agency, and the affected local jurisdiction will be dispatched to the scene to survey the damage firsthand and to confirm the assessment reports submitted to the EMHSD/MSP by the local jurisdiction through the damage assessment process.

Governor's Request for Federal Assistance

Based on the results of the PDA, FEMA will generally be able to conclude whether or not sufficient damage and impact has occurred to support a Presidential declaration and the provision of federal disaster relief assistance. The Governor will then make a determination as to whether to pursue such assistance. (Under the Stafford Act, a Governor's request for a Presidential major disaster or emergency declaration is routed through the applicable FEMA Regional Office to FEMA headquarters in Washington, DC, and then on to the President. FEMA will conduct analyses of the request at both the regional and headquarters level before passing the request on to the President for his decision.) If the Governor decides to seek federal assistance, the local / state damage assessment information and the PDA findings will be used by the Governor's office and the EMHSD/MSP (which actually prepares the letter) as the basis for the Governor's request to the President for a declaration. The Governor's letter of request is forwarded to the President through the FEMA (Region V) Regional Director in Chicago, Illinois. The Regional Director will conduct an analysis of the request and make a recommendation to the FEMA Director in Washington, DC, who in turn will recommend a course of action to the President.

Presidential Declaration

Under the Stafford Act, the President has three options when a Governor's request for a declaration is submitted. First, if he does not find sufficient damage to warrant a declaration, he may deny the request outright. In those cases, some disaster assistance may still be obtained from specific federal agencies and volunteer organizations. (Refer to EMHSD/MSP Pub. 901, "Damage Assessment Handbook," for details on available programs.) In those situations where the full range of assistance available with a major disaster declaration is not required, the President may declare that an "emergency" exists, which provides specialized assistance from federal agencies to meet a specific need that the federal government is uniquely able to provide. Examples of emergency assistance include temporary housing, mass care, debris removal when in the public interest, emergency repairs to keep essential facilities operating, technical assistance with essential community services, public health and safety measures, and public information and warning. Finally, in those situations where a full range of assistance is needed to meet many different needs, the President may declare that a "major disaster" exists, which makes available a variety of federal assistance programs to jurisdictions within the designated disaster area. Three basic types of assistance are available under a Presidential major disaster declaration: Individual and Businesses Assistance; Public Assistance; Hazard Mitigation Assistance.

1. **Assistance for individuals and businesses**: provides assistance available to individuals, families, and businesses; it can include disaster housing, unemployment assistance, individual and family grants, legal services, crisis counseling, tax relief, and agricultural assistance. Small businesses may apply for low-interest loans for repairs.

2. **Public Assistance**: provides funding assistance and technical expertise to aid State and local governments and certain facilities of private, nonprofit organizations. Primarily, Public Assistance refers to funds for repairing or replacing essential public systems and facilities.

3. **Hazard mitigation assistance:** provides Federal aid in support of measures that will permanently eliminate or reduce an area's long-term vulnerability to the loss of human life and property from a particular hazard.

Provision of Federal Assistance

If the Governor's request for a Presidential declaration is approved, a number of activities will occur simultaneously to prepare for the administration and distribution of federal disaster assistance. First, a unique organizational structure will be formed to coordinate disaster recovery operations. The President will appoint a FEMA representative to serve as Federal Coordinating Officer (FCO) to coordinate the implementation and administration of federal disaster assistance programs. The Governor, in turn, will appoint a State Coordinating Officer (SCO) to coordinate state and local assistance efforts with those of the federal government. Generally, the Deputy State Director of EMHSD is appointed as SCO. Together, the FCO and SCO will select a location within the declared area for the establishment of a Joint Field Office (JFO), from which disaster relief and recovery operations are managed. The Governor will also appoint from within the EMHSD/MSP a Governor's Authorized Representative (GAR) to execute, on behalf of the State, all documents for disaster assistance. Generally, the Assistant Commanding Officer of the EMHSD/MSP is assigned to this position. A number of other state level functional- and program-specific disaster positions will be activated to perform disaster recovery tasks. The extent of the disaster organization formed will depend on the specific needs of the situation, as determined by the SCO. (EMHSD/MSP Publication 901, "Damage Assessment Handbook," provides additional information on post-declaration activities related to the delivery of disaster assistance.)

For more information of these types of assistance programs, go to http://www.disasterassistance.gov/daip_en.portal

Relevant EMI Independent Study (IS) Courses

IS – 208, State Disaster Management. **http://training.fema.gov/EMIWeb/IS/is208.asp**

EMERGENCY / DISASTER DECLARATION PROCESS

DISASTER OR EMERGENCY OCCURS

- Initial incident intelligence collected / evaluated / reported by first responders.
- Incident Command established in accordance with situational circumstances.
- Initial life safety and property protection measures taken.
- Key officials notified.

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AFFECTED MSP POST AND LOCAL EMERGENCY MANAGEMENT PROGRAM JURISDICTION

- MSP Post and Jurisdiction submit initial Incident Report and updates as necessary.
- Jurisdiction collects / compiles assessment data per local procedures; field inspection teams collect data; local response agencies provide data through EOC.
- Jurisdiction may activate local EOC to monitor situation and coordinate response.
- Jurisdiction may declare local "state of emergency" and request state and federal assistance.
- Local PIO issues media releases and public advisories per local procedures.
- Jurisdiction submits Situation Report within 72 hours of event; updates Situation Report as necessary.

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EMHSD/MSP

- SEOC may be activated to monitor situation and coordinate response.
- EMHSD/MSP District Coordinator assists jurisdiction in assessing and analyzing situation; determines scope and magnitude of event; determines supplemental resource needs.
- MRIAT may be activated to provide supplemental assessment assistance.
- SEOC Planning Section compiles and analyzes incoming assessment data.
- PIOs issue media releases and public advisories per MEMP; JIC may be activated.
- Governmental agencies and private relief organizations are notified and alerted about standby status; may provide immediate support to address threats to public health, safety and welfare.

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GOVERNOR (or designee)

- May declare "State of Emergency" or "State of Disaster" under 1976 PA 390; state assistance rendered to supplement local efforts.
- May activate MEMAC / EMAC if appropriate.
- May request federal disaster relief assistance, if warranted, through FEMA Region V in Chicago, Illinois.

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FEMA (Department of Homeland Security)

- May provide direct response assistance under the National Response Framework (NRF) to save lives, prevent injuries, protect property and the environment.
- Conducts Preliminary Damage Assessment; state and local personnel assist in PDA process.
- FEMA Region V reviews and analyzes Governor's request; FEMA Headquarters (Washington, DC) makes recommendation to President.

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PRESIDENT

Issues Declaration:

- Federal disaster assistance programs are activated.

OR

Denies Declaration:

- Limited federal assistance may still be available.
- Governor may provide assistance through State Disaster Contingency Fund under 1976 PA 390, as amended.

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SECTION 2:

INFLUENCES ON EMERGENCY PLANNING

This section describes notable national initiatives that influence emergency planning efforts. Initiatives discussed include:

National Incident Management System
National Response Framework
National Preparedness System
Threat and Hazard Identification and Risk Assessment
Integrated Planning System
Emergency Management Accreditation Program
National Fire Protection Association, Standard 1600

National Incident Management System

The NIMS provides a standardized method for managing incidents that involve multiple agencies and/or jurisdictions. It is a compilation of "best practices" and "best methods" for how to respond to an emergency incident, based upon past events around the nation. For local jurisdictions to understand and implement the NIMS, each local government that has an emergency response agency must adopt the NIMS. This not only makes the jurisdiction agree to use the system, but also makes it agree to conduct training and exercises, inventory resources, update plans and procedures, use common tools and languages, and use the Incident Command System (ICS) to name a few.

The key benefits of the NIMS is that it:

- Enhances organizational and technological interoperability and cooperation.
- Provides a scalable and flexible framework with universal applicability.
- Promotes all-hazards preparedness.
- Enables a wide variety of organizations to participate effectively in emergency management/incident response.
- Institutionalizes professional emergency management/incident response practices

According to the National Integration Center, Incident Management Systems Division, "institutionalizing the use of ICS" means that government officials, incident managers, and emergency response organizations at all jurisdictional levels adopt the ICS. Actions to institutionalize the use of ICS takes place at two levels – policy and organizational/operational.

At the policy level, institutionalizing ICS means that government officials:

- Adopt ICS through executive order, proclamation or legislation as the jurisdiction's official incident response system.
- Direct that incident managers and response organizations in their jurisdictions train, exercise, and use ICS in their response operations.

At the organizational/operational level, incident managers and emergency response organizations should:

- Integrate ICS into functional, system-wide emergency operations policies, plans, and procedures.
- Provide ICS training for responders, supervisors, and command-level officers.
- Conduct exercises for responders at all levels, including responders from all disciplines and jurisdictions.

A local jurisdiction that does not agree to adopt the NIMS prevents them from being eligible to receive federal preparedness assistance.

National Response Framework

The National Response Framework (NRF), formerly known as the National Response Plan, provides guiding principles for all levels of government to work together when responding to a major incident. When local jurisdictions become overwhelmed and resources are exhausted, the State steps in to provide assistance. If this is not enough, the Governor may then make a request for federal assistance, in which case the National Response Framework is then used to coordinate federal response through the State, to the local government. The response from the federal government is divided into 15 functional areas called Emergency Support Functions (ESF). These include:

ESF #1: Transportation
ESF #2: Communications
ESF #3: Public Works and Engineering
ESF #4: Firefighting
ESF #5: Emergency Management
ESF #6: Mass Care, Emergency Assistance, Housing and Human Services
ESF #7: Logistics Management
ESF #8: Public Health and Medical Services
ESF #9: Search and Rescue
ESF #10: Oil and Hazardous Materials Response
ESF #11: Agriculture and Natural Resources
ESF #12: Energy
ESF #13: Public Safety and Security
ESF #14: Long-Term Community Recovery
ESF #15: External Affairs and Resource Support

The NRF works hand in hand with the NIMS. The NIMS provides the template for the management of incidents, while the NRF provides the structure and mechanisms for national-level incident management policy.

The National Preparedness System

The National Preparedness System outlines a process for the whole community to implement preparedness activities and achieve the National Preparedness Goal (NPG). The goal is to have "A secure and resilient nation with the capabilities required across the whole community to prevent, protect against, mitigate, respond to, and recover from the threats and hazards that pose the greatest risk."

The National Preparedness System has six parts:

- Identifying and Assessing Risk: Collect and analyze data on potential threats and hazards.
- Estimating capability Requirements: Determine capabilities to address risks. FEMA has developed a list of core capabilities related to the five phases of preparedness: protection, prevention, mitigation, response, and recovery.
- Building and Sustaining Capabilities: Determine most effective way to use resources to build capabilities.
- Planning to Deliver Capabilities: Coordinate plans with the whole community.
- Validating Capabilities: Participate in exercises and other activities to identify capability gaps.
- Review and Updating: Capabilities, resources, and plans should be consistently reviewed and updated.

Threat and Hazard Identification and Risk Assessment

The Comprehensive Preparedness Guide (CPG) 201, Second Edition released August 2013 offers communities guidance for conducting a Threat and Hazard Identification and Risk Assessment (THIRA).

The THIRA process includes

- Identify the Threats and Hazards of Concern: Identify a list of threats and hazards
- Give the Threats and Hazards Context: Describe the threats and hazards and how they affect the community
- Establish Capability Targets: Develop a capability target for each core capability identified in the NPG.
- Apply the Results: Estimate resources needed to complete capability.

Integrated Planning System

The Integrated Planning System (IPS) is designed to enhance the preparedness of the nation by establishing a standard and comprehensive approach to emergency planning. Initially developed for federal agencies, over time it is expected that state and local jurisdictions will adapt to the system and align and synchronize planning efforts with the federal government to create a collaborate effort among all levels of government. To help move this effort foreword, the Comprehensive Preparedness Guide (CPG 101) is a guide for federal, state, local, and tribal jurisdictions to use as a standard planning process and develop their EOP, meeting all necessary and required plans components. Together, IPS and CPG 101 support vertical planning integration by clearly articulating federal planning procedures to State, local, and tribal governments.

Emergency Management Accreditation Program

The Emergency Management Accreditation Program (EMAP) is a standard-based voluntary assessment and accreditation process for government programs responsible for coordinating prevention, mitigation, preparedness, response, and recovery activities for natural and human-caused disasters. Accreditation is based on compliance with collaboratively developed national standards, the *Emergency Management Standard by EMAP*.

National Fire Protection Association, Standard 1600

The NFPA 1600 establishes a common set of criteria and terminology for disaster management, emergency management, and business continuity programs. This standard provides those with the responsibility for disaster and emergency management and business continuity the specific criteria to assess current programs or to develop, implement, and maintain a program to prevent, mitigate, prepare for, respond to, and recover from disasters and emergencies.

SECTION 3:

EMERGENCY MANAGEMENT COMPONENTS

This section describes the components that should be incorporated in developing an emergency management response capability. Components discussed in this section include:

Local Planning Team
Strategic Planning
Training
Exercising
Community Education
Hazard Mitigation
Operational/Response Planning
Mutual Aid and Assistance Agreements
Resource Management
Communications
Emergency Operations Center Management

A. LOCAL PLANNING TEAM

An effective emergency management program hinges on sound program governance structures that help ensure that the program is capable of conducting business across departments, agencies, and disciplines at all levels of government. Because such a wide spectrum of stakeholders are involved in efforts to prevent, protect against, respond to, and recover from major events, governance can present unique challenges. To alleviate this, programs must formulate a group of program stakeholders.

Local Planning Team

The EMHSD/MSP requires the formulation of local planning teams (LPT) for emergency management programs to ensure that the program is capable of performing its necessary functions in accordance with PA 390. The LPT consists of members of first responder disciplines responsible for a considerable amount of program tasks, such as conducting capability assessments, prioritizing actions, defining goals and objectives, and participating in the regional homeland security protection board, to name a few.

LPTs must have "balanced" and appropriate representation, including of all first responder disciplines and programs in the county. LPT membership is solicited and identified by the county to create a multi-jurisdictional, multi-disciplinary, and collaborative team. Within each discipline, broad stakeholder collaboration is encouraged. For example, some counties have turned to county level association groups to select an LPT representative.

WORKSHEET ACTIVITY

Use the worksheet on the following page to identify the required minimum representatives from the listed diciplines to formulate a local planning team. Additional disciplines may be added to the list, depending on the needs of the jurisdiction.

Local Planning Team Resources

EMHSD/MSP Information Letter, March 30, 2006 Vol. 06-12 "Local Homeland Security Planning Team Composition Guidelines and Subsequent Progam and Capability Review".

LOCAL PLANNING TEAM WORKSHEET
Required Representatives

Discipline	Department	Name	Title	Contact
1 emergency management rep.				
1 urban fire service rep. (paid)				
1 rural fire service rep. (volunteer)				
1 municipal law enforcement rep.				
1 county law enforcement rep.				
1 emergency medical service rep.				
1 hazmat team rep.				
1 public works rep.				
1 public safety communications rep.				
1 governmental admin. rep.				
1 local public health rep.				
1 health care rep.				
1 tribal, if present in county				
1 private security				
1 cyber security				

B. STRATEGIC PLANNING

The local planning team, including the EMC, needs to assess the local program and develop a plan to maintain a viable planning and preparedness program. Developing a strategic plan provides purpose and direction for an emergency management program working to enhance its ability to respond to emergencies. Taking the time to envision what the program should be and where the program should be going provides the Local EMC and EMHSD District Coordinator with goals, and a measuring stick to assess how the program is doing.

The ideal strategic plan:

- Ensures that the goals and objectives of the plan fit the mission and purpose of the organization.
- Identifies strategies for taking advantage of opportunities and reducing external threats that can impact the program and its future.
- Identifies a program's internal strengths and weaknesses so the plan is built on the strengths and reduces the impact of the weaknesses.
- Focuses on critical issues the program must address.
- Includes a plan of action for achieving the goals and objectives as well as a strategy for implementing the plan.

Considerations

- Discuss impressions of the emergency management program, and where it should be going, with local officials.
- Evaluate the completeness of the program against EMHSD Pub. 206, and EMAP Standards.
- Attend training and complete courses in emergency management, such as the IS-1 "Emergency Manager: An Orientation to the Position" course, and those offered through the EMHSD/MSP.
- Attend regional meetings and discuss other program's goals and strategies.

WORKSHEET ACTIVITY

Use the Strategic Planning Worksheet on the following page to develop the program's strategic plan. Visualize the possibilies for the community's emergency management program and plan for five to ten years to accomplish long-term goals. Use an advisory council for help.

STRATEGIC PLANNING WORKSHEET

1. Identify your purpose (mission statement) - This is the statement(s) that describes why your organization exists (i.e., its basic purpose).
2. Select the goals your organization must reach if it is to accomplish your mission - Goals are general statements about what you need to accomplish to meet your purpose, or mission, and to address major issues facing the organization.
3**. Identify specific approaches or strategies that must be implemented to reach each goal -** The strategies are often what change the most as the organization eventually conducts more robust strategic planning, particularly by more closely examining the external and internal environments of the organization.
4. Identify specific actions to implement each strategy - These are the specific activities that each major function (for example a department or section) must undertake to ensure that it is effectively implementing each strategy.
5. Monitor and update the plan - Planners regularly reflect on the extent to which the goals are being met and whether action plans are being implemented. Perhaps the most important indicator of success of the organization is positive feedback from the organization's customers. Identify dates of review/update.

C. TRAINING

Every community must have incident management personnel trained for their assigned emergency tasks and knowledgeable about general incident management concepts and homeland security. Individuals who may be involved in a community-wide response must have the knowledge, skills and ability necessary to handle what they may be called upon to do. As a result, it will be necessary to identify, monitor, maintain, and update the training levels of all emergency management professionals so that communities can respond to and recover from an emergency of any size.

Required Training

PEM Certification

The EMHSD/MSP requires that local EMCs who are designated as a program coordinator must complete required training and become certified as a "Professional Emergency Manager" (PEM). The training requirements for this certification can be found on the EMHSD/MSP website.

NIMS/ICS

Each community that has an emergency response agency must ensure that their emergency personnel complete NIMS training courses, as applicable to their positions. The positions that serve on a daily basis may be different than the positions activated during an emergency response situation, therefore identifying which persons should complete which courses, based on their positions during emergency operations. A matrix on page 23 provides a summary of which NIMS/ICS training courses are required to be completed by which position.

HAZWOPER

Emergency responders, such as health, fire, medical, police, education, and public works that may come into contact with hazardous materials are required to be trained to federal and state occupational safety laws. *The State of Michigan promulgated Occupational Health Rules 325.52101 through 325.52137 (HAZWOPER)*, address this issue. Federal and state rules affirm that employers are responsible for training their employees to a level that corresponds with their duties.

Recommended Training

The EMHSD recommends that communities train personnel in public information, damage assessment, EOC operations, the ICS and emergency management planning. EMHSD will hold courses and workshops regarding current event topics. EMHSD also recommends holding a public officials' conference at least once every four years, to acquaint or re-acquaint public officials with emergency management concepts and their responsibilities before, during and after a disaster.

Training Sources

The **MSP Emergency Management and Homeland Security Training Center** (EMHSTC) located near Lansing, provides cost-effective training on emergency management topics, NIMS, CBRNE awareness, and Hazardous Material first responder awareness and operations level courses including refreshers (for many an annual requirement). This training provides the knowledge and practical skills necessary to fulfill response responsibilities.

The EMHSTC is comprised of experienced subject matter experts and the curriculum complies with Department of Homeland Security (DHS), FEMA, NFPA and MIOSHA standards and guidelines. The center also coordinates and conducts federally- funded and delivered courses including "train the trainer" courses. The trainer courses help to expand the availability of certified trainers in the

field, allowing for both public and private sector agencies to acquire and provide training to other personnel. The courses taught at the center are detailed on the EMHSTC Web site and updated on a fiscal year basis by August each year prior to the commencement of each new fiscal year (October 1 through September 30). Many of these courses are available to be customized and delivered at designated facilities around the state via the bid request process through the EMHSTC.

Students can register for courses on MI-TRAIN. The MI-TRAIN system provides students with a single access point to develop training plans, register and complete trainings, track learning objectives, print certificates/transcripts, and review class history.

Training is also provided by the **FEMA's Emergency Management Institute (EMI) Independent Study Program (ISP).** This program allows individuals to complete online emergency management courses and obtain certificates towards a professional certification. This program has become increasingly popular, due to its availability, to complete NIMS and ICS required courses. Access to the program is available at **http://www.training.fema.gov/IS/**. The Institute, other federally designated locations, colleges and universities, and the American Red Cross (ARC) also provided training at their facilities.

Training Records

The State Training Officer is likely to have a history of who in your community has taken courses through the EMHSDTC. The State NIMS Coordinator also maintains a database of individuals who have completed courses through the ISP using EMI's online test submission. These records can help local EMCs identify the number of individuals who have completed NIMS/ICS courses to report on the jurisdiction's annual NIMS certification forms. Identifying individuals that have completed training can also be done during the capability assessment when surveying the agency about its resources and capabilities. Page 21 provides a chart that summarizes key training data.

Considerations

Coordinators should work with the Local Emergency Planning Committee (LEPC), LEPTs, and Regional Homeland Security Protection Boards to organize local training programs and periodically survey public agencies to determine training needs.

EMCs should consider the following three questions regarding emergency management training in their communities:

1. What emergency knowledge, skills, and abilities are needed in the community and the local government for all disaster phases?
2. Have people been trained in those skills?
3. What type of training was received and how long ago?

It may best be to identify who needs to complete NIMS/ICS courses by reviewing the jurisdiction's command structure as outlined in plans and/or procedures. On Page 23 is a figure displaying the ICS structure and each position within the structure. Use this worksheet to help identify the positions and the required NIMS training courses for each, using the training matrix.

EMCs should also review their own training needs. Has the local EMC completed the following?

1. The PEM designation
2. The FEMA ISP
3. College-level courses in planning, public policy, leadership, etc
4. Attendance in conferences, seminars, exercises, etc

WHAT TO DO

- Identify training needs – Use capability assessments and after action reports to determine training needs.
- Research and update materials based on the assessment.
- Determine what training is available, and in which format (classroom or online). Contact the EMHSD/MSP or use their training schedules.
- Identify the audience – Review roles and responsibilities in plans and determine which positions need which training. Fill in the ICS position training worksheet in Appendix A to determine who best needs to complete the NIMS and ICS courses, based on ICS position.
- Evaluate and Revise Training - Group training improves coordination and allows people to get to know one another.
- Develop a database of emergency management training received in the community
- Make sure that each student maintains a course completion certificate for verification needs, especially for NIMS compliancy.

Refer to the *National Incident Management System: Five-Year NIMS Training Plan* for required NIMS/ICS courses.

PLEASE RETAIN ALL COURSE COMPLETION CERTIFICATES OR CORRESPONDENCE FOR VERIFICATION AND CREDENTIALING PURPOSES.

Information for Trainers

For completion of NIMS and ICS courses not conducted through EMI's ISP, course instructors/facilitators must ensure that the content they are teaching to first responders is consistent with the content being taught through EMI and the EMHSDTC. To ensure this, instructors must use the *NIMS: National Standard Curriculum Training Development Guidance*, to guide their NIMS and ICS training courses to first responders. Inability to do so will negate the fundamental goal of NIMS to provide a consistent, standardized system of incident management training.

Training Resources

National Incident Management System, January 2008.

NIMS: National Standard Curriculum Training Development Guidance.

National Incident Management System: Five-Year NIMS Training Plan, February 2008.

Emergency Management Standards Workbook and Assessment Guide for Local Jurisdictions, Pub 206A, EMHSD/MSP.

Michigan State Police, Emergency Management and Homeland Security Training Center.
http://www.michigan.gov/emhsd.
MI-TRAIN.
https://mi.train.org/DesktopShell.aspx.

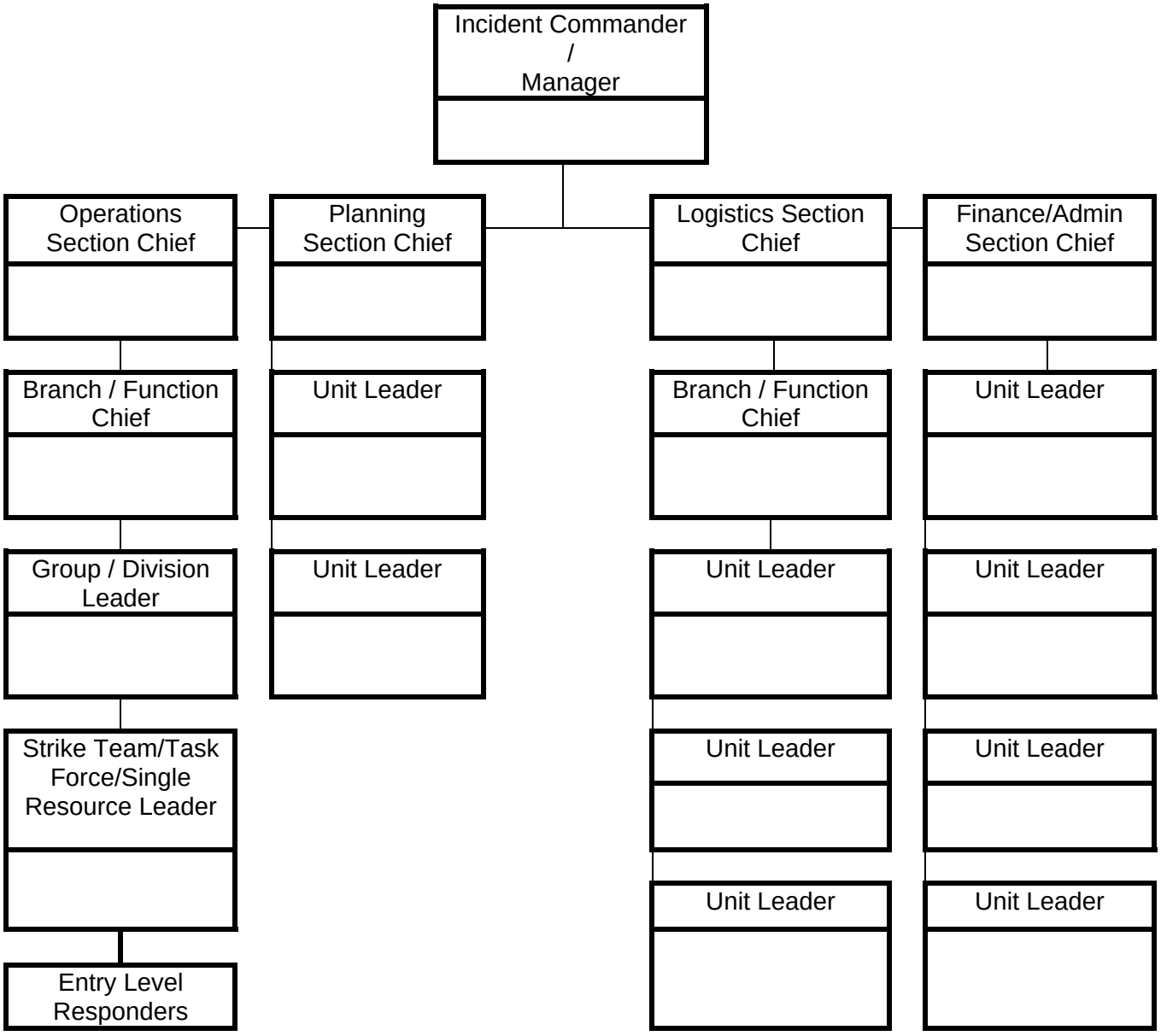
Emergency Management Institute, Independent Study Program.
http://training.fema.gov/IS/crslist.asp.

TRAINING RECORDS

Name	Title	Agency	Course	Date Completed

NIMS/ICS POSITION TRAINING WORKSHEET

Fill in the persons' names in each cell beneath the position. Refer to the NIMS training matrix on the next page to determine which courses are to be completed, by incident position.



NIMS TRAINING MATRIX

Audience: (Federal/State/Local/Tribal/Private Sector & Non-governmental personnel)	**Required Training**
Entry level first responders & disaster workers • Emergency Medical Service personnel • Firefighters • Hospital staff • Law Enforcement personnel • Public Health personnel • Public Works/Utility personnel • Skilled Support Personnel • Other emergency management response, support, volunteer personnel at all levels	▪ ICS-100: Introduction to ICS or equivalent ▪ FEMA IS-700.a: NIMS, An Introduction
First line supervisors, single resource leaders, field supervisors, and other emergency management/response personnel that require a higher level of ICS/NIMS Training.	▪ ICS-100: Introduction to ICS or equivalent ▪ ICS-200: Basic ICS or equivalent ▪ FEMA IS-700.a: NIMS, An Introduction
Required: Mid-level management including strike team leaders, task force leaders, unit leaders, division/group supervisors, branch directors, and; *Recommended*: Emergency operations center staff	▪ ICS-100: Introduction to ICS or equivalent ▪ ICS-200: Basic ICS or equivalent ▪ ICS-300: Intermediate ICS or equivalent ▪ FEMA IS-700.a: NIMS, An Introduction ▪ FEMA IS-800.b: National Response Framework (NRF), An Introduction
Required: Command and general staff, select department heads with multi-agency coordination system responsibilities, area commanders, emergency managers, and; *Recommended:* Emergency operations center managers.	▪ ICS-100: Introduction to ICS or equivalent ▪ ICS-200: Basic ICS or equivalent ▪ ICS-300: Intermediate ICS or equivalent ▪ ICS-400: Advanced ICS or equivalent ▪ FEMA IS-700.a: NIMS, An Introduction ▪ FEMA IS-800.b: National Response Framework (NRF), An Introduction

D. EXERCISING

Emergencies and disasters can strike at anytime, causing death, injury, displacement and economic instability. As communities become larger and more interrelated, numbers and types of potential disasters multiply, and their impact is often compounded by technological, social, cultural, environmental and political developments of the modern era.

The obligation to respond to emergencies initially lies with local government. Local resources are normally closest at hand and can be activated almost immediately. Government's capacity at any level to protect its citizens, however, depends directly on the abilities of large numbers of organizations, individuals, and jurisdictions to act effectively in emergency situations.

This is a difficult task, requiring virtually every public agency and many private groups to coordinate their actions in all five phases of emergency management: protection (prevention), mitigation, preparedness, response, and recovery.

While this process presents a challenging management problem for each organization, it becomes even more complex when, all emergency management disciplines join together into one integrated system for managing emergencies.

Obviously, one way to identify your jurisdiction's capabilities is during an actual event. However, it is too late to make necessary adjustments to plans and procedures. By exercising, a community can test, evaluate, and continually improve their emergency management system. Exercises stress performance and behaviors of organizations, and are a measure of the competence of an emergency management program.

Why Exercise?

Exercising enhances a community's overall emergency management capabilities through training (including exercising) and assessment of the training. In lieu of actual response activities, comprehensive exercise programs that are progressive in nature provide valuable tools for local programs to train personnel and evaluate operational readiness. The application of lessons learned from actual events and exercises, contribute to the progressive exercise program. Communities that develop and maintain viable exercise programs will be better prepared for actual events. Therefore, exercise activities must be flexible and based on the unique needs and capabilities of a community. Some federal and state grants have specific exercise requirements. Refer to the specific grant guidance for this information.

Lessons learned from exercises can be used to revise emergency plans and provide a basis for training. Through exercise activities you may:

- reveal planning needs and weaknesses
- improve coordination
- clarify roles and responsibilities
- improve individual behaviors
- identify resource needs
- gain public recognition of the incident management program
- develop proficiency and confidence in participants
- enhance community capabilities for emergency management
- foster cooperation among government agencies and private sector resources
- help formulate public policy on community readiness posture
- satisfy specific requirements of certain program areas
- demonstrate utilization of the emergency management process

Exercise Training

All EMCs are strongly encouraged to take the Exercise Design and Development and Exercise Evaluation and Improvement Planning courses to more effectively prepare for exercise preparation and conduct.

Additionally, FEMA's EMI has created the Master Exercise Practitioner Program (MEPP) specifically to recognize those individuals who have completed prescribed training and demonstrated, through hands-on application, a high level of professionalism and capability in the arena of emergency management exercises. This program specifically is directed at improving the capabilities of emergency management personnel involved in all aspects of emergency management exercises. For more information please see FEMA's website at www.fema.gov.

Exercise Activities

There are seven types of exercises defined within Homeland Security Exercise and Evaluation Program (HSEEP), each of which is either discussions-based or operations-based.

Discussions-based Exercises familiarize participants with current plans, policies, agreements and procedures, or may be used to develop new plans, policies, agreements, and procedures. Types of Discussion-based Exercises include:

Seminar: A seminar is an informal discussion, designed to orient participants to new of updated plans, policies, or procedures (e.g., a seminar to review a new Evacuation Standard Operating Procedure).

Workshop: A workshop resembles a seminar but is employed to build specific products, such as a draft plan or policy (e.g., a Training and Exercise Plan Workshop is used to develop a Multi-Year Training and Exercise Plan).

Tabletop Exercise (TTX): A tabletop exercise involves key personnel discussing simulated scenarios in an informal setting. TTXs can be used to assess plans, policies, and procedures.

Games: A game is a simulation of operations that often involves two or more teams, usually in a competitive environment, using rules, data, and procedure designed to depict an actual or assumed real-life situation.

Operations-based Exercises validate plans, policies, agreements and procedures; clarify roles and responsibilities; and identify resource gaps in an operational environment. Types of Operations-based Exercises include:

Drill: A drill is a coordinated, supervised activity employed to test a single specific operation or function within a single entity (e.g., a fire department conducts a decontamination drill).

Functional Exercise (FE): A functional exercise examines and/or validates the coordination, command, and control between various multi-agency coordination center (e.g., emergency operation center, joint field office, etc.). A functional exercise does not involve any “boots on the ground” (i.e., first responders or emergency officials responding to an incident in real time).

Full-Scale Exercise (FSE): A full-scale exercise is a multi-agency, multi-jurisdictional, multi-discipline exercise involving functional (e.g., joint field office, EOCs, etc.) and “boots on the ground” response (e.g., firefighters, decontaminating mock victims).

Exercise Development Process

The standard process for developing an effective exercise program is conducted through the HSEEP. HSEEP is a capabilities and performance-based exercise program. The intent of HSEEP is to provide common exercise policy and program guidance capable of constituting a national standard for all exercises. HSEEP includes consistent terminology that can be used by all exercise planners, regardless of the nature and composition of their sponsoring agency or organization. The following cycle depicts actions to take in developing an exercise program in accordance to HSEEP standards.

HSEEP Cycle

In order for an entity to be considered following the guidance of HSEEP, it must satisfy 4 distinct performance requirements:

1. Conduct an annual Training and Exercise Planning Workshop (TEPW), and develop an annual training and exercise form to be included in the state of Michigan/Urban Area Security Initiative Multi-Year Training and Exercise Plan (TEP).

2. Plan and conduct exercises in accordance with the guidelines set forth in HSEEP Doctrine of April 2013.

3. Develop and submit a properly formatted After Action Report/Improvement Plan (AAR/IP).

4. Track and implement corrective actions identified in the AAR/IP.

For more details on HSEEP refer to the FEMA Toolkit: https://www.llis.dhs.gov/hseep

For additional details on Michigan specific exercise reporting requirements please refer to the EMHSD website.

Considerations

To develop an effective exercise program for a community, consider the following actions:

- Reviewing existing state and federal regulations for conducting exercises
- Incorporating NIMS and other federal initiatives in your exercises
- Inviting both public and private sector individuals, such as volunteer groups, and non-governmental organizations, to participate
- Providing a means to include special needs populations and pets within a portion of the exercise
- Ensuring that all participants have completed the appropriate NIMS and ICS training
- Developing exercises using HSEEP methodology
- Determining participants by identifying who is responsible for tasks listed in the EOP

WORKSHEET ACTIVITY

To implement a successful exercise program, you should develop a multi-year exercise schedule using the worksheet on the following page to reflect the needs and capabilities of the local community. This schedule should lay-out:

- Date – The month and year the exercise will be held
- Exercise Activity – Identifying which of the 5 activity types will be executed
- Scenario – Record the scenario to be used. Exercises will use realistic scenarios that are based on the community's hazard analysis.
- Location – Where the exercise will be held.
- Key Players – The main participants to be tested in the exercise
- Functions Tested – The functions of the plan that will be tested.

Exercise Development Resources

Homeland Security Exercise Evaluation Program (HSEEP), FEMA.
https://www.llis.dhs.gov/hseep

Relevant EMI Independent Study Courses:

IS – 120.A, An Introduction to Exercises, FEMA. **http://training.fema.gov/EMIWeb/IS/IS120A.asp**

IS - 130, Exercise, Evaluation, and Improvement Planning, FEMA.
http://training.fema.gov/EMIWeb/IS/IS130.asp

IS – 139, Exercise Design, FEMA. **http://training.fema.gov/EMIWeb/IS/is139.asp**

IS – 331, Intro to Radiological Emergency Preparedness (REP) Exercise Evaluation, FEMA.
http://training.fema.gov/EMIWeb/IS/is331.asp

IS- 547.A Introduction to Continuity of Operations, FEMA.
http://training.fema.gov/EMIWeb/IS/is547.asp

IS – 775, EOC Management and Operations, FEMA.
http://training.fema.gov/EMIWeb/IS/IS775.asp

MULTI-YEAR EXERCISE SCHEDULE WORKSHEET

Date	Exercise Activity	Scenario	Location	Key Participants	Functions Tested

E. COMMUNITY EDUCATION

An ongoing community education program provides the EMC with a method of maintaining public support for emergency management. It also teaches residents of the community how to protect themselves and their property during an actual disaster or emergency, thus allowing first responders to focus their capabilities on other areas with greater response needs.

Considerations for Community Education

- Develop educational activities and informational materials to enhance the preparedness and awareness levels of the public.
- Establish an ongoing educational program in the community.
- EMCs should meet with various businesses, civic and non-governmental groups to discuss hazard areas, the consequences of each hazard, and what citizens need to do to protect their lives and property.
- Programs and informational materials should include information for people with special needs and pets.

WHAT TO DO

A. **Create a Family Disaster Protection Program.** The FEMA has developed a program to assist EMCs in teaching families to care for themselves during disaster. Several resources are provided below.

B. **Speak with community organizations** about incident management issues and those hazards that face the community. Solicit assistance for program projects. Promote the different "awareness weeks" with community schools.

C. Before a disaster, **develop written public information and media messages and utilize emerging communication technologies.** These should be ready to use during or after an actual disaster. The information should explain disaster assistance, what families can do to protect themselves, etc. Focus these messages on the most probable hazards that could occur in the community.

D. **Determine in advance how the written public information will be distributed**. EMCs should work with schools, church groups, etc., to solicit their support in delivering public information. Distribution systems (i.e., door-to-door, posting in public facilities, using citizen corps, etc.) should be developed in advance of any disaster.

E. **Develop a positive relationship with local media**. Solicit local media organizations for the development and presentation of public awareness campaigns, write articles for local newspapers, appear on local talk shows, etc. Whenever possible, include the local media in exercises and drills. This will instruct the media about where to obtain accurate information during an actual disaster.

Community Education Resources

To educate and empower Americans to prepare for and respond to emergencies, including natural disasters and potential terrorist attacks, visit **www.ready.gov**.

To help coordinate volunteer activities that will make our communities safer, stronger, and better prepared to respond to any emergency situation, visit **www.citizencorps.gov.**

For assistance following a presidential declared disaster-which has been designated as individual assistance, visit **www.disasterassistance.gov/.**

Relevant EMI Independent Study Courses

IS – 22, Are You Ready? An In-Depth Guide to Citizen Preparedness.
http://training.fema.gov/EMIWeb/IS/is22.asp

IS – 394.A, Protecting Your Home or Small Business from Disaster.
http://training.fema.gov/EMIWeb/IS/IS394A.asp

F. HAZARD MITIGATION

Hazard mitigation is the act of identifying the conditions that may bring harm to a community, and then taking action to reduce or eliminate the amount of harm these hazards can inflict. Hazards that might bring harm may be natural in origin, they may be technological, or they may be human-caused. Hazard mitigation strives to reduce the impact and effect of hazards through a combination of regulatory, administrative and engineering approaches. By applying mitigation measures to identified vulnerable areas, and by integrating mitigation principles into the land use decision-making process, the community can help lessen the impact and consequences of future hazard events to the point that they remain incidents and do not escalate into disasters. For detailed information on this process, refer to EMD Pub 207, "*Local Hazard Mitigation Planning Workbook*."

Mitigation projects are often required after a Presidential Disaster Declaration. These projects may be eligible for Federal mitigation assistance. For more information, see "*Hazard Mitigation Assistance Unified Guidance" FEMA, June 1, 2009.*

Considerations

- Obtain the support of key officials from legislative/executive bodies, involved agencies, and appropriate private entities.

- Acquire hazard mitigation committee members that have knowledge and experience in the appropriate hazard and have a vested interest in reducing the community's exposure.

WHAT TO DO

A. **Establish a formal hazard mitigation committee.** A community mitigation committee can identify mitigation needs, establish mitigation goals and objectives, "brainstorm" to identify potential projects, and develop criteria for selecting projects for implementation. The committee may also want to monitor the community's land use planning, to ensure that mitigation goals and objectives are being considered in day-to-day land use decisions. (See item C below).

B. **Implement selected mitigation measures.** The hazard mitigation committee should oversee the implementation of the measures selected. It may only be possible to lessen the community's vulnerability to a disaster, not remove the risk. The committee should base its planning efforts and project selection on the community hazard analysis, so that those hazards to which the community is most susceptible are addressed more than those hazards that are less prevalent. Mitigation projects can also be prioritized according to those that can (and should) be done immediately, and those that can wait (or must wait) for available funding. As one of its first projects, the committee may want to issue a mitigation report (or study of the committee's research) to the community's legislative board.

C. **Work with community planners to integrate mitigation concepts into future land use planning and decision-making.** For hazard mitigation efforts to be truly successful, mitigation concepts must be integrated into the community's land use planning and decision-making process. The relationship between wise land use planning and the lessening of a community's vulnerability to hazards is clear. Preventing a problem in the first place is much more desirable than attempting to go back and correct the problem at a later time. Coordination between the EMC, the hazard mitigation committee and community planners is essential if the community is to reduce its exposure and vulnerability to hazards. By working

together, these three groups can help ensure that hazard mitigation principles are factored into every land use decision, and that mitigation efforts are less likely to be needed in the future.

D. **Participate in the National Flood Insurance Program (NFIP).** Those communities that the Federal Insurance Administration has identified as being flood-prone should participate in the National Flood Insurance Program. As a condition of participating in the program and being eligible for flood insurance coverage, the community must agree to adopt and enforce a floodplain management resolution and ordinance. This is one of the most beneficial flood mitigation measures that a community can take. For more information, see FEMA's, "Hazard Mitigation Assistance Unified Guidance, June 1, 2009 or Pub. F-084/March 2011, "Answers to Questions about the National Flood Insurance Program."

E. **Develop a Hazard Mitigation Plan.** It is now common knowledge that with the passage of the Disaster Mitigation Act of 2000 (DMA2K), the need to develop hazard mitigation plans for your community is more important than ever. Federal matching funds are available for communities to use for the development of local hazard mitigation plans. However, such plans will now be expected to meet specific standards described in the Federal Regulations (in 44 CFR 201.6, as published in the Federal Register Volume 67, Number 38, of February 26, 2002). These standards create new expectations for the quality and amount of detail in mitigation plans than would have been realistic before federal funding became available. The planning process involves many steps similar to any other plan development process. For detailed information on the planning process, see EMD Pub 207 "Local Hazard Mitigation Planning Workbook."

Note: Eligibility for hazard mitigation funds is not contingent upon NIMS compliancy; NIMS is only applicable to preparedness funds.

Hazard Mitigation Resources

Hazard Mitigation Assistance Unified Guidance, FEMA June 1, 2009

Local Hazard Mitigation Planning Workbook, EMHSD Pub 207

Federal Disaster Mitigation Act of 2000

Michigan Hazard Mitigation Plan, EMHSD Pub 106

Relevant EMI Independent Study Courses

IS – 393.A, Introduction to Hazard Mitigation. **http://training.fema.gov/EMIWeb/IS/is393A.asp**

G. OPERATIONAL/RESPONSE PLANNING

It is a legal responsibility of each governing community to ensure that necessary and appropriate actions are taken to protect people and property from the consequences of emergencies and disasters. This planning allows a community to work through a process to understand and describe how it will protect its people, property, and environment from identified hazards and threats, using resources it has, or can obtain, during an emergency operation.

Emergency Operations Plan:

An EOP is a document describing the jurisdiction's plan for how citizens and property will be protected in a disaster or an emergency. It is a document that:

- Assigns responsibility to organizations and individuals for carrying out specific actions at projected times and places during an emergency that exceeds the capability or routine responsibility of any one agency;
- Sets forth lines of authority and organizational relationships and shows how all actions will be coordinated;
- Describes how people and property are protected;
- Identifies personnel, equipment, facilities, supplies, and other resources available — within the jurisdiction or by agreement with other jurisdictions;
- Reconciles requirements with other jurisdictions; and
- Identifies steps to address preparedness and mitigation concerns in all homeland security mission areas.

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

An EOP is flexible enough for use in all emergencies. A complete EOP describes the:

- Purpose and Scope of the plan,
- Situation Overview,
- Capability Assessment,
- Planning Assumptions,
- Concept of Operations (CONOPS),
- Organization and Assignment of Responsibilities,
- Direction, Control, and Coordination,
- Information, Collection, Analysis, and Dissemination,
- Communications
- Administration, Finance, and logistics,
- Plan development and maintenance, and
- Authorities and references.

Other (Support) Plans:

a. **Local Support Emergency Plan** - Per PA 390, a municipality with a population over 10,000 must develop an emergency response plan that supports the County's EOP.

b. **Firefighter Right to Know** – The Michigan Occupational Safety and Health Act (MIOSHA) requires that the Chief of an organized fire-department prepare and disseminate to each firefighter a plan for executing the department's responsibilities with respect to each site within their jurisdiction where hazardous chemicals are used, stored, or produced.

c. **SARA Title III Plans** – SARA Title III federal legislation mandates that a LEPC develop emergency response plans for specific sites within their jurisdictions which have one or more "extremely hazardous substances" above a given threshold planning quantity. These plans are intended to protect the community in the event an off-site release occurs from such a site.

d. **Continuity of Operations Plan (COOP)** – This plan describes how a jurisdiction's governmental operations will continue to function in the event of a disaster or emergency.

e. **County Animal Response Plan** – The purpose of this plan is to protect the public health, the public food supply, domesticated and wild animal resources, the environment, and the agricultural economy, and to ensure the humane care and treatment of animals in case of an emergency, including floods, severe storms, tornadoes, drought, fire, explosion, building collapse, commercial transportation accidents, chemical spills, winter storms, power outages, or other situations that can cause animal suffering.

Additional Response Documents

In addition to the jurisdiction's EOP, supplemental guidance is recommended to provide detailed guidance for positions or responders having responsibility as outlined in the plan. Some of these documents include the following:

a. **Emergency Action Guidelines (EAG)** – A Document that provides a comprehensive set of guidelines to perform emergency management activities of response and recovery for a jurisdiction.

b. **Standard Operating Procedures (SOP)** - Written documents that describe, in great detail, the routine procedures to be followed for a specific operation, analysis, or action.

c. **Field Operations Guide (FOG)** – A durable pocket or desk guide, containing nuts-and-bolts information needed to perform specific assignments or functions.

d. **Job Aid** – A checklist or other aid for job performance or job training.

Plan Standards

As set forth in R 30.52 of PA 390, as amended, in order for counties and municipalities to receive state assistance, plans must contain the minimum standards as determined by the EMHSD/MSP and that are consistent with current federal requirements. These standards are published in the "Review Guide for Local Emergency Operations Plans and Emergency Action Guidelines", Pub 201a developed by the EMHSD/MSP.

Jurisdictions seeking to become an accredited emergency management program through the **EMAP** must abide by the requirements for plans set forth in Standard 4.6.2 and 4.6.3 of the *Emergency Management Standard, September 2007* document.

Planning Committees

Local Planning Teams - May be used in the development process of local emergency plans because of their representation of multiple disciplines in the jurisdiction.

Local Emergency Planning Committee - SARA Title III requires the establishment of LEPCs. There are 89 LEPCs in Michigan – one for each of the 83 counties, as well as LEPCs for the cities of Ann Arbor, Detroit, Grand Rapids, Livonia, Romulus and Wayne. The LEPCs' primary responsibility is to develop emergency response plans and review them at least annually thereafter. In developing

these plans, the LEPC evaluates available resources for preparing for and responding to a potential chemical accident. The facilities for which these plans must be written are those that have extremely hazardous substances on site in amounts above certain thresholds.

An LEPC can be a vital tool for a community in developing other plans. Local EMCs should consult with the LEPC for assistance in other planning activities.

Considerations

The following is a list of items that should be considered when writing and developing any one of the above-mentioned types of plans.

- NIMS Integration
- Roles/responsibilities of elected officials
- Criteria for the care of individuals requiring functional needs support services (FNSS) in an emergency
- Criteria for the care of pets / animals in an emergency
- Training needs for first responders
- Resource identification and shortfalls
- Citizen evacuation criteria

WHAT TO DO: THE PLANNING PROCESS

The local EMC should assist in the development of the above- mentioned types of plans. The EMHSD/MSP has developed guidance material for these plans and staff can usually provide assistance with their development and review.

No matter what type of plan is to be developed, each one uses a process as identified below. The process may be customized to fit the community's/agency's needs. EMC and personnel should begin planning efforts by building on existing relationships and determining what has already been accomplished through both public and private partners.

1. Form a Planning Team
2. Identify Hazards and Risks (Hazard Analysis)
    a. Community Profile
    b. Hazard Identification
    c. Risk Assessment
    d. Vulnerability Determination
3. Define Goals and Objectives
4. Identify Actions & Assess Capabilities
5. Evaluate and Select Feasible Actions
6. Plan Development, Review and Approval
7. Plan Implementation & Update

The next section in this workbook provides more details in these steps. Refer to the guidance documents referenced below for additional assistance.

Planning Guidance Resources

Review Guide for Local Emergency Operations Plans and Emergency Action Guidelines, EMHSD/MSP Pub 201a

Guidance for Community Hazmat Response Plans, EMHSD/MSP Pub 308

Local Hazard Mitigation Planning Workbook, EMHSD/MSP Pub 207

Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters, FEMA November, 2010.

(CPG 101) Developing and Maintaining Emergency Operations Plans, Version 2, FEMA, November 2010.

(CPG 302) Incorporating Household Pets and Service Animals Considerations in Emergency Operations Plans, FEMA Draft March 2009.

Relevant EMI Independent Study Courses

IS – 235.B, Emergency Planning.
http://training.fema.gov/EMIWeb/IS/courseOverview.aspx?code=IS-235.b

IS – 362.A, Multi-Hazard Emergency Planning for Schools.
http://emilms.fema.gov/IS362a/index.htm

IS – 368, Including People with Disabilities & Others with Access & Functional Needs in Disaster Operations.
http://emilms.fema.gov/IS0368/index.htm

IS – 547.A, Introduction to Continuity of Operations.
http://training.fema.gov/EMIWeb/IS/is547.asp

H. MUTUAL AID AND ASSISTANCE AGREEMENTS

Typically, incidents are handled at the local level, with local emergency personnel being the first to respond. In the event that local resources are absent or have become exhausted, other agencies, organizations, and jurisdictions can supplement response needs by providing resources to the affected jurisdiction(s). Through mutual aid or assistance agreements, jurisdictions can put contracts in place with other public or private entities that can provide response resources (i.e., personnel, equipment, materials or other services) in a timely manner, when needed.

Types of Agreements

Automatic Mutual Aid: Agreements that permit the automatic dispatch and response of requested resources without incident-specific approvals. These agreements are usually basic contracts; some may be informal accords.

Local Mutual Aid: Agreements between neighboring jurisdictions or organizations that involve a formal request for assistance and generally cover a larger geographic area than automatic mutual aid.

Regional Mutual Aid: Sub-state regional mutual aid agreements between multiple jurisdictions that are often sponsored by a council of governments or a similar regional body.

Statewide/Intrastate Mutual Aid: Agreements often coordinated through the State that incorporate both State and local governmental and nongovernmental resources in an attempt to increase preparedness statewide.

Interstate Agreements: Out-of-State assistance through the Emergency Management Assistance Compact (EMAC) or other formal State-to-State agreements that support the response effort.

International Agreements: Agreements between the United States and other nations for the exchange of federal assets during an emergency.

Other Agreements: Any agreement, whether formal or informal, used to request or provide assistance and/or resources among jurisdictions at any level of government (including foreign), NGOs, or the private sector.

Formal Mutual Aid Agreements in Michigan

Michigan Emergency Management Assistance Compact (MEMAC): An intra-state agreement that creates an organized process and structure spelled out in advance for jurisdictions large and small across the state to render or receive assistance in times of crisis.

Mutual Aid Box Alarm System (MABAS): An agreement between member fire agencies agreeing to send pre-determined resources without reservation to a stricken community. Each member agency abides by the same response plan and incident management regulations. Reimbursements of resources are between agencies and may or may not require special accounting, since a fire fighter is conducting his normal duties (but merely for another jurisdiction).

Emergency Management Assistance Compact (EMAC): An inter-state agreement that by providing a framework for flexible response streamlines the assistance one governor can lend another after a natural disaster or terrorist attack.

WHAT TO DO

Emergency managers should review the functions that their program is responsible for and identify any of the functions that cannot be supported by the agency and its partners. Look at:

- Capability Assessments
- Exercise After-Action Reports
- Strategic Plans
- Neighboring jurisdictions with established agreements

Use the cross-table spreadsheet on the next page to match the functions with the appropriate agencies. Highlight the functions that cannot be matched to an agency and determine if a mutual aid agreement or memorandum of agreement/understanding should be developed to fill the void.

Encourage surrounding communities to sign onto MEMAC

Mutual Aid / Assistance Resources

Michigan Emergency Management Assistance Compact (MEMAC). **www.michigan.gov/emhsd**

Emergency Management Assistance Compact (EMAC). **http://www.emacweb.org/**

Mutual Aid Box Alarm System-Michigan (MABAS-MI). **http://www.michiefs.org/**

Relevant EMI Independent Study Courses

IS – 706, NIMS Intrastate Mutual Aid – An Introduction.
http://training.fema.gov/EMIWeb/IS/IS706.asp

MUTUAL AID / ASSISTANCE AGREEMENT IDENTIFICATION WORKSHEET

Lead Agency (add agencies as needed)

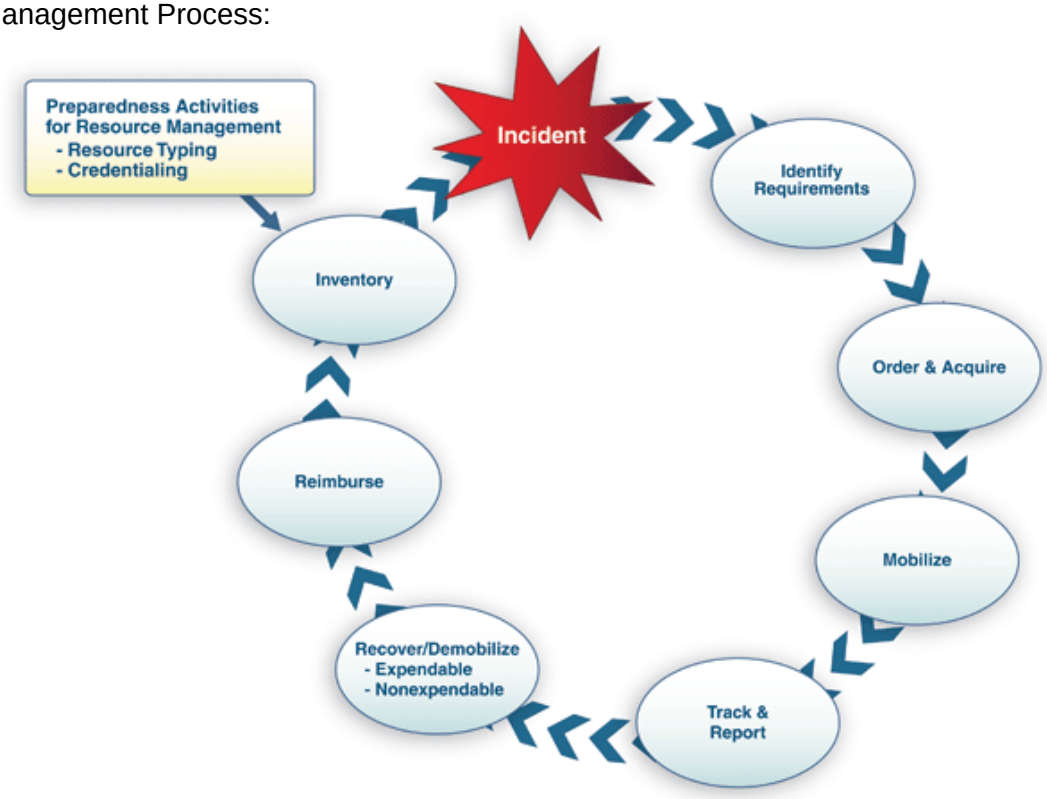
	Emergency Mngmt	Public Health	Public Works	Fire	Law Enforcement	EMS	Road Commission	Human Services
Transportation								
Communications								
Public Works & Engineering								
FireFighting								
Emergency Mngmt								
Mass Care								
Housing								
Resource Support								
Public Health								
Search & Rescue								
Oil & Hazardous Substance								
Energy								
Public Safety								
Long-Term Community Recovery								
Mental Health								
Assessment								
Direction & Control								
External Affairs								
Agriculture & Natural Resources								

I. RESOURCE MANAGEMENT

Emergency management and incident response activities require carefully managed resources (personnel, teams, facilities, equipment, and/or supplies) to meet incident needs. Use of the NIMS' standardized resource management concepts (such as typing, inventorying, organizing, and tracking) will facilitate the dispatch, deployment, and recovery of resources before, during, and after an incident.

The process of resource management can be separated into two parts: resource management as an element of preparedness and resource management as an element of response. The preparedness activities (resource typing, credentialing, and inventorying) are conducted on a continual basis to help ensure that resources are ready to be mobilized when called to an incident. Resource management during an incident is shown in the figure below, with a distinct beginning and ending specific to the needs of the particular incident.

Resource Management Process:

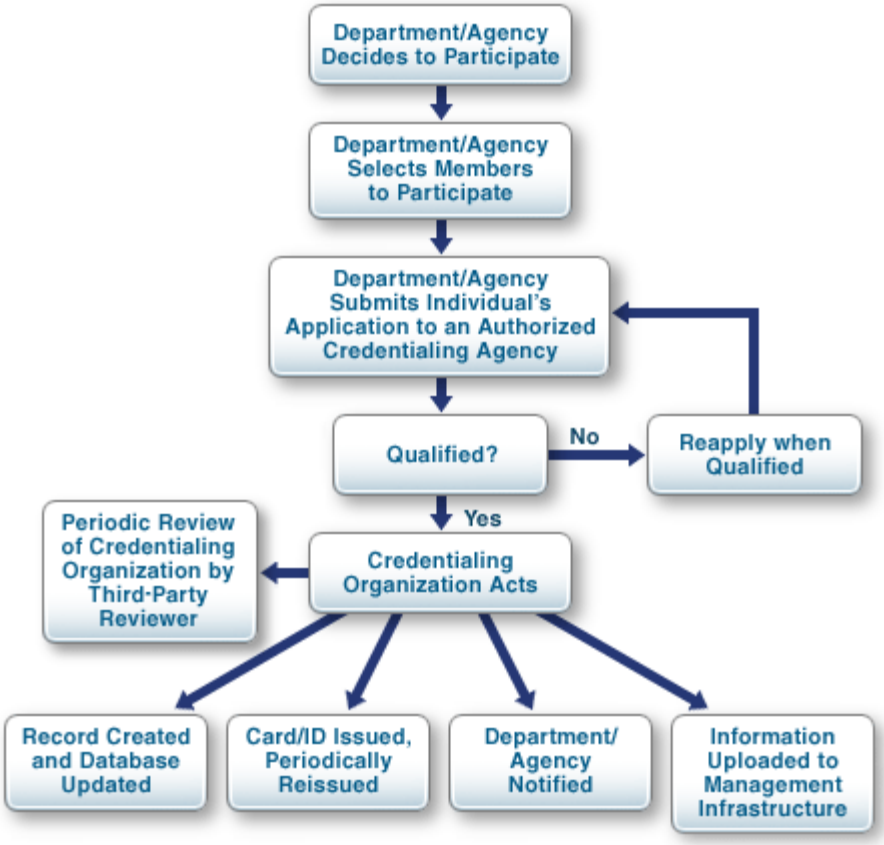


Credentialing

Credentialing is the administrative process for validating personnel qualifications and providing authorization to perform specific functions and to have specific access to an incident involving mutual aid. The National Emergency Response Credentialing System verifies required qualifications and capabilities for emergency response positions to meet to be deemed a "credentialed" resource. This information and other personnel data is typically entered into a database and can be verified using a wireless accountability system on scene. A standardized process for the credentialing of deployable personnel is provided below upon the request through mutual aid for personnel resources. This process allows an entity to expedite its deployment process to the requesting jurisdiction. Using the Michigan Critical Incident Management System (MI CIMS), jurisdictions can inventory credentialed positions as identified under the National Emergency Response Credentialing

System upon completing this process for a credentialed position. All positions are selectable under the "critical asset" field in MI CIMS.

Credentialing Process:



Resource Typing

Resource Typing means to categorize, by capability, the resources requested, deployed, and used in incidents. Measurable standards, resource capabilities, and performance levels serve as the basis for categories. Resource users at all levels use these standards to identify and inventory resources. **Resource kinds** may be divided into subcategories, to define more precisely the capabilities needed to meet specific requirements.

Over the years, FEMA has surveyed public and private sector response agencies to determine which resources were most requested during past incidents. These resources, identified in 10 emergency disciplines, have been included in a list titled "Resource Typing Definitions." This list defines a resource's capabilities by using a series of "Types": Type 1, Type 2, Type 3, or Type 4. A Type 1 resource has a greater response capability than a type 4 because it provides greater response functions. Defining resources in this manner allows an incident commander to easily request a resource by its pre-defined capability, using a short title (i.e., "Type 1") rather than having to explain all the capabilities associated with the resource. The ten disciplines include:

- Animal Health Emergency
- Emergency Medical Services
- Fire and Hazardous Materials
- Incident Management
- Law Enforcement
- Mass Care
- Medical and Public Health
- Public Works
- Search and Rescue

FEMA has developed the Resource Typing Library Tool (RTLT) as an online catalogue of the national resource typing definitions and job titles/position qualifications.

Resource Management Database

The MI CIMS, is used to store and relay incident management activity during emergencies, disasters, and events. The system is also a valuable tool in managing resources for emergency managers. It allows resources to be inventoried, requested, deployed, tracked, and recalled. The system has been modified to include the resource-typed definitions for jurisdictions to use in inventorying their resources.

WHAT TO DO

Type resources in accordance with the NIMS Resource Management and Typing Definitions.

1. Acquire a list of the jurisdiction's or agency's resources.
2. Download the disciplines for which resources will be typed, at **http://www.fema.gov/emergency/nims/ResourceMngmnt.shtm#item4.**
3. Review a list of the jurisdiction's resources and match them with the NIMS resource typing list. Review the criteria under each "Typed" column, and determine if the resource meets a Type 1, 2, 3, or 4 defined resource.
4. Use MI CIMS to inventory typed and non-typed resources.

Adopt the credentialing process and begin to identify personnel who meet or nearly meet the qualifications for a credentialed position and inventory them in MI CIMS. Credentialed positions can be used to establish ad-hoc teams of various capabilities, i.e., Incident Management Positions and Veterinary Personnel for animal care response needs.

Resource Management Resources

Resource Spreadsheet and instructions for inputting resources into MI CIMS. Only used for a jurisdiction's initial inventory. Additions or modifications to an inventory can only be entered directly through MI CIMS online.

National NIMS Resource Typing Guide, FEMA. March 2007

NIMS Resource Center, Resource Management Overview.
http://www.fema.gov/emergency/nims/ResourceMngmnt.shtm#item3
(Link provides the list of credentialed positions under each discipline)

Resource Typing Library Tool, FEMA.
https://rtlt.ptaccenter.org/Public

Relevant EMI Independent Study Courses

IS – 703.A, NIMS Resource Management.
http://training.fema.gov/EMIWeb/IS/is703.asp

J. COMMUNICATIONS

Effective emergency management and incident response activities rely on flexible communications and information systems that provide a common operating framework for emergency management/response personnel and their affiliated organizations. Establishing and maintaining a common operating framework and ensuring accessibility and interoperability are the principal goals of a communications system. Properly planned, established, and applied communications enable the dissemination of information among command and support elements and, as appropriate, cooperating agencies and organizations.

Incident communications are facilitated through the development and use of common communications plans and interoperable communications equipment, processes, standards, and architectures. To achieve an integrated communications system, a plan should address these five incident-related communications components.

Emergency management/response personnel should be able to manage incident communications and information effectively. Regardless of the communications method or the information being transmitted, procedures and protocols should be followed. As technologies change and the methods of exchanging information improve, management procedures likewise should evolve.

STANDARDIZED COMMUNICATION TYPES

Successful communications and information management require that emergency management/response personnel and their affiliated organizations use standardized communication types. The following is a list of these types:

Strategic Communications: High-level directions, including resource priority decisions, determination of roles and responsibilities, and overall incident response actions.

Tactical Communications: Communications between command and support elements and, as appropriate, cooperating agencies and organizations.

Support Communications: Coordination in support of strategic and tactical communications (for example, communication among hospitals concerning resource ordering, dispatching, and tracking from logistics centers; traffic and public works communications).

Public Address Communications: Emergency alerts and warnings, press conferences, etc.

Policy and Planning

Coordinated communications policy and planning provide the basis for effective communications and information management. Although communications and information management is important during routine operations, well-established procedures and protocols become critical during incident response activities. Careful planning should determine which communications systems and platforms will be used, who can use them, what information is essential in different environments, the technical parameters of all equipment and systems, and other relevant considerations.

Information flow among all stakeholders is crucial, but interoperability presents additional challenges when nongovernmental organizations (NGOs), the private sector, and critical infrastructure owners and operators are considered. All relevant stakeholders should be involved in meetings and planning sessions in order to formulate more thorough and integrated communications plans and strategies. Technology and equipment standards also should be shared, when appropriate, to provide stakeholders with the opportunity to be interoperable and compatible.

Sound communications management policies and plans should include information about the following aspects of communications and information management:

- Information needs should be defined by the jurisdiction/organization. These needs are often met by public and private entities working together to gather and provide the requested information.

- The jurisdiction's or organization's information management system should provide guidance, standards, and tools to enable the integration of information needs into a common operating framework.

- Procedures and protocols for the release of warnings, incident notifications, public communications, and other critical information are disseminated through a defined combination of networks used by EOCs. Notifications are made to the appropriate jurisdictional levels and to NGOs and the private sector through defined mechanisms, as specified in EOPs and IAPs.

- Agencies at all levels should plan in advance for the effective and efficient use of information management technologies (e.g., computers, networks, and information-sharing mechanisms) to integrate all command, coordination, and support functions involved in incident management and to enable the sharing of critical information and the cataloging of required corrective actions.

Agreements

All parties identified in the planning process (used in a jurisdiction's EOP) need to have agreements in place to ensure that the elements within plans and procedures will be in effect at the time of an incident. The agreements should specify all of the communication systems and platforms through which the parties agree to share information.

Equipment Standards and Training

Communications equipment used by emergency management/response personnel often consists of components and systems that may be connected through common interfaces, many of which rely on the private sector for their operation. Public/private communication systems and associated equipment should be regularly enhanced and updated, since their maintenance is essential for effective emergency management and incident response activities. The wide range of conditions under which communications systems will be used should be considered when developing standards associated with the systems and equipment. Training and exercises, involving interoperable systems and equipment, are necessary for personnel to understand their capabilities and limitations before an incident. In addition, the need for "hardened" laptops and/or personal digital assistants should be considered in the communications plan.

Relevant EMI Independent Study Courses

IS 704, NIMS Communications and Information Management.
http://training.fema.gov/EMIWeb/IS/IS704.asp

IS-802, Emergency Support Functions Communications.
http://training.fema.gov/EMIWeb/IS/IS802.asp

K. EMERGENCY OPERATIONS CENTER MANAGEMENT

The EOC is a centralized location where government, at any level, can provide interagency coordination and execute decision making to support incident response. EOCs coordinate with on-scene incident managers and other agencies and organizations to:

- Acquire, allocate, and track resources.
- Manage and share information.
- Establish response priorities among incidents.
- Provide legal and financial support.
- Allow liaisons with other jurisdictions and other levels of government.

During large, complex incidents the EOC assumes a coordination role. As an incident expands in size or increases in complexity, central coordination is needed, and provided by the EOC.

Location of an EOC

The main factors and areas to consider in locating an EOC are:

1. Accessibility:
   - Can key personnel get to the EOC within the required timeframe?
   - Can suppliers and support personnel get to the EOC without delay, when needed?

2. Safety
   - Is the EOC location safe from natural and other hazards?
   - Is the EOC location safe from high-risk cascading events?
   - Is the EOC not located near a potential terrorist target?
   - Can personnel walk safely to report to the EOC?
   - Can personnel walk safely for meals and other amenities during EOC operations?
   - Is the EOC facility in compliant with the American with Disabilities Act (ADA)?

3. Size
   - The number of people needed to accommodate the maximum large, complex incidents.
   - Space to include room for electronic equipment, file storage, maps and any special equipment needed for EOC operations.
   - Configuration of the equipment, i.e., private communications and work groups.
   - “Plug and play” capabilities for communication and information management systems.
   - Space for private meetings and conferences.

4. Systems Capability
   - Is the EOC capable of sustaining operations for an extended period of time? The critical requirements for systems capability include: heating, ventilation, and air conditioning (HVAC), water, electricity, and telephone.

5. Survivability
   - Can the EOC remain operational for an extended period of time regardless of the type, size, or complexity of the incident, and damage to the surrounding infrastructure?

6. Versatility
   - Is the culmination of all the factors in the EOC location and design?

Staffing the EOC

Planning for EOC staffing is a critical aspect of EOC management and operations. There is a tendency to overstaff day-to-day EOC operations. The staffing equivalents shown in the table below are a reasonable "rule of thumb" for day-to-day EOC staffing.

Population	Full-Time Equivalent Staff
Over 1,000,000	6 – 20
250,000 to 1,000,000	4 – 8
100,000 to 250,000	3 – 5
25,000 to 100,000	2 – 3
Under 25,000	1 – 2

Day-To-Day Staffing:

Although day-to-day functions vary among jurisdictions of various sizes and threat levels, minimal day-to-day functions include:

- Emergency Management.
- Communications.
- Public Information.
- Finance and Administration.
- Logistics.
- Security.

Consider cross-training for specific positions to ensure that all critical tasks are covered by qualified staff.

Organizing the EOC Staff:

NIMS requires all jurisdictions to adopt ICS as its incident management system. NIMS does not require EOCs to adopt ICS as their organizational structure. An EOC should be organized to facilitate effective operations.

An effective organization has these characteristics:

- Ability to acquire, analyze, and act on information.
- Flexibility in the face of rapidly changing conditions.
- Ability to anticipate change.
- Ability to maintain public confidence.
- Reliability over time.

An EOC should be organized to maximize each of the characteristics of an effective organization.

There are typically four ways to organize EOCs:

1. Organizing by Major Management Activities

The **Policy Group** is comprised of the Chief Elected Official, or designee, and immediate staff. The Policy Group focuses on the overall strategy for the response (beyond the strategy developed by the Incident Commander at the scene), the overall response priorities, and policy setting. Decisions made by the Policy Group are implemented by the Coordination, Operations, and Resource Groups.

The **Resource Group** should include representatives from any agency or organization that is providing—or may be requested to provide—resources for the response. These agencies or organizations may include transportation agencies, utility companies, representatives of business and industry, mutual aid partners, and others.

The **Operations Group** should include representatives from each agency with responsibility for any portion of the response. Units within the Operations Group may include law enforcement, fire, public works, emergency medical services (EMS), and other agencies, as dictated by the incident.

The **Coordination Group** collects and analyzes data, including damage data and damage prediction data.

Advantages and disadvantages of organizing by major management activities are shown below.

Advantages	Disadvantages
Organization is relatively simple, with straightforward lines of communication and chain of command.	Linkages with the ICS organization on-scene may be unclear at times because there is not a one-to-one match between the incident organization and the EOC organization.
All key decision-makers and representatives of participating agencies are included, as appropriate, within the organization, and all can contribute as needed.	There may be confusion about who does resource ordering, the Operations Group or the Resources Group.

Despite the potential coordination issue, many jurisdictions have used this structure successfully**.**

2. Organizing Around ICS (as an Incident Management Team)

The EOC **Command** function is **not** the Incident Commander. The Incident Commander or Unified Command are on-scene command structures. The EOC Command function serves a similar role to the Policy Group and makes decisions that establish the overall strategy of the response.

The **Operations** function has responsibility for coordinating with and supporting on-scene responders. Branches, Divisions, and Groups assigned to the Operations function can be organized as necessary to support the incident(s).

The **Planning** function serves the same purpose as at the incident scene—gathering and analyzing information, keeping decision-makers informed, and tracking resources. Technical Specialists may be assigned to the Planning function or may be assigned elsewhere, as needed.

The **Logistics** function also serves the same purpose as at the incident scene, frequently serving as the single ordering point for the incident(s) in its purview, providing overall communications planning for the jurisdiction, coordinating transportation and housing, etc.

The **Finance/Administration** function provides a coordinated financial management process for the incident(s) in its purview.

The advantages and disadvantages of using an ICS organization in the EOC are shown in the table below.

Advantages	Disadvantages
Clarity of roles and functional integrity. The ICS organization in the field has a clear contact point in the EOC.	Potential for confusion about command authority at the incident scene versus in the EOC.
Large incident logistical and financial support is often coordinated more easily from the EOC and may relieve the workload on incident and dispatch staff.	No disadvantages

Many jurisdictions have used this structure successfully**.**

3. Organizing by ESF

This EOC organization structure is based on the Emergency Support Functions (ESFs) of the National Response Framework. The Command and General Staff have descriptors similar to the ICS model. ESFs are assigned under each General Staff position.

The **Operations** area includes:

- Public Works/Emergency Engineering Branch.
- Firefighting Branch.
- Public Health and Medical Services Branch.
- Urban Search and Rescue Branch.
- Public Safety/Law Enforcement Branch.

The **Planning** area includes:

- Situation Analysis Unit.
- Documentation Unit.
- Advanced Planning Unit.
- Technical Services Unit.
- Damage Assessment.
- Resource Status Unit.
- GIS.

The **Logistics** area includes:

- Situation Analysis Unit.
- Communications Unit.
- Food Unit.
- Medical Unit.
- Transportation Unit.
- Supply Unit.
- Facilities Unit.

The **Finance/Administration** area includes:

- Compensation Claims Unit
- Cost Unit.
- Purchasing/Procurement Unit.
- Time Unit.
- Disaster Financial Assistance.

The advantages and disadvantages of organizing the EOC by ESF are shown in the table below.

Advantages	Disadvantages
Coordinates well with on-scene ICS organizations, therefore appeals to local and State EOCs.	State and/or local ESFs may not correspond directly with Federal ESFs and do not correspond directly with the ICS positions in the on-scene Operations Section.
Provides a clear one-to-one relationship with the National Response Framework.	Organizing by ESF requires an enormous amount of additional training to ensure that the agencies responsible for ESFs are able to perform their duties.

Many jurisdictions have used this structure successfully**.**

4. Organizing as a Multi-Agency Coordination (MAC) Group

A **MAC Group** is made up of organization, agency, or jurisdiction representatives who are authorized to commit agency resources and funds. The success of the MAC Group depends on its membership. Sometimes membership is obvious—organizations that are directly impacted and whose resources are committed to the incident.

Often, organizations that should be members of a MAC Group are less obvious. These organizations may include the local Chamber of Commerce, volunteer organizations, the American Red Cross, or other organizations with special expertise or knowledge.

While these agencies may not have “hard” resources or funds to contribute, their contacts, political influence, or technical expertise may be key to the success of the MAC Group.

The **MAC Group Coordinator** is an optional position to provide supervision to the various units.

The results of the MAC Group’s deliberation are distributed by its members directly to their organizations as well as through the normal chain of command (MAC Entities, Dispatch Centers, etc.).

The **MAC Group Situation Assessment Unit** collects and assembles information needed for the MAC Group to fulfill its mission.

The **MAC Group Resource Status Information Unit** collects and assembles information needed for the MAC Group to fulfill its mission.

The **Joint Information Center (JIC)** is a Public Information Unit that coordinates summary information and access to local information sources in the media and other governmental entities.

The advantages and disadvantages of organizing the EOC as a MAC Group are shown in the table below.

Advantages	Disadvantages
Works well to ensure coordination among other MAC Entities.	Lacks clearly defined, standardized relationships to other MAC Entities, since it is a "generic" MAC Entity that can be used at any level of government. Each MAC Group must carefully define its relationship to the EOC, JIC, etc.
Useful when a mechanism is needed to provide short-term multi-agency coordination and decision-making where no such mechanism exists. It can be incorporated into existing EOC structures as the policymaking part of the organization.	No associated implementation staff, which makes it difficult to use as a stand-alone EOC structure.

EOC Activation

Determining When the EOC Should Be Activated

Timing of EOC activation depends on the nature of the incident. Many jurisdictions have phases of EOC activation.

Time-phased activation is appropriate:

- When an incident occurs that is expected to build over time, such as wildfire.
- When there is a warning period before an emergency, such as when a hurricane or riverine flooding has been forecast.
- In preparation for planned events.

Time-Phased Activation

Consider these Activation Phases.

- Level 1 (Monitor): Key personnel only
- Level 2 (Partial): Key personnel and personnel from responding agencies
- Level 3 (Full): All personnel

Determining the Level of Activation

The level of EOC activation should be based on established triggers and communication with the Incident Commander or Unified Command.

Link levels of activation to the jurisdiction's Hazard Analysis. The Hazard Analysis then helps define triggers for activation, based on actual or anticipated levels of damage.

Communication between the Incident Commander (or Unified Command) and the EOC is a critical element of an activation decision. On-scene command has the most up-to-date information about the on-scene situation, knows whether the situation is under control, and is aware of incident needs.

Deactivating the EOC

The on-scene commander is aware of the current incident status and knows:

- What remains to be done.
- What resources are required to meet the incident objectives.
- How long it will take to meet incident objectives.
- When the demand for resources slows down.

Consider recovery needs. Often, the EOC must remain activated to facilitate recovery needs after the Incident Command completes its on-scene mission.

The decision-maker for deactivating EOC functions will vary by jurisdiction. In most cases, the EMC will make the decision jointly with agency key personnel and jurisdiction leaders.

EOC decision-makers should make the decision when to release personnel and other resources only after discussion with on-scene commanders.

The authority to begin full or partial deactivation should be clearly stated in the jurisdiction's EOP, and all personnel should know:

- Who has the authority.
- The process that will be followed for deactivation.

WHAT TO DO

a. Use the planning team to assess and determine what organization setup would be best for the EOC based on relationships between agencies and personnel. Consider mirroring the setup of the community's EOP to that of the EOC and vice versa.

b. Conduct tabletop exercises to determine best activation phases and trigger points.

c. Look at surrounding communities and their EOC management to encourage regional coordination of incident management operations.

Relevant EMI Independent Study Courses

IS – 775, EOC Management and Operations.
http://training.fema.gov/EMIWeb/IS/IS775.asp

IS – 701.A, NIMS Multi-Agency Coordination Systems (MACS).
http://training.fema.gov/EMIWeb/IS/is701.asp

SECTION 4:

BASIC PLAN - PLANNING PROCESS

This section describes the planning process used in developing the basic plan of the emergency planning document. It is consistent with federal guidance to ensure that a standardized planning process is used across all levels of government as well as in processes used in other state-wide applications, thus creating a framework of integrated and coordinated plans.

The steps discussed in this section include:

1. Form a Planning Team
2. Identify Hazards and Risks (Hazard Analysis)
    a. Community Profile
    b. Hazard Identification
    c. Risk Assessment
    d. Vulnerability Determination
3. Define Goals and Objectives
4. Identify Actions & Assess Capabilities
5. Evaluate and Select Feasible Actions
6. Plan Development, Review and Approval
7. Plan Implementation & Update

Principles Underlying the Planning Process

While working through the planning process, use the following principles to help develop an adequate and appropriate plan for the jurisdiction.

a. Build on what already exists in the jurisdiction. Use existing resources such as plans, procedures, legal authorities, and organizational arrangements. These can provide information on how some planning issues were resolved in the past.

b. Seek assistance from internal and external partners. Contact neighboring emergency management offices and response agencies. EMHSD/MSP staff is available to assist with your planning process.

c. Review current state and national planning directives and priorities to ensure that plans address the appropriate emergency measures, as identified from the lessens learned by others throughout the nation.

d. Strive for consistency with the 31 Core Capabilities, which provide a means for states and local jurisdictions to achieve national preparedness goals.

e. Involve your local elected officials and promote public participation in emergency planning.

f. Take advantage of training opportunities offered through the EMHSD/MSP, or online through the EMI, ISP.

g. Base planning on facts and reasonable assumptions

h. Place greatest emphasis on those hazards that pose the greatest risk.

i. Integrate NIMS into all aspects of the planning process.

STEP 1: FORM A PLANNING TEAM

Overview:

The planning team is group of individuals responsible for designing, developing, and implementing the community EOP. Members include first responders and individuals who support the functions of an emergency operation, as defined in the plan.

A collaborative planning team composed of various disciplines and agencies provides a variety of emergency and disaster experience and views. These individuals can identify goals and objectives, understand the functions that are needed to support goals, and identify critical resources to fulfill the community needs. The use of a planning team:

- Builds and expands relationships that help bring creativity and innovation to planning, and to response, during an event,
- Helps organizations understand and define the roles they will play during an operation,
- Creates and describes the planning routine, before an incident that can be applied in the same way during an actual incident .

Considerations:

- The planning team should be based on the structure used for response operations. For example, an agency-based format will establish a team based on the local response agencies. If using the ESFs, the team will be composed of individuals representing each of the 15 functions.

- Establish local Citizen Corps Councils that bring government and community leaders together to promote an ongoing, integrated, all-hazard emergency planning process.

- Members should possess skills and attributes that will make them good candidates to represent their agency, including:

    - The authority to speak on behalf of their organization
    - The ability to commit the organization's resources
    - The ability to make changes in their organization
    - good writing and organizing skills
    - experience with disaster response

- Include other public and private sector agencies, such as: the Local Planning Commission, media, NGOs, hospitals, utilities, and school/campus officials.

- Inquire with the LEPC about being represented on the planning team.

STEP 2: IDENTIFY HAZARDS AND RISKS (HAZARD ANALYSIS)

Overview:

The hazard analysis is the foundation upon which all emergency planning efforts in the community are built. It identifies those conditions or situations that have the potential for causing harm to people or property. It allows the planning team to study the characteristics of the community and determine which threats specifically have an impact on segments of the community, and why. (For example, a river through the downtown may be impacted by a heavy rain event, thus causing flooding to the downtown area.) Planners then begin to focus on preventing or responding to flooding in the downtown area. The hazard analysis is the first step in developing an effective emergency management program.

Information on hazards needs to be collected and written down so that you and others in your community will become aware of how hazards can affect your local community. Once that task is accomplished, you can help spread an awareness of what needs to be done, and why.

The hazard analysis process involves four primary steps:

1. Developing a community profile
2. Hazard Identification
3. Assessing risks
4. Determining vulnerabilities

STEP 2.a: COMMUNITY PROFILE

In order to explain why a community is vulnerable, a profile of that community's relevant characteristics needs to be considered. Writing the community profile is the first step in the Hazard Analysis. Its purpose is to provide information about key segments of the community's makeup. It will look at the community's:

- History,
- Land use patterns (both current and planned),
- Geography and climate,
- Transportation network,
- Demographic and economic statistics,
- Key industries,
- Topography,
- Locations of key community facilities,
- Major community organizations,
- And other information that is relevant for the community

Simply put, preparing a community profile requires answers to the "5 Ws":

1. Who are we?
2. Where are we located?
3. What do we do?
4. When do we do it?
5. Why do we exist? (what is the community's main "reason for being")

Sectoring

In writing the community profile, it may be beneficial to consider the community in terms of geographic sectors for the purpose of developing a more detailed and targeted hazard analysis (and the mitigation, preparedness, response, and recovery strategies that may follow). This is known as "sectoring" and it can involve administrative or political boundaries, like townships, or may follow natural features such as rivers or mountains.

STEP 2.b: HAZARD IDENTIFICATION

The hazard identification defines the type, location, magnitude, and likelihood of hazard events. For help with this step, the team should first review the *Michigan Hazard Analysis* to identify the various types of natural, technological, and human-related disasters and emergencies that have confronted the State, or have the potential to occur. However, it is important to tap into local resources and information to identify the hazards that may be more significant to your community than to the state as a whole.

The common hazards that should be included are:

- Flooding
- Wildfires
- Ground Movement/Earthquake
- Severe Winter Weather
- Severe Storms
- Technological Hazards
- Weather Patterns
- Human-related incidents
- Public health emergencies
- Large-scale emergency event
- Transportation accidents
- Infrastructure failure
- Drought

STEP 2.c: RISK ASSESSMENT

The purpose of the risk assessment is to map out where hazards exist in your community, and to gain some idea of how often they arise and how much harm they might do in the future. The risk assessment involves the detailed examination of the community's hazards to judge such factors as:

- Likelihood of occurrence
- Scope of impact
- Frequency of occurrence
- Potential size of the affected area
- Population impact

A valuable part of the risk assessment is the hypothetical consideration of "worst-case scenarios" by imagining what would happen if the worst possible catastrophe involving one or more hazards were to occur within your community. This type of analysis will include areas of overlap where one hazard causes another (such as severe winds causing infrastructure failures) and an assessment of the limits of your community's response capabilities (for example, a large transportation accident may temporarily overwhelm EMS capabilities).

Hazard Ranking

After evaluating the risks, the team should examine the results and rank, in order of frequency or expected severity of impact, those hazards to which it deems itself susceptible. This general ranking of hazards should serve as the basis for determining the overall emergency management goals and priorities of the community. For example, if wildfires are determined to be the most serious hazard facing the community, then a proportionate amount of time, energy and resources should be allocated to wildfire mitigation and preparedness initiatives.

STEP 2d: VULNERABILTY DETERMINATION

This step determines the way in which a community's citizens, property, infrastructure, critical systems, and environment are vulnerable to hazards identified and assessed in steps 2b and 2c. This is accomplished by:

- Identifying and mapping community hazard areas,
- Developing and applying hazard-specific disaster scenarios to determine critical issues that must be addressed for short/long term recovery needs,
- Developing specific mitigation, preparedness, response and recovery priorities to address identified vulnerabilities, and
- Determining planning and resource allocation needs and considerations for implementing the identified activities.

Coupling this information with the results of the community's capability assessment enables a community to identify its strengths and weaknesses and provides a basis for the community's emergency management program.

Considerations

- Refer to EMD Pub 207, "Local Hazard Mitigation Planning Workbook," February 2003, for more detailed information about writing the hazard analysis.

- Consult the National Climatic Data Center for researching the history of hazardous weather for specific areas. (**http://www.ncdc.noaa.gov/data-access**).

- Review the Michigan Hazard Analysis for a statewide overview of hazards.

- Check with local resources, i.e., media, news articles, long-time residents, public works department, utility companies, etc. for historical incident information.

- Consult with a GIS mapping specialist to provide an overlay map of the community and its characteristic features and hazard-prone areas. Maps also help first responders in identifying areas that need special attention during response (i.e., functional needs populations).

STEP 3: DEFINE GOALS AND OBJECTIVES

Overview:

Goals are general guidelines that explain what you want to achieve in your community. They are usually long-term and represent global visions such as “protect public health and safety.”

Objectives define strategies or implementation steps to attain the identified goals. Unlike goals, objectives are specific, measurable, and have a defined completion date. They are more specific and outline the “who, what, when, where, and how” of reaching the goals.

Three general goals of emergency management are:

- Save lives,
- Prevent injuries, and
- Protect animals, property, and the environment

Additional goals might include, but are not limited to, the following:

- Maintaining essential public services
- Providing adequate warning time to residents in affected areas
- Promoting economic development
- Maintaining a positive community image

Objectives are developed to help achieve goals by dividing them into manageable components. For example, “eliminate flood damage” would be a goal. A supporting objective could be “adopt a zoning ordinance prohibiting new development in the floodplain.” This objective establishes a policy that prohibits building in an area vulnerable to a natural hazard. Successful completion of multiple objectives is usually needed for each individual goal. Some objectives may themselves have components that can be expressed as "action steps," but it is vital to eventually identify in the plan all the details that will guide and encourage concrete actions to be taken.

Prioritizing goals and objectives:

Once you have identified the goals and objectives, prioritize them so that local officials can better focus their attention on implementing and monitoring them.

Summary:

Developing clear goals and objectives will help your community clarify problems, issues and opportunities in hazard mitigation as well as other areas. Well-articulated goals and objectives are more likely to succeed. An important part of developing goals and objectives is raising community awareness of the relationship between community development practices and the community’s level of hazard vulnerability and risk. Also, raising citizen awareness can help gain support for ongoing planning efforts.

By using information developed from the hazard analysis, planners think about how a hazard or threat would evolve in the jurisdiction and what defines a successful operation to address that hazard. Starting with a set of assumptions or estimates about the frequency and intensity of the hazard or threat, the team imagines an event’s development in terms of prevention and protection efforts, through initial warning (if available) to its specific impacts on the jurisdiction (e.g., collapsed buildings, loss of critical services or infrastructure, death, injury, or displacement). During this process of building an event scenario, the planning team identifies the needs and demands that

require actions and resources to be addressed. Planners are looking for agent-, response-, and constraint-generated needs and demands.

- Agent-generated needs and demands are caused by the nature of the hazard or threat. They lead to functions such as law enforcement intervention, public protection, population warning, and search and rescue.

- Response-generated needs and demands are caused by actions taken in response to an event-generated problem. These tend to be common to all operations. An example is the potential need for emergency refueling during a large-scale evacuation. Subsets could include the needs to find a site for refueling, identify a fuel supplier, identify a fuel pumping method, control traffic, and collect stalled vehicles.

- Constraint-generated demands are caused by things planners must do, are prohibited from doing, or are not able to do. The constraint may be caused by a law, regulation, or management directive or by some physical characteristic (e.g., terrain and road networks that make east-west evacuations impossible).

Once the needs and demands are identified, the planning team restates them as operational priorities, goals, and objectives. Written properly, they tell responding organizations what to accomplish and by when. **Operational priorities** indicate a desired end-state for the operation. **Goals** are broad, general statements that indicate the intended solution to problems identified by planners during the previous step. They are what personnel and equipment resources are supposed to achieve. They help identify when major elements of the response are complete and when the operation is successful. **Objectives** are more specific and identifiable actions carried out during the operation. They lead to achieving response goals. They are the things that participants in the operation have to accomplish — the things that translate into activities, implementing procedures, or operating procedures by responsible organizations. As goals and objectives are set, planners may identity more needs and demands.

"Why do you need to identify Goals and Objectives"?

Plans and actions based on clear goals and objectives are more likely to succeed in meeting the community's needs.

Example:
Goal: Protect the public and downtown businesses from flood waters.

Objective: Lay sand bags between river's edge and affected properties.

Action Step: Lay sand bags 3 feet high and extend them 20 feet beyond the property's edge, 2 hours before the river exceeds its flood level.

STEP 4: IDENTIFY ACTIONS & ASSESS CAPABILITIES

Overview:

This step involves generating and comparing alternative strategies for achieving the goals and objectives identified in Step 3. It involves two tasks.

1. Develop and analyze courses of actions to be conducted during an incident, and
2. Identifying resources that determine a jurisdiction's capability to take action,

Simply put, it answers the questions to:

1. What do you want to do? Identified in Step 3 through the Goals and Objectives
2. How do you want to do it? Identify actions
3. What do you want to do it with? What resources are available to conduct the actions

Identifying Actions:

The size of the jurisdiction and its available resources will help determine the planning method that should best be used to identify appropriate actions. There are three general approaches used, including:

A) **Function-Based Planning**: This approach identifies the common actions that a jurisdiction must perform during emergencies. Common strategies usually include: communications, public information and warning, damage assessment, and direction and control, to name a few.

B) **Scenario-Based Planning**: Allows planners to analyze the impact of a hazard scenario and determine the most appropriate actions to minimize the impact of that hazard, such as flooding, wind storm, pandemic, cyber attack, wildfire, etc.

C) **Capabilities-Based Planning**: Provides planners with an assessment of the jurisdiction's capabilities to respond to a hazard incident, including which agencies will respond, what equipment will be used, the number of personnel, their training and skills, and the facilities used.

Hybrid Planning: This method is a combination of all three approaches and is best used by jurisdictions with a large population and area that requires a greater response capability. The State of Michigan has used this approach in developing the MEMP. The MEMP incorporates 8 emergency support functions, 23 State Agencies, and 22 scenarios.

No matter which approach is used, each (strategy, scenario, or capability) is typically addressed as an annex/appendix to the plan, providing specific details not covered in the basic plan portion.

Process

When developing action, planners depict how an operation unfolds by building a portrait of the event, key decision points, and participant activities. This process helps planners identify actions that occur immediately at event initiation, tasks that are more focused in the middle of the event, and tasks that are needed at the end of the event. The planning team should work through this process

by using tools that help members visualize operational flow, such as a white board. Strategy development follows the following steps and guidelines:

WORKSHEET ACTIVITY

Use the following steps and figure 4.1 to identify courses of actions at all points in the event's timeline.

1. **Establish the Timeline**: Cover all mission areas in the timeline, typically using the speed of event onset to establish the overall timeline. The placement of decision points and response actions on the timeline depicts how soon the different government entities enter the process.

2. **Depict the scenario**: Planners use the scenario information developed in Step 3 (Define Goals and Objectives) and place this event information on the timeline.

3. **Identify and depict decision points**: Decision points indicate when leaders anticipate making decisions about a course of action. The points indicate where and when decisions are required to provide the best chance of achieving an intermediate objective or a response goal (the desired end state). They also help planners determine how much time is available or necessary to complete a sequence of actions.

4. **Identify and depict operational tasks**: For each operational task depicted, some basic information is needed. This information helps planners incorporate the task into the plan when they are writing it. An operational task is correctly identified when planners can answer the following questions about it:

   - What is the action?
   - Who does it?
   - When do they do it?
   - How long does it take/how much time is actually available to do it?
   - What has to happen before the task can be performed?
   - What happens after the task has been completed?
   - What resources does the task require?

5. **Identify resources (assess capabilities):** Initially, the planning team identifies resources needed to accomplish operational tasks. Once the planning team identifies all the needs and demands, they begin matching available resources to requirements. By tracking obligations and assignments, the planning team determines resource shortfalls and develops a list of needs that private suppliers or other jurisdictions might fill. The resource base should also include a list of facilities vital to emergency operations, and the list should indicate how individual hazards might affect the facilities. Whenever possible, position the resources (that are used to respond to certain hazards) near vulnerable areas, in advance of the events.

6. **Identify information and intelligence needs:** Another outcome from the incident planning effort is a "list" of the information and intelligence needs for each of the response participants. Planners should identify the information and intelligence they will need and the deadline(s) involved in using that information for decision-making and justifying critical actions. These needs eventually find their way into conceptual or operational plans.

7. **Assess progress:** When developing courses of action, the process should be periodically paused so the planning team can:

- Identify progress made toward the end state, including goals and objectives already met, and any new needs or demands,
- Identify "single point failures" (i.e., tasks that, if not completed, would cause the operation to fall apart),
- Check for omissions or gaps,
- Check for inconsistencies or problems in organizational relationships.
- Check for mismatches between the jurisdiction's plan and plans from other jurisdictions with which the jurisdiction interacts.

Considerations

- Develop a scenario and use the Timeline Worksheet on the next page to place decision points and response actions on the timeline to determine when participating members should enter the plan.

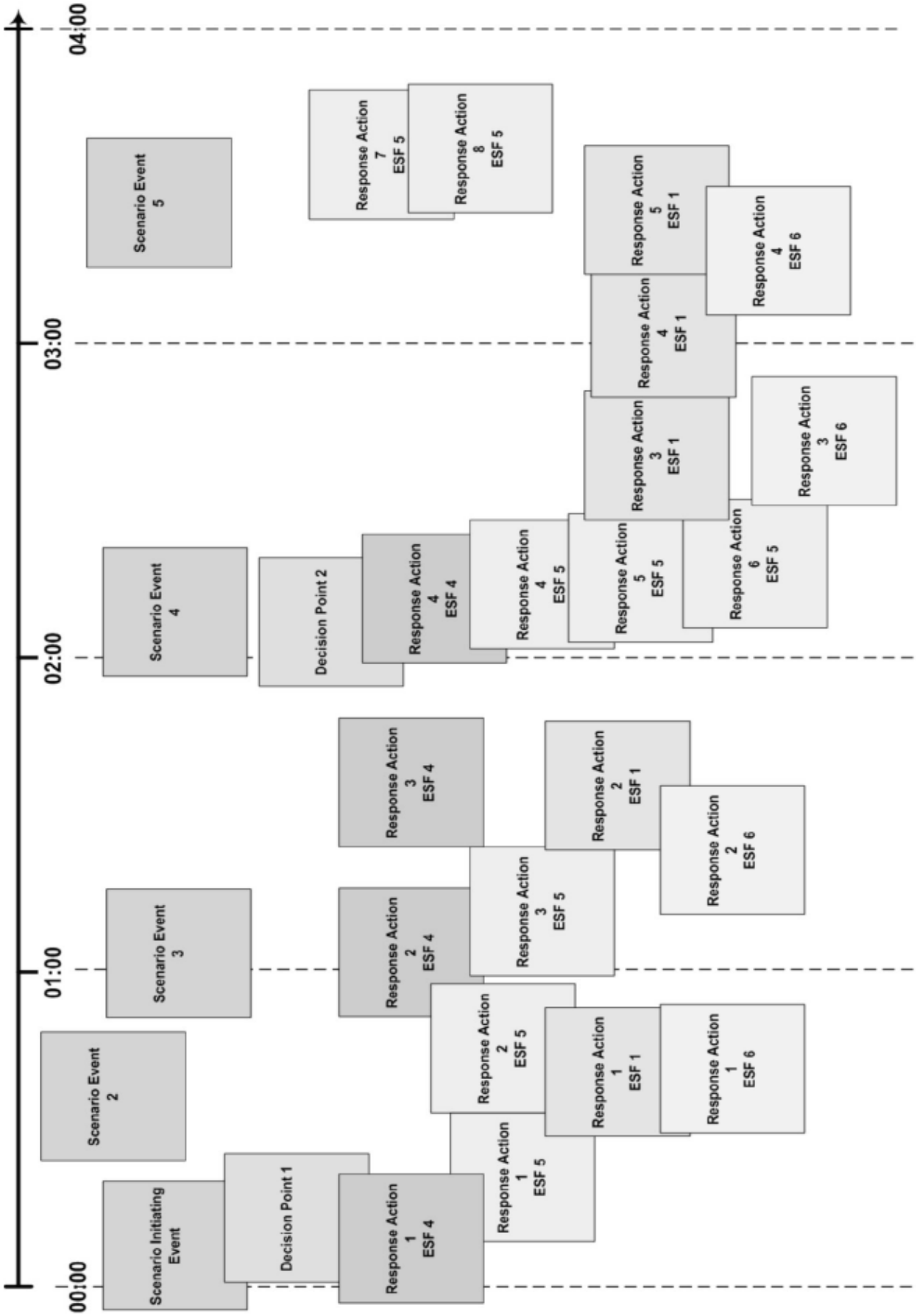
- Conduct a capability assessment, identifying:
    - Personnel and their skills (look at volunteer groups, Community Emergency Response Teams (CERTs), NGOs).
    - Equipment
    - Facilities
    - Standard Operating Procedures
    - Hazardous Material Training
    - Vital Records Protection

- Review the Michigan Emergency Management Plan (MEMP) for guidance on how the "hybrid planning" approach is used. The MEMP incorporates 8 emergency support functions, 23 State Agencies, and 22 scenarios.

- Continue to update capability assessments

- Include actions for assisting household pets and service animals in the planning process, as well as functional needs populations.

FIGURE 4.1: COURSE OF ACTION TIMELINE



STEP 5: EVALUATE AND SELECT FEASIBLE ACTIONS

Overview:

Now that you have identified actions for managing risks, based on the use of one or more of the planning approaches, you must determine whether those actions are feasible and within the means of the community's authority and operating standards. Sources of evaluation criteria include:

- Presidential Directives
- Governor's Executive Orders and Directives
- State Statutes
- Local Ordinances and Resolutions
- Legal Authorities
- Codes of Conduct
- Codes of Ethics
- MIOSHA regulations
- Law Enforcement Standards
- NFPA Standards

Probably the most well known criteria used are those enacted in accordance with the NIMS. Per MI Governor's Order 2005-09, all incidents will be managed using the standards of the NIMS.

Legal Authority:

A thorough knowledge of local and state laws pertaining to emergency management is necessary to reduce liability and ensure that actions are appropriate. A local resolution provides the basis for the EMC's position and responsibilities. The EMC should also be familiar with the state's emergency management law, *PA 390.* If municipalities are to be included in a county program, each municipality should have a local ordinance stating its relationship with the county during emergency or disaster situations. Other issues, such as evacuation authority, emergency expenditure of funds, resource use and commandeering, etc., should be researched for adequacy, and new policies developed as needed.

Planning Assumptions:

Assumptions are statements established only during the planning stages, but used as facts if they become necessary for solving problems during emergency responses. Planners devise assumptions because at a point in time during the incident, depending on the situation, if actions need to be modified or changed from what is written in the plan, it might open liability issues. A stated assumption in the plan allows changes to occur because in a situation in which the initial course of action can not be executed, a new course of action is needed to address the problem. This new course of action may go against the authorities or standards as described above, but identifying these in the planning stages lessens liability in executing the plan correctly. Two examples of how an assumption can be used follow:

Example 1: "Communication will be relayed between multi-agencies using plain language terminology in accordance with the NIMS".

The actions to communicate using plain language in accordance with the NIMS could be problematic in the event of a terrorist incident where the terrorists could have access to the same frequency the responders are using. To proceed in the operations, the responding agencies may need to use coded language (contradicting their written plan) so that the terrorist cannot misuse information in clear, plain language communication.

Example 2: “For planning purposes, assume that absent employees include leaders, department heads and personnel with primary responsibility for essential functions”.

In a pandemic flu incident, the essential functions of the locality or organization may be impacted and/or suspended due to the absence of the leaders and department heads who make the decisions.

WHAT TO DO

Communities should look at the regulations and authorities for their emergency management program and those pertaining to the agencies and personnel conduct. Review the actions identified in Step 4, and determine whether the actions are feasible. If not, identify and use other actions that are within the means of the authorities.

STEP 6: PLAN DEVELOPMENT, REVIEW AND APPROVAL

Developing the Plan:

This step turns the results from step 5 into an operations plan. The planning team develops a rough draft of the basic plan using the steps in this workbook. The team also develops functional or hazard annexes or other parts of the plan as appropriate, depending on the type of planning approaches used and how functions are best organized in the community. As the planning team works through successive drafts, the members add necessary tables, charts, and other graphics. A final draft is prepared and circulated to organizations that have responsibilities for implementing the plan, in order to obtain their comments.

Plan Format

EOP are formatted in three different ways, according to how the actions were identified in Step 4 of the planning process. These formats are:

1. Agency-Based Format:

This format is generated by using the capabilities-based planning approach that identifies the jurisdiction's agencies and personnel available to conduct the actions. Actions are divided among each of the agencies, which may or may not share responsibilities to conduct actions. This format is best used by smaller communities as a way to manage the actions more easily; making agencies responsible for implementing the actions rather than an individual(s).

2. (Traditional) Function-Based Format

This format is generated by using commonly performed tasks needed to perform necessary functions. The functions are typically uniform across the State and include: Communications & Warning, Direction and Control, Human Services, Public Information, Damage Assessment, Public Safety, Fire Services, and EMS. These functions may contain a mix of agencies to perform certain actions within the function. This is the most common format used.

3. Emergency Support Function-Based Format

This format is generated by using a set of 15 support functions established by the federal agencies in responding and managing incidents. This is best used by large jurisdictions that have many resources, and the capacity to conduct all of the functions.

Each format contains a basic plan (typically the front section of the document) describing information such as:

- Purpose of Plan
- Situation and Assumptions
- Concept of Operations
- References and Authorities
- Assignments and Responsibilities
- Community Profile
- Hazard Vulnerability
- Organizational Structure
- Development and Maintenance of Plan description

- EOC coordination
- Communication
- Public awareness and education

Determining which format to use should be based on the following questions:

- Are the operations best structured by delegating functions to each agency and letting each one handle their courses of action (using an Agency-Based format), or

- Are they best structured by coordinating agencies to handle the common tasks they've agreed will be performed by multiple agencies (using traditional/function-based format), or

- Are they best structured by identifying all their capabilities and assigning delegating each (function or agency) to one of the 15 emergency support functions, (using ESF format).

No matter which format is used, make sure to follow these guidelines when writing the plan, to improve its ease of use and clarity.

- Keep the language simple and clear by writing in plain English. Summarize important information with checklists and visual aids, such as maps and flowcharts.

- Avoid using jargon and minimize the use of acronyms.

- Use short sentences and the active voice. Qualifiers and vague words only add to confusion.

- The amount of detail a plan should provide depends on the target audience and the amount of certainty about the situation. Plans written for a jurisdiction or organization with high staff turnover might require more detail.

- Format the plan and present its content so that readers can quickly find solutions and options. Focus on providing mission guidance and not on discussing policy and regulations. Plans should provide guidance for carrying out common tasks, as well as enough insight into intent and vision so that responders can handle unexpected events. However, when writing a plan, "stay out of the weeds." Procedural documents (e.g., standard operating procedures) should provide the fine details in a separate document.

PLEASE TAKE NOTE

EMHSD/MSP does not advocate one specific plan format over another (except where a jurisdiction intends to meet specific planning guidelines for a particular program, such as Community Rating System (CRS)). The main goal is for the plan to contain all the required material, as spelled out in the "Review Guide for Local Emergency Operations Plans and Emergency Action Guidelines," EMHSD/MSP Pub 201a.

WHAT TO DO

Access the MSP/EMHSD website **(www.michigan.gov/emhsd)** and download planning templates available under the "planning" link on the left side of the screen to assist in developing a jurisdiction's response planning capability.

Plan Review

The written plan should be checked for its adherence to applicable regulatory requirements and the standards of Federal and State agencies (as appropriate) and for its usefulness in practice. Planners should consult with the next level of government about its plan review cycle. Reviews of plans allow other agencies with emergency or homeland security responsibilities to suggest improvements to a plan on the basis of their accumulated experience. States may review local plans; FEMA regional offices may assist States in the review of emergency plans, upon request. Hazard-specific Federal programs (such as the Radiological Emergency Preparedness Program [REPP]) require periodic review of certain sections of the all-hazards plan and may require review of associated SOPs. Conducting a tabletop exercise involving the key representatives of each tasked organization may serve as a practical and useful means to help validate the plan.

Use of an assessment tool (such as one built around the Core Capabilities List) to examine overall preparedness — including planning — is another method of review. When reviewing plans, the following questions are examples of what to ask as part of the validation process:

- Is the plan's scope and concept of operations sufficient for participants to accomplish their assigned tasks? Are the assumptions valid? Do the plans comply with task assignments and guidance from leadership and management?

- Does the plan satisfy leadership's or management's task assignment and demonstrate effective use of resources (defined as adequacy and feasibility)? Adequacy determines whether or not the scope and concept of planned operations are capable of satisfying the assigned tasks. Feasibility means that assigned tasks can be accomplished by using available resources.

- Acceptability: Are the plans worth their cost and do they incorporate considerations of homeland security and political acceptability?
  - Consistency with doctrine: Do operation plans comply with standards and the NIMS?
  - Completeness: Does the plan adequately define who will execute it? Does it describe how it will be accomplished?

Plan Approval

Once the plan review is completed, the emergency or homeland security manager should present the plan to the appropriate elected officials and obtain official promulgation of the plan. The promulgation process should be based in a specific statute, law, or ordinance. Obtaining the senior official's approval through a formal promulgation documentation process is vital to gaining the widest acceptance possible for the plan. It is also important to establish the authority required for changes and modifications to the plan.

Once approval is obtained, the emergency or homeland security manager should arrange to distribute the plan and maintain a record of the people and organizations that received a copy (or copies) of the plan. "Sunshine" laws may require that a copy of the plan be posted on the jurisdiction's Web site or be placed in some other publicly accessible location.

STEP 7: PLAN IMPLEMENTATION AND UPDATE

Implementing and evaluating a plan's effectiveness involves the use of training and exercises, and the evaluation of actual events, to determine whether the goals, objectives, decisions, actions, and timing outlined in the plan led to a successful response. In this way, homeland security and other emergency preparedness exercise programs (e.g., HSEEP, Radiological Emergency Preparedness Program [REPP], and Chemical Stockpile Emergency Preparedness Program [CSEPP]) become an integral part of the planning process. Similarly, planners need to be aware of lessons and practices from other communities. The Lessons Learned Information Sharing Web site **(http://www.llis.dhs.gov**) provides an excellent forum for evaluating the concepts identified in a jurisdiction's plan against the experiences of others.

Commonly used criteria can help decision-makers determine the effectiveness and efficiency of plans. These measures include adequacy, feasibility, acceptability, completeness, and compliance with guidance and authorities. Decision makers directly involved in planning can employ these criteria, along with their understanding of plan requirements, not only to determine a plan's effectiveness and efficiency but also to assess risks and define costs. Some types of analysis, such as a determination of acceptability, are largely intuitive. In this case, decision-makers apply their experience, judgment, intuition, situational awareness, and discretion. Other analyses, such as a determination of feasibility, should be rigorous and standardized to minimize subjectivity and preclude oversights.

Adequacy. A plan is adequate if the scope and concept of planned operations identify and address critical tasks effectively; if the plan can accomplish the assigned mission while complying with guidance, and if the plan's assumptions are valid and reasonable, and if its quality meets regulatory requirements.

Feasibility. When determining a plan's feasibility, planners assess whether their organization can accomplish the assigned mission and critical tasks by using available resources within the time contemplated by the plan. They allocate available resources to tasks and track the resources by their status (assigned, out of service, etc.). Available resources include internal assets and those available through mutual aid or existing state, regional compact, or federal assistance agreement.

Acceptability. A plan is acceptable if it meets the needs and demands driven by a threat or event, meets decision-maker, public cost and time limitations, and is consistent with the law. The plan can be justified in terms of the cost of resources and its scale being proportional to mission requirements. Planners use both acceptability and feasibility tests to ensure that the mission can be accomplished with available resources, without incurring excessive risk regarding personnel, equipment, materiel, or time. Planners verify that risk management procedures have identified, assessed, and applied control measures to mitigate operational risk (i.e., the risk associated with achieving operational objectives).

Completeness. Planners must determine whether the plan:

- Incorporates all tasks to be accomplished,
- Includes all required capabilities,
- Provides a complete picture of the sequence and scope of the planned response operation (i.e., what should happen, when, and at whose direction),
- Makes time estimates for achieving objectives, and
- Identifies success criteria and a desired end state.

Compliance with guidance and authorities. The plan needs to comply with guidance and authorities to the maximum extent possible, because these provide a baseline that facilitates both planning and execution.

Plan Maintenance

Planning teams should establish a process for reviewing and revising the plan. Reviews should be a recurring activity. Some jurisdictions have found it useful to review and revise portions of their operations plans every month. Many accomplish their reviews on an annual basis. In no case should any part of the plan go for more than two years without being reviewed. Teams should also consider reviewing and updating the plan after the following events:

- A change in operational resources (policy, personnel, organizational structures, or leadership management processes, facilities, or equipment);
- A formal update of planning guidance or standards;
- A change in elected officials;
- Each activation;
- Major exercises;
- A change in the jurisdiction's demographics or hazard or threat profile; or
- The enactment of new or amended laws or ordinances.

The planning process is all about stakeholders bringing their resources and strengths to the table to develop and reinforce a jurisdiction's emergency management and homeland security programs. Properly developed, supported, and executed operational plans are a direct result of an active and revolving program.

APPENDIX A

EMERGENCY PLANNING RESOURCES AND REFERENCES

Federal Authorities:

- P.L. 93-288, as amended (The Robert T. Stafford Disaster Relief and Emergency Act)
- Homeland Security Presidential Directive (HSPD) - 5.
- Homeland Security Presidential Directive (HSPD) - 8
- Disaster Mitigation Act 2000

State Authorities:

- Public Law 93-288, as amended
- Act 390, P.A. 1976 as amended (The Michigan Emergency Management Act): The state law mandating the appointment of local EMCs and providing the framework for state and local actions during emergencies and disasters. A copy of the law is available from the EMHSD as EMHSD PUB-102.
- Michigan Emergency Management Plan (MEMP), 2014
- The Michigan Occupational Safety & Health Act (MIOSHA)
- State of Michigan promulgated Occupational Health Rules 325.52101-325.52137 (HAZWOPPER)

References:

Emergency Management and Homeland Security Division Publications:

PUB-102 Michigan Emergency Management Act
PUB-103 Michigan Hazard Analysis
PUB-201 Local Emergency Planning Workbook
PUB-201a Review Guide for Local Emergency Operations Plans and Emergency Action Guidelines
PUB-204 Local Support Plan Guide
PUB-206 Local Emergency Management Standards
PUB-206a Emergency Management Standards Workbook and Assessment Guide for Local Jurisdictions
PUB-207 Local Hazard Mitigation Planning Workbook
PUB-305 LEPCs: Organizing for Success
PUB 308 Planning Guidance for Community Hazmat Response Plans
PUB-401 Emergency Information Procedures Workbook
PUB-701 Emergency Management Training Curriculum Guide
PUB-702 Disaster Exercise Manual
PUB-901 Michigan Damage Assessment Handbook

FEMA Publications:

Check FEMA's website for more details and additional resources:
http://www.fema.gov/library/index.jsp

FEMA 141 Emergency Management Guide for Business and Industry. A Step-by-Step Approach to Emergency Planning, Response and Recovery for Companies of All Sizes. This guide provides step-by-step advice on how to create and maintain a comprehensive emergency management program.

FEMA “How to” series of mitigation planning are designed to assist states, communities, and tribes in enhancing their hazard mitigation planning capabilities.

FEMA 386-1 How to Guide #1: Getting Started Building Support for Mitigation Planning.
FEMA 386-2 How to Guide #2: Understanding Your Risks: Identifying hazards and estimating losses.
FEMA 386-3 How to Guide #3: Developing a Mitigation Plan: Identifying Mitigation Actions and Implementation Strategies.
FEMA 386-4 How to Guide #4 Bringing the Plan to Life: Implementing the Hazard Mitigation Plan
FEMA 386-7 How to Guide #7: Integrating Man-Made Hazards into Mitigation Planning.
FEMA 386-8 How to Guide #8: Multi Jurisdictional Mitigation Planning.

FEMA Guidance on Planning for Integration of Functional Needs Support Services in General Support Services in General Population Shelters.

CPG 101 Developing and Maintaining Emergency Operations Plans, November 2010

CPG 302 Incorporating Household Pets and Service Animals Considerations in Emergency Operations Plans.

Emergency Management Institute Catalog of Activities. Download from:
http://training.fema.gov/EMICourses/EMICatalog.asp

Department of Homeland Security Publications:
National Response Framework, May 2013
National Incident Management System, December 2008
Core Capabilities List, September 2011
National Preparedness Goal, September 2011
Overview of the National Planning Frameworks, May 2013
National Infrastructure Protection Plan, 2013

Additional References:
National Fire Protection Agency (NFPA), Standard 1600
Emergency Management Accreditation Program (EMAP) Standards

APPENDIX B

WORKBOOK SUMMARY CHECKLIST

Note: This checklist highlights the "action steps" in this workbook and can serve as a useful tool to mark progress towards completion of your community's EOP.

SECTION 1: EMERGENCY MANAGEMENT PROGRAM OVERVIEW

Review of:

- ☐ Michigan Emergency Management System
- ☐ Response Procedures

SECTION 2: INFLUENCES ON EMERGENCY PLANNING

Review of:

- ☐ National Incident Management System.
- ☐ National Response Framework
- ☐ National Preparedness Goal
- ☐ Integrated Planning System
- ☐ Overview of the National Planning Frameworks,
- ☐ Emergency Management Accreditation Program
- ☐ National Fire Protection Agency, Standard 1600

SECTION 3: EMERGENCY MANAGEMENT COMPONENTS

Review of:

- ☐ Local Planning Team
- ☐ Strategic Planning
- ☐ Training
- ☐ Exercising
- ☐ Community Education
- ☐ Hazard Mitigation
- ☐ Operational/Response Planning
- ☐ Mutual Aid and Assistance Agreements
- ☐ Resource Management
- ☐ Communications
- ☐ Emergency Operations Center Management

SECTION 4: BASIC PLAN – PLANNING PROCESS

Review of:

- ☐ Form a Planning Team
- ☐ Identify Hazards and Risks (Hazard Analysis)
- ☐ Community Profile
- ☐ Hazard Identification
- ☐ Risk Assessment
- ☐ Vulnerability Determination
- ☐ Define Goals and Objectives
- ☐ Identify Actions & Assess Capabilities
- ☐ Evaluate and Select Feasible Actions
- ☐ Plan Development, Review and Approval
- ☐ Plan Implementation & Update