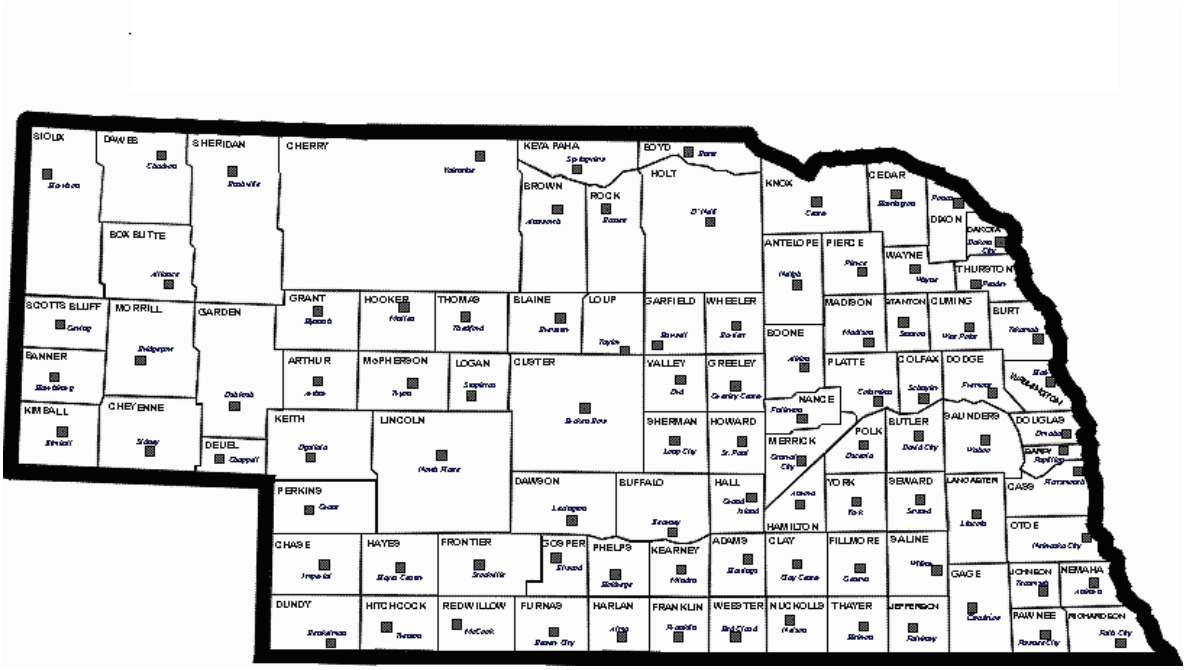
The Nebraska Emergency Manager's Handbook



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The Nebraska Emergency Management Agency

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There can be no guarantee of a perfect response system, nor is any expressed or implied in this Handbook. Local and state assets are vulnerable to disasters and may be overwhelmed. Governments can only attempt to make every reasonable effort to respond based on the situation, information and resources available at the time of and following the disaster.

This handbook is not intended to limit or restrict initiative, judgment or independent action required to provide appropriate and effective disaster planning, preparation, mitigation, response and recovery. At the same time, freedom of initiative cannot be used as an excuse for failure to take necessary coordinated actions to accomplish these objectives. This handbook does not supersede or supplant any policies, directives, guidelines or conditions of employment by an emergency manager's hiring authority or jurisdiction. This handbook is considered a dynamic document and accordingly there will be a current version but no final version.

NEBRASKA EMERGENCY MANAGER'S HANDBOOK

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Foundation of Emergency Management

Introduction

Emergency Managers (EM) across Nebraska face similar challenges; the need to train local volunteers, complete threat and risk assessments, identify and determine the availability of resources, maintain a public awareness campaign, cope with population growth, lack of actual disaster response experience, all while juggling a substantial number of daily tasks. In addition, local Emergency Managers face the difficulty of obtaining and coordinating local government support, politically, managerially and financially, for emergency management activities and program implementation. The local emergency professional is unique in the broadening field of risk management.

The roles and responsibilities of local Emergency Managers have changed since September 11, 2001. Greater emphasis is being placed on terrorism prevention, grant management, exercise & training program development & maintenance, and other Homeland Security related activities. The trend for change and growing responsibilities will continue.

The mission of the Emergency Manager is to create a community organization to reduce vulnerability to hazards and cope with disasters. This is done by coordinating and integrating all activities necessary to build, sustain, and improve the capability to mitigate against, prepare for, respond to and recover from threatened or actual natural disaster, acts of terrorism or other human causes disasters.

This Handbook will help familiarize you with the many variables and challenges of the Emergency Management profession. This Handbook is an ongoing effort to provide accurate and timely information to assist both new and experienced local Emergency Managers in the State of Nebraska.

The Comprehensive Emergency Management Program (CEMP)

Emergency Management is the profession dealing with the dynamic process of purposeful, coordinated efforts among government, non-government, not-for-profit agencies, and public/private sector organizations. These activities will help you in all hazards, all phases, all impacts and all stakeholders to Prepare, Respond, Recover and Mitigate these events.

Obtaining and maintaining public support is the key to an effective emergency management program. An effective program will help reduce liability and enhance community resilience when disaster threatens or strikes.

The (Classic or Pre- 9-11) Four Phases of Emergency Management

The Comprehensive Emergency Management Program is divided into four separate but related phases. These are:

1. Mitigation:

   Mitigation is any action "determined to be cost-effective which substantially reduces the risk of future damage, hardship, loss, or suffering in any area affected by a major disaster" (Stafford Act, P.L. 93-288, as amended, Sec 404). Mitigation is the foundation of an all hazards, risk-based emergency management program. It saves lives, reduces property damage, and helps to preserve the economy in the disaster area. Proactive mitigation (to reduce the likelihood or lessen the potential effects of disasters) programs include flood plain management, fire prevention, building codes and development of structural standards, safe rroms, land-use regulations and advocacy with urban planning and zoning commissions to factor emergency management considerations into community design. Reactive mitigation (to reduce effects based on past experience) programs include flood insurance, disaster preparedness improvement grants, and development of predictive models of damage based on past experience.

2. Preparedness:

   Preparedness is pre-planning for an emergency or disaster to occur, and working to increase resources and the ability to respond effectively. Planning, forming emergency organizations, training and exercising are all forms of preparedness activities. As an EM, you will assist state and local government agencies and private sector organizations to develop preparedness plans. Disaster preparedness exercises, involving responder organizations, elected officials, local social, civic, volunteer, for-profit, business organizations, other counties should be conducted to assure that proposed plans and coordination activities will work. Additional preparedness activities ensure that effective communication systems, operating facilities, and specialized equipment are in place to support emergency response and recovery operations.

3. Response:

   Response actions cover the period of time shortly before, during and after a disaster, during which activities are conducted to save lives and minimize damage. Activation of the local and State Emergency Operations Centers (EOCs) search and rescue, and reception and care of disaster victims are examples of the response actions. During this period, emergency coordination functions are generally carried out in the local and State EOCs. This facility houses representatives of each department and organization involved in response activities in order to ensure cohesive response to the situation and to ensure the public is given concise, meaningful and timely information regarding the disaster.

4. Recovery:

   Recovery is that period when the immediate threat to life and property has passed.

Activities such as cleanup, repair, and restoration become a priority. This stage will continue until all life support systems and critical facilities are returned to normal or near-normal operations. Local, State and Federal damage assessment teams, as the situation dictates, may survey damaged areas. The local emergency manager is generally expected to work closely with the teams to ensure swift completion of the assessment process. On-site Disaster Centers may be established within affected communities.

As a result of 9-11 and the creation of the Department of Homeland Security, the EM professional field was expanded. And as Federal guidelines shape the course for change, one will find two additional concepts in current literature and discussions.

1. Prevention:

   These are specific actions take to avoid an incident or to intervene to stop an incident (focus is on terrorism) from occurring. This primarily involves other agencies, generally law enforcement, in a cooperative effort and uses intelligence and data, inspections, surveillance and security operations, threat analysis, public health and agricultural monitoring, in efforts to deter, disrupt or thwart terrorism.

2. Protection;

   These actions are to reduce vulnerabilities of critical infrastructure or key resources (CI/KR) in order to deter, mitigate or neutralize terrorism, major disasters and other emergencies. This requires coordinated action from Federal, state and local governments and agencies, the private sector and concerned citizens. Homeland Security Presidential directive 7, 12-17-2003 is the driving force behind this current thrust

Utilizing the Integrated Emergency Management System (IEMS) To Achieve CEMP:

IEMS was developed to improve the nation's capability to respond to major emergencies and disasters. Several "Integrated Functions" stressed by IEMS include:

- Integration of "all hazards" into disaster planning and management activities.

- Activities related to disaster management, planning, and responses are integrated into the daily work activities of all departments, agencies, and organizations that respond to or support disaster activities.

- All appropriate personnel from the participating public, private, and volunteer agencies/organizations are included in the disaster planning and management process.

- The four phases of CEMP are integrated into disaster planning and management activities.

IEMS recognizes that no single agency can, by itself, respond effectively to a disaster. Organizing, planning, responding to, and recovering from a disaster will require teamwork (public, private, volunteer).

Chapter 2

The Local Emergency Manager

Roles and Responsibilities

The Emergency Manager (EM), as designated by law, local ordinances, resolutions or by job description is responsible for the components of the emergency management program in the jurisdiction. The EM is the jurisdiction's primary point of contact and liaison with State and Federal Emergency Management personnel.

The EM has two principal roles: Planning and Coordination. The Coordination between local agencies and organizations, and the State and Federal agencies in a disaster is a pivotal responsibility and typically falls on the EM. Planning and engaging all interested and responsible parties is essential for an effective EM program.

Management Tools

Listed below is a set of tools that can be utilized to make your emergency management program more efficient. Please refer to this handbook, your County's Local Emergency Operations Plan (LEOP) or the FEMA's Independent Study courses to get additional information on each management tool.

- Hazard Analysis and Vulnerability Assessments – this identifies known and potential hazards and threats in the jurisdiction
- Capability Assessments – these data come from the first responders and support agencies; listing equipment, trained personnel, "what they can bring to the table" during a disaster
- Local Emergency Operations Plan – this is the core document of your local program.
- Standard Operating Guides or Procedures – these explain or direct staff on specific operational skills or specific task operations such as using a hand-held radio.
- Local and State Training Sessions, Workshops -
- Emergency Management Exercises – required to test plans and procedures
- Grant Program Management – NEMA grants handbook is major reference
- National Incident Management System (NIMS) – a process oriented disaster incident management system required, by Governor's directive, to be used.
- FEMA supported training; Emergency Management Institute (EMI) – excellent source for training and information, many job aids available; free
- Planning, Exercise, Training Region participation

Advisor/Liaison and Public Educator

The EM is expected to be the representative to the local officials before, during, and following disasters. In this role, the EM brings awareness of potential assistance and suggests solutions based on the needs of a community and available

resources. During times of crisis, the EM serves as a liaison and keeps local officials apprised of the situation to assist them in making the best decisions possible. The EM also serves as a liaison to the State and Federal EM offices and is expected to establish communication between all levels of government in the time of need. At times the EM will need to assist the Public Information Officer with public education and emergency awareness.

Local Risk/Hazard Analysis

A comprehensive EM program should consider the following questions; "What emergencies or disasters will affect our citizens and communities?" and "How will we deal with them?" It is vital that the EM has access to this information, therefore one of the first tasks is to conduct a, or review the most recent jurisdiction specific hazard analysis. This process, the "Hazard Identification and Risk Assessment (HIRS), was last completed in 2008-09.

A local hazard analysis can be completed in several ways. Reviewing past emergency management files and records, reviewing other jurisdiction's historical records (including newspapers and other historical files), and by working closely with Planning & Zoning Departments, Building Code Committees and the County Engineer's Department/Public Works Office, EMs can obtain a historical picture of past threats. Working with local first responders, State and Federal agencies (such as DHS) and other responding entities the EM will determine any new threats that may have gone undetected.

A current risk/hazard analysis will help determine what types of risks or scenarios a community is most susceptible. The Emergency Manager must know today's risks in order to address the capabilities of their community and those of neighboring jurisdictions in order to be prepared. .

Planning

By law (Nebraska Emergency Management Act 1996 R.S.S., 81-829.46 (9) "each city, village, county … shall prepare and keep current …emergency operations plan…" The following types of plans are encountered on the job. Often a particular type of plan is specified for a grant application or eligibility, to ensure grant compliance check with your grant manager at NEMA.

Planning Approaches

The EM will be tasked with developing several kinds of plans and plans to address specific functions (evacuation, communications and warning, etc.) or issues such as training or public education. The following are three commonly used approaches or methods used by EMs.

1. Capabilities based planning: The Department of Homeland Security (DHS) currently advocates that all state and local jurisdictions implement the Capabilities-Based Planning approach. Capabilities-Based Planning uses risk/hazard analysis to identify the response capabilities needed to meet specific

community needs. Communities with limited resources must leverage the resources they have in order to better prevent, respond to, and recover from a terrorist attack or disaster. The future DHS grants will involve determining levels of capability (Fire, HAZMAT, EMS, etc.), identifying current gaps in resources, preparing strategies to meet specific gaps or deficiencies (mutual aid agreements and regional assets), and describing how DHS funding will be used by your jurisdiction to address those gaps. The three key DHS documents listed below make available the resource tools and guidance needed to develop the Capabilities–Based Planning approach to help pinpoint capability strengths or gaps for your community.

a. The Universal Task List (UTL) provides a list and description of the capabilities needed to perform critical Homeland Security tasks.

b. The 15 National Planning Scenarios gives parameters regarding the nature and scale for the incidents of national significance and the basis to define prevention, protection, response, and recovery tasks that need to be performed, as well as the capabilities required to perform them.

c. The Target Capabilities List (TCL) is designed to assist jurisdictions and agencies in understanding and defining their respective roles in a major event, the capabilities required to carry out a specialized set of tasks, and where to obtain the resources if needed.

These documents or links can be found on the Homeland Security Information Network (HSIN) or FEMA home pages.

2. Scenario based planning: This addresses who will respond, what they will do, what resources are needed and how the response will be managed. Such plans are risk based, focused on the most likely or most harmful events affecting the community. Homeland Security has identified 15 national scenarios for which the capabilities required to respond have been identified. Increasing jurisdictional capability to respond to these scenarios has been the thrust of recent HLS grants.

3. Functional planning: This approach uses processes, tasks or activities that are commonly required during any given emergency response, incident, disaster, event. Examples of emergency functions may include: communications and warning, the law enforcement and fire service or debris management functions. The, "who" is responsible for doing "what", "when", "where", "process" and "how well" is defined. The LEOP is designed as a functional plan of operations.

Local Emergency Operational Plan & Standard Operating Guidelines

The local EM is responsible for the development, maintenance, and revision of the jurisdiction's Local Emergency Operations Plan (LEOP) (Nebraska Emergency Management Act of 1996, RRS Section 81-829.46(9)). The LEOP is required to be reviewed annually and revised every five years. Revised LEOPs are made

available to the local emergency management community at no cost to the jurisdiction. They are also placed on the NEMA website as a public document.

A compliant LEOP meets the requirements other state, federal and Presidential directives, acts, regulations, guidelines. The approval and acceptance of the LEOP by the county boards and the city and village councils by jurisdictional resolutions, documents that the various obligations to protect citizens and have response and recovery policies and procedures in place prior to and during disasters and that the directives regulations and guides from governmental authorities have been met.

Information and expertise from local government department heads, businesses and industry, and the Local Emergency Planning Committee (LEPC) are valuable resources used to effectively review and revise your county's LEOP. The LEOP should be changed and modified to reflect changes in policy, should reflect lessons learned, and evolve as situations hazards and capabilities change.

Standard Operating Guidelines or Procedures (SOG, SOP) are detailed instructions of a specific task or procedure. SOPs/SOGs are kept as separate documents and **are not to be included i**n the LEOP. For example fire service has SOPs on the type if nozzle setting to use for fires, SCBA fitting, etc. public health has SOPs on setting up clinics, registering clients, etc. The emergency manager needs EM/EOC SOPs in the Emergency Operations Center so the staff can be trained or have references to operating two-way radios, entering data into incident logs, accounting procedures and the like.

Coordination of Resources

An important component of the Emergency Manager's job is to bring together all of the needed resources (special teams, trained people, equipment, services) to support the community or jurisdiction during times of crisis. This is done by coordinating the activities of governmental, public and private organizations, and agencies to facilitate the appropriate response to support the needs of the community during the emergency or disaster, and during both the short term and long term recovery periods afterwards. Depending on the event, the coordination effort may potentially require: providing transportation during an evacuation for persons with functional needs, working with the county/city attorney to address legal issues during an incident, attending to field operations support, disseminating identification cards, making formal requests for aid from nearby communities, and working with officials and local contractors to obtain, track and then replace/restore needed equipment and resources.

Emergency Operations Center (EOC)

The EM generally coordinates local responses to emergencies and disasters from a facility called an Emergency Operations Center (EOC). This coordination function includes staffing the facility by organizing, recruiting, and training Emergency Management support staff who would support all jurisdictions in operational areas not normally the functions of day-to-day government. This facility will be the central point for coordinating disaster support operations and, as such, must be kept at a

state of readiness. The EM is responsible for maintaining a call-down list of support staff, tracking and recording disaster events as they unfold, and holding briefings to coordinate disaster response/recovery efforts. During disasters or potential disasters, the local principal executive official, the EM or others as defined in your LEOP, have the authority to activate the EOC. An effective EOC facilitates continuity of government during times of crisis.

Emergency Communications System

It is vital that the EM develop and maintain an emergency communications system to warn the public as well as responders of impending danger. It is important to know what communication capabilities your community has for continuity of operations and continuity of government. Some issues to consider; does your EOC have access to cable television for important emergency announcements? Is your community's wireless communications system interoperable with your 911 dispatch center and local media outlets? How compliant and complete is your county in the State Interoperability Plan? Is the Communications Annex of the LEOP reviewed and updated annually? How does your county integrate into the "Statewide Communications Backbone" and communications regions?

Emergency Management Training and Certification

The EM, support staff, first responders, elected and appointed officials and concerned citizens should participate in a variety of professional development and training programs in order to in further enhance their emergency management skills. Under provisions of the Nebraska Emergency Management Act of 1996, [RRS Section 81-829.46(6)]. …' emergency management directors or coordinators …or deputies … shall be qualified and certified in accord with criteria established by the Nebraska Emergency Management Agency.

Information on certification requirements and other State-sponsored training opportunities is found in Chapter 16 of this guidebook. In addition to State and locally sponsored courses, the Federal Emergency Management Agency (FEMA) offers resident courses at the Emergency Management Institute (EMI) in Emmetsburg, Maryland and many more web-based independent study courses. For additional information on any of these training opportunities, contact NEMA's Planning, Preparedness, Training and Exercise (PPT&E) Division at (402) 471-7421. This information is also available on the NEMA Website at www.nema.ne.gov and at http//training.fema.gov/IS/.

All emergency managers, staff, first responders, elected officials and selected staff of support agencies and organizations involved in disaster/emergency response and recovery are required to implement appropriate National Incident Managements Systems (NIMS) protocols and procedures. Required training in this management system is also detailed on the NEMA web site.

Anyone falling within an emergency support functions, is responsible for maintaining their personnel's specialized training and certification requirements. The EM will assess emergency preparedness training needs for their jurisdiction and ensure that

formal emergency management training programs are made available to city and county administrators and personnel. Many of these programs, especially from the DHS or FEMA are at no cost. One should also consider the value of shared, regionalized training.

Emergency Management Exercises

For those jurisdictions receiving DHS/ODP funds, the local Emergency Manager is responsible for implementing and maintaining the Homeland Security Exercise & Evaluation Program (HSEEP). This process involves grant management, maintenance of a Three-Year Exercise Plan and Calendar that is both progressive and comprehensive, development of separate planning, exercise, training, and design teams, and strengthening community's response capabilities. Additionally, each jurisdiction should conduct one major exercise every two years. All exercises (orientation, drill, tabletop, functional, and full-scale) utilizing DHS/ODP funds should be reported using the HSIN portal.

Mutual Aid

Emergency Managers may assist in establishing mutual aid or cooperative assistance agreements or memoranda of understanding (MOU) to provide needed services, equipment, or other resources needed in an emergency. Emergency Managers must work with local officials to actively pursue mutual aid agreements. These relationships need to be strengthened, developed, and maintained.

Local Operating Budgets

The EM may also be responsible for preparing, submitting, and justifying the agency's annual/ biannual. emergency management budget to the elected officials. This may include agreements and costs for restocking haz-mat trailers, holding exercises, travel, training, computer and printing costs, office rental and the myriad of other costs of running a professional business.

List of Attachments:

Attachment 1: Samples of Emergency Manager Job Descriptions 2-7

EMREGENCY MANAGER POSITION DESCRIPTION EXAMPLE

The below guidance is provided as a sample position description, local policies and procedures provided by the hiring authority shall be followed.

EMERGENCY MANAGER

POSITION DESCRIPTION (SAMPLE)

DESCRIPTION: This is an appointed position responsible for the development, implementation and maintenance of an emergency management system (or *program*) in (*jurisdiction*) to:

a. reduce the vulnerability of the citizens and the communities of (jurisdiction) to damage, injury and loss of life and property resulting from terrorism, natural disasters and major emergencies;

b. to coordinate activities relating to the prevention, mitigation, preparedness, response and recovery to a terroristic event, natural disasters and major emergencies within this jurisdiction.

Such an emergency management program shall include all responsilibites outlined in the Nebraska Emergency Management Act, 81-829.31, 81-829.36 to 81-829.75.

The incumbent is charged with making certain that the first response and other supporting agencies of the emergency management program understand the threats and risks to the jurisdiction, plan for emergencies, are able to function effectively in an emergency and conduct recovery operations following a disaster.

The position requires direct responsibility for the organization, administration, and operation of the (*name of the local organization*), subject to the direction and control of the (*principal executive officer of the jurisdiction*). The position serves as the principal advisor to the (*governing board)* in disaster/emergency matters.

The incumbent, in discharging duties, must work with elected and appointed officials of the local , other county , state and Federal governments, and with private sector interests.

The incumbent is given broad and extensive authority to determine program priorities, requirements and procedures to implement and support the local, state and national programs and objectives. Completed work is reviewed in terms of net results and the achievement of broad objectives and conformance with general policies. Job effectiveness can be determined by the ability of the (*title of the position*) to take the lead in disaster mitigation, prevention, response and recovery planning, training, and coordination in the support of the Incident disasters/emergencies, making maximum use of all public and private resources available.

SAMPLE

EXAMPLES OF WORK: (This position may not be assigned all duties listed, nor do the listed examples include all the duties that may be assigned.)

- Systematically identify and analyze the natural and technological and man-made risks and hazards that pose potential threats or risks and significant consequences to (*jurisdiction*).

- Develop and maintain the Local Emergency Operations Plan (LEOP) to state standards, outlining the roles and responsibilities of government and supporting groups under various emergency contingencies by coordinating the planning of all departments , agencies and organizations having an emergency mission responsibility or capability.

- Develop a Planning, Exercise and Training (PET) program and 3 year calandar to allow key local officials opportunities to practice directing coordinated operations under simulated emergency conditions.

- Keep the (*principal executive of the jurisdiction*) fully informed on emergency management activities.

- Work with local officials in the development of a hazard mitigation program~~s~~ to eliminate or reduce potential hazards.

- Identify labor and material resources from government and private sector sources that would be available in an emergency.

- Identify resource deficiencies and work with appropriate officials on means to overcome them.

- Develop an Emergency Operations Center that incorporates internal procedures and staffing requirements to permit key executives to direct the coordinated emergency response of the local governmental departments and support groups.

- Develop and maintain an interopable communications system that best utilizes pre-existing community communications systems and interfaces with the State Interoperable Communications Plan.

- Develop and maintain a public warning system.

- Develop and maintain an emergency public information system.

- Develop and maintain a mass care system.

- Develop and maintain a public emergency management education/training program.

SAMPLE

- Coordinate with industry to identify chemical hazards and to develop industrial emergency plans and response capabilities through the county's Local Emergency Planning Committee (LEPC).

- Prepare, submit, and justify an annual emergency management budget.

- Secure technical and financial assistance available through State and Federal programs.

QUALIFICATIONS

The incumbent must have the formal education and/or experience in occupations that demonstrate the individual's ability to manage the entire emergency management program of (*jurisdiction*). Such education and/or experience should include planning, organizing, coordinating, implementing, budgeting, grants management, program development and management, and personnel management.

The ability to work cooperatively with other governmental, service, non-profit and private sector agencies and the public at large is essential. The incumbent must have public speaking skills, the ability to conduct public meetings and presentations, and have the capacity to deal with the media. Knowledge of and the ability to use computers for communications, research and word processing is required.

Significant previous experience in emergency operations is desired along with completion or ability to complete the training programs prescribed by state and Federal emergency management authorities. It is expected that within two years of employment, the incumbent will become a Nebraska Emergency Management Agency certified emergency manager at the Basic level and is encouraged to seek advanced training and certification.

SAMPLE

City of Detroit Executive Office

TITLE: EMERGENCY MANAGEMENT COORDINATOR

DEPARTMENT PROFILE: The Department of Homeland Security and Emergency Managements is searching for a strong leader and experienced manager for the position of Emergency Management Coordinator. The Emergency Management Coordinator would assist the Director with the coordination, preparation, and implementation of plans, operations, training, and information sharing related to an all hazards environment of natural and/or man made disasters. The candidate must have a strong ability to integrate strategies, network and coordinate services with a broad range of stakeholders that include neighboring counties, state and federal agencies, private sector, voluntary associations and community organizations.

EMERGECNY MANAGEMENT COORDINATOR PROFILE:

The desired candidate must demonstrate the ability to:

1. Respond to incidents as a member of the Incident Command/Unified Command (IC/UC).
2. Activate and open the Emergency Operations Center (EOC) when required.
3. Supervise and act as the Emergency Operations (EOC) manger when required.
4. Supervise the preparation of operational plans for pre-planned events, training/exercises, and emergencies/disasters.
5. Responsible for the Preparation and of Standard Operating Procedures.
6. Review related Homeland Security and Emergency Management documents to become familiarized and provide summaries.
7. Supervise and conduct risk assessments, capability assessments and vulnerability assessments.
8. Respond to request for information and data calls from a variety of agencies and departments.
9. Supervise and coordinate with Governmental, Non Governmental Officials (NGO's) private and volunteer agencies.
10. Share appropriate information with public and private partners when appropriate.
11. Maintain oversight and participate as a member of the Detroit Local Emergency Planning Council.
12. Provide community education on emergency, preparedness, response and recovery operations.
13. Supervise document control for the Office of Homeland Security and Emergency Management.
14. Perform general office management duties.
15. Attend meetings, conferences, seminars and training as required.

QUALIFICATIONS:

Bachelor's Degree from an accredited college or university. Eight years of progressively responsible managerial experience in homeland security and/or emergency management and disaster operations. Related management experience in a public safety, military, intelligence, or equivalent large-scale operation will be considered as qualifying experience. A Professional Emergency Management Certifications may be considered as a substitute for two years experience.

Submit resume to Arese L. Robinson, Arese L. Robinson, Appointments and Protocol Division, City of Detroit, Office of Mayor Dave Bing, 1126 Coleman A. Young Municipal Center, Detroit, Michigan 48226 or RobinsonAL@mayor.ci.detroit.mi.us

Note: At the discretion of the Mayor, any of the qualifications may be substituted with an equivalent combination of education and experience.

The above statements describe the general nature and level of work to be performed. Incumbents may be required to perform job-related responsibilities and tasks other than those stated in this specification. Specific job duties may vary. The Emergency Management Coordinator serves at the pleasure of the Mayor.

Chapter 3

Local Emergency Management Program Expectations

Resilient Communities

A key component of preparing for and managing emergency operations is evaluating and addressing your expectations and those of the County Board, elected and appointed officials, local agencies, State and Federal agencies and the public's expectations. This involves identifying and assessing your community's ability to prevent, protect against, respond to, and recover from terrorist and mitigate the consequences of attacks, major disasters, and other all-hazard emergencies. Communities that are resilient are communities that survive and prosper.

Each disaster affects all individuals in the community in some way. Therefore, it is important for the elected officials, emergency managers, and community leaders to incorporate into their disaster plans three principles that promote community and personal resilience. Dysfunctional responses to disasters result from the failure to consider the individual's need for a sense of control, the need for coherence, needing to feel a connectedness to others during response/recovery activities.

1. Control

Providing short-term help is critical to solving immediate problems, but the key to building community and personal resilience is to enable people; to give them access to resources to rebuild their lives. Any help should avoid longer-term dependency and loss of control by individuals to set their own goals, make their own decisions and guide the events of their lives. Communities and individuals are resilient and can cope surprisingly well in disasters if given some modest level of resources. Resources include preparedness information, equipment such as fire trucks to shovels; special teams such as fire, law, and emergency management personnel; and financial support such as donations, grants.

2. Coherence

Response should focus on helping people restore order and structure to their lives; a return to or renewed sense of normalcy. Plans should reflect the processes and procedures to reduce uncertainty by providing as much valid information as rapidly as possible. Uncertainty undermines resilience and fosters slower, ineffective and costly community recovery as well as mistrust of governmental officials and agencies. The roles of elected/appointed officials (including the EM) should be well defined and implemented.

3. Connectedness

The need to feel connected is probably never greater than during a disaster. Response and recovery efforts are better organized, appropriate actions are completed, and goals are achieved when people cooperate and work as a connected team. Therefore the first responders, elected officials, support agencies, volunteers organizations, individuals and the community at large need to involve each of the others within their planning, long before a disaster happens. This network of connected people becomes a ready and resilience

resource that will address the needs of others before, at the on-set, during and after any disaster than occurs in the community. Consider who are the first to respond; its family, friends and neighbors.

Considerations and expectations

The following collection lists many expectations for an effective emergency management program and the (references inside parentheses) provide suggested means to achieve the expectations.

Preparedness (Planning-Exercising-Training [PET])

- Roles and responsibilities are defined, explained, and understood by elected and appointed officials, first responders, support agencies and the public at large. (These are found in the LEOP and other official documents.)

- Organizational structure follows the National Incident Management System (NIMS), having both strong and definitive lines of command. (Complete NIMS training levels)

- Emergency management procedures are as close to routine operational procedures as possible. (Documentation and SOPs)

- Emergency management organizational structure is based on agreeable interpersonal relationships, (Build relationships before a disaster, EOC has training and SOPs)

- Emergency management planning is ongoing, comprehensive, progressive and inclusive of government and agencies. (LEOP, P.E.T. calendar, other plans)

- Emergency management organizational structure addresses all hazards. (Risk and threat assessments conducted, LEPC active, continuing professional training)

- Disaster prevention, recovery and mitigation are included in the emergency management program. (Knowledge of mitigation programs and grants, disaster planning/training)

- Motivation is evident, encouragement is provided for involvement in the emergency management program. (Personal responsibility, public outreach, Citizen Corps)

- Citizens are involved in the emergency management program. (Strong outreach program, Citizen Corps, LEPC, HAM radio, CERT, trained volunteers)

- Continued and cooperative coordination is fostered and maintained among participating agencies. (Regional support for programs, strength in numbers)

- Emergency management program includes public/private cooperation. (Knowledge of the community and relationships, economic dynamics, political process)

- The Local Emergency Operations Plan (LEOP) must be kept current and maintained by law. (Use the current template from NEMA, read for what is there; don't improvise)

- The Local Emergency Operations Plan (LEOP) is shared with elected officials, responders and citizens. (NE Emerg. Mgt Act, 1996 and Federal grant requirements, just an effective business practice)

- Monitoring is conducted for potential disasters and threats. (Community awareness, LEPC, weather spotter program)

- Internal alerting procedures are maintained. (Interoperable communication systems developed and used)

- Planning, Exercise, and Training Program is used to identify strengths gaps and shortfalls (HSEEP procedures followed)

Response

- Save lives, stabilize the incident, protect property/environment. (define risks, threats, plan, train, exercise all agencies that may be involved, build capabilities)

- Plan for recovery at start of response; who has authority to do what, when, with what equipment, policy, procedures. (Knowledge of community resources, recovery process and government programs, economic development)

- Internal (Officials and EOC staff) alerting procedures are maintained. (Interoperable communication systems developed and used)

- Ongoing monitoring is conducted during disasters and threats. (Incident Command/EOC briefings, Incident Status Reports community awareness and communication)

- Ability to alert the public is maximized. (Notification plans are current and tested, PIO integral part of response and recovery)

- Intergovernmental coordination is active. (Active management role, Incident Status Reports to NEMA and support agencies, implementation of Incident action Plan)

- Records/documentation are maintained. (NIMS, business skills, local procedures)

- Eligibility for State and Federal assistance has been considered. (LEOP, 5-year P.E.T. calendar maintained, grants requirements read)

- Quickly and accurately assess the magnitude of an emergency or disaster. (Communications, relationships with 1st responders, officials, weather spotters, city/county engineers, auditor, CERT)

- Keep citizens and victims informed of the situation. (PIO active)

- Safely evacuate dangerous areas, provide security. (primary evacuation plans developed and exercised)

- Shelter people in a safe place. (Mass care and evacuation plans current and exercised, functional needs addressed, short/long term housing plans activated)

- Provide for a rapid restoration of services, "life lines". (resource management, advise on priorities to Chief Elected officials, know suppliers capabilities, plans)

- Give assistance in the form of response and recovery services. (Ability to activate and coordinate field response, mutual aid, knowledge of PA, IA and other assistance)

- Obtain, coordinate the effective and economical use of resources; equipment, personnel, services, special teams, dollars. (NIMS protocols, management skills, roles & responsibilities defined for others involved in response)

- Document Everything! (NIMS protocols, management skills, electronic logs)

- Maintain the Continuity of Government (COG) & Continuity of Operations (COOP) beyond the affected area (COOP –COG plan implemented, LEOP, training, exercises)

Recovery

- Provide a sense of 'normalancy'. (Response plans to include public information, trust)

- Provide mechanisms to alleviate individual problems with loans, safety, property access, and demolition, if required. (Knowledge of debris management, state and federal assistance programs)

- Protect the interests of all local institutions, COOP - COG. (Professional responsibility)

- Provide for, give attention to, and suggest solutions to citizen's problems, concerns. (Ability to deal with public, knowledge of support agencies)

- Be an advocate for economic recovery. (Ability to deal with public, knowledge of support agencies, political processes, participation in economic development planning)

- Provide dexterity in facilitating extra community disaster aid. (Declare a disaster, notify NEMA, knowledge of state and federal assistance programs, management skills)

- Be professional when dealing with Federal, State, and local relief agencies. (Professional responsibility, management skills, knowledge of available programs)

- Be an advocate for all disaster victims, including the "little guy" or special needs populations. (Ability to deal with public, knowledge of support agencies, empathy)

- Address all legal issues and liabilities immediately. Work with jurisdiction's attorney prior to the emergency or disaster. (Management skills, planning skills, ability to work with elected officials, for profit organizations)

- Mitigate the impact of future emergencies. (Risk analysis and knowledge of mitigation programs)

Chapter 4

Concepts and Probable Activities for Managing Emergency Operations

Roles and responsibilities

The Principal Executive Officer (PEO), whether the Mayor, County Board Chair, Chair of the Village Board, bears the direct and ultimate responsibility for how well the jurisdiction prevents, prepares for, responds to, survives and recovers from an emergency or disaster. The Emergency Manager provides assistance and advises the PEO to ensure that proper emergency actions (planning, response, recovery, mitigation) are taken to provide the care and support for those citizens affected.

Citizens expect their government to protect them, assist them, inform them when a disaster threatens or occurs, and to instruct them when it is necessary to take protective actions for their personal safety. Educating the public and working directly with the citizens and the media is imperative for a successful program.

During an emergency or disaster, it is the Emergency Manager's (EM) role to take an overall or strategic perspective and see the whole picture. To do this, the Emergency Manager does not get caught up in the minute details of the event nor assumes the role of the "on-site first responder". Rather, the EM implements an effective overall management for the coordination, cooperation and collaboration and systems management involving the officials, responders, response agencies to provide support of the incident and the Incident Command.

The Emergency Operations Center's (EOC) staff should be available to support the specific day-to-day needs or requirements of the emergency or disaster. The LEOP provides functional guidance to operations in addition to lists of officials, resources, volunteer coordination procedures, etc.

EOC Staff: The operational functions list below is general by design and not inclusive of all situations the staff may face. These functions or tasks may be to:

Report to the specified location (EOC, staging area, JIC) at the specified time.

Expand or reduce support staff as needed, anticipate staff needs.

Keep a log, document everything; phone calls, briefings, staff present, duration, use photographs, video etc., from the initial warning until official 'close-out'.

Review plans and procedures appropriate to current and anticipated situation.

Follow EOC, local or departmental standard operating guides or procedures.

Establish briefing schedule: Identify organizations and individuals who need to be in the EOC and others that need to be kept informed of the situation.

Provide Incident Status Reports (copy available in LEOP) to NEMA.

Activate an information system to manage the flow of damage reports from the affected area(s*),* requests for assistance, resources deployed, expenditures reports may come from responders, businesses, residents.

Remind all response agencies that they are accountable for documenting the dates, hours worked, accomplishments, kinds and types of resources secured, used, demobilized, and returned; including volunteer labor, donated resources and costs.

Support the Incident Commander's Incident Action Plan. Participate in IAP process.

Maintain shift schedules, delegations of authority for EOC COOP-COG, maintain contact with family, monitor / lower stress levels.

Think and plan ahead; what may be needed, who has it, how do we get it, when do we need it, 1 hour, 1 day, 1 week, 1 year from now?.

Develop recovery, demobilization plans.

Maintain and submit financial records as required for local, state, federal assistance.

Review, revise the LEOP and other essential plans as indicated from the AARs.

Emergency/Disaster Events, General Considerations and Functions:

The following are considered when evaluating the situation, preparing for, and coordinating the response and recovery to an emergency or disaster: This list is by no means inclusive of all situations. Accurate assessment of the situation, knowledge of the community's capabilities, reasoned management decisions, and official's support should guide your actions.

Disaster threatens or occurs.

- Warn the public that danger is eminent once a threat is confirmed.
- Assess the need for immediate life saving measures, e.g., evacuation, shelter in-place, etc.
- Begin the notification process and use the resources listed in your LEOP.
- Begin record keeping (log) of resources used (personnel and equipment) in the event a State or Federal Disaster is declared.
- Activate the EOC to the degree needed (see Annex A from the LEOP).
- If the incident is weather related, share Incident Status Report information with your local National Weather Service Office. (See LEOP for ISR, NWS contact
- Initiate damage assessment, as necessary.

- Discuss issuing a local disaster declaration; take actions accordingly.
- Initiate a coordinated response effort with all activated city departments; use the National Incident Management System.
- Activate and begin the response and recovery portions of the Local Emergency Operations Plan (LEOP).
- Request assistance from relief organizations or mutual aid.
- Activate the Continuity of Operations Plan (COOP), notifies personnel, and activate the alternative EOC if the EOC is deemed destroyed or inaccessible,.
- Evaluate resource requests from the Section Chiefs/ Incident Commander(s) to identify specific needs and types of assistance that cannot be furnished with local resources.
- Activate a Joint Information Center (JIC) as required.
- Conduct scheduled briefings involving the Principal Executive Official(s), Incident Command, support agencies concerning conditions, changes in the situation, unmet needs, progress in response and recovery efforts, short and long range objectives, etc.
- Participate in the Incident Action Plan process.
- Determine if debris removal operations are necessary, activate responsible agency.
- Provide Incident Status Reports (copy available in LEOP) to the Nebraska Emergency Management Agency; include the extent of damages, local actions taken, the status of critical facilities and resources and requirements for additional assistance (see Appendix l, Incident Status Report).

Stages[1] of Emergency Operations and Outline of Emergency Response Actions:

There are no definitive measurements of the end of one functional operation or stages below and the beginning of another. Events and activities do not follow the same sequence in each threat or incident. Some activities may occur at the same time, demanding some of the same resources; therefore the demand for coordination, collaboration, cooperation and executive committee prioritization is critical to response and recovery. Also, the duration of each phase varies with each situation due to the instability and dynamic nature of a crisis; therefore Incident Action Plans become a necessary tool for your community's response and recovery success.

[1] The use of the term "stages" is for this handbook's organizational use only.

Stage I: Initial Assessment of the Situation.

The focus during this critical period is to identify the source and magnitude of the problem. The determination of credible threats or extent of damages and potential for more and the consequences of the damages are priority activities.

- Activate the EOC, support staff and principle executive officials if not done so.
- Continue and maintain documentation of the situation.
- Determine what needs to be done, when and how to protect people, property, and the environment from further damage.
- Report significant damage to NEMA; use the Incident Status Report even when there is no local disaster declared.
- Review the procedures for issuing a local disaster declaration and inform the principal executive officers of the situation.

Stage 2: Notification and Warning:

Notification "Trigger points" need identified prior to an event to adequately inform or notify the principle executive officers, primary first responders.

- Identify additional "trigger points" for public notifications and warnings.
- The EOC's Standard Operating Procedures/Guide should include detailed procedures for the activation of the outdoor warnings systems, the Public Information function and activation of pre-scripted announcements. A timely determination for issuing protective action guides (such as in-place sheltering or evacuation) is vital in warning statements and information to the public.
- A comprehensive list of officials and organizations and their points of contact should be maintained in the County LEOP (Annex A). The City/Village also has the option to utilize additional standard notification operating guides, plans, or procedures in conjunction with their LEOP. The notification list should include:
    - Local officials and agencies to notify of the incident, severity, response actions, activation of EOC.
    - Response agencies to notify of the incident, request assistance, or place on stand-by status.
    - Support organizations / Mutual Aid Agreements to notify of the incident, request assistance, or place on stand-by status.

Stage 3: Local Response to the Incident.

- Continue activation of the EOC as necessary.

- Implement the National Incident Management System as applicable.
  - Monitor the situation; what emergency conditions exist?
  - Activate damage assessment teams.
  - Determine if there are cascading events or imminent dangerous situations.
  - Re-assess the life support responses that are needed now, later.
  - Determine which other jurisdictions or mutual aid agencies are involved.
  - Determine the potential for others to be impacted. When?

- Support the Incident Commander; provide input into the Incident Action Plan.

- Monitor the status of emergency responders and resources
  - Track the resources (personnel, equipment, services, finances) have been or are being committed.
  - Determine the availability of backup resources, personnel, inventory and availability.
  - Activate mutual aid agreements: shelter, supplies, personnel, etc as needed.
  - Begin planning for demobilization.
  - Conduct evaluations and AARs for demobilized forces.

- Identify tasks and demands:
  - Identify the types of response activities underway. Does the Incident Manager/Incident Commander believe additional support may be required?
  - What additional coordination will need to be done? Immediately? Within next 12, 24, 48, 72 hours, etc.

- Local officials should consider signing a local declaration when:
  - The magnitude of the event is likely to drain local resources (personnel, equipment, finances).
  - The existing mutual aid agreements have been activated.
  - The need for State assistance is expected.
  - Protective action guides - evacuation or in-place sheltering - are likely to be implemented.
  - Protection from liability for volunteers and responders is desirable. See the Nebraska Emergency Management Act.

- Activate Emergency Public Information System:
  - Emergency Alert System (EAS), WAWAS, 211, other media
  - The Public Information Officer should be recognized as the single source of official information related to the disaster.
  - Plan emergency public information releases. Include additional warnings or personal protective action messages as the situation changes.
  - Setup and activate a Joint Information Center (JIC) if warranted.

- Identify functional needs individuals and their needs quickly.
  - Activate an information system to manage the flow of damage reports from the affected area(s). Reports will come from responders, businesses, residents, etc.

- Ensure appropriate documentation, both written records and photographic evidence is kept.

- Establish a briefing schedule. Identify organizations and individuals who need to be kept informed of the situation.

Stage 4: Recovery Process

- Use Local, State, support Agencies and Federal damage assessments to assist principle executive officials in developing economic, social, infrastructure plans. .

- Continue cleanup, resource management, debris management activities.

- Attend to the human needs of victims, first responders, staff, public; continue injury/medical/fatality/lost and missing persons activities; continue support of shelters, restoration of utilities, security, infrastructure, fuel, food, … .

- Determine when it is safe and how to re-occupy the area, inform the public.

- Continue with evaluation or After Action Review processes.

Stage 5: Demobilization

Demobilization of resources begins with the onset of response. Use the models provided by NIMS: ICS- 300, 400.

Stage 6: Mitigation

- Review current mitigation plans, implement those portions appropriate to the situation.

- Review and re-assess the impact of identified hazards, threats.

- Hold frequent AARs to evaluate specific plans, procedures, authorities, response and recovery activities. Use these findings to renew, revise the mitigation plans and activities.

- Work with Planning & Zoning, Building Code Committees, and County Engineer's/ Public Works to develop and recommend future mitigation activities.

- Create public awareness and understanding of threats, risks and hazards that lead to public support for mitigation actions.

- Encourage citizens to implement procedures that will increase their ability to survive a disaster and cause less damage to their property(Ready.gov)..

Chapter 5

Local Government in the State of Nebraska

Government organization

Nebraska's 93 counties were formally established in 1873 after a number of legislative changes. Legally a county is a quasi-municipal corporation, as distinguished from a city, which is a municipal corporation. Municipal classifications are determined by population. There is one Metro (+300.000 pop.), one Primary (100,001-299,999), 30 First class (5,001–1000,000), 116 Second class (801–5,000*), 382 Villages (100-800*). In 2010 more than half of the municipalities (382) had fewer than 500 people.

The powers and duties of local officials are set forth in State statutes, and modified by home rule. When a local government wants to do something not authorized by these statutes or by the constitution, it must ask the legislature for a law permitting it to undertake the new activity.

Many activities of local officials, particularly county officials, are concerned with what might be considered State rather than county activities. The State itself generally depends on county officials for the enforcement of State laws.

The Nebraska legislature makes many of the most crucial decisions concerning the services provided by State government. It also establishes the range and circumstances within which local officials must operate, and thus further refines the choices about what services and what quality of services will be provided locally.

Board of County Commissioners/Boards of Supervisors

The Board of Commissioners or Board of Supervisors is the central governing body for a county. Commissions usually have three members, Supervisors, seven or more members.

The County Boards or members may also serve ex officio as the County Board of Health, Board of Highway Supervisors, and Welfare Trustees. Boards have a variety of powers and duties, including the power to maintain a public library; create sanitary improvement districts for sewers, fire protection, and public lighting; establish and maintain public parks; and maintain abandoned cemeteries.

County Resolutions

Counties may pass ordinary resolutions or charter resolutions. An ordinary resolution would be used for an action that is a local matter but is not covered by an enumerated power or enabling legislation delegated to the counties by state statute.

County charter resolutions exempt a county from all or part of any statute, and allow the county to substitute or make additional provisions. Charter resolutions require the

* Cities of the second class and villages have the option of retaining their form of government when their population exceeds or falls below the 800 mark. (Neb. Rev. Stat. 17-310, 17-312)

unanimous vote of the County Board, and are subject to a protest referendum, or they may be adopted by a majority vote of the board if a referendum is scheduled.

Township Government

All land in Nebraska is either in a township or a city of the Metropolitan, Primary, First or Second class. Villages are for most purposes part of the township in which they are located.

The chairperson, clerk, and treasurer form the township's auditing board, which is responsible for supervising township finances. In counties that have not adopted the county-unit road system, the auditing board also acts as the board of highway supervisors.

To a limited extent, the township chairperson is the general supervisor of township government. The Chairperson divides the township into convenient road districts and appoints road overseers. In addition the Chairperson is an election judge. In some townships, the Chairperson may be the road overseer, and also have duties relating to prairie dog eradication, cemeteries, and water and sewer systems.

Forms of City Government

There are three standard forms of city/village government, and two statutorily allowed modifications: the mayor-council plan, the modified mayor-council plan, the commission plan, and either of two variations of the city manager plans. The mayor-city council is the most common form of city government used.

Municipal Powers

Police Power

Police power refers to the broad power of the State to make necessary regulations for promoting the health, safety, and welfare of its citizens. The State legislature exercises police power, but it also has authorized the cities to use this authority.

The governing body of the city (the city council or commission) exercises this power by passing ordinances. The enforcement of these ordinances normally is the responsibility of the marshal or police force. The Nebraska Highway Patrol and other law enforcement entities such as the county sheriff offices are frequently requested to assist city police departments.

Zoning

Zoning is predicated on the police powers of cities, restricting the right of individual property holders to use their property entirely as they see fit. It guides the future development of the city and aims to make cities more attractive, safer, and pleasant places. It is an integral part of city planning and management, and it must play an important role in Emergency Management and mitigation activities.

The governing bodies of all cities in Nebraska are authorized through enabling legislation to appoint planning commissions, which recommend the establishment of zoning districts and set their boundaries. However, the city council has the power to make all final planning decisions. Most cities with more than 1,000 people have a planning commission. Generally all property employed in nonconforming uses when a zoning ordinance is adopted may continue to be employed for that purpose or 'grandfathered' in. Only new nonconforming uses are closely restricted.

Fire Protection and Prevention

First-class cities or larger are specifically authorized to maintain fire departments, and other cities are allowed to buy fire trucks and equipment and to establish training and certification requirements for the use of the equipment. All cities have the authority to establish building code regulations and zoning ordinances that regulate, prohibit or restrict the erection, construction, reconstruction, alteration, or use of buildings, structures or land.

It is estimated that some 30 cities in Nebraska maintain full-time, paid fire departments. Many others fund some paid firefighters but depend mostly on volunteers. Fire Districts and city fire departments frequently arrange to provide fire protection services to the surrounding rural areas, and some townships contribute to the support of the departments. Fire districts may have local agreements to cross political boundaries.

Power to Acquire and Maintain Streets

Cities may acquire streets by dedication, prescription, purchase, or through the process of eminent domain. When a plat is filed, land indicated for public use is considered, dedicated, and no specific acceptance beyond the filing of the plat is needed.

While city streets form only a small percentage of the road mileage in the State, they carry a substantial percentage of its traffic. A city may ask the Nebraska Department of Roads to maintain the State highways within city limits, or a city may receive a payment and maintain the highways on its own. Counties make similar arrangements with cities.

Ownership and Regulation of Public Utilities

All cities in Nebraska are authorized to purchase or construct and operate utilities to supply the city and its inhabitants with natural or artificial gas, water, electricity, heat, street railways, or telephone service. Such actions must majority voter approval.

Power to Undertake Public Improvements and Services

Cities are authorized to engage in a variety of public improvement projects and services. This includes the acquisition and maintenance of public parking lots, squares, and markets (both within and outside the city), establish and maintain cemeteries, build docks, wharves, river terminals and drains, canals, and other flood-control improvements that frequently are financed from general tax levies or government bonds. The governing bodies in addition may construct and maintain sewers and drainage systems, or divide the city into as many sewage districts as necessary (at the expense of the owners of the

benefited property). Streets and sidewalks can be developed, and are normally financed by special assessments against the benefited property.

All cities are authorized to collect refuse or to contract for such services.

Other Powers

Cities may establish special boards to supervise and manage municipal libraries, recreational facilities, and municipal universities. Cities are granted certain powers to accomplish the functions assigned by statutes, such as the power to take private property by eminent domain, to enter into contracts, and to tax.

Role of Government in Emergency Management

County Government

County/local government is the first line of official public responsibility for emergency management activities. Through its local Emergency Management Agency, county government develops and maintains an ongoing program of mitigation, preparedness, response, and recovery. The local Emergency Management Agency serves the principal executive elected officials by working with other departments within the jurisdiction, the private sector, and volunteer organizations in the development of plans and enhancing response capabilities to those hazards that pose a threat to the jurisdiction.

State Government

The role of State government in emergency management is somewhat similar to that of local government, in that it must maintain an effective organization to manage an active/ongoing emergency management program at the statewide level. Through the Nebraska Emergency Management Agency (NEMA), the State provides direct guidance and assistance to local jurisdictions in policy and program development. NEMA also administers various Federal domestic preparedness and disaster recovery programs, through which Federal funding is funneled to local government and individuals. In support of local communities during a declared emergency, NEMA coordinates the combined efforts of State/Federal agencies and private/volunteer organizations.

Federal Government

The President has the power to declare national disasters and make federal assistance available to states. Department of Homeland Security (DHS) is the executive department responsible for protecting the security of the American homeland. Its primary missions are preventing terrorist attacks within the United States, reducing the vulnerability of the United States to terrorism, and minimizing the damage from potential attacks and natural disasters. The Federal government has a variety of resources to assist local and State governments for Federal disasters through the Federal Emergency Management Agency (FEMA). , FEMA still maintains its historic role of response & recovery. More detailed information concerning public and individual assistance programs can be found at FEMA's website at (www.fema.gov). Additional data in later chapters of this handbook.

Chapter 6

DECLARING A LOCAL DISASTER

General

Local authorities are the first line of response in disasters.

By state statute, the Principal Executive Official of the jurisdiction is charged with taking immediate steps to warn and evacuate citizens, alleviate suffering, and to protect life and property. In addition, local authorities are responsible for conducting the initial damage assessment and notifying the appropriate State agencies; use the Incident Status Report.

Declare a local disaster in any situation that may have a significant impact socially or economically on the citizens within your jurisdiction *when the situations threatens to exhaust or over-whelm local resources (personnel, equipment, materials, money, etc.)*. Provisions for a declaration are covered in the Local Emergency Operations Plan (LEOP).

Some issues for local officials to consider in making a declaration include:

- increased liability coverage;
- utilizing mutual aid agreements to obtain resources and personnel from nearby local jurisdictions;
- additional powers under the Nebraska Emergency Management Act; State and Federal assistance which would otherwise be unavailable without a local declaration.
- any protective action that may require the evacuation of residents with functional needs, such as day care/school age children, elderly residents, people with mobility problems, hospitalized or institutionalized populations, should be considered as a reason for a local disaster declaration.
- consulting with the Public Information Officer in order to effectively disseminate timely information to the public and media outlets.
- an important resource for legal considerations will be the City or County Attorney.

The local disaster declaration must be signed by the village, city or county Principal Executive Official, or their designee, in coordination with the local Emergency Manager. Prompt notification of a local or county disaster declaration must be made by the EM to NEMA. NEMA reviews it and may submit it to the State Adjutant General. When warranted, the disaster declaration is then forwarded to the Governor's office. Should the disaster affect other counties or have a scope that State resources are required, the Governor may issue a State Emergency Declaration.

The declaration of a local or county emergency does not guarantee the availability of financial support by the Governor's Emergency Fund. To qualify for Emergency Fund

support the jurisdiction must meet the damage expense thresholds as defined in the "Governor's Emergency Fund – Guidance for Local Officials" available from the NEMA's website at www.nema.ne.gov.

Autonomy of Native American Tribes

If your jurisdiction includes Native American Tribes and their territories, you should remember that, when affected by a disaster, the Tribes have the right to choose whether they will deal with the State or Federal government themselves, or through the county government. Your LEOP should address any existing 'Memorandums of Understanding' or other agreements concerning emergency management between local governments and the Native American Tribes within your jurisdiction.

Documenting the Incident

Initial incident reports often indicate the potential damage of an incident. Your LEOP contains initial incident report forms that can be filled out quickly and verbally transmitted and then faxed to the Nebraska Emergency Management Agency. It is essential that local and state governments coordinate their efforts from the earliest possible point, as the frequency and detail of the reports needed may vary according to the situation.

The Emergency Manager should include a listing of individuals familiar with the jurisdiction as part of the local Emergency Management Damage Assessment Team. Your local Red Cross chapter may have trained volunteers capable of conducting damage assessments. As the response and recovery efforts continue, other agencies may require additional damage assessments.

State of Emergency Proclamation

Upon the advice of NEMA, the Governor may sign a State of Emergency Proclamation. The justification for a proclamation is based on the information of damages reported to NEMA by local officials, as well as the apparent need for additional resources to protect lives and property. When the Governor issues a State of Emergency Proclamation, the Governor's Emergency Fund is activated and State resources become available to assist local jurisdictions. A State Proclamation provides the Governor with emergency powers necessary to deal with a disaster. NEMA provides the coordination between supporting agencies and critical or key resources.

Federal Disaster Assistance/Declaration

A request for Federal assistance from the Federal Emergency Management Agency may be asked for after the Governor declares a State of Emergency Proclamation and the issuing of a request for a joint State and Federal (with the assistance of Region VII FEMA) Preliminary Damage Assessment (PDA). Depending on the scope of the disaster, two different sets of damage assessment teams could be deployed to the field comprised of local, State, and Federal representatives. One team assesses the damage to privately owned structures and small businesses. The second team is tasked with assessing damage to public facilities. Information collected through the Preliminary Disaster Assessments PDA(s) [see the LEOP Annex C, Damage Assessment], will affect the

authorization of a Federal Disaster Declaration. For assistance or guidance on this procedure, Emergency Managers should contact the NEMA Recovery Section.

Some specific Federal assistance may be available to the State of Nebraska without a Federal Disaster Declaration. Typically, this support comes either from the U.S. Small Business Administration (SBA) or the U.S. Department of Agriculture. For this reason, it is vital that Emergency Managers keep NEMA appraised of the situation as it develops.

If the President declares a disaster, Federal assistance becomes available to affected communities through the Stafford Disaster Relief and Emergency Assistance Act, as amended. FEMA implements the provisions of this Act.

Throughout this process local officials remain in charge of their jurisdiction. Depending on the magnitude of the disaster, Emergency Managers will be required to provide assistance to State and Federal representatives deployed to their community. If a Federal Disaster Declaration is not issued, or Federal assistance is denied, the cost of response and recovery efforts may still qualify for State Disaster Assistance (Public Sector only) or may have to be borne by the citizens of the affected jurisdiction.

LIST OF ATTACHMENTS

Attachment 1: Sample Disaster Declaration 6-4

Attachment 2: Incident Status Report 6-5

SAMPLE LOCAL DISASTER DECLARATION

A Disaster Declaration must be issued prior to requesting state or federal assistance.

A Disaster Declaration for a city or village should be transmitted through the County Emergency Management Director.
The County Board should also declare a disaster using this same form.

The following is a sample of the language that should be retyped onto the jurisdiction's official letterhead before submitting it to the State EOC.

****

*** County *(or affected city/village)* has suffered from a _____ *(i.e., disastrous tornado strike)* that occurred on _____ *(include date(s) and time)* causing severe damage to public and private property, disruption of utility service, and endangerment of health and safety of the citizens of *** County *(or city/village)* within the disaster area

Therefore, the Chair of the *** County Board of *Commissioners/Supervisors (or the Mayor/Board Chair of _____)* has declared a state of emergency authorized under Nebraska State Statute R.R.S. 81-829.50 on behalf of *** County *(or city/village),* and will execute for and on behalf of *** County *(or city/village),* the expenditure of emergency funds from all available sources, the invoking of mutual aid agreements, and the applying to the State of Nebraska for assistance from the Governor's Emergency Fund and any other resources he/she deems necessary in the fulfillment of his/her duties.

WITNESS my hand and the seal of my office this _____ day of _____, 20___.

_____
Chair, *** County
Board of *Commissioners/Supervisors*
(or Mayor/Board Chair of affected jurisdiction or by appointed authorized representative)

_____
County (or City/Village) Clerk

_____
Date

SAMPLE

INCIDENT STATUS REPORT

Incident: _____ Incident Date: _____ Report date/time _____

Jurisdiction: _____ Caller Name: _____

Call back number: _____ Incident Commander: _____

Instructions: As soon as possible fill in as much information as you currently know. The information in **bold** is of immediate importance. Other information can be gathered as it becomes available. Please fill all of the information areas, put ***unknown*** in areas where you have no information and ***none*** where there is no damage or impact. Please fax or call the information into the State EOC as soon as *any* information is known, then fax or call in updates as new information becomes available or as it is requested by NEMA. Thank you. Fax 402-471-7433 or Call 877-297-2368

1. GENERAL INFORMATION:

1.1 General Location of Affected Area:

1.2 EOC Activated? Y N **1.3 Disaster Declaration? Y N**

2. LOCAL ACTIONS:

2.1 Evacuation Ordered? Y N Size of Area: _____

2.2 Resources Deployed:

2.2.1 Law Enforcement: Y N 2.2.2 Fire: Y N 2.2.3 Rescue: Y N 2.2.4 Public Works: Y N

2.2.5 Mutual Aid Departments on scene: _____

_____

_____

2.2.6 Private Utilities: _____

3. DISASTER IMPACTS:

3.1 Number of: Fatalities _____ Injuries _____ Missing Persons _____

3.2 Estimated number of families/individuals displaced: Actual _____ Anticipated _____

3.3 Number of Shelters Open: _____

3.4 Number of People Sheltered: _____

3.5 Anticipated Total Number of Persons: _____

3.6 Special Needs Citizens Identified and Cared For: Y N

3.7 Comfort locations for Emergency Workers established? Y N

3.8 Number of structures damaged:

3.8.1 Homes: Minor _____ Major _____ Destroyed _____ % Insured _____

3.8.2 Public Buildings: Minor _____ Major _____ Destroyed ____ % Insured _____

3.8.3 Business/Industry: Minor _____ Major _____ Destroyed _____ % Insured _____

Minor - Building is damaged and may be used under limited conditions with minor repairs.
Major - Building is damaged to the extent that it is no longer usable and may be returned to service only with extensive repairs.
Destroyed- Building is a total loss or damaged to the extent that it is no longer usable and is not economically feasible to repair

3.9 Immediate Needs: (health & safety for individuals & property):

4. STATUS OF SERVICES:

4.1 Status of Electric Utility Service:

4.2 Status of Telephone Service:

4.3 Status of Schools:

4.4 Status of Government Offices:

4.5 Impacted Critical Facilities

4.5.1 Hospitals: _____

4.5.2 Water Treatment Plants: _____

4.5.3 Wastewater Plants: _____

4.5.6 Lift Stations: _____

4.5.7 Natural Gas: _____

4.5.8 Correctional: _____

4.5.9 Other: _____

5. TRANSPORTATION:

5.1 Streets: Extent of Damage

_____ _____
_____ _____
_____ _____
_____ _____

5.2 Roads:

_____ _____
_____ _____
_____ _____
_____ _____

5.3 Bridges:

_____ _____
_____ _____
_____ _____
_____ _____

5.4 Airport:

_____ _____
_____ _____
_____ _____

6. ANTICIPATED FUTURE NEEDS**:** (Including personnel, equipment, mass care etc)

_____ _____
_____ _____
_____ _____

Chapter 7

The Nebraska Emergency Management Agency NEMA

General

The Nebraska Emergency Management Agency (NEMA) is a part of the Nebraska Military Department along with the Nebraska Army and Air National Guard. The State Adjutant General serves as the Director of the Emergency Management Agency. An Assistant Director administers and coordinates the day-to-day operations and provides support and guidance to local emergency managers in the State.

The Nebraska Emergency Management Agency is further organized into four Sections: Grants, Planning, Training & Exercise; Preparedness/Recovery, Technical Hazards Section; and Administration. The duties and responsibilities of these organizations include:

Grants, Planning, Training & Exercise (PET) Section

This Section is responsible for assisting State and local organizations on issues related to emergency management planning, training, and exercising.

Planning:

The Planning Section is responsible for assisting State and local organizations with emergency management planning. This includes assisting local emergency management organizations with the development of their county Local Emergency Operations Plans (LEOPs). It is the local responsibility to develop this plan–(under provisions of the Emergency Management Act, RRS Section 81-829.46 (9)). The Planning Section provides a generic template of the most current plan. The template is reviewed annually and modified as needed to meet all State and Federal guidance and laws. Through grants administered by the PT&E Section, NEMA also assists jurisdictions in the printing and distribution of their LEOPs.

Training & Exercise:

The Training & Exercise Section is responsible for providing a full spectrum of emergency management training and exercise support activities throughout the State. This includes the coordination and administration of the State's Basic and Advanced Certification programs. Announcements and information on upcoming exercises and various training sessions offered are listed on the NEMA's website at www.nema.ne.gov.

This section also assists with and coordinates exercise and training activities for State agencies and local jurisdictions. The Exercise & Training Section is tasked with administering the exercise/training portion of NEMA's EMPG grant requirements. The Exercise and Training Coordinator is responsible for managing the daily activities of the Training & Exercise Section and providing assistance to MOU emergency management

organizations, state agencies, and local jurisdictions with developing their Homeland Security Planning, Exercise & Training (PET) Programs. There is collaboration with the Planning Section to ensure that the development of exercises centers on the procedures established in the State Emergency Operations Plan (SEOP) and the Local Emergency Operations Plans (LEOP).

Preparedness/Response and Recovery Section

The Response & Recovery Section Supervisor, under most circumstances functions as the Operations Officer for the NEMA and is the coordinator for emergency management response and recovery operations for the State of Nebraska. Duties include:

- Coordination and management of the State's Emergency Operations Center. This involves coordination of all State and Federal support necessary for responding to emergencies/disasters in the State and administering the normal day-to-day business of the EOC when opened.

- Preparation and administration of the State's Multi-Agency Coordination System (MACS)

- Utilizing the procedures of the National Incident Management System (NIMS) to ensure multi-agency coordination

- Supervision of the State's Duty Officers and system to ensure 24-hour response operation for emergencies, disasters, and other activities.

The State EOC is prepared to provide immediate support to State and local jurisdictions on a 24-hour basis. During normal day-to-day operations, 0700 - 1700, NEMA can be contacted at (402) 471-7421. When the EOC is not open for normal business, two duty officers, a primary duty officer (402-499-1219) and a back-up duty officer (402-499-1227) are on call. They can also be reached toll-free at (877) 297-2368

Recovery

The Response and Recovery Section Supervisor is also responsible for aiding the State and local governments to recover from a disaster. Recovery is divided into three major areas:

Public Assistance (PA)

The Public Assistance Officers aid local governments to obtain emergency funds for the repair and replacement of eligible government buildings and structures damaged in a declared disaster. Public Assistance is available to aid in returning these public facilities to pre-disaster conditions. Public Assistance may be made available following a State declared disaster or a Federally declared disaster.

Individual Assistance (IA)

Individual Assistance is available only if the State of Nebraska receives a Federal Individual Assistance Declaration. Once the declaration is received a variety of assistance programs may be made available. At the time of the disaster, FEMA will provide the most current program information to the state.

Hazard Mitigation

The Hazard Mitigation Officer oversees funds for projects that are designed to reduce the risks or vulnerabilities posed by a natural disaster. Examples of Hazard Mitigation projects are flood plain management, elevating or removing structures in flood plain areas, or building safe rooms for the protection from windstorms. here are two main Hazard Mitigation Grant programs. One is available following the declaration of a Presidential Disaster. The amount of the grant is based on a percentage of the federal share of the disaster costs. Second is the Pre-disaster Mitigation Grant that may be made available from appropriated FEMA funds. This grant usually has a minimum guaranteed amount for each state then the balance of the appropriated dollars are available to all of the states competitively based on a benefit/cost ration.

Communications

The Communications Officer ensures the continuity of communications capability. This involves coordinating emergency communications (radio, TV, and cable systems) efforts with the State Emergency Alert System (EAS), the Federal Communications Commission (FCC), the State National Warning System (NAWAS), and the State Radio Amateur Civil Emergency Service (RACES) organization. NEMA is one of several major components and planning agencies for the State's Interoperable Communications System. The Communications Officer is also responsible for maintaining and supervising the use of all Agency radio, satellite, telephone communications equipment.

Information Technology (IT)

The IT staff is responsible for maintaining the integrity of all computers and computer systems in NEMA. This includes, but is not limited to, GIS systems, computers, printers, hardware, software, wiring, hubs, routers, switches and any peripheral equipment connected to or with the capability to connect to a computer. The NEMA computer IT System is net-based and integrated with the State's computer network, managed by the Dept. of Administrative Services, Office of the Chief Information Officer. IT works with the Communications Officer to keep the Operations Room serviceable and administers the Emergency Information System.

Technical Hazards Section

The Technical Hazards Section is responsible for three radiological areas of concern. These include fixed sites (i.e., nuclear power stations), transportation, and radiological systems (i.e., radiological instruments). The Section also furnishes information and

assistance in radiological matters and can provide points of contact for technical information from other State or Federal agencies.

Fixed Sites

This section is responsible for providing off-site emergency preparedness planning, site specific nuclear power plant emergency response training and exercise coordination. This section is primarily concerned with the counties located near the Cooper Nuclear Station, Brownsville, and the Fort Calhoun Nuclear Station, Blair.

Radiological Transportation

The Technical Hazards Section Supervisor in conjunction with the Governor's Radiological Transportation Working Group, is responsible for the Radioactive Materials Transportation Accident Plan (RAMTAP), which is located in Appendix 3 of ESF 8 in the State Emergency Operations Plan. The Working Group also coordinates with the U.S. Department of Energy (DOE), the Western Governors' Association, and the State governments of the Midwest, in all matters related to the transportation of radioactive waste/materials owned by the Dept. of Energy (DOE) that are transported through Nebraska. Coordination includes ensuring the safety, health and welfare of the citizens of Nebraska, review and input on shipment transportation plans, security, and arranging for the training of emergency first responders along the planned route(s).

In addition, the Technical Hazards Section Supervisor and staff provide Federal Emergency training in radiological awareness, radiological monitoring, radiological emergency response, and for radiological officers and monitors. These courses are designed for any agency (fire, law, health, hospitals) in wanting training. A database is maintained of all personnel within a local jurisdiction that have received any type of radiological training from or sponsored by the Nebraska Emergency Management Agency. A "*Status of Radiological Training,"* listing describes NEMA radiological courses that personnel have taken can be obtained from the database. This listing is available to all Regional Coordinators and County Emergency Management Directors for each county upon request and is automatically sent after a course has been presented in their jurisdiction or when a person from their jurisdiction attends training.

Radiological Systems

This laboratory is responsible for the maintenance, calibration, and exchange of radiological instruments and equipment provided to local jurisdictions for radiological emergencies. Calibration is currently on a (4) year cycle. When a county is due for replacement kits, the Radiological Systems Manager visits each site where instruments and equipment are located~~,~~ and conducts a one for one exchange. Regional or County Emergency Management Directors who need additional radiological instrument kits or want to reduce the number of kits within their jurisdiction, will contact this section for assistance. A database is maintained to track where the kits are located, who is responsible for them, and when the next calibration/exchange is due. A "*Radiological Instrument Inventory by County,"* listing tracks all known radiological kits and instruments in each county. This listing is available to all Regional Coordinators and

County Emergency Management Directors for each county upon request and is automatically sent anytime a change in status takes place i.e. each time an exchange is made, when kits or instruments are added or when kits or instruments are permanently removed from agencies within each county.

Homeland Defense Equipment Reuse (HDER) Program

This program is administered by the U. S. Department of Energy (DOE). DOE collects excess radiological equipment from federal agencies, refurbishes the equipment (if needed), and offers the equipment (i.e. survey instruments, dosimeters, and respirators) to all 50 States local emergency first responder units. The equipment becomes the permanent property of the local emergency first responder agencies that have requested the equipment.

On the first day of each fiscal quarter (1 Oct. 1 Jan., 1 Apr. & 1 Jul), DOE places an updated list of equipment available on a restricted web site*. Each State is allowed to place one and only one request to DOE for equipment fiscal per quarter*. It is a "first come, first served" program.

The Technical Hazards Section Supervisor is the Nebraska Point of Contact for the HDER program. The DOE Contractor downloads the updated list each quarter and sends it to all Regional Coordinators and County Emergency Management Directors (after they have been approved by the Technical Hazards Section Supervisor) and provides a date in which requests for equipment must be returned to NEMA. The Regional Director or County Emergency Management Director must submit their request by the "drop-dead" date stipulated by DOE. If the "drop-dead" date is missed the request will be denied by DOE. Within approximately 4 weeks, equipment that was still available upon DOE's receipt of each local agency's request will arrive at their agency.

SERC Administration

The NEMA SERC Coordinator of the State Emergency Response Commission (SERC) is currently in the Technical Hazards Section. Established under RRS 81-15, 191-235, the SERC administers the Federal Emergency Planning and Community Right to Know Act. SERC is responsible for appointing members to the Local Emergency Planning Committees (LEPC). The NEMA SERC Coordinator coordinates and supervises the hazardous materials awareness activities in the counties and that the hazardous materials Appendix in Annex F of the Local Emergency Operations Plan (LEOP) is current and remains up-to-date.

Public Information

The Agency's Public Information Officer (PIO) is responsible for providing emergency management information to the public. This includes awareness level public information such as supporting severe weather activities/week(s), publication of the Beacon (the Agency's monthly newsletter). The PIO may assist local jurisdictions in the set up and administration of their local public information programs. During State level emergencies/disasters, the PIO coordinates the setup and operation of the State's

Joint Information Center (JIC). See Chapters 11 "Media Relations" and 12 "Joint Information Center" for additional information.

Administration

The Administration is responsible for providing continuity and coordination between all s in the Agency. The Assistant Director, who reports directly to the Adjutant General, provides daily supervision, policy direction, and oversees agency adherence to all Federal and State Statutes. On a day-to-day basis this office is responsible for the oversight of the Agency's State and Federal fiscal/grant programs.

NEMA Contact Numbers:

- 1 (877) 297-2368 – Toll Free Telephone Number (24/7)
- 1 (402)-790-9412 - Duty Officer Pager Number (24/7)
- 1 (402) 471-7421 – Lincoln Area Telephone Number (0730 – 1700, M-F)
- 1 (402) 471-7433 – Primary FAX
- www.nema.ne.gov website;

first **.** last name @nebraska.gov, to contact an individual at NEMA.

Chapter 8

The Federal Emergency Management Agency –FEMA and Federal Disaster Assistance Programs: Multi-sources

General

The Federal Emergency Management Agency (FEMA) was established through Presidential Executive Orders 12127, dated March 31, 1979, and 12148, dated July 20, 1979. It was created in response to an increasing need for Federal response to disaster mitigation, preparedness, response, and recovery needs nationwide. The nation's focus towards disaster response changed dramatically after September 11, 2001 and FEMA's primary role in America's war against terror became one of consequence management. FEMA was officially incorporated into the new Department of Homeland Security on March 1, 2003.

FEMA, organizationally, is divided into ten regions; with FEMA Region VII, headquartered in Kansas City, Missouri, supporting Nebraska, Kansas, Iowa and Missouri.

The Federal Emergency Management Agency (FEMA) is the central point of contact within the Federal Government for coordination of a wide range of emergency management activities. FEMA and other agencies within the Department of Homeland Security main purpose is to act as partners to State and local governments in achieving a realistic state of preparedness and an increased capability to respond to and recover from all types of emergencies and disasters. FEMA leads and supports the nation in a risk-based, comprehensive emergency management system of preparedness, protection, response, recovery, and mitigation, to reduce the loss of life and property and protect the nation from all hazards including natural disasters, acts of terrorism, and other man-made disasters.

These efforts are supported in part through the Emergency Management Institute (EMI) located on the campus of the National Emergency Training Center (NETC) in Emmitsburg, Maryland. However, the majority of emergency management training is conducted by State Emergency Management Agencies. EMI supports this training through partnership performance agreements with the states that offer not only financial and technical assistance, but provide a variety of instructional support.

EMI also offers independent study courses ranging from HAZMAT awareness to NIMS training, that is available to those with emergency management responsibilities and the general public. Access these courses at (http://www.training.fema.gov/EMIWeb/IS/).

Summary of Disaster Assistance Programs from FEMA

The Stafford Act: The Robert T. Stafford Disaster Relief and Emergency Act, 42 U.S.C. §5121 et. Seq. as amended, authorizes the President (FEMA per Executive Order 12673) to give financial and other forms of assistance to State and local governments, certain private nonprofit organizations, and individuals to support response, recovery, and

mitigation efforts following Presidential declared major disasters and emergencies. The Stafford Act describes the declaration process, the types and extent of assistance that may be provided, and necessary eligibility requirements. Under the Stafford Act, two types of federal assistance are granted:

- Assistance under a declaration of "EMERGENCY," provides specific and limited emergency and disaster assistance for emergency response and debris removal.

  An emergency is defined as, "Any occasion or instance for which, in the determination of the president, federal assistance is needed to supplement state and local efforts and capabilities to save lives and to protect property and public health and safety, or lessen or avert the threat of a catastrophe in any part of the United States."

  The Governor must request a Presidential Declaration for an emergency within 5 days of the incident.

- Assistance under a declaration of "DISASTER," provides a wide range of assistance to individuals and/or to local and state governments and certain non-profit organizations.

  A major disaster is defined as, "Any natural catastrophe … or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the president causes damage of sufficient severity and magnitude to warrant major disaster assistance under this chapter to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship or suffering caused thereby."

  The Governor must request a Presidential Declaration for a major disaster within 30 days of the incident.

<u>Assistance under a Federal Declaration of "EMERGENCY"</u>

"Emergency" assistance is limited in scope. It is specialized assistance to meet a specific need and is generally limited to those actions which may be required to save lives and protect property, public health, safety, or to lessen the threat of a more severe disaster.

<u>Examples of "Emergency" Assistance are</u>:

- Debris removal (trees, building wreckage, mud, silt, gravel, and vehicles) in order to save lives and protect property and public health and safety.

- Emergency mass care, such as emergency shelter, emergency provision of food, water, medicine, and emergency medical care.

- Emergency protective measures that include:

- search and rescue;
- demolition of unsafe structures;
- warning of further risks and hazards;
- public information on health and safety measures; other actions necessary to remove or reduce immediate threats to public health and safety, to public property, or to private property when in the public interest;

- Emergency communications;

- Emergency transportation;

- Emergency repairs to essential utilities and facilities.

FEMA Assistance under a Federal declaration of "DISASTER"

As soon as possible following a President's declaration of an emergency or a major disaster, NEMA personnel conduct an applicant's briefing for State and local officials to inform them of the types of assistance available under the declaration and the means by which funds are provided for eligible disaster assistance projects. It is imperative that elected officials, emergency managers and victims attend these briefings as funding sources may change, eligibility requirements may change as well as deadlines to apply are announced. Disasters are administered as discrete events with unique limitations and requirements. Do all you can to encourage attendance at these briefings.

Note: A Major Declaration can specify/authorize individual assistance only, public assistance only, or both types of assistance.
Public Assistance Program:

The Public Assistance Program is intended to help repair or replace damaged/destroyed public property. After a Presidential Disaster Declaration, the State and FEMA work with local jurisdictions to determine the extent of damages, and conducts "Applicant's Briefings" to clarify public assistance requirements, procedures, and eligible projects. Following these briefings, Federal Assessors prepare Project Worksheets to document disaster damage and provide FEMA with a recommended scope of work and estimated costs in accordance with FEMA eligibility criteria. The Federal government can provide a minimum of 75% of the funding for the recovery work that FEMA rules as being eligible.

To facilitate the process of Public Assistance Program grants. FEMA has divided disaster related work into 7 different categories of work that are listed below:

Emergency Work

- Category A: Debris Removal

Clearance of debris on public lands or waters;

- Category B: Emergency Protective Measures

Emergency protective measures to preserve life and property;

Permanent Work

- Category C: Roads and Bridges

  Repair or replacement of roads, streets, and bridges;

- Category D: Water Control Facilities

  Repair or replacement of water control facilities (dikes, levees, irrigation works, and drainage facilities);

- Category E: Buildings and Equipment

  Repair or replacement of public buildings and related equipment, including repairs and operating assistance to public elementary and secondary schools by the Department of Education;

- Category F: Utilities

  Repair or replacement of public utilities;

- Category G: Parks, Recreational Facilities, and Other Items

  Repair or restoration of recreational facilities and parks.

For additional information regarding policies and procedures for public assistance, please read the LEOP, Annex C and refer to the Federal Emergency Management Agency (FEMA) (October, 2001). Public Assistance Policy Digest.

Individual Assistance Programs

The following individual assistance programs could be available under a Presidential Disaster Declaration:

- Temporary housing or rental assistance until alternative housing is available for disaster victims whose homes are uninhabitable. Home repair funds may be given to owner-occupants in lieu of other forms of temporary housing assistance, so that families can quickly return to their damaged homes.

- Loans to individuals and businesses for repair, rehabilitation or replacement of damaged real and personal property through the Small Business Administration

- Disaster unemployment assistance and job placement assistance for those unemployed as a result of a major disaster.

- Individual and family grants to help meet disaster-related necessary expenses or serious needs when those affected are unable to meet such expenses or needs through other programs or other means (this amount is adjusted for inflation annually).

- Legal services to low-income families and individuals.

- Crisis counseling and referrals to appropriate mental health agencies to relieve disaster-caused mental health problems.

- Veteran's assistance, such as death benefits, pensions, insurance settlements, and adjustments to home mortgages held by the Department of Veterans Affairs (VA) if a VA-insured home has been damaged.

- Tax relief, including that withheld from the Internal Revenue Service in claiming casualty losses resulting from the disaster, and state tax assistance and expedited refunds if one is pending.

- Use of Federal equipment, supplies, facilities, personnel, and other resources (other than the extension of credit) from various Federal agencies.

Federal Disaster Assistance without a Presidential Declaration:

Federal and voluntary agencies may be able to provide disaster assistance under their own statutory authorities without a Presidential Declaration. Military installations located in or near the disaster area may provide immediate (short-term, 72 hours) lifesaving assistance. Such assistance may include:

- Search and Rescue: The United States Coast Guard or United States Armed Forces may assist in search and rescue operations, evacuate disaster victims, and transport supplies and equipment.

- Flood Protection: The United States Army Corps of Engineers has the authority to assist in flood fighting and rescue operations to protect, repair, and restore certain flood-control works that are threatened, damaged, or destroyed by a flood. They also have authority to assist States for a 10-day period subject to specific criteria.

- Fire Management Assistance: The Stafford Act authorizes the President to provide assistance, including grants, equipment, supplies, and personnel to a state for the management of a forest or grassland fire on public or private lands that threatens to become a major disaster.

- Health and Welfare: The Department for Health and Human Services may provide assistance to State and local welfare agencies and to State vocational rehabilitation agencies. The Public Health Service can aid states and local communities in emergency health and sanitation measures. The Food and Drug Administration may work with State and local governments in establishing public health controls through the decontamination or condemnation of contaminated food and drugs.

- Emergency Conservation Program: Cost-sharing grants to rehabilitate designated farmlands damaged by a natural disaster may be provided by the Farm Service Agency (FSA), United States Department of Agriculture.

- Emergency Loans for Agriculture: The Farm Service Agency may make emergency loans to eligible farmers, ranchers, and aquaculturists. Agricultural assistance that may be available, including production loans; technical assistance; payments covering a major portion of the cost to eligible farmers who perform emergency conservation actions on farmland damaged by the disaster; and provision of federally owned feed grain for livestock and herd preservation comes through the U.S. Department of Agriculture

- Disaster Loans for Homeowners and Business from the Small Business Administration (SBA) can provide both direct and bank-participation disaster loans to qualified homeowners and businesses to repair or replace damaged or destroyed private property. Qualified small businesses suffering economic losses may receive economic injury loans. There must be at least 25 homes or businesses destroyed and at least 40% under or uninsured to receive an SBA declaration.

- Repairs to Federal Aid System Roads through the Federal Highway Administration of the Department of Transportation can provide assistance to restore roads and bridges on the Federal Aid System.

- Tax Refunds: The Internal Revenue Service can assist individuals in applying for casualty losses resulting from natural disasters.

- Voluntary Agency Assistance: Volunteer Organizations Active in Disasters (VOAD) and other private relief organizations (e.g. American Red Cross, The Salvation Army, the Mennonite Disaster Service, other charitable organizations, and church groups) provide grants and other types of assistance to individuals and families that include; distribution of food, medicines, supplies, emergency shelter, and restoration of community services.

- Department of Defense Pre-Declaration Emergency Assistance: The Stafford Act authorizes the President to utilize personnel and equipment of the Department of Defense to remove debris or provide temporary restoration of essential public facilities and services in the aftermath of an incident, which may ultimately qualify for a major disaster or emergency. The work must be deemed essential for the preservation of life and property and may only be carried out for a period not to exceed 10 days.

<u>Federal requirements tied to financial assistance:</u>

- The Disaster Relief Act of 1974 requires that an applicant, for assistance for the repair or restoration of damaged public or private non-profit facilities, shall purchase and maintain such insurance as may be reasonably available, adequate and necessary to protect such facilities against future loss.

- In addition, the applicant must comply with appropriate hazard mitigation, environmental protection, flood plain management and flood insurance regulations as a condition for receiving federal disaster assistance.

- Additional requirements or limitations are always provided at the Applicant's Briefing held in the disaster area during the early in the recovery process.

Other Agencies and Program~~s~~ Assistance After a Disaster:

- Low Interest Deferred Payment Loan Program may be available to homeowners and rental property owners for repair or reconstruction of real property damaged or destroyed in a natural disaster. Applicants must first exhaust insurance or all other federal and state disaster assistance in order to qualify.

- Housing and Urban Development Program offers help to low income applicant(s). Program will pay a percentage of rental costs for a maximum of 18 months.

- Social Security Assistance: help in expediting delivery of checks delayed by the disaster, and in applying for social security disability and survivor benefits.

- Emergency individual and family needs through the Volunteer Organizations Active in Disasters (VOAD) emergency food, clothing, shelter, and medical assistance may be provided to individuals and families having such needs as a result of the disaster.

- Contractor's licensing guidance in obtaining licensed contractors to assist homeowners in repair or restoration of damaged property.

- Insurance information advice to persons on insurance requirements, claims, and problems with settlement.

- Consumer Fraud Prevention is a program to obtain consumer advice, and to report consumer fraud and price gouging.

Hazard Mitigation Grant Program

The Federal government may contribute up to 75% of the cost of hazard mitigation measures which the President has determined are cost-effective and which substantially reduce the risk of future damage, hardship, loss, or suffering in any area affected by a major disaster (Stafford Act, Sec. 404).

The Pre-Disaster Mitigation Competitive (PDM - C) Program was authorized by the Stafford Act to assist states and local governments (including Indian Tribal governments) in implementing cost-effective hazard mitigation activities that complement a comprehensive mitigation program. After November 1, 2004, local communities or state regions must be covered by a FEMA approved Hazard Mitigation Plan~~s~~ in order to be eligible for PDM-C funding. PDM-C project funds can be used to help prevent or reduce the severity of damages caused by tornados, droughts, flooding, or snowstorms. Funding these plans and projects reduces overall risks to the population and structures, while also reducing reliance on funding from actual disaster declarations.

The State of Nebraska currently has an approved Hazard Mitigation Plan in place. Other local communities or Nebraska regions are encouraged to coordinate efforts with their Natural Resources District (NRD) office and County Engineering Departments to develop their own Hazard Mitigation Plans in order to be eligible for PDM-C funds. The flooding that occurred in Grand Island on May 11, 2005 provides a perfect example of why having Hazard Mitigation Plans in place can help your community save lives and reduce property damage. The levees constructed for the Wood River Flood Control Project in Hall County

diverted flood-waters and protected hundreds of households in southern Grand Island. For additional information on PDM-C, please visit the following FEMA website at (http://www.fema.gov/fima/pdm.shtm#factsheets) or contact Nebraska's Hazard Mitigation Officer.

The Post-Disaster or hazard Mitigation Grant Program (HMGP) is available as a part of a presidential Declaration of a Major Disaster. This program provides dollars for 15% of the Federal share of the disaster to be used for local hazard mitigation projects. To be eligible, each jurisdiction must be covered by a FEMA approved Hazard Mitigation Plan. Applications for HMGP are sent to NEMA for review of the technical completeness. All the applications are prioritized by the Governor's Hazard Mitigation Taskforce and then submitted to FEMA Region VII for approval. Up to 7% of the available HMCP dollars are available to develop a Hazard Mitigation Plan.

Chapter 9

Department Of Homeland Security

(This information is provided from: www.dhs.gov website; cited 01-2011)

Creation and Purpose

The Department of Homeland Security came into being on November 25, 2002, with the passage of the Homeland Security Act (2002). The creation of the agency was prompted by the terrorist acts that transpired on September 11, 2001. Originally, 22 agencies that were formerly in the Departments of Agriculture, Commerce, Defense, Energy, Health and Human Services, Justice, Transportation, and Treasury or in independent bodies were combined and restructured in the new department. The basic premise was to create one strong Federal agency that could function in unison to thwart and prevent future terrorist attacks. The comprehensive national strategy (2008) seeks to develop a complementary system connecting all levels of government without duplicating effort. The intention is to have a single, integrated agency focused on protecting the American people and their homeland.

Homeland Security Department Components:

- The Directorate for National Protection and Programs works to advance the Department's risk-reduction mission. Reducing risk requires an integrated approach that encompasses both physical and virtual threats and their associated human elements.

- The Directorate for Science and Technology is the primary research and development arm of the Department. It provides federal, state and local officials with the technology and capabilities to protect the homeland.

- The Directorate for Management is responsible for Department budgets and appropriations, expenditure of funds, accounting and finance, procurement; human resources, information technology systems, facilities and equipment, and the identification and tracking of performance measurements.

- The Office of Policy is the primary policy formulation and coordination component for the Department of Homeland Security. It provides a centralized, coordinated focus to the development of Department-wide, long-range planning to protect the United States.

- The Office of Health Affairs coordinates all medical activities of the Department of Homeland Security to ensure appropriate preparation for and response to incidents having medical significance.

- The Office of Intelligence and Analysis is responsible for using information and intelligence from multiple sources to identify and assess current and future threats to the United States.

- The Office of Operations Coordination and Planning is responsible for monitoring the security of the United States on a daily basis and coordinating activities within the Department and with governors, Homeland Security Advisors, law enforcement partners, and critical infrastructure operators in all 50 states and more than 50 major urban areas nationwide.

- The Federal Law Enforcement Training Center provides career-long training to law enforcement professionals to help them fulfill their responsibilities safely and proficiently.

- The Domestic Nuclear Detection Office works to enhance the nuclear detection efforts of federal, state, territorial, tribal, and local governments, and the private sector and to ensure a coordinated response to such threats.

- The Transportation Security Administration (TSA) protects the nation's transportation systems to ensure freedom of movement for people and commerce.

- United States Customs and Border Protection (CBP) is one of the Department of Homeland Security's largest and most complex components, with a priority mission of keeping terrorists and their weapons out of the U.S. It also has a responsibility for securing and facilitating trade and travel while enforcing hundreds of U.S. regulations, including immigration and drug laws.

- United States Citizenship and Immigration Services secures America's promise as a nation of immigrants by providing accurate and useful information to our customers, granting immigration and citizenship benefits, promoting an awareness and understanding of citizenship, and ensuring the integrity of our immigration system.

- United States Immigration and Customs Enforcement (ICE), promotes homeland security and public safety through the criminal and civil enforcement of federal laws governing border control, customs, trade, and immigration.

- The United States Coast Guard is one of the five armed forces of the United States and the only military organization within the Department of Homeland Security. The Coast Guard protects the maritime economy and the environment, defends our maritime borders, and saves those in peril.

- The Federal Emergency Management Agency (FEMA) supports our citizens and first responders to ensure that as a nation we work together to build, sustain, and improve our capability to prepare for, protect against, respond to, recover from, and mitigate all hazards.

- The United States Secret Service safeguards the nation's financial infrastructure and payment systems to preserve the integrity of the economy, and to protect national leaders.

Chapter 10

Hazardous Materials Preparedness

This outline of response resources is specific to a hazardous material event. More information is in your LEOP or contact the State Emergency Response Commission (SERC) Coordinator.

Chemical disasters may go beyond environmental (air, land, and water) and jurisdictional boundaries (county or municipal lines), so it is imperative that all levels of government responsible for health and safety cooperate in preparing for potential disasters.

County Government

The Nebraska Emergency Planning and Community Right to Know Act (NEPCRA) Title 67, NAC Chapter 81, requires each county to have a Local Emergency Planning Committee (LEPC). LEPCs must assess hazardous sites in the communities and developing a plan to mitigate any identified issues. The information becomes part of the LEOP, Annex F.

Local Emergency Planning Committee (LEPC)

Each LEPC is responsible for participating in the review and development of the LEOP to ensure that all hazmat considerations are included, as regulated by the Nebraska Emergency Planning and Community Right to Know Act (NEPCRA), R.R.S. 81-15, 191 to 81-15, 235. NEMA, through the SERC Coordinator, provides technical and administrative assistance to help the counties and their LEPCs accomplish these tasks.

Under the NEPRA LEPC membership is defined as the following:

- Elected county and city officials
- Emergency Management
- Local environmental groups
- Transportation personnel (rail/pipeline/vehicular)
- Broadcast and print media
- Community groups
- Law enforcement
- Owners and operators of covered facilities
- Hospitals
- EMS/Red Cross
- Fire fighting
- Health organizations
- Concerned Citizens, neighborhood and community originations

LEPCs are required to meet and submit an activity report to the SERC on an annual basis.

County Emergency Management Agency

Each county in Nebraska maintains an emergency management program. Typically, during a hazardous material incident, its responsibilities are to maintain the county Emergency Operations Center (EOC) and provide support to the Incident Command.

To prepare for a hazardous material incident, the emergency manager develops and maintains the LEOP. The emergency manager also ensures that county personnel involved in the plan are aware of their duties and responsibilities.

Local Fire Department

If a hazardous material incident poses the threat of fire or explosion, the fire department may respond up to the level of their certification. In addition, firefighters may help with search and rescue operations within the capabilities of their hazmat certification. The fire department is responsible for assuring that first responders receive sufficient direction to:

- handle the situation properly,
- coordinate with local law enforcement to define the hazard area,
- initiate notification of support agencies/hospitals that receive potentially contaminated patients, and
- request the assistance of a State Emergency Response Team (SERT) through the Nebraska State Patrol, or call upon mutual aid agreements if necessary.

Law Enforcement

When a hazardous material incident occurs, local and county law enforcement may assist with the incident, depending upon the missions assigned and their level of certification. When evacuation is necessary, law enforcement officials assist with evacuation under the guidance of the Incident Commander. Law Enforcement takes the action necessary to control traffic, crowds and provide security at the scene and the evacuated area.

Local law enforcement maintains authority and security within their jurisdiction. If the incident becomes severe or appears to be terrorism related, the responding law enforcement agency may request the assistance of other local, State, and Federal Law Enforcement agencies. The State EOC at NEMA can help facilitate this request.

Local Health Department

Local health departments that have personnel with HazMat training are responsible for safeguarding the local public against health problems related to a hazardous materials incident. If the incident presents the potential for spreading disease, the local health department will mitigate the effects of the identified pathogen or irritant by distributing medical or protective supplies, vaccines, or other preventatives as indicated by the situation. The local health department will also coordinate efforts with state and local authorities to enact directed health measures (i.e. quarantine, isolation, social distancing) and recommend appropriate sanitary or environmental measures.

Emergency workers and/or victims may be mentally traumatized by an incident. The health department may assist emergency management in recognizing the need for behavioral health resources and assist in accessing these services. Critical Incident Stress Management counseling is also available through the nearest NSP Office.

The local health department will assure that the public receives health-related information and recommendations appropriate for the hazardous materials incident.

American Red Cross

The county is responsible to provide short-term sheltering of victims until the American Red Cross unit supporting the county can assist. The roles and responsibilities of both organizations are defined in the current county LEOP.

State Government:

Nebraska Emergency Management Agency (NEMA)

As the lead State Agency, NEMA reviews and provides guidance to the counties in the required updates and revisions to the county LEOP to include;

- reporting/documenting an extremely hazardous materials stored in identified facilities,
- identifying points of contact
- identifying vulnerable environmental areas
- identifying populations at risk if there is a release, and
- listing the Community-Right-to Know facilities and contacts.

To help organizations administer their emergency plans, NEMA provides training to planners, first responders, and other emergency personnel under the provisions of 29 CFR 1910.120. NEMA and the SERC Coordinator serve as the administrator of the SERC. The SERC Coordinator works directly with NDEQ, SARA Title III Coordinator in supporting the Community Right-to Know portion of EPCRA.

Report all hazardous spills/releases to the SERC; use the process outlined in the LEOP.

When a serious hazardous material incident occurs, NEMA is prepared to assist local authorities. If a hazardous materials team is needed to assist a local response, proper procedures are set and must be followed. See LEOP, Annex F, Appendix 1.

NEMA also maintains, calibrates, repairs, lends and provides training on radiation survey instruments. These instruments are used to detect radioactive materials and are made available to State and local organizations (law, fire, health departments, EMAs).

Nebraska Department of Environmental Quality (NDEQ)

NDEQ is involved in both emergency preparedness and response to hazardous materials incidents. To ensure Nebraska communities have adequate information regarding hazardous chemicals, DEQ coordinates the Community Right-to Know and receives all reports submitted to the SERC.

NDEQ is responsible for receiving emergency release notifications required by both Federal (i.e., CERCLA and EPCRA) and State (Title 126-Rules and Regulations Pertaining to the Management of Wastes) laws. A NDEQ representative is on 24-hour call seven days a week. Should a local agency or a member of the public wish to report a release, although it is the duty of the responsible party, the representative can be contacted at (402) 471-2186 during working hours and (402) 471-4545 (State Patrol Dispatch) after-hours, weekends, and holidays.

Waste materials (e.g., chemicals, response equipment, contaminated soils and water) are often generated during an emergency incident. Contact the DEQ Waste Management Section (WMS) for guidance on whether the materials can be disposed in a landfill as a special waste, shipped to a hazardous waste facility, or recycled. The WMS can provide guidance on any required site response or clean-up reports.

Nebraska State Patrol (NSP) -Carrier Enforcement Division

When a hazardous material incident occurs, NSP provides radiological monitoring and helps NDEQW and the NEMA to establish evacuation routes and secure the area. The Carrier Enforcement Division also provides assistance to help contain the spill and establish/maintain roadblocks.

Department of Health and Human Services (DHSS)

DHSS, Public Health, provides guidance and regulatory oversight for peacetime nuclear incidents at licensed facilities for possession, use, transportation, and disposal of radioactive material. Once notified of an incident involving radioactive materials, DHHS is responsible for conducting a health hazard assessment and controlling/advising all safety, containment, decontamination, and cleanup activities. See LEOP Annexes F, G.

Nebraska State Fire Marshal (SFM)

During a hazardous material incident, the SFM may assist in the determination of hazardous materials spill or leak control, chemical reactions, and incident mitigation. The Fire Marshal may assist by coordinating local fire departments' efforts and providing personnel to investigate the incident. SFM is also responsible for inspections; review, regulation, and enforcement of codes for storage tanks, mobile transports, bulk facilities, user(s) of explosives and blasting agents, fireworks, motor vehicles, and transport of hazardous materials.

Nebraska National Guard – Civil Support Team (CST)

In a severe hazardous material incident, a request for assistance from the Nebraska National Guard – CST should be made through the NEMA. The National Guard's primary responsibilities include security maintenance and assistance with search and rescue operations.

The Nebraska National Guard can assist in hazardous materials incidents in a multitude of ways. The 72nd Civil Support Team (CST) and CBRNE Enhanced Response Force Package (CERFP) are two National Guard organizations which have HAZMAT/WMD missions. In addition to those organizations the National Guard can also provide augmentation to law enforcement, transportation, communications, and aerial assessments during HAZMAT incidents and other emergencies.

The 72nd CST supports civil authorities at domestic Chemical Biological, Radiological, and Nuclear (CBRN) incident sites by identifying CBRN agents and substances, assessing current and projected consequences, advising on response measures, and assisting with appropriate requests for additional support. The 72nd CST is organized into six sections which include: Command, Operations, Administration and Logistics, Communications, Survey and Decontamination, and the Medical and Analytical Section. Each section has its own unique capabilities. 72nd CST is available 24 hours a day/7 days a week for rapid recall/rapid deployment for WMD terrorism response operations in the United States. The 72nd CST advanced echelon will be en route to the incident within 90 minutes of notification.

The CERFP is designed to respond to a Chemical, Biological, Radiological, Nuclear, or High Yield Explosive (CBRNE) incident or other catastrophic event and assist local, state, and federal agencies in conducting consequence management by providing capabilities to conduct mass casualty decontamination, emergency medical services, and casualty search and extraction. The CERFP can be deployed as an entire unit with over 200 personnel and 25 trucks with trailers, or it can be deployed in a modular concept with only necessary sections deploying. The CERFP will be ready to deploy to an incident site within 6 hours after recall either under the control of the state or a military Joint Task Force.

CBRNE Hazmat Teams (Chemical, Biological, Radiological, Nuclear, Explosive)

NEMA has signed ten (10) inter-local agreements for hazmat response with fire departments across Nebraska. The 10 teams are located in; Scottsbluff, North Platte, Red Willow, Grand Island, Hastings, Beatrice, Columbus, Norfolk, Omaha and Bellevue. The teams consist of members of local fire departments that have received technician level training in Hazmat response, Incident Command and other specialized training. If a local jurisdiction, fire department or agency requests one of these teams, the requesting agency is responsible for all costs incurred. If the request is made through the Emergency manager and NEMA, and if warranted, the costs may be defrayed through the Governor's Emergency Fund.

Nebraska Hazardous Incident Team (NHIT)

If a local response agency is overwhelmed, they can request assistance from a State Emergency Response Team (SERT). The NHIT, a specialized SERT, has members from the NSP, NSFM and NDEQ. Members are trained to a minimum of technician level. To activate the NHIT team call the Nebraska State Patrol dispatch.

Nebraska Department of Roads (DOR)

If needed, NDOR would assist in the closing of State roads and assessing alternate routes.

Nebraska Department of Agriculture (NDA)

The ND Agriculture regulates fertilizers, agricultural chemicals and is responsible for ensuring the safe use of pesticides. When a hazardous material incident involves bulk fertilizer, anhydrous ammonia, or a bulk agricultural chemical, NDA uses its laboratory facilities to analyze, test, and provide information about those substances. If necessary, NDA may control the use of milk and food in the area.

Federal Government:

Environmental Protection Agency (EPA)

The Environmental Protection Agency (EPA) may be asked by the State to provide technical assistance and advice. The EPA is equipped to survey the incident for environmental problems, provide laboratory services for tests and analyses, and participate in remediation activities. The EPA can also provide resources and technical assistance through the Regional Response Team (RRT).

National Response Center (NRC)

The National Response Center streamlines the Federal response by providing a single, continuously staffed location that receives and refers for action and/or investigation, all reports of environmental, etiological and biological incidents throughout the United States. By calling toll free, 1-800-424-8802, any person may satisfy the Federal reporting requirements for the following incidents: an oil spill; a hazardous chemical release; a pipeline accident; a transportation accident involving hazardous material or an oil release of radioactive material; or a release of etiological or hazardous biological material.

Department of Energy (DOE)

Either State officials or the NRC can request monitoring assistance of and help with the removal and disposal of radioactive discharges. If personnel from the State and DOE cannot handle the incident, DOE may activate the Federal Radiological Monitoring and Assessment Center (FRMAC). Direct your questions about the capabilities of the FRMAC to NEMA, Technical Hazards Section.

Federal Emergency Management Agency (FEMA)

If a hazardous materials incident causes massive injury and uninsured damage, a Presidential Declaration may be issued. If this occurs, the FEMA is the lead agency to administer the Federal Disaster Assistance Program. FEMA coordinates with other Federal, State, and local agencies to provide disaster relief assistance, technical assistance, and remediation activities.

Training:

All new responders will be trained before assisting in an hazardous materials incident.

NEMA recognizes National Fire Protection Association (NFPA) standards of training, for more information on specific competencies refer to the NFPA. Training for hazardous materials response is in accordance with the following levels:

First Responder Awareness Level

First responders at the awareness level are individuals who are likely to witness or discover a hazardous substance release. An emergency response is then initiated by notifying the proper authorities of the release. No further action is taken beyond notification.

First Responder Operations Level

First responders at the operations level are individuals who respond to releases or potential releases of hazardous substances, as part of the initial response to the site for the purpose of protecting nearby persons, property, or the environment from the effects of the release. They are trained to respond in a defensive fashion without actually trying to stop the release. Their function is to keep it from spreading and prevent exposures. First responders at the operational level will have received at least twenty four (24) hours of operations level training.

Hazardous Materials Technician (Offensive Actions)

Hazardous materials technicians are individuals who respond to releases, or potential releases, for the purpose of stopping the release. They assume a more aggressive role than a first responder at the operations level in that they will approach the point of release in order to plug, patch or otherwise stop the release of a hazardous substance. In Nebraska, Hazardous materials technicians must have successfully completed first responder operations level training before receiving Technician Level Certification.

Hazardous Materials Specialist (Offensive Actions)

Hazardous materials specialists are individuals who respond with and provide support to hazardous materials technicians. Their duties parallel those of the hazardous materials technical, however, these duties require a more directed or specific knowledge of the various substances they may need to contain. The hazardous materials specialist would also act as the site liaison with Federal, State, local, and other government authorities in regard to their skills in site specific activities.

LIST OF ATTACHMENTS

Attachment 1 Hazardous Materials Incident Report 10-8

HAZARDOUS MATERIAL INCIDENT REPORT

Anyone giving or receiving an incident report should obtain as much information as possible.

* Time Report _____a.m./p.m. * Date_____

* NAME OF PERSON CALLING_____

* REPRESENTING _____ TITLE OR POSITION_____

* CALLLBACK NUMBER AT SCENE_____

* LOCATION OF INCIDENT:

*City_____*County_____

* Exact location of area involved:_____

* HAZARDOUS MATERIAL INVOLVED: (Use additional pages as needed)

* Chemical or trade name:_____ * Manufacturer: _____

* Quantity spilled/released (if known):_____ * Duration of release:_____

* Physical form (liquid, solid, or gas):_____ * Measurements from radiation detection instruments: _____

* Media into which the release occurred (land, air, water):_____ Other: _____

DESCRIPTION OF INCIDENT: (Use additional pages as needed)

A. Time of incident:_____ AM./PM. Date of incident ____/____/20____

B. Weather conditions (wind, atmospheric conditions, etc.)_____

C. Current status of incident:

1. Is the incident area secure?_____ Evacuation or in-place-shelter needed (which?)?_____

2. Was there an explosion?_____Fire?_____Environmental damage?_____

3. Are there people injured or contaminated?_____How many? _____

4. Advise regarding necessary medical attention or chronic health risks? (if known)_____
_____

5. Actions taken to respond to, contain, clean up materials._____
_____

6. Location & disposal method of hazardous\ contaminated materials_____

D. Report taken by: _____ Agency_____

Information that must be obtained for Federal Reporting Requirements

Chapter 11

Media Relations

Guidelines for Crisis Information Management

Emergency Management relies largely on information-management functions. During times of crisis, however, that link is accentuated by the public's need to know, and the media's desire for accurate and reliable information. Establishing a good relationship with your local media before a disaster strikes is a key step toward an effective emergency public information structure. The media can be a positive force and can assist with:

- Providing pre-disaster, emergency preparedness education.
- Warning citizens of an impending or on-going emergency.
- Providing information and advice to victims and others.
- Activating emergency response.
- Facilitating effective recovery activities.

Establishing Mutual Trust

Public information professionals (media representatives) must be a part of all crisis information plans. However, response staff must be willing and able to contribute to the process through briefings, preparation of fact sheets, news releases, and other materials.

The media are prime transmitters of emergency information. They play a critical role in setting agendas and in determining outcomes.

Be open and accessible to reporters. Respect their deadlines. Provide information tailored to the needs of each type of media, such as graphics and other visual aids for television. Provide background material for the media on complex risk issues. Follow up on their stories with praise or criticism, as warranted. Try to establish long-term relationships of trust with editors and reporters.

The media and the public must be able to access official information from a credible source. Confusion and conflict result from information from more than one location or source at a scene. Responders, officials and the EM must speak with one voice. Activate a Joint Information Center when more than one agency involved in response activities.

As appropriate, share the Hazards Analysis and Vulnerability Assessments conducted in the jurisdiction with the media. Let them know that you are aware of the possible threats, and have taken steps to coordinate the prevention of and the planning for response, recovery and mitigation of such risks, threats and hazards.

Established and defined communications channels (both internal and external) are used to disseminate information. Public information must be separate from operational communications.

Establish official feedback channels; i.e. the public information staff should monitor media reports, rumors, and public perception of the event(s) and response activities.

Internal information clearance (generally approved of by the chief elected official and the designated Public Information Officer for release) should ensure the accuracy of information and its timely release.

Public information staff must affirm or deny news stories or public queries without delay.

Dealing with the Media

Review the following before you agree to an interview.

DO	DON'T
Ask who will be asking the questions.	Don't tell the news organization which reporter you prefer to work with.
Ask which topics they want to cover. Caution them that you are not the right person to interview if there are topics you cannot discuss due to lack of knowledge, litigation, etc.	Don't demand that your remarks not be edited (you can request to do the interview over – if taped – if you think information was incorrect or not properly presented).
Ask how long the interview will be and what the format will be.	Don't insist that they promise not to ask about certain subjects.
Ask who else will be interviewed.	Don't insist the reporters not interview an adversary.
Prior to Interview/News Conference	
Obtain accurate information and be completely honest.	Don't try to fool the reporters or the public
Decide what you want to say, and check to make sure you have the appropriate information.	Don't believe you know it all.
During the Questions and Answer Session	
Be honest, accurate, credible.	Don't lie or exaggerate.

Stick to your key points.	Don't improvise.
Lead. Take charge	Don't react passively, but don't be overly aggressive or rude.
Raise your key messages.	Don't dwell on negative allegations.
Offer to find out information you don't have, if a question is raised about it.	Don't guess, because if you are wrong your credibility will be shot.
Explain the context.	Don't assume the facts speak for themselves.
Stress the facts.	Don't discuss hypothetical questions.

<u>During the Questions and Answer Session</u>

Explain the subject.	Don't use jargon. Using technical terms (such as military or police idioms) confuses the public or leads them to think you are hiding something.
Stick to the facts. Avoid exaggeration and speculation.	Don't answer questions in a manner that prevents you from getting your point across. Don't allow responses to deviate from the issues at hand.
Do not attempt to add humor to the message.	Don't risk actions that may be found offensive at this time.
Be aware of sensitive issues.	Don't use ethnic labels, and other inappropriate terms or disparaging characterizations of groups of individuals
Besides outlining measures you can take, or have taken, do tell the truth by letting people know what you cannot do. Promises not kept destroy credibility.	Don't make promises.
Be forthcoming to the extent you have decided beforehand.	Don't decide to reveal something that is confidential without considering its implications
Give a reason if you cannot talk about the subject.	Don't dismiss a question with "No comment."
State your points emphatically.	Don't ask reporters for their opinions.

Correct big mistakes by stating that you did not give an adequate answer, and you would like a chance to clear up the confusion.

Don't demand that a botched answer not be used.

The media are interested in "What? When? Where? Who? How? and Why?"

Don't be afraid to say that you don't have the answers to each of those questions at the present time.

Stress any heroic efforts by individual responders.

Don't stress any individual errors or negligence.

Emphasize what is being done to address problems.

Don't estimate monetary damages, insurance coverage, etc.

Try to be as open with the media as possible.

Don't give one reporter exclusive information.

<u>After the Question and Answer Session</u>

Never forget, what you say is still on the record.

Don't assume interview / conference is over.

Never forget, it's all on the record.

Don't insist that some comment will now be put "off the record".

Be careful around microphones and tape recorders.

Don't assume that a microphone is ever off.

Correct any mistakes you made in the Question and Answer Session.

Don't call the reporter's boss to complain without first speaking to the reporter.

Volunteer to get additional information reporters need.

Don't refuse to talk any further with reporters.

Tell reporters to telephone if they have any questions about something you said.

Don't ask "How did I do?" or "Are we done yet?"

Volunteer to be available if a reporter wants to go over something with you.

Don't ask a reporter to show you a copy of the story in advance of publication or broadcast so you can correct it.

Call reporters if stories appear that are inaccurate, and politely point out what is wrong.

Five Most Frequent Interview Failures

1. Failure to take charge. The spokesperson must be a leader. His/her role is not just to answer questions, but also to disseminate information.

2. Failure to anticipate questions. Don't just concentrate on assembling the factual details. Prepare for obvious questions. Also, remember that the public wants to know "Is it safe?" Remember the: "who, what, when, where, and why".

3. Failure to develop key message. This is your opportunity to communicate with the public. Make sure you can take advantage of it by having your organization's message prepared and ready for use.

4. Failure to stick to the facts. Speculating or answering hypothetical questions can get you into trouble. Avoid "what if" questions by confining your answers to what is known.

5. Failure to keep calm. By not letting questions get under your skin, you will show a willingness to cooperate with courteous journalists, and convey an impression of candor. Keep cool.

Preparing for the Interview

1. First, ask what the media wants and determine what the subject of or reason for the interview.

2. Learn who your audience is and what issues concern them. When the journalist or reporter calls to schedule the interview there are several items you should discuss:

   - Ask them how much they know about the issues. Take this opportunity to give them a brief background, or if they don't have the time, offer to send them some written materials. If the reporter does not have time to discuss the issues or background, you should take the opportunity to inform them, and their audience, during the interview.

   - Learn from the reporter what issues their audience is most concerned about. Often this will give you an insight into what issues you need to be prepared to deal with. If the reporter does not give you any guidance, take the opportunity to suggest areas that you will cover in the interview. If the reporter has little knowledge on the topic they will welcome your input.

   - Learn how much time you will have to explain the position of your county and your agency. Use this information in preparing for the interview.

3. Decide what it is you want to convey and how much time you'll have to do it. Think through the logical explanation of how the agency, or the jurisdiction, arrived at its current position, and the actions taken to deal with the situation, both now and in the future. Be prepared to answer criticism that the agency should have known of the hazards earlier, or taken action more quickly. Prepare to respond to criticism that the

particular county and/or agency is overreacting to the situation. Present a reasonable approach to dealing with the disaster or hazard, based on factual, credible information.

4. Learn what others are saying about the situation so that you can defend your agency's position. If presented with statements about the environmental impact, be prepared to reconcile those statements with the local response and your agency's actions.

5. In dealing with disasters involving technological hazards, be familiar with the various exposure routes that could lead to risk, and those that would not. If you do not have the information requested, do not hesitate to offer to find it, or to refer the question to the appropriate organization (industry, local or state government agency).

6. Prepare yourself to represent your agency or jurisdiction, regardless of your own position. Your audience will assume that you are the spokesperson. Any concerns you may have should be discussed internally.

Tips on Dealing with the Media:

Some assumptions can be made when dealing with the media:

- Environmental risk is not a big story.
- Politics is more newsworthy than science.
- Reporters cover viewpoints, not facts.
- Reporters try to personalize the story.
- Claims of risk are usually more newsworthy than claims of safety.

Non-Verbal Communication

When trust is low and concerns are high, non-verbal communication:

- Provides up to 50-75 % of the message content;
- Is intensely noticed;
- Is often interpreted negatively;
- Overrides verbal communication.

Television

- Television is said to be an emotional medium. Use the opportunity! Remember, you are the expert. "News people" are people, so talk to them.

- Viewers will often forget the content of your message but remember your style:

  How you looked,
  How you behaved, and
  The quality of your voice.

- Check your appearance, then forget it. Concentrate on the questions asked.

- The way you are perceived on television is frequently quite different from the way you are accepted in person.

- Look at the reporter. Concentrate on the questions being asked. Be aware of any bad information built into the questions. If it's incorrect, correct it!

- Answer the questions in as brief a way as possible without being short, reticent or non-communicative. Don't be glib or attempt to add a light touch.

- Your attitude should be open, friendly and helpful. Use "PEOPLE TALK". Don't attempt to change your voice or sound differently.

- Be clear and to the point. Provide sufficient details so people can help themselves.

- Start any emergency statement with a direct, calmly expressed sentence about what is happening or expected to happen. Immediately follow with a description of what authorities have done in response.

- If you cannot control your anger or keep your voice in check during these times of stress, have someone else act as spokesperson for the media presentation. Remain available for answering questions that the spokesperson cannot.

- Do not talk down to the public; they'll know it and resent it.

Newspaper and Radio:

- Be candid and honest. If you give a reporter a reason to be suspicious of your integrity, he or she will find a way to trip you up.

- Reporters may take your words out of context. Remind him or her that you want accuracy and fairness more than you want attention.

- Be prepared. Be ready to provide expert opinion to a non-expert and provide it in the easiest possible way for him or her to understand it.

- Think of the public's interest in your story. That's usually the way a reporter looks at it.

- Do not give off-the-record comments.

- Whatever you think is most important is what you should say first. Put people issues before all others. That's what is most likely to be quoted.

- Keep calm - don't lose your cool. If you lose your temper, that will be the story, not the substance of what you said.

- If a question offends you or distorts the subject, ask the reporter to reword it, or reword it yourself. This should be worked out before the interview.

- Be prepared to deal with reporters individually rather than in groups. You'll be better able to control the substance of what you say. However. be prepared to conduct mass conferences if the incident warrants.

- Establish fair and uniform rules. These will be followed if enforced. Reporters can wait for an aspect of the story as long as no one is getting it ahead of them.

- Establish good access for your media spokesperson and insure that he or she remains fully informed so that he or she has credibility.

Telephone Interviews

- When a reporter calls, assume he or she wants information that will be published or recorded and broadcast. Always assume you are "on the record." Be aware that phone interviews are most likely recorded from start to finish. They should inform you that your conversation is being recorded.

- Establish to whom you are talking.

- Establish what the information is for.

- What are the deadlines the reporter has to meet?

- Check reporters' knowledge. Listen! Then fill in the background, answer the questions, or find out and call back.

- If the questions are asked in such a way that they digress from the present issue, respond on topic, making sure you get your point across.

- Put people issues first.

- If you can't answer, explain why. If possible, get someone who can help. Direct the reporter to the most knowledgeable source.

- Always keep callback promises, provide references and/or research the material.

Chapter 12

Joint Information Center (JIC)

In terms of communication, the biggest hurdle that is often faced during emergencies is the lack of a common voice. The public will be less likely to trust local officials or emergency managers if they are being bombarded with several different messages. The establishing of a Joint Information Center (JIC) allows all agencies and organizations involved in incident management activities to speak with one voice. JICs are the single point of coordination for all public information operations during emergencies. JICs should include Public Information Officers (PIOs) from all agencies and organizations participating in incident management operations to ensure multi-agency and multi-jurisdiction coordination of all messages provided to the public.

Establishing a Joint Information Center (JIC)

The National Incident Management System (NIMS) indicates that an incident commander (IC), an area commander, or an authorized Federal official can set up a JIC. While NIMS maintains that a single JIC is the best method, it allows enough flexibility for the formation and operations of multiple JICs. Incident commanders are responsible for forming and overseeing the local JIC(s). If separate command structures are established to manage the incidents, then each IC can establish and operate a separate JIC. Area commanders, who typically have responsibility for managing multiple incidents, can establish a JIC at the level of area command. Federal officials can also choose to establish a Federal-level JIC.

Identifying and Securing the (JIC) Location

According to NIMS, a JIC is typically co-located with the Federal, regional, state, local, or tribal Emergency Operations Center (EOC). The JIC location should be easily accessible (compliant with the Americans with Disabilities Act - 1990), with sufficient parking, power, phones and phone lines, and minimal background noise. Planners should identify a location that is both close to the incident and EOC, yet sufficiently removed to ensure that JIC personnel are safe and that media infiltration does not conflict with the functioning of the Emergency Operations Center (EOC). Security for the JIC is advised.

Essential Materials for the (JIC)

The following is a beginning list of services and supplies that used to effectively operate the JIC. These items include:

- Multiple electrical outlets;
- High-speed internet access;
- Contact information for state and local officials and media;
- Computers and printers;
- Fax machines;
- Phones and multiple phone lines;
- Local, area, state telephone directories;

- Radio, audio tape recorders and cassettes, television, video, and VCR;
- Clocks;
- Photocopiers; and
- Cell phones and pagers.

A JIC's Operational Tasks

A JIC must incorporate several operational tasks in order to be successful. For instance, news coverage is monitored constantly to ensure accurate information is being disseminated and received properly. The PIO must immediately address any false information that is released by any media outlets and set the story straight. Managing news conferences and press operations for disaster area tours are also imperative in order to convey a circle of trust.

Another key critical task involves providing basic facilities to assist the news media in releasing information to the public and to certify the credentials of media representatives. The public at large, and all affected stakeholders impacted by the emergency, need to be granted timely and accurate information about response, recovery, and mitigation activities and their limitations. Lastly, it is also critical to ensure government communication resources are managed effectively and duplication of efforts by departments is minimized.

JIC Organization

- Research Team oversees preparation of news releases, daily briefs, media advisories, feature articles, fact sheets, public service announcements, and other written materials;

- Media Operations oversees responses to incoming media calls, provides information on latest developments, answers inquiries, monitors news coverage, manages news conferences, assesses public opinions, beliefs, and current knowledge, and provides critical information on response activities; and

- Logistics Team ensures all JIC functions are operating effectively, and supervises all operational and administrative activities, including staffing and inter-office communications.

Establishing a Virtual JIC

The establishment of a fully operational JIC might not even be a remote possibility during some incidents. For example, there may be a shortage of space in rural areas, time limitations, or traffic issues such as downed bridges hindering essential personnel from traveling. These problems may require the creation of a virtual JIC.

A virtual JIC provides a link among public information agencies or personnel connected through a conference call, Internet, HAM radios, or other technical means of communication. The virtual JIC allows information officers to communicate with the public without setting up, or working from a cumbersome emergency operations

center. The setting up of a virtual JIC should be practiced prior to the occurrence of an actual emergency.

Joint Information System (JIS)

NIMS has established the Joint Information System (JIS) as the chosen method for exchanging, coordinating, and bringing together public information activities among JICs, incident commands, and area commands. The JIS provides the foundation for the protocols and procedures that are to be used when exchanging information between JICs, PIOs from response organizations, and private sector organizations.

The JIS coordinates information between JICs and incident managers. As part of the Incident Command System (ICS), NIMS requires a command staff PIO to act as the liaison between the on-scene incident commander and the JIC. The command staff PIO provides information from the scene to the JIC where it will be analyzed, discussed, and provided to the public and media outlets as appropriate. As necessary, the IC can also contact JIC managers directly to provide information for public distribution.

Responsibilities of Public Information Officers (PIOs)

Most state and local agencies have either a full-time PIO or someone chosen to serve as the PIO. Within a JIC, the PIO is a key staff member supporting the incident command structure. In a large-scale operation, the on-scene PIO will serve as a field PIO with links to the JIC. The PIO's responsibilities include:

- Representing and advising the IC on all public information matters relating to the management of the incident,
- Monitoring and handling media and public inquiries,
- Managing the day-to-day operations of the JIC,
- Developing a written public affairs plan for the first week of operations that include daily messages, media events, and editorial products,
- Liaising and coordinating with PIOs from all government departments and organizations,
- Screening questions and identifying the correct spokesperson to answer questions,
- Managing government communication resources and avoiding duplication of efforts,
- Suggesting human interest stories for media operatives covering the incident, and
- Developing JIC staffing and organizational chart.

Support Staff for the JIC

State and local PIOs will need to ensure that sufficient support staff are available to assist JIC officials and that each member of the support staff has specific tasks designated to them. PIOs can coordinate with other state agencies to evaluate which of their staff would be available to assist JIC operations (e.g., additional PIOs from agencies not directly involved or a health educator and mental health representative

from the state health department). During an incident, the PIO will need to create a schedule that maximizes the use of those skills.

In the event of a large incident or one for which there is a high level of interest, it may also be necessary for the JIC to operate on a twenty-four hour basis. Should this be necessary, the Joint Information Center Model recommends that the PIO consider establishing a relief JIC team. Each member of the relief team will assume the same responsibilities and authority as the original team, including the PIO.

Staff Training for the JIC

Staff, including public officials, that has been identified to assist JIC operations should be provided with training prior to an incident. State and local governments are responsible for coordinating PIO training either through state/local training programs or courses organized by FEMA. Courses will provide PIOs with the opportunity to learn about and practice the skills needed to successfully execute the requirements of the job. PIOs must be trained to effectively deliver oral and written communications, disseminate information in a timely manner, work with the media interface, and plan public information.

CHAPTER 13

Communications Infrastructure

A primary responsibility of your EM program is to insure that the public is provided with alerts, warnings and information prior to or during disasters. Not only does one have to warn the public but also the EM/EOC must be able to connect with responders, support agencies, the State EOC, surrounding communities, the media; the list goes on. Because of local and regional communications needs and the required funding processes, an EM can become completely absorbed in this process. Therefore, it is strongly advised to develop a community based team to help address communications needs and not to be dependant solely on vendors for information or recommendations.

Various functional needs populations may ignore, not hear, or may not understand the warnings, alerts or information issued. The community may lose electrical power and alternate means of warning and communication will need implemented. Plans and protocols should be in place to ensure that the elderly, hearing, sight and behaviorally impaired populations, as well as non-English speaking persons, travelers and places where there may be temporary large gatherings (fairs, ball games, outdoor concerts, etc.) have at least one viable venue to receive warnings and information.

The communications plan in your LEOP should focus on plans and procedures for external warnings during times of severe weather; floods, tornados, and winter storms, and internal notification of first responder personnel/local officials, EOC staff and support persons. Local plans should address the communications capabilities of near-by jurisdictions for the purpose of mutual-aid and regional assistance. Think of how best to connect with supporting agencies such as the schools, hospitals, roads and utility departments, public health or critical facilities, either because of the number of people there, the potential disaster consequence and their ability to support response efforts.

Emergency Managers should review and update their Communication and Warning Annex in the Local Emergency Operations Plan (LEOP) to reflect the latest information and guidance on their jurisdiction's communications systems (LEOP, Annex B). Exercises should be devised to test the LEOP's communications plan to measure its effectiveness or to identify gaps or areas for improvements. Contact NEMA for information concerning the State Communications Plan and the integration of your county into the Plan.

Hardware is only part of the communications issue; message development and delivery is another component discussed under the PIO section. Communication Operations n Directives, Standard Operating Procedures or Guides, Memoranda of Understanding and the like need to be developed and presented as clear, concise and complete documents. These too are to be tested during exercises or during incidents and improved as necessary.

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Chapter 14

Terrorism Preparedness

In February 2003, the White House issued Homeland Security Presidential Directive 5 (HSPD-5), "Management of Domestic Incidents" to enhance the ability to manage domestic incidents by establishing a single, comprehensive national incident management system. In December 2003, the White House next issued Homeland Security Presidential Directive 8 (HSPD-8), "National Preparedness" to strengthen prevention of, preparedness for, and response and recovery from threatened or actual domestic terrorist attacks, major disasters and other emergencies by requiring a national domestic all-hazards preparedness goal and outlining other actions to assist preparedness.

Terrorism, as defined by the Federal Bureau of Investigation is the unlawful use of force against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof in furtherance of political or social objectives. An incident must incorporate all four of these elements before it is considered to be an act of terrorism.

Purpose:

- To assist in developing a comprehensive and integrated plan for local governments to work in cooperation with State and Federal agencies in responding to and managing the "crisis management"" of terrorism, including the use of nuclear, biological, chemical and other weapons of mass destruction (WMD).

- To provide guidance in coordinating recovery "consequence management" activities in the community after a terrorist incident.

Guidance for Terrorism Response:

This guidance applies to all threats or acts of terrorism within a village, city or county and to the respective departments/agencies that maybe required to respond to a threat or act of terrorism.

The Local Emergency Operations Plan (LEOP) Terrorism Annex builds upon concepts already addressed in the LEOP to respond to and recover from a broad spectrum of hazards, but it will also address unique actions necessary to respond to a terrorist act.

The response and recovery to a terrorist act encompasses the following:

- Response (crisis management) includes the measures used to recognize, identify, acquire, and plan the use of resources needed to anticipate, prevent, and/or resolve threats or acts of terrorism.

- On the local level, the initial response will be by local authorities, using an Incident Command System, under NIMS. Local capabilities and available resources must be quickly identified and effectively deployed to the scene.

- When the incident becomes identified as a terrorist act or there is a credible threat, Presidential Decision Directive 39 directs the FBI to become the lead agency for the criminal investigation. Local and state responders will coordinate their functional responsibilities with the FBI.

Recovery (consequence management) includes the measures used to protect public health and safety, to restore essential government services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of terrorism.

- On the local level, Emergency Management is responsible for the "consequence management" recovery portion of the operation.

- When the incident is beyond local capability, the State of Nebraska will provide assistance, as required.

- When the incident is identified as a terrorist act, Presidential Decision Directive 39 states that the Federal Emergency Management (FEMA) will coordinate Federal responsibilities for recovery.

Conditions

Concern or an actual threat of terrorism may prompt precautionary measures. A credible threat scenario will initiate a threat assessment lead by the Federal Bureau of Investigation.

Significant threat or act of terrorism will cause response and implementation of crisis management as described in Annex H, Appendix 1 in the LEOP. Recovery may be initiated to support responders and to protect the health and safety of the community.

Terrorism Preparedness: Assumptions and Planning Factors

- All communities are vulnerable to acts of terrorism from local, national or international sources

- .Terrorist events may occur in single or simultaneous in multiple geographic areas and may result in immediate mass casualties such as an explosion or delayed casualties as in bio of chemical incidents.

- Terrorist events may occur with little or no warning and invoke a variety of tactics to include Weapons of Mass Destruction, (WMD), hostage taking, cyber attacks, etc.

- The fact that an emergency was a result of a terrorist act that may not be determined until days, weeks or months after the event has occurred.

- The local Emergency Management organization is based on a broad functionally oriented, multi-hazard approach to disasters that can be quickly and effectively integrated with all levels of government.

- No single agency at the local, state, federal, or private level possesses the expertise to act unilaterally in response to threats/acts of terrorism, particularly if weapons of mass destruction are involved.

- Terrorism against large populations may overwhelm local and state governments quickly; major events involving WMD may overwhelm federal capabilities as well.

- If protective capabilities are not available, responders cannot be required to put their own lives at risk in order to enter a perimeter contaminated with possible Chemical, Biological, Radiological, Nuclear or Explosive (CBRNE) material. It is possible that the perimeter will be closed until the effects of the CBRNE material have degraded to levels that are safe for first responders.

Concept for Operational Response

Hazard Analysis

Emergency Management, in coordination with law enforcement and other appropriate agencies, should conduct a hazard analysis to identify facilities/individuals, essential services, and activities that might be at risk from terrorism.

Critical Infrastructure/Key Resources (CI/KR)

It is important for an Emergency Manager to pay close attention to critical infrastructure and key resources (CI/KR) in their jurisdiction. Attacks on CI/KR could threaten the community's security, economic vitality, and way of life. Acts of terror have the capacity to disrupt key business and government activities, facilities, systems, and isolated incidents have the potential of causing cascading effects throughout the economy and society.

The National Infrastructure Protection Plan (NIPP) provides the framework and sets the direction for implementing a national Critical Infrastructure Protection (CIP) effort. It establishes a risk management model that focuses on maximizing the resources that are available to your jurisdiction to reduce vulnerabilities, deter threats, and minimize consequences of attacks when they occur. The NIPP can be downloaded from DHS or from the Lessons Learned Information Sharing (LLIS) website at *www.llis.gov*. Access to the site is restricted to ODP portal users. Contact Nebraska's ODP Portal Administrator by calling (402) 471-7421 for additional information.

Initial Response to Terrorism

Once it is suspected or determined that the incident may have been a result of a terrorist act, the following agencies will be notified:

- Federal Bureau of Investigation

- Nebraska State Patrol

- Nebraska Emergency Management Agency

Site Assessment

The area will be quickly evaluated in terms of responder safety and public health in order to identify the need to implement protective actions. Evacuation or in-place protection of the general population in the affected area will be determined.

The need for protective equipment by response personnel will be assessed. When a secondary device is suspected or discovered, the area must be evacuated immediately.

Security and access control measures in and around the disaster site will be implemented immediately by first responders to ensure public and responder safety as well as facilitate response and recovery initiatives.

Local law enforcement and fire services will immediately begin working with all responders to ensure that the crime scene is preserved to the maximum extent possible.

Beyond Local Capability

Response to a terrorist event will involve multiple jurisdictions and levels of government. Upon arrival of State and Federal resources at the local scene, response and recovery operations will be structured to include Federal, State and local representation. Each level of government must follow their roles and responsibilities as identified in the National Response Framework (NRF).

In terms of local roles and responsibilities, the principal executive official in the city or county is responsible for the public safety and welfare of the people in their jurisdiction.

The lead agency for the criminal investigation after a terrorist act is the FBI. FEMA will coordinate the Federal support for recovery. In both cases, the FBI and FEMA will work in consultation with local, State and other Federal liaisons and agencies.

Command Structure

Homeland Security Presidential Directive – 5, requires all levels of government to use an Incident Command Structure that supports the National Incident Management System (NIMS) and National Response Framework (NRF). Implementing and maintaining NIMS compliance is essential in order to be eligible for federal grants funding since FY 2005-06.

Unified Command

All agencies involved in the field response will report to one Unified Command Post and follow one Incident Action Plan (IAP)

Factors determining agencies responding will be:

- The terrorist tactics employed.
- The challenges presented by the scope and nature of the incident.

- The target group involved.
- The response and recovery capabilities of the community impacted.

The Operations Section Chief, designated by the Unified Commander, will be responsible for the implementation of the Incident Action Plan. The designation of the Operations Section Chief is based on a variety of factors such as:

- Existing statutory authority.
- Which agency has the most involvement for that operational period?
- The amount of resources involved.
- Mutual knowledge of the individual's qualification.

At the Joint Operations Center (JOC), the FBI Joint Field Office on site may modify its Command Post to function as a JOC. Selected local, State, and Federal Consequence Management agencies may be requested to serve in three areas at the JOC:

- Command Group (multi-agency),
- Operations Group
- Operations Support Group (media – public information functions),
- Consequence Management Group (liaisons).

Recovery Management

As the terrorism event unfolds, local Emergency Management and the Nebraska Emergency Management Agency will each conduct operations at their respective Emergency Operations Centers. Procedures for coordination between local and state agencies will be maintained as in any other disaster.

Local representatives may be requested to serve in the Joint Operations Center structure as established by the FBI.

Technical Support

Federal departments and agencies are required to report information relating to actual or potential incidents of national significance to the Homeland Security Operations Center (HSOC). The organizational structure of the HSOC is designed to integrate a full spectrum of interagency subject-matter expertise and reach-back capability to meet the demands brought forth by a terrorism related incident.

Once Federal authorities are notified of a suspected, threatened, or actual terrorist incident, both the FBI and FEMA can request federal agencies to support operations.

These agencies/teams have the technical expertise to deal with a full range of terrorist tactics to include nuclear, biological, and chemical incidents.

The FBI/DHS may deploy a Domestic Emergency Support Team (DEST)) or field representatives from the National Counterterrorism Center (NCTC) to provide expert advice/assistance to the on-scene commander in the event of a major terrorism event.

FEMA/DHS can activate a Regional Response Coordination Center (RRCC) to rapidly deploy an Emergency Response Team-Advanced Element (ERT-A) to the scene, and/or request the response of federal agencies that have been assigned duties under the functions assigned in the National Response Framework.

Local and state specialized teams (i.e., hazardous materials, crime narcotics, gang, hostage, etc.) who have skills and equipment to support these operations will assist Federal teams, as directed.

Preserving the Crime Scene

Because of the nature of terrorist acts involving a variety of tactics, law enforcement personnel will work with other responders to:

- Preserve the crime scene while developing strategies to protect response personnel,
- Carry out life-saving actions,
- Implement necessary protective actions,
- Define and contain the hazard.

First responders become potential witnesses, investigators, and sources of intelligence in support of the crime scene investigation. As such, they should be trained in looking at all incidents as a potential crime scene that may provide evidence in determining the cause of the event and in identifying the responsible parties. First responders will have to review and modify their response procedures to ensure that the crime scene can be preserved to the extent possible without compromising functional responsibilities or standards of service.

Accessibility Policies

Once the life-saving activities and investigation of the crime scene are completed and the area is considered safe, the area will be made accessible to damage assessment teams, restoration teams, property owners, insurance adjusters, media, etc. However, access to the area may still be limited depending on the extent of damage sustained, general conditions of the area, and the persons requesting access.

Accessibility and re-entry policies will be developed in cooperation with the appropriate local, state, and federal officials. Policies will define:

- Who will be given access to the damaged areas,
- Any time restrictions regarding access,
- Whether escorts will be necessary,
- What protective equipment will be required, if any, to enter the area.
- Methods to facilitate identification and accountability of emergency workers, media, property owners, insurance adjusters, and other persons will also be developed for safety and security purposes, utilizing some system of colored badges, name tags, arm bands, etc. Security personnel will be responsible for enforcing these policies and procedures.

Areas on site that pose a potential hazard or risk will be identified and cordoned off with the appropriate isolation and warning devices.

Responsibilities:

Response – (Crisis Management)

Law Enforcement, lead by the FBI is responsible for determining the scope of the perimeter, control of access to the area, investigation of the crime scene, and the collection of the physical evidence (see Annex H to your LEOP).

Fire Service is responsible for fire suppression, search and rescue, and hazardous materials response to the level of their training and equipment (see Annex F to your LEOP).

Emergency medical is responsible for triage, treatment, and the transport of victims (see Annex G to your LEOP).

Public Works is responsible for debris removal, utilities, and to aid in traffic management (see Annex K to your LEOP).

Recovery (Consequence Management)

Emergency Management is responsible for coordinating public information, damage assessment, sheltering, volunteer coordination, human services, and resource management.

Administration and Logistics

Records of all expenses incurred during the response and recovery activities will be maintained by each responding agency and made available on request.. Activity logs, Incident action Plans, staffing rosters and all other event related documents will also be kept and made available on request.

Training for response and recovery management to terrorism is available to jurisdictions by contacting the Planning, Preparedness, Training and Exercise Division at the Nebraska Emergency Management Agency in Lincoln.

Exercising the local or regional terrorism response plan is the best way to test the plan and training. All training and exercises must be included in the local 5-year training calendar.

Maintenance of and upgraded changes to the LEOP, based on 'lessons-learned' during the exercises is the responsibility of the County Emergency Management Director.

Chapter 15

Evacuation

This chapter provides guidance to local Emergency Managers and supporting agencies on procedures for the timely and orderly evacuation of all or any part of an emergency management jurisdiction when it is determined that such action is the most effective means available for protecting the life, security, and welfare of the population. The LEOP Annex E: "Evacuation" contains the guidance, principles, planning factors, roles responsibilities and supporting agencies to consider in preparing any and all local evacuation plans. For those counties also affected by the Radiological Emergency Response Plan (RERP), refer to specifics found in the county RERP.

General

The County Hazard Analysis identifies threats/hazards that could result in the need to evacuate. Some hazards requiring special attention in a local jurisdiction include flood prone areas and hazardous materials storage facilities. There are vulnerable environmental areas and vulnerable populations that need addressed in a Primary Evacuation Plan. As each jurisdiction develops their Primary Evacuation Plan, check with and confer with the surrounding or nearby jurisdictions so that all Plans correlate with support one another.

Assumptions and Planning Factors

- Each jurisdiction should develop a Primary Evacuation Plan specific to the community and their needs. This Plan addresses at least the listed assumptions and planning factors, yet keeps in mind that unique situations may cause departure from portions of the primary Plan. This Primary Evacuation Plan will be the guide for local or incident evacuation decisions.

- Additional assumptions and planning factors are listed in the most recent LEOP Annex E, and those factors listed should be addressed within the jurisdiction's plans.

- Attention to assisting functional needs populations such as those lacking transportation, mobility impaired, elderly, children, those having medical or behavioral issues, etc as well as infrastructures, fuel, sanitation, warnings, security, and hosting or receiving evacuees must be addressed in the plan.

- Consideration of household animal (pet) evacuation needs due consideration and should be addressed in the plan. See the Annex E for guidance.

Organization/Responsibilities

The overall responsibility for issuing evacuation orders rests with the Principal Executive Officials of the affected political subdivisions. If there is an immediate need to protect lives and provide for public safety, the Incident Commander can make the

decision to evacuate. Key organizational requirements, roles and responsibilities are listed in Annex E.:

Concept of Operations

Direction and Control

The Emergency Operating Center may be activated. Executive direction and control of the incident and any ensuing evacuation may be coordinated from the EOC as outlined in Annex A of the LEOP. The Emergency Management Director may coordinate all evacuation support activities.

Evacuation Order

In situations where rapid evacuation is critical to the continued health and safety of the population, the on-scene incident commander may order an evacuation. During floods, evacuation orders will generally be initiated after evaluation and recommendation by the local Emergency Management Director to the local elected officials. Dam failure/flooding considerations are in Appendix 1 of Annex E in your LEOP. In the event of a radiological incident/accident, the evacuation order will be based on the recommendation of the Nebraska Health and Human Services.

Evacuation is normally ordered by the principal executive of the affected jurisdiction.

Evacuation may be only one of several protective action alternatives. Care must be exercised by decision makers to ensure that a directed evacuation will not place the affected population into a more dangerous situation than posed by the primary hazard. When ordering the evacuation, the following considerations should be addressed:

- Weather conditions,
- Evacuation routes, their capacities and susceptibilities to hazards,
- The availability and readiness of shelters for evacuees,
- Transportation for evacuees and for those unable to provide their own,
- The location in the evacuation area of special needs groups such as nursing homes or the hospital. These may pose unique evacuation problems and the evacuation itself could be more life threatening than the initial hazard,
- In the event of a hazardous material incident the choice needs to be made between evacuation and in-place shelter. The decision should be based on the speed, density of the plume, and the chemical substance involved.

Public Notification

Persons to be evacuated should be given as much warning time as possible. Reception site, near-by or outside the county need early notification for activation.

Emergency Public Information: The Public Information Officer should ensure that evacuation information is disseminated to the media in a timely manner. Instructions to the public such as traffic routes to be followed, location of temporary reception centers, and situation updates will be issued as that information becomes available. Specific public information guidelines are contained in Annex D of your LEOP.

Transportation

Requirements for special transportation need to be identified along with the coordination for the use of these transportation resources to support the evacuation. See LEOP Annex L.

Mass Care of Evacuees

While many evacuees will go to the homes of friends and relatives, there may be requirements for temporary mass lodging and feeding. If the Plan calls for neighboring cities or villages in or outside the county, be sure that the Plan addresses notification of these host locations and the activation of shelters. Mass care of evacuees will be managed by the American Red Cross. Mass Care operations are covered in Annex I of your LEOP. Recall that the jurisdiction is responsible for the initial care until the Red Cross or other agency can assist.

Health Care Facilities

Evacuations of health care facilities create special problems and may extend the time required to clear the affected area. Health care evacuation considerations are addressed in Annex G of your LEOP. Work with the private and public health care providers to avoid the common problem of the facilities all having the same transportation resources and alternate housing facilities in their evacuation plans without some process and agreements for prioritization of response assistance. .

Schools

All schools have internal emergency evacuation plans. Many Public Schools have radio-equipped buses that may be able to assist with an evacuation. If buses are required to make more than one trip, they will take students and staff to a temporary staging area outside the hazard area and return for additional loads. Work with the schools to create alternative plans when local buses and drivers are unavailable.

Re-entry

Re-occupation of an evacuated area requires the same considerations, coordination, and control of the items undertaken in the evacuation. The re-entry decision and

order should be made by principal executive after the threat has passed and the area has been inspected by fire, law, health, and utilities personnel for safety. Specific re-entry considerations are listed in the LEOP

State Support

Agencies providing an Emergency Support Function are listed in the LEOP, see Annex E.

Administrative and Training

After each evacuation of any scale, the incident involved officials, first responders, Emergency Management, other support agencies and jurisdictions, and possibly interested citizens will conduct a post-incident critique and write after-action reports (AAR) and evaluations. These documents will be the basis for review of and revision of policy.

Testing the evacuation plan trough exercises, following the HSEEP protocols, may be the only way to determine the Primary Evacuation Plan's effectiveness.

LIST OF ATTACHMENTS

Attachment 1: An Emergency Checklist: Needs of Seniors and Persons with Disabilities 15-5

AN EMERGENCY CHECKLIST:
NEEDS OF SENIORS AND PERSONS WITH DISABILITIES

This checklist suggests issues of concern in past disasters. It is presented in terms of situations or conditions that may arise and should be addressed to ensure readiness. Determine the roles and responsibilities of the Emergency Management Agency (EMA) and support agencies prior to an event. Describe this in the LEOP. Taken in this way, it can help your community plan together to address these challenges.
However, the checklist is not intended to be comprehensive.

All people, unaccompanied children, individuals with functional needs, service animals must have equal access the programs and services provided to any other individual.

Any item you have not checked, indicating you have addressed this issue, is a potential problem for your community in the event of an emergency.

PREPAREDNESS

- Is there EOC participation with community groups charged with planning to address the needs of seniors and those with disabilities?

- If yes, are representatives of organizations that represent or serve persons with disabilities included in the planning group, and are members of those special populations in the planning group?

- Have the federal and state legislation pertinent to emergency communications, transportation, and shelter of seniors and persons with disabilities, including the Americans With Disabilities Act, Title II been reviewed?

- Is the list of facilities, with contact information, that house seniors or persons with disabilities who may have special needs in an emergency up to date, complete and accurate, (see LEOP, Annex G)?

- Does the EMA provide technical support for agencies that house seniors or persons with disabilities in preparing their own emergency plans?

- Has the EMA coordinated with these facilities on evacuation and shelter plans and ensured that they understand their role in ensuring the life safety of residents?

- Is there a voluntary registry of those living independently who require special assistance, including those who have cognitive disabilities or who are dependent on oxygen or electricity for life support?

- Have the processes and procedures for evacuation, transportation, sheltering, and other emergency needs of persons included in your registry through specific agreements with providers?

- Does the preparedness information delivered to the community through the media and other outreach efforts reach persons with impairments that affect communication?

- Is the preparedness information distributed available in alternate formats, including large print, Braille, and audio cassette, other languages?

- Has published or broadcast materials that will help seniors and persons with disabilities plan in advance to ensure their needs are met in emergencies?

- Is the availability of these materials well publicized in media that are accessible to target populations?

RESPONSE

- Are plans in place to ensure that emergency-related communications are accessible to persons with disabilities and available through the communication channels they ordinarily use?

- Are sources of public information for persons who are hard of hearing publicized in advance so they know where to look for warnings and updates?

- Can communication through Telecommunication Devices for the Deaf (TDDs) be received by dispatchers and other emergency personnel in a disaster? Have they received training in identifying and managing TDD calls?

- Is there a means of communicating with persons who have speech disabilities when immediate communication is essential?

- Do emergency response personnel receive disability awareness training that will help them recognize and address communication problems with persons who have certain disabilities?

- Are there provisions for search and rescue that outline procedures for assisting persons with disabilities?

- Do multi-story or high rise fire evacuation plans take into account the possibility that persons who use wheelchairs may be on the upper floors?

- Are community shelters accessible and in full compliance with the Americans With Disabilities Act and with Section 504 of the Rehabilitation Act?

- Are shelter staff aware of accommodations that persons with disabilities or functional needs may require in general community shelters?

- Are shelter staff or other volunteers trained and prepared to offer these accommodations or functional needs assistance? Are agreements with professional staff in place?

- Are plans in place to shelter seniors or persons with disabilities who cannot be accommodated at general community shelters for legitimate reasons, notably, those dependent on electrical current for life support and those with cognitive disabilities?

- If plans are made for a medical, critical care shelter, have the emergency supplies that may be needed (hard goods, ventilators, dialysis) been determined arrangements made to secure them rapidly when needed?

- Have the roles of the nonresidential providers (outpatient clinics, mental health providers, dialysis centers, hospices, pharmacies, physicians, etc.) will play in recovery been fully defined?

- Is there a system for medication assessment and disbursement at shelters? Have the levels of service been identified?

- Are plans for medical services and potential reimbursement in place ?

- Have related liability issues that may arise in transporting or sheltering persons with disabilities been addressed?

RECOVERY

- Is there a current list of agencies, with contacts, that provide disaster relief and related assistance for seniors and persons with disabilities?

MITIGATION

- Is the community aware of ADA accessibility requirements pertinent to major alterations in public buildings or new buildings?

- Planning assistance for shelters, especially for special needs individuals, is available at: www.ada.gov/pcatoolkit/chap7shelterchk.htm.

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Chapter 16

Planning, Exercising and Training (PET)

Training is a part of an Emergency Manager's work.

The Nebraska Emergency Management Agency's Planning, Training and Exercising program is designed to enhance performance capabilities of all emergency management and disaster services team members in both the public and private sectors. The training can benefit policy makers (elected and appointed officials, business and industry leaders), managers at all levels, and responders (team leaders and first responders in both the public and private sectors). The training courses offered also support the State's Emergency Management Certification Programs and the Federal Emergency Management Agency's Professional Development Series of training courses.

Currently the State has eight PET regions. Development and implementation of regional training and exercises can receive assistance from an exercise Training Officer from NEMA. Some regions have chosen to fund a Regional Exercise Training Officer to work exclusively within that particular region. Each county is also supported by a Planning Specialist to assist the local jurisdictions in the revision (every 5 yrs.) and annual upgrades to their Local Emergency Operations Plans based on lessons learned from actual events or from exercises that test parts of local plans.

From the above, one sees that there are two areas of training. One for the development and professional growth of the Emergency Manager. The other assists the jurisdictions to develop and implement the required, continuous 3-year, comprehensive and robust educational, planning, training and exercise program for all involved in prevention, planning, response and recovery to disasters. The Emergency Managers program emphasizes certification and the PET is to identify local capability strengths or shortfalls. These shortfalls then become the focus for additional training, or funding for equipment.

Emergency Management Director Requirements and Certification

Under the provisions of the Nebraska Emergency Management Act of 1996, each local government shall participate in a city, village, county, or interjurisdictional (regional) emergency management organization (RRS Section 81-892.46 (2)). When formed, this organization is required to have either a full time director/coordinator or a full-time deputy director (RRS Section 81-829.46 (3)) and that full time director/coordinator or deputy director must be qualified and certified in accordance with criteria established by the Nebraska Emergency Management Agency (RRS Section 81-829.46 (6)).

To support this requirement, the Nebraska Emergency Management Agency has established the State Emergency Management Basic Certification program.

Prerequisite Courses for Basic Academy

The following three courses listed below are currently mandatory prerequisites for enrollment in NEMA's Basic Academy. Certificates or email notifications indicating you successfully passed the FEMA Independent Study (IS) courses (IS-1), (IS-100), and (IS-700) must be presented or emailed to the designated Basic Academy's - Exercise Director prior to the deadline for registration.

(IS-1) Emergency Manager (An Orientation to the Position)

(IS-100) Introduction to the Incident Command System (ICS)

(IS-700) National Incident Management System (NIMS) (An Introduction)

These courses can be accessed from the Emergency Management Institute (EMI)'s Website at (http://www.training.fema.gov/EMIWeb/IS/crslist.asp). Through its courses and programs, EMI serves as the national focal point for the development and delivery of emergency management. EMI curricula are structured to meet the needs of the diverse audience with an emphasis on how the various elements work together in emergencies. EMI also offers FEMA Independent Study (IS) courses. You may be eligible to receive college credit for the completion of some (IS) courses. Other EMI courses are residential, meaning you have to travel to Maryland to participate and some courses can be presented locally or in surrounding states.

National Incident Management System (NIMS) Certification

Under the provisions of Executive Order RRS Section 81-829.40, Dave Heineman, the Governor of the State of Nebraska directs the adoption of the National Incident Management System (NIMS) by all appropriate entities in the state by October 31, 2005. Each state agency and local jurisdiction is required to develop their own NIMS implementation plan/strategy and counties were required to submit a statement of NIMS compliance to NEMA by September 15, 2006. Check the NEMA website; www:nema.ne.gov for additional updates and current compliance requirements.

NIMS is the accepted standard to guide emergency and disaster response by all first responders and adherence is expected.

Basic Certification

When completed, this level of certification meets all conditions for Emergency Management Certification as required under the provisions of the Nebraska Emergency Management Act. It includes independent study and resident instruction. Any training other than that offered by the Federal Emergency Management Agency or the Nebraska Emergency Management Agency will not be accepted for credit for certification unless approved by the NEMA Assistant Director or the Chief of the Planning, Preparedness, Training and Exercise Division. Personnel desiring basic emergency management certification must attend the Basic Academy and successfully complete individual course

requirements. The 5-day Basic Academy is normally held twice a year, once in the eastern and once in the central or western parts of the state. Contact NEMA or check the NEMA website for details and registration.

Personnel that have already completed their basic NEMA certification under the previous certification guidelines will still be "certified" under the new program. However, all are encouraged to attend the Basic Academy.

Points of Contact

If you require additional information or have any questions regarding the training program, please contact:

Chief, P-P-T and E Division	Mardell Hergenrader	(402) 471-7413
State Exercise and Training Coordinator	Henry Tamasi	(402) 471-7349
Technical Hazards Section		
Radiological	Jon Schwarz	(402) 471-7420
Hazardous Materials	Tonya Ngotel	(402) 471-7176

On the Web at: http://www.nema.ne.gov

or write to:

NEBRASKA EMERGENCY MANAGEMENT AGENCY
ATTN:_____
1300 MILITARY ROAD
LINCOLN, NEBRASKA 68508-1090

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Chapter 17

Homeland Security Exercise & Evaluation Program (HSEEP)

The National Strategy for Homeland Security and the Homeland Security Act of 2002 identify the, "prevention of terrorist attacks within the United States" and, "the reduction of vulnerability of the United States to terrorism" as national priorities. The documents call on first responders to, "minimize the damage and assist in the recovery from terrorist attacks that do occur within the United States." The U.S. Department of Homeland Security (DHS), Office for Domestic Preparedness (ODP), uses the Homeland Security Exercise and Evaluation Program (HSEEP) to enhance and assess terrorism prevention, response, and recovery capabilities at the federal, state, and local levels.

The concept behind an exercise program is that testing emergency plans, policies and procedures with exercises is worth the effort. Experience and data show that exercises are a practical, efficient, and cost-effective way for a community to prepare for disasters. Next to an actual occurrence, exercises are the most effective means for examining competence or capability levels throughout the emergency management system. HSEEP provides the guidance and tools needed to implement a comprehensive and progressive exercise program.

Nebraska adopted the HSEEP program and structure to enhance the capacity of state and local governments to better respond to all hazard disasters. HSEEP offers consistent terminology, language, and the flexibility of concepts applicable to exercises at all levels.

Benefits of HSEEP

The benefits for creating and maintaining a local or county exercise program using HSEEP principles are:

1. Research has shown that people generally respond to an emergency in the way they have been trained and the way they practice. So, it only makes sense to ensure that plans are written and exercised in a manner that matches the training. For example, conducting exercises using HSEEP principles allows local jurisdictions to fully test their Local Emergency Operations Plan (LEOP). Testing and exercising the procedures of the LEOP ensures roles are clearly defined for all personnel and errors or omissions in the plan are realized, discussed, and corrected by the right people in a timely manner.

2. The emergency management "system" is improved. By conducting exercises, opportunities for inter-agency cooperation and team building flourish and public awareness/knowledge are enhanced.

HSEEP is a performance-based exercise program that provides the doctrine and vision necessary for planning, conducting, and evaluating exercises. HSEEP philosophy, policy and procedures are divided into subject-centered documents; titles below. These materials can be downloaded from the website at http://hseep.dhs.gov. (Call (402) 471-7421 for additional information)

HSEEP Volume I: Overview and Exercise Program Management
HSEEP Volume II: Exercise Planning and Conduct
HSEEP Volume III: Exercise Evaluation and Improvement Planning
HSEEP Volume IV: Sample Exercise Document & Formats
HSEEP volume V: Prevention Exercises

Register with the HSEEP system to gain access to documents and to report activities:

HSEEP Toolkit System Access: For access to the National Exercise Schedule (NEXS) System (view only), the Design and Development System (DDS), and the HSEEP Volume IV Library's sensitive documents, follow this link: Register for the HSEEP Toolkit system: https://hseep.dhs.gov/dhs_sso/Register.aspx

If you received a CAP System Registration ID, follow this link: Register for the CAP System: https://hseep.dhs.gov/caps/userRegistration.do

For questions regarding the HSEEP Toolkit Systems (to include system access) please contact: HSEEP Toolkit Help Desk (877) 612-HELP (4357) support@hseep.net

For questions and comments regarding HSEEP policy and support please contact:

The HSEEP Support Team: e-mail: hseep@dhs.gov

DHS Grant Program Management Components

The Department of Homeland Security (DHS) grants program provides funding to purchase specialized equipment, develop robust training programs, obtain technical assistance, plan, and conduct exercises. The HSEEP program gives states and local communities a basis for determining their current response capabilities and deficiencies.

The DHS grant programs are designed to equip and train Homeland Security professionals. These programs support three main funding components: a state formula grant program, direct assistance to local jurisdictions, and activities of a regional scope. NEMA is the designated State Administrative Agency (SAA) that is responsible for Nebraska's DHS Preparedness Program management. The SAA is appointed by the governor to administer the state's DHS funds to state agencies and local jurisdictions. Nebraska has and will continue to use State Homeland Security funds to effectively fill the gaps between program needs and existing capabilities.

HSEEP Requirements for DHS Program

Nebraska's Homeland Security Strategy provides the foundation for its exercise and evaluation program. This vision requires the coordination, cooperation, and focused efforts from citizens, local, state, and federal governments, as well as the private and non-profit sectors. The HSEEP process allows Nebraska to fulfill and implement its Homeland Security Strategy.

To receive Homeland Security Funding, Nebraska is responsible for:

1. Submitting and maintaining a progressive and comprehensive Three (3) year Exercise Plan that is reflective of Nebraska's Homeland Security Strategy.
2. Completing necessary documentation and reporting requirements needed to obtain DHS grants and funding.
3. Conducting an annual Exercise Planning Workshop (EPW) and other conferences to ensure that state objectives are being met, revised, and updated.
4. Providing/submitting necessary supporting documentation for all DHS funded exercises and uploading the information onto the Web based portal.
5. Using the Local Emergency Operations Plan (LEOP), the State Emergency Operations Plan (SEOP), the National Response Framework (NRF) and the National Incident Management System (NIMS) as a basis for planning, training, and exercise activities.

Local Jurisdiction's HSEEP Requirements for DHS Grants

Local Jurisdictions utilizing DHS funds must follow HSEEP principles and guidelines. This involves coordinating exercise and training program activities with neighboring jurisdictions (cities, counties, or regions) and NEMA. Each local jurisdiction's exercise and evaluation program requirements and guidelines must be consistent with the HSEEP.

Local Jurisdictions receiving Homeland Security funding are responsible for the following:

1. Maintaining a current Local Emergency Operations Plan (LEOP) that is based on the "Nebraska Administrative Code, Chapter 7, Nebraska Emergency Management Agency Title 67, Standards and Requirements for Emergency Operations Plans (July 21, 2001)."

2. Submitting and Maintaining a Current Three (3) year Planning Exercise and Training (PET) Calendar that is comprehensive/progressive, and incorporates the use of equipment purchased with DHS funds.

3. Exercising plans, policies, and procedures that are defined or referenced in your LEOP.

4. Evaluating all DHS funded exercises according to standards identified by HSEEP.

5. Providing necessary documentation (After Action Report and Corrective Action Plan) for all DHS funded exercises and uploading these documents onto the HSIN.

6. Obtaining letters of Intent or Support Resolutions received from all political jurisdictions within your county.

7. Using the National Incident Management System (NIMS) during exercises.

8. Updating your local jurisdiction's or region's Homeland Security mission, goals, and objectives. An opportune time to do this is during the annual LEOP review and update.

The Foundation Behind a Successful PET

The emergency manager is responsible for coordinating and initiating the local or county exercise design process. This merits establishing a foundation for designing, developing, conducting, and evaluating an exercise program. Program management involves:

- developing a project management timeline and establishing milestones,
- identifying a planning team,
- and scheduling planning conferences.

A successful exercise planning program has stake holder support from local and state officials, agencies, the private and non-profit sectors, and the citizens. This local PET is then incorporated into the Regional PET.

Address Costs and Liabilities of Exercise Program

No matter what the situation, addressing these issues early on will help minimize negative effects. There is the possibility of personal injury or damage to equipment during any exercise. Liabilities need to be recognized most often when conducting field type exercises, functional or full scale. Before planning the exercise, become familiar with the jurisdiction's insurance coverage and any mutual aid agreements.

There are obvious and hidden costs during every stage of an exercise development process. These include staff salaries, equipment and supplies, contractual services, printing, postage, and related miscellaneous expenses. Training costs should be recognized by government officials and budgeted for accordingly.

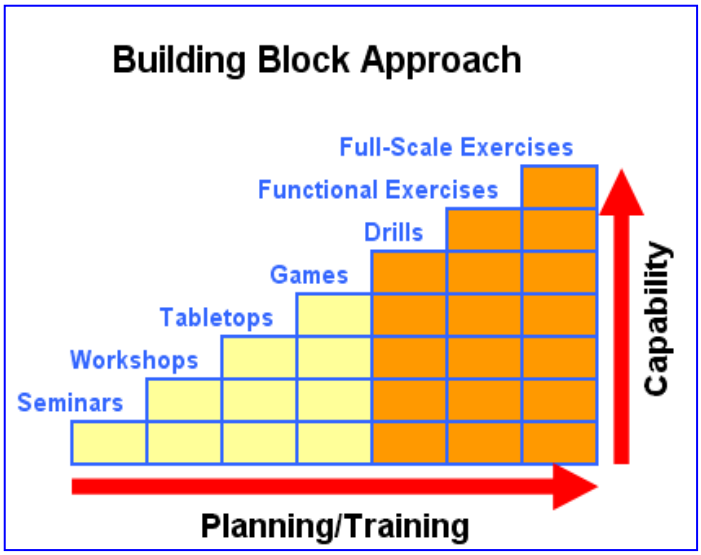
Exercise Design Team

At the local level, the exercise design team should consist of local fire, law enforcement, emergency medical services, government officials, VOAD, and other citizens in the community. When using DHS funds, the team is responsible for designing, developing, conducting, and evaluating all aspects of an exercise. The team determines exercise objectives, tailors each scenario to address specific jurisdictional capabilities, and develops the required HSEEP documents used in exercise evaluation, control, and simulation. Current HLS funding emphasizes terrorism as well as 14 different all-hazard scenarios.

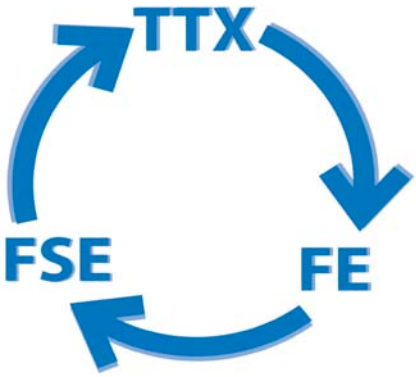
Team members also develop and distribute pre-exercise materials and conduct exercise briefings/training sessions. The membership of an exercise design team should be modified to fit the type or scope of the exercise and have representation for the participating agencies..

The Exercise Planning Process

Local jurisdictions must develop an exercise program that is both comprehensive and progressive. An effective exercise program uses a combination of exercise types to effectively accomplish exercise-specific objectives and program goals. Although each exercise type can be executed as a single activity, greater benefits can be achieved through a building block approach that exposes program participants to gradually increasing levels of complexity.



For example, a series of exercises may begin with an executive-level seminar followed by a tabletop exercise (TTX) to address the strategic coordination of multiple agencies and levels of government. The TTX is followed by a period of refining plans based on discussions and the exercise AAR/CAP. A local jurisdiction would then perform a series of drills with specific functions to validate each new plan. A final full-scale exercise (FSE) incorporates all levels of government; activation of state, county, and/or local Emergency Operations Centers (EOCs); and participation from hospitals and victim actors. The exercise design process doesn't stop after the completion of a full scale exercise. Each exercise builds off the lessons learned and procedural changes that are implemented after each completed exercise.



Development of the Three – Year Planning, Exercise, and Training (PET) Calendar

The backbone behind this process involves the development and maintenance of a Three – Year Planning, Exercise, and Training (PET) calendar. The exercise design team for each region or local jurisdiction must keep the Three – Year (PET) calendar updated annually to reflect new changes made to HSEEP doctrine and lessons learned from recently conducted exercises (Corrective Action Plans and After Action Reports). The Three – Year (PET) calendar must allow for a logical progression of regional and jurisdictional preparedness by increasing the size, complexity, and stress factor over time, while allowing for significant learning opportunities that complement, build upon, and directly lead one exercise or training session into another effectively.

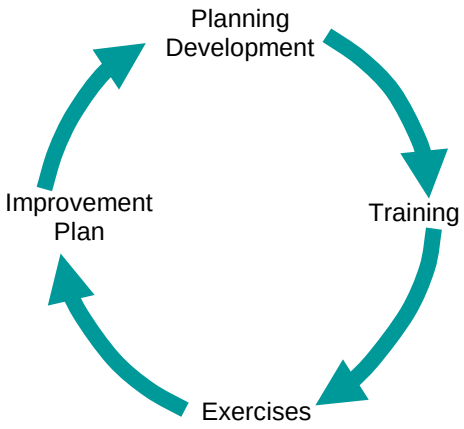
The building block approach remains flexible enough to allow for the addition or inclusion of other desired exercise types that your local jurisdiction may require. The main concept an exercise design team must keep in mind is that exercises are not carried out for the sake of conducting exercises. Exercises are performed to test the plans not the persons, to learn what works, what doesn't work, and what changes need to be made or

implemented in order to make a community's emergency capabilities to prevent, protect, respond, and recover more effective.

Exercises utilizing DHS funds must be reported using the Centralized Scheduling and Information System on the HSIN Portal.

The initiating act(s) of terrorism or potential threats may vary in each region or local jurisdiction for any given scenario, and as the timeline moves forward, exercises can be developed to reflect increased levels of complexity to more fully understand the elements involved in prevention, response, and recovery. Finally, this exercise model allows for a cyclical approach to statewide exercises, and a sustainable program for achieving higher degrees of overall preparedness for acts of terrorism.

Planning Cycle



Requirements for Exercise Development

It is essential to identify a design team, schedule planning conferences, establish milestones, and develop a project timeline. The teams may need a Planning Group, Logistics Group, Administrative/Finance Group and an Operations Group.

Contact the NEMA for HSEEP Training opportunities or search the NEMA website for the link to the HSEEP documents and on-line training.

Kinds of Exercises

The following are brief descriptions of Exercises:

Discussion Based Exercises

Discussion-based exercises include seminars, workshops, tabletop exercises (TTXs*),* and games. These typically focus on existing plans, policies, mutual aid agreements, and procedures. They are exceptional tools for familiarizing local jurisdictions and Personnel with current or expected jurisdictional capabilities.

Discussion-based exercises typically require a minimum of two planning conferences:

1. The Initial Planning Conference (IPC) to design and conceptualize objectives, identify issues to be addressed, and provide direction and scope of the exercise.

2. The Final Planning Conference (FPC) should be used to review the lessons learned from the exercise.

Operations Based Exercises

Operations-based exercises include drills, functional exercises (FEs), and full scale exercises (FSEs). They can clarify roles and responsibilities, identify gaps in resources needed to implement plans and procedures, and improve individual and team performance. They are used to validate the plans, policies, agreements, and procedures solidified in discussion-based exercises.

Operations-based exercises will typically contain four planning conferences:

1. The Concepts & Objectives (C & O) meeting will identify the purpose, type, and scope of the exercise.
2. The Initial Planning Conference (IPC) will be the team's input on exercise location, schedule, duration, and other details required.
3. The Mid-Term Planning Conference (MPC) will finalize operations, finance/administrative, logistical, and planning issues that were not addressed at the IPC.
4. The Final Planning Conference (FPC) will review the After Action Report and lessons learned from the exercise.

HSEEP Toolkit

The HSEEP Toolkit gives team members the ability to assign specific tasks, establish a project timeline, track completed tasks and manage the project. The HSEEP Toolkit is a collaborative planning tool, designed to assist in the development, execution and evaluation of exercises by providing suggested project time lines and templates. Each type of exercise requires a different level of planning and follow-up, therefore different types of documents are created. The full descriptions of these necessary documents are found in the Toolkit. The HSEEP Toolkit can be accessed on the homepage of the http://hseep.dhs.gov. (see above)

Evaluating Exercises using HSEEP Guidelines

Evaluation is the cornerstone of exercises; it documents strengths and opportunities for improvement in a jurisdiction's preparedness and is the first step in the improvement process or request for funds for equipment or additional training. The evaluation process includes a formal exercise evaluation, integrated analysis, and an AAR/CAP that should begin with exercise planning and end when improvements have been implemented and validated through subsequent exercises.

1. After Action Report (AAR): The required AAR is used to provide feedback to participants. The AAR summarizes what happened and analyzes performance of the tasks identified for testing and the demonstrated capacity to accomplish the overall exercise goal.

2. Correction Action Plan (CAP) converts lessons learned from the exercise into concrete, measurable steps that result in improved response capabilities. It is developed by the jurisdiction and specifically details the actions that will be taken to address each

recommendation presented in the draft AAR, who or what agency will be responsible for taking the action, and the timeline for completion. This information should be derived from an After Action Conference conducted after the draft AAR is completed.

Lessons Learned

Exercises and the AARs/CAPs not only provide lessons for exercise participants, they also offer a valuable source of information that can be analyzed at the national level to identify lessons learned and best practices that can be shared to enhance preparedness across the country. Lessons learned should encompass knowledge and experience (positive and negative) derived from observations and historical study of actual operations, training, and exercises. Exercise AARs should identify lessons and highlight exemplary practices, and should be submitted to DHS for inclusion in the lessons learned/best practices Web portal (www.llis.gov), which will serve as a national network for generating, validating, and disseminating lessons learned and best practices.

Reporting Exercises

All HSEEP reference manuals and materials are available through the web. The exercise portion of the portal contains a library of sample exercise materials (e.g., HSEEP Volume IV) as well as the text of the other HSEEP Volumes. The site also includes an exercise scheduler and reporting system that allows States and local jurisdictions to schedule exercises, submit AAR/CAPs, and report exercise data.

For additional information contact NEMA:

Exercise & Training Division at (402) 471-5088

or the

Exercise & Training Division's Supervisor at (402) 471-7349.

Chapter 18

The National Incident Management System (NIMS)

On February 28, 2003, the President issued Homeland Security Presidential Directive (HSPD)-5, which directed the Secretary of Homeland Security to develop and administer a National Incident Management System (NIMS). According to HSPD-5: 'This system will provide a consistent nationwide approach for Federal, State, and local governments to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity.' Depending on the exact nature of the incident, the vision behind NIMS is to have all responding agencies, levels of government, private sector organizations, and nonprofit entities working and taking action together as one cohesive unit. To provide for the interoperability and compatibility among Federal, State, and local capabilities, the NIMS will include a core set of concepts, principles, terminology, and an established method for reporting incident information and incident resources. NIMS is a proven system for the business for emergency management direction, control and coordination.

The National Response Framework (NRF) works in conjunction with NIMS. The NRF integrates multiple Federal government domestic prevention, preparedness, response, and recovery plans into a single plan that encompasses all disciplines and all hazards. The NRF uses the comprehensive framework and operational structure provided by NIMS to carry out national level policy and operational direction for Federal support to State, local, and tribal incident managers.

NIMS is a Mandatory Requirement for State/Federal Funding

All agencies, departments, or other government entities at the Federal, State, or local levels receiving State/Federal dollars must fully incorporate and implement the NIMS into their emergency operations plan by September 20, 2006. The NIMS is a phased process: basic training by a given date, certification, resource typing by other dates, etc... The jurisdiction must be able to document these progressive compliance activity deadlines or run the risk of losing funding. HSPD-5 requires all Federal, State, and local departments/agencies to adopt NIMS and to use it in their individual domestic incident management and emergency prevention, preparedness, response, recovery, and mitigation programs and activities. The directive also requires Federal departments and agencies to make the adoption of NIMS by State and local organizations a condition for Federal preparedness assistance (through grants, contracts, and other activities) beginning in FY 2005.

Nebraska's Commitment to NIMS

Under the provisions of Executive Order RRS Section 81-829.40, Dave Heineman, the Governor of the State of Nebraska directs the adoption of the National Incident Management System (NIMS) by all appropriate entities in the state by October 31, 2005. State agencies and local jurisdictions are required to develop their own NIMS implementation strategy including a NIMS training plan. NIMS will be the accepted

standard to guide emergency and disaster response by all first responders and adherence is expected.

It will be the responsibility of the local principal executive official and the Emergency Manager to maintain the adoption of NIMS at the local level. This involves developing and maintaining an implementation plan that establishes a NIMS training schedule, indicates which personnel need training, and the creation of a database that is able to track which personnel are NIMS compliant and certified.

The minimum training requirements for NIMS will be the completion of the Introduction to Incident Command System (IS-100) and NIMS an Introduction (IS-700). All current emergency personnel with a direct role in emergency preparedness, incident management, or response should take the IS100 & IS700 courses. Additional training will be identified by the separate entities (other state agencies, local, and tribal) to meet specific requirements as appropriate. These tests can be assessed by clicking on the NIMS icon at NEMA's website at (www.nema.ne.gov).

NIMS will continue to develop over the years with compliance objectives being determined by FEMA/IMSD. Counties will need to comply with the fiscal year objectives by September 15th of that year. FY compliance objectives will be posted on the NEMA website and sent out by the NIMS coordinator.

NIMS Requires Stakeholder Support

NIMS requires all state and local agencies/departments with essential service functions, all levels of government, and all private/public sector entities with vital emergency supplies and resources to accept and use the system. Emergency response isn't and shouldn't be about one agency or one level of government acting alone. So, it is essential for Emergency Managers to get local stakeholder support for NIMS from their elected officials, fire, police, emergency medical services, VOAD, and the citizens at large.

NIMS Components

Along with the flexibility and standardization that NIMS provides first responders and allied emergency support organizations, NIMS also provides organizational components for an efficient business-like response and recovery:

Command and Management: NIMS standard incident command structure is based on the three following organizational systems; the Incident Command System (ICS), multi-agency coordination systems (MACs), and public information systems (PIO).

- Incident Command System: The ICS defines the operating characteristics, interactive management components, and structure of incident management and emergency response organizations. The ICS process is fully functional throughout the life cycle of an incident. The concept of ICS was developed years ago by the Fire Service and the extended concepts have proven successful in all hazard responses.

- Multi-agency Coordination Systems: These define the operating characteristics, interactive management components, and organizational structure of supporting incident management entities engaged at the Federal, State, local, tribal, and regional levels. These arrangements are facilitated through mutual-aid agreements and other assistance preparations. Most local EOCs will work as a MAC during a disaster.

- Public Information Systems: These refer to processes, procedures, and systems for communicating timely and accurate information to the public during crisis or emergency situations. The distribution of public information must be integrated and coordinated across jurisdictional boundaries. For example, setting up a Joint Information Center (JIC) allows the media to speak and communicate necessary information to the public using one voice. See the LEOP for additional data.

Preparedness: Successful incident management begins with a host of preparedness activities carried out on a "steady-state" basis. These activities must occur well in advance of any potential incident. Preparedness involves an integrated combination of planning, training, exercises, establishing personnel qualification and certification standards, equipment acquisition and certification standards, and publication management processes and activities.

- Planning: Plans illustrate how personnel, equipment, and other resources are used to support incident management and emergency response activities. Plans provide mechanisms and systems for setting priorities, integrating multiple entities and functions, and ensuring that communications and other systems are available and integrated in support of a full spectrum of incident management requirements.

- Training: Training includes standard courses on multi-agency incident command and management, organizational structure, and operational procedures; discipline-specific and agency-specific incident management courses; and courses on the integration and use of supporting technologies.

- Exercises: Incident management organizations and personnel must participate in realistic exercises that include multidisciplinary, multijurisdictional, and multi-sector interaction to improve integration and interoperability. This involves getting the most out of available resources during incident operations.

- Qualification and Certification: Qualification and certification activities are completed to meet national/state level standards and to measure performance against these standards. This ensures that incident management and emergency response personnel are qualified and certified to perform NIMS-related functions.

- Equipment Acquisition and Certification: Incident management organizations and emergency responders at all levels rely on various types of equipment to perform mission essential tasks. A critical component of operational preparedness is the acquisition of equipment that will perform to certain standards, including the capability to be interoperable with similar equipment used by other jurisdictions.

Resource Management: NIMS defines standardized procedures and establishes requirements for processes to describe, inventory, mobilize, dispatch, track, demobilize and recover resources over the life cycle of an incident. NIMS resource typing is required as of 2008 and resources will be reported in the 2008 and subsequent updated LEOPs.

Communications and Information Management: NIMS identifies the requirement for a standardized framework for communications, information management (collection, analysis, and dissemination), and information-sharing at all levels of incident management.

- Incident Management Communications: Incident management organizations must ensure that effective, interoperable communications processes, procedures, and systems exist to support a wide variety of incident management activities across agencies and jurisdictions. This process goes far beyond not using "10 codes".

- Information Management: Information management processes, procedures, and systems help ensure that communications and data, flows efficiently through a commonly accepted method for supporting numerous agencies and jurisdictions responsible for managing or directing domestic incidents. This involves addressing those impacted by the incident and those offering resources to the incident management effort.

Supporting Technologies: Interoperability & compatibility of hardware and software usage is an issue during an event due to levels of government, history of responses, response organizations capabilities, budgets. Choices for technology must be made to meet broad-based requirements that meet not only local needs but are also compatible with mutual aid organizations or regional requirements. Choices should not be determined on a single, isolated event or single-jurisdictional "preference".

Continued Maintenance, Sustainability and Management: Phased implementation by the federal Incident Management Support Division (IMSD) will determine NIMS fiscal year objectives for the Local and State to meet. Jurisdictions will be required to comply with the FY objectives in order to receive federal funding through NEMA. Information will be shared through the NEMA web site and/or sent through electronic mail.

Additional NIMS Principles & Concepts

Incident management is generally a local responsibility. The initial response to most domestic incidents is typically handled by local "911" dispatch centers, emergency responders within a single jurisdiction, and direct supporters of emergency responders. Most responses need go no further. However, an incident that begins with a single response discipline within a single jurisdiction may rapidly expand to multidiscipline, multijurisdictional incidents requiring significant additional resources and operational support. The flexibility of the NIMS structure allows the number of responders involved to increase during an escalading incident (a small brush fire turning into an out of control wildland fire) or decrease during the demobilization process (flood waters have receded and the levees are restored).

ICS established common terminology. This includes a standard set of pre-designated organizational elements and functions, common names for resources used to support incident operations, common "typing" for resources to reflect specific capabilities, and common identifiers for facilities and operational locations used to support incident operations. Common terminology or "Plain English" prevents confusion. "10-Codes" provide a perfect example for how a lack of common terminology or language has the potential for causing communication breakdowns. A "10-code" used to describe a specific incident or event in one jurisdiction may be completely opposite in a bordering state.

ICS incorporates measurable objectives. Measurable objectives ensure fulfillment of incident management goals and determine if the scope of an objective must be changed. Objective setting begins at the top (Incident Command) and is communicated throughout the entire organization. The Incident Action Plan documents these objectives.

NIMS Management Concepts & Principles:

Modular Organization: The incident command organizational structure develops in a top-down modular fashion that is based on the size and complexity of the incident. This also includes the specifics of the hazard environment created by the incident.

Manageable Span of Control: Within ICS, the span of control of any individual with incident management supervisory responsibility should range from three to seven subordinates. The type of incident, nature of the task, hazards and safety factors, and distances between personnel and resources all influence span-of-control considerations.

Pre-designated Incident Locations and Facilities*:* Various types of operational locations and support facilities are established in the vicinity of an incident to accomplish a variety of purposes such as staging areas, helicopter pads, decontamination, donated goods processing, volunteer registration, mass care, and evacuation assembly areas, etc..

Establishment and Transfer of Command: It is a crucial for the command function to be clearly established from the beginning of incident operations though the recovery and demobilization periods. The agency with primary jurisdictional authority over the incident designates the individual at the scene responsible for establishing command. When command is transferred, the process must include a briefing that captures all essential information for continuing safe and effective operations.

Chain of Command and Unity of Command: Chain of command refers to the orderly line of authority within the ranks of the incident management organization. Unity of command means that every individual has a designated supervisor to whom they report. These principles clarify reporting relationships and eliminate the confusion caused by multiple or conflicting directives. Incident managers at all levels must be able to control the actions of all personnel under their supervision.

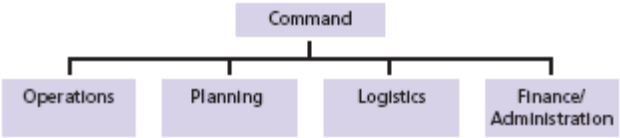
Allows for Unified Command: In incidents involving multiple jurisdictions, a single jurisdiction with multi-agency involvement, or multiple jurisdictions with multi-agency involvement, unified command allows agencies with different legal, geographic, and

functional authorities and responsibilities to work together effectively without affecting individual agency authority, responsibility, or accountability.

Accountability: Effective accountability at all jurisdictional levels and within individual functional areas during incident operations is essential. To that end, the following principles must be adhered to check-in procedures, completing detailed Incident Action Plans and other necessary forms of documentation, unity of command, span of control, and resource tracking.

Basic Overview of the Incident Command System (ICS)

ICS is used to organize both near-term and long-term field-level operations for a broad spectrum of emergencies, from small to complex incidents, both natural and manmade. ICS is normally structured to facilitate activities in five major functional areas: command, operations, planning, logistics, and finance/administration.



Command Staff: Command comprises the IC and Command Staff. Command Staff positions are established to assign responsibility for key activities not specifically identified in the General Staff functional elements. These positions may include the Public Information Officer (PIO), Safety Officer (SO), and Liaison Officer (LNO), in addition to various others, as required and assigned by the IC.

Incident Commander (IC) - The individual responsible for all incident activities, including the development of strategies and tactics, the ordering, and the release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

Public Information Officer (PIO) - A member of the Command Staff responsible for interfacing with the public and media or with other agencies with incident-related information requirements.

Liaison Officer (LO) - A member of the Command Staff responsible for coordinating with representatives from cooperating and assisting agencies.

Safety Officer (SO) - A member of the Command Staff responsible for monitoring and assessing safety hazards or unsafe situations and for developing measures for ensuring personnel safety.

General Staff: A group of incident management personnel organized according to function and reporting to the Incident Commander. The General Staff normally consists of the:

Operations Section Chief, Planning Section Chief, Logistics Section Chief, *and* Finance/Administration Section Chief.

Operations Section: The section responsible for all tactical incident operations. In ICS, it normally includes subordinate branches, divisions, and/or groups.

Planning Section: This section is responsible for the collection, evaluation, and dissemination of operational information related to the incident. This involves the preparation and documentation of the Incident Action Plan (IAP). This section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

Logistics Section: This section is responsible for providing facilities, services, and material support for the incident.

Finance/Administration Section: This section provides all incident financial support; tracking costs, paying bills, workman's compensation claims, hiring additional staff, emergency contracts, payroll.

For Additional Information Concerning NIMS

The National Incident Management System document can be assessed from our website at (www.nema.ne.gov). Simply press the NIMS icon on the homepage. For any NIMS specific related questions, please contact NEMA's NIMS Coordinator at (402) 471-7421 or the Exercise & Training Division's Supervisor at (402) 471-7349.

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Chapter 19

Grant Management for Emergency Managers

The roles and responsibilities of emergency managers have increased drastically over the years. The job not only requires the ability to coordinate response, planning, training, and exercise efforts with local first responders, getting buy-in and support from your city and county officials, maintaining a 5-Year Planning Exercise Training (PET) Calendar, but also being a proficient grant writer/manager. The funding made available through the State Homeland Security Grant Program (SHSGP) enables communities to prevent, deter, respond to, and recover from threats and incidents of terrorism. Emergency Managers must be proficient in grant management, know the specific guidelines for the grants they are applying for, be able to properly allocate/spend program funds, and submit the necessary documentation to as well as any other grant funding or gift foundation program.

Please note: This information is accurate at the time of print. Grant constructs can and do frequently change; even more reason to become as proficient in the business management of grants, gifts and endowments.

DHS/ODP Homeland Security Grant Program (HSGP)

HSGP is a comprehensive/competitive grant program that encompasses all of DHS/FEMA grants into one package; the State Homeland Security Grant Program (SHSGP), the Citizen Corps Program (CCP), and the Metropolitan Medical Response System (MMRS). HSGP provides a single streamlined program that allows local first responder organizations and state agencies to apply for Homeland Security funding. NEMA is Nebraska's designated State Administrative Agency (SAA) for all HSGP funds.

Synopsizes of homeland security grants are listed below. Each grant supports a specific homeland security function and each has its own reporting requirements.

State Homeland Security Grant (SHSGP)

Funds are available to all eligible counties through the eight Planning, Exercise &.Training Regions, (a current and compliant LEOP is one requirement). This program is designed to enhance the capability of first responder and local units of government to prevent, deter, respond to, and recover from incidents of terrorism involving the use of CBRNE weapons, cyber attacks, and events involving the agricultural sector. This program will fund homeland security and emergency operations planning, the purchase of equipment, and costs related to the design and development of CBRNE, cyber security, and agricultural training & exercises. The use of these funds must support the focus areas identified in the Nebraska Homeland Security Assessment Strategy. Starting with the FY2008 grant cycle, 25% of the SHSGP funds must be allocated to Law Enforcement with an emphasis on Improvised Explosive Device planning and equipment.

Citizen Corps Program (CCP)

The Citizen Corps Program is designed to support Citizen Corps Council all-hazards planning, public education and communication, training, exercises, equipment, and management of State and local programs/activities. Program activities must advance the Citizen Corps mission to have everyone participate in hometown security through preparedness, training, volunteer services, and other activities. One requirement for local jurisdictions to receive CCP funding is they must have an active Citizen Corps Council.

Emergency Management Program Grant (EMPG)

The EMPG program is for eligible county jurisdictions to enhance their emergency management capabilities at the local level to support the overall state emergency management homeland security program. This program is open to all jurisdictions that meet the State program guidelines for application and adhere to all program requirements, (current and compliant LEOP). This is a competitive grant and is funded on a 50% federal and 50% state - local cost share basis. To participate, local jurisdictions must meet both Federal and State program reporting requirements.

Metropolitan Medical Response System (MMRS)

The MMRS is an on-going program assisting designated jurisdictions with funding to write plans, develop training, purchase equipment and pharmaceuticals, and conduct exercises related to a mass causality incident, whether terrorist or natural disaster related. Lincoln/Lancaster and Omaha/Douglas areas have been designated the State's MMRS jurisdictions and each will receive 50% of the State's designated funding.

Award and Reporting Requirements

Submit Specific Projects for Grants:

All Homeland Security Grant project proposals must be tailored to specifically address how each project will support Nebraska's State Homeland Security Strategy and that grant year's Investment Justifications. Successful projects will focus on issues such as improving your region's interoperable communications, giving your jurisdiction the training and equipment necessary to be better prepared for CBRNE events, or conducting a series of training and exercises that will test plans, policies, and procedures of your community's Local Emergency Operations Plan.

Biannual Strategy Implementation Reports (BSIR):

Grantees are required to submit their updated strategy implementation information biannually. Biannual Strategy Implementation Reports (BSIRs) are due within 30 days after the end of the reporting periods (June 30 and December 31), for the life of the award. Grantees must be able to show progress made in meeting strategic goals and objectives. BSIRs will update information on obligations, expenditures, and progress

made on activities noted in the Initial Strategy Implementation Plan (ISIP), and will include an update of all the information submitted in that report.

Additional Reports

In an effort to compile information for on-going activities associated with the individual grants, each jurisdiction will have to make one comprehensive report to NEMA at the end of each calendar year. If a jurisdiction received Homeland Security grant monies for any year, this report will detail what individual benchmarks for the grant have been accomplished in the areas of equipment purchases, training and exercising. This will include all training and exercises identified under the jurisdictions comprehensive 5-year training calendar. Any jurisdiction receiving grant funds will file reports covering activities under each grant.

These reports will be due to NEMA on the 1st of January. Jurisdictions failing to file the reports may not be considered for funding under the next HSGP funding cycle. As a part of the application process, each jurisdiction applying for funds will need to have a current update to their comprehensive 5 year training calendar.

NEMA is in the process of closing out a given year's grant program may have individual grant component requirements such as a narrative with documented activities on "how the grant funds expended under the program have enhanced preparedness within the local jurisdictions of the county." It is in the best interests of the jurisdiction to maintain separate grant years' documentation, requests, equipment inventory, exercise and training results. Local help through the clerk's office or the local county accounting system would ease the burden of grant's management.

All local grant documentation/records must be kept for 3 years after DHS has closed the grant. NEMA will let the jurisdiction know the specific timeline.

Exercise Evaluation & Improvement

Exercises implemented with grant funds should be threat or performance based and should evaluate performance of critical prevention and response tasks required to respond to the exercise scenario. NEMA, the State Administrative Agency (SAA) must report on scheduled exercises and ensure that an After Action Report (AAR) and Corrective Action Plan (CAP) are prepared for each exercise conducted with DHS/FEMA grant support and submitted to FEMA within 60 days following completion of the exercise.

Local Jurisdiction's HSEEP Requirements for DHS/FEMA Grants

Local Jurisdictions utilizing DHS/FEMA funds must abide by Homeland Security Exercise and Evaluation Program (HSEEP) principles and guidelines. This involves coordinating exercise and training program activities with neighboring jurisdictions (cities, counties, or regions) and NEMA. Each local jurisdiction's exercise and evaluation program requirements and guidelines must be consistent with Nebraska's Planning-Exercise/Training program.

Local Jurisdictions receiving Homeland Security funding are responsible for the following:

1. Maintaining a current and compliant Local Emergency Operations Plan,

2. Submitting and maintaining a current Three-Year Planning Exercise and Training (PET) Calendar that is comprehensive/progressive,

3. Exercises will test plans, policies, and procedures that are highlighted in your Local Emergency Operations Plan,

4. Local Jurisdictions will evaluate all DHS/FEMA funded exercises according to standards identified by HSEEP standards and protocols

5. Provide/submit necessary supporting documentation for all DHS/FEMA funded exercises

6. Letters of Intent or Support Resolutions received from all political jurisdictions within each county or region,

7. Annually updating your local Jurisdiction or Region's overall Homeland Security Mission, Goals, and Objectives.

8. All Jurisdictions wanting to acquire communications equipment with grant funding must have a current Communications Plan in place,

9. Submitting and maintaining a current Three-Year Planning Exercise and Training (PET) Calendar that is comprehensive/progressive, and incorporates the use of equipment purchased with DHS/FEMA funds,

10. Grantees are required to maintain and inventory their equipment,

11. Grantees are also responsible for training and certifying their personnel's proficiency to use equipment purchased with DHS/FEMA funds.

The documents named after the Appendix that follows, provides specific information concerning DHS/FEMA Grant Management and Compliance. One may also contact the Preparedness Division Supervisor at (402) 471-7413 for additional help or information. .

LIST OF ATTACHMENTS/SUPPLEMENTS

Appendix 1: Emergency Management Performance Grant –Local (EMPG -L) 19-5

The following are available to as separate, ancillary documents for grants management:

OMB Circular A-87 (Revised 05/10/04)
Subgrantees must also use CFR-44 which can be purchased at http://bookstore.gpo.gov.

Chapter 20

Legal Information/Guidelines

Legal Standards

Effective July 19, 1996, the Nebraska Emergency Management Act (Reissue Revised Statutes of Nebraska, Section 81-829.31 and Sections 81-829.36 to 81-829.75) became law, establishing the standards and guidance for Emergency Management operations in Nebraska. The Nebraska Emergency Management Act addresses all areas of emergency management including the roles and responsibilities of State and local officials, the Governor's Emergency Fund, emergency management aid and assistance, mutual aid, and liability issues. All Emergency Managers in Nebraska need to be familiar with the guidance and provisions included in this Act.

Provisions of the Nebraska Emergency Management Act, emphasis emergency Management

RRS Section 81-829.46 (1): The elected officers of local governments shall be responsible for ensuring that emergency management services are provided to their citizens and for coordinating emergency operations in their respective jurisdictions.

RRS Section 81-829.46 (2): Each local jurisdiction shall be within the jurisdiction of and served by the Nebraska Emergency Management Agency and shall participate in a city, village, county, or interjurisdictional emergency management organization. Each county or interjurisdictional emergency management organization shall cooperate with and perform emergency management functions for the local governments located within the organization's boundaries but shall not have responsibility for emergency management services within a city or village having its own emergency management organization. Each city or village may maintain a city or village emergency management organization which, if formed, shall be the primary organization for emergency management serving the city or village. Any county or interjurisdictional emergency management organization may assist in emergency management functions for that city or village if approved by the city or village emergency management organization. Each county may maintain a county emergency management organization which shall be the primary organization for emergency management for that county. Any city, village, or interjurisdictional emergency management organization may assist in emergency management functions for that county if approved by the county emergency management organization.

RRS Section 81-829.46 (3): Each city, village, county, or interjurisdictional emergency management organization, if formed, shall have either (a) a full-time director or (b) a full-time deputy director and such additional personnel as may be needed, appointed in accordance with the agreement establishing the organization. Such director shall have direct responsibility for the organization, administration, and operation of such emergency management organization subject to the direction and control of the principal executive officer for the local government or in accordance with such agreement. A person may serve as a director for more than one emergency management organization serving the area.

RRS Section 81-829.46 (6): City, village, county, or interjurisdictional emergency management directors or coordinators or their assistants or deputies, who are required by the Emergency Management Act or rules and regulations of the Governor to devote full time to their duties, shall be qualified and certified in accord with criteria established for the state by the Nebraska Emergency Management Agency. Such directors or coordinators shall be paid for their services in an amount comparable to other officers of local governments.

RRS Section 81-829.46 (7): Each local government shall have a liaison officer designated to facilitate cooperation with emergency management organizations and to ensure emergency management services are provided to the citizens of that local government. The liaison officers of local governments and the directors of the emergency management organizations shall communicate frequently to facilitate joint emergency preparedness efforts.

RRS Section 81-829.46 (8): The principal executive officer of each local government of the state shall notify the Nebraska Emergency Management Agency of the manner in which the local government is providing or securing emergency management services, identify the person who heads the entity from which the service is obtained, and furnish such additional information as the agency requires.

RRS 81-829.46 (9): Each city, village, county, or regional interjurisdictional emergency management organization shall prepare and keep current a city, village, county, or interjurisdictional emergency operations plan for its jurisdiction. They are also required to have a current Local Emergency Operations Plan (LEOP). Such plans shall be in conformance with the requirements established in the act.

RRS Section 81-829.46 (10): Each city, village, county, or interjurisdictional emergency management organization shall prepare, keep current, and distribute to all appropriate officials in written form a clear and complete statement of the disaster and emergency management responsibilities of all local entities and officials and of the emergency management response chain of command.

<u>Provisions of the Nebraska Emergency Management Act that Local Elected Officials should become familiar with:</u>

RRS Section 81-829.50 (1): A local emergency may be declared only by the principal executive officer of a local government who finds that conditions defined as a disaster or an emergency exist or by a person who by resolution has been authorized and designated by the governing board of a local government to determine that an emergency within the scope of his or her authorization exists. A copy of the resolution shall be filed with the Nebraska Emergency Management Agency to be effective. The proclamation shall continue in effect until the principle executive officer finds that those conditions no longer exist.

RRS Section 81-829.50 (2): The effect of a declaration of a local emergency shall be to activate the response and recovery aspects of any and all applicable city, village, county,

or interjurisdictional emergency operations plans to authorize the furnishing of aid and assistance under such plans.

RRS Section 81-829.50 (3): No interjurisdictional emergency management organization or official thereof may declare a local emergency unless expressly authorized by the agreement pursuant to which the organization functions, but an interjurisdictional emergency management organization shall provide aid and services in accordance with the agreement and emergency operations plan pursuant to which it functions.

For additional information regarding state statutes and guidance for emergency management operations, please read the Nebraska Emergency Management Act (Reissue Revised Statutes of Nebraska 1996), Section 81-829.31 and Sections 81-829.36 to 81-829.75).

State Laws and Court Cases

The courts generally will be favorably inclined toward entities that have taken "reasonable" steps to prepare for emergencies and disasters. Examples of issues (grounds) that have caused the courts to reach the conclusions of government negligence and/or wrong doings are:

- Poorly written plans.
- Inadequately defined chain-of-command.
- Lack of legal review.
- Lack of official declaration.
- Lack of reasonable care (decision making).
- Lack of adequate training and certification.
- Failure to follow plan or document actions taken or expenditures.
- Failure to adequately warn or instruct the public.
- Failure to plan for a known hazard.

Personal Liability

If public officials failed to develop adequate plans and procedures when they had sufficient knowledge of hazards, they and their agencies could be held personally liable.

Practical Approaches to Minimizing Liability:

- Use the National Incident Management Systems (NIMS) protocols, staffing assignments, procedures and forms.
- Use trained decision-makers during emergencies or disasters.
- Take the time you have to make decisions. Make no snap judgments, except in situations demanding immediate decisions.
- Tap the experts for advice.
- Build a record. Keep a log (documentation). Make sure paperwork or electronic records are preserved that document the decisions, situations, activities, timelines, results, expenditures.
- Educate yourself on legal matters. Read the statutes and regulations governing the field or responsibility in emergency in regards to workers compensation, contract/reimbursement obligations, fraud prevention, and management.
- Make sure there is access to an attorney. Ask the attorney if legal immunity applies, at least for the decisions and actions made in good faith within the scope of your expertise and official responsibilities.
- Find ways to minimize the risks of legal liability.
- Do not let unreasonable fear or legal liability paralyze you and your people. The law creates constraints in order to protect all of us from negligence and intentional wrong doing, not to prevent what needs to be done.

Chapter 21

Continuity of Operations Plan (COOP)
and
Continuity of Government (COG) Planning

Traditionally, local governments/jurisdictions have responded to disasters and emergencies to save lives, protect public health and safety, provide for governmental/business/industrial continuity, and to restore fundamental public services that preserve the American way of life. Local governments have learned that emergencies and disasters have the potential to interrupt, paralyze, and destroy their ability to provide essential governmental services to their citizens. Consequently, local governments have concluded that they must develop and maintain a Continuity of Operations Plan (COOP)/Continuity of Government (COG) Plan. A COOP is developed and maintained by a local government and its agencies and departments to preserve, maintain, and reassert its ability to function effectively in the event of an emergency or disaster that could disrupt government operations or services. The extent and number of local COOPs is dependant or the size and complexity of the local jurisdiction.

All-hazard disaster planning (LEOP) involves being prepared for any emergency or disaster that can come your way. Not being prepared may put your community at risk and potentially allow a minor emergency to wreak havoc on the capability of your local government to continue operations and provide services. COOP planning facilitates the performance of governmental departments or jurisdiction essential functions during emergencies or disasters and allows for the efficient, effective and economical resumption of services.

At the local level, a Continuity of Operations Plan could be developed for a designated community, city, county, or for each essential public service agency provided by government. Essential public services for example could include Emergency Medical Services (EMS), Fire Department, Police Department, Emergency Management Services, or Administrative Services.

It remains with the jurisdiction to determine the size and scope of a COOP. At a minimum the county Emergency Management should develop a COOP, reference it in other plans and be an adjunct to the County government COOP.

Concepts and Principles for COOP Planning & Development:

- COOP planning is simply a "good business practice" – part of the core mission of departments and jurisdictions as being accountable and reliable public institutions. Successful businesses and agencies have a business "start-up" or 'development plan'; a COOP is the extension of this plan to keep the business operational during a/or to recover from a disaster.

- COOP development should center on an all-hazards approach and provide the essential services for an indefinite time period.

- A Continuity of Operations Plan at the local level must involve large amounts of cooperation from surrounding communities and mutual aid agreements.

- A COOP must also address the identification of vital records, databases, systems, and equipment.

- A COOP plan must be maintained and exercised on an annual basis.

COOP guidelines are available at http://www.fema.gov/government/coop/index.shtm

Issues that can be addressed in a COOP

- The community's/agency's policy regarding developing a Continuity of Operations Plan, and steps required to implement and create the plan,

- Specific objectives for COOP as they relate to the community's/agency's mission or essential functions,

- Emergency roles and responsibilities of organizations and positions,

- Establishment or clarification of orders of succession to key positions and specify arrangements for pre-delegation and duration of authority for making key policy decisions,

- Identification and prioritization of the organization's essential functions and denote staffing and resource requirements for each,

- Identification of stages of COOP and decision level necessary to implement and mobilize the plan to the level required and the development of the demobilization plan subsequent to the mobilization,

- Identification and prioritization of the organization's vital records storage, and accessibility,

- Designating alternate operating facilities capable of immediately supporting performance of essential functions, to include infrastructure, office systems, IT support, travel, housing and feeding issues,

- Interoperable communications requirements,

- Notice, recall procedures and support for all staff effected by the disaster,

- Identifying other support agencies that could provide devolution,

- Emergency operations policies to address issues affecting the staff and their families,

- Training for COOP participants, testing equipment, and conducting exercises to evaluate certain aspects of the COOP,

- Establishment of a multi-year strategy and program management plan for developing and maintaining COOP essential functions.

National, state and local COOP development, planning

On May 9, 2007, National Security and Homeland Security Presidential Directive 51 and 20 addressed the National Continuity Policy. That directive targeted all federal agencies and referenced that state and tribal organizations follow suit. It is only reasonable that local jurisdictions use the same planning factors, assumptions, guidelines and format. These are found in the Homeland Security Council, National Continuity Policy Implementation Plan, Aug. 2007, the Continuity Planning Guide for State, Local, Territorial, Tribe and Private Sector Organizations, and the Continuity Toolkit; these last two are from FEMA. The following is a *brief* description of activities of developing a COOP. Additional documents or guidance may have been issued since development of this document.

Development of a COOP

Common components of a COOP include:

- A statement of the jurisdiction's strategy, objectives, intent, planning assumptions, authorities (laws and directives) and a description of its structure and organization.

- A statement of the executive decision process and phases of implementation,

- A description of the responsibilities and process for maintenance,

- Specific actions and responsibilities for implementing the COOP.

Planning Implementation:

- A COOP addresses only the essential mission and functions of an organization. The description of and agreement by top management of the essential functions must be established before further time and money is invested,

- Vital records, databases, IT systems and equipment must be identified and protected,

- Key personnel and support such as vendor or contractors required to restore the essential functions must be identified,

- Resources necessary to restore or protect from vulnerabilities must be identified,

- Alternate work places identified, leases, MOUs or other usage agreements enacted as required, plans to equip, prepare and activate are identified,
- MOUs are created when local capabilities are not expected to be sufficient or available in order to keep the essential functions operational,

- Succession and temporary delegation of authority should be described so the response or implementation is timely and efficient,

- Staff must know and train to the conditions when a COOP is implemented, their role in a COOP, where they are expected to work and what changes to their normal activities or tasks will change to keep first the essential functions operable,

- Interoperable communications equipment and systems to notify staff, customers, and vendors are identified,

- Locations of alternate works sites, at other businesses, at home by Internet, or other options are described,

The above is neither complete nor a comprehensive listing. It is imperative that senior management and the principal executive officials have input and approval of the COOP and are willing to implement the plan during a disaster.

If you need help in regards to the development of a COOP/COG for your local jurisdiction or county, please ask to speak with one of NEMA's planning specialists by calling (402) 471-7419.

Chapter 22

PETS IN DISASTERS

This does not affect service animals trained to assist an individual having a functional need. Service animals are to be kept with its owner and provided the same services and care as the individual. This section deals with household pets and other animals during a disaster.

Emergency Managers need to consider provisions or policies for taking care of pets, animals in schools, zoos, clinics, reserves and the like in local emergency and disaster planning, (Federal PL#109-308.)

Pre-disaster planning involves having pre-designated locations for pet shelters in times of emergency and having an updated list of all the veterinarians and animal care/control agencies (Humane Society or animal clinics) in your county or region. The majority of Mass Care shelters such as Red Cross do not allow pets, but lessons learned from former disasters have shown that some persons are incapable of leaving or abandoning their pets.

Emergency Mangers must advocate to households in their community that family pre-planning for disasters should include making plans for their pets. The pet or animal owner/caretaker is responsible for the animal's safety and welfare. Family disaster planning should also include pets. If you must evacuate your home and you have the time and resources plan to take your pets with you. Pets most likely cannot survive on their own and if they do, you may not be able to find them once you return. Household pet owners should include the following steps in their plans:

1. Locate a safe place for the pets before disaster strikes. Friends or relatives outside the affected area may shelter the animals. If more than one pet, they may be more comfortable if kept together, but owners should be prepared to shelter them separately.

2. Prepare a list of friends, boarding facilities and veterinarians who could shelter animals in an emergency; include 24 hour phone numbers.

3. Call hotels and motels in the immediate area and a reasonable distance from the home. Ask whether they accept pets, under what conditions, and whether they are restricted as to the size or number of animals.

4. Call local boarding kennels.

5. Owners may not be home when an evacuation order or disaster warning is given. Therefore make arrangements with a trusted friend or relative to gather the pets and meet the owner at a pre-arranged location.

6. Assemble a portable Pet Disaster Supplies Kit and keep it in a sturdy container in an accessible place. Essential supplies will be needed, regardless of the time the family will be away.

    a. Medication and medical records (stored in a waterproof container),

b. A first aid kit,

c. Current photos of the pet(s),

d. Food, water, medications, portable bowls, cat litter/pan, and can opener, feeding schedule, note about medications or potential behavior problems

e. Instructions on the pet(s)' feeding schedules, diet, and special circumstances (allergies, difficulty chewing/swallowing, mobility restrictions, diabetes, etc.),

f. Sturdy leashes, harnesses, and/or carriers to transport pets.

7. Know what to do as a disaster approaches:

   a. Pet owners are responsible for the care, feeding and control of their animals at all times, including any time spent in public or private shelters.

   b. Call ahead to confirm emergency shelter arrangements for the pet.

   c. Check to be sure that pet disaster supplies are ready to take at a moment's notice.

   d. Eliminate search time for pets by sheltering them in one central place (a barn, the house, the basement, storm cellar, etc.).

   e. Make sure all dogs and cats are wearing collars that are securely fastened with up-to-date identifications. If available, attach the name, address, and phone number of the temporary shelter the family will be located or the information of the friend/relative where you'll be staying. Temporary tags may be purchased or adhesive tape attached to the pet's I.D. tag may be used for additional information.

   f. Transport dogs, cats and birds in sturdy carriers, reptiles such as snakes and lizards in heavy cloth bags, "pocket pets" animals such as rabbits, hamsters, gerbils in cages that can contain litter or the bedding without spilling during transport or sheltering.

8. If one cannot move the animals, try to arrange to leave a minimum of three days food and water for each animal. Bring all animals indoors. Do not chain or restrict any animals outside. Separate dogs from cats as even "friendly" or "family pets" may show signs of stress and lash out or attack other animals in the house. Provide for sanitation as best possible.

9. Provide for search and rescuer responders semi-permanent notices on the inside and outside of the house that there are animals in the house. List the kinds and numbers of animals, favorite hiding places, other essential information and how the responder can reach you concerning the care and welfare of your pets.

10. Large animals and livestock require a higher level of response. Additional planning guidelines may be available through local veterinarians or animal associations and

trade organizations. Plan to have an animal identification system, trained handlers, sufficient transportation and alternate sites to feed and house the animals if evacuation is necessary. Have sufficient feed, water, medications and handling equipment for several days should one choose to shelter-in-place. Consider having an alternate power supply for water pumps.

In accordance with the jurisdiction's Primary Evacuation Plan, persons with animals refusing to evacuate may be advised that further attempts at evacuation will be made only when there is the capability to do assist them without risking the lives and safety of the rescuers. Additional information is available in the LEOP, Annex E, "Evacuation".

Additional information may be obtained from the Nebraska Humane Society, Omaha or at the FEMA website: Ready.gov.

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Chapter 23
Voluntary Organizations and Volunteers

Voluntary organizations in Nebraska provide assistance to the victims of disasters/emergencies by providing clothing, shelter, food, counseling, building, demolition, and all other assistance necessary to enable victims to regain a sense of normalcy. These organizations work closely with each other and various response agencies. It is vital to know the organizations serving your area and their services. During a disaster, contact NEMA concerning requests for these organizations' services.

National Voluntary Organizations Active in Disaster (VOAD) was created in 1970 in response to the challenges experiences following Hurricane Camille. The duplication of efforts and gaps were addressed by the organizations using the four C's – communication, coordination, collaboration and cooperation. Additional information on the National VOAD is found in the FEMA Independent Study Course IS-288 as well as other courses providing information and job aides for managing volunteers.

NOTE: Contact names, phone numbers, e-mail are current as of January, 2011
If the Emergency Manager is unable to contact the individual listed below, the EM should contact the NEMA NEVOAD Voluntary Agency Liaison (VAL) @ 402-471-7426 or brent.curtis@nebraska.gov.

Nebraska Voluntary Organization Active in Disaster (NEVOAD)

NEVOAD is the Nebraska arm of the National Voluntary Organizations Active in Disasters (VOAD) organization. The organization was founded in the simple belief that the time to prepare for the next disaster is now. Several counties and communities have local or Community VOADS. NEVOAD coordinates planning efforts by many voluntary organizations responding to disasters. Member organizations provide more effective and less duplication in services by getting together before a disaster strikes. Once disasters occur, NEVOAD or an affiliated state VOAD encourages members and other voluntary agencies to convene on site. This cooperative effort has proved to be the most effective way for a wide variety of volunteers and organizations to work together in a crisis.

Adventist Community Services

Adventist Community Service Centers are where clothing, food, and other limited assistance are available free of charge to the community. In addition, these centers act as referral services to place clients into contact with other agencies who provide additional services. In times of disaster, Adventist Community Services are on location to assist with the distribution of clothing, food, and help in cooperation with other assisting agencies. All services provided are at no charge to the recipients.

Contacts:

- Nebraska/Kansas Community Response Director - John Treolo - (785)-478-4726 or email at jtreolo@ks-ne.org

American Baptist Men

ABM Disaster Relief has eight trailers in operation or development. The trailers have been dispatched to various disasters domestically for cleanup, repair, and initial rebuilding. Three components of National Ministries bring holistic, long-term assistance to those affected by disasters: ABM Disaster Relief, the Office of National Disaster Response and Volunteers in Mission.

Contacts:

- President – Bob Slechta - (402) 677-0618 or email at bob@noddlecompanies.com

- Emergency Relief Coordinator – Jason Workman - (402) 556-4730 or email at jworks@cox.net

American Red Cross

The American Red Cross' Disaster Program includes:

- Damage assessment
- Emergency sheltering, individuals or groups, location, activation and management
- Evacuee registration
- First aid personnel and stations
- Family welfare (well-being) and reunification inquiries
- Communications
- Temporary home repairs
- Distribution of emergency supplies
- Transportation
- Medical needs
- Occupational supplies and other essentials on an individual or family basis
- Stationary and mobile facilities for feeding victims and emergency workers
- Supplementary medical and nursing care, blood and blood products
- Emergency financial assistance for food, clothing, rent, bedding, and selected furnishings
- Referral service to government and private agencies
- Case work services to provide additional recovery assistance to families where government programs are not adequate to meet disaster-caused needs

Resources include, but are not limited to:

Mobile canteens,
Communications (through amateur radio and low band)
Shelter supplies (cots, blankets) and,
Comfort kits (toilet articles and clean up kits).

Nebraska Chapter Points of Contacts:

- Cornhusker Chapter (Lincoln) – Susan Epps - (402) 441-6380 or email at EppsSu@usa.redcross.org
- Southeast Nebraska Chapter (Beatrice) – Rosemary Niemeier - (402) 223-4211 or email at redcross@beatricene.com
- Greater Nebraska Panhandle (Scottsbluff) – Jann Rouzee – (308) 635-2114 or email at jannrouzee@gnpredcross.org
- Prairie Valley Chapter (Columbus) – Jan Zurcher – (402) 564-8314 or email at jzrcdisaster@aol.com
- Heartland Chapter (Omaha) – John Young – (402) 343-7700 or email at youngjoh@usa.redcross.org
- Northeast Nebraska Chapter (Wayne) – Heather Claussen – (402) 375-5209 or email at redcross@conpoint.com
- Central Plains Regional Chapter (Grand Island) – Donna Titman – (308) 382-3790 or email at donna@giredcross.org
- Ft. Kearney Chapter (Kearney) – John Jones – (308) 234-2770 or email at capterexec@ftkearneyredcross.org
- Mid-Plains Chapter (North Platte) – Donna Titman – (308) 534-7350 or email at donna@giredcross.org

American Radio Relay League (ARRL)

See below. If you do not have a local affiliate and need help, contact NEMA.

Amateur Radio Emergency Service (ARES)

See below. If you do not have a local affiliate and need help, contact NEMA.

Radio Amateur Civil Emergency Services (RACES)

See below. If you do not have a local affiliate and need help, contact NEMA.

Before and after disaster/emergency situations, amateur radio operators set up and operate organized communication networks locally for governmental and emergency officials, as well as non-commercial communication for private citizens affected by the disaster. Amateur radio operators (hams) are most likely to be active after disasters that damage regular lines of communications, i.e., power outages and destruction/overloading of telephone lines.

Many hams are active and communication volunteers with local public safety organizations. In addition, in some disasters, radio frequencies are not coordinated among relief officials. Amateur radio groups can step in to coordinate communication when radio towers and other elements in the communications infrastructure are damaged.

Contact:

- Nebraska Section Emergency Coordinator - Reynolds Davis - (402) 488-3706 or email at reynoldsd1@aol.com

Catholic Charities USA

This organization assists parish churches in Nebraska to cooperate with other religious partners during disasters. Catholic Social Services works with other churches to provide follow up counseling and seeks to provide volunteers for disaster relief. Churches can provide halls, meeting rooms, and gymnasiums with shower facilities for disaster victims.

Contact:

- Emergency Services Coordinator, Shelley Schrador - (402) 554-0520 or email at kathys@ccomaha.org

- Catholic Charities Contact (Omaha) Mary Ann Beckman - (402) 554-0520 or email at mab@ccomaha.org

Children's Disaster Services

The Church of the Brethren has an ecumenical program that provides a safe environment and comforting presence for children impacted by traumatic events. CDS's three major functions are: 1. to train, certify and maintain a network of disaster child care volunteers who are prepared to serve at disaster sites. 2. to mobilize teams of child care volunteers in the event of a disaster and manage these volunteers during their time of service. 3. to inform and educate parents, teachers, community workers and the general public about the effects of disasters on children. When need is determined, a temporary child care center is set up close to the disaster location. Teams of CDS-Certified volunteers are deployed to care for children and provide therapeutic play activities while their parents apply for assistance.

Contact:

- Regional Coordinator – Jacquelyn Snyder – (515) 677-2470 or email at grandmajackie@netins.net

- Associate Director – Judy Bezon – (410) 635-8734 or email at jbezon@brethren.org

- Executive Director, Brethren Disaster Ministries – Roy Winter – 800-451-4407 or email at rwinter_gb@brethren.org

Church of World Service (CWS)

Church World Service assists disaster survivors through inter-religious partner organizations in the United States and worldwide on behalf of it's 35 member communions and affiliated agencies. The Church World Service Emergency Response Committee has oversight of the program. Church World Service works with and through cooperative- ecumenical faith-based state and local disaster response organizations that engage in preparedness, mitigation, and response activities. These volunteers carry on their activities in liaison with the inter-religious community/council of churches, the American Red Cross, and DHS/FEMA on behalf of Church World Service.

Contact:

- Disaster Response and Recovery Liaison – Lura J. Cayton – (405) 760-4713 or email at lcayton@churchworldservice.org

Christian Reformed World Relief Committee (CRWRC)

Provides training to volunteers in advocacy related work. Trained advocates are also available. They also have volunteers who are experienced in the management field and others who have accumulated a significant work record in disaster response. They have people skilled in the development and operation of interfaith organizations and personnel with skills in building trades.

Contact:

- CRWRC U.S. Office: 1-800-55-CRWRC (27972)
- CRWRC Coordinator: Don Prangler, (616) 617-4290 or email at ardonpran@aol.com
- CRWRC Coordinator – Ardy Prangler – (616) 617-4190

Convoy of Hope

Impact: Warehousing,; Fleet of Trucks, Volunteers through 20,000 partnering churches, Training "first response" teams to rapidly deploy, Mobile command center self contained unit with mobile communications, technology, including satellite, internet, and Ham radio; Preparedness fairs-educating the public and faith based communities in preparedness. Emergency: First responder to major disasters; Mass distribution of supplies (1500 cars/day) via PODS; Supply lines to other organizations. Recovery: First responder in most kinds of disasters; Mass distribution of ice, water and food in first 72 hours via

PODs; Set up and management of multiple PODs. Preparedness: Supply lines to partnering agencies.

Contact:

- Associate Director – Stephen A. Irwin – (417) 823-8998, x334 or email at sirwin@convoyofhope.org

- Vice President – Kary Kingsland – (417) 823-8998, x437 or email at usdisaster@convoyofhope.org

Episcopal Church

The Episcopal Relief and Development fund is the Episcopal Church's channel for responding to worldwide human need. This fund has become the major disaster-relief arm of the Episcopal Church. It also works in the areas of refugee resettlement, rehabilitation, and development. The fund sends immediate relief grants of such basics as food, water, medical assistance, and financial aid within the first 90 days to areas torn by a natural or man-made disaster. Follow-up response to crisis situations, within a three-month to a two-year period is provided through rehabilitation grants, which offer means to rebuild, to replant ruined crops and to counsel those in trauma.

Contact:

- For assistance please call, 1 - (800) 334-7626, ext. (5129) or email at er-d@er-d.org

Interchurch Ministries of Nebraska:

The Interchurch Ministries of Nebraska coordinates the multi-denominational response of other church based disaster relief organizations within the state.

Primary Contact: Marilyn Mecham – (402) 476-3391 or email at im50427@alltel.net

Church of Jesus Christ of Latter-Day Saints (LDS)

A church willing to help the communities in which the congregation resides in time of need. The need may be great or small and will be considered accordingly. The services we stand ready to supply are: Volunteer labor, food and water, blankets, basic medical supplies, cleaning kits, hygiene kits, crisis counseling and emotional support, temporary shelter, and sometimes financial assistance for local organizations. Some of these items are readily available on short notice, others will need to be brought to the disaster location from distribution centers outside the immediate area.

Contact:

- Regional Welfare Specialist – John Sorensen – (402) 659-7603 or email at JohnSorensen@cox.net

Lutheran Disaster Relief Coalition - Lutheran Family Services

Lutheran Disaster Response gives immediate disaster response in both natural and technological disasters. The Lutheran Disaster Relief Coalition, Thrivent Financial Services, and Lutheran Family Services provide planning through synods, districts, and social ministry organizations. When a major disaster occurs, response may include:

- Consultants who have been trained to assist congregations
- Regional groups or agencies in response
- Volunteers coordinated to provide a wide range of assistance as may be necessary
- Emergency supplies or emergency funds
- Pastoral counseling
- Colleges
- Service agencies
- Homes for the aged
- Hospitals
- Camps and so forth are frequently available.

Lutheran Disaster Response provides emergency assistance in disasters, while the individual church bodies consider other requests for a longer-term of assistance.

Contact:

- Director of Partners in Caring Lutheran Family Services – Steve Pederson - email at Steve.Pederson@thrivent.com

Mennonite Disaster Service

Mennonite Disaster Service is an all-volunteer organization. They respond to disasters as volunteers in response to a call for help. Among the services offered are clean up after tornadoes, wind storms, floods, fires, earthquakes, etc.; some repair work on damaged buildings; assistance in rebuilding where buildings are destroyed; and building fences after range fires. Some of the equipment they have available includes a bus for an on-site command center, radios for communication between the work site and command centers, chain saws, pumps for pumping out flooded basements, and high pressure washers.

Contact:

- Disaster Coordinator – Cecil Kennel - (402) 366-0458

Nazarene Disaster Response

The Nazarene Disaster Response (NDR) responds to the recovery needs of Nazarene families, assists in repairing damaged Nazarene churches and parsonages and cooperates with other disaster agencies to meet broader recovery and relief efforts whenever possible.

Contact:

- Administrative Director – Linda White - (402) 462-2744 or email at nedist@inebraska.com

Nebraska American Legion

Nebraska American Legion has 53,000 members throughout the state that could be called to volunteer assistance. Post Homes, "Legion Clubs" around the state, most with sheltering facilities, could be available for use as disaster operation headquarters if necessary. National Emergency Fund to assist member families and/or Post facilities in recovery activities. Encourages active participation in blood donor programs.

Contact:

- Contact – Burdett Burkhart - (402) 464-6338 or email at Nebraska@legion.org

Noah's Canine Crisis Response Team

Noah's Canine Crisis Response Team is a group of handlers and their dogs who have been trained and certified to provide animal assisted emotional support when partnering with disaster mental health and emergency response agencies to individuals who have been affected by crisis or disaster. Our handler/dog teams know how to alleviate and manage the effects of critical incident stress on themselves and their animals and all others who have been affected by the emotional turmoil of a traumatic event in their lives. Available to assist survivors and emergency responders, our mission is to aid individuals by providing crisis with our dogs after a tragedy.

Contact:

- Director – Lisa Ashby - (402) 641-4015 or email at crisisdogs@gmail.com

- Contact – Renea Gernant – (402) 643-1113 or email at Renea.Gernant@cune.edu

Orphan Grain Train

Orphan Grain Train is a Christian volunteer network that shares personal and material resources with needy people in America and around the world. Grain Train volunteers gather donations of clothing, medical supplies, food, Christian literature, and other aid to meet real needs.

Contact:

- Disaster Coordinator – Vern Steinman - (402) 649-3896 or email at vern@cableone.net

The Phoenix Society for Burn Survivors

The Phoenix Society is the only national non-profit organization dedicated to providing psychosocial support to burn survivors and their families. As of 1995, three hundred area coordinators throughout the United States and seventy coordinators in twenty foreign countries give their time to support burn survivors and their families on a volunteer basis. All are burn survivors or the parent of a burned child. In the event of a disaster involving burn injury, through a Statement of Understanding with the American Red Cross, the Phoenix Society is called upon by the Red Cross to counsel patients and their families.

Please email info@phoenix-society.org for additional information.

Presbyterian Church (USA) Synod of Mid-America

When a major disaster occurs, response may include human, financial and material resources, as well as pastoral care. Advisers from the Presbyterian Disaster Assistance Team (PDAT) may provide individuals who have been trained to assist congregations, middle governing bodies, or interfaith response organizations. Volunteer clean up and/or rebuilding teams can be provided if needed. A portion of the church's offering is set aside to respond to situations where the needs of disaster survivors exceed the capability of the local or regional faith community. Emergency supplies and building materials may be provided. Presbyterian congregations, colleges and camps may provide food and shelter. Pastoral care is available through Presbyterian congregations, institutions, and PDAT members.

Contacts:

- Executive Presbyter - Terry Palmer - (308) 236-6996
- Interim Executive Presbyter - Harold Rainey - (402) 474-0612

REACT

REACT Teams agree to monitor Citizens Band Channel 9, with a goal of 24-hour coverage. Participation in disaster preparedness is encouraged. Many REACT Teams are now equipped with more sophisticated communications equipment such as that authorized in General Mobile Radio Service (UHF) and the Amateur Radio Service. Local REACT Teams operate autonomously. They are encouraged to engage in all appropriate local programs of assistance to the community.

They are to respond immediately to requests for assistance from authorized local agencies in time of local or regional disaster. Furthermore, they are encouraged to take first aid training and to become proficient in communications in time of disaster.

Contact:

- President – Kevin Rahe - (402)-223-8128 or email at REACT319@gmail.com

Rural Response Hotline

The Rural Response Hotline is a toll free number ready to respond to a disaster. This hotline is funded through Interchurch Ministries of Nebraska's Farm Crisis Council and is a partnership with Legal Aid of Nebraska. This hotline has been in existence for 23 years. The Rural Response Hotline is a statewide project that offers services, resources, and other needs during a disaster. The hotline currently responds to rural callers regarding; legal concerns, financial planning, farm mediation, and a stress counseling program called COMHT.

Contact:

- Contact – Michelle Soll - (800) 464-0258 or email at msoll@legalaidofnebraska.com

The Salvation Army

Services in human care offered through the Salvation Army include: shelter, mass care and feeding, clothing depot, crisis counseling, health and mental needs, referrals on spiritual ministry, transportation, personal inquiry services, and casework services. In addition, they provide volunteers and emergency disaster service personnel.
Contact:

- Divisional Director, Emergency Disaster Services - John J. Kuzma - (402) 898-5942 or email at John_Kuzma@usc.salvationarmy.org

Society of Saint Vincent de Paul

The Saint Vincent de Paul Lincoln Diocesan Council consists of nine Catholic Conferences in southeast Nebraska that are dedicated to helping people in times of hardship and distress, without regard to color, race, or creed. The main intent of the Society is to alleviate the suffering of the homeless, sick and hungry, utilizing 100% of the financial aid contributed by donors, and the many hours donated by volunteers in the administration to the less fortunate.

Contact:

- Primary Contact - Pat McCarthy - (402) 435-7968

Southern Baptist Disaster Relief (SBDR)

Southern Baptist Disaster Relief has 15,000 volunteers to assist in damage assessment, shelter management, family assistance, crisis counseling, interpreting, case management, and other areas. In a disaster they are able to deploy mobile feeding kitchens, child care units for temporary emergency child care, communication and command units, clean up and recover unity, and twenty other types of assistance. Other support includes shower units, utility units, water purifiers, generators, and air life kitchens.

Contacts:

- KS-NE Disaster Coordinator - John Lucas - (785) 228-6800, x817, or email at johntlucas@cox.net

- Disaster Director – Larry Thomas– (785) 316-7889 or email at Lthomas@kncsb.org

United Christian Aid Ministries

United Christian Aid Ministries sends financial assistance to indigenous missionary ministries that serve the Lord sacrificially in lands of great poverty, or where there is a disaster or emergency situation.

Contact:

- Field Director – Willie Miller – (330) 893-2428 or email at wmiller@camoh.org

United Methodist Committee on Relief (UMCOR)

The United Methodist Church provides emergency relief, rehabilitation, and support services with funding and personnel. In the long-term, response assistance is provided as support through the local churches. A new program was developed in 1992 to deal with the long term recovery for children impacted by disaster.

Contact:

- Disaster Response Coordinator – Roger Gillming – (308) 235-2320 or email at gillming52@yahoo.com

United Way of the Midlands

The United Way of the Midlands, Omaha, will provide registration, assignment, and tracking of medical and unsolicited volunteers during times of disaster. The United Way of the Midlands also maintains a Skill Bank database of volunteers with various skills and interests that have been pre-registered and can be called upon to assist. The Medical Reserve Corp will provide medical (retired and active) professionals M/VOAD Directory/draft of 2010 Directory 32 7/14/10 to help respond as well. The 2-1-1 system provides a system to notify VOAD members of disasters and community needs across the state, as well as a place for the public to call to get current disaster information.

Contact:

- Volunteer/Community Services Director – Jamie Moore – (402) 522-7930 or email at jmoore@uwmidlands.org

Volunteer Partners

Volunteer Partners has exercised and identified locations to serve as Emergency Volunteer Centers (EVC) in Lancaster County. The EVCs will be clearing houses for spontaneous unaffiliated volunteers, as well as agencies needing help in a disaster. Volunteer Partners maintains the database/directory of CERT members for Lancaster County. Volunteer Partners recruits for the Lincoln/Lancaster County Medical Reserve Corps. The Nebraska Citizen Corps Program, administered by the Nebraska Volunteer Service Commission for NEMA, directed that the Citizen Corps Program include CERT and EVC operations in 14 counties in Southeast Nebraska. The Lincoln Metropolitan Medical Response System directed Volunteer Partners to work with Southeast Nebraska Public Health Departments in "regionalizing" the Medical Reserve Corps. A database of several hundred volunteers has been developed to operate the EVCs during an event.

Contact:

- Director – Wayne Svoboda – (402) 435-2100 or email at director@volunteerpartners.org
- Emergency Volunteer Program – Melanie Hooks – (402) 435-2100 or email at emergcoord@volunteerpartners.org

PROCEDURES FOR VOLUNTEER COORDINATION

In any disaster, the Emergency Manager must be prepared to deal with affiliated volunteers, (church groups, Boy Scout troops, etc.) non-affiliated volunteers, (those that respond to calls for help during a disaster) and spontaneous volunteers (those that show up without be called or not allied to an organization). Spontaneous donations of goods and money must also be managed and accounted for. The LEOP, Annex L: Resource Management, Attachment 3 provides guidelines for these activities.

The person appointed as the Volunteer Coordinator must have highly developed organizational and management skills, capable of controlling work through others and maintain critical records. This position, after the IC and EM, is quite possibly the next most critical operational position during a response and recovery effort.
(See current (2008 and after) LEOP, Annex L for additional information.)

Additional training and information on managing volunteers is found in the FEMA Independent Study courses: IS-244.a , 288 with additional information in IS-11.a, IS-15.b, IS-208.a, IS-230.a, IS-366. The Red Cross and other support agencies may also offer periodic training.

The following forms have been provided by several Nebraska Emergency Managers and others in an effort to assist the Volunteer Coordination team during disaster response. The local Emergency Manager may use any of these as is or modify them to fit their situation. Note that each serves a slightly different purpose.

LIST OF ATTACHMENTS

Attachment 1 Forms for Volunteer Coordination and Management unnumbered

EMERGENCY MANAGEMENT VOLUNTEER WORKER REGISTER

COUNTY _____ **LOCATION** _____

DATE START _____ **DATE FINISHED** _____

TIME START _____ **TIME FINISHED** _____

My signature below indicates the acceptance of my temporary appointment as a volunteer Emergency Management worker in the _____Emergency Management Agency. It is understood that unless I agree to permanent appointment as an Emergency Management volunteer; my temporary appointment will terminate at the conclusion of this disaster, emergency, test or exercise.

SIGNATURE	ADDRESS	PHONE NUMBER

VOLUNTEER REGISTRATION INFORMATION

This form is used for all volunteers: full-time, occasional or specific disasters.

PLEASE PRINT CLEARLY, COMPLETE AS BEST YOU CAN, RETURN THIS TO A COORDINATOR AT THE REGISTRATION CENTER/TABLE OR FAX TO _____

I am willing to volunteer: for this disaster ____, or work in this county ____,
a neighboring county ____, anywhere in NE ____, anywhere in US____
Mr. __ Mrs. __ Ms. __ Name (first) _____(last)_____

DOB___/___/__

Home Address_____ E-Mail address _____

Day Phone _____ Evening phone _____ Today's date __/___/__

Emergency contact _____ Relationship _____ Emergency phone_____

Occupation _____ Employer _____

Business address _____ City _____ ST _____ ZIP _____

Medical conditions that may limit activity _____ Allergic to _____

If under 18, a parent or guardian must sign here as approval to work:_____

I am a year-round Nebraska resident: yes __ no ___; if not, which months available? _____

I am currently affiliated with the _____ disaster agency and have been trained in the following special skills: _____

Skills; Please check all that apply that you are willing to use.

Medical
__Doctor/Nurse/EMT
__First Aid
__Mental health counsel
__Veterinarian
__Veterinarian Tech

Communications
__CB or HAM operator
__Hotline/rumor control
__Public relations
__Media: print, electronic
__Web page design/maint.
__Public speaking
Languages:
__Spanish
__Vietnamese
__Ukrainian
__Bosnian
__Russian
__Chinese
__Arabic
__Other _____

Office Support
__Clerical-filing, copying
__Data entry
__Phone center
__Word processing
__Messenger
__Auditing/accounting
__Other _____

Service
__Food; prep, serve, clean
__Elder/disabled care
__Child care
__Shelter management
__Spiritual counseling
__Social work
__Citizen Corps
__Search and rescue
__Traffic control
__Crime watch
__Animal rescue/care
__Waste Disposal

Structural
__Damage assessment
__Metal construction
__Wood construction
__Masonry construct
__Plumbing
__Electrical
__Roofing

Transportation
(use A = available for use)
(use O= qualified operator)
__Car
__Van / station wagon
__Truck, capacity_____
__4WD/ATV
__Boat, capacity_____
__CDL- Class _____
__Maintenance/repair

Labor
__Loading / shipping
__Sort/Inventory/packing
__Clean-up debris
__Supervisory experience

Equipment
(use A = available for use)
(use O= qualified operator
__Backhoe
__Chainsaw
__Generator
__Skid loader
__Front-end loader
__Other _____

VOLUNTEER REGISTRATION INFORMATION

- Side 2 –

(Emergency Manager NOTE: This statements below are suggestions only. The following has not been reviewed by any legal representative for the state of Nebraska, nor shall it be construed to alter any law, executive order, rule, regulation, or local jurisdiction's resolution concerning liability for volunteers assisting in disaster work. EMs are advised to have their county attorney review and provide guidance on the following statement.)

The Volunteer Protection Act of 1997 provides legal immunity for registered volunteers working in disaster-related functions, who are working within the scope of their assigned responsibilities, are acting in good faith and are not guilty of gross negligence.

I, for myself and my heirs, executors, administrators and assigns, hereby release, indemnify and hold harmless the Coordination Agency, Local Governments, State of Nebraska, disaster response and recovery supporting non-profit, non-government Agencies, the organizers, sponsors and supervisors of all disaster preparedness, response and recovery activities from all liability for any and all risk of damage or bodily injury or death that may occur to me (including any injury caused by negligence), in connection with any volunteer disaster effort in which I choose to participate.

I likewise hold harmless from liability any person transporting me to or from any disaster relief activity.

In addition, disaster relief officials have permission to utilize any photographs, digital images, or videos taken of me foe publicity or training purposes.

I will abide by all safety instructions and information provided to me during disaster relief efforts.

I expressly agree that this release, waiver and indemnity agreement is intended to be as broad and inclusive as permitted by the State of Nebraska, and that if any portion thereof is held invalid, it is agreed that the balance shall notwithstanding, continue in full force.

I have no know physical or mental conditions, except as indicated on the reverse side of this form, that would impair my capability to participate fully, as intended or expected of me.

I have carefully read this release and indemnification and understand the contents thereof and sign this release as my own free act.

Signature _____ Date _____

Parent/Guardian, if under 18 _____ Date_____

Please return this signed form to the registration desk or Volunteer Coordinator

COUNTY NAME/LOGO

REQUEST FOR VOLUNTEER HELP REQUEST # _____

COMPLETE ONE REQUEST FOR EACH PROPERTY OWNER'S/AGENCY'S REQUEST FOR HELP

Date of request _____ Coordinator _____

Individual ☐ Agency ☐ Contact person _____Phone(s) _____

Location of work site _____

Directions to site: _____

Type of work: _____

Special physical or hazardous conditions: _____

Special skills / equipment needed: _____

Estimated number needed: _____ Duration of job: (days/hours)_____

When work can begin: _____

CONTACT WITH REQUESTOR:

Date	Comments	Coordinator

VOLUNTEERS REFERRED

NAME	DATE	NAME	DATE

(USE ADDITIONAL PAGES AS NEEDED)

TASK COMPLETED ON ___/____/___ CANNOT FILL REQUEST _____

COORDINATOR: WHEN THE WORK HAS BEEN COMPLETED,RETURN THIS RECORD TO THE APPROPRIATE SECTION (Logistics or Administrative) AT THE EOC.

VOLUNTEER WORK SITE SIGN-IN / SIGN-OUT / ACCOMPLISHMENTS

Site _____ Crew Leader _____ Date _____

PLEASE READ BEFORE SIGNING: **I have registered and received safety instructions for working at this site and agree to follow the safety procedures and directions of the crew leader.**

Name (print)	Tools: personal/supplied	Start time	End time	Total time	Type of work

Date: _____
(mm/dd/yy)

Volunteer Sign-In Sheet

_____
Coordinator or Crew leader

****(starred)blanks must be filled out completely or the time is not eligible for credit.**

**Name: (PRINT)	**Location of work today	**Type of work done	**Start time	**End time	**Total hours	Notes

Volunteer Sign-in / Sign out and Assignment Sheet

Disaster _____ Coordinator _____ Date _____ Crew Leader _____ Page _____

NAME (PRINT)	Address	Phone	Assignment	Time In	Time Out
Equipment: Personal/supplied			Notes:		
NAME (PRINT)	Address	Phone	Assignment	Time In	Time Out
Equipment: Personal/supplied			Notes:		
NAME (PRINT)	Address	Phone	Assignment	Time In	Time Out
Equipment: Personal/supplied			Notes:		
NAME (PRINT)	Address	Phone	Assignment	Time In	Time Out
Equipment: Personal/supplied			Notes:		
NAME (PRINT)	Address	Phone	Assignment	Time In	Time Out
Equipment: Personal/supplied			Notes:		
NAME (PRINT)	Address	Phone	Assignment	Time In	Time Out
Equipment: Personal/supplied			Notes:		
NAME (PRINT)	Address	Phone	Assignment	Time In	Time Out
Equipment: Personal/supplied			Notes:		
NAME (PRINT)	Address	Phone	Assignment	Time In	Time Out
Equipment: Personal/supplied			Notes:		
NAME (PRINT)	Address	Phone	Assignment	Time In	Time Out
Equipment: Personal/supplied			Notes:		

Volunteer Sign-In / Sign-out and Assignment Sheet

_____ County Disaster _____ Coordinator _____ Date _____ Page ____

NAME (PRINT)	Address	Phone	Work assigned	Crew leader	Time in	Time out	Total

Equipment brought/supplied	Notes

NAME (PRINT)	Address	Phone	Work assigned	Crew leader	Time in	Time out	Total

Equipment brought/supplied	Notes

NAME (PRINT)	Address	Phone	Work assigned	Crew leader	Time in	Time out	Total

Equipment brought/supplied	Notes

NAME (PRINT)	Address	Phone	Work assigned	Crew leader	Time in	Time out	Total

Equipment brought/supplied	Notes

NAME (PRINT)	Address	Phone	Work assigned	Crew leader	Time in	Time out	Total

Equipment brought/supplied	Notes

NAME (PRINT)	Address	Phone	Work assigned	Crew leader	Time in	Time out	Total

Equipment brought/supplied	Notes

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CHAPTER 24

Common Challenges Faced by Emergency Managers
and
Suggestions on How to Handle Them

General

Emergency Managers are faced with many challenges during their normal duties and especially during emergencies and disasters. Below are situations you may encounter and discussion or suggestions from the "field" on how these challenges may be met.

A. Incomplete/inconsistent Emergency Operations Program Planning

Planning provides the foundation and guidelines for all emergency responses. Planning for local conditions and resources sets the stage for the Local Emergency Operations Plan (LEOP). Emergency Managers need to realize the importance of reviewing and updating their plan on an annual basis. The Basic Plan in the LEOP describes the local government's approach to emergency management and the functional Annexes address specific activities critical to emergency prevention, response, and recovery.

Situation A1: Having an incomplete or outdated LEOP may not have the roles and responsibilities of the EM, the elected officials, first responders or support organizations clearly defined. This will slow critical decisions, increase internal discord, create a sense of doubt and can lead to a disorganized and more costly response and will impede a quick recovery.

> Solution A1: Meet on a regular basis with all who may be involved in response and recovery, government and non-government, profit and non-profit organizations, to discuss, train and exercise the Plan. Use the results to define the roles and responsibilities, gain acceptance of the Plan and make appropriate changes to the LEOP.
>
> Solution A2: After every major incident or event that involved the EM agency, complete an AAR to include changing the plan and re-testing the changes.

Situation A2: The LEOP is incomplete or inconsistent in its assignments, roles, and tasks of positions or supporting agencies or no longer reflects the jurisdiction's response capabilities. During a disaster confusion increases, there may be duplication of efforts and costs, omission of essential tasks and loss of confidence by the public in the elected officials.

> Solution A2-1: Read the LEOP for what it is. Understand your role in the local government. Test and exercise the Plan to train new officials and responders, to clarify roles and responsibilities, update the LEOP accordingly.

Solution A2-2: Use the NIMS as a business management model and for your operational procedures. Positions and duties are identified, systems are developed for communications, lines of authority and responsibilities are described. Incident Action Plans document goals, achievements, resources and allow for short and long term recovery planning.

Solution A2-3: Each county is required to review and update the LEOP on an annual basis and revise it every five years. Contact NEMA's with any specific questions regarding revising and updating your LEOP (402) 471-7421 or (402) 471-7419 or www.nema.ne.gov.

B. Little or No Knowledge of Disaster Resources

Situation B: Inappropriate or improper use and designation of resources; personnel, special teams, equipment, supplies or money ranks high as a major complication in disaster operations.

Solution B1. Collect and use the best incident status reports you can get at the time. Work closely with the Incident Commander and elected officials. Be aware of all the resources that are available within the county and regionally, with specialized capabilities and limitations noted.

Solution B2. Prior to a disaster conduct a tabletop exercise specifically designed to determine resource shortfalls. Keeping track of all resources may seem to be an overwhelming task so ask for help from others such as the roads supervisor, fire chiefs. Maintain the resources lists in the LEOP.

Solution B3. An inclusive plan review process, as well as an active exercise program will help you identify the different agencies/organizations responsible for specific resources. They are the best-trained and equipped source for tracking their own resources and providing you with timely and accurate information during disasters.

C. Lack of Visible Leadership

Situation C: No one seems to know who is in charge of what.

Solution C1: Ensure that all elected officials, first responders and support agencies have and are familiar with the LEOP. Involve these individuals in the PET program.

Solution C2: Training courses, sponsored by NEMA and FEMA, are available to help you overcome this problem. Enroll and invite your local officials to participate in NEMA's Advanced Academy courses "Leadership and Influence", "Decision-Making and Problem Solving", and "Effective Communications", NIMS 100, 300, 400, 700, 701, 800, Emergency Managers' Institute, Emmetsburg Maryland, etc..

Solution C3: .Use the NIMS philosophy and procedures for your day to day events, implement the procedures for multi-agency coordination situations as well as

single agency responses. Work with responders, especially those with volunteers, on the value of and use of the NIMS.

D. Trying To Obtain Too Much Information, While Not Establishing A Control On The Information Flow

Situation D: Too many responders, citizens and elected officials asking for or providing information at one time.

Solution D1: Reliable filters must be established to provide some isolation from all the input information clamoring for attention. Use the NIMS procedures. Establish who reports to whom. Follow the assigned roles and responsibilities in your EOC guidelines.

Solution D2: Maintain a regular schedule of briefings. Establish a set pattern for information flow and monitor frequently. Checking for information reliability and follow-up is essential. Follow the NIMS procedures.

Solution D3: Equally important is the formulation of an efficient plan to pass information to the outside world. People outside the affected area need both an overview and when appropriate specific information of what is going on. Preplan and exercise your Emergency Public Information System functions. Read Chapter 12 "Joint Information Center (JIC)" for additional information. Use the NIMS-PIO guidelines and procedures. Develop the PIO's professional capabilities.

E. Focusing On The Insignificant

Situation E: Decision makers are drawn into trivia, minutia or untimely activities.

Solution E1. Follow proper assessment techniques, work with the information on hand, and prioritize the problems. Create an Incident Action Plan for each period of operations and follow the planning system as demonstrated in the NIMS.

Solution E2: The planning and decision making process becomes easier if regular exercises are conducted. Learn to delegate low priority problems and focus on the larger picture.

F. Lack Of Familiarity With EOC Staff

Situation F: New individuals respond in the field or to the EOC and you are unaware of their capabilities.

Solution F1: Conduct EOC orientations for newly elected and appointed officials, new first responders, and support agencies. Preplan when an augmented EOC staff is needed. Know who these people will be, meet with them, define roles/responsibilities, and provide any basic training necessary to do the job.

Solution F2: Maintain a rigorous NIMS training program for all responders.

Solution F3: Use regularly scheduled exercises (use the 5-year calendar) to measure capabilities before a disaster occurs.

Solution F4: Be prepared to deal with the facets of human nature and don't let them bog down the system.

G. Physical Fatigue And Burnout of EOC Staff

Situation G: People are your most valuable resource, however in the heighten activity of the beginning of a response, people do become tired and counterproductive.

Solution G1: Recall the primary safety rules for responding to a situation: personal safety first, keep a watch on those around you.

Solution G2: Develop specific work and rest periods (use the Incident Action Plan). The crisis will usually last longer than anyone estimates, so the IAP is critical to your success.
Solution G3: Implement an EOC Operations training program so that there is depth within the staff for professionals, volunteers and officials. Develop a staffing rotation chart per incident.

Solution G4: People are your most valuable resource. Critical incident stress management debriefing is important for the mental and physical well being of the staff, as well as your responder personnel. Trained CISM teams are available, contact NEMA , the State Patrol or the LEOP for details.

H. Information Void

Situation H: The Incident Commander is not aware of decisions made by the Executive Board and the EOC staff is not aware of Incident site activities or changes in weather, flooding, hazmat etc. conditions.

Solution H1: Be the EOC manager.

Solution H2: Follow the NIMS Incident Action Planning process. This process depends on regularly scheduled briefings, a communications plan with coordination between and among all responders. Follow lines of reporting of responders to supervisors.

I. Litigation Will Follow

Situation I: Those with decision making responsibilities defer, delay, or do not meet their responsibilities for fear of being sued.

Solution I1: Develop and follow the Incident Action Plan.

Solution I2: Testing the LEOP prior to a disaster allows those not normally dealing with disaster related decisions, the opportunity to practice in a non-threatening environment.

Solution I3: Follow the NIMS protocols for records, documentation, logs, etc. Take photos of the disaster conditions.

Solution I4: Conflicts of interest, differences of opinion and misunderstandings are inevitable. Involving decision makers in training exercises can build positive inter-personal relationships and lessens conflict. Have roles and responsibilities well defined and accepted by those involved.

Solution 5: Work directly with your designated City or County Attorney on special concerns prior to an event, the County Attorney is a key member of your EOC staff. Read Chapter 21 "Legal Information/Guidelines."

J. Surprised By Unknown Hazards

Situation J: A secondary hazardous situation develops as a result of the primary disaster. For example, an anhydrous ammonia tank ruptures due to debris penetration during a tornado.

Solution J1: Conduct a Hazard Analysis and Vulnerability Assessment to identify the hazards, environmentally sensitive areas and population groups susceptible to life safety conditions, loss of property and damage.

Solution J2: Work with the LEPC to keep the LEOP hazardous materials data up to date.

Solution J3: Continue in your own professional training and development. Be prepared for incidents that may precipitate secondary hazards. Know the territory. Locations that are particularly hazardous or present operational difficulty should be identified and studied.

Solution J4: Gather site incident intelligence during the scheduled briefings for those on site. Analyze the data, keeping the big picture perspective.

K. Negative Dealings With The Media

Situation K: Local or outside the community media interferes with operations or has reported inaccurate or sensationalized events.

Solution K1: Establish a professional relationship with the media before the disaster strikes.

Solution K2: Have a trained Public Information Officer (PIO) handle the media. Establish a Joint Information Center (JIC) as necessary. See Chapter 11 "Media Relations" for additional information on dealing with the media.

Solution K3: Train all responders to refer all questions to the PIO.

L. Inability To keep "People Statistics"

Situation L: Shelters are spontaneously opened by well-intentioned organizations. Family members that were separated prior to the disaster cannot locate their kin.

Solution L1: Build relationships with those organizations that might provide shelters. Include them in the listing of shelters in the LEOP. Provide training opportunities, such as through the Red Cross on shelter management. Stress the need for registration and accountability of the evacuees in shelters.

Solution L2: Assign someone within the EOC to specifically keep track of shelters, hospital admissions and morgue activities. Obtain data on the numbers missing, injured, and known dead. During the first 48 hours, there will be an acute need for accurate lists of survivors, their location and condition. Please train your personnel appropriately.

M. Local System Overwhelmed By Unsolicited Goods And Spontaneous Volunteers

Situation M: Donations of resources, volunteer labor, and unsolicited contractors appear on site or at the EOC or the staging area.

Solution M1: Use the Annex L information to develop your operational plans. Include the Public Information Officer in your efforts. Be specific in your public announcements as to what is needed and where to sign-up as a volunteer worker and when help is needed.

Solution M2: Request Volunteer Organizations Active in Disasters (VOAD) assistance through the Nebraska Emergency Management Agency

Solution M3: Include donation and volunteer coordination training and exercises as a part of your public outreach program.

N. Conditions Cause A Feeling Of Being Overwhelmed

Situation N: You feel overwhelmed with schedules, grants management and then a disaster strikes and only a third of the responders and one of the commissioners are available.

Solution N1: Step back and assess the situation, others have been there and will be there again. Keep the big picture in mind and the reasons why you accepted this job. Follow through, rely on your training.

Solution N2: Develop, through training and exercises, an EOC back-up system from the community. Call in your county or other local deputy Emergency Managers. They have been trained and should be able to step up and help out.

Solution N3: Contact NEMA, call other Emergency Managers to help.

Solution N4: Prepare now. Continue with your own management training and development, recall that your job is to coordinate and manage, not fight fires, serve doughnuts, operate heavy equipment, etc.

Solution N5: Learn to use the NIMS, as it is a proven method to handle disaster management. The more you use it, the more it makes sense and the easier the job as you don't have to do it all.

Solution N6: Life is not "Reality TV"; it takes longer than an hour to respond and recover from a disaster. Accept that you are not super-human. We all have limits. Know when you reached them and implement healthy stress reduction techniques. Ask for Incident Critical Stress help as you would do for the field responders..

Solution N7: Build on your strengths.

Solution N8. Know that you have done your best with what you had at the time.

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Chapter 25

Professional Associations

This is provided as information only with no endorsement or recommendation of any organization listed; for the sake of brevity or lack of information related organizations may not have been referenced, but in no way excludes them for one's options.

Nebraska Association of Emergency Management (NAEM)

In Nebraska, local Emergency Program Managers, as well as all public officials, emergency personnel, and personnel involved in emergency planning may elect to join NAEM, a professional non-profit organization focused towards the coordination of efforts and plans of its members. The annual NAEM conference is held each April at different locations, as determined by the Board of Directors. Cities are encouraged to invite the organization to hold the spring conference in their areas.

NAEM Legislative Affairs Committee

The incoming President shall appoint a Legislative/Sate Affairs Committee prior to the beginning of the Association fiscal year. It shall consist of one (1) Professional or Active member from each Association Area, one of who shall be named chairperson by the President. The Committee shall monitor/review past, current and future legislative actions with regard to the potential impacts on Emergency Management entities in the State of Nebraska. The Committee may also be required to intervene on the Association's behalf by testifying at legislative activities.

NAEM Audit Committee

An Audit Committee shall be appointed by the incoming President prior to the conclusion of the Annual Meeting. It shall consist of two (2) Area Directors and one (1) Professional or Active member from the general membership. The President shall name one of the three as the chairperson.

NAEM Nominating Committee

At least two months prior to the Annual Meeting, the President shall appoint a three member Nominating Committee. The Committee shall present at the annual meeting at least one nomination each for the offices of President-elect, Vice-President, Secretary/Treasurer and those Area Director offices, which will expire at the Annual Meeting.

NAEM Special Committees

Special Committees may be appointed by the President as directed by the Executive Board or the Membership and they shall perform such duties as may be defined in their creation.

Membership Fee

Annual dues for NAEM are determined by vote at the annual meeting.

International Association of Emergency Managers (IAEM)

The mission of IAEM is to serve the emergency management community by:

- Encouraging the development of disaster resistant communities to reduce the effect of disasters on life and property.
- Acting as a clearinghouse for information on comprehensive emergency management issues.
- Providing a forum for creative and innovative problem-solving on emergency management issues.
- Maintaining and expanding standards for emergency management programs and professionals.
- Fostering informed decision-making on public policy in the emergency management arena.

IAEM Purposes:

- To support the emergency management community in reducing the effect of disasters on life and property by working together to build disaster resistant communities;
- To function as a clearinghouse for comprehensive emergency management issues;
- To provide a forum for creative and innovative problem-solving on emergency management issues;
- To maintain and expand standards for emergency management;
- To foster informed decision-making on public policy in the emergency management arena.

IAEM's Certified Emergency Manager Program

IAEM offers the only international level certification credential for emergency management, the CEM and AEM programs. For more information, contact IAEM at 111 Park Place, Falls Church, VA.

American Society of Professional Emergency Planners

The American Society of Professionals Emergency Planners (ASPEP) is an honorary, non-profit organization. It was founded in 1972 at Staff College in Battle Creek, Michigan. It was incorporated under the laws of the State of Minnesota in 1979.

Its members are graduates of the various structured training courses developed by the Federal Emergency Management Agency (FEMA).

Beginning in 1994, new members must be certified by IAEM in its Certified Emergency Management Program. Annual meetings are held in conjunction with the IAEM National Conference. The Officers consist of a President, President-elect, Vice President and Secretary/Treasurer. The governing body is the Board of Directors, which includes the elected officials and the immediate Past-President.

The purpose of ASPEP is to:

- Promote improvement of the emergency management profession,
- Foster professionalism and encourage continued education in emergency management within the government, military and private sector,
- Provide considered and constructive support of the programs of FEMA,
- Provide support and serve in an advisory capacity to NCCEM in relationship to professionalism, education and the certification process, and
- To provide a forum for professional education issues.

All Certified Emergency Managers, through NCCEM certification process, are eligible for membership. Present members maintain their membership status as long as they keep current on membership dues. There are two classes of membership: Active Members who are eligible to hold office and to vote, and Honorary Members who are ineligible to hold office. Honorary members are those individuals upon whom ASPEP wishes to bestow recognition. Any member may submit recommendations to the Board of Directors for Honorary Membership. Recommendations should be in writing to the Secretary and should give the name and details of their outstanding service. Approval is by the Board of Directors and confirmed by the membership at the annual meeting.

ASPEP is the only emergency management professional organization, which publishes a juried, practitioner based publication, which actively encourages submissions of material on any subject applicable to our field. The publication is the ASPEP Journal and is published annually. A Journal is included with each membership.

Other allied organizations can add value to your program and your program can add value to their activities. Local service organizations, Red Cross, Salvation Army, CERT, LEPC and other need resourceful people. The FEMA website *fema.gov* also lists a number of public-sector organizations as well as links to other state's emergency management and disaster response web sites.

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Principles of Emergency Management

September 11, 2007

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Foreword

In March of 2007, Dr. Wayne Blanchard of FEMA's Emergency Management Higher Education Project, at the direction of Dr. Cortez Lawrence, Superintendent of FEMA's Emergency Management Institute, convened a working group of emergency management practitioners and academics to consider principles of emergency management. This project was prompted by the realization that while numerous books, articles and papers referred to "principles of emergency management", nowhere in the vast array of literature on the subject was there an agreed upon definition of what these principles were.

The group agreed on eight principles that will be used to guide the development of a doctrine of emergency management. This monograph lists these eight principles and provides a brief description of each.

Members of the working group are:

Dr. B. Wayne Blanchard, CEM
Higher Education Project Manager
FEMA Emergency Management Institute

Lucien G. Canton, CEM, CBCP, CPP
Emergency Management Consultant
Director of Emergency Services (retired)
City and County of San Francisco, CA

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Instructor, Emergency Management Program
North Dakota State University

Kay C. Goss, CEM
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Emergency Management & Crisis Communications
Systems Research Applications International, Inc.

Dr. David A McEntire
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Emergency Administration and Planning Program
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Lee Newsome, CEM
Emergency Response Educators and Consultants, Inc.
Representative
NFPA 1600 Technical Advisory Committee

Michael D. Selves, CEM, CPM
Emergency Management and Homeland
Security Director
Johnson County, Kansas
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State Emergency Management Training Officer
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Kim Stenson
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Representative
National Emergency Managers Association

James E. Turner III
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Delaware Emergency Management Agency
Representative
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Dr. William L Waugh, Jr.
Professor, Public Administration and
Urban Studies /Political Science
Georgia State University
Representative
Emergency Management Accreditation Program

Dewayne West, CEM, CCFI
Director of Emergency Services (retired)
Johnston County, North Carolina
Past President
International Association of Emergency Managers

EMERGENCY MANAGEMENT

DEFINITION, VISION, MISSION, PRINCIPLES

Definition

Emergency management is the managerial function charged with creating the framework within which communities reduce vulnerability to hazards and cope with disasters.

Vision

Emergency management seeks to promote safer, less vulnerable communities with the capacity to cope with hazards and disasters.

Mission

Emergency management protects communities by coordinating and integrating all activities necessary to build, sustain, and improve the capability to mitigate against, prepare for, respond to, and recover from threatened or actual natural disasters, acts of terrorism, or other man-made disasters.

Principles

Emergency management must be:

1. **Comprehensive** – emergency managers consider and take into account all hazards, all phases, all stakeholders and all impacts relevant to disasters.
2. **Progressive** – emergency managers anticipate future disasters and take preventive and preparatory measures to build disaster-resistant and disaster-resilient communities.
3. **Risk-driven** – emergency managers use sound risk management principles (hazard identification, risk analysis, and impact analysis) in assigning priorities and resources.
4. **Integrated** – emergency managers ensure unity of effort among all levels of government and all elements of a community.
5. **Collaborative** – emergency managers create and sustain broad and sincere relationships among individuals and organizations to encourage trust, advocate a team atmosphere, build consensus, and facilitate communication.
6. **Coordinated** – emergency managers synchronize the activities of all relevant stakeholders to achieve a common purpose.
7. **Flexible** – emergency managers use creative and innovative approaches in solving disaster challenges.
8. **Professional** – emergency managers value a science and knowledge-based approach based on education, training, experience, ethical practice, public stewardship and continuous improvement.

PRINCIPLES OF EMERGENCY MANAGEMENT

1. Comprehensive

Emergency managers consider and take into account all hazards, all phases, all impacts, and all stakeholders relevant to disasters.

Comprehensive emergency management can be defined as the preparation for and the carrying out of all emergency functions necessary to mitigate, prepare for, respond to, and recover from emergencies and disasters caused by all hazards, whether natural, technological, or human caused. Comprehensive emergency management consists of four related components: all hazards, all phases, all impacts, and all stakeholders.

All Hazards: All hazards within a jurisdiction must be considered as part of a thorough risk assessment and prioritized on the basis of impact and likelihood of occurrence. Treating all hazards the same in terms of planning resource allocation ultimately leads to failure. There are similarities in how one reacts to all disasters. These event-specific actions form the basis for most emergency plans. However, there are also distinct differences between disaster agents that must be addressed in agent or hazard-specific plans and these can only be identified through the risk assessment process.

All Phases: The Comprehensive Emergency Management Model[1] on which modern emergency management is based defines four phases of emergency management: mitigation, preparedness, response, and recovery. *Mitigation* consists of those activities designed to prevent or reduce losses from disaster. It is usually considered the initial phase of emergency management, although it may be a component of other phases. *Preparedness* is focused on the development of plans and capabilities for effective disaster response. *Response* is the immediate reaction to a disaster. It may occur as the disaster is anticipated, as well as soon after it begins. *Recovery* consists of those activities that continue beyond the emergency period to restore critical community functions and manage reconstruction.[2] Detailed planning and execution is required for each phase. Further, phases often overlap as there is often no clearly defined boundary where one phase ends and another begins. Successful emergency management coordinates activities in all four phases.

All Impacts: Emergencies and disasters cut across a broad spectrum in terms of impact on infrastructure, human services, and the economy. Just as all hazards need to be considered in developing plans and protocols, all impacts or predictable consequences relating to those hazards must also be analyzed and addressed.

All Stakeholders: This component is closely related to the emergency management principles of coordination and collaboration. Effective emergency management requires close working relationships among all levels of government, the private sector, and the general public.

2. Progressive

Emergency managers anticipate future disasters and take preventive and preparatory measures to build disaster-resistant and disaster-resilient communities.

Research and data from natural and social scientists indicates that disasters are becoming more frequent, intense, dynamic, and complex. The number of federally declared disasters has risen dramatically over recent decades. Monetary losses are rising at exponential rates because more property is being put at risk. The location of communities and the construction of buildings and infrastructure have not considered potential hazards. Environmental mismanagement and a failure to develop and enforce sound building codes are producing more disasters. There is an increased risk of terrorist attacks using weapons of mass destruction

[1] National Governors' Association. *1978 Emergency Preparedness Project: Final Report*. Washington, DC:NGA, 1978.

[2] William L. Waugh, Jr. *Living with Hazards, Dealing with Disasters: An Introduction to Emergency Management.* Armonk, New York: M.E. Sharpe, 2000.

Emergency management must give greater attention to prevention and mitigation activities. Traditionally, emergency managers have confined their activities to developing emergency response plans and coordinating the initial response to disasters. Given the escalating risks facing communities, however, emergency managers must become more progressive and strategic in their thinking. The role of the emergency manager can no longer be that of a technician but must evolve to that of a manager and senior policy advisor who oversees a community-wide program to address all hazards and all phases of the emergency management cycle.

Emergency managers must understand how to assess hazards and reduce vulnerability, seek the support of public officials and support the passage of laws and the enforcement of ordinances that reduce vulnerability. Collaborative efforts between experts and organizations in the public, private and non-profit sectors are needed to promote disaster prevention and preparedness. Efforts such as land-use planning, environmental management, building code enforcement, planning, training, and exercises are required and must emphasize vulnerability reduction and capacity building, not just compliance. Emergency management is progressive and not just reactive in orientation.

3. Risk-driven

Emergency managers use sound risk management principles (hazard identification, risk analysis, and impact analysis) in assigning priorities and resources.

Emergency managers are responsible for using available resources effectively and efficiently to manage risk. That means that the setting of policy and programmatic priorities should be based upon measured levels of risk to lives, property, and the environment. NFPA 1600 states that emergency management programs "shall identify hazards, monitor those hazards, the likelihood of their occurrence, and the vulnerability of people, property, the environment, and the entity [program] itself to those hazards"[3] The Emergency Management Accreditation Program (EMAP) Standard echoes this requirement for public sector emergency management programs.

Effective risk management is based upon (1) the identification of the natural and man-made hazards that may have significant effect on the community or organization; (2) the analysis of those hazards based on the vulnerability of the community to determine the nature of the risks they pose; and (3) an impact analysis to determine the potential affect they may have on specific communities, organizations, and other entities. Mitigation strategies, emergency operations plans, continuity of operations plans, and pre- and post-disaster recovery plans should be based upon the specific risks identified and resources should be allocated appropriately to address those risks.

Communities across the United States have very different risks. It is the responsibility of emergency managers to address the risks specific to their communities. Budgets, human resource management decisions, plans, public education programs, training and exercising, and other efforts necessarily should focus on the hazards that pose the greatest risks first. An all-hazards focus ensures that plans are adaptable to a variety of disaster types and that, by addressing the hazards that pose the greatest risk, the community will be better prepared for lesser risks as well.

4. Integrated

Emergency managers ensure unity of effort among all levels of government and all elements of a community.

In the early 1980's, emergency managers adopted the Integrated Emergency Management System (IEMS), an all-hazards approach to the direction, control and coordination of disasters regardless of their location, size and complexity. IEMS integrates *partnerships* that include all stakeholders in the community's decision-making processes. IEMS is intended to create an organizational culture that is critical to achieving unity of effort between government, key community partners, non-governmental organizations (NGOs) and the private sector.

Unity of effort is dependent on both vertical and horizontal integration. This means that at the local level, emergency programs must be integrated with other activities of government. For example, department emergency plans must be synchronized with and support the overall emergency operations plan for the community. In addition, plans at all levels of local government must ultimately be integrated with and

[3] *NFPA 1600 Standard on Disaster/Emergency Management and Business Continuity Programs, 2007 Edition*, National Fire Protection Association, Quincy, MA. Section 5.3

support the community's vision and be consistent with its values.

Similarly, private sector continuity plans should take into account the community's emergency operations plan. Businesses are demanding greater interface with government to understand how to react to events that threaten business survival. Additionally, businesses can provide significant resources during disasters and thus may be a critical component of the community's emergency operations plan. In addition, given the high percentage of critical infrastructure owned by the private sector, failure to include businesses in emergency programs could have grave consequences for the community.

The local emergency management program must also be synchronized with higher-level plans and programs. This is most noticeable in the dependence of local government on county, state and federal resources during a disaster. If plans have not been synchronized and integrated, resources may be delayed.

Emergency management must be integrated into daily decisions, not just during times of disasters. While protecting the population is a primary responsibility of government, it cannot be accomplished without building partnerships among disciplines and across all sectors, including the private sector and the media.

5. Collaborative

Emergency managers create and sustain broad and sincere relationships among individuals and organizations to encourage trust, advocate a team atmosphere, build consensus, and facilitate communication.

There is a difference between the terms "collaboration" and "coordination" and current usage often makes it difficult to distinguish between these words. Coordination refers to a process designed to ensure that functions, roles and responsibilities are identified and tasks accomplished; collaboration must be viewed as an attitude or an organizational culture that characterizes the degree of unity and cooperation that exists within a community. In essence, collaboration creates the environment in which coordination can function effectively.

In disaster situations, the one factor that is consistently credited with improving the performance of a community is the degree to which there is an open and cooperative relationship among those individuals and agencies involved. Shortly after Hurricane Katrina, *Governing* magazine correspondent, Jonathan Walters wrote: "Most important to the strength of the intergovernmental chain are solid relationships among those who might be called upon to work together in times of high stress. 'You don't want to meet someone for the first time while you're standing around in the rubble,' says Jarrod Bernstein, a spokesman for the New York Office of Emergency Management." [4] It is this kind of culture and relationship that collaboration is intended to establish.

A commitment to collaboration makes other essential roles and functions possible. Comfort and Cahill acknowledge the essential nature of collaboration within the emergency management function: "In environments of high uncertainty, this quality of interpersonal trust is essential for collective action. Building that trust in a multi-organizational operating environment is a complex process, perhaps the most difficult task involved in creating an integrated emergency management system."[5] Thomas Drabeck[6] suggests that collaboration involves three elements:

1. We must commit to ensuring that we have done everything possible to identify all potential players in a disaster event and work to involve them in every aspect of planning and preparedness for a disaster event.

2. Having achieved this broad involvement, we must constantly work to maintain and sustain the real, human, contact necessary to make the system work in a disaster event.

3. Finally, our involvement of all of our "partners" must be based on a sincere desire to listen to and incorporate their concerns and ideas into our planning and preparedness efforts. This element

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[4] Jonathan Walters. GOVEXEC.com, December 1, 2005

[5] Louise K. Comfort and Anthony G. Cahill. *Managing Disaster, Strategies and Policy Perspectives.* Durham, NC: Duke University Press, 1988

[6] Thomas E. Drabek. *Strategies for Coordinating Disaster Responses*. Boulder, CO: Program on Environment and Behavior, Monograph 61, University of Colorado, 2003.

is probably the most critical because it is this sincere interest that engenders trust, cooperation and understanding and allows us to truly have a "team" approach to protecting our communities in times of disaster.

This principle can perhaps best be encapsulated by remembering: "If we shake hands before a disaster, we won't have to point fingers afterwards." [7]

6. Coordinated

Emergency managers synchronize the activities of all relevant stakeholders to achieve a common purpose.

Emergency managers are seldom in a position to direct the activities of the many agencies and organizations involved in the emergency management program. In most cases, the people in charge of these organizations are senior to the emergency manager, have direct line authority from the senior official, or are autonomous. Each stakeholder brings to the planning process their own authorities, legal mandates, culture and operating missions. The principle of coordination requires that the emergency manager gain agreement among these disparate agencies as to a common purpose and then ensure that their independent activities help to achieve this common purpose.

In essence, the principle of coordination requires that the emergency manager think strategically, that he or she see the "big picture" and how each stakeholder fits into that mosaic. This type of thinking is the basis for the strategic program plan required under the National Preparedness Standard (NFPA 1600) and the Emergency Management Accreditation Program. In developing the strategic plan, the emergency manager facilitates the identification of agreed-upon goals and then persuades stakeholders to accept responsibility for specific performance objectives. The strategic plan then becomes a mechanism for assessing program progress and accomplishments.

This same process can be used on a smaller scale to develop a specific plan, such as a community recovery plan; it is also an inherent component of tactical and operational response. The principle of coordination is applicable to all four phases of the Comprehensive Emergency Management cycle and is essential for successful planning and operational activities related to the emergency management program. Application of the principle of coordination provides the emergency manager with the management tools that produce the results necessary to achieve a common purpose.

7. Flexible

Emergency managers use creative and innovative approaches in solving disaster challenges.

Due to their diverse and varied responsibilities, emergency managers constitute one of the most flexible organizational elements of government. Laws, policies and operating procedures that allow little flexibility in the performance of duties drive more traditional branches of government. Emergency managers are instead encouraged to developed creative solutions to solve problems and achieve goals.

A principal role of the emergency manager is the assessment of vulnerability and risk and the development of corresponding strategies that could be used to reduce or eliminate risk. However, there can more than one potential mitigation strategy for any given risk. The emergency manager must have the flexibility to choose not only the most efficient course of action but the one that would have the most chance of being implemented.

In the preparedness phase, the emergency manager uses many resources to create and maintain a well-organized community response structure. One such resource is the development of a risk-based community emergency operations plan. While most policies and procedures in government are specific and designed to offer little room for interpretation, the emergency operations plan is designed to be flexible and applicable to all community emergency operations. It is based on the consequences of the event, not the promulgating action.

The most dramatic phase of emergency management is response. In this phase the emergency manager coordinates activities to ensure overall objectives are being met. The emergency manager must be flexible enough to suggest variations in tactics or proce-

[7] Michael D. Selves. Oral testimony before the United States House Subcommittee on Emergency Management of the Committee on Transportation and Infrastructure, April 26, 2007.

dures and adapt quickly to a rapidly changing and frequently unclear situation. The emphasis is on creative problem solving based on the event and not on rigid adherence to pre-existing plans.

As part of the community team that will determine recovery priorities the emergency manager must be capable of dealing with the political, economic and social pressures in making these decisions. It is natural to focus on short-term efforts in disaster recovery. However, the emergency manager cannot lose sight of the long-term needs of the community and it is this aspect of recovery that often must be driven by the emergency manager.

Flexibility is a key trait of emergency management and success in the emergency management field is dependent upon it. Being able to provide alternate solutions to stakeholders and then having the flexibility to implement these solutions is a formula for success in emergency management.

8. Professional

Emergency managers value a science and knowledge-based approach based on education, training, experience, ethical practice, public stewardship and continuous improvement.

Professionalism in the context of the principles of emergency management pertains not to the personal attributes of the emergency manager but to a commitment to emergency management as a profession. A profession, as opposed to a discipline or a vocation, has certain characteristics, among which are:

Code of ethics – while no single code of ethics has yet been agreed upon for the profession, the Code of Ethics of the International Association of Emergency Managers, with its emphasis on respect, commitment and professionalism, is generally accepted as the standard for emergency managers.

Professional associations – emergency managers seeking to advance the profession of emergency management are members of professional organizations such as the National Emergency Manager's Association (NEMA) and the International Association of Emergency Managers (IAEM). They also participate in appropriate state, local and professional associations.

Board certification – emergency managers seek to earn professional certification through such programs as the Certified Emergency Manager program of IAEM. Professional certification demonstrates the achievement of a minimum level of expertise and encourages continued professional development through periodic recertification.

Specialized body of knowledge – the knowledge base for emergency managers consists of three principal areas. The first is the study of historical disasters, particularly as it pertains to the community for which the emergency manager is responsible. Secondly, the emergency manager must have a working familiarity with social science literature pertaining to disaster issues. Third, the emergency manager must be well versed in emergency management practices, standards and guidelines.

Standards and best practices – the principal standards used in emergency management are NFPA 1600 and the Emergency Management Accreditation Program (EMAP) Standard. These two standards provide the overarching context for the use of other standards and best practices.

Examples of Activities in Each Phase of Comprehensive Emergency Management

	MITIGATION (LONG-TERM)	PREPAREDNESS (TO RESPOND)	RESPONSE (TO EMERGENCY)	RECOVERY (SHORT- AND LONG-TERM)
1	DEFINITION: Any activities which actually eliminate or reduce the occurrence of a disaster. It also includes long-term activities which reduce the effects of unavoidable disasters.	DEFINITION: Preparedness activities are necessary to the extent that mitigation measures have not, or cannot, prevent disasters. In the preparedness phase, governments, organizations, and individuals develop plans to save lives and minimize disaster damage. Preparedness measures also seek to enhance disaster response operations.	DEFINITION: Response activities follow an emergency or disaster. Generally, they are designed to provide emergency assistance for casualties. They also seek to reduce the probability of secondary damage and to speed recovery operations.	DEFINITION: Recovery continues until all systems return to normal or better. Short-term recovery returns vital life support systems to minimum operating standards. Long-term recovery may continue for a number of years after a disaster. Their purpose is to return life to normal, or improved levels.
2	GENERAL MANAGER: Building codes Vulnerability analyses updates Tax incentives/disincentives Zoning and land use management Building use regulation/safety codes Compliance and enforcement Resource allocations/interstate sharing Public education	Preparedness plans Emergency exercise/training Warning systems Emergency communications systems Evacuation plans and training Resource inventories Emergency personnel/contact lists Mutual aid agreements Public information/education	Activate public warning Notify public authorities Mobilize emergency personnel/equipment Emergency medical assistance Man emergency centers Declare Disaster/evacuate Mobilize security forces Search and rescue Emergency suspension of laws	Damage insurance/loans and grants Temporary housing Long-term medical care Disaster unemployment insurance Public information Health and safety education Reconstruction Counseling programs Economic impact studies
3	HAZARD SPECIFIC MEASURES FLOOD: Dam construction/inspection Stream channelization construct/protect retention barriers Reforest/prevent deforestation Contour farming flood proof buildings	Temporary levee construction Stream flow monitoring Ice and debris removal Temporary flood proofing	Helicopter search Boat rescue	Decontamination of water sources Replant crops Pump out flooded basements Remove temporary floodproofing Monitor disease
4	EPIDEMIC: School inoculations Rodent/insect eradication Water purification Sanitary waste disposal Health codes/laws/inspections Public health education	Stockpiling drugs Physician preparedness plans Public notification Quarantine regulations and plans Emergency medical authorities	Quarantine Disinfect property Secure bodies Isolate carriers	Continuing research into causes Long-term restorative therapy
5	FIRE: Fire codes No-smoking laws Fire zoning Fire safety information	Fire drills/exit signs Callboxes/smoke detectors Police crowd control training Fire department and agreements Firefighter training Automatic	Firefighting Containment	Rebuilding Razing burned-out buildings Reforestation
6	HAZARDOUS MATERIALS SPILL: Transport speed limits Container structure codes Corporate licensing Restricted routing Materials identification codes	Containment and scrubbing equipment Stockpile neutralizing materials Emergency training for transporters Specials apparatus for emergencies	Identify material Notify National Response Center/CHEMTREC Containment Plume tracking Air/Water/soil contamination controls	Reassess existing regulations Decontamination environment
7	LANDSLIDE: Forest management Preserve ground cover Maintain natural runoff Stabilize slopes Real Estate disclosure laws	Reinforce threatened structures Landshift monitors	Assess stability of new formation Reinforce against secondary state	Reside denuded areas New land-use planning
8	WIND: Roof anchors Window size and thickness codes Windbreaks	Storm shelter construction Property protection measures Storm watch and warning guides	Reinforce damaged property Broadcast State	Reconstruction
9	HURRICANE STORM SURGE: Barrier islands Coastal wetlands protection Replace coastal sand dunes Construct breakwaters/levees Coastal zone management Public information program	Vertical evacuation plans Storm tracking Shutter windows Evacuate planes and boats	Same as for flood/wind (above)	Rebuild destroyed sand dunes
10	GASOLINE SHORTAGE: Alternative research Allocation/international sharing Mass transit systems/car pooling Design emergency efficient engines Reduce speed limits Energy conservation program	Stockpile reserves Reallocate to shortage areas Rationing plans	Odd-even purchase program Minimum purchase requirements Increase refinery production Deregulate oil Increase gasoline prices	Excess profits tax on companies Reassess allocation plans Two-way/Truck hauling
11	NUCLEAR PLANT ACCIDENT: Site zoning Waste management/containment research Plant safety codes/inspections Plant operator training Environmental impact research/statements	Contamination monitoring Identify vulnerable populations Shelter preparation Designate Governor's technician Emergency procedures rehearsal	Contains radioactivity	Reassess sitting requirements Monitor deterioration of contaminate