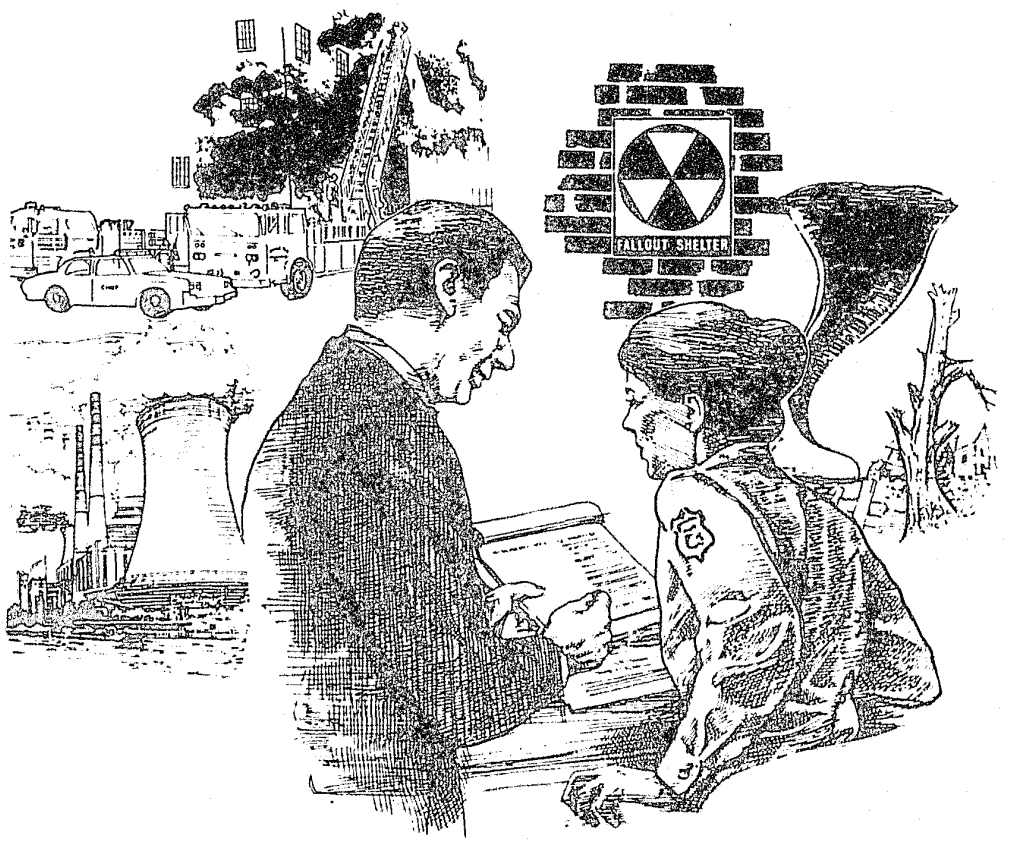
INTRODUCTION TO EMERGENCY MANAGEMENT



FEDERAL EMERGENCY MANAGEMENT AGENCY

EMERGENCY MANAGEMENT INSTITUTE
NATIONAL EMERGENCY TRAINING CENTER

ACKNOWLEDGEMENT

This revised Introduction to Emergency Management course would not have been possible without the dedicated efforts of the members of the Curriculum Advisory Committee who came from State and local emergency management agencies and the Federal Emergency Management Agency's Office of Civil Defense, National Plans and Preparedness Directorate and Federal Insurance Administration.

Special thanks are given to those individuals and organizations who conducted pilot field offerings of the revised course and provided valuable feedback.

CONTENTS

CONTENTS, continued

LIST OF ILLUSTRATIONS

INTRODUCTION AND ORIENTATION

INTRODUCTION

In any field of endeavor, the effectiveness of a system depends upon how well those who are part of that system understand the functions that must be carried out and their own roles and responsibilities in smoothly executing those functions. Certainly this is true of emergency management. The potential for human suffering and devastation in a disaster makes it still more critical for emergency program managers and related professionals to understand fully the nature of emergency management and their relationship to it.

Introduction to Emergency Management is intended to provide such an orientation to the emergency management field--to offer information that will enable the newcomer to develop a clear view of emergency management and to clarify the nature of roles in that system. The primary purpose of the course is to provide an overview of emergency management concepts and functions, emphasizing the importance of harmonious teamwork among those involved in the emergency management process.

Course content is geared for a broad potential audience: those who have responsibility for some aspect of emergency management in their jurisdictions and limited depth of experience with integrated emergency management. Like any introductory course, this one is general in its approach, and primarily is intended to provide basics upon which you can build future educational experiences.

Introduction to Emergency Management is structured into four units.

- Unit I addresses the need for emergency management by analyzing hazards, risks, and the nature of emergencies and disasters through a series of instructor presentations, a videotape, a narrated slide program, class discussions, and individual and small group activities.

- Unit II focuses on the emergency management process, presenting functions, actions, and participants involved in all-hazards emergency management. Roles of the three levels of government and the private sector (including non-profits) are examined in class, with further reading available in Appendix C of this text. Again, instructor presentations, class discussion, and specific activities are combined in the learning approach to the materials.

- Unit III analyzes the team approach to emergency management. Videotapes, discussions, case studies, and activities comprise most of this unit, which identifies members of the emergency management team and discusses the importance of teambuilding and coordination, the nature of interactions within the system, and the importance of sensitive management of conflicts.

- Unit IV closes the course with an opportunity to apply the teambuilding approach to the emergency management process discussed in the course using a group activity and presentation demonstrating the need for emergency management.

The design of the course assumes that you, as an adult learner, have important ideas to contribute to the class. It is your responsibility to participate to the fullest extent in class activities and discussions so that all class members can derive the greatest possible benefits from the course. All of us can learn from one another; the value of that kind of sharing cannot be overstated.

We hope that you enjoy the course and that you take something valuable home with you at its end.

SAMPLE AGENDA

DAY ONE

Morning

- Lecture/Paired Activity: Introduction and Orientation

UNIT I: THE NEED FOR EMERGENCY MANAGEMENT

- Lecture: Overview
- Videotape Presentation/Large Group Discussion: The Need for Emergency Management
- Slide/Tape Presentation/Large Group Discussion: What Is Emergency Management?
- Lecture: Key Terms

Afternoon

LUNCH

- Individual Activity/Small Group Discussion: Hazards and Risks
- Summary
- "Take It Home"

UNIT II: THE EMERGENCY MANAGEMENT PROCESS

- Lecture: Review and Overview
- Lecture/Large Group Discussion: Four Phases of Emergency Management
- Individual Activity/Small Group Discussion: Problem Solving in Crisis-Prone County

DAY TWO

Morning

- Lecture: Review
- Lecture: Evolution of Emergency Management and Civil Defense
- Lecture/Small Group Discussion: Role of the Federal Government
- Lecture/Large Group Discussion: Role of the State Government
- Lecture/Video Presentation/Large Group Discussion: Role of the Local Government

Afternoon

LUNCH

- Lecture/Large Group Discussion: Role of the Local Government (continued)
- Video Discussion
- Lecture: The Need to Supplement Resources
- Lecture/Small Group Activity: Private-Sector Resources
- Summary
- "Take It Home"

UNIT III: THE TEAM APPROACH TO EMERGENCY MANAGEMENT

- Lecture: Review and Overview
- Lecture: Building the Emergency Management Team
- Pairs Activity/Large Group Discussion: Team Experiences
- Lecture: Characteristics of Effective Teams
- Lecture/Video Presentation/Group Discussion: Teambuilding

DAY THREE

Morning

- Lecture: Review
- Lecture: Integrated Emergency Management
- Lecture/Large Group Discussion: Functional Groups in Emergency Management
- Lecture/Large Group Discussion: Interactions in Emergency Management
- Small Group Activity/Large Group Discussion: Interdependence Within the Emergency Management Team
- Lecture/Large Group Discussion: Coordination Among Organizations
- Video/Individual Activity/Small Group Discussion: Analysis of Teamwork in a Disaster Response

Afternoon

LUNCH

- Lecture: Coordination in Emergency Response
- Lecture/Videotape Presentation: Role of an EOC
- Lecture/Discussion/Activity: Emergency Management and Conflict
- Videotape/Activity/Group Discussion/Lecture: Resolving Conflicts

DAY FOUR

Morning

- Lecture: Review
- Individual Activity/Small Group Discussion: Coordination in an Emergency
- Summary
- "Take It Home"
- Exam, Units I, II, and III

UNIT IV: APPLYING THE PROCESS

- Lecture: Review
- Small Group Activity: Emergency Management in Crisis-Prone County

Afternoon

LUNCH

- Small Group Reports: Emergency Management in Crisis-Prone County (continued)
- Course Summary
- Evaluation/Course Closure

INTERVIEW FORM

1. What is your name?

   _____

2. By what name would you like to be called during this training session?

   _____

3. Describe your community.

   About what size is it? _____

   Is it rural, urban, or suburban? _____

   Does it have heavy industry, light manufacturing, or principally service-oriented activity?

   _____

   What are the political and administrative structures of your community?

   _____

   _____

   _____

4. What is your current occupation? _____

   How long have you held this position? _____

   What percentage of your time is devoted to emergency service or management activities?

   _____

   _____

   _____

5. What emergency-related positions have you held before your current position?

6. Briefly describe your organization and its responsibilities in emergency program areas.

7. What motivated you to take this course? (Be specific.)

8. What benefits do you expect from participation in this course?

9. Tell me one interesting thing about you that has nothing to do with emergency management.

UNIT I

The Need for Emergency Management

EMERGENCY MANAGEMENT INSTITUTE

NATIONAL EMERGENCY TRAINING CENTER

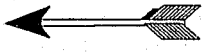
1

Unit I

UNIT I: THE NEED FOR EMERGENCY MANAGEMENT

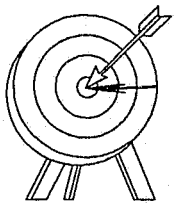
OVERVIEW

GOAL



This unit will assist you in understanding the concept of emergency management and why it is needed.

OBJECTIVES



By the end of this unit, you will be able to do the following:

- Specify and describe the variety of hazards that exist;
- Recognize the need for a structure within which to manage emergency-related activities;
- Define common emergency management terms and distinguish between
  - Emergency and disaster,
  - Vulnerability and risk, and
  - Emergency management and civil defense;
- Indicate potential and actual hazards in your community and understand how hazards at the State, regional, and national level may affect your community; and
- Identify the need for development and periodic updating of a hazard analysis at the community level.

THE NEED FOR EMERGENCY MANAGEMENT

VIDEOTAPE PRESENTATION

A ten-minute videotape segment from the Wisconsin Magazine Show *Aftermath* introduces this section of the course. Barneveld, Wisconsin is a small village--population 580--that was struck by a tornado in 1984. The tornado's path was a quarter mile wide and 30 miles long, with 200 mile per hour winds. As you watch, consider

- The effect an emergency can have on a small community--in this case, Barneveld, Wisconsin,
- Examples of the kinds of emergency services needed during and after this emergency, and
- What effect emergency planning may have had on the response to this disaster and recovery from it.

NOTES

TYPICAL ANNUAL EXAMPLES OF THE NEED FOR EMERGENCY MANAGEMENT

In a typical year (1987), FEMA pays nearly $40 million to help people and local governments recover from disasters. That cost, and the corresponding unquantifiable costs in human suffering, can be significantly reduced if every community, no matter how small, has in place a plan or process for responding to these potential disasters.

WHAT IS EMERGENCY MANAGEMENT?

SLIDE/TAPE PRESENTATION

A brief slide/tape presentation, *Disaster: Is Your Community Prepared?* introduces the concept of emergency management. As you watch, consider

- The characteristics of emergencies,
- The roles of various organizations and individuals in emergency protection, and
- Ways in which these organizations and individuals need to work together.

NOTES

Discussion Questions

1. The presentation depicted a number of emergencies (such as flood and hurricane). Name some other less anticipated emergencies that might threaten your community.

2. Some areas of the United States appear to be less vulnerable to emergencies than others. Why is this so? Is this difference in vulnerability real or only apparent?

3. When any emergency strikes a community, what are some immediate effects?

   - Name some extended consequences beyond those immediate effects.

4. Choose one particular emergency probable in your community. If it struck tomorrow,

   - Who would be affected?

- Who would provide assistance?

- How would various community groups know what they should do?

- What would be *your* particular responsibilities?

KEY TERMS

Many emergency management terms are used throughout this course, some of which are used differently in the field. To avoid confusion during this course, we will agree on a single definition for each term. For some terms, we will "discover" definitions in the course; for others, we offer the following as working definitions. These may differ from how you use the terms in your community. However, for clear reference during the course, these are the definitions we will use.

- *A disaster* is a dangerous event that causes significant human and economic loss and demands a crisis response beyond the scope of any single agency or service, such as the fire or police department. Disasters are distinguished from emergencies by the greater level of response required.

  An *emergency*, while it may have been devastating, is a dangerous event that did not result in a request for State or Federal assistance; a *disaster* requires resources beyond those available locally.

- *A hazard* is a dangerous event or circumstance that has the potential to lead to an emergency or disaster.

- *Hazard probability* is the estimated likelihood that a hazard will occur in a particular area.

- *Vulnerability* is the susceptibility of life, property, or the environment to damage if a hazard occurs.

- *Risk* is the probability of suffering those damages.

- *Emergency Management* is organized analysis, planning, decisionmaking, and assignment of available resources to mitigate (lessen the effect of or prevent) prepare for, respond to, and recover from the effects of all hazards. The goal of emergency management is to save lives, prevent injuries, and protect property and the environment if an emergency occurs.

- *Emergency Program Manager* has the day-to-day responsibility for emergency management programs and activities. The role is one of coordinating all aspects of a jurisdiction's mitigation, preparedness, response, and recovery capabilities.

- *Emergency Support Services* are the departments of local government that have the capability to respond to emergencies 24 hours a day. They include law

enforcement, fire/rescue, and public works. They may also be referred to as emergency response personnel or emergency operating forces.

- *Community resources* are assets (including people, organizations, programs, equipment, and funds) that can be applied to all aspects of emergency management.

- *Civil Defense (CD)* includes all activities and measures designed or undertaken (a) to minimize the effects upon the civilian population caused, or which would be caused, by an attack upon the United States or by a natural or technological disaster, (b) to deal with the immediate disaster conditions which would be created by any such attack, natural, or technological disaster, and (c) to carry out emergency repairs to, or the emergency restoration of, vital utilities and facilities destroyed or damaged by any such attack, natural, or technological disaster.

  The Civil Defense Act of 1950, as amended, allows for "Dual Use." Civil defense funds provided by the Federal government are primarily for "civil defense" measures that focus on national security issues. Funds may be used for other activities (natural and technological hazards) provided the activities are *consistent with*, *contribute to*, and *do not detract from* attack-related preparedness. "Dual use" of civil defense funds is authorized only when these three conditions are met.

NOTES

HAZARDS AND RISKS

The range of potential hazards in any locality is staggering. Examining the hazards that have an effect on a community is an essential component of any emergency management program. By analyzing the hazards that pose the greatest risk to a community, we can derive guidance on how best to organize available resources and manage emergencies.

Until recently, most emergency program managers* relied upon emergency operations that were activated only after emergencies occurred. A growing number of officials now recognize that emergency management requires continuous resource coordination, not only to prepare for and respond to emergencies, but also to prevent crises, reduce their probability, and coordinate long-term recovery. Understanding this fact led to the development of the concept of integrated emergency management, which is discussed in Unit II.

Emergency management demands a broad approach on the part of emergency program managers. Developing an integrated emergency management perspective on the community requires

- Expanded data gathering efforts,
- Research into new areas,
- Improved research methods and skills, and
- New analytical techniques.

The concept of a **community analysis** has been developed to meet this need. The term *community* as defined here refers to any jurisdiction--State, county, municipality, township, etc.--undertaking the study. A community analysis is the systematic identification and analysis of all hazards--including attack--that could occur in a community, and the identification and analysis of available resources and authorities for managing these potential emergencies. This analysis is the first step in developing an integrated emergency management program in the community. Using this information, a

*The local emergency management position is referred to with different titles across this country, such as civil defense coordinator or director, civil preparedness coordinator or director, disaster services director, emergency management director, emergency services coordinator or director, etc. This course uses the term *emergency program manager* for all these titles.

community can develop an overall **emergency management strategy** that serves as the basis for program activities and allocation of resources.

The study can be usefully subdivided into five components.

- Hazard Identification — A review of hazards and of locations and conditions associated with hazards in a particular area.
- Vulnerability Analysis — An examination of the degree to which populations, structures, and land areas are vulnerable to hazards.
- Resource Inventory — An analysis of the resources a community can call upon in the event of an emergency.
- Authorities Review — A detailed examination of laws, ordinances, and regulations applicable to emergency management in a community.
- Funding Analysis — A review of funding and funding sources for emergency management activities.

The hazard identification and vulnerability analysis are inherently interrelated, and usually conducted at once. The two together may be called a hazard analysis, hazard/vulnerability analysis, or risk analysis. The term *hazard analysis* will be used in the following materials to refer to both components of a community analysis.

Conducting a hazard analysis is as complex as it is crucial. It requires devotion of time and energy on the part of personnel, in addition to some funding support. For our purposes, however, we will look at a limited aspect of community analysis--the identification of hazards and of locations and conditions associated with hazards, or hazard sources.

The *Emergency Planning* course, also developed by the Emergency Management Institute (EMI) of FEMA and delivered by the States, can help you to clarify further what must be done in a thorough community analysis.

INDIVIDUAL AND SMALL GROUP ACTIVITY: HAZARDS CHECKLIST AND HAZARD LOCATION LIST

The Hazards Checklist and Hazard Location List on pages I-22 to I-24 will assist you in making a preliminary assessment of the hazards and hazard sources that exist in your community. Even if you already have this information, structuring it in this form will reinforce your understanding of your area's vulnerability. It also may call attention to hazardous situations that you have not considered.

The Hazards Checklist considers several categories of hazards. The list focuses on the local level, although the occurrence of any hazards that apply to your State or region also may have an effect on your community.

For each hazard or hazard source listed, check the box for those that apply to your area. Descriptive definitions of hazards and hazard sources begin on page I-11.

When you have completed the lists, examine the results and draw preliminary conclusions. Then, write brief answers to the five questions on pages I-26 and I-27. Your answers will form the basis of your contribution to the small group discussions that your instructor will set up.

You will have 25 minutes to complete the lists and questions. Your instructor will call time.

HAZARDS AND HAZARD SOURCE DESCRIPTIVE DEFINITIONS FOR HAZARDS CHECKLIST AND HAZARD SOURCE LIST

The following descriptive definitions of hazards and hazard sources can be applied to the Hazards Checklist and Hazard Source List to make a preliminary assessment of the hazards that exist in your community.

TYPES OF DISASTERS

If you view the effect of each disaster as wholly unique, you will require an exhaustive list of potential disasters in order to manage effectively. However, it is possible to categorize emergencies according to three general types. This will help you examine and manage them efficiently.

In general, disasters are natural, technological, or national security events. **Natural** events include occurrences such as

- Drought,
- Flood,
- Hurricane,
- Landslide,
- Sleet and hail,
- Wind,
- Tornado,
- Blizzard, and
- Earthquake.

Human-caused, or **technological**, events are more varied and complex. The easiest way to examine technological events is to subdivide them into six types:

- Dam Failures,
- Fire (accidental, arson),
- Internal disturbance (strikes, riots),
- Hazardous materials accident (transportation-related),
- Hazardous substance risk (chemical spills, pollution), and
- Disastrous shortage (energy or materials).

National Security hazards include those shown below

- Attack, whether
  - Conventional
  - Chemical
  - Nuclear or
  - Biological
- Terrorism, whether
  - Conventional
  - Chemical
  - Nuclear or
  - Biological
- Nuclear Weapon Proliferation
- Chemical Weapon Proliferation
- Ballistic Missile Proliferation
- Continuing International Frictions and Instabilities

How do the categories differ? Statistics show that the frequency of technological events is increasing dramatically; this is an important trend for the field of emergency management.

Surveys indicate that, in recent experience, technological events entail

- Less warning,
- Shorter duration,
- Less government preparedness activity,
- Less response coordination,
- Greater local and private involvement,
- Greater State-level involvement, and
- Less Federal involvement.

Emergencies also differ in the extent of interagency coordination they require as well as the types of expertise necessary to plan for and manage them. The following suggests some basic differences.

- Natural Disasters require significant information from State (and sometimes Federal) natural resource and land-use agencies, massive search and rescue, evacuation, and planning and execution of relocation operations.

- Internal Disturbances require more information from State and local emergency and security personnel. The effects are felt among a much smaller population or geographic area than are those resulting from warfare. Politics, intelligence operations, negotiations, and public communications play a major role.

- Hazardous Substance Accidents require specialized technical information and assistance.

- Energy and Materials Shortages require significant information from public and private companies and Federal regulatory agencies. Special issues relate to the monitoring and reporting of resource utilization rates, resource distribution plans, public information programs, and specialized technical information.

- National Security Emergencies require the most information from Federal, State, and local military, paramilitary, and emergency personnel. The effects are widely dispersed instead of localized. Key issues in such emergencies would include national survival, resource management, evacuation planning and implementation, sheltering, warning, communications, and public information programs.

NATURAL AND TECHNOLOGICAL HAZARDS

Floods

Potential damage from floods annually is $4 billion. About 175,000,000 acres of land in the U.S. are flood-prone. Some of these flood-prone areas are undeveloped, but many populated areas are threatened by flooding. About twenty-one thousand communities are subject to flooding--more than 9,000 had populations over 2500, as of 1980.

Hurricanes

Hurricane winds do much damage, but drowning is the greatest cause of hurricane deaths. As the storm approaches and moves across the coastline, it brings huge waves, raising the tides 15 feet or more above normal. The rise may come rapidly and produce flash floods in coastal lowlands, or it may come in the form of giant waves (mistakenly called "tidal waves"). Waves and currents erode beaches and barrier islands, undermine waterfront structures, and wash out highway and railroad beds. The torrential rains produce sudden flooding; as the storm moves inland and its winds diminish, floods become the hurricane's greatest threat. Hurricanes can be tremendously costly. For

example, in 1981, only one hurricane (Dennis) struck the United States. Although Dennis caused no fatalities, it did result in $25 million in damage. In 1989, 49 lives were lost and over $1.25 billion in property damage resulted from Hurricane Hugo.

Tornadoes

Tornadoes occur in many parts of the world and in all 50 states. In February of each year, when tornado danger begins to increase, the center of maximum frequency--the place where most tornadoes are expected to occur--lies over the central Gulf states. Then, during March, this center moves eastward to the southern Atlantic states, where tornado frequency reaches a peak in April. During May, the center of maximum frequency moves to the southern Plains states and, in June, northward to the northern plains and the Great Lake areas and as far as western New York State. Texas, Oklahoma, and Kansas experience the greatest of these storms.

In 1981, 722 tornadoes caused 24 deaths and more than $500 million in damages. The death toll, however, was well below the 1953-81 annual average of 105. In 1985, one series of tornadoes caused 90 deaths in New York, Pennsylvania, Ohio, and Ontario. In 1989, 46 states were affected by a total of 834 tornadoes. Forty-eight lives were lost.

Volcanic and Subsidence Hazard Areas

Most people do not realize the major role geology plays in hazard management. Volcanoes form where weak spots or breaks in the earth's crust allow molten rock (magma) to push through toward the surface. When the pressure of gas and molten rock becomes too great, the volcano erupts. Magma then pours through the vent opening as lava flows, or it shoots into the air as dense clouds of gas and dust (ashfall).

In the United States, the likelihood of any future eruptions that could damage populated areas is greatest in the active volcanoes of Hawaii and Alaska. The 1990 eruption of the Kilauea Volcano in Hawaii destroyed more than 100 houses and businesses and over 1,000 acres of land. In recent years active volcanoes of the Cascade Mountain Range in California, Oregon, and Washington have created dangers. The danger area around a volcano covers approximately a 20-mile radius. Associated dangers extend as far as 100 miles beyond the volcano.

In 1980, the violent eruption of Mt. St. Helens resulted in 82 deaths and millions of dollars in damages. The eruption spread thick layers of ash over thousands of square miles and caused massive flooding and mudflows in the immediate area. The Mt. St. Helens eruption raised concern about the possibility of future eruptions in the Cascade Range.

Some communities do not consider cavernous areas as hazardous. However, Youngstown, Ohio, which rests on a honeycomb of abandoned mine shafts, suffers increasingly frequent cave-ins. Accidents in Florida's sink holes also are well known.

Earthquake Risk Zones

An earthquake is a sudden motion or trembling of the ground produced by the abrupt movement of rock masses, usually within the upper 10 to 20 miles of the earth. Most earthquakes result from the movement of one rock mass past another along a fault. Most moderate to large earthquakes are followed by smaller earthquakes, called *aftershocks*, which can occur over a period of several months.

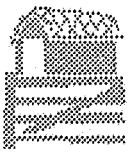
Earthquakes are unique among natural disasters because they occur suddenly and without advance warning. Although the science of earthquake prediction is still in its infancy, scientists have long identified regions where the likelihood of earthquakes is high. All 50 states and all U.S. territories are vulnerable to the hazards of earthquakes, and at least 39 states are subject to major or moderate earthquake risk.

The actual movement of the ground in an earthquake seldom is the direct cause of injury or death. Most casualties result from falling objects and debris because the shocks can shake, damage, or demolish buildings and other structures. As a result of this type of disaster 64 people were killed in the San Fernando, California earthquake of 1971. The Loma Prieta earthquake of 1989 resulted in 62 deaths and more than three thousand injuries; additionally, over 12,000 people were made homeless. Most of the deaths occurred due to the collapse of an elevated section of freeway. Earthquakes also can spawn tsunamis, huge ocean waves. A tsunami occurred in the Alaskan earthquake of 1964, contributing to 177 deaths.

The disruption of communications, along with damage to light and power lines, and gas, sewer, or water mains, can be expected. Earthquakes also may trigger landslides and mudflows which can cause great damage.

Although earthquake damage is possible everywhere in the United States, it occurs more frequently in states west of the Rocky Mountains. A damaging earthquake occurs somewhere in the Eastern United States on the average about every 25 years. Three great earthquakes, plus 203 damaging aftershocks, occurred near New Madrid, Missouri, in the three-month interval from December 16, 1811, through March 15, 1812. The New Madrid earthquakes and the earthquake that shook Charleston, South Carolina in 1886, were felt over two million square miles.

Agriculture



Almost all of the natural and technological hazards that exist can bear directly on the agricultural industry.

The United States has more high-quality agricultural land than any other country. Of the agricultural areas, the Corn Belt States (Iowa, Missouri, Wisconsin, Illinois, Indiana, Ohio) suffer less soil damage than do the Lake States (Minnesota, Wisconsin, Michigan), the Northern Plain States (North Dakota, South Dakota, Nebraska, Kansas), or the Delta States (Louisiana, Arkansas, Mississippi). These areas are subject to varying patterns of severe storms, blight, infestation, range fires, winter freezing, drought, contamination, and other natural and technological hazards that affect farm production. Droughts and extreme heat are possible *anywhere* in the United States. However, the possibility for *long-term* droughts is much greater in the western states, excluding the Pacific Northwest.

Areas subject to erosion, lack of land cover, and varying climatic conditions are particularly susceptible to natural and technological hazards. For example, in 1981-1982, wind damaged approximately five million acres in the Great Plains Region, of which 91 percent was cropland. The previous year, more than double this number were lost as insufficient snow cover and soil moisture contributed to the land's vulnerability.

Much of the United States suffered through the worst drought in more than 50 years during the spring of 1988. The U.S. Department of Agriculture attributed the drought to a division of the jet stream, which pushed precipitation to the north and south of affected areas. By June of 1988, 1,390 counties--one half of the nation's agricultural counties--had been designated as disaster areas. Some of these areas received less than one-fourth of their normal rainfall, and dust storms stirred up by the drought had eroded 13.1 million acres, the highest figure since 1955.

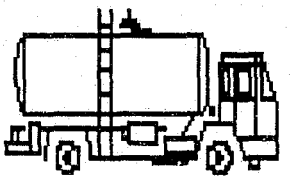
Dams

Torrents of water suddenly unleashed by the failure of a dam can have catastrophic effects on life and property downstream. Dam failure can be caused in a number of ways, not only during flooding conditions which can cause overtopping. Failure can result from faulty operation, lack of maintenance and repair, piping, erosion, and structural failure. Regardless of the cause, when a dam collapses huge quantities of water rush downstream with great destructive force. Such failures usually are catastrophic because they occur unexpectedly, allowing no time for evacuation.

Between 1972 and 1982, dam failures at Buffalo Creek in West Virginia, Laurel Run in Pennsylvania, Kelly Barnes in Georgia, Lawn Lake in Colorado, and the Federally owned Grand Teton Dam in Idaho caused hundreds of deaths, injured thousands, and

damaged billions of dollars of property. The number of failures, and the consequence of failures, can be lessened by coordinated dam safety programs which combine effective safety regulations, adequate maintenance and inspection, emergency planning and awareness, and State, local, and community involvement.

Transportation System



Airports, Interstate Highways, and Railroads

Highways can become hazards when arteries are blocked because of heavy snow and ice and, in some cases, flooding.

Aside from these natural hazards, most communities face the potential threat of accidents involving hazardous materials carriers. Major transportation accidents often produce chemical spills, fires, and other aftermaths which call for special operations such as rescue and evacuation.

The lack of a standardized manifest system that readily identifies all materials transported across the nation creates additional risks since undue delays occur after accidents while emergency program managers identify cargoes to ascertain hazardous potential.

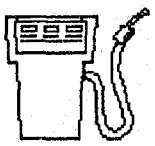
While relatively infrequent, aviation accidents also must be considered. Most accidents can be classified as weather-related approach and landing accidents and midair collisions.

Energy Transportation System

Pipelines, Crude Oil, and Natural Gas

In general, pipelines are considered a relatively safe form of transport for crude oil and refinery products. Safety measures that help prevent pollution include regular pipeline inspections, ultrasonic leak detections, corrosion preventives, and automatic shutdown techniques.

However, while it is true that the petroleum industry historically has, overall, had a fine safety record, the threat of fire, explosions, ruptures, and spills nevertheless exists. In addition, chemical hazards are possible: hydrogen sulfide and sulfur dioxide abound near petroleum wells, and petroleum high in sulfur content is found in pipeline terminals, storage facilities, and transportation facilities.



In 1989 the petroleum industry's fine safety record was shattered when the tanker Exxon Valdez rammed into an underwater reef in Prince William Sound, Alaska, creating the biggest oil spill in U.S. history. An estimated 270,000 bbl. of oil flowed into the sea waters--an ecological disaster that environmentalists had warned about since oil first began flowing from Alaska's north slope in 1977.

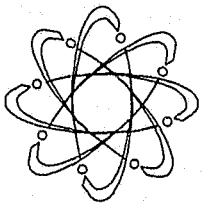
The hazards associated with the energy transportation system are heightened by the country's dependence on crude oil and natural gas, both for public utilities and strategic military reserves. The oil and gas transport systems are susceptible to human error, to breakdown of equipment, to the hazardous nature of the materials, and to potential threats of terrorism and civil disturbances. Because much of the system reaches crossroads in the St. Louis area, the New Madrid earthquake-prone area is one focus of concern lest a major earthquake disrupt the system.

Coal Movement

Transporting coal can cause several environmental problems. Both rail and slurry pipelines can have detrimental effects on natural habitats and communities. Coal-hauling trains cause noise pollution, as well as traffic, land-use, and community disruptions. Coal movement is an increasingly important factor to consider in hazard management, as the nation expands coal production in order to meet today's increasing energy needs.

Electrical Power System

Hydroelectric Power Plants



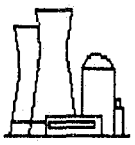
Hydropower, or water power, is the oldest known mechanical power source. Hydropower supplies about 23 percent of the world's electricity and about 13 percent of the electricity produced in the United States.

Despite the large number of traditional energy generating plants, much of hazards management focuses on nuclear power plants, neglecting the vast dams and hydrology systems the country depends upon for its energy.

Nuclear Power Plants (Licensed, Under Construction, and Proposed), Electric Generating Plants, and Major High-Voltage Transmission Lines

Experts agree that reactors cannot become bombs. However, there is a possibility that incidents could result in an accidental release of radioactive material to the environment. Should this occur, the operator of the nuclear facility promptly would determine the magnitude of the incident and notify officials of nearby jurisdictions and the State. If significant off-site contamination is anticipated, the facility operator will

recommend to State and local government officials appropriate protective actions for the public. As in the case of preparedness for nuclear attack, time, distance, and, to a lesser extent, shielding may be important factors in avoiding radiological exposure from the consequences of nuclear facility accidents.



It is not possible to predict with precision the amount of warning time that would be available in a given community, or the intensity or duration of the hazard before the onset of a radiological accident. This would depend upon the type and severity of the accident, weather conditions--in particular, the winds at the time--and other factors.

Awareness of the risks associated with nuclear power plants has increased greatly since the incident at the Three Mile Island nuclear facility in 1979. Since then, much work has gone into emergency plans and permitting requirements for such facilities. As of 1986, there were 95 operable nuclear reaction sites in the U.S. According to the Critical Mass Energy Project of Public Citizens, over 2800 accidents occurred in U.S. commercial nuclear power plants in 1986. The possibility of an accident that would threaten nearby citizens should not, therefore, be discounted. One example of such an accident occurred at Kerr-McGee plant at Gore, Oklahoma in 1986, when a cylinder of nuclear materials burst after being improperly heated. One worker died and 100 more were hospitalized.

Electric generating plants and major high-voltage transmission lines, respectively, also must be considered as risk elements of the country's electrical power system.

Hazardous Materials Waste Sites

Radioactive Waste Sites, Chemical Waste Sites, NRC-approved Routes and End Points for Commercial Nuclear Spent Fuel

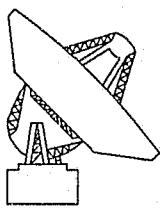
The United States Environmental Protection Agency (EPA) estimates that up to 51,000 waste sites in the country contain dangerous chemicals. Located throughout the country, these waste sites could threaten public health in any emergency which caused chemicals or their vapors to be released; these sites should always be identified in the local hazard analysis. Radioactive waste sites tend to be concentrated in certain geographic areas--the East and West Coasts, and the Ohio-Mississippi River (lower Great Lakes) region.

Fire Deaths and Damages

According to the United States Fire Administration (USFA), based on estimates from the National Fire Protection Association, in 1988 more than 750,000 structure fires caused 6,200 deaths and 50,000 injuries. Property loss totalled over 10 billion dollars. In the same year, 136 firefighters died in the line of duty and 55,000 were injured.

These statistics make fire the primary cause of accidental death in the United States, surpassing floods, automobile fatalities, and other disasters. About 20 times more deaths are caused by fire each year than by floods, hurricanes, tornadoes, and earthquakes combined. Although nearly half of the nation's fires occur out of doors, these cause a relatively small proportion of fire losses. Fires in residential properties cause the most deaths and injuries.

National Security



Threats to our national security range from conventional attack to nuclear terrorism and sabotage.

In 1987, there were 832 international terrorist attacks. Over 2,000 people were injured and 600 died. This was the highest number of incidents ever reported. While the production or theft of a nuclear weapon and its detonation is still relatively unlikely, other types of nuclear terrorism are considered more probable; these range from an attack on a nuclear power plant to spread alarm and panic, to the sabotage and destruction of nuclear manufacturing and fuel facilities. Chemical/biological terrorism is even more likely because the substances are cheap and easy to acquire, pose less risk to the security of users, and can be difficult to detect.

As of 1987, the USSR's strategic nuclear arsenal approaches 12,000 warheads. Besides the US, USSR, UK, France and the People's Republic of China, which are declared nuclear weapons possessing states, it is widely believed that India, Israel, and South Africa possess nuclear weapons and the capability to deliver them. In addition, a number of Third World nations such as Argentina, Brazil, Iran, Iraq, Syria, Libya, and North Korea have taken steps to acquire or develop nuclear weapons and ballistic missile delivery systems.

The threat to the U.S. from the proliferation of nuclear and chemical weapons and delivery systems resides not just in the state that possesses these weapons, but in the increased danger that eventually these weapons of mass destruction will find themselves in the hands of a sub-state terrorist group or a fanatic.

Radioactive fallout from nuclear accidents such as Three Mile Island and Chernobyl threaten the atmosphere worldwide.

Despite all our efforts to prevent nuclear war, it may occur. Warfare has been a recurrent theme throughout human history and our time is no different. In fact, the 20th century may well be labeled by future historians as "The Century of Conflict." It has seen world wars, international military forces employed to restrain aggressors, guerrilla and counterguerrilla actions, externally sponsored political and military subversion, espionage, assassination, and psychological warfare. In such an unquiet

world, we cannot be assured that nuclear weapons will never be used. History shows that every type of weapon ever developed has been used. Deterrence can fail, and a war could as easily start from an irrational attack, a miscalculation, or an accident as from an uncontrolled escalation.

As a basis for civil defense planning, FEMA has coordinated the Nuclear Attack Planning Base-1990 Project (NAPB-90) which is a credible estimate of the potential physical effects of a nuclear attack on the population of the U.S., and an identification of potential targets. More information about the effects of nuclear war, national security threats, NAPB-90, and a basic introduction to civil defense can be found in the EMI course *Civil Defense Systems, Programs and Policies*.

HAZARDS CHECKLIST	
NATURAL DISASTERS	Possible in Your Community
Drought	
Earthquake	
Epidemic	
Extreme Cold	
Fire	
- Forest	
- Range	
- Other	
Flood and other water	
Hurricane	
Landshift	
- Earthquake	
- Earthslide	
- Erosion	
Snow and Ice	
Tornado	
Tsunami or storm surge	
Volcanic eruption	
Wind	
TECHNOLOGICAL/HUMAN-CAUSED DISASTERS	
Air Crisis	
Fire	
- Accident	
- Arson	
Hazardous materials accident	
- Transport-related	
- Fixed Site	
Internal disturbance	
- Civil disorder	
- Riot	
Nuclear/radiological accident	
- Resource/energy disruption, shortage	

HAZARD CHECKLIST	
NATIONAL SECURITY DISASTERS	Possible in Your Community
Attack	
- Conventional	
- Nuclear	
- Chemical/Biological	
- Sabotage	
Terrorism	
- Nuclear	
- Chemical/Biological	
- Public Utility Disruption/Contamination	

HAZARDS CHECKLIST	
LOCATION	Possible in Your Community
Agricultural hazard areas	
- Blight	
- Infestation	
- Severe weather	
Arsenals	
- Armories, storage centers	
- Military manufacturing centers	
Civil disorder-prone areas	
- Campuses	
- Prisons	
- Special population concentrations	
- Terrorist targets	
Communication systems and networks	
Dams	
Drought-prone areas	
Earthquake fault and risk zones	
Floodplains	
Hazardous waste sites	
- Chemical, biological	
- Nuclear, radiological	
Institutions	
- Hospitals and nursing homes	
- Mental health facilities	
- Group homes for handicapped	
- Prisons and jails	
- Halfway houses	
- Schools and dormitories	

HAZARDS CHECKLIST LIST (Continued)	
LOCATION	Existing in Your Community
Manufacturing and agricultural plants and storage facilities	
- Chemical, allied	
- Coal, uranium, and other mines	
- Gas, oil	
- Hydroelectric, electric	
- Nuclear	
- Other	
Military bases	
Missile sites	
Pipelines	
Reservoirs and dams	
Transportation systems	
- Airports	
Commercial	
Military	
Private	
- Highways	
County and local in high-density or hazardous route areas	
Federal	
Interstate	
State	
Transportation depots and garages	
- Waterways	
Coastal	
Inland rivers, lakes, canals	
- Railroads	
Passenger service	
Freight service	
Terminals	

Complete the five questions on the following pages.

Questions

Respond briefly to the following questions.

1. After reviewing your responses on the checklists of hazards and hazard sources, how would you describe your community's vulnerability to emergencies?

2. What are the particular emergencies or hazards for which your community should plan? Briefly explain why.

3. Of these, which would you consider *critically* important to plan for because of their potential destructiveness?

4. What are some sources of information on hazards in a community? To your knowledge, has a detailed hazard analysis been conducted in your community? If so, what use has been made of the data gathered? What effect has it had?

5. What primary benefits could be derived from a formal, comprehensive community hazard analysis?

_____

_____

_____

_____

NOTES

SUMMARY OF UNIT I

This unit focused on the variety of physical and human factors related to disasters and emergencies that confront you and others in emergency management. The videotape, slide/tape presentation, activities, and resource material were designed to assist you in analyzing your particular situation and to help you reach conclusions about the need for emergency management in your community.

You have learned several key terms in emergency management. Also, through the small group activity, you have conducted a preliminary analysis of the situations and circumstances that affect your community.

While the activity and discussions have raised a diverse and substantial set of issues, there is one outcome of this unit that all of us can recognize.

> **Disasters, hazards, and hazard sources exist in a variety of forms all around us and create a need for effective, integrated emergency management.**

TAKE IT HOME

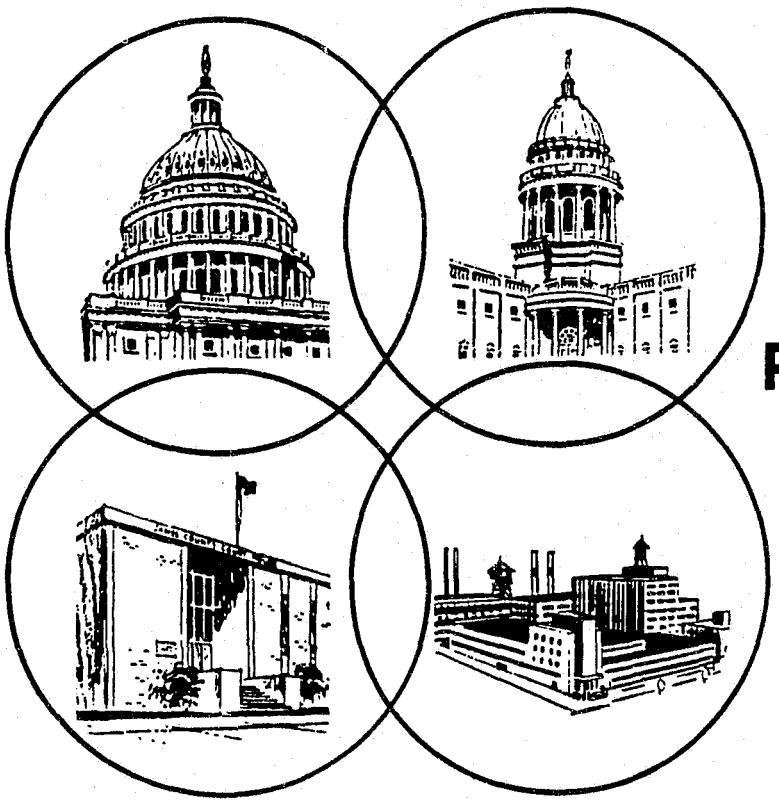
What steps will you personally take after this course to become more knowledgeable about the hazards facing your community?

Based on what you know about steps your community has taken to analyze its hazards, what more needs to be done?

What can you do to help this process?

UNIT II

The Emergency Management Process



MITIGATION

PREPAREDNESS

RESPONSE

RECOVERY

EMERGENCY MANAGEMENT INSTITUTE

NATIONAL EMERGENCY TRAINING CENTER

Unit II

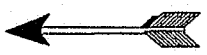
UNIT II: THE EMERGENCY MANAGEMENT PROCESS

OVERVIEW

In the preceding unit, you learned that every community is subject to emergencies. Furthermore, emergencies vary in nature according to the type of hazard and the community's vulnerability. Emergency management is the process of coordinating available resources to combat emergencies effectively, thereby saving lives, avoiding injury, and minimizing economic loss.

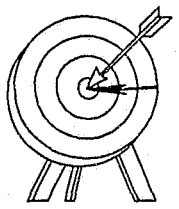
But who or what are these resources? How can they be organized most effectively? In short, what must be done before, during, and after an emergency, and who should do it? This unit focuses on these questions about integrated emergency management.

GOAL



This section will enable you to describe the emergency management process and explain how individuals and organizations function within the process.

OBJECTIVES



At the end of this unit, you will be able to do the following:

- Explain the four phases of the emergency management process--mitigation, preparedness, response, and recovery;
- Describe the evolution of emergency management and civil defense and distinguish between the two; and
- Explain the roles of individuals and organizations at the local, State, and Federal government levels as they relate to one another in emergency management.

FOUR PHASES OF EMERGENCY MANAGEMENT

Emergency activities are divided into four phases that require different types of organization and preparation.

- In general, **mitigation** is the initial phase. It should be considered long before an emergency occurs and includes any activities aimed at eliminating or reducing the probability of occurrence of an emergency or disaster. An example is the regulation of transportation of hazardous cargoes through congested urban areas. It also includes activities designed to postpone, dissipate, or lessen the effects of a disaster or emergency.

- **Preparedness** is an "insurance policy" against emergencies since we cannot mitigate against every disaster. It is undertaken because mitigation activities cannot keep an emergency from happening. Preparedness activities include planning to ensure the most effective, efficient response, efforts to minimize damages, such as forecasting and warning systems, and laying the groundwork for response operations, such as stockpiling supplies and surveying facilities for fallout protection.

- This leads logically to the **response** phase. Response is the first phase that occurs *after* the onset of a disaster. It is intended to provide emergency assistance for casualties, including search and rescue and shelter and medical care, to reduce the probability or extent of secondary damage through such measures as anti-looting security patrols, and to reduce damage by efforts such as sandbagging against impending floodwaters or remedial movement of shelterees in heavily contaminated fallout areas, or other measures that will enhance future recovery operations, such as damage assessment.

- **Recovery** activities continue beyond the emergency period immediately following a disaster. Their purpose is to return all systems, both formal and informal, to normal. They can be broken down into short-term and long-term activities. Short-term activities attempt to return vital human systems to minimum operating standards and usually encompass approximately a two-week period. For example, crisis counseling may help victims of catastrophic loss. Long-term activities stabilize all systems. These include such functions as redevelopment loans, legal assistance, community planning, and radiation exposure control, which can last as long as years after a disaster.

Experience shows that these phases, in fact, are cyclical rather than linear in their interrelationships. All activities and experiences lead individually and cumulatively back to the mitigation phase. Put another way, we learn to prevent and diminish future emergencies by what we learn from past events, whether through actual emergencies or simulations of response activities. The disaster or emergency, actual or potential, can be seen as the motivating force for the motion of the cycle.

Discussion Questions

Assume that a large hazardous chemical storage facility is located near the center of your community. What activities might your community undertake in relation to the mitigation and preparedness phases of emergency management as outlined in the presentation?

- *Mitigation*

- *Preparedness*

A chemical spill has created a fire in the storage facility. What activities might your community take during the response phase?

- *Response*

The fire has been extinguished and the immediate area is declared free from toxicity. What activities might your community undertake during the recovery phase? How long could activities in this phase continue?

- *Recovery*

NOTES

INTEGRATED EMERGENCY MANAGEMENT SYSTEMS

Integrated emergency management, as described here, offers a conceptual framework for organizing and managing emergency protection efforts.

An integrated approach to emergency management incorporates all available resources for the full range of emergencies--from natural disasters to nuclear attack--and the full range of issues relating to the four phases of emergency management. Once the system is in place, it provides a means of efficiently incorporating resources from the private sector and other levels of government. This is best done by examining the functions to be performed in an emergency.

Every local area has distinct groups with differing capabilities to perform specific functions in an emergency: executives, an emergency program manager, emergency operations center staff, police and fire departments, voluntary organizations such as the Red Cross or Salvation Army, and all resources in emergency situations. When these resources are linked through planning, direction, coordination, and clearly defined roles and functions, they are components of an integrated emergency management system.

Carry that integrated approach into the larger universe of regional, State, and Federal resources and support relationships, and an integrated emergency management system is established. The system can be achieved through mutual support with other jurisdictions, good lines of communication with other governmental levels--State, regional, and Federal--and dual use of civil defense resources. Outside factors that will affect this system include the hazards and emergencies to be faced and associated political, social, and economic issues.

INDIVIDUAL ACTIVITY: PROBLEM SOLVING IN CRISIS-PRONE COUNTY

Shortly after you return home from participating in *Introduction to Emergency Management*, you meet a young woman at a business meeting. She is a new employee in Crisis-Prone, a county in another part of your state. She has a sound background in management and administration and is anxious to prove herself; yet she also is mindful of politics and diplomacy. She is very interested as you recount your experiences in this course.

Six weeks later, you receive a letter from her asking for your assistance in an emergency management project.

You will have 25 minutes to review this letter closely and prepare a written outline of an appropriate response. When you are finished with the outline, you will have an opportunity to discuss and compare approaches with other participants.

Her letter begins on the next page; a structured format for outlining your response follows it. Be sure to cover, at a minimum, all issues identified in the format. Your instructor will call time on the activity.

CRISIS-PRONE COUNTY

Division of Administration
Office of the County Executive

Dear _____:

Since our last conversation, we experienced a near catastrophe here in Crisis-Prone County. As a result, the county commissioners have decided that it is time to review the county's ability to respond to emergencies and to ascertain whether there is a need for a program beyond what is provided by the county.

The task of developing a briefing for the commissioners has been assigned to me. This is an opportunity to give them their first introduction to integrated emergency management, but, as a junior analyst in the organization, I will need to rely on the expertise of my more knowledgeable colleagues to develop an outline that sufficiently explains an integrated approach to emergency management.

The event that brought this need to the attention of the commissioners demonstrates both the nature and the urgency of our situation. As you know, our county has a population of 650,000 people situated primarily in urban and suburban communities. A variety of transportation systems crisscross the county, presenting a considerable resource and challenge. Substantial rail traffic passes through the county on a daily basis--including commercial freight traffic that runs adjacent to the AMTRAK passenger lines.

A week ago, a freight train carrying an explosive material derailed at a major rail crossing/intersection, just at the time a passenger train was passing on an adjacent track. Six of the 30 cars of the freight train were off the track and precariously perched--in such a way that any measurable jostling could have caused one or all of them to fall completely off the track, and perhaps even rupture and explode. At this time, the cause of the derailment is still under investigation.

Consequently, the passengers from the AMTRAK train were evacuated (after some confusion) to a nearby auditorium, where they waited for several hours before AMTRAK could make alternative plans for them.

Meanwhile, five police officers and other public officials converged on the scene. Soon they were joined by officials from the freight and passenger lines. The group of "experts" grew substantially as time passed, and a heated debate erupted as to what steps should be taken, by whom, and when. Issues of authority and liability were raised and discussed--but never resolved. The entire discussion was observed and recorded by several reporters from newspapers, radio, and television. When the discussion concluded, it had been decided that the police chief and fire chief jointly would oversee operations to straighten out the problem and to ensure the safety of life and property in the area surrounding the derailment.

In summary, the problem was resolved without loss of life or serious damage to property. However, media coverage of the event caused a public outcry the likes of which the county has not seen for years. Public scrutiny and demands for accountability have increased markedly. The commissioners are outraged at methods demonstrated during the event and have demanded a full inquiry and accounting of the entire episode.

So, we come to my task--preparing the initial outline of the briefing for the commissioners. While I certainly do not have any direct or significant influence on the final outcome, I am convinced that good work on this project will contribute to a more constructive approach. Any advice you can provide will be helpful. While this is all new to me, I recognize the critical nature of integrated emergency management and want very much to cover at least the fundamentals in my submission.

I look forward to your response.

Sincerely yours,

Jane Novice
Junior Management Analyst
Crisis-Prone County

1. What is the central *problem* presented in Jane Novice's letter?

   Problem

2. What *alternative solutions/responses* are appropriate for Novice to consider?

   Alternatives

3. Of the alternatives listed, which one do you prefer and *recommend*?

   Recommendation

4. Presuming that Novice accepts your recommendation, what *strategies* do you suggest for implementing it?

Strategies

5. Assist Novice further by briefly outlining how your recommendations and strategies for implementation might affect a situation such as the train derailment she described.

NOTES

EVOLUTION OF EMERGENCY MANAGEMENT AND CIVIL DEFENSE

A formal program of civil defense began in the United States in 1916, when Congress established the Council of National Defense to direct State and local defense councils in war-related activities. At that time civil defense was defined as a system that protects civilian population and private and public property against attack by an enemy. As soon as World War I ended, and the threat of attack with it, civil defense activities also were dissolved.

In 1940, with the threat of a second world war, President Roosevelt re-established the Council of National Defense to coordinate the effort to rearm the country and to issue guidance on blackouts and shelters. In 1941, executive order established the Office of Civil Defense (OCD), which coordinated civil defense on a regional and local level. The OCD coordinated volunteers, personnel, and equipment exchange agreements, evacuation plans, and the synchronization of blackouts and air raid drills. When World War II ended in 1945, the OCD was terminated.

In 1950, Congress broadened the definition of civil defense and passed The Civil Defense Act, which directed the newly created Federal Civil Defense Administration to develop a system to protect life and property from attack-caused disasters. As passed in 1950, civil defense was mandated by Congress as primarily a State and political subdivision responsibility, with the role of the Federal government primarily one of providing information, guidance, and assistance.

Over the next 25 years, emergency programs for specific hazards were scattered around the national government in various Federal agencies. During this time, the realization was growing that

- Managing an emergency successfully included mitigation and recovery aspects as well as preparation and response, and
- Generic emergency management strategies could apply whether the emergency is a flood, earthquake, drought, fire, or a terrorist attack.

In 1958 the Civil Defense Act of 1950 was amended to make civil defense a joint Federal and State/local responsibility; it also authorized the provision of civil defense monies to State and local governments for civil defense staff personnel and administrative expenses on a matching basis not to exceed 50 percent. The purpose of this last modification was to provide financial incentives to State and local governments to hire emergency preparedness personnel and to build a nationwide cadre. Today this

is known as the EMA Program (Emergency Management Assistance), and it is the largest program in the national civil defense budget.

In 1972 the Office of Civil Defense (OCD) was abolished and the Defense Civil Preparedness Agency (DCPA) was created. This was the result of a National Security Decision Memorandum. This memorandum was also notable in that it used the term "dual use" for the first time.

Since each agency handling the different emergency programs had its own standards, regulations, and procedures, the result was duplication of effort and ineffectiveness of emergency programs.

In 1979, at the initiation of President Carter, Congress established FEMA to bring a number of previously fragmented emergency programs into a coordinated structure of "Emergency Management."

Amendments to the Civil Defense Act, in 1980, mandated FEMA to work with the State and local governments to assist them in setting up emergency management programs. These amendments prescribed the coordination and support role that FEMA plays to State and local governments.

Amendments to the Civil Defense Act also provided for "Dual Use" of funds, meaning that Federal funding to the States may be used to prepare for and respond to natural and technological disasters to the extent that the use of funds is *consistent with, contributes to*, and does not *detract from* attack preparedness.

Once all emergency programs were established under FEMA, work began to consolidate functional activities that were similar for all emergencies (such as evacuation or public education) into a unified planning effort.

President Reagan further guided the future of the civil defense program with Presidential Policy Guidance of 1987. The key points of the guidance are outlined below.

1. It is the policy of the United States to include civil defense in its overall national security posture.

2. Civil defense will continue to support all-hazard emergency management.

3. Responsibility for civil defense is shared by Federal, State, and local governments.

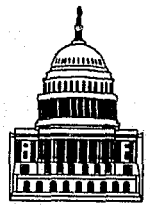
4. Localities are primarily responsible for natural and technological hazards. The program will address protection of the population, State and local crisis management, public information, business and industry information, voluntary citizen participation, plans to sustain survivors, and gradual mobilization and surge capabilities.

Similarly, emergency management is not just concerned with natural and technological hazards, but with national security hazards as well. Legitimate civil defense and legitimate emergency management should both be all-hazards. The primary difference is the priority civil defense gives to national security emergency preparedness. For all intents and purposes, good civil defense and good emergency management should be indistinguishable at the local level. Thus, from a program designed exclusively to help State and local governments protect the population from nuclear attack, the civil defense program now provides the fundamental framework for an all-hazards, "dual-use" program of integrated emergency management at the Federal, State, and local levels. The infrastructure of people, plans, systems, communications, and hardware developed over the past forty years under the civil defense program is our nation's first line of defense, not only against national security hazards, but also against the full range of natural and technological hazards facing society today.

Relationship of Emergency Management to Civil Defense

When speaking of civil defense, the focus usually is on the attack-related aspects of civil defense, specifically nuclear attack. However, civil defense also is an identifiable element in an all-hazard preparedness framework of emergency management. Both civil defense and emergency management are all-hazards activities. The primary difference between the two is that statutorily (pursuant to the Federal Civil Defense Act of 1950 as amended) civil defense gives priority emphasis to national security emergency preparedness.

ROLE OF THE FEDERAL GOVERNMENT



Each level of government has characteristic resources it can bring to bear on emergency management. Simply stated, the contribution of each level can be summarized as follows:

- *Federal*--legal authorities, fiscal resources, research, technical information and services, specialized personnel;
- *State*--legal authorities, administrative skills, conduit between local and Federal;
- *Local*--direct motivation, knowledge of the situation, personnel, proximity to both event and resources.

Federal Government

The Federal government provides legislation, executive orders, and regulations that influence, more or less directly, all disaster activities. It also maintains the largest pool of fiscal resources that can be applied to emergency management. Some Federal agencies are sources of specialized research, technical information, and services (for example, Nuclear Regulatory Commission) needed in disaster work. Finally, the Federal government is a limited source of specialized personnel (particularly with nuclear or conventional attack preparedness and response).

Research by the National Governors' Association (NGA) has identified more than 100 Federal laws containing provisions directly relating to natural, technological, peacetime, or attack-related emergencies. In fact, virtually every department and agency of the Federal government has some emergency-related responsibility mandated by law. Further extending and complicating the intricate Federal-level disaster authorities are a staggering variety of executive orders, regulations, and interagency agreements.

At the initiation of President Carter, Congress established FEMA in 1979 and brought a number of previously fragmented disaster programs into a coordinated structure. However, FEMA certainly does not include or direct all Federal disaster efforts.

The Federal government's involvement in emergency management primarily is in the areas of assistance, on the one hand, and regulations and standards on the other. Assistance may take the form of fiscal, material, personnel resources, or research and technical information.

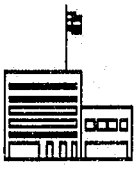
The following reviews many types of Federal assistance in broad terms. An accompanying chart relates many of these legislated Federal activities to the agencies that perform them.

Agricultural assistance	provides for response to natural and technological disasters upon presidential and/or departmental declaration; mitigation programs.
Civil defense/emergency preparedness	provides for response to nuclear attack; natural and technological disasters.
Dam safety assistance	general regulatory programs; mitigation programs.
Disaster assistance and relief	provides for response to natural and technological disasters upon presidential declaration; general regulatory programs; economic development.
Earthquake assistance	provides for response to natural disasters upon presidential declaration; mitigation programs.
Educational institution assistance	provides for response to disasters upon presidential declaration.
Emergency broadcast/ communications systems	provides a national coordinated network for distributing correct information in a major emergency.
Energy assistance	provides for response to emergencies upon presidential declaration, general regulatory programs; mitigation programs.
Environmental protection assistance	general regulatory programs.
Fire prevention and control assistance	provides for response to natural and technological disasters upon presidential declaration; mitigation programs; general regulatory programs.
Flood prevention and control	provides for response to natural and technological disasters on presidential and/or departmental declaration; mitigation programs; general regulatory programs.

General assistance, regulatory and otherwise	provided by Federal departments and agencies.
Hazardous materials assistance	provides for response to presidential declaration; mitigation programs; general regulatory programs.
Housing assistance	provides for response to natural and technological disasters upon presidential and/or departmental declaration; other assistance.
Insurance assistance	flood insurance.
Legal/law enforcement assistance	provides for response to natural and technological disasters upon presidential declaration; Federal funds available for research and operation programs; Federal jurisdiction for general law enforcement assistance.
Military assistance	provides for response to natural, technological, and national security emergencies and disasters by the Department of Defense.
Nuclear materials management assistance	provides for safe transportation and disposal of nuclear materials, coordinated primarily through the Department of Energy.
Public health, general medical assistance	provides for emergency response to disasters; mitigation and prevention programs.
Search and rescue assistance	provides for response to natural, technological, and national security emergencies and disasters by Federal organizations; private national organizations.
Transportation assistance	provides for response to natural, technological, and national security emergencies and disasters upon presidential and/or departmental declaration; merchant marine insurance; general regulatory programs.
Weather emergency programs	provides for accessing and distributing accurate information on the progress of hurricanes and other weather-related emergencies.

NOTES

Federal Emergency Management Agency



The Federal Emergency Management Agency (FEMA) plays coordinating and supportive/assistance roles for integrated emergency management in partnership with State and local emergency management entities. It takes a lead role in national preparedness for major peacetime or wartime crises.

FEMA's responsibilities for **national preparedness** include development of Federal program policy guidance and plans to ensure that governments at all levels can cope with and recover from emergencies. The agency administers the national civil defense program and national laws such as the Civil Defense Act of 1950 (see Appendix B). FEMA is responsible for the assessment of national mobilization capabilities and the development of concepts, plans, and systems for management of resources in a wide range of national and civil emergencies. **Preparedness** includes warning systems, in-place shelter planning, population protection planning, shelter identification, and disaster information such as the Emergency Broadcast System (EBS).

Another dimension of FEMA's emergency management role is in mitigating the effects of disasters and emergencies through research and programs aimed directly at specific problem areas. FEMA's research efforts focus on increasing the nation's capability to predict, prevent, respond to, and recover from emergencies and disasters. The goal is to discover information that can help decrease life loss, injury, damage, and economic and social disruption from such events.

Hazardous waste disposal or transportation, especially involving nuclear waste, is increasingly seen as a threat to public health. FEMA also is helping communities in which a certain amount of acutely toxic chemicals are stored to plan for the disposal or transportation of the chemicals. This is in compliance with the Title III program, part of the 1986 Superfund Amendments and Reauthorization Act. Title III mandates planning and includes right-to-know provisions similar to those found in OSHA legislation.

The agency also **supports State and local governments** in fulfilling their emergency mitigation, preparedness, response, and recovery responsibilities. As necessary, FEMA provides funding, technical assistance, services, supplies, equipment, and direct Federal support. Civil defense, earthquakes, floods, hurricanes, tornadoes, nuclear power plant accidents, terrorist acts, dam safety, and hazardous materials incidents are among the areas in which FEMA works to aid State and local government in emergency management in accordance with the Civil Defense Act of 1950 (see Appendix B) and NAPB-90, Nuclear Attack Planning Base-1990. FEMA provides technical and financial assistance to State and local governments to upgrade their communications and warning systems, and operates an emergency information and coordination center that provides a central location for the collection and management of disaster and emergency information. A wide range of emergency preparedness and mobilization civil preparedness guides is available from FEMA. They can be invaluable aids to local emergency program managers (see Appendix B).

One of FEMA's most visible forms of assistance is the **presidential declaration of an emergency or major disaster.** Such a declaration is made when the severity of a situation cannot be adequately relieved by local and State efforts and a request for assistance is made to the President by the governor of the affected state. The completed request, addressed to the President, is sent to the FEMA regional director, who evaluates the damage and requirements for supplemental Federal assistance and makes a recommendation to the President.

Direct disaster assistance from FEMA falls into two broad categories--public assistance (aid to State and local governments) and individual assistance (aid for disaster victims and their families). Hazard mitigation efforts also are required now under disaster assistance programs to help ensure the future safety of lives and property. Federal and State funds for hazard mitigation are available to the local level.

FEMA administers the **National Flood Insurance Program,** which provides insurance coverage to property owners in communities with flood hazards in exchange for that community's agreement to adopt floodplain management measures to protect lives and reduce property losses. Technical assistance is provided to communities in floodplain management and post-disaster hazard mitigation activities, such as encouraging new

construction away from flood-prone areas. As of October 1989, there were more than 17,000 communities participating in the program and over two million policies in effect.

FEMA also is responsible for coordinating the provision of disaster assistance by all other Federal agencies. To make it easier for people to obtain disaster assistance, FEMA establishes **disaster application centers** in an affected area where representatives of Federal agencies, State and local governments, and voluntary relief agencies can offer aid to disaster victims. Assistance may include temporary housing, low interest loans, and grants.

Appendix B contains a brief description of the process for accessing Federal disaster assistance programs. More detailed information is available through State emergency offices or FEMA regional offices.

Listed below is a brief description of some of FEMA's major programs or areas of concern.

National Flood Insurance Program (NFIP)

- NFIP enables property owners in participating communities to insure against flood losses.
- To participate, the community must pass and enforce a floodplain management ordinance to regulate new and substantially improved construction in flood-prone areas.
- FEMA issues Flood Insurance Rate Maps (FIRMs) of communities depicting their special flood hazard areas (SFHAs).
- The purchase of flood insurance is mandatory in connection with Federal or Federally related financial assistance for acquisition or construction of buildings in the SFHAs of participating communities.
- By employing wise floodplain management, a participating community can protect its citizens against much of the devastating financial loss resulting from future flood disasters. More careful local management of development in the floodplains results in construction practices that can reduce flood loss and the high costs of flood disasters to all levels of government.

Earthquake Preparedness

FEMA is the lead agency responsible for coordinating the National Earthquake Hazards Reduction Program (NEHRP). The 1980 amendments gave FEMA the following responsibilities:

- Plan and coordinate the NEHRP;
- Report to Congress on the status of the NEHRP;
- Review, analyze, assess, and recommend revisions to the NEHRP; and
- Provide opportunities for, and appropriate assistance to, States, localities, private organizations, and individuals to participate in the NEHRP.

FEMA's other responsibilities under the NEHRP complement its lead role. FEMA is the primary agency responsible for translating the research programs of the other agencies into effective earthquake hazard-reduction measures at State and local levels. These responsibilities include the following:

- Provide assistance to State and local governments to implement comprehensive earthquake hazard reduction programs;
- Develop and disseminate improved seismic design and construction techniques and standards for application by Federal, State, and local entities, and for voluntary use by model code groups and design professionals;
- Develop public education and awareness programs; and
- Coordinate the Federal response to catastrophic earthquakes.

Hurricane Preparedness

Hurricanes affect inland as well as coastal states.

FEMA provides

- Financial and technical assistance,
- Vulnerability analyses, and
- Response planning assistance.

Dam Safety

Since many of the dams in the United States are unsafe, FEMA coordinates a program of 19 Federal departments and agencies involved with dam safety.

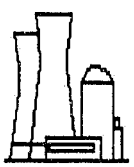
U.S. Fire Administration (USFA)

- Gathers accurate fire data,
- Develops arson prevention systems,
- Creates and disseminates public fire safety education programs,
- Researches better firefighting gear and equipment, and
- Encourages health and fitness programs for the entire fire service.

Hazardous Materials Programs

While the Department of Transportation and the Environmental Protection Agency have the lead roles in this area, FEMA supports their operations and works closely with both agencies to assist in training emergency program managers to respond to this growing concern.

Radiological Emergency Preparedness



Following the Three Mile Island accident, FEMA was assigned the responsibility of working as a consultant to the Nuclear Regulatory Commission (NRC).

- FEMA works with the State and Local governments where nuclear power plants are located to ensure that plans are
  - Written,
  - Tested annually, and
  - Evaluated.
- FEMA makes the proper report to NRC, which has licensing power over these plants, following an evaluation of the emergency preparedness plans.

Disaster Relief and Recovery

Under the Disaster Relief Act of 1974, FEMA has been delegated to act for the President in the administration of this act. This involves the following steps.

- If a disaster is beyond the scope of a local community, the State's governor will respond.
- If the State discovers that the disaster damage can not be handled by its resources, the Governor then requests, through FEMA, that the President declare a major disaster.
- If the President declares a disaster, a Disaster Declaration is signed.
  - Such a declaration implements the Disaster Act and enables FEMA to give both financial and technical help to the victims of that disaster. These efforts support and supplement State and local efforts.
- When the disaster is declared, FEMA employees and Disaster Assistance Employees (DAEs) are sent to the site to help.
- Disaster Application Centers (DACs) are opened.
  - Victims come to DACs to apply for recovery assistance from Federal, State, and local agencies and organizations such as the American Red Cross. This includes
    - Temporary housing,
    - Family grants,
    - Small business loans, and
    - Mitigation grants.

The Disaster Relief Act also provides 75 percent of the funds for public assistance for

- Rebuilding of roads, bridges, public buildings, and
- Debris removal.

Civil Defense Program

The Civil Defense Act of 1950 and the Presidential Policy Guidance of 1987 provide the legal basis for the Civil Defense program.

In a recently published report, FEMA studied the Soviet targeting strategies and pinpointed probable targets in the United States. The results of this study, called the Nuclear Attack Planning Base (NAPB-1990), are being used by emergency program managers to plan for protection of the population. (NAPB-1990 is updated twice each year.)

FEMA's Civil Defense program provides for financial assistance, or technical advice, or a combination of both in the following areas:

- Emergency Management Assistance;
- Family Protection;
- Population Protection Planning;
- Public Information;
- Business and Industry Preparedness;
- Facility Survey;
- Radiological Defense;
- State and Local Direction, Control, and Warning;
- Individual Mobilization Augmentee program;
- State and Local Exercise Assistance;
- Emergency Management Training; and
- Military Support of Civil Defense.

National Security Emergency Preparedness (NSEP) Programs

NSEP programs hold responsibility for continuity of government.

This program stresses the need to ensure that our democratic form of government can survive any and all crises.

- National Emergency Management System (NEMS)
  - NEMS establishes the availability of communication with other Federal agencies and State and local governments to ensure response and recovery efforts can be carried out.
  - NEMS consists of modern fixed and mobile multi-media and integrated systems that are extremely reliable and responsive to emergency management requirements.
- Mobilization Preparedness also is critical for any disaster. FEMA works, supports, and coordinates these programs with other Federal agencies, and helps test them through exercises.
- National Defense Executive Reserve (NDER) Program.
  - NDERs are reservists who serve as volunteers in training to help augment their country's needs in times of national security crisis. These men and women are from the private sector--working executives or retired experts. Thirteen Federal agencies have NDER units administered by FEMA.
- Resource Preparedness

  FEMA is working to ensure that resources that would be needed by both the military and civilian sectors will be available for disasters.

Office of Training

FEMA headquarters' program offices are responsible for planning and advising other levels of government on emergency management. The Office of Training supports the program offices by taking those plans and transferring them to answer State and local needs through training.

This office oversees the

- National Emergency Training Center at Emmitsburg, Maryland, which includes the
  - Emergency Management Institute and National Fire Academy.

Training is accomplished in

- Formal classroom settings,
- Laboratories,
- Individual training projects,
- Resident campus courses,
- Regional and State field courses,
- Home study courses, and
- Videoconferences, which are
  - Produced under FEMA's Emergency Education Network (EENET),
  - Cover various emergency management subjects, and
  - Reach tens of thousands of students and viewers.

Discussion Questions

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

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

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

NOTES

Continuity of Government

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

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

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

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

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

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

5. Alternative EOCs should be designated.

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

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

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

ROLE OF THE STATE GOVERNMENT

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

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

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

Gubernatorial Role

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

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

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

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

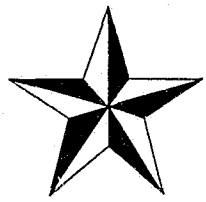
Beyond these statements, little more can be generalized about State emergency management efforts. A closer look at individual differences and similarities among States is necessary to develop an understanding of the operation of emergency management at the State level.

ROLE OF THE LOCAL GOVERNMENT

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

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

Integrated Emergency Functions



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

This includes the following functions.

1. Emergency Operations Planning

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

2. Direction and control

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

3. Emergency Communications

   - Capable of directing operating forces in an emergency.

4. Alerting and Warning

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

5. Emergency Public Information

   - Distributing information on hazards relevant to the area.

6. Continuity of Government

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

7. Resource Management

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

8. Shelter

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

9. Evacuation

   - Able to evacuate the population efficiently in an emergency.

10. Radiological Defense

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

11. Emergency Support Services

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

12. Emergency Reporting

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

13. Training and Education

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

14. Tests and Exercises

    - Evaluates emergency management capabilities through regular tests and exercises.

Local Emergency Management Laws

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Declaring a Local Emergency

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

ROLE OF THE EMERGENCY PROGRAM MANAGER IN THE PROGRAM

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

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

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

Responsibilities of the Emergency Program Manager

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

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

Videotape Presentation

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

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

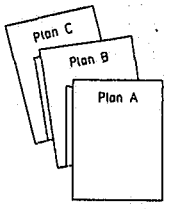
NOTES

Local Emergency Plan

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

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

Plans typically contain three parts:



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

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

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

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

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

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

The Need To Supplement Resources

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

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

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

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

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

Discussion Questions

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

   - *Mitigation*

   - *Preparedness*

   - *Response*

- *Recovery*

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

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

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

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

_____

_____

_____

_____

_____

NOTES

PRIVATE SECTOR RESOURCES

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

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

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

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

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

Resources for Working With the Private Sector

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

NOTES

SMALL GROUP ACTIVITY: PRIVATE-SECTOR RESOURCES

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

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

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

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

GROUP	CONTRIBUTIONS

SUMMARY OF UNIT II

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

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

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

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

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

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

TAKE IT HOME

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

PHASE	GOING FOR US	GOING AGAINST US
Mitigation		
Preparedness		
Response		
Recovery		

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

UNIT III

Team Approach to Emergency Management

EMERGENCY MANAGEMENT INSTITUTE

NATIONAL EMERGENCY TRAINING CENTER

3 Unit III

UNIT III: THE TEAM APPROACH TO EMERGENCY MANAGEMENT

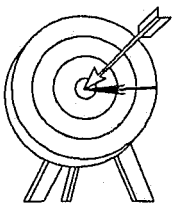
OVERVIEW

Thus far, you have discovered the degree to which your environment presents risk of disaster. You also have explored the need for an integrated approach to emergency management, focusing on responsibilities of different levels of government and their interrelationships.

GOAL

In this unit you will realize the importance of the team approach to emergency management and examine the relationships among members of the emergency management team.

OBJECTIVES



At the end of this unit, you will be able to do the following:

- Explain the value of teamwork in the emergency management process;
- Compare interactions within an emergency management team with interactions within other teams and develop generalizations about similarities and differences;
- Identify and explain the characteristics of an emergency management team and describe team goals and objectives, time constraints, and other criteria for effectiveness;
- Explain how the Emergency Operating Center (EOC) and the Incident Command System (ICS) augment teamwork during a disaster;
- Identify the functional groups within the emergency management team and relate the roles of team members;
- Draw conclusions about individual behavior and its effect on the nature of group interactions and achievement of group goals; and
- Describe the positive aspects of conflict in an emergency management team and methods for resolving differences in a useful manner.

BUILDING THE EMERGENCY MANAGEMENT TEAM

Each of the resource providers in the emergency management network--Federal, State, and local governments, as well as private-sector agencies--shares responsibility for applying resources effectively at every stage and phase of emergency management. While each group, unit, and individual in the system has its own role and function, the ultimate responsibility is shared among them. The result of their joint efforts is a team product that reflects the insights, experiences, and skills of the entire team.

In the context of emergency management, effective teamwork is of paramount importance.

One challenge we face is that teams we work with (and there may be many) often do not have stable memberships. Even individual organizations and agencies sometimes have high turnover rates, so that new people must be brought "up to speed" on emergency management issues and integrated into new roles on their agency team.

In addition, we have changes in *interagency* teams. We often must meet and work with new people from other agencies on a task-specific basis. There is, in fact, a national trend toward "temporary" teams or task forces, which come together to deal with a specific need--such as an emergency--and dissolve as a unit when the need is met. These teams may be under the leadership of different members as circumstances dictate.

As an emergency management professional, you may often work with experts brought in to supplement existing team expertise, perhaps with facts and skills pertinent to handling or planning for a specific emergency. You may be part of an organization that changes leadership frequently, or you may be called upon to work with personnel in many different agencies.

The changes in team membership and the challenge of forging a sound working relationship in a "temporary" team with an important mission can be stressful. On the other hand, longstanding teams are sometimes burdened by a "history" of poor relations that hinders effective teamwork. Each situation calls for careful attention to group process and applications of skills to improve process where needed to better accomplish the task at hand.

Whatever the circumstances, you need to know the principles of *effective teamwork* and help apply them, overcoming challenges such as

- Temporary teams or task forces,
- Changing leadership,
- Changes in personnel, and
- Changes in agency involvement.

No matter what the nature of the team, the same *basic principles* apply to creating an effective work team.

Use of teams in any context represents several important advantages:

- Greater use of human resources in the emergency services network;
- Greater involvement of all personnel involved;
- Greater ability to be innovative and to consider new approaches;
- Greater "bank" of skills;
- Greater effect on the major, more permanent organizations involved with emergency management in the jurisdiction; and
- Greater communication and information flow.

It is therefore well worth it to master the skills we need to help both longstanding and temporary teams accomplish their goals as smoothly as possible.

TEAM EXPERIENCES

Each of us has had extensive experience in working with teams--as team members, team leaders, or perhaps as team advisors. An integrated approach to emergency management requires regular participation in team efforts to produce the most desirable result.

After answering the first question by yourself, explore the remaining questions with one other person.

INDIVIDUAL QUESTION

1. Individually, list five teams to which you belong (or belonged in the past). Use these team experiences as the basis for your discussion with your partner.

QUESTIONS TO DISCUSS WITH PARTNER

2. In your view, which of these "team experiences" is/was most effective? What characteristics did the effective team have that less effective ones did not?

3. What conditions or behaviors, in your experience, most work *against* or prevent effective teamwork?

4. Describe the structure of the most effective team in which you have participated. Did this structure help the group be effective? If so, how?

5. Describe the process used for making important decisions in the most effective team. Did this help the team's effectiveness? If so, how?

NOTES

CHARACTERISTICS OF EFFECTIVE TEAMS

EFFECTIVE TEAMWORK

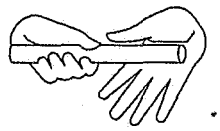
Two basic assumptions underlie effective teamwork for emergency management experts. First, in order for an emergency management team to be effective and productive, members of the group must coordinate and merge their efforts toward the accomplishment of mutually acceptable work goals. Second, the personal needs of group members for recognition and communication must be met.

As with any team, emergency management teams must be concerned with two dimensions--the specific purpose that caused the group to come together, and the process by which the group manages itself.

A team may be defined as a *group of people with a definable or observable set of relationships*. A random collection of people--for example, in a restaurant or on a bus--is not a team. But if something happens to change the pattern so that these people have a common purpose, the same collection of people can become a team. For example, if people standing in line band together to keep someone from crashing the line, they will have been transformed from a collection of people into a group with a common purpose. For that brief moment, they have acted as a team.

FIVE CONDITIONS THAT EXIST IN EFFECTIVE GROUPS OR TEAMS

John Paul Jones has enumerated five conditions that exist in an effective primary group or team.* A summary of these conditions is shown below.



- *Mutual trust* takes a long time to build, yet it can be destroyed quickly. Unspoken "rules" in a team determine whether each member feels free to express his or her opinion about issues and to ask questions that may display ignorance or disagreement, without concern for retaliation, ridicule, or negative consequences.

- *Mutual support* results from group members having genuine concern for one another's job welfare, growth, and personal success. If mutual support is established in a team, members need not waste time and energy protecting

*John Paul Jones, *The Ties That Bind*, New York: National Association of Manufacturers, 1967, pp. 21-23.

themselves or their functions from others. All will give and receive help in accomplishing whatever objective the team is working on.

- *Genuine communication* has two dimensions--openness and authenticity of the member who is speaking, and equally open, unprejudiced listening by other members. Open, authentic communication takes place when mutual trust and support are so well established that no member feels guarded or cautious about what is said. It also means that members of a good team will not play games with one another, such as asking "trap" questions. Quality listening requires removing "bias-filters" so the merit in the other person's contribution is fairly recognized. Most people listen through an evaluative screen and tend to hear only those aspects of a message that do not threaten their own status, roles, and convictions. No learning takes place under these conditions.

- *Accepting conflicts as normal and working them through* must be a factor because individuals are unique. They differ from one another and will not agree on all things. An unproductive heritage left by the "old school" of human relations management is the notion that people should strive for harmony at all costs. A good team (where mutual trust, mutual support, and genuine communication are well established) accepts conflict as normal, natural, and, in fact, as an asset. Conflict occurs naturally when people with different perspectives *care* about something. It is from conflict that most growth and innovation are derived. It also is worth noting that conflict resolution is a group process, and the notion that a manager can unilaterally resolve conflict between or among subordinates is a myth.

- *Mutual respect for individual differences* must be present. In a goal-oriented team, some decisions require the commitment of all team resources and cannot be implemented without this commitment. However, a good team will not demand unnecessary conformity of its members. It is easy for a group to drift into the practice of forcing decisions on individuals when clearly, for their own growth and for the good of the organization, they should make the decisions. Individual members should be free to ask advice of other members who, in turn, must recognize that no one is obligated to take the advice. A good team delegates within itself. In such a team, only important issues need to be "worked through," and there is much delegation from the leader to members, from members to other members, and even from members to the leader.

NOTES

TEAMBUILDING

A group can achieve results greater than the sum of its parts if its members become a smoothly functioning team. But such a goal takes effort on the group's part to keep things running well. Good teams do not just happen!

Teambuilding is a videotape that discusses several elements that can prevent teams from succeeding. Some of the problems a team may encounter include the following:

- Confusion about the true goal of the team;
- "Hidden agendas" and individual goals and ambitions that are not shared with the group, yet influence the person's behavior, or perhaps interpersonal resentment and other feelings that are unexpressed, coloring the behavior toward other individuals in the team;
- Resentment about "giving up" what members perceive to be their territory, and unwillingness to accept one's defined role in the team;
- Disagreement over procedures, or how to best complete a task;
- Strong competitive feelings among members; and
- A climate in which people are afraid to voice their feelings, ideas, and opinions.

The videotape then makes recommendations on how to build and maintain an organizational team. Some of the specific things a leader can do to help build and maintain an effective team include the following:

1. Create an environment in which people feel it is safe to speak (accusations, personal attacks, and "put downs" of people and ideas should be prohibited);

2. Get team members to agree to cooperate--rather than compete--with each other;

3. Obtain a commitment from each member to work with the team to achieve its objective;

4. Allow the task, not individual ambitions or preconceptions, to dictate which procedures are used to accomplish the team's goal;

5. When there are differences of opinion or disagreement over goals, forge a workable compromise with those involved; and

6. Be alert for opportunities to help the group succeed in its efforts.

In conclusion, the videotape reinforces that the task should be the boss of the team. The task is the focus and everything else (individual ambition, private goals) should be subordinate to getting it done.

DISCUSSION QUESTIONS

1. Bounty Industries experienced a number of problems in trying to develop a new model pleasure boat for the upcoming boat show. What are some of the things that were going wrong?

2. What factors are contributing to this lack of teamwork? Have you found these factors to be significant in the context of emergency management?

3. The videotape makes several suggestions about what can be done to get a team which is "dead in the water" moving again. What are they? What other suggestions would you add?

INTEGRATED EMERGENCY MANAGEMENT SYSTEMS

Communities, States, regions, and the nation at large are exposed to a wide range of real and potential emergencies. To meet them, communities need a functional and fully prepared emergency management team. For maximum efficiency and minimal cost, this team should function within the framework of an integrated emergency management system.

Such a system

- Lends consistency to the way team members and agencies function in an emergency, and
- Fosters efficiency by eliminating the need to "reinvent the wheel" for each new emergency.

Emergency management systems use an *integrated* approach to prepare for emergencies ranging from those that are caused by natural and technological hazards through conventional war and nuclear attack. Using this system, communities define and build capabilities in the *generic* elements of warning, communications, evacuation, and sheltering, etc.

Specifically, an integrated emergency management system seeks to do the following:

- Foster a full Federal, State, and local partnership with maximum flexibility available to State and local partners for achieving commonly accepted goals; and
- Build on the foundation of existing emergency management plans, systems, and capabilities to broaden their applicability to a wider range of emergencies.

An all-hazards approach to emergency planning and operations--an *integrated* approach--is a requirement for any jurisdiction seeking to implement an effective emergency services program.

NOTES

FUNCTIONAL GROUPS IN EMERGENCY MANAGEMENT

An integrated approach to emergency management is based on solid, general management principles and the common theme of protecting life and property. It provides direction for participants to begin working together with all of the principals in the network. Included in this team are individuals who have obvious responsibilities in this area, as well as others whose roles may appear to be minor but which are, in fact, very important. The editor of the local newspaper and the supervisor of a local construction crew may be important members of the emergency management community.

It is helpful to imagine the working relationships of the team as divided into four broadly defined groups, typical of those that exist in many organizations.

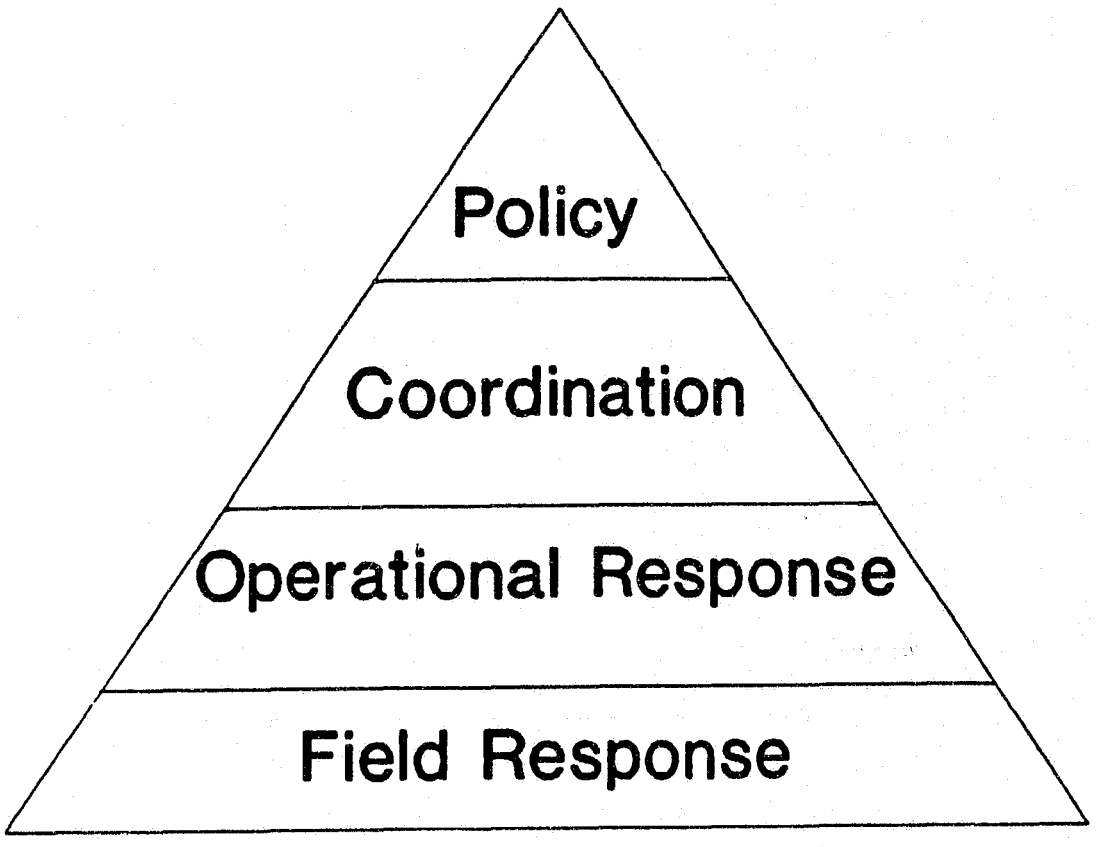
The *Policy Group* is an informal and flexible grouping of senior public officials representing State, county, and municipal governments. They meet to develop emergency policies and then, as necessitated by the disaster situation, discuss the economic, political, legal, and social implications of both the threat and the response to determine the best general approach to the situation. Members of this group can include the governor, adjutant general, State director of emergency services, county manager, mayor, city manager, public works director, chief health officer, city council members, district attorney, chief of police, fire chief, sheriff, State police representative, and (depending on the type of emergency) other authorities and specialists.

The *Coordination Group* typically consists of the assistants, deputies, and staff of agencies and departments represented in the Policy Group. This group performs a staff function by coordinating the types and amount of personnel and material resources deployed, providing logistical support to field units, contracting for relief of forces, and carefully monitoring both the immediate emergency situation and other potential situations. The emergency program manager is responsible for coordinating the efforts of various agency and department personnel assigned to this group. Typically, the Coordination Group *does not* command field-level personnel.

Operational supervisors of agencies and departments that have personnel deployed in the field are included in the *Operational Response Group*. Each agency/ department is expected to coordinate its actions as closely as possible with the others. The emphasis for this group is on requesting and deploying essential resources to control the situation in the field. They are directly responsible for those on the scene. This group is responsible for proper use of resources provided by the Coordination Group within guidelines established by the Policy Group.

The *Field Response Group* represents fire, law enforcement, medical, military, and public works units that normally would be on the scene.

The structure of these groups can be depicted as a pyramid.



NOTES

LARGE GROUP DISCUSSION: FUNCTIONAL GROUPS IN YOUR COMMUNITY

Below is a chart outlining the functional groups discussed, indicating the general purpose of each group and stating who belongs in each.

FUNCTIONAL GROUPS IN EMERGENCY MANAGEMENT		
GROUP	PURPOSE	PRINCIPALS
Policy	Develop policy	Executives
Coordination	Develop plans	Deputies, assistants, staff
Operational response	Develop procedures	Operations supervisors
Field response	Respond	Experts on the scene

A blank chart appears on the following page. Your task is to fill in the blanks appropriately to reflect the situation in your community as we discuss functional groups in your community. While different titles and terms may be used from place to place, the need to organize and control emergency management in every community is universal. Be as specific as possible in identifying the groups and their members as they exist in your community.

EMERGENCY MANAGEMENT FUNCTIONAL GROUPS IN YOUR COMMUNITY	
GROUP	WHO IS RESPONSIBLE FOR THIS IN YOUR COMMUNITY?
POLICY	
COORDINATION	
OPERATIONAL RESPONSE	
FIELD RESPONSE	

INTERACTIONS IN EMERGENCY MANAGEMENT

The many groups, agencies, and individuals with roles to play in emergency management may be combined in very different ways for different emergencies. Each should be able to perform many different functions. However, each brings a distinct area of expertise to emergency situations, and tends to perform certain types of tasks. Reviewing these characteristic areas of responsibility can add clarity to the picture we are developing of the emergency management team.

1. Fire departments are usually responsible for _____
   _____.
2. The role of law enforcement in an emergency is _____
   _____.
3. Emergency medical services can be counted on to provide _____
   _____.
4. Public works personnel assist with _____
   _____.
5. Public health personnel are responsible for _____
   _____.
6. The school system may be brought in to _____
   _____.
7. The role of the American Red Cross in a disaster is _____
   _____.
8. Other voluntary agencies or groups may provide _____
   _____.
9. Business or industry typically can provide _____
   _____.
10. Others who play a major role in my community are _____
    _____.

11. What are some of the ways these groups interact

    - With each other?

    - With your department or the local emergency program manager or program office?

12. Which of the four types of groups just discussed are involved in these interactions?

NOTES

INDIVIDUAL ACTIVITY: INTERDEPENDENCE WITHIN THE EMERGENCY MANAGEMENT TEAM

This activity presents a structured format with which to explore interrelationships among emergency personnel in various program and functional areas.

The role you will be assigned should NOT be the one you have in real life. It is better that you approach the activity with a minimum of preconceptions. To answer these questions, you do not need in-depth knowledge of what the job involves--just empathy, imagination, and appreciation for the *general* role of that person in all-hazards management.

The worksheet will ask you to consider the following factors relating to the role assigned:

- Emergency protection responsibilities;
- Possible contacts;
- Resource and information needs;
- Results or accomplishments of specified interactions; and
- Possible effects.

Proceed through your worksheets in order, completing each question before moving on to the next.

Your answers may be general; for example, if you know the *type* of person or organization, but not its *title*, a description of the type is sufficient. Also, if you are unsure about a contact but think it would be valuable, include it. The value of this activity is in thinking as expansively as possible.

After the class has completed the activity, the instructor will ask for reports from various role representatives. You will want to pay special attention to the reports of those whom you included on your list of contacts. You will have 25 minutes to complete your worksheet. Your instructor will call time.

NOTES

INTERDEPENDENCE ROLE LISTING

- Local Fire Chief
- Local Executive Officer
- Chief of Emergency Medicine at the Local Private Hospital
- State Director of Emergency Services
- Superintendent of Schools
- Local Public Information Officer
- Red Cross Disaster Director
- Hazardous Chemicals Safety Officer at Local Plant
- Vice-President of Local Utility Company
- Vice President for Operations of Major Regional Rail Freight Carrier
- Local Police Chief
- Public Works Director

INTERDEPENDENCE WORKSHEETS

Your Role _____

Instructions You will be assigned one of the roles listed on the previous page.

In what sector do you operate in this position (Federal, State, local, or non-government)?

_____

Briefly describe your role (in this position) in relation to

- Emergency mitigation/prevention

  _____

  _____

  _____

- Emergency preparedness

  _____

  _____

  _____

- Emergency response

  _____

  _____

  _____

- Emergency recovery

  _____

  _____

  _____

Name ten contact points (by position or role) in various functional areas with whom you should interact. Consider contacts in all three levels of government as well as with voluntary organizations and business/industry. To generate this list, review your role statements and consider what you will need from others to accomplish that role.

Position or role of contact	In what sector is this contact?

Select five of the contacts you listed above. For each, name one specific activity you will undertake involving this contact. Then briefly describe information or resources you will need from that person. Consider needs in all four phases (mitigation, preparedness, response, recovery). *List this work on a flipchart for posting.* Write your own role at the top of the flipchart.

Contact	Result or Activity	Phase	Your Needs

_____	_____	_____	_____
	_____	_____	_____
	_____	_____	_____
_____	_____	_____	_____
	_____	_____	_____
	_____	_____	_____
_____	_____	_____	_____
	_____	_____	_____
	_____	_____	_____
_____	_____	_____	_____
	_____	_____	_____
	_____	_____	_____

Select one of the activities or results you listed above. Based on that activity or result, identify and describe three possible effects of your interaction on other positions, groups, or activities. Who would be affected and how? What *other* activities could be more successful or less successful as a result of that activity?

1. _____

_____

2. _____

_____

3. _____

_____

COORDINATION AMONG ORGANIZATIONS

Given the level of interdependence we have seen, coordination is absolutely essential for effective emergency management. Coordination also is a complex process, difficult to conceptualize, and even harder to promote. Although the subject may seem rather abstract, there are practical applications of the process of coordination at all levels and in all phases of emergency management.

During a crisis is too late to build relationships. We must have previous good relationships with people so we can rely on them. This is especially true since emergency program managers often have to accomplish things without line authority. A solid foundation for positive interaction, including clear channels for communication, should be built when there is time to do so, not when there is a crisis.

COORDINATION

For this course, coordination is defined as the process of integrating different organizations and activities in a system toward a common goal. It means dividing complex tasks and then working together to get them done.

Among a few individuals or smaller groups, coordination often is easy. But among complex organizations with interrelated tasks, careful thought is needed to establish a workable system or structure appropriate to the organizations involved. Two primary system components are

- A process for making decisions, and
- A process for communicating decisions and necessary information to the members.

Communication

Communication is the process by which decisions and information are transmitted among members of a group. The process can be accomplished through formal links, such as telephone and written reports, and informal structures and relationships that affect information flow.

The following list includes some of the many linkages which are possible between or among organizations:

- Sharing resources, clients, and information;
- Jointly participating in planning or programming;
- Fiscal linkages, such as joint budgeting;
- Legally contracting to assist each other through mechanisms such as mutual aid agreements; and
- Developing informal or unofficial linkages, such as personal friendships among members of different organizations.

The effectiveness of communication is determined by factors such as the speed and accuracy of the flow of information.

Effective communication among organizations is generally direct, involving only sender and receiver. Intermediate influences garble messages. Keep the distance small and channels clear.

Clarifying and improving the decisionmaking processes and communication systems among organizations, in turn, improves coordination.

To improve communications, consider each organization's goals and objectives, structures, resources, and procedures. Taking all these factors into account will improve communications. As with decisionmaking between organizations, communication in an emergency must be different. Any organization that is assisting the lead agency at a scene must understand the communications channels it should use *well in advance* of a specific emergency. It helps immeasurably if sound working relationships already exist, so that the conditions for effective teamwork are in place at the outset.

CASE STUDY

TRAIN DERAILMENT IN MIAMISBURG, OHIO

On the afternoon of July 8, 1986, a railroad train was crossing a trestle over a creek near Miamisburg, Ohio, a suburban area ten miles south of Payton with a population of about 18,000. Suddenly several cars derailed. (Some investigators believe this was because of a "sun-kink" in the rails resulting from uneven expansion in the 90° heat.) A car containing 12,000 gallons of white phosphorus--a toxic substance which ignites in the presence of air at 86°F--was left settled along the embankment, propped against a pier, with a gash in its side. The trestle was only one hundred yards from the downtown business district of Miamisburg.

Slowly, at first, the phosphorus began to burn. The orange fire produced a thick, billowing cloud. In only half an hour it was visible for miles, and had begun to drift toward populated areas.

First on the scene, a fire captain learned from the conductor that the burning tank contained phosphorus. Within five minutes the fire chief had arrived, established a command post, and consulted a hazardous materials handbook in his car to learn the effects of the phosphorus cloud: at the very least, eye and skin irritation and short-term respiratory problems. He immediately called for evacuation of about 20,000 residents of Miamisburg and adjacent areas in the path of the cloud. The city manager, who had decisionmaking authority, concurred with the decision, and city officials drove down neighborhood streets to begin the initial evacuation while dispatchers summoned the city's entire emergency response force to aid in the effort (twenty-nine police officers and thirty-seven firefighters.) Police detectives divided the city into eleven sectors and assigned sectors to arriving cruisers.

Both the fire service and police activated existing mutual aid agreements to augment their resources. By the time the crisis was over, more than thirty fire departments lent assistance and medic units from more than 100 organizations were made available. A hazardous materials team was minutes away, quickly bringing expertise in fighting chemical fires. Within 1-1/2 hours, the mayor and city council declared a state of emergency, giving the city manager clear authority to make critical decisions and making the city eligible for State and Federal disaster assistance. The city manager's authority was soon challenged by the trainmaster, who wanted to begin clearing derailed cars from the scene before accident investigators arrived. When the city manager asked the trainmaster if he was "willing to take responsibility for the safety of the citizens of Miamisburg," he said he was not. The city manager then "introduced him" to the police

chief and had him removed from the command post. (More senior railroad officials arrived the following day and were more helpful.)

It was midnight before firefighters were able to confirm that another tank car containing sulfur was burning only eight feet from the phosphorus car, making an already poisonous mix potentially more deadly. The difficult decisions faced by the town were made easier by a close relationship with Monsanto Research Corporation, a plant which had participated in exercises and training with the town to prepare for just such a disaster. Through these exercises key officials had become familiar with EOC operations, which had prepared them for the extensive communication and coordination required. Expertise on chemical behavior also was available from a phosphorus emergency response team, PERT, part of an industry mutual-aid system, and data provided through the Chemical Transportation Emergency Center (CHEMTREC), an industry service that assists responders to chemical emergencies by telephone. Nevertheless, the ultimate responsibility for decisionmaking rested with the city manager, who had been prepared for such a moment, as well as anyone can prepare, by a training session sponsored by FEMA and the International City Management Association. Two key decisions stood out: when to attempt to stabilize the precariously perched phosphorus car, risking an even greater problem, and when evacuated townspersons could be allowed home.

The city manager resisted pressure to end the evacuation order as soon as the toxic cloud was under control (after extensive amounts of water had been applied to the fire). The decision turned out to be right, for a pylon gave way and the car slipped before it could be stabilized, sending a huge plume of smoke directly over the city. An estimated 30,000 persons were forced to flee the area, and police who had been carefully prepared for just this contingency swung into action to direct residents to safe areas from their assigned sections.

State and Federal aid at the scene was substantial. Because of the threat that the Miami River could become contaminated, the Ohio Environmental Protection Agency, as well as the U.S. EPA, provided expertise on how to control damage to natural resources and public health. The State Patrol was also in evidence, along with many other agencies. The Governor of Ohio facilitated the establishment of a citizen hotline to address fears and questions related to the incident, and assigned a representative to serve as liaison between city and State agencies on the scene.

Private resources also were critical. For example, a local television station supplied a helicopter for incident viewing.

The town had been planning for such an emergency for at least twenty years, and it showed. Because networks, procedures, and legal agreements had been worked out in advance, and training and exercises had been prepared by personnel, there was no loss

of life, and injuries were limited to the scores of persons treated for respiratory problems and eye irritation in the local hospital (which also had a disaster plan coordinated with the town, and a specially equipped system that let them slow down their intake of outside air and recirculate filtered inside air, avoiding evacuation). There was no property damage (other than to the railroad) and significant environmental damage was limited to a large fish kill resulting when a car full of animal fat entered the river.

Because the town had planned, and planned well, it could be proud of its disaster response and the superb protection its well-prepared team was able to offer the community.

DISCUSSION QUESTIONS: ANALYSIS OF TEAMWORK IN A DISASTER RESPONSE

Among the distinguishing features of effective temporary groups are cooperation and coordination. This discussion provides an opportunity for you to analyze these features as described in a case study.

After reading the case study information, you will join the class in answering questions about the situation depicted.

1. Who were some of the key participants in the response team in this situation?
   - Local representatives?

     _____

     _____

     _____

   - State representatives?

     _____

     _____

     _____

   - Federal representatives?

     _____

     _____

     _____

   - Non-government agencies (not-for-profits and business/industry)?

     _____

     _____

     _____

2. What were some of the major activities required in response to this emergency? Who was involved in each?

3. What formal and informal linkages aided cooperation across jurisdictional boundaries and governmental units?

4. What would your role and responsibilities have been if this incident had occurred in your community?

5. Should a disaster similar in magnitude and danger strike your community, what would you expect the response to be? How would it be like or unlike the approach in this case?

_____

_____

_____

_____

_____

_____

NOTES

COORDINATION IN EMERGENCY RESPONSE

Role of an Emergency Operating Center

In a major emergency, numerous agencies--Federal, State, and non-government--must carry out the many different functions needed in an emergency swiftly and well. Many of these functions, as we have seen, are interdependent; one agency cannot do its job well without information from another agency it cannot directly "control."

The larger the number of responding agencies, the greater the resources, skills, data, and potential confusion. These resources must be integrated and applied thoughtfully within a structure. That means across-the-board cooperation and information sharing. How can this be done efficiently when each agency and individual has so much to do just to get its task done--without having to tell scores of other agencies what it is doing and what it knows about the situation!

One proven way to improve coordination in a major emergency is by centralizing communications in an emergency operating center, or EOC.

An emergency operating center (EOC) is defined differently by various individuals and/or jurisdictions, due, in part, to the experiences of the individuals, threats to their jurisdictions, and other factors. In some jurisdictions, the EOC will be an extremely sophisticated facility, designed and built specifically for that purpose. In others, the EOC may be a converted conference room. In still others, no EOC exists.

In general, the major functions performed by the emergency management staff in the EOC include

- Direction and control,
- Information collection, evaluation, and display,
- Coordination,
- Establishment of priorities, and
- Resource management.

Why does a jurisdiction need an EOC? What are the advantages of having a special location for conducting disaster operations? There is, no doubt, some inconvenience to members of an emergency team when they have to move to a relatively strange and unfamiliar location to conduct emergency operations. Certainly, the staff would be more comfortable in familiar surroundings with all their people "right there." Why not just stay in the day-to-day location to do the job?

Some advantages of assembling the jurisdictional emergency staff into a single location--the EOC--are listed below.

- *Centralized direction and control*--A single point where all information is received and analyzed, decisions are made, priorities are established, and resources are allocated.

- *Single point for collection, evaluation, display, and dissemination of information*--From information gathered here, the entire situation can be reviewed and evaluated. Here the two key questions raised by an emergency can best be answered: "What has happened?" and "What is about to happen?" Agencies report different "pieces of the puzzle" that represent the total situation to the EOC so that a more complete picture can be assembled. The situation throughout the jurisdiction can be analyzed and response actions developed based on factual, coordinated data.

- *Verification of information*--Rumors create problems. Until information can be verified (or communicated by an unimpeachable source), caution must be exercised. Sometimes there is a fine line between rumor and fact that must be resolved. The EOC staff provides resources and capabilities to validate information, either by information from more than one source or by verification of data by field units.

- *Repository of data*--Unlike the situation that exists on a day-to-day basis, all parties involved in disaster operations must have immediate access to all information as quickly as possible. What transpires in one disaster response area may have a significant effect on a number of disaster staff elements, even requiring a complete reversal of planned actions.

- *Immediate availability of information*--Information on what *has* happened, what is *about* to happen, and what is *expected* to happen are all right there in the EOC.

- *Ready reference to current situation*--The EOC provides a single location where the current status of a disaster situation is readily available and prominently displayed. This aids up-to-the-minute analysis of the situation, review of past actions or events, and development of possible courses of action to mitigate further destructive effects and to execute response and recovery activity.

- *Maximum use of available communications*--In any disaster situation, communication is the key to adequate response. The EOC must contain information vital to adequate response to emergencies. Operating from a central location, the EOC makes maximum use of available information and provides a means of communication with the emergency staff on a day-to-day basis.

- *Facilitation of coordination*--A properly staffed EOC facilitates coordination among responding departments in the affected jurisdiction, staff elements of the emergency organization, responding agencies, and even jurisdictions. Each agency, department, jurisdiction, and element of the private sector with an actual or potential response mission or capability must be able to coordinate activities with other participating agencies. This can be accomplished effectively only if representatives are collocated or able to make contact with one another on a regular basis.

- *Single point of contact*--The EOC provides a single point of contact for outside support (mutual aid) agencies, affected jurisdictions or communities, and State and Federal agencies. Coordination among agencies is difficult even under ideal conditions. Imagine the problem of coordination under situations of disrupted communications, for example.

- *Facilitation of operation over prolonged period*--Disasters and emergencies do not operate on an eight-hour day or a five-day week. They often strike at the most inopportune times and frequently last for days, weeks, or even months. The EOC allows the response operation to proceed in a systematic, coordinated manner, and, if appropriate, allows those elements of the jurisdiction not actively engaged in the disaster operations to return to "business as usual."

- *Provision for continuity and facilitation of shift change*--Operating in a central location makes it easier to arrange operation shifts, and promotes continuity of response and close coordination among operating elements. The EOC may operate 24 hours a day for weeks. Only through coordinated operations in a central facility can responsive and continuous operations be ensured.

- *Provision for identification and use of available resources*--Operating from an EOC, where all elements of the emergency staff are aware of problems at hand, facilitates determination of logistic requirements and helps to identify sources and aids in the acquisition of logistical support. Frequently, one service element of the emergency organization may be in need of a particular resource (whether it be personnel, equipment, or supplies) only to find that another service element has the resource or is aware of a potential source.

- *Provision for a facility to conduct meetings and training*--A properly designed EOC not only provides a facility with operating space for the emergency

services elements of a jurisdiction, but also provides a centralized location to conduct meetings, strategy sessions, and training.

- *Provision for facility day-to-day operations*--An established EOC can and should be the day-to-day operating location of the emergency management element of the jurisdiction. This permits establishment of an operation element recognized by the entire staff as the central focal point for all disaster responses.

Emergency management staff required to operate the EOC effectively during a disaster situation will depend on several factors:

- Size of the jurisdiction;
- Size of the day-to-day jurisdictional staff;
- Nature of the disaster;
- Percentage of the jurisdiction (population and area) involved in the disaster; and
- Size of the facility selected for use as the EOC.

The EOC staff will expand and contract during various phases of the disaster, with the largest commitment of personnel during the response phase.

Emergency service disciplines that must be represented in the EOC are many and varied. In addition, numerous administrative and support elements must be present in the EOC to provide direct support to elements of staff responsible for response and recovery functions.

Incident Command System (ICS)

Many of you already may have a functional awareness of the Incident Command System (ICS) as an element in life saving and property protection during disasters and emergencies. If so, the following discussion will be a review that also covers your various roles and responsibilities in relation to the ICS.

The ICS is a system for the pre-planned, organized conduct of response activity at the scene of a disaster. It has a long history of success in use from the earliest days of organized warfare and in the national and State forest service and has been adopted across discipline boundaries.

In use, the ICS may expand from a team of one to a size involving several hundreds of people and organizations, and many disciplines and political jurisdictions. (The chart on

p. III-37 shows the complete model ICS adopted by FEMA's National Fire Academy.) Most emergencies require staffing all these positions. It involves and requires advance interdisciplinary planning and coordination. The ICS identifies

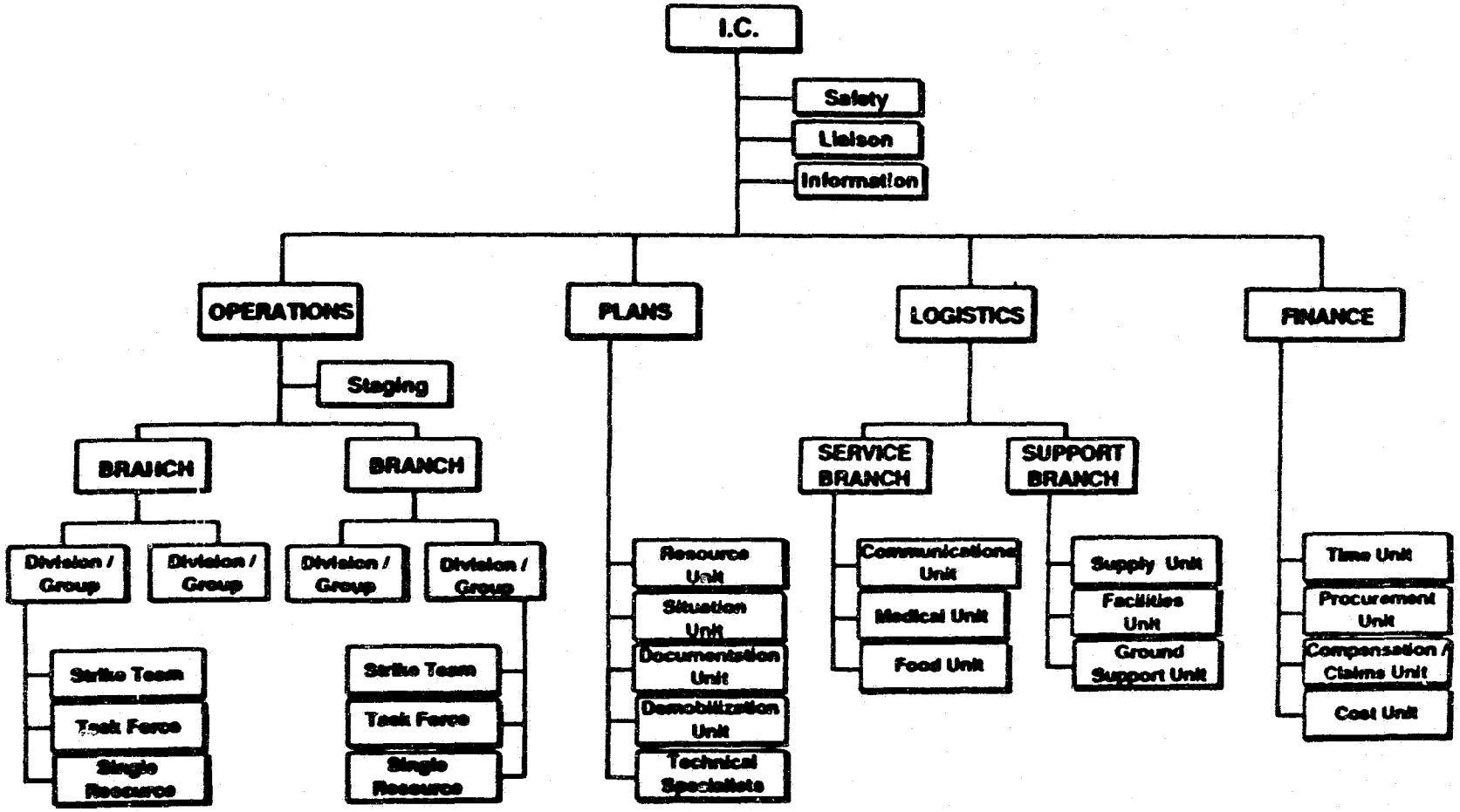
1. Specific functions to be performed at the scene of an incident,

2. Relationships among responders at the scene, and

3. Terminology, operating concepts, and an adaptable organizational structure.

The ICS forces deployed at the scene are supported by others not at the scene; when this support requirement becomes complex, activation of the community EOC is appropriate. The EOC manager should be kept informed of incidents that have the potential for escalation to disaster proportions so that EOC activation can be accomplished in a timely manner and to the degree required.

NFA MODEL INCIDENT COMMAND SYSTEM



Basic components of ICS

- Common terminology
  - Understandable to all disciplines
  - Used for organizational functions and resource identification
- Modular organization
  - Gives the Incident Commander (IC) a systematic method for expanding and contracting the ICS structure to meet incident requirements
- Integrated communications
- Provides multi-jurisdictional command via unified command
- Organizes activities through a consolidated action plan
- Manageable span of control
  - Specifies in advance a maximum and minimum number of subordinates for each supervisor (3-5)
  - Provides positive control in expansion/contraction of deployed forces to scene
  - Unity of command--response personnel report to only one supervisor
- Designated incident facilities
- Comprehensive Resource Management
  - Manages resources from central location

The ICS offers a systematic approach to organizing and managing resources at the scene of a disaster.

Adoption of ICS for emergency response is handled differently within each community or State, depending on

- State laws,
- Local ordinances,
- Department standard operating procedures,
- Emergency Operating Plans, and
- Informal agreements among all emergency management agencies.

The ICS is a proven and integral element of integrated emergency management. ICS offers a systematic approach to organizing and managing resources at the scene of an emergency incident.

EMERGENCY MANAGEMENT AND CONFLICT

THE INEVITABILITY OF CONFLICT

In any group, conflict is inevitable because people have varying perspectives and experience. The problems arise when someone denies the legitimacy of the other's perspective, or when there is no attempt to consolidate and use what each individual knows and sees as part of the solution.

For example, representatives of the chief executive's office and the building inspector's office have different jobs. A representative of the chief executive looks at the "big picture," which means accounting for the political side effects of decisions made and actions taken. The building inspector, on the other hand, wants to enforce codes and regulations--to the letter and without undue concern for potential political implications. A natural conflict could easily arise in this context, and the integrated emergency management system must find ways to handle conflicts of this nature productively.

Since conflict is natural, the goal of managers in emergency management, as in other groups, is not to eliminate conflict but rather to view it as essentially healthy if it is handled and resolved constructively. The emergency management team is enhanced by exploring differences because new ideas and new learning result. Usually, when conflict arises and is dealt with openly, people are stimulated to creativity, alternatives are considered, better ideas come forth, and a better course of action results.

NOTES

PAIRED ACTIVITY: HANDLING CONFLICT

Following are a series of questions applicable to conflict issues. The questions are deliberately open-ended and intended to promote creative thinking and discussion.

To complete this activity, you will be paired with another class member. You are to take turns responding to each question or statement. Allow a few minutes for each response, and then move on to the next question or statement.

Use the space provided to jot down notes for yourself about your response and the discussion you have with your partner.

You will have 20 minutes to work with your partner. Your instructor will call time. Then, you will have an opportunity to share some of your answers with the class.

1. Conflict is...

2. One of the distinguishing characteristics of conflict is that it usually has a *feeling* side as well as a *content* side. Sometimes the emotions generated in a conflict actually become more important than the issue that caused the conflict in the first place. The feelings we experience during and after conflict situations often influence the way we handle conflict. How would you describe your feelings during conflict situations? Are there "trigger" conditions that make these feelings more intense?

3. Assuming that conflict will be present as naturally in the emergency management arena as it is elsewhere, what good would you expect to come from it in this context?

4. In conflict situations, one or more people or groups are likely to have more power and possess greater authority than others. For example, the chief executive officer of the jurisdiction is likely to have more power and authority than someone working in an operational program in that locality. When you are in a situation in which *you* have more power than others who are involved, how are you inclined to handle situations in which others disagree with you?

5. When a person for whom you work (as an employee, committee, or task force member, for example) makes a decision or takes a course of action that in your opinion is ill-advised, unreasonable, or wrong, how do you handle the situation?

6. Individuals in emergency management frequently view issues and roles differently. When you find yourself disagreeing with others in your system on an issue of importance to the team, how do you handle it?

7. When you are working as a member of an emergency management team and a single member of the team refuses to "buy into" a decision or point of view accepted by the rest of the group, how do you try to solve the problem?

8. When you see a conflict brewing or a problem arising in a group, what actions do you normally take?

9. In emergency management, a great deal of activity involves cooperation among a number of groups that have a hand in implementing coordinated services. The greater the number of groups involved, the greater the potential for disagreement and conflict. How would you be inclined to handle conflict between your group and another with which you must work as a member of a comprehensive emergency management team?

10. Frequently a "turf" war among groups results in a deadlock with neither side able to accept the position of the other. In your opinion (based on your experience), what are the reasons for a group or organization failing to resolve conflicts with other groups through discussion and collaboration?

11. Identify your most prominent strengths in dealing with conflict, and demonstrate how these strengths might contribute to a more successful emergency program in your jurisdiction.

VIDEOTAPE PRESENTATION: RESOLVING CONFLICTS

Conflicts confront managers and supervisors daily, yet when called in as a third party in a conflict, managers may be unsure about what to do. The true-to-life vignettes in the videotape presentation *Resolving Conflicts* illustrate several conflict resolution strategies: avoidance, giving the conflict back to those involved, imposing a solution, compromise, and collaboration. While each is a valid strategy by itself, the key is to select the most appropriate strategy for the particular situation.

CARING: THE CORE OF CONFLICT

Conflict would not occur if two or more parties did not *care* about something--something they feel they cannot *get* or something they feel they cannot *give*. The simplest way to reduce conflict is to stop caring. But many times, especially in organizations, we are in situations where we must get from, and give to, those around us. One key skill for conflict resolution is to figure out what the parties in conflict really care about, and what all parties involved care about, as a starting point for resolution. With your partner, answer questions one and two. Then discuss a conflict you know of (preferably one in an emergency management context) with your partner. If time allows, each of you should have the opportunity to briefly discuss a sample conflict.

1. In the film, what did each of the following care about as individuals that led to their conflict?

   The tennis pros

   Jay cared about _____

   Howard cared about _____

   The publishing company department heads

   Sam cared about _____

   Jeri cared about _____

   The tenants in the apartment complex

   The "loud music" player cared about _____

   The other tenant cared about _____

2. In the film, what do you think these people *both* cared about?

   The tennis pros, Jay and Howard

   _____

   _____

   Sam and Jeri at the publishing company

   _____

   _____

   The two tenants in the apartment

   _____

   _____

3. APPLICATION TO YOUR WORLD

   RECALL a conflict situation you confronted.

   REFLECT--what do you believe the two parties cared about?

   Party A

   _____

   _____

Party B

What is something they *both* cared about?

ASSESS--how could that have been used as a starting point for conflict resolution?

WAYS OF HANDLING CONFLICT

Conflict itself is neither good nor bad--it just is. From the simplest forms of life to the most complex, differences appear to be built in as a necessary part of the fabric of life. As crucial as these differences are for providing new ideas and creating new possibilities, the differences (or conflict) can also lead to friction, threat, and negative outcomes. The key is how we understand and respond to the conflict situation.

Conflict is based on *caring*. Each of the parties involved in the difficulty desires something. Usually those involved are frustrated because they believe they need, or cannot *give*, something they believe they should be able to give. It is also necessary that the two be locked into some kind of interdependent relationship, where what one does affects the other.

Avoidance

This approach is simply to ignore the conflict or at least not put any attention into trying to do anything about it. In certain situations where the conflict is a trivial one, this might be appropriate. Where you are avoiding a conflict that involves others and you believe the parties are capable of resolving it themselves, this is quite a legitimate alternative. It has the *benefits* of increasing their feeling of responsibility and possibly their skills in resolving conflict, but carries the *risk* of the conflict not being resolved successfully within the desired timeframe, or even mushrooming so that it becomes a much larger issue that will take more skill and more time to resolve.

Giving It Back to Those Involved

This alternative differs from avoidance in that the parties involved are charged with determining a solution within a certain timeframe. This has the *benefits* of building the skills of the subordinates and the additional payoff of keeping the manager more actively involved in the conflict than he or she was while avoiding. Some of the *risks* are that the people involved may not be able to resolve the conflict. (If they could have, they might not be in the situation in the first place!) There are, however, many instances where the risks are slight and where those involved are competent to resolve it; in these circumstances giving it back is the most appropriate strategy. However, it is important to monitor the situation and not *assume* it has been successfully resolved.

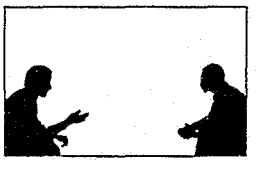
Imposing a Solution

In this alternative the manager listens to both parties and unilaterally decides on a solution, announces it to those involved, and makes sure they understand which solution has been chosen. This is an extremely effective strategy when a) time is short, b) when the manager determines that the two employees or groups should not decide the issue between themselves, or c) when the emergency program manager clearly knows what solution he or she wants. This may have to be used in disaster situations.

Compromise

In a compromise approach all parties think over their side of the issue and their critical needs, and then identify and accept the minimum they can live with to resolve the conflict. The primary goal is stopping the conflict, rather than a thorough working out of the issues in order to keep something like this from happening again. On the *positive* side, compromise can quickly resolve some conflicts without the expenditure of a lot of time or energy; for many types of conflict situations, it is the most appropriate strategy. On the *risk* side, however, compromise may stop this conflict situation but leave the door open for similar or even larger manifestations of the *basic conflict*, which has still not been discovered or resolved.

Collaboration



Here each side works hard stating their concerns, their goals, and their needs in the conflict situation, and then listens to the other party do the same, in an attempt to work through the conflict to a genuinely satisfactory outcome. In collaboration everyone involved wants to get to the root causes and the most basic issues precipitating the conflict so that an understanding can be arrived at by the two parties. By identifying concerns which each party needs to have addressed, the basis for a mutually satisfying solution can be constructed. Frequently, creative solutions are found that address the concerns of *both* parties. (This is less likely to occur when each side comes in with a hard "position" stating exactly what should be done to resolve the conflict.) The *benefits* of this are fairly obvious: the roots of conflict are usually identified and addressed; both parties usually have a high investment and commitment to the solution developed by some of the other alternative strategies. On the *minus side*, however, collaboration requires a great deal from those involved. Specifically, collaboration is based on the following:

- Awareness and acknowledgement by both parties that the conflict exists;
- Equal amounts of courage and willingness to take risks while discussing the situation;

- Balanced communications skills between the two parties;
- Commitment to both the relationship and to discovering a solution;
- Willingness to take enough time to do it right; and
- A commitment to an overriding common goal, concern, or need.

NOTES

CONFLICT--A POSITIVE FORCE

Significant decisions reached through an inadequate process of discussion that does not allow individuals to voice disagreements and to engage in significant conflict of ideas will be faulty. The Bay of Pigs invasion and the Watergate coverup were both results of decisionmaking processes that did not tolerate dissent or disagreement and which ultimately led to failure. If conflict can be stifled so easily at the national policy level, it is even more likely to be suppressed among other groups of decisionmakers at lower levels.

Dictionary definitions of conflict include the following: "disagreement... war, battle, collision, emotional tension...the opposition of persons...." The connotation here clearly is negative and does not account for the constructive and positive results that can be derived when conflict is handled effectively. Learning how to disagree productively is a critical skill for people in an integrated emergency management system.

For managers and others in the emergency network, reaching consensus on a solution to a shared problem is a major goal. Before a group can achieve consensus, however, the views of all members of the emergency management team should be heard and given fair consideration and critical evaluation. Conflict or disagreement is an innate and

essential part of this process, and occurs naturally when people *care* about an issue--as those on an emergency management team surely care about public safety and carrying out their own role as well as to protect the community. The very fact that the emergency management team is comprised of experts from throughout the organization makes different viewpoints regarding the "best" way to respond to a crisis or plan a program an inevitable part of the emergency management process.

It is important, then, for the emergency management team to build an atmosphere that is conducive to the expression of differing opinions, to rigorous scouting of evidence and implications, and to the thorough consideration of all possible alternative courses of action. An integrated emergency management system will encourage activities and processes that allow for disagreement in order to increase the chances of making improved choices, both in periods of stability and during crises. If the group charged with responsibility for integrated emergency management discourages this kind of activity, decisions made by the group are likely to be unwise or superficial.

OUTGROWTHS OF DISAGREEMENT

There are at least three noteworthy reasons for encouraging conflict in problem-solving discussions.

- By entertaining diverse ideas and perspectives, it is possible to gain a broadened understanding of the nature of the problem and its implications.
- By encouraging the expression of different ideas, a group potentially has more alternatives from which to select a solution.
- The excitement that comes from conflicting ideas stimulates healthy interaction and involvement with the group's task.

The first two reasons affect the group *product*--decisions. The third reason affects the group *process*.

A Broadened Understanding

In problem-solving discussions, the first objective is to agree on the problem or concern that prompted the meeting of the group. Although many people assume that this is a simple matter, it is a significant phase in the process of decisionmaking. Superficial attention to this first phase often leads to backtracking later or to conclusions based on an inaccurate assessment of the problem.

So, in the process of determining the problem, conflict and disagreement can be healthy. They will allow for differing perceptions and opinions, thereby resulting in a broadened perspective on the problem.

Increased Alternatives

A second reason for encouraging conflict in discussions--perhaps the most recognized and accepted rationale--is that, through disagreements, members can develop more possible solutions from which to make a final selection. Premature commitment to a solution without an adequate awareness or consideration of alternative possibilities is all too frequent. A group whose norm precludes disagreement is not likely to have an array of possible solutions from which to select. In this case, the group's decision or solution is not one that grows out of serious and open-minded deliberation, but rather is a careless gamble resulting from superficial discussion. One of the most important functions of disagreement is providing alternatives to a decision, and alternatives are necessary for anything other than rash decisionmaking. When a group does not have alternatives, it cannot make a reasoned decision. Instead, it simply ratifies the only idea that has been allowed to surface. Sound decisions grow out of earnest and reflective consideration of alternatives, which occurs only when disagreement and conflict are accepted as a constructive part of the discussion process.

Member Interaction and Involvement

The final reason for advocating conflict in discussions is that it serves to stimulate members' interest in the group and the shared problem. Conflict implies vigorous interaction over ideas. This, in turn, increases participants' involvement with the task and enhances the process of decisionmaking. A frequently cited value of discussion as a means of making decisions is that it allows for greater creativity in considering and solving problems. This, however, rests on the assumption that various opinions and values will be invited and *seriously considered* by all participants so that creative combinations of ideas may occur. Even a seemingly off-the-wall suggestion, creatively considered, could lead to a workable solution.

Healthy, noncombative disagreements provide a free and open atmosphere for discussion, thereby releasing members' creative energies for the good of the process. Conflict results in more creative thinking, greater member commitment to a decision, and a higher quality decision. Creativity seems to thrive on constructive conflict.

Thus, it should be clear that conflict is not to be avoided in discussions. On the contrary, it seems to be a positive force that can enhance both the process and the products of problem-solving discussion.

NOTES

DISRUPTIVE AND CONSTRUCTIVE CONFLICT

Despite the fact that conflict has some significant values for discussion, everyday experience shows that conflict can be dangerous. It can destroy a group, lead to stalemates rather than decisions, and cause major interpersonal hostilities. Whether conflict enhances or subverts discussion depends on how the conflict is managed. There are both ineffective and effective methods of dealing with it.

Disruptive Conflict

Disruptive conflict occurs when group members do not understand the value of conflict and do not have or do not use constructive means of channelling it into deliberations. In a disruptive situation, a competitive climate exists.

Members perceive the disagreement as a game in which someone will win and others must lose. There is no common goal and no sense of team spirit in which all ideas belong to all participants. "Getting my own way" is more important than finding the best understanding of and solution for the group's common problem.

In disruptive situations, members tend to employ such defense mechanisms as aggression, withdrawal, repression, or projection of blame onto others. Members also tend to become locked into their own viewpoints and are unwilling even to consider the possible value of others' ideas. Frequently in disruptive situations, members will resort to personal attacks instead of focusing their disagreement on the issues.

In this type of situation, there naturally are some undesirable effects. The group may form cliques or subgroups within itself. Members will be less likely to understand (or even try to understand) one another's motives and opinions because hostility and distrust are great. When disruptive conflict penetrates discussion, it may be impossible to reach any decision because the group becomes deadlocked, and no member is willing to shift his or her position. Even if the group does manage to reach a decision, members will seldom be satisfied with it. Disruptive conflict, then, is negative in its nature and its effects; it is the kind of conflict that should be avoided since it leads to nothing constructive.

Constructive Conflict

By contrast, *constructive* conflict--sometimes called *integrative* conflict because different viewpoints are integrated as a result of it--develops when members understand the utility of disagreement and have acquired methods of managing conflict effectively. In integrative situations, their team spirit is high and commitment to group goals is strong. Members assume that their disagreements stem from sincere involvement with the common problem and th by discussing differing ideas, they will eventually come to an agreement better than any one individual's initial suggestions. In integrative situations, members cooperate with one another. They tend to be supportive of others' ideas and

open to considering the merits of opinions different from their own. Disagreements are confined to the issues and do not involve personalities.

When healthy conflicts occur, group cohesion usually is increased because members have survived some "rough waters" and have emerged with a sound solution. They also have learned that they can trust one another to be fair and open-minded. Members usually are able to reach decisions of which they are proud. The cumulative result is a process, as well as a product, that satisfies the whole group. This type of conflict preserves healthy working relationships as well as improves final decisions.

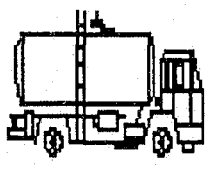
Conflict is a necessary and integral part of realistic and effective problem-solving discussion. It is the essence of sound decisionmaking because disagreement is the best vehicle for broadening perspectives, discovering alternatives, and stimulating creative interaction among members. The effects of disagreement, however, depend on how it is managed. Conflict can be disruptive or it can be constructive. When mismanaged, conflict can destroy a group's effectiveness. When handled well, it can greatly increase the quality of a group's work and make members feel proud of the work in their group.

Training in the nature of conflict and the methods of managing it is a pressing need for all people who participate in all-hazards emergency management. The negative associations of conflict must be dispelled and replaced with more realistic conceptions that make the legitimate distinction between constructive and disruptive conflict. When participants see that conflict can be a positive force in discussion, they are better prepared to adopt effective personal attitudes and behaviors in problem-solving situations.

Managing conflict involves the most appropriate strategy for the situation. The more successful a manager, the more constructive the conflict will become.

NOTES

INDIVIDUAL AND SMALL GROUP ACTIVITY: COORDINATION IN AN EMERGENCY



A case study depicting a disaster is presented on the following pages. The scenario is designed to allow you to consider some practical issues concerning coordination among individuals and organizations in a representative disaster situation.

Your task is to analyze the case study and respond to the questions following it. Some important information may be missing, as is often the case in real situations; other information may be extraneous. Given these circumstances, be as thorough as possible in your analysis and responses.

You will have 20 minutes to complete the individual portion of the activity. Then, small groups will have another 30 minutes to compare and contrast responses, identifying differences and commonalities among them. There is not, of course, a best approach; the approach selected reflects a point of view and interpretation of circumstances.

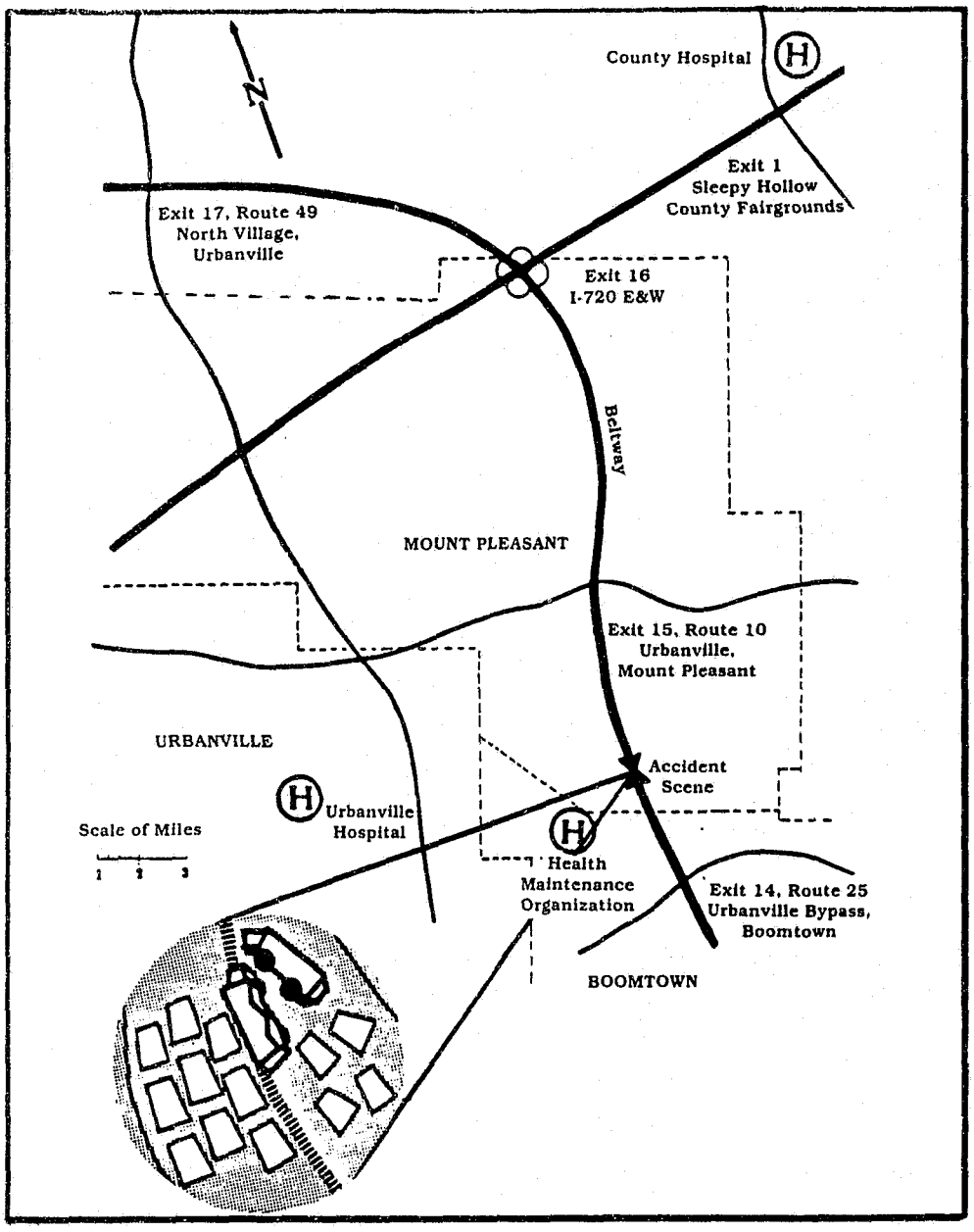
Traffic Accident Scenario

A serious traffic accident has occurred during rush hour on the beltway surrounding Urbanville. A large truck carrying toxic chemicals collided with a school bus loaded with children. The truck jackknifed and flipped over and is releasing this unknown chemical into the air; this contaminated air is shifting toward an adjacent residential area, aided by 20-30 K winds. Utility poles have been severed, resulting in widespread power disruptions in the city. The Emergency Operating Center has been activated.

Traffic is totally blocked on the outer loop of the beltway (two lanes northbound) on which the accident occurred and has backed up more than two miles. Traffic on the inner lanes (three lanes southbound) is snarled and moving slowly as people reduce speed to view the accident. Some volunteers are at the site, including a doctor, and a crowd of spectators has emerged from the residential area. Victims are receiving rudimentary first aid. Police should arrive within five minutes; they already have established CB radio contact with a motorist at the scene.

The accident site and residential area fall under the jurisdiction of Mt. Pleasant, a separate township bordering Urbanville. Both Urbanville and Mt. Pleasant are within Scenic County. The beltway is a State-maintained road, patrolled by State Police. All jurisdictions are served by Ace Energy Company, a privately owned electric and natural gas utility company.

Mt. Pleasant has separate police and fire departments but no large medical facilities. A privately-run Health Maintenance Organization, a ten-bed out-patient facility, is located one-and-a-half miles west in Boomtown. The Urbanville Hospital, with full ambulance services, is seven miles away from the Boomtown exit, through winding city streets. The County Hospital is 25 miles away, but access highways are good. County Hospital has one emergency helicopter. The Urbanville police also have one helicopter that can be used to transport three people at a time. However, the only place a helicopter can land is on the inner loop of the beltway.



DISCUSSION QUESTIONS

1. List all pertinent *facts* stated in the scenario.

2. Identify the action to be taken, by what agency, and the coordination requirements necessary for this situation.

ACTION	BY WHOM	COORDINATION REQUIREMENTS

3. Potential conflicts are inherent in situations like these; identify the most prominent sources of potential conflict in this situation and recommend steps or approaches to take in resolving or managing them productively.

SUMMARY OF UNIT III

To a great degree, the success of emergency management efforts depends upon smooth, effective interactions among the many members of the emergency team. The team is extremely diverse, encompassing a full range of personnel whose involvements and concerns with the emergency function may be full-time, temporary, mild, intense, or any combination of these. Each individual and organization in the system has a distinct point of view, a distinct set of priorities, and a distinct way of operating. Yet when emergency protection is at stake--whether mitigation, preparedness, response, or recovery--it is clear that the overall goal of ensuring community safety must take precedence over the interests of individuals and agencies.

This unit has emphasized issues that may arise in emergency system interactions and has presented ways of solving problems that could develop as a result of different concerns, experience, perspectives, responsibilities, and personalities. If the overall goal of community safety is, in fact, the key to the functioning of the emergency management system, then each member of the team must be expert at playing a cooperative, harmonious role that focuses on that goal. The lessons, films, and, particularly, the activity were designed to aid you in forming a backdrop against which you can examine the situation in your home community and assess your own role within that system. Understanding, based on knowledgeable examination and carried through to professional development, can be invaluable.

TAKE IT HOME

ELEMENTS OF TEAMWORK

The items listed below are some of the key elements in achieving group teamwork. Rate your home emergency management organization on each of the eight items by circling the appropriate number.

A. HOW CLEAR ARE THE GROUP GOALS?

1	2	3	4	5
No apparent goals	Goal confusion, uncertainty, or conflict	Average goal clarity	Goals mostly clear	Goals very clear

B. HOW MUCH TRUST AND OPENNESS EXIST IN THE GROUP?

1	2	3	4	5
Distrust and no openness	Litttle trust, some openness	Average trust and openness	Considerable trust and openness	Remarkable trust and openness

C. HOW MUCH EMPATHY DO GROUP MEMBERS HAVE FOR EACH OTHER?

1	2	3	4	5
No empathy	Little empathy	Average empathy	Considerable empathy	Remarkable empathy

D. HOW MUCH ATTENTION IS PAID TO PROCESS (THE WAY THE GROUP IS WORKING)?

1	2	3	4	5
No attention to process	Little attention to process	Some concern with group process	A fair amount of attention to process	Very concerned with process

E. HOW ARE GROUP LEADERSHIP NEEDS MET?

1	2	3	4	5
Not met, drifting	Leadership concentrated in one person	Some leadership sharing	Leadership functions distributed	Leadership needs met creatively

F. HOW ARE GROUP DECISIONS MADE?

1	2	3	4	5
Unable to reach decisions	Made by a few or by one person	By majority vote	Attempts at integrating minority vote	Full participation and tested consensus

G. HOW WELL ARE THE RESOURCES OF THE GROUP AS A WHOLE UTILIZED?

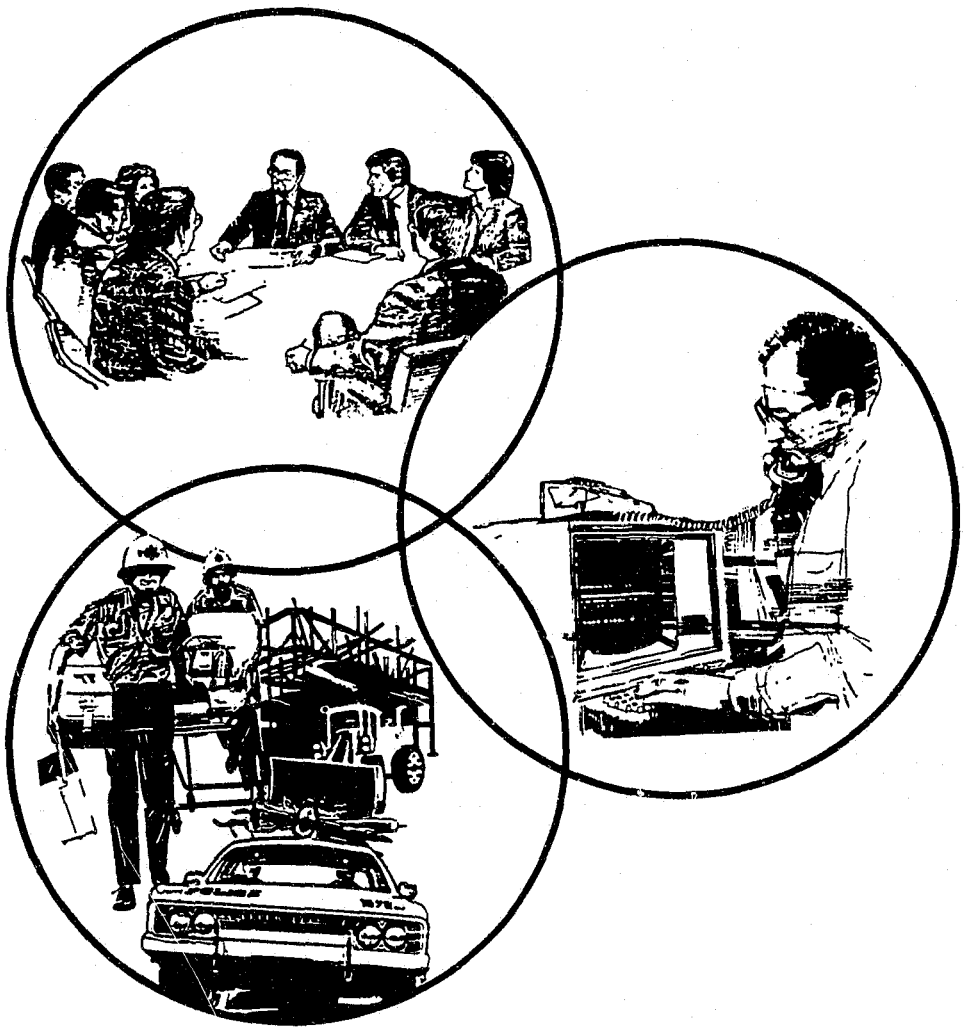
1	2	3	4	5
One or two contributed	Several tried to contribute but were discouraged	Average use of group resources	Group resources well used and encouraged	Group resources fully and effectively used

H. HOW MUCH DO MEMBERS FEEL THEY BELONG TO THE GROUP?

1	2	3	4	5
Members have no sense of belonging	Members not close but some friendly relations	About average sense of belonging	Warm sense of belonging	Strong sense of belonging among members

UNIT IV

Applying the Process



EMERGENCY MANAGEMENT INSTITUTE

NATIONAL EMERGENCY TRAINING CENTER

4 Unit IV

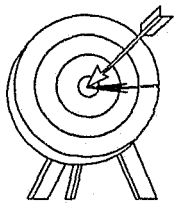
UNIT IV: APPLYING THE PROCESS

OVERVIEW

We have spent considerable time reviewing various aspects of all-hazards emergency management. In this unit, you will apply that information to your own community and position.

GOAL

The purpose of this unit is to help you apply the techniques of teambuilding to a simulation involving the four phases of emergency management, which will require analysis of the interaction among Federal, State, and local levels of government, as well as non-government agencies (non-profit organizations and businesses).



OBJECTIVES

At the end of this unit, you will be able to do the following:

- Define the relationships among local, State, and Federal agencies and non-government entities in the emergency management process; and
- Recognize activities that comprise the four phases of emergency management using an integrated approach.

SMALL GROUP ACTIVITY: EMERGENCY MANAGEMENT IN CRISIS-PRONE COUNTY

In this activity, you will have the opportunity to use various emergency management concepts presented throughout the course, and to practice the group interaction skills that were discussed in Unit III: The Team Approach to Emergency Management.

The class will be divided into several small groups, each a task force representing individuals within Crisis-Prone County. Members of each group will choose to take on one of nine available roles within the task force:

- A consultant specializing in emergency programs;
- A plant safety manager;
- A junior management analyst for the county executive;
- Local Public Health Official;
- An emergency program manager;
- Disaster Director for the Red Cross;
- Deputy Fire Chief;
- Law enforcement officer;
- Media person.

Not all roles will be used in any one group.

The challenge to each task force group is to develop an outline and presentation on integrated emergency management. The Task Force Member Worksheets (beginning on p. IV-4) will provide further details on the activity.

As assigned by your instructor, half of the task force groups will give their presentations on emergency management before the Crisis-Prone County commissioners at a public hearing. The other half of the task force groups will give their presentations on emergency management before business and industry leaders at a civic group meeting. Members of each task force will observe and make comments on how the groups worked together as teams.

The groups will be allotted one hour before the lunch break and 40 minutes after the lunch break to develop their outlines and presentations. In the afternoon, one or more spokespersons from each task group will have about ten minutes to present the group's outline to the rest of the class, which will act as commissioners or business and industry leaders. Each spokesperson will then have five minutes to describe the group process. How well did the group coordinate and merge its efforts to accomplish mutually acceptable work goals? Was there mutual trust, support, and respect for individual differences? Did the group use conflict as a positive force?

Remember, your contributions to the group are vital. Try to maintain the "role" you have chosen as you offer your comments so that a realistic variety of perspectives and concerns are represented. You do not need detailed knowledge of what a position involves to imagine and express the general perspective such a person might have, which is all this exercise requires.

As you work, your group may organize its task in any way it finds useful and comfortable. Each member of the group is expected to make a substantial contribution; however, the final product is to be a *group* product, representing a consensus of opinion rather than the work of one or two individuals.

You are encouraged to refer to the information contained throughout the Student Manual.

CRISIS-PRONE COUNTY
TASK FORCE MEMBER WORKSHEET

Report to Commissioners

The recent incident in which a response to a potentially serious train derailment was hampered by poor planning and coordination (II-8 and II-9)--resulting in intense public concern and a bright spotlight in the media, as well as serious concern on the part of agencies involved--has led the commissioners to set up a task force to review the local emergency management system and make recommendations for its improvement. They are concerned and expected to be receptive to the report, though the county is facing a budget crisis and they are probably worried about the costs associated with program improvement. The following information will help you further assess the county's current situation and the commissioners' expectations.

The Crisis-Prone County emergency service units provide medical services, communication systems, emergency transportation, public education and training, and other services. The Public Safety Administration (PSA), of which the emergency service units are a part, is governed by policies that are generally established by the county commissioners. However, emergency service programs frequently are funded by a variety of public programs and private agencies, and in light of this unique situation, PSA has allowed (and indeed encouraged) a great deal of independence among various emergency service groups within the county structure.

Crisis-Prone County is a prosperous community, which, because of employment opportunities and natural resources, has attracted people and industries of many diverse backgrounds. The county population now exceeds 650,000 and is growing steadily. Both air traffic and rail traffic to and through the county have increased significantly. Development of new industries in the community--especially the Wastenot Chemical Plant and the Crisis-Prone Nuclear Power Plant--in the last five years has brought a significant economic boost to the county. Growth and development in Crisis-Prone County have been extensive and rapid, to say the least.

But change and development of this magnitude also bring about some side effects that have to be factored into a thorough assessment of the county's position. One of the conclusions drawn by the commissioners in recent months is that the county's vulnerability to hazards and potential hazards has increased dramatically and in proportion to much of the development that has taken place in recent years. The commissioners have also decided that the emergency-related units within PSA are too loosely affiliated and must be drawn together into a more cohesive organization.

Therefore, the commissioners have called for and commissioned a task force of staff representatives from throughout the county and State government to make a review of the county's emergency services program. The commissioners are particularly intrigued by the concept of an integrated, all-hazards approach to emergency management. (Their interest was triggered by the availability of funds from the Federal government to support planning and implementation of all-hazards emergency management at the local level.) The concept of an all-hazards approach is new to the commissioners and the county, and the first order of business for the task force is to prepare a written outline of what an all-hazards integrated approach to emergency management is in generic terms, and what it means to the county. So, the basic questions of what, who, when, and how must be addressed in the outline.

The commissioners also want to know where the links are in an emergency management system: how the resource providers relate to the users, how different levels of government relate to one another, how the private sector interacts with the public sector, what sort of planning system is used to initiate a system of this nature, what staff retraining and public education and awareness issues might arise, and what technical material or facility needs are suggested.

Keep in mind that the commissioners are looking for an integrated and consolidated presentation in the form of a written outline and oral report. Because of their busy schedules, they have allotted 15 minutes for this presentation at their next regularly scheduled public meeting. So the task force must first devise a strategy for accomplishing its task that will ensure that all the important features of emergency management are covered--with the appropriate emphasis. You are committed to full and comprehensive coverage of your specific subject since it is critical to a complete understanding of emergency management.

TASK FORCE ROLES

NOTE *Each member of the group should chose one of the following roles and place his/her initials in the blank line at the left of each role.*

____ *Consultant Specializing in Emergency Management*

You have been designated as a member of this task force because of your interest and expertise in all phases of all-hazards emergency management. The contribution you can make to the deliberations and product of the group, therefore, primarily is in this area. You especially are concerned that this task force may work too much on theory. While you certainly may have input into other parts of the discussion and outline, you will assume responsibility for this specific information.

_____ *Safety Manager of the Wastenot Chemical Plant*

You represent local industry's point of view on the task force. The contribution you can make to the group's deliberations primarily is in this area. Wastenot, a manufacturing concern located near the main population center of Crisis-Prone County, is a major employer in the area and is concerned as a company with clear definitions of its own role in emergency management. You want to contribute to community safety--but not beyond your corporate capabilities to absorb that responsibility.

_____ *Junior Management Analyst for the County Executive (Jane or John Novice)*

You are particularly interested in the effect of this project on overall community services. Your background and expertise make you especially concerned that any action taken be aimed squarely at actual needs, be planned and organized logically, and have positive effects during crises and in routine county administration. You are the designated representative of the county executive and see this task force as an opportunity to show what you can offer the County as a new, bright, enthusiastic employee.

_____ *Local Public Health Official*

You are assigned to the task force to provide advice on development of Crisis-Prone county's emergency health services program. You would like to steer the county toward a realistic program, balancing its needs with available resources. Your experience allows you to suggest financial and technical assistance available at the State and the Federal level.

_____ *Emergency Program Manager*

You have been newly appointed as emergency program manager; the previous holder of this position resigned after the train derailment, telling the press that he had been hampered in his role by a lack of interest among the emergency management agencies and his own lack of influence and access to the chief executive. You see an opportunity for change and want to establish a framework in which your role is recognized so that you can operate effectively.

_____ *Disaster Director for the Red Cross*

As an experienced Red Cross representative, you have long been concerned about the lack of coordination in emergency planning in Crisis-Prone County. You are frustrated by the fact that no one communicated with you during the train derailment, and you heard about it through the media.

_____ *Deputy Fire Chief*

The fire department has been the focus of much adverse publicity since the train derailment. In the past, the department had done little to address liability issues or have formal agreements in place, and always have assumed "everyone would be glad to help." You are familiar with the incident command system, but currently have no formal understanding with other departments and agencies that states who is in charge under what circumstances. Your department is eager to make changes that will improve coordination.

_____ *Law Enforcement Officer*

During the recent disaster, confusion between the roles of the county law enforcement agency and the fire department was apparent. The police chief wants to remedy the confusion and is willing to support solid proposals that are not just "window dressing." While there is some tension between law enforcement and fire officials as a result of role confusion, they both are aware that they have a common goal.

_____ *Media Person*

You, as representative of the community's media (radio, TV, or newspaper--your choice), have been asked to be a part of this task force for two reasons. One, you will be able to keep the public informed of the progress of the task force, and, two, you are very interested in working with the county officials when a disaster occurs to help them inform the public. While things did not go smoothly between officials and the media during the recent emergency, you feel this problem can be solved.

CRISIS-PRONE COUNTY
TASK FORCE MEMBER WORKSHEET

Report to Civic Groups

The recent incident in which response to a potentially serious train derailment was hampered by poor planning and coordination (II-8 and II-9)--resulting in intense public concern and a bright media spotlight, as well as serious concern on the part of agencies involved--has led to much concern on the part of civic leaders. In addition to concern about the county's citizens, civic group leaders fear that negative perceptions may form about the county due to its lack of an integrated all-hazards approach to emergency management. Once formed, these perceptions could drive away citizens and businesses who had considered moving to the county.

Since the commissioners have called for and commissioned a task force of staff representatives from throughout the county and State government to make a review of the county's emergency services program, civic groups would like to receive this information. The following information will help you further assess the county situation and the civil groups' interests.

The Crisis-Prone County emergency service units provide medical services, communication systems, emergency transportation, public education and training, and other services. The Public Safety Administration (PSA), of which the emergency service units are a part, is governed by policies that are generally established by the county commissioners. However, emergency service programs frequently are funded by a variety of public programs and private agencies, and in light of this unique situation, PSA has allowed (and indeed encouraged) a great deal of independence among various emergency service groups within the county structure.

Crisis-Prone County is a prosperous community, which, because of employment opportunities and natural resources, has attracted people and industries of many diverse backgrounds. The county population now exceeds 650,000 and is growing steadily. Both air traffic and rail traffic to and through the county have increased significantly. Development of new industries in the community--especially the Wastenot Chemical Plant and the Crisis-Prone Nuclear Power Plant--in the last five years has brought a significant economic boost to the county. Growth and development in Crisis-Prone County have been extensive and rapid, to say the least.

Local business and industry officials, who head many of the county's civic groups, have always encouraged this growth. However, the local media has focused recently on potential hazards in the community, asking questions about citizen safety and the ability of the county's PSA to handle emergencies.

The concept of all-hazards emergency management is new to the county, and the first order of business for the task force is to prepare a written outline of what integrated, all-hazards emergency management is in generic terms, and what it means to the county. So, the basic questions of what, who, when, and how must be addressed in the outline.

The civic group leaders, influential members of the community who play significant roles in local decisionmaking, are eager to learn how this concept might address some potential problems in Crisis-Prone County. They especially want to know where the links are in an emergency management system: how the resource providers relate to the users, how different levels of government relate to one another, how non-profit groups like themselves and the businesses and industries they represent can interact with public sector agencies in a crisis, what sort of planning system is used to initiate a system of this nature, what staff retraining and public education and awareness issues might arise, and what technical material or facility needs are suggested.

Many of the civic groups' questions are similar to those the commissioners want answered. However, the business and industry leaders also want to know how they can contribute to a solution.

Keep in mind that the civic leaders are looking for an integrated and consolidated presentation in the form of a written outline and oral report. They have allotted 15 minutes for this presentation at a meeting scheduled for a review of problems and solutions relating to the derailment. So the task force must first devise a strategy for accomplishing its task that will ensure that all the important features of all-hazards integrated emergency management are covered--with the appropriate emphasis. You are committed to full and comprehensive coverage of your specific subject since it is critical to a full understanding of emergency management.

NOTES

COURSE SUMMARY

This course has provided you with a context within which to explore your understanding of the emergency protection system and your role in it. We have examined facts, ideas, and attitudes that affect emergency management, and we have worked together in formulating new conceptual approaches to your responsibilities for emergency management. Certainly, your role differs from the roles of other participants in this course, based on the individuality of communities, organizations, programs, and personalities. The personal action plan you have developed focuses on that individual role. But certain generalities can be drawn from our experiences in this course.

- All possible emergencies should be included in emergency management considerations. Each poses different problems, risks, and potential community impact. Nuclear attack is seen as a "worst case" disaster, preparation for which is enhanced by preparation for other hazards.

- Integrated emergency management includes planning for natural, technological, and war-related emergencies, including terrorism and civil disorders.

- The four phases--mitigation, preparedness, response, and recovery--are used to assist in conceptualizing various activities involved.

- No single organization can be responsible for all aspects of emergency management, so coordination is needed among different groups and individuals.

- All potential actors within the system are included, from the Federal government to the private citizen, and their roles and responsibilities vary greatly.

- All actors must work within the framework of the integrated emergency management system toward common goals to ensure coordinated activities.

- You must be aware of how you and your organization fit into the emergency management system in order to function effectively and harmoniously within it.

These facts make integrated emergency management a complex process, composed of many parts working together for a common purpose--to minimize casualties and damage from all types of emergencies, and to assist in returning community and human systems to normal as quickly and efficiently as possible through the cooperative application of available resources to all kinds of emergencies. This objective determines the functional structure of the integrated emergency management system.

APPENDIX A

GLOSSARY OF TERMS AND ACRONYMS

Appendix A

GLOSSARY OF TERMS AND ACRONYMS

ARC	American Red Cross
ARM	Aerial Radiological Monitoring supplements ground monitoring for detection of radiation following a nuclear attack. This is a State responsibility to develop this capability.
CAP	Civil Air Patrol is a volunteer civilian Air Force group responsible for search and rescue, aerial radiological monitoring, and other activities as requested by the State.
CCA	Comprehensive Cooperative Agreement is a vehicle for FEMA to provide funding to the States.
CD	Civil Defense means all those activities and measures designed or undertaken (1) to minimize the effects upon the civilian population caused or which would be caused by an attack upon the United States or by a natural disaster, (2) to deal with the immediate emergency conditions which would be created by any such attack or natural disaster, and (3) to effectuate emergency repairs to, or the emergency restoration of, vital utilities and facilities destroyed or damaged by any such attack or natural disaster.
CEM	Comprehensive Emergency Management offers a framework for organizing and managing emergency protection efforts. There are four phases--mitigation, preparedness, response, and recovery--in the all-hazards approach.
CERCLA	Comprehensive Environmental Response Compensation, and Liability Act of 1980--"Superfund" Act.
CFR	Code of Federal Regulations
COE	U.S. Army Corps of Engineers
CPG	Civil Preparedness Guides are FEMA publications that provide guidance in Civil Preparedness Emergency Management programs and activities.

CSP	Community Shelter Plans provide locals with guidance on how, where, and when to shelter the population in the event of a national emergency (They are now referred to as an In-Place Shelter Plan).
DAC	Disaster Application Center is a one-step center for disaster victims to apply for assistance from many various State and Federal agencies, as well as private groups.
DAP	Disaster Assistance Program is provided by the Federal government following a declared emergency/disaster. They are too numerous to list here, but can be found in many publications.
DCPA	Defense Civil Preparedness Agency was the predecessor agency to FEMA.
DFO	Disaster Field Office is an administrative office established at the scene of a presidentially declared disaster.
DISASTER	A dangerous event that causes significant human and economic loss and demands a crisis response beyond the scope of any single agency or service, such as the fire department or police. In legal terms, a disaster requires resources beyond those available locally.
DOD	Department of Defense (U.S.)
DOE	Department of Energy (U.S.) provides technical assistance, equipment, and personnel to State government in the event of a major Radiological Emergency.
DOT	Department of Transportation (U.S.)
DPI	Disaster Preparedness Improvement is a grant provided by FEMA to the States to maintain their natural disaster plan.
DSC	Disaster Service Center is a facility in which disaster victims can obtain further assistance with their application preparation by meeting with a representative from IFG.
EBS	Emergency Broadcast System is a communication and warning system set up by the Federal government in order for emergency messages to be broadcast via radio and TV stations.

EMA	Emergency Management Assistance is a federally funded State administered program for the State and local emergency management agencies. It is a 50% reimbursement funding mechanism for personnel and administrative expenses.
EMERGENCY	A dangerous event similar to a disaster, but which can be controlled within the scope of local resources.
EMERGENCY MANAGEMENT	Organized analysis, planning, decisionmaking, and assignment of available resources to mitigate, prepare for, respond to, and recover from the effects of all hazards.
EMI	Emergency Management Institute is part of NETC, where emergency program managers, their staff, and other emergency management personnel can attend resident courses in emergency management. It is located in Emmitsburg, Maryland.
EMP	Electromagnetic Pulse is an effect caused by lightning or nuclear burst that adversely affects radio and computer functions.
EMT	Emergency Management Training is provided by SEMA, funded by FEMA, for State and local government personnel.
EMT	Emergency Medical Technician
EP	Earthquake Protection
EPA	Environmental Protection Agency (U.S.)
EMERGENCY PROGRAM MANAGER	The individual who has day-to-day responsibility for coordinating all aspects of a jurisdiction's mitigation, preparedness, response, and recovery capabilities.
EOC	Emergency Operating Center is a centralized location where direction and control information collection is evaluated and displayed, where coordination among response agencies takes place, and resources are managed. It also is a Federally funded, State administered program for State and local subdivisions. It provides 50% reimbursement funds to develop EOCs to the minimum Federal standards.
EOP	Executive Office of President or Emergency Operation Plan
EOS	Emergency Operation Simulation is an activity designed to test or evaluate the capability of an individual function; it is centered in an EOC and simulates outside activity and resources; it also is referred to as a functional tabletop exercise.

EMERGENCY SUPPORT SERVICES	The departments of local government that have the capability to respond to emergencies twenty-four hours a day.
FCO	Federal Coordinating Officer is a person in charge of coordinating all Federal agencies and their programs at the DFO (Disaster Field Office). It is usually someone appointed by the President in the affected region.
FCRM	Fundamentals Course for Radiological Monitors, 12 hours.
FCRO	Fundamentals Course for Radiological Officers, 30 hours.
FCRRT	Fundamentals Course for Radiological Response Teams, 31 hours.
FEMA	Federal Emergency Management Agency is an agency that consolidated emergency agencies and functions into one organization in 1979. It provides technical advice, funding, and program management for State and local emergency management agencies.
FIA	Federal Insurance Administration, the component of FEMA that administers the National Flood Inssurance Program (NFIP).
FPF	Fallout Protection Factor is a numerical factor (ratio) of gamma radiation exposure at an unprotected location to exposure at a protected location. It is a calculated value suitable as an indicator of relative protection.
FS	Facility Survey is a program provided by SEMA, funded by FEMA, to survey buildings for use as all-hazard shelters.
GAR	Governors' Authorized Representative
HAZARD	A dangerous event or circumstance that may or may not lead to an emergency or disaster.
HAZARD IDENTIFICATION	A review of hazards, and of locations and conditions associated with hazards in a particular area.
HAZARD PROBABILITY	The estimated likelihood that a hazard will occur in a particular area.
HAZMAT	Hazardous Material

HC	Host County is a county that has been chosen as a "host" for the evacuated populations of risk counties.
HICA	Hazard Identification-Capability Assessment are the first steps of the IEMS process.
IA	Individual Assistance
IEMS	Integrated Emergency Management System is the application of the CEM concept. It refers to the program which integrates or incorporates all available resources for the full range of hazards and the full range of functions related to the four phases of emergency management.
IFGP	Individual Family Grant Program is administered by SEMA and the Department of Social Services to provide relief assistance to disaster victims following a presidentially declared disaster. An individual or family can receive up to $5,000 as a grant.
IMA	Individual Mobilization Augmentee is a program offered to State and local governments where a military reservist is assigned to the emergency management agency to assist in whatever task needs to be done. This individual will earn points toward retirement.
JPIC	Joint Public Information Center is a centralized facility to coordinate briefings to the news media by representatives of key response organizations in a disaster or emergency.
LEOP	Local Emergency Operation Plan
LEPC	Local Emergency Planning Committee
MYDP	Multi-Year Development Plan is a plan that estimates levels of assistance outlined to improve capabilities identified in the capabilities assessment. This is the last step of the IEMS process.
NAWAS	National Warning System is a land line (hard wire) network for transmitting and receiving emergency information to Federal, State, and local agencies who have NAWAS drops (phone). It was designed specifically for warning in the event of national emergency; now it is used in transmitting and receiving other emergency information such as severe weather.
NEMA	National Emergency Management Association is a national association of State Emergency Management Directors.

NETC	National Emergency Training Center is located in Emmitsburg, Maryland, and houses the Emergency Management Institute and the National Fire Academy.
NFA	National Fire Academy is located at the NETC and is a part of FEMA. The academy designs courses primarily for fire service personnel, offering some as part of its resident program, and also has a field training program.
NFIP	National Flood Insurance Program includes flood insurance and floodplain management programs administered by FEMA.
NFS	National Facility Survey data is used by population protection planners to identify possible fallout shelters and determine spaces available for fallout protection for citizens and relocatees in the event of nuclear attack.
NGA	National Governors' Association is an association of State governors who assist FEMA in identifying laws and regulations relating to natural, technological, peace-time, or attack emergencies. This association initiated the CEM concept, which was accepted by FEMA in 1979 as policy.
NOAA	National Oceanic and Atmospheric Administration administers scientific and research programs related to oceans and atmospheric conditions, specifically related to climatology and weather phenomena.
NRC	Nuclear Regulatory Commission is a Federal agency that regulates and enforces peacetime nuclear laws, materials, and power plants, etc.
NRT	National Response Team
NWS	National Weather Service is an agency that provides population information regarding weather phenomena, especially in the area of forecasting.
PA	Public Assistance is a program administered by SEMA to provide partial funding for damaged publicly owned facilities during a presidentially declared disaster.
PAO	Public Assistance Officer is a SEMA staff member responsible for administration of the Public Assistance Program.
PDS	Professional Development Series is a series of training courses to develop professional skills in emergency management.

PPP	Population Protection Planning is a functional approach to emergency plan development based on two options for population protection--evacuation and shelter in accordance with the IEMS concept.
RADEF	Radiological Defense is an organized effort, through warning, detection, and preventive and remedial measures, to minimize the effect of nuclear radiation from fallout on people and resources. It also is known as the Radiological Protection Program (RPP).
RC	Risk County a county considered at "Risk" due to its military, industrial, governmental significance in a nuclear attack scenario. Based on Nuclear Attack Planning Base, 1990 FEMA publication (NAPB-90).
RCO	Regional Coordinating Office, located in Kansas City, Missouri, is a liaison between States and Federal government.
RD	Regional Directors
REP	Radiological Emergency Preparedness is a program to provide protection for the public from effects of a radiation release from a commercial nuclear power plant and other peacetime-related incidents.
RESOURCE INVENTORY	An analysis of the resources a community can call upon in the event of an emergency.
RI/M&C	Radiological Instrumentation/Maintenance & Calibration is a program that provides for the calibration and repair of all civil defense radiological monitoring instruments in the State.
RISK	The estimated probability that damage will occur to life, property, or the environment if a specified dangerous event occurs.
RM	Radiological Monitor is a person who can operate the CD radiation detection instruments and report results of radiation levels from peacetime or attack emergency to the RDO.
RMIC	Radiological Monitor Instructor Guide, 24 hours.
RO	Radiological Officer is a person responsible for establishing and administering a RADEF system at the State and local levels.

RPP	Radiological Protection Program is a program of planning and organization designed to mitigate radiation exposures to the public, and provide emergency warning from any type of Radiological emergency, including nuclear attack. It encompasses the RADEF program.
RRT	Radiological Response Team
SA	Salvation Army
SARA	Superfund Amendment Reauthorization Act (Title III)
SBA	Small Business Administration (U.S.)
SC	Service Center is a facility in which disaster victims can obtain further assistance with their application preparation by meeting with a representative from IFG.
SCO	State Coordinating Officer is a person appointed by the Governor, usually the Director of SEMA, to act as coordinating person for all State agencies in disaster relief operations.
SEO	State Emergency Office
SEOP	State Emergency Operation Plan
SERC	State Emergency Response Committee
SM	Shelter Manager is a person trained in management skills in order to effectively "manage" a shelter during emergency and disaster situations.
SOP	Standard Operating Procedures
SSO	Shelter System Officer is a person on the local level who establishes and maintains a shelter system and provides training to Shelter Managers.
USFA	United States Fire Administration administers the Federal fire prevention program in coordination with State and local governments; it is now under the auspices of FEMA.
VOAD	Volunteer Organizations Active in Disaster foster more effective service, through mitigation and response, for the benefit of people affected (imperiled or impacted) by a disaster.

VULNERABILITY The susceptibility of life, property, or the environment if a specified dangerous event occurs.

VULNERABILITY ANALYSIS An examination of the degree to which populations, structures, and land areas are vulnerable to hazards.

APPENDIX B

SELECTED BIBLIOGRAPHY

Appendix B

SELECTED BIBLIOGRAPHY

Association of Bay Area Governments. *Hazards Evaluation for Disaster Preparedness Planning*. Berkeley: ABAG, 1975.

Auf der Heide, Erik. *Disaster Response: Principles of Preparation and Coordination.* St. Louis: The C.V. Mosby Company, 1989.

Baisden, Barbara, and Quarantelli, E.L. *The Recovery Period in U.S. Disasters: Problems and Opportunities*. Columbus: Disaster Research Center, 1979.

Beckett, John A. *Management Dynamics: A New Synthesis*. New York: McGraw-Hill Book Company, 1971.

Brownlette, John R. *The Department of Public Works: A Community Emergency Organization*. Columbus: Disaster Research Center, 1968.

Dynes, Russell R., and Quarantelli, E.L. *Different Types of Organizations in Disaster Responses and Their Operational Problems*. Columbus: Disaster Research Center, 1977.

Federal Civil Defense Act of 1950 as Amended, FEMA-163, April 1989, Washington, D.C.

Federal Emergency Management Agency. *Civil Defense Systems, Programs, and Policies*. Washington, D.C.: FEMA, January 1989.

_____. *Disaster Planning Guide*. Washington, D.C.: FEMA, July 1981.

_____. *Disaster Operations-A Handbook for Local Governments*. CPG 1-6, Washington, D.C.: FEMA, 1981.

_____. *Emergency Communications*. CPG 1-18, Washington, D.C.: FEMA, 1977.

_____. *Emergency Management USA*. HS-2, Washington: FEMA, 1981.

_____. *Guide for Development of State and Local Emergency Operations Plans (EOPs)* and *Guide for the Review of State and Local EOPs*. CPG 1-8 and 8A, Washington, D.C.: FEMA, 1985.

_____. *Objectives for Local Emergency Management*. CPG 1-5, Washington, D.C.: FEMA, 1984.

Fordyce, H. C., and Weil, R. *Managing with People*. Reading, Mass: Addison-Wesley, 1971.

International City Management Association. *The Local Government Emergency Handbook Series.* Unpublished.

Kennedy, Will C. *The Police Department in Disaster Operations.* Columbus: Disaster Research Center, 1969.

Mulford, Charles, and Klonglan, Gerald E. "Creating Coordination Among Organizations." (slide-tape script). Ames: Iowa State University, 1979.

National Association of Counties. *Comprehensive Emergency Management: A Guide for County Officials.* Washington, D.C.: NACoR, 1982.

National Governors' Association. *Analyzing State Emergency Authorities: A Guide for State CEM Directors.* Washington, D.C.: National Governors' Association, 1982.

_____. *An Approach to Hazards Analysis in CEM.* Draft. Washington, D.C.: National Governors' Association, 1982.

_____. *Comprehensive Emergency Management: A Governor's Guide.* Washington, D.C.: National Governors' Association, May 1979.

_____. *Comprehensive Emergency Management: A Review Leader's Guide.* Washington, D.C.: National Governors' Association, March 1981.

_____. *Comprehensive Emergency Management Bulletin No. 2, Hazards Analysis--Where Do We Go from Here.* Washington, D.C.: National Governors' Association, 1982.

_____. *Federal Emergency Authorities: Abstracts.* Washington, D.C.: National Governors' Association, May 1979.

_____. *1978 Emergency Preparedness Project: Final Report.* Washington, D.C.: National Governors' Association, 1979.

Pedlar, M., and Burgoyne, J. *A Manager's Guide to Self-Development.* New York: McGraw-Hill, 1978.

Poister, T. H. *Public Program Analysis: Applied Research Methods.* Baltimore: University Park Press, 1978.

Quarantelli, E. L., ed. *Disasters: Theory and Research.* London: Sage Publications Ltd., 1978.

_____. *Draft Outline of a Report on Implementing Community Disaster Planning.* Columbus: Disaster Research Center, 1978.

_____. *Real and Mythological Problems in Community Disasters.* Columbus: Disaster Research Center, 1981.

_____. *Uses and Problems of Local EOCs in Disasters.* Paper No. 53. Ohio State University: Disaster Research Center, 1978.

_____, et. al. *Disaster Preparation Planning.* Columbus: Disaster Research Center, 1979.

Research Alternatives, Incorporated. *Comprehensive Emergency Management, Unit 1.* Rockville: Research Alternatives, Incorporated, 1981.

United States Office of Personnel Management, *Assessing Changes in Job Behavior Due to Training: A Guide to the Participant Action Plan Approach.* Washington: Government Printing Office, 1980.

Warheit, George, and Dynes, Russell R. *The Functioning of Established Organizations in Community Disasters.* Columbus Disaster Research Center, 1968.

Weller, Jack M. *Organizational Innovation in Anticipation of Crisis.* Columbus: Disaster Research Center, 1974.

White, Gilbert F., and Haas, J. Eugene. *Assessment of Research on Natural Hazards.* Cambridge, Mass: MIT Press, 1975.

Wright, Joseph E. *Interorganizational Systems and Networks in Mass Casualty Situations.* Columbus: Disaster Research Center, 1976.

Yamamoto, Yasumasa. *An Inductive Theory of Organizational Coordination in Crises.* Columbus: Disaster Research Center, 1981.

APPENDIX C

RECOMMENDED READINGS

Appendix C Contents

- Selected Federal Laws Pertaining to Emergency Management
- FEMA Emergency Preparedness and Mobilization Civil Preparedness Guides
- Accessing Disaster Assistance Programs
- Disaster Services Regulations and Procedures of the American Red Cross
- National Voluntary Organizations Active in Disasters

As stated in the text, virtually every agency of the Federal government has regulatory or assistance authority touching on emergency management. The following summary provides a brief overview of the basic provisions of key legislation in this field.

SELECTED FEDERAL LAWS PERTAINING TO EMERGENCY MANAGEMENT

Basic Legislation

The Federal Civil Defense Act of 1950 states that it is U.S. policy to provide a system of civil defense to protect life and property in the United States from attack. While the original legislation dealt only with attack-related civil preparedness and did not address other disasters, amendments to the act of 1980 and 1981 added other disasters (both natural and technological) and provided for dual use of funds for both non-attack and attack preparedness whenever the non-attack application is "consistent with, contributes to, and does not detract from," attack preparedness. In 1987, President Reagan further guided the future of the civil defense program with the National Security Decision Directive #259. The key points of the directive state that it is U.S. policy to include civil defense in our overall national security posture, that civil defense will continue to support all-hazard emergency management, and that responsibility for civil defense is shared by Federal, State, and local governments. Program objectives include protection of business and industry information, voluntary citizen participation, plans to sustain survivors, and gradual mobilization and surge capabilities. Civil defense is an element in the all-hazard preparedness framework.

The Disaster Relief Act of 1974 provides for the mobilization of Federal resources upon the Presidential declaration of a "major disaster" and "emergency" as defined in the law. This piece of legislation is of central importance to emergency managers because it represents the core of Federal disaster assistance.

Hazardous Materials

The Disaster Relief Act authorizes the President to provide Federal assistance, emergency support, teams of Federal personnel, and emergency assistance to save lives and protect property upon declaration of a major disaster or emergency. The full resources of the Federal government would become available under certain circumstances.

The Disaster Relief Act applies to both natural and technological catastrophes, which may be interpreted to include hazardous materials accidents. In addition, the **Transportation Safety Act** authorizes the Secretary of Transportation to issue regulations for the safe transport and handling of hazardous materials, and to enforce penalties and/or specific relief upon violation of these regulations. The **Federal Hazardous Substances Act** authorizes the Secretary of Health, Education and Welfare (now Health and Human Services) to issue regulations for declaring a substance hazardous, which, in turn, prohibits the substance from unrestrained interstate commerce. The Environmental Protection Agency is authorized by the **Toxic Substances Control Act** to

test and regulate toxic and hazardous substances and mixtures traveling in interstate commerce, develop research programs, inspect suspect materials, and provide penalties; the **Solid Waste Disposal Act** provides similar authorities (identification, testing, inspection, regulations/standards, enforcement, and assistance to states) for issues relating to hazardous waste management program administration.

The National Oil and Hazardous Substance Pollution Contingency Plan (NCP) provides for Federal assistance in developing and evaluating contingency plans to prevent pollution by oil and hazardous substances. It also provides for a National Response Team formed by representatives of 14 agencies to assist States in the event of a major chemical emergency.

The Comprehensive Emergency Response, Compensation, and Liability Act, known as CERCLA, was passed by Congress in 1980. The bill's purpose was to fund cleanups and emergency response actions for some of the worst inactive or "orphaned" hazardous waste sites scattered across the country. A billion dollar revolving trust fund--financed primarily by a tax on certain chemical and petroleum products--was created to pay for Federal and State response actions when hazardous substances pose an existing or potential threat to human health or the environment.

In 1986, this bill was revised and expanded in the **Superfund Amendments and Reauthorization Act of 1986** (SARA). The third part of SARA, Title III, is known as the **Emergency Planning and Community Right-to-Know Act** of 1986. This portion of the legislation makes over three hundred "extremely hazardous substances" subject to routine and detailed reporting to designated local, State, and Federal government agencies. It also requires local planning committees to use this information (and other data on local hazards) to create effective plans for hazardous materials emergencies.

Transportation Accidents

The **Independent Safety Board Act** of 1974 established the National Transportation Safety Board. This is the body charged to investigate aircraft, highway, railroad, pipeline, and marine accidents.

In addition to FEMA's role, through the Disaster Relief Act, in giving assistance for the repair and restoration of streets, roads, and highways that have been damaged or destroyed by a major disaster, the **Federal-Aid Highway Act** (passed in 1958 and amended in 1976) provides emergency relief funds to repair Federal system highways (including interstate, forest, and park roads, trails, and parkways) that have suffered damage as a result of national disasters and catastrophic failures. Provision also is made for the repair and reconstruction of bridges. This program is under the purview of the Department of Transportation (DOT). DOT also oversees the **Ports and Waterways Safety Act** of 1972 that provides for regulations and requirements for vessels, bridges, and structures on or in navigable waterways.

The **Federal Aviation Act** of 1958 promotes air transportation security and authorizes the Federal Aviation Administration (FAA) to provide assistance to airport personnel in planning for emergency situations.

Forest Protection

The **Cooperative Forestry Assistance Act**, implemented in 1979, provides direct authority to the Department of Agriculture (USDA) for Forest Service programs and rural forestry assistance, forestry incentives, insect and disease control, urban forestry assistance, rural fire prevention and protection, and assistance to States for improving the protection and management of non-Federal forest lands.

Water Emergencies and Environmental Protection

Complementing FEMA's Federal Insurance Administration (FIA) programs, the Department of the Army Corps of Engineers administers the **Beach Erosion Act**, which provides assistance to states to prevent damage to shores and to restore beaches. The **River and Harbor Improvement Acts** authorize funds to the Corps of Engineers to remove snags and debris from navigable waters and to aid in general navigation and flood control. Other **flood control acts** authorize the Corps to pursue many flood control programs.

Maritime and inland **search and rescue** assistance is provided through various authorities by the U.S. Coast Guard, the Civil Air Patrol, and the U.S. Air Force. In addition, the Departments of Transportation, Defense, and Interior, the Federal Communications Commission, and the National Aeronautics and Space Administration, by interagency cooperative agreement, coordinate issues and activities relating to search and rescue in an emergency.

Other authorities, primarily of the EPA, include the **Federal Water Pollution Control Act** which provides for the reporting of and response to maritime disaster discharges of oil or hazardous substances that create a substantial threat of pollution hazard to public health and welfare. The **Maritime Protection, Research and Sanctuaries Act** and the U.S. Coast Guard **Intervention on the High Seas Act** are parallel.

Related programs are authorized under the **Safe Water Drinking Act**, the **Clean Air Act**, and the **Small Business Administration Act**, allowing loans for air and water pollution control programs.

Energy and Nuclear Emergencies

Under the Disaster Relief Act, a Presidential declaration of emergency or major disaster can be issued when winter storms or other events cause energy emergencies. Various basic statutory authorities of the Department of Energy (DOE), which activate its programs and policies, are applicable to such emergencies, including the **Energy Conservation and Production Act** and the **Emergency Natural Gas Act.**

Nuclear materials management authorities relate closely to energy authorities. With the energy agency reorganizations of the 1970s, the Nuclear Regulatory Commission (NRC) was established and delineated with its regulatory, licensing, inspection, enforcement, and research authorities. Both the NRC and DOE are charged to maintain liaison with the States on nuclear health and safety issues, both in terms of nuclear attack and in relation to other nuclear energy accidents.

Disaster Services

Supplementing Presidential authority under the Disaster Relief Act to provide emergency housing assistance and repair/restoration funds for homes after an emergency, the Department of Housing and Urban Development (HUD) has its own statutory authority to provide programs to assist disaster victims. HUD's enabling legislation authorizes the HUD Secretary to support the Disaster Relief Act through a special fund. The **National Housing Act** provides for mortgage insurance under certain financial conditions when housing has been destroyed by a major disaster. The **Housing Act** of 1949 and the **National Insurance Development Program** offer assistance to urban areas affected by riot, civil disorder, or other emergency. HUD also assists State and local governments in comprehensive planning for urban and rural developments (**Housing Act** of 1954, as amended) and can refinance or suspend payments on loans in cases involving a major disaster.

The **Emergency Medical Services Act** provides for delivery of health care under emergency conditions, including financial aid for feasibility studies, planning, facilities, medical control, transportation, and communications. The **Public Health Service Act** authorizes the Secretary of Health and Human Services (formerly, Health, Education and Welfare) to develop plans vis-a-vis the states for public health service facilities and medical care in emergencies.

The **Food and Agriculture Act** of 1977 authorizes the USDA to establish reserve inventories of food commodities for emergencies or disasters declared by the President, Congress, or Secretary of Agriculture. Other various USDA authorities provide assistance through **emergency mass feeding** programs (food stamps), crop insurance, and emergency loans for a range of emergencies and disasters, including drought and flood. Many of these programs supplement the Disaster Relief Act.

The Departments of Education (ED) and Housing and Urban Development (HUD) offer a range of assistance programs and regulations relating to **school facilities** (elementary, secondary, and higher education) suffering damage as a result of a disaster or emergency.

Provisions of general military law, plus authorities of the Federal Bureau of Investigation (FBI) within the Department of Treasury, focus on various issues of **terrorism, civil disturbance, law enforcement, crime control, firearms control,** and related issues.

The **Small Business Act**, which has been extensively amended throughout its existence in response to certain emergency experiences, provides for a wide variety of loans for businesses that suffer emergencies or major disasters.

A wide range of other agencies are authorized through various acts, orders, and regulations to carry out specified responsibilities in emergency and disaster situations. These include the Bureau of Indian Affairs, National Weather Service, Postal Service, Internal Revenue Service, and the Federal Communications Commission, to name just a few.

CIVIL PREPAREDNESS GUIDE--SERIES ONE

CPGs are a means through which current policy, criteria, standards, and procedures are issued to State and local governments, Emergency Management officials, and others assigned emergency responsibilities.

CPG-1 series will be used to transmit policy, program and procedural guidance, and standards consistent with Public Laws, Executive Orders, and Regulations. Issuances in this series will be broadly distributed using as a minimum FEMA Distribution List Number Four.

NUMBER	DATE	TITLE/DESCRIPTION
CPG 1-3	June 1987	*CCA General Program Guidelines* This guide is designed to help State and local governments take advantage of selected assistance provided under the Federal Civil Defense Act of 1950, as amended, in order to develop, maintain, and improve their emergency operating capabilities. This handbook includes definitions, descriptions, standards, and procedures.
CPG 1-5	July 1984 (New edition in progress)	*Objectives for Local Emergency Management* This guide assists local Emergency Program Managers and their staffs in developing and maintaining a comprehensive and integrated emergency management program. The objectives set forth suggest actions local governments should undertake in relation to the specific hazards that potentially face their jurisdictions. These objectives indicate what activities should be pursued but do not provide the specifics on how to accomplish them.
CPG 1-6	July 1981	*Disaster Operations-A Handbook for Local Governments* This guide provides planning and operations guidance for local government officials in small municipalities and counties and includes checklists pertaining to a number of specific types of civil emergencies that could confront such communities.

NUMBER	DATE	TITLE/DESCRIPTION
CPG 1-7	May 1981	*Guide for Increasing Local Government Civil Defense Readiness During Periods of International Crisis* This guide has 21 sections concerned with actions to increase readiness during an international crisis in areas including emergency public information, direction and control, shelter, and others.
CPG 1-8	October 1985	*Guide for the Review of State and Local Emergency Operations Plans* This guide provides information for emergency management planners and for State and local government officials on the Federal Emergency Management Agency's (FEMA's) concept of emergency operations planning under the Integrated Emergency Management System (IEMS).
CPG 1-8A	October 1985	*Guide for the Review of State and Local Emergency Operations Plans (Interim Guidance)* This guide provides State Emergency Management Agency personnel with a practical and uniform means to identify provisions to be addressed in State and local emergency operations plans (EOPs).
CPG 1-10	July 1987	*Guide for the Development of a State and Local Continuity of Government Capability* This CPG clarifies the COG considerations that apply to State and local governments and quantifies the specific planning and preparedness measures that warrant consideration. It encourages emergency managers and planners to address COG requirements.
CPG 1-11	September 1987	*Individual Mobilization Augmentee (IMA) Program* This guide establishes guidelines for administration of the IMA Program within FEMA and provides individual guidance for the military reservists participating in the program.

NUMBER	DATE	TITLE/DESCRIPTION
CPG 1-14	November 1981	*Principles of Warning and Criteria Governing Eligibility of National Warning Systems (NAWAS) Terminals* This guide provides emergency management personnel with information concerning the basic principles of warning. It includes descriptions of the types of warning signals and their meaning, the Emergency Broadcast System (EBS), tests, exercise terms, basic steps in dissemination of warning, and criteria governing eligibility of NAWAS terminals.
CPG 1-19	July 1983	*Guidance for Development of an Emergency Fallout Shelter Stocking Plan* This guide sets forth guidance for use by State and local emergency program managers in developing effective plans to stock fallout shelters.
CPG 1-20	May 1984	*Emergency Operating Centers Handbook* This handbook is designed to provide information to State and local officials responsible for emergency management on the need for and the development of a direction and control capacity of their communities.
CPG 1-30	June 1981	*Guide for Design and Development of a Local Radiological Defense Support System* This document provides guidance to local emergency program managers/coordinators and Radiological Protection staff for designing and developing local radiological protection systems. In some communities, the application of this guidance may require only the realignment or improvement of already existing capabilities. In others, the design, development, and implementation of additional capabilities may be necessary.

NUMBER	DATE	TITLE/DESCRIPTION
CPG 1-31	May 1987	*Disaster Preparedness Improvement Grant Program* This guide is designed to provide comprehensive information on the administration of the Disaster Preparedness Improvement Grant Program authorized by subsection 201(b) of the Disaster Relief Act of 1974, Public Law 93-288 and in accordance with FEMA regulations set forth in Title 44 Code of Federal Regulations, Part 300.
CPG 1-32	January 1984	*Financial Assistance Guidelines* This guide has been prepared as a reference for financial and administrative questions arising in the administration of Financial Assistance Agreements. It identifies the financial management policies and other procedures required of organizations to assure their establishment of sound and effective business systems.
CPG 1-33	May 1984	*Broadcast Station Protection Program: Emergency Equipment Fallout Protection* This guide provides information on the Broadcast Protection Program (BSPP) designed to protect selected stations that are participants in the Emergency Broadcast System (EBS).
CPG 1-34	January 1985	*Hazard Identification, Capability Assessment, and Multi-Year Development Plan Overview* This document provides a general summary of Hazard Identification, Capability Assessment, and Multi-Year Development Plan (HICA/MYDP) process and discusses participant roles and responsibilities, data uses and benefits, and reporting requirements.
CPG 1-35	October 1987	*Hazard Identification, Capability Assessment, and Multi-Year Development Plan for Local Governments--Workbook* This guide includes instructions and forms for completing local Hazard Identification, Capability Assessment, and Multi-Year Development Plan (HICA/MYDP).

NUMBER	DATE	TITLE/DESCRIPTION
CPG 1-35a	October 1987	*Hazard Identification, Capability Assessment, and Multi-Year Development Plan-Response Book for Local Governments* This document contains answer sheets for recording local Hazard Identification, Capability Assessment, and Multi-Year Development Plan (HICA/MYDP) responses to be used for data entry into central computer.
CPG 1-36	January 1986	*Capability Assessment and Multi-Year Development Plan for State Governments* This guide includes instructions and forms for assessing state emergency capabilities and providing multi-year planning information.
CPG 1-37	September 1984	*State and Local Communications and Warning Systems Engineering Guidance* This guide has been prepared as a reference for State and local emergency management officials to assist them in their communications and warning systems engineering. It outlines the key characteristics of a well planned warning and communications system.
CPG 1-38 Change One	June 1986 September 1986	*Comprehensive Cooperative Agreement Policies and Procedures Guide* This guide is designed to explain the Comprehensive Cooperative Agreement (CCA) management process. The Federal Emergency Management Agency (FEMA) has instituted the CCA, as a comprehensive variety of cooperative agreement, to consolidate virtually all emergency management programs and activities for each State and its local governments in a single instrument. Each State receives all or most emergency management financial and technical assistance through a single application, funding, reporting, and product delivery channel, the CCA. Each State's CCA is an assistance delivery vehicle intended to make it easier for the State to build emergency management capabilities, address a broader range of hazards, reduce paperwork, and concentrate resources where they are most needed.

CIVIL PREPAREDNESS GUIDE - SERIES TWO

CPGs are a means through which current policy, criteria, standards, and procedures are issued to State and local governments, Emergency Management officials, and other assigned emergency responsibilities.

CPG-2 series will be used to transmit publications that support the CPG one series and because of their subject content, require distribution to more selected audiences. This could include technical publications. manuals, or reference documents. Distribution must be designated by the originating office.

NUMBER	DATE	TITLE/DESCRIPTION
CPG 2-6.1	April 1978	*Radiological Defense Preparedness* This guide provides many jurisdictions with the plans, procedures, instrumentation, facilities, and trained personnel combined into a complete operational Radiological Defense (RADEF) system that can function to minimize the effect of the radiation hazards in the event of a nuclear attack.
CPG 2-6.2	June 1977	*Radiological Defense Manual* This manual provides the basic technical information necessary for an understanding of Radiological Defense (RADEF) and briefly discusses the need for RADEF planning and expected post-attack emergency operations. It has been prepared by the Federal Emergency Management Agency (FEMA) as a student textbook in RADEF Courses.
CPG 2-6.2.3	April 1983	*Handbook for Aerial Radiological Monitors* This handbook provides technical and operational guidance both for conducting aerial radiological surveys and also for training aerial radiological monitors. Aerial monitors should review this handbook periodically and use it as a reference in exercises and emergency operations.

NUMBER	DATE	TITLE/DESCRIPTION
CPG 2-6.4	September 1983	*Radiation Safety in Shelters* This guide is written for radiation safety in shelters in areas that will not be affected by the primary nuclear weapons effects of blast, fire, and initial nuclear radiation. Nearly all the radiation safety measures and procedures described in this handbook will be useful in shelters.
CPG 2-8	April 1987	*Sheltering and Care Operations* This document is a planning and operations guide for community-level emergency management staffs. It is written for the community that has no trained Shelter Systems Officer to provide guidance for developing sheltering and care capabilities. It will also be used to train sheltering and care staffs. This guide organizes the sheltering and care operations into six emergency services: Registration and Inquiry, Food, Special Services, Personal Services, Lodging, and Shelter. Six planning steps are described for each service along with components required for the functional annex and operating procedures. Action checklists are included for the overall operation and for the individual services. The final chapter deals with shelter systems operations.
CPG 2-9	September 1976	*Manual Damage Estimation System* This manual provides an indirect means for estimating possible damage during and in the early period following an enemy nuclear attack with regard to the following categories: Population, Housing Units, AM and FM Radio Stations, TV Stations, and Emergency Operating Centers (EOCs). This guide deals with only the initial nuclear effects.

NUMBER	DATE	TITLE/DESCRIPTION
CPG 2-13	April 1986	*Preventive Maintenance Management System* This CPG and the 18 companion technical guides provide preventive maintenance procedures for specific types of emergency use equipment, directed at local agency managers with responsibility for emergency equipment usage and maintenance.
CPG 2-14	February 1984	*Letter of Credit Policies and Procedures for Recipient Organizations* The Letter of Credit--Treasury Financial Communications System (LOC-TFCS) will be used for qualifying recipient organizations to withdraw cash from the Treasury concurrently with disbursements and as frequently as such disbursements are made, as well as for minimizing cash balances and consolidating funding to the same recipient organization under one letter of credit.
CPG 2-15	September 1984	*Transportation Planning Guidelines for the Evacuation of Large Populations* This guide has been developed to assist in population protection for the large-scale evacuation of major population centers. These guidelines review past research, and present a basic framework of essential planning techniques with illustrating examples.
CPG 2-16	December 1984	*A Guide to Hurricane Preparedness Planning for State and Local Officials* This guide has been prepared to assist State and local officials in the development of emergency management capabilities which provide confidence that the jurisdiction can deal effectively with the unique characteristics of the hurricane hazards. It provides guidance on the conduct of a Quantitative Hurricane Preparedness Study which includes the organization, management, coordination system, planning methodology, and general information concerning objectives, funding, government roles, program maintenance, and evaluation.

NUMBER	DATE	TITLE/DESCRIPTION
CPG 2-17	January 1986	*Electromagnetic Pulse Protection Guidance* This guide presents a description of representative problems and solutions for providing protection against a nuclear electromagnetic pulse (EMP). The low-cost protectors recommended or cited in this document are typical of those used by FEMA for EMP protection of Emergency Broadcast System (EBS) and Emergency Operating Center (EOC) facilities. The material presented in the guide is based on numerical and analytical calculations, as well as a training guide for design and installation of EMP protection. Its primary application is intended for communications systems and radio stations for the EBS, that are selected for protection under the Broadcast Station Protection Program (BSPP) systems, that are essential to State and local governments to inform the public and provide continuity of government.
CPG 2-18	August 1985	*State and Local Earthquake Hazards Reduction; Implementation of FEMA Funding and Support* This guide provides guidance on the overall structure and content for State and local earthquake hazard reduction efforts and general information concerning objectives, funding, government roles, and the integration of the efforts with existing emergency operations plans (EOPs). It has been prepared to assist State officials in their application for earthquake program assistance agreements of FEMA under the National Earthquake Hazards Reduction Program (NEHRP). The ultimate goal of the NEHRP at the State/local level is to reduce the vulnerability of an area to the effects of a damaging earthquake.

The CPG 2.10 series establishes requirements for civil defense emergency operations reporting from the States to Federal Regional Centers, as well as from the Regions back to the States. It also provides guidance on approaches to emergency reporting within the States.

CPG 2-10.1 (6/78)
System Description

CPG 2-10.2 (6/78)
Local Increase Readiness Reporting Procedures

CPG 2-10.3 (6/78)
Civil Defense Emergency Operating Reporting Systems

CPG 2-10.4 (6/78)
Procedures for Developing Weapons Effects Reporting

CPG 2-10.6 (6/78)
Local EOC Weapons Effects Reporting (WER) Procedures

CPG 2-10.7 (6/78)
Sample Local Government Operational Situation Reporting Procedures

CPG 2-10.8 (6/78)
State and/or State Area EOC Reporting Procedures

CIVIL PREPAREDNESS GUIDE - SERIES THREE

CPGs are a means through which current policy, criteria, standards, and procedures are issued to State and local governments, Emergency Management officials, and others assigned emergency responsibilities.

CPG-3 series will be used to transmit case studies, research papers, or reference materials that are informational but do not represent official FEMA positions. Distribution must be designated by the originating office.

CPG 3-1 (9/86)
Radiological Instruments: An Essential Resource for National Preparedness

This Civil Preparedness Guide (CPG) establishes and documents the need for procurement and nationwide distribution of radiological defense (RADEF) instruments in sufficient quantities to protect the population and to make recovery activities possible in the event of a large-scale nuclear disaster. It describes established State and local systems for storing, maintaining, and using these instruments. It also projects quantities required to meet national needs for radiological defense.

CIVIL PREPAREDNESS GUIDE - SERIES FOUR

CPGs are a means through which current policy, criteria, standards, and procedures are issued to State and local governments, Emergency Management Officials, and others with assigned emergency responsibilities.

CPG-4 series will be used to transmit briefing materials, aids, and tools, such as catalogs, for State and local use. Distribution must be designated by the originating office.

CPG 4-1 *Repair and Maintenance Manuals for Radiological Instruments*

This manual is an updated publication transmitting new volumes and page changes to the existing *Repair and Maintenance Manuals for Radiological Instruments*. The changes are to retitle the series as Civil Preparedness Guide (CPG) 4-1, to more clearly define their contents and rearrange the existing material in a more logical grouping. The original manuals consisted of seven volumes. This change expands the number of volumes to ten. The ten volumes are titled as follows:

Volume 1 - Radiological Instrument Maintenance and Calibration Memoranda (9/85)
Volume 2 - GM Tube Instruments
Volume 3 - Ion Chamber Gamma Instruments
Volume 4 - Ion Chamber Beta Gamma Instruments
Volume 5 - Dosimeters and Chargers
Volume 6 - Special Purpose Instruments
Volume 7 - CDV-790 and CDV-797
Volume 8 - CDV-794 Calibration and DCDV-765 Transfer Standards
Volume 9 - CDV-782 Training Source Set
Volume 10 - Appendices

Distribution of this document is limited to the State Radiological Instrument Inspection Maintenance and Calibration (RI/MC) Program.

CIVIL PREPAREDNESS CIRCULARS (CPC)

CPCs are statements of a specific duration through which policy is clarified and program emphasis and priorities are promulgated to State and local officials and others with assigned emergency responsibilities. CPCs must specify an effective date and a termination date. Policy guidance of a permanent nature must be incorporated into a CPG.

NUMBER	DATE	TITLE
CPC 77-4	July 1977	*Permissive Use of DCPA Communications and Warning Systems* This circular advises Civil Defense personnel that use of communications and warning systems provided by the Defense Civil Preparedness Agency (DCPA) is permitted for conducting official State and local civil preparedness administrative business as well as emergency operations.
CPC 78-7	June 1978	*Disaster Notification Using the National Warning System (NAWAS)* This circular encourages the use of NAWAS to notify State and Federal authorities of potential and actual peacetime disasters. Initial information about disasters affecting more than a local area, or disasters of a magnitude too large for the local area to cope with, should be reported immediately to the State Warning Point. The State Warning Point should relay the information immediately to a National Warning Center. This can set into motion plans to provide relief from State and national levels of government if needed.
CPC 80-1	August 1980	*Warning to State and Local Governments on the Use of Outdated CDV-800, CDV-805, and XM-28E4 Protective Masks* This circular cautions States and localities on the use of certain protective masks which may be in their possession.

NUMBER	DATE	TITLE/DESCRIPTION
CPC 83-1	August 1983	*Shelter Supplies* This circular provides the most recent information on the condition of shelter supplies to assist local governments in making decisions on the use of and disposition of the supplies. In addition, this circular is being issued both to emphasize the possible hazards of distributing such goods and to specify the local authorities' responsibility for assuring the safety of these products prior to disposition.
CPC 84-1	January 1984	*Integrated Emergency Management System (IEMS) Multi-Year Development Plan (MYDP)* This circular serves to clarify the intent and purpose of the multi-year development planning process to be implemented in FY 84 by Federal Emergency Management Agency (FEMA) Regions and the States as well as by local areas at the discretion of the States.
CPC 84-2	April 1984	*A Conceptual Approach to State and Local Exercises* This circular reviews the importance of exercises to State and local preparedness, examines some of the problems associated with exercises, presents some suggestions for resolving these problems, and suggests an approach to the design, conduct, and evaluation of a practical exercise program for State and local use.
CPC 86-1	April 1986	*Slide/Tape Presentation "A Special Kind of Place"* This slide/tape presentation illustrates how the City of Jackson achieved maximum usage of its Emergency Operating Center (EOC) through the dual concept. Limited copies are available on loan only from the FEMA regional office that serves you.

NUMBER	DATE	TITLE/DESCRIPTION
CPC 86-2	October 1986	*System Interconnections and Establishment of User Accounts for Integrated Emergency Management Information System (IEMIS)* It is the policy of the Federal Emergency Management Agency (FEMA) to make IEMIS available to State and local governments for purposes of data sharing, joint planning, exercising, and potentially operational coordination. This circular describes the conditions under which FEMA will share with State and local governments on a development basis.
CPC 87-1	April 1987	*Trunking* This circular provides a non-technical explanation of the concept of trunking. Trunking employs the computer as a control center for routing traffic. The concept of trunking provides the capability for communications between two points and between multiple points while efficiently and effectively utilizing the radio frequency spectrum. Integrated emergency communications among services such as police, fire, medical, and civil defense are critical for effective response to and management of emergencies. The concept of trunking provides a viable approach to this needed integration.
CPC 87-2	April 1987	*Local Civil Rights Compliance Checklist: FEMA Form 14-4* This circular provides guidance and procedures for administering the Federal Emergency Management Agency (FEMA) local civil rights requirements.
CPC 87-3	August 1987	*Development of New-State-of-the Art Electromagnetic Pulse Protection Devices* This circular provides information on improved, cost-effective EMP/Transient Protection devices.

NUMBER	DATE	TITLE/DESCRIPTION
CPC 87-4	September 1987	*Alerting and Warning Systems: Their Vulnerability to the Electromagnetic Pulse* This circular provides a non-technical explanation of the generation of the electromagnetic pulse (EMP), its potential effects of electronic equipment, and the available EMP protection technology.

ACCESSING DISASTER ASSISTANCE PROGRAMS

(This information is a brief summary of procedures for obtaining funds from Federal disaster assistance programs when a disaster or serious emergency strikes. It is derived from a FEMA booklet, *Program Guide: Disaster Assistance Programs.*)

FEMA, primarily through its regional directors, maintains contact with the governor's office and the State emergency office in each state, as well as with representatives of other Federal agencies. The agency monitors developing or in-progress disasters and emergencies so that it is prepared to assist when Federal aid is needed.

When an emergency occurs that is beyond the control capabilities of local and State jurisdictions, the governor or State official responsible for disaster operations contacts the FEMA regional director for advice and assistance.

If the governor decided to ask the President to declare a "major disaster" or "emergency" (for disaster assistance reference, these terms are defined in the Disaster Relief Act of 1974, P.L. 93-288), detailed information would be needed from local and State emergency officials. **Only** the governor (or acting governor) can originate a request for a Presidential declaration, and such a report can be made **only** when a situation is of such severity and magnitude that effective response is beyond the capabilities of the State and affected local governments.

The request, with detailed supporting information, is addressed to the President and forwarded through the FEMA regional director, who evaluates the situation and makes a recommendation to the Director of FEMA, who relays that recommendation to the President.

When the President issues the declaration, FEMA appoints a Federal coordinating officer for the situation. This individual then establishes a temporary disaster field office and coordinates all Federal disaster assistance programs to help affected citizens and governments to obtain the assistance they need. Emergency support teams, composed of disaster assistance specialists from various Federal agencies and representatives of private relief organizations, are directed by the coordinating officer.

A focal point for information about disasters and emergency assistance is FEMA's Emergency Information and Coordinating Center. It is staffed around-the-clock for receipt of **urgent** requests for information. The telephone number is 202/646-2400.

American
Red Cross

DISASTER SERVICES REGULATIONS AND PROCEDURES

SUBJECT: Authority and Legal Status of Red Cross Disaster Services

ARC 3001
Rev. Jan. 1982
(June 1982 Prtg.)

INTRODUCTION

The magnitude of a disaster may be such as to simultaneously affect tens of thousands of people in several states, or it may bring suffering and anguish to just a few persons in one apartment building or group of houses. Regardless of the extent of the disaster, it is the responsibility of the American Red cross to help meet the human needs that the disaster has created. This responsibility was assigned to the Red Cross by the Congress of the United States in the organization's charter, and was reaffirmed by the Congress in the Disaster Relief Acts of 1970 and 1974 and in the administrative regulations established for carrying out those acts.

The duties thus assigned to the Red Cross, as the nation's primary voluntary agency in natural disaster, call for the organization to be ready for immediate action, around-the-clock, during war or peace, in every part of the nation. Because science provides only limited protection against the savage and unpredictable blows of nature, the American Red Cross must maintain an efficient and flexible nationwide structure through which our nation's voluntary resources may be channeled to meet disaster-caused needs, in both presidentially declared major disasters and disasters of smaller magnitude. The Red Cross response must be as uniform as possible and consistent with the basic responsibilities imposed on the Red Cross by the government and by the American people. It must also be in conformity with decisions of the Board of Governors of the Red Cross with respect to the discharge of those obligations.

AUTHORITY FOR AND LEGAL STATUS OF RED CROSS DISASTER SERVICES

The authority under which the American Red Cross undertakes activities for the relief of persons suffering from disaster is stated in the following charter provision enacted by the U.S. Congress, Act of January 5, 1905, as amended, 36 U.S.C.: ". . . to continue and carry on a system of national and international relief in time of peace and apply the same in mitigating the sufferings caused by pestilence, famine, fire, floods, and other great national calamities, and to devise and carry on measures for preventing the same."

The statement below, quoted from an opinion dated August 15, 1918, of the Honorable John W. Davis when he was a solicitor general of the United States, describes in broad terms the duty and obligation of the American Red Cross to carry out the requirements of its congressional charter.

"When any question arises as to the scope and activities of the American Red Cross, it must always be remembered that its Charter is not only a grant of power but an imposition of duties. The American Red Cross is a quasi-governmental organization, operating under Congressional charter, officered in part, at least, by governmental appointment, disbursing its funds under the security of a governmental audit, and designated by Presidential order for the fulfillment of certain treaty obligations into which the government has entered. It owes, therefore, to the government which it serves the distinct duty of discharging all those functions for which it was created.

"Not only is it constrained by those considerations growing out of its organic character, but there is also a moral obligation resting upon it to its membership and to the American people who have so freely and generously contributed to its support."

STATUS OF THE RED CROSS UNDER THE DISASTER RELIEF ACT OF 1974

The role of the Red Cross Disaster Program under federal law has been restated in federal disaster legislation through the years, most recently in the Disaster Relief Act of 1974 (Public Law 93-288), which says: ". . . nothing contained in this Act shall limit or in any way affect the responsibilities of the American National Red Cross under the Act of January 5, 1905 . . . ."

The act and subsequent executive orders delegate the responsibility for coordinating federal response to emergencies and major disasters, as declared by the President of the United States, to the Federal Emergency Management Agency (FEMA). FEMA, in turn, has reaffirmed the role of the American Red Cross in its published regulations and in a statement of understanding signed on January 22, 1982. This statement of understanding supersedes earlier agreements with the Federal Disaster Assistance Administration and

the Defense Civil Preparedness Agency, both of which became a part of FEMA.

THE RED CROSS MANDATE IN DISASTER

As the foregoing background indicates, the Red Cross has in the field of disaster relief both a legal and a moral mandate that it has neither the authority nor the right to surrender. Although the government role in assisting disaster victims has expanded, major responsibilities for disaster relief have been placed on the Red Cross by the federal government. These responsibilities cannot be abdicated by the Red Cross. The Red Cross may establish the policies and scope of its program and the methods for carrying out the program within the framework established by the congressional charter, and in keeping with the intent of newer federal laws designed to insure prompt response to the needs of all disaster victims, but it must comply with the charge to mitigate the sufferings caused by disaster.

The legal grant of power and the imposition of duties on the Red Cross are clear. Prompt action by the Red Cross is universally expected by the public. Its jurisdictional lines with respect to coordinated efforts with other federal agencies and instrumentalities has been assured by federal statute and a variety of memoranda of understanding with federal agencies. It must be reemphasized that existing federal legislation applies only to those emergencies and major disasters that have been declared by the President. Under its congressional charter, the Red Cross continues to be responsible within the limits of its resources for meeting human needs created by all disasters regardless of whether or not there are such declarations.

It must always be kept in mind, however, that the Red Cross seeks and welcomes cooperation from other organizations in carrying out its responsibilities and seeks to serve as a channel for the generosity of the American people. On a national level, and in many communities, the Red Cross acts to coordinate the disaster relief efforts of a variety of voluntary agencies.

The federal grant of authority and the imposition of duties on the Red Cross for disaster relief activities have never been construed as such an exclusive grant as would invade, encroach upon, or substitute for the authority of federal, state, municipal, or other local governments to provide assistance for their people in time of disaster. However, the authority vested in the Red Cross makes unnecessary the issuance of special permission or license by state or local government for the Red Cross to activate and carry out its relief program; nor can any state, territorial, or local government deny the right of the Red Cross to render its services in accordance with the congressional mandate and its own policies and under its own administration.

Clarification of the respective roles of the Red Cross and state and local governments has long been recognized as essential to the conduct of disaster relief operations. Such clarification is achieved by means of state and local laws and ordinances, executive proclamations, and formal and informal understandings negotiated between the state and local governments and appropriate Red Cross chapters.

American
Red Cross

DISASTER SERVICES REGULATIONS AND PROCEDURES

SUBJECT: Disaster Program

ARC 3002*
Rev. Mar. 1982

The American Red Cross Disaster Program, as outlined by the Board of Governors and further defined by the organization's operational procedures, is as described below.

DEFINITION OF DISASTER

A disaster is an occurrence such as hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, earthquake, drought, blizzard, pestilence, famine, fire, explosion, volcanic eruption, building collapse, transportation wreck, or other situation that causes human suffering or creates human needs that the victims cannot alleviate without assistance.

DISASTER PREPAREDNESS

Chapters of the American Red Cross are prepared at all times to provide emergency assistance to victims of disaster and to emergency workers. Such preparedness requires the recruitment, training, and utilization of appropriate numbers of volunteers; adequate budgeting; and the preplacement of adequate mobile equipment, facilities for emergency communications, and supplies to assure effective and immediate response no matter what the magnitude the disaster. It also requires continual planning for the coordination and utilization of all resources, public and private, to meet in the shortest possible time the human needs created by disaster.

Chapters, as part of their preparedness measures, will work with all responsible bodies in the promotion of disaster insurance. Chapters should also work with local political subdivisions in furthering effective land use and management, particularly in floodplain or other high-hazard areas, and in support of adequate building codes.

DISASTER RELIEF

The Red Cross Disaster Program, as defined by the organization's operational procedures, mitigates suffering by meeting the urgent needs of victims and emergency workers immediately after a disaster has struck or in advance of a potential disaster. This Red Cross help includes food, clothing, shelter, first aid, and other basic elements for comfort and survival. Such help may be provided to large numbers of people in Red Cross operated shelters,at either fixed or mobile Red Cross feeding stations, or at Red Cross emergency first aid stations, or it may be provided as individualized assistance to families who are able to live temporarily elsewhere. Such help to individual families may include not only the types of assistance listed above but also other urgently needed items that will help them to resume normal living patterns as quickly as possible. Families in Red Cross shelters are assisted in moving back to their homes, or to alternate homes if their own are unhabitable, as quickly as possible.

Arrangements are made for those victims who need additional medical care to receive that care at the nearest available medical facility. When necessary, Red Cross augments local medical personnel and equipment and provides needed blood and blood products.

The Red Cross handles welfare inquiries from concerned families outside the disaster area.

The Red Cross also helps disaster victims needing long-term recovery assistance by advising and counseling them on the availability of resources so that they can resume living in keeping with acceptable of health, safety, and human dignity. Such resources include those of their own family as well as of federal, state, and local agencies--public and private--with disaster loan or grant programs or with sustaining programs that would benefit the victims. Also, if there are no other resources available, the Red Cross may provide direct additional assistance to enable the victims to re-establish themselves.

Red Cross disaster responsibilities, as defined above, are nationwide. Therefore, when chapters in the affected areas are unable to meet the needs of disaster victims, the resources of the total organization made available.

All disaster assistance from the Red Cross is based on verified disaster-caused need, and is an outright grant.

*Supersedes ARC 234, Chapter 1, Section B-103 and B-104, and ARC 2242-2

COOPERATION AND COORDINATION WITH PUBLIC AUTHORITIES

The Red Cross cooperates with all Federal, State, and local agencies that have any responsibility for rendering disaster relief assistance to disaster victims. The Red Cross is willing to accept commissions from Federal, State, and local governments and to coordinate its relief effort with designated agencies. This may include acting as an agent for governmental units under mutually agreed upon conditions.

INTERNATIONAL DISASTERS

The American Red Cross assists disaster victims in other countries through the International Committee of the Red Cross, the League of Red Cross Societies, and the Red Cross society of the affected country, or through governmental agencies.

American Cross assistance may include provision of experienced disaster staff for training and operational purposes, recruitment of professional personnel such as doctors and nurses, direct donations from the American Red Cross, obtainment of donated or purchased supplies and medicines as required, and coordination on a national scale where a number of voluntary domestic organizations are seeking funds, or other forms of relief within the United states for foreign-disaster victims.

NATIONAL VOLUNTARY ORGANIZATIONS ACTIVE IN DISASTER (NVOAD)

The purpose of NVOAD is to bring together the national voluntary organizations active in disaster to foster more effective service, through mitigation and response, for the benefit of people affected by disaster, using the following mechanisms.

- **Cooperation**--to create a climate for cooperation at all levels (including grass roots) and to provide information.
- **Coordination**--to coordinate policy among member organizations and to serve as a liaison, advocate, and national voice.
- **Communication**--to disseminate information through the newsletter, the directory, research and demonstration, case studies, and critique.
- **Education**--to provide training and to increase awareness and preparedness in each organization.
- **Mitigation**--to support the efforts of Federal, State, and local agencies and governments and to support appropriate legislation.
- **Convening mechanisms**--to put on seminars, meetings, board meetings, regional conferences, training programs, and local conferences.
- **Outreach**--to encourage the formation of and give guidance to State and regional voluntary organizations active in disaster relief.

NVOAD strives to accomplish its purpose through nine steps.

- Holding annual membership meetings.
- Convening special national meetings.
- Sponsoring regional meetings.
- Encouraging formation of State voluntary organizations active in disaster.
- Publishing a newsletter to facilitate communications among organizations active in disaster.
- Representing disaster-related concerns to the government.
- Maintaining a liaison with the Federal Emergency Management Agency (FEMA).

- Encouraging training of voluntary groups and participation in disaster planning and training exercises.
- Fostering cooperation among member organizations at the time of disaster.

NVOAD membership includes the following organizations.

- Adventist Community Services
- American Red Cross
- American Radio Relay League, Inc.
- Ananda Marga Universal Relief Team
- Ananda Marga Universal Permanent Relief Society
- Christian Reformed World Relief Committee
- Church of the Brethren General Board
- Church World Service National Disaster Response
- The Episcopal Church
- Inter-Lutheran Disaster Response
- Mennonite Disaster Services
- National Catholic Disaster Relief Committee
- Presbyterian Church in America
- Presbyterian Church (U.S.A.) World Services
- REACT, International
- The Salvation Army
- Society of St. Vincent de Paul
- Southern Baptist Convention Home Mission Board
- United Methodist Committee on Relief

The *NVOAD National Directory* is a reference guide of its membership. For each member organization, the directory gives the following information:

- Principal headquarters address, telephone numbers, and contact person(s);
- Organization structure, including the number of units in the United States;
- Description of disaster services (primary functions, number and source of workers, equipment available, special skills or resources).

Copies of the directory may be ordered by writing to the following address:

National Voluntary Organizations Active in Disaster
Disaster Services
American Red Cross
17th & D Streets, N.W.
Washington, D.C. 20006

APPENDIX D

OTHER COURSES IN THE PROFESSIONAL DEVELOPMENT SERIES

Appendix D

OTHER COURSES IN THE PROFESSIONAL DEVELOPMENT SERIES

Introduction to Emergency Management is intended to lay a sound foundation for further professional development in the challenging and constantly changing field of emergency management. Topics treated briefly here are often the subject of entire courses. The following list is intended to aid you in selecting those courses most appropriate for helping you better assist your community in achieving a high level of emergency preparedness.

Civil Defense Systems, Programs and Policies (32 hours)

This course includes definitions and a history of civil defense, explains the concept of dual use of civil defense funds and examines civil defense in other countries. It contains sessions on Soviet military power, national security threats, and the effects of nuclear weapons. The basis for nuclear attack planning for the U.S. is explained. An overview of the "Civil Defense Speakers Kit" also is presented.

Emergency Planning Course (36 hours)

This course examines the legal basis for planning and addresses emergency operating plan format. A section on teambuilding illustrates vividly the need for an effective planning team with common goals. Planning techniques are emphasized throughout the course. The outcome of the course is the knowledge and skills necessary for plan development and maintenance in the participants' respective jurisdictions.

Leadership and Influence, Basic Skills (24 hours)

This course examines personal values as they relate to emergency management organizations. Sessions on leadership, power, and interpersonal styles enable participants to know how to effectively operate within the group dynamics of emergency management. Classroom time also is devoted to conflict management and resolution.

Decisionmaking/Problem Solving (8 hours)

This course examines the role of the emergency program manager as a decisionmaker and focuses on the decisionmaking process of individuals as well as groups.

Effective Communication (16 hours)

This course discusses common communications issues faced by emergency program managers and others involved in emergency management. It includes sessions on the cycle of interpersonal communications and non-verbal communications. Participants are involved in preparing and delivering speeches, and participate in a simulated media interview following a disaster.

Creative Financing (16 hours)

This course is designed to make participants aware that government funds are not the only sources for supporting a local emergency management program. It identifies a process for collecting and analyzing information useful in reviewing local problems, needs, and resources. Participants are made aware of a variety of sources for resources and spend time in the course developing and presenting proposals, and well as preparing and defending the local budget.

Developing Volunteer Resources (15 hours)

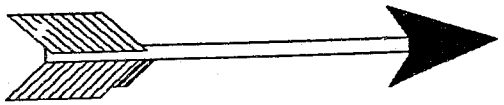
This course examines the need for volunteers in a local emergency management program. Sessions include identifying volunteer roles, recruitment, motivation, and training.

In addition to the courses in the Professional Development Series, most States offer courses in the areas of exercise design, radiological preparedness and response, shelter system management, and others. To determine courses available in your State and to obtain a schedule, contact the training manager in your State Emergency Management Agency.

APPENDIX E

VISUALS

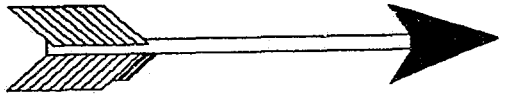
Appendix E



INTRODUCTION TO EMERGENCY MANAGEMENT COURSE GOALS

UNIT I TO UNDERSTAND THE CONCEPT OF EMERGENCY MANAGEMENT AND WHY IT IS NEEDED.

UNIT II TO DESCRIBE THE EMERGENCY MANAGEMENT PROCESS AND HOW INDIVIDUALS AND ORGANIZATIONS FUNCTION WITHIN IT.

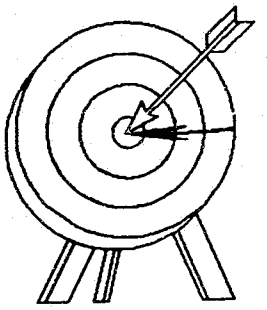


INTRODUCTION TO EMERGENCY MANAGEMENT COURSE GOALS (continued)

UNIT III TO REALIZE THE IMPORTANCE OF THE TEAM APPROACH AND EXAMINE TEAM RELATIONSHIPS.

UNIT IV TO APPLY THE TEAMBUILDING APPROACH THROUGH A GROUP ACTIVITY.

UNIT I OBJECTIVES
THE NEED FOR EMERGENCY MANAGEMENT



1. SPECIFY AND DESCRIBE VARIETY OF HAZARDS.

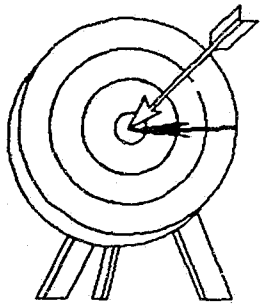
2. RECOGNIZE NEED FOR STRUCTURE TO MANAGE EMERGENCY-RELATED ACTIVITIES.

3. DEFINE COMMON EMERGENCY MANAGEMENT TERMS AND DISTINGUISH BETWEEN

   - EMERGENCY AND DISASTER,
   - VULNERABILITY AND RISK, AND
   - EMERGENCY MANAGEMENT AND CIVIL DEFENSE.

Visual 1.1

UNIT I OBJECTIVES
THE NEED FOR EMERGENCY MANAGEMENT (continued)



4. IDENTIFY POTENTIAL HAZARDS IN YOUR COMMUNITY.

5. IDENTIFY THE NEED FOR DEVELOPMENT AND UPDATING OF A COMMUNITY LEVEL HAZARD ANALYSES.

EMERGENCY

- CAN BE HANDLED WITH LOCAL RESOURCES
- MAY NEVERTHELESS BE DEVASTATING

DISASTER

- REQUIRES RESOURCES BEYOND THE CAPABILITY OF THE COMMUNITY

HAZARD	**A dangerous event or circumstances that has potential to lead to a disaster.**
HAZARD PROBABILITY	**Likelihood that a hazard will occur in a particular area.**

VULNER-ABILITY	**Susceptibility of life, property, or environment to damage if a hazard occurs.**
RISK	**Probability of suffering those damages.**

EMERGENCY MANAGEMENT

A SYSTEM THAT PROTECTS LIFE AND PROPERTY FROM A DISASTER. IT INCLUDES PROGRAMS AND CAPABILITIES TO

MITIGATE

PREPARE

RESPOND

RECOVER FROM

EFFECTS OF ALL HAZARDS.

Visual 1.6

CIVIL DEFENSE

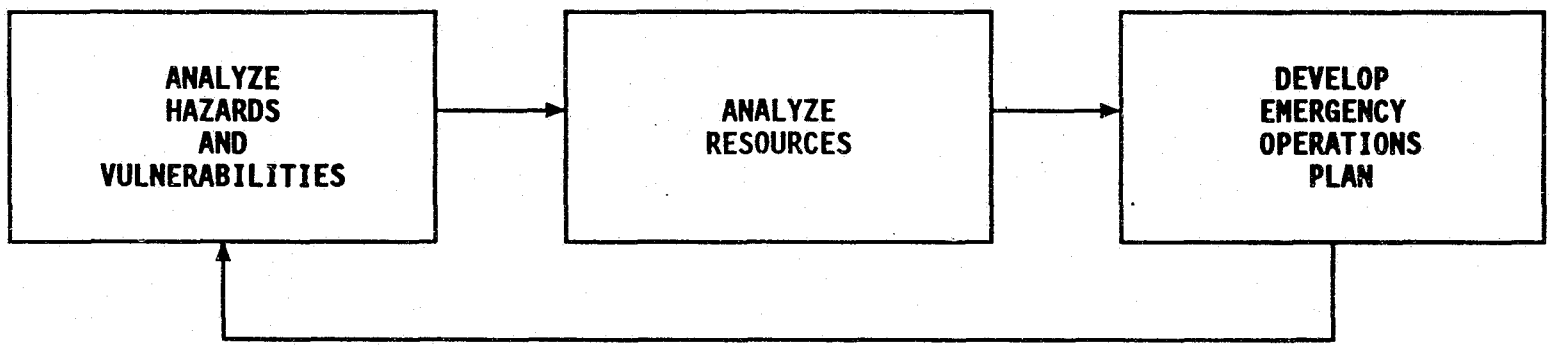
- **ENCOMPASSES ALL HAZARDS.**

- **PRIMARY EMPHASIS ON NATIONAL SECURITY AND MUST INCLUDE PLANNING FOR NUCLEAR ATTACK.**

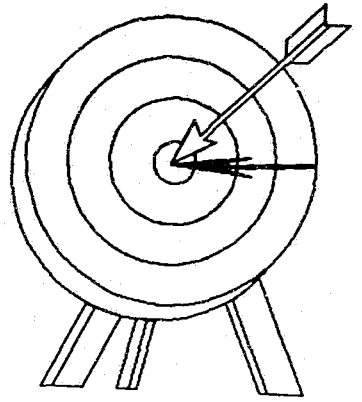
- **MAY INCLUDE ACTIVITIES RELATED TO OTHER HAZARDS IF ACTIVITIES**

  - **ARE CONSISTENT WITH,**
  - **CONTRIBUTE TO,**
  - **DO NOT DETRACT FROM ATTACK-RELATED PREPAREDNESS.**

EMERGENCY PLANNING PROCESS



UNIT II OBJECTIVES



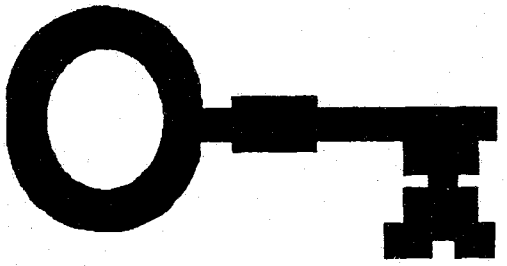
THE EMERGENCY MANAGEMENT PROCESS

1. **Explain the four phases of emergency management.**

2. **Describe the evolution of emergency management and civil defense.**

3. **Explain the disaster roles of individuals and organizations in emergencies at the local, State, and Federal level.**

PHASES OF EMERGENCY MANAGEMENT



Mitigation

Preparedness

Response

Recovery

Visual 2.2

MITIGATION ACTIVITIES

- Occur before the emergency or disaster
- Eliminate/reduce the probability of occurrence
- Include actions to postpone, dissipate, or lessen the effect

PREPAREDNESS ACTIVITIES

- **Minimize disaster damage**
- **Enhance disaster response operations**
- **Prepare organizations and individuals to respond**

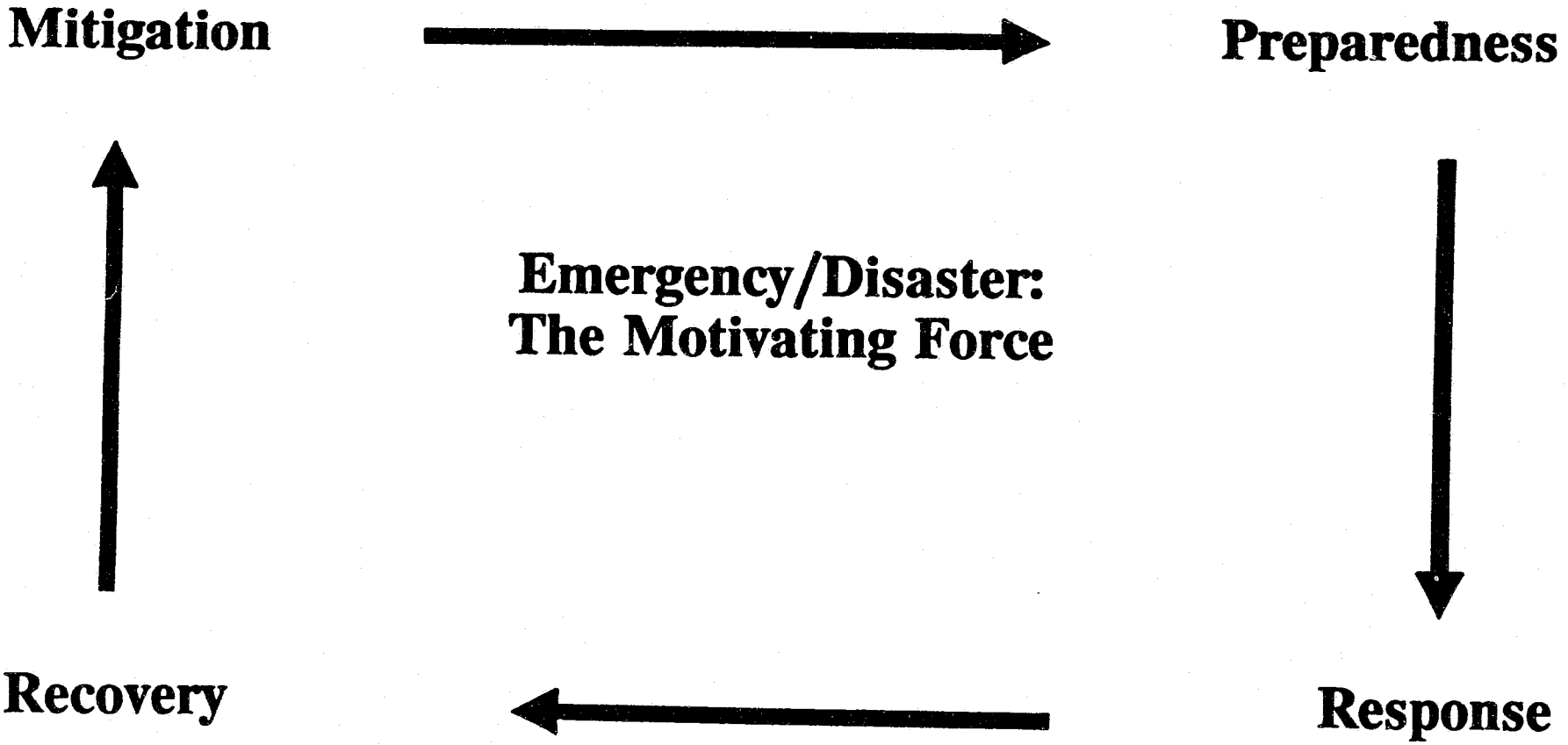
RESPONSE ACTIVITIES

- Provide emergency assistance
- Reduce probability of additional injuries or damage
- Speed recovery operations

RECOVERY ACTIVITIES

- Return systems to normal levels
- Short term and long term

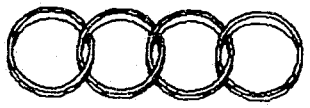
EMERGENCY MANAGEMENT



Visual 2.7

INTEGRATED APPROACH

- Requires a functional approach to planning
- Incorporates available resources
- Considers a full-range of disasters
- Addresses all four phases of emergency management
- Incorporates all levels of government and private sector



AN INTEGRATED SYSTEM LINKS RESOURCES THROUGH

- PLANNING
- DIRECTION
- COORDINATION
- CLEARLY DEFINED ROLES AND FUNCTIONS

EVOLUTION OF CIVIL DEFENSE

1916, 1940	Council of National Defense
1941	Office of Civil Defense
1950	Civil Defense Act
	• Protect life and property from attack-related hazards
1972	OCD abolished--DCPA created first mention of term "dual use"
1979-	Congress established FEMA
	• Combined emergency programs

Visual 2.10

EVOLUTION OF CIVIL DEFENSE (continued)

1980- **Civil Defense Act, amended**

- **FEMA to work with State and local government**
- **Added "dual use"**

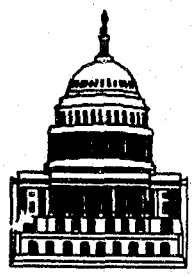
1987- **Presidential Policy Guidance**

- **Includes civil defense in national security posture**
- **Supports all hazard approach to emergency management**

CONTINUITY OF GOVERNMENT (COG) MEANS ENSURING OUR DEMOCRATIC FORM OF GOVERNMENT WILL PREVAIL IN ANY EMERGENCY

- Preventing unlawful assumption of authority
- Preserving law and order
- Maintaining leadership
- Delivering essential government services
- Ensuring clear communication lines

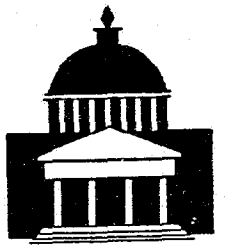
CONTINUITY OF GOVERNMENT PRINCIPLES



Provides for

- **Chain of Succession**
- **Predelegation of Emergency Authorities**
- **Emergency Action Steps**
- **Designation of Emergency Operating Centers (EOCs)**
- **Designation of Alternate EOCs**
- **Safeguarding of Essential Records**
- **Protection of Government Resources, Facilities, and Personnel**

ROLE OF STATE GOVERNMENT



- Enact emergency management legislation
- Enforce national laws
- Apply public administration skills to state-wide planning
- Develop and maintain programs for all four phases
- Supplement and facilitate local efforts
- Provide link to access assistance

GUBERNATORIAL ROLE

- Issue State/area emergency declarations
- Authorize State response actions
- Activate contingency funds or reallocate funds
- Apply for and monitor Federal assistance

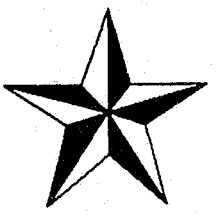
STATE-SPECIFIC PROGRAM

- State legislation
- Organization of emergency management services in State system
- Available training
- Current preparedness programs
- EOC location/capabilities
- Special programs
- Current issues

ROLE OF LOCAL GOVERNMENT

- Has primary responsibility for managing emergencies
- Utilizes local resources and exchange with other jurisdictions
- Has detailed knowledge of affected area
- Provides available personnel and material

INTEGRATED EMERGENCY MANAGEMENT FUNCTIONS



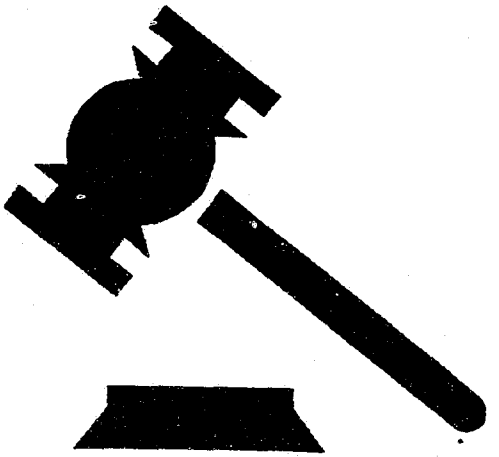
- Emergency operations planning
- Direction and control
- Emergency communications
- Alerting and warning
- Emergency public information
- Continuity of government
- Resource management

INTEGRATED EMERGENCY MANAGEMENT FUNCTIONS (continued)

- Shelter
- Evacuation
- Radiological defense
- Emergency support services
- Emergency Reporting
- Training and Education
- Tests and exercises

LOCAL EMERGENCY MANAGEMENT LAWS

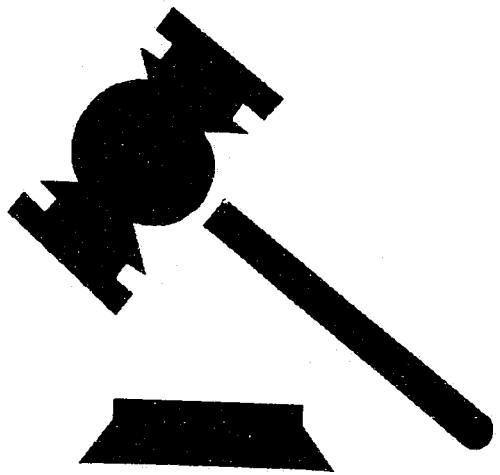
- Guided largely by State law
- Give emergency management program authority to operate
- Ensure legality
- Define program's scope



Visual 2.20

LOCAL LAW PROVISIONS

- Define vital terms
- Specify authorities and responsibilities for emergency management
- Specify lines of succession for elected officials
- Outline procedures for funding provisions of the law
- Define role of emergency management coordinator



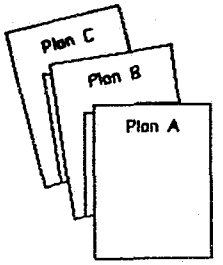
RESPONSIBILITIES OF EMERGENCY PROGRAM MANAGERS

- Coordinate planning process
- Advise chief elected officials
- Identify and analyze hazards
- Inventory manpower and material resources
- Identify resource deficiencies

RESPONSIBILITIES OF EMERGENCY PROGRAM MANAGERS (continued)

- Develop and conduct public awareness and education programs
- Establish warning/alerting system
- Establish and maintain network of experts, damage assessors
- Coordinate review of local emergency laws, recommend improvements
- Involve local public and private agencies in planning and exercising
- Select a staff, administer program activities

YOUR LOCAL EMERGENCY OPERATIONS PLAN SHOULD



- Be specific
- Be known, exercised, and used by every agency with a role to perform
- Address all functions
- Contain a basic plan, functional annexes, and hazard-specific appendices (for requirements unique to certain hazards)
- Be updated regularly

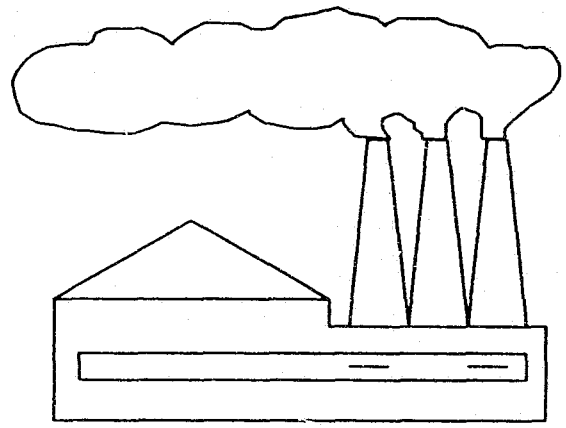
LOCAL GOVERNMENT SUPPLEMENTS RESOURCES BY AGREEMENTS WITH

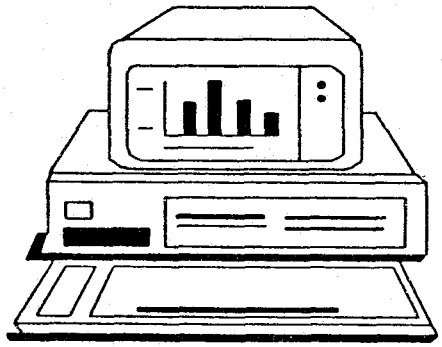
- Local agencies
- Surrounding jurisdictions
- Neighboring States

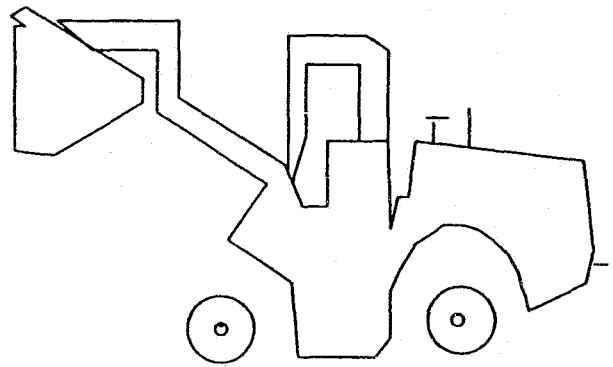
MUTUAL AID OR INTERLOCAL AGREEMENTS ADDRESS ISSUES SUCH AS

- Free access across boundaries
- Provision of resources and services
- Compensation for workers
- Command of operations
- Who will declare states of emergency
- Administration of third party resources
- Provision of benefits for those killed or injured

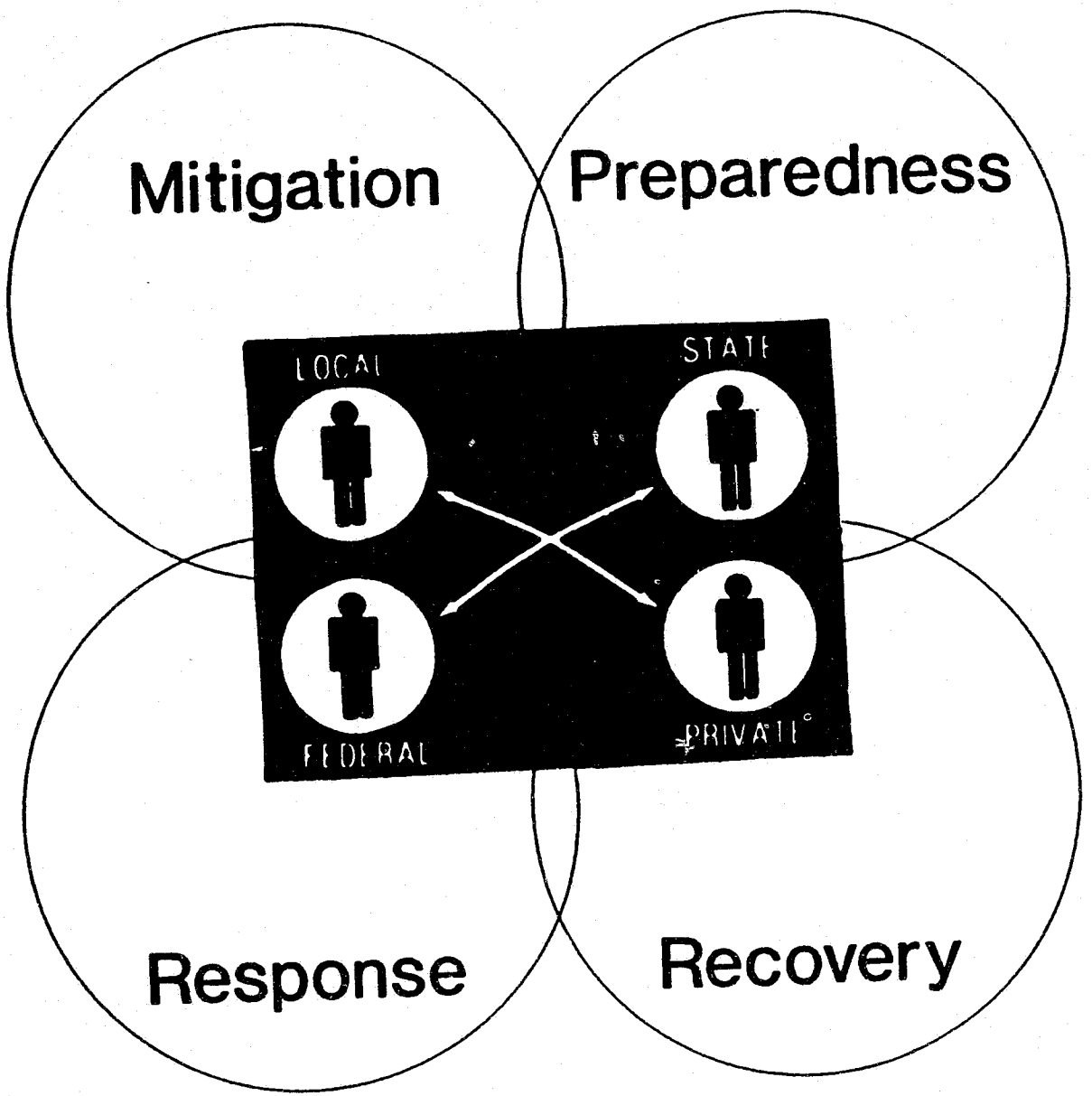
GOVERNMENT NEEDS PRIVATE-SECTOR RESOURCES







Visual 2.27


Mitigation
Preparedness
LOCAL
STATE
FEDERAL
PRIVATE
Response
Recovery

Visual 2.28

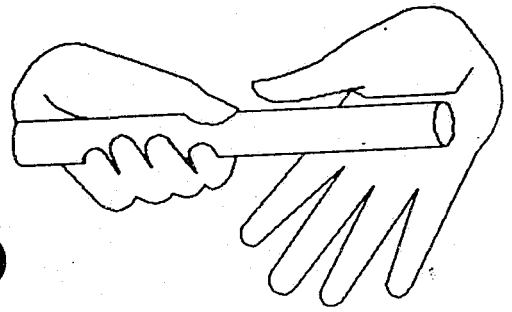
SUMMARY

- **Integrated Emergency Management integrates <u>all</u> resources at all levels of government and the private sector, and**

- **Requires communities to conduct functional planning for activities in the four phases of emergency management**

REMEMBER: Individual and organizational roles must be defined for the process to work effectively

UNIT III



THE TEAM APPROACH TO EMERGENCY MANAGEMENT

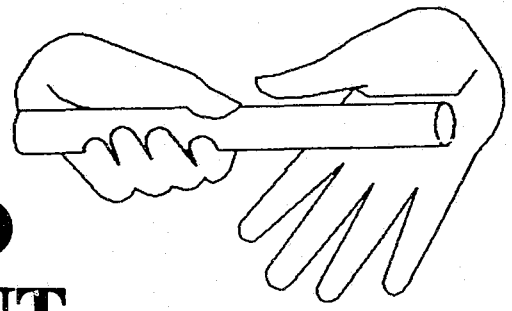
1. **Explain the value of teamwork in emergency management and discuss similarities and differences**

2. **Identify and explain the characteristics of an emergency management team**

3. **Explain how the Incident Command System (ICS) and the Emergency Operating Center (EOC) augment teamwork.**

Visual 3.1

UNIT III



THE TEAM APPROACH TO EMERGENCY MANAGEMENT (CONTINUED)

4. **Identify emergency management functional groups**

5. **Draw conclusions about individual behavior and the nature of group interactions**

6. **Describe positive aspects of conflict and methods for resolving differences**

Visual 3.2

CHALLENGES OF TEAMWORK IN EMERGENCY MANAGEMENT

- Temporary teams
- Changing leadership
- Changes in personnel
- Changes in agency involvement

ADVANTAGES OF USING TEAMS

- Greater use of human resources
- Greater personnel involvement
- More innovation
- Greater skill bank
- Greater impact on represented organizations
- Greater communication and information flow

EFFECTIVE TEAMWORK

- Must work toward group goals
- Meets needs of group members
- Must be concerned with group mission and process the group manages by itself

FIVE CONDITIONS FOR EFFECTIVE TEAMS

Mutual Trust

Mutual Support

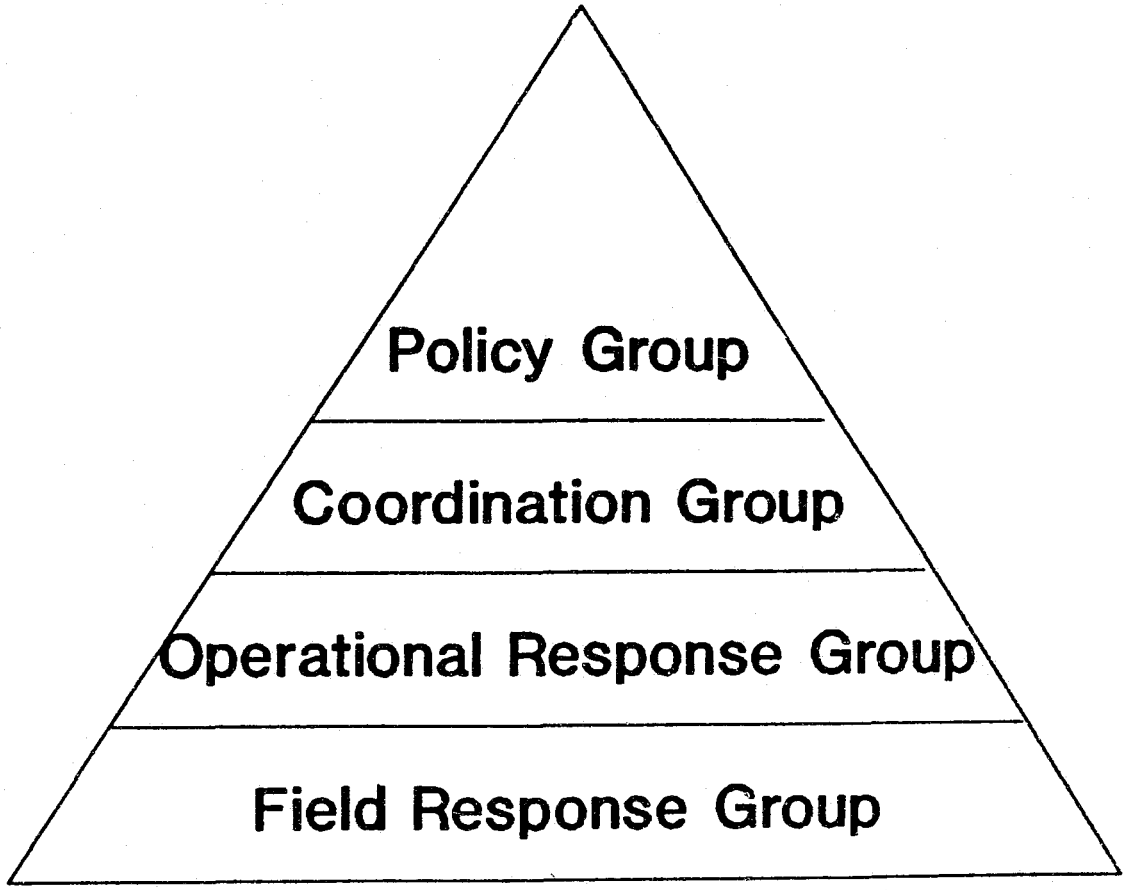
Genuine Communication

Accepting and Working Through Conflicts

Mutual Respect for Individual Differences

Visual 3.6

FUNCTIONAL GROUPS IN EMERGENCY MANAGEMENT



Visual 3.7

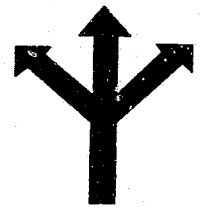
WITHOUT COORDINATION, SERVICES MAY BE

- Duplicated needlessly
- Missing because "someone else is doing it"
- Done poorly because of inconsistent direction

COORDINATION AMONG ORGANIZATIONS

- **Essential for effective emergency management**
- **Must be built before an emergency**

DEFINITION OF COORDINATION

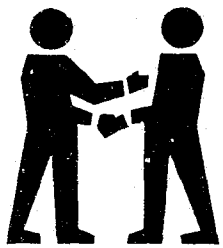


The process of integrating different organizations and activities in a system to accomplish a common goal

COMMUNICATION LINKS MAY BE

- **Formal (documented agreements and procedures, meetings)**

- **Informal (relationships, off-the-record calls)**



TO CLARIFY COMMUNICATIONS, CONSIDER EACH ORGANIZATION'S

- Goals and objectives
- Structures
- Resources
- Procedures

EOC FUNCTIONS

- Direction and control
- Information collection, evaluation, and display
- Coordination
- Establishment of priorities
- Resource management

ADVANTAGES OF A SINGLE LOCATION

- Centralizes direction and control
- Facilitates long-term operation
- Increases continuity
- Provides ready access to all available information
- Makes it easier to verify information
- Helps identify, use all available resources

INCIDENT COMMAND SYSTEM

System for pre-planned, organized response activity at emergency scene.

BASIC COMPONENTS OF ICS

- Common terminology
- Modular organization
- Integrated communications
- Multi-jurisdictional command

BASIC COMPONENTS OF ICS (continued)

- Organized through consolidated action plan
- Manageable span of control
- Designated facilities
- Comprehensive management

DIFFERENT APPROACHES FOR HANDLING CONFLICT

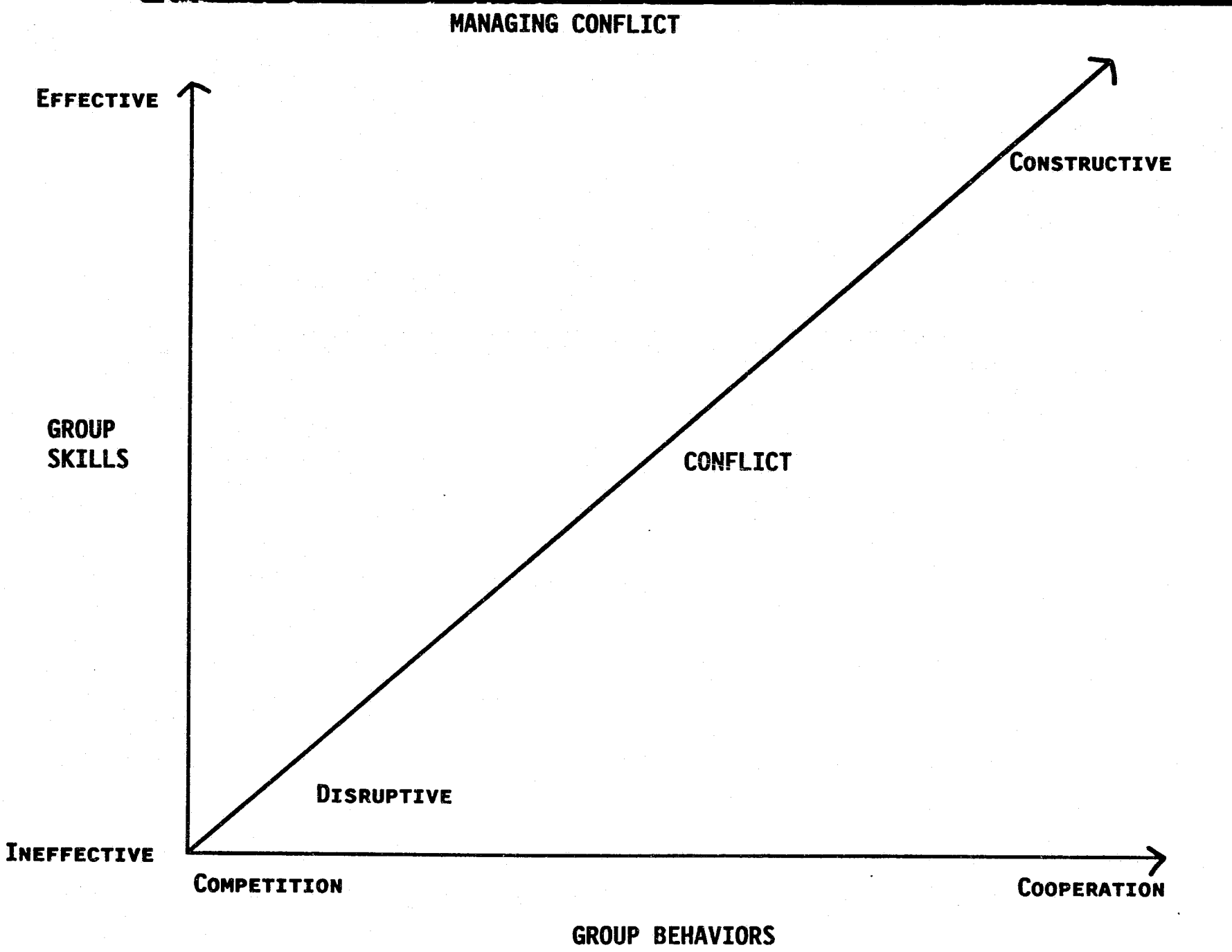
- Avoidance
- Giving back to those involved
- Imposing a solution
- Compromise
- Collaboration

TAILOR YOUR RESPONSE TO THE SITUATION

VALUE OF CONFLICT

When handled and resolved constructively, conflict results in

- **Increased understanding**
- **Increased number of alternatives**
- **Increased member interaction/ involvement**


MANAGING CONFLICT
EFFECTIVE
CONSTRUCTIVE
GROUP
SKILLS
CONFLICT
DISRUPTIVE
INEFFECTIVE
COMPETITION
COOPERATION
GROUP BEHAVIORS

Visual 3.20

MANAGING CONFLICT

INVOLVES

SELECTING THE MOST

APPROPRIATE STRATEGY FOR

THE SITUATION

Visual 3.21

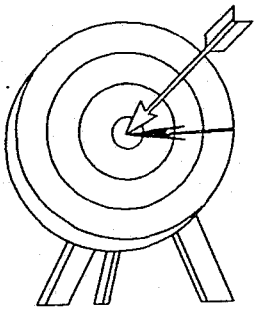
SUMMARY

- **The team is diverse with different levels of involvement**
- **Each team member has his/her distinct point of view, priorities, and way of operation**
- **Section emphasizes emergency management interactions and way of managing any conflict or potential conflict**

KEY Each team member must play a cooperative role and focus on the goal

UNIT IV

APPLYING THE PROCESS



- **Define relationships among local, State, Federal, and private sector agencies in emergency management**

- **Recognize activities that comprise the four phases of emergency management using an all-hazards approach**

SUMMARY

Integrated emergency management requires

- **Including disaster possibilities in planning,**
- **Functional planning for all hazards and the four phases of emergency management,**
- **Including all levels of government and the private sector,**
- **Coordinating potential actors to ensure progress toward common goals, and**
- **Defining individual and organizational roles**

Visual 4.2

☆ U.S. GOVERNMENT PRINTING OFFICE: 1990-725-482/20851

Unit I

Unit II

Unit III

Unit IV

Appendix A

Appendix B

Appendix C

Appendix D

Appendix E