

THE MUNICIPAL COORDINATOR'S HANDBOOK



Pennsylvania Emergency Management Agency
October 2003

TABLE OF CONTENTS

<u>Chapter #</u>	<u>Title</u>	<u>Page #</u>
I.	Introduction	1
II.	Hazard Vulnerability Analysis	8
III.	Resource Identification	14
IV.	A Coordinated Municipal Emergency Operations Plan	26
V.	Municipal Emergency Operations Center	74
VI.	Damage Assessment	78
VII.	Disaster Recovery	96
VIII.	Hazard Mitigation	101
IX.	Training and Exercising	103
X.	Other Pertinent Acts	111
XI.	Summary and Conclusion	115
XII.	Glossary	116

I. INTRODUCTION

Historically, we find that there have been federal agencies charged with managing domestic and defense emergencies since Franklin D. Roosevelt's first administration. In the 1950s, the federal government established separate agencies for managing war-related emergencies and relief from natural disasters. During the 1960s and early 1970s, additional federal agencies, taking on various titles based around the theme of civil defense or emergency preparedness operated various program elements of the federal programs.

In 1978, the federal government consolidated all disaster-related agencies into a single organization entitled the Federal Emergency Management Agency (FEMA) and tasked it to coordinate all emergencies relating to natural hazards, defense-related issues and man-made or technological disasters. This change enabled one agency, working directly for the President, to manage all types of emergencies or disasters. However, this did not prevent other federal agencies from providing training, exercising and planning programs for various types of hazards.

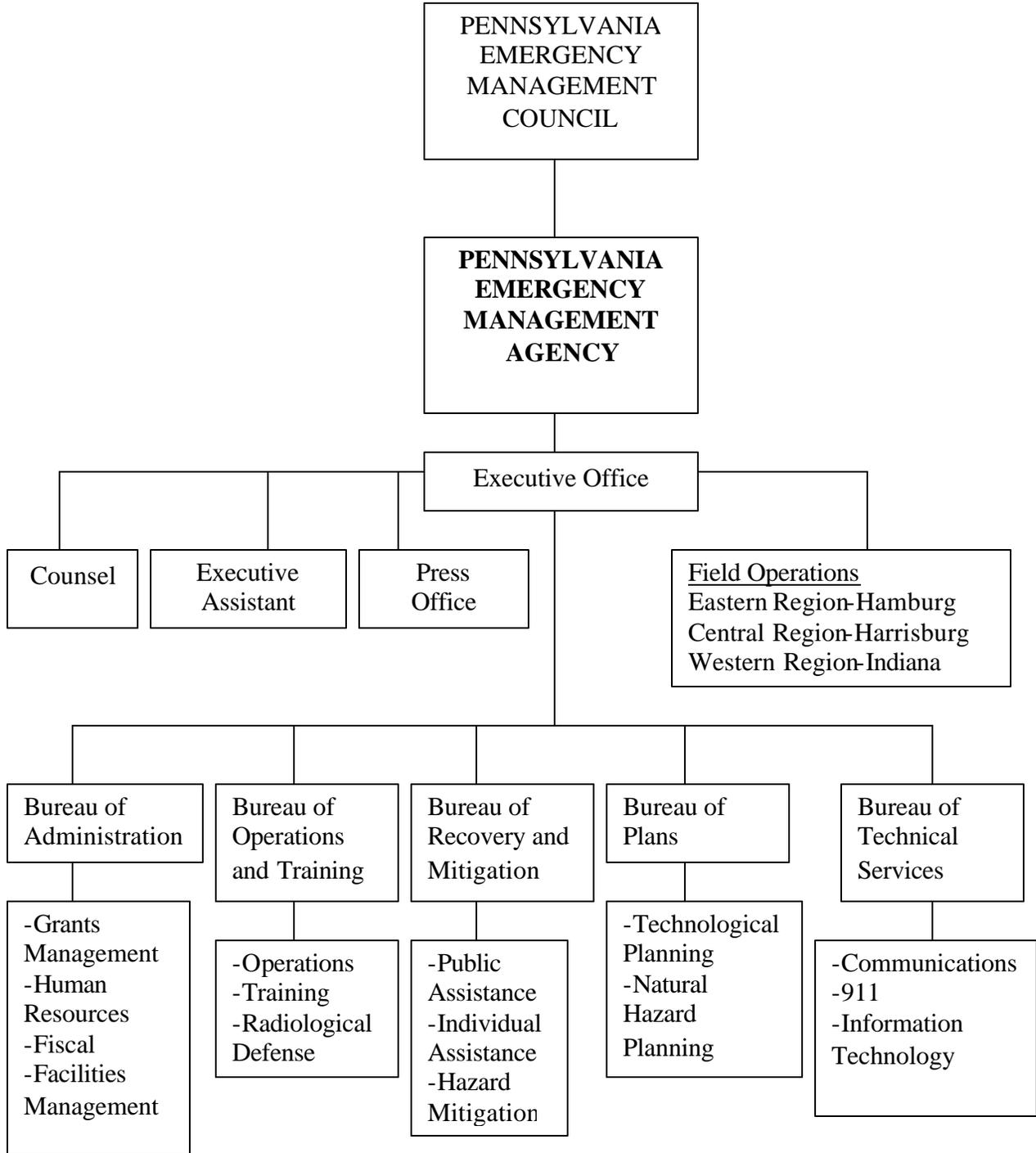
The September 11, 2001 attacks on New York City and Washington, D.C. proved just how vulnerable the United States is to terrorist incidents. On October 8, 2001, the President established the Office of Homeland Security within the White House and charged it with producing the first National Strategy for Homeland Security. The purpose of this strategy is to create a comprehensive plan, based on the principles of cooperation and partnership, for using our talents and resources to enhance our protection and reduce our vulnerability to terrorist attacks.

To this end, on November 25, 2002, President Bush signed the "Homeland Security Act of 2002" into law. The Act restructured and strengthened the executive branch of the Federal Government by establishing a new Department of Homeland Security. For the first time in United States history, it created a Federal department whose primary mission will be to prevent terrorist attacks within the United States; reduce America's vulnerability to terrorism; and minimize the damage and recover from attacks that do occur. The new department incorporated 22 agencies with homeland security missions into one. Along with those missions, it also acquired a number of functions that are not directly related to securing the homeland against terrorism, such as FEMA's emergency management mission for natural disasters.

Looking at the history of emergency management at the state level, Pennsylvania adopted the civil defense program in 1951 under Pamphlet Law 28. In 1978, Pennsylvania followed the organizational changes of the federal government and, under the Emergency Management Services Code (35 Pa. C.S., 7101 et seq.), as amended, hereinafter known as Title 35, changed the title of the State Council of Civil Defense (SCCD) to the Pennsylvania Emergency Management Council. Title 35 governs all emergency management activities in the Commonwealth. It also established the Pennsylvania Emergency Management Agency (PEMA) (Figure 1) as the lead agency responsible for the execution of the policies of the Council and the coordination of disaster emergency management activities in the Commonwealth. This is

FIGURE 1

**PENNSYLVANIA EMERGENCY MANAGEMENT AGENCY
ORGANIZATION CHART**



accomplished through the coordination of potential and actual emergency situations; the training of public safety personnel; oversight of public safety program implementation and response capability building, which includes exercises, plan development and a statewide system of warning and communications; to name a few.

PEMA Headquarters is located in Harrisburg with three regional offices situated in Indiana, Hamburg and Harrisburg. The state is divided into three emergency management regions with each being responsible for coordination with a specific list of counties (Figures 2 and 3). Through this regional operational system, PEMA has developed a close liaison with county and municipal governments and provides on-site assistance to the elected officials and their agencies.

In February of 2002, Pennsylvania also established an Office of Homeland Security whose mission is to lead a proactive, unified and coordinated approach to prevention, preparedness and response to criminal terrorist and crisis-related incidents. This office will work with the state agencies within in the Commonwealth in the challenge of anti-terrorism preparedness and response.

Pennsylvania promotes an “all hazards” approach to emergency management. It recognized that in all emergencies there is a commonality of required actions that includes, among others, warning, communications, designation of major routes of egress, and designation of shelter or mass care centers. These four actions apply to all incidents to a greater or less extent and are the basis for the prudent and timely actions to protect the lives and property of our citizens.

Emergency management at the municipal level is, by law, a function of your municipal government. Municipal government is the nucleus of the emergency management organization. As a Commonwealth, this is more evident in Pennsylvania than perhaps other states. Municipal officials have the responsibility for first line public safety efforts in preparedness, response, recovery and mitigation. These functions should address all hazards that could occur: hazardous material accidents, flooding, droughts, tornados, earthquakes, industrial and utility accidents, terrorist activities, major fires, incidents at nuclear power plants, snow emergencies and many others.

This means your community should be a place where residents feel safe, secure and confident in their leaders’ abilities to handle an emergency. Without a doubt, the most important responsibility of municipal officials is to coordinate disaster response efforts during the first 24 to 72 hours after any emergency, a critical time during which county officials may be overwhelmed if the disaster is county wide and state and/or federal authorities may not be immediately available to provide assistance.

In accordance with Title 35, a municipal coordinator is appointed by the Governor upon the recommendation of the executive officer or governing body of the municipality. The coordinator shall be professionally competent and capable of planning, effecting coordination among operating agencies of government and controlling coordinated operations by municipal public

FIGURE 3

COUNTIES IN EASTERN REGION

Berks	Columbia	Monroe	Schuylkill
Bradford	Delaware	Montgomery	Susquehanna
Bucks	Lackawanna	Northampton	Wayne
Carbon	Lehigh	Philadelphia	Wyoming
Chester	Luzerne	Pike	

Eastern Region Director
Pennsylvania Emergency Management Agency
Hamburg Center
Hamburg, Pennsylvania 19526
Business Phone: (610) 562-3003 or 1-800-372-7362

COUNTIES IN CENTRAL REGION

Adams	Dauphin	Lebanon	Potter
Bedford	Franklin	Lycoming	Snyder
Blair	Fulton	Mifflin	Sullivan
Centre	Huntingdon	Montour	Tioga
Clinton	Juniata	Northumberland	Union
Cumberland	Lancaster	Perry	York

Central Region Director
Pennsylvania Emergency Management Agency
2605 Interstate Drive
Harrisburg, Pennsylvania 17110
Business Phone: (717) 651-7060 or 1-800-272-7362

COUNTIES IN WESTERN REGION

Allegheny	Clarion	Forest	Mercer
Armstrong	Clearfield	Greene	Somerset
Beaver	Crawford	Indiana	Venango
Butler	Elk	Jefferson	Warren
Cambria	Erie	Lawrence	Washington
Cameron	Fayette	McKean	Westmoreland

Western Region Director
Pennsylvania Emergency Management Agency
276 Stormer Road
Indiana, Pennsylvania 15701
Business Phone: (724) 357-2990 or 1-800-972-7362

safety forces. The appointment of a municipal coordinator does not absolve the municipal governing body of its responsibilities to ensure compliance with public safety laws.

As the coordinator, you work for and are responsible to the municipal elected officials who set the direction, programs and policies for emergency management in your community. The duties and responsibilities of municipal coordinators, on behalf of their elected officials, are outlined in Chapter 75 of Title 35 and are summarized as follows:

1. Prepare and maintain an emergency operations plan, following the state established format.
2. Manage and mobilize the equipment and staff of the municipal emergency operations center (EOC) when appropriate and as directed by the municipal elected officials.
3. Attend and successfully complete all training scheduled by the county and/or PEMA as outlined in PEMA Directive “Emergency Management Training and Education”.
4. Survey, organize and coordinate all municipally available manpower, materials, supplies, equipment, facilities and services necessary for disaster emergency preparedness, response, recovery and mitigation.
5. Recommend mitigation measures to reduce disaster effects.
6. Coordinate with other municipal emergency service agencies and public and private entities in achieving your duties and responsibilities.
7. Have current appropriate plans, procedures, guidance and laws issued by the county, PEMA and the Governor available within your EOC. Have knowledge of the federal and state required plans for your jurisdiction concerning emergencies at dams, chemical and nuclear plants, schools, day cares, hospitals, prisons and nursing home facilities.
8. Provide prompt and accurate information regarding municipal disaster emergencies to the appropriate municipal, county and Commonwealth officials and agencies and the general public.
9. Participate in all tests, drills and exercises, including remedial drills and exercises that pertain to your municipality, as scheduled by the county, state or the Federal government.
10. Participate in the integrated flood warning systems program as applicable for your municipality.
11. Develop mutual aid agreements as applicable with adjacent municipalities for reciprocal emergency assistance.

The law establishes that the training of municipal emergency coordinators is the responsibility of the county emergency management office. In support of the county training responsibility, PEMA has published this handbook that outlines the basic duties and responsibilities of a municipal coordinator. Each chapter provides guidance for the municipal coordinator to effectively enhance his/her job performance. **This handbook is intended to supplement, not replace, the training provided by the county.** Armed with this, it is anticipated that municipal coordinators will be able to work more effectively with their county coordinators in the preparation for and response and recovery to a disaster.

After reading this handbook, please contact your county emergency management coordinator for further details as how you might improve your community's capability to protect its citizens from the disasters that affect it.

In review, we find that throughout the years there have been various titles attached to federal emergency organizations. However, the functions and missions have not significantly changed until recently. The Department of Homeland Security is supposed to give state and municipal officials one primary contact instead of many, when it comes to matters related to training, equipment, planning, exercises and other critical homeland security needs. How this will impact on our working relationship with these agencies in other aspects of emergency management missions remains to be seen as the department unfolds over the next few years.

Regardless, as managers of intergovernmental emergency management systems, we must be ready to protect the citizens of Pennsylvania from all possible scenarios including natural hazards and technological hazards, as well as national security issues, such as conventional war and weapons of mass destruction. In the current social and political climate, emergency management in Pennsylvania must continue to take the lead in the coordination of an all-hazards approach to preparedness, response, recovery and mitigation efforts throughout the Commonwealth.

II. HAZARD VULNERABILITY ANALYSIS

The first step in coordinating emergency management efforts is to develop an understanding of all hazards that could affect your community and its vulnerability to each of these hazards. This is necessary so that the appropriate actions can be taken to plan ahead for a potential hazard, reduce the chance of hazards becoming disasters, minimize the impact when they do occur and expedite the recovery. A very important aspect of your job as emergency management coordinator is the identification of the emergency resources available in both the public and private sectors. In order to find out what type and how many resources will be required to handle the problems in your jurisdiction, you must first determine the threats that exist within your area. In this chapter, we will address the need for and the methods used in determining those threats. Then, in Chapter III, we will discuss a method for managing the resources required to cope with those threats.

Both the county and state are required to conduct and periodically update a hazard analysis. These source documents are available at the county EOC to assist in the development of your municipality's hazard vulnerability analysis. You should conduct a hazard vulnerability analysis and review of your municipality with your EOC staff, elected officials, municipal planning/zoning committees and others who may provide valuable insight into the community's vulnerabilities.

A. Identifying Hazards

In this step, first you will simply identify all the hazards that might affect your community or state. Look at the full range of potential hazards by using the following procedures and techniques:

1. ***Research newspapers and other historical records.*** These records will often contain dates, magnitudes of the events, damages and further evidence of past natural disasters in your community or state. History must be used with caution. Not having a record of a specific incident in an area does not necessarily mean that there is no hazard or disaster potential. Poor land-use practices in the Commonwealth are constantly putting more and more homes at risk during flooding incidents.
2. ***Review existing plans and reports.*** Look at the Commonwealth's Hazard Vulnerability Analysis, transportation, environmental, dam, or public works reports or plans. They may not have municipality specific information, but they offer a good starting point. Local comprehensive plans, land-use plans, capital improvement plans, as well as building codes, land development regulations, and flood ordinances may contain hazard information specific to your community.

3. ***Talk to the experts in your community, state or region.*** There are many sources of hazard information in government, academia, and the private sector. Local floodplain managers, departments of public works, engineering, planning and zoning, and transportation employees are all good sources of information on past events. First responders, such as police, fire and EMS may also be helpful. State agency personnel, such as those in water or natural resources management and geological survey will have detailed knowledge on the state's hazards.
4. ***Gather information on the internet.*** Check out the state website at www.pema.state.pa.us and the federal website at www.fema.gov for hazard information. These sites may provide information about the hazards in a particular area. There are also hazard-specific sites that will provide general information about why particular hazards happen, what the probabilities of occurrence are, and how hazards are measured.

The top eleven hazards in the Commonwealth posing the greatest danger to life and safety are: transportation accidents; floods; fires; winter storms; tropical storms, tornadoes and windstorms; hazardous material accidents; geological incidents (earthquakes, landslides and subsidence); nuclear facility accidents; dam failures; terrorism; and riots. See Figure 4 for these and other hazards prevalent in the Commonwealth. The most costly of all hazards, in terms of lives lost, injuries and economic loss, is transportation accidents, which have resulted in over 18,855 deaths in the state in the past 20 years.

Flooding is the most frequent and damaging natural disaster that occurs throughout the Commonwealth. Many of Pennsylvania's communities are located along waterways. This was due in part to our early reliance on water for transportation and then as an energy resource for industry.

Next you will focus on the most prevalent hazards in your community. If your preliminary research reveals that your community has been affected by a particular hazard or that experts consider your area to be vulnerable to a hazard, it may be worth an extra effort to confirm that a particular hazard type is relevant. This is especially important if your municipality has not experienced a hazard in recent memory. You may find that you can delete some hazards from the list; however if you are unsure or uncomfortable with the chance of the hazard occurring, it's better to keep all potential hazards on the list, until you are certain that it is appropriate to remove it.

B. Profile Hazard Events

Each hazard type has unique characteristics that can impact your municipality. In addition, a given hazard type can produce different effects depending on its magnitude, duration, or intensity. Furthermore, the same hazard event will affect different municipalities in different ways, based on geography, development, population distribution, age of buildings, etc. For these reasons, the information you gather for each of your hazard event profiles will reflect

FIGURE 4
TYPES OF HAZARDS

NATURAL	TECHNOLOGICAL	NATIONAL SECURITY
Drought	Dam Failure	Civil Disturbance
Earthquake	Hazardous Materials <ul style="list-style-type: none"> • Fixed Facility • Transportation 	Conventional Warfare
Erosion		Increased Readiness
Flood	Mine Incidents	Terrorism
Hail	Radiological <ul style="list-style-type: none"> • Fixed Facility • Transportation 	<ul style="list-style-type: none"> • Nuclear • Biological • Chemical
Hurricane		Cyber Terrorism
Fog	Resource Shortage <ul style="list-style-type: none"> • Energy • Fuel • Food • Water • Medical 	
Landslide		
Mudslide		
Subsidence		
Temperature Extremes	Transportation Accident <ul style="list-style-type: none"> • Air • Rail • Highway • Water 	
Thunderstorm		
Tornado		
Wildfire	Urban Fire	
Winter Storm		

these different characteristics. The procedures and techniques for gathering this information are as follows:

1. ***Obtain/create a base map.*** This will allow you to show the areas that are subject to various hazards. It should include buildings, roads, rivers, coastlines, place names, and a north arrow. The map should be as complete, accurate and current as possible. The map can be as simple as a traced map or as elaborate as a Geographic Information System (GIS) map.
2. ***Obtain hazard event profile information.*** Gather the pertinent information for your community on each applicable hazard and develop a map for that hazard showing the areas at risk.
3. ***Record your hazard event profile information.*** Record your research for each hazard profile. Keep track of where you found your information for your maps.

C. Inventory Assets

Now that you know where hazard events can affect your municipality, conduct an inventory of the vulnerable assets. First develop and map a general inventory of assets in your municipality. Focus your attention on the most urgent and important elements within your community. Some important classifications to consider are:

1. Identify critical facilities that are important to your community. The five categories are essential facilities, transportation systems, lifeline utility systems, high potential loss facilities and hazardous material facilities. See Glossary at the end of the Municipal Coordinator's Handbook for definitions.
2. Identify special needs populations, such as non-English speaking people, elderly, children, and those with disabilities or who may require special response assistance.
3. Identify economic elements, such as major employers and financial centers in your municipality that could affect the local or regional economy if significantly disrupted.
4. Identify areas with special considerations, such as areas of high-density residential or commercial development that, if damaged, could result in high death tolls and injury rates.
5. Identify historic, cultural, and natural resource areas including ones that may be identified and protected under state or federal law.

6. Identify other important facilities which help ensure a full recovery of your municipality following a hazard event, including government functions, grocery and hardware stores, and gas stations.

Each community will have its own special “mix” of factors that should be described and analyzed in terms of vulnerability. The impact of potential hazards not physically located in the community, such as being downstream of a dam in another county, should be incorporated into vulnerability descriptions.

Next estimate the total number of buildings, total value of buildings, and number of people in each of your hazard zones. Do this by using the hazard maps created in the previous step. Make sure local growth potential is incorporated into the map and assess whether these sites lie within hazard areas. This will provide you with a very broad picture of the potential extent of damage likely from a hazard event.

You are now ready to begin a detailed inventory of what can be damaged by a hazard event. This is done by determining priorities for your efforts. The hazard profiles you have created for the municipality will have already helped focus efforts by eliminating areas without a significant hazard threat. Determine the content value of each building as well as the functional use or value by working with your assessment office. The more essential the facility, the higher the functional value will be. In addition, determine the displacement cost of the facility if it needed to relocate. Additional information, such as the occupancy or capacity load, building type, foundation type, building code design level, date of construction, roof material and construction, surrounding vegetation, topography, and distance from the hazard zone, is needed for this part of the inventory.

D. Estimate Losses

The last step should be to bring all of your information together to estimate your losses in terms of the expected losses from hazard events to people, buildings, and other important assets. Some buildings, infrastructure, or functions will be damaged more than others in the same hazard event because they are more vulnerable-their location or construction makes them more susceptible to damage.

First you need to determine the extent of damages by estimating the losses to the structures as well as the contents. Another important factor is the functional downtime or the disruption to the building use. Lastly, the calculation of human losses to each hazard must be estimated. This will depend upon factors such as warning time and the characteristics of the hazard itself. Most importantly, areas of improvement should be noted to help save lives and reduce injuries in future disasters. This process must be done for each hazard that may affect the municipality and then a composite map can be created.

When the information has been analyzed, certain reports can be developed and used for the improvement of the community’s emergency management capability. The reports can be developed so that the analyzed information on hazards can be shared widely and used for

preparedness, response, recovery and mitigation planning. Some benefits derived by completing the hazard analysis process are that they:

1. Enable emergency managers to set priorities and goals commensurate with the degree of municipal public need for protection.
2. Provide descriptive information on every major hazard affecting a given area and a methodology for comparison of both similar and vastly different types of hazards.
3. Justify decisions for altering present emergency management program.
4. Substantiate decisions about resource allocations and justify budget requests.
5. Justify decisions for altering municipal emergency service territories and budgets.
6. Justify decisions for altering planning, zoning and building code changes to mitigate or reduce current or future hazards.
7. Encourage identification of technological and research needs in emergency management.
8. Provide tools to raise the level of understanding of public officials and to influence the adoption of prevention/mitigation measures and the expenditures of resources to do so.

Summarizing, we can see that hazard analysis is a critical part of emergency management planning and the decision-making process. Those hazards that pose a significant threat to a community need to be identified and analyzed. Plans and priorities need to be developed based on the hazards. Each community should undertake an analysis that addresses all hazards to which it is at risk. It is crucial that the steps for creating a hazard vulnerability analysis for your municipality should not be done by the coordinator alone. It is very important that all public and private entities with a stake in disaster response and recovery efforts participate in this effort. There are many resources out there to assist in creating a viable risk analysis for your community. This analysis factor will also be an important factor in your mitigation program which is addressed in Chapter VIII.

III. RESOURCE IDENTIFICATION

Once the hazard vulnerability analysis has been completed, the resources needed to cope with responding to the known vulnerabilities must be identified, compiled and listed. Resources include such things as staff, mass care shelters, heavy equipment, sandbags, etc. Consideration of special needs citizens and critical vulnerable facilities should also be included in this list. Specialized resources may be a necessity to safely evacuate some of the special needs citizens.

Developing a resource list comprised of input from all sectors of the community is essential to the planning process. During a disaster is not the time to be compiling a list of your resources. Municipal government does not have the capabilities to meet all needs; it must be a coordinated effort between the private and public sectors as well as involvement from the county, state and federal governments.

Depending upon the severity of the occurrence, some type of population protection may also be required. There are two ways to reduce the danger to your citizens:

1. Evacuate them away from the hazardous area until it is safe for return or reentry. Shelter and mass care for at least some of a relocated population would become a necessity.
2. Find some means to protect people from harm without moving them out of the hazard area (shelter-in-place).

Shelter and mass care requirements caused by hazards other than nuclear attack have been considered to be the responsibility of the American Red Cross (ARC) since 1905, when the ARC received a Congressional charter.

At the municipal community level, however, the overall responsibility for protection of the population rests with the chief elected official. This can be accomplished by working with the municipal ARC Chapter and with the county emergency management office. The ARC should have a current listing of the facilities they have signed agreements with for use during times of disaster. Schools, civic centers and other large buildings with feeding and sanitary facilities are examples.

What are some things to consider when selecting shelters or mass care centers?

1. It must be useable and available following a disaster.
2. The location of the facility should not be in the flood plain.
3. Look at who opens the facility and its capacity.

4. It should be located near, but outside, the risk area (an exception to this guide would be mass care centers for blizzard conditions when the centers should be close to major routes of traffic).
5. It should have the following adequate facilities; heating, lighting, ventilation, feeding, sanitation, parking, security, fire protection and auxiliary power.
6. It needs to be accessible for special needs citizens under the Americans with Disabilities Act.
7. It should be available for as long as mass care or sheltering is needed.

These are but a few prerequisites to look for when selecting possible sites for a mass care center or shelter. Again, work closely with your ARC Chapter and county coordinator in developing and keeping a current list of facilities in your community that can be used for a mass care shelter.

Another important factor to consider in coordinating an evacuation is the designation of primary and secondary routes to be used for evacuation. Once determined, the jurisdiction needs to identify both traffic control points (TCPs) and access control points (ACPs).

Finally, the residents need to know where to go following the order to evacuate. The jurisdiction should ensure that their citizens are notified through all available means of the locations of the mass care shelters in your community.

In summary, it is important that the municipality have as complete and current resource list of all available resources, such as shelters, staff, equipment, etc. that can assist them in responding to any disaster that may affect their community. It is also important that special needs residents and vulnerable facilities be given special consideration when preparing for a disaster. Make sure that residents are aware of the locations of the shelters in the community and evacuation routes.

Outlined in the following pages is a sample "Notification and Resource Manual". This will help the municipality to keep a list of staff, equipment and supplies that are available within the community to meet the disaster. In addition, it also provides a list of contact points of vulnerable facilities, special needs citizens and critical facilities.

(Name of Municipality)

Notification and Resource
Manual

Last Updated _____ (Month) _____ (Year)

*The contents of these checklists are confidential,
and not for public distribution.*

EMERGENCY NOTIFICATION LIST

	Name/Address	Phone Numbers	
		Home	Work
Elected Officials			
EMC			
Deputy			
Other			
Staff			
PIO			
Deputy			
Other			
Communication & Warning Officer			
Deputy			
Other			
Fire & Rescue Officer			
Deputy			
Other			
Police Services Officer			
Deputy			
Other Security			
Health/Medical Officer			
Deputy			
Other			

County EMA			
Adjacent EMAs			

ROUTE ALERT TEAM PERSONNEL

Name	Address	Phone Numbers	
		Home	Work

TRAFFIC CONTROL PERSONNEL

Name	Address	Phone Numbers	
		Home	Work

VULNERABLE FACILITIES NOTIFICATION LIST

Facility Name	Facility Address	Phone Numbers
Hospitals		
Adult Care		
Businesses		

NOTE:	Criteria for selection of industries and businesses to be notified is based upon the number of employees or residents and the time required for evacuation or shut-down of facility.
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MUNICIPAL RESOURCE LISTING

Personnel	# Needed (varies w/ emergency)	Available In Municipality	“Unmet” Needs	Contact	Phone Numbers
Route Alerting					
Ambulances					
Fire Trucks					
TCPs					
ACPs					
RACES					
ARES					

Personnel (cont'd.)	# Needed (varies w/ emergency)	Available In Municipality	“Unmet” Needs	Contact	Phone Numbers
Bus Drivers					
EOC Staff					
Other					
Vehicles	# Needed (varies w/ emergency)	Available In Municipality	“Unmet” Needs	Contact	Phone Numbers
Buses					
Trucks (Supply)					
Fire Trucks					
Police Vehicles					
Ambulances					
Snow Plows					
Vehicles w/loud Speakers					
Tow Trucks					
Graders					
Cranes					
Dozers					
Ditch Diggers					
Back Hoes					
Front-End Loaders					

Vehicles (cont'd.)	# Needed (varies w/ emergency)	Available In Municipality	“Unmet” Needs	Contact	Phone Numbers
Fuel Dispensing					
Water Dispensing					
Water Pumping					
Farm Tractors					
Boats (Row/Motor)					
Snowmobiles					
Communications	# Needed (varies w/ emergency)	Available In Municipality	“Unmet” Needs	Contact	Phone Numbers
Radio: Fixed					
Radio: Handheld					
Telephone: Remote Unit					
Traffic Control	# Needed (varies w/ emergency)	Available In Municipality	“Unmet” Needs	Contact	Phone Numbers
Barriers					
Flares					
Miscellaneous	# Needed (varies w/ emergency)	Available In Municipality	“Unmet” Needs	Contact	Phone Numbers
Special Tools					
Flashlights/ Lantern					
Bull Horns					
Portable Telephones					

Miscellaneous (cont'd.)	# Needed (varies w/ emergency)	Available In Municipality	“Unmet” Needs	Contact	Phone Numbers
Flood Light Sets					
Field Kitchen					
Generators					
Heaters					
Portable Toilets					
Welding Equipment					
CBs					
Loud Speaker Sets					
Flashlights					
Flares					
Beds/Cots (Folding)					
Tents					
Special Clothing (Wet/Cold Weather)					
Supplies	# Needed (varies w/ emergency)	Contact Organization	Address	Phone Numbers	
Bedding					
Clerical					
Medical					
Tools					

Supplies (cont'd.)	# Needed (varies w/ emergency)	Contact Organization	Address	Phone Numbers
Lumber				
Sand Bags				
Body Bags				
Water Coolers				
Flashlight Batteries				
Fuel (Gas/Oil)				
Water (Bottled)				
Towing Services				
Transportation				
Maintenance				
Road Clearance				
Hazardous Materials Waste Clean-up				

FACILITIES

Type	Name	Address	Contact	Phone Numbers
Reception Centers				
Mass Care Centers				

To request resources from outside the county EMA, complete a Resource Request Form (see EMC checklist) and forward it to the EMC.

IV. A COORDINATED MUNICIPAL EMERGENCY OPERATIONS PLAN

One of the most important responsibilities assigned to a coordinator, under Title 35, is creating an emergency operations plan. The municipal coordinator is responsible for ensuring that the municipality has adequate plans to respond to hazards that may affect your community.

However, this does not mean that the coordinator must write the whole plan in a vacuum. The plan should be written cooperatively with the elected officials, emergency response organizations, volunteer groups and others who will have a function during an actual emergency. This will ensure that the plan is complete and important details like the staging of large equipment is not decided by someone who may not have the full knowledge to make that decision.

In order to assist your planning committee, PEMA recommends attendance at their three day “Emergency Planning Course” that works through the emergency planning cycle. Some other important things to remember in developing your plan:

1. Consider long-term development and strategic plans that the municipal planning or zoning committee has developed. They should be an important part of your emergency operations planning effort.
2. During the disaster is not the time to develop a plan, meet other responders or change your plan.
3. Emergencies start at the local level so you need to be prepared to respond with your plan and all available resources.
4. Emergencies may quickly overwhelm the capabilities of your community. When this happens, mutual aid agreements with your neighboring communities are important. It is also critical that the county EMA be kept aware of what’s going on in your community.
5. Use an all-hazards approach to planning. It doesn’t matter why people are out of their homes (fire, HazMat, flood utility emergency, etc.); they still need shelter, food and medical assistance. So plan to provide emergency support functions for all hazards that may affect your citizens.
6. The plan should be specific and to the point.
7. Train/exercise the plan. As outlined above, during a disaster is not the time to see if a plan is adequate.

8. The plan will need periodic maintenance and review. People move, phone numbers change and the community's demographics and structure change. PEMA recommends that every part of the plan be reviewed at least every two years, and that the Notification and Resource Manual be reviewed at least annually.

PEMA has also developed a "model" municipal plan as outlined in the following pages to assist the municipal committee in its planning efforts. The PEMA-developed plan follows a specific format. Title 35 only requires the community to have a plan, but does not specify a format. However, this model has been developed for simplicity and to assist with consistency throughout the Commonwealth. The plan is outlined as follows:

1. The first section (called the basic plan) includes necessary administrative information. The format presented has passed legal review.
2. The most important part of the basic plan is the "promulgation page" that includes the resolution or ordinance passed by the municipal elected officials in adopting the plan.
3. The plan is arranged along functional lines. After the basic section, there are a series of checklists that pertain to different emergency response functions. Review these closely to make sure that they fit your community. As needed, new checklists may be added or current ones can be combined to fit your municipal plan.
4. The plan also includes a Notification and Response Manual as outlined in Chapter III. During an emergency, this will be invaluable because it contains contact information for all potential resources to respond to hazards that may affect the municipality.

The planning process can be complicated and convoluted. It's important that the municipal coordinator and the planning team do not lose sight of their goal, which is to protect the citizens of the municipality. In the process of putting the plan together, the team will learn a lot about the community and its capabilities, as well as its shortcomings. These will be addressed in the upcoming chapter on hazard mitigation.

EMERGENCY OPERATIONS PLAN (EOP)

FOR

(Name of Municipality)

in _____ County

(Month)

(Year)

TABLE OF CONTENTS

Table of Contents.....

Record of Changes.....

Promulgation.....

1. Purpose.....

2. Situation and Assumptions

3. Concept of Operations/Continuity of Government

4. Organization and Assignment of Responsibilities

A. Elected Officials.....

B. Emergency Management Coordinator.....

C. Public Information Officer

D. Communications and Warning Officer

E. Fire and Rescue Officer.....

F. Police Services Officer

G. Health/Medical Officer

5. References.....

6. Accompanying Documents

RECORD OF CHANGES/UPDATES

CHANGE NUMBER	DATE OF CHANGE	DATE ENTERED	CHANGE MADE BY (Signature or initials)

PROMULGATION

THIS PLAN WAS ADOPTED BY _____ (elected officials) UNDER RESOLUTION NO. _____ DATED _____. IT SUPERCEDES ALL PREVIOUS PLANS.

(Chief Elected Official)

(Secretary)

(NAME) _____

Municipal Emergency Management Coordinator

1. PURPOSE

The purpose of this plan is to prescribe those activities to be taken by municipal government and other community officials to protect the lives and property of the citizens in the event of a natural, technological or terrorism emergency or disaster and to satisfy the requirements of the Pennsylvania Emergency Management Services Code, (35 Pa. C.S. Section 7101 et seq.), as amended, to have a disaster emergency management plan for the municipality.

2. SITUATION AND ASSUMPTIONS

A. The community is subject to a variety of hazards. According to the county Hazard Vulnerability Analysis, the most likely and damaging of these are:

_____.

B. Historically, certain areas and populations are more vulnerable to the effects of these hazards. These are:

_____.

C. Training, response checklists and other accompanying documents are based on the statements in 2A. & B. of this plan.

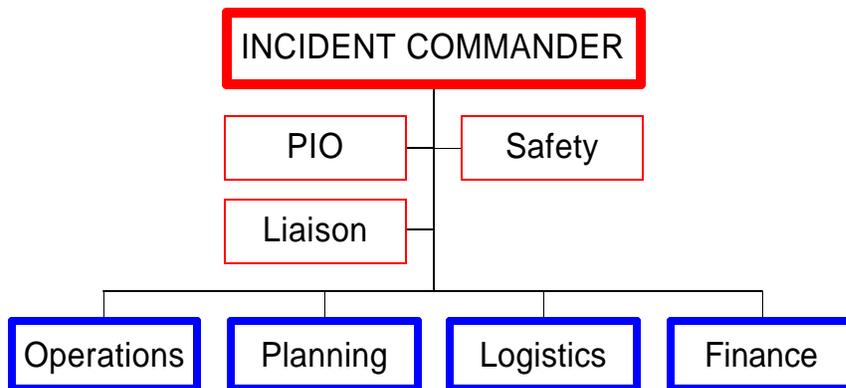
D. Adjacent municipalities and other governments will render assistance in accordance with the provisions of intergovernmental and mutual aid support agreements in place at the time of the emergency.

E. When municipal resources are overwhelmed, the county Emergency Management Agency (EMA) is available to coordinate assistance and help satisfy unmet needs. Similarly, if the county requires additional assistance, it can call on mutual aid from adjacent counties, its counter terrorism task force, or from the Commonwealth of Pennsylvania. Ultimately, the Commonwealth can ask the federal government for assistance in dealing with a major disaster or emergency.

3. CONCEPT OF OPERATIONS/CONTINUITY OF GOVERNMENT

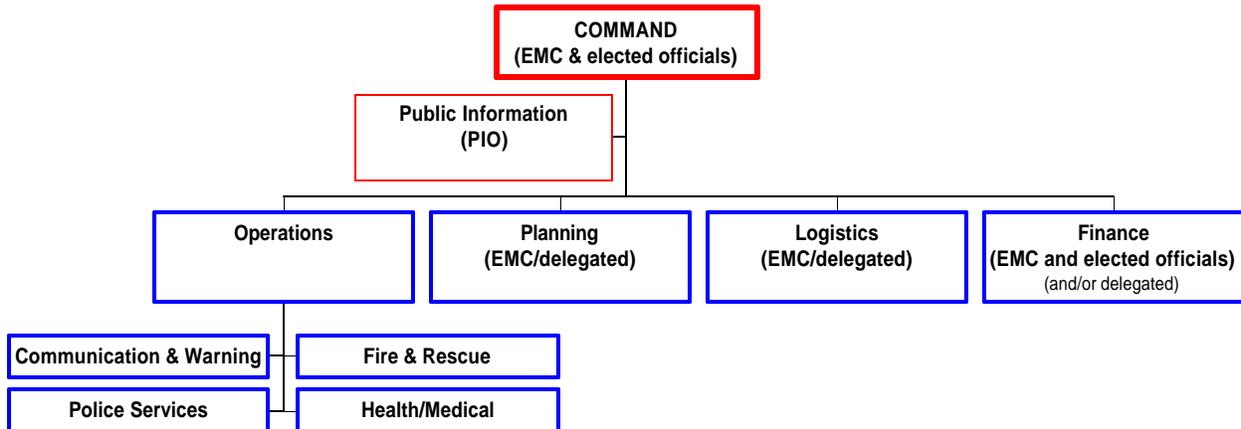
A. The (Board of Commissioners/Board of Supervisors/City Council/Borough Council/Mayor) is responsible for the protection of the lives and property of the citizens. It exercises primary supervision and control over the four phases of emergency management (mitigation, preparedness, response and recovery) and activities within the municipality.

- B. A municipal Emergency Management Coordinator (EMC) is appointed by the governor and shall act on behalf of the elected officials. An Emergency Operations Center (EOC) has been designated by the municipality, and may be activated by the EMC or the elected officials during an emergency.
- C. This plan embraces an “all-hazards” principle: that most emergency response functions are similar, regardless of the hazard. The EMC will mobilize resources and personnel as required by the emergency situation.
- D. The EMC and elected officials will develop mutual aid agreements with adjacent municipalities for reciprocal emergency assistance as needed.
- E. Whenever possible, emergency response by the municipal government will follow the Incident Management System (IMS) delineated below.



1. The Incident Commander (IC) at the incident site will be from fire, police, or emergency medical services, dependent upon the nature of the incident.
2. The ICS should have:
 - a) A manageable span of control (three to seven staff; optimum is five);
 - b) Personal accountability (each person reports to only one person in the chain of command); and
 - c) Functional positions staffed only when needed (responsibilities for any positions that are not staffed remain with the IC).

When the municipal EOC is activated, the EMC or designee will coordinate between the IC and the county EMA. Whenever possible, and to ensure consistency with operations at the incident site, the EOC will also follow an incident command structure. The EMC will assume the role of Command and, initially, all of the remaining roles. As additional staff arrives at the EOC, the EMC may delegate activities to them. Suggested EOC configuration is:



F. Continuity of government procedures are specified in the Elected Officials checklist.

G. When the EMC receives notice of a potential emergency from the federal Homeland Security Advisory System or from National Weather Service watches and warnings, partial activation of the EOC in preparation for the emergency will be considered.

4. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. COMMAND

Elected Officials:

1. Are responsible for establishing a municipal emergency management organization;
2. Provide for continuity of operations;
3. Establish lines of succession for key positions;
4. Designate departmental emergency operating centers and alternatives;
5. Prepare and maintain this EOP in consonance with the county Emergency Operations Plan;
6. Establish, equip and staff an EOC;
7. Recommend an EMC for appointment by the governor who may act on their behalf, if necessary;
8. Issue declarations of disaster emergency if the situation warrants; and
9. Apply for federal post-disaster funds, as available.

Emergency Management Coordinator:

1. Prepares and maintains an EOP for the municipality subject to the direction of the elected officials; reviews and updates as required;
2. Maintains coordination with the county EMA, and provides prompt information in emergencies, as available;
3. In coordination with the county EMA, identifies hazards and vulnerabilities that may affect the municipality;
4. Identifies resources within the municipality that can be used to respond to a major emergency or disaster situation and requests needed resources from the county EMA;
5. Develops and maintains a trained staff and current emergency response checklists appropriate for the emergency needs and resources of the community;
6. Mobilizes the EOC and acts as the Command function within the EOC during an emergency;
7. Compiles cost figures for the conduct of emergency operations above normal operating costs; and
8. Attends training and workshops provided by the county and other sources to maintain proficiency and currency in emergency management and emergency response planning and procedures.

B. PUBLIC INFORMATION

Public Information Officer:

1. Develops and maintains the checklist for the Public Information function;
2. Assists in the development, review and maintenance of the EOP;
3. Responds to the EOC or the field, as needed;
4. Coordinates public information to the media; and
5. Advises elected officials and the EMC about Public Information activities.

C. OPERATIONS

Communication and Warning Officer:

1. Develops and maintains the checklist for the Communications and Warning function;
2. Assists in the development, review and maintenance of the EOP;
3. Trains staff members on the operation of communications system;
4. Ensures ability to communicate between the EOC, field operations and the county EMA;
5. Assists with notification of citizens of the municipality;
6. Responds to the EOC or the field, as needed; and
7. Advises elected officials and the EMC about Communications activities.

Fire and Rescue Officer:

1. Develops and maintains the checklist for the Fire & Rescue function;
2. Assists in the development, review and maintenance of the EOP;
3. Responds to the EOC or the field, as needed;
4. Coordinates fire and search and rescue services;
5. Coordinates decontamination and monitoring of affected citizens and emergency workers after exposure to chemical or radiological hazards;
6. Assumes primary responsibility for route alerting of the public;
7. Assists with evacuation of affected citizens, especially those who are institutionalized, immobilized or injured;
8. Provides for emergency shutdown of light and power;
9. Provides emergency lights and power generation;
10. Assists in salvage operations and debris clearance, and
11. Advises elected officials and the EMC about Fire and Rescue activities.

Police Services Officer:

1. Develops and maintains the checklist for the Police Services function;
2. Assists in the development, review and maintenance of the EOP;
3. Responds to the EOC or the field, as needed;
4. Coordinates security and law enforcement services;
5. Establishes security and protection of critical facilities, including the EOC;
6. Provides traffic and access control in and around affected areas;
7. Assists with route alerting and notification of threatened population;
8. Assists with the evacuation of affected citizens, especially those who are institutionalized, immobilized or injured;
9. Assists in the installation of emergency signs and other traffic movement devices;
10. Assists in search and rescue operations; and
11. Advises elected officials and the EMC about Police Services operations.

Health/Medical Officer:

1. Develops and maintains the checklist for the Health/Medical Services function;
2. Assists in the development, review and maintenance of the EOP;
3. Responds to the EOC or the field, as needed;
4. Maintains a listing of hearing impaired, handicapped and special needs residents, providing copies to municipal and county EMAs;
5. Coordinates emergency medical activities within the municipality;
6. Coordinates institutional needs for transportation if evacuation or relocation becomes necessary for hospitals, nursing homes, day care and adult care facilities;
7. Coordinates medical services as needed to support shelter operations;
8. Assists in search and rescue operations;
9. Assists in mortuary services;

10. Assists in provisions of inoculations for the prevention of disease; and
11. Advises elected officials and the EMC about Health/Medical Services activities.

D. PLANNING

EMC or as delegated:

1. Collects, evaluates and provides information about the incident;
2. Determines status of resources;
3. Establishes information requirements and reporting schedules;
4. Supervises preparation of an Incident Management Plan; and
5. Assembles information on alternative strategies.

E. LOGISTICS

EMC or as delegated:

1. Provides materials, services and facilities in support of the emergency;
2. Develops procedures for rapidly ordering supplies and equipment and to track their delivery and use; and
3. Participates in the preparation of the Incident Management Plan.

F. FINANCE

EMC, elected officials and/or as delegated:

1. Maintains oversight of all financial and cost analysis activities associated with the emergency; and
2. Tracks costs and personnel time records.

5. REFERENCES

- A. The Pennsylvania Emergency Management Services Code 35 Pa. C.S. Section 7101-7707, as amended
- B. Pennsylvania Emergency Management Agency, "Commonwealth of Pennsylvania Multi-Hazard Identification and Risk Assessment," July, 2000
- C. Commonwealth of Pennsylvania, Emergency Operations Plan, as re-promulgated on October 12, 2001
- D. _____ County Emergency Operations Plan, _____, 20__
- E. _____ County, Hazard Vulnerability Analysis, _____, 2000

6. ACCOMPANYING DOCUMENTS

- A. Emergency Response Checklists
- B. (name of municipality) Notification and Resource Manual

(Name of Municipality)

Emergency Response Checklists

Last Updated _____(Month) _____(Year)

*The contents of these checklists are confidential,
and not for public distribution.*

ELECTED OFFICIALS

Responsible for: Protection of the municipal government, its citizens and their property.

Reports to: The citizens of _____.

DATE OF ACTIVATION: _____

REASON FOR ACTIVATION: _____

Completed or N/A	By (Initials)	Time	Item
			Materials and Information Inventory
			Copy of the Municipal Emergency Operations Plan (EOP)
			Notification and Resource Manual
			Notification
			Reported to the municipal Emergency Operations Center (EOC) at: _____ (name of facility and street address).
			Reviewed checklist.
			Established communications with other elected officials.
			OPERATIONS
			Monitored community's response to the emergency.
			Evaluated needs and committed municipal resources as needed.
			Directed opening of a temporary shelter (if county Emergency Management Agency [EMA] cannot). (Costs to be paid from municipal funds.)
			Disaster Declaration
			Made determination whether or not to declare a disaster emergency.
			Declaration prepared and signed. (See Attachment to this checklist.)
			Protective Actions
			Made recommendation to evacuate or to shelter the population, as needed.
			Continuity of Government
			Chief Elected Official is _____.
			Next in line is _____.
			Next in line is _____.
			In the absence of the above, responsibility for municipal government goes to _____.

Completed or N/A	By (Initials)	Time	Item
			In case of evacuation, important documents collected to be transported to safe location.
			In case of evacuation, electronic documents “backed up” and the back-up transported to alternate location.
			RECOVERY AND MITIGATION
			Federal Recovery Programs
			Appointed an “Applicant’s Authorized Agent”.
			Signed Notice of Intent to apply for federal aid.
			Mitigation
			Modified land-use/zoning plan.
			Enacted/enforced more stringent building codes.
			Constructed/maintained storm-water management system.
			Improved public information about hazards.

ATTACHMENT 1

DECLARATION OF DISASTER EMERGENCY

WHEREAS, on or about _____ a (disaster) has caused or threatens to cause injury, damage, and suffering to the persons and property of _____(City/Township/Borough); and

WHEREAS, the (disaster) has endangered the health, safety and welfare of a substantial number of persons residing in _____(City/Township/Borough), and threatens to create problems greater in scope than _____(City/Township/Borough), may be able to resolve; and

WHEREAS, emergency management measures are required to reduce the severity of this disaster and to protect the health, safety and welfare of affected residents in _____(City/Township/Borough);

NOW, THEREFORE, we, the undersigned Commissioners/Supervisors/Mayor of _____(City/Township/Borough), pursuant to the provisions of Section 7501 of the Pennsylvania Emergency Management Services Code, (35 PA C.S., Section 7501), as amended, do hereby declare the existence of a disaster emergency in _____(City/Township/Borough);

FURTHER, we direct the _____(City/Township/Borough) Emergency Management Coordinator to coordinate the activities of the emergency response, to take all appropriate actions needed to alleviate the effects of this disaster, to aid in the restoration of essential public services, and to take any other emergency response actions deemed necessary to respond to this emergency.

STILL FURTHER, we authorize officials of _____(City/Township/Borough) to act as necessary to meet the current exigencies of this emergency, namely: by the employment of temporary workers, by the rental of equipment, by the purchase of supplies and materials, and by entering into such contracts and agreements for the performance of public work as may be required to meet the emergency, all without regard to those time-consuming procedures and formalities normally prescribed by law, mandatory constitutional requirements excepted.

This Declaration shall take effect immediately.

(COMMISSIONERS/SUPERVISORS/MAYOR/COUNCIL)

(Chairman/President/Mayor) (member)

(Vice Chairman/President) (member)

(Secretary) (member)

Attest: _____ Date: _____

EMERGENCY MANAGEMENT COORDINATOR (EMC)

*Responsible for: Overall emergency management program, activating and managing the EOC.
Reports to: The elected officials.*

DATE OF ACTIVATION: _____

REASON FOR ACTIVATION: _____

Completed or N/A	By (Initials)	Time	Item
			EMERGENCY NOTIFICATION (METHOD _____)
			Verified notification.
			Initiated Action Log. (See Attachment 1 to this checklist.)
			Notified elected officials.
			Made recommendation re: Emergency Operations Center (EOC) activation to elected officials.
			Notified officers in affected emergency response functions.
			INCREASED READINESS
			Received threat level from Homeland Security Alert System (HSAS).
			Received Watch/Warning from National Weather Service (NWS).
			Received hazard warning from County Emergency Management Agency (EMA) or 911.
			Consulted with elected officials.
			Key staff put on stand-by.
			Began partial activation of EOC.
			Put critical facilities on stand-by.
			Implemented HSAS (or other) procedures.
			EOC ACTIVATION
			EOC Materials Inventory
			Copy of the county Emergency Operations Plan (EOP)
			Copy of the municipal EOP
			Copy of EOC Staff Officer Checklists
			Notification and Resource Manual
			Action Log
			Sign-In/Out Log (See Attachment 2 to this checklist.)
			Emergency Management Organization Chart
			EOC Floor Plan Sketch
			Staff Schedule for 24-Hour Operations (Two Shifts)

Completed or N/A	By (Initials)	Time	Item
			Action Status Board
			Municipal Map
			Office Supplies
			EOC Activated
			EMC present at EOC at: _____. (name of facility and street address)
			Deputy EMC notified/present.
			Elected official(s) notified/present: (NAME_____).
			Elected official(s) notified/present: (NAME_____).
			Elected official(s) notified/present: (NAME_____).
			Public Information Officer (PIO) notified/present.
			Communications Officer notified/present.
			Fire and Rescue Officer notified/present.
			Police Services Officer notified/present.
			Health/Medical Officer notified/present.
			_____ Officer notified/present.
			Security in place.
			Initiated Status Board.
			Initiated Message Log.
			Notified County EMA that EOC is operational.
			Communications
			Tested phone lines.
			Tested radios.
			Tested _____.
			Amateur radio operator on site.
			Monitoring Emergency Alert System (EAS) station(s).
			Operations
			Conducted initial EOC briefing on situation.
			Appointed staff to maintain maps and status board.
			Posted municipal map with important information (affected areas, Traffic Control Points (TCPs), Access Control Points (ACPs), evacuation routes, etc.).
			Contact established with neighboring municipalities.
			EOC Relocation
			Site open at: _____. (name of facility and street address)
			Packed equipment and logs.
			Notified county EMA.
			Notified other EOCs.
			Notified responders.

Completed or N/A	By (Initials)	Time	Item
			EOC OPERATIONS
			Updated elected officials and EOC staff as situation changes.
			Completed verification that schools, businesses and other population concentrations are aware of the problem.
			Monitored available resources.
			Reviewed requirements and reported “unmet needs” to County EMA.
			Accomplished route alerting (Fire and Rescue Officer).
			Conducted additional briefing of the county EOC.
			Established a system to track displaced citizens.
			Worked with Health/Medical Officer to identify location of displaced and/or injured/deceased victims.
			Command Function for EOC
			Assumed responsibilities of Command.
			Delegated the role of Operations Officer to _____.
			Delegated the role of Planning Officer to _____.
			Delegated the role of Logistics Officer to _____.
			Delegated the role of Finance Officer to _____.
			Delegated Safety and Liaison activities to _____.
			Conducted additional briefing of the EOC staff.
			Verified establishment of TCPs and ACPs.
			Completed verification that there are adequate resources in case of evacuation, or unmet needs reported to County EMA.
			Resource Management
			Established Resource Request Status Log. (See Attachment 3 to this checklist.)
			Established supply of blank Resource Request Forms. (See Attachment 4 to this checklist.)
			Faxed completed Resource Request Forms to county EMA.
			Tracked resource requests to completion.
			PROTECTIVE ACTIONS
			Protective Action Decision made (by elected officials or EMC in their absence).
			Shelter-in-Place recommended.
			Evacuation recommended.

Completed or N/A	By (Initials)	Time	Item
			Shelter-in-Place
			Notified PIO.
			Public announcement and instructions prepared.
			Non-English speaking citizens addressed.
			Announcement broadcast over EAS.
			Route alerting conducted (if appropriate).
			Mass Care Shelter
			Contacted County Shelter Officer.
			County unable to help-Designated local facility at _____ as temporary shelter.
			Shelter Manager appointed.
			Location of temporary shelter announced to public.
			Evacuation
			Planned routes and other parameters (when, who, how many, to where) of the evacuation.
			Sirens and EAS (if practical) sounded.
			Non-English speaking citizens addressed.
			Provided assistance for mobility-impaired residents.
			Reviewed TCPs and ACPs (Police Services Officer).
			Notified the Route/Sector Alert Team leaders and assigned personnel to route alert teams (Fire and Rescue Officer).
			Reviewed and updated list of hearing impaired residents requiring special notification (Health/Medical Officer).
			Verified list of non-ambulatory residents requiring ambulance assistance (Health/Medical Officer).
			Reviewed transportation planning.
			Reviewed “unmet needs” of the municipality and reported them to the County EMA.
			Verified that emergency fuel supplies, towing and repair services are available for evacuees.
			Reviewed communication capabilities to maintain contact with TCPs and ACPs, Transportation Pick-up Points and buses and Route/Sector Alert Teams (Communications, Police Services, Fire and Rescue Services Officers).
			Verified notification of major businesses and industries, campsites, motels/hotels and other transient sites once the siren alert sounded (Communications Officer).
			Provided for sufficient buses and/or other transportation to pick up those residents without means of transportation.

Completed or N/A	By (Initials)	Time	Item
			Designated guides for buses being used to pick up persons who do not have transportation.
			Evaluated selected TCPs and determined suitability and adequacy as evacuation routes (Police Services Officer).
			Monitored the process.
			Notified county EMA when route alerting finished.
			Relocated the EOC (as necessary) after citizens have evacuated.
			Notified county EMA when evacuation complete.
			DAMAGE REPORTING AND ASSESSMENT
			Obtained sufficient copies of the Initial Damage Assessment Report for distribution to teams. (See Attachment 5 to this checklist.)
			Notified Damage Assessment Team leaders and placed them on alert.
			Obtained vehicles to conduct damage assessment.
			Coordinated the need for radios to conduct damage assessment with the Communications Officer.
			Assembled all damage assessment personnel and dispatched in teams.
			Established a telephone number for call-in and established reporting time frames.
			Listed "unmet needs" and notified county EMA.
			Assigned Damage Assessment Teams to conduct an initial damage assessment (teams should consist of a minimum of two individuals and should be assigned to certain sectors) (coordinated with Red Cross).
			Instructed teams to keep the EMC informed of the damage assessment status.
			Compiled Damage Assessment Reports and provided same to the county.
			Designated individuals from the appropriate organizations (e.g. Planning Commission, realtors, and/or Tax Assessor's office) to assist with the detailed damage assessment.
			Provide liaison between the municipality and the county for detailed damage assessment.
			Provide tax and insurance information on the private and public sector buildings to the Damage Assessment Teams.

Completed or N/A	By (Initials)	Time	Item
			Assigned one member of the Damage Assessment Team, who is familiar with the location of the damage, to accompany each Federal/State Damage Assessment Team (as necessary).
			Maintained records of all expenditures related to damage assessment activities and submitted to the requesting authorities.
			DISASTER DECLARATION
			Assisted elected officials in preparation of the disaster declaration document. (See Elected Officials checklist.)
			Obtained signatures of elected officials.
			Sent copy of declaration to county EMA.
			DISASTER RECOVERY OPERATIONS
			Federal Recovery Programs
			Maintained records to document expenditures by the municipality.
			Assisted county and state EMAs in establishing a Disaster Recovery Center (DRC).
			Returning Evacuees and Recovery
			Arranged adequate supplies of food.
			Arranged adequate supplies of fuel.
			Assisted public utility with finding (or repair of) utility outages.
			Notified evacuees of status of return home.
			Checked with county before closing the EOC Log and the EOC.
			AFTER ACTION REPORT (AAR) FOR THE INCIDENT
			Submitted FEMA Form 95-44 (as an AAR).
			Utilized local or county format for AAR (instead of above).
			Incorporate lessons learned during emergencies or exercises into the existing plan and these checklists.

ATTACHMENT 4

RESOURCE REQUEST FORM

(To County EMA)

RESOURCE REQUEST NUMBER: _____

FROM: _____

Municipality

DATE: _____

AUTHORITY: _____

TIME: _____

DESCRIBE RESOURCE(S) BEING REQUESTED: _____

HOW MANY ARE NEEDED?: _____

PURPOSE (How will resource(s) be used?): _____

LOCATION WHERE RESOURCE(S) TO BE DELIVERED: _____

RESOURCE USE LOCATION (if different from delivery location): _____

CONTACT PERSON: (Name) _____

(Phone) _____

HOW LONG WILL RESOURCE(S) BE NEEDED?: _____

=====

Agency Tasked: _____

Date & Time: _____

ATTACHMENT 5

Initial Damage Report

Name of Event: _____	Date: _____
----------------------	-------------

County: _____ Municipality: _____

Time of Report: _____ Disaster Declared: Yes ___ No ___ Date & Time Declared: _____

<u>Casualties</u>	<u>Damages</u>			
	<u>Destroyed</u>	<u>Major</u>	<u>Minor</u>	<u>Affected</u>
# Fatalities: _____	Single Family: _____	_____	_____	_____
Major Injuries _____	Multi-Family: _____	_____	_____	_____
Minor Injuries: _____	Mobile Homes: _____	_____	_____	_____
Missing: _____	Businesses: _____	_____	_____	_____
	Hospitals: _____	_____	_____	_____
	Schools: _____	_____	_____	_____
	Public Buildings: _____	_____	_____	_____
# Hospitals: _____	# Evacuated: _____	# Sheltered: _____		

Please identify roads closed and why they are closed; list damaged and closed bridges with locations; list damaged water and sewer facilities; list damaged parks and recreation areas; list damaged utilities. Use GPS readings if possible.

PERSON COMPLETING THIS REPORT: _____

PHONE NO.: _____

PUBLIC INFORMATION OFFICER (PIO)

Responsible for: Coordination with news media outlets, preparing press releases, rumor control.

Reports to: The emergency management coordinator.

DATE OF ACTIVATION: _____

REASON FOR ACTIVATION: _____

Completed or N/A	By (Initials)	Time	Item
			Materials and Information Inventory
			Copy of the municipal Emergency Operations Plan (EOP)
			Copy of this checklist
			Notification and Resource Manual
			Action Log
			Listing of area news media
			Notification
			Reported to the municipal Emergency Operations Center (EOC) at: _____ (name of facility and street address).
			Reviewed checklist.
			Notified the Deputy Public Information Officer and placed him/her on standby.
			Opened and maintained PIO Action Log. (See Attachment 1 to this checklist.)
			Developed shift schedule for possible 24-hour operations.
			Established contact with the county Public Information Officer.
			Notified Emergency Management Coordinator (EMC) of “unmet needs” in PIO communications.
			OPERATIONS
			If requested by EMC, established and staffed rumor control line-reported patterns and recurring rumors to the EOC.
			Monitored media coverage of the emergency.
			Responded to the Joint Information Center if, or as needed.
			News Media
			Established a media reporting area for the PIO and chief elected official to meet with news media.
			News Releases
			Coordinated any public release of information with the county PIO prior to release.

Completed or N/A	By (Initials)	Time	Item
			Used pre-formatted releases, if practical. (See Attachment 2 to this checklist.)
			EMC informed of the public information status.
			Prepared to relocate with the EOC, if necessary.
			Recommended (via news release) that victims contact their insurance carriers.

ATTACHMENT 2

RADIO/TV MESSAGES

ROADS CLOSED

This is an emergency notification from the _____ Emergency Management Agency. The recent storm has caused severe flooding in many areas. As of 10:30 a.m. today, law enforcement officials closed the following roads/streets:

1. All of River Road within _____ City/Township/Borough.
2. Norman St. from corner of First Ave. to Fifth Ave.
3. Mott St. from corner of Second Ave. to Fourth Ave.

Please avoid these roads/streets. If you must travel, use alternate routes.

Again, those roads/streets that have been closed are:

1. _____
2. _____
3. _____

Please stay tuned to this station for additional road closure information.

CONTACT YOUR INSURANCE AGENT

The following announcement has been released by the _____ Emergency Management Agency:

Due to the damage incurred in our community by _____ (hazard), the elected officials of _____ recommend that all affected property owners contact their insurance carriers immediately to determine their levels of insurance coverage. This first and immediate step by homeowners is important because accurate damage assessment cannot be conducted until insurance information is available. And an accurate damage assessment is the foundation of obtaining disaster assistance funds. If you need assistance, contact the _____ Emergency Management Agency at _____.

COMMUNICATIONS & WARNING OFFICER

Responsible for: EOC message center, providing working radio & telephone equipment, giving warning to vulnerable facilities.

Reports to: The emergency management coordinator.

DATE OF ACTIVATION: _____

REASON FOR ACTIVATION: _____

Completed or N/A	By (Initials)	Time	Item
			Materials and Information Inventory
			Notification and Resource Manual
			Action Log
			Message Forms
			Portable or hand mobile radios, if available
			Battery operated AM/FM radio for Emergency Alert System (EAS) monitoring
			Notification
			Reported to the municipal Emergency Operations Center (EOC) at: _____ (name of facility and street address).
			Reviewed checklist.
			Notified the Deputy Communications Officer and placed him/her on standby.
			Established radio and telephone communication with responders and county.
			Checked with county for amateur radio operators.
			Opened and maintained official Action Log and Message Log. (See Attachments 1 and 3 to this checklist.)
			Developed shift schedule for possible 24-hour operations.
			Notified Emergency Management Coordinator (EMC) of "unmet needs" in signal communications.
			OPERATIONS
			Supervised handling of message traffic via message forms. (See Attachments 2 and 3 to this checklist.)
			Kept the EMC informed of communications status.
			Prepared to relocate, if necessary.
			Assisted with collecting, completing and forwarding damage reports and assessments.

Completed or N/A	By (Initials)	Time	Item
			Notified schools, hospitals, nursing homes and other places where there may be a concentration of people who may be affected by the emergency. (See Notification and Resource Manual.)
			Notified major businesses and industries, camp sites, motels/hotels and other transient sites that the siren alert has sounded, if possible. (See Notification and Resource Manual.)
			Sounding of sirens to alert citizens
			Confirmed siren activation.
			Coordinated with Public Information Officer (PIO) if there is any message associated with the sounding.
			Coordinated with the Fire and Rescue Services Officer if there is any route alerting conducted in conjunction with the siren sounding.

ATTACHMENT 2

MESSAGE FORM

Date: _____ Time: _____

Message No.:

Urgent:

Routine:

To: Name _____

From: Name _____

Organization _____

Organization _____

Method _____

Method _____

Message: _____

Response/Reply: _____

Time: _____

Urgent:

Routine:

Signature/Initials

ROUTING INFORMATION

Action Information

Elected Officials

Coordinator

PIO

Comm. & Warning

Fire Services

Action Information

Police Services

Health/Medical

FIRE & RESCUE SERVICES OFFICER

Responsible for: Route alerting, firefighting and HAZMAT response.

Reports to: The emergency management coordinator.

DATE OF ACTIVATION: _____

REASON FOR ACTIVATION: _____

Completed or N/A	By (Initials)	Time	Item
			Materials and Information Inventory
			Notification and Resource Manual
			Action Log
			Message Forms
			Route alert packets with area map for each route alert team
			Listing of residents with hearing impairments or other special needs
			Notification
			Reported to the municipal Emergency Operations Center (EOC) at: _____ (name of facility and street address).
			Reviewed checklist.
			Notified the Deputy Fire and Rescue Services Officer and placed him/her on standby.
			Opened and maintained Fire and Rescue Services Action Log. (See Attachment 1 to this checklist.)
			Developed shift schedule for possible 24-hour operations.
			Established contact with the county Fire and Rescue Officer.
			Notified Emergency Management Coordinator (EMC) of "unmet needs" in fire and rescue operations.
			OPERATIONS
			Monitored the status of firefighting and rescue organizations in the municipality.
			Kept the EMC informed of the fire/rescue status.
			Monitored the status of Hazardous Materials (HAZMAT) team and other specialized resources.
			Identified need for HAZMAT and (recommended) dispatch/request for support.
			Advised EMC of the hazards posed by chemical or radiological HAZMAT.
			Assisted with collection of damage assessment data, if required.

Completed or N/A	By (Initials)	Time	Item
			Assisted with emergency shut-off of electric and gas utilities.
			Coordinated provision of emergency lights and power generation.
			Assisted with emergency debris clearance.
			Assisted with evacuation of affected citizens.
			Directed emergency fire and rescue workers to decontamination stations, when appropriate.
			Coordinated the establishment and operation of chemical or radiological decontamination site for emergency workers or the general public.
			Assisted with rescue operations.
			Prepared to relocate with the EOC, if necessary.
			Route/sector alert
			Notified, gathered and briefed route alert teams (two persons per team).
			Prepared maps and messages for each team.
			Provided each team with list of hearing impaired and special needs citizens along their route.
			Dispatched Route/Sector Alert Teams on orders from the EMC.
			Kept EMC informed of the alert notification status.
			Dispatched Route Sector Alert Teams a second team, if necessary.

POLICE SERVICES OFFICER

Responsible for: Physical security of government and citizens, traffic control and law enforcement.

Reports to: The emergency management coordinator.

DATE OF ACTIVATION: _____

REASON FOR ACTIVATION: _____

Completed or N/A	By (Initials)	Time	Item
			Materials and Information Inventory
			Notification and Resource Manual
			Action Log
			Map and listing of Traffic Control Points (TCPs) and Access Control Points (ACPs)
			Map of municipal and county evacuation routes
			Notification
			Reported to the municipal Emergency Operations Center (EOC) at: _____ (name of facility and street address).
			Reviewed checklist.
			Notified the Deputy Police Services Officer and placed him/her on standby.
			Opened and maintained Police Services Action Log. (See Attachment 1 to this checklist.)
			Developed shift schedule for possible 24-hour operations.
			Established contact with the county Police Services Officer.
			Provided a security guard(s) for the EOC upon its activation and initiated sign-in logs. (See Attachment 2 to this checklist.)
			Notified Emergency Management Coordinator (EMC) of “unmet needs” in police services activities.
			OPERATIONS
			Kept the EMC informed of the police status.
			If requested, verified notification of major businesses and industries, camp sites, motels and other transient sites before siren sounding, if possible.
			Provided police security at critical locations.
			Restricted access to hazardous areas as necessary.
			Assisted fire and rescue services in route alerting, if required.
			Posted police at designated TCPs and ACPs.

Completed or N/A	By (Initials)	Time	Item
			Dispatched towing services, as required.
			Checked on traffic flow and determined potential bottlenecks.
			Prepared to relocate with the EOC, if necessary.
			Evacuation
			Supervised evacuation through TCPs and assisted the EMC in determining when the area being evacuated is clear of personnel. (See Attachment 3 to this checklist.)
			Directed emergency police service workers to decontamination stations, when appropriate.
			Established mobile police (marked cars) route patrols throughout the municipality to visibly show the public that police protection and assistance are available.

ATTACHMENT 3

SAMPLE MUNICIPAL TRAFFIC AND ACCESS CONTROL POINTS

A. Traffic Control Points (TCPs)

POST NUMBER	LOCATION	RESPONSIBLE POLICE ORGANIZATION	NUMBER OF OFFICERS
1	Corner Front & Market Sts.	(your municipality)	1
2	Corner Market & Second Sts.	(your municipality)	1
3	(others)		

B. Access Control Points (ACPs)

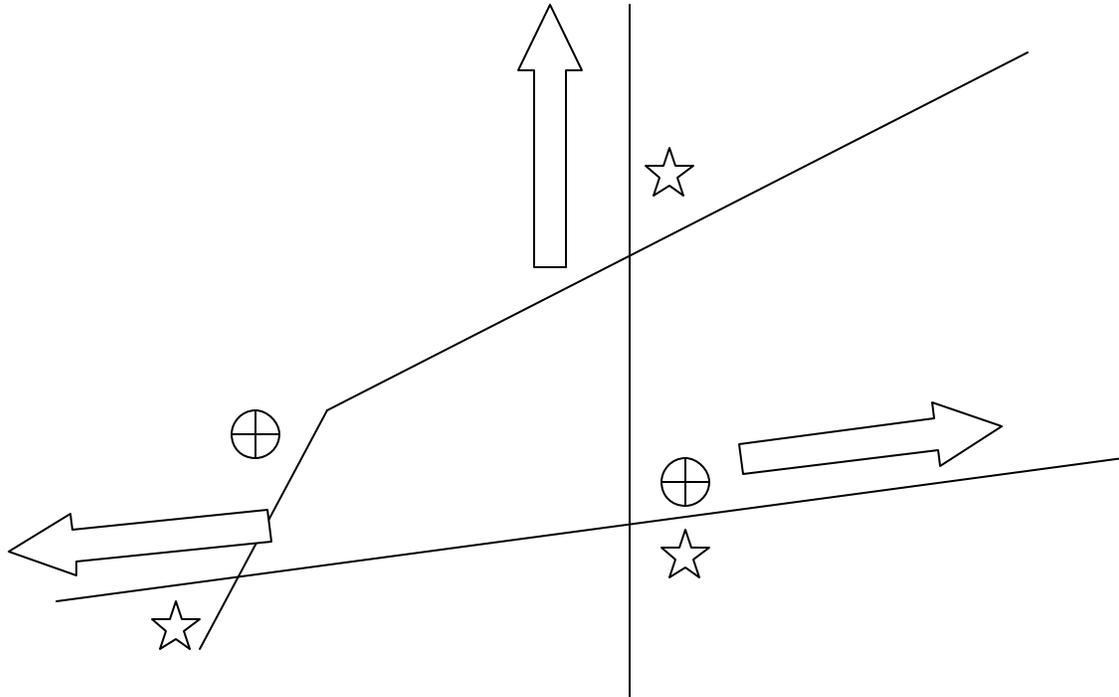
POST NUMBER	LOCATION	RESPONSIBLE POLICE ORGANIZATION	NUMBER OF OFFICERS
1	Route 487 & SR 68067 (No traffic south on 487)	(your municipality)	1
2	Route 487 & SR 68068 (No traffic south on 487)	(your municipality)	1
3	(others)		

C. Police officers staffing local TCPs should have the following:

1. Reflector vests;
2. Lighted batons; and
3. Radio communications with the EOC using a portable radio.

ATTACHMENT 3 (CONT'D.)

SAMPLE EVACUATION MAP



☆ TCP

⊕ ACP

HEALTH & MEDICAL SERVICES OFFICER

Responsible for: Coordination with hospitals and health-care community.

Reports to: The emergency management coordinator.

DATE OF ACTIVATION: _____

REASON FOR ACTIVATION: _____

Completed or N/A	By (Initials)	Time	Item
			Materials and Information Inventory
			Notification and Resource Manual
			Action Log
			Name and location of hospital(s) and ambulance services in the area
			Notification
			Reported to the municipal Emergency Operations Center (EOC) at: _____ (name of facility and street address).
			Reviewed checklist.
			Notified the Deputy Health and Medical Services Officer and placed him/her on standby.
			Opened and maintained Health and Medical Services Action Log. (See Attachment 1 to this checklist.)
			Developed shift schedule for possible 24-hour operations.
			Established contact with the county Health and Medical Services Officer.
			Reviewed list of hearing impaired and special needs residents requiring special notification in the Notification and Resource Manual and verified that it is current.
			Contacted non-ambulatory and special needs citizens to confirm the status of their medical needs, including requirements for special equipment.
			Notified Emergency Management Coordinator (EMC) of "unmet needs" in emergency medical services activities.
			OPERATIONS
			Kept the EMC informed of the emergency medical status.
			Monitored and coordinated emergency medical resources.
			Notified hospitals and nursing homes by telephone of the emergency condition.
			Determined available hospital bed space and put medical facilities on standby.

Completed or N/A	By (Initials)	Time	Item
			Coordinated the assignment of casualties to medical facilities.
			Ensured hospitals are prepared to receive contaminated injured victims.
			Directed emergency medical workers, when appropriate, to decontamination stations.
			Monitored the location of victims evacuated for medical treatment and reported their location to EMC for inclusion in "victim accountability system".
			Coordinated inoculation for the prevention of disease.
			Assisted county coroner with deceased, as needed.
			Kept the EMC informed on the numbers and status of dead and injured handled by medical facilities.
			Prepared to relocate with the EOC, if necessary.
			Evacuation
			Coordinated the pickup and evacuation of residents with special medical requirements.
			Coordinated transportation for the evacuation of hospitals, nursing homes, mental health/mental retardation facilities, daycare and adult care facilities.
			Verified the evacuation of hospitals, nursing homes, mental health/mental retardation facilities.

V. MUNICIPAL EMERGENCY OPERATIONS CENTER

Emergency operations, in time of disasters, can best be controlled and directed from an emergency operations center (EOC). This is a central place where decisions can be made and where you and your staff can exercise the necessary direction of the emergency operations and actions needed to protect and aid citizens and minimize the effects of the disaster. The next few pages will discuss facility requirements, operational procedures, staffing needs and communications requirements for the EOC.

Working with the municipal officials, find a place large enough to accommodate your staff (some six people or more) and is adjacent to or has access to a means of municipal communications. A room in the basement of the municipal building, the police station or fire hall will meet your requirements.

Your staff is usually made up of municipal area specialists in their functions as directed/invited by your governing body. Chapter IV outlined the responsibilities of each function and their operating procedures. The number of personnel activated for each response will depend on the type of emergency and degree of mobilization. Each staff member should be officially enrolled and provided an identification card. This is important for insurance and workers' compensation issues.

Once the elected officials have designated a place for the EOC, authorized establishment of a staff and approved/promulgated your operating procedures, you should think about the response phases that take place during emergencies.

Your first task in any emergency is to quickly survey the situation to determine if it is such size or severity that the EOC should be made operational. There are four classifications that can be used to help determine if the EOC should be made operational.

The municipal EOC mobilization levels are:

1. **Level I:** The EOC remains at normal activation level to gather information and establish liaison with the impacted jurisdiction or agency. EMA personnel staff it. The situation is under control. There are no significant unmet needs.
2. **Level II:** The EOC is partially mobilized to gather and disseminate information to the media and the public, provide necessary coordination and respond to resource request. Protective action may be required. The EMA and representatives from supporting municipal agencies staff the EOC. The municipality may issue a declaration.
3. **Level III:** The emergency condition requires heavy commitment of municipal resources for response. EOC staffing includes the same type of personnel required for Level II, as well as a command group made up of at least one elected official. There may be a declaration by the county or at least by the municipality.

4. **Level IV:** The potential for a widespread disaster, which threatens to impact or require commitment of all county resources, exists. The EOC is fully staffed to support the incident command system. There has been a declaration by the county and a request has gone forward to the state for a declaration by the governor.

To make your EOC operational, you should develop a sequence of steps to follow the various types of emergency situations. Some of the items to consider in making your list are:

1. **Involve decision-makers.** The first requirement is to seek the active participation of your elected officials who are charged with the ultimate responsibility for the protection of lives and property in your community. As their operations director, you are providing information to them on which they will base their decisions. You are the conduit through which decisions are implemented.
2. **Alert the EOC personnel.** The alerting process may be a chain reaction where one person calls another. If one person cannot be reached, alternate names would be provided to make sure that the EOC is fully staffed. Your alert roster for your EOC should be updated semi-annually.
3. **Activate the communications equipment and support facilities.** Unless your EOC is in operation on a day-to-day basis, your communications equipment will have to be activated and tested. Activating the support facilities may mean anything from starting an emergency power generator to plugging in the coffee pot.
4. **Ready the appropriate logs, maps and status charts.** It is vital that you maintain a log of events in your EOC. A sample log has been provided for you in Chapter IV with the Coordinator checklist. Also, you definitely need maps of your community and surrounding areas. Arrange for someone to set up and begin posting on the EOC status charts. Do not wait until an emergency occurs to find maps, charts and other supplies to help you in the response effort. Your hazard vulnerability analysis should have identified the possible emergency situations and required support data.
5. **Prepare a shift schedule.** If the EOC is to be in operation for any length of time, make sure you schedule the personnel in the EOC so that they are not on duty continuously. Schedule time on and off duty as well as relief breaks. Operations often get very intense, and you do not want fatigue to set in among key personnel on your staff.
6. **Provide the necessities.** If you know the EOC will be in operation for some time, make sure the center has the appropriate food, clothing, cots and blankets, and necessary housekeeping supplies, as well as power, heat and air circulation.
7. **Announce briefing schedules.** It is important to keep your elected officials, staff and the public informed of the situation and actions being taken to safe guard life and to protect property, as well as search and rescue efforts and the opening of emergency facilities in support of victims of disaster. A briefing schedule should be set up as

soon as the EOC is activated—especially for the municipal news media, so that they know when to expect a report from the center and are ready to receive it. A briefing schedule will also keep the media from interfering with the operation of the EOC. The news media are a vital link in keeping the public informed and you should do your best to keep them informed as to what is happening. A room located away from the EOC should be utilized, where possible, for the conduct of news briefings.

8. **Arrange for security.** Access to the EOC should be controlled. The EOC staff (municipal officials and selected members of the municipal non-governmental service organizations) should be provided with identification and admitted only after presenting said identification and signing the security roster. EOC staff should also be required to sign out on finishing their shift. An example of a security roster has been provided in Chapter IV after the Police Services checklist.
9. **Establish rumor control.** Your PIO Officer should be available to answer phone calls concerning rumors that may arise from the disaster.
10. **Computers.** Computers provide excellent storage, display and printing capabilities. They can store emergency plans, Standard Operating Plans, checklists and resource files. It should be remembered, however, that computers depend on reliable and consistent power. The system should be thoroughly tested on generator power and have backup manual systems ready for emergency employment just in case the system fails.
11. **Information handling and record keeping.** Information processing refers to the method by which information goes into and out of the EOC as well as how it is passed along inside the EOC when it is operational. Information processing is one of the keys to the success of any response effort.

Once the staff arrives at the EOC, there should be no question as to what they should be doing. Each staff member should have a copy of the EOC standard operating procedures. Upon arrival, they should be briefed on the situation as soon as possible. This can be done through the use of a quickly prepared handout that is given to them as they sign in or at a general briefing. Briefings should be held on a regular basis to make sure everyone in the EOC is kept abreast of the changes in the situation.

Thus far, we have discussed the physical layout of the EOC, how your staff should function in their roles, the classifications of emergencies and things to think about to improve your operations during an emergency. However, there is one last subject considered important enough for special attention. The success of your operation is very much dependent upon **good communications**, both within your organization and outside the EOC.

Internally, the use of standard forms will make certain that the information is complete as well as provide an easily recognizable document for the members of the staff to work from. Nothing is more frustrating to the staff of an EOC than to have to work with tiny slips of various sizes and no specific format. It is extremely difficult to have to act as a result of such often confusing information.

All incoming and outgoing messages via telephones, radios or RACES should be written down. An example was provided in Chapter IV after the Communications and Warning Officer checklist. Written information is important because it documents the actions taken during the response phase. You may have to refer to this documentation later for verification of events. These records could be required for later use in court in the event lawsuits arise. Lack of records will put your jurisdiction at a serious disadvantage if they are not available to the court and your solicitor. It is important to maintain careful fiscal records as well. Should a Presidential Disaster Declaration be issued, these records will also be needed for the municipality to recoup any disaster related costs.

Your telephone message recorder should maintain a log of all incoming and outgoing messages. After recording the messages, they must be delivered to the proper staff representatives for action. If you have enough people on your staff, all incoming messages can be routed through a single person, who then assigns the responsibility to act on the message to someone within the EOC.

As you can see, it is important to have a central location to run your municipality's emergency operations and a well-trained staff to assist you with the smooth running of that center. The staff must be familiar with their duties and kept informed on the latest status as the event unfolds. Lastly, it is important that good communications and records be maintained at all levels as they will be the key to the success of the operation.

VI. DAMAGE ASSESSMENT

When a disaster of any magnitude has caused individual and/or public property damage, the municipal damage assessment process should be initiated immediately under the direction of the municipal emergency management coordinator. If the parent county has previously agreed to lead, assist or perform the damage assessment function, the process should be initiated in accordance with the procedures specified in that agreement.

As the EMC, you may be fully occupied in coordinating the response to the emergency. Therefore, another individual should be pre-designated and trained to coordinate the initial damage reporting and damage assessment processes. Personnel, such as tax assessors, building inspectors, code enforcement officers, real estate appraisers, insurance adjusters, utility personnel, etc. have the expertise to become an integral part of your community's damage assessment team.

An Initial Damage Report should be submitted to the county as soon as possible and then updated periodically as required by the county EMC. On the following pages is the training manual for the web-based reporting system PEMA developed to gather this data. The manual provides you with a step by step process for submitting your damage report.

If the damage is severe and extensive, a joint PEMA/FEMA Preliminary Damage Assessment (PDA) may be conducted to determine the need for state and federal assistance. Municipal representatives will be requested to accompany the PDA teams to ensure that all damages are located and accurately recorded. The key to assessment and reporting of damage is as follows:

1. Make a list of all damages from most severe to least. Include location, structure type and size, and brief description of damage.
2. Mark a municipal map with the damage locations keyed to your list.
3. Take photos of significant damage/debris piles.
4. Ensure that your damage is reported to your county and that updates are provided.
5. Maintain a record keeping system that readily documents all expenses incurred by the municipality in response efforts.

In summary, it is important that the municipality has a team ready to perform damage assessment as soon as possible after an emergency. It is also important that a good documentation process be followed to prevent loss of potential funding under a Presidential declaration. If damage has occurred in your community, ensure it is reported to the county as soon as possible and that updates are provided as necessary. Proper reporting and documentation could be the key to receiving disaster assistance.

INITIAL DAMAGE REPORTING SYSTEM

Overview

This application provides the Pennsylvania Emergency Management Agency (PEMA) and all stakeholders with a new technological platform for Initial Damage Reporting and assessment side of its operations and recovery. In developing this application, the following goals were taken into account:

- The application has been created on a Web-based platform that will allow the participation of external organizations outside of the Emergency Operations Center (EOC) to expedite the information flow for damage Reporting, Mitigation, Operations and Recovery during a disaster.
- The application utilizes a database that captures the discrete data elements required to streamline and expedite all aspects in the management of a disaster.
- The application will allow users the accessibility to maintain, retrieve, and export data based upon their individual user level and permissions.
- Individuals who are new to the Electronic Damage Reporting process should find it relatively easy to understand, learn and use the system.
- The application is designed to operate on standard Commonwealth technology platforms and uses few, if any, proprietary components, allowing PEMA to modify or enhance the system as needed.

Purpose of Initial Damage Reporting

The main purpose of the Initial Damage Reporter is the documentation of the history of an event. When done properly, documentation will be a beginning to end chronology of what happened, when it happened, who was affected, how much damage was incurred and how the event was handled.

It is imperative that damage reporting is completed aggressively when it comes to the documentation process. The damage reporting team will see damage at its peak and this moment must be captured so that damage assessment teams will have a good concept of what things were like before the cleanup. Because a number of steps are involved in the response and recovery stages, it could be days before the joint damage assessment teams from state and federal levels arrive on scene. Since human reaction is to quickly return to normalcy, cleanup and restoration efforts begin sometimes within hours of the disaster event.

The bottom line for initial damage reporting is economic in nature. From the business perspective, damage may be significant enough to warrant a Small Business Administration (SBA) declaration. From the perspective of residents, it could be significant enough to trigger Individual Assistance (IA). From the municipal perspective, the damage could be significant enough for Public Assistance (PA). IA refers to financial aid to individuals and PA provides financial aid to governments and certain private nonprofit organizations following a Presidential Major Disaster Declaration. Both are covered under the provisions of the federal Robert T. Stafford Disaster Relief and Emergency Assistance Act. They are mentioned only to demonstrate the importance of accurate initial damage reporting and how this information is used later by other agencies.

In all cases, the initial damage report provides the information needed by the Pennsylvania Emergency Management Agency and the Governor when determining if damages are sufficient to pursue a Presidential Major Disaster Declaration or Presidential Emergency Declaration through the Federal Emergency Management Agency.

Basics

Before we begin describing the functionality of the system, it is important that the user understand a few basic concepts on which the system is built.

Information Units

While the system utilizes a relatively complex database, the approach to Initial Damage Reporting is very simple in the overall use. This is not a document-based element, however; data is collected, analyzed, stored, retrieved, transmitted to users, and used to generate various reports and requests.

Damage reporting information should be able to interface / exchange / be input and accessed by many of the internal and external customers to include Municipal, State, and Federal agencies. In general, security of the information from disclosure to the public is a concern specifically where personal information about individual citizens are collected.

This system was designed for the entering, retrieval, and analysis of information as close to real time as possible. The system was designed to operate on a multitude of internet based systems, including wireless platforms.

System Use

In an effort to assist in the recovery of a disaster event, damages and unmet needs are reported by citizens and organizations to the municipal EOC, county EOC, or Public Safety Answering Point (PSAP – 911 Center). This information is collected, organized, analyzed, stored, and transmitted to appropriate individuals and agencies. County governments will dispatch their damage assessment teams to verify reports, develop additional information, and identify unreported damages and needs. As the situation and knowledge of it develops, the county EOC will brief the state EOC of all pertinent data. State agencies can submit their damage information directly to the state EOC through the Emergency Preparedness Liaison Officers (EPLOs). At the state EOC, the information is received, organized, stored, analyzed, and transmitted to appropriate Federal officials and agencies for further action as required.

The system allows the input of required data into organized databases from multiple user levels whether it is at the municipal, county, and/or state EOC level. The system allows for up channel reporting of data from municipal level to county and then to state levels. Additionally, it allows for information dissemination from state to county and municipal levels. It also allows the generation of reports at each level as needed. Reports at county level may be able to be grouped by municipality, and at the state level by region, county and municipality. The data (or selected elements) needs to be able to be transmitted to and /or accessed by all internal and external customers and users with appropriate limitations on accessible data. For example, each level of government should be able to access its data and the data for the levels “below”.

Menu Items

- [Damage Reporter](#)
- [PA Homeland Security](#)
- [PEMA AccuWeather Center](#)
- [Daily News Clippings](#)
- [County EMA Coordinators](#)
- [Document Library](#)

The menu that appears on the left side of the Web page has been modified to simplify access to the Damage Reporter. This item will not be visible unless a user has been granted the necessary permissions by PEMA, and has logged into the site.

(Note: The user’s name, duty position, and contact number must be submitted in writing by the County EMA Coordinator or their designated representative to PEMA for an individual to be granted access.)

The screen pictured below is the primary navigation screen for the Initial Damage Reporter. This is the initial screen that is used when first opening a Damage Report or searching for Damage Reports that have been closed out.

Requires Microsoft Internet Explorer 5.5 SP2 or greater. To tell what version you are running, click Help, About Internet Explorer from the menu bar above.

(Note: When this screen is opened, please see the caption note at the top of the page. This application needs Internet Explorer 5.5 or above to operate correctly.



The Site Administration tab located at the bottom of the page only applies to PEMA staff who are site administrators. This will be covered under the Site Administration section.

Initial Damage Reports (IDR)

Searching Open Damage Reports

When a user clicks on Work with an open Initial Damage Report (IDR), this will allow the user to work with an existing IDR or allows the user to create a new report. An example of this is shown below.

To view specific details of an open IDR, you must click on the Event to open the detail screen. Multiple IDR events may be open or awaiting final closure in the system at the same time. When entering data, the user must beware of exactly which event they are entering data.



A user will only be able to see an event that pertains to their respective user access level. This also applies to when a user is reporting new damages; they can only report based upon the level of user accessibility they have been granted within the system. The access level rights are broken down into four levels to include municipality, county, PEMA regional, or PEMA SEOC user rights. PEMA regional offices are unable to report for other regional offices, Counties are unable to report for other counties, and the same applies for municipalities. In the event that additional individuals need to enter data for other regions or counties, those profiles can be adjusted by the site administrator.

(Note: The IDR administrator will grant access to all individuals that have been requested in writing by the county coordinator or their respective representative to have access.)

Searching Closed Damage Reports

To work or search for a closed IDR, the user should click on the **Search Closed IDRs** tab. This will allow the user to search for all pre-existing IDRs that have been entered. Once this search screen opens the user should then enter the key elements as to the event they are looking for.

Based upon your user rights your search capability may have fewer fields to search upon. The system should allow you to search on the region, county, municipality, event category, event or a date range. While doing your searches, all fields do not require entries to conduct a search; a user only needs the basic elements to conduct a search. A list of closed IDRs will appear once the search has been conducted. The user must then select which specific IDR they wish to view and open that one. An IDR that is closed can be reopened by the user so additional information can be added to the report, e-mailed, or printed.

CLOSED IDRs / SEARCH Home

Select **at least one** search criteria before initiating your search.

CRITERIA

Region **County** **Municipality**

Select One... Choose a region first... Choose a county first...

Event Category

Select One...

Event

Choose an event category first...

Date Opened Range : mm/dd/yyyy

From: To:

Search

Creating an Initial Damage Report

The screen pictured below is an example of the Initial Damage Report screen. A multitude of the fields will come pre-populated based upon your user profile that has been established. An example would be the date/time fields, region, county, and municipality. This is the first step in opening an Initial Damage Report to ensure all data for a specific municipality is captured.

ADD IDR Previous List Home

EVENT

Event Category: Select One... Date: 12/16/2002 12:37:48 PM

Event: Choose an event category first.

LOCATION

Region: Select One... County: Choose a region first. Municipality: Choose a county first.

REPORTED BY

Name: Phone: E-mail:

DESCRIPTION

Was disaster declared? No Yes

Enter totals for this municipality only.

Fatalities: Missing: Evacuated: Sheltered:

Check each volunteer organization that assisted.

A Volunteer Organization

Create IDR

The **Event Category** and **Event** fields are based upon the PEIRS reporting system and should be used in conjunction with the PEIRS reporter.

The **Location fields** should be pre-populated based upon your user profile i.e. PEMA Headquarters, PEMA region, county, and/or municipality. The **reported by** field must be filled in by the user that is generating the report.

The **Description fields** will be incident specific through out the report. The declaration block should be based upon a municipal declaration and not a county declaration or state declaration. The remaining fields, again, should only be filled in for that specific municipality alone.

The next series of fields on the page are a general list of **Volunteer Organizations**. In an effort to ensure that **Volunteer Organizations** are tracked in the time of a disaster, it is requested that you click on any listed organizations that are working with the municipality. These fields are provided to delineate specific agencies that have responded to a municipality to offer assistance. The system does not require entries into these fields.

Once you have entered all the appropriate data in the correct fields, click on the **Create IDR** tab at the bottom right corner of the screen.

IDR Details Page

An example of an open IDR for a municipality is show below. To edit any data associated with this specific municipality, a user only has to click on the **Edit IDR** tab in the upper right corner of the form. This will allow the user to go back to the Damage Report Form and make changes to all fields on the report form. Once a report form has been activated, it cannot be closed or removed. The data can be change, but the actual damage report form cannot.

A County user or above can also switch between open municipal IDRs that have been entered into the system by clicking the drop down box, selecting the municipality, then clicking **OK**. The next two sections that are covered are the **Edit IA (Individual Assistance)** section and **Edit PA (Public Assistance)** section.

VIEW IDR / DETAILS Print Previous List Home

Adamstown Borough Adamstown Borough **OK**
Eastern : Berks : Adamstown Borough [Add new municipality to IDR](#)

12/16/2002 1:02:00 PM
Exercise : Weather Exercise [Edit IDR](#)

Municipality IDR Status: Initial
County IDR Status: Open

Volunteers:

- Fatalities: 1
- Missing: 1
- Evacuated: 1
- Sheltered: 1

Disaster declared?: No

Reported by: Gerald Mcateer, 651-2001
stateeoc@state.pa.us

INDIVIDUAL ASSISTANCE REPORT [Edit IA](#)

DESTROYED	MAJOR	MINOR	AFFECTED
No IA data has been entered for this IDR.			

PUBLIC ASSISTANCE REPORT [Edit PA](#)

AFFECTED	DAMAGED	DESTROYED
Functional with light damage	Not functional but repairable	Not functional, not repairable
No PA data has been entered for this IDR.		

Set IDR Status to Closed

Individual Assistance Form

When entering information into the Individual Assistance Report, the user should compile the number of businesses, mobile homes, multi-family and single family homes based upon the determination as to the extent of damages. This information should then be placed in their respective fields whether the facility is destroyed, major, minor or affected damages. Whenever an entry is made into one of these fields, a detail form should be completed as soon as possible on each of the respective businesses, mobile, multi and single family homes in an attempt to capture as much information on the initial assessment. This will hopefully allow less time being spent on follow-up assessments and reviews of properties.

Once you have entered all pertinent information regarding damages that have occurred, ensure you save by clicking on the button in the lower right corner so any data that was entered will not be lost.

I D R

EDIT IDR / INDIVIDUAL ASSISTANCE REPORT [Previous List](#) - [Home](#)

Adamstown Borough **Weather Exercise**
Eastern : Berks 12/16/2002 1:02:00 PM

A separate detail form should be completed for each entry. Enter the totals for this municipality only.

	DESTROYED	MAJOR	MINOR	AFFECTED	
Businesses	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	Detail Form
Mobile Homes	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	Detail Form
Multi-Family	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	Detail Form
Single Family	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	Detail Form

Save

Individual Assistance Detail Form

The Individual Assistance Detail Form will automatically open to a blank form each time. The top of the form will show the applicable municipality, county and PEMA regional office. This form will open showing four fields that require entries into them. These four fields are **Name**, **Location**, **Describe the Damages**, and **Describe impact on citizens and businesses**. These fields are not required entries on the form, though it is suggested that all pertinent information be collected on the initial assessment so vital information is not lost.

In the **Name** field the corresponding company name and/or owner of the residence should be entered. If the residence is occupied by a business, renter, or leaser, please annotate their information in the **Name** field and then enter the owner's information in the **Describe impact on citizens or businesses** field.

The **Location** field is one of the most important fields that is on the Detail Form and is the sole source for ensuring the property/residence is correctly accounted for. This field should be filled in with the exact street address if one can be obtained. In the event an address can not be obtained, the reporting individual should use all means to annotate as much information in an

EDIT IDR / INDIVIDUAL ASSISTANCE REPORT / DETAIL FORM Previous List - Home

Adamstown Borough
Eastern : Berks

Weather Exercise
12/16/2002 1:02:00 PM

Businesses

DETAILS

Name

Location
Enter the address, if known. Intersection, directions or other information that will help in locating the structure or facility.

Describe the damage

Describe impact on citizens or businesses

Save and Add Another **Save**

Existing detail entries for Businesses

effort to later identify the property. This can be accomplished by several means; some examples are to a get a street intersection, a known mile marker, or even a known land mark.

(Note: P.O. boxes should not be entered in the Location field.)

In the **Describe the Damage** field a general synopsis of the damages should be given, to include as much relative information to the property as possible. This could include the loss of a structures roof, rooms, flooded basements, or even additional out buildings associated with the residence.

The last remaining field is the **Describe impact on citizens or businesses**. This field should capture any additional information that has not previously been received in one of the above listed fields. Some examples of what should be entered into this field should be if a residence is no longer inhabitable (destroyed) and the occupant must find another suitable form of temporary housing. When and if possible any and all further information should be gained to assist with the reporting process. An example of this would be if the home owner has a current insurance policy and what the current rate of coverage for the property is.

Public Assistance Form

When entering information into the Public Assistance Report, the user should compile the number of bridges and culverts, fire/EMS facilities, hospitals, etc based upon the determination as to the extent of damages. This information should then be placed in the respective fields indicating whether the facility is functional with light damage, not functional but repairable, or not functional not repairable. Whenever an entry is made into one of these fields, a detail form should be completed as soon as possible on each of the respective areas, in an attempt to capture as much detailed information on the initial assessment.

Again, this will hopefully allow less time being spent on follow-up assessments and additional inspections of those respective areas.

Once you have entered all pertinent information regarding damages that have occurred, be sure to save all data so it will not be lost.

EDIT IDR / PUBLIC ASSISTANCE REPORT

[Previous List](#) - [Home](#)

Albany Township

Eastern : Berks

Earthquake

12/16/2002 8:57:00 AM

A separate detail form should be completed for each entry. Enter the totals for this municipality only.

	AFFECTED	DAMAGED	DESTROYED	
	Functional with light damage	Not functional but repairable	Not functional, not repairable	
Bridges and Culverts	<input type="text"/>	<input type="text"/>	<input type="text"/>	Detail Form
Fire/EMS Facility	<input type="text"/>	<input type="text"/>	<input type="text"/>	Detail Form
Hospital	<input type="text"/>	<input type="text"/>	<input type="text"/>	Detail Form
Nursing Home	<input type="text"/>	<input type="text"/>	<input type="text"/>	Detail Form
Other	<input type="text"/>	<input type="text"/>	<input type="text"/>	Detail Form
Park	<input type="text"/>	<input type="text"/>	<input type="text"/>	Detail Form
Power Supply	<input type="text"/>	<input type="text"/>	<input type="text"/>	Detail Form
Public Bldg. (Library, City Hall, etc.)	<input type="text"/>	<input type="text"/>	<input type="text"/>	Detail Form
Roads	<input type="text"/>	<input type="text"/>	<input type="text"/>	Detail Form
Sanitary Sewer	<input type="text"/>	<input type="text"/>	<input type="text"/>	Detail Form
School	<input type="text"/>	<input type="text"/>	<input type="text"/>	Detail Form
Sewer Treatment	<input type="text"/>	<input type="text"/>	<input type="text"/>	Detail Form
Storm Sewer	<input type="text"/>	<input type="text"/>	<input type="text"/>	Detail Form
Water Control Facility	<input type="text"/>	<input type="text"/>	<input type="text"/>	Detail Form
Water Supply	<input type="text"/>	<input type="text"/>	<input type="text"/>	Detail Form
Water Treatment	<input type="text"/>	<input type="text"/>	<input type="text"/>	Detail Form

Save

Public Assistance Detail Form

The Public Assistance Report/Detail Form will automatically open to a blank form each time it is used. The top of the form will show the respective municipality, county and PEMA regional office that the form is being filled out for. This form will open showing four fields that require entries into them. These four fields are **Name**, **Location**, **Describe the Damages**, and **Describe impact on citizens and businesses**. These fields are not required entries on the form, though it is suggested that all pertinent information be entered on the detailed form so vital information is not lost.

In the **Name** field, the corresponding company name and/or owner of the residence should be entered. If the residence is occupied by a business, renter, or leaser please annotate their information in the **Name** field and then enter the owner's information in the **Describe impact on citizens or business** field.

The **Location** field is one of the most important fields that is on the detail form and is the sole source for ensuring the property or structure is correctly accounted for. This field should be filled

EDIT IDR / PUBLIC ASSISTANCE REPORT / DETAIL FORM Previous List Home

Adamstown Borough
Eastern : Berks

Weather Exercise
12/16/2002 1:02:00 PM

Culverts modified for testing

DETAILS

Name

Location
Enter the address, if known. Intersection, directions or other information that will help in locating the structure or facility.

Describe the damage

Describe adverse impact on essential facilities and services.

with the exact street address if one can be obtained. If an address can not be obtained the reporting individual should use all means to annotate as much information in an effort to later identify the property or structure. This can be accomplished by several means, some examples are to a get a street intersection, a known mile marker, or even a known land mark.

In the **Describe the Damage** field a general synopsis of all damages should be given, to include as much relative information to the property as possible. This could include the loss of a bridge, public buildings damaged, roadway washed out, or even

underground utility pipes.

The last remaining field is the **Describe adverse impacts on essential facilities or services**. This field should capture any additional information that has not previously been received in one of the above listed fields. Some examples of what should be entered into this field would be if emergency equipment could no longer gain access into a home or group of homes due to a roadway being destroyed or if municipal owned buildings are damaged to include schools, libraries, utility garages, court houses, etc.

Once you have entered all pertinent information regarding damages that have occurred, be sure to save all data so it will not be lost. If you need to enter another detail form then click on the **Save** and **Add Another**, this will allow you to save your current form and enter another detailed report.

Editing I/A and P/A Forms

When a user must edit an Individual Assistance/Public Assistance Report or Detail Form, you must first select a specific municipality and click on **OK**. Once the details page is opened you will be able to see the total reported information for that respective municipality. To get a quick review of the details for Individual or Public assistance, at the bottom of each section there is a view details button. This will allow you to see all detail reports that have been filed.

In this format, you are also given the ability to edit the IDR, Edit IA, and Edit PA. Once you click on the associated tab, it will open up the general data input form. To add, update or edit a detail report you will then have to click on the Details Forms.

I
D
R

VIEW IDR / DETAILS Print Previous List Home

Adamstown Borough Adamstown Borough
Eastern : Berks : Adamstown Borough [Add new municipality to IDR](#)

12/16/2002 1:02:00 PM [Edit IDR](#)
Exercise : Weather Exercise

Municipality IDR Status: Initial County IDR Status: Open	Volunteers:
<ul style="list-style-type: none"> • Fatalities: 1 • Missing: 1 • Evacuated: 1 • Sheltered: 1 	
Disaster declared?: No	
Reported by: Gerald Mcateer, 651-2001 stateeoc@state.pa.us	

INDIVIDUAL ASSISTANCE REPORT [Edit IA](#)

	DESTROYED	MAJOR	MINOR	AFFECTED
Businesses	0	0	0	0
Mobile Homes	0	0	0	0
Multi-Family	0	0	0	0
Single Family	0	0	0	0

[View IA Report Details](#)

PUBLIC ASSISTANCE REPORT [Edit PA](#)

	AFFECTED	DAMAGED	DESTROYED
	Functional with light damage	Not functional but repairable	Not functional, not repairable
Culverts modified for testing	0	0	0
Fire/EMS Facility	0	0	0
Hospital	0	0	0
Nursing Home	0	0	0
Other	0	0	0
Park	0	0	0
Power Supply	0	0	0
Public Bldg. (Library, City Hall, etc.)	0	0	0
Roads	0	0	0
Sanitary Sewer	0	0	0
School	0	0	0
Sewer Treatment	0	0	0
Storm Sewer	0	0	0
Water Control Facility	0	0	0
Water Supply	0	0	0
Water Treatment	0	0	0

[View PA Report Details](#)

Set IDR Status to Closed

This will then open the edit page for entering data. This will allow you to either enter a new report or it will allow you to edit one of the completed detailed forms. To open a detailed report form, click on the edit details tab to the right of the report. The system will then add all the appropriate details back into those appropriate fields and allow the user to make those changes as needed.

Again insure you save your changes by clicking on the Save button in the lower right corner of the page.

DETAILS

Name

Location
Enter the address, if known. Intersection, directions or other information that will help in locating the structure or facility.

Describe the damage

Describe impact on citizens or businesses

Existing detail entries for Businesses

Name: Joe's House [Edit detail](#)

Location: 110 Main Street

Damage: Garage missing

Impact: Ins. Coverage 100%

Name: Johns House [Edit detail](#)

Location: 100 Main Street

Damage: House is now gone

Impact: 60 % unins. Loss

Printing and E-mailing Damage Reports

To print an incident located on the top of View IDR form, you will see a small icon in upper right hand corner that states print. you click on that icon, it will open the Print/E-mail IDR Page.



any
the
Once

On this form you have several function options. In the Report Details area, a user has the ability to change the scope of the report you want to print. A user has the ability to print a report for a single municipality or a county total. This report will also allow a user to include the structure/facility details page in each one of the reports whether it is a municipal report or a county total report. The form will open in an HTML format in which you can print the report.

A screenshot of the 'PRINT/E-MAIL IDR' form. The header shows 'Adamstown Borough' and 'Weather Exercise' with a timestamp '12/16/2002 1:02:00 PM'. Below the header, there is a navigation bar with 'Previous List' and 'Home'. The main content area is titled 'PRINT/E-MAIL IDR' and contains the following sections:
Report Details
Report Scope: IDR details for this municipality only IDR details for entire county
Include Structure/Facility Detail Pages?: Yes No
A yellow 'Print IDR' button is located at the bottom right of this section.
Email IDR
Recipient's Email Address: [text input field]
Subject: IDR Report
Message Body (optional cover text that will appear before the IDR report): [text area]
A yellow 'E-mail IDR' button is located at the bottom right of this section.

In the E-mail IDR portion, the system will allow you to forward a copy of the report to external users that do not have access into the system. A user must enter the full e-mail address of their intended recipient for the report to be sent. The subject field comes pre-populated, but can be altered by the author of the report.

The user also has the ability to enter additional information to the report that may be needed to clarify a specific portion of the report.

Report Confirmations

Once the report is sent the system will give the user a confirmation that the report has been successfully sent.

An example of the report is shown below.



PRINT/E-MAIL IDR

Adamstown Borough
Eastern : Berks

A copy of the IDR report was sent to stateeoc@state.pa.us

[Previous List](#) - [Home](#)

Weather Exercise
12/16/2002 1:02:00 PM

Adamstown Borough

Eastern : Berks : Adamstown Borough

12/16/2002 1:02:00 PM
Exercise : Weather Exercise

<p>Municipality IDR Status: Updated County IDR Status: Open</p> <hr/> <ul style="list-style-type: none"> • Fatalities: 2 • Missing: 2 • Evacuated: 2 • Sheltered: 2 <hr/> <p>Disaster declared?: No</p> <hr/> <p>Reported by: Gerald Mcateer, 651-2001 stateeoc@state.pa.us</p>	<p>Volunteers:</p>
---	--------------------

Individual Assistance Report

	DESTROYED	MAJOR	MINOR	AFFECTED
Businesses	0	0	0	0
Mobile Homes	0	0	0	0
Multi-Family	0	0	0	0
Single Family	0	0	0	0

Public Assistance Report

	AFFECTED	DAMAGED	DESTROYED
Bridges and Culverts	0	0	0
Fire/EMS Facility	0	0	0
Hospital	0	0	0
Nursing Home	0	0	0
Other	0	0	0
Park	0	0	0
Power Supply	0	0	0
Public Bldg. (Library, City Hall, etc.)	0	0	0
Roads	0	0	0
Sanitary Sewer	0	0	0
School	0	0	0
Sewer Treatment	0	0	0
Storm Sewer	0	0	0
Water Control Facility	0	0	0
Water Supply	0	0	0
Water Treatment	0	0	0

VII. DISASTER RECOVERY

The purpose of this chapter is to provide an overview of post-disaster activities and brief descriptions of the major state and federal disaster assistance programs that are available to individuals, businesses, municipal/county governments and certain eligible private non-profit organizations.

When disaster strikes, municipal authorities must ensure public order and security. Vital services, such as water, power, sewage, communications, transportation, shelter and medical care, must be restored quickly. Debris removal must also begin as quickly as possible in order to help the community recover. Municipal officials rely heavily on help from the private sector, individual volunteers and charitable organizations to cope with immediate post-disaster tasks. Pre-disaster agreements often are made with such organizations such as gas and electric companies, chemical companies and firms with heavy equipment, such as cranes and bulldozers that can supplement municipal government equipment.

Volunteer Organizations Active in Disaster (VOAD), such as the American Red Cross, Salvation Army, Mennonite Disaster Service and others, provide invaluable assistance to municipal governments and their citizens. These private organizations remove a great burden from municipalities during an emergency by being partly or totally responsible for distributing food, medicine and supplies, and providing emergency shelter.

A municipal disaster emergency may be declared under Section 7501 (b) of Title 35 by the governing body of a political subdivision upon finding a disaster has occurred or is imminent. The governing body may authorize the mayor or other chief executive officer to declare the disaster subject to ratification by the governing body. The declaration shall not be continued or renewed for a period in excess of seven days except by or with the consent of the governing body of the political subdivision.

Any order or proclamation declaring, continuing or terminating a municipal disaster emergency shall be given prompt and general publicity and shall be filed promptly with the Pennsylvania Emergency Management Agency through the county EMA office. The effect of a declaration of a municipal disaster emergency is to activate the response and recovery aspects of any and all applicable municipal disaster emergency management plans and to authorize the furnishing of aid and assistance.

If the disaster situation is beyond the capabilities of the municipality, the need for supplemental assistance should be brought to the attention of the county EMC. Supplemental assistance from the county may provide sufficient aid to return your community to normalcy. The majority of emergency/disaster recovery operations are handled at the municipal and county level.

If the situation escalates beyond the capabilities of both the municipality and the county or it appears probable that additional assistance is necessary, the Governor may direct execution of the Commonwealth's Emergency Operations Plan and commit state resources to supplement those of the county and municipal governments. Depending on the severity and magnitude of the situation, the Governor may declare a "Disaster Emergency" under Section 7301 (c) of Title 35.

The state of disaster emergency shall continue until the Governor finds that the threat or danger has passed or the disaster has been dealt with to the extent that emergency conditions no longer exist. The state of disaster emergency may not continue for longer than 90 days unless renewed by the Governor. All executive orders or proclamations issued under Section 7301 (c) shall indicate the nature of the disaster, the area or areas threatened and the conditions that brought about the state of disaster emergency.

Political subdivisions included in the Governor's proclamation of "Disaster Emergency" are authorized to enter into contracts, incur obligations, hire temporary workers, rent equipment, purchase supplies and appropriate and expend public funds without regard to normal contracting and bidding formalities, except mandatory constitutional requirements

PEMA is responsible for the coordination of all assistance that may be available from the state. This may include:

1. Emergency equipment such as water pumps, pipes and generators.
2. National Guard for search and rescue, security, communications, traffic control or evacuation.
3. Assistance may be available in clearing roadways due to floods, heavy snows or other natural disasters.
4. Assistance with stream clearance projects.
5. Technical assistance in such preventive areas as floodplain management, flood insurance and hazard mitigation.
6. Equipment, supplies, facilities, personnel and other resources from various state departments and agencies.

When a disaster situation is of sufficient severity and magnitude and beyond the capabilities of municipal, county and state resources supplemented by private and volunteer organizations, the Governor may request the President to declare an "Emergency" or a "Major Disaster". The request must be in accordance with the Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended. In submitting the request to the President, the Governor must certify that he directed execution of the State Emergency Operations Plan.

Assistance authorized by an "Emergency" declaration is limited to immediate and short-term assistance, essential to save lives, to protect property and public health and safety, or to lessen or avert the threat of a catastrophe. Examples of emergency assistance that may be provided include:

1. Food, water, medicine and other essential needs
2. Shelters or emergency care

3. Housing assistance to include; lodging expenses reimbursement, rental assistance and home repair cash grants
4. Debris removal
5. Emergency repair and demolition
6. Search and rescue
7. Security forces
8. Removal of health and safety hazards
9. Emergency communications, emergency access and emergency public transportation
10. Technical and advisory assistance to the affected population
11. Emergency assistance through mission assignments to Federal agencies in support of State, county and municipal efforts to save lives and protect property
12. Coordination of disaster relief provided by Federal agencies, private organizations and State, county and municipal governments
13. Disaster Unemployment Assistance
14. Crisis Counseling Assistance

If the damages are more severe and the impact is greater, the Governor may request a “Major Disaster” declaration from the President. This authorizes a wide variety of federal disaster assistance programs including the following:

1. Housing assistance to include; lodging expenses reimbursement, rental assistance and home repair cash grants
2. Small Business Administration (SBA) loans to individuals, families, businesses, and certain private non-profit institutions, to repair or replace damaged or destroyed property
3. Other Needs Assistance (ONA) for serious disaster related needs to include medical, dental and burials. Funding for other serious needs, such as transportation, furniture, and the like may be provided if the applicant is denied a loan from SBA
4. Crisis counseling and referral services for individuals
5. Disaster unemployment assistance and job placement for those unemployed as a result of the disaster

6. Federal tax assistance for individuals and businesses
7. Aid to the elderly
8. Veterans' assistance
9. Public assistance program supplemental funding to governments (including school districts and municipal authorities) and eligible private non-profit organizations (including educational, utility, emergency medical, custodial care and selected other facilities) to restore disaster damaged facilities to their pre-disaster function and capacity. It also provides funding for the eligible cost of debris removal and emergency protective measures.
10. Community disaster loans to communities suffering a substantial loss of tax revenue as a result of the major disaster.
11. Hazard mitigation grants to municipal, county and state governments and eligible private non-profit organizations to reduce the risk of future damages.

Two programs that you should be aware of that are heavily used in disasters are the SBA loan program and the United States Department of Agriculture loan program. The following paragraphs will go into these programs in a bit more detail.

Small Business Administration

After a disaster strikes, the first question asked by many individuals, both victims and public officials alike, is who will help us or what assistance is available to us. Initial individual assistance is provided by the voluntary agencies as discussed previously in this chapter. One governmental program that is heavily used is the SBA disaster assistance program. SBA can make a physical declaration, based on the occurrence of at least a minimum amount of physical damage to buildings, machinery, equipment, inventory, homes and other property. Such damage usually must meet the following criteria:

1. In any county or other smaller political subdivision of a state or U.S. possession, at least 25 homes or 25 businesses, or a combination of at least 25 homes, businesses, or other eligible institutions, each sustaining uninsured losses of 40 percent or more of the estimated fair replacement value or pre-disaster fair market value of the damaged property, whichever is lower; or
2. In any such political subdivision, at least three businesses each sustaining uninsured losses of 40 percent or more of the estimated fair replacement value or pre-disaster market value of the damaged property, whichever is lower, and, as a direct result of such physical damage, 25 percent or more of the work force in their community would be unemployed for at least 90 days; and

3. The Governor must submit a written request to SBA for a physical disaster declaration. This request must be submitted within 60 days of the date of the disaster.
4. SBA can also make an economic injury declaration with a state certification that at least five small business concerns in a disaster area have suffered substantial economic injury as a result of the disaster and are in need of financial assistance, not otherwise available on reasonable terms. The Governor must submit this type of request within 120 days of the disaster occurrence.

If the municipality feels that it may meet the criteria, initiate a damage assessment, contact the county EMC and work together in developing the report for consideration of the SBA declaration.

Disaster loans through the SBA are available to homeowners, businesses, and renters for restoring or replacing disaster-damaged real and personal property. This program is intended to restore or replace a victim's primary home and personal property as nearly as possible to pre-disaster conditions.

Agriculture

The USDA may make emergency loans to farmers (owners and tenants) who were operating and managing a farm at the time of the disaster for repairs or replacement of storm-damaged farm buildings, machinery, equipment and supplies, provide for interim operating expenses and refinancing under some conditions. The loans are limited to the amount necessary to compensate for actual losses to essential property and/or productive capacity.

Information regarding agricultural situations (droughts, heavy rains, hail and ice storms) should be coordinated through the county EMA to the county agricultural emergency board. Agricultural disaster assistance programs are intended to assist farmers and other agricultural operators to cover losses resulting from a natural disaster in order to return the farm or agricultural facility to a financially sound position.

In summary, whether the Governor declares a "Disaster" or asks the President to declare an "Emergency" or "Major Disaster", it is important that the municipality be aware of the available programs and what is needed to obtain those programs. Furthermore, it becomes more critical than ever, that you as a coordinator ensure that all damage in your municipality is reported through the proper chain to ensure that the citizens of your community are not overlooked if assistance becomes available.

VIII. HAZARD MITIGATION

This chapter addresses the point that our communities can do a better job at reducing their disaster-related losses. Identifying hazards and learning to effectively manage the controllable part of the disaster cycle is the process of creating “disaster resistant communities”. A number of Pennsylvania’s communities and their citizens have begun doing just that, and there are a number of reasons why.

Eleven federal disasters have been declared in Pennsylvania since 1994. A lot of communities get started in disaster resistance or mitigation, because they’ve been hit by a disaster and need help. In Pennsylvania, the event that causes the most damage is flooding. The greatest damage is done to homes that are built too close to flooded rivers-in the floodplain. The federal government asked each state to decide what to concentrate on fixing first. In the Commonwealth, the best fix is to get damaged homes out of flood hazard areas once and for all.

Through state and federal disaster mitigation programs, at-risk municipalities can get the financial assistance to buy the most threatened homes from willing homeowners. The houses are demolished and the land cleared and returned to its natural state. It is then municipal property that can only be used as “open space” area-open park, recreational field, hiking trail, stream buffer, access area, etc. The point is to allow the area to function as it should as a floodplain. Remember, remove people and property from a hazard area and there is no disaster.

Since 1994, twenty Pennsylvania municipalities have participated in such programs, removing 234 homes from flood hazard areas and saving more than \$13 million in future losses. In the process, the aesthetic, natural, and recreational opportunities that improve the quality of living in a community can be enhanced through the appropriate re-use of reclaimed floodplain areas.

In fifteen other municipalities, state and federal funds have been used to mitigate hazards in other novel ways: weather alert radios to improve advanced tornado warnings, backflow valves on storm water and treatment plant discharge pipes, and emergency enclosures for flood protection pump stations.

As admirable as such efforts are following a disaster, there is a better way to protect our communities and best serve the interests of our citizens: Take action before the next disaster strikes-pre-disaster mitigation. A growing number of communities are doing just that, and there is state and federal assistance available for such efforts.

The Flood Mitigation Assistance Program (FMAP) is a home buy-out program similar to the post-disaster Hazard Mitigation Grant Program (HMGP), except that municipalities can purchase at-risk homes before a flood disaster occurs. This program has very limited funding and can only be used to buy flood damaged homes that are insured by the National Flood Insurance Program (NFIP). It also requires a community to have a plan in place to reduce flood damages and provides funds to develop such a plan.

A number of municipalities have taken a positive approach toward improving their “flood resistance” through the FMAP, by developing and implementing a mitigation strategy. Communities like Lewisburg (Union County), Milton (Northumberland County) and Westover (Clearfield County) have successfully used this program to address flooding problems. The planning component of the FMAP is also successfully being employed on a regional level by organizations such as the Shoup’s Run Watershed Association (Huntingdon and Jefferson Counties) and the South Hills Council of Governments (Allegheny County).

In these communities, municipal government is not simply reacting to the aftermath of a disaster. The planning process allows the community to better understand its risks and develop a way to reduce those risks and their associated costs. FMAP project grants provide funding to help implement those flood mitigation plans.

A number of communities in Pennsylvania are taking pre-disaster planning and mitigation even further under a federal program known as Disaster Resistant Communities. This program encourages entire local communities to work together to reduce their exposure to all kinds of disasters. Under this program, a public-private partnership, reflecting a cross-section of the community, assesses their risks from the full range of natural disasters and develops actions to reduce those risks. A project area can be as small as a single municipality or as large as a multi-county region.

Five Disaster Resistant Communities programs are currently underway in the Commonwealth. Twenty-nine municipalities in Bradford, Columbia, Luzerne, Lycoming, Montour, Northumberland, Snyder and Union counties are actively involved in developing and implementing comprehensive hazard mitigation strategies under this unique approach.

It should be apparent that the key to active, pre-disaster mitigation at the municipal level is planning. This realization has not escaped federal lawmakers. In 2000, the Stafford Act was amended to dramatically increase the importance of mitigation planning at the state and municipal level. Even for those communities applying for mitigation assistance after a disaster (under the HMPG), a municipal mitigation plan will be important. Communities with plans will be eligible for higher levels of funding and rank higher in the review process than communities without plans. To support this renewed emphasis on planning, the Stafford Act amendment also provided for greater funding for municipal planning efforts.

For more information on hazard mitigation planning and grant programs, contact the State Hazard Mitigation Officer at (717) 651-2145 or by e-mail at ra-hmgp@state.pa.us.

IX. TRAINING AND EXERCISES

You have now learned how to analyze your community's vulnerabilities, compile a resource manual, write an emergency disaster plan, establish and operate a municipal EOC in an emergency, respond to a disaster, assess the public and private damage in the community and mitigate hazards.

If disasters occurred every day in your community like other routine emergencies, the emergency operations center staff would be very familiar with the municipal disaster plan and how to implement it, and disaster response activities would be undertaken with a high degree of skill and efficiency. However, the relative infrequency of actual disasters occurring in a community will result in an ever-widening gap between a disaster plan and a coordinator's ability to implement it. Therefore, a good training and exercise program is essential to keep your organization ready when a disaster does strike.

As outlined in Section 7502 (f) of Title 35, the county emergency management office is responsible for providing training to municipal coordinators and their staff. In addition, PEMA's Bureau of Operations and Training offers various training sessions on topics such as Mass Fatalities Incident Response, Hazardous Weather and Flooding Preparedness and Incident Command System/EOC Interface. Dates and locations for these classes and others can be found by clicking on the calendar icon in the PEMA website at www.pema.state.pa.us.

Title 35, Section 7502 (e) requires each appointed coordinator to meet the following training requirements:

- Attend and successfully complete the first phase of the career development program as prescribed by PEMA within one year after appointment.
- Attend and successfully complete the second phase of the career development program as prescribed by PEMA within three years after appointment.
- Attend basic and advanced seminars, workshops and training conferences called by the State Director and/or official having responsibility for providing the coordinator with training. These requirements are provided to the municipal coordinators through the county's annual statement of work requirements or other acceptable means.

These training requirements are outlined in PEMA Directive entitled "Emergency Management Training and Education". For municipal emergency management coordinators and their deputies to earn basic, advanced or professional certification status, they must complete the following requirements:

Basic Certification

- **Initial Orientation**-The county coordinator conducts this function.

- **“The Duties and Responsibilities of the Emergency Management Coordinator”**- This training is conducted by the county emergency management office.
- **“Initial Damage Reporting”**-This training is conducted by the county emergency management office.
- **PEMA On-Line Course Number Two: “The Emergency Management Services Act of 1978, Pamphlet Laws 1332, As Amended”**-This course is found by clicking on the PEMA On-Line Training icon at www.pema.state.pa.us.
- **PEMA On-Line Course Number Three: “Emergency Management for Elected Officials”**-This course is found by clicking on the PEMA On-Line Training icon at www.pema.state.pa.us.
- **FEMA Independent Study Course IS-1: Emergency Manager: An Orientation to the Position”**-Register, download the course materials and take the final exam on-line by going to the following link, <http://training.fema.gov/EMIWeb/IS/is1.asp>.
- **FEMA Independent Study Course IS-275: “The EOC’s Role in Community Preparedness, Response and Recovery Activities”**-Register to have the course materials sent to you and take the final exam on-line by going to the following link, <http://training.fema.gov/EMIWeb/IS/is275.asp>.
- **FEMA Independent Study Course IS-5: “Hazardous Materials: A Citizen’s Orientation”**-Register, download the course materials and take the final exam on-line by going to the following link, <http://training.fema.gov/EMIWeb/IS/is5.asp>.
- **County Quarterly Training**-Maintain 75% attendance at county conducted quarterly training sessions over a four-quarter period.
- **Written endorsement** by the county coordinator and PEMA Regional Director. Municipal deputy coordinators must also have the endorsement of the municipal coordinator.

Advanced Certification

- At least one year of satisfactory service after having earned Basic Certification.
- **“The Work Environment of the Emergency Management Coordinator”**-This training is conducted by the county emergency management office.
- **“ICS/EOC Interface Course”**-This course is offered throughout the Commonwealth by the Bureau of Operations and Training staff. Dates and locations for this class can be found by clicking on the calendar icon in the PEMA website at www.pema.state.pa.us.

- **PEMA On-Line Course Number One: “Emergency Response to Terrorism”-**
This course is found by clicking on the PEMA On-Line Training icon at www.pema.state.pa.us.
- **FEMA Independent Study Course IS-195: “Basic Incident Command System”-**
Register, download the course materials and take the final exam on-line by going to the following link, <http://training.fema.gov/EMIWeb/IS/is195.asp>.
- **FEMA Independent Study Course IS-120: “An Orientation to Community Disaster Exercises”-**Register, download the course materials and take the final exam on-line by going to the following link, <http://training.fema.gov/EMIWeb/IS/is120.asp>.
- **FEMA Independent Study Course IS-393: “Introduction to Mitigation”-**
Register, download the course materials and take the final exam on-line by going to the following link, <http://training.fema.gov/EMIWeb/IS/is393.asp>.
- **FEMA Independent Study Course IS-301: “Radiological Emergency Response”-**Register, download the course materials and take the final exam on-line by going to the following link, <http://training.fema.gov/EMIWeb/IS/is301.asp>.
- **County Quarterly Training-**Maintain 75% attendance at county conducted quarterly training sessions over a four-quarter period.
- **Written endorsement** by the county coordinator and PEMA Regional Director. Municipal deputy coordinators must also have the endorsement of the municipal coordinator.

Professional Certification

- At least one year of satisfactory service after having earned Advanced Certification.
- **“Effective Media Relations Course”-**This course is offered throughout the Commonwealth by the Bureau of Operations and Training staff and PEMA Media Office. Dates and locations for this class can be found by clicking on the calendar icon in the PEMA website at www.pema.state.pa.us.
- **FEMA Independent Study Course IS-288: “The Role of Voluntary Agencies in Emergency Management”-**Register, download the course materials and take the final exam on-line by going to the following link, <http://training.fema.gov/EMIWeb/IS/is288.asp>.
- **FEMA Independent Study Course IS-513: “The Professional in Emergency Management”-**Register, download the course materials and take the final exam on-line by going to the following link, <http://training.fema.gov/EMIWeb/IS/is513.asp>.

- Complete one of the following two courses:
 - **FEMA Independent Study Course IS-7: “A Citizen’s Guide to Disaster Assistance”**-Register, download the course materials and take the final exam online by going to the following link, <http://training.fema.gov/EMIWeb/IS/is7.asp>.
 - **FEMA Independent Study Course IS-15: “Special Events Contingency Planning for Public Safety Agencies”**-The course and the final exam for this course are on an interactive CD. Register to have the materials sent to you by going to the following link, <http://training.fema.gov/EMIWeb/IS/is15.asp>.
- Attend one of the following American Red Cross courses:
 - **Mass Care: An Overview**
 - **Emergency Assistance I**
 - **Emergency Assistance II**
 - **Shelter Operations**
 - **Shelter Simulation-Prerequisite is Shelter Operations**
 - **Logistics Overview**
 - **Disaster Health Services: Overview**
 - **Disaster Welfare Inquiry**
- **PEMA Quarterly Training**-Attend one session coordinated through the county emergency management office and approved by PEMA.
- **County Quarterly Training**-Maintain 75% attendance at county conducted quarterly training sessions over a four-quarter period.
- **Written endorsement** by the county coordinator and PEMA Regional Director. Municipal deputy coordinators must also have the endorsement of the municipal coordinator.

After successful completion of the course areas for each certification level, the certification package, with the appropriate written endorsements, should be forwarded to the Bureau of Operations and Training. If approved by the agency director, the Bureau of Operations and Training will issue the appropriate certificate for the level attained and forward it to the county emergency management coordinator for presentation in an appropriate public ceremony.

It is equally important that the staff at the municipal level are also trained and certified to a certain level. The required training for municipal staff is outlined below:

Basic Certification

- **Initial Orientation**-The municipal coordinator conducts this function and shall include duty assignments, equipment, technical instruction and a review of the appropriate policies that govern the operation of an emergency management office.

- **“The Duties and Responsibilities of the Emergency Management Coordinator”**- This training is conducted by the county emergency management office.
- **“Initial Damage Reporting”**-This training is conducted by the county emergency management office.
- **PEMA On-Line Course Number Two: “The Emergency Management Services Act of 1978, Pamphlet Laws 1332, As Amended”**-This course is found by clicking on the PEMA On-Line Training icon at www.pema.state.pa.us.
- **FEMA Independent Study Course IS-1: “Emergency Manager: An Orientation to the Position”**-Register, download the course materials and take the final exam on-line by going to the following link, <http://training.fema.gov/EMIWeb/IS/is1.asp>.
- **Basic Computer Course**-Any course approved by the county emergency management coordinator.
- **County Quarterly Training**-Attend one county emergency management quarterly training session or exercise conducted by the county emergency management office.
- Served as a member of the emergency management staff for a minimum of one year.
- **Written endorsement** by the municipal coordinator, county coordinator and PEMA Regional Director.

Advanced Certification

- At least one year of satisfactory service after having earned Basic Certification.
- **“The Work Environment of the Emergency Management Coordinator”**-This training is conducted by the county emergency management office.
- **“ICS/EOC Interface Course”**-This course is offered throughout the Commonwealth by the Bureau of Operations and Training staff. Dates and locations for this class can be found by clicking on the calendar icon in the PEMA website at www.pema.state.pa.us.
- **PEMA On-Line Course Number One: “Emergency Response to Terrorism”**- This course is found by clicking on the PEMA On-Line Training icon at www.pema.state.pa.us.
- **PEMA On-Line Course Number Three: “Emergency Management for Elected Officials”**-This course is found by clicking on the PEMA On-Line Training icon at www.pema.state.pa.us.

- **FEMA Independent Study Course IS-195: “Basic Incident Command System”**- Register, download the course materials and take the final exam on-line by going to the following link, <http://training.fema.gov/EMIWeb/IS/is195.asp>.
- **FEMA Independent Study Course IS-5: “Hazardous Materials: A Citizen’s Orientation”**-Register, download the course materials and take the final exam on-line by going to the following link, <http://training.fema.gov/EMIWeb/IS/is5.asp>.
- **One additional FEMA Independent Study Course.**
- **Intermediate Computer Course**-Any course approved by the county emergency management coordinator.
- **County Quarterly Training**-Attend a second county emergency management quarterly training session or exercise conducted by the county emergency management office.
- **Written endorsement** by the municipal coordinator, county coordinator and PEMA Regional Director.

Professional Certification

- At least one year of satisfactory service after having earned Advanced Certification.
- **FEMA Independent Study Course IS-513: “The Professional in Emergency Management”**-Register, download the course materials and take the final exam on-line by going to the following link, <http://training.fema.gov/EMIWeb/IS/is513.asp>.
- **Complete two other FEMA Independent Study Courses.** The following are recommended:
 - **FEMA Independent Study Course IS-288: “The Role of Voluntary Agencies in Emergency Management”**-Register, download the course materials and take the final exam on-line by going to the following link, <http://training.fema.gov/EMIWeb/IS/is288.asp>. or
 - **FEMA Independent Study Course IS-15: “Special Events Contingency Planning for Public Safety Agencies”**-The course and the final exam for this course are on an interactive CD. Register to have the materials sent to you by going to the following link, <http://training.fema.gov/EMIWeb/IS/is15.asp>.
- **Advanced Computer Course**-Any course approved by the county emergency management coordinator.

- **County Quarterly Training**-Attend a third county emergency management quarterly training session or exercise conducted by the county emergency management office.
- **Written endorsement** by the municipal coordinator, county coordinator and PEMA Regional Director.

The municipal staff person should follow the same procedure as the municipal coordinator in applying for certification with the addition of the requirement for the municipal coordinator's endorsement.

Participating with your county when the following elements of the county exercise program are scheduled can augment the above formal training:

1. **Drill:** It is a supervised activity that tests, develops or maintains skill in a single emergency response procedure, i.e., communications drill or fire drill.
2. **Tabletop Exercise:** Actions are taken and discussed through a facilitator based on a described emergency situation. The facilitator controls the pace and flow of the exercise by introducing the scenario narrative and messages into play. The facilitator stimulates discussion; making sure that no one participant or department dominates the exercise. This type of exercise has the following characteristics: low stress, little attention to real time, lower level of preparatory effort and only rough attempts to simulate reality. The focus of the tabletop exercise is on training and familiarization with roles, procedures, responsibilities and becoming operationally familiar with personalities of the participants.
3. **Functional Exercise:** It is intended to test or evaluate the capability of a community's entire emergency management system. The purpose of a functional exercise is to evaluate the coordination of the emergency management system under conditions of realism and stress. The functional exercise brings together top policy, coordination and operational personnel into the designated EOC giving the participants a fully simulated experience of being a key player during a major disaster. The functional exercise is based on a simulation of an emergency that includes a description of the situation (narrative), a master sequence of events list (MSEL), a timed sequence of messages and communications between players and simulators. A tabletop exercise should be conducted prior to developing or conducting a functional exercise.
4. **Full-Scale Exercise:** It is intended to evaluate the operational capability of emergency management systems in an interactive manner through the movement of personnel and equipment. A full-scale exercise adds a field component that interacts with a functional exercise through simulated messages. A high degree of stress is built into every full-scale exercise. A full-scale exercise should be the culmination of an exercise development

program that has grown with the capacity of the jurisdiction to conduct exercises. This should also include an ongoing cycle of progressively more in-depth evaluations. A tabletop exercise should be developed and conducted before every full-scale exercise. A safety officer should be designated whose primary responsibility is to analyze the entire exercise from a safety perspective.

Now more than ever, it is crucial that our first line of defense emergency managers be committed to being well-trained and prepared for whatever disasters may affect their communities. Attend all training offered by your county emergency management office and if possible, the training offered by the state. Participate with your staff in any exercises that the county may offer municipal involvement. Commonwealth government starts at the municipal level and you and your staff are the first line of defense for your community.

X. OTHER PERTINENT ACTS

In this chapter, we will briefly discuss laws that may impact on your community and involve you with additional responsibilities as a coordinator. These are as follows:

1. **Superfund Amendments and Reauthorization Act of 1986 (SARA):** One part of the SARA provisions is Title III: The “Emergency Planning and Community Right-to-Know Act of 1986”. Title III and Title I established requirements for federal, state and municipal governments, and industry regarding emergency planning and community right-to-know reporting on hazardous chemicals. This legislation builds upon the Environmental Protection Agency’s (EPA) Chemical Emergency Preparedness Program (CEPP) and numerous state and municipal programs aimed at helping communities to meet their responsibilities in regard to potential chemical emergencies. The passage of this Act increased attention to and the pace of chemical preparedness activities, long needed, in Pennsylvania.

Title III has four major sections: emergency planning (Sections 301-303), emergency notification (Section 304), community right-to-know reporting requirements (Sections 311, 312) and toxic chemical release reporting-emissions inventory (Section 313). The sections are interrelated in a way that unified the emergency planning and community right-to-know provisions of Title III. While many considered Superfund as just waste site cleanup, these added sections identified new emergency response requirements that focus more at the source of extremely toxic substances and other hazardous materials. The emergency planning sections are designed to develop state and municipal government emergency preparedness and response capabilities through better coordination and planning, especially at the municipal level.

In compliance with SARA Title III, the Governor signed an executive order on April 20, 1987, creating the State Emergency Response Commission. The Commission membership is composed of the existing Pennsylvania Emergency Management Council, plus the Secretary of Labor and Industry and members from the public and private sectors. The Governor appointed the Lieutenant Governor as chairperson of this committee.

The executive order also designated PEMA as the lead state agency responsible for coordinating the development, execution and management of programs and functions of state agencies and emergency planning districts (each of the 67 counties was designated as an emergency planning district in the order). The planning districts were directed to establish a local emergency planning committee (LEPC) in each county. The county emergency management coordinator is a key advisor to the committee. These planning committees prepare the emergency off-site plans for each facility that has a SARA extremely hazardous substance.

2. **The Hazardous Materials Emergency Planning and Response Act of 1990, as amended (Act 1990-165):** Act 165 provides the program structure and funding formula necessary to implement the SARA Title III requirements in the Commonwealth. SARA Title III and Act 165 require development of a hazardous materials safety program including an in-depth database, detailed off-site emergency response plans for facilities with specific chemicals, professional training for all emergency response personnel and state certified response teams dealing with hazardous materials accidents.

The Act is considered one of the most comprehensive and ambitious programs in the nation. It creates a central focus for hazardous materials preparedness at the state level and provides support to Pennsylvania's 67 counties and LEPCs.

Extracted from SARA Title III are the four basic requirements: emergency planning, emergency notification of accidental releases, chemical inventory reporting and toxic release inventory reporting. In addition, Act 165:

- Provides for development and implementation of a comprehensive hazardous material safety program.
- Expands the membership of the LEPC.
- Creates training and certification standards for emergency response personnel and hazardous material response teams.
- Establishes two funds, one at the county level to assist in planning and outreach and a county matching grant fund administered at the state level to assist county programs. Fees to support these funds are paid by business/industry based on the number of chemicals reported annually on the chemical inventory form (Tier II). A planning fee is also specified for those facilities requiring an emergency off-site response plan because of the quantity and nature of one or more designated extremely hazardous substances maintained or utilized on site.
- Requires each county to prepare an overall assessment of the hazardous materials threat, the capability to respond and the means needed to improve. Approval of this assessment by PEMA on behalf of the Council is the basis for obtaining authority to expend funds generated by the chemical fee and planning schedules.
- Provides for recovery of some response costs.
- Provides immunity from civil liability for personnel engaged in implementing this legislation.

- Establishes penalties and fines for violation of planning and reporting requirements.
 - Provides for an enforcement program.
3. **The Radiation Protection Act of 1984 (Act 1984-147):** This Act provides, among other things, for the radiation emergency program. The program includes two funds established under the Act: the Radiation Emergency Response Fund (RERF) and the Radiation Transportation Emergency Response Fund (RTERF).

The RERF is a state financial assistance program that provides a source of funds for the risk and support counties, risk and support municipalities, risk school districts, response organizations, and state agencies as a result of their participation in the development and implementation of the Commonwealth's Radiological Emergency Response Plan. The intent of the RERP is to develop and maintain comprehensive multi-agency emergency response plans for areas surrounding each nuclear power plant in the Commonwealth. This includes, among other things, the training and equipping of emergency personnel from municipalities, school districts, and state agencies.

The RTERF provides a state financial assistance program that allows for the payment of costs to be incurred by eligible applicants for preparedness training and procurement of equipment used to respond to spent fuel shipment accidents or in connection with implementation of the Commonwealth EOP, Annex F, Hazardous Materials, as it relates to radiological hazards. The fund provides grants to the counties that have an approved Nuclear Regulatory Commission/Commonwealth of Pennsylvania route for the shipment of spent nuclear fuel within five miles of their jurisdictional borders.

4. **Counterterrorism Planning Preparedness and Response Act of 2002 (Act 2002-227):** This Act provides for counterterrorism planning, preparedness and response; imposing powers and duties on PEMA and the Department of Health, counties and municipalities; and provides for the organization of various response teams.

It provides for among other things the following:

- PEMA, in coordination with other State agencies, departments and offices will establish, develop and maintain a counterterrorism planning, preparedness and response program.
- Defines the necessary components and composition of regional counterterrorism task forces and specialized regional counterterrorism response teams and the respective regional counterterrorism zones for each and provides for their establishment.
- Mandates training and technical assistance for counterterrorism planning, preparedness and response.

- Provides for the establishment of guidelines and policies to coordinate emergency response activities with Federal, State, county and municipal officials, public safety personnel, volunteer organizations and other private/public entities.
- Requires the Counterterrorism Task Forces to prepare counterterrorism emergency response plans or protocols, readiness evaluation reports or other necessary reports.
- Mandates the conducting of terrorist incident exercises.
- Provides for the establishment of a certification program for specialized regional counterterrorism response teams.
- Establishes urban search and rescue task forces.
- Provides immunity from liability for members of any of these teams during a potential or actual manmade or natural disaster or while engaged in a task force or team drill or training exercise if they are not covered by insurance and they were not involved in willful misconduct.

These Acts are important legislation that impacts a good number of our municipalities in the Commonwealth. As an emergency management coordinator, you may become involved in assisting the county with off-site response plans for businesses and municipally owned facilities in your community. If your community is an Act 147 municipality, then you will need to become involved in the preparedness activities in the event of a radiological incident. Lastly, terrorism affects us all one way or another and as a coordinator you must get involved with terrorism training and exercises to better help your citizens should an actual emergency happen.

XI. SUMMARY AND CONCLUSION

This handbook was designed to broaden the municipal emergency management coordinator's knowledge of the history of civil defense and show how the organization evolved into emergency management with FEMA, PEMA, counties and municipalities being the key players in the organization. It also touches on how the events of September 11, 2001 and its aftermath have evolved our duties and responsibilities even further and lead to the creation of the Federal and State Offices of Homeland Security.

The handbook showed you how to conduct a hazard vulnerability analysis, identify needed resources and what goes into a good municipal emergency operations plan. The book also provides you with ideas on organizing and operating your municipal EOC during an emergency.

It also directs you on who should be on your municipal damage assessment team and how to conduct an assessment stressing the importance of good documentation. This was followed by a discussion of what disaster assistance programs are available to the municipality and its citizens following a disaster.

The handbook lays out a training program for municipal coordinators and staff and encourages the participation in county exercises to gain valuable experience. Finally, it finishes up with a discussion of several pertinent laws that may affect your community and your responsibilities as a coordinator.

Emergency management is by law a joint responsibility of the federal, state, county and municipal governments. Each has a distinct and complementary role. The municipality, however, is where the action will begin and where lives are saved or lost when the disaster strikes.

You, as a municipal coordinator, have a major role to play in helping your community and its residents achieve the proper level of preparedness, response, recovery and mitigation activities for whatever may affect your municipality. Create interest, motivate and involve the community in these activities. Keep your elected officials informed and involved with these preparations. Above all, use the resources available at the county and state level and within your own community to assist you with these responsibilities.

If you have done your job well as a coordinator, there will be a minimum of confusion and wasted effort during a real disaster, and the resources of the community will be applied in a controlled and efficient manner. Good Luck!

XII. GLOSSARY

Applicant-Individuals, families, states, counties and municipal governments or private non-profit organizations that apply for assistance as a result of a presidential declaration of a major disaster or emergency.

Consequences-Damages (full or partial), injuries and losses of life, property, environment, and business that can be quantified by some unit of measure, often in economic or financial terms.

Contractor-Any individual, partnership, corporation, agency or other entity (other than an organization engaged in the business of insurance) performing work by contract for the federal government or a state, county or municipal agency.

Emergency-Any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

Emergency Management-Judicious planning, assignment and coordination of all available resources in an integrated program of mitigation, preparedness, response and recovery for emergencies of any kind, whether from attack, technological or natural sources.

Emergency Operations Center-Central location where government at any level can provide interagency coordination and executive decision-making for managing response and recovery.

Essential Facilities-These facilities are necessary to the health and welfare of the whole population and are especially important following hazard events. They include hospitals and other medical facilities, police and fire stations, emergency operations centers, evacuation shelters, and schools.

Exposure-The number, types, qualities, and monetary values of various types of property or infrastructure and life that may be subject to an undesirable or injurious hazard event.

Hazard-An event or physical condition that has the potential to cause fatalities, injuries, property damage, infrastructure damage, agricultural loss, damage to the environment, interruption of business, or other types of harm or loss.

Hazard Mitigation-Sustained cost-effective measures taken to reduce or eliminate long-term risk to people and property from hazards and their effects.

Hazardous Materials Facilities-Facilities that house industrial/hazardous materials, such as corrosives, explosives, flammable materials, radioactive materials, and toxins.

Hazard Vulnerability Analysis-Process of defining and describing a hazard, including its physical characteristics, magnitude and severity, probability and frequency, causative factors, and locations/areas affected.

High Potential Loss Facilities-These are facilities that would have a high loss associated with them, such as nuclear power plants, dams, and military installations.

Incident Command System-Foundation for an effective all-risk emergency planning and response capability.

Individual Assistance-Supplementary federal assistance provided under the Stafford Act to individuals and families adversely affected by a major disaster or an emergency. Such assistance may be provided directly by the Federal government or through State or municipal governments or disaster relief organizations.

Lifeline Utility Systems-These include potable water, wastewater, oil, natural gas, electric power, and communications systems.

Local Government-A Federal term used to describe any county, city, village, town, district, or other political subdivision of any State, any Indian tribe or authorized tribal organization, or Alaska native village or organization, and includes any rural community or unincorporated town or village or any other public entity for which an application for assistance is made by a State or political subdivision thereof.

Major Disaster-Any natural catastrophe (including any hurricane, tornado, storm, high water, wind driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under the Stafford Act to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship or suffering caused thereby.

Municipal Government-Term used to describe any city, borough, township, incorporated town or home rule municipality in the Commonwealth of Pennsylvania.

Mutual Aid-A county's, municipality's or volunteer service organization's affirmative act of sending its personnel, equipment or resources to the scene of an actual or potential disaster, whether inside or outside the boundaries of this Commonwealth, in response to an official dispatch request from a county 911 communications center, county emergency management agency or the State emergency operations center.

Mutual Aid Agreement-Written agreement between a county, municipality, regional counterterrorism task force or volunteer services organization whereby the county, municipality or volunteer service organization agrees to provide personnel, equipment or other resources in response to an actual or potential disaster.

National Security Disaster-Any condition following an attack upon the United States resulting in substantial damage to property or injury to persons caused by use of bombs, missiles, shellfire, nuclear, radiological, chemical, or biological means, other weapons or overt paramilitary actions, or other conditions, such as sabotage.

Natural Disaster-Any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, or other catastrophe in any part of the United States which causes, or which may cause, substantial damage or injury to civilian property or persons.

Private Non-Profit Organization-Any non-governmental agency or entity that currently has: (1) an effective ruling letter from the U.S. Internal Revenue Service granting tax exemption under section 501 (c), (d), or (e) of the Internal Revenue Code of 1954; or (2) satisfactory evidence from the state that the organization or entity is a non-profit one organized or doing business under state law. This includes private non-profit educational, utility, emergency, medical, rehabilitation, and temporary or permanent custodial care facilities (including those for the aged and disabled). It may also include those facilities that provide essential services of a governmental nature to the general public.

Probability and Frequency-A measure of how often an event is likely to occur. Frequency can be expressed as the average time between occurrences of an event or the percent chance or probability of the event occurring or being exceeded (not exceeded) in a given year or a longer time period.

Public Assistance-Supplementary Federal assistance provided under the Stafford Act to state and local governments or certain private non-profit organizations other than assistance for the direct benefit of individuals and families.

Public Facility-Incorporates the following facilities owned by a State or local government: any flood control, navigation, irrigation, reclamation, public power, sewage treatment and collection, water supply and distribution, watershed development, or airport facility; any non-Federal-aid street, road, or highway; any other public building, structure or system, including those used for educational, recreational, or cultural purposes; and any park.

Regional Counterterrorism Task Force-A complement of Federal, State, county and municipal emergency management, health, law enforcement, public safety and other officials and representatives from volunteer services organizations, private business and industry, hospitals and medical care facilities and other entities within a multi-county area having responsibility for counterterrorism planning, preparedness and response activities.

Resource Manual-Inventory of all available equipment, services, transportation and manpower. It will also include 24 hour points of contact for obtaining these resources.

Risk-Potential losses associated with a hazard, defined in terms of expected probability and frequency, exposure, and consequences.

Risk Assessment-Process or method for evaluating risk associated with a specific hazard and defined in terms of probability and frequency of occurrence, magnitude and severity, exposure, and consequences.

Specialized Regional Counterterrorism Response Team-A complement of individuals established by a regional counterterrorism task force and organized in accordance with State and Federal standards to respond to emergencies involving an actual or potential natural disaster or manmade disaster. Such teams may include disaster medical assistance teams and disaster mortuary response teams.

Specialized Statewide Response Team-A complement of individuals organized by the Commonwealth to provide specialized personnel, equipment and other support capabilities in response to an actual or potential natural or manmade disaster in the Commonwealth. Such teams may include disaster medical assistance teams and disaster mortuary response teams.

Stafford Act-The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended. It is the means by which the Federal government provides orderly and continuing means of disaster assistance to State, county and municipal governments.

Technological Disaster-Any industrial, nuclear or transportation accident, explosion, conflagration, power or communications failure, natural resource shortage or other condition, except enemy action, resulting from manmade causes, which threatens or causes substantial damage to property, human suffering, hardship or loss of life.

Terrorism-Unlawful use of force or violence committed by a group or individual against persons or property to intimidate or coerce a government, the civilian population or any segment thereof, in furtherance of political or social objectives.

Transportation Systems-They include airways (airports and heliports); highways (bridges, tunnels, roadbeds, overpasses, and transfer centers); railways (trackage, tunnels, bridges, rail yards, and depots); and waterways (canals, locks, seaports, ferries, harbors, dry docks, and piers).

Unified Command-Shared responsibility for overall incident management as a result of a multi-jurisdictional or multi-agency incident.

Urban Search and Rescue Task Force-A complement of individuals organized in accordance with State and Federal standards to provide emergency response and search and rescue capabilities and resources at the scene of a natural or manmade disaster.