

BASIC WORKSHOP IN EMERGENCY MANAGEMENT

UNIT 3 EMERGENCY PLANNING



(REV - 6, 10/01)

UNIT 3 EMERGENCY PLANNING

OBJECTIVES - At the conclusion of this unit the participant will be able to:

1. Describe the steps taken to initiate the development of an Emergency Operations Plan.
 2. List the functional areas of their respective plans.
 3. Identify/describe a known example of this activity in their jurisdiction.
 4. Identify what areas address the four (4) phases of a comprehensive emergency management program.
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SCOPE

- C The Development of the EOP
 - C Major Components of the EOP
 - C EOP Format
 - C 15 Annexes
 - C Hazardous Materials Planning
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TEACHING METHODS - The instructor will begin the module by discussing the importance of developing an emergency operating plan and making periodic updates annually. The major components of the plan are described in depth with examples given. Instruction should focus on who is responsible, how a plan is developed, when it should be revised and updated and the procedures for submitting it for approval/certification. A section on hazardous materials planning has been included. The instructor shall discuss the creation of SARA Title III and briefly explain sections 301-311. All Hazardous Materials Annex attachments have been included at the end of this unit. The instructor will discuss what the State OEM requires and why it must be contained in the EOP. Other attachment such as the Record of Changes, Sample

Proclamation, Sample Rescinder, Hazard Analysis, Vulnerability Analysis, LEPC Ledger should also be explained.

DEVELOPMENT OF AN EMERGENCY OPERATIONS PLAN " \ 2

The purpose of this unit is to help the emergency management coordinator use planning, training and exercising to develop an effective response within the community. We will talk about planning; current approaches to planning, including the IEMS, the types of plans presently required, formats, and levels of plans, and most important, ways of organizing local government to conduct emergency planning.

The next step is to train the key decision makers and responders in implementing the emergency plan. And then for the final step, we will discuss the development of a program for conducting exercises to permit evaluation and improvement of the emergency operating plan.

Emergency management planning derives from the IEMS which FEMA is currently promulgating. In the past our emergency operating plans addressed a single hazard, i.e., a hurricane, earthquake, flood, IEMS supports the development of multi hazard plans with functional annexes with appendices.

WHAT IS AN EMERGENCY OPERATING PLAN (EOP)?

An Emergency Operations Plan is a formal document that describes the organization, responsibilities, capabilities and procedures of its county and/or municipality in responding to an emergency.

An EOP is a document that outlines anticipated or possible emergency occurrences and details the methods, resources and procedures for coping with those situations.

The EOP is not concerned with normal routine operations. By definition *Emergency* means and includes disaster and war emergency, and *disaster* is defined as:

“An unusual incident natural or unnatural which endangers the health, safety or resources of residents of one or more municipalities and too large or unusual to be entirely handled by regular municipal services.”

Local Disaster is other than enemy attack and is limited to the extent that action by the Governor is not required.

An Emergency Management Council is necessary to the development of an Emergency Operations Plan. By Law, every municipality in the State must create and maintain a Council. It shall be composed of not more than fifteen (15) members who shall be appointed by the Mayor or the Chief Executive of the municipality. The Municipal Emergency Management coordinator shall be a member and is also the chairperson.

The Council assists the municipality in determining which volunteer agencies are

needed to help in emergency planning. They are also authorized to establish an adequate organization to assist in supervising and coordinating emergency management activities of the municipality.

WHY DO WE HAVE AN EOP, OR WHY DO WE PLAN?

Some of the reasons for planning and developing an EOP are legal (Directive 101), moral, saving life and property, possible insurance rate reduction, and effective response.

WHERE DO YOU NEED AN EOP?

The State, all Counties, and all municipalities need an emergency operating plan (Directive 101).

WHEN DO YOU NEED AN EOP?

An Emergency Operating Plan shall be completed within one year of the State publishing guidelines.

WHO DEVELOPS THE EOP?

The Emergency Management Coordinator and the members of the local planning committee (LEPC), meet and write the EOP. Although the emergency management coordinator is responsible for the overall plan development, a planning committee is necessary to accomplish this task. The EMC is usually responsible for the assignment of agency responsibilities to support the plan concept. The final version of the basic plan is also the responsibility of the EMC. The annexes and appendices, however are developed by the planning committee, under the guidance of the emergency management coordinator. The major task facing the EMC is to provide enough guidance to the planning committee to ensure that their contribution to the plan will require minimum additional reworking before they are approved.

HOW DO I CREATE A PLANNING COMMITTEE?

An emergency management coordinator should organize a planning committee from the existing organizational structure, including the organizations both inside and outside the local government with emergency responsibilities, from disaster support agencies, and from private sector, i.e., power companies, nursing homes, industry. A local planning committee under the direction of the emergency management coordinator might include representatives from local government such as:

- public information
- public health
- risk management
- public works
- purchasing
- personnel
- parks & recreation
- buildings
- medical examiners
- Red Cross
- telephone
- National Guard
- property appraiser
- school board
- sheriff
- Salvation Army
- local electric personnel
- local gas personnel
- local hospitals
- nursing homes
- airport

HOW DO YOU DEVELOP AN EOP?

The Emergency Operations Plan is developed by following the State Guidelines item by item and line by line. The planning process should include the following items:

- C Identify planning team members
- C Obtain a directive issued by the mayor requesting cooperation of the involved department and agency heads
- C Identify the hazards to be addressed by the plan by doing a hazard identification.
- C Conduct an inventory of both public and private sector resources.
- C Assign planning tasks to the appropriate individuals
- C Coordinate the planning process with the planning team.
- C Develop a schedule for the planning process
- C Review the various elements and ensure proper interface
- C Assemble the completed plan

- C Conduct and exercise to test the plan.
- C Revise the plan on a regular basis.

The Council (LEPC) members must operate as a planning team working to develop sections of the EOP and Annexes. Assistance is available from the County Office of Emergency Management and the NJOEM Regional Offices.

FEMA recommends that each jurisdiction develop a comprehensive emergency operations plan (EOP) encompassing all hazards that pose a threat to the community. Current Regulations call for a generic, all hazard, EOP in keeping with the IEMS concept. According to FEMA's Civil Preparedness Guide (CPG) 1-5, Objectives for Local Emergency Management, (July 1984) the objective of emergency management planning is to develop and maintain a comprehensive EOP on the basis of a hazard analysis, existing resources, and current operational capabilities to deal effectively with any kind of emergency--whether natural, technological, or civil.

In FEMA's State and Local Guide 101 (Guide for All-Hazard Emergency Operations Planning-- September 1996) the objectives of emergency management planning at the state and local level are to:

1. Develop a systematic approach to state and local planning for emergency management,
2. Develop plans supporting a capability for prompt, coordinated response to large-scale disasters,
3. Provide a basis for assured continuity of government at all levels for the duration of the incident,
4. Improve the operational ability of emergency plans,
5. Promote the uniformity in principles, policies, and concepts of operations and capability of organizations and systems to facilitate a coordinated response,
6. Reduce redundancy in plan documentation.

PLAN FORMAT

The format of the local plan is dictated by state guidelines. The New Jersey State Office of Emergency Management have established standardized formats for local plans to ensure compatibility with the state plan. Local emergency management coordinators should work closely with the state emergency management office to be sure that the plan conforms with the checklist.

THE BASIC PLAN - As an umbrella document, the basic plan is the guide for the chief executive and the Emergency Management Coordinator of a jurisdiction to use in dealing with emergencies. It is also a useful tool for major policy makers and selected members of the public sector. The basic plan establishes a broad conceptual view of the jurisdiction's entire emergency management program, and should provide an overview of the jurisdiction's concept of emergency management, including authority and responsibility, and should contain the following elements:

I. INTRODUCTION

- A. TABLE OF CONTENTS - Lists all the components of the Emergency Operations Plan.
- B. APPROVAL STATEMENT AND DATE -This section is to be signed by the mayor and the EMC and dated, stating that the plan is viable and meets the needs of the community, for example:
- C. DISTRIBUTION LIST - The Emergency Operations Plan should be distributed at the following locations:
 - C Mayor or Senior Elected Officials
 - C Emergency Management Coordinator
 - C Emergency Management Council Members
 - C Emergency Operations Center
 - C Each individual responsible for a functional annex
 - C County Office of Emergency Management - (Copy of Plan on 3.5" Disk)
 - C Municipal Clerk's Office/Business Administrator
- D. RECORD OF CHANGES - The changes made to the plan shall be listed in this section and then are to be incorporated in the next update. THIS IS A MUST!
- E. PROMULGATION STATEMENT - States that the EOP was prepared by your jurisdiction and sets out all the policies and procedures to be carried out by the municipal and volunteer entities in order to provide the citizens of the jurisdiction with an effective integrated emergency response plan

designed to minimize the loss of life and property during an emergency. This is where the Mayor dates and signs off here.

II. AUTHORITY AND REFERENCES - This section lists the Federal, State, and Municipal Laws, Ordinances and Directives which govern the overall Emergency Management Program. It lists the documents used in developing the annex or performing the function

III. PURPOSE - Specific statement of goals for the development of the basic plan. For example,

A. The purpose of this Emergency Operations Plan is to protect life and property in emergencies by coordinating response activities of municipal and volunteer entities to ensure their optimum use. It provides for actions to be taken to mitigate, prepare for, respond to, and recover from the effects of an emergency.

B. This plan is an all hazards approach to emergency management and covers natural disasters, technological disasters, and national security crises. Contains statements of the overall goals for the development of the plan.

IV. SITUATION AND ASSUMPTIONS - This is a general statement of the overall make-up of the community and identifying the significant hazards the plan addresses as well as the overall responsibility of the jurisdiction to handle the emergency. Assumptions are a list of statements that are made up of known fact.

V. OPERATIONS AND CONTROL

Overall statement of how government will operate during emergencies. This section discusses how operations differ from normal, defines relationships with other levels of government, and discusses the declaration of emergency process. The Phases of Emergency Management define Mitigation, Preparedness, Response and Recovery. For example:

B. Phases of Emergency Management

1. **Mitigation** - are those that eliminate or reduce the probability of a disaster occurrence. Also included are those long-term activities that lessen the undesirable effects of unavoidable hazards. Some examples include the establishment of building codes, flood plain management, insurance, elevating buildings, and public education programs.

2. **Preparedness** - Preparedness activities serve to develop the

response capabilities needed in the event of an emergency. Planning, exercising, training and developing public information programs and warning systems are among the activities conducted under this phase.

3. **Response** - Response activities include direction and control, warning, evacuation and emergency services and are designed to address immediate and short-term effects of the onset of an emergency or disaster. They help to reduce casualties and damage and to speed recovery.
4. **Recovery** - Recovery includes both short term and long term activities. Short term operations seek to restore critical services to the community and provide for the basic needs of the public. Long term recovery focuses on restoring the community to its normal, or improved state of affairs. The recovery period is also an opportune time to institute mitigation measures, particularly those related to the recent emergency. Examples of recovery actions would be temporary housing and food, restoration of non-vital government services, and reconstruction of damaged areas.

- VI. **RESPONSIBILITIES** - A general overview of the structure of Emergency Management. It gives a list of the tasks for each function. This is used as basis of planning for the annexes.
- VII. **CONTINUITY OF GOVERNMENT** - In this section it lists the line of succession for the Mayor and for the EMC. It contains a statement regarding preservation of essential records, and identifies, prioritizes and gives responsibility for preservation of records.
- VIII. **ADMINISTRATION AND LOGISTICS** - This section contains a statement identifying the individual responsible for emergency management records, a statement regarding a procedure for obtaining resources in an emergency.
- IX. **PLAN DEVELOPMENT AND MAINTENANCE** - It identifies the individual with overall responsibility for developing and maintaining the Emergency operations Plan, establishes requirements for review and revision and establish requirements for drills and exercises.
- X. **DEFINITIONS** - Defines words, phrases and acronyms used in the Basic Plan.
- XI. **APPENDICES AND ATTACHMENTS** - Attachments are supporting documents that specifically identify certain areas of that annex.

THE FIFTEEN (15) ANNEXES

Annexes are the elements of the EOP that focus on operations. An annex is used to define a function--for example, warning--and to clarify who is responsible for carrying out that function.

1. **ALERT, WARNING & COMMUNICATION ANNEX** - This annex provides for alerting the emergency management staff and warning the public via warning devices, EBS etc., of an emergency or impending emergency situation. Communications ensures that procedures, expertise, and equipment are available and will allow a jurisdiction's emergency management agency to communicate with all involved agencies in an emergency. This annex also addresses the use of a backup system or mutual aid.
2. **DAMAGE ASSESSMENT ANNEX** - Damage assessment ensures that procedures and expertise are available to provide preliminary estimates and descriptions, based on the actual observations by engineers and assessment teams, of the nature and the extent of damage resulting from a disaster. Assessments further provide a basis for determining the types of assistance needed and the assignment of priorities to these needs.
3. **EOC OPERATIONS ANNEX** - This annex provides the assignment and coordination of responsibilities for immediate and continued response to an emergency situation and enables direct initiation of actions required to carry out emergency management.
4. **EMERGENCY MEDICAL ANNEX** - This annex provides medical care for the civilian population, include triage and transportation to hospitals.
5. **EMERGENCY PUBLIC INFORMATION ANNEX** - This annex provides increased public awareness of the types of emergency conditions that could develop and provides channels of educating the public on actions to take before and during the emergency conditions. It provides for effective collection, control, and dissemination of public information in order to inform the general public adequately of the emergency conditions and available assistance. It minimizes the impact of misinformation, rumors, etc., in time of actual emergency.
6. **EVACUATION ANNEX** - Provides for evacuation of people when natural or man-made disasters of their impending damage may necessitate such action.
7. **FIRE AND RESCUE ANNEX** - Provides for fire fighting services, including the use of mutual aid agreements with neighboring jurisdictions and supplemental assistance when appropriate.

8. **HAZARDOUS MATERIALS ANNEX** - Provides coordination of personnel, resources and experts to effectively respond to a hazardous materials incident. This annex also addresses the collection of data regarding identified sites, training and equipment, etc.
9. **LAW ENFORCEMENT ANNEX** - Provides coordination of personnel and resources needed to maintain civil order.
10. **PUBLIC HEALTH ANNEX** - Provides for emergency public health services during a disaster including sanitation, environmental monitoring and disease control.
11. **PUBLIC WORKS ANNEX**- Provides coordination and resources necessary to make effective emergency repair and maintenance of critical public works facilities, including expedient construction.
12. **RADIOLOGICAL PROTECTION ANNEX** - Provides for an effective radiological program designed to protect the jurisdiction from potentially devastating effects of nuclear attack. Includes procedures for monitoring and predicting the effect of nuclear weapons and also includes operational plans for decontamination, if needed.
13. **RESOURCE MANAGEMENT ANNEX** - Provides coordination of the materials, personnel, equipment, funds and information for a disaster-response mission including emergency purchase procedures.
14. **SHELTER, RECEPTION AND CARE ANNEX** - Provides for emergency mass shelter, and feeding as a result of an emergency situation.
15. **SOCIAL SERVICES ANNEX** - Provides emergency public services during a disaster including, but not limited to, food, clothing, and counseling within and outside of established shelters.

The FUNCTIONAL ANNEXES should provide the following elements:

- I. **APPROVAL STATEMENT** - To be signed by the coordinator and the responsible individual(s) and dated, stating that the function can be accomplished as stated.
- II. **AUTHORITY AND REFERENCES** - List Laws and Directives which govern operation of the function in emergencies. List document used in developing the annex or performing the function.
- III. **PURPOSE** - Specific statement of goals for the development of the annex.

- VI. SITUATION AND ASSUMPTIONS** - A specific statement regarding the capability and resource of each function. Assumptions are made specific to the function that narrow the scope of planning.
- VII. CONTINUITY OF GOVERNMENT** - List the line of succession for individual(s) responsible for a function. A statement regarding essential records that are the responsibility of the function.
- VIII. ADMINISTRATION AND LOGISTICS** - Identifies the individual within the function responsible for records. Discussion of procedure to obtain resources.
- IX. ANNEX DEVELOPMENT AND MAINTENANCE** - Identifies the individual responsible for developing and maintaining the annex. It establishes requirements for review and revision of the annex. It establishes requirements for drills and exercises.
- X. DEFINITIONS** - Defines words, phrases and acronyms used in the annex.
- XI. APPENDICES AND ATTACHMENTS** - Attachments are supporting documents that specifically identify certain areas of that annex.

SCHOOL EMERGENCY PLANNING INFORMATION FOR SCHOOL AND OEM OFFICIALS

The following materials are guidelines developed to assist school administrators with the design of an effective emergency management plan. While this plan may never be needed, its development and subsequent use will be essential to the control and mitigation of emergencies.

The checklist is a guide for schools of all sizes and is generalized for all situations. It should be expected that certain items in this guidance may not pertain uniformly to all school facilities. Therefore, each school should evaluate the needs of the facilities and incorporate the applicable components. Remember to consider the age of the students, the internal and external environment and all other factors affecting your facility and adjust the checklists accordingly.

It is our hope that the students in your schools remain safe and secure at all times. This planning initiative will increase the school systems capability to meet those goals.

AVAILABLE RESOURCES & RESOURCE MATERIALS

Many government agencies have done extensive research that will provide the resources to develop your plan. Many of these agencies may also be able to provide individual assistance. These may include the Federal Emergency Management Agency, and the State, County, and Local Offices of Emergency Management. Local agencies in your municipality to utilize are the Police, Fire, Emergency Medical Services, Department of Public Works, local utility companies, and organizations such as the American Red Cross and The Salvation Army.

Before beginning an exhaustive search for minor facts, use these existing sources of information. For example, when doing a risk analysis chart to determine the frequency of an event, call your county or local Office of Emergency Management who is likely to have that kind of statistical information. You should obtain a copy of the local Emergency Operations Plan for the planning group to become familiar with the intricacies and responsibilities of each section. You may have already contributed to sections that apply to the school system, however. The planning group should read the entire document. The checklist and plan are the means of incorporating this information to tailor it to your specific needs. Research efforts should not be directed at finding the information, but rather finding who already has the information.

SCHOOLS AND THE EMERGENCY MANAGEMENT SYSTEM

An emergency is any unplanned event, which can cause significant injuries, cause substantial damage, disrupt normal operations, and/or threatens the success or existence of an organization. Emergency Management is the process of planning for, responding to, recovering from and mitigating the emergency.

As a school official, you have the responsibility for the welfare of the students. Typically the municipality may look to use school facilities for the safety of people in the community as part of the local emergency management plan. Non-governmental organizations may also include school facilities in their emergency plans. Developing a coordinated plan will help to successfully endure and mitigate the potential effects of emergencies.

RESPONSIBILITIES OF THE SCHOOL

Depending on the severity of a given emergency, you may be responsible for evacuating all or part of a building due to a fire, or efforts may be needed to assure medical care if a building has collapsed. At a minimum, you will be responsible for issues such as the following.

- @ The safety and supervision of students, faculty, staff and visitors to the school.
- @ Timely evacuation of facilities.
- @ Provision of food, shelter and care to all those in need and requesting assistance, including the residents of the community or evacuees from outside the area.
- @ Coordination with local emergency operations plans and community resources.

CREATING A SCHOOL PLANNING COMMITTEE

You start by forming a group representing different interests of the school who will be responsible for organizing the research and formation of an emergency plan. The primary group should consist of school officials with decision making power and people who would be involved in the implementation of such a plan. The school system *may* already have a crisis management team assembled that has gained experience with other emergency situations. Nevertheless, representatives of the planning group should represent the leadership of the school, security, safety and risk management, legal counsel, financial, human resources, medical, facility management, and public relations.

Inclusion of other people or groups with experience in specific areas of the local government should be made such as: Police, Fire, Emergency Medical Service, Office of Emergency Management, Department of Public Works, American Red Cross.

It is important to have the knowledge and cooperation of all these groups to develop a plan which can be implemented smoothly. Do not develop the plan in a vacuum.

THE CHECKLIST

The State Office of Emergency Management has developed a checklist to guide you through the design and implementation of an emergency management plan. Remember that the plan is for future occurrences and consideration should be made for what resources will be available. By "answering" the items on the checklist, the plan will start to write itself. Keep the following in mind during the planning process:

The checklist is only a guide. If your situation requires planning for something that is not included, add it to the checklist.

- C The checklist is designed to help develop a plan using resources already available.
- C The checklist will assist in identifying resource shortfalls so that they can be addressed.
- C Since some aspects may not be applicable to your situation, do not leave those sections blank. Instead, mark "N/A" (Not Applicable) for the appropriate element, so anyone evaluating the plan in the future will recognize that this section was addressed.
- C List any changes that would help strengthen the plan in the future.
- C List all planned resource allocations that will impact the emergency plan.
- C Include notes on building layouts which may pose restrictions on utilizing the

facility as a shelter, or impede emergency responses. This information may be used when considering changes to a structure, or construction of a new facility.

TIME LINES

Time lines will allow you to progressively work through a schedule and achieve planning group goals in a consistent manner. One of the failures in planning is the attempt to complete all tasks simultaneously. By developing discrete start/finish dates, you will be able to focus on manageable portions of the emergency plan writing. Remember not to lose sight of the overall objective of a comprehensive plan. Always start with the framework of the "Basic Plan," then complete the other sections.

- C Establish a time line for completion for each section of the plan.
- C Place a date of completion next to each section on the table of contents with a date of final completion at the end.
- C Remember to include time to review each section after it is completed. Include appropriate reviewers (i.e., people affected by the section).

Include a date for future review.

- C At a minimum, annual reviews are suggested.
- C Maintain familiarity with the plan.
- C Introduce and train new faculty and staff on it.
- C Reviews provide an opportunity for changes in resource, facilities, or procedures to be incorporated, especially after an event that activated the plan.

ASSESSMENT OF THE SITUATION

Before planning, you must be aware of your situation. An assessment will detail the risks and the capabilities that will allow you to tailor the response and recovery. The first segment of every section in the plan that needs to be considered is "Situation." Consider the following examples:

- C Physical factors such as the location of the facility in respect to water, trees, power lines, highways, airports, factories and such.
- C The proximity of emergency service agencies and their capabilities.

For example, consider if the fire department is paid, where personnel are at the station ready to respond, or if the personnel are volunteers and are responding from jobs or

homes, possibly increasing the response time.

- C The resistance of the facilities to known hazards that have been identified in the local emergency operations plan.
- C Was the facility built to withstand earthquakes? Hurricanes? To what level? Are there expanses of glass in walls?
- C Utilize the local Emergency Operations Plan's Hazard Analysis and Vulnerability Assessment.

ASSESSMENT OF RESOURCES

Evaluate available internal and external resources of the school and community in regard to the successful implementation of the plan. The information on community resources should be available in the local emergency operations plan.

Internal resources to analyze.

Capabilities to extinguish small fires, treat medical conditions, perform light rescue, feed and house faculty/staff and students, provide transportation for an emergency evacuation.

- C Staff with medical, rescue or other specialized training which would enhance response capabilities.

External resources to analyze.

- C Lists of emergency agencies and their projected response times during normal conditions.
- C Local business resources applicable to an emergency response. For example, a fast food restaurant may be able to accommodate a large number of people and provide them with food and water.
- C Unplanned resources, such as "spontaneous volunteers" from the community or other schools.
- C List capabilities of the school which may be improved upon and suggestions for doing so with projected time frames.

HAZARDOUS MATERIALS

While planning for hazardous materials may not be considered relevant for a school, you must realize that there are substantial materials on school properties that pose risk. Schools must also consider the environment where the facility is located, as sources of

potential risk may be nearby.

- C Identify any substances or materials and locations that would pose a health and safety risk to the occupants of the school.
- C Science departments, janitorial supply storage, auto shop, facility boiler or maintenance rooms,
- C Maintain accurate files for *Right To Know Information*, including Material Safety Data Sheets and Hazardous Substance Fact Sheets on all hazardous materials.
- C Maintain an inventory of hazardous substances and how they are stored.
- C Include a list of any structural features such as heating units and gas lines which may present a danger within a certain priority of hazardous materials.
- C Provide copies of inventory files at alternate locations in the event school files are unavailable.

Immediate availability of Material Safety Data Sheets (MSDS) and Hazardous Substance Fact Sheets are essential for medical treatment of anyone who has come into contact with a hazardous material, as well as for the clean up effort.

Do not assume that the Hazardous Materials team or other agency will have these readily available.

Consider the external sources of hazardous materials.

Is the school located near a facility that produces or utilizes hazardous materials? Is the school located near a major transportation route (road or rail)?

COMMUNICATIONS

"Communications" is not only used when referring to equipment or techniques, but in speaking to the correct people at the correct time. An effective response is based upon rapid and accurate communications with the occupants of the school, the public and the local government. You must develop an emergency telephone number list that is readily accessible. The resources and procedures that are tasked in this area are:

EXTERNAL COMMUNICATIONS

Emergency notifications to the schools should originate from the local government (fire, police, 911 centers), or via NOAA Weather Radio.

- C Determine what municipal agencies utilize for primary and back up communications.

For example, Police, Fire, and Emergency Medical Services routinely use mobile and portable radios. Radios facilitate the coordination of the local emergency operations center, incident command, search and recovery teams, medical teams and any media relations representatives. Consider using a municipal radio to coordinate with municipal agencies.

Note that if a major emergency occurred, radio frequencies will get overloaded. Additional traffic on these frequencies could hinder effective communication. Cellular phones can be used during localized emergencies, but are not reliable in large scale disasters, as the circuits become overloaded. Notification to off-campus, off-duty personnel can be accomplished through a "telephone call-down tree" or via pagers.

INTERNAL COMMUNICATIONS

Warning procedures to alert the school of an emergency should utilize public address systems, fire alarms and alternative methods such as "runners" in the event of a power failure.

Hand-help/portable radios are recommended for coordinators of the facility. They provide communications regardless of phone lines, weather or other external factors.

Always consult with the local or county office of emergency management as well as other local agencies and organizations that may provide communications resources.

CROWD CONTROL

Crowd control considerations are not just maintaining physical control of people and boundaries, but also what goes on within them. This need extends beyond the normal concerns of what to do with the student body, but also to the media and "interested" public.

- C Direct supervision of the students is the responsibility of the teachers. The school system has the ultimate responsibility.
- C Faculty, staff and students should be familiar with evacuation routes from the facilities and where meeting points are on the outside.

Accountability for every individual is crucial; attendance should be taken and turned into the incident command or the individual directing the emergency response.

- C Compare attendance at the time of the emergency with the daily records.
- C To avoid restlessness, consider developing activities that occupy the students.

- C @ Restrict access of curiosity seekers.
- C @ Anticipate media behavior and the desire to infiltrate the school.
- C @ Plan to establish a physical perimeter around the school to control all entrances and exits.

TRAFFIC CONTROL

Controlling vehicles at the scene of an emergency are vital planning considerations that must address both incoming and outgoing traffic. Plans must consider the spontaneous arrival of family members, curiosity seekers, volunteers, even school personnel from outside the school's jurisdiction. While the plan may relinquish the responsibility of traffic control to the municipal government, school personnel should be aware of roles they may fulfill.

Responsibility of Traffic Control must be defined in the school plan. Do not assume that the function is automatically a responsibility of the local government.

- C Emergency vehicles will have access to all areas of the facility.
- C Consider parking arrangements if volunteers respond with private vehicles. Enforce parking regulations at the school (i.e., fire lane access).
- C If an immediate evacuation is required, students can be instructed to walk away from the facility. This may be required if there is not enough time to assemble buses.
- C Plans must be developed for walkaway evacuations that address routes to assembly locations, and methods to address accountability of students.

Establish a bus staging/loading area away from the building or any areas of potential risk.

- C Parents should not be allowed to pick up students at the school if an evacuation is underway. Release of students in evacuation situations should be done at prearranged locations outside the affected area.
- C Students who drive to school should not be allowed to utilize their own vehicles for evacuations. The addition of a large number of vehicles to the simultaneous influx of emergency response units will exasperate the situation, Furthermore, spontaneous evacuation of students with vehicles does not allow for the accountability of their whereabouts that is required.
- C Early school closings should be managed with procedures that are in place and

currently used by the school.

- C Media will add a burden to traffic control activities and site access. It is necessary to rely on and plan for local law enforcement organizations to control site accessibility.

MEDIA RELATIONS

Media relations can make or break the success of an operation. In all emergencies, remember that there are two versions of reality: first, the actual event, what is really happening, and second, what people think is happening based on rumors, media reports, past history and perceptions of what they know and hear. The plan's Media Relations/Public Information component, needs to address these and the following:

Appoint a school system media representative prior to any event who is knowledgeable in the implementation of the emergency plan and can explain the various activities that are occurring.

- C Think about creating pre-disaster (canned) press releases.
- C Provide facts about the facility and the number of students enrolled.
- C Designate an individual who is comfortable in front of the media and presents an "honest" image.
- C - Be prepared to address the who, what, where, when, why and how.
- C Create a separate area for the media where they can see what is going on and get information. This should be at a safe distance, away from the students and sectioned off from the response activities.
- C Schedule ongoing press conferences and ensure that the proper officials are in attendance.
- C Anticipate media behavior, manage information dissemination and establish rumor control mechanisms.
- C Be conscious that your media relations work must not only involve students and their families, but also the issue of family members and students directly interacting with the media.

STUDENT ROLES

There are many roles that students can fulfill in emergency situations, however. Under no circumstances should a student be sent into a dangerous situation.

Issues

- C Students should be used as needed outside of the affected (danger) area.
- C Students chosen should be responsible individuals and have prior written consent from parents or guardian.
- C Training must be provided to any student who is tasked with a role in the emergency plan.
- C Distinctive identification should be provided to students fulfilling emergency responsibilities.

Roles

Use students to "run" from area to area passing along paperwork, or gathering equipment. They may also be used to verbally deliver a message if other systems are down.

Students may be assigned leadership roles to direct specific activities (e.g., attendance at the assembly point).

Some students may be members of the local emergency medical service and fire department and can add their training to the overall response effort. (Note: consider these roles based upon legal issues such as whether they can be released from the responsibility of the school, the legal responsibility of the volunteer agency, and parental guardian consent.)

RELEASE OF STUDENTS

In the event that the school will be shut down for the remainder of a school day, students should be sent home as soon as proper notifications are made and transportation is available.

- C Proper notifications to parents/guardians must be made following established school system policies.
- C If parents/guardians are unreachable, keep the student at the school or reception site until notification is made.
- C Coordinate the release with the responsible individuals for "Traffic Control" and "Media Relations" in the plan.

If the closing of the school is due to an emergency, but not an evacuation:

- C Direct students onto buses and maintain accountability of students as they board by checking off names.
- C Designate and utilize an area of the facility where students can be picked up by their parents, Parents should check in and sign a release.

Students with their own transportation, should after parental notification and assessment of their ability to safely operate a vehicle, be instructed to proceed home immediately. Students driving home should be allowed to only transport other students or siblings if prior parental approval is received.

If the closing is due to an emergency evacuation, follow established procedures to move students and faculty/staff to the designated reception site. Release of students at this location should be done after an evaluation of the situation the caused the evacuation (i.e., Is it safe to move?).

MUTUAL AID

Schools should enter into mutual aid agreements with similar facilities in the area for personnel and materials to augment existing resources.

Although mutual aid for Police, Fire, Emergency Medical Services and other public safety agencies will not be coordinated by the school, you should be familiar with what agreements exist for mutual aid.

You may want to contact the mutual aid agencies and invite them for a walk through of the facility and provide them with facility and campus maps.

SPECIAL NEEDS POPULATIONS

Special needs populations present particular concerns to emergency planners, as typical response activities are magnified. Planning considerations should address needs of hearing, mobility, and sight impairments. There are other groups that may need addressing such as non-English speaking, or specific age ranges that have precise requirements.

Any procedures for handling special education students should be as simple as possible. Special education students may react more to the emergency situation, thus requiring additional actions on the responder's part, and/or more responders.

- C During evacuations, access/egress to sections of the school may not be available, so alternative methods and routes will be needed. This is especially a concern for mobility impaired individuals.

- C Transportation of special needs individuals will require the utilization of equipment already tasked in the day-to-day operations of the school. You should determine whether these resources have been tasked by the local government for evacuation use.
- C Sheltering activities also require distinctive procedures for special needs individuals.
- C Assure that the reception facility can accommodate the specific individuals. Provide the specialized personnel at the reception/shelter facilities to meet the needs of the evacuees.
- C Do not assume that the agency/organization that is operating the reception center/shelter is aware that special needs individuals will be directed there. Many organizations are not prepared, or will not handle clients with special needs.

During any planning effort, attention should be paid to the Americans With Disabilities Act (ADA) and New Jersey Barrier Free Sub-Codes if applicable.

TRAINING

Training activities for emergency plans and response activities should be conducted on a continuous basis for all students, faculty and staff. Participation in exercises and drills with the local government are also encouraged. Training should be revised as necessitated by plan changes or experience in actual events. Remember to be inclusive, as everyone has a role in an effective emergency plan. The records of training should be maintained and monitored to assure currentness.

For example: certain portions of the emergency operations plan may need to be practiced on a more frequent basis, the categories of training fall into two basic categories:

Generalized knowledge for students, faculty and staff.

- C Potential disasters.
- C Warning signals, emergency instructions and appropriate "instant survival techniques."
- C Evacuation routes, staging areas, reception center/shelter locations.
- C Availability of personal and group counseling and support following a disaster.
- C Updates in the emergency plan that effect the total population of the school.

Specialized Knowledge

Specific duties and procedures assigned to students, faculty and staff to fulfill responsibilities in the emergency plan.

Local emergency operations plan integrated coordination.

Consider adding First Aid and Cardiopulmonary Resuscitation into the student's curriculum as well as in-service training for the faculty and staff. Other considerations for faculty/staff training are: Emergency Medical Technician, Incident Command and Incipient Firefighting.

FUTURE PLANNING & ACTIVITIES

Planning for the future does not only involve what you would do differently "the next time" after it happens. It entails considering issues or changes to the internal or external environment that effect your response capabilities. It analyzes possibilities to do things better before they happen. It compares your plan to other plans in the school system and those of the surrounding districts that you may call upon for mutual aid. Finally, it looks at ways to mitigate disasters-before they happen.

One of the most important items, but nevertheless sometimes forgotten is the necessity of continuous revisions to plans and procedures. A plan is never finished. There will always be opportunities to improve, For instance, you should consider a process to document the entire school property and contents on video tape or photographs. This will be valuable evidence in future disasters should the facility be impacted. Critical reviews are essential immediately after a disaster. These should not be limited to only debriefings of personnel, but examining plans and procedures that were utilized.

In addition to corrections to plans and procedures, you may develop a needs list of materials, equipment or even changes to the facility. Prioritize the needs list, identify possible obstacles for the acquisition and develop suggestions to overcome these. This effort becomes part of the ongoing planning effort.

After a disaster, remember to acknowledge the help you received-express your appreciation to those that spent so many hours and faced many risks. This will go a long way toward building relationships in the community.

HAZARDOUS MATERIALS EMERGENCY PLANNING

SUPERFUND AMENDMENTS AND REAUTHORIZATION ACT

One of the most significant and far-reaching pieces of legislation, in its impact on emergency management organization at the state and local levels, is Title III of the Superfund Amendments and Reauthorization Act (SARA) of 1986.

Passed by Congress in response to increased concern about the nation's vulnerability to major chemical accidents such as the one that occurred in Bhopal, India, SARA Title III places the responsibility for chemical preparedness on the shoulders of the governor. Under Title III, the governor of each state do the following:

- C must appoint a state emergency response commission (SERC)
- C designate emergency planning districts,
- C appoint local emergency planning committees (LEPCs),
- C supervise and coordinate the activities of the LEPCs,
- C review emergency plans,
- C receive chemical release notifications,
- C establish procedures for receiving and processing requests from the public for information related to hazardous chemicals in each community and to the local emergency plans under Title III.

A priority initiative of the New Jersey Office of Emergency Management is to ensure that all 21 counties and 567 municipalities in the State develop emergency operations plans to properly respond to potential emergency situations. These plans are required by State law NJSA Appendix A:9-33, et. seq., as well as by Federal law PL 99-499, the Superfund Amendments and REAUTHORIZATION Act of 1986 (SARA).

Title-III of SARA mandated the formation of a State Emergency Response Commission (SERC). The Superintendent of the New Jersey State Police, who is also the Director of the NJ Office of Emergency Management is co-chair of the SERC and is responsible for implementation of the Subtitle "A" - Emergency Planning and Notification requirements of Title-III. The Commissioner of the NJ Department of Environmental Protection (DEP), is also co-chairman of the SERC and is responsible for implementation of the Subtitle "B" - Reporting Requirements of Title-III.

Other members of the SERC include:

- Attorney General
- Adjutant General of the NJ Department of Military and Veterans Affairs
- Commissioner of the NJ Department of Health
- Commissioner of the NJ Department of Transportation
- Commissioner of the NJ Department of Community Affairs
- President of the NJ Board of Public Utilities

The SERC meets on a biannual basis. The main thrust of these meetings is to ensure proper implementation of the emergency planning and right-to-know activities of the NJOEM and the NJDEP under SARA Title III, and other designated and interested parties.

A primary role of the NJOEM under Subtitle-A is to oversee and assist the State's 588 Local Emergency Planning Committees in carrying out the emergency reporting, planning and training requirements of Title-III, including:

- designation of emergency planning districts
- formation of Local Emergency Planning Committees (LEPCs)
- preparation, review, and exercising of LEPC Emergency Operations Plans
- delivery of training for the State's 100,000+ emergency responders

REQUIREMENTS/RESPONSIBILITIES

Title-III of SARA is Federal legislation which adds emergency planning, notification, and community right-to-know elements to the old Superfund law. The Act was implemented in New Jersey through Governor's Executive Order #161, which was signed on February 13, 1987. For New Jersey, addressing Title-III was relatively simple in that for many of its requirements, the State already had existing legislation in place. While Title-III has many sections, the following is a summary of the highlights of some of the more important elements of the Act:

SECTION 301

Creates the State Emergency Response Commission, which is made up of the Commissioners of the New Jersey Departments of Environmental Protection, Health, Community Affairs, Military and Veterans Affairs, Transportation, the State Attorney General, the Chairman of the State Board of Regulatory Commissioners, and the

Superintendent of the State Police. It is co-chaired by the NJDEP and the NJSP. SERC meetings are held biannually and are open to the public. This section also creates Local Emergency Planning Committees (LEPCs) in each of the State's 21 counties and 567 municipalities, which are to carry out local level planning and right-to-know activities.

SECTION 302

Facility owner/operators must notify, in writing, both the NJDEP and their respective LEPC that they are a facility. They are also to provide their LEPC with a name and contact telephone number for the facility for purposes of emergency planning. The NJDEP and the NJSP-OEM collate this information and in turn provide a statewide summary of all facilities to county LEPCs for their use and distribution to municipal LEPCs.

SECTION 303

Requires LEPCs to prepare comprehensive emergency response plans. This section was partially being addressed by P.L. 1989, Chapter 222 (NJSA App. A:9-33 et. seq.), which creates emergency management offices at the county and municipal level and further requires the development and maintenance of emergency operations plans by all 21 counties and 567 municipalities. These plans are then submitted through via emergency management to the NJSP-OEM for review and approval. Facilities handling substances above the established threshold planning quantity on the USEPA's Extremely Hazardous Substances List must participate in emergency planning with the LEPC. Facilities may utilize the Emergency Response Reference Guide, developed and distributed by the NJSP- OEM to fulfill this requirement.

SECTION 304

Facility owner/operators must provide notification to both the LEPC and the NJDEP if a release of a hazardous substance occurs at the facility. These notifications have been required under various state laws dating back to 1983. The preferred LEPC point of contact should be the local police department, while notification to the NJDEP should be made to the State's Emergency Action Hotline at (609) 292-7172.

SECTION 305

USEPA provided the NJSP-OEM with funding to develop, conduct, and coordinate hazardous materials training. This training is designed to improve emergency planning, preparedness, mitigation, response, and recovery capabilities, and shall provide special emphasis with respect to emergencies associated with hazardous chemicals. Training is also designed to compliment hazardous materials emergency response training as required under OSHA 29-CFR-1910.120. Public sector emergency response agencies interested in this training can contact their county hazardous materials training

coordinator.

SECTION 311

Facility owner/operators must submit lists of any substances present in quantities exceeding over 10,000 pounds for which a Material Safety Data Sheet is required for under the OSHA Hazard Communication Standard, and for any substances on the Section 302 Extremely Hazardous Substances List that are present in quantities exceeding 500 pounds or the threshold planning quantity, whichever is less. This information is to be submitted to both the NJDEP and the LEPC.

SECTION 312

Facility owner/operators must complete the Community Right-to-Know Survey (CRTK) survey for any substances for which a Material Safety Data Sheet is required for under the OSHA Hazard Communication Standard that were present in quantities of over 10,000 pounds in a reporting year, and for any substances on the Extremely Hazardous Substances List that were present over 500 pounds or the threshold planning quantity, whichever was less. This portion of Title-III was patterned after New Jersey's RTK program as established under P.L. 1983, Chapter 315 (NJSA 34:5A-1 et.seq.). This information is to be submitted to the NJDEP, the LEPC, and the local police and fire departments.

SECTION 313

Manufacturing sector facilities that manufacture (including import) or process over 25,000 pounds or otherwise use over 10,000 pounds of a Section 313 Toxic Chemical in a reporting year must complete the Toxic Chemical Release Inventory Form (Form R). This information is to be submitted to the NJDEP and the USEPA.

RESPONDER TRAINING

In addition to the reporting and planning mandates under Title-III, Title-I of SARA identifies additional provisions for the development of hazardous materials emergency response training courses. Together, these two program areas are utilized to meet the national training standards set by OSHA Law 29-CFR-1910.120.

In response to this task, the NJOEM has created and directs the NJ Hazardous Materials Emergency Response Training Program, overseeing hazardous materials response training for all emergency responders (including police, fire, medical, health, emergency management, and public works employees). This training must be completed by any person who responds to a hazardous material incident, and has been mandatory since March 6, 1990.

ACCOMPLISHMENTS

New Jersey has made significant progress in accomplishing its hazardous materials planning and training mandates under State and Federal law. The program, which has been recognized nationally, is administered by a staff of six (6) professionals and one (1) secretary.

Well over 500 of the State's 588 LEPC's have approved plans. This represents about 90% of the State's population. Less than 10 jurisdictions are not working on a plan. As plans must be updated every two years, the process is continually ongoing. A cooperative agreement with the NJ Department of Health's Public Employees Occupational Safety and Health Service has been established to assist the NJOEM with field inspections to pursue plans from all LEPC.

Under the responder training programs, training has been provided to over 100,000 individuals. The program has quickly gained national recognition for its quality and content.

The NJOEM's Domestic Preparedness Hazardous Materials Emergency Response Planning Unit (HMERP) received an award for "its significant achievement and innovation in state and local government" for its hazardous materials emergency response training programs. The award was issued through the National Center for Public Productivity, William C. Norris Institute.

ATTACHMENTS

- ATT. #1 Record of Changes
- ATT. #2 Sample Proclamation
- ATT. #3 Sample Rescinder
- ATT. #4 Emergency Management Council Ledger and Letter of Appointment
- ATT. #8 School EOP Checklist

**STATE OF NEW JERSEY
BASIC PLAN**

RECORD OF CHANGES

The changes listed below have been made to the Emergency Operations Plan and will be incorporated in the next update.

ALL CHANGES / REVISIONS TO THE EOP SHALL BE IDENTIFIED IN THIS SECTION. At anytime during the course of the year a change must be made to the Emergency Operations Plan, it shall be listed in the Record of Changes Section of the Basic Plan. This will allow the writer and / or reviewer of the plan to identify those changes to the plan without having to search for them. Even if changes are made on the computer, they shall be identified in this section and submitted with the review comments when the EOP is due for its annual review.

FOR EXAMPLE:

CHANGE NUMBER	DATE OF CHANGE	SECTION CHANGED	CHANGE MADE BY (Name of person)
1	1/18/98	BPA VIII. C	Patrolman Connors
2	2/15/98	AWAC-3	Chief Smith
3	2/15/98	DAA IV. F	Janet Diters

PROCLAMATION OF LOCAL DISASTER / EMERGENCY

To all the citizens and persons with in the municipality of *(insert name of municipality here)*, New Jersey, and to all departments, divisions and bureaus of the municipal government of *(insert name of municipality here)*, New Jersey

WHEREAS, pursuant to the powers vested in me by (Chapter 251 of the Laws of 1942 as amended and supplemented, N.J.S.A. App. A-9-30 et. Seq.: N.J.S.A. 40-48-1(6), and ordinances enacted pursuant thereto; N.J.S.A. 2C:33-1 et. Seq.; -- whichever law or laws apply, and by ordinances adopted by the *(insert name of municipality here)*, I have declared that a local disaster/emergency exists within the *(insert name of municipality here)*; and

WHEREAS, the aforesaid laws authorize the promulgation of such orders, rules and regulations, as are necessary to meet the various problems which have or may be presented by such a disaster/emergency; and

WHEREAS, by reason of the *(insert the specific type of)* conditions which presently exist in certain areas of the *(insert name of municipality here)* which may affect the health, safety, and welfare of the people of *(insert name of municipality here)*; and

WHEREAS, it has been determined that these areas of the *(insert name of municipality here)* should be then declared disaster areas, and further that certain measures must be taken to insure that the authorities will be uninhampered in their efforts to maintain law and order as well as an orderly flow of traffic and further to protect the persons and property of the residents affected by the conditions; and

WHEREAS, the following areas *(list either below or on an attached sheet of bond paper)* are designated disaster areas:

NOW, THEREFORE, IN ACCORDANCE WITH the aforesaid laws, we do hereby promulgate and declare the following regulations *(list either below or on a separate sheet of bond paper)* shall be in addition to all other laws of the State of New Jersey and of the *(insert name of municipality here)*;

Emergency Management Coordinator

Date

Mayor

Time

RESCINDER OF LOCAL DISASTER / EMERGENCY

To all the residents and persons within the Municipality of *(insert name of municipality here)*, New Jersey and to all departments of the Government of the municipality of *(insert name of municipality here)*,

WHEREAS, the local disaster emergency proclamation issued on the *(insert day here)* day of *(insert month here)* at *(insert time here)* pursuant to the powers vested by the State of New Jersey is no longer necessary.

Therefore in accordance with the aforesaid laws, I do hereby declare that the local disaster emergency no longer exists and rescind the aforesaid proclamation.

Emergency Management Coordinator

Date

Mayor

Time

EMERGENCY MANAGEMENT COUNCIL LEDGER

JURISDICTION (insert municipality here)

COUNTY (insert name of county)

DATE OF APPOINTMENT AND RESOLUTION (insert date of appointment)

NAME	WORKING TITLE	REPRESENTING GROUP				
		1	2	3	4	5
<i>FOR EXAMPLE:</i>		1	2	3	4	5
Jim Bigsby	Mayor	X				
John Smith	Police Chief		X			
Jim Simon	EM Coordinator		X			
Kathy Dithers	EMS Captain		X			
Doug Crash	DPW Superintendent		X			
Donna Grape	Asbury Park Press			X		
Irene Killam	Red Cross Chapter 20				X	
Frank Manzo	Bristol Myers					X

- 1 - Elected officials
- 2 - Police, Fire, Emergency Management, First Aid, Health, Environmental, Hospital, Public Works
- 3 - Broadcast and Print Medias
- 4 - Community Groups (Red Cross, Salvation Army, ETC.)
- 5 - Owners / Operators of facilities subject to SARA Title III

Signature of Coordinator

Date

INSERT SCHOOL CHECKLIST HERE