

Advanced Accreditation Training:

All-Hazards Plan



Improving Operations, Effectiveness, and Management

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Training Objectives

- Describe the roles and responsibilities that should be addressed throughout a comprehensive plan.
- Describe how the standards for emergency management that are required to be addressed by your All-hazards plan.
- Understand the necessary terminology used in an All-Hazards Plan.
- Discuss essential components of the plan.
- Develop, maintain, and implement procedures for creating an All-Hazards Plan.
- Describe the functional provisions for command, operations, planning, logistics, and finance/administration
- Describe how Law enforcement policies and procedures support the objectives of all-hazard plans.



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46.1.2 All Hazards Plan

The agency has a written All-Hazard Plan for responding to critical incidents. The plan will follow standard Incident Command System (ICS) protocols, which include functional provisions for command, operations, planning, logistics, and finance/administration.

Commentary

The Incident Command System has proven very effective in law enforcement and fire services emergencies. This system permits a clear point of control and can be expanded or contracted with ease to escalating or diminishing situations. The Federal Emergency Management Agency's (FEMA) ICS is comprehensive, available on the Internet, and widely used in critical incidents such as natural and man-made disasters, pandemics, civil disturbances, mass arrests, bomb threats, hostage/barricaded person situations, acts of terrorism, and other unusual incidents.

The Incident Command System establishes standardized incident management processes, protocols, and procedures that all responders can use to coordinate and conduct response actions. With responders using a common terminology and standardized procedures, they will all share a common focus, and will be able to place full emphasis on incident management when a critical incident occurs-whether terrorism or natural disaster.

Law enforcement agencies should create policies and procedures for mass demonstrations that employ a continuum of managed tactical resources. Additionally, implementation of appropriate technology by law enforcement agencies should be designed considering local need and aligned with national standards. (M M M M) (LE1)



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National Preparedness Goal Mission Areas

- **Prevention:** The capabilities necessary to avoid, prevent, or stop a threatened or actual act of terrorism.
- **Protection:** The capabilities necessary to secure the homeland against acts of terrorism and manmade or natural disasters.
- **Mitigation:** The capabilities necessary to reduce loss of life and property by lessening the impact of disasters.
- **Response:** The capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred.
- **Recovery:** The capabilities necessary to assist communities affected by an incident to recover effectively.



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Common Core Capabilities

There are three core capabilities that span all five mission areas:

- **Planning:** Conduct a systematic process engaging the whole community as appropriate in developing executable strategic, operational, and tactical-level approaches to meet defined objectives.
- **Public Information and Warning:** Deliver coordinated, prompt, reliable, and actionable information to the whole community through the use of clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard, as well as the actions being taken and the assistance being made available, as appropriate.
- **Operational Coordination:** Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities.



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National Incident Management System(NIMS)

NIMS is a flexible framework of:

- Concepts
- Principles
- Terminology
- Organizational processes
- Applicable to all hazards and jurisdictions



The all-hazard emergency response plan must be built on the foundation of the National Incident Management System (NIMS), including the Incident Command System (ICS).



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NIMS Management Characteristics

The Incident Command System (ICS) is based on the following 14 NIMS management characteristics, each of which contributes to the strength and efficiency of the overall system:

- Common terminology.
- Unified command.
- Modular organization.
- Management by objectives.
- Incident action planning.
- Manageable span of control.
- Incident facilities and locations.
- Integrated communications.
- Establishment and transfer of command.
- Chain of command and unity of command.
- Accountability.
- Dispatch/deployment.
- Comprehensive resource management.
- Information and intelligence management.



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Incident Command System (ICS)



The Incident Command System (ICS) is a standardized approach to the command, control, and coordination of **on-scene incident management**.



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Standardized Approach to Incident Management

- ICS is used for all kinds of incidents by all types of organizations and at all levels of government; ICS is applicable to small incidents as well as large and complex ones, emergencies or planned events.
- Enables a coordinated response among various jurisdictions and agencies.
- Establishes standard processes for incident-level planning and resource management.
- It allows for the integration of resources (such as facilities, equipment, and personnel) within a common organizational structure.
- It provides an organizational structure for incident management and guides the process of planning, building, and adapting that structure.
- Using ICS for every incident or planned event provides the practice that will help to maintain and improve skills needed to effectively coordinate larger or more complex efforts.



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Benefits of ICS

- The Incident Command System (ICS) has positively impacted incident management efforts by:
 - Clarifying chain of command and supervision responsibilities to improve accountability.
 - Leveraging interoperable communications systems and plain language to improve communications.
 - Providing an orderly, systematic planning process.
 - Implementing a common, flexible, predesigned management structure.
 - Fostering cooperation between diverse disciplines and agencies.



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Weaknesses Addressed by ICS

- Lack of accountability, including unclear chain of command and supervision.
- Poor communication, including system and terminology problems.
- Lack of an orderly, systematic planning process.
- No common, flexible, predesigned management structure.
- No predefined methods to integrate interagency requirements into the management structure and planning process.



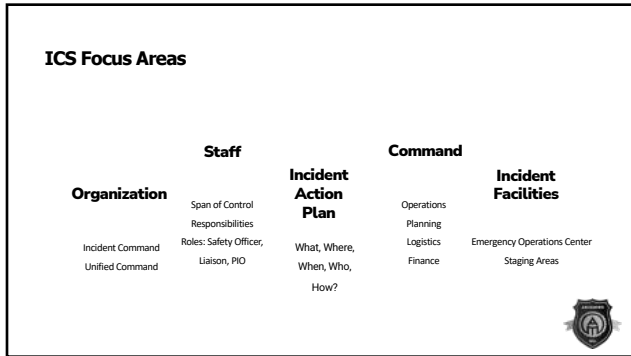
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What ICS is Designed to Do

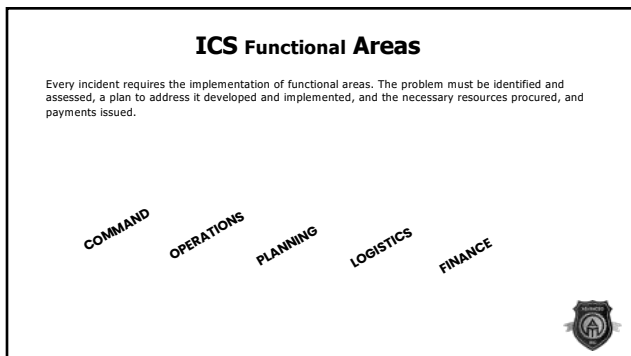
- Meet the needs of incidents of any kind or size.
- Allow personnel from a variety of agencies to meld rapidly into a common management structure.
- Provide logistical and administrative support to operational staff.
- Be cost-effective by avoiding duplication of efforts.
- ICS has been tested in more than 30 years of emergency and non-emergency applications, by all levels of government and in the private sector.
- Incident Recordkeeping



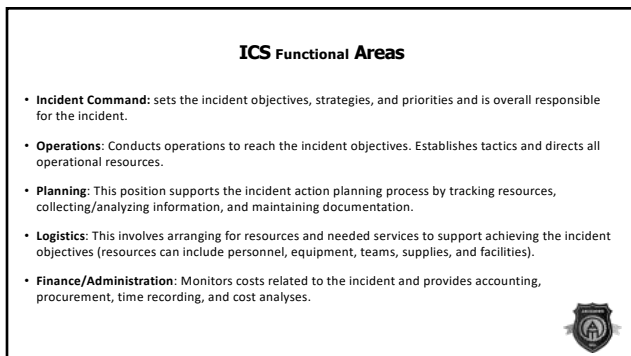
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Chapter 46

46.1.1 (LE1) Planning Responsibility

A written directive specifies a position in the agency tasked with planning a response to critical incidents.

Commentary

The person holding this position should be the principal planner and advisor on critical incidents to the agency's chief executive officer. In larger agencies, an important part of the duties attendant to this position may be to act as an expeditor of resources during critical incidents. (M M M M) (LE1)



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Chapter 46

46.1.3 (LE1) (M M M M) (LE1) Command Function

At a minimum, the command function will address the following:

- a. activating the incident command system;
- b. establishing a command post;
- c. initiating the notification and mobilization of additional agency personnel;
- d. obtaining support from other agencies;
- e. establishing a unified command, if necessary;
- f. establishing a staging area, if necessary;
- g. providing public information and maintaining media relations;
- h. maintaining the safety of all affected personnel, and
- i. preparing a documented after-action report



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46.1.4 (LE1) (M M M M) (LE1) Operations Function

At a minimum, the operations function will address the following:

- a. establishing perimeters;
- b. conducting evacuations;
- c. maintaining command post and scene security;
- d. providing for detainee transportation, processing, and confinement;
- e. directing and controlling traffic; and
- f. conducting post-incident investigation.

Commentary

The operations function is responsible for the management of all tactical operations directly related to the primary mission. (M M M M) (LE1)



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46.1.5 (LE1) (M M M M) (LE1) Planning Function

At a minimum, the planning function will address the following:

- a. preparing a documented incident action plan;
- b. gathering and disseminating information and intelligence; and
- c. planning post-incident demobilization.

Commentary

The planning function is vital to the success of the critical incident plan. Preparation of a documented incident action plan is one of the first responsibilities of the planning function. This function is also responsible for collecting and evaluating information about the incident, the status of resources, and anticipated equipment and manpower needs. The planning function is typically tasked with assembling information on current and alternative strategies, identifying needs for special resources, providing periodic predictions on incident potential, and preparing recommendations for the release of resources. (M M M M) (LE1)



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46.1.6 (LE1) (M M M M) (LE1) Logistics Function

At a minimum, the logistics function will address the following:

- a. communications;
- b. transportation;
- c. medical support;
- d. supplies; and
- e. specialized team and equipment needs.

Commentary

The logistics function provides manpower, facilities, services, and materials in support of the critical incident.



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46.1.7 (LE1) (M M M M) (LE1) Finance/Administration Function

At a minimum, the finance/administration function will address the following:

- a. recording personnel time;
- b. procuring additional resources;
- c. recording expenses;
- d. documenting injuries and liability issues; and
- e. preparing appropriate reimbursement documents, if applicable.

Commentary

The finance and administrative function is responsible for all financial and cost analysis aspects of the critical incident.



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ICS Position Titles & Organizational Components

- Provide a common standard for all users.
- Distinct titles allow for filling positions with the most qualified individuals.
- Useful when requesting personnel.
- Section, Division, Groups, Branch, Task Force, Strike Team, & Single Resource.
- Accountability: Span of Control, resource tracking, Check-In/Check-Out
- Establishment and Transfer of Command
- Unified Command is typically established when no single jurisdiction, agency, or organization has the authority and/or resources to manage the incident on its own.



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Incident Commander's Role

- Has overall responsibility for managing the incident.
- Must be fully briefed and should have a written delegation of authority.
- Personnel assigned by the Incident Commander have the delegated authority of their assigned positions.
- Only position that is always filled.



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Incident Commander Responsibilities

- Overall command and control.
- Ensures incident responder safety.
- Protects the health and safety of the general public and the environment.
- Provides information to internal and external stakeholders.
- Maintains liaison with other agencies.



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Incident Command Staff

- Public Information Officer
 - Coordinate the flow of information
 - Advise the Incident Commander on information dissemination and media relations.
 - Obtain information from the Planning Section.
 - Coordinate with other public information staff.
- Safety Officer
 - Ensures responder safety.
 - Advises Incident Command on safety issues.
 - Minimizes employee risk.
- Liaison Officer
 - Gather information about support agencies.
 - Coordinates for agencies not in the command structure.
 - Provide briefings and answer questions.



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Incident Facilities

- Incident Command Post (ICP): Where the Incident Commander oversees the incident.
- Staging Areas: Where resources are kept while waiting to be assigned.
- Base: Where primary logistics functions are coordinated and administered.
- Camps: Where resources may be kept.
- Helibase/Helispot: The area from which helicopter operations are conducted.
- Emergency Operation Center: plays a critical role in every phase of emergency management, from coordination during an incident to facilitating recovery and clean-up



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Emergency Operations Center

- It is a centralized location for multiagency/department coordination of information and resources to support incident management (on-scene operations).
- The EOC is the physical (**or virtual**) location staffed by activated department liaisons responsible for:
 - Identifying issues.
 - Providing support & coordination of responders.
 - Gathering and coordinating information for incident command.
 - The EOC supports incidents in the jurisdiction.



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EOC Activation

Why activate?

- Gather and collaborate with essential personnel.
 - Gather information and provide situational awareness.
 - Guide policy and decision-making.
 - Provide public information and communications.
- Efficient resource management.
- Coordination with internal and external partners.
- Record Keeping.

Who can activate the EOC?

- Chief of Police or designee
- Fire Chief or designee
- Emergency Management Director or designee
- Other Town Executives i.e. Mayor, Town Council, Town Manager



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Incident Demobilization

- Complete work assignments.
- Brief replacements, subordinates, and supervisors.
- Follow check-out procedures.
- Provide follow-up contact information.
- Return incident-issued equipment.
- Complete post-incident reports, critiques, evaluations, and medical follow-ups.
- Resolve payment and/or payroll issues.



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All-hazard Emergency Operations Planning

As you prepare for compliance, you must take into consideration:

- Preliminary Steps
- The Planning Process
- Emergency Operations Plan Format
- Basic Plan Content
- Functional Annex Content
- Hazard-Unique Planning Considerations




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The Public Expectation



- When disasters threaten or strike a jurisdiction, people expect elected leaders to act immediately to address the problem.
- The government is expected to assemble its resources, channel the efforts of voluntary agencies and private enterprises in the community and solicit assistance from outside of the jurisdiction if necessary.



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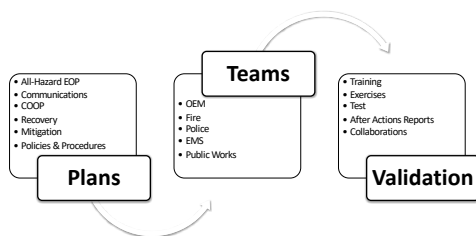
Comprehensive Emergency Management

The goal is to minimize the impact caused by any emergency.

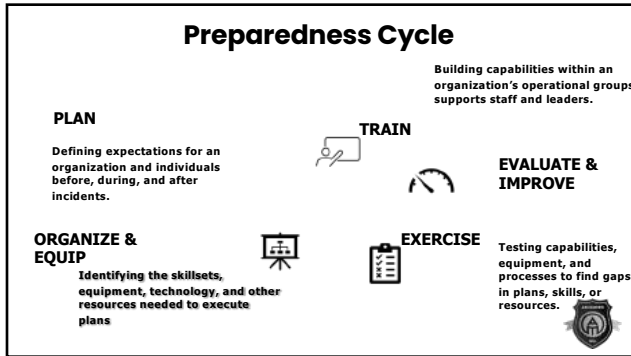


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Fundamental Components



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What is an Emergency Operations Plan?

- It assigns responsibility to organizations and individuals for carrying out specific actions at projected times and places in an emergency that exceeds the capability or routine responsibility of any one agency, e.g., the fire department.
- Sets forth lines of authority and organizational relationships and shows how all actions will be coordinated.
- Describes how people and property will be protected in emergencies and disasters
- Identifies personnel, equipment, facilities, supplies, and other resources.
- Identifies steps to address mitigation concerns during response and recovery activities.

Preliminary Considerations

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Emergency Communications Plan (EC Plan)

- The plan should outline clear objectives, processes, and comprehensive strategies for delivering information in an emergency, ensuring you are fully prepared for any situation.
- The essence of this document is to provide guidelines, up-to-date contact information, and procedures for sharing information during all phases of an unexpected occurrence that requires immediate action.
- The EC plan should provide step-by-step instructions for communication with internal and external stakeholders during a crisis.
- Modes of communication to be used during the crisis.
- Information on actions being taken to mitigate the impact of the emergency.

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Functional Annexes: Emergency Support Functions (ESFs)

The functional annexes focus on essential functions. They describe the actions, roles, and responsibilities of participating organizations. The functional annexes discuss how the jurisdiction manages the function before, during, and after the emergency and identify organizations responsible for leading and supporting its implementation

- | | |
|--|--|
| 1. Transportation | 8. Public Health and Medical Services |
| 2. Communications | 9. Search & Rescue |
| 3. Public Works | 10. Oil and Hazardous Materials Response |
| 4. Firefighting | 11. Agriculture and Natural Resources |
| 5. Information Planning | 12. Energy |
| 6. Mass Care | 13. Public Safety & Security |
| 7. Logistics Management & Resource Support | 14. Cross-Sector Business and Infrastructure |



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Planning must be flexible enough to address all types of incidents.



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Hazard-Unique Planning Considerations

- Hazard-specific appendices offer a means of extending functional annexes to address particular and unique response procedures, notifications, protective actions, emergency public information, and other needs generated by a specific hazard.
- They allow the jurisdiction, in its EOP, to address priorities identified through hazard analysis and to meet detailed regulatory requirements associated with some hazards.
- A hazard-specific appendix should be prepared for any functional annex that does not, by itself, give enough information to perform the function adequately in the face of a particular high-priority hazard.



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Hazard-specific Appendices

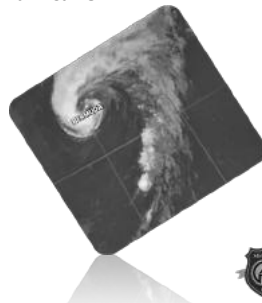
- It is recommended that hazard-specific appendices follow the same structure-- i.e., include, as appropriate, the same content sections (Purpose, Situation and Assumptions, Concept of Operations, Organization and Assignment of Responsibilities, Administration and Logistics, Plan Development, and Authorities and References)--as the functional annexes.
- The hazard-specific appendix focuses on special planning needs and does not duplicate the information in the functional annex.



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The Hazard: Hurricane

- Nature of the Hazard/Definition
 - The term "hurricane" describes a severe tropical cyclone and sustained winds of 74 miles per hour (mph) or greater that occurs along the Gulf or East Coasts, in the Caribbean, or in the Pacific along the west coasts of Mexico and California or near Hawaii. Tropical cyclones in other areas of the world will have different names (e.g., typhoon). The hurricane season runs from the first of June until the end of November. Yet hurricanes have occurred in every month of the year.



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Hazard Agents

The primary hazard agents associated with a hurricane are the high, sustained winds; flooding from storm surge or heavy rains; battering from heavy waves; and various secondary hazards:

- **High Winds:** High winds impose significant loads on structures, both direct wind pressure and drag, and tend to propel loose objects at high velocity.
- **Flooding:** A hurricane can cause many different types of flooding. Along the coast the flooding may occur from storm surge, wind-driven water in estuaries and rivers, or torrential rain...
- **Heavy Waves:** The storm may generate waves up to 25 feet high. These can batter the coastline, causing devastating damage to the shoreline itself and to structures near the shore. The velocity of the water moving back and forth undermines the foundations of buildings...
- **Secondary Hazards:** Hurricanes can also cause numerous secondary hazards. Tornadoes and electric power outages are expected. Contamination of water supplies, flooding of sewage treatment facilities, and even dam failure may occur.
- Estimating the Force of Hurricanes based on The Saffir-Simpson scale Cat 1 (74-95), 2, 3, 4, 5 (156+).



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Unique Considerations

- Risk Area
- Assessment of Risk
- Unique Planning considerations
 - Time phases & Actions
 - Direction and Control... i.e. EOC activation, alerts & actions,
 - Emergency Public Information
 - Evacuation
 - Mass Care
 - Resource Management




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Don't Reinvent the Wheel

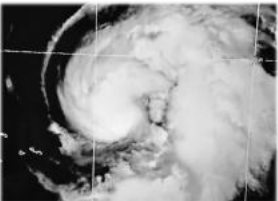
Review	Research	Development	Validation	Maintenance
Law, Plans, Mutual Aid Agreements, and SOPs.	Identify Stakeholders Examine Roles Identify Resources Recognize barriers Outline your needs Classify Resources	Basic Plan Functional Annexes Risk Management Environmental & technical Hazards	The plan is validated against	Tabletop Exercises Full-Scale Drills Hazard Analysis



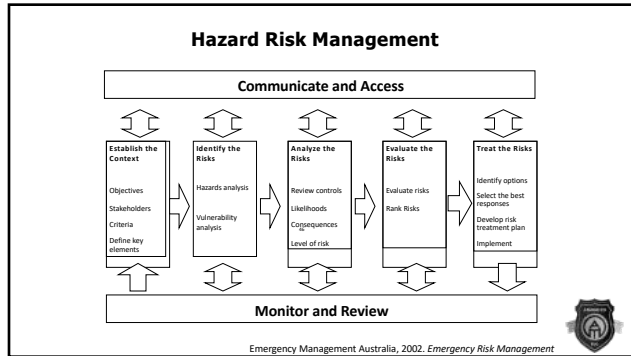

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Conduct Hazard/Risk Analysis

Hazard analysis is the basis for both mitigation efforts and EOPs. From an emergency operations planning perspective, hazard analysis helps a planning team decide what hazards merit special attention, what actions must be planned for, and what resources are likely to be needed.




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All-Hazards Preliminary Steps

All-encompassing term
– Refers to many different emergencies

- Emergencies
– Those that require the emergency response of outside assistance, which may be at the local, state, or federal levels.
- Emergency preparedness
– Action taken by individuals, government, and health care facilities and systems to be prepared for an emergency.

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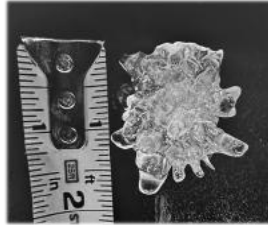
Continuity of Operations Planning (COOP)

- This plan is the internal effort of an organization to ensure they can continue to perform essential functions during emergencies.
- The COOP, a comprehensive plan that requires planning from all-hazard perspectives, ensures that our operations can be relocated to an alternate or other continuity site, addressing all potential hazards and ensuring the delivery of essential functions to the community.
- COOP Plans tackle areas of delegations of authority, continuity facilities, continuity communications, essential records management, human resources, testing, training, exercising, devolution, and reconstitution.

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Supporting Components

- Other Plans
 - Risk Assessment
 - Mitigation
 - Recovery
 - Policy and Procedure
- Teams
 - Internal and external stakeholders
 - Functional Annexes
- Validations
 - Test, Training, Exercises
 - Collaborations



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Chapter 46

46.1.9 (LE1) (M M M M) (LE1) All Hazards Plan Training

A written directive provides for:

- a. documented annual training on the agency's All Hazards Plan, to include the Incident Command System (ICS) for affected agency personnel; and
- b. documented biennial training consisting of a tabletop or full-scale exercise to assess the agency's capabilities with the All-Hazards Plan and the Incident Command System.



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Testing, Training, and Exercise (TT&E) Programs

- It helps organizations assess, demonstrate, and improve their ability to carry out their plans, procedures, and continuity programs.
 - Training: Ensuring personnel are trained in their roles and responsibilities and reinforcing their knowledge of systems, equipment, and procedures.
 - Testing: Validating the operability of systems and components and testing or validating recently changed plans or procedures.
 - Exercising: Validating the viability of IT plans and exercising plans and procedures.



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Whole Community Integration Operations-based Exercises

The whole community approach focuses on enabling the participation of a wider range of stakeholders at all levels of government, emergency, private, and nonprofit sectors to foster better coordination and working relationships.

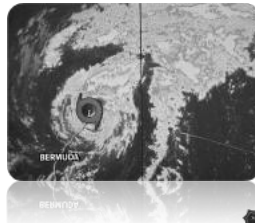


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Summary All-hazards Approach

The all-hazards approach to emergency preparedness planning is a comprehensive framework that considers the full range of emergencies and disasters when planning for response and risk mitigation.

The approach focuses on capabilities and capacities critical to preparedness, such as preventing, protecting against, responding to, and recovering from emergencies. This approach can help build a more versatile and inclusive strategy that addresses many potential incidents.



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Summary

- The Incident Command System has proven very effective in law enforcement and fire services emergencies. This system permits a clear direction and control.
- NIMS & ICS necessary terminology used in an All-Hazards Plan.
- It can be expanded or contracted easily.
- Emergency Management Plan, Functional Annexes & All-Hazards Annexes.
- Hazard-Unique Planning Considerations.
- Plans, policies, and procedures support the objectives of all-hazard plans.
- Maintenance of an All-Hazards Plan.



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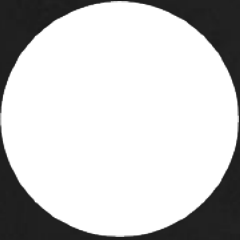
National Incident Management Training

More detailed information on NIMS, ICS, National response, and EOC operations are contained in the following FEMA Independent Study Courses:

- ICS-100: Introduction to the Incident Command System.
- ICS-200: ICS for Single Resources and Initial Action Incidents.
- IS-700: National Incident Management System, An Introduction.
- IS-800: National Response Framework, An Introduction.
- IS-2200 –Basic Emergency Operation Center Functions.



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