

Unit Two: Understanding Emergency Management

I. Unit Overview and Objectives

A. Unit Overview

1. The field of Emergency Management is usually not well-known by the general public until a disaster strikes. At that time community members must learn about the organizational patterns of disaster response and recovery agencies. It is a lot to learn under stressful circumstances; individuals in the Community Emergency Response Training will learn about this process before a disaster strikes.
2. This unit will summarize the functions, roles and responsibilities of local, State, Tribal and Federal professional emergency management personnel. It will also identify affiliated professional associations.
3. Response and recovery terms are outlined in the glossary at the end of this unit.

B. Objectives

1. By listening, participating and interacting in class activities, by the end of this unit participants should be able to accurately:
 - a. Understand the organizational roles and responsibilities of Local, State, Tribal and Federal Emergency Management organizations.
 - b. Recognize and use the most common terms that are a part of the emergency management profession

Understanding Emergency Management

II. Introduction to Emergency Management¹

A. Routine Emergency

Is a situation or an occurrence of a serious nature, developing suddenly and unexpectedly, and demanding immediate action. This is generally of short duration, for example, a house fire or car accident, or minor flooding caused by broken pipes.

B. Non-routine Emergencies

Are extraordinary circumstances that can exceed the local communities ability to respond or manage. Flooding might be an example of a non-routine emergency. Such emergencies may be limited in scope of impact and could be handled with State assistance.

C. Catastrophic Disaster.

The term implies an event or incident, which produces severe and widespread damages of such a magnitude as to result in the requirement for significant resources from outside the affected area to provide the necessary response. It results in large numbers of deaths and injuries; causes extensive damage or destruction of facilities that provide and sustain human needs; produces an overwhelming demand on state and local response resources and mechanisms; causes a severe long-term effect on general economic activity; and severely affects state, local, and private sector capabilities to begin and sustain response activities.

D. Presidentialy Declared Disasters

When the state's resources are exhausted, it can turn to the federal government for assistance. Only the President may declare a disaster based on information that indicates the event is massive in scope and needs long-term federal programs to help victims, businesses and public entities to recover. This federal-state relationship is spelled out in the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended, which can be found at www.fema.gov/library/stafact.

¹ http://training.fema.gov/EMIWeb/downloads/is1_Unit1.pdf

Understanding Emergency Management

Introduction to Emergency Management (Continued)

E. Response Phase

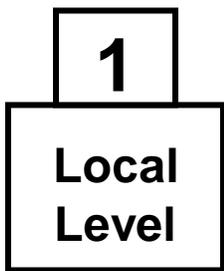
First response to an emergency is the individual or community. If the emergency is too large for their resources, local emergency management is called in. For example, if the stove catches fire and the personal fire extinguisher does not contain the emergency, the fire department is called. First response to a disaster is the job of local government's emergency services with help from nearby municipalities, then the state and volunteer agencies with support from some federal programs (such as Search and Rescue).

F. Recovery

Is the long-term phase of disaster. Recovery places the most severe financial strain on a local or state government. Damage to public facilities and infrastructure, often not insured, can overwhelm even a large city. Federal disaster response programs are mainly geared toward long-term recovery.

**Unit Two: Understanding Emergency Management
Chart One: Emergency Management in Brief**

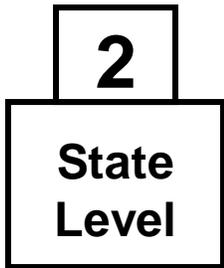
Emergency Management in Brief



Local Government Responds

A. Local emergency management personnel, neighboring communities and volunteer agencies respond to the incident through the Local Emergency Operations Center.

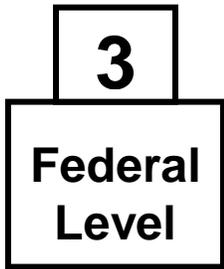
B. If the incident is too substantial for local resources, the local government request aid from the Governor.



State Government Responds

C. The State Emergency Operations Center is activated and the State supplements local response efforts with their resources such as the National Guard and State Agencies.

D. If the incident is too substantial for State resources the Governor requests a major disaster declaration from the President.



Federal Government Responds

E. The Federal Emergency Management Agency conducts a Damage Assessment to determine losses and recovery needs and recommends action to the President

F. If the President approves, federal programs are made available to the qualifying public. A joint field office is temporarily placed in the community to coordinate recovery programs.

Understanding Emergency Management

III. Comprehensive Emergency Management

A. Common perception of Emergency Management

The average person probably thinks of emergency management in terms of a natural disaster such as a hurricane, tornado, flood, or ice storm. However, emergency management also embraces people-caused disasters such as hazardous materials spills, major transportation accidents, large fires, and terrorist events.

B. Regardless of the type of hazard, it is the responsibility of emergency management to help put in place mitigation, preparedness, response, and recovery programs to deal with these hazards. The concept used for handling all types of disasters and their consequences is called “comprehensive emergency management” (CEM).

C. CEM embraces three concepts involved in emergency management: an all hazards approach, emergency management as a partnership approach and the understanding that disasters have lifecycles. Each are explained below.

1. Concept 1: All Types of Hazards

The commonalities among all types of people caused and natural disasters suggest strongly that many of the same management strategies will apply to all such emergencies; so planning for one means planning for all.

2. Concept 2: Emergency Management Partnerships

The burden of disaster management and the resources to deal with it, require a close working partnership among all levels of government (federal, tribal, regional, state, county, and local) and the private sector (business and industry, voluntary organizations, and the general public). This makes sense, because disasters have no boundaries.

3. Concept 3: An Emergency Lifecycle

Disasters do not just appear one day and go away the next. Rather, they have what we might call an “occurrence cycle.” This cycle entails a series of four management phases that include strategies to mitigate hazards and prepare for, respond to, and recover from emergencies and their effects.

Understanding Emergency Management

Comprehensive Emergency Management (Continued)

Unit Two: Understanding Emergency Management Visual One: The Emergency Lifecycle



The Emergency Lifecycle visual image shows that disasters do not just happen independently, they involved understanding of four concepts: mitigation, preparedness, response and recovery. Each element is a part of the natural cycle of disasters.

Understanding Emergency Management

Comprehensive Emergency Management (Continued)

- a. The four phases of comprehensive emergency management appear in a circular relationship to each other. Each phase links to the others. Activities in one phase may overlap those in the previous. The disaster phases have no beginning or end, so recognition of a threat can motivate mitigation efforts as well as an actual emergency can.
- b. Mitigation includes activities that eliminate or reduce the chance of occurrence or the effects of a disaster. This might mean raising structures, purchasing flood insurance, or preparing a disaster supply kit.
- c. The next phase of emergency management is preparedness. It is planning how to respond when an emergency or disaster occurs and working to marshal the resources to respond effectively. These activities help save lives and minimize damage by preparing people to respond appropriately when an emergency is imminent or hits.
- d. Response is the third phase of emergency management and covers the period during and immediately following a disaster. During this phase, public officials provide emergency assistance to victims of the event and try to reduce the likelihood of further damage.
- e. Recovery is the fourth and final phase of the emergency management cycle. It continues until all systems return to normal or near-normal operation. Short-term recovery restores vital life-support systems to minimum operating conditions. Long-term recovery may go on for months—even years—until the entire disaster area returns to its previous condition or undergoes improvement with new features that are less disaster-prone.

IV. Emergency Support Functions

1. When the President has declared a disaster, the Federal Emergency Management Agency (FEMA) has been tasked to coordinate planning, training, mitigation, response and recovery efforts. FEMA can utilize other government agencies as the disaster conditions mandate by calling upon their emergency support functions. The chart that follows indicates which agencies perform which tasks.

**Unit Two: Understanding Emergency Management
Chart Two: Emergency Support Functions**

Emergency Support Function		Agency	Activity
1	Transportation	Department of Transportation	Assists Federal Agencies, State, Tribal and local government entities, and voluntary organizations requiring transportation capacity to perform response missions.
2	Communication	National Communications System	Ensures the provision of Federal telecommunications support to response efforts
3	Public Works and Engineering	US Army Corps of Engineers, Department of Defense	Provides technical advice and evaluation; engineering services; contracting for construction management, inspection and emergency repair of water and wastewater treatment facilities.
4	Firefighting	Forest Service, Department of Agriculture	Detects and suppresses wildland rural and urban fires resulting from or occurring coincidentally with a major disaster or emergency
5	Emergency Management	Federal Emergency Management Agency	Collects, analyzes, processes and disseminates information about a potential or actual disaster or emergency to facilitate the activities of the federal government in providing assistance to States.
6	Mass Care, Housing and Human Services	American Red Cross	Coordinates federal assistance in support of efforts to meet the mass care needs of victims, including sheltering feeding, emergency first aid, and bulk distribution of emergency relief supplies.
7	Resource Support	General Services Administration	Coordinates provision of equipment, materials, and personnel to support disaster operations.
8	Public Health and Medical Services	Department of Health and Human Services	Provides coordinated federal assistance to supplement resources in response to public health and medical care needs.
9	Urban Search and Rescue	Federal Emergency Management Agency	Deploys components of the National Urban Search and Rescue Response System to provide specialized lifesaving assistance to authorities, by locating, extricating and providing initial medical treatment o victims trapped in collapsed structures

Emergency Support Functions Continued

10	Oil and Hazardous Materials Response	Environmental Protection Agency	Provides federal support response to actual or potential discharge of hazardous substances
11	Agriculture and Natural Resources	Department of Agriculture	Provides nutrition assistance. Control and eradicate animal and plant disease outbreaks. Assure food safety and food security. Protect natural and cultural resources and historic properties.
12	Energy	Department of Energy	Helps restore the nation's energy systems following a major disaster and coordinates with federal and state officials to establish priorities for repair of energy systems and to provide emergency fuel and power.
13	Public Safety and Security	Department of Homeland Security Department of Justice	Force and critical infrastructure protection. Security planning and technical assistance. Technology support. Public Safety.
14	Long-term Community Recovery and Mitigation	Department of Agriculture Department of Commerce FEMA Dept. of Housing and Urban Development Department of Treasury Small Business Administration	Provides support framework for helping communities recover from the long-term consequences of an Incident of national Significance. Ensures that the process of rebuilding communities is initiated at the beginning of a response. Helps communities rebuild in a safer, stronger and smarter way. Incorporates mitigation efforts to reduce or eliminate risk from future incidents.
15	External Affairs	Department of Homeland Security Federal Emergency Management Agency	Implements the Joint Information System concept. Establishes mechanisms for delivery of accurate, coordinated and timely information to the public and other key audiences. Provides the resource support and mechanisms to implement the National Response Plan's "Incident Communications Emergency Policy and Procedures" describe in the National Response Plan Public Affairs Support Annex.

Understanding Emergency Management

V. Glossary

City Offices of Emergency Services

Offices that serve as the primary point of contact within city government for the coordination of emergency management activities including planning, preparedness, response, recovery and mitigation.

County Offices of Emergency Services

Offices that serve as the primary point of contact within county government for the coordination of emergency management activities including planning, preparedness, response, recovery and mitigation.

Disaster Relief/Recovery Organizations

Organizations that have a formal role in coordinating the provision of disaster relief and/or recovery services following a major disaster or large-scale emergency that disrupts the normal functioning of a community. Included are coalitions of community-based organizations in a defined geographic area whose members are prepared to act in concert to respond to the emergency needs of the community during the relief and recovery phases of a disaster and non-affiliated organizations with a designated role. Some collaboratives are local VOADs, which are organized through state-level VOAD chapters, which are affiliates of the national organization, National Voluntary Organizations Active in Disaster (NVOAD), a formal coalition of national voluntary organizations with a common interest in providing disaster relief. Other coalitions are “interfaiths” which gather financial and other resources from the faith community and distribute them to people in need, generally after American Red Cross and other immediate relief organizations have completed their work. NOTE: “Disaster Relief” is a category of services utilized by community agencies involved in disaster work. Government organizations do not recognize disaster relief as a formal part of the disaster cycle. Most of the services classified as disaster relief are considered by government to be part of disaster recovery and a few (e.g., disaster welfare inquiries) are categorized as disaster response.

Understanding Emergency Management

Glossary (Continued)

Disaster Mitigation

Programs that provide services which enable individuals and organizations to make physical preparations prior to a disaster or large-scale emergency which will prevent or reduce loss of life, personal injury and destruction of or damage to property when an incident actually occurs. Mitigation includes any activities that prevent an emergency, reduce the chance of an emergency happening or lessen the damaging effects of unavoidable emergencies

Disaster Services for Animals

Programs that provide emergency services for animals who have been threatened or affected by a major disaster or large-scale emergency that disrupts the normal functioning of a community.

Disaster Warnings

Programs that issue alerts, advisories and warnings to inform the public of an impending event such as a major fire, flood, hurricane or tornado which has the potential to cause loss of life, personal injury, property destruction or damage and widespread community disruption. Disaster warnings may include safety instructions for people who are likely to be affected by the event, may communicate information about measures, such as curfews, that the authorities have taken to minimize the effects of the incident, and may provide crucial information about the status of the physical environment (e.g., roads and bridges that are impassable) following the event.

Emergency Animal Shelters

Programs that open evacuation centers where people can take their pets to escape the prospect of a major disaster or large-scale emergency that threatens to disrupt the normal functioning of a community; or which provide temporary shelter for lost or displaced animals following a disaster.

Emergency Operations Centers

Designated sites established by city, county and/or operational area authorities to coordinate disaster response, relief and/or recovery efforts.

Understanding Emergency Management

Glossary (Continued)

Emergency plan

A brief, clear, and concise description of the overall emergency organization, designation of responsibilities, and procedures, including notifications, involved in coping with any or all aspects of a potential credible emergency.

Emergency preparedness

The training of personnel, acquisition and maintenance of resources, and exercising of the plans, procedures, personnel, and resources essential for emergency response.

Emergency Operations Center (EOC)

A facility from which management and support personnel carry out coordinated emergency response activities. It may be a dedicated facility or office, conference room, or other pre-designated location having appropriate communications and informational materials to carry out the assigned emergency response mission and located, where possible, in a secure and protected location.

Exercise

A comprehensive performance test of the integrated capability of most aspects in the emergency management program associated with the facility. Exercises test the adequacy and effectiveness of organizational command and control; implementation procedures; notifications and communications networks; emergency equipment; response organization personnel performance; and the overall emergency response program performance.

Federal Disaster Field Offices

Temporary federal operations facilities established in or near a designated disaster area to support federal and state response and recovery operations. The DFO is staffed by the federal coordinating officer who is responsible for coordinating federal disaster response activities during a Presidentially declared disaster or emergency; the federal interagency emergency response team and, where possible, the state coordinating officer (the representative of the Governor of a state or territory who coordinates state disaster response and recovery activities with those of the federal government) and his/her support staff. Representatives for each activated Emergency Support Function are present in the DFO.

Understanding Emergency Management

Glossary (Continued)

Hazardous material (HAZMAT)

Any solid, liquid, or gaseous material that is toxic, flammable, radioactive, corrosive, chemically reactive, or unstable upon prolonged storage in quantities that could pose a threat to life, property, or the

Hazard Mitigation

Any cost-effective measure that will reduce the potential for damage to a facility from a disaster event.

Incident Command System (ICS)

The combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure with responsibility for the management of assigned resources to effectively accomplish stated objectives pertaining to an incident.

Incident Commander

The individual responsible for the management of all operations at a particular hazardous materials

Joint Information Center (JIC)

A centralized facility where organizations responding to an emergency coordinate the release of accurate and timely information to the public and the media and provide a central source for all instructions. A JIC is operated cooperatively by all responding levels of federal, state, and local governments and organizations, and the involved facility

Local Emergency Planning Committee (LEPC):

A committee appointed by the State Emergency Response Commission (SERC), as required by Title III of Superfund Amendments and Reauthorization Act (SARA), to formulate a comprehensive emergency plan for its district

Local government

Any county, city, village, town, district, or political subdivision of any state, Indian tribe or authorized tribal organization, or Alaska Native village or organization, including any rural community or unincorporated town or village or any other public entity.

Understanding Emergency Management

Glossary (Continued)

Sheltering

An in-place, immediate protective action which calls for people to go indoors, close all doors and windows, turn off all sources of outside air, listen to radio or television for emergency information, and remain indoors until official notification that it is safe to go out.

Simulation

A fabrication of disaster or emergency events. Simulation applies only to the overall emergency or event being staged. Emergency response actions are actually performed, not simulated

Special Needs Shelter Care

Programs that provide shelter for individuals such as medically dependent people and unaccompanied minors who require a level of personal support or attention not available in most mass shelter care facilities.

Tabletop training activity

An emergency preparedness training activity, which takes place in a classroom environment or emergency response facility, during which emergency response personnel are presented with simulated events and the participants "talk-through" the response actions

Red Cross Disaster Service Centers

Centers opened by trained Red Cross volunteers to assist people who have sustained damage in a major disaster or large-scale emergency that disrupts the normal functioning of a community. Disaster victims meet with caseworkers who assess their needs and supply clothing, rent assistance, beds and bedding, necessary furniture, cooking and eating utensils, occupational supplies, prescription medication, small appliances and other necessities

Urban Search and Rescue

Programs that mount emergency search and rescue operations that locate, extricate, and provide medical treatment for victims of structural collapse that occurs during a disaster. Specialized equipment includes concrete and steel cutting tools, breaking devices, portable generators, air compressors, power saws, drills, air bags, floodlights, ropes and other technical rescue items. Also available, as needed, are medical supplies, hazardous materials

and radiation monitors, protective clothing, victim locating devices and search cameras.

Understanding Emergency Management

NEXT . . .

1. If your CERT class continues on the same day, take your break and return to this classroom.
2. If your CERT class continues on another day (next week or next month) your **Homework Assignment** is to
 - a. Read and familiarize yourself with Unit 3: Fire Safety in the Participant Manual.
 - b. Bring a pair of leather gloves and safety goggles to use in the fire suppression unit and to serve as a starting point for your disaster supply kit.
 - c. Begin food and water storage for at least 3 days for yourself and your families.
 - d. Establish an out-of-state contact.
 - e. Locate the utility shutoffs in your home.
 - f. Wear appropriate clothes to the next session (no shorts or open-toed shoes), because you will practice putting out a small fire with an extinguisher.

End of Unit Two