

Unit 2

Pre-Disaster Planning

Portal Questions

Answer Key

1. List three items that form the basis for writing the State Emergency Management Plan (EMP).
 - *Strong State disaster laws and regulations*
 - *Thorough hazard analysis*
 - *Complete vulnerability assessment*
 - *Capability assessment (periodic use of Capability Assessment for Readiness [CAR] highly recommended)*
 - *Worst-case scenario analysis*
2. Describe two actions the State can take to establish a strong local/State/Federal partnership before a disaster occurs.
 - *Use the Region Interagency Steering Committee system to develop relationships with primary Emergency Support Function (ESF) agencies and staff that will deploy.*
 - *Get to know key staff of the key National Response Framework (NRF) agencies in your Region.*
 - *Develop an NRF State-unique supplement to your Regional Response Plan.*
 - *Involve appropriate Federal agencies (Regional Response Team) in planning teams for specific hazard or event annexes.*
 - *Develop letters of agreement or Memoranda of Understanding to facilitate joint operations and unified command in multi-agency command centers.*
3. List three of the six steps in the action planning process.
 - *1. Assess the Situation*
 - *2. Identify Contingencies*
 - *3. Determine Objectives*
 - *4. Identify Needed Resources*
 - *5. Build an Action Plan and Staffing Structure*
 - *6. Take Action*

Objectives

Upon completion of this unit, you will be able to do the following:

1. Review, revise, or develop State disaster response plans with Job Aids during nondisaster times.
2. Predetermine the initial activities for disaster response.
3. Prepare yourselves and your staff members to implement the State response to a disaster using FEMA-mandated forms and procedures.
4. Discuss the characteristics of a good, comprehensive emergency management partnership, including its establishment and maintenance.

Topics

The Evolution of a Planning Philosophy

Pre-Disaster Planning

General or Long-Range Planning Elements

Tactical Planning Elements

Action Planning Elements

National Emergency Management Information System (NEMIS) Overview

Emergency Management Mission Integrated Environment (EMMIE) Overview

Learning Check

Supplemental Materials

The Evolution of a Planning Philosophy

Planning for disaster operations has evolved dramatically over the past 10 years. The concepts of all- or multi-hazard plans and comprehensive emergency management have been seriously pursued only since 1992. Before that, nearly all planning was highly structured and focused on the mandates of the Civil Defense Act as part of the Department of Defense (DoD) requirements for Continuity of Government (COG) and Continuity of Operations (COOP) for post-attack survivability in the aftermath of nuclear war.

Until the early 1990s, the Defense Coordinating Officer (DCO) was considered by many as a co-equal position with the Federal Coordinating Officer (FCO). Under a concept referred to as “dual use,” the States could use personnel, assets, and funds that were dedicated to these federally mandated programs, provided there was no reduction in capability or support to Federal interests. The combination of the end of the Cold War tensions and the rising concern for the drastic impacts of natural and human-made disasters has made multi-hazard and worst-case scenario planning preeminent. The transition from the formerly mandated, highly structured nuclear attack planning is still underway.



Martin County Fairgrounds, FL -- FEMA, State of Florida, and private industry representatives work together to inform residents at a local housing fair that disaster mitigation help is available. Here, Allan Jochum of Shutter-Up and FEMA's Dr. Pedro Pico discuss the code requirements that shutters must meet for both material and installation.

Photo by Ty Harrington/FEMA News Photo

The precise formats and content of State plans that FEMA formerly mandated are gone. Each State is encouraged to develop plan formats, standard operating procedures, annexes, and checklists that meet its particular needs. The State is expected to conduct its own hazard vulnerability analysis and capability assessment as the basis for its emergency planning for mitigation, response, and recovery operations.

FEMA's emphasis for the last several years has been on mitigation as the foundation of all planning. Effective planning is considered a keystone mitigation effort, providing the solid structure upon which all other activities are built.

In 1997, FEMA initiated the first national Capability Assessment for Readiness (CAR) system for self-analysis by the States. The automated assessment provided a framework for planning for both State and Federal agencies. The comprehensive process covered all emergency functions and enabled FEMA to develop a nationwide representation of capabilities, resources, and assets to deal with emergency management requirements from each State's perspective. The analysis also gave State planners a framework on which to build a contemporary emergency management system.

State leaders now have the tools and authority to manage their operations and planning functions in whatever manner they see fit. The challenge is to meet effectively those obligations to develop and implement planning systems with limited resources and funds.

This unit and the tools provided in it will help focus that process and ensure that plans integrate with the National Response Framework (NRF) and Joint Field Office (JFO) operations.

Pre-Disaster Planning

When we engage in pre-disaster planning, we anticipate that a disaster is likely to occur in our State at some future time. We do not always know what that disaster will be, so we try to organize our response operations to provide maximum readiness for many possible hazards.

Planning is a process that continues beyond the product. While planning includes plans (documents), it also requires regular review and adjustment to meet ever-changing situations.

In emergency management we plan in many ways. We write the “umbrella” document called a **Comprehensive State Emergency Management Plan** (EMP) to address general, long-range needs. We prepare **tactical plans** that address specific tasks and disaster response sub-systems. And when a disaster occurs, we incorporate **action planning**, the daily tool we find useful from our experiences with the Incident Command System.

The remainder of this unit addresses these three types of planning and includes checklists to aid your planning process.



Following the checklists, you will find introductory information on the National Emergency Management Information System (NEMIS) and the Emergency Management Mission Integrated Environment (EMMIE). Elements of NEMIS are used by States for information flow and coordination with FEMA. You need to consider NEMIS as you conduct your State planning.

General or Long-Range Planning Elements

General or long-range planning elements include:

1. Comprehensive State EMPs
2. Local/State/Federal Partnerships
3. Volunteer Organizations Partnerships
4. Faith-based Organizations
5. Emergency Management Assistance Compact (EMAC)
6. Anticipating the Federal Response
7. Training and Preparing Staff

Comprehensive State Emergency Management Plan

The State's EMP is the basis for all response and recovery activity. The EMP should be useful for responding to events through all levels of the disaster spectrum, from relatively small to catastrophic disasters.

Emergency Management Plan

1. The EMP is the product of a multi-agency planning team.
 - All State agencies that can play a support role should be part of the planning process.
 - The EMP specifies roles and authorities for management of various response and recovery functions that correlate to the ESF structure of the NRF.
 - "Who's in charge?" issues should be resolved in advance of any EMP activation.
2. The EMP is based upon:
 - Strong State disaster laws and regulations
 - Thorough hazard analysis
 - Complete vulnerability assessment
 - Capability assessment (periodic use of CAR highly recommended)
 - Worst-case scenario analysis
3. The EMP includes information on the State's:
 - Damage/impact needs assessment system
 - Emergency/Disaster Declaration process
 - General Emergency Operations Center (EOC) procedures
4. The EMP includes Annexes, Appendices, and Tabs, such as:
 - Unique hazards anticipated
 - Evacuation/shelter
 - Mass fatalities
 - Joint Information Center/Joint Information System
 - State Hazard Mitigation Plan
 - Volunteer Organizations Active in Disaster (VOAD) relationship/support
 - Donations management
 - Political liaison procedures
 - Re-entry/recovery transition
5. Standard operating procedures and implementation checklists address:
 - Damage assessment/needs assessment
 - Presidential declaration request
 - State Coordinating Officer (SCO) Staffing Plan for JFO
 - Public assistance—Applicant Briefings and Project Worksheets (PWs)
 - Human services activation—Individual and Family Grant (IFG) and Disaster Recovery Center (DRC) operations
 - Mitigation team activation
 - Hazard mitigation—applicant briefings

Local/State/Federal Partnership

The partnership among the three levels of government should be developed before a disaster occurs. The State Emergency Management Agency plays a pivotal role in this relationship, since it is the conduit of information and resource between the local and Federal levels.

Techniques to build partnerships include:

1. Use the Region Interagency Steering Committee (RISC) system to develop relationships with primary ESF agencies and staff that will deploy.
2. Get to know key staff of the NRF response agencies in your Region.
3. Develop an NRF State-unique supplement to your Region's Response Plan.
4. Involve appropriate Federal agencies (Region Response Team) in planning teams for specific hazard or event annexes.
5. Develop letters of agreement or Memoranda of Understanding to facilitate joint operations and unified command in multi-agency command centers.

Volunteer Organizations Partnerships

Donations and volunteers may flow into a disaster area immediately after a disaster. It is imperative that efforts be made to coordinate these early efforts to prevent difficult problems.

Address the following when considering volunteers in your pre-disaster planning:

1. The agency's mission
2. Current staffing resources, and anticipated areas of shortfall where volunteers could serve as staff
3. Development of job descriptions for those positions

Emergency Management Assistance Compact (EMAC)

The Emergency Management Assistance Compact (EMAC) is a mutual aid agreement and partnership between States that exists because, from hurricanes to earthquakes and from wildfires to toxic waste spills, all States share a common enemy: the constant threat of disaster.

- **EMAC enables States to assist one another during emergencies:** EMAC offers a quick and easy way for States to send personnel and equipment to help disaster relief efforts in other states. There are times when State and local resources are overwhelmed and Federal assistance is inadequate or unavailable. Out-of-State aid through EMAC helps to fill such shortfalls.
- **EMAC establishes a firm legal foundation:** Requests for EMAC assistance are legally binding contractual arrangements which make States that ask for help responsible for reimbursing all out-of-State costs and liable for out-of-State personnel. States can rest assured that sending aid will not be a financial or legal burden for them.

- **EMAC provides fast and flexible Assistance:** EMAC allows States to ask for whatever assistance they need for any emergency, from earthquakes to acts of terrorism. On the other hand, States are not forced to send any assistance, protecting them in the event they are unable to. EMAC's simple procedures also mean States can dispense with bureaucratic wrangling.

EMAC is another important partnership that States use to plan for and respond to disasters.



Anticipate the Federal Response

The State Emergency Management Agency needs to know how it will integrate all Federal response and assistance. You must know how the NRF and its ESFs work in order to integrate them with the State response.

Efforts should address:

1. Integration of Incident Management Assistance Team (IMAT) with Emergency Operations Center (EOC)
 - Joint planning with the Region staff will make the initial Federal response smoother and more effective.
2. Integration of State/Federal “ESFs”
 - Determine where you will link the Federal ESFs with your State organizational structure. Some States arrange their functions parallel to the ESFs, others use the principles of the Incident Command System, and others retain the functional structure from earlier civil defense organizations.
3. Identify potential sites:
 - JFO
 - Mobilization sites
 - Staging areas
 - DRCs

Be sure to seek requirements for these facilities with the Regional staff.

Train and Prepare Staff

Your long-range planning should include training staff to use the systems designed. Staff members should be adequately prepared to carry out their duties when a disaster strikes.

Training for staff members should include:

1. Disaster job assignments—primary and secondary
2. EOC Procedures
 - Classroom training
 - EOC exercises
 - Job Aids
3. Preliminary Damage Assessment (PDA)
 - Proper PDA is critical to the declaration process and making sure the level of NRF activation matches the scope of the disaster. There is no time after a disaster occurs to train a PDA team adequately.
4. Preparing Go-Kits for:
 - Initial EOC activities
 - Initial JFO activities
 - Personal needs
5. NEMIS Training
 - The FEMA Regional Office can provide appropriate NEMIS training and the NEMIS passwords that State users will need during a disaster.
 - Read the NEMIS overview information later in this unit.
6. Initial Needs Assessment (INA)
 - Process to determine needs based on damage assessment information, resource availability, and impact on the economics of the communities and the State.

Tactical Planning Elements

In emergency management, we organize response operations for the specifics of the disaster that is imminent or has occurred. We are arranging our resources while in action. The key to making this tactical planning successful is having systems in place to gather, confirm, document, and disseminate vital information.

The checklist on the following page will help you organize resources more effectively.



FEMA Representatives began going door to door, meeting with residents in the affected areas within hours after the Presidential Disaster Declaration.

Organizing Resources Checklist

Rapid Assessment System—Have You Arranged for...

- Team activation?
- A quick-look survey...
 - Scope of disaster—How bad is bad?
 - What are the risks to life, safety, and health?
 - What is the status of lifeline services?

Initial Needs Assessment—Ask...

- What is needed?
- When is it needed?
- Where is it needed?
- How much is needed?
- For how long will it be needed?

Preliminary Damage Assessment—Remember to...

- Identify local and State assessment team members.
- Target jurisdictional priority.
- Integrate remote imagery assessment.
- Integrate FEMA damage assessment models.

Identification of State JFO Staff Based on...

- Minor, major, and catastrophic disaster
- SCO critical support staff
- ESF liaison and agency alignment
- PA inspection teams
- Voluntary Organizations Active in Disaster (VOAD)/donations management
- Public Affairs/Joint Information Center

Documentation System—Remember...

- Records are critical.
- Save all originals.
- Create Memoranda for the Record (MFRs), if possible.
- Anticipate having to justify everything.
 - Before closeout of the disaster, a full audit will be made by the FEMA Inspector General's Office. Funds already tentatively authorized can be deobligated and will have to be paid back if documentation is not available to justify and validate all claims.
- Applicant records are a weak point.
- Doers vs. reviewers:
 - In the immediate aftermath of every high-visibility disaster, there is a push to do whatever is required to speed help to victims. One historic phase is "We need doers now; we'll worry about the reviewers later." Be assured that the reviewers will come, and failure to "worry" about them will cause serious problems later.

Crisis Media Communication—Varies by Disaster. Consider...

- Categories of disaster types:
 - “Garden variety” disaster—declaration with little national visibility
 - Major disaster—significant Regional disaster with limited national attention
 - Catastrophic variety—coverage on CNN for days, in every newspaper, on all of the national news and morning shows, with serious political implications at all levels
- Local vs. national media
- Necessity for joint information
 - Local and State emergency managers who have had historically excellent relations with “their” media may be inundated and overwhelmed with national and international news coverage. A coordinated Joint Information Center is critical to avoid confusion, misinformation, and loss of control.
- Build a State public affairs/media team.
 - FEMA has a highly trained, professional Emergency Information and Media Affairs reserve cadre. A catastrophic disaster will use more than 100 Public Affairs officers to provide adequate emergency information in the disaster area. The State should play an active role in managing and coordinating the Joint Information Center (JFO).

Action–Planning Elements

Action planning is a tool used successfully in the Incident Command System. The action plans:

- Address priorities set by management and policy
- Adapt to the changes in the situation on which they are based
- Determine specific actions for the next operational period

When emergency management uses action planning, it is able to deploy and apply resources to the changing situation effectively.

Since action planning and priorities are closely tied, developing a **prioritization system** in advance will help the first 12–72 hours of a disaster response flow more smoothly.

Many issues may affect those priorities, including State laws and regulations, political issues, the magnitude of the disaster, and available resources.

When developing an action plan, ask yourself the following questions:

- Is the plan written in understandable language?
- Is the plan legible?
- Is the plan timely?

Use the Action Planning Checklist on the following page as a guide for establishing priorities and developing your action plan.

Action Planning Checklist

Assess the Situation—Did you include:

- A description of the situation?
- Conditions and hazards that have been identified?
- A list of actions that have been completed?
- Safety concerns?
- Location of your staff?
- Identification of needed resources?
- Notice of resources that can be released?

Identify Contingencies—Did you include:

- An analysis of what could happen?
- Alternative tactics?

Determine Objectives—Are they:

- Focused on stabilizing and closing the disaster?
- Specific?
- Measurable or observable for completion?

Identify Needed Resources—Did you include:

- Resources you need to accomplish your objectives?
- What you have?
- Where will you get what you need?
- How long before the needed items arrive?
- What other agencies need to be involved?
- Any special or unusual requirements?

Build an Action Plan and Staffing Structure—Did you:

- Assign responsibilities and tasks?
- Identify the chain of command?
- Identify procedures for agency interaction?
- Identify procedures for sharing information?

Take Action

National Emergency Management Information System (NEMIS)

Overview

NEMIS stands for National Emergency Management Information System.

NEMIS is a FEMA-wide integrated system of hardware, software, telecommunications, and applications that provides a technology base to FEMA and its partners to carry out their emergency management mission. It includes a Wide Area Network (WAN) and Local Area Networks (LAN) at FEMA facilities, both permanent and temporary.

No one sees all of these functions. Access to the functions is controlled by need. The Information Technology NEMIS-OPS issues a password for each user that provides him or her with needed access.

The following is a list of NEMIS functions:

1. Emergency Coordination
2. Donations Management
3. Emergency Support
4. Infrastructure
5. Mitigation
6. Human Services
7. Individual Assistance
8. NEMIS-wide

Emergency Management Coordination

Emergency coordination provides Incident Monitoring, Incident Activity Manager, and Situation Reports (SITREP), including packages for:

- PDA information and calculations
- Declaration requests and processing
- Public information logs of requests for information

When an incident occurs, the Regional Response Control Center (RRCC) opens the National Operations Log. **This initiates the NEMIS functions.**



The Region enters information on the initial impact of the incident, including reports of deaths and injuries, damage, and area of impact.

The information flows into the PDA and declarations modules automatically.

The Region may use a journal function to enter information on actions taken.

Incident Activity Manager:

All initial information on a disaster is recorded in the Incident Activity Manager.

1. Allows real-time communication flow between all personnel and teams on disaster response
2. Provides reports on journal entries sorted in numerous ways
3. Allows reporting of significant events to Headquarters and the rest of the country
4. Provides the basis for the SITREPs from ESF-5.

Preliminary Damage Assessment

The PDA module helps organize the PDA process.

1. The PDA includes a list of all counties by State, so the Public Assistance Coordinator (PAC) can assemble and assign teams for affected areas.
2. Teams use mobile computers to report on the damage from the sites, and this NEMIS function performs the calculations.
3. The data are reviewed, necessary reports are prepared, and all data on the impact of the disaster are assembled in one place.

Declaration Process

The declaration process proceeds in the same steps as always, but now with electronic information and reporting.

This part of the NEMIS package integrates the information from the Incident Activity Manager and the PDA function to produce the declaration request. The Region adds its recommendations, and FEMA Headquarters prints the declaration package for the White House.

Public Information

The public information module creates an electronic log of media inquiries and responses.

A database sorts the requests by type of media—print, TV, radio, local, national—for statistical information.

Emergency Support

The Emergency Support (ES) (Finance) function includes a complete interface with the Integrated Financial Management Information System (IFMIS).

This module collects financial information from Human Services, Infrastructure Support, Mitigation Administration, and Operations (Mission Assignment).

ES processes the data and sends them to the IFMIS, where allocations, amendments, commitments, and obligations are processed.

This module provides managers with tools to track the status of requests in the approval process.

Managers also use the module to formulate and track their disaster budgets.

Infrastructure

The infrastructure function is totally integrated to handle the PA process electronically from the Request for Public Assistance (RPA) to closure. It allows State access.

The NEMIS Infrastructure module is synchronized with the new PA Program.

States have the ability to view all maps, narratives, and invoices that have been scanned into the system.

States can review all RPA Project Worksheets (PWs) when they are entered, and provide immediate online comments.

State PA managers can log in and grant time extensions. This NEMIS function allows Quarterly Progress Reporting for large projects.

States can create a ledger of disbursements to the applicants and reference State Treasury information. They may also print reports.

There is a communication capability between State and FEMA management called Action Tracker.

Mitigation

The mitigation function processes requests from States for funding of Hazard Mitigation Projects (HMP) and provides a tool for the State/FEMA to monitor projects to completion.

The mitigation module is built on the requirements of the State and FEMA partnership.

The States will provide and enter information, including:

- Project Impact involvement
- Historical information on area disasters
- Flood mitigation projects
- Mitigation Administration Plans
- Project applications
- Post-disaster quarterly progress reports

FEMA provides:

- Guidance on mitigation
- Plan reviews/approvals
- Project application/negotiations/approvals
- Financial actions
- Training
- Technical assistance

The NEMIS Hazard Mitigation Grant Program (HMGP) module offers:

- Expedited processes through electronic information transfers
- View and comment capabilities for communications
- Online access to plans, agreements, and research
- Expedited application review—so States can develop projects to their maximum capabilities
- Supportive information exchange
- Self-generated reports and essential correspondence

Human Services

The Human Services (HS), or Individual Assistance (IA), function has the capability to accept and process Disaster Housing applicants and to interface with the Small Business Administration (SBA), The American Red Cross, and Individual and Family Grant (IFG).

The HS Module provides for automated determination of 80 to 90 percent of the Disaster Housing program referrals using a set of programmed rules.

States may look up individual records in the Applicant Inquiry section of the module.

The FEMA HS Officer may use this module to acquire up-to-the minute information on all aspects of administration and finance for HS programs.

The **helpline module** promotes consistent answers on the Helpline and tracks data to help identify trends occurring in the disaster.

In the **mailroom module**, the incoming mail from a registrant is scanned in Hyattsville, Maryland, and is then attached to the registrant's electronic file.

NEMIS-wide

NEMIS-wide includes common functions of the FEMA Intranet, ADD, Tracker (40-1 & RFA), reporting and scanning for Geographic Information System (GIS), and others.

The NEMIS Wide module provides access to:

- The Automated Deployment Database
- GISs
- Scanning documents for Mitigation and Infrastructure
- The Web browser through <http://www.nemis.fema.gov>
- A reference library that includes the Stafford Act and 44 CFR

You may access this module from the FEMA Regional Office or from a JFO. It is “behind the firewall” and not available for general access.

Emergency Management Mission Integrated Environment (EMMIE)

EMMIE stands for Emergency Management Mission Integrated Environment. It is an enterprise-wide disaster grant management system. It can support multiple types and instances of grant applications, and can be used by FEMA and FEMA customers. This system will be used to manage disaster assistance when it is necessary. Therefore, you should be familiar with its use *before* a disaster occurs.

Unit 2 Learning Check



Read the information about Hurricane Nancy following this page. Use the “When Disaster Threatens Checklist,” which begins on the following page.

1. Which items on the checklist have been completed, based on information in the scenario?

Please see Appendix A, page A.3, to check your answers.

When Disaster Threatens Checklist

- Monitor weather, including...
 - Receiving regular updates from the National Weather Service and other meteorologists
 - Discussing events and probabilities of escalation
- Establish liaisons with...
 - Governor's Office
 - State agencies
 - Local governments
 - Congressional and legislative representatives
 - FEMA
 - Native American tribes, if applicable
 - Mutual-aid agreement participants
- Establish strategies to address areas of concern by...
 - Meeting with State Emergency Management Agency staff
 - Determining methods for information exchange among responders
- Review evacuation strategies, including...
 - Time estimates
 - Special needs
 - Lane reversals
 - Lifting of tolls
 - Establishment of shelters
 - Closing of State offices and schools
 - Establishment of curfews
 - Prevention of price gouging
- Review preliminary resource requests from local governments, if submitted.
- Activate State Emergency Operations Center (EOC), if necessary, including...
 - Notifying counties of State EOC operational status
 - Identifying backup EOC, if necessary

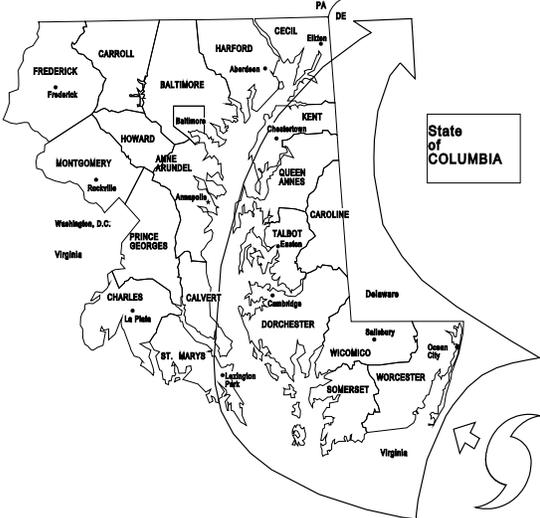
- Establish procedures to receive regular updates on...
 - Weather
 - Evacuations
 - State agency activities
 - Local government activities
 - EOC activities
- Review procedures for activating the National Guard.
- Ensure that all emergency equipment is operational, including...
 - Generators
 - Radios
 - Telephones
 - Fax machines
 - Copy machines
 - Computers
- Establish procedures for documenting State and local costs of operations.
- Implement public information activities, including...
 - Establishing a Joint Information Center, if necessary
 - Providing briefings or updates to the media and public about preparation activities
 - Reviewing the media policy for EOC visits
 - Reviewing all news releases
 - Establishing rumor-control procedures
- Review procedures for donated goods, including...
 - Staging areas
 - Dissemination of goods/delivery system
- Identify facilities to ensure:
 - Continuity of Operations
 - Continuity of Government if primary/backup EOCs and other critical facilities fail or are damaged or destroyed

Hurricane Nancy: The Incident

Late August to September 3, 1998

The Storm...

- Developed in late August in the Caribbean.
- Became a Category II hurricane hitting the southeast coast of Florida.
- Turned out to sea; winds slowed, and the storm moved up the coast in a north-by-northeast direction.



| 1998 | | | | | | | September | | | | | | | 1998 | | | | | | |
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September 4, 1998

The Storm...

- Turned back toward the coast.
- Prompted a series of hurricane watches.
- Set course for southern Delaware and the State of Columbia's Eastern Shore.
- Was forecast to pass directly over Ocean City, Columbia, within 12 hours.

The Emergency Action Plan...

- Was implemented but not taken seriously by residents and tourists.
- Prompted a few vacationers to leave and seaside hotels to begin preparing for the storm.
- Provided for designated shelter location and evacuation plans on standby.

| September 1998 | | | | | | |
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| 22 | 23 | 24 | 25 | 26 | 27 | 28 |
| 29 | 30 | 1 | 2 | 3 | 4 | 5 |

The EOC and RRCC...

- State Director of Columbia's Emergency Management Agency began preparing for activating staff to the EOC.
- Region III activated RRCC in Philadelphia and assembled IMAT.

September 5, 1998

Situation Update...

- Weather Service issued a hurricane warning for Columbia when the storm was 150 miles out to sea.
- Residents, businesses, and tourists began taking warning seriously and preparing for direct hit.
- President of County Council for Worcester County declared a State of Emergency and fully activated county's Emergency Action Plan.

| September | | | | | | | |
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The Evacuation...

- Ocean City, Berlin, and Snow Hill activated Emergency Action Plans and began evacuations.
- Tourists and seasonal residents began to leave as several hundred nonresidents who owned summer homes tried to return to Ocean City to secure their properties.
- Nonresidents were turned back at State police roadblocks on Routes 50 and 90 at Salisbury and Berlin.

The Evacuation Incident...

- Massive traffic backup on westbound Route 50 intensified when a tanker truck hauling diesel fuel collided with a car, killing the driver of the car.

September 6, 1998

The Storm...

- Passed directly over Assateague Island State Park (10 miles south of Ocean City) at 8:00 p.m.
- Inundated the Sinepuxent Neck and caused shoreline area of Highway 611 and south of the Ocean City airport to experience 2-foot to 5-foot tidal waters.
- Dissipated quickly after making landfall.
- Dumped 6 to 12 inches of rain and traveled at 8 to 10 miles an hour.
- Moved northwest through Worcester County to Wicomico and skirted Salisbury; then crossed into Delaware and remained as intensive rainfall continued.

| 1998 | | | | | | | <i>September</i> | | | | | | | 1998 | | | | | | | |
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| 21 | 22 | 23 | 24 | 25 | 26 | 27 | 28 | 29 | 30 | | | | | | | | | | | | |

Shelters...

- American Red Cross began opening shelters 12 hours before the storm hit.

Supplemental Materials

Pre-Disaster Planning Checklist

Being prepared is critical to the smooth functioning of State operations after a disaster has occurred. Current checklists, procedures, and guidance documents ensure that emergency response and recovery personnel will be able to respond immediately to community and individual needs in the event of a disaster.

- Develop a working disaster plan before disaster strikes that establishes and documents procedures for...
 - Setting milestones for the fastest possible route to a declaration.
 - Completing:
 - State Damage Estimates
 - Impact Needs Assessments
 - Joint PDAs
 - Applicant Briefings/RPAs
 - Joint PWs
 - Joint mitigation efforts
 - Integrating FEMA computer data with State and local data.
 - Coordinating public information, including:
 - Media relations policies
 - Joint Information Center operations
 - Media Operations Center operations
 - Remember to consider the possible need to move the Joint Information Center to the JFO.
 - Coordinating Congressional information.
 - Working with the Insurance Commissioner's Office.
 - Managing donations, particularly in the early period when donations may be overwhelming.
- Develop customer service strategies that...

Ensure that internal and external customers' needs are met quickly and efficiently.

 - Ensure that all procedures support a "good host-good guest" relationship.

- Identify potential “hot” issue areas and determine preliminary strategies for problems such as...
 - Homeless people
 - Squatters
 - Dead animals
 - Biological waste
 - Landfill sites
 - Hazardous material and nuclear threats

- Develop current information on disaster assistance programs such as...
 - Fact sheets on program information
 - Flowcharts that illustrate the recovery process
 - Administrative plans to activate the programs
 - Make sure to review and update all information immediately when a disaster occurs.
 - If your State has its own disaster assistance and/or mitigation grant or loan program, make sure to have checklists to cover these benefits.

- Establish the local/State/Federal partnerships, including...
 - Liaisons to Volunteer Agencies (VOLAG)
 - Communication system with local jurisdictions
 - Personal contact with FEMA representatives

- Plan for FEMA's arrival by...
 - Developing standard procedures for:
 - The initial meeting with the FCO
 - Federal/State meetings
 - Joint Staffing and Operations
 - Identifying possible locations for:
 - JFOs
 - DRCs
 - Inbound supplies
 - Equipment
 - Donations
 - Personnel
 - Identifying State staff who would join
 - The JFO
 - The Joint Information Center

- Identify, train, and prepare staff for their duties.
 - Establish and maintain training and exercise program.
 - Prepare Go-Kits for JFO and personal use.
 - Encourage State staff to maintain personal home preparedness.

- Keep current by...
 - Knowing Federal program changes and technology changes that impact the State.
 - Reviewing and exercising your staff and functional plans at least twice yearly!

- Plan for Disaster Response and Recovery Capabilities...
 - Focus on your internal and external customers.
 - Foster a constructive Federal/State relationship.
 - Include procedural checklists.
 - Specify a clear set of procedures for requesting a Presidential Declaration.
 - Include a list of key disaster response events to anticipate.
 - Describe the processes for the:
 - PDA
 - INA
 - RPA
 - PWs
 - Potential Mitigation Projects
 - Make provisions for the integration of FEMA computer data into your State systems.
 - Define the Joint Information Center and Media Operations Center processes.
 - Include mitigation planning from the onset of the disaster.
 - Describe the documentation to be collected.
 - Anticipate what to do when FEMA phases down.

Sample State Disaster Operations Checklist

| Line | Action/TAB | Time (Worst Case) | Functions: Task(s) | State Point of Contact-POC | Location | | | | Notes: |
|------|------------------------|-------------------|---|------------------------------|-------------|------------|------------|--------------|--|
| | | | | | SOCC | JIC | DFO | Field | |
| 1 | TAB 1 | | Preparedness | SEMA | | | | | |
| 1a | | | Plan Development | Plans Division | | | | | <i>Strategic Plan</i> |
| 1b | | | Training | Ops/All | | | | | Normal Operations/Duties |
| 1c | | | Exerciset(s) | Ops/All | | | | | Output Measures |
| 2 | State Event Mgt. TAB 2 | 0-48 Hours | Open State Operations and Coordination Center (SOCC) | | SOCC | JIC | DFO | Field | SOCC-State Operations & Coord. Ctr. JIC-Joint Informations Center DFO-Disaster Field Office Executive Order |
| | | | | Management and Policy | | | | | |
| 3 | | | Alert Key State & FEMA Officials | Director | X | | | | Alert/Build Team |
| 4 | TAB 3 | | Prepare Initial Situation Report | SCO | X | | | | State Elected Officials |
| 5 | | | Exercise Direction & Control | Team | X | | | | Agency Heads (as required) |
| 6 | | | Policy/Decision Making | Team | X | | | | Est. Strategies/Msns per situation |
| 7 | | | Emergency Public Information | PIO | X | | | | Governor's Press Aide/NG PAO |
| 8 | | | Liaison | FEMA Region | X | | | | FEMA Region/State liaison |
| 9 | | | Provide Direction for Recovery | | | | | | |
| 10 | | | Execution and Tactical Command | Operations | X | | | | Monitor & Adjust As Necessary |
| | | | | Ops Chief | | | | | |
| 11 | TK TAB 4 | | Open Comm/Message Center | Commo Area | X | | | | |
| 12 | | | Open Channels to Disaster Site/County | Coordinator | X | | | | |
| 13 | TK TAB 5 | | Prep Trailer/Facility Generator for Ops | Area Coordinator | X | | | | |
| 14 | | | ID Resource Shortfalls | (Exercise Officer) | X | | | | |
| 15 | | | Assist w/ SOCC Setup/Trailer Prep | | X | | | | |
| 16 | | | Monitor and Assess | | | | | | Response Units (County) & Requests |
| 17 | | | Coordination | | | | | | All/Backbrief Policy/JC |

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| | | | | | SOCC | JIC | DFO | Field | |
| | | | | Plans | | | | | |
| 18 | | | Trailer Prep/Prepare for Field | | X | | | | |
| 19 | TK TAB 6 | | Alert Planning & AWAY Team For Ops Assemble Teams/Conduct Initial Brief | (CAP Position) | X | | | | Receive, Assess & Brief Info. |
| 20 | | | | CAP Position-PT) | X | | | | Move to Full-Time/Open Documentation Files |
| 21 | | | Situation Reports/Displays | | X | | | | |
| 22 | | | Situation Analysis | Team | X | | | | Receive, Assess & Track |
| 23 | | | Resource Analysis | Team | X | | | | <i>EM Basics/Admin Handbook</i> |
| | | | | Admin/Log | X | | | | |
| 24 | TK TAB 7 | | SOCC Setup, Admin/Log Chief | | X | | | | Find/Locate & Provide/Stage All Prioritized Resource Requests |
| 25 | | | Logistics-Meals, Lodging, and Supplies | | X | | | | Relief & Necessities of SOCC |
| 26 | | | Reception/Message Ctr/Facility Control | | X | | | | SOCC Security & Access |
| 27 | | | Reception/Message Ctr/Typing | | X | | | | Move to Full-Time |
| 28 | | | Comm. Center/Message Center Setup/Prepare for Field | | X | | | | Augment Radio Communications |
| 29 | | | Volunteer Utilization | | X | | | | Locate/Accommodate/Organize & Stage |
| 30 | | | Message Center Control | | X | | | | Log/Post/Flow-Rumor Control |
| | | | | Finance | | | | | |
| 31 | TK TAB 8 | | Prepare Letters for Financial Accountability/ Open Accounts | Finance Chief | X | | | | |
| 32 | | | SOCC Setup, Assist with Establishing Financial Documents | Deputy Director | | | | | |
| | | | Deploy AWAY Team & Trailer | | | | | | |
| | | 24-48 hours | | | | | | | 1) FEMA Region LNO to SOCC 2) Collect/Assemble Disaster Reports |
| 33 | TK TAB 9 | | Prep/Travel/Ops Upon Arrival | | | | | X | AWAY Team and Trailer May Deploy Separately |

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| | | | | | SOCC | JIC | DFO | |
| 34 | | | Travel/Setup/Operational Capability | | | | | |
| 35 | | | Preparation to Support Agency A WAY Team Members | (NG Liaison) | | | X | |
| 36 | | | Meet with State Policy/IC Team/Assessment | Director | | | X | State Elected/Agency Heads |
| 37 | TK TAB 10 | | Establish Media Center Alert PA Detachment for Activation | PIO (NG) | | | X | |
| 38 | | | Deploy National Guard Elements | (NG) | | | X | |
| | Assemble State & Federal Forces | 24-72 hrs | Transition from Response to Recovery, Build Local/State/Fed Teams | | | | | Align w/Nat'l Guard Support All State Agencies provide: 1) Full Support as Required 2) <i>State Event Management Plan</i> 3) <i>Agency SOPs</i> |
| 39 | | | Deploy State Agency A WAY Team | (CAP) | | | X | |
| 40 | TK TAB 11 | | Assemble Disaster Data | Staff | | | X | |
| 41 | | | Meet with Governor | Policy Element | | | X | |
| 42 | TK TAB 12 | | Determine Need for Federal Assistance | Gov./Policy Element | | | X | |
| 43 | TK TAB 13 | | Request Presidential Declaration | Governor/Staff | | | X | |
| 43a | | | Appeal, As Required | | | | | |
| 43b | | | Sequence of Actions End if Not Granted | | | | | |
| 44 | | | Media Release/TV Appearance | Gov./PIO Staff | | | X | |
| | Site Selection | Open | Opening the Disaster Field Ofc (DFO) | FCO/SCO | | | | FCO-Federal Coordinating Officer SCO-State Coordinating Officer GSA-General Services Administrator Ongoing |
| 45 | | | Contracting | FCO/GSA | | | | |
| 46 | | | Setup/Wiring/Etc | FCO | | | X | |

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| | | | | | SOCC | JIC | DFO | |
| | Receipt of Presidential Declaration | Open | Building the Team | | | | | |
| 47 | TK TAB 14 | | Meet w/Fed. Coordinating Officer (FCO) | | | | X | Prepares to move to DFO |
| 48 | TK TAB 15 | | Announce State/Fed. Functional Staffing | | | | | |
| 49 | | | Tentative State Alignments/Preparation | | | | | |
| 50 | | | 1) State Coordinating Officer (SCO) | | | | X | When DFO Established |
| 51 | | | 2) Alternate State Coordinating Officer | | | | | Retains lead for mitigation |
| 52 | | | 3) Gov.'s Authorized Rep (GAR) | | | | X | |
| 53 | TK TAB 16 | | 4) Alternate GAR | | | | | |
| 54 | TK TAB 17 | | 5) Public Assistance (PA) | | | | X | Public Assistance Plan |
| 55 | | | 6) Alternate Public Assistance (PA) | | | | X | |
| 56 | TK TAB 18 | | 7) Individual Assistance (IA) | Family Services | | | X | Indiv. and Family Grant Plan |
| 57 | | | 8) Alt. Individual Assistance (IA) | | | | X | ADAMS/RAPID (Computer Program) |
| 58 | TK TAB 19 | | 9) Media | | | | X | Agency Media Representative |
| 59 | | | 9a) | (PA Detachment) | | | X | Two press releases per day |
| 60 | | | 9b) | Gov.'s Office (Press) | | | X | Two press conferences per day |
| 61 | TK TAB 20 | | 10) Volunteers/Donations Wholesale (NG)/Retail (VOAD) | | | | | See FEMA Field Guide: PAO |
| 62 | TK TAB 21 | | 11) HazMaT | | | | X | Oversight/Guidance Only |
| 63 | | | Conduct Joint Press Release | SCO/FCO/ Gov Office | | | X | Where Needed/Work w/LEPCs |
| 64 | | | Brief Policy Element/Elected Officials | Staff | | | X | |
| 65 | | | Select DFO/Arrange for Space | SCO/FCO/GSA | | | X | Requires Minimum of 20,000 sq. ft. |
| 66 | | | Establish DFO | FCO | | | X | |

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| | | | | SOCC | JIC | DFO | Field | | | | |
| 67 | | | "Marry up" State Staff | (See above) | | | | X | | | |
| 68 | TK TAB 22 | | Backfill SOCC/Reduced State Ops | Staff | | | | | X | | SOPs as determined |
| 69 | | | Assemble State Inspectors for Survey Team | | | | | | | | Move to DFO when established |
| 70 | TK TAB 23 | | Mitigation | (CAP Position) | | | | X | X | | <i>Mitigation Plan</i> |
| | | | Begin Recovery | | | | | | | | |
| 71 | | 72+ hours | Effect Communications | State/Federal Staffs | | | X | X | X | | Educate/Inform/Media Blitz to report damage expectations |
| 72 | TK TAB 24 | | Get the Word Out | All | | | | | | | Time frames/Damage Survey Teams |
| 72a | | | 1) Procedures | | | | | | | | |
| 72b | | | 2) Eligible Costs | | | | | | | | |
| 72c | | | 3) Processes | | | | | | | | |
| 73 | | | Communicate with Local Officials | | | | | | X | | |
| 74 | | | Dispatch Disaster Survey Teams | SCO/FCO/Governor | | | | X | X | | Make the process efficient; Marry up those involved in Preliminary Damage Assessment |
| 75 | | | Areas of Concern Requiring Special Attention: | | | | | | | | |
| 75a | | | 1) Disaster Victims and Sites | All | | | | | | | |
| 75b | | | 2) Financial Transactions/Accountability | All/Finance | | | | | | | |
| 75c | | | 3) Documentation | All/Plans, Admin/Log | | | | | | | |
| 75d | | | 4) Public Assistance (PA) | DFO | | | | | | | |
| 75e | | | 5) Individual Assistance (IA) | Family Services | | | | | | | |
| 75f | | | 6) Health and Medical Needs | Health Department | | | | | | | |
| 75g | TK TAB 25 | | 7) Outreach and Crisis Counseling | Family Services | | | | | | | Extremely Sensitive Area |