

KEYSTONE EMERGENCY MANAGEMENT ASSOCIATION

Emergency Management Handbook for
Municipal Officials

20 February 2023



About the Keystone Emergency Management Association

The Keystone Emergency Management Association (KEMA) was established in 1977 to provide a commonwealth-wide forum for the exchange of ideas, techniques, and best practices among municipal, county, regional task forces, state, and federal government organizations, agencies, associations, and the private sector with the goal of enhancing the overall emergency management program in the Commonwealth of Pennsylvania. (www.KEMA-PA-org).

The **MISSION** of the Association is to promote, support, and advocate comprehensive emergency management at all levels of Pennsylvania's public and sectors.

The **VISION** of the Association is that KEMA shall be recognized by the Pennsylvania emergency management community as a results-driven organization of emergency management professionals dedicated to protecting lives and property from both human-caused and natural disasters.

The KEMA is to foster and promote a high degree of capability and competency of the Emergency Management professionals and volunteers in every political subdivision of the Commonwealth by contributing to the common cause of protecting lives and property from both man-made and natural disasters through education, sharing of information and encouragement of partnerships with emergency response organizations.

KEMA aims to be recognized by the Pennsylvania emergency management community as a results-driven organization of emergency management professionals.

The Association provides a statewide forum for the exchange of ideas, techniques, and best practices in emergency management. If you are an emergency management professional looking to expand your network by connecting with colleagues, seeking information on the issues concerning your area, or looking to further increase your knowledge of the field, then consider becoming a member of KEMA.

The benefits of membership with KEMA are:

- Access to Pennsylvania's broad network of Emergency Management professionals and subject matter experts capable of providing guidance on a variety of topics.
- Networking opportunities with local, state, and federal officials.
- Access to the annual conference and training summits.
- Voting and nomination privileges—KEMA encourages members to be active in the decision-making process.
- Growth and development opportunities: members are offered the opportunity to serve on various committees. KEMA fulfills its mission through the work of these committees.
- Updates on pending legislation and opportunities to provide input on changes to the state Emergency Management Certification Program.
- Mentoring opportunities, prospective employment opportunities, potential for collaborative partnerships, and other opportunities.

Membership is open to all emergency management and public safety professionals in local, state, or federal government, educational, non-profit or voluntary organizations, private sector, or to any individual interested in gaining an understanding of emergency management in the Commonwealth.

Membership Categories:

- **Regular** – Regular membership is accorded to an individual in good standing who meets eligibility criteria. Regular members may hold office, are entitled to one vote.

- **Honorary** – Honorary membership shall be accorded to those individuals so recognized by a majority vote of the Executive Board in recognition of outstanding contributions to the Association. Honorary members may hold office and are entitled to one vote; they are not subject to the requirement of annual dues.
- **Student** – Student membership is available to any student enrolled in an accredited Emergency Management degree program. Student members may not hold office but are entitled to one vote.
- **Organizational** – Organizational membership is open to any organization of the Commonwealth (public, quasi-public, private) and permits the organizational member to name up to 5 individuals who shall have the rights of a regular member for the period of the organization’s membership.

For more information about KEMA, please go to <http://kema-pa.com/membership/>

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Introduction

Pennsylvania's Emergency Management Services Code (35 Pa. C.S. §§ 7101 et seq./also known as "Title 35") directs and authorizes every political subdivision (i.e., county, city, borough, incorporated town, and township) to have an emergency management program that includes a trained Emergency Management Coordinator (EMC), an Emergency Operations Plan (EOP), and a functioning Emergency Operations Center (EOC) with a trained staff. This handbook has been designed to provide municipal officials with a basic understanding of the fundamental legal requirements to ensure an effective emergency management program in each municipal government.

Municipal officials (elected or appointed) do not know when a disaster will strike; but when it does, any number of grim scenarios may impact the community. There may be power outages, contaminated water distribution systems, extensive debris piles, raw sewage in the streets, overloaded communications systems, or municipal property damage; all having a significant impact on the municipal budget. Angry, confused, frightened, and possibly displaced community members might be present with never-ending lists of problems. The greatest impact will be the loss of life and property.



The community, however, can survive, recover, and eventually thrive during and after a disaster. The "how" in the community's survival and recovery is emergency management. Management of a disaster includes keeping citizens and responders warned and informed, quickly restoring public facilities and services, and meeting the needs of the residents. During the time that a community is involved in the response, preparation for short- and long-term recovery must be made in an effort to return the community to minimum operating standards and eventually to pre-disaster conditions and functionality. It is important that municipal officials work with their emergency management, public safety, planning, and zoning personnel to develop a mitigation plan that will outline short- and long-term recovery goals and objectives.

The elected officials are ultimately responsible for protecting citizens and those visiting their jurisdiction. Citizens and visitors expect a reasonable level of protection, to which they have a right. It is essential that municipal officials also support and participate in learning opportunities with first responders and key staff. The public holds elected officials accountable for the decisions and actions of response personnel. In addition to legal responsibilities, there are liability issues involved in the way a community manages the response to an emergency.

A good emergency management program can make the difference in the community's ability to reduce injury, save lives, keep property loss to a minimum, and help people in time of disaster. Emergency management planning builds support from constituents by demonstrating the municipal officials' responsiveness to their needs. It provides the municipal official with an opportunity to work with community organizations and identify local resources. This planning effort leads to better coordination among governmental departments and improves cooperation between public and private sectors. The municipal official gains credibility when providing effective leadership before, during, and after a disaster.

The importance of an emergency management program becomes apparent when no time exists to develop plans or establish complex emergency communications systems. No community in Pennsylvania is immune from severe weather, large fires, hazardous material spills, or terrorism. An effective emergency management program will identify hazards that threaten the community. An impact analysis can be developed outlining at-risk populations,

critical facilities, economic and environmental impacts, and other related issues. The investments made by local officials will repay the community many times over.

It is crucial for municipal officials to work with, and support, their municipal and county EMCs to ensure that the community is prepared to respond to disasters. The following are items that should be considered for inclusion in every county or municipal emergency management program:

- a trained and certified EMC.
- an EOC with trained staff.
- a mitigation plan that includes a hazard analysis and vulnerability impacts.
- a current EOP.
- a communication system.
- a warning system.
- evacuation plans.
- designated mass care shelters.
- education program for citizens.
- trained response personnel.
- an exercise/drill schedule.
- a resource manual.
- equipment for response personnel.
- a trained damage assessment team (county and municipal).

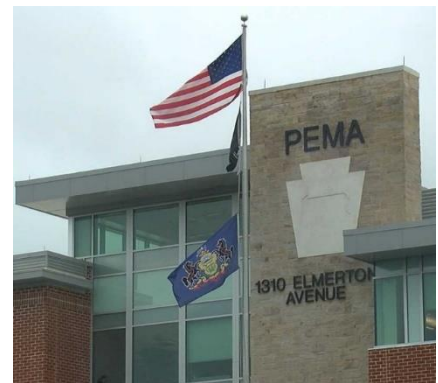
Please contact your local emergency management coordinator with any questions concerning the content of this handbook.

Chapter 1

The Pennsylvania Emergency Management Services Code (35 Pa. C.S. §§ 7101 et seq., as amended)

The concept of emergency management as an integral part of government's public safety services evolved in the 1970s. Forward-thinking public administrators discovered common emergency response functions found in all human-caused and natural disasters. Until that time, federal grants had been providing capabilities for emergency communication, direction and control, warning, evacuation, and mass sheltering through civil defense programs that were designed for use during a nuclear attack. It became apparent that utilizing these resources during natural disasters, such as Hurricane Agnes in 1972, the Johnstown flood of 1977, or technological disasters, such as the Three Mile Island Nuclear Power Plant incident in 1979, made sense.

In 1978, the Pennsylvania Emergency Management Services Code created the Pennsylvania Emergency Management Agency (PEMA) from the State Council of Civil Defense and expanded the mandate of the Agency to include comprehensive emergency management for all hazards. In PEMA, it created a single agency to coordinate all emergency programs provided by state government. In 1979, a presidential directive from President Jimmy Carter established the Federal Emergency Management Agency (FEMA). The federal government amended The Federal Civil Defense Act in 1981 to formally acknowledge that state and local governments may use Civil Defense-funded resources for non-attack emergencies.



The Pennsylvania Emergency Management Services Code contains five chapters:

- Chapter 71. Preliminary Provisions.
- Chapter 73. Commonwealth Services.
- Chapter 75. Local Organizations and Services.
- Chapter 76. Emergency Management Assistance Compact.
- Chapter 77. Miscellaneous Provisions

Chapter 71 identifies titles, definitions, and purpose of the Code. This chapter defines emergency management as *“the judicious planning, assignment and coordination of all available resources in an integrated program of prevention, mitigation, preparedness, response and recovery for emergencies of any kind, whether from attack, man-made or natural causes.”*

Chapter 73 outlines emergency powers granted to the Governor, such as activation of the Pennsylvania National Guard (PNG) and the ability to commandeer private or public property. The use of the PNG may be authorized by the Governor after all local resources have been utilized, and the county or municipality is overwhelmed.

Chapter 73 also created PEMA and outlines its powers and duties. In addition to providing training and other capability-building resources to municipalities, PEMA maintains the Commonwealth Response Coordination Center (CRCC) and updates the Commonwealth Emergency Operations Plan (CEOP). The law appoints the PEMA Director, or the Director's designee, as the Commonwealth Coordinating Officer (CCO) and authorizes PEMA to draft the Governor's disaster declarations.

Act 93, Intrastate Mutual Aid, amended Chapter 73 and created a system of intrastate mutual aid between participating political subdivisions within this Commonwealth, whereby each participating political subdivision recognizes that emergencies transcend the boundaries of a political subdivision and that intergovernmental coordination is essential for the protection of lives and property and for the best use of available public and private assets. The system provides for mutual assistance among the participating political subdivisions in the prevention of, response to, and recovery from threats to public health and safety that are beyond the capability of an affected community to respond. The system provides for mutual cooperation among the participating subdivisions in conducting exercises, testing, or other training activities. Under the provisions of this act, all political subdivisions are participants unless they opt out by resolution.

Chapter 75, Section 7501, directs and authorizes each political subdivision to establish a local (the term “local” includes both municipal and county government) emergency management organization. It also explains the legal and moral obligations of elected officials. Each local organization shall have responsibility for emergency management, response, and recovery within its territorial limits. It authorizes the governing body of a political subdivision to declare a local disaster emergency when it finds that a local disaster has occurred or is imminent; the declaration must be signed by a majority of the elected officials. During an emergency, the governing body may delegate to the mayor, or other chief executive officer, authority to declare a local disaster emergency. In some cases, counties or municipalities governed under a Home Rule Charter, the mayor or county executive may declare the disaster unilaterally.



- A. A “disaster declaration” enables the county or municipality to issue and enforce orders and procedures necessary to protect the health and safety of the public. A disaster declaration is required when the enormity of an emergency depletes the community’s resources to respond and recover.
 - 1. The municipal Emergency Management Coordinator (EMC) must forward a copy of the signed declaration to the county emergency management office. The county EMC must file the municipal and county declaration with PEMA. When a disaster affects two or more political subdivisions within a county, the county Emergency Management Agency (EMA) will exercise authority for coordination and support of emergency services within the area of operations.
 - 2. A Presidential declaration of a disaster emergency or a Presidential declaration of a major disaster applies to municipalities within specific counties and makes municipal governments and authorities, school districts, and certain private nonprofits eligible for federal disaster assistance. Such a declaration can only occur after the Governor has requested such a declaration from the President, based on input from local and county sources.
- B. Considering the important role played by damage assessment and reporting in this process, it is always important that each county or municipality have a trained team(s) prepared to function. The damage assessment process at the municipal level must include the municipal emergency management, code official, engineer, and public works communicating and working cooperatively.

1. The damage reporting process begins at the municipal level and is a mechanism to determine the impact and magnitude of damage and the resulting unmet needs of all individuals, businesses, the public sector, and the community. The information collected is forwarded to the county EMA where damage assessment reports are reviewed, the damages consolidated, and forwarded to PEMA. The Bureau of Recovery and Mitigation at PEMA will analyze the damage reports to determine if there are sufficient damages to seek a more formal assessment, which will determine eligibility to request federal assistance.
 2. The information collected is used by the state as a basis for the Governor's request to the President for a Declaration of Emergency or Major Disaster, and by FEMA in response to the Governor's request. If enough damages do not exist to support a request for a Presidential Declaration of Emergency or Major Disaster, the information collected during the damage assessment could be used to support a Governor's request to the U.S. Small Business Administration (SBA) in support of an SBA disaster declaration. This type of request, if approved, provides low interest loans to homeowners, renters, and businesses. Municipalities must be prepared to collect accurate initial damage reports that will identify areas of preliminary damages.
- C. The information collected should include the number of fatalities and missing and evacuated persons; the number of sheltered individuals; the number of injuries; damage reports for homes and businesses; as well as, housing conditions and infrastructure damage to roads, utilities, and schools. Municipal officials and EMCs must provide prompt, credible, and accurate damage information to support a request for disaster recovery assistance.
- D. PEMA and FEMA will look to the county and municipal EMCs to organize tours of affected areas. This process is known as a Joint Preliminary Damage Assessment (PDA). It is conducted jointly by federal, state, county, and municipal officials. The purpose is to verify reported damages that are necessary to obtain a Federal Disaster Declaration. Before the PDA begins, local officials are expected to provide a briefing of the damage locations, along with maps and photos of the damages reported. A PDA must not be construed to mean that disaster assistance is forthcoming. The PDA is a mandated process to determine the potential Public Assistance, Individual Assistance, or SBA program eligibility. FEMA will also look to the municipal and county officials for assistance in beginning the damage claim process, if a declaration is received.

Chapter 75, Section 7502 mandates the appointment of a local EMC, and identifies the certification process and required training. Section 7503 lists the powers and duties of political subdivisions. These include preparing an Emergency Operations Plan (EOP), establishing and staffing an Emergency Operations Center (EOC), adopting precautionary measures, and participating in drills and exercises. It also discusses agreements among political subdivisions, handling gifts, appropriations, and grants.

Chapter 76, the Emergency Management Assistance Compact (EMAC) provides for mutual assistance between the states entering the compact in managing any emergency or disaster that is duly declared by the governor of the affected states. This compact also provides for cooperation in emergency-related exercises, testing, or other training activities.

Chapter 77 identifies duties concerning disaster prevention, acceptance of services, interstate arrangements, immunity from civil liability, special powers of local agencies, compensation for accidental injury, and penalties.

Chapter 2

The Emergency Operations Plan (EOP)

Key to effective emergency management in any county or local government is the ability to address a potential disaster or emergency in a planned, organized, predictable, and professional manner. That key is addressed in the Emergency Operations Plan (EOP). Experience has proven that having a plan in place and having the principal players familiar with duties and responsibilities saves time, resources, and, ultimately, lives. Predesignating evacuation routes and staging areas for equipment and personnel will assist in conflict resolution and the identification of unmet needs. Unmet needs result when required resources are beyond the county or local municipality’s capability to provide them during an incident.

Writing an EOP is not a simple process and begins with conducting a Threat and Hazard Identification and Risk Analysis (THIRA). Knowledge of the municipal official’s municipality - its residents, land use, hazards, geography, infrastructure, economics, cultures, and critical facilities - is also essential for disaster response and recovery.

The Emergency Management Coordinator (EMC) must first conduct a THIRA of the county or municipality. Consulting historical records, identifying industrial sites and special needs facilities, reviewing geological maps, and interviewing the local population are means of hazard identification. Severe weather events, natural disasters, transportation corridors, security sensitive installations, entertainment venues, public works facilities, dams, and nuclear power plant locations have an enormous impact on the vulnerability of the county or municipality to flooding, drought, hazardous materials incidents, radiological exposure, and the threat of terrorist activity.



NATURAL HAZARDS	HUMAN-CAUSED HAZARDS
Winter Storm	Dam Failure
Drought	Hazardous Materials Incident – Fixed Facility
Temperature Extremes	Hazardous Materials Incident – Transportation
Earthquake	Radiological Incident – Fixed Facility
Landslide	Radiological Incident - Transportation
Land Subsidence	Transportation Accidents
Flooding	Power Outages
Tornado	Urban Fire
Severe Thunderstorm	Civil Disorder
Wildfire	Terrorism
Pandemic	Telecommunications Failure

The EMC, along with input from interested members of the community, must prioritize the hazards according to their potential impact on the county or municipality and the probability of occurrence. For guidance on conducting a THIRA, refer to FEMA's *Comprehensive Preparedness Guide 201: Threat and Hazard Identification and Risk Assessment Guide* at <https://www.fema.gov/media-library/assets/documents/26335>.

The EMC must develop a resource manual to help effectively respond to each hazard. In order to be an effective tool, the resource manual must be kept current. A good resource manual includes:

- Volunteer and civic groups that may provide assistance or special skills.
- Facilities for housing evacuees such as schools, fire halls, community centers, or lodges.
- Transportation resources.
- Engineering/construction equipment, trucks.
- Supply sources for sand, sandbags, pipes, water, firefighting foam, and a host of other items.
- Twenty-four-hour contact list with telephone numbers, addresses, and the name of the point-of-contact.



Each annex to the plan should deal with one function of an operation. The plan must include a promulgation statement that elected officials sign accepting the plan as being adequate for their municipality or county. In its final form, the plan will be brief with a few paragraphs about the purpose, definition of terms, and promulgation, followed by a list of annexes that address the different functions discussed above. Shortfalls in the plan will surface during exercises and actual emergencies.

There is one more crucial step before the plan is finished. A plan must be coordinated with all principle players. The principle players may include fire departments, school districts, emergency medical services, law enforcement, contiguous townships or boroughs, volunteer agencies, and lower and higher levels of government.

Emergency management personnel must review and update the plan. A plan must be promulgated every two years, or whenever a majority of the governing body signatories has changed from the current promulgation approval. PEMA Area Offices will assist counties and guide local municipalities in the preparation and maintenance of the plans. For guidance on the planning process and how to develop and write an EOP, refer to FEMA's *Comprehensive Preparedness Guide 101: Developing and Maintaining Emergency Operations Plans* at https://www.fema.gov/sites/default/files/documents/fema_cpg-101-v3-developing-maintaining-eops.pdf.

PEMA has developed an Emergency Operations Planning Toolkit for municipalities that contain a sample plan format, checklists, a resource manual, and a planning guide to assist in the development of the plan. This toolkit makes it easier to develop an effective EOP using an appropriate format. Municipalities should take full advantage of the availability of this sample toolkit. PEMA also encourages local emergency managers to use virtual planning software, CEM Planner when putting together or updating their Emergency Operations Plans: <https://www.pema.pa.gov/Preparedness/Planning/Community-Planning/Pages/CEM-Planner.aspx>.

Other publications that can assist with development of an EOP include:

- PEMA Directive 2018-01: *Requirements for the Preparations, Review, and Update of County and Municipal Emergency Operations Plans (EOP) and Accompanying Documents*

- <https://www.pema.pa.gov/Directives/Documents/2018-Earlier/D2018-01-Planning-Directive.pdf>
- FEMA *Guide to Continuity of Government for State, Local, Tribal, and Territorial Governments*
 - https://www.fema.gov/sites/default/files/documents/fema_slgt-cog-guidance_070921.pdf
- FEMA Comprehensive Preparedness Guide (CPG) 101, *Developing and Maintaining Emergency Operations Plans*
 - https://www.fema.gov/sites/default/files/documents/fema_cpg-101-v3-developing-maintaining-eops.pdf
- NFPA 1600, *Standard on Continuity, Emergency, and Crisis Management*
 - <https://www.nfpa.org/codes-and-standards/all-codes-and-standards/list-of-codes-and-standards/detail?code=1600>

Chapter 3

The Emergency Operations Center (EOC)

During a disaster, it is important that governments speak with a single, coherent voice. This is essential both from the viewpoint of orchestrating an effective response and for the psychological well-being and morale of the population. Effective communication between all entities of local government, as well as government at other levels, will enhance the confidence of the citizens in addition to better protecting lives and property.

Elected officials play a vital role in the Emergency Operations Center (EOC) by establishing, equipping, and staffing the organization; ensuring the continuity of operations; and initiating the disaster declaration when necessary. An EOC can be in-person, virtual, or hybrid (combination of in-person and virtual).

To ensure that the various departments and organizations in the local community (e.g., road crews/public works, firefighting, police, volunteer services, and local government executives) will effectively communicate, it is necessary to designate a place for this to happen. For this reason, the Emergency Management Services Code requires each municipality and county to establish, equip, and staff an EOC, which is consolidated with warning and communication systems to support government operations during emergencies. The EOC must also provide other essential facilities and equipment for agencies and activities assigned emergency responsibilities. This EOC is at a physical location where representatives of the major decision-making and response organizations in the community can come together to effectively communicate and coordinate. EOC personnel look at the strategic picture versus managing specific incident events and do not act as Incident Commander. The EOC provides coordination and allocation of scarce resources.



The EOC does not exercise direct control over response agencies. On-scene procedures for dealing with fire, rescue, emergency medical services, and law enforcement are directed by the on-scene Incident Commander. EOC staff members have two primary responsibilities: coordinating efforts and obtaining and allocating resources to first responders and other field personnel.

An important part of the planning process is determining which agencies should have representation in the EOC. Some types of emergencies may not require every staff member or agency to be present. It may become necessary to call in outside experts to assist in the EOC for the duration of a specific incident. In order to effectively use the expertise and decision-making capabilities in the EOC, field personnel should gather accurate and complete information about the disaster and identify resource shortfalls at the disaster scene. Within the EOC, a means of obtaining and disseminating this information must be implemented to allow the EOC staff to keep abreast of an often rapidly changing situation.

The complexity of the EOC will vary with the needs of the community and its assets. The following should be considered:

- a cadre of trained EOC management specialists
- the proximity or accessibility to the seat of government

- adequate space and ventilation for all persons expected to be present
- communication with the disaster scene and with EOCs in other municipalities (especially county or state)
- emergency lighting and power
- visual displays/maps/status boards
- sanitary facilities and food and water supplies for an extended activation
- protection from possible hazards (e.g., not located in flood plain)
- multiple telephone lines
- fax machine
- photocopier
- copies of the Emergency Operations Plan (EOP), manuals, and forms
- general office supplies
- amateur radio
- computers
- Internet access

An EOC should have Standard Operating Guidelines (SOGs) to govern the set-up, operation, and close-out of activities. Items such as activation, call-down rosters, the placement of maps, charts and boards, and other equipment are part of the guidelines. The EOP will cover all aspects of the EOC activities.



Careful consideration must be given to the requirements of an EOC and to the resources available. Examples of EOC locations used by counties and municipal governments across the Commonwealth include conference rooms in the government center, training or bingo rooms in the fire hall, college or university facilities, or recreation rooms in the community center. Most counties have a dedicated EOC location in the county courthouse or other county building. The EOC is normally co-located with the county 9-1-1 Center/Public Safety Answering Point. Each location has advantages and disadvantages. The municipal officials, in conjunction with the Emergency Management Coordinator (EMC), should select the location that is best for their community.

Equipping the EOC need not be a major task. It should have room for wall charts and maps. The most important resource is the communications equipment. Telephones are a necessity, as are radios to talk with incident critical individuals. The more communications systems that are available in the EOC the better the EOC staff will be served when the disaster strikes. Emergency lighting and power should also be available.

EOC staff members must be continually recruited and trained. Trained and competent EOC staff members are the bridge to success. At the county or municipal level, the size of the EOC staff is dependent on the size of the county or municipality, vulnerability to hazards, the disaster situation, and as outlined in the county or municipal EOP. There are practical limits based not only on availability of space but also on the effectiveness of communications. For the average county, the EOC staff should include 25 to 30 trained individuals per shift to assist in coordination and resource allocation. The number will vary based on the size of the county, so the number of personnel in the EOC may vary. Municipal officials should coordinate with their Emergency Management Coordinator when developing staffing levels for their EOC.

During the recruitment of staff members, consideration must be given to the possibility that 24-hour operations may be required. Each member must be trained to perform in more than one area or function. Independent study courses and classroom training opportunities provided by PEMA and FEMA will assist in the training of staff members. The county EMC can assist with the municipal training effort. PEMA Area Offices can assist with the training of county EOC staff members. Training exercises familiarize members with their responsibilities and EOC protocols and procedures.

Large, elaborate, expensive EOCs do not necessarily mean effective operations centers. The more complex an EOC; the more work and training are required to maintain it. The proper mixture depends on the needs of the community and the ability to maintain it during periods of normalcy. The planning and training efforts that are completed by the EOC staff during non-emergency periods will provide for efficiency and effectiveness during activation.

The Emergency Alert System (EAS) is utilized by PEMA and the county to warn citizens of potential threats to life and/or property. Activation of the EAS for any disaster can be accomplished in a matter of minutes anywhere in the commonwealth. PEMA operates the Commonwealth Response Coordination Center (CRCC), which has the capability to generate the EAS signal for delivery statewide or in any area within the Commonwealth of Pennsylvania. Similarly, county emergency management agencies have the capability to activate the EAS within their counties.



The statewide EAS is also used by the Pennsylvania State Police, in coordination with PEMA, to activate the Amber Alert system to assist in recovering abducted or kidnapped children in the Commonwealth. This alert can also be generated statewide or to any area within the Commonwealth of Pennsylvania.

Chapter 4

Emergency Response Organizations

In most communities, the first responders (fire, police, ambulance, and rescue units) handle daily emergencies, as well as additional emergencies, that can occur in disaster situations.

All disasters start at the local level and communities have varying local response capabilities to mitigate these emergencies. Elected officials are responsible for everyone in the community whether they are residents or visitors. All responses to disasters and emergencies should be performed at the lowest level capable of handling the emergency using the National Incident Management System (NIMS) (Chapter 5).



Paid, career responders have a clearly established relationship with their county or local government employer. State law also provides that volunteers are considered to be employees of the county or municipality for certain purposes, such as providing workers' compensation insurance. In most Pennsylvania communities, full- or part-time officers staff police departments, and many municipalities rely on the Pennsylvania State Police for police services.

Government has the responsibility to provide for the public's safety. Effective emergency preparedness that provides for response to both everyday emergencies and disaster operations relies on a strong relationship between local government and the local emergency response providers. Fire departments, ambulance services, rescue squads, search and rescue teams, regional task forces, and hazardous materials teams have assumed the responsibility of providing for certain aspects of that safety.

A thorough planning process should allow an information exchange regarding the expectations and responsibilities of all groups involved. This exchange can provide the foundation for mutual-aid agreements that are formal contractual agreements. Standard Operating Guidelines (SOGs) and/or Standard Operating Procedures (SOPs) clearly define how local governments and their emergency response organizations intend to provide for the public safety. These agreements, SOPs, and SOGs can be as basic or as all-inclusive as the parties' desire, but they are an essential legal part of a comprehensive emergency management program in that they delineate duties and responsibilities.

Whether paid or volunteer, everyone involved in emergency response groups must train for a broad range of emergency conditions. The training necessary for emergency response units continues to increase, in part due to federal regulations, industry safety requirements, court decisions, and the need to keep up with an increasingly complex environment.

The Pennsylvania State Fire Academy's (SFA) *Local Level Fire Training Program*, in cooperation with community colleges and county and regional fire training schools, provides basic and advanced firefighting, hazardous materials and rescue training. The State Fire Academy offers training opportunities in command and control, hazardous materials response teams, and a broad range of fire and rescue specialties. A standardized curriculum forms the basis of both the resident- and local-level programs and provides a basis of information and operational procedures throughout the state's emergency response



community. All this training is available at little or no expense to local government or individual emergency responders.



Through the Volunteer Loan Assistance Program, low interest loans are available to volunteer fire companies, ambulance services, and rescue squads to assist with the purchase of apparatus and accessory equipment and to establish facilities to house apparatus and equipment. From time to time, the state asks local government to assist a volunteer organization by guaranteeing the loan.

These emergency response units are the backbone of a well-planned emergency disaster preparedness program. Establishing and developing relationships and SOPs with them on a day-to-day basis will provide better emergency services in general and a more coordinated response during disasters.

Chapter 5

Federal Laws and Presidential Directives Affecting Emergency Management

Federal laws and Presidential Directives impacting local government include:

- The Robert T. Stafford Disaster Relief and Emergency Assistance Act (P.L. 100-707)
- Title 44, Code of Federal Regulations, Emergency Management and Assistance
- The Superfund Amendments and Reauthorization Act of 1986 (SARA)
- The National Homeland Security and Combating Terrorism Act of 2002 (S. 2452)
- The National Incident Management System
- The National Response Framework

These presuppose an active emergency management function at all levels of government. They emphasize the need for emergency planning in advance of the disaster.

The *Robert T. Stafford Disaster Relief and Emergency Assistance Act* provides for federal assistance to state and local governments after a disaster. It provides for declaration of a disaster by the President, appointment of coordinating officers, and utilization of various federal resources in the disaster area. The law directs the President to assist states in developing plans and preparing programs for disaster response and mitigation.

The Stafford act has public and private provisions that cover certain costs following a declared disaster. The public assistance sections provide for federal contributions to remove debris and to repair or replace facilities and infrastructure that belong to state and local governments or to private, non-profit organizations. The federal reimbursement may include costs for equipment, materials, contracts and labor costs for base pay or overtime for regular and temporary or “special hire” employees.

The *Individuals and Households* sections of the law provide federal assistance for private individuals affected by the disaster. Housing and other needs assistance may be provided to homeowners, renters, or individuals. Housing assistance may take the form of a grant for temporary housing (hotels, apartments, and travel-trailers), a repair assistance grant, or limited money to help replace a destroyed home. Other needs assistance includes grants to replace personal property, to repair or replace automobiles, or to reimburse victims for other serious and necessary disaster losses such as medical, dental, or funerals. Other provisions may include disaster unemployment assistance, food stamp assistance, direct distribution of food, legal services, emergency public transportation, or crisis counseling.

The aforementioned are dependent on a Presidential disaster declaration and on appropriate demonstration of need. When a disaster does strike, a victim’s primary method of applying for assistance is by registering with the Federal Emergency Management Agency (FEMA) via telephone or internet. Additionally, federal and state disaster workers may establish a Disaster Recovery Center (DRC) where citizens can receive help in applying for the above-mentioned assistance or in coping with other aspects of their disaster loss.

The federal government amended the Stafford act to include the provisions of the *Civil Defense Act of 1951*. This law provided money to state and local governments to build emergency management capabilities. Although the law originally provided for preparedness against enemy attack, its inclusion into the Stafford act expands it to include preparedness for all hazards that may affect a community.

As defined in the law, the purpose of the emergency management program is to:

- minimize the effects of disaster.
- respond to emergency conditions.
- repair and restore vital infrastructure and facilities.

Identifying hazards, analyzing our capabilities, and planning a comprehensive response meet these goals. The law places responsibility for this preparedness jointly on federal, state, and local (municipal or county) governments.

Hazard Mitigation Planning

FEMA requires the local level of government to have a FEMA-approved Hazard Mitigation Plan. These plans must be revised every five years. In the Commonwealth of Pennsylvania, the municipal level has the option to prepare their own Hazard Mitigation Plan or adopt the county-level Hazard Mitigation Plan. Hazard mitigation planning reduces loss of life and property by minimizing the impact of disasters. It begins with state, tribal and local governments identifying natural disaster risks and vulnerabilities that are common in their area. After identifying these risks, they develop long-term strategies for protecting people and property from similar events. Mitigation plans are key to breaking the cycle of disaster damage and reconstruction.

The *Superfund Amendments and Reauthorization Act of 1986 (SARA)* combats only one specific type of disaster-hazardous materials. The law has several provisions, including requirements for reporting releases of chemicals and requirements for the protection of responders. However, SARA Title III, relating to emergency planning and community right-to-know, has the greatest impact on county government.

SARA Title III requires every facility, public or private, that routinely has on hand more than a threshold quantity of certain extremely hazardous chemicals to report the name, amount, and location of the chemical to the county, state, and the U.S. Environmental Protection Agency (EPA). This includes many municipal swimming pools, waste treatment plants, and most industrial facilities in the state. It requires facilities to develop an on-site emergency response plan.

SARA Title III directs the states to appoint Local Emergency Planning Committees (LEPCs) to receive the information from facilities and develop an off-site emergency plan for every facility which reported having threshold quantities of extremely hazardous substances. The Governor of Pennsylvania designated each county as a local emergency planning district with its own LEPC.

The *National Homeland Security and Combating Terrorism Act of 2002 (S. 2452)*, *Implementing Recommendations of the 9/11 Commission Act of 2007 (Public Law 110-53)*, and the *Consolidated Security, Disaster Assistance and Continuing Appropriations Act of 2009 (Public Law 110-329)*, restructures and strengthens the executive branch of the federal government to better meet the threat to our homeland posed by terrorism. The Department of Homeland Security (DHS) has the primary mission to help prevent, protect against, and respond to acts of terrorism on our soil. Title VIII, Coordination with Non-Federal entities, and others, establishes the Office for State and Local Government Coordination to oversee and coordinate departmental programs for and relationships with state and local governments. This section allows for assessment and advocacy for the resources needed by state and local governments to implement the national strategy for combating terrorism.

The Grants Program Directorate (GPD) is charged with coordinating preparedness efforts at the federal level, and working with all state, local, tribal, parish, and private sector emergency response providers on all matters pertaining to combating terrorism, including training, exercises, and equipment support. The GPD supervises the preparedness grant programs of the federal government. Local governments receive the benefits of the grant

funding through the activities of the Commonwealth's eight regional task forces. PEMA is the State Administrative Agency (SAA) for the federal preparedness grant programs and provides management and administration of the grant programs.

The National Incident Management System (NIMS) was initially published by the DHS on December 18, 2008. It provides a comprehensive and consistent national approach to multi-hazard incident management at all jurisdictional levels and across all functional emergency management disciplines.

Elected and appointed officials should have a clear understanding of their roles and responsibilities for successful emergency management and incident response. These officials include administrative and political personnel, as well as department/agency administrators who have leadership roles in a jurisdiction, including legislators and chief executives, whether elected (e.g., governors, mayors, sheriffs, tribal leaders, and county executives) or appointed (e.g., county administrators and city managers). Although their roles may require providing direction and guidance to constituents during an incident, their day-to-day activities do not necessarily focus on emergency management and incident response. To better serve their constituents, elected and appointed officials should do the following:

- understand, commit to, adopt, and receive NIMS training;
- provide guidance to their jurisdictions, departments, and/or agencies, with clearly stated policies for NIMS implementation;
- participate in exercises;
- maintain an understanding of basic emergency management, Continuity of Operations (COOP) and Continuity of Government (CoG) plans, jurisdictional response capabilities, and initiation of disaster declarations;
- lead and encourage preparedness efforts within the community, agencies of the jurisdiction, Non-Governmental Organizations (NGOs), and the private sector, as appropriate;
- help to establish relationships (including mutual aid agreements and assistance agreements) with other jurisdictions and, as appropriate, NGOs and the private sector;
- support and encourage participation in mitigation efforts within the jurisdiction and, as appropriate, with NGOs and the private sector;
- understand laws and regulations in their jurisdictions that pertain to emergency management and incident response; and
- maintain awareness of designated Critical Infrastructure and Key Resources (collectively CI/KR) within their jurisdictions, potential incident impacts, and restoration priorities.

Elected and appointed officials may also be called upon to help shape and revise laws, policies, and budgets to aid in preparedness efforts and to improve emergency management and incident response activities.

An incident may have a mix of political, economic, social, environmental, public safety, public health, and financial implications with potentially serious long-term effects. Frequently, incidents require a coordinated response across agencies, jurisdictions, including NGOs and the private sector, during which elected and appointed officials must make tough decisions under crisis conditions. Elected and appointed officials should be aware of how NIMS can work to ensure cooperative response efforts, thereby minimizing the potential implications of an incident.

Elected and Appointed Officials during an Incident

Generally, municipal officials are not at the scene of the incident, but they should have the ability to communicate and meet with the Incident Commander (IC)/Unified Command (UC), as necessary. Depending on the nature of

the incident or level of the overall emergency, elected and appointed officials could function from the following locations:

- the agency or jurisdictional offices;
- an Emergency Operations Center (EOC); and
- a location housing multi-agency coordination.

Elected and appointed officials should provide input on policy, direction, and authority to the IC/UC. Proper coordination between elected and appointed officials and the IC/UC can be crucial to the successful management of an incident. Elected and appointed officials should clearly communicate views to the IC/UC. As time and agency policy dictate, the following considerations should be clearly communicated, documented, and provided to the IC/UC:

- safety considerations;
- environmental issues;
- legal and policy limitations;
- issues relating to CI/KR services or restoration;
- economic, political, and social concerns; and
- cost considerations.

In some circumstances, if information is not delineated in policies or laws, it should be defined through a formal delegation of authority or letter of expectation.

The National Incident Management System (NIMS)

Since most incidents occur and are handled by local government, the support of elected and appointed officials in the NIMS implementation process is crucial to the nation's success in preventing, preparing for, responding to, and recovering from disasters – regardless of their cause.

The benefit of NIMS is especially evident at the local level, when the entire community prepares for and provides an integrated response to an incident. Elected and appointed officials need to be involved in all aspects of NIMS implementation to include the following:

- adopting NIMS at the community level for all government departments and agencies;
- encouraging NIMS adoption and use by associations, utilities, NGOs, and the private sector; and
- adopting NIMS through an executive order, proclamation, resolution, or legislation as the jurisdiction's official all-hazards, incident response system. NIMS necessitates the use of the Incident Command System (ICS), the multi-agency coordination system and a public information system. All these command and management systems rely on the direct involvement of elected and appointed officials in a community during an incident.

When implementing NIMS, all emergency plans and Standard Operating Guidelines (SOGs) and Standard Operating Procedures (SOPs) must incorporate NIMS components, principles, and policies, including emergency planning, training, response, exercises, equipment, evaluation, and corrective action plans. Elected and appointed officials of a community must be directly involved in these NIMS preparedness elements, especially when the community exercises its emergency management policies, plans, procedures, and resources.

Jurisdictions will be required to meet the NIMS implementation requirements as a condition of receiving federal preparedness funding assistance; however, it is important to recognize that NIMS is a dynamic system, and the

doctrine as well as the implementation requirements will continue to evolve as our emergency management capabilities nationwide change, based on the hazards and threats of the nation.

Elected and appointed county and municipal officials who are responsible for establishing policy, but not directly involved with EOC functions are to complete the NIMS Course G-402 NIMS Overview for Senior Officials (Executives, Elected, & Appointed). <https://www.train.org/pa/course/1070136/>

Elected and appointed officials are responsible for ensuring the safety and welfare of the people of that jurisdiction. Specifically, these officials provide strategic guidance and resources during preparedness, response, and recovery efforts. Elected or appointed officials must have a clear understanding of their roles and responsibilities for successful emergency management and response. At times, these roles may require providing direction and guidance to constituents during an incident, but their day-to-day activities do not focus on emergency management and response. Their awareness of NIMS is critical to ensuring cooperative response efforts and minimizing the incident impacts.

Elected and appointed officials also play a direct role in public information dissemination. Public information consists of the processes, procedures, and systems to communicate timely, accurate, and accessible information on the incident's cause, size, and current situation to the public, responders, and additional stakeholders (both directly and indirectly affected). Public information must be coordinated and integrated across jurisdictions and organizations involved in the incident to include, Federal, state, tribal, and local governments, private sector entities and NGOs. In order to facilitate that process, public information includes three major systems/components - Public Information Officers (PIOs), the Joint Information System (JIS), and the Joint Information Center (JIC).

The National Response Framework

The National Response Framework (NRF) presents the guiding principles that enable all response partners to prepare for and provide a unified national response to disasters and emergencies. It establishes a comprehensive, national, all-hazards approach to domestic incident response. The National Response Plan was replaced by the NRF effective January 2008.

The NRF defines the principles, roles, and structures that organize how we respond as a nation. The NRF:

- describes how communities, tribes, states, the federal government, private-sectors, and non-governmental partners work together to coordinate national response;
- describes specific authorities and best practices for managing incidents; and
- builds upon the NIMS (<https://www.fema.gov/emergency-managers/nims>), which provides a consistent template for managing incidents.

Information on the NRF, including documents, annexes, references, and briefings/training can be accessed from the NRF Resource Center (<https://www.fema.gov/emergency-managers/national-preparedness/frameworks/response>).

Chapter 6

State Laws Affecting Emergency Management

In addition to the *Emergency Management Services Code*, there are five other Pennsylvania laws that directly impact the local-level emergency management agency.

The Pennsylvania Hazardous Material Emergency Planning and Response Act 1990-165 (Act 165) implements the *Federal Emergency Planning and Community Right-to-Know Act called SARA Title III*. It creates a strong working relationship between business and industry entities and the commonwealth, counties, and municipalities to protect its citizens from the dangers of hazardous materials.

The law requires a Local Emergency Planning Committee (LEPC) in each county to develop emergency response plans for facilities which contain certain hazardous chemicals in amounts over specific thresholds. The LEPCs are made up of elected officials, members of emergency response groups, industry representatives, and other concerned citizens who are responsible for both planning and for providing information on chemical hazards to the citizens of each county. Members are recommended by the county commissioners/executives and appointed by the PEMA Director on behalf of the Pennsylvania Emergency Management Council.

The history of the program indicates that the interest of elected officials motivates an effective LEPC. If not already involved in the county LEPC, municipal officials are encouraged to become involved.

Per *Act 165*, facilities who store or who release extremely hazardous substances pay fees to the state. The state then distributes these monies to the county emergency management agencies based on grant applications which specify uses for the money. This provides a funding source for the development and maintenance of county capabilities to respond to the risks of hazardous materials.

Like *Act 165* is the *Pennsylvania Radiation Protection Act, 1984-147 (Act 147)*. *Act 147* deals specifically with radiation, control of radioactive sources and accidental releases of radiation from any of the nuclear-powered electric generating facilities in Pennsylvania. The Pennsylvania Emergency Management Agency (PEMA) has developed a radiological emergency response program with plans for each fixed nuclear power generating facility.

In implementing the radiological emergency response program, plans have been developed for evacuation or protection of persons within a 10-mile radius of the plant. Each of the affected municipalities has a plan that addresses accidental releases of radiation at the plant. The law requires periodic exercise of these plans, and every two years, a full-scale exercise involving several hundred people is conducted for each of the five facilities.

Act 147 created a Radiation Emergency Response Fund and a Radiation Transportation Emergency Response Fund, which receives money from the reactor operators, spent fuel storage facilities, and spent nuclear fuel shippers. PEMA then distributes this money to the affected counties, and the counties distribute it to municipalities. The monies are distributed based on grant applications submitted by counties to reimburse expenses involved in preparing plans, providing equipment and expenses involved in training and exercising the Radiological Emergency Response Program.

The Public Safety Emergency Telephone Act, Act 78 of 1990, as amended by *Act 17 of 1998*, *Act 56 of 2003*, and *Act 72 of 2008*, provides the framework for the 9-1-1 emergency calling system throughout the commonwealth. Counties have a statutory obligation to appoint a member of county government to serve as the 9-1-1 coordinator and whose duties should not conflict with the county appointed Emergency Management Coordinator (EMC).

The ability to call 911 is a vital part of public safety and is the primary method for the public to gain quick access to emergency services. Pennsylvania 911 centers, known as public safety answering points (PSAP), process nearly 14.5 million requests for emergency services annually.

In order to have a 911 Program that emergency responders and the public across Pennsylvania can rely on, PEMA and our partners work together to successfully administer and improve the program.

Pennsylvania's 61 Public Safety Answering Points (PSAPs) fielded more than 15.7 million calls for service in 2021 (up from 14.1 million in 2020) and the number of Text-to-911 requests are up 200% year-to-year. PEMA is in the process of transitioning all PSAPs for the Next Generation 911 (NG911) system and expects this completion by June 2024.

It is the mission of PEMA's 911 Office, working with our county partners, administers a standards-based 911 Program through financial management, operational guidance, and strategic planning to support county public safety answering points with accomplishing their public safety mission in a collaborative and financially sustainable manner. <https://www.pema.pa.gov/911-Program/Pages/default.aspx>

The *Counterterrorism Planning, Preparedness and Response Act, Act of December 16, 2002, P.L. 1967, No. 227 35 (Act 227)* provides for counterterrorism planning, preparedness, and response; imposing powers and duties on the PEMA, the Department of Health, counties, and municipalities; and providing for the organization of various response teams. Act 227 states the responsibilities of regional task force groups, the Urban Search and Rescue Task Force (US&R), and specialized response teams and provides immunity from liability.

Chapter 7

Selecting an Emergency Management Coordinator

Title 35 requires all political subdivisions to appoint an Emergency Management Coordinator (EMC) to oversee planning, training, and preparation during non-disaster times, and to act as the coordinator in the Emergency Operations Center (EOC) during times of disasters. The responsibilities placed on this individual are significant. The EMC is the primary agent for the elected officials and is invaluable when disaster strikes.

In the 67 counties, the EMC is a full-time county employee. In most municipalities, the EMC may be a volunteer or a full- or part-time employee doing multiple jobs. It is crucial that elected officials select the right person for the job.

An effective EMC:

- is a leader;
- has the respect of the emergency response groups in the community;
- can rally all community resources;
- has planning and training abilities; and
- possesses administrative abilities.

In the development of the Emergency Operations Plan (EOP), the EMC also provides and coordinates the appropriate training for personnel; thereby enabling the community's EOP to be a living document. The EMC maintains records and reports, providing required documentation of training, exercises, and disaster events. Failure to do so accurately and in a timely manner may result in an ineffective response to an emergency and result in a failure to support the recovery process.

The effective EMC leads the coordinated, concentrated response effort that results in a successful community response to any emergency. An EMC without leadership ability will have an impossible task. The selection of the wrong person to be the coordinator may place the lives of the people in jeopardy. The elected officials of the community may become respondents to lawsuits for their failure to provide appropriate preparedness, mitigation, response, and recovery functions.

It is **not advisable to select the police chief or the fire chief for the position of local EMC**. While they may be qualified to fill the position, regular duties may compete with those of the EMC during disaster times, making it difficult to fill two positions at the same time. In smaller communities, elected officials have filled the position of EMC. In some instances, elected officials have entered into regional agreements with other municipalities to obtain an EMC.

The *Emergency Management Services Code* requires elected officials at all levels of government to nominate an EMC who is then appointed by the Governor. The EMC is responsible to the elected officials or their designees. For example, in some areas, the fulltime EMC is nominated by the Council of Governments and appointed by the Governor. The EMC then reports to the Emergency Management Council consisting of the municipal managers.

The process for appointment of an EMC is: *

- the nominating government entity requests a criminal history check on the nominee from the Pennsylvania State Police (PSP) online at <https://epatch.state.pa.us/Home.jsp>

- the nominating government entity forwards the name of their nominee to the county emergency management agency along with PEMA form “(Request For) Appointment of Municipal Emergency Management Coordinator” form (see Appendix G), the results of the criminal history check, and a letter requesting appointment from the municipal elected officials; *
- the county office makes a recommendation on the appointment and then forwards the letter of appointment and completed background check from the municipality, along with county documentation to the appropriate PEMA Area Office;
- the Area Office verifies the information and forwards to the PEMA Director;
- after review, the PEMA Director forwards the nomination to the Governor with an endorsement for the appointment; and
- when approved, the Governor will send the signed letter of appointment to the nominee and carbon copy the PEMA Director. The PEMA Director will forward copies to the appropriate PEMA Area Office Director and the county EMC.

** In the case of a county coordinator, the county commissioners (or equivalent in the home rule counties) forward the documentation for their nominee to PEMA through the appropriate PEMA Area Office.*

In fulfilling its legislated responsibility to support in-service training to county and municipal EMCs, PEMA has developed a series of certification levels for coordinators, deputy coordinators, and staff members at the local and county level. EMCs at all levels are required to obtain both Associate and Professional certification.

PEMA’s Emergency Management Directive 2022-02, *Commonwealth of PA Emergency Management Certification Program*, requires that all EMCs complete the Associate certification within one year of appointment and the Professional certification within three years of appointment. The criterion differs slightly for county EMCs when compared with municipal coordinators. This takes into consideration that most municipal EMCs are volunteers, while most county EMCs are full-time employees and can attend training during work hours. Individuals must recertify every five years.

- https://www.pema.pa.gov/911-Program/Partners/Documents/D2022_02%20Commonwealth%20of%20PA%20Emergency%20Management%20Certification%20Program_Final%20Combined.pdf
- <https://www.pema.pa.gov/911-Program/Partners/Documents/Recertification%20Application%20-%20June%202022%20-%20Final%20Draft%20FILLABLE.pdf>

The EMC must have a solid base of professional skills and values and have a clear perception of his or her professional responsibilities. The EMC places the highest value on protection of life and property; improvement of the quality of life; protection of the environment; responsiveness to disaster victims, and responders’ emotional, as well as physical needs; responsiveness to the special needs of society’s diverse populations; promotion of justice and equality; provision of mutual assistance and support; and is proactive when approaching problem solving.

Higher education in the areas of public administration, emergency services, safety, or business administration is preferred. A commitment to a continuing education is crucial to the EMC’s effectiveness of managing the emergency management program. Experience enhances, but does not substitute for, the education requirements of the position.

The EMC should possess the ability to:

- read and understand state and federal laws;
- write plans;
- prepare budgets and be competent at fiscal administration;
- provide public and instructional presentations;
- operate computers, wireless, and wired communications equipment;
- work effectively with Voluntary Organizations Active in Disaster (VOAD) and other non-governmental organizations; and
- work effectively with public safety services/organizations

The county or municipality may have standard procedures for recruitment, but some methods to consider are:

- advertising in local newspapers;
- listing the position at the state job center;
- providing the vacancy notice to municipal/regional emergency service/support organizations;
- requesting assistance from the respective PEMA Area Office;
- advertising in professional emergency management publications; and publicizing the position on job search sites on the world wide web

Emergency Management Coordinator Selection Checklist

EDUCATION	YES	NO	COMMENTS/NOTES
High school or GED			
Bachelor's degree			
Graduate degree			
SKILLS			
Read and understand state and federal laws			
Write plans			
Prepare budgets			
Deliver public presentations			
Deliver instructional presentations			
Operate computers			
Operate wireless and wired communications equipment			
Work effectively with VOADs or other non-governmental organizations			
Work effectively with public safety services/organizations			
EXPERIENCE			
Disaster relief			
Emergency management			
Public safety			
Emergency services			
Communications			
Management			
Supervision			
Public speaking			
Hazardous materials			
Writing – (plans, procedures, checklists, formal correspondence, and grants)			
Administration			
Understanding of county and local government structure			
Media relations			
Training and exercises			

Chapter 8

Maintaining a Program

An emergency management program provides a very effective insurance policy for the community. However, it does require a degree of attention to keep it alive. Municipal officials' support of the management program is not only necessary but required to maintain the program. A budget for expenses, a place to operate, and equipment must be available. The investment in equipment and facilities for emergency management is important and not a budget breaker if attended to annually. The Emergency Operations Center (EOC) and its furnishings may be dual use - facilitating emergency management operations during disasters and providing a location for training and exercises during normal or routine operations.

During non-disaster periods, the local EMC should stay active working with:

- the county EMC;
- EMCs from contiguous municipalities to facilitate the emergency response between jurisdictions;
- Voluntary Organizations Active in Disaster (VOADs) to establish an understanding of each organization's mission and policies;
- establishing rapport with field responders in order to effectively work together during emergency events;
- identifying and establishing rapport with utility representatives;
- public information events educating the communities' residents about emergency management and their role in protecting themselves;
- provide training, such as Community Emergency Response Team (CERT) training, or First Aid and Cardiopulmonary Resuscitation (CPR), to the communities' residents to enable them to protect themselves and their communities;
- attending training workshops, seminars and quarterly training;
- participating in exercises;
- updating the Emergency Operations Plan (EOP);
- updating the resource manual;
- applying for emergency management grants and other funding;
- training emergency management staff and maintaining training records;
- conducting tabletop, functional, and full-scale exercises annually to test the EOP and other plans to determine how each response agency interfaces with others in the community;
- identifying special needs groups within the community;
- identifying potential community resources that may be useful during an emergency; and
- assisting groups and facilities within the community in developing their own emergency plans.

Annually, the Pennsylvania Emergency Management Agency (PEMA), the National Weather Service (NWS), counties, municipalities, and other organizations conduct a weather preparedness exercise. This is an excellent opportunity for local involvement of schools, daycare centers, hospitals, prisons, nursing homes, and other special needs facilities in an exercise that reflects a possible real-world scenario. How will residents be warned of an impending disaster? How will they respond?

The following attachments are included with this document in the Appendices

- Municipal Damage Reporting Form
- County Damage Assessment Form
- Sample Disaster Declaration

- Training Authorization Form
- Municipal Emergency Manager Appointment Form
- Pennsylvania State Background Check Form
- Certification Checklist
- Sample Incident Command Structures for the EOC

In summarizing this chapter, give the emergency management team:

1. an EOP;
2. an EOC that maintains a trained staff and supports the decision-maker;
3. communication equipment;
4. supplies;
5. training;
6. exercises, and;
7. a budget.

A progressive and active program reflects a municipal official's interest in public safety and results in better protection for the lives and property of the citizens.

Chapter 9

Emergency Management Resources

These references will provide information regarding emergency management. The elected official's interest and the time spent learning more will result in substantial improvement in emergency service in the community. County emergency management agencies may have copies of these on hand.

Federal Laws

- The *Superfund Amendments and Reauthorization Act (SARA) of 1986*, 42 U.S.C. 11001 et seq.
- The *Robert T. Stafford Disaster Relief and Emergency Assistance Act*, 42 U.S.C. 5121 et seq., as amended
- The *National Homeland Security and Combating Terrorism Act of 2002* (S. 2452)

State Laws

- The *Emergency Management Services Code*, 35 Pa.C.S. 7101, et seq. as amended
- The *Radiation Protection Act*, 35 P.S. §§ 7110.101 - 7110.703 (Act 147 of 1984)
- The *Hazardous Materials Emergency Planning and Response Act*, 35 P.S. §§ 6022.101 - 6022.307 (Act 165 of 1990)
- The *Public Safety Emergency Telephone Act*, 35 P.S. §§ 7011 – 7023, as amended (Act 78 of 1990)
- The *Counterterrorism Planning, Preparedness and Response Act*, 35 P.S. §§ 2140.101-2140.303 (Act 227 of 2002)

U.S. Department of Homeland Security

- The National Incident Management System (<https://www.fema.gov/emergency-managers/nims>)
 - The National Incident Management System (NIMS) guides all levels of government, nongovernmental organizations and the private sector to work together to prevent, protect against, mitigate, respond to and recover from incidents.

NIMS provides stakeholders across the whole community with the shared vocabulary, systems and processes to successfully deliver the capabilities described in the National Preparedness System. NIMS defines operational systems that guide how personnel work together during incidents.

- The National Response Framework (<https://www.fema.gov/emergency-managers/national-preparedness/frameworks/response>)
 - The National Response Framework (NRF) is a guide to how the nation responds to all types of disasters and emergencies. It is built on scalable, flexible, and adaptable concepts identified in the National Incident Management System to align key roles and responsibilities.

The NRF is structured to help jurisdictions, citizens, nongovernmental organizations and businesses:

- Develop whole community plans
- Integrate continuity plans
- Build capabilities to respond to cascading failures among businesses, supply chains, and infrastructure sectors
- Collaborate to stabilize community lifelines and restore services

PEMA Directives and Circulars

<https://www.pema.pa.gov/Directives/Pages/default.aspx>

Published and updated each year, as applicable, and provide guidance on such topics as the annual statewide weather exercise and reporting disaster damages to PEMA and others. For current Directive Circular information, visit the PEMA website.

Ready.gov

Launched in February 2003, Ready (<https://www.ready.gov/>) is a National public service campaign designed to educate and empower the American people to prepare for, respond to and mitigate emergencies, including natural and man-made disasters. The goal of the campaign is to promote preparedness through public involvement.

- Ready and its Spanish language version Listo ask individuals to do four key things:
- Stay informed about the different types of emergencies that could occur and their appropriate responses
- Make a family emergency plan.
- Build an emergency supply kit.
- Get involved in your community by taking action to prepare for emergencies.

Guides

National Organization on Disability, *The National Organization on Disability's Emergency Preparedness Initiative Guide on the Special Needs of People with Disabilities.*, 910 Sixteenth Street, N.W., Washington, DC. 20006; 2002. <<http://www.nod.org>>

FEMA Online Courses

There is a significant amount of free training available to via the FEMA training website <http://www.training.fema.gov/IS/>.

PEMA Online Courses

Courses are available through the Train PA learning management system at <https://www.train.org/pa/>. Once you are registered as a user of the system, you can access the programs available from PEMA.

Chapter 10

Additional Training Opportunities

Emergency Management Institute (<https://training.fema.gov/emi.aspx>)

- Residency Courses
- Individual Study (IS) Courses

PEMA Courses

- Classroom Oriented Training
- Online Training

Municipal, County, Task Force Training

- County Quarterly Training
- PEMA In-Service Training
- Emergency Management Conferences
 - Keystone Emergency Management Association (<http://kema-pa.org/> and <http://kemaconference.com/>)

Training Site Links

- Federal Emergency Management Agency
 - <http://www.fema.gov>
- Emergency Management Institute
 - <https://training.fema.gov/emi.aspx>
- Homeland Security Exercise and Evaluation Program
 - <https://www.fema.gov/hseep>
- National Weather Service - SkyWarn
 - <http://www.weather.gov/skywarn>
- National Weather Service Storm Ready Communities
 - <https://www.weather.gov/stormready/>
- Pennsylvania Emergency Management Agency
 - <http://pema.pa.gov>
- TrainPA Learning Management System
 - <https://www.train.org/pa/>

Appendix A

Definitions for Damage Categories

Affected

- Minimal damage to structure and/or contents
- Structure is habitable without repairs
- A few inches of water in the basement with no damage to the furnace, water heater, etc.

Minor

- Encompasses a wide range of damage and is generally the most common type of damage
- Structure is damaged and uninhabitable, but may be made habitable in a short period of time with repairs
- One foot or more of water/sewer back-up in the basement with damage to the furnace, water heater, etc.
- Blown in windows or doors

Major

- Structure has sustained substantial failure of structural elements of the residence such as walls, roof, floors, foundation, etc.
- Structure is uninhabitable and requires extensive repairs
- One foot or more of water on the first floor of a home with a basement

Destroyed

- The structure is a total loss or damaged to such an extent that repairs are not economically feasible
- Structure is permanently uninhabitable
- Complete failure of major structural components, such as the collapse of the foundation, walls, or roof
- Only the foundation remains
- Two or more walls are destroyed and the roof substantially damaged
- Structure pushed off foundation
- An unaffected structure that will require removal or demolition, such as homes in imminent danger due to impending landslides, mudslides, or sinkhole, as well as beachfront homes that must be removed due to local ordinance violations as a result of beach erosion

Inaccessible

- Not accessible by normal means due to disaster-related road closures, such as a bridge out or a road flooded or blocked by landslide, mudslide, severe erosion, washout, etc.
- A home or group of homes not accessible due to damage to a road or bridge should be included in the Preliminary Damage Assessment (PDA)

Appendix B

Damage Information Specific to Mobile Homes

The purpose of distinguishing “Minor Damage” from “Major Damage” is to distinguish between the types of assistance required. Inspectors do not assess damage with the actual cost of the residence in mind, but according to whether repairs are extensive or not.

Based on the age of the unit and the type of construction (e.g., particle board vs. plywood), repair may or may not be feasible. It is more practical to assess damage to mobile homes by looking at the structural components involved instead of comparing overall value to repair cost.

The feasibility of repairs and the condition of the unit determine whether or not repairs can be made under the Home Repair limits. A mobile home worth \$5,000 having \$3,500 worth of damage may well be feasible to repair within the limit and should be considered as “Minor Damage”, while another mobile home of similar value could be considered as having “Major Damage” or as “Destroyed”. The category of damage listed should be based on the type of assistance required.

**Appendix C
Initial Damage Report Worksheet**

GENERAL					
Municipality:				Date:	
Report By:				Phone:	
E-Mail:					
Comments:					
Casualties		Estimate	Impact Statement:		
Fatalities:					
Major Injuries:					
Minor Injuries:					
Missing:					
Human Impact		Estimate	Impact Statement:		
Hospitalized:					
Evacuated:					
Sheltered:					
Special Needs		Estimate	Impact Statement:		
Elderly:					
Disabled:					
Children:					
Structure					
	Destroyed	Major	Minor	Affected	Inaccessible
Single Family Home					
Multi-family Home					
Mobile Home					
Business					
Comments:					
Impact Statement:					

Structure	Category	Number of Destroyed	Number of Damaged	Number of Affected	Cost
Bridges & Culverts	C - Roads & Bridges				
County/Municipal Owned Property	E - Buildings & Equipment				
Debris Removal	A - Debris Removal				
Emergency Protective Measure	B - Emergency Protective Measure				
Fire/EMS Facility	E - Buildings & Equipment				
Hospital	E - Buildings & Equipment				
Nursing Home	E - Buildings & Equipment				
Other	G - Parks/Recreation & Other				
Park	G - Parks/Recreation & Other				
Power Supply	F - Public Utilities				
Public Building	E - Buildings & Equipment				
Road	C - Roads & Bridges				
Sanitary Sewer	F - Public Utilities				
School	E - Buildings & Equipment				
Sewer Treatment	F - Public Utilities				
Storm Sewer	F - Public Utilities				
Water Control Facility	D - Water Control				
Water Supply	D - Water Control				
Water Treatment	D - Water Control				
Comments:					
Impact Statement:					

Appendix D
Disaster Damage Assessment
(Infrastructure Damage – Public Property)

GENERAL		
Municipality:		Date:
Report By:		Phone:
E-Mail:		
FACILITY		
Facility Name:		Phone:
Street Address:		
City:		Zip:
STRUCTURE (Mark one ✓ only)		
<input type="checkbox"/> Bridges & Culverts	<input type="checkbox"/> Nursing Home	<input type="checkbox"/> School
<input type="checkbox"/> County/Municipal Owned Property	<input type="checkbox"/> Other	<input type="checkbox"/> Sewer Treatment
<input type="checkbox"/> Debris Removal	<input type="checkbox"/> Park	<input type="checkbox"/> Storm Sewer
<input type="checkbox"/> Emergency Protective Measure	<input type="checkbox"/> Power Supply	<input type="checkbox"/> Water Control Facility
<input type="checkbox"/> Fire/EMS Facility	<input type="checkbox"/> Public Building	<input type="checkbox"/> Water Supply
<input type="checkbox"/> Hospital	<input type="checkbox"/> Road	<input type="checkbox"/> Water Treatment
	<input type="checkbox"/> Sanitary Sewer	
In Flood Plain? <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Unknown		Damage Level: <input type="checkbox"/> Destroyed <input type="checkbox"/> Damaged
Historic? <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Unknown		Insured? <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Unknown
HazMat? <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Unknown		Wetland? <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Unknown
Damage Description:		
Damage Impact		
ESTIMATED COSTS (use back of sheet if necessary)		
Material Type	Total	Comments

Disaster Damage Assessment Form Instructions

Name Field: In the “Name” field, the corresponding company name and/or owner of the infrastructure damage should be entered.

Location Field: The “Location” field is one of the most important fields that is on the Disaster Damage Assessment form and is the sole source for ensuring the property or structure is correctly identified and recorded. This field should be filled with the exact street address if one can be obtained. If an address cannot be obtained, the reporting individual should use all means to annotate as much information as possible so the property or structure can later be identified. This can be accomplished by several means; some examples are to obtain a street intersection, or known distance from a street/route intersection, a known mile marker, or even a known landmark.

Describe the Damage Field: In the “describe the damage field” a general synopsis of all damages should be given, to include as much relative information to the property as possible. This could include the loss of a bridge, public buildings damaged, roadway washed out, or even underground utility pipes that have been damaged.

Describe Adverse Impacts on Essential Facilities or Services Field: This field should capture any additional information that has not previously been received in one of the other fields. Some examples of information to be entered into this field are if emergency equipment could no longer gain access into a location due to a roadway or bridge being destroyed or if municipal owned buildings are damaged to include schools, libraries, utility garages, courthouses, etc. If traffic must be diverted to another street or route, then the alternate route should be provided.

Damage Categories - Definitions

Affected: The infrastructure item can still be used for its intended purpose; however, some minor repairs must be accomplished to restore it to full service or original use.

Damaged: This category would be used when the infrastructure item cannot be used at this time but will be usable within a short period of time (days) after restoration or repair to its original condition.

Destroyed: Use of this category would indicate that the infrastructure item cannot be used and will require extensive repair (months) or replacement prior to future use.

Appendix E

Declaration of Disaster Emergency (*Borough/City Initial*)

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

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

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

NOW, THEREFORE, I, the undersigned Mayor of (City / Borough of) _____, pursuant to the provisions of Section 7501 of the Pennsylvania Emergency Management Services Code, (35 PA CS), as amended, do hereby declare the existence of a disaster emergency in (City / Borough of) _____,

FURTHER, I direct the local Emergency Management Coordinator to coordinate the activities of the emergency response, to take all appropriate action needed to alleviate the effects of this disaster, to aid in the restoration of essential public services, and to take any other emergency response action deemed necessary to respond to this emergency

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

This Declaration shall take effect immediately, the ____ day of _____, 20__.

Signed:

(Name), Mayor

Attest:

(Name, Title)

(NOTE: THE AUTHORIZING OFFICIAL(S) ARE BASED ON THE TYPE OF GOVERNMENT UNDER WHICH THE MUNICIPALITY OPERATES. THE MUNICIPAL SOLICITOR SHOULD BE CONSULTED TO ENSURE THE PROPER PROCEDURES ARE FOLLOWED.)

Extension of Declaration of Disaster Emergency (*Borough/City Extension*)

WHEREAS, on or about _____ the Mayor of (City / Borough of) _____ issued a Declaration of Disaster Emergency within the (City / Borough of) _____ due to the imminent threat to public health, safety, and welfare of the citizens of (City / Borough of) _____; and

WHEREAS, the (disaster) threatens to create problems greater in scope than (City / Borough of) _____, may be able to resolve; and

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

NOW, THEREFORE, we, the undersigned Council of the (City / Borough of) _____, pursuant to the provisions of Section 7501 of the Pennsylvania Emergency Management Services Code, (35 PA CS), as amended, do hereby extend the Declaration of Disaster issued by the Mayor of (City / Borough of) _____ until the Mayor of (City / Borough of) _____ issues a proclamation finding and declaring that the threat to public health, safety, and welfare of the citizens of (City / Borough of) _____ has abated.

This Declaration shall take effect immediately, the ____ day of _____, 20__.

Signed:

(Name), President of Council

(Name), Councilperson

(Name), Councilperson

(Name), Councilperson

(Name), Councilperson

(Name), Councilperson

(Name), Councilperson

(Name), Councilperson

Attest

(Name, Title)

(NOTE: THE AUTHORIZING OFFICIAL(S) ARE BASED ON THE TYPE OF GOVERNMENT UNDER WHICH THE MUNICIPALITY OPERATES. THE MUNICIPAL SOLICITOR SHOULD BE CONSULTED TO ENSURE THE PROPER PROCEDURES ARE FOLLOWED.)

Declaration of Disaster Emergency (*Township Initial*)

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

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

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

NOW, THEREFORE, we, the undersigned (Chairperson / President) of the Board of (Supervisors / Commissioners) of the Township of _____, pursuant to the provisions of Section 7501 of the Pennsylvania Emergency Management Services Code, (35 PA CS), as amended, do hereby declare the existence of a disaster emergency in the Township of _____,

FURTHER, we direct the local Emergency Management Coordinator to coordinate the activities of the emergency response, to take all appropriate action needed to alleviate the effects of this disaster, to aid in the restoration of essential public services, and to take any other emergency response action deemed necessary to respond to this emergency

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

This Declaration shall take effect immediately, the ____ day of _____, 20__.

Signed:

(Name, Chairperson/President)

Attest:

(Name, Title)

(NOTE: THE AUTHORIZING OFFICIAL(S) ARE BASED ON THE TYPE OF GOVERNMENT UNDER WHICH THE MUNICIPALITY OPERATES. THE MUNICIPAL SOLICITOR SHOULD BE CONSULTED TO ENSURE THE PROPER PROCEDURES ARE FOLLOWED.)

Extension of Declaration of Disaster Emergency (*Borough/City Extension*)

WHEREAS, on or about _____ the (Chairperson / President) of the (Supervisors / Commissioners) of the Township of _____ issued a Declaration of Disaster Emergency within the Township of _____ due to the imminent threat to public health, safety, and welfare of the citizens Township of _____; and

WHEREAS, the (disaster) threatens to create problems greater in scope than the Township of _____, may be able to resolve; and

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

NOW, THEREFORE, we, the undersigned Board of (Supervisors / Commissioners) of the Township of _____, pursuant to the provisions of Section 7501 of the Pennsylvania Emergency Management Services Code, (35 PA CS), as amended, do hereby extend the Declaration of Disaster issued by the (Chairperson / President) of the (Supervisors / Commissioners) of Township of _____ until the (Chairperson / President) of the (Supervisors / Commissioners) of the Township of _____ issues a proclamation finding and declaring that the threat to public health, safety, and welfare of the citizens of the Township of _____ has abated.

This Declaration shall take effect immediately, the ____ day of _____, 20__.

Signed:

(Name), (President/Chair of Commissioners/Supervisor)

(Name), (Commissioner/Supervisor)

(Name), (Commissioner/Supervisor)

(Name), (Commissioner/Supervisor)

(Name), (Commissioner/Supervisor)

(Name), (Commissioner/Supervisor)

(Name), (Commissioner/Supervisor)

(Name), (Commissioner/Supervisor)

Attest

(Name, Title)

(NOTE: THE AUTHORIZING OFFICIAL(S) ARE BASED ON THE TYPE OF GOVERNMENT UNDER WHICH THE MUNICIPALITY OPERATES. THE MUNICIPAL SOLICITOR SHOULD BE CONSULTED TO ENSURE THE PROPER PROCEDURES ARE FOLLOWED.)

Appendix F Training, Test Exercise, or Event Request Authorization

INFORMATION AND INSTRUCTIONS

General Information

Section 7706 of the Emergency Management Services Code of 1978 entitles all duly enrolled emergency management volunteers, who are not eligible to receive benefits under the Workmen's Compensation Law, to certain benefits relating to accidental injuries sustained while actually engaged in emergency management activities and services or in or enroute to and from emergency management tests, drills, exercises or operations authorized by the Pennsylvania Emergency Management Agency (PEMA) and carried out in accordance with rules and orders promulgated and adopted by PEMA.

Emergency management volunteers can receive the Section 7706 benefits for injuries that are sustained during an emergency management test, drill, exercise, or operation that is authorized by PEMA. Therefore, whenever a county or local emergency management official plans to conduct a test, drill, exercise, or other type of emergency management operation, that official shall be responsible for obtaining PEMA's written authorization for all emergency management tests, drills, exercises, or operations that he or she plans to conduct that involves the participation of emergency management volunteers. County and local coordinators shall use this form for the submission of all Authorization Requests. The form shall be prepared and filed in accordance with the instructions listed below.

Instructions

1. All requests shall be filed by county or local coordinators at least fifteen (15) days prior to the scheduled date of known operation, training, or test. Separate requests shall be filed for each specific course of training, such as medical, rescue, or welfare, but one request may cover any stated number of repetitions of the same course carried out within a single calendar year.
2. All information shall be typewritten or printed with pen and ink.
3. For local training and tests, local coordinators shall complete this form and forward it to the county coordinator for recommendation. Where local training or tests involve active participation by emergency management organizations representing two or more political subdivisions, each participating organization shall file a separate authorization request, listing the names of all participating organizations.
4. Upon receipt of each local request, the county EMC shall make recommendation concerning its approval; shall forward the original to the respective PEMA Area Office Director; and hold one (1) copy for file.
5. For county-wide operations training or tests, the county coordinator shall prepare the single request required for such activity. The original shall be forwarded to the respective PEMA Area Office Director for action, keeping a copy is for county file.

6. Where two or more counties jointly participate in training or tests each on a countywide basis, each participating county shall file a separate authorization request, listing the name of other participating counties.

PEMA Area Office Directors will promptly notify the requesting county or local coordinator of the action taken on each Authorization Request by return of the fully completed form.

NOTE: In the interest of public safety, all county and local coordinators who plan and conduct emergency management tests, drills, exercises, or other operations, must provide for the proper PEMA authorization. Remember, non-enrolled volunteers and members of the general public are not entitled to compensation for accident injury unless the emergency management test, drill, exercise, or operation has been authorized by PEMA prior to the event. Also, a volunteer who is injured during an actual emergency management operation conducted by either the state, county or municipality must have been “duly enrolled” with his or her county or municipality as an Emergency Management Volunteer prior to the time of the injury or accident in order to be eligible for the compensation benefits.

PEMA TAR-1

Part I – Request Identification (Requesting Coordinator will complete all blanks and sign)

- A. County: _____ B. City, Borough, Town, Township: _____
- C. Name of Requesting Director: _____
- D. Date: _____ E. Coordinator’s Signature _____

Part II – Request Details (Requesting Coordinator will complete all blanks and check appropriate blocks)

- A. Type of Activity (table top, functional, full scale, and hazard(s): _____
- B. Primary purpose(s) (state or federal regulations, local hazard, etc.): _____
- C. Scheduled date and time of initiation of activity: On or about: _____
- D. Number of times activity will be repeated in current calendar year: _____
- E. Approximate dates on which activity will be repeated: _____
- F. Location of activity (name of building, field, geographical area, etc.: _____
- G. Estimated total number of participating volunteers: _____
- H. Name of individual(s) “in charge” of activity at activity location(s): _____
- I. Proposed activity will include:
- | | | |
|---|--|---|
| <input type="checkbox"/> field training | <input type="checkbox"/> classroom training | <input type="checkbox"/> on-the-job training |
| <input type="checkbox"/> mobilization of forces | <input type="checkbox"/> public sounding of sirens | <input type="checkbox"/> public participation |
| <input type="checkbox"/> fire-fighting | <input type="checkbox"/> evacuation | <input type="checkbox"/> police |
| <input type="checkbox"/> operations | <input type="checkbox"/> rescue | <input type="checkbox"/> control center |
| <input type="checkbox"/> welfare | <input type="checkbox"/> survival unit | <input type="checkbox"/> medical |
| <input type="checkbox"/> movement of emergency vehicles | <input type="checkbox"/> hazardous materials team | |
| <input type="checkbox"/> others _____ | | |
- J. Added information concerning details of the planned activity should be included on a separate sheet of paper. Supplemental information of this type will facilitate prompt PEMA action on requests. (See page 2)

Part III – Action (For use only by officials indicated)

- A. By County Emergency Management Coordinator (relating to local requests only)
- Recommend: Approved Disapproved
- Comments: _____
- Date: _____ Signature _____
- B. By Regional Director, Pennsylvania Emergency Management Agency
- Recommend: Approved Disapproved
- Comments: _____
- Date: _____ Signature _____

INFORMATION AND INSTRUCTIONS

General Information

Section 7706 of the Emergency Management Services Code of 1978 entitles all duly enrolled emergency management volunteers who are not eligible to receive benefits under the Workmen's Compensation Law to certain benefits relating to accidental injuries sustained while actually engaged in emergency management activities and services or in or en route to and from emergency management tests, drills, exercises or operations authorized by the Pennsylvania Emergency Management Agency (PEMA) and carried out in accordance with rules and orders promulgated and adopted by PEMA.

Emergency management volunteers can only receive the Section 7706 benefits for injuries that are sustained during an emergency management test, drill, exercise, or operation that is authorized by the Pennsylvania Emergency Management Agency. Therefore, whenever a county or local emergency management official plans to conduct a test, drill, exercise or other type of emergency management operation, that official shall be responsible for obtaining PEMA's written authorization for all emergency management tests, drills, exercises or operations that he or she plans to conduct that involves the participation of emergency management volunteers. County and local coordinators shall use this form for the submission of all Authorization Requests. The form shall be prepared and filed in accordance with the instructions listed below.

Instructions

1. All requests shall be filed by county or local coordinators at least fifteen (15) days prior to the scheduled date of known operation, training or test. Separate requests shall be filed for each specific course of training, such as medical, rescue or welfare, but one request may cover any stated number of repetitions of the same course carried out within a single calendar year.
2. All information shall be typewritten or printed with pen and ink.
3. For local training and tests, local coordinators shall complete this form and forward it to the county coordinator for recommendation. Where local training or test involve active participation by emergency management organizations representing two or more political subdivisions, each participating organization shall file a separate authorization request, listing the names of all participating organizations.
4. Upon receipt of each local request, the county coordinator shall make recommendation concerning its approval; shall forward the original to the Regional Director; and hold one (1) copy for file.
5. For county-wide operations training or tests, the county coordinator shall prepare the single request required for such activity. The original shall be forwarded to the Regional Director for action, keeping a copy for county file. Where two or more counties jointly participate in training or tests each on a county –wide basis, each participating county shall file a separate authorization request, listing the name of other participating counties.

Pennsylvania Emergency Management Agency Regional Directors will promptly notify the requesting county or local coordinator of the action taken on each Authorization Request by return of the fully completed form.

Note: In the interest of public safety, all county and local coordinators who plan and conduct emergency management tests, drills, exercises, or other operations, must provide for the proper PEMA authorization. Remember, non-enrolled volunteers and members of the general public are not entitled to compensation for accident injury unless the emergency management test, drill, exercise, or operation has been authorized by PEMA prior to the event. Also, a volunteer who is injured during and actual emergency management operation conducted by either the state, county or municipality must have been "duly enrolled" with his or her county or municipality as an Emergency Management Volunteer prior to the time of the injury or accident in order to be eligible for the compensation benefits.

**Appendix G
Request for APPOINTMENT OF MUNICIPAL EMC**

INSTRUCTIONS

1. You must request a Criminal Records Check for all who are recommended for appointment by completing a Pennsylvania State Police Form SP 4-164, "Request for Criminal Record Check". You must then attach the results to this form. Form SP 4-164 is available on the internet at
2. <http://www.portal.state.pa.us/portal/server.pt?open=512&objID=4451&&PageID=458621&level=2&css=L2&mod e=2> or you may request a Criminal History Check Online utilizing the PATCH System.
3. Complete Part I (please type or print legibly).
4. Submit original to the COUNTY Emergency Management Coordinator.
5. Retain a copy for your files.

PART I

Municipality Information:

Municipality: _____

Municipal Office Address:

City PA State Zip

Municipal Telephone Number:

(_____) _____

Municipal Fax Number:

(_____) _____

Previous Municipal Coordinator:

Appointment Date of Previous Coordinator:

Recommended Appointee Information:

Full Name: _____

Appointee's Home Address:

City _____ State Zip

Appointee's Home Telephone Number:

(_____) _____

Appointee's Email Address:

Appointee's Date of Birth:

Appointee's Social Security Number:
_____ - _____ - _____

The above recommendation is of record in the Minute Books of the Municipality and was made with due consideration of the qualifications of the above-recommended citizen and is subject to approval of the County, the Pennsylvania Emergency Management Agency, and the Governor of the Commonwealth of Pennsylvania.

Signature (Secretary/Manager)

Title

Print Name

Date

PART II (to be completed by County Emergency Management Coordinator)

Signature

County

Print Name

Date

Appendix H Training Requirements for Municipal EMC Certification

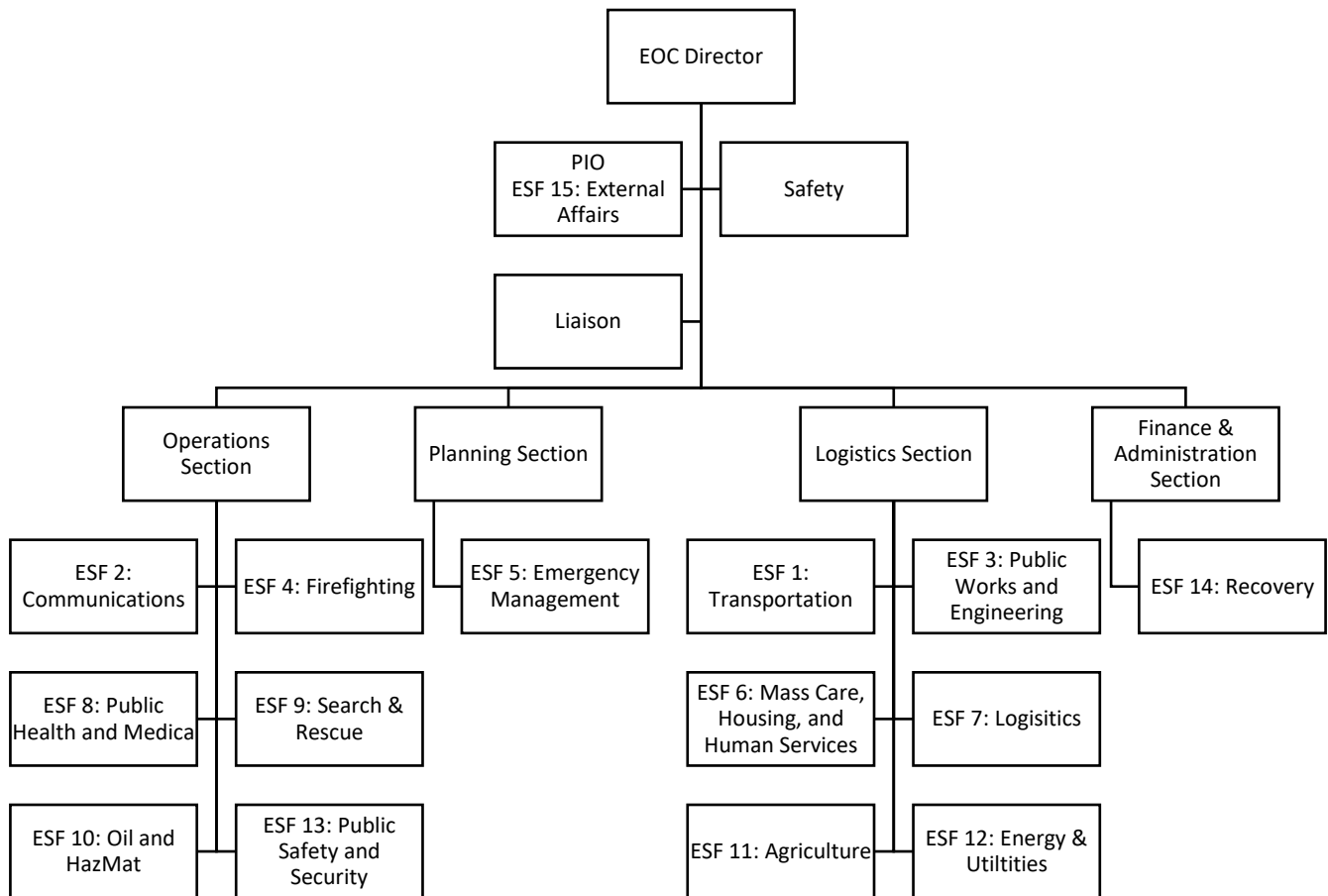
As per PEMA Directive 2017-02:

Associate Certification to be completed within 1 year of appointment	Professional Certification to be completed within 3 years of appointment
P-002: Duties and Responsibilities (Virtual)	AWR-401W: Threat and Hazard Identification and Risk Assessment and Stakeholder Preparedness Review (Virtual)
P-004: Initial Damage Reporting (Virtual)	AWR-923W: Radiological Emergency Management (Virtual)
P-012: Resource Request Process Training (Virtual)	IS-5: An Introduction to Hazardous Materials
IS-29: Public Information Officer Awareness	IS-26: Guide to Points of Distribution
G-191: ICS/EOC Interface (Classroom or Virtual)	IS-120: An Introduction to Exercises
IS-230: Fundamentals of Emergency Management	G-271: Hazardous Weather and Flooding Preparedness
G-235: Emergency Planning	G-290: Basic Public Information Officers Course or E/L-105: Public Information Basics
IS-1000: Public Assistance	G-393: Mitigation for Emergency Managers
IS-2000: National Preparedness Goal and System Overview	IS-922: Applications of GIS for Emergency Management
IS-2200: Basic Emergency Operations Center Functions	IS-1300: Introduction to Continuity of Operations
IS-2500: National Prevention Framework, an Introduction	K/E-2300: Intermediate Emergency Operations Center Functions
IS-2600: National Protection Framework, an Introduction	Service at the Associate Certification level for one year.
IS-2700: National Mitigation Framework, an Introduction	Attend two In-Service Training (IST) Sessions provided by PEMA or the County EMA
IS-2900: National Disaster Recovery Framework Overview	
IS-2901: Community Lifelines	
Attend two In-Service Training (IST) Sessions provided by PEMA or the County EMA	

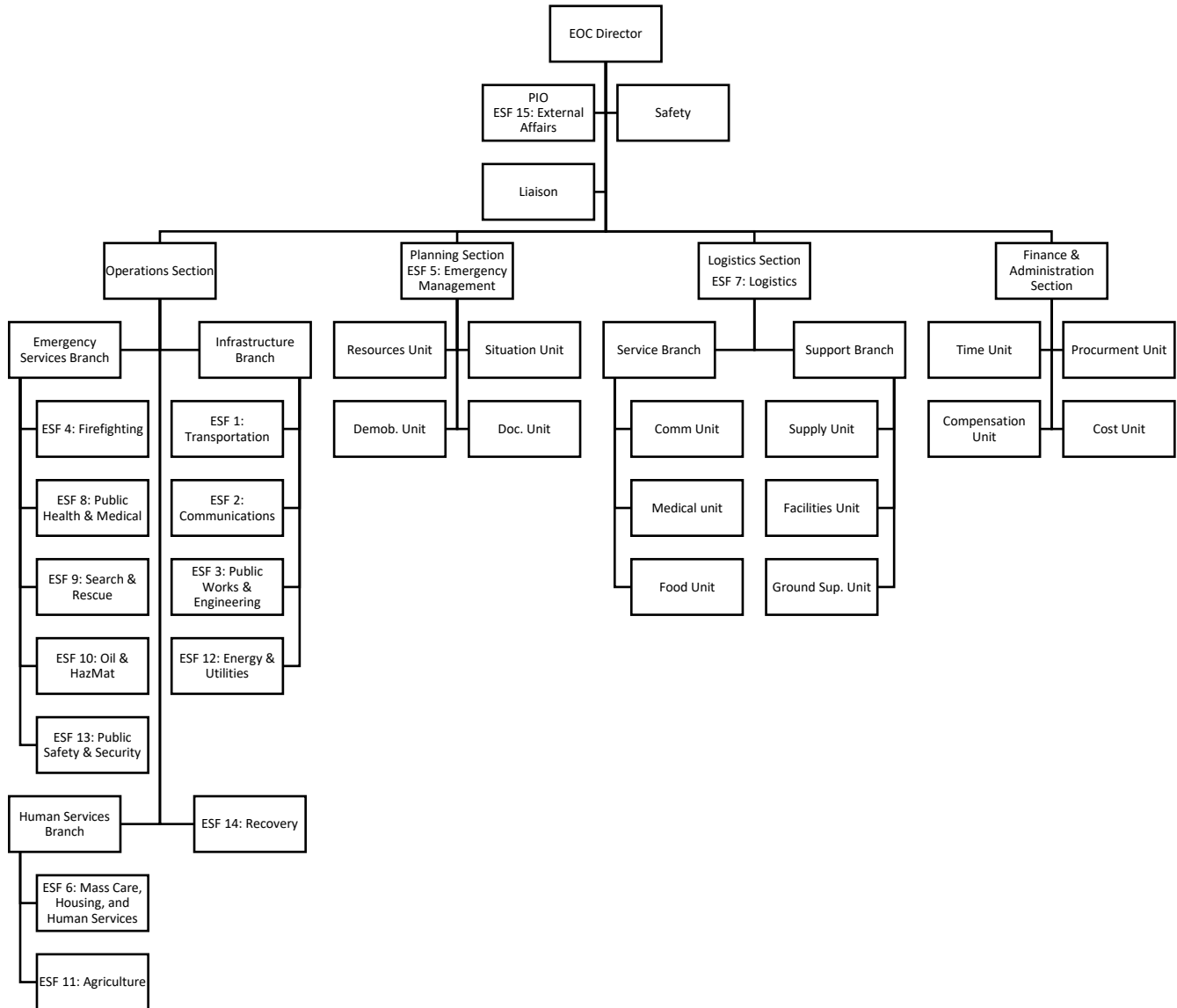
All Certification levels require the written endorsement of the County Emergency Management Coordinator.

Appendix I Emergency Operations Center Organization Structure

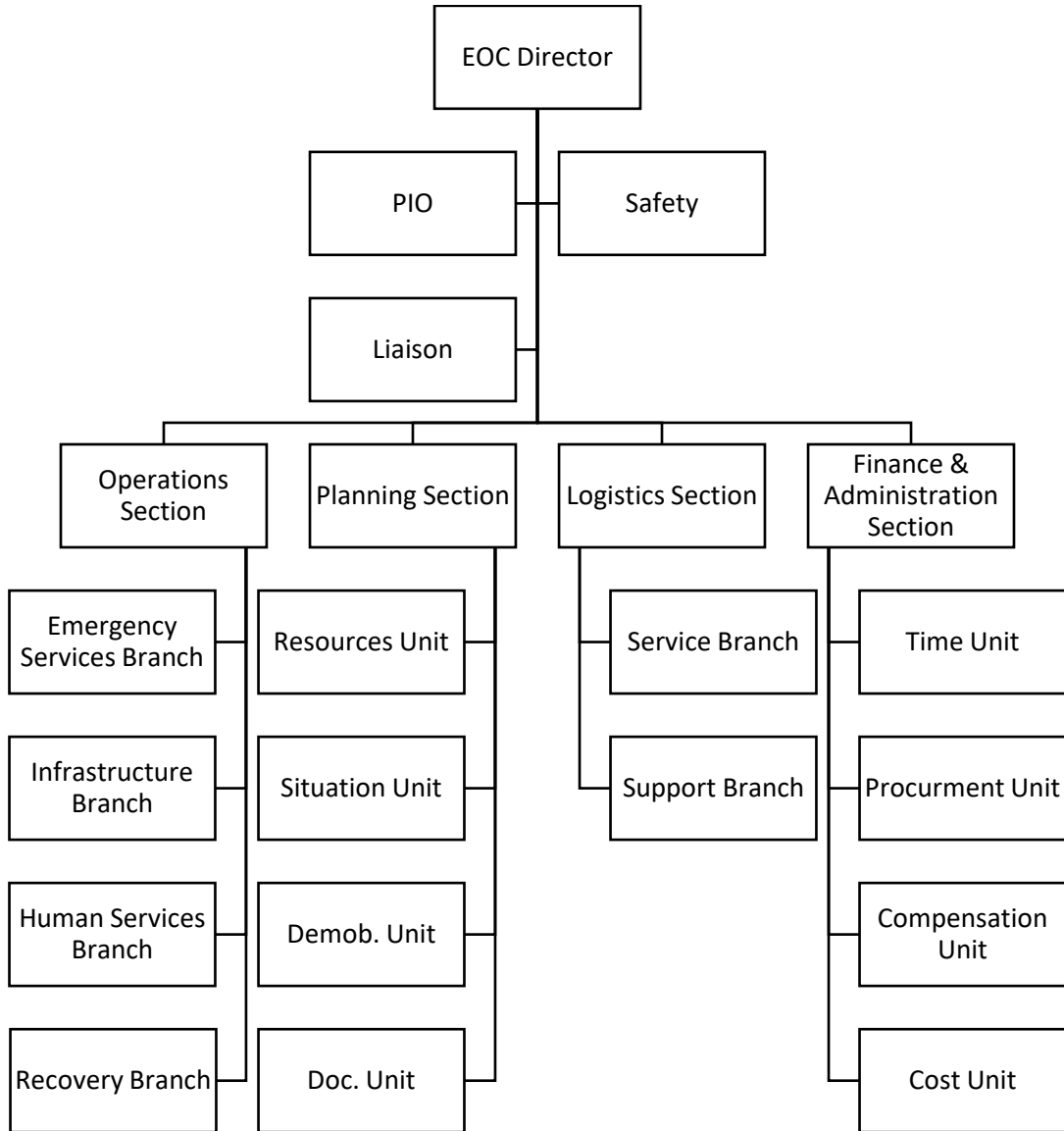
By Emergency Support Functions
(Applicable for medium to large municipalities)



By Incident Command System/ESF Hybrid
(Applicable mostly for large municipalities)



By Incident Command System with Functional Branches
 (Scalable small and medium municipalities)



By Incident Support Model EOC Structure
(Scalable for any size municipality)

