

# EMERGENCY OPERATIONS PLAN

City of Monroe, Michigan

Supporting:

Monroe County Emergency Operations Plan

**November 21, 2011**

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PROMULGATION

Date: November 21, 2011

To all Recipients:

Transmitted herewith is the Emergency Operations Plan for the City of Monroe in support to the Monroe County Emergency Operations Plan. The plan provides a framework for the City of Monroe to use in performing emergency functions before, during, and after a natural disaster, technological incident or a hostile attack.

This plan was adopted by the Monroe City Council under Resolution No.\_\_\_\_ dated \_\_\_\_\_. It supersedes all previous plans.

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City of Monroe Mayor

Date

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City of Monroe Manager

Date

#### PLAN DISTRIBUTION

The City of Monroe Emergency Operations Plan is provided to all municipal departments. Non-municipal departments may contact the Municipal Emergency Coordinator to obtain a copy of the plan. Additionally, this plan will also be provided to the Monroe County Emergency Management Program as support to the Monroe County Emergency Operations Plan.

#### AUTHORITY AND REFERENCES

##### State

- a. Act 390 of 1976, Michigan Emergency Management Act
- b. Michigan Emergency Management Assistance Compact
- c. Michigan Emergency Management Plan, January 2006 ed.

##### Local

- a. Monroe County Emergency Operations Plan
- b. City of Monroe NIMS Resolution, adopted September 6, 2005

#### SUPPORTING PLANS AND PROCEDURES

## PLAN DEVELOPMENT AND MAINTENANCE

The municipal operations plan will be maintained in accordance with current standards of the Monroe County Emergency Operations Plan (EOP) and in accordance with municipal government. Deficiencies identified in exercises and actual use, or organizational changes will stimulate revisions to the plan as well. Revisions of the plan will be forwarded to all organizations/agencies assigned responsibilities in the plan. Directors of supporting agencies have the responsibility for maintaining internal plans, Standard Operating Procedures (SOP), and resource data to ensure prompt and effective response to emergencies.

## RECORD OF CHANGES

[illegible]

## BASIC PLAN

### 1. PURPOSE

This operation plan has been developed to satisfy the requirements of the Michigan Emergency Management Act (P.A. 390, as amended) and to define the actions to be taken by the City of Monroe government to respond to various types of emergencies or disasters that affect the community. It provides a link to procedures that will be used by county government since the City of Monroe is part of the Monroe County Emergency Management Program. This plan is to be used in conjunction with the Monroe County Emergency Operations Plan (EOP).

### 2. SCOPE

This operation plan is a flexible document in which changes from the content of the plan may occur due to unique nature of emergencies. Each agency that has a supported role in this plan or its elements will develop Standard Operating Procedures (SOP) which provides systematic instructions for accomplishing assigned functions.

### 3. SITUATION AND ASSUMPTIONS

- A. The City of Monroe is the County seat and is located centrally within Monroe County.
- B. The community is subject to a variety of natural hazards. According to the county Hazard Vulnerability Analysis, the most likely and damaging of these include, but are not limited to: fires, flooding, storms, and tornadoes.
- C. Additionally, certain man made hazards may impact public safety in the community. These include, but are not limited to: civil unrest, terrorism, and hazardous materials accidents.
- D. Adjacent municipalities and other governments will render assistance in accordance with the provisions of intergovernmental and mutual aid support agreements in place at the time of the emergency.
- E. When municipal resources are exhausted, the Monroe County Emergency Management Agency will coordinate assistance and help satisfy unmet needs. Similarly, if the county requires additional assistance, it will call on mutual aid from adjacent counties or from the State of Michigan through the Michigan Emergency Management Assistance Compact (MEMAC). Ultimately, the State can ask other states through the Emergency Management Assistance Compact (EMAC) or the federal government for assistance in dealing with a major disaster or emergency.
- F. The City of Monroe Mayor or designee (CEO) declares a local state of emergency and notifies the Emergency Coordinator (EC) and county Emergency Management Coordinator (EMC) of this decision.

### 4. CONCEPT OF OPERATIONS

- A. The Chief Executive Officer is responsible for the protection of the lives and property of the citizens. It exercises primary supervision and control over the four phases of emergency management (mitigation, preparedness, response, and recovery) and activities within the municipality and in coordination with and support of Monroe County Emergency Management.
- B. The Director of Public Safety is appointed as the Emergency Coordinator (EC) and shall act on behalf of the elected officials. An Emergency Operation Center (EOC), located at the Central Station of the Monroe Fire Department has been designated, and may be activated by the EC or the CEO during an emergency.

- C. This plan embraces an “all-hazards” principle: that most emergency response functions are similar, regardless of the hazard. The EC will operate incident management activities in accordance with the NIMS to mobilize resources and personnel as needed by the emergency situation.
- D. The EC and elected officials will develop mutual aid agreements with other municipalities within and outside of Monroe County for reciprocal emergency assistance as needed.
- E. Emergency response by the municipal government or its agents will follow procedures in support of the (county) Emergency Management Procedures.
- F. Public Safety agencies will respond and operate as required in accordance with the standards of the National Incident Management System (NIMS) as adopted under the City of Monroe NIMS Resolution. This includes institutionalizing the Incident Command Structure (ICS) for all response disciplines at incident locations to provide for an efficient response operation as well as establishing an efficient public information system within the structure.
- G. In coordination with Monroe County Emergency Management, the City of Monroe will inventory and type critical assets (resources) in accordance with the NIMS National Resource Typing Initiative which allows for resources to be requested in a timely manner and provide for a level of capability. The inventory of resources will be listed in the state’s critical incident management software, E Team, to provide for resources to be identified by and requested from external agencies; in compliance with local and/or state mutual aid agreements.
- H. The City of Monroe will coordinate and support emergency incident and management through the development and use of integrated multi-agency coordination systems, which includes maintaining connectivity capability between incident command posts (ICP), 911 Centers, and Emergency Operations Centers.
- I. City of Monroe response personnel will be qualified to provide an adequate level of performance to continue the operations of the City and for public safety needs.
- J. All agencies interacting to manage incidents will utilize common terminology prescribed by the NIMS.
- K. Emergency action messages originated by (municipality) authorities and/or the Public Information Officer will be disseminated to the station designated as the Local Primary station for that jurisdiction. These messages and other emergency information will be relayed in accordance with the state EAS plan.

## 5. CONTINUITY OF GOVERNMENT

This plan is an all-hazards plan concerning all types of emergency situations. It deals with the activities that occur before, during, and after the emergency operations. These activities are accomplished by dividing emergency management activities into the following phases: mitigation, preparedness, response, and recover.

- A. **Mitigation:** Mitigation activities are any actions taken to prevent or reduce the occurrence of any emergency or risk to human life and property. Examples of mitigation efforts include, but are not limited to:
  - Building Codes
  - Disaster Insurance
  - Public Education
  - Procurement and integration of equipment
  - Identifying resources
  - Training citizens
  - Land-Use Planning
  - Property Acquisition

- B. **Preparedness:** Preparedness activities are any actions taken prior to the emergency that facilitates the implementation of a coordinated response. Examples of preparedness efforts include, but are not limited to:
- Continuity of government decisions
  - Testing and maintaining equipment
  - Establishing, equipping, and maintaining the EOC
  - Developing emergency plans and procedures
  - Participation in training, drills, and exercises
  - Coordination of emergency notification methods
  - Hazard identification
- C. **Response:** Response activities are any actions taken immediately before, during or directly after an emergency to save lives, minimize damage to property, and increase effectiveness of recovery efforts. Examples of response include, but are not limited to:
- Emergency medical services
  - Police services
  - Fire and rescue services
  - Public works
  - Protective actions
  - Public Health
- D. **Recovery:** Recovery is the phase that involves restoring systems to normal conditions. Short-term recovery actions are taken to assess damage and reestablish vital life-support systems; long-term recovery actions may continue for years. Examples of recovery actions include, but are not limited to:
- Damage assessment
  - Debris clearance
  - Decontamination
  - Counseling
  - Disaster assistance
  - Temporary Housing

#### 6. EMERGENCY ACTION LEVELS (National Weather Service)

- A. Watch – All emergency personnel placed on standby. (Conditions are favorable for severe weather)
- B. Warning – Partial activation of EOC by emergency management personnel. (Actual sighting, actually occurring).
- C. Impact – Full activation of EOC.
- D. Recovery – Continued response activities as needed.

#### 7. NATIONAL TERRORISM ADVISORY SYSTEM

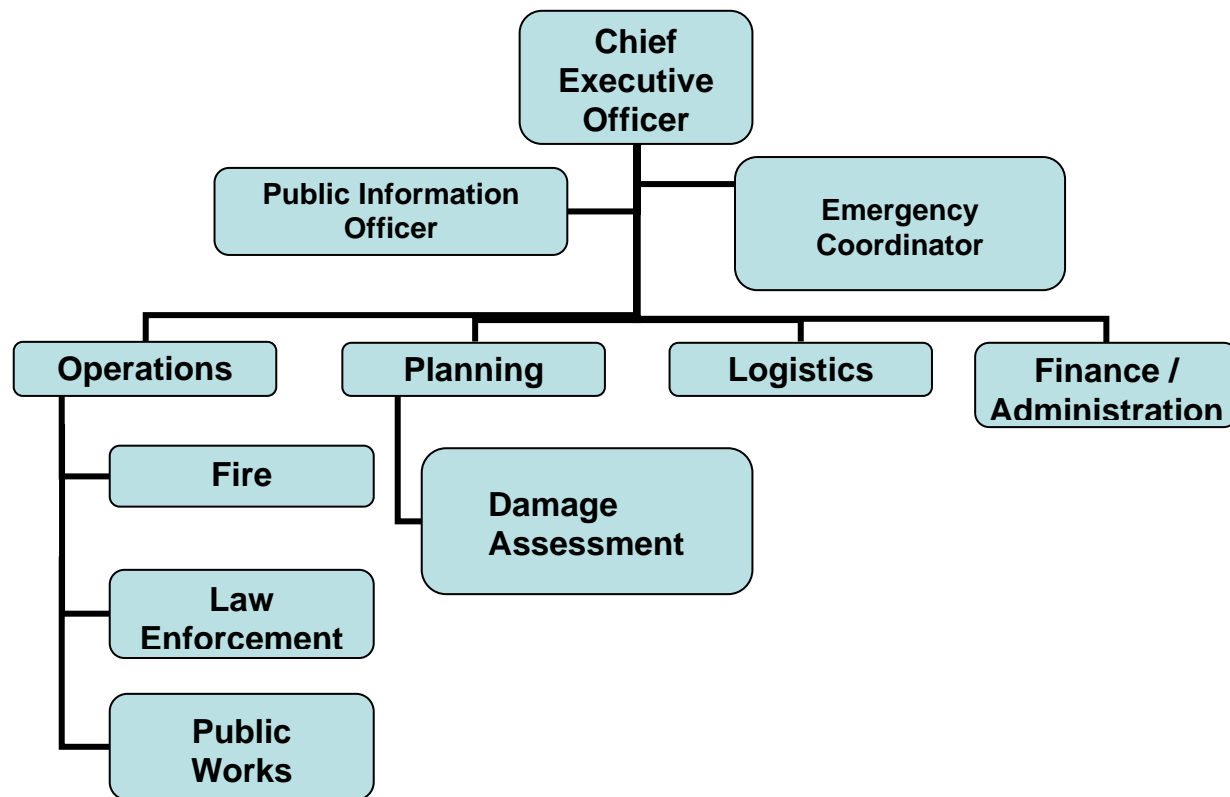
DHS National Terrorism Advisory System alerts will be issued as necessary.

#### 8. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

The City of Monroe incident management operations will be conducted in the City's Emergency Operation Center. Operations will be in accordance with the National Incident Management System to ensure that adequate capabilities and resources are provided under a manageable span of control for incident operation needs. The management structure will consist of the Mayor or designee as the Chief Executive Officer with subordinate agencies and personnel performing operational support tasks. Each agency required to provide support during emergency operations will conduct their duties to the best of their abilities which will derive from continuous training and participation in exercises. The following section provides the responsibilities and assignments that the selected agencies and personnel should address in supporting the



City of Monroe emergency operations. Each will be required to report to the City of Monroe Emergency Operation Center located at the Central Fire Station.



#### A. Chief Executive Officer ESF-5

- Ensure incident management functions are in accordance with the NIMS.
- Ensure compliance with this plan and the Monroe County EOP, and any pertinent procedures and documents issued, which impact the provision of emergency services in the City of Monroe
- Provide for continuity of operations.
- Prepare and maintain this Municipal Support Plan in consonance with the Monroe County EOP.
- Seek federal post-disaster funds, as available.
- Issue local emergency declarations and notify the municipal emergency coordinator of this action.
- Attends training and workshops to maintain proficiency and currency in emergency management and emergency response, planning, and procedures.

## B. Emergency Coordinator ESF-5

- Prepares and maintains an emergency plan for the municipality subject to the direction of the elected officials; reviews and updates as required.
- Notifies officials of the nature and extent of the emergency or disaster, if known.
- Maintains coordination with the Monroe County EM Office, and provides prompt information in emergencies, as available.
- Coordinates EOC response and recovery operations.
- Coordinate information with adjacent municipalities and county.
- In coordination with Monroe County Emergency Management, identifies hazards and vulnerabilities that may affect the municipality.
- Identifies resource shortfalls and requests resources in accordance with NIMS.
- Develops and maintains a trained staff and current emergency response checklists appropriate for the emergency needs and resources of the community.
- Compiles damage information and cost figures for the conduct of emergency operations above normal operating costs.
- Attends training and workshops to maintain proficiency and currency in emergency management and emergency response, planning, and procedures.
- Ensures appropriate personnel have completed NIMS and ICS training to enhance multi-discipline and multi-jurisdictional coordination.
- Ensures resources are requested in accordance with NIMS standards to include the "type".

## C. PUBLIC INFORMATION OFFICER ESF-15

Public Information is responsible for interfacing with the public and media and/or with other agencies with incident related information. The Public Information Officer (PIO) develops accurate and complete information on the incident's cause, size, and current situation for internal and external needs.

- Providing for the planning and dissemination of emergency information to the public.
- Assists in implementing procedures for the communications and warning function.
- Ensures ability to communicate between the municipality, field operations and the county EMA.
- Attends training and workshops to maintain proficiency and currency in emergency management and emergency response, planning, and procedures.
- Coordinating information with neighboring municipalities and the county.

## D. OPERATIONS

The following departments are selected to provide incident management support in their functional area to emergency operations. These departments provide support to all disaster and emergency types no matter the cause, size or location of the incident and in accordance to NIMS standards. In addition, each will develop and maintain its own Standard Operating Guidelines (SOG), to provide the steps in completing functions and tasks.

### Monroe County 911 Center ESF-2

- Serves as the 24-hour contact point for emergency notification.
- Ensures agencies have sufficient communication capabilities between the EOC and command post.
- Notify departments/agencies of potential incident.
- Establish communication with other EOCs.
- Establish communication with the Incident Command Post.
- Activate the public warning system.
- Attends training and workshops to maintain proficiency and currency in emergency management and emergency response, planning, and procedures.

### Monroe Fire Department ESF-4

- In cooperation with the Emergency Coordinator, develops and maintains the Implementing Procedures for the Fire & Rescue function.
- Assists in the development, review and maintenance of the City of Monroe EOP.

- Responds to the City of Monroe EOC upon activation.
- Coordinates with County EMA and the State of Michigan in the decontamination and monitoring of affected citizens and emergency workers after exposure to CBRNE hazards.
- Assumes primary responsibility for emergency alerting of the public.
- Assists with evacuation of affected citizens, especially those who are institutionalized, immobilized or injured.
- Provides for emergency shutdown of light and power.
- Provides emergency lights and power generation.
- Assists in salvage operations and debris clearance.
- Advises elected officials and the Emergency Coordinator about fire and rescue activities.
- Attends training and workshops to maintain proficiency and currency in emergency management and emergency response, planning, and procedures.

#### Monroe Police Department ESF-13

- In cooperation with the Emergency Coordinator, develops and maintains procedures for the Police Services function.
- Assists in the development, review and maintenance of the City of Monroe EOP.
- Responds to the City of Monroe EOC upon activation.
- Coordinates security and law enforcement services; Establishes security and protection of critical facilities.
- Provides traffic and access control in and around affected areas.
- Assists with emergency alerting and notification of threatened population.
- Assists with the evacuation of affected citizens, especially those who are institutionalized, immobilized or injured.
- Assists in the installation of emergency signs and other traffic movement devices.
- Assists in search and rescue operations.
- Advises elected officials and the Emergency Coordinator about Police Services operations.
- Attends training and workshops to maintain proficiency and currency in emergency management and emergency response, planning, and procedures.

#### Monroe Public Works / Utilities Department / Assessing Department ESF-3

- Restore vital facilities and public utilities.
- Assist in rescue.
- Assist in control of vital resources.
- Assist in decontamination.
- Provide traffic and access control equipment.
- Assist in establishing alternate evacuation routes.
- Provide for damage assessment for public property and certain non-profit organizations.
- Attends training and workshops to maintain proficiency and currency in emergency management and emergency response, planning, and procedures.
- Coordinate or direct the protective actions and restoration of public utilities and municipal facilities.

#### E. PLANNING ESF-14

Planning is responsible for collecting, evaluating, disseminating tactical information pertaining to the incident.

#### Monroe Economic & Community Development Division

- Collects, evaluates and provides information about the incident.
- Determines need for resources and maintains status of resources.
- Assembles information on alternative strategies.
- Coordinates with the Public Information Officer on the release of information.
- Assists in reviewing and updating the operation plan.
- Attends training and workshops to maintain proficiency and currency in emergency management and emergency response, planning, and procedures.

#### Monroe Engineering Department

- Coordinate provision of equipment and supplies from public and private sources and maintain resource lists and contacts.
- In coordination with the EMC, determine the "unmet" needs for the municipality.
- Maintain records of expenditures and resources used during a disaster.
- Identify and train personnel to assist in the development of damage assessment reports.
- Make situation and damage reports to the EMC and assist in the assessment of damage by local, county or state teams.
- Attends training and workshops to maintain proficiency and currency in emergency management and emergency response, planning, and procedures.

#### F. LOGISTICS

Logistics provides the support needs for the incident, including providing facilities, transportation, supplies, equipment maintenance and fueling, food service, communications, and medical services for incident personnel.

Should City of Monroe resources become exhausted, requests will be made for assistance from other local jurisdictions, higher levels of government, and other agencies in accordance with existing mutual aid agreements and understandings and the Monroe County Emergency Operations.

#### Monroe Finance Department

- Provides materials, services and facilities in support of the emergency.
- Develops procedures for rapidly ordering supplies and equipment and to track their delivery and use.
- Provides proper record keeping of expenditures and obligations in emergency operations.
- Attends training and workshops to maintain proficiency and currency in emergency management and emergency response, planning, and procedures.

#### G. FINANCE/ADMINISTRATION

Finance/administration handles the need for financial management, cost reimbursement (individual, agency or department), and/or administrative services to support incident management activities.

#### Monroe City Manager

- Authority to order any emergency purchase and/or authorize the contracting of any emergency services required.
- Augment personnel to fill response shortfalls.

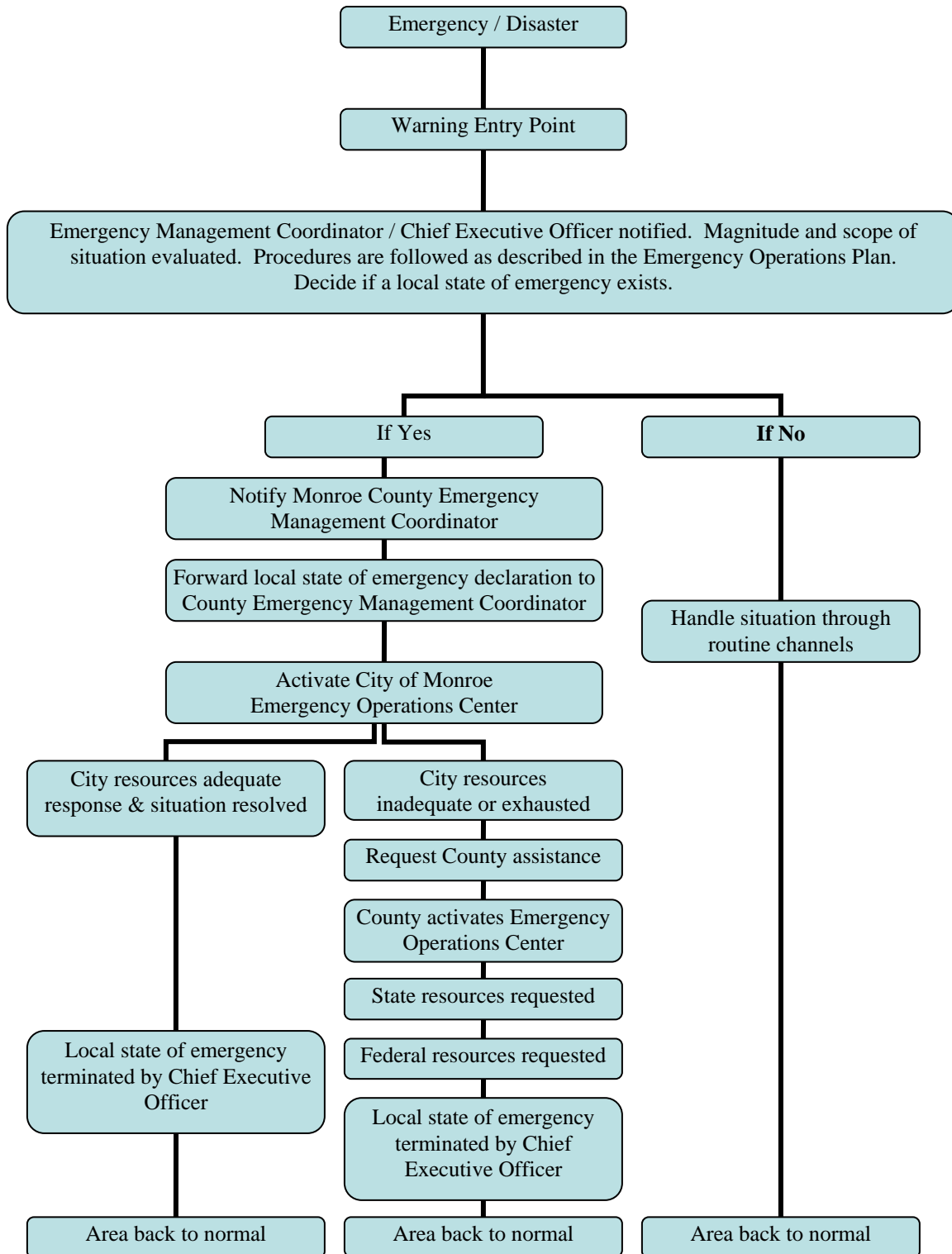
#### Monroe Finance Department

- Maintains oversight of all financial and cost analysis activities associated with the emergency.
- Tracks costs and personnel time records.
- Coordinate with state and local mutual aid agreements to properly reimburse for expenses.

### 9. COMMUNICATIONS

Existing communications systems available to each agency will be used during emergency operations. Telephones, regular and cell phone will be considered the primary direction and control communications media. Two-way radios will be used in the direction and control of operations where the use of telephone is neither possible nor convenient. In accordance with the NIMS, common terminology will be used instead of coded language when communicating amongst agencies.

APPENDIX A  
EMERGENCY RESPONSE SEQUENCE CHART



Appendix B  
Notification List

In the event of a request for a declaration of emergency or disaster, Monroe County Central Dispatch will contact the City of Monroe Chief Executive Officer and Emergency Coordinator or their designated back-ups in the event they are unavailable.

<b>Position</b>	<b>Primary</b>	<b>Phone</b>	<b>Secondary</b>	<b>Phone</b>
Chief Executive Officer	Robert E. Clark	734.497.7681	Jeremy Molenda	734.731.4170
Emergency Coordinator	Thomas Moore	734.777.3646	Joseph Mominee	734.777.7662
Law Enforcement	Greg Morgel	734. 243.3660	Richard Ohanesian	734.777.3088
Fire	Manuel Hoskins	734.430.4951	Michael Toth	734.625.5288
Damage Assessment	Patrick Lewis	734.915.5692	Barry LaRoy	734. 755.6436
Public Works	Bill Walters	734.777.6623	Shana Hayter	734. 777.5671
Public Information	Charles McCormick	734.693.1461	Chris Miller	734.770.2816

APPENDIX C  
LIST OF RESOURCES (TYPED AND NON-TYPED)

RESOURCE	SITE NAME	ADDRESS	CITY	CONTACT NAME	PHONE No.
MOBILE COMMAND VEHICLE ESF 4	FIRE DEPARTMENT	75 SCOTT ST.	MONROE	CHIEF HOSKINS	734.430.4951
FIRE TRUCK AERIAL PLATFORM TYPE 1 ESF 4	FIRE DEPARTMENT	75 SCOTT ST.	MONROE	CHIEF HOSKINS	734.430.4951
ENGINE, FIRE (PUMPER) TYPE 1 ESF 4	FIRE DEPARTMENT	75 SCOTT ST.	MONROE	CHIEF HOSKINS	734.430.4951
ENGINE, FIRE (PUMPER) TYPE 1 ESF 4	FIRE DEPARTMENT	75 SCOTT ST.	MONROE	CHIEF HOSKINS	734.430.4951
ENGINE, FIRE (PUMPER) TYPE 1 ESF 4	FIRE DEPARTMENT	75 SCOTT ST.	MONROE	CHIEF HOSKINS	734.430.4951
BOAT 16' / MOTOR	FIRE DEPARTMENT	75 SCOTT ST.	MONROE	CHIEF HOSKINS	734.430.4951
BOAT 16' / MOTOR	FIRE DEPARTMENT	75 SCOTT ST.	MONROE	CHIEF HOSKINS	734.430.4951

BACKHOE / LOADER TYPE II 2 EA	WATER DEPARTMENT	900 BLK E. FRONT ST	MONROE	BARRY LARoy	734. 755.6436
DUMP TRUCK ON ROAD TYPE III 2 EA	WATER DEPARTMENT	900 BLK E. FRONT ST	MONROE	BARRY LARoy	734. 755.6436
HYDRAULIC EXCAVATOR MEDIUM 4CY- 1.75CY BUCKET 1	WATER DEPARTMENT	900 BLK E. FRONT ST	MONROE	BARRY LARoy	734. 755.6436

BACKHOE / LOADER TYPE IV 3 EA	PUBLIC WORKS	300 JONES AVE	MONROE	PATRICK LEWIS	734.915.5692
DUMP TRUCK ON ROAD TYPE III 4 EA	PUBLIC WORKS	300 JONES AVE	MONROE	PATRICK LEWIS	734.915.5692
DUMP TRUCK ON ROAD TYPE IV 2 EA	PUBLIC WORKS	300 JONES AVE	MONROE	PATRICK LEWIS	734.915.5692

APPENDIX D  
ACRONYMS

<b>ALS</b>	Advanced Life Support
<b>DOC</b>	Department Operations Center
<b>EAG</b>	Emergency Action Guideline
<b>EMA</b>	Emergency Management Agency
<b>EMAC</b>	Emergency Management Assistance Compact
<b>EMC</b>	Emergency Management Coordinator
<b>EOC</b>	Emergency Operations Center
<b>EOP</b>	Emergency Operations Plan
<b>FOG</b>	Field Operations Guide
<b>GIS</b>	Geographic Information System
<b>HAZMAT</b>	Hazardous Material
<b>HSPD-5</b>	Homeland Security Presidential Directive-5
<b>IAP</b>	Incident Action Plan
<b>IC</b>	Incident Commander
<b>ICP</b>	Incident Command Post
<b>ICS</b>	Incident Command System
<b>IC</b>	Incident Command
<b>IMT</b>	Incident Management Team
<b>JIS</b>	Joint Information System
<b>JIC</b>	Joint Information Center
<b>LNO</b>	Liaison Officer
<b>MEMAC</b>	Michigan Emergency Management Assistance Compact
<b>NDMS</b>	National Disaster Medical System
<b>NGO</b>	Nongovernmental Organization
<b>NIMS</b>	National Incident Management System
<b>NRF</b>	National Response Framework
<b>POLREP</b>	Pollution Report
<b>PIO</b>	Public Information Officer
<b>PVO</b>	Private Voluntary Organizations
<b>R&amp;D</b>	Research and Development
<b>RESTAT</b>	Resources Status
<b>ROSS</b>	Resource Ordering and Status System
<b>SDO</b>	Standards Development Organizations
<b>SITREP</b>	Situation Report
<b>SO</b>	Safety Officer
<b>SOP</b>	Standard Operating Procedure
<b>UC</b>	Unified Command
<b>USAR</b>	Urban Search and Rescue



## APPENDIX E

### GLOSSARY

**Agency:** A division of government with a specific function offering a particular kind of assistance. In ICS, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance).

**Agency Representative:** A person assigned by a primary, assisting, or cooperating Federal, State, local, or tribal government agency or private entity that has been delegated authority to make decisions affecting that agency's or organization's participation in incident management activities following appropriate consultation with the leadership of that agency.

**Area Command (Unified Area Command):** An organization established (1) to oversee the management of multiple incidents that are each being handled by an ICS organization or (2) to oversee the management of large or multiple incidents to which several Incident Management Teams have been assigned. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed. Area Command becomes Unified Area Command when incidents are multi-jurisdictional. Area Command may be established at an emergency operations center facility or at some location other than an incident command post.

**Assessment:** The evaluation and interpretation of measurements and other information to provide a basis for decision-making.

**Assignments:** Tasks given to resources to perform within a given operational period that are based on operational objectives defined in the IAP.

**Assistant:** Title for subordinates of principal Command Staff positions. The title indicates a level of technical capability, qualifications, and responsibility subordinate to the primary positions. Assistants may also be assigned to unit leaders.

**Assisting Agency:** An agency or organization providing personnel, services, or other resources to the agency with direct responsibility for incident management. See also Supporting Agency.

**Available Resources:** Resources assigned to an incident, checked in, and available for a mission assignment, normally located in a Staging Area.

**Branch:** The organizational level having functional or geographical responsibility for major aspects of incident operations. A branch is organizationally situated between the section and the division or group in the Operations Section, and between the section and units in the Logistics Section. Branches are identified by the use of Roman numerals or by functional area.

**Chain of Command:** A series of command, control, executive, or management positions in hierarchical order of authority.

**Check-In:** The process through which resources first report to an incident. Check-in locations include the incident command post, Resources Unit, incident base, camps, staging areas, or directly on the site.

**Chief:** The ICS title for individuals responsible for management of functional sections: Operations, Planning, Logistics, Finance/Administration, and Intelligence (if established as a separate section).

**Command:** The act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority.

**Command Staff:** In an incident management organization, the Command Staff consists of the Incident Commander and the special staff positions of Public Information Officer, Safety Officer, Liaison Officer, and other positions as required, who report directly to the Incident Commander. They may have an assistant or assistants, as needed.

**Common Operating Picture:** A broad view of the overall situation as reflected by situation reports, aerial photography, and other information or intelligence.

**Communications Unit:** An organizational unit in the Logistics Section responsible for providing communication services at an incident or an EOC. A Communications Unit may also be a facility (e.g., a trailer or mobile van) used to support an Incident Communications Center.

**Cooperating Agency:** An agency supplying assistance other than direct operational or support functions or resources to the incident management effort.

**Coordinate:** To advance systematically an analysis and exchange of information among principals who have or may have a need to know certain information to carry out specific incident management responsibilities.

**Deputy:** A fully qualified individual who, in the absence of a superior, can be delegated the authority to manage a functional operation or perform a specific task. In some cases, a deputy can act as relief for a superior and, therefore, must be fully qualified in the position. Deputies can be assigned to the Incident Commander, General Staff, and Branch Directors.

**Dispatch:** The ordered movement of a resource or resources to an assigned operational mission or an administrative move from one location to another.

**Division:** The partition of an incident into geographical areas of operation. Divisions are established when the number of resources exceeds the manageable span of control of the Operations Chief. A division is located within the ICS organization between the branch and resources in the Operations Section.

**Emergency:** Absent a Presidentially declared emergency, any incident(s), human-caused or natural, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

**Emergency Operations Centers (EOCs):** The physical location at which the coordination of information and resources to support domestic incident management activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement, and medical services), by jurisdiction (e.g., Federal, State, regional, county, city, tribal), or some combination thereof.

**Emergency Operations Plan:** The "steady-state" plan maintained by various jurisdictional levels for responding to a wide variety of potential hazards.

**Emergency Public Information:** Information that is disseminated primarily in anticipation of an emergency or during an emergency. In addition to providing situational information to the public, it also frequently provides directive actions required to be taken by the general public.

**Emergency Response Provider:** Includes Federal, State, local, and tribal emergency public safety, law enforcement, emergency response, emergency medical (including hospital emergency facilities), and related personnel, agencies, and authorities. See Section 2 (6), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002). Also known as Emergency Responder.

**Evacuation:** Organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas.

**Event:** A planned, non-emergency activity. ICS can be used as the management system for a wide range of events, e.g., parades, concerts, or sporting events.

**Federal:** Of or pertaining to the Federal Government of the United States of America. Function refers to the five major activities in ICS: Command, Operations, Planning, Logistics, and Finance/Administration. The term

function is also used when describing the activity involved, e.g., the planning function. A sixth function, Intelligence, may be established, if required, to meet incident management needs.

**General Staff:** A group of incident management personnel organized according to function and reporting to the Incident Commander. The General Staff normally consists of the Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief.

**Group:** Established to divide the incident management structure into functional areas of operation. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division. Groups, when activated, are located between branches and resources in the Operations Section. (See Division.)

**Hazard:** Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.

**Incident:** An occurrence or event, natural or human-caused, that requires an emergency response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, wild land and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

**Incident Action Plan (IAP):** An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

**Incident Command Post (ICP):** The field location at which the primary tactical-level, on-scene incident command functions are performed. The ICP may be collocated with the incident base or other incident facilities and is normally identified by a green rotating or flashing light.

**Incident Command System (ICS):** A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

**Incident Commander (IC):** The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

**Incident Management Team (IMT):** The IC and appropriate Command and General Staff personnel assigned to an incident.

**Incident Objectives:** Statements of guidance and direction necessary for selecting appropriate strategy(s) and the tactical direction of resources. Incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively deployed. Incident objectives must be achievable and measurable, yet flexible enough to allow strategic and tactical alternatives.

**Initial Action:** The actions taken by those responders first to arrive at an incident site.

**Initial Response:** Resources initially committed to an incident.

**Intelligence Officer:** The intelligence officer is responsible for managing internal information, intelligence, and operational security requirements supporting incident management activities. These may include information security and operational security activities, as well as the complex task of ensuring that sensitive information of all types (e.g., classified information, law enforcement sensitive information, proprietary information, or export-

controlled information) is handled in a way that not only safeguards the information, but also ensures that it gets to those who need access to it to perform their missions effectively and safely.

**Joint Information Center (JIC):** A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media at the scene of the incident. Public information officials from all participating agencies should collocate at the JIC.

**Joint Information System (JIS):** Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the IC; advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

**Jurisdiction:** A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., city, county, tribal, State, or Federal boundary lines) or functional (e.g., law enforcement, public health).

**Liaison:** A form of communication for establishing and maintaining mutual understanding and cooperation.

**Liaison Officer:** A member of the Command Staff responsible for coordinating with representatives from cooperating and assisting agencies.

**Local Government:** A county, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under State law), regional or interstate government entity, or agency or instrumentality of a local government; an Indian tribe or authorized tribal organization, or in Alaska a Native village or Alaska Regional Native Corporation; a rural community, unincorporated town or village, or other public entity. See Section 2 (10), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

**Logistics:** Providing resources and other services to support incident management.

**Logistics Section:** The section responsible for providing facilities, services, and material support for the incident.

**Major Disaster:** As defined under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5122), a major disaster is any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant disaster assistance under this Act to supplement the efforts and available resources of States, tribes, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

**Management by Objective:** A management approach that involves a four-step process for achieving the incident goal. The Management by Objectives approach includes the following: establishing overarching objectives; developing and issuing assignments, plans, procedures, and protocols; establishing specific, measurable objectives for various incident management functional activities and directing efforts to fulfill them, in support of defined strategic objectives; and documenting results to measure performance and facilitate corrective action.

**Michigan Emergency Management Agreement Compact (MEMAC):** creates an organized process and structure spelled out in advance for jurisdictions large and small across the state to render or receive assistance in times of crisis.

**Mitigation:** The activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often informed by lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analysis of hazard related data to determine where it

is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury.

**Mobilization:** The process and procedures used by all organizations (Federal, State, local, and tribal) for activating, assembling, and transporting all resources that have been requested to respond to or support an incident.

**Multi-agency Coordination Entity:** A multi-agency coordination entity functions within a broader Multi-agency Coordination System. It may establish the priorities among incidents and associated resource allocations, deconflict agency policies, and provide strategic guidance and direction to support incident management activities.

**Multi-agency Coordination Systems:** Multi-agency Coordination Systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The components of Multi-agency Coordination Systems include facilities, equipment, emergency operation centers (EOCs), specific multi-agency coordination entities, personnel, procedures, and communications. These systems assist agencies and organizations to fully integrate the subsystems of the NIMS.

**Multi-jurisdictional Incident:** An incident requiring action from multiple agencies that each have jurisdiction to manage certain aspects of an incident. In ICS, these incidents will be managed under Unified Command.

**Mutual-Aid Agreement:** Written agreement between agencies and/or jurisdictions that they will assist one another on request, by furnishing personnel, equipment, and/or expertise in a specified manner.

**National:** Of a nationwide character, including the Federal, State, local, and tribal aspects of governance and polity.

**National Disaster Medical System:** A cooperative, asset-sharing partnership between the U.S. Department of Health and Human Services, the U.S. Department of Veterans Affairs, the U.S. Department of Homeland Security, and the U.S. Department of Defense. NDMS provides resources for meeting the continuity of care and mental health services requirements of the Emergency Support Function 8 in the Federal Response Plan.

**National Incident Management System:** A system mandated by HSPD-5 that provides a consistent nationwide approach for Federal, State, local, and tribal governments; the private-sector, and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among Federal, State, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS; Multi-agency Coordination Systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

**National Response Framework:** is a guide to how the Nation conducts all-hazards response. It is built upon *scalable, flexible, and adaptable coordinating structures* to align key roles and responsibilities *across the Nation*. It describes specific authorities and best practices for managing incidents that range from the serious but purely local, to large-scale terrorist attacks or catastrophic natural disasters.

**Nongovernmental Organization:** An entity with an association that is based on interests of its members, individuals, or institutions and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross.

**Operational Period:** The time scheduled for executing a given set of operation actions, as specified in the Incident Action Plan. Operational periods can be of various lengths, although usually not over 24 hours.

**Operations Section:** The section responsible for all tactical incident operations. In ICS, it normally includes subordinate branches, divisions, and/or groups.

**Personnel Accountability:** The ability to account for the location and welfare of incident personnel. It is accomplished when supervisors ensure that ICS principles and processes are functional and that personnel are working within established incident management guidelines.

**Planning Meeting:** A meeting held as needed prior to and throughout the duration of an incident to select specific strategies and tactics for incident control operations and for service and support planning. For larger incidents, the planning meeting is a major element in the development of the Incident Action Plan (IAP).

**Planning Section:** Responsible for the collection, evaluation, and dissemination of operational information related to the incident, and for the preparation and documentation of the IAP. This section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

**Preparedness:** The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process. Preparedness involves efforts at all levels of government and between government and private-sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources. Within the NIMS, preparedness is operationally focused on establishing guidelines, protocols, and standards for planning, training and exercises, personnel qualification and certification, equipment certification, and publication management.

**Preparedness Organizations:** The groups and fora that provide interagency coordination for domestic incident management activities in a non-emergency context. Preparedness organizations can include all agencies with a role in incident management, for prevention, preparedness, response, or recovery activities. They represent a wide variety of committees, planning groups, and other organizations that meet and coordinate to ensure the proper level of planning, training, equipping, and other preparedness requirements within a jurisdiction or area.

**Prevention:** Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

**Private Sector:** Organizations and entities that are not part of any governmental structure. It includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, and private voluntary organizations (PVO).

**Processes:** Systems of operations that incorporate standardized procedures, methodologies, and functions necessary to provide resources effectively and efficiently. These include resource typing, resource ordering and tracking, and coordination.

**Public Information Officer:** A member of the Command Staff responsible for interfacing with the public and media or with other agencies with incident-related information requirements.

**Publications Management:** The publications management subsystem includes materials development, publication control, publication supply, and distribution. The development and distribution of NIMS materials is managed through this subsystem. Consistent documentation is critical to success, because it ensures that all responders are familiar with the documentation used in a particular incident regardless of the location or the responding agencies involved.

**Qualification and Certification:** This subsystem provides recommended qualification and certification standards for emergency responder and incident management personnel. It also allows the development of minimum standards for resources expected to have an interstate application. Standards typically include training, currency, experience, and physical and medical fitness.

**Reception Area:** This refers to a location separate from staging areas, where resources report in for processing and out-processing. Reception Areas provide accountability, security, situational awareness briefings, safety awareness, distribution of IAPs, supplies and equipment, feeding, and bed down.

**Recovery:** The development, coordination, and execution of service- and site-restoration plans; the reconstitution of government operations and services; individual, private sector, non-governmental and public-assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; post-incident reporting; and development of initiatives to mitigate the effects of future incidents.

**Recovery Plan:** A plan developed by a State, local, or tribal jurisdiction with assistance from responding Federal agencies to restore the affected area.

**Resources:** Personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an EOC.

**Resource Management:** Efficient incident management requires a system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under the NIMS includes mutual-aid agreements; the use of special Federal, State, local, and tribal teams; and resource mobilization protocols.

**Resources Unit:** Functional unit within the Planning Section responsible for recording the status of resources committed to the incident. This unit also evaluates resources currently committed to the incident, the effects additional responding resources will have on the incident, and anticipated resource needs.

**Response:** Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice.

**Safety Officer:** A member of the Command Staff responsible for monitoring and assessing safety hazards or unsafe situations and for developing measures for ensuring personnel safety.

**Section:** The organizational level having responsibility for a major functional area of incident management, e.g., Operations, Planning, Logistics, Finance/Administration, and Intelligence (if established). The section is organizationally situated between the branch and the Incident Command.

**Span of Control:** The number of individuals a supervisor is responsible for, usually expressed as the ratio of supervisors to individuals. (Under the NIMS, an appropriate span of control is between 1:3 and 1:7.)

**Staging Area:** Location established where resources can be placed while awaiting a tactical assignment. The Operations Section manages Staging Areas.

**State:** When capitalized, refers to any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and any possession of the United States. See Section 2 (14), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

**Strategic:** Strategic elements of incident management are characterized by continuous long-term, high-level planning by organizations headed by elected or other senior officials. These elements involve the adoption of long-range goals and objectives, the setting of priorities; the establishment of budgets and other fiscal decisions, policy development, and the application of measures of performance or effectiveness.

**Strike Team:** A set number of resources of the same kind and type that have an established minimum number of personnel.

**Strategy:** The general direction selected to accomplish incident objectives set by the IC.

**Supporting Technologies:** Any technology that may be used to support the NIMS is included in this subsystem. These technologies include orthophoto mapping, remote automatic weather stations, infrared technology, and communications, among various others.

**Task Force:** Any combination of resources assembled to support a specific mission or operational need. All resource elements within a Task Force must have common communications and a designated leader.

**Technical Assistance:** Support provided to State, local, and tribal jurisdictions when they have the resources but lack the complete knowledge and skills needed to perform a required activity (such as mobile-home park design and hazardous material assessments).

**Terrorism:** Under the Homeland Security Act of 2002, terrorism is defined as activity that involves an act dangerous to human life or potentially destructive of critical infrastructure or key resources and is a violation of the criminal laws of the United States or of any State or other subdivision of the United States in which it occurs and is intended to intimidate or coerce the civilian population or influence a government or affect the conduct of a government by mass destruction, assassination, or kidnapping. See Section 2 (15), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

**Threat:** An indication of possible violence, harm, or danger.

**Tools:** Those instruments and capabilities that allow for the professional performance of tasks, such as information systems, agreements, doctrine, capabilities, and legislative authorities.

**Tribal:** Any Indian tribe, band, nation, or other organized group or community, including any Alaskan Native Village as defined in or established pursuant to the Alaskan Native Claims Settlement Act (85 stat. 688) [43 U.S.C.A. and 1601 et seq.], that is recognized as eligible for the special programs and services provided by the United States to Indians because of their status as Indians.

**Type:** A classification of resources in the ICS that refers to capability. Type 1 is generally considered to be more capable than Types 2, 3, or 4, respectively, because of size; power; capacity; or, in the case of incident management teams, experience and qualifications.

**Unified Area Command:** A Unified Area Command is established when incidents under an Area Command are multi-jurisdictional. (See Area Command.)

**Unified Command:** An application of ICS used when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the UC, often the senior person from agencies and/or disciplines participating in the UC, to establish a common set of objectives and strategies and a single IAP.

**Unit:** The organizational element having functional responsibility for a specific incident planning, logistics, or finance/administration activity.

**Unity of Command:** The concept by which each person within an organization reports to one and only one designated person. The purpose of unity of command is to ensure unity of effort under one responsible commander for every objective.

**Volunteer:** For purposes of the NIMS, a volunteer is any individual accepted to perform services by the lead agency, which has authority to accept volunteer services, when the individual performs services without promise, expectation, or receipt of compensation for services performed. See, e.g., 16 U.S.C. 742f(c) and 29 CFR 553.101.



## Appendix F

### Local State of Emergency

Date:

From: Robert E. Clark, City of Monroe Mayor

To: Mark Hammond, Monroe County Emergency Management Coordinator

Subject: Local State of Emergency

On \_\_\_\_\_, the City of Monroe sustained widespread or severe damage, injury or loss of life property caused by;

As a result of this situation, the following conditions exist;

Therefore as Chief Executive Officer for the City of Monroe, in accordance with Section 10 of Public Act 390, 1976 as amended, I hereby declare that a “state of emergency” exists therein, that the response and recover aspects of the emergency operations plan have been activated and that municipal resources are being utilized to the fullest extent practicable.