

Emergency and Disaster Preparedness Training: Ann Arbor City Council & City Staff

- ▶ Three parts:
 - ▶ Roles and Responsibilities
 - ▶ Incident Management Structure
 - ▶ Mock Scenario/ Training Exercise

Program Outcomes

- ▶ **Familiarize** elected officials to the major components involved in large scale emergency and **disaster response and control activities** at the local level, including Federal and State requirements and responsibilities;
- ▶ **Understand** the major components of the local emergency response plan and the **Council and Mayor's responsibilities** therein, including the appropriate flow of official information & communications;
- ▶ **Familiarize** council with the **major functions**, response structure, and decision making **responsibilities of city staff and departments** during large scale emergency events occurring within the city.

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Part 1

Roles and Responsibilities

Disaster Management Cycle



Four Phases of Emergency Management

- ▶ **Mitigation**-Preventing future emergencies or minimizing their effects. Includes any activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies.
- ▶ **Preparation**-Preparing to handle an emergency. Includes plans or preparations made to save lives and to help response and rescue operations. Evacuation plans and stocking food and water are both examples of preparedness.
- ▶ **Response**-Responding safely to an emergency. Includes actions taken to save lives and prevent further property damage in an emergency situation. Response is putting preparedness plans into action.
- ▶ **Recovery**-Recovering from an emergency. Includes actions taken to return to a normal or an even safer situation following an emergency.

Overview of Emergency Management Structure

- ▶ Federal Authorities and Guidance:
 - ▶ The Robert T. Stafford Disaster Relief and Emergency Assistance Act
 - ▶ Department of Homeland Security/FEMA Training – Guidance – Structure
 - ▶ National Preparedness Goal – Mission Areas, Core Capabilities

Overview of Emergency Management Structure (Continued)

- ▶ Local Authorities
 - ▶ Michigan Public Act 390
 - ▶ City Code Chapter 15
 - ▶ City of Ann Arbor Resolution R-25-05 for the Adoption of the National Incident Management System
- ▶ Community Partners
- ▶ U of M, Washtenaw County EM, Hospitals including VA

Mayor's & Council Roles and Responsibilities

- ▶ Direction and Control
- ▶ City Code Chapter 15
- ▶ Media Relations and Public Information (PIO)

Local Authority: Emergency and Disaster Management

- ▶ Chapter 15, Emergency and Disaster Management, of the Ann Arbor City Code provides the policy and organization for utilization of municipal resources for mitigation, preparedness, response and recovery from natural and human-made emergencies and disasters within the City.

Reorganization & Restatement of the Emergency & Disaster Management Ordinance

- ▶ Provides a clear delineation of the duties and responsibilities of the Mayor, City Administrator, Emergency Management Coordinator based on their respective statutory, charter and ordinance authority during a local or State emergency or disaster.
- ▶ Maintains the established Emergency Management Program and the election by the City to designate of a local Emergency Management Coordinator under PA 390 of 1976.
- ▶ Conforms to common terminology under the state and federal emergency management programs and mutual aid compacts.
- ▶ Confirms and restates the role of Council in continuity of government during a local or State emergency or disaster.

Mayor: Powers and Duties

- ▶ PA 390 of 1976 defines the Mayor, as chief executive official of the City, with the power to:
 - ▶ Appoint an Emergency Management Coordinator
 - ▶ Declare a Local State of Emergency
 - ▶ Authorize Travel Restrictions during a Local State of Emergency
 - ▶ Request the Governor declare a State of Emergency
- ▶ Article 4 of the Ann Arbor City Charter during an emergency vests the Mayor with the powers to prevent disorder, preserve the public peace and the health and safety of persons and property

City Administrator: Powers and Duties

- ▶ Duty of the City Administrator to direct, supervise and coordinate the work of the administrative department (Section 5.1(b)(1) of Ann Arbor City Charter).
- ▶ As Chief Administrative Officer of the City organization, administration and operation of disaster and emergency services provided by administrative departments and Disaster Relief Forces should be under the supervision of the City Administrator.
- ▶ Delineation of Mayor's statutory duties and the City Administrator's charter responsibilities within the Ordinance will enhance the administrative functions and services

Emergency Management Coordinator: Duties

- ▶ Responsible for the day-to-day planning, coordination and operation of all emergency management activities in the City
- ▶ Direct and coordinate the development of Emergency Operations Plans and related emergency plans for the protection of the public.
- ▶ Coordinate and/or conduction emergency training and exercise programs within the City
- ▶ Act as a liaison with municipal, county, state and federal authorities and the private and volunteer sector to coordinate emergency operations.

City Council: Powers and Responsibilities

- ▶ Meet in Emergency Session
 - ▶ Enact temporary emergency ordinances or rules during a State of Disaster or Emergency declared by the Governor.
 - ▶ Establish, on the recommendation of the Mayor, a contingency fund pursuant to PA 390
 - ▶ Approve emergency purchases of supplies, equipment and personnel and waive any otherwise applicable procedures and formalities for same.
- ▶ If determined necessary beyond the first 7 days of a local state of emergency, Council may authorize continuation or renewal of travel restrictions enacted by the Mayor.
- ▶ Approve mutual aid agreements with other communities and if extended aid is requested and determined in the public interest, continue any emergency or disaster relief to other communities provided by mutual aid agreements
- ▶ Terminate the local state of emergency
- ▶ Approve, on the recommendation of the Mayor, procedures for the succession of government
- ▶ Approve, on the recommendation of the Mayor, a line of succession for the Emergency Management Coordinator

Nothing in this Emergency Ordinance abridges or curtails the powers of Council unless specifically provided for under the authority granted the Mayor under PA 390 or as otherwise stated in the Ordinance.

Guidance on Communications

The city's PIO is responsible for coordinating with multiple community partners and members of the EOC to verify and disseminate factual information quickly and responsibly before, during and after an emergency event. This Includes:

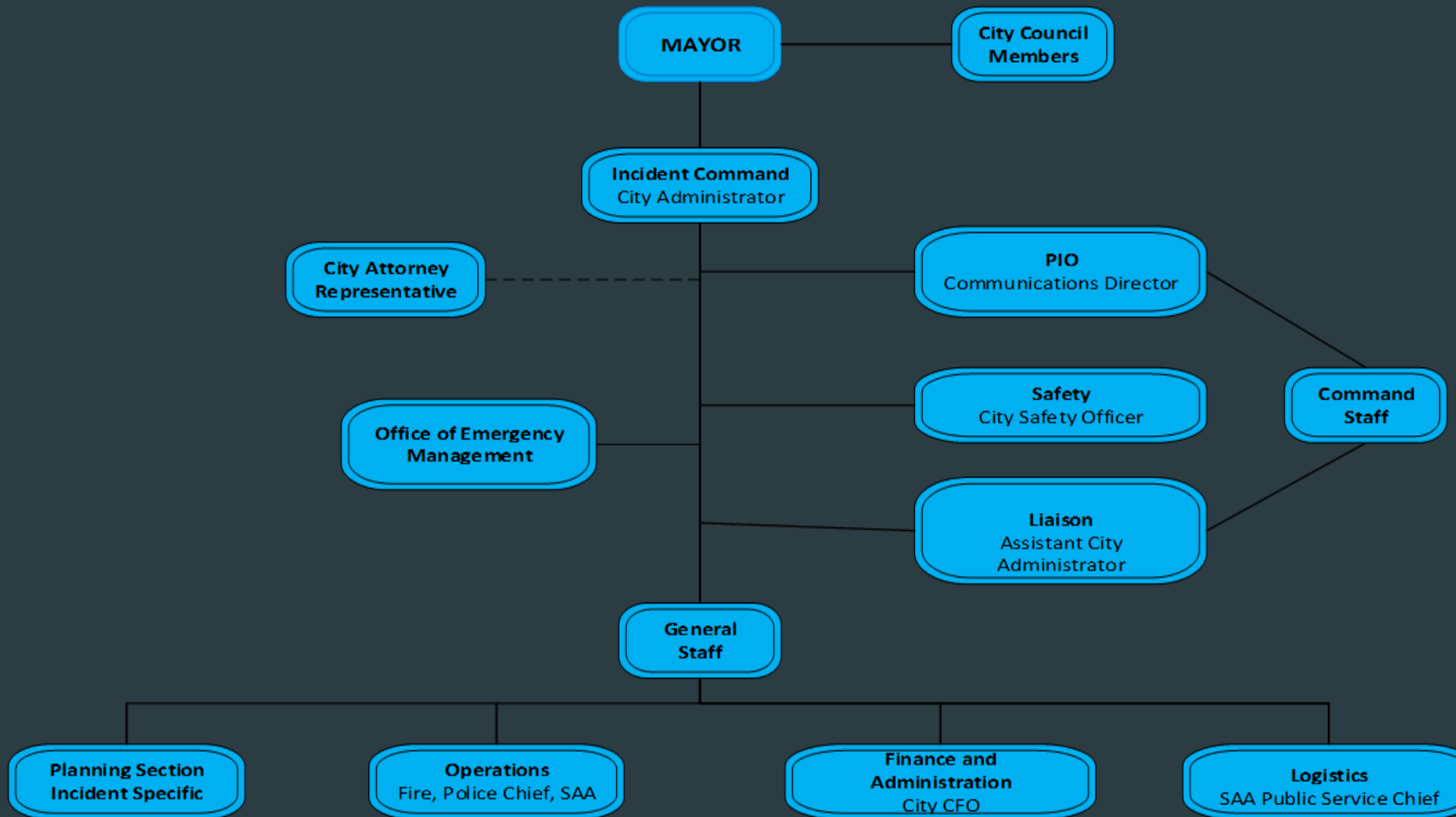
- ▶ The establishment of a single-point of contact for information dissemination, i.e. the PIO and city communication channels, is crucial to controlling information flow.
- ▶ Council plays an important role in disseminating city-verified information to residents. During a crisis, it will be vital that Councilmembers work together as a team vs. as individual players.
- ▶ Once the Joint Information Center has been established by the PIO, the Mayor serves as a spokesperson for the city.
- ▶ Sharing social media rumors or premature speculation about events will hinder emergency efforts by distracting first responders from priority public safety needs.
- ▶ Displays of patience, support and confidence in our emergency responders and the Emergency Operations Center team will ensure resources can remain focused on the tasks at hand, leading to a more effective outcome.

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Part 2

Incident Management System

Incident Command Structure



Incident Commander & Command Staff Functions

- ▶ **Incident Commander (IC)**-responsible for overall operational control and resolution of the emergency.
- ▶ **The Command Staff**-directly supports the IC at the EOC:
 - ▶ **PIO**-responsible for advising the IC on the best methods for keeping the public and media informed about the evolving situation, and for writing for IC's review, prior to issuing, all official press releases, and for setting-up and managing the media briefing center.
 - ▶ **Safety**-provides general advice and support regarding perceived or expected safety issues including, at ICs direction, notification of state and national safety agencies where appropriate.
 - ▶ **Liaison**-serves as the primary contact between IC and supporting agencies assisting at an incident.
 - ▶ **Office of Emergency Management**-provides IC with the appropriate emergency operations plans (EOPs) designed for the prevailing situation from the City's EOP and also provides direction on the procedure for the declaration of an Emergency through the State and Federal governments, if needed.

Incident Commander & General Staff Functions

- ▶ **General Staff**-Manages specific Sections of the Incident Command System (ICS) at the operations/tactical level. These are operational positions with specific Command responsibilities for the section's defined area.
 - ▶ **Operations Section Chief**-typically, the Fire or Police Chief. They may also function under a unified command arrangement where both share this responsibility. Manage on-scene strategy and tactics.
 - ▶ **Planning Chief**-collections, analyzes and interprets incident information, primarily consisting of the status of all resources, the need for additional resources in the hours ahead, and overall status of the incident. May also be required to develop strategic and tactical plans and options for IC to review and select from.
 - ▶ **Logistics Chief** -general responsibility for providing all resources, services, and support required by the incident. This section works very closely with OEM which has considerable information regarding acquisition of resources.
 - ▶ **Finance and Administration Chief**-responsibilities include tracking incident related costs, personnel records, requisitions, and administrating procurement contracts required by Logistics, and securing reimbursement from FEMA where appropriate.

Chief Operating Officer: City Administrator

- ▶ **Provides the leadership and management direction necessary to bring the emergency incident to a successful resolution-Serves as overall Incident Commander:**
 - ▶ Implement and cause to be appropriately staffed a formal Incident Command Structure, issues directions for the proper level of staffing at the EOC;
 - ▶ Identify and apply appropriate resources to support operational crews in the field;
 - ▶ Ensure elected leaders are informed of the situation and its effects on the community; assist them with their specific roles and responsibilities;
 - ▶ Provide appropriate and timely information to the public regarding the situation and directions as appropriate;
 - ▶ Provide for the ongoing safety of the community and its citizens and their property;
 - ▶ Interact with state and federal officials to provide appropriate operational support and resources necessary for bringing the incident under control.

Finance: Major Responsibilities

Oversee all accounting and financial aspects of the emergency/disaster:

- ▶ Establish a journal/log for recording major activities;
- ▶ Information Technology - Ensure network access, application availability, and advise on how city technological assets can support emergency response effort;
- ▶ Set up the accounting system for the emergency, including labor procurement contracts and all other accounts;
- ▶ Track equipment resources, document costs, time spent, claims, and financial accountability;
- ▶ Implement a contingency plan to provide cash access of up to \$50,000 in emergencies;
- ▶ Issue “Emergency Purchase Orders” under the direction of the City Administrator;
- ▶ Ensure that City/State/FEMA documentation files are initiated and expenses tracked in preparation for state and federal disaster assistance eligibility requirements;
- ▶ Compile and maintain a record of expenditures for personnel, equipment and supplies utilized within the finance department during the emergency operation;
- ▶ Compile the city personnel and overtime costs and provide other personnel information for State/FEMA documentation.

Public Services: Major Responsibilities

- ▶ **Assist rescue and recovery efforts by providing equipment and personnel as necessary:**
 - ▶ Ensure continuity and reliability of local drinking water supply system;
 - ▶ Provide barricades and signs for road closures and boundary identification;
 - ▶ Provide logistical support for acquisition of vehicles and personnel to transport essential goods, such as food, medical supplies, and heavy equipment for debris removal as appropriate;
 - ▶ Assist in determining resources needed for restoration and continuity of services;
 - ▶ Maintain contact with local utilities to determine the extent and cause of damage and outages;
 - ▶ Ensure public work crews report damage information regarding public facilities, need for debris clearance, emergency protective measures and other damage related information as appropriate to damage assessment teams;
 - ▶ Compile and maintain a record of expenditures for personnel, equipment and supplies utilized during the emergency operation.

Public Information: Major Responsibilities

- ▶ Coordinate and manage the release of information regarding the emergency/disaster:
 - ▶ Establish a single incident information center or press area at the scene; schedule media briefings and interviews as appropriate;
 - ▶ Establish a location for a Joint Information Center (JIC), if necessary;
 - ▶ Notify media agencies how media relations will be handled throughout the emergency;
 - ▶ Ensure all press releases and official information is reviewed by the executive group, verify that information is accurate before releasing it to the media;
 - ▶ Develop and release updated EAS messages based on incoming information;
 - ▶ Distribute prepared public educational materials explaining hazards and what people can do to protect themselves and recover from the situation;
 - ▶ Insure that accurate information is disseminated describing such items as the locations of shelters, missing persons information hotline, volunteer hotline, rumor control hotline;
 - ▶ Coordinate a media tour of disaster area, when appropriate;
 - ▶ Monitor all forms of media, both traditional and social, for rumors, and address rumors as soon as possible;
 - ▶ Compile and maintain a record of expenditures for personnel, equipment and supplies utilized during the emergency operation.

Fire Department: Major Responsibilities

- ▶ **Determine, apply and manage the resources necessary to stabilize or bring Fire, Explosion, Mass Causality, Haz/Mat and/or Technical Rescue situations under control:**
 - ▶ Establish on-scene Command post and apply appropriate Incident Command Structure, including Unified Command if appropriate;
 - ▶ Apply appropriate fire and explosion control measures;
 - ▶ Coordinate and support EMS Mass Causality Teams and provide patient care where appropriate;
 - ▶ Activate specialty teams as appropriate: Hazmat, Technical Rescue, Radiological, etc.;
 - ▶ Determine if incident is a result of Terrorism or Weapons of Mass Destruction, or assist law enforcement with this process;
 - ▶ Provide technical advice on issues including the removal of rubble, the structural integrity of buildings, etc.;
 - ▶ Compile and maintain a record of expenditures for personnel, equipment and supplies utilized during the emergency operation;
 - ▶ Call for and utilize Mutual Aid resources as necessary;
 - ▶ Assist with evacuations as necessary.

Community Services: Major Responsibilities

- ▶ Provide trained damage control evaluators and support other segments of the operation as may be required:
 - ▶ Provide vehicles and personnel to transport essential goods, such as food, medical supplies, and equipment for debris removal as available and appropriate;
 - ▶ Prepare and operate Recreation Centers as shelters as directed;
 - ▶ Assist in determining resources needed for restoration and continuity of services;
 - ▶ Provide trained damage assessors and activate Damage Assessment (DA) teams;
 - ▶ Collect and compile records for completion of a report to IC on the estimated nature and extent of damage to structures, public infrastructure, etc.;
 - ▶ Compile and maintain a record of expenditures for personnel, equipment and supplies utilized during the emergency operation.

Police Department: Major Responsibilities

- ▶ Provide security and access control at the following: Emergency Operations Center, Incident Command Post, Justice Center Holding Cell, Disaster Site, Shelters, Temporary Morgue, Others as required;
- ▶ Begin criminal investigations as needed and coordinate operations with state and federal law enforcement agencies if necessary;
- ▶ Secure scene perimeter and identify routes that need barricades and signs; request necessary assistance from Public Works;
- ▶ Implement any curfews ordered by the governor or declared locally by the CEO;
- ▶ Decide evacuation routes; consult with Transportation, Public Services, Michigan State Police and MDOT;
- ▶ Compile and maintain a record of expenditures for personnel, equipment and supplies utilized during the emergency operation;

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Part 3

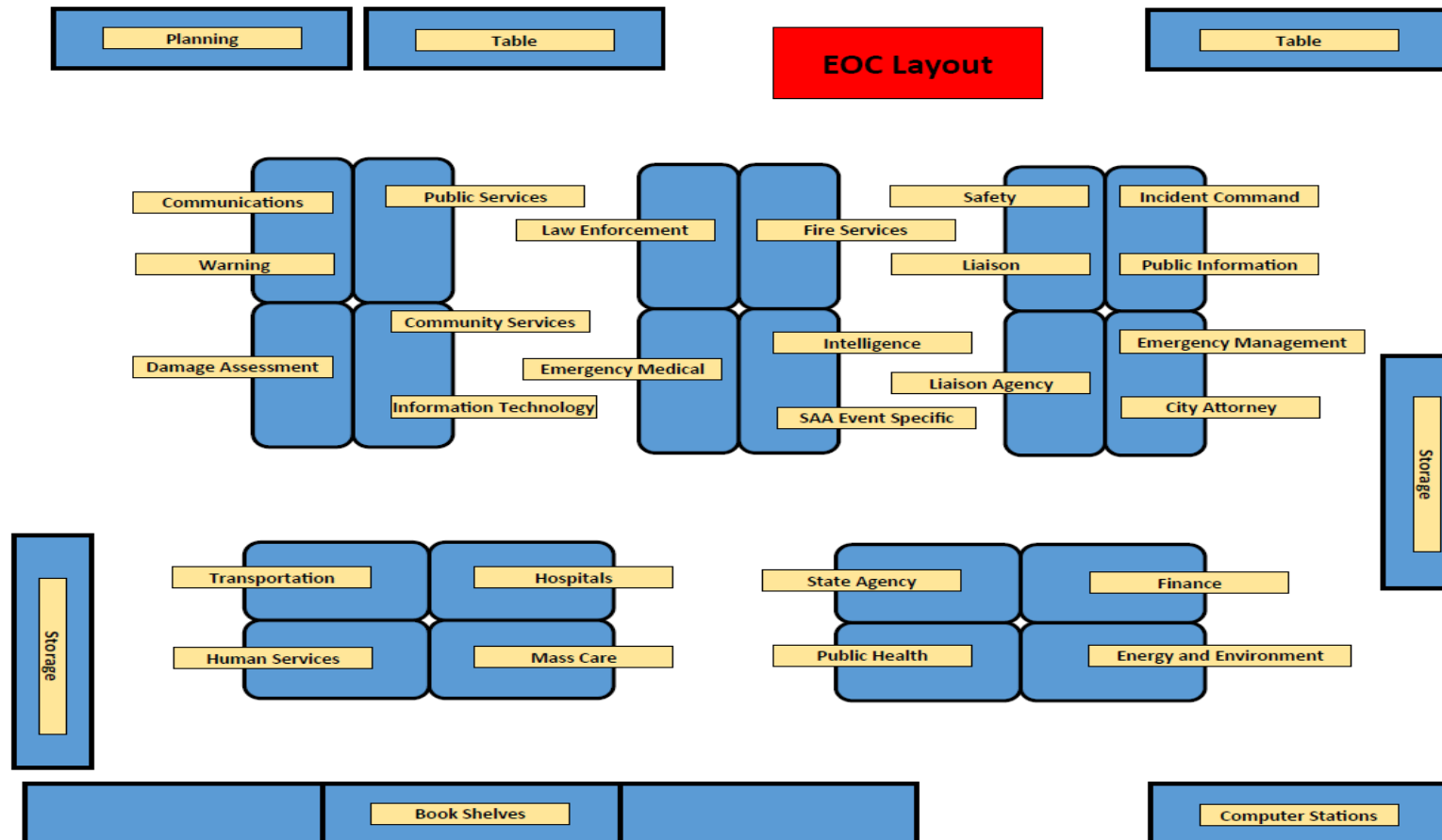
Mock Scenario/ Training Exercise

Emergency Management Response Training

Incident Scenario

- ▶ Situation: The National Weather Service has been predicting a marginal chance of severe weather in Southern Michigan for several days; in fact, it has been tracking a line of severe weather and storms extending from Kansas up through Minnesota, which is now moving east at a rapid rate. It is now 0700 hours on Thursday, May 25; it is 55 degrees with light rain.
- ▶ The Detroit office of the NWS has just published a slide set for all of SE Michigan Emergency Management agencies predicting a high probability level for severe thunderstorms with damaging winds, heavy rain and potential tornadic activity. They continue to follow the line of storms that has caused extensive damage in the mid-section of the country. Temperatures are expected to rise to the low 80's by 1400 hours today. The Weather Service has scheduled a Webinar with all Emergency Management agencies for 1000 hours this morning to update all them on current and predicted conditions as the day progresses.
- ▶ Following the situation closely, at 0945 hours this morning, the Michigan State Police Emergency Management Homeland Security Division activated the State Emergency Operations Center in anticipation of damaging severe weather as predicted, with a high level of confidence, by the National Weather Service. The Division also established an Event on MI CIMS for the anticipated weather. At 1100 hours, a severe thunderstorm watch is posted for all of SE Michigan until further notice.
- ▶ It is now 1230 hours and local media is reporting severe storms on the West side of Michigan moving into the Battle Creek area. Early reports suggest some funnel cloud activity may have been involved causing damage and injuries in the storm's wake as it moves into the Jackson area. The storms are continuing to move SE across the State with more damage now being reported.
- ▶ At 1300 hours, a Severe Thunderstorm Warning is issued for all of Washtenaw County for severe thunderstorms with 65 MPH gusts and heavy rain. At 1310, a tornado warning is issued for the Chelsea area in western Washtenaw County based on radar signatures. Washtenaw County and The City of Ann Arbor activate their Emergency siren warning systems. At 1315, a tornado warning was issued for eastern Washtenaw County including the cities of Ann Arbor, Saline, Ypsilanti, and Pittsfield Township.
- ▶ At approximately 1325 hours, calls begin coming into Washtenaw Metro Dispatch from Ann Arbor residents describing damage to structures, trees and limbs blocking roads, wires down, and injuries. Ann Arbor Police are dispatched to Slauson Middle school on reports of serious wind damage with some injuries; the first officer on scene is reporting extensive damage to the school and areas of the surrounding neighborhood, some roads are totally blocked. She requests additional units be dispatched to her location along with the Fire Department and EMS. AAFD too, is receiving similar calls for assistance and has emergency crews on the way to the same location as the AAPD officer.
- ▶ City Administrator and staff are now assembling at the city EOC.

Emergency Operations Center Layout



Incident Scenario-Situation Update

- ▶ **Situational Update—1345 hours:** City Administrator and staff are now at the city EOC. Police and Fire Crews are now on the scene. Initial reports indicate considerable damage to an estimated 35-40 square block area on the City's western side.
- ▶ Critical structures impacted by the tornado's path include Slauson Elementary School, two strip shopping centers (Westgate and Maple Village), and several small businesses along West Stadium Blvd. Also, many residential structures appear to have been extensively damaged; an exact number is not yet available at this early stage of the incident.
- ▶ AAFD reports numerous walking wounded and other injuries are apparent; HVA EMS Units are arriving on-scene and, in conjunction with IC, have requested that their Mass Causality protocols be implemented.
- ▶ A Unified Forward on-scene Incident Command structure between police and fire has been established at fire station #3 on Jackson Rd.
- ▶ AAPD is securing a perimeter around the impacted area. AAFD has requested the regional Technical Rescue Team be dispatched to the scene and is sectoring-off the scene so that search and rescue activates can begin on a wide scale basis.



Incident Scenario-Situation Update

- ▶ **Situational Update—1445 hours:** The following items require appropriate action:
- ▶ Several national news agencies are calling for up-to-date information
- ▶ The President of U of M is calling the City Administrator's Office asking advice on whether or not the school should stand-up its EOC and is offering any support the University can provide.
- ▶ The State Office of Emergency Management (OEM) just notified Ann Arbor OEM that the Governor wants to speak to the Mayor as soon as possible regarding the situation on the ground there.
- ▶ Numerous churches, the humane society and area cities and townships are calling to offer support.
- ▶ Forward (on-scene) Command, which has established a command post in vacated fire Station # 3 on Jackson Ave., is requesting activation of Michigan Taskforce-1 and Ohio Task Force-1 through the EMAC system to help with the search and rescue operations.
- ▶ Forward IC is asking for heavy equipment to assist with debris removal and search operations. They have also asked for the National Guard to help secure the scene.
- ▶ There is still no clear number regarding overall casualties at this time; the elementary school has been "cleared" by rescuers and mostly minor injuries have been reported. However, 5 severely injured school staff members (teachers and administrators) and 4 severely injured students have been removed to area emergency rooms.
- ▶ **What actions do you intend to take given this update?**



Incident Scenario-Situation Update

- ▶ **Situational update—1730 hours:** The following items require appropriate action:
- ▶ At the City Administrator's request, The Mayor and Council have gathered in chambers for a special emergency session; the Mayor intends to declare a local state of emergency and request the Governor to declare a State of Emergency in Ann Arbor. Council members are requesting information that they can share with their constituents as they are receiving numerous inquiries.
- ▶ Outside operational and support agencies are arriving in town, they will need to be fed and sheltered at considerable cost.
- ▶ The forward command post is asking for food and refreshments for weary 1st responders.
- ▶ Search and rescue operations continue within the various sectors of the emergency.
- ▶ EMS reports removing some 80 persons so far to area emergency rooms; they estimate they have treated some 120 persons for minor injuries at "field-level" triage and treatment positions near the scene.
- ▶ One fire is raging in Sector "A" involving a small Kwik Mart store; it is suspected that a natural gas leak may have started the blaze.
- ▶ Forward Command is requesting several portable light and generator rigs so operations can continue throughout the night.
- ▶ Relief shifts for overnight staffing at the EOC must be established and should begin at 2300 hours.
- ▶ **What actions do you intend to take given this update?**





Incident Scenario-Situation Update

- ▶ **Situational update—0700 hours (the next morning):** The following items require appropriate action:
- ▶ Forward Command reports that sectors “A”, “B”, and “C” have been cleared over night; clean-up and recovery operations can begin within these sectors. Sectors “D” and “E” are expected to be cleared by 1500 hours today as fresh search and rescue crews arrive on-scene this morning.
- ▶ Gas and Electrical service to the area has been shut-off. Emergency responders believed there may be water main breaks in Sectors “C”; it was dark and they could not tell for certain.
- ▶ The Governor, his staff, and the Mayor and Council members are requesting to tour the area at 1000 hours today.
- ▶ Forward Command is requesting an up-date on the day’s priorities once the final sectors are cleared—a command briefing for the day is to be scheduled at 0900 hours for all working parties.
- ▶ **What actions do you intend to take given this update?**