

Comprehensive Emergency Management Plan (CEMP)

Annex II

Preparedness



***Butte–Silver Bow Homeland Security and Emergency
Management Agency***

Annex II Preparedness

If we can't Prevent it, we need to Prepare for it.

A. General.

1. Trained and knowledgeable personnel are essential to successful preparation and implementation of disaster plans.
2. The Butte – Silver Bow Comprehensive Emergency Management Plan (CEMP) contains departmental emergency responsibilities and tasks, which translate to actions found within the CEMP's "Emergency Support Function (ESF)" schedule and within each department's emergency plans and standing operational procedures.
3. Butte – Silver Bow departments having emergency responsibilities need to educate, train, and equip their personnel to insure that planned responsibilities are achievable.
4. Further, emergency preparedness education programs for the general public will reduce disaster demands. An informed general public will also be more self reliant.
5. The five general elements of the local preparedness program include:
 - **Public Outreach and Readiness Campaigns;**
 - **Training and Exercising;**
 - **Responder Credentialing;**
 - **Capability-Based Planning; and**
 - **NFPA 1600 National Standards Compliance.**

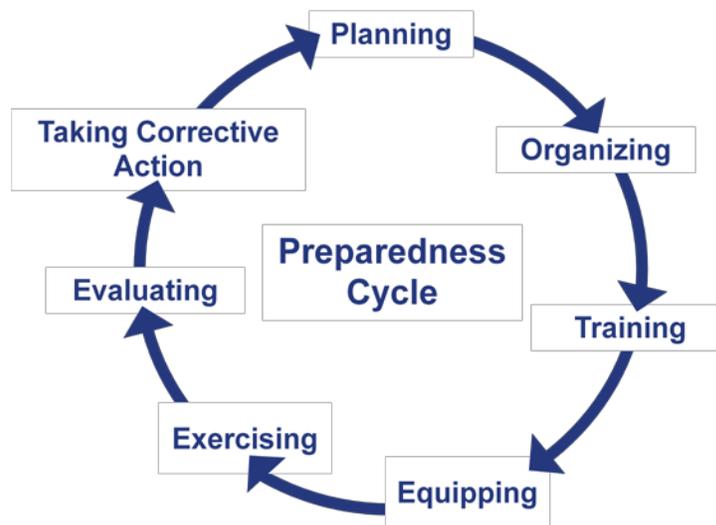
Departments having emergency/disaster responsibilities need to educate, train, and equip their personnel to insure that planned responsibilities are achievable.

B. Policies.

1. The CEMP is maintained, reviewed, and updated following a preparedness cycle that includes the progressive concepts of: *PLAN, TRAIN, EVALUATE, and IMPROVE*. See Figure 11: The Emergency Management Preparedness Cycle on following page.
2. Each department should budget for adequate training on such topics as necessary to ensure that they and their personnel are prepared to carry out their stated responsibilities and tasks.
3. Emergency Support Annexes Primary agencies are responsible for preparing and maintaining CEMP Functional Annexes.

4. Butte-Silver Bow Homeland Security and Emergency Management Agency (HSEMA) is responsible for **coordinating** overall planning, training, and exercising under the CEMP, including review and revision of the CEMP, related annexes, and supporting documents. HSEMA will offer a range of training classes and exercises to enhance planning and response capabilities of local government employees, schools, businesses, and emergency workers as funding allows.
5. Exercises will be consistent with the U.S. Department of Homeland Security Exercise and Evaluation Program (HSEEP) guidelines.

Figure 11: The Emergency Management Preparedness Cycle



C. General Preparedness Activities.

1. On-going community emergency preparedness activities coordinated by the Homeland Security and Emergency Management Agency include:
 - Encouraging critical facilities (hospitals, schools, nursing homes, utilities) to develop and maintain response and recovery plans.
 - Response resource development.
 - Equipment and supply acquisition for emergency response.
 - Emergency and disaster training exercises.
 - Emergency communications and power tests.
 - Continuous planning document development.
 - Emergency public information tests.
 - Schedule classroom courses, seminars, and workshops to enhance knowledge, skills, and abilities of local departments, private, and the non-profit sector.

D. Specific Preparedness Activities.

1. **Public Outreach Projects:** Outreach is defined as communication between HSEMA and the public to establish and foster mutual understanding of emergency information, promote public involvement in emergency preparedness, and influence behaviors, attitudes and actions.

HSEMA strives to focus its outreach efforts on building a unified understanding of the agency's mission, creating transparency, promoting disaster preparedness and community resilience, and developing cooperative relationships with various partners and stakeholders. Through this process, the outreach program will help HSEMA increase the level of trust and assistance to the citizens which it serves.

The goals of an effective outreach program are to improve the public's ability to prepare, respond, and recover from an emergency. Instituting this interaction with external constituencies provides a reciprocal benefit that emergency managers can better plan for contingencies knowing the public's increased knowledge and access to emergency preparedness information. This may also provide additional time in the immediate aftermath of a disaster since a better prepared and informed public may be more capable of self sustainment until the government and disaster relief organizations provide essential services.

HSEMA provides numerous public outreach projects, including presentations to community groups, mail-outs, print and broadcast media presentations, and seminars to encourage the citizens to prepare for a disaster.

2. **Training and Exercise Program:** HSEMA provides an integrated Training and Exercise Program to support the four mission areas of emergency management and the National Planning Scenarios, Target Capabilities List, and the Universal Task List. Having an integrated Training and Exercise Program is one of the most effective ways to measure the preparedness of local plans, equipment, and training within an all-hazards environment.

HSEMA will coordinate and conduct periodic trainings and exercises of this plan in order to ensure that effective and complete planning efforts associated with emergency response standards are maintained. In order to ensure maximum levels of readiness for emergency response and recovery operations, organizations that have defined CEMP roles and responsibilities will cooperate and participate in HSEMA-sponsored emergency exercises and training.

The Integrated Training and Exercise Program is designed to:

- a) Provide a self-sustaining structure to facilitate exercises from beginning to end stages of planning, design, execution, and evaluation;
- b) Ensure all exercises are HSEEP compliant and promoting the incorporation of the HSEEP supporting toolkits, Design and Development System, and Corrective Action System into local programs;

- c) Endorse the building block approach to exercise design which in turn promotes the development of a multi-year training and exercise plan;
 - d) Conduct comprehensive Training and Exercise needs assessments;
 - e) Build a library of After Action Reports and Lessons Learned and implement a strategy to follow through with corrective actions when necessary;
 - f) Address all-hazards threats through objective based exercises using directives found in the Target Capabilities List and Universal Task List;
 - g) Reinforce Incident Command System (ICS) best practices;
 - h) Meet National Incident Management System (NIMS) compliance requirements;
 - i) Consolidate multi-agency training requirements in order to prevent redundancy, reduce costs, facilitate tracking, and maximize efficiency.
 - j) Foster multi-jurisdictional and multi-discipline collaboration locally and regionally.
3. **Responder Credentialing Program:** Describes the administrative process and protocols to issue and validate a person’s identity and qualification for emergency response operations for the following three elements (1) identity, (2) qualification or affiliation, and (3) authorization for deployment).

Credentialing is critical component in any jurisdictions response to emergencies. It is imperative that authorized individuals be able to gain quick access to a site without laborious and time consuming identification confirmation. The federal government is creating a nationwide credentialing system as a part of the National Incident Management System. In the future the credentialing system will include documentation of professional qualifications, training and education certifications.

The benefit of implementing NIMS credentialing is that it provides confidence that the personnel and resources provided match the request; both parties, requester and supplier, are using the same criteria to identify knowledge, skills, and abilities. However, in order for this system to work it is imperative that the basic principles of *identity, qualification/affiliation, and invitation* are embraced and utilized.

Until further national and state guidance is developed, Butte-Silver Bow will initially comply with this credentialing program through the issuance of identification badges.

4. **National Standards Compliance:** The HSEMA seeks to demonstrate commitment to excellence and accountability by subscribing to the National Fire Protection Association 1600 Standards (NFPA).

NFPA 1600 establishes a common, high level set of criteria for disaster and

emergency management and business continuity programs to develop, implement, assess, and maintain these programs. The programs address management, planning, prevention, mitigation, implementation, response, recovery, testing and improvement. NFPA 1600 has been adopted by the U.S. Department of Homeland Security (DHS) as the national preparedness standard.

The standards criteria will be used to assess the agency programmatic readiness on an annual basis and findings will be incorporated into the agency strategic plan.

E. Capabilities-Based Planning and Preparedness.

1. The preparedness of Butte-Silver Bow departments, agencies, and local organizations is demonstrated by their capabilities to assist during emergency response. Therefore, we unreservedly adopt and will implement the national capabilities-based planning system that establishes measurable priorities, targets, performance measures, and a common approach to developing needed capabilities.
2. A “capability”: is the ability to provide the means to accomplish one or more tasks under specific conditions and to specific performance standards. A capability may be achieved with any combination of properly planned, organized, equipped, trained, and exercised personnel that achieves the intended outcome.
3. **Capabilities-Based Planning:**
 - a) Capabilities-Based Planning is a form of all-hazards planning. It addresses the uncertainty of the number and type of hazards or threats Butte-Silver Bow may encounter by using a wide range of possible scenarios thereby reducing the tendency to fixate on any one threat, hazard, or set of conditions.
 - b) In addition, the US Department of Homeland Security has established a set of target core capabilities jurisdictions are expected to develop and maintain. The focus of our preparedness and response capabilities remains that we need to build a set of core capabilities that can address the full range of potential threats or hazards, with particular focus on those that pose a higher risk.
4. In brief:
 - The Comprehensive Emergency Management Plan generally defines “**what**” needs to be done to manage a major incident.
 - The National Incident Management system generally defines “**how**” it needs to be done.
 - Capabilities-based planning generally defines “**how well**” it needs to be done.

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U.S. Department of Homeland Security Current Target Capabilities List

CORE CAPABILITIES by FOCUS AREA

A. Common Capabilities

1. Planning
2. Communications
3. Community Preparedness and Participation
4. Risk Management
5. Intelligence and Information Sharing and Dissemination

B. Prevent Mission Capabilities

6. Information Gathering and Recognition of Indicators and Warning
7. Intelligence Analysis and Production
8. Counter-Terror Investigation and Law Enforcement
9. CBRNE Detection

C. Protect Mission Capabilities

10. Critical Infrastructure Protection
11. Food and Agriculture Safety and Defense
12. Epidemiological Surveillance and Investigation
13. Laboratory Testing

D. Respond Mission Capabilities

14. On-Site Incident Management
15. Emergency Operations Center Management
16. Critical Resource Logistics and Distribution

17. Volunteer Management and Donations
18. Responder Safety and Health
19. Emergency Public Safety and Security
20. Animal Disease Emergency Support
21. Environmental Health
22. Explosive Device Response Operations
23. Fire Incident Response Support
24. WMD and Hazardous Materials Response and Decontamination
25. Citizen Evacuation and Shelter-in-Place
26. Isolation and Quarantine
27. Search and Rescue (Land-Based)
28. Emergency Public Information and Warning
29. Emergency Triage and Pre-Hospital Treatment
30. Medical Surge
31. Medical Supplies Management and Distribution
32. Mass Prophylaxis
33. Mass Care (Sheltering, Feeding and Related Services)
34. Fatality Management

E. Recover Mission Capabilities

35. Structural Damage Assessment
36. Restoration of Lifelines
37. Economic and Community Recovery

F. Training.

1. The Butte – Silver Bow HSEMA undertakes a continuous approach in preparing a response, recovery, and mitigation effort. Aside from developing and maintaining a local CEMP, HSEMA engages in numerous training sessions pertaining to natural disasters, technological disasters including hazardous material emergencies, and terrorism incidents.

2. State and federal agencies offer a variety of training and education programs available to local government. Training opportunities are provided, coordinated by the Montana Disaster and Emergency Services and the Federal Emergency Management Agency (FEMA), and include:
 - Emergency management training and education programs for first responders, emergency workers, Emergency Management Coordinators, public/private officials, and others.
 - Preparedness information/programs for the general public.
3. Butte – Silver Homeland Security and Emergency Management will:
 - Encourage departments to provide personnel training in specific emergency management skills and related professional development.
 - Is responsible for the oversight and administration of the homeland security and emergency, management exercise and training program.
 - Ensure training for Crisis Action Team (CAT)/Emergency Operations Center (EOC) staff.
 - Encourage public education efforts for schools, community groups, businesses, City/County employees, and the general public.
 - Coordinate drills and exercises.
 - Develop a personnel credentialing program as required by the State of Montana and U.S. Department of Homeland Security.
4. Butte – Silver Bow departments are expected to:
 - Ensure that their employees are trained in the concepts of the City-County's Comprehensive Emergency Management Plan (CEMP), and in their particular department/agency emergency plans and standing operational procedures.
 - Ensure appropriate staff are trained according to the Federal Department of Homeland Security NIMS/ICS mandated training matrix.
 - Encourage their employees to develop personal preparedness plans and supplies.
 - Encourage department public education programs to include emergency preparedness and emergency management information.

G. Exercises.

The Butte – Silver Bow Emergency Management Coordinator will coordinate involvement

of the Butte – Silver Bow administration, department heads, and key staff in situational drills, table-top or functional exercise to test the Comprehensive Emergency Management Plan (CEMP), and the City-County’s capability to respond to emergencies. City-County departments and agencies that participate in these programs vary by type of exercise.

1. Exercise Schedule

Exercises are conducted on a four year cycle to determine if plans and procedures are operationally sound and to meet mandated requirements. The Butte-Silver Bow **Multi-Year Training and Exercise Plan** will provide specific scheduling details; however, at least one evaluated exercise should be planned per City-County fiscal year.

2. Agency Participation

All agencies with emergency responsibilities should participate to the fullest extent possible in the scheduled exercises. When agency or function specific drills are conducted, generally, only the agencies responsible for those functions will participate.

3. Program Components

The seven components of the exercise program include the following:

a) Seminars

Seminars are generally employed to orient participants to, or provide an overview of, authorities, strategies, plans, policies, procedures, protocols, response resources, or concepts and ideas.

b) Workshops

Workshops usually focus on development of a product by the attendees. Organization of attendees into functional groups, aided by facilitators and the use of breakout sessions, with common results often presented and approved in a final session. In conjunction with exercise development, workshops are most useful in planning specific aspects of exercise design.

c) Table-Tops

Tabletop exercises involve senior staff, elected or appointed officials, or other key staff in a informal setting to discuss simulated situations. This type of exercise is intended to stimulate discussion of various issues regarding a hypothetical situation.

d) Games

A game is a simulation of operations that often involve two or more teams, usually in a competitive environment, using rules, data, and procedures designed to depict an actual or assumed real-life situation. It does not involve the use of actual resources, but the sequence of events affects, and is in turn affected by, the decisions made by the players.

e) Drills

A drill is a coordinated, supervised activity usually employed to test a single specific operation or function in a single agency. Drills are commonly used to provide training in the use of new equipment, to develop or test new policies or procedures, or to practice and maintain current skills.

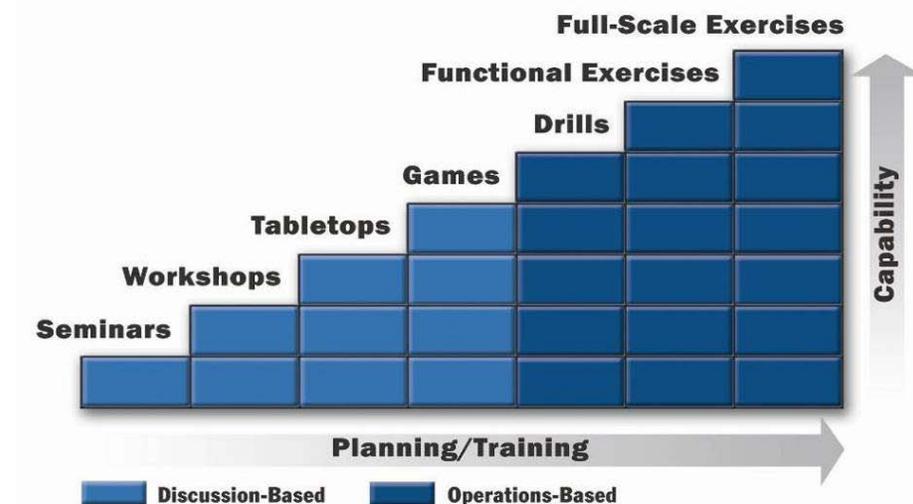
f) Functional

The functional exercise is designed to test and evaluate individual capabilities, multiple functions or activities within a function, or interdependent groups of functions. It is generally focused on exercising the plan, policies, procedures, and staffs of the direction and control nodes of Incident Command and Unified Command. Events are usually projected through an exercise scenario, with event updates that drive activity at the management level. The movement of equipment and personnel is simulated.

g) Full-Scale

In a full-scale exercise, response elements are required to mobilize and deploy to a designated site or locate in response to a simulated attack, generally for an extended period. Actual mobilization and movement of personnel and resources are required to demonstrate coordination and response capability. ECC and field command posts are activated.

Figure: 12 Increasing Exercise Complexity Model



4. Exercise Evaluation and Improvement Remediation

Critiques are held after each exercise to assess the results and areas for improvement identified. An after action report will be completed for each exercise action report will be completed for each exercise. The critiques are objectively written to identify strengths and areas of improvement.

Role of the General Public

What do the citizens of Butte-Silver Bow need to know to be as prepared as possible for a disaster?

RECOMMENDATIONS

The citizens of Butte Silver Bow may turn out to be the most important link of all in the effort of preparing a city for disaster.

While the city's emergency response and personnel are in place, trained, equipped and ready to react, when they actually have to respond to something as large scale as a major earthquake, a necessary prioritization of their activities comes into play. Depending upon the scope and extent of threat to life and damage to property, citizens may find themselves having to be self-sufficient for a time while emergency responders assess and deal with the most urgent needs in the city, possibly days. Emergency personnel will be unable to sustain the response times to an individual call for assistance that citizens have come to expect under normal conditions.

It is with that in mind that we ask citizens to prepare themselves by taking the following actions.

1. **Prepare a disaster supply kit** containing – at the very minimum – the following supplies:
 - A supply of dry or canned food and drinking water for seven to ten days (for each person in your family). Figure one gallon of water per person per day.
 - A manually-operated can opener if your stored food is canned.
 - A battery-powered radio with extra batteries. KBOW/KOPR and KXTL would be local stations to tune to for emergency information, if other sources such as TV are not working.
 - A flashlight with extra batteries.
 - A First Aid kit (and knowledge of how to use it)
 - A 7-10 day supply of necessary medications

Your home disaster kit should be stored in an easily accessible location such as a hall closet, so you may grab it quickly if you need to evacuate. If you spend much time in your car or at a job, you should also have a disaster kit for those locations.

2. **Establish an out-of-state contact** for your family. When phones go out locally during a disaster, often you can still call out of state. By choosing a person out-of-

state and sharing their phone number with family members, everyone can check in with that person and re-establish family communication.

3. Make family plans for the following, and practice them.

- Fire. Everyone should know two ways out of each room in your house, and you should establish a place outside the house where everyone will meet once they get out.
- Earthquake. Everyone should know what to do during an earthquake – Drop, Cover and Hold. Get under a piece of furniture, hold on and wait for the shaking to stop. Do not run outside during an earthquake, where you face hazards from trees, utility wires, falling chimney bricks or other building attachments. Be aware that aftershocks may happen once the initial quake is over.

4. Consider purchasing a NOAA Weather Radio. NOAA (National Oceanic & Atmospheric Administration) Weather Radio is Washington’s all-hazards warning system, used not only for food and weather-related events, but also for hazards like tsunamis, volcanic activity, hazardous releases and Amber Alerts. It can be programmed to alert you only to hazardous events in your local area.

5. Know how to turn off your utilities (water, electricity and natural gas), in the event you have to do so in an emergency situation.

6. Learn the disaster procedures at your child’s school or day care. There are policies and procedures for releasing students during or after, and for locking down the facility and providing for the students’ welfare should they need to stay at the school for awhile. Parents/caregivers need to understand these procedures and work within them. Understand that they were created with the safety of the children in mind.

7. Consider taking advantage of training that may help you and your family in a disaster or emergency situation:

- First Aid – available through the local American Red Cross chapter.
- CERT (Community Emergency Response Teams) – Disaster response skills training available free to Butte-Silver Bow residents through the Homeland Security and Emergency Management Agency.

Attachment 1
NIMS-ICS MINIMUM TRAINING MATRIX

To Be Developed

Attachment 2

BUTTE-SILVER BOW CREDENTIALING SUPPORT PLAN

To Be Developed

Attachment 2

BUTTE-SILVER BOW MULTI-YEAR TRAINING AND EXERCISE PLAN

To Be Developed