

**PROJECT FOR NACBA CERTIFICATION**

**KEEP ME SAFE, O GOD...**  
**Planning for Emergency Preparedness and Response**

**FIELD OF STUDY: PROPERTY MANAGEMENT**

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ERIE, PA.

MARCH 2007

UNION THEOLOGICAL SEMINARY AND  
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CERTIFICATION CENTER



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## **Abstract**

Those of us that have not planned for as many contingencies as possible are gambling with disaster, and the stakes are way too high not to plan properly. It is for this reason that I considered this as my certification project. There are many other areas that I considered as possible projects, but none that will have the impact that emergency response planning will have in a real life situation. The devastating effects that crisis situations have on people and communities can be minimized by prior planning. It is in every ones best interest to prepare for the worst and hope for the best. Hiding your head in the sand and pretending that these situations can not happen, is negligent leadership and could have devastating effects on all of those an emergency situation could impact.

## Preface

First Presbyterian Church of the Covenant has deep roots in the Erie community. Mergers of significant Presbyterian congregations dominate the history of the church. In 1927, two strong, independent downtown Presbyterian churches met to discuss the possible uniting of their congregations. The universal approval of this union resulted in the formation of a joint committee to build a new church edifice on land that stretched from Sixth to Seventh Streets near the intersections with Myrtle Street. On February 8, 1929, the congregation of Park Church, formerly located at South Perry Square, united with the congregation of Central church, formerly located at Tenth & Sassafras Streets, to become the Church of the Covenant. The united congregation recorded an initial membership of 1,804 people.

On June 16, 1929, the newly formed congregation celebrated the laying of the cornerstone for the new church building. Since the laying of the cornerstone the church has reached out to the surrounding community, the state and several nations through its mission initiatives and programs. Some of which include the Covenant Preschool, The Food Pantry, Campus Ministry at Gannon University, Mission trips to China, Jamaica, Oklahoma Indian Nations, Tanzania South Africa and several others. It is this desire to care for others and the events of 911 that has awakened the church to the need to be prepared in the case of a disaster, not only in our own community but to explore ways in which to reach out to those in other communities as well. It is my hope that through this project we might be better prepared to meet those needs both physically and spiritually

## **Introduction**

Devastating attacks, such as the attacks on the World Trade Center and the Pentagon, have left many concerned about the possibility of future incidents in the United States and their potential impact. The Church has a unique roll in disaster management providing not only the practical or physical but also meeting spiritual needs and counseling for disaster victims, these attacks have raised uncertainty of what could happen next, while increasing stress levels. Never the less there are things you can do to prepare for the unexpected and reduce the stress that you may feel now and in the future should another emergency arise. Taking preparatory action can reassure you and your congregation that you can expect a measure of control in the face of such events. Every year emergencies take their toll on communities spiritually and in lives and dollars. This guide to emergency preparedness will inform on what to do before, during and after an emergency arises. It will help limit injuries and damages and return more quickly to normal operations.

## Statement of Objectives

The objective of this project is to Awake, Encourage and Equip each member of our congregation to be able to react to an emergency in such a way as to preserve lives and protect property from the devastating effects of catastrophic events that can happen to any of us.

We plan to Awaken each member to their need to be aware of the types of emergencies that are most likely to occur in our specific area and what they can do to be prepared when and if it occurs. We plan to accomplish this through a course of education which will be included in new member classes, new officer training, as well as ongoing training for our staff.

We plan to Encourage each member to use their gifts and skills in such a manner that each one will feel as if they have something to contribute. God has equipped each of us uniquely to respond to emergency situations using our own gifts and skill set. Each member will be encouraged to do so.

We plan to Equip members using our Emergency Management Plan, Experts within our Congregation, Emergency Management System Personnel, Consultants and Trainers to prepare our members to be able to react to an emergency, should one occur. This training will be ongoing and recurring as we continue to educate new members and officers as they come in to the congregation or take office.

## History

The Federal Emergency Management Agency - a former independent agency that became part of the new Department of Homeland Security in March 2003 - is tasked with responding to, planning for, recovering from and mitigating against disasters. FEMA can trace its beginnings to the Congressional Act of 1803. This act, generally considered the first piece of disaster legislation, provided assistance to a New Hampshire town following an extensive fire. In the century that followed, ad hoc legislation was passed more than 100 times in response to hurricanes, earthquakes, floods and other natural disasters.

In the 1940s, the emphasis began to be placed on civilian defense. At that time, most activities were concentrated at the coastlines of the United States for detection of enemy aircraft and coastal invasion. The chart below shows the recommended set up of a local civil defense organization. This chart is from the Office of Civilian Defense; which was a United States federal emergency war agency set up May 20, 1941 by Executive Order 8757 to coordinate state and federal measures for protection of civilians in case of war emergency. Its two branches supervised protective functions such as blackouts and special fire protection and “war service” functions such as child care, health, housing, and transportation. The agency was terminated by Executive Order 9562 of June 4, 1945.

In the 1950s and 1960s, the “Cold War” between the United States and Soviet Union provided additional duties and responsibilities. The threat of atomic warfare resulted in the Civil Defense agencies being charged with providing information on surviving an atomic attack. The following figures, (1-5), are a depiction of what this information looked like during the 1950’s in the United States



*Fig 1. Civil Defense Poster*  
(*Wikipedia contributors, 'Duck and cover', Wikipedia, The Free Encyclopedia, 31 March 2007, [http://en.wikipedia.org/w/index.php?title=Duck\\_and\\_cover&oldid=119189065](http://en.wikipedia.org/w/index.php?title=Duck_and_cover&oldid=119189065))*  
*Accessed 4 April 2007 used with permission*



*Fig 2. Fallout Shelter*  
(*Wikipedia contributors, 'Fallout shelter', Wikipedia, The Free Encyclopedia, 31 March 2007, [http://en.wikipedia.org/w/index.php?title=Fallout\\_shelter&oldid=119187172](http://en.wikipedia.org/w/index.php?title=Fallout_shelter&oldid=119187172))*  
*Accessed 4 April 2007 used with permission*

Shelters in rural areas could be located in the basement or in a root cellar. This is an attractive interior of basement family fallout shelter that includes a 14-day food supply which may be stored indefinitely, a battery-operated radio, auxiliary light sources, a two-week supply of water, and first aid, sanitary and other miscellaneous supplies and equipment.

The following pictures show Individual supplies that were stocked in the Community Fallout Shelters, Radiological detectors, and some medical supplies that were included in community shelters



*Fig 3. Medical supplies in a fallout shelter  
(Eric Green Webmaster, Civil Defense Museum  
<http://www.civildefensemuseum.com/cdmuseum2/supply/medical.html>)  
Accessed 24 February 2007 used with permission*

Figure 7 shows the contents of a Shelter Medical Kit. The can of alcohol actually has about half of the alcohol still in it. The big box at the left rear of the picture is the purified cotton and the white package at the right rear is the package of gauze pads. The

smaller white envelope package near the gauze is the pack of cotton tipped swabs (q-tips).



*Fig 4.*  
*(Eric Green Webmaster, Civil Defense Museum*  
*<http://www.civildefensemuseum.com/cdmuseum2/supply/radkits.html>)*  
*Accessed 24 February 2007 used with permission*



*Fig 5. Display at a local Fair*  
*(Eric Green Webmaster, Civil Defense Museum*  
*<http://www.civildefensemuseum.com/shelsupp.html>)*  
*Accessed 24 February 2007 used with permission*

Even before President Truman signed the legislative act that created our modern civil defense program (January 12, 1951), the national need for special radiological instruments for civil defense had been recognized. In December 1950, letters signed by James J. Wadsworth, an official in the Executive Office of the President, had been sent to State Governors encouraging them to obtain such instruments. The Federal Civil Defense Administration (FCDA) offered to pool the State orders to obtain more favorable prices through procurement in quantity. The National Bureau of Standards (NBS) had agreed to make tests to ensure the quality and correct calibration of the instruments purchased. All procurement costs were to be the responsibility of the States. Testing and calibration costs would be borne by the NBS.

By the 1930s, when the federal approach to problems became popular, the Reconstruction Finance Corporation was given authority to make disaster loans for repair and reconstruction of certain public facilities following an earthquake, and later, other types of disasters. In 1934, the Bureau of Public Roads was given authority to provide funding for highways and bridges damaged by natural disasters. The Flood Control Act, which gave the U.S. Army Corps of Engineers greater authority to implement flood control projects, was also passed. This piecemeal approach to disaster assistance was problematic and it prompted legislation that required greater cooperation between federal agencies and authorized the President to coordinate these activities. The 1960s and early 1970s brought massive disasters requiring major federal response and recovery operations by the Federal Disaster Assistance Administration, established within the Department of Housing and Urban Development (HUD). Hurricane Carla struck in 1962, Hurricane Betsy in 1965, Hurricane Camille in 1969 and Hurricane Agnes in 1972. The Alaskan Earthquake hit in 1964 and the San Fernando Earthquake rocked Southern California in 1971. These events served to focus attention on the

issue of natural disasters and brought about increased legislation. In 1968, the National Flood Insurance Act offered new flood protection to homeowners, and in 1974 the Disaster Relief Act firmly established the process of Presidential disaster declarations.

However, emergency and disaster activities were still fragmented. When hazards associated with nuclear power plants and the transportation of hazardous substances were added to natural disasters, more than 100 federal agencies were involved in some aspect of disasters, hazards and emergencies. Many parallel programs and policies existed at the state and local level, compounding the complexity of federal disaster relief efforts. The National Governor's Association sought to decrease the many agencies with which state and local governments were forced work. They asked President Jimmy Carter to centralize federal emergency functions.

President Carter's 1979 executive order merged many of the separate disaster-related responsibilities into a new Federal Emergency Management Agency (FEMA). Among other agencies, FEMA absorbed: the Federal Insurance Administration, the National Fire Prevention and Control Administration, the National Weather Service Community Preparedness Program, the Federal Preparedness Agency of the General Services Administration and the Federal Disaster Assistance Administration activities from HUD. Civil defense responsibilities were also transferred to the new agency from the Defense Department's Defense Civil Preparedness Agency.

John Macy was named as FEMA's first director. Macy emphasized the similarities between natural hazards preparedness and the civil defense activities. FEMA began development of an Integrated Emergency Management System with an all-hazards approach that included "direction, control and warning systems which are common to the full range of emergencies from small isolated events to the ultimate emergency - war."

The new agency was faced with many unusual challenges in its first few years that emphasized how complex emergency management can be. Early disasters and emergencies included the contamination of Love Canal, the Cuban refugee crisis and the accident at the Three Mile Island nuclear power plant. Later, the Loma Prieta Earthquake in 1989 and Hurricane Andrew in 1992 focused major national attention on FEMA. In 1993, President Clinton nominated James L. Witt as the new FEMA director. Witt became the first agency director with experience as a state emergency manager. He initiated sweeping reforms that streamlined disaster relief and recovery operations, insisted on a new emphasis regarding preparedness and mitigation, and focused agency employees on customer service. The end of the Cold War also allowed Witt to redirect more of FEMA's limited resources from civil defense into disaster relief, recovery and mitigation programs.

In 2001, President George W. Bush appointed Joe M. Allbaugh as the director of FEMA. Within months, the terrorist attacks of Sept. 11<sup>th</sup> focused the agency on issues of national preparedness and homeland security, and tested the agency in unprecedented ways. The agency coordinated its activities with the newly formed Office of Homeland Security, and FEMA's Office of National Preparedness was given responsibility for helping to ensure that the nation's first responders were trained and equipped to deal with weapons of mass destruction.

Billions of dollars of new funding were directed to FEMA to help communities face the threat of terrorism. Just a few years past its 20<sup>th</sup> anniversary, FEMA was actively directing its "all-hazards" approach to disasters toward homeland security issues. In March 2003, FEMA joined 22 other federal agencies, programs and offices in becoming the Department of Homeland Security. The new department, headed by Secretary Tom Ridge, brought a coordinated approach to national security from emergencies and disasters - both natural and

man-made. Today, FEMA is one of four major branches of DHS. About 2,500 full-time employees in the Emergency Preparedness and Response Directorate are supplemented by more than 5,000 stand-by disaster reservists.

As it has for more than 20 years, FEMA's mission remains: to lead America to prepare for, prevent, respond to and recover from disasters with a vision of "A Nation Prepared." At no time in its history has this vision been more important to the country than in the aftermath of Sept. 11<sup>th</sup>.<sup>1</sup>

*1. FEMA.gov, FEMA History  
<http://www.fema.gov/about/history.shtm>  
Accessed 24 February 2007*

## Preparation

When I first became aware that there was a need to start planning for emergencies it brought to mind a number of situations that we might have to be prepared to deal with as a church, everything from a scraped knee on the playground to a natural disaster. Keeping in mind the times that we live in now, a possible terrorist attack such as those that have been perpetrated in recent days, suicide bombers, poison gas attacks, white powder anthrax in envelopes delivered by the post office and airplanes crashing in to buildings. These thoughts are overwhelming to say the least. How on earth can we possibly be prepared to handle all of these situations? There seem to be too many situations to deal with.

As I was discussing this with the leadership of the church we came to the conclusion that we have no choice but to start to plan for the most likely scenarios for our current situation and then to continue to work on other less likely scenarios. I was discussing what a large project this could be with my assistant and was reminded of a saying we sometime use around here when we have a large seemingly overwhelming task to accomplish, “You eat an elephant one bite at a time”, this saying seems appropriate when I consider the scope of this project.

After overcoming the initial shock of the immensity of the task at hand I started searching to see if there were any resources available to help with the planning process. I found that there are a few resources available for churches, which are generic in nature and would have to be adapted to meet our specific needs. To a large degree with the exception of buying insurance, churches practice risk management today much like churches have done over the centuries, we hope nothing happens. The difference today however can be summed up in a word *Litigation*. For several reasons churches are now being named in civil lawsuits just like any other organization. In the past, when accidents happened within the church little

thought was given to litigation, but that has changed. This leads me to believe that since each organization has needs, requirements and or responsibilities that are specific to their own situations, each individual organization needs to develop their own plan.

With this in mind, I started collecting whatever resources I could find. I looked on the internet and found that some church groups had plans for individual situations such as child / sexual misconduct or fire and evacuation plans, but not a comprehensive plan. I was left wondering where I could find an example of a comprehensive crisis management plan. I went to some of the leaders in our congregation who are also professionals in the community and work at non-profit agencies, such as hospitals, to see if they had plans in place, and again I found that each separate situation had been addressed as a separate policy. I started to think that maybe that would be the best approach. There are several good resources that can be found on the NACBA web site that will help churches develop a step by step approach to risk management. I decided to adapt an emergency management guide for businesses and industry to make it specific to our needs as a church. It is the most comprehensive guide that I could find and its framework can easily apply to any organization that has a need to plan for emergencies.

I suggested to the Session of our church that we establish a planning team to research and start to study and gather resources for the situations that had not previously been addressed in a policy. The size of the planning team depends on the facility's operations, requirements and resources. We followed our polity in establishing authority for the planning team. It included the officers from the three boards and was chaired by an Elder representative of the Session. The Team decided to adapt the church's mission statement, as the mission statement for our team; To Awaken, Encourage and Equip each member to be prepared for and trained to act in an emergency situation. We decided to meet regularly to share

information that had been gathered, and to decide what information still needed to be gathered. Our budget was set at \$4,500.00 which included allowance for bringing in an outside consultant.

Once we had all of the information that was available for individual situations, we decided that we should set up meetings with the local emergency response teams in our area to analyze capabilities and hazards that we may face in our area. This turned out to be a very useful decision, due to the fact that these groups had spent a lot of time and effort in identifying possible scenarios for the downtown area that we are located in and had response plans in place. This information is crucial to writing a plan for our organization. Knowing how and when these teams respond to different levels of crisis situations is critical to how our plan should be written. It is also crucial to share the plans that are adopted by our organization with these response teams so that they know how we are going to react in a crisis situation.

Coordination of services may save time and prevent duplication of effort in the case of an emergency and since response time in an emergency may save lives, it is absolutely necessary to coordinate not only with external organizations but to keep the departments within the church educated as to what these processes are. If the groups that these policies affect are not trained in how we plan to respond in different situations it would create confusion and chaos and that may cost someone their life. As you can see, those of us that have not planned for as many contingencies as possible are gambling with disaster, and the stakes are way too high not to plan properly.

It is for this reason that I considered this as my certification project. There are many other areas that I considered as possible projects, but none that will have the impact that emergency response planning will have in a real life situation. The devastating effects that crisis situations have on people and communities can be minimized by prior planning. It is in every

ones best interest to prepare for the worst and hope for the best. Hiding your head in the sand and pretending that these situations can not happen, is negligent leadership and could have devastating effects on all of those an emergency situation could impact.

The first consideration is to establish a planning team and to decide who to ask. I decided I would ask for help from some of the members I work the closest with as they would have a better working knowledge of the members of the congregations skill set than I have. We came up with a list of potential team members from all functional areas and started to interview them individually as to their qualifications, whether they would be an active member or if they would serve in an advisory capacity. We also needed to establish authority giving the team the permission to take the steps necessary to develop a plan. Our group is led by our president of trustees. Budgeting for a new project is always a difficult task since all of the ministry areas vie for the same dollars out of general fund someone has to make sacrifices to allow us to fund things like research, printing, seminars, consulting services and other expenses. This process took several months due to scheduling difficulties. Once we had the team selected, we had to come up with an action plan as to how we were going to work towards gathering the information we would need to plan effectively for whatever emergencies we would have to deal with should they arise.

We discussed many different emergency response scenarios that a church might have to deal with. We decided to do a risk analysis to determine which, if any, of these scenarios would be most likely to happen in our area. We had a unique opportunity in which we were able to have a risk management intern from Gannon university work with us. Some of the scenarios we explored were Fire, Flood, Terrorism, Earthquake, and child abduction. Basically what we would normally purchase insurance to protect against. We decided the best approach to gathering this information was to have a meeting with our insurance companies risk

management representative, our risk management intern, the president of trustees and myself to identify areas of concern. The type of information that we were looking for was anything that might relate to a possible emergency situation that could affect our congregation on any level.

Another part of the planning process was to determine what capabilities we had to respond to the most significant emergencies that could affect us. The resources we would need to evaluate are internal like Personnel and Equipment and external like Fire Departments, Police and Local Service Organizations. Once all of the information relating to the different types of emergencies has been gathered, they each need to be assessed to determine our vulnerability. This then has to weigh against what capabilities we have internally to respond and which capabilities we would have to depend on other organizations to help us with. This would best be accomplished by assigning this to smaller groups that would look specifically at each risk.

The next step was to develop a plan for each of the specific emergency areas in which a response may be needed. The guide in Appendix A, list them by category Historical, Geographical, Technological, Human Error, Physical, and Regulatory. For each of these areas the probability needs to be estimated for our facility, along with the impact on people, property, and daily business if they should occur. Which of our internal and external resources should we use to help negate the severity of the impact that they would have. This will then help to develop additional procedures and training to address the shortfalls. Figure 6. is a table that will help in assessing probability:

High Frequency	3	6	9
Moderate Frequency	2	5	8
Low Frequency	1	4	7
	Low Severity	Moderate Severity	High Severity

*Fig. 6. Assessing Losses Based On Frequency and Severity  
 (James F. Cobble Jr. and Richard R. Hammar,  
 Risk Management Handbook for Churches and Schools).  
 (Christian Ministry Resources, Matthews, NC 2001), 22*

The first category is **Historical**, What types of emergencies have occurred in this community, at this facility or other facilities in the area?

- Fires
- Severe Weather
- Hazardous material spills
- Transportation accidents
- Earthquakes
- Hurricanes
- Tornadoes
- Terrorism
- Utility Outages

The Erie Community has been impacted by several hazards on this list. The North Eastern United states has buildings dating back to the 1800's this has increased the potential for fire related emergencies due to outdated electrical wiring, buildings built before current codes were in effect and severe lightening storms coming off of Lake Erie. Severe weather is also a primary source of concern with our proximity to the Lake, Hazardous material spills are serious threat to our area due to Interstate 90 and the Bay Front connector being in close proximity to the city and our neighborhood. Transportation accidents directly relate to our proximity to these highways combine this with the possibility of severe winter storms and

transportation can be a nightmare in this area. Earthquakes are also known to occur in the great lakes area so this would be a concern for us as well. Terrorism is a concern for everyone but our proximity to the Canadian border as a port city increases our risk significantly. And Finally Utility outages from winter storms are a common occurrence.

The second category is **Geographic**, What can happen as a result of the facilities location? Keep in mind:

- Proximity to flood plain, seismic faults and dams
- Proximity to companies that produce, store, use or transport hazardous materials
- Proximity to major transportation routes and airports
- Proximity to nuclear power plants

There are a couple of concerns in this category that are relevant to our location. With our proximity to Lake Erie there is a possibility of flooding and there are fault lines that run through the lake. This would have an impact on us if there were either severe weather that would cause flooding or if there were an earthquake of any significant measure on the lake, we could have a large tsunami type incident; especially since Lake Erie is relatively shallow in comparison to other bodies of water of the same magnitude.

The third category is **Technological**, what could result from a process or system Failure? Possibilities include:

- Fire, explosion, hazardous materials incident
- Safety system failure
- Telecommunications failure
- Computer systems failure
- Power failure

- Heating/cooling system failure
- Emergency notification system failure

There are several areas on this list that would severely impact the church if we were to have process or systems failure in any of these categories. Fire or explosion is of main concern in the maintenance area. This facility is heated by two boilers if there were a safety systems failure in this area and the boilers were to explode it could possibly take half of the building with it. Also related to the boilers and heating system if they were to fail in the middle of winter we would have serious problems with other systems throughout the building the most serious would be from water lines that would freeze and burst. Prolonged power outages would cause serious problems with our fire and burglar alarm battery backups as well as system controls for the boilers.

The fourth category is **Human Error**; what emergencies can be caused by employee error? Are employees trained to work safely? Do they know what to do in an emergency?

Human error is the single largest cause of workplace emergencies and can result from:

- Poor training
- Poor maintenance
- Carelessness
- Misconduct
- Substance abuse
- Fatigue

When I started working for the church I was called in to work at all hours of the day and night. The reason for all of these calls was because there was no preventive maintenance program instituted, as time went on and I started to implement the preventive maintenance

programs, there were a lot less calls on the weekends and at night because we were recognizing and resolving maintenance issues before they became emergencies. There have not been any other instances of employee error in the maintenance area since then but we have had one or two injuries due to carelessness but not very significant in nature.

The fifth area is **Physical**, what types of emergencies could result from the design or construction of the facility? Does the physical facility enhance safety? Consider:

- The physical construction of the facility
- Hazardous processes or by products
- Facilities for storing combustibles
- Layout of equipment
- Lighting
- Evacuation routes and exits
- Proximity of shelter areas

This facility was built in 1929 and finished in 1930. There are pluses and minuses to this facility being constructed then. On one hand the construction processes for building masonry and stone structures have not changed much in the past couple hundred years. The downside is that since this structure is so old, safety and ADA considerations have changed significantly and are almost impossible to incorporate into the existing structure without major reconstruction efforts, which could be very costly and time consuming. Most of the other considerations in this area would not have a major impact on the operation of the church for the most part. An Emergency Lighting system has been installed and is powered by an emergency power generator. However it is fueled with natural gas and if there were a disruption in the pipeline for natural gas distribution it would be useless. Exits are clearly marked and well lit by the emergency lighting system both inside and out. Evacuation routes

are now considered confidential information by Homeland Security. That type of information is only released to emergency services personnel or to those who are being evacuated at the time of an emergency due to the possibility terrorist activity at the time of an evacuation. Our Facility is considered a shelter for this area, so if need be we would shelter in place.

Another step is to estimate probability. This can be done using a simple scale of 1 to 5 with 1 as the lowest probability and 5 as the highest as illustrated in figure 6.

TYPE OF EMERGENCY	PROBABILITY	HUMAN IMPACT	PROPERTY IMPACT	BUSINESS IMPACT	INTERNAL RESOURCES	EXTERNAL RESOURCES	TOTAL
	High ← 5      1 → Low	High Impact ← 5      1 → Low Impact			Weak Resources ← 5      1 → Strong Resources		
Communications	4	0	0	4	3	1	12
Utilities	4	4	4	4	4	1	21
Fire	2	5	5	5	3	5	25
Flood	1	4	5	5	5	5	25
Explosion	1	5	5	5	5	5	26
Earthquake	1	5	5	5	5	5	26
Chemical Release	1	5	3	5	5	3	22
Facility Access	3	2	2	5	5	1	18
Chemical Release	1	5	3	5	5	3	22

*Fig. 6. Chart from Emergency Management Guide for Business and Industry (FEMA).  
 (Emergency Management Guide for Business and Industry  
<http://www.fema.gov/pdf/library/bizind.pdf>  
 Accessed 24 February 2007, Used with permission*

Total the scores for each emergency. (The lower the score the better.) While this is a subjective rating, the comparisons will help determine planning and resource priorities.

## Organization

This section describes how to develop an Emergency Management Plan. Plan components include basic components such as an Executive Summary, Emergency Management Elements, Emergency Response Procedures and Support Documents.

An Executive Summary gives management a brief overview of the purpose of the plan, the facilities emergency management policy, authorities and responsibilities of key personnel, the types of emergencies that could occur and the location where response operations will be managed.

Emergency Management Elements includes those elements such as direction and control, communications, life safety, property protection, community outreach, recovery and restoration, administration and logistics. We will address each of these elements individually.

*Direction and Control* is the system for managing resources, analyzing information and making decisions in an emergency. Each facility has to determine the configuration of their own system. This will be based on several factors; larger facilities will have their own fire team, emergency medical technicians or hazardous material team, while smaller organizations will have to rely on outside organizations for support. Each system, despite its size, should contain an Emergency Management Group, an Incident Command Structure and an Emergency Operations Center. The EMG is the team responsible for the big picture. It controls all incident related activities and supports the Incident commander by allocating resources and by interfacing with the community, the media, outside response organizations and regulatory agencies and is headed by the Emergency Director who should be the Facility Manager. The ED is in command of all aspects of the emergency. Other EMG members should be senior leaders who have the authority to Order an evacuation or shutdown of the facility, interface with outside organizations and media and issue press releases. The Incident Commander is

responsible for front line management of the incident, for tactical planning and execution, for determining whether outside assistance is needed and for relaying requests for internal resources or outside assistance through the Emergency Operations Center the IC must be someone with the authority to make decisions. The EOC serves as a centralized management center for emergency operations. Here, decisions are made by the EMG based upon information received by the IC and other personnel. Regardless of size, every facility should designate an area where decision makers can gather during an emergency.

*Communications* are essential to any operation. A communication failure can be a disaster in itself, cutting off vital organization activities. Communications are needed to report emergencies, to warn personnel of the danger, to keep families and off duty staff informed about what's happening at the facility, to coordinate response actions and to keep in contact with the congregation and suppliers. Plan for all possible contingencies, from a short term interruption to a long term interruption of communications. Consider back up for your communication systems, options include messengers, cell phones or two way radios.

*Life Safety* is the process of protecting the health and safety of everyone in the facility and should be the first priority during an emergency. Common methods of protection are evacuation, designating assembly areas, providing shelter, training and family preparedness. Which of these options should be implemented should be evaluated according to the type of emergency that you are faced with and would provide the best protection for your congregation, keep in mind that some of these options will be implemented as preventative measures.

*Property Protection* is the process in which facilities, equipment, and vital records are protected once an emergency has occurred. Some planning considerations are establishing procedures for fighting fires, containing material spills, closing or barricading doors and

windows, shutting down equipment, covering or securing equipment, moving equipment to a safe location and identifying sources of backup equipment, parts and supplies. Protection Systems are a good way of protecting your Property in case of an emergency such as fire protection systems, lightening protection systems, water level monitoring systems; overflow detection systems, automatic shutoffs and emergency power generation systems. As a last resort the facility may be shut down keeping in mind that shutting down a facility improperly may result in confusion, injury or property damage. Some facilities require only simple shutdown procedures such as turning off equipment, locking doors and setting alarms. Others require complex shutdown procedures. Each facility should consult with department heads to establish shutdown procedures appropriate for them including when and how to shut off utilities. Records preservation is also a very important consideration in property protection steps to insure records protection include labeling vital records, backing up computer systems, making copies of records, storing tapes and disks in insulated containers, storing data off site where they would not likely be damaged by an event affecting your facility, increasing security of computer facilities, arranging for evacuation of records to backup facilities, backing up systems handled by service bureaus and arranging for back up power.

*Community Outreach*, your facilities relationship with the community will influence your ability to protect personnel and property and return to normal operations. Maintain a dialog with community leaders, first responders, government agencies, community organizations and utilities. Identify ways your facility could help the community in a community wide emergency. Look for common interests and concerns. Identify opportunities for sharing resources and information. Meet with community emergency management personnel and your neighbors to determine how you could assist each other in an emergency. Some ways to consider assisting

those in your community are with personnel, equipment, shelter, training, storage, feeding facilities, EOC facilities, food, and clothing, building materials, funding and transportation.

*Recovery and Restoration* or resumption of operations goes right to the bottom line staying open and providing services. Immediately after an emergency, take steps to resume operations. Establish a recovery team if necessary. Establish priorities for resuming operations. Continue to ensure the safety of personnel on the property, assess remaining hazards. Maintain security at the incident scene. Conduct an employee briefing. Keep detailed records. Take photographs of, or videotape the damage. Account for all damage related costs. Follow notification procedures when notifying families about the status of personnel on the property. Notify off duty personnel about work status. Notify insurance carriers and appropriate government agencies. Protect undamaged property, close up building openings, remove smoke, water and debris. Protect equipment against moisture. Restore power. Conduct an investigation. Coordinate actions with appropriate private and government agencies. Conduct salvage operations, segregating damaged from undamaged property. Keep damaged goods on hand until an insurance adjuster has visited the premises, but you can move material outside if it's seriously in the way and exposure to the elements won't make matters worse. Take an inventory of damaged goods. Restore equipment and property. Assess the value of damaged property.

*Administration and Logistics*, maintaining complete and accurate records at all times, will ensure a more efficient emergency response and recovery. Certain records may also be required by regulation or by the insurance company and may prove invaluable in the case of legal action after an incident. Some administrative actions to take prior to an occurrence are, establish written policies, maintain training records, maintain all written communications,

document drills and exercises as well the critiques and involve community response organizations in your planning activities.

*Administrative actions* to keep in mind during and after an emergency are to maintain telephone logs, keep a detailed record of events, maintain a record of injuries and follow up actions, account for all personnel at all times, coordinate notifying family members, Issuing press releases, maintain sampling records, manage finances, coordinate personnel services and document incident investigations and recovery operations.

*Logistical considerations* before an incident may include, acquiring equipment, stockpiling supplies, designating emergency facilities, establishing training facilities, establish mutual aid agreements, and prepare a resource inventory. During an emergency considerations may include having utility maps available for emergency responders, providing MSDS sheets to employees, Moving backup equipment in to place, repairing parts as needed, arranging for medical support, food and transportation, arranging for shelter facilities, providing for backup power, providing for backup communications.

These elements are the foundation for the emergency procedures that your facility will follow to protect personnel and resume operations. In an emergency all personnel should know; what is my role? And where should I go?

Emergency Response Procedures, these procedures spell out how the facility will respond to emergencies. The best format to accomplish this is to produce a series of checklists that can easily be assessed by management, department heads, response personnel and employees. These procedures should provide for assessing the situation, protecting employees, the congregation, visitors, equipment, vital records and other assets and get the church back up and running.

Support Documents, are those documents that could be needed in an emergency.

These documents would include Emergency Call Lists for those persons who would be involved in responding to an emergency, building and site maps with all pertinent information such as exit routes, utility shutoffs etc., and Resource Lists of equipment and supplies that could be needed in an emergency.

Once you have addressed the basic components of the plan you can begin to identify challenges and prioritize activities. Determine specific goals and milestones. Make a list of tasks to be performed, by whom and when. Determine how you will address problem areas and resource shortfalls that were identified in the vulnerability analysis. Assign each member of the planning group a section of the plan to write. Determine the most appropriate format for each section. Establish an aggressive timeline with specific goals. Provide enough time for completion of work but not so much as to allow assignments to linger. Develop a timeline for the First Draft, a Review, the Second Draft, a Tabletop Exercise, Printing and Distribution. Once the plan is written, establish a training schedule, coordinate with outside organizations, review, conduct training and revise the plan, seek final approval and distribute the plan. The plan is then ready to be implemented.

Emergency Training must become a part of our culture, we need to look for opportunities to educate and train our congregations, staff and leadership at all levels. Emergency planning needs to become part of what we do on a day to day basis. This can be measured by asking if personnel know what they should do in an emergency. Does every person know what their role is and where they should go in case of an emergency? If we fail to plan we are planning to fail.

Every year, emergencies take their toll on churches, in lives and in dollars. Churches can limit deaths, injuries and damages and return more quickly to normal operations if we plan

ahead. Churches should be one of the organizations that are available to provide for the community in the case of an emergency. We should each evaluate our own capabilities and coordinate with other organizations in our local area to provide care within our capabilities. If we do not plan to take care of ourselves we will not be able to care for others when needed. We will then be able to fulfill our responsibilities to protect those who God has placed in our care. We will be able to comply with regulatory requirements of federal, state and local agencies and enhance the churches image in the community.

## Implementation

Implementation means more than simply exercising the plan during an emergency. It means acting on recommendations made during the vulnerability analysis, integrating into church operations, training employees and evaluating the plan. Look for opportunities to build awareness; to educate and train staff; to test procedures; to involve all levels of management and the community in the planning process; and to make emergency management part of what the staff and volunteers do on a day to day basis. Ask how well does leadership support the responsibilities laid out in the plan? Have emergency planning concepts been fully incorporated the facilities accounting, personnel and financial procedures? How can the facilities processes for evaluating employees and defining job classifications better address emergency management responsibilities? Are there opportunities for distributing emergency preparedness information through church newsletters, employee manuals or mailings? What kinds of safety posters or other visible reminders would be helpful? Does staff know what they should do in an emergency? How can all areas of ministry be involved in the planning evaluations and updating the plan?

Assign responsibility for developing a training plan. Consider the training and information needs for staff and volunteers, contractors, visitors, and those with an emergency response role identified in the plan. Determine for a 12-month period, who will be trained, who will do the training, what training activities will be used, when and where each session will take place, how the session will be evaluated and documented. Conduct reviews after each training activity. Involve both staff and community responders in the evaluation process. Training can take many forms, Orientation and Education Sessions are regularly scheduled discussion sessions to provide information, answer questions and identify needs and concerns. Table Top Exercises are a cost effective and efficient way to identify areas of overlap and

confusion before conducting more demanding training activities. Walk through drills are useful to allow management and response teams to actually perform their emergency response functions and usually involves more people and is more thorough than a table top exercise. Functional Drills test specific functions such as medical response, emergency notifications, warning and communications procedures and equipment, though not necessarily at the same time, personnel are asked to evaluate the systems and identify problem areas. Evacuation drills are a chance for staff and volunteers to walk the evacuation route to a designated area where procedures for accounting for all personnel are tested, personnel are asked to evaluate the process and identify anything that might become a hazard during an emergency, e. g., stairways cluttered, smoke in the hallways. Plans should be adjusted accordingly. Full Scale Exercises should simulate real life emergency situations as closely as possible and should involve church staff and volunteers who have responsibilities according to the plan and community response organizations.

General training should address individual roles and responsibilities, information about threats, hazards and protective actions, notification, warning and communication procedures, means for locating family members in an emergency, emergency response procedures, evacuation, shelter and accountability procedures, location and use of common emergency equipment and emergency shutdown procedures. The scenarios developed during the vulnerability analysis can serve as the basis for training events.

Conduct a formal audit of the entire plan at least once a year. Issues to consider are: How to involve all levels of leadership in evaluating and updating the plan, problem areas and resource shortfalls identified in the vulnerability analysis, lessons learned from drills and actual events, responsibilities clearly defined for response personnel, training included for new members/staff, reflect changes to the physical layout of the facility, photographs and other

records of facility up to date, training objectives being attained, current hazard assessment, names titles and contact information up to date in the plan, incorporating emergency management plan in to other policies and procedures, share the plan with community agencies, involve community agencies in evaluating the plan. In addition to the annual audit the plan should be evaluated and modified after each training drill or exercise, after each emergency, when personnel or their responsibilities change, when the layout of the facility changes, when policies or procedures change. Brief all personnel on changes to the plan.

Whether you operate a large church or small church, the concepts in this report will apply. You do not have to have an in-depth knowledge of emergency management to begin. What you need is the authority to create a plan and a commitment from the leadership to make emergency management part of your everyday operations. Keep in mind an emergency is any unplanned event that can cause a disruption in operations, property damage, injuries or even death, threaten financial security or damage public image. To be successful emergency management requires leadership support at all levels. When presenting the case for emergency management avoid dwelling on the negative effects of an emergency and emphasize the positive aspects of preparedness

APPENDIX  
**THE PLANNING PROCESS**

**4 steps in the planning process**

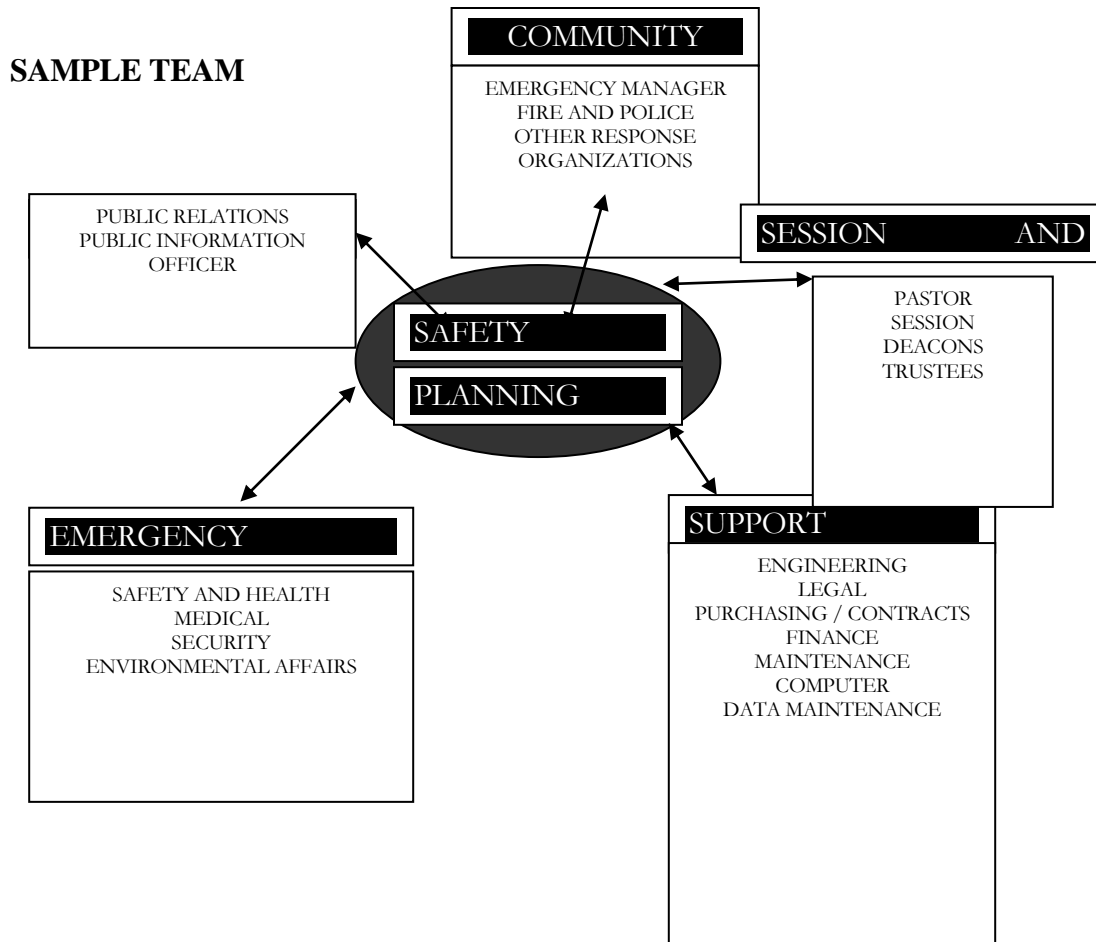
- STEP 1, Establish a Planning Team.
- STEP 2, Analyze Capabilities and Hazards.
- STEP 3, Develop the Plan.
- STEP 4, Implement the Plan

*STEP 1 - ESTABLISH A PLANNING TEAM*

There must be an individual or group in charge of developing the emergency management plan. The following is guidance for making the appointment.

**Form the Team**

The size of the planning team will depend on the facilities, operations, requirements and resources. Usually involving a group of people is best, because it encourages support and gets more people involved in the process. It increases the amount of time and energy participants are able to give. It enhances the visibility and stature of the planning process. It provides for a broad perspective on the issues. Determine who can be an active member and who can serve in an advisory capacity. In most cases, one or two people will be doing the bulk of the work. At the very least, you should obtain input from all functional areas. Have participants appointed in writing to the team.



**FIGURE 1**

**Establish Authority**

Demonstrate Church leaderships commitment and promote an atmosphere of cooperation by “authorizing” the planning group to take the steps necessary to develop a plan. This group should be led by the Property Manager or Church Business Administrator. Establish a clear line of authority between group members and the group leader, though not so rigid as to prevent the free flow of ideas.

**Issue a Mission Statement**

Have the team issue a mission statement to demonstrate the church’s commitment to emergency management. The statement should define the purpose of the plan and indicate that it will involve the entire organization. The plan should also define the authority and structure of the planning group.

### **Establish a schedule and a budget**

Establish a work schedule and planning deadlines. Timelines can be modified as priorities become more clearly defined. Develop an initial budget for such things as research, printing, seminars, consulting services and other expenses that might be necessary during the development process.

### *STEP 2 - ANALYZE CAPABILITIES AND HAZARDS*

This step entails gathering information about current capabilities and about possible hazards and emergencies, and then conducting a vulnerability analysis to determine your facilities capabilities for handling emergencies.

### **Review Internal Plans and Policies**

Documents to look for include:

- Evacuation plan
- Fire protection plan
- Safety and health program
- Environmental policies
- Security procedures
- Insurance programs
- Finance and purchasing procedures
- Employee manuals
- Hazardous materials plan
- Risk management plan
- Capitol improvement program

### **Meet with Outside Groups**

Meet with governmental agencies, community organizations and utilities. Ask about potential emergencies and about plans and available resources for responding to them. Sources of information include:

- Community emergency management office
- Mayor or Community Administrator's office
- Local emergency Planning committee
- Fire Department
- Police Department
- Emergency Medical Service organizations

- American Red Cross
- National Weather Service
- Public Works Department
- Planning Commission
- Telephone companies
- Electric utilities
- Neighboring businesses

### **Identify Codes and Regulations**

Identify applicable Federal, State and Local regulations such as;

- Occupational safety and health regulations
- Environmental regulations
- Fire codes
- Seismic safety codes
- Transportation regulations
- Zoning regulations
- Corporate policies

### **Identify Critical Products, Services and Operations**

You'll need this information assess the impact of potential emergencies and to determine the need for backup systems. Areas to include are:

- Services offered and the facilities and equipment needed to provide them
- Products and services provided by suppliers, especially single source vendors
- Lifeline services such as electrical power, water, gas, sewer, telecommunications and transportation
- Operations, equipment and the personnel vital to continued functioning of the facility

### **Identify Resources and Capabilities**

Resources and capabilities that could be needed in an emergency include:

- Personnel – fire department, hazardous materials response team, emergency medical response services, security, emergency management group, evacuation team, public information officer
- Equipment – fire protection and suppression equipment, communications equipment, first aid supplies, emergency supplies, warning systems, emergency power equipment, decontamination equipment
- Facilities – emergency operating center, media briefing area, shelter areas, first aid stations, sanitation facilities.

- Organization capabilities – training, evacuation plan, employee support system
- Back up systems – payroll, communications, production, customer service, shipping and receiving, information systems support, emergency power, recovery support

### **Identify External Resources**

There are many external resources that could be needed in an emergency. In some cases, formal agreements may be necessary to define the facilities relationship with the following:

- Local emergency management office
- Fire department
- Hazardous materials response organization
- Emergency medical services
- Hospitals
- Local and state police
- Community service organizations
- Utilities
- Contractors
- Emergency equipment suppliers
- Insurance carriers ( Do an insurance review)

### **Conduct a Vulnerability Analysis**

The next step is to assess the vulnerability of your facility, the probable and potential impact of each emergency. Use the Vulnerability Analysis Chart in the appendix section to guide the process, which entails assigning probabilities, estimating impact and assessing resources, using a numerical system. The lower the score the better

### **List Potential Emergencies**

In the first column of the chart, list all of the emergencies that could affect your facility. Including those identified by your local emergency management office. Consider both emergencies that could occur within your facility and emergencies that occur within your community. The following are some other factors to consider:

Historical – what types of emergencies have occurred in the community, at this facility and in other facilities in the area?

- Fires
- Severe Weather
- Hazardous Material Spills

- Transportation Accidents
- Earthquakes
- Hurricanes
- Tornadoes
- Terrorism
- Utility Outages

Geographical – What can happen due to the facilities location? Keep in mind:

- Proximity to flood plains, seismic faults and dams
- Proximity to companies that produce, store, use, or transport hazardous materials
- Proximity to major transportation routes and airports
- Proximity to nuclear power plants Technological – What could result from a process or systems failure? Possibilities include:
  - Fire, explosion, hazardous materials incident
  - Safety systems failure
  - Telecommunications failure
  - Computer systems failure
  - Power failure
  - Heating / cooling systems failure
  - Emergency notifications system failure

Human Error – What emergencies can be caused by human error? – Are employees trained to work safely? Do they know what to do in an emergency? Human error is the single largest cause of emergencies and can result from:

- Poor training
- Poor maintenance
- Carelessness
- Misconduct
- Substance abuse
- Fatigue

Physical – What types of emergencies could result from the design or construction of your facility. Does the physical facility enhance safety? Consider:

- The Physical construction of the facility
- Hazardous processes or by products
- Facilities for storing combustibles
- Layout of equipment
- Lighting

- Evacuation routes and exits
- Proximity of shelters

Regulatory- What emergencies or hazards are you regulated to deal with? Analyze each potential emergency from beginning to end. Consider what could happen as a result of:

- Prohibited access to the facility
- Loss of electric power
- Communication line down
- Rupture gas main
- Water damage
- Smoke damage
- Structural damage
- Air or water contamination
- Explosion
- Building Collapse
- Trapped persons
- Chemical release

Estimate probability – In the probability column, rate the likelihood of each emergency’s occurrence. This is a subjective consideration, but useful nonetheless. Use a simple scale of 1-5 with 1 as the lowest probability and 5 as the highest

Assess the potential human impact – Analyze the potential human impact of each emergency, the possibility the possibility of death or injury. Assign a rating in the human impact column of the Vulnerability Analysis Chart. Use a 1-5 scale with 1 as the lowest impact and 5 as the Highest

Assess the Potential Property Impact – Consider the potential property for losses and damages. Again, assign a rating in the property impact column, 1 being the lowest impact and 5 being the highest. Consider:

- Cost to replace
- Cost to set up temporary replacement
- Cost to repair

Assess the Potential Business Impact – Consider the potential loss of revenue. Assign a rating in the business impact column. Again, 1 is the lowest impact and 5 is the highest. Assess the impact of:

- Business interruption
- Employees unable to report to work
- Customer unable to reach facility
- Imposition of fines and legal costs
- Interruption of critical supplies
- Interruption of Services

Assess Internal and External Resources – Next assess your resources and ability to respond. Assign a score to your internal and external resources. The lower the number the better. To help you do this, consider each potential emergency from beginning to end and each resource that would be needed to respond. For each emergency, ask these questions. Do we have the needed resources and capabilities to respond? Will external resources be able to respond to us for this emergency as quickly as we may need them, or will they have other priority areas to serve? If the answer is Yes then move on to the next assessment. If the answer is No, Identify what can be done to correct the problem. For example, you may need to:

- Develop additional emergency procedures
- Conduct additional training
- Acquire additional equipment
- Establish mutual aid agreements with specialized contractors

Add the columns – Total the scores for each emergency. The lower the score the better. While this is a subjective rating, the comparisons will help determine planning and resource priorities. This is the subject of the following pages.

### *STEP 3 – DEVELOP THE PLAN*

You are now ready to develop an emergency management plan. This section describes how.

#### **Plan Components**

Executive Summary – The executive summary gives the management a brief overview of:

- The purpose of the plan
- The facilities emergency management policy

- Authorities and responsibilities of key personnel
- The types of emergencies that could occur
- Where response operations will be managed

Emergency Management Elements – This section of the plan briefly describes the facility’s approach to the core elements of emergency management, which are:

- Direction and control
- Communication
- Life safety
- Property protection
- Community outreach
- Recovery and restoration
- Administration and restoration

These elements, which are described in detail in section 2, are the foundation for the emergency procedures that your facility will follow to protect personnel and equipment and resume operations.

Emergency Response Procedures – The procedures spell out how the facility will respond to emergencies. Whenever possible, develop them as a series of check lists that can be quickly accessed by senior management, department heads, response personnel and employees.

Determine what actions would be necessary to:

- Assess the situation
- Protect employees, customers, visitors, equipment, vital records, and other assets, particularly during the first three days
- Get business back up and running

Specific procedures might be needed for any number of situations such as bomb threats or tornadoes, and for such functions as:

- Warning employees and customers
- Communicating with personnel and community responders
- Conducting an evacuation and accounting for all persons in the facility
- Managing response activities
- Activating and operating an emergency operations center
- Fighting fires
- Shutting down operations
- Protecting vital records
- Restoring operations

Support Documents – Documents that could be needed in an emergency include:

- Emergency call lists – lists of all persons on and off site who would be involved in responding to an emergency, their responsibilities and their 24 hour telephone numbers
- Building and site maps that indicate – Utility shutoffs, Water hydrants, Water main valves, Water lines, Gas main valves, Gas lines, Electrical cutoffs, Electrical substations, Storm drains, Sewer lines, Location of each building, including name of building, street name and address, Floor plans, Alarm and enunciators, Fire extinguishers, Fire suppression system, Exits, Stairways, Designated escape routes, restricted areas, Hazardous materials ( including cleaning supplies and chemicals) and High value items.
- Resource lists – lists of major resources(equipment , supplies, services) that could be needed in an emergency; mutual aid agreements with other organizations and government agencies

### **The Development Process**

Identify Challenges and Prioritize Activities - Determine specific goals and milestones. Make a list of the tasks to be performed, by whom and when. Determine how you will address the problem areas and resource shortfalls that were identified in the vulnerability analysis.

Write the Plan – Assign each member of the planning group a section to write. Determine the most appropriate format for each section. Establish an aggressive timeline for completion of work, but not so much as to allow assignments to linger. Establish a schedule for:

- First draft
- Review
- Second draft
- Tabletop exercise
- Final draft
- Printing
- Distribution

Establish a Training schedule – Have one person or department responsible for developing a training schedule for your facility. For specific ideas about training, refer to STEP 4

Coordinate with Outside Organizations – Meet periodically with local government agencies and community organizations. Inform appropriate government agencies that you are creating an emergency management plan. While their official approval may not be required, they will likely have valuable insights and information to offer. Determine State and local requirements

for reporting emergencies, and incorporate them into your procedures. Determine protocols for turning control of a response over to outside agencies. Some details that may need to be worked out are:

- Which entrance will responding units use?
- Where and to whom will they report?
- How will they be identified?
- How will facility personnel communicate with outside responders?
- Who will be in charge of response activities?

Determine what kind of identification authorities will require to allow your key personnel into your facility during an emergency.

Maintain Contact with Other Corporate Offices – Communicate with other offices and divisions in you company to learn:

- Their emergency notification requirements
  - The conditions where mutual assistance would be necessary
  - How offices will support each other in an emergency
  - Names, telephone numbers, pager, and cell phone numbers of key personnel
- Incorporate this information into your procedures

Review, Conduct Training and Revise – Distribute the first draft to group members for review. Revise as needed. For a second review, conduct a tabletop exercise with management and personnel who have a key emergency management responsibility, describe an emergency scenario and have participants discuss their responsibilities and how they would react to the situation. Based on this discussion, identify areas of confusion and overlap. Modify the plan accordingly.

Seek Final Approval – Arrange a briefing for the chief executive officer and senior management and obtain written approval.

Distribute the Plan – Place the final plan in three ring binders and number all copies and pages. Each individual who receives a copy should be required to sign for it and be responsible for posting subsequent changes. Determine which sections of the plan would be appropriate to show to government agencies. (Some section may contain personal information such as names, telephone numbers etc.) Distribute the final plan to:

- Chief executive and senior management
- Key members of the company's emergency response agencies (appropriate sections)
- Have key personnel keep a copy of the plan in their homes
- Inform employees about the plan and training schedule.

#### *STEP 4 - IMPLEMENT THE PLAN*

##### **Integrate the Plan into Company Operations**

Emergency planning must become part of corporate culture. Look for opportunities to build awareness; to educate and train personnel; to test procedures; to involve all levels of management, all departments and the community in the planning process; and to make emergency management part of what personnel do on a day to day basis. Test how completely the plan has been integrated by asking:

- How well does senior management support the responsibilities outlined in the plan?
- Have emergency planning concepts been fully incorporated into the facilities accounting, personnel and financial procedures?
- How can the facilities processes for evaluating employees and defining job classifications better address emergency management responsibilities?

##### **Conduct Training**

Everyone who works or visits the facility requires some form of training. This could include periodic employee discussions sessions to review procedures, technical training in equipment use for emergency responders, evacuation drills and full-scale exercises. These are some basic considerations for developing a training plan.

Planning Considerations – Assign responsibilities for developing a training plan. Consider the training and information needs for employees, contractors, visitors, managers and those with an emergency response role identified in the plan. Determine for a 12 month period:

- Who will be trained
- Who will do the training
- What training will be used
- How the session will be evaluated and documented

Use the training Drills and Exercise Chart in the appendix section to schedule training activities or create one of your own. Consider how to involve community responders in

training activities. Conduct reviews after each training activity. Involve both personnel and community responders in the evaluation process.

Training Activities – Training can take many forms:

- Orientation and Education Sessions – These are regularly scheduled discussion sessions to provide information answer questions and identify needs and concerns.
- Tabletop Exercises – members of the emergency management group meet in a conference room setting to discuss their responsibilities and how they would react to emergency scenarios. This is a cost effective and efficient way to identify areas of overlap and confusion before conducting more demanding training activities.
- Walk-through Drills – The emergency management group and response teams actually perform their emergency response functions. This activity generally involves more people and is more thorough than a tabletop exercise.
- Functional Drills – These drills test specific functions such as medical response, emergency notifications, warning and communications procedures and equipment, though not necessarily at the same time. Personnel are asked to evaluate the systems and identify problem areas.
- Evacuation Drill – Personnel walk the evacuation route to a designated area where procedures for accounting for all personnel are tested. Participants are asked to make notes as they go along of what might become a hazard during an emergency. e.g., stairways cluttered with debris, smoke in the hallways. Plans are modified accordingly.
- Full-scale Exercise – A real life emergency situation is simulated as closely as possible. This exercise involves company emergency response personnel, employees, management and community organizations.

Employee Training – General training for all employees should address:

- Individual roles and responsibilities
- Information about threats, hazards and protective actions
- Notification, warning and communications procedures
- Means for locating family members in an emergency
- Emergency response procedures
- Evacuation, shelter and accountability procedures
- Location and use of common emergency equipment
- Emergency shutdown procedures

The scenarios developed during the vulnerability analysis can serve as the basis for training events

## **Evaluate and Modify the Plan**

Conduct a Formal Audit of the entire plan at least once a year. Among the issues to consider are:

- How can you involve all levels of management in evaluating and updating the plan?
- Are the problem areas and resource shortfalls identified in the vulnerability analysis being sufficiently addressed?
- Does the plan reflect lessons learned from drills and actual events?
- Do members of the emergency management group and response team understand their respective responsibilities?
- Does the plan reflect changes in the physical layout of the facility? Does it reflect new facility processes?
- Are photographs and other records up to date?
- Is the facility attaining its training objectives?
- Have the hazards in the facility changed?
- Are the names, titles, and telephone numbers in the plan current?
- Are steps being taken to incorporate emergency management into other facility processes?
- Have community agencies and organizations been briefed on the plan? Are they involved in evaluating the plan?

Evaluate and Modify the Plan, In addition to a yearly audit at these times:

- After each training drill or exercise.
  - After each emergency
  - When personnel or their responsibilities change
  - When layout or design of the facility changes
  - When policies or procedures change
- Remember to brief personnel on changes to the plan.

## **STEP 2 – EMERGENCY MANAGEMENT CONSIDERATIONS**

This section describes the core operational considerations of emergency management. The configuration of your system will depend on many factors. Larger facilities may have their own fire team, emergency medical technicians or hazardous materials team, while smaller facilities may need to rely on mutual aid agreements. They may also be able to consolidate positions or combine responsibilities.

- Direction and Control
- Communication
- Life Safety
- Property Protection

- Community Outreach
- Recovery and Restoration
- Administration and Logistics

Direction and Control – Someone must be in charge in an emergency. The system for managing resources, analyzing information and making decisions in an emergency is called direction and control. The direction and control system described in this section assumes a facility of sufficient size. Your facility may require a less sophisticated system, though the principles will still apply.

Emergency Management Group – (EMG) The EMG is the team responsible for the big picture. It controls all incident related activities. The incident commander (IC) oversees the technical aspects of the response. The EMG supports the IC by allocating resources and by interfacing with the community, the media, outside response organizations and regulatory agencies. The EMG is headed by the Emergency Director (ED), who should be the facility manager. The ED is in command and control of all aspects of the emergency. Other EMG members should be senior managers who have the authority to:

- Determine the short and long term effects of an emergency
- Order the evacuation or shutdown of the facility
- Interface with outside organizations and the media
- Issue press releases

Incident Command System – (ICS) The incident command system was created specifically for the fire service but its principles can be applied to all emergencies. The ICS provides for coordinated response and a clear chain of command and safe operations. The incident commander (IC) is responsible for front line management of the incident, for tactical planning and execution, for determining whether outside assistance is needed and for relaying requests for internal resources outside assistance through the emergency operations center (EOC). The IC can be any employee, but a member of management with the authority to make decisions is usually the best choice. The IC must have the authority to:

- Assume command
- Assess the situation

- Implement the emergency management plan
- Determine response strategies
- Activate resources
- Order an evacuation
- Oversee all incident response activities
- Declare that the incident is over.

Emergency Operations Center – (EOC) The EOC serves as a centralized management center for emergency operations. Here, decisions are made by the EMG based upon information provided by the IC and other personnel. Regardless of size or process, every facility should designate an area where decision makers can gather during an emergency. The EOC should be located in an area of the facility not likely to be involved in an incident, perhaps the security department, the manager's office, a conference room or the training center, an alternate EOC should be designated in the event that the primary location is not usable.

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