

**ICMA**  
conference

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# Emergency Management

*Crisis Leadership for Local Government Officials*

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**#ICMA2018**



# Meet your presenter



## **Thomas J. Wieczorek**

Director, Center for Public Safety Management, LLC (CPSM)  
Retired City Manager of Ionia, Michigan

# Take away

- Phases of Emergency Management
- Enabling legislation
- Knowing your team
- Mitigation and preparedness
- Assessing risk
- Evaluating mitigation options
- Are you able to respond?
- Where's the money?

# The Process Never Ends



# If you fail to plan, you are planning to fail



*--Benjamin Franklin*

- All hazard emergency plans
- Risk Assessment
- Exercise!!!!!!
- What can you do to get ready?
  - Sirens
  - Early alerting
  - Reverse 9-1-1

# Recovery

- Economic Recovery – 70% loss
- Debris Management
- Housing – Temporary or Permanent?
- Health and Social Services



# Mitigation

- What steps can you take to eliminate the risks when it happens again?
  - Update your hazard and vulnerability assessments
  - Improved Infrastructure
  - Public Education



# The Process Never Ends





# Know Your Team

- Individuals
- Local Level
- Regional Level
- State Level
- Federal Level

***All disasters start and end at the local level***

# Individuals

- Private sector (business community, chamber, industry)
- Citizens
- Local groups (pets, pharmacists, etc)



# Local Level

- Elected Officials
- Appointed officials
- New roles?
- Who will speak for you?
- EOC
- Field command



# Regional Level

- County or city in command?
- Who declares a state of emergency?
- Who declares a disaster?
- Who is in charge?
- Judge, county commission chairman....others?





## State Level

- Have you met your state representative?
- What agency?
- Phone number? Text? 24/7?
- Do you meet regularly?

# Federal Level

There are two types of disaster declarations provided for in the Stafford Act: **emergency declarations** and **major disaster declarations**.

**Emergency Declarations:** The President can declare an emergency for any occasion or instance when the President determines federal assistance is needed. Emergency declarations supplement State and local or Indian tribal government efforts in providing emergency services. The total amount of assistance provided for in a single emergency may not exceed \$5 million. The President shall report to Congress if this amount is exceeded.



# Federal Level (continued)

**Major Disaster Declarations:** The President can declare a major disaster for any natural event, including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought, or, regardless of cause, fire, flood, or explosion, that the President determines has caused damage of such severity that it is beyond the combined capabilities of state and local governments to respond. A major disaster declaration provides a wide range of federal assistance programs for individuals and public infrastructure, including funds for both emergency and permanent work.

**Requirements:** The Governor of the affected State or Tribal Chief Executive of the affected Tribe must submit the request to the President through the appropriate Regional Administrator within 30 days of the occurrence of the incident. The request must be based upon a finding that the situation is beyond the capability of the State and affected local governments or Indian tribal government and that supplemental federal assistance is necessary.

# Enabling Legislation

## ***Robert T. Stafford Act***

**Robert T. Stafford Disaster Relief and Emergency Assistance Act**, PL 100-707, signed into law November 23, 1988; amended the Disaster Relief **Act** of 1974, PL 93-288. This **Act** constitutes the statutory authority for most Federal disaster response activities especially as they pertain to FEMA and FEMA programs.



# Agencies and Roles

- Damage Assessment
- Local, Regional, State, and County functions
- Looking ahead
- Preserving Life



# Is a risk assessment for you?

*If you fail to plan,  
you are planning to  
fail*

What is a risk assessment?

- 1) hazard identification
- 2) profiling of hazard events
- 3) inventory of assets and
- 4) estimation of potential human and economic losses based on the exposure and vulnerability of people, buildings, and infrastructure.

# Hazards

Preparedness is defined by DHS/FEMA as "a continuous cycle of planning, organizing, training, equipping, exercising, evaluating, and taking corrective action in an effort to ensure effective coordination during incident response." A hazard identification and risk assessment provides the factual basis for activities proposed in the strategy portion of a hazard mitigation plan.



# Where to look?

- Newspapers....local and state. Many are on-line or at your local library
- National Weather Service
- NOAA
- Interviews with community members
- Don't forget the internet!





# HAZUS (Hazards US)

<https://www.fema.gov/hazus>

Hazus is a nationally applicable standardized methodology that contains models for estimating potential losses from earthquakes, floods, and hurricanes. Hazus uses Geographic Information Systems (GIS) technology to estimate physical, economic, and social impacts of disasters.

**HAZUS**<sup>®</sup>  
EARTHQUAKE • WIND • FLOOD • TSUNAMI

# HAZUS

- Potential loss estimates analyzed in Hazus include:
- **Physical damage** to residential and commercial buildings, schools, critical facilities, and infrastructure;
- **Economic loss**, including lost jobs, business interruptions, repair, and reconstruction costs;
- **Social impacts**, including estimates of shelter requirements, displaced households, and population exposed to scenario floods, earthquakes, and hurricanes, and tsunamis

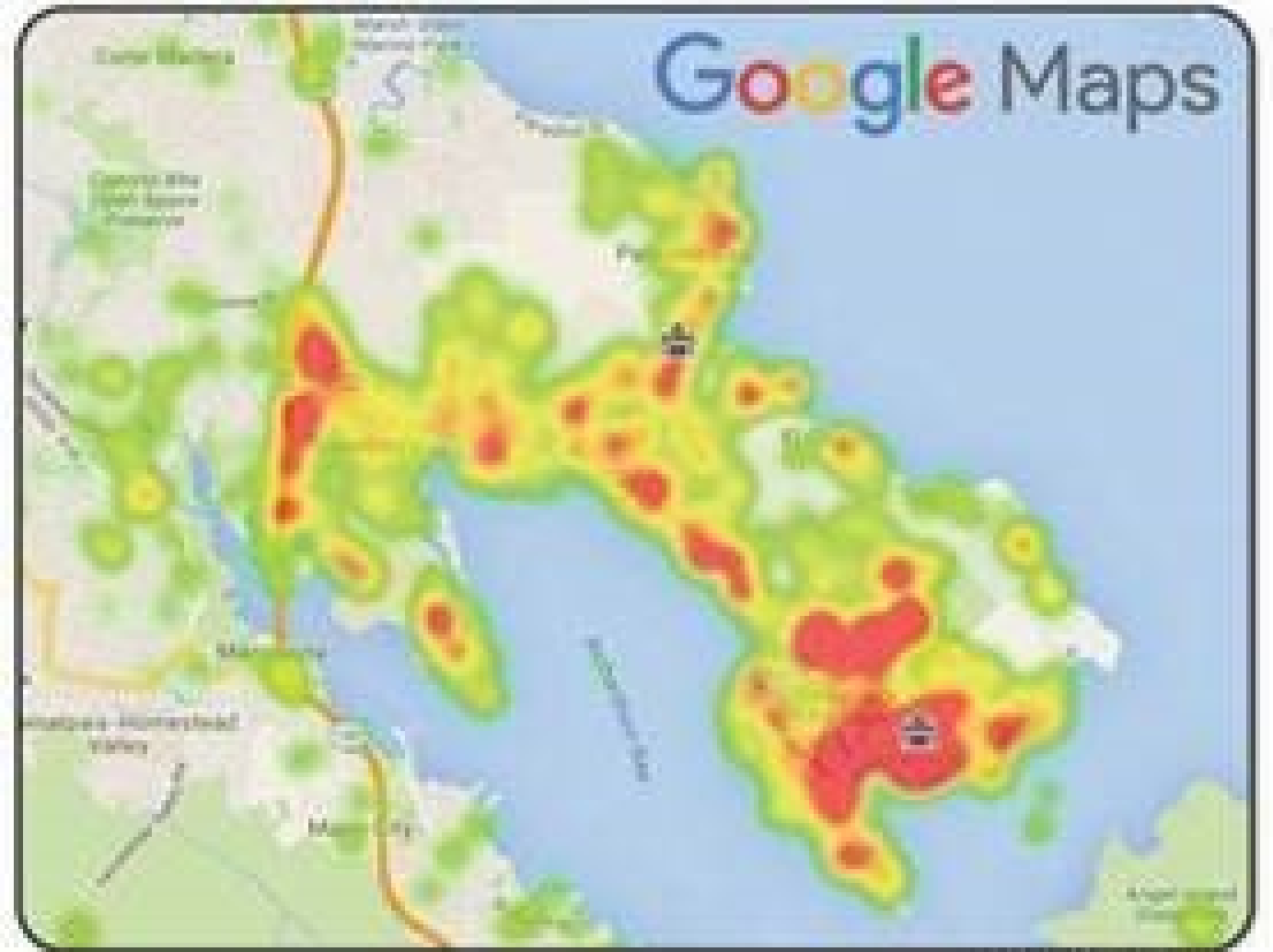
# Emergency Reporting

- Used for the fire service
- Cloud based
- Utilizes the RAVE program developed for U.S. Forest Service in '80s and '90s

*VISION Risk Assessment is a dynamic tool that allows departments to analyze and categorize risks present in their community, compare data to other departments nationwide, and generate the Occupancy Vulnerability Assessment Profile (**OVAP**) score for all occupancies within their response area.*

# VISION

- Uses demographic information, fire flows, GIS, and your history
- Calculates a risk score
- Expandable and maps
- More data = more effective



Heat Map View



# Risk

- What risks does your community face?
- Do you know your community?
- Who should you ask?

No community covers 100% of the risks!



# Check lists of “to do”

- Do you have a Continuity of Operations (COOP)?
- Have you planned beyond one level?
- Who will be there 365/24/7?
- Groups to assist?
- Does it interact with other plans?

[https://www.fema.gov/pdf/about/org/ncp/coop\\_multi\\_year\\_plan\\_guide.pdf](https://www.fema.gov/pdf/about/org/ncp/coop_multi_year_plan_guide.pdf)

# Tabletop or full exercise

- Think of going to the gym – what happens when you skip for awhile?
- Perform as you train!



# What plans do you have?

- Review of infrastructure deficiencies
- Equipment needs
- Life safety improvements
- CIP



# The Process Never Ends





# Response

- Life Safety
- Incident Stabilization
- Property Preservation
- Evacuation and Shelters
- Mass Care
- Life before property!



# Things to do

- Do **not** self-dispatch
- Use EMAC
- Keep records before, during, and after events
- Know who your teams are



# The Process Never Ends



# Recovery



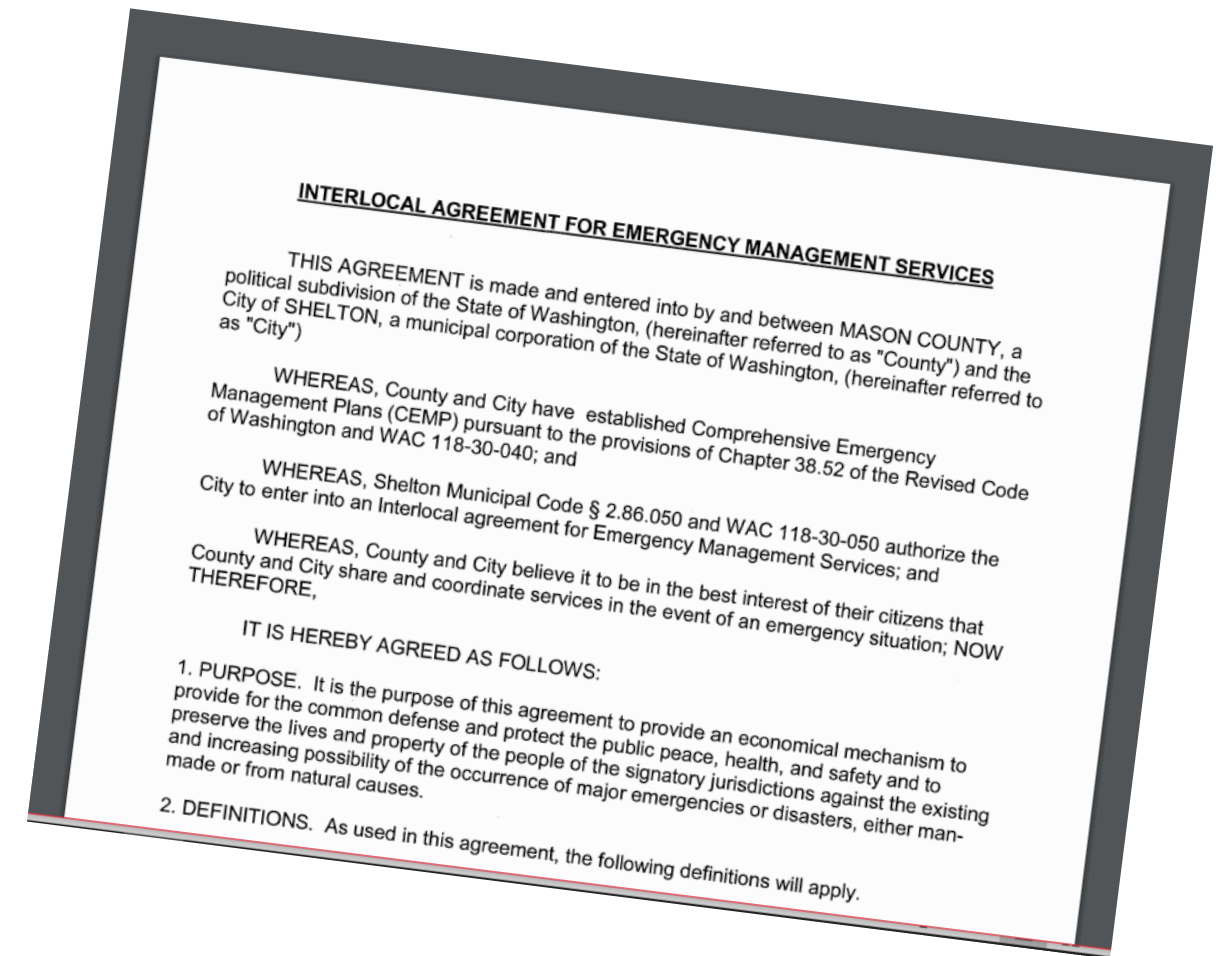
- Life before property
- Reconstruction
- \$\$\$\$

Recovery is when you find out how well you planned, and where your plans could fail.



# Personnel and Equipment

- Mutual Aid Agreements (Interlocal, city-to-city)
- State assistance (when a disaster doesn't rise to Presidential Emergency or Disaster)
- EMAC (Emergency Management Assistance Compact)
- Other assistance (volunteers)





# Interlocal Agreements

- Will you call upon neighboring governmental units for assistance?
- What if the disaster impacts them?
- School districts, banks
- Who's in charge?

## *Things to think about:*

- *Liability – who covers injuries or worse*
- *Who is going to pay?*
- *Overtime or regular time?*
- *Where do they report?*
- *Who requests the assistance?*
- *Who supervises?*
- *What if there's a problem?*

# State Assistance

- Normally state's don't have equipment you may need (trucks for debris)
- States do have experts to help monitor potable water (DEQ), sanitary sewage issues, state police, engineering (DOT), prisons (inmate work crews)
- States may have funds to assist when disaster is not federal.



# EMAC

- Mission ready packages
- Liability issues already pre-determined
- Who pays is already provided
- Structured to requests



# All hazards – all disciplines; City in a Box

EMAC, the Emergency Management Assistance Compact is an all hazards - all disciplines mutual aid compact that serves as the cornerstone of the nation's mutual aid system.

*EMAC is the first national disaster-relief compact since the Civil Defense and Disaster Compact of 1950 to be ratified by the U.S. Congress. Since ratification and signing into law in 1996 (Public Law 104-321), 50 states, the District of Columbia, Puerto Rico, Guam, and the U.S. Virgin Islands have enacted legislation to become EMAC members.*

# State to State

- You request the assistance you need
- State determines which “mission ready package” may be needed
- State pays the other state

- [Animal Health Emergency](#)
- [Emergency Medical Services](#)
- [Fire and Hazardous Materials](#)
- [Human Services](#)
- [Incident Management](#)
- [Law Enforcement](#)
- [Mass Care](#)
- [Public Health & Medical](#)
- [National Guard](#)
- [Public Works](#)
- [Search and Rescue](#)
- [Telecommunicator Emergency Response](#)

# Self-deployment

- If your staff (police, fire, DPW, etc) self deploy – YOU ARE LIABLE
- Payment for your staff time and resources used is YOUR cost
- Injuries that occur to your staff are YOUR cost
- Long-term care/disability are not covered.
- Where will they stay? What will they eat? What about basic needs?





# Success with EMAC and lessons learned

- Floods and hurricanes on the east coast
- Florida hurricanes
- Texas floods and hurricanes
- Wildfires
- Ice storms
- Power company to power company



# What is missing?

- City managers
- Planning and permitting
- Administration
- Finance
- Inspections
- Council and mayors
- PIO



# Issues administrators may face

- Can you waive ordinances?  
For example: permitting to repair fences, cosmetic issues, landscaping.
- Will you permit temporary housing while houses are repaired?
- Will you shelter people and where?
- Who gives you relief?



# Volunteers and donations

- Where will volunteers check in?
- Who will be in charge?
- Who covers their liability?
- Where will you bring donations?
- Who will sort donated items and store?
- *Who is tracking for finance?*



# Where can you get assistance?

- American Red Cross
- National Voluntary Organizations Active in Disaster (NVOAD)
- Pre-identify where volunteers will go and what you will allow them to do. Example of high winds and wires.
- Keep good records!!!

[http://www.redcross.org/images/MEDIA\\_CustomProductCatalog/m17640524\\_Volunteer\\_Handbook\\_Document\\_OKC\\_Region\\_3-14-13.pdf](http://www.redcross.org/images/MEDIA_CustomProductCatalog/m17640524_Volunteer_Handbook_Document_OKC_Region_3-14-13.pdf)

# Presidential disaster declaration

- The entire county in which you are located is eligible (even if you don't have damage, you can apply for mitigation dollars after the disaster)
- All federal programs are available
- **Keep good records!!!**





# Importance of records

- In a presidential disaster, many of the programs have matching amounts (75-25 but the 25 can be waived in major events)
- All costs are eligible against the match
- Volunteer hours, donations, equipment, loaned equipment – all are eligible for the match



# Recovery

Moving from response into recovery can take YEARS (examples)

Recovery can take many more years

Programs and funds requested through your state to the federal and back

FEMA will (in major events) open field offices – where will you locate them? Knowing ahead of time can improve the process.

Can you integrate your local response centers with FEMA and other programs like SBA?

# Where to look?

Hazard Mitigation Grant Program (after disaster) HMGP funding is generally **15%** of the total amount of Federal assistance provided to a State, Territory, or federally-recognized tribe following a major disaster declaration. PDM and FMA funding depends on the amount congress appropriates each year for those programs.

*Individual homeowners and business owners may not apply directly to FEMA. Eligible local governments may apply on their behalf.*

# For businesses, it is usually loans

- Small Business Administration provides funds for business interruption, rebuilding, and other assistance.
- All funds through SBA are loans
- **SBA makes LOANS not GRANTS!!!**



# Overtime reimbursed

- All costs are REIMBURSED (no check in the mail)
- Only overtime and hours of equipment used outside normal working hours is eligible.
- You must be able to show how you charged, who was charged, and (if challenged) that it was IN ADDITION to their regular pay.



# Examples of programs to aid in recovery

- Defined by PPD-8
- ICMA had representation setting up the new PPD-8 outlines
- The revisions were designed to be easily understandable and concise
- Identified who was responsible





# Recovery functions

Community Planning and Capacity Building (CPCB) Recovery Support Function [See FEMA's page for CPCB](#)

Economic Recovery Support Function:  
*U.S. Department of Commerce*

Health and Social Services Recovery Support Function:  
*U.S. Department of Health and Human Services*

Housing Recovery Support Function:  
*U.S. Department of Housing and Urban Development*

Infrastructure Systems Recovery Support Function:  
*U.S. Army Corps of Engineers  
Natural and Cultural Resources*

Recovery Support Function:  
*U.S. Department of Interior*

# Core capabilities

- ❑ Planning. Convene the core of an inclusive whole community planning team, identified **pre-disaster**, which will oversee disaster recovery planning process and activities to reduce recovery risk and increase resilience.
- ❑ Public Information and Warning. Manage expectations through clarity, accuracy, and transparency.
- ❑ Operational Coordination. Lead, coordinate, and drive the recovery process.
- ❑ Economic Recovery. Share, aggregate, and integrate economic impact data to assess economic issues and identify potential inhibitors to fostering stabilization of the affected communities.
- ❑ Health and Social Services. Identify affected populations, groups, and key partners in recovery.

# Examples of funding for recovery

- Replacement/upgrades to public infrastructure
- Early alerting systems
- Coverage for non-profits
- Business assistance
- Unemployment insurance
- Housing assistance
- Funerals



# Emergency declarations

- Specific assistance
- Limited to agencies
- Often in the form of loans (SBA)
- “Exceed the capability of the local level” – and state

## Assistance Available Under Emergency Declarations:

- [Public Assistance \(PA\)](#) – Only Categories A (debris removal) and B (emergency protective measures) may be authorized under an emergency declaration. Categories C-G (permanent work) are not available under an emergency declaration. Emergency declarations often include only Category B and will typically be limited to DFA, absent damage assessments showing significant need for financial assistance. This assistance is generally provided on a 75% federal, 25% non-federal cost sharing basis.
- [Individual Assistance \(IA\)](#) – The Individuals and Households Program (IHP) is the only form of IA that may be authorized under an emergency declaration. Authorization of IHP under an emergency is rare. Housing Assistance under IHP is provided at a 100% federal share, while Other Needs Assistance under IHP requires a 25% non-federal cost share.
- The [Hazard Mitigation Grant Program \(HMGP\)](#) - is not available for emergency declarations.

# FINANCES!!!!

- Establish a record keeping system ahead of time
- Expenses and records must be retained for 7 years
- You will be audited
- You can be required to pay back if you can't prove expenses!!!



# The Process Never Ends





# Mitigation

What steps can you take to eliminate the risks when it happens again?

- Always look at what could be done differently
- What would have been easier?



# Back to Hazus

- The hurricane model may be used to help assess the benefits of hurricane straps, shutters, tie downs for manufactured housing, and different roof types.
- The earthquake model may be used to help assess the benefits of seismic retrofits and implementing more resilient building codes.
- The flood model may be used to help assess the benefits of elevating a structure and implementing buyouts.



# Grants, loans, \$\$\$

Currently, FEMA administers three programs that provide funding for eligible mitigation planning and projects that reduces disaster losses and protect life and property from future disaster damages. The three programs are the Hazard Mitigation Grant Program (HMGP), the Flood Mitigation Assistance (FMA) Program, and the Pre-Disaster Mitigation (PDM) Program.

## Post-Wildfire Mitigation Pre-Calculated Benefits

Pre-calculating benefits is a process to quickly determine if a post-wildfire project is cost effective.

**Fire Management Assistance Declaration**  
FY 2017-2018

**HMGP**  
Post-Fire

Areas affected by fire become vulnerable to landslides and flooding due to the destruction of vegetation. Post-wildfire projects eligible for pre-calculated benefits may include:

- ✓ Soil stabilization
- ✓ Flood diversion
- ✓ Rehabilitation

Cost-effectiveness for these project types can be determined by multiplying the number of acres to be mitigated by \$3,250, the required benefits per acre. If the resulting number is more than or equal to the project costs, a separate cost-benefit analysis is not required, saving valuable time.

**Pre-calculated benefits expedite grant applications, which enables communities to protect themselves from post-wildfire disasters sooner.**



# Three main programs

- [HMGP](#) assists in implementing long-term hazard mitigation planning and projects following a Presidential major disaster declaration
- [PDM](#) provides funds for hazard mitigation planning and projects on an annual basis
- [FMA](#) provides funds for planning and projects to reduce or eliminate risk of flood damage to buildings that are insured under the National Flood Insurance Program (NFIP) on an annual basis

**FEMA Announces HMGP Post Fire Funding Assistance**

Hazard Mitigation Grant Program (HMGP) Post Fire funding is now available to assist in wildfire recovery.




**Fire Management Assistance Declaration**  
FY 2017-2019

→ **HMGP**  
Post Fire


• **States and tribal governments** are eligible for either \$425,000 or \$600,000\*\* for each Fire Mitigation Assistance declaration made between October 1, 2010 and September 30, 2014.

• **Post-fire areas** are more susceptible to flooding and landslides due to the loss of vegetation that normally occurs in a fire.

• **Examples of funding activities** include: erosion control mats, large-scale seeding to induce vegetation growth, log fences to channel flood water, silt fences to prevent sediment runoff, and mulching to protect riparian streams in the soil.



As of June 1, HMGP Post Fire funding is available for 89 events (pink areas on the map) in six regions.



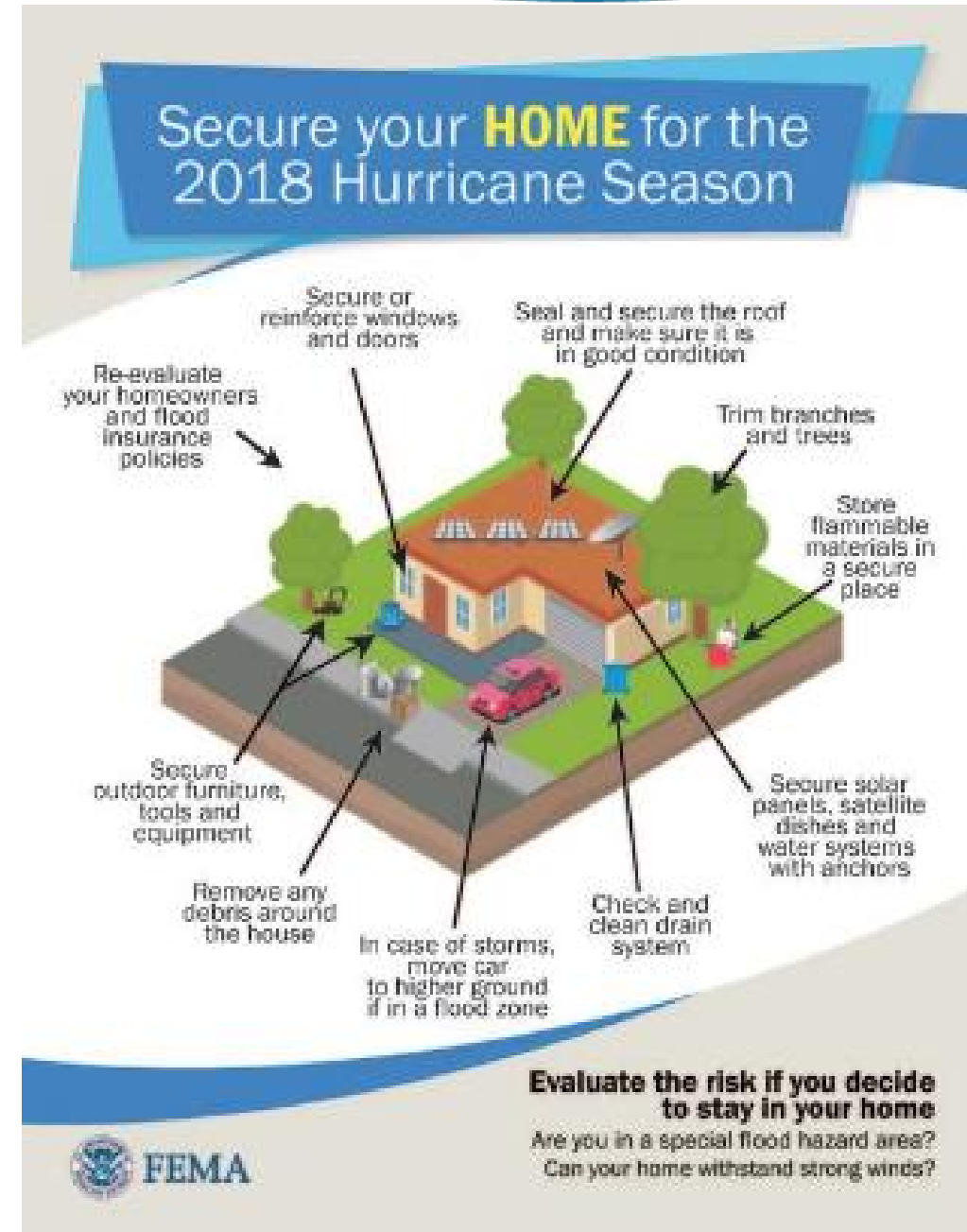
For more information and to view an interactive map, visit [fema.gov](#).

\*\* Depending on whether applicants have a substantial or substantial mitigation plan in place.



# Emergency declarations

- Specific assistance
- Limited to agencies
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# Questions?

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- 616-813-3782



An aerial photograph of Baltimore, Maryland, showing the harbor, city buildings, and a large glass-walled building in the foreground. A large blue diagonal shape is overlaid on the left side of the image.

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