

# Emergency Management 101

## “The Questions You Should Be Asking In Your Community”

**Question: What’s emergency management and why is it so important?**

Background / Notes:

The value that an emergency management program adds to a jurisdiction depends greatly on what that jurisdiction wants to achieve.

“If emergency management is devoted solely to dealing with emergencies and disasters, it exists only as a methodology for dealing with unexpected contingencies. In essence, it is the jurisdictional equivalent of a fire extinguisher – a necessary expense that no one expects to use. If, on the other hand, one truly accepts the concept of all hazard planning, then emergency management can be defined as a mechanism by which a jurisdiction or organization manages risk. - Lucien G. Canton, CEM (*Former director of emergency services for the City of San Francisco*)

The phases of emergency management (mitigation & prevention, preparedness, response, and recovery) represent the various elements of a disaster. The phases are dynamic and interconnected. For example, tasks taken to recover from a disaster may have effects on mitigation, preparedness, and response to future occurrences and recovery efforts will begin almost immediately while the initial response efforts are still underway.



### Mitigation

Mitigation refers to any sustained action taken to reduce or eliminate long-term risk to life and property from a hazard event. Mitigation, also known as prevention (when done before a disaster), encourages long-term reduction of hazard vulnerability. The goal of mitigation is to decrease the need for response as opposed to simply increasing the response capability. Mitigation can protect critical community facilities, reduce exposure to liability, and minimize community disruption.

### Preparedness

Preparedness involves activities that are done before a disaster; such as training, planning, community education and exercises. As a civic leader you should encourage others to have plans and emergency supplies for both their home and workplace. Additionally, you should be encouraging them to get involved in their community and promote a neighborhood approach to emergency preparedness. Additionally, you have the opportunity to be a good example by developing a family disaster plan and creating an emergency supplies kit for both your home and your workplace.

### Response

Disasters and emergencies involve significant risks to life safety and welfare. Natural disasters, such as floods, involve contaminated flood water and debris that can produce a myriad of hazards. Major fires produce smoke, toxic gases, and the possibility of structural collapse. Hazardous materials events usually involve toxic materials that can cause numerous types of health hazards. Terrorism threats can involve chemical, biological, radiological, nuclear, or explosive devices. Major earthquakes can impact virtually every aspect of our society.

Generally the priorities for response include:

1. Saving lives
2. Stabilizing the incident
3. Protecting & restoring critical facilities (systems)
4. Reducing property damage
5. Protecting the environment

Action Item(s)

Discuss with the CEO, or staff person responsible for emergency management, how the emergency management functions are set up in my jurisdiction.

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Identify what role I have in each of the four phases of disaster and how I can be most effective in each role.

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*Response Time* - Residents may think that government is slow to respond. It typically takes the federal government at least 72 hours or longer to respond to a local emergency.

## Recovery

Recovery involves all of the cleanup and restoration activities that are necessary to be able to return the area to normal. This involves getting all of the damage repaired, utilities restored, and the debris cleaned up. Recovery is often the hardest phase of the disaster and may continue for an extended time.

Local governments have the primary responsibility for protecting its residents from disasters, and for helping them to recover when disaster strikes. Government agencies at all levels are key partners in this process, offering resources and programs that will help the residents, and business owners pick up the pieces and return the community back to normal as quickly as possible.

Disaster recovery is rarely an easy process. It is financially, physically, and emotionally exhausting for everyone involved. Confusion and misinformation about relief programs often becomes an enormous source of frustration for the community members who are impacted, and for the local officials who are involved in the response. The constant delivery of information to the public regarding recovery efforts will be necessary.

Residents have their own priorities which may be different than those of the Community. Residents are often unaware of the scope of a disaster and may have unrealistic expectations about what the local jurisdiction can do for them as everyone works to recover.

Federal disaster assistance available under a major disaster declaration falls into three general categories:

- *Individual Assistance* - aid to individuals, families and business owners.
- *Public Assistance* - aid to public (and certain private non-profit) entities for certain emergency services and the repair or replacement of disaster-damaged public facilities.
- *Hazard Mitigation Assistance* - funding for measures designed to reduce future losses to public and private property. In the event of a major disaster declaration, all counties within the declared State are eligible to apply for assistance under the Hazard Mitigation Grant Program.

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**Learn more about the different types of Federal assistance available to our jurisdiction to prepare, mitigate, respond and recover from disasters.**

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*\* A great way to learn more about Federal disaster assistance is to complete the FEMA IS-630 "Introduction to the Public Assistance Process". The course is available online and takes about 2 hours to complete.*

<http://training.fema.gov/EMIWeb/IS/is630.asp>

**Question: What are emergency management plans?**

Background / Notes:

Action Item(s)

**Response and Operations Plans**

These are the most common plans, often referred to as the jurisdiction's "EOP" or Emergency Operations Plan. These plans generally outline the basic operating parameters that the organization intends to follow. The Emergency Operations Plan addresses the planned response to extraordinary emergency situations associated with natural disasters, technological incidents, and national security emergencies in or affecting the Community.

The EOP:

- Establishes the emergency management organization required to respond to and mitigate any significant emergency or disaster affecting the Community.
- Identifies the policies, responsibilities, and procedures required to protect:
  - The health and safety of the community.
  - Public & private property.
  - The environmental effects of natural and technological emergencies and disasters.
- Establishes the operational concepts and procedures associated with field response to emergencies, the Community's Emergency Operations Center (EOC) activities, and starting the recovery process.

The EOP also establishes the framework for implementation of the National Incident Management System (NIMS). The Plan is intended to facilitate multi-agency and multi-jurisdictional coordination in emergency operations, particularly between Community and other local governments, including special districts, County, and State agencies.

The EOP is a concept of operations guide and planning reference. City departments and local agencies that have roles and responsibilities identified in the EOP are encouraged to develop emergency operations plans, detailed standard operating procedures (SOPs), and emergency response checklists based on the provisions of the EOP.

**Mitigation Plans**

These plans take a more detailed look at the hazards that may occur in a jurisdiction and identify strategies for reducing or eliminating the hazard(s). They often contain prioritized projects or actions that should be implemented or completed. FEMA requires that jurisdictions have an adopted mitigation plan in order to be eligible for some forms of post disaster funding *under CFR 44: a state and local jurisdiction must have a mitigation plan in order to receive non-emergency Stafford Act assistance and FEMA mitigation grants.* Most jurisdictions in Utah have an adopted mitigation plan.

"You should have a mitigation plan to understand your risk and have a course of action to reduce that risk. For every dollar that is spent in mitigation save's four dollars when a disaster strikes." Brad Bartholomew – Utah DHS

**Recovery Plans**

These plans are often included in operations plans and some mitigation plans, but may stand alone in some jurisdictions. They generally outline the approaches, priorities, and possibilities that would be needed in a recovery situation.

**Preparedness Plans**

These plans often outline programs and other activities that the entity plans to implement during the preparedness phase of the disaster cycle. These plans are often combined with mitigation plans.

Ensure that the jurisdiction has a current EOP.

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Review the EOP and look for specific items that pertain to my role in implementing the plan.

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Ensure the jurisdiction has a current mitigation plan.

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Review the mitigation plan and be familiar with the recommended projects and activities that may relate to other activities being considered in the jurisdiction.

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Discuss with the CEO, or staff member responsible for emergency management, any other plans or guides that may be used to prepare for, respond to, mitigate or recover from disaster.

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**Question: What are the hazards we are dealing with?**

Background / Notes:

Action Item(s)

**Hazard Analysis Process**

Identifying the hazards is the first step in any effort to reduce community vulnerability. Hazard analysis involves identifying all of the hazards that potentially threaten a community and analyzing them individually to determine the degree of threat that is posed by each. Hazard analysis determines: What hazards can occur; How often they are likely to occur; How severe the situation is likely to get; How these hazards are likely to affect the community; and How vulnerable the community is to the hazard.

This information is used in the development of emergency response plans, mitigation plans, and recovery plans. It indicates which hazards merit special attention, what actions might be taken to reduce the impact of those hazards, and what resources are likely to be needed.

Hazard analysis requires completion of five steps:

1. Identifying the hazard.
2. Profile each hazard.
3. Develop a community profile.
4. Compare and prioritize risk.
5. Create and apply scenarios.

**Hazard Identification**

The first step in hazard analysis is to put together a list of hazards that may occur in the community. A community hazard analysis considers all types of hazards. Categories of hazards include natural hazards, such as storms and seismological events, and technological or "man-made" hazards, such as an incident at a nuclear power plant, failure of oil or gas pipelines and other accidents at hazardous materials facilities. Some hazards may be the result of civil or political issues such as a neighborhood that has been the scene of rioting or large demonstrations. Cascading emergencies or situations when one hazard triggers others in a cascading fashion, should be considered. For example, an earthquake that ruptured natural gas pipelines could result in fires and explosions that dramatically escalate the type and magnitude of events.

**Natural Hazards & Technological Hazards in Utah**

Floods - Earthquakes - Severe Weather (Thunderstorms, Winter Storms, Tornado, Drought) - Wildfire - Pandemic/Epidemic - Debris Flow - Rock Fall - Landslide

Hazardous Materials Incident - Fallen aircraft - Power Outage - Terrorism - Civil Disturbance - Dam Failure - Agricultural Incident

For each hazard identified as potentially occurring in your community, a hazard profile should be created which includes the following information about the hazard:

- Frequency of occurrence - how often it is likely to occur.
- Magnitude and potential intensity - how bad it can get.
- Location - where it is likely to strike.
- Probable spatial extent - how large an area it is likely to affect.
- Duration - how long it can be expected to last.
- Seasonal pattern - the time of year during which it is more likely to occur.
- Speed of onset - how fast it is likely to occur.
- Availability of warnings - how much warning time there is, and whether a warning system exists.

Review the current hazard analysis for your community.

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Find out what hazards are most likely to occur in your community and what measures are being taken to reduce or eliminate the effects of their occurrence.

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Discuss what efforts are in place to educate and warn people living in the community about the hazards that may occur with the City Manager or staff member responsible for emergency management.

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**Question: Does my city or town need an emergency manager?**

Background / Notes:

Action Item(s)

It depends...

There are many factors to consider when answering this question such as size of the jurisdiction (geographically and number of personnel), cost associated with the position, types of hazards the community has, acceptable levels of risk, previous disaster experiences, etc. Many jurisdictions choose to combine the emergency management functions with another position. Often the functions of emergency manager are performed as part of police, fire, public works, or even finance.

Here are some thoughts as to why you should have an emergency manager or at least designate a staff member to perform the emergency management functions. A designated emergency manager is someone that has:

- Responsibility - to ensure that plans are developed, practiced, and updated.
- Ability - has the skills and knowledge to prepare for, respond to and recover from emergency events.
- Desire - to help prepare staff and citizens for disasters.
- Resourceful - acquires resources, including grant funding to support programs.
- Personable - establishes relationships with other local, state and federal partners.

Emergency managers organize response - they work like a stage manager to ensure that all of the players are ready to fulfill their role in a disaster and they work like the producer for coordinating the plans of the various components of the emergency management system - fire and police, emergency medical services, public works, volunteers, and other groups contributing to the community's management of emergencies.

The emergency manager is not the main actor. During a disaster, the emergency manager helps manage the application of resources that other managers control. A fire chief, a police chief, a public works director, and a medical services coordinator are emergency response managers who control resources. The emergency manager does not replace them or usurp their jobs. The emergency manager helps these other managers apply their resources wisely and in a coordinated way.

Thomas Drabek, a prominent researcher in the field of emergency management, studied effective local emergency managers and reported the following in 1987:

"Basically, the resulting analysis revealed that effective local emergency managers use strategies for coping with environmental uncertainty similar to those documented for other management executives. Notable was the related finding that the more successful emergency managers work hard at forming and maintaining interagency bonds of mutual aid and cooperation. Insuring the integrity of these invisible webs emerged as very crucial to management success. Other recommendations include the need to coordinate rather than to seek control, the need to establish media relationships, and the need for continued professional development."

Some cautions to consider.

- Don't assume that "someone else" is doing emergency management.
- Don't assign the emergency management functions to someone that doesn't want to do it.
- Don't use emergency management as a "punishment".
- Do make sure that the person assigned to the emergency management duties can devote a portion of their time on a regular basis to accomplishing the work.

Identify the person who is assigned the functions of emergency management in my jurisdiction.

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Identify areas of our emergency management program that are not being addressed and discuss possible solutions to cover the gaps.

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\* Want to learn more about the position of emergency manager or get a better idea what they can offer? Check out the FEMA independent Study course *'IS-1 Emergency Manager: An Orientation to the Position'* online.

<http://training.fema.gov/EMIWeb/IS/is1.asp>

**Question: What is the disaster declaration process?**

Background / Notes:

Action Item(s)

Emergency declarations are normally made when there is an actual incident or threat of disaster or extreme peril to the safety of persons and property caused by natural or man-made situations. Upon the recommendation of the staff, the Mayor may issue an executive order or proclamation that a state of disaster or severe emergency exists in the City. The executive order or proclamation shall indicate the nature of the disaster, the area threatened or affected and the conditions creating the disaster or emergency.

**Local "State of Emergency" Defined**

A local "State of Emergency" exists whenever the City or an area therein is suffering, or in imminent danger of suffering, an event that may cause injury or death to persons, or damage to or destruction of property to the extent that extraordinary measures must be taken to protect the public health, safety, and welfare. Such an event shall include but not be limited to the following: fire, explosion, flood, severe weather, drought, earthquake, volcanic activity, spills or releases of oil or hazardous material, contamination, utility or transportation emergencies, disease, blight, infestation, civil disturbance, riot, sabotage, terrorist attack and war.

**Why declare a local "State of Emergency"?**

The rationale for declaring an official local "State of Emergency" is threefold:

- To acknowledge that the local jurisdiction has experienced a disaster and has responded to the best of its ability. The local declaration is the first step toward a state and federal declaration, which would then activate eligible state and federal disaster relief programs to provide financial relief to both local government and the public. A local, state and/or federal declaration is likely to send a reassuring message to the public that officials intend to pursue every avenue available to assist the disaster victims.
- To alert the County Emergency Services Director and State of Utah Division of Homeland Security that local resources are being fully utilized and that County and State assistance may be requested; and
- To empower the local officials to take extraordinary measures necessary for protecting life, property and the environment while affording some safeguards against legal liability.

**Who issues the emergency declaration?**

The Mayor, or Mayor Pro Tempore in the Mayor's absence, is the only individual who may issue an official local "State of Emergency" declaration. This declaration must be issued before County, State and/or Federal assistance can be requested. (South Jordan Municipal Code 2.24.030 & 2.24.060).

The declaration of a "State of Emergency" by the Mayor, or Mayor Pro Tempore, shall be valid for a period not to exceed 30 days. If the emergency exceeds thirty days, it must be declared by the City Council. (Utah Code 63-5a-6(b)).

**Purpose of Emergency Proclamation**

- Authorize the undertaking of extraordinary police powers.
- Provide limited immunity for emergency actions of public employees and governing bodies.
- Authorize the issuance of orders and regulations to protect life and property (e.g., curfews).
- Activate pre-established local emergency provisions such as special purchasing and contracting.
- Require the emergency services of a local official or employee.
- Requisition necessary personnel and materials from any local agency or department.
- VERY IMPORTANT...it is the prerequisite for requesting a Governor's Proclamation of a State of Emergency and/or a Presidential Declaration of an Emergency or Major Disaster.

Discuss with the CEO, or staff member responsible for emergency management, what the process is for declaring a local "State of Emergency" in our jurisdiction.

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Prepare some declaration "templates" that can be filled in quickly in the event of a disaster.

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**Question: What are my responsibilities as an elected official?**

Background / Notes:

Action Item(s)

The actions taken by elected officials during and following an emergency influence community members as well as employees, and directly impact the City's ability to protect lives and property. The Mayor and Council members work closely with the City staff in a similar capacity as they work with the staff during normal operations.

Discuss what my specific roles in a disaster are in my community with the CEO or other staff member responsible for emergency management.

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When a disaster strikes, elected officials often serve as a primary conduit between the government and the public both during and after the event. They may hold public meetings to conduct the business relevant to response and recovery from the disaster (for example, the adoption of ordinances) and to hear from and communicate with the public. Specific responsibilities of the elected officials include:

Create a checklist of items that need to be accomplished that I am or may be responsible for during a disaster.

Due: \_\_\_\_/\_\_\_\_/\_\_\_\_

- Receive regular updates and briefings from the City staff.
- Review and approve the declaration of a local "State of Emergency".
- Serve as a liaison with other City, County, State and/or Federal government representatives.
- Serve as the liaison with public or community organizations.
- Receive information and assistance from the Emergency Manager to assist with public information outreach.
- Conduct public meetings to determine public needs and identify current or future city actions related to the disaster.
- Review requirements for special legislation and development of policy.
- Establish executive-level policies and pass important resolutions for the management of the emergency.
- Consider and advise both short and long term recovery strategies.
- Support a multi agency disaster response.
- Survey problem sites in the community and assist residents and the City in finding solutions to problems resulting from the disaster.
- Visit impacted areas, shelters, and other temporary facilities to spot problems and special issues.
- Host and accompany VIPs and government officials on tours of the emergency/disaster.
- Participate in required training as required by State & Federal law.

Check my local ordinances for any responsibilities that are required by statute as a local official.

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Prepare a disaster supplies kit so that I am prepared and in a position to be available if needed.

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The emergency powers of the Mayor include, but are not limited to:

- The authority to issue a declaration of a local emergency.
- Suspending the provision of any City Ordinance prescribing the procedures for conduct of City business if strict compliance with the provision prevents, hinders, or delays necessary actions in coping with the emergency.
- Issuance of orders for evacuation.
- Suspending or limiting the sale of some items.
- Invoking the provisions of any mutual aid agreement entered into by the City.

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*\* Be prepared with your own disaster supplies and family preparedness plan!*

**Question:** What is NIMS and why is it so important?

Background / Notes:

**NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS)**

The National Incident Management System (NIMS) is a nationwide standardized approach to incident management and response. Developed by the Department of Homeland Security (DHS) and released March 2004, it establishes a uniform set of processes and procedures that emergency responders at all levels of government will use to conduct response operations.



**Command and Management**

The NIMS standard incident command structures are based on the following key organizational systems:

- The Incident Command System (ICS)
- Multi-Agency Coordination Systems (MACS)
- Public Information Systems

Other key NIMS components are:

- *Preparedness* - Effective incident management begins with prevention and preparedness activities conducted continually, well in advance of any potential incident. Preparedness involves an integrated combination of planning, training, exercises, personnel qualification & certification standards; and equipment acquisition/certification.
- *Resource Management* - NIMS defines standardized mechanisms and establishes requirements for processes to describe, inventory, mobilize, dispatch, track, and recover resources over the life cycle of an incident.
- *Communications and Information Management* - NIMS identifies the requirement for a standardized framework for communications, information management (collection, analysis, and dissemination) and information-sharing at all levels of incident management.
- *Supporting Technologies* - Technology systems provide supporting capabilities essential to implementing and refining NIMS. These include voice and data communications systems, information management systems (i.e., record keeping and resource tracking) and data display.

**Q: What level of NIMS training is required for elected officials?**

**A:** The National Integration Center (NIC) strongly recommends that all elected officials who will be interacting with multiple jurisdictions and agencies during an incident at the minimum complete IS-700: NIMS, An Introduction and ICS-100: Introduction to ICS. These courses provide a basic understanding of the National Incident Management System and the Incident Command System. Everyone directly involved in managing an emergency should understand the command reporting structures, common terminology, and roles and responsibilities inherent in a response operation.

\* Link to online training courses: <http://www.training.fema.gov/>

Action Item(s)

Complete the FEMA IS-100 "Introduction to ICS" course.

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Complete the FEMA IS-700 "NIMS: An Introduction" course.

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***National Incident Management System (NIMS)***

All federal, state, local, tribal, private sector and non-governmental personnel with a direct role in emergency management and response must be NIMS and Incident Command System trained. Information on implementing the systems can be found here.

<http://www.fema.gov/emergency/nims/index.shtm>

**Question:** What are some of the training and exercise opportunities available me?

Background / Notes:

Action Item(s)

Great sources for training!

**Federal Level**

FEMAs National Emergency Training Center in Emmitsburg, Maryland. See a video and get all the details here: <http://training.fema.gov/EMICourses/>

FEMA Independent Study Courses online. The Emergency Management Institute (EMI) offers self-paced courses designed for people who have emergency management responsibilities and the general public. All are offered free-of-charge to those who qualify for enrollment. To get a complete listing of courses, visit <http://training.fema.gov/IS/>

**State Level**

The State Division of Homeland Security offers several courses. Visit <http://publicsafety.utah.gov/homelandsecurity/training.html> for course listings and information about how to register.

**Other Sources**

Other sources include your local emergency manager, police and fire departments and organizations like the American Red Cross and the Utah Emergency Management Association.

**Understanding Exercises**

Seminars: Orient participants to authorities, strategies, plans, policies, procedures, protocols, resources, concepts, and ideas. Seminars are the basic building block for exercise development.

Workshops: Represent the second tier of exercises in the building-block approach. Although similar to seminars, workshops differ in two important aspects: Participants interaction is increased and the focus is on achieving or building a product (e.g. plans and policies).

Tabletops: This type of exercise is intended to simulate discussion of various issues regarding a hypothetical situation. It can be used to assess plans, policies, and procedures or to assess types of systems needed to guide the prevention of, response to, and recovery from a defined incident.

Games: A simulation of operations that often involves two or more teams, usually in a competitive environment, using rules, data, and procedures designed to depict an actual or assumed real-life situation.

Drills: A coordinated, supervised activity that is usually employed to test a single specific operation or function in a single agency.

Functional Exercises: A single or multi-agency activity designated to evaluate capabilities and multiple functions using a simulated response. Typically used to evaluate EOCs, command posts, and assess the adequacy of response plans and resources. Characteristics include simulated deployment of resources and personnel, rapid problem solving, and a highly stressful environment.

Full Scale Exercises: A multi-agency, multijurisdictional exercise that tests many facets of emergency response and recovery. It focuses on implementing and analyzing plans, policies, and procedures developed in discussion based exercises and honed in previous, smaller, operations-based exercises.



Identify and participate in one emergency management training opportunity to complete in the next 6 months.

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Participate in at least one emergency management exercise in the next 6 months.

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## Useful websites and other information

FEMA Independent Study Courses and information about EMI: <http://training.fema.gov/>

Utah Emergency Management Association: <http://www.uemaonline.org/>

Utah Department of Public Safety: <http://publicsafety.utah.gov/homelandsecurity/>

Utah Citizens Corps: <http://www.citizencorps.utah.gov/>

National Emergency Management Association: <http://www.nemaweb.org/home.aspx>

National Voluntary Organizations Active in Disaster: <http://www.nvoad.org/>

International Association of Emergency Managers: <http://www.iaem.com/>

Utah Hazard Mitigation & Recovery: <http://uthazardmitigation.wordpress.com/>

Example of a mitigation plan (Wasatch Front Natural Hazards Pre-Disaster Mitigation Plan)  
[http://www.wfrc.org/cms/index.php?option=com\\_content&task=view&id=102&Itemid=38](http://www.wfrc.org/cms/index.php?option=com_content&task=view&id=102&Itemid=38)

To obtain a free copy of the FEMA Acronyms Abbreviations & Terms (FAAT Book) Call 1-800-480-2520 and ask for **FEMA Publication P-524**

**Here are some resources to help you get a kit, make a plan and be informed:**

<http://beready.utah.gov>

<http://www.ready.gov>

<http://www.redcross.org>

<http://www.fema.gov>

<http://publicsafety.utah.gov/homelandsecurity>

**Get a free book and/or DVD from FEMA! Call 1-800-480-2520 and ask for FEMA Publication IS-22 “Are You Ready?” and/or FEMA 500 “Getting Ready for Disaster” DVD.**



For more information...

Utah Climate Info <http://www.wrh.noaa.gov/slc/climate/slcclimate/SLC/index.php>

Utah Tornado Info <http://newweb.wrh.noaa.gov/slc/climate/tornado.php>

U of U Seismograph <http://www.seis.utah.edu>

Utah Fire Info <http://www.utahfireinfo.gov>

Utah Geologic Survey <http://ugs.utah.gov/>

Natural Hazards Center <http://www.colorado.edu/hazards>

## Additional Reading

Canton, Lucien G., 2007. *Emergency Management: Concepts and Strategies for Effective Programs*. John Wiley & Sons, Inc., Hoboken, New Jersey.

Waugh, William L., & Tierney, Kathleen editprs. 2007. *Emergency Management: Principles and Practices for Local Government*. second edition ICMA Press, Washington D.C.

**This presentation brought to you by the Utah Emergency Management Association**

