

# Clare County Emergency Operations Plan 2025



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## BASIC PLAN PROGRAM OVERVIEW

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**Mission Statement:** The purpose of Clare County Emergency Management Homeland Security Division is to Plan and prepare for high impact, low probability events. Further the Clare County Emergency Management Office assesses local capabilities to respond to emergency and disaster situations, and advocate emergency preparedness in both the public and private sectors.

- Clare County EMHSD ensures that hazards that threaten Clare County are clearly identified.
- Improves upon local emergency response related skills of local personnel.
- Conducts exercises to test training and validate plans.
- Increase public awareness of hazards and appropriate mitigation actions.
- Identify and implement vulnerability and risk reduction measures. (HVA) Hazard Vulnerability Analysis
- Conducts regular LEPC/LPT (Local Emergency Planning Commission/Local Planning Team) Meetings.
- Assists many agencies in both government and NGO private sectors.
- Responsible for the Administration of any Homeland Security Related Activities in Clare County.
- FLO (Fusion Liaison Officer for DHS – Local).
- Respond to and coordinate any HazMat related incident.



### Overarching Priorities

- **Life Safety:** Ensure the safety and security of first responders, support personnel, and the general population.
- **Unity of Effort:** Coordinate and prioritize activities across all organizations involved in the response, to achieve common objectives.
- **Incident Stabilization:** Establish leadership to stabilize the incident and reduce future impacts.
- **Protect Property and Environment:** Protect infrastructure assets, systems, and networks, whether physical or virtual.
- **Recovery:** Reestablish services and help the community return to a functioning level.



## INTRODUCTION / OVERVIEW

Emergency management has come a long way since Congress first responded to a local disaster and enacted the Congressional Fire District Act of 1803. That was the first piece of national legislation that related to emergency management in the United States. Prior to the 20<sup>th</sup> century, formal involvement of the federal government was reactionary rather than proactive. In contrast, today's focus is on comprehensive emergency management that incorporates the five phases: **Protection, Preparedness, Response, Recovery, and Mitigation**. Only by integrating planning efforts and the NIMS in the five phases can jurisdictions produce an effective emergency management and homeland security program.

### *The Five Phases of Emergency Management*

**Phase 1 / Protection:** Prevention happens when property and lives are protected by those that identify, deter or stop an incident from occurring. Activities that may include these types of countermeasures can include:

- Heightened inspections
- Improved surveillance and security operations
- Investigations to determine the full nature and source of the threat.
- Public health surveillance and testing
- Immunizations
- Isolation or quarantine

**Phase 2 / Preparedness:** Preparedness is the phase of emergency management in which governments, organizations, and individuals assess risks; develop plans to save lives and minimize damage; and enhance emergency response operations. Preparedness includes the research, development, and testing of:

- Risk analysis and assessments
- Emergency Management Plans
- Emergency Training and Exercises
- Warning and Notification Systems
- Emergency Communication Systems
- Equipment Supplies and Resources
- Emergency Operation Centers
- Resource Inventories
- Emergency Personnel Contact Lists
- Mutual Aid Agreements
- Public Education Techniques and information dissemination methods

**Phase 3 / Response:** Response is that phase in emergency management, during and following an emergency or disaster, in which governments, organizations, and individuals act to provide emergency assistance to people and property. They seek to minimize further injuries or fatalities, to limit property damage, and to speed recovery operations. Response activities include:



- Determination of the Type of Incident, its Scope, and its Location
- Dispatch of “on-duty” Emergency Service Personnel or Teams
- Notification of “Stand-by” or Emergency Service Organizations
- Development of Incident Action Plans (IAPs)
- Notification of Mutual Aid Groups
- Implementation of Emergency Management/Operation plans
- Declaration of Emergencies
- Issuance of Public Advisories and Warnings
- Command and Control of Incidents
- Field Operations, including Medical Assistance, Search, Rescue, and Security
- Evacuations and Shelter Operation Centers
- Activation of EOCs



**Phase 4 / Recovery:** Recovery is that phase of emergency management, which continues after an event or incident, until all systems are restored to normal operations. Short-term recovery operations focus on returning vital life support systems (roads, bridges, power, telephones, water, sewer, food distribution, etc.) to minimum operating standards. Long-term recovery is aimed at restoring life in an area to normal or improved levels. Often recovery also includes mitigation measures to reduce the potential impact of a repeat event. Recovery may activities include:

- Damage Assessment
- Financial Aid in the Form of Insurance, Low-Interest Loans, and Grants
- Counseling Programs
- Temporary Housing
- Reconstruction
- Relocation

**Phase 5 / Mitigation:** Mitigation is the long-term phase of emergency management which aims to reduce or eliminate the impacts or probability of a disaster. It also includes activities which reduce the effects of unavoidable disasters. Mitigation activities include:

- Improvements in Building Codes
- Zoning and Land Use Management
- Safety Codes
- Code Enforcement
- Public Education
- Planning

Disasters are forever imposing on communities and for a variety of reasons occur with greater frequency. Population increases have influenced sprawl and development of what use to be rural and farm lands, away from the urban, centralized cities. As a result, people must consider the reality of facing a natural or man-made disaster where they reside, travel or work. Planning for the inevitable incident can help alleviate the consequences of a disaster.

## ***National Influences on Program Management***

### **National Incident Management System**

On February 28, 2003, the President issued Homeland Security Presidential Directive (HSPD)–5, *Management of Domestic Incidents*, which directs the Secretary of Homeland Security to develop and administer a National Incident Management System (NIMS). This system provides a consistent nationwide template to enable Federal, State, local, and tribal governments and private-sector and nongovernmental organizations to work together effectively and efficiently to prepare for, prevent, respond to, and recover from domestic incidents, regardless of cause, size, or complexity, including acts of catastrophic terrorism.

### **Homeland Security Presidential Directive / PPD-8**

### **Subject: National Preparedness**

#### **Purpose**



(1) This directive establishes policies to strengthen the preparedness of the United States to prevent and respond to threatened or actual domestic terrorist attacks, major disasters, and other emergencies by requiring a national domestic all-hazards preparedness goal, establishing mechanisms for improved delivery of Federal preparedness assistance to State and local governments, and outlining actions to strengthen preparedness capabilities of Federal, State, and local entities.

Building on the foundation provided by existing incident management and emergency response systems used by jurisdictions and functional disciplines at all levels, NIMS integrates best practices that have proven effective over the years into a comprehensive framework for use by incident management organizations in an all hazards context (terrorist attacks, natural disasters, and other emergencies) nationwide. It also sets in motion the mechanisms necessary to leverage new technologies and adopt new approaches that will enable continuous refinement of the NIMS over time. NIMS were developed through a collaborative, intergovernmental partnership with significant input from the incident management functional disciplines, the private sector, and nongovernmental organizations.

The NIMS represents a core set of doctrine, concepts, principles, terminology, and organizational processes to enable effective, efficient, and collaborative incident management at all levels and includes critical components including: 1) Utilization of the incident command system; 2) Public Information Systems; 3) Preparedness Planning.

Institutionalization of NIMS in a community's government, public, and non-governmental agencies is critical for an effective jurisdiction-wide emergency management program.

### **National Response Framework**

The National Response Framework (NRF), formerly known as the National Response Plan, provides key principles for all levels of government to work together when responding to a major incident. When local jurisdictions become overwhelmed and resources are exhausted, the State steps in to provide assistance and if this is not enough, the Governor may then request for federal assistance, in this case the National Response Framework is then used to provide for an effective coordination of response from the federal, through the State, to the local government. The response from the federal government is divided into 15 functional areas called Emergency Support Functions (ESF). These include:

- #1. Transportation
- #2. Communications
- #3. Public Works & Engineering
- #4. Firefighting
- #5. Information & Planning
- #6. Mass Care, Emergency Assistance, Temporary Housing, & Human Assistance.
- #7. Logistics
- #8. Public Health & Medical Services
- #9. Search and Rescue.
- #10. Oil and Hazardous Materials Response.
- #11. Agriculture and Natural Resources.
- #12. Energy.
- #13. Public Safety and Security.
- #14. Cross Sector Business and Infrastructure
- #15. External Affairs.



The NRF works hand in hand with the NIMS. The NIMS provides the template for the management of incidents, while the NRF provides the structure and mechanisms for national-level policy for incident management.

### **National Preparedness Guidelines**

The National Preparedness Guidelines are contained within four documents that correlate to establish a vision for national preparedness and provide a systematic approach for prioritizing preparedness efforts across the nation for local, state, and federal governments. These four documents address capabilities-based preparedness for the full range of homeland security missions, from mitigation through recovery, and include: *The National Preparedness Vision, the National Planning Scenarios, the Universal Task List, and Core Capabilities.*

The purposes of the *Guidelines* are to:

- Organize and synchronize national (including Federal, State, local, tribal, and territorial) efforts to strengthen national preparedness;
- Guide national investments in national preparedness;
- Incorporate lessons learned from past disasters into national preparedness priorities;
- Facilitate a capability-based and risk-based investment planning process; and
- Establish readiness metrics to measure progress and a system for assessing the Nation's overall preparedness capability to respond to major events, especially those involving acts of terrorism.

Using the Core Capabilities List, local jurisdictions measure their capabilities against the list, identifying shortfalls and making corrective actions. In addition, local exercises are designed around using the national planning scenarios which allows for local jurisdictions to determine required capabilities already identified using pre-developed scenarios.

### **Integrated Planning System**

The Integrated Planning System (IPS) is designed to enhance the preparedness of the nation by establishing a standard and comprehensive approach to emergency planning. Initially developed for federal agencies, over time it is expected that state and local jurisdictions will adapt to the system and align and synchronize planning efforts with the federal government so that the system will be used as a collaborative effort amongst all levels of government. To help move this effort forward, the Comprehensive Preparedness Guide (CPG) 101 is a guide for federal, state, local, and tribal jurisdictions to use a standard planning process and develop their emergency operation plan, meeting all necessary and required plans components. Together, IPS and CPG 101 support national vertical integration by clearly articulating federal planning procedures to State, local, and tribal governments.

### **National Preparedness Directorate (NPD)**

Mandated out of the Post Katrina Emergency Management Reform Act (PKEMRA), the National Preparedness Directorate (NPD) strives to achieve a Nation prepared through a comprehensive cycle of planning, organizing and equipping, training, exercising, and evaluating and improvement planning. The Preparedness Cycle provides a process for enhancing preparedness and the NPD provides the doctrine, programs, and resources to help entities implement the Cycle. The NPD prioritizes its





resources to align Federal, State, local and tribal governments, as well as the private and non-governmental sector, toward a state of increased preparedness for all hazards. Additionally, the NPD has established organizational structures that align key roles and responsibilities across the Nation. State and local partnerships have also been built through the FEMA Regions and are sustained Through the Annual Program Guidance.

### **Emergency Management Accreditation Program (EMAP)**

The EMAP is a standard-based voluntary assessment and accreditation process for government programs responsible for coordinating prevention, mitigation, preparedness, response, and recovery activities for natural and human-caused disasters. Accreditation is based on compliance with collaboratively developed national standards, the *Emergency Management Standard by EMAP*.

### **National Fire Protection Agency, Standard 1600**

The NFPA 1600 establishes a common set of criteria and terminology for disaster management, emergency management, and business continuity programs. This standard provides those with the responsibility for disaster and emergency management and business continuity the specific criteria to assess current programs or to develop, implement, and maintain a program to prevent, mitigate, prepare for, respond to, and recover from disasters and emergencies.

### **The Following Presidential Homeland Security Directives;**

- **DIRECTIVE 7: CRITICAL INFRASTRUCTURE IDENTIFICATION, PRIORITIZATION, AND PROTECTION**
- **Directive 28 (PPD-28) Signals Intelligence Activities**

- NFPA 3000
- Created to address the need for a framework for preparing for when attacks occur, NFPA 3000®, Standard for an Active Shooter/Hostile Event Response (ASHER) Program, focuses on bringing all facets of communities together to provide a unified prevention, response, and recovery plan.

Active Shooter/Hostile Event Response is different. A successful ASHER program and response requires four main areas of public safety work together: (a) fire service, (b) EMS, (c) law enforcement, and (d) emergency management



## THE EMERGENCY MANAGEMENT SYSTEM

The general nature of most emergencies and disasters requires prompt response and effective action. This can best be obtained from existing agencies of federal, state and local government. For this reason, such governmental agencies constitute the basic framework of the emergency management system in Michigan. In those situations where governmental agencies cannot accomplish all necessary and appropriate emergency functions, the private sector augments existing forces.

### ***Local Government***

In accordance with the provisions of the Michigan Emergency Management Act, each county shall appoint an Emergency Management Director/Coordinator and enabling legislation creating an emergency management program. Additionally Municipalities with a population of 10,000 or more may have also elected to appoint an Emergency Management Coordinator and establish an emergency management program. A jurisdiction must have an appointed Emergency Management Director/Coordinator and meet other criteria established by the Emergency Management Division, Department of State Police, to be formally recognized as an emergency management program. Coordination between the Emergency Management Division and local emergency management programs is accomplished through the Emergency Management Division District Coordinator.

### ***State Government***

At the state level, the Director of the Department of State Police is the State Director of Emergency Management in accordance with Act 390, P.A. 1976, as amended (The Michigan Emergency Management Act). The Director maintains an Emergency Management Division within the Department of State Police. The commanding officer of the Emergency Management Division is designated as Deputy State Director of Emergency Management. The Emergency Management Division consists of headquarters staff and field (District) Coordinators - each in charge of a specific area of the state. The Emergency Management Division coordinates the comprehensive emergency management activities of mitigation, preparedness, response and recovery for state and local government.

### ***Federal Government***

Federal emergency management programs are primarily coordinated by the Federal Emergency Management Agency (FEMA) under direction from the Department of Homeland Security (DHS). FEMA maintains seven regions, each in charge of coordinating emergency preparedness activities within their assigned states. Michigan is in Region Five, which is headquartered in Chicago, IL. FEMA works with DHS and other federal agencies to coordinate federal emergency management activities with state and local government to ensure a common system of emergency management for the nation.



## ***Clare County's Emergency Management & Homeland Security Program***

Clare County established its local emergency management program in 1976. The program is supported by the Clare County Board of Commissioners through legislation entitled as the "Clare County Emergency Management Resolution", and has been through additional Revisions since. This document provides legal authority to the program and assigns critical responsibilities to government officials.

In addition to the administrative support provided by local government, the emergency management program is also supported through the Federal Emergency Management Agency's Emergency Management Performance Grant (EMPG) as administered by the State of Michigan. This program provides partial funding to local emergency management programs that successfully implement emergency management efforts in accordance with current state and federal emergency management principles and practices.

The Clare County Emergency Management Homeland Security Division has utilized federal and state support to maintain a comprehensive and progressive program. Standard staffing consists of a Full Time Director.

A local Emergency Management Center provides a central point for all emergency management department operations, including supporting the Emergency Operations Center role. This integration of department and EOC facility allows local officials to conduct planning sessions (i.e. local emergency planning committee meetings), deliver training courses, Develop and host exercises, and maintain emergency equipment all at a single site which improves familiarity with incident management operations.

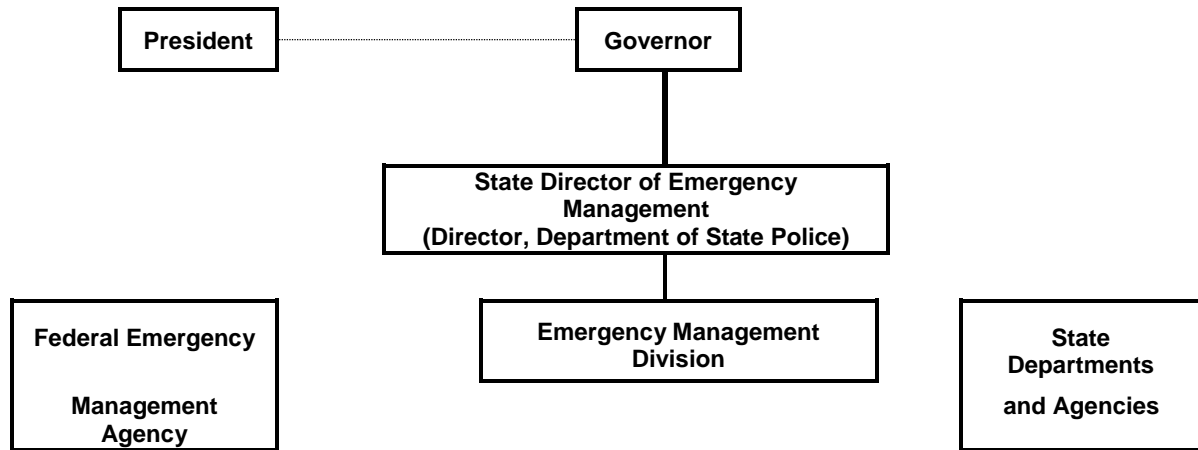
Clare County Emergency Management Homeland Security Division recognizes that disasters and emergencies are fluid and changing in nature. Therefore as such the information and instructions found in this EAG may be adaptable to the situation as deemed necessary.

More information about Clare County Emergency Management Homeland Security Division program can be found on its website at [www.clareco.net/EmergencyServices](http://www.clareco.net/EmergencyServices).

Clare County is located in Region 6 of the MSP EMHSD Homeland Security Regions.

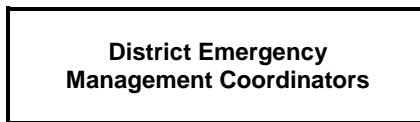


# The Emergency Management System



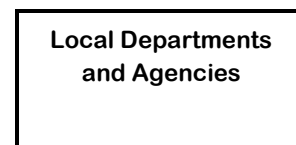
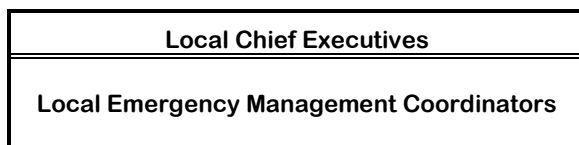
1. National emergency management policy
2. Provide emergency management funds, advice/guidance to state and local Government.

1. Appoint individual to coordinate departmental emergency management activities through the Emergency Management Division.
2. Maintain annex to Michigan Emergency Management plan.

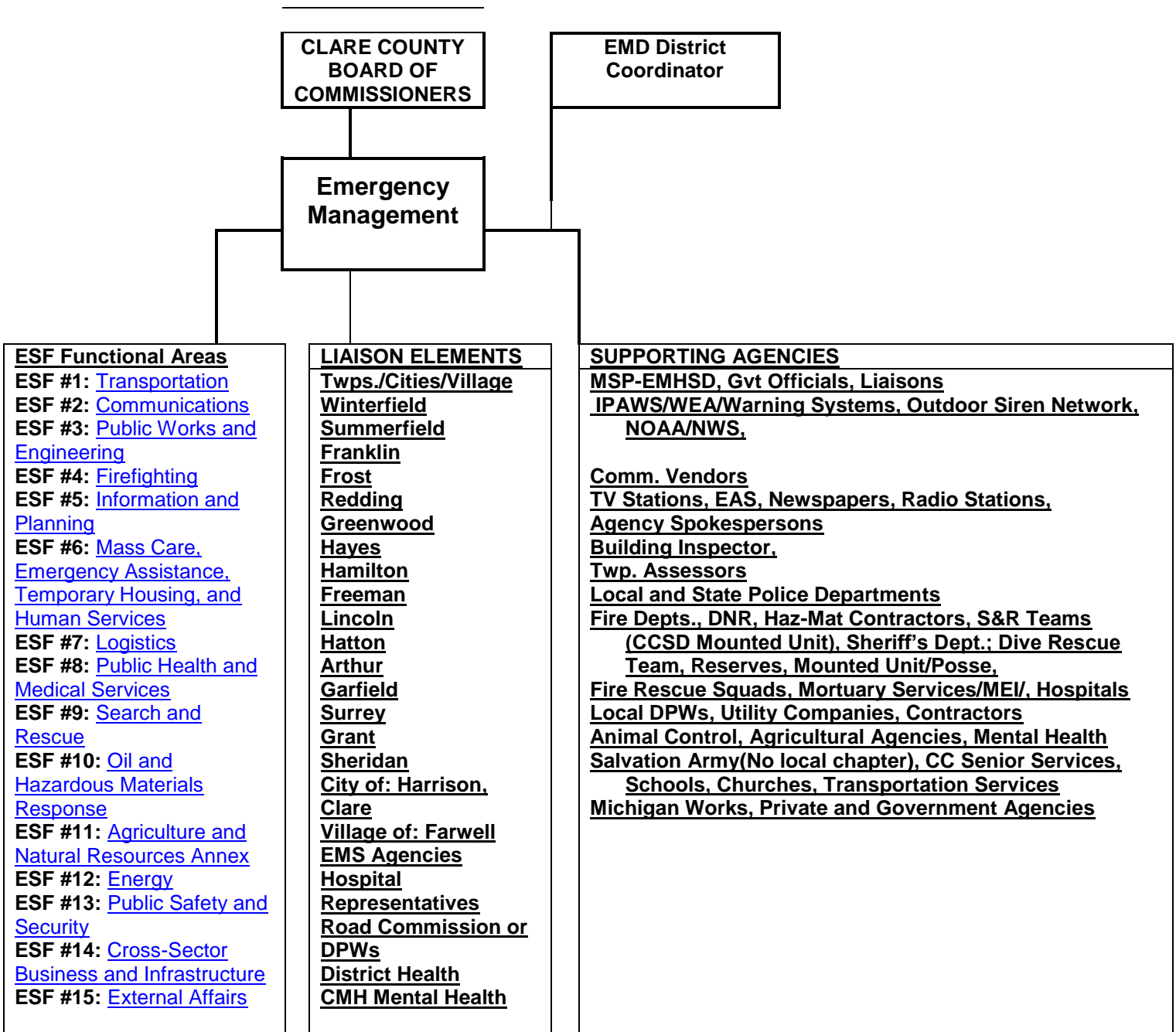


### MSP Districts

1. Provide liaison to local officials.
2. Responsible for administration of EMD policy and programs.



# CLARE COUNTY EMERGENCY MANAGEMENT HOMELAND SECURITY DIVISION ORGANIZATION




## STRATEGIC PLAN

### ***Purpose***

In order to ensure an effective emergency management program, the Local Emergency Management Director/Coordinator needs to continually assess the jurisdiction’s program and develop methods for keeping it current. Developing a strategic plan provides purpose and direction for an emergency management program by taking the time to think and envision what the program should be and where the program should be going in accordance with current professional practices and trends. This information provides the Local Emergency Management Director/Coordinator and EMD District 6 Coordinator with a method to continually evaluate how the program is functioning and guide ongoing efforts to improve effectiveness.

### ***Considerations***

Emergency Management Director/Coordinators begin by discussing with community officials (i.e. officials identified in the existing Emergency Operations Plan and/or Local Emergency Planning Committee representatives), Local Planning Team (LPT) what their impressions of what the community’s emergency management program are, and where it should be going. Directors/Coordinators also evaluate the completeness of their program by completing or reviewing accepted emergency management assessment guidance such as the EMD PUB - 206, “Emergency Management Standards Workbook and Assessment Guide,” Emergency Management Accreditation Program “E.M.A.P.,” or the N.F.P.A. 1600 “Standards for Local Emergency Management”. Additionally, new Emergency Management Directors/Coordinators communicate with other Emergency Management Directors/Coordinators/Region 6 EMs with similar size and scale programs and representatives from professional emergency management associations (i.e. Michigan Emergency Management Association) in discussions that provide guidance, resources, and examples of emergency management practices that have proven successful in other communities.



Additionally, new Emergency Management Directors/Coordinators immediately begin to participate in formal training in the emergency management profession by courses provided by the Federal Emergency Management Agency, Michigan State Police Emergency Management Division, and other federal, state, and local sources. Formal training provides new Emergency Management Directors/Coordinators with a good understanding of what their new job entails and what professional practices to implement in their local program.

The PEM Program, The Michigan Professional Emergency Manager (PEM) program is the state's only professional designation program for Emergency Managers. Founded in the early 1990's, the PEM provides a designee with the knowledge and skills required to perform their job in Michigan. Topics covered include public information, hazard mitigation, emergency planning, and more.

After passing a comprehensive exam, students are designated as Professional Emergency Manager in Michigan. This is a distinguished designation and the Michigan State Police is proud to administer the program on behalf of the PEM Advisory Board.

### ***The Strategic Plan (Building a program)***

After evaluating the community's emergency management needs and the community's future, a vision of the local emergency management program must be developed without limiting the possibilities because of current funding trends or politics. From this vision, a mission statement for the emergency management program is developed, formally documenting the reason for the existence of the emergency management program and direction for the growth of the program. The mission statement provides a direction that may need to take a few bends in the road with it being reasonable to expect to take five to ten years to accomplish long-term goals.

After developing a mission statement, long-term goals must be identified to accomplish the statement. Long-term goals involve multiple activities that need to be completed, many of which may take several years to accomplish and may need to be changed due to current influences. These long-term goals reflect the community's intent for the program and are reviewed annually to evaluate whether they are still appropriate, how the program is doing in accomplishing the goals, and whether they are appropriate for the mission statement.

Based on the long-term goals, a list of short-term goals or objectives to help achieve the long-term goals is developed. As with the long-term goals, these are also reviewed annually to determine how the program is doing, and to determine whether the short-term goals are still pertinent. Short-term goals are used to generate the Emergency Management Performance Grant (EMPG) Annual Work Agreements developed between Local Emergency Management Directors/Coordinators and the Emergency Management Homeland Security Division.

### ***Clare County's Strategic Plan***

Clare County ensures the consistent progression of its local emergency management program through the establishment of a system designated as "Program Progression". The Program Progression system focuses



on the development, maintenance, and implementation of activities to regularly evaluate and advance the local program's capabilities and performance. Activities of this CCEMHS system include:

- A tool available for evaluating the program's performance to standards described in accepted emergency management standard tools, specifically the Emergency Management Accreditation Program (EMAP) standards which are based on NFPA 1600 Standards for Emergency Management. From this assessment, a formal 'progress report' on local program performance in each critical area is developed.
- Based on the assessment, revising long-term goals and short-term objectives into an "Annual Goals and Objectives" document that describes the program's focus of efforts for the year.
- Allocating specific time frames within the year to focus on each of the program elements and identified goals. This schedule is carefully coordinated with the State – Local EMPG Work Agreement to ensure a synchronized, mutually beneficial timeline of activities.
- Ongoing evaluation of "Annual Goals" and resulting objectives to keep the program focused on improvement areas, eventually resulting in a final annual evaluation of performance.
- Annual Re-Certification requirements of the PEM (Professional Emergency Manager Certification) Program, As per State of Michigan PEM Certification Board.
- Administration of EMPG and HSGP Grants.
- Participation at the Regional level in all committees and sub-committees.
- Cataloging and compilation of all CIKR (Critical Infrastructure) sites within the jurisdiction, and sharing of data sets with both state and federal partners as required, Also Including THIRA Local and regional.
- High Hazard/Non- High Hazard Public - Private Dams Cataloging, Mapping, Compilation and any planning needs or requirements.
- Responds to all Haz Mat, Spills, and Explosions, Environmental or related calls as per local protocols.
- Any Homeland Security Related and or MSP EMHSD assigned responsibilities.







## Clare County Strategic Plan

### **Mission Statement:**

*To provide for the mitigation, preparedness, response, and recovery from natural, technological, and human-made disasters within the County of Clare; to provide for the coordination and utilization of all resources in the county in an emergency or disaster situation; and to provide a means through which the Clare County Board of Commissioners may exercise the authority and discharge the responsibilities in them by Act 390, Public acts of 1976 as amended, and the Clare County Emergency Management Resolution; passed on September 4, 1979, amended December 20, 1982, Section 402.*

### **Long Term Goal:**

*To successfully enhance and maintain Clare County’s Emergency Management Homeland Security program to comply with or exceed established standards described in the National Fire Protection Association’s NFPA1600 “Standards for Local Emergency Management” as assessed by the Emergency Management Accreditation Program (E.M.A.P.) as a guide.*

### **Short Term Goals:**



1. Continue to maintain and develop the local emergency program in staffing, financial, and other **Administrative** capability.
2. Continue to maintain and improve the **Program Progression** process to guide the local program's efforts in compliance with standards identified in the Emergency Management Accreditation Program (EMAP).
3. Continue to maintain and develop a **Local Emergency Planning Committee/LPT Local Planning Team** to ensure community participation in emergency management program activities.
4. Continue to develop the **Emergency Action Guidelines** with effective general checklists, hazard specific checklists, supporting task lists, attachments, supporting procedures, and resources.
5. Continue to develop local **Resource Management** capability for rapid identification of contacts, personnel, facilities, and equipment.
6. Continue to develop local **Site Emergency Plans** for local schools, hazardous chemical facilities, and hazard areas (dams, wildfire, and scrap storage areas) to act as supporting procedures to the Emergency Action Guidelines.
7. Continue to maintain and develop the **Hazard Vulnerability Analysis & THIRA** to provide a basis for local emergency planning and mitigation efforts.
8. Continue to aggressively pursue **Hazard Management and Mitigation**, consisting of projects focused on improving Clare County's resistance to emergencies and disasters, including the update and development of the Counties Hazard Mitigation Plan. (Every 5 years, Annual Review).
9. Continue to maintain and develop a **Community Outreach** program to ensure community awareness of emergency management activities, hazard awareness, and family preparedness issues.
10. Continue to maintain and improve local emergency management **Training** to ensure highly educated staff and professional staff.
11. Continue to maintain and develop the local disaster **Exercise** program to test local planning efforts and practice community response. Under Region 6 grant guidance this may be integrated with Region wide exercise programs.
12. Continue to utilize emergency management developments in standard emergency **Responses** to improve community coordination and preparedness for large emergency and disaster event.
1. Regional/Local **RHSS** (Regional Homeland Security Strategic Strategy, **THIRA** (Threat Hazard Impact Risk Assessment)).



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## LOCAL EMERGENCY PLANNING COMMITTEE

### LEPC Purpose

An effective emergency management program must have the support and commitment of many different individuals and organizations. As no single organization or person can accurately portray an entire community, it takes a concerted effort to accurately portray the jurisdiction's emergency management system. The development of an advisory council / planning committee provides a method of ensuring the emergency management program reflects the community. Also, if all organizations with an emergency management role take an active part in developing critical program components, they will have ownership in the program.

Emergency management activities require a great deal of time and effort on the part of many people, most of whom already have other day-to-day responsibilities. Therefore, it is vitally important to secure the support and commitment of the key policy makers in the community. The leaders of the community must convey that emergency management activities are necessary and important, and should rank high in organizational work priorities. One common way of accomplishing this is by having the governing body pass a resolution directing departments and organizations to work cooperatively in emergency management activities and expressing the governing body's support of such efforts. Emergency Management Directors/Coordinators frequently utilize a public officials' conference to share information pertaining to emergency management to gain support for their programs. The Emergency Management Director/Coordinator can also show agencies with emergency management functions and responsibilities why their respective roles are important and how to better implement them.

### Advisory Council Function

The purpose of the Advisory Council Function is to oversee and resolve issues relevant to emergency management and regularly provide goals and focus for the entire emergency management program. Members performing the Advisory Council Function should be from both the private and public sectors with identified roles in a wide range of emergency management program functions such as planning, hazard analysis, capability assessment, etc. In some community's this role is handled by the Local Emergency Planning Committee created under SARA, Title III.

### LPT Planning Team Function

The purpose of the Planning Team Function is to write and maintain the community's emergency management documents.

- The LPT Also analyzes local Threats/Needs, Selects local projects that may be eligible for Homeland Security Grant Funding.
- They also serve as the main voting body and select on an annual basis what team members serve on the Region 6 HSPB and other Regional groups or committees.
- The Clare County Emergency Management Homeland Security Director/Coordinator Serves as primary representative on Region 6 HSPB, And Regional Homeland Security Sub-Committees.

Planning Team members should possess the following characteristics:



- authorized to speak for their organization
- able to commit organization resources
- able to make changes in their organization
- possess good writing and organizing skills
- experienced with disaster response

It should be noted that the Advisory Council Function and Planning Team Function may or may not be performed by the same membership. This is most common in smaller jurisdictions with limited personnel. In larger communities, the Advisory Council will consist of the highest-ranking official from governmental agencies who may delegate planning responsibilities to a subordinate. Planning team members should be a representative of their section.



## Advisory Council / Planning Team Membership

A system must be established to determine who should be a part of the Advisory Council and Planning Team. In most communities, the Chief Executive Official may appoint members through some pre-existing system. In others the Chief Executive Official will rely on the Emergency Management Director/Coordinator to identify potential members. It is up to the community to determine what positions are needed for the functions. Clare County EMHSD Director is responsible for this function.

## Clare County Local Emergency Planning Committee

Clare County's Local Emergency Planning Committee (L.E.P.C.) has been established by the Board of Commissioners and is chaired by the Emergency Management Director to serve as the primary emergency preparedness committee within the jurisdiction including acting as the Local Emergency Planning Committee required under SARA III legislation. The representatives are established through formal by-laws to include the lead official from a wide range of government, public, and private organizations within the jurisdiction that have an identified role in the local emergency management system.

The Clare County Local Emergency Planning Committee consists of three distinct groups. First, "Lead Official's" are representatives identified in the Emergency Action Guidelines document as having responsibility for managing broad functional capabilities within the local emergency management system. This group, led by the Emergency Management Director, primarily serves as the Advisory Council Function in providing emergency management program direction through advisement to the Chairperson of the Board of Commissioners. Secondly, "Supporting Officials" are representatives identified in the Emergency Action Guidelines document as providing a critical role within the emergency management system to a significant portion or audience of the jurisdiction. These representatives are primarily members of organizations/agencies that provide services to the entire county as a whole or significant portion thereof. Finally, "Participating Entities" are representatives identified in the Emergency Action Guidelines document as providing a limited but significant role, service, or resource within the jurisdiction. These representatives usually only provide service to only a single jurisdiction, or audience, but can be of benefit to the entire emergency management system as a result.

Meetings of the Local Emergency Planning Committee consist of quarterly "general sessions" that allow discussion on the numerous, current emergency management issues affecting the jurisdiction and additional "workshop" sessions that focus on key emergency management activities, such as capability assessment, exercises, site planning, emergency operations planning, etc. Sub-committees may be formed to focus on activities involving specific functions or projects, I.E. Hazard Mitigation Planning Committee. Regular meetings of the Local Emergency Planning Committee are scheduled with the emergency management program's "Annual Activity Schedule" to ensure a coordinated community approach to emergency management.





## Clare County Local Emergency Planning Committee

### Direction/Control

#### ***Emergency Mgt. Director***

Emergency Management  
County Commissioners  
Municipal Officials

### Warning

#### ***911 Director***

Central Dispatch  
Public Safety

### Law Enforcement

#### ***Sheriff***

Sheriff Dept.  
Clare City Police  
Michigan State Police – Mt. Pleasant  
Court Security Representatives

### Public Works

#### ***Road Commission Manager***

CC Road Commission  
Clare, Farwell, & Harrison Public Works  
Utility Companies  
Private Contractors  
CCTC Mass Transportation

### Damage Assessment

#### ***Equalization Director***

Equalization  
Building Department  
Municipal Assessors

### Communications

#### ***911 Director***

Central Dispatch  
CCEMHS  
Communications Utilities & Vendors

### Fire Services

#### ***Fire Department Official***

Harrison Community, Clare, Surrey,  
Lincoln, & Garfield Twps., Fire  
Departments  
Harrison DNR

### Community Health

#### ***District Health Representative***

Central Michigan District Health  
Department  
Central Michigan Community Mental  
Health  
Animal Control  
MSU-Extension & 4H

### Public Information

#### ***Public Information Officer***

Emergency Management  
Media Representatives  
Organization Spokespersons

### Resource Management

#### ***County Administrator***

Emergency Management  
County Coordinator's Office  
Economic Alliance

### Emergency Medical

#### ***EMS Director***

EMS  
MY Mid-Michigan Health Clare  
Hospital  
Clare County Medical Control  
Authority  
Local Funeral Homes  
Fire Departments

### Human Services

#### ***Red Cross Disaster Official***

American Red Cross  
Department of Human Services  
School Officials  
CC Senior Services/Council on aging  
Local Churches and welfare groups  
Nursing Homes, Special needs  
facilities. 211/Listening Ear Rep.



## L.E.P.C./LPT Activities and Functions

Due to the vital importance of maintaining a consistent approach to emergency management activities in accordance to the policies and procedures established in the local emergency plan and the plan's Section Leaders, Clare County's L.E.P.C./LPT serves as the primary emergency management coordination body and serves the roles of several official committee functions. In addition to being the jurisdiction's advisory council and planning team, the LEPC/LPT also serves as the Local Emergency Planning Committee (LEPC), Homeland Security Grant Local Planning Team (LPT), Hazard Mitigation Council, and other functions as necessary. This provides for a consistent approach to activities by an established team of officials involved in all aspects of emergency management. The LEPC/LPT serves as the decision making and voting body for Region 6 local allocation projects and selects representatives to serve on the Region 6 Committees/Sub-Committees respectively. The selection of the Local Representatives for the Regional Groups shall be conducted annually and include alternates.

### *LEPC Action Item Schedule*

- January – Capability Assessment/  
HSGP - Related Grants Review and  
Management. Local HS Projects.
- July – Training
- April – Emergency Mgt. Operations/  
EOC Activation test
- October – Public Education/ Select  
Regional Committee Representatives.





## HAZARD VULNERABILITY ANALYSIS

### Purpose

The Hazard Vulnerability Analysis is the foundation upon which all emergency planning efforts in the community are built. In fact, preparing a good hazard analysis and community profile is the first step that the community's emergency planning team should take in building an effective emergency management program. A hazard analysis provides an understanding of the potential threats facing the community. By pinpointing the location, extent and magnitude of past disasters or emergency situations, and by examining knowledge of new or emerging risks, it is possible to determine the probability of such events occurring and the vulnerability of people and property. Coupled with relevant land use, economic and demographic information from a well prepared "community profile," Emergency Management Directors/Coordinators can make assumptions about those segments of the community that might be impacted by various types of incidents. This, in turn, allows them to set priorities and goals for resource allocation and response, recovery and mitigation activities prior to an incident occurring. Collectively, these decisions are the cornerstone of the community's emergency management program and should guide all decisions pertaining to community emergency management activities.

### HVA Hazard Vulnerability Analysis Development

An effective community Hazard Vulnerability Analysis is commonly identified by containing three distinct, but equally important components. The first component identifies those hazards to which the community is susceptible. The second component is a community profile of major land use, demographic and economic trends and patterns to determine which segments of the community might be impacted by existing hazards. The third and final component is the actual analysis of the information that is, determining the level of community vulnerability based on the identified hazards and existing community trends and patterns. Coupling this information with the results of the community's Capability Assessment can help identify the community's strengths and weaknesses, and provides the basis for the community emergency management program.

#### Component 1: Hazards Identification

All local hazard analysis in the State of Michigan should be based on EMD PUB - 103, "Michigan Hazard Analysis." This document presents a comprehensive study of the various types of disasters and emergencies that have confronted the State of Michigan, as well as those hazards that have the potential to occur. From this document, it is possible to identify potential community hazards and gather information about the community's potential exposure and vulnerability to those hazards. Although this provides an excellent hazards overview from a statewide perspective, it is important to build upon this information to more specifically focus on the local jurisdiction. This requires local research conducted through local libraries, historical organizations, newspapers, broadcast media, chambers of commerce, insurance companies and other community entities (even private citizens) that may be able to provide insight and information about past disaster events and local hazard areas. The Emergency Management Director/Coordinator must also review previous hazard analysis and identify changes in the community. The information should be recorded on a map or maps to provide an accurate geographic portrayal of the community's hazard base.



### **Component 2: Community Profile**

A community profile provides information about key segments or elements of the community's makeup. It examines the land use pattern, the transportation network, demographic breakdown of the population, key industries, locations of key community facilities, major community organizations, and other information that is relevant to the community's existence. Simply put, preparing a community profile requires answers to the 5 W's of the jurisdiction. Who are we, where are we located, what do we do, and when, and why do we exist, what is the community's main "reason for being"? Answers to many of these questions have already been prepared by other community agencies, such as the planning department, chamber of commerce, economic development authority, aging office, community college or university, school district, etc. In most cases, this information can be utilized from information acquired from those organizations after adaptation into the proper format. As initially locating the information is critical, broadening the search for information also helps complete the job faster and generates support and "buy-in" for the end product from agencies assisting in the information gathering. This information is recorded on a map or maps (as per the hazard identification step outlined above) to indicate the geographic relationship of key facilities, population distributions and land use patterns to the identified hazards.

### **Component 3: Analysis of Hazards and Vulnerability**

The actual "analysis" portion of the hazard analysis comes when the hazard identification information is combined with the community profile. At this point, it is possible to determine and "analyze" the potential impact of these hazards on the community, or vulnerability. This requires a lot of "what ifs" to be asked. It is in answering the "what ifs" that the community can determine where its strengths and weaknesses lie in its capability to respond to, recover from and mitigate the consequences of the hazards to which it is susceptible. When matched with the community's Capability Assessment this analysis allows the community to determine its strengths and weaknesses, and then design an emergency management program that is tailored to its needs and resources.

## **Considerations**

While examining EMD PUB - 103, "Michigan Hazard Analysis" to identify those hazards to which the community may be susceptible, it is important to consider both natural and technological hazards. This must be followed up with extensive research with local agencies and organizations, the media, and, if appropriate, private citizens. Identifying hazards or hazard areas that may be specific to the community due to its location or function (its "reason for being") is crucial. Transferring this information onto one or more maps provides an accurate, complete portrayal of the community's hazard base.

Land use, demographic, economic and other pertinent community-related information must be examined to identify clusters of population, land uses and key facilities that may be susceptible to damage or be severely impacted. This information must also be transferred onto one or more maps.

Overlaying and comparing the information contained in the hazard identification (Step #1) with the community profile information helps determine where vulnerability is greatest, and what its impact might be. This information helps determine what types of actions might have to be taken to prepare for, respond to, recover from, or mitigate against the hazards to which the community (or segments of the community) might be vulnerable. These concerns can be noted into specific items for improving capability in conjunction with the Capability Assessment.



## Clare County Hazard Vulnerability Analysis

The Clare County Hazard Analysis has been developed by the emergency management department and community officials to provide a documented description of the community's identified hazards, possible risk, and potential vulnerabilities to support local emergency planning and mitigation activities.

Due to its inherent association with hazard mitigation and emergency planning, the hazard analysis is included as an integrated component of the Clare County Hazard Management (Mitigation) Plan and listed as a supporting document to the Clare County Emergency Action Guidelines.

Key components of the hazard analysis document include:

- A Community Profile describing the jurisdiction's historical, sociological, and geographic make-up to support planning activities
- A narrative description of each identified potential hazard from a local perspective, providing information on historical occurrences, expected impacts, and areas of concern
- An advanced evaluation process of all hazards based on unique threat aspects such as onset of impact, availability of warnings, potential area impacted, historical occurrences, etc.

Although addressing all of the 27 hazards identified in the Michigan Hazard Analysis, specific considerations have been combined into 12 hazard "classes" to allow for more efficient planning for emergencies that share similar mitigation, preparedness, response, and recovery aspects.

The Hazard Analysis is revised annually by the Emergency Management Department and Local Emergency Planning Committee in conjunction with the Hazard Management Plan to serve as the basis for local planning activities and mitigation efforts. The document is then made available to be utilized as a guidance tool for sustainable community development.

- **Regional/Local RHSS (Regional Homeland Security Strategic Strategy), THIRA (Threat Hazard Impact Risk Assessment) SPR.**
- **Current HVA on file.**
- **Current Approved Hazard Mitigation Plan on file. (2023) FEMA Approved) 5Yr. Plan**



## Clare County Hazard Vulnerability Analysis Summary

The Clare County Hazard Vulnerability Analysis is annually updated to meet recognized professional standards and is included as a supporting document to the Emergency Action Guidelines. For a full description of Clare County’s Hazard Analysis program, refer to the Clare County Hazard Vulnerability Analysis and current Clare County Emergency Management Program Assessment Guide.

As the EAG document is designed to be an all-hazards management tool, hazards are grouped within the jurisdiction’s major twelve areas of concern and are only summarized here. It is important to note that each hazard poses its own unique aspects that make it potential dangerous. For example, a snowstorm allows for more advanced notice but effects a wide area for an extended period of time as compared to a tornado that allows minimal warning, affects a small area, but may result in more casualties. Thus, ranking hazards must be closely considered with the jurisdiction’s capabilities for each aspect.

<u>Class</u>	<u>Hazard Classification</u>	<u>Individual Hazards Included</u>
# 1	<b>Mass Casualty Incidents</b>	Transportation Accidents, Mass Casualty Incidents
# 2	<b>Infrastructure Failure</b>	Transportation, Electrical, Communication, Utility Failures
# 3	<b>Severe Thunderstorms</b>	High Winds, Lightning, Flash Flooding, Hail
# 4	<b>Winter Storm</b>	Snowfall, Ice Storms, Severe Cold,
# 5	<b>Tornado</b>	Tornados, Downbursts, Straight Line Winds
# 6	<b>Fire</b>	Structure & Industrial Fires, Refuse Fires
# 7	<b>Wildfire</b>	Woodland Fires, Wildland-Urban Interface Fires
# 8	<b>Hazardous Materials</b>	Fixed Facility, Transportation, Pipeline & Well Accidents
# 9	<b>Public Health</b>	Public Health Emergency, Pandemic, Biological Events
# 10	<b>Criminal Incidents</b>	Terrorism, Sabotage, Civil Disturbance
# 11	<b>Flooding</b>	Riverine Flooding, Dam Failure, Shoreline Flooding
# 12	<b>Drought</b>	Drought, Extreme Heat



## CAPABILITY ASSESSMENT

### ***Purpose***

Based on the identified potential hazards and the community's vulnerability described in the jurisdiction's hazard analysis, the planning team can begin to identify what resources may be needed to support management of those hazards. By assessing the community's ability to mitigate against, prepare for, respond to, and recover from disasters or emergency situations, the planning team can determine what resources are readily available and what additional resources may be needed to manage existing hazards. There are four primary areas that are assessed: Legal Authority, Personnel, Equipment, and Facilities.

### ***Starting Points***

Reviewing prior capability assessments, exercise after action reports or actual responses provides an initial analysis of what is available and a starting point of what facilities, equipment, operating procedures, personnel and training might be useful during a disaster situation. Additionally, reviewing the community's resource manual will contain the information needed to determine the capabilities of the community if the document is up to date and comprehensive.

### ***Considerations***

#### **Legal Authority**

A thorough knowledge of local and state laws pertaining to emergency management is necessary. The local resolution provides the basis for the Emergency Management Director/Coordinator's position and responsibilities. The Emergency Management Director/Coordinator must also be familiar with Michigan Emergency Management Law, Public Act 390, of 1976, and subsequent revisions as amended. If municipalities are to be included in a county program, each municipality should have a local ordinance stating the intended relationship with the county during emergency or disaster situations. Other issues such as evacuation authority, emergency expenditure of funds, resource use and commandeering, etc. must be researched for adequacy and new policies developed as needed.

#### **Personnel and Their Skills**

Each local government agency or private volunteer organization that could potentially be involved in a disaster or emergency must be examined for existing staffing levels. Methods of augmenting existing personnel resources, including private contractors, mutual aid, and volunteers must be considered. Determining how many personnel the community would realistically need to perform necessary emergency functions and protect the public is a necessary step in determining if the community can meet its basic needs, or must supplement its existing forces.

#### **Equipment**

The type and amount of equipment that each involved agency has available for use in the disasters or emergencies that the community could potentially face must be determined. As many agencies already have an inventory of their equipment, much of this work is complete and needs just be acquired and re-formatted. It is important that the equipment needs for the types of disasters or emergencies the community may face be determined as to limit the assessment appropriately. As not all pieces of equipment will be useful or needed, it is not necessary or beneficial to count every pencil, desk, chair, etc. Only that equipment



that can be used to mitigate against, prepare for, respond to, or recover from the community's most likely disaster/emergency scenarios is inventoried.

Each agency's equipment inventory is examined to determine if basic equipment needs can be met in a disaster or emergency. Methods for augmenting existing equipment inventories, including equipment rental, use of private contractors, mutual aid, and private equipment donations must be considered. Determining what types of equipment, and how much, the community would need in order to perform necessary tasks will answer if the community can meet its basic needs or if it must supplement its existing equipment inventory.

### **Operating Procedures**

Developed operating procedures, guidelines, and emergency plans must also be reviewed for possible inclusion and/or influence on the Emergency Action Guidelines. Operating procedures provide information on the operational capabilities of the involved agencies and identify their expectations of their role in disaster and emergency response. Additionally, once they are referred to as a supporting document in the Emergency Action Guidelines, they become a supporting item of that legal document.

### **Facilities**

The type of facilities the community needs to respond to and recover from the hazards to which it is susceptible is another critical aspect that must be determined. Every community must ensure that provisions are in place for the following facilities including: an Emergency Operations Center capable of coordinating emergency operations for an extended period; a Public Information Center suitable for conducting media briefings; sufficient shelters to temporarily house affected citizens; adequate warehouses to temporarily store/stage disaster-related supplies and personnel; alternate work areas for the temporary operations of critical agencies relocated by or dedicated to the emergency.

### ***The Core Capabilities List***

After acquiring and studying the initial information on the jurisdiction's resources, the data must be assessed according to a measurable system to allow for a steady progression of capability. Of primary value is the National Preparedness Goal's Core Capabilities Lists (CCLs). The CCLs describe 15 areas of critical preparedness elements and are designed to provide a nation-wide mechanism for measuring jurisdiction's strengths and weaknesses and identifying resulting gaps. Utilizing the CCLs as an assessment tool allows community officials to prioritize and target necessary improvements over a multi-year strategy for regular improvement that results in tangible capability progression.

### ***Summary***

The capability assessment coupled with the hazard analysis, is an essential tool for determining the community's strengths and weaknesses and must address all of the hazards to which the community is susceptible. By anticipating potential shortfalls in authorities, personnel, equipment, and facilities, the community can take steps necessary to augment local resources through mutual aid, private contractors, regional and state resources, and volunteer groups. Resources identified through this augmentation process must be included in the jurisdiction's Resource Manual for future reference and use.

## **Clare County Capability Assessment**

Clare County has developed a formal Capability Assessment process that is conducted annually by the Emergency Management Department and reviewed by the Local Emergency Planning Team. This process



involves formally reviewing critical agencies with emergency support roles in regards to various identified capability elements. Critical elements reviewed in the Capability Assessment include: resources (including personnel, equipment, facilities, supplies, etc.), mutual aid agreements, procedures, finance & administration, exercising, training, etc.

The Emergency Management Department and Local Emergency Planning Team utilizes information provided from the Capability Assessment process in efforts including Resource Management, Strategic Planning, Emergency Planning, Hazard Vulnerability Analysis, Hazard Mitigation, and Exercising.



## Clare County Critical Resources (Function Based)

Section (Function)	Critical Resources (Not All-Inclusive)
<b>DIRECTION &amp; CONTROL</b>	Emergency Management Department Emergency Operations Center Emergency Action Guidelines
<b>WARNING</b>	Warning Systems RAVE/Smart 911 – Public Alerting, EAS,IPAWS/WEA,NOAA Wx. Radio, and Outdoor Warning Sirens,
<b>COMMUNICATIONS</b>	Central Dispatch Communications Center Cache Communications Equipment
<b>PUBLIC INFORMATION</b>	Public Information Staff & Procedures Media Center and Supplies (If needed JIC activation)
<b>DAMAGE ASSESSMENT</b>	Damage Assessment Staff and Procedures Damage Assessment Team Equipment and Supplies Clare County Equalization Office./ Local Assessors /Regional Partners
<b>LAW ENFORCEMENT</b>	Security Personnel, Equipment, Specialized Teams, Sheriff’s Reserves, Clare Police Reserves., Sheriff’s Mounted Unit/Posse, Law Enforcement Containment Team and Dive Team.
<b>FIRE SERVICES</b>	Fire Suppression Personnel, Equipment, Apparatus Search and Rescue Technical Expertise Hazardous Materials Capability RIT Teams, Ice Water Rescue
<b>PUBLIC WORKS</b>	Infrastructure Equipment and Apparatus Transportation Personnel, Apparatus, Expertise Utility Personnel and Equipment
<b>EMERGENCY MEDICAL</b>	Ambulances and Medical Supplies Hospital Facilities, Personnel, Equipment, R6 Healthcare Coalition assets.
<b>PUBLIC HEALTH</b>	Physical and Mental Health Expertise CMDHD Animal and Livestock Personnel and Procedures
<b>HUMAN SERVICES</b>	Emergency Basic Needs Services MDHHS Shelters, Feeding Units, Service Centers, American Red Cross Transportation Units, CCTC Transportation.
<b>RESOURCE MANAGEMENT</b>	Resource Management Systems Auxiliary Support to Other Functions





## Clare County Capability Progression - History

Status	Function	Description
Complete	Direction / Control	Improved facility for Emergency Operations Center and Emergency Management Office. Identified with regular supporting information.911 Communications Center/EOC equipped using local funds and Homeland Security Grant funds.
Complete	Warning	NOAA Weather Radio coverage for the majority of Clare County. Identified as a major limitation in providing a proven nationwide warning system. HMGP funded NOAA radio site constructed in Isabella County.
Complete	Warning	Enhanced warning equipment such as; EAS/IPAWS/WEA Mobile notification. (13) Outdoor warning sirens, RAVE Alert Notification system, Social Media Platforms, and Email Specific lists.
Complete - Maintaining	Communication	ICS, EOC, and 911 capabilities in Multi-Channel VHF, UHF, and MPSCS systems for enhanced communications interoperability. Clare County Public Safety Agencies migrated to 800MHZ MPSCS system in 2009, CCEMHS/CC 911 Maintaining Legacy UHF and VHF systems.2010 – 2020 replaced VHF-UHF Repeaters at sites. New UHF South repeater added in 2021 at Clare Site for South Schools/LTC communications. Ongoing Communications system upgrades and enhancements using both local money and Homeland Security Grants. Added Active 911 to Fire Services dispatch capability.
Complete - Maintaining	Law Enforcement	Security in potential targets identified in threat and risk assessment in Hazard Vulnerability Assessments. School Liaison officers placed in all public schools with Security camera systems purchased and installed with a combination of Homeland Security Grant funding, and local funds. Increased preparedness with regular lockdown drills taking place in all schools. New emergency UHF base radios began installing in school offices fall for county wide capability. Added Gas Masks for all Law Enforcement Officers and updated canisters 2020, Added Avatar II Robot to L.E. Containment Team capabilities. Ballistic Shields purchased for L.E. Containment Teams, FLIR Cameras/ CCSD/CCMU/CPD, FLIR Camera for Mounted SAR Team, Dive/Rescue Team Upgrade and Enhancement using Homeland Security Grants. UHF repeater system for CCSD Corrections Division/Courthouse Security.
Completed/ Ongoing	Emergency Medical	Efforts with increased equipment, procedures, and exercises have yielded significant improvements from. Increased ambulance presence and addition of AVL tracking capability, (MMR) Mobile Medical Response Countywide operations, and (2) Stations currently North & South.
Complete – Maintaining	Damage Assessment	Damage assessment electronic documentation capability identified in Hazard Vulnerability Assessments, Including Self-Assessment Tool. WEBEOC capability and electronic processing funded under Homeland Security Grant. Damage Assessment Kits purchased with regional funds.



		Additional DA Team training Ongoing July annually. New DA standards implemented via FEMA/SOM.
Completed - Maintaining	Public Information	Facilities, lead agency, and improved procedures for public information identified in Hazard Vulnerability Assessments/THIRA. IPAWS/EAS/WEA, NOAA Wx. Radio, RAVE/Social Media Platforms, Email lists, and Outdoor Warning Siren system, Backup encoders in place at Clare Fire Dept. and Garfield Twp. Fire.
Ongoing	Human Services & Public Health	Generators identified as need for local shelters and mass vaccination clinics. High expense has limited these projects. Limited progress in this area due to funding restraints. Also refer to CMDHD POD Plan annex. CCEMHS encourages private agencies to seek out available grant funding streams also for this gap.
Ongoing	Fire Services	Specialized service capabilities, such as Haz-Mat and Rescue identified in Hazard Vulnerability Assessments. Effort at improvement. Contracts with outside partners Excavating/MDOT Approved contractors, Also MOU/MA Agreements for South County with Isabella Haz Mat Team. Provide response capabilities. Ongoing training RIT Team, Dive Team, Haz Mat.
Completed	LE/ Special teams/Communications	Support Special teams: LE Ballistic Vest Project, Dive Team Equipment, 800MHZ Radio projects, RAVE, VHF/UHF Repeaters/Base Stations, 2020 Added ATT Go-Phone Emergency phone package for deployments. TruNarc Field Spectrum Analyzer added July 2021.
Completed	Law Enforcement	FY19 HSGP Grant: 800MHZ Handheld Radio Project, Delayed due to COVID Supply Chain issues. Delivery 2 <sup>nd</sup> qtr. 2022. FY21/22 HSGP grant: LE Dive Team Boat Project. 3 <sup>rd</sup> qtr. 2023.
Completed/Ongoing Project into	Law Enforcement	FY20 HSGP Grant: Law Enforcement 800MHZ Portable Radio Project/Est. delivery 2 <sup>nd</sup> qtr. 2023.
	Enforcement RTF Trauma Go-Bag Kits/Law Enforcement/Public Safety Locations	FY19/20 HSGP SHSP Regional Project; Distributed RTF Trauma Bags to PS Agencies/PS Locations I.E. CIKR, Schools, Public Buildings. Additional RTF bags and Locations TBD, Added UHF West Repeater in FY2024.
On-Going 2023-2025	Active Violence/RTF Training	On-Going Active Violence Training and RTF Concepts in; Public/Private/Government Sectors. Incorporated NFPA/ASHER/RTF IAP Program for response & Mitigation Law Enforcement 800MHZ Radios/Cellular Emergency Hostage Phone Pkg. /Training AAIR ALLERT/Addl. RTF bags/Regional Projects. (2025) Adding additional UHF radio cache using local funds to augment existing VHF Radio cache for use in Special events/Disasters/Exercises. Continuing replacement of Non-Supported 800MHZ radios to meet upcoming Law Enforcement CJIS Encryption requirements.



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## HAZARD MITIGATION

### ***Purpose***

Hazard mitigation can be defined as any action taken to permanently eliminate or reduce the long-term risk to human life and property from disasters or emergencies. Hazard mitigation strives to reduce the impact and effects of hazards through a combination of regulatory, administrative and engineering approaches. By applying mitigation measures to identified vulnerable areas, and by integrating mitigation principles into the land use decision-making process, the community can help lessen the impact and consequences of future hazard events to the point that they remain incidents and do not escalate into disasters.

### ***Mitigation Strategies***

According to the Michigan State Police Emergency Management and Homeland Security Division, and highlighted in Clare County Hazard Management Plan, five basic hazard mitigation approaches are as follows:

**Strategy #1 – Modify the Hazard to remove or eliminate it.** Modification will reduce its size or amount or control the rate of release of the hazard. Examples include hazardous fuels reduction techniques such as prescribed burning, vegetation removal, vegetation clearing and/or thinning, slash removal and vertical clearance of tree branches.

**Strategy #2 – Segregating the Hazard to try to “keep the hazard away from the people.”** This can be done by creating defensible spaces around homes and improving ingress and egress to homes which could

**Strategy #3 – Preventing or Limiting development in locations where people and structures would be at risk.** This approach seeks to “keep the people away from the hazard” and includes a variety of land use planning and development regulation tools, such as comprehensive planning, zoning, Fire wise ordinances, capital improvements planning, disclosure laws, and the acquisition and relocation of hazard-prone

**Strategy #4 – Altering Design or Construction to make it less vulnerable to disaster damage.** Also known as “interacting with the hazard,” it focuses on engineering structures to withstand potentially destructive impacts. Examples include incorporation of the Fire wise Construction standards, retrofitting structures to install ignition resistant building materials, and retrofitting of ignition resistant building

**Strategy #5 – Early Warning and Public Education** to ensure that the public is aware of potential hazards, and that proper warning and communication systems are in place to save lives and protect property, Using most current technology and systems.



## ***Critical Actions***

There are several steps that the community must take prior to a disaster occurring to mitigate the hazards to which it is susceptible:

1. **Establishing a formal hazard mitigation committee.** A community mitigation committee must be established to perform the critical tasks of identifying mitigation needs, establishing mitigation goals and objectives, and prioritizing potential projects and measures to achieve the stated goals and objectives. EMD PUB - 207, "Local Hazard Mitigation Planning Workbook," provides step-by-step guidance for carrying out these activities. The committee also must monitor the community's land use planning to ensure that mitigation goals and objectives are being considered in the day-to-day land use decisions being made (see item 3 below).
2. **Implementing selected mitigation measures.** The hazard mitigation committee oversees the implementation of the measures selected, per step 1 above. It may only be possible to lessen the community's vulnerability to a disaster, not remove the risk. The committee bases its planning efforts and project selection on the community Hazard Analysis, so that those hazards to which the community is most susceptible are addressed before those hazards that are less relevant. Mitigation projects are prioritized according to those that can (and should) be done immediately, and those that can wait (or must wait) for available funding. The committee issues mitigation reports or studies of the committee's research to the community's legislative board on an annual basis. This document is updated as projects are implemented and new projects are chosen for implementation or annually.
3. **Working with community planners to integrate mitigation concepts into future land use planning and decision-making.** For hazard mitigation efforts to be truly successful, mitigation concepts must be integrated into the community's land use planning and decision-making processes. The relationship between wise land use planning and the lessening of a community's vulnerability to hazards is clear. Preventing a problem in the first place is much more desirable than attempting to backtrack and correct the problem at a later time. Coordination between the Emergency Management Director/Coordinator, Emergency Planning Committee, the Hazard Mitigation Committee, and community planners is essential if the community is to reduce its exposure and vulnerability to hazards. By working together, these groups can help ensure that hazard mitigation principles are factored into every land use decision, and that mitigation efforts are less likely to be discarded in the future.
4. **Participation in federal and state mitigation programs and initiatives.** The Hazard Mitigation Committee must ensure that the community participates in federal and state mitigation initiatives. These include such programs as the National Flood Insurance Program (NFIP), Hazard Mitigation Grant Program, the Hazard Mitigation Act, etc. Such programs are critical for the local community to be in compliance with national and state mitigation strategies. The Hazard Mitigation Committee must review information provided in EMD Pub – 207 and other current emergency management resources for such programs.



### ***Hazard Mitigation Committee Activities***

Establishing a hazard mitigation committee is key to getting the community's mitigation effort off the ground. This requires obtaining the support of key officials from the legislative/executive bodies, involved agencies, and appropriate private entities. Consideration for member individuals who have knowledge and experience in the appropriate hazard and have a vested interest in reducing the community's exposure and vulnerability to hazards is crucial. The committee must represent a cross-section of the community, with members from both the public and private sectors. Once established, regular meetings must be established and maintained as necessary to support project activities. Invitation of the public to attend the meetings and offer input on possible mitigation measures that could be implemented is also an important factor.

Establishing an administrative mechanism that allows the mitigation committee to comment on all major development proposals presented to the planning commission or other body for approval is of significant benefit. This would help ensure that mitigation principles, goals and objectives are considered in the land development process.

### ***Clare County Hazard Mitigation***

Clare County Hazard Mitigation Team under the CCEMHSMD Clare County Emergency Management Homeland Security Division completed Clare County's plan in the spring of 2016 and submitted for MSP/EMHSD approval which was granted in July 2016. Plan was submitted to FEMA and approved in August 2016 and adopted by CCBOC Resolution #16-15 on August 17<sup>th</sup>, 2016. Plan has now been adopted by participating Township, City, and Village Governments. Annual review takes place by CCHMT/CCEHSMD.

Plan is valid for a 5 year period. **HMG Plan revision was delayed due to COVID Pandemic.**

New HMP process began in Late 2020/Early 2021 due to COVID19 Pandemic, FEMA/MSP Grace period extended until plan was completed.

- FEMA Hazard Mitigation Plan Approved and Adopted by Clare County BOC 03/14/2023.
- Subsequent adoptions by Townships, Cities, Village following Clare County Adoption during 2023.



## Clare County Hazard Mitigation Committee

Representative	Interest/Organization Representing	Committee Responsibility
Director	Emergency Management Homeland Security Division	Ensures coordination with Emergency Management activities and functions
Representative	Planning Commission / Economic Alliance/Equalization Dept.	Ensures coordination with land use plan and community development
President/Representatives	MTA Townships Association Local Governments, Cities and Villages	Ensures coordination at the township and municipal levels
BOC Representative (Appointed)	CCBOC County Commissioners	Ensures coordination with county government efforts
Director	Economic Development/Senior Services	Ensures local economic issues are addressed and coordinates with local businesses
Building Inspector	Local Emergency Planning Committee/Economic Development Office	Ensures coordination with local emergency officials
Sheriff/Law Enforcement Representatives	Sheriff Department/Clare Police Dept.	Ensures that law enforcement and security issues are considered
Planning Representative	Fire Departments	Ensures issues of fire control are considered and coordination with local fire departments
EMCOG Representative CC Drain Commissioners Office CGRESD IT Director MCA – Hospital Representative CMDHD Healthcare Representative Spongy Moth/Soil Erosion Office\ MSP/EMHSD Representatives CCTC Public Transportation Citizen At Large	Various	Allows variety of input from local/State officials of various audiences and disciplines



## EMERGENCY PLANNING

### ***Purpose***

After identifying hazards and resources, determination of how the community will respond to identified disaster situations must be documented. The Emergency Management Director/Coordinator and Planning Team must determine how the community's emergency management planning documents will be organized and formatted.

### ***Emergency Plan Establishment Process***

- Determining functional sections to be included in the Emergency Plan
- Assigning Sections to Lead Agencies and Officials
- Assigning General, Hazard Specific, and Task Supporting Considerations
- Writing Sections and supporting Attachments
- Reviewing the Drafted Sections
- Ensuring the Plan Meets State Standards
- Promulgating the Emergency Action Guidelines

### ***Considerations***

After completing the capability assessment, the Emergency Management Director/Coordinator and planning team are then able to execute three tasks: 1) determine the functional sections that must be in the jurisdiction's Emergency Plan; 2) assign the lead community response organizations and agencies to the appropriate sections; 3) assign disaster tasks to those sections. This process determines the format and structure of the community's Emergency Plan Document.

The Emergency Action Guidelines in Section B are divided into twelve sections: Direction and Control, Warning, Communications, Public Information, Damage Assessment, Law Enforcement, Fire Services, Public Works, Emergency Medical, Public Health Services, Human Services, and Resource Management. Lead community response organizations and officials are assigned along with supporting entities according to the jurisdiction's unique composition. Disaster tasks and responsibilities are assigned to each section as appropriate.

Upon completing those three tasks, the Emergency Management Director/Coordinator and Planning Team begin the process of drafting the Emergency Plan, developing a time frame for completion of drafts, draft review, and completion. The Emergency Management Director/Coordinator may host a plan writing workshop for each section with all of the organizations involved in each section participating in its development. The plan writing workshop brings all agencies involved in the section together to discuss how they will implement the tasks assigned to them. This also provides an excellent means of training local response personnel. After the workshop, the lead agency prepares a draft of the section to be reviewed and improved upon as necessary by the section work group. The Emergency Management





Director/Coordinator acts as facilitator or “editor” during plan development, working with the various section groups in identifying and resolving issues.

The section coordinators submit the final drafts to the Emergency Management Director/Coordinator for review. The Emergency Management Director/Coordinator acts as an “editor” in identifying and resolving inconsistencies in format and policy and in ensuring all identified emergency tasks are adequately addressed. When the draft is finalized, the lead agency representative or director of the section signs the completed section, showing support for the policies and procedures contained within the section and signifying that the policies will be followed during an emergency or disaster.

When satisfied that the draft sections have been completed, the Emergency Management Director/Coordinator completes the “Review Guide for Local Emergency Plans” (EMD Pub - 201a). When the entire Emergency Action Guidelines is compiled and the Emergency Management Director/Coordinator and organizations that participated in writing it are satisfied with its contents, it is then submitted to the chief executive(s) for endorsement. By signing the plan or guidelines, the leaders of the community signify that the document is the official policy for the jurisdiction(s) and that it will be used during the conditions stated within it. The finished product is then presented before the local governing body to inform them of the guideline’s content and brings attention to the emergency management system as an important service provided to the community.

**Note:** Clare County currently has a Hybrid Functional/ESF based EAG/EOP, and is in process of an eventual transition to ESF format.

### ***Distribution***

The Emergency Management Director/Coordinator develops a list of all the organizations that should receive a copy of the Emergency Plan. This list includes all those organizations having a response role and any other organizations that should be aware of the policies contained in the plan. The complete Emergency Plan is distributed according to this list. This same list is used when distributing updates and is included with the plan for easy reference. It is important to note that “limited” editions of the Emergency Plan may also be produced. These limited versions provide the Emergency Management Director/Coordinator with the option of providing agencies and/or officials with functional specific versions that meet the limited needs of entities. These versions may not include information on other Emergency Plan functions or resources that may be too excessive for its intended purpose or of a sensitive nature.

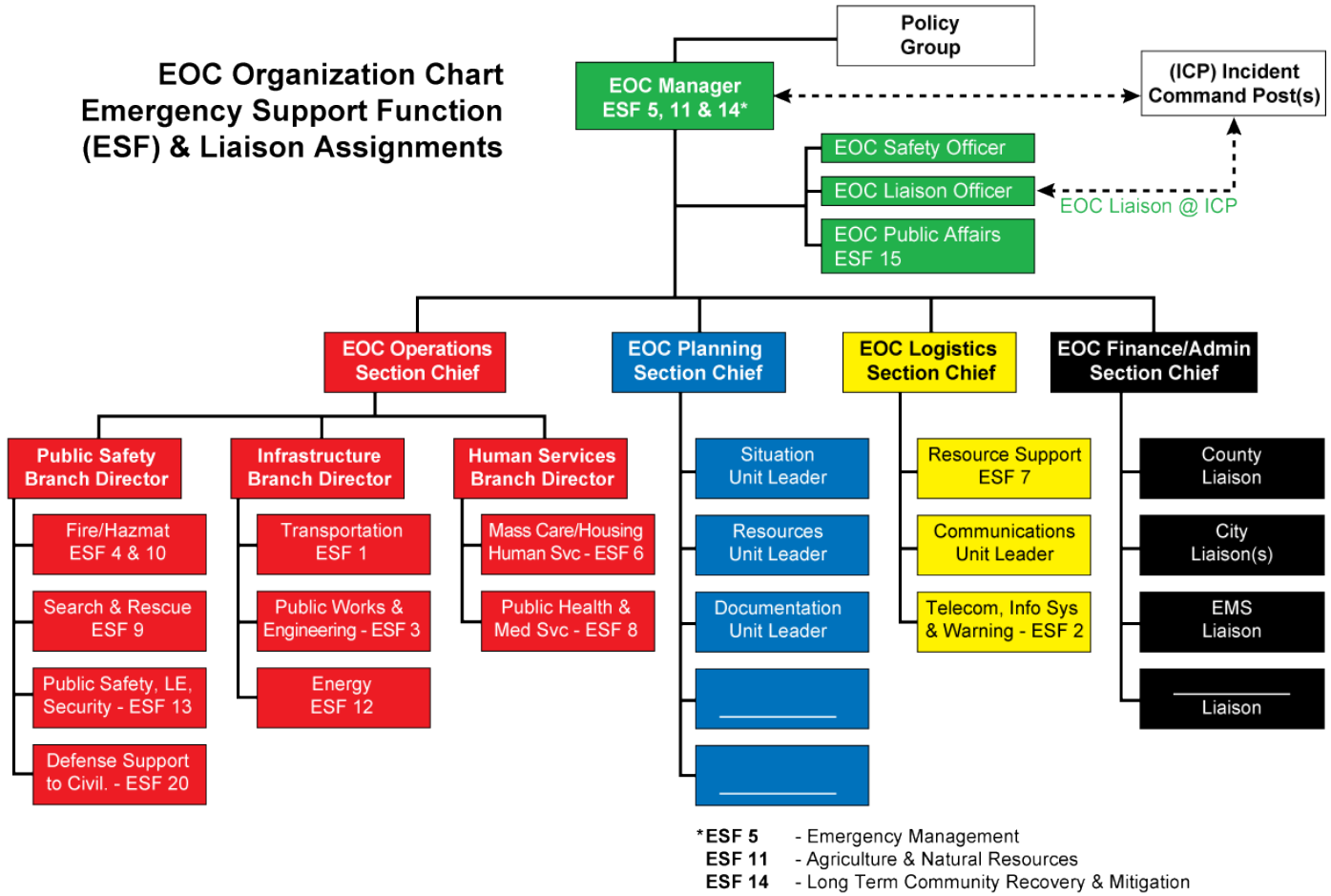
- This distribution list currently consists of; Mid Mi. Medical Center/Clare, Clare County Central Dispatch 911, CEO/Administration, MSP HSC District coordinator, CCEMHS/EOC.
- Functional Section Copies; Law Enforcement, Fire Service, EMS, MMR, Public Works/CCRC, CC Equalization, American Red Cross, CMDHD Official.

### ***Clare County Emergency Plan***

Clare County maintains its Emergency Plan, known as the Emergency Action Guidelines (EAG), through annual revision by the Emergency Management Department and Local Emergency Planning Team. The EAG EOP is divided into 15 ESF functional sections designated as follows:



**EOC Organization Chart  
Emergency Support Function  
(ESF) & Liaison Assignments**



ESF Based Transition Template:



The Emergency Action Guidelines are formally reviewed annually at a Local Emergency Planning Team meeting with recommendations and discussion facilitated regularly at general session meetings.

- Clare Counties EAG underwent a complete revision in 2014/Revised 2015/2016/2017/2018 and is now “Command and Control” Hybrid ESF Based consisting of the following sections; Table of Contents, Glossary of Terms, Terms and Acronyms, Basic Plan, Catastrophic Events, Communications/TIC Plan, Damage Assessment, Direction and Control, EMND Resources, Emergency Medical, EOC/SOP, Fire Services, Flood & Dam Failure, Hazardous Materials Incident, Human Services, Law Enforcement, Public Health/Including PH Regional Plan, Public Information, Public Works/DPW, Severe Weather Event, Social Media Procedure, Warning, and WMD & Terrorism.
- Clare County LEPC – LPT Board adopted the new ESF Based EOP January 16<sup>th</sup>, 2024

Emergency Support Functions

- [ESF #1](#)                   Transportation
- [ESF #2](#)                   Communications
- [ESF #3](#)                   Public Works and Engineering
- [ESF #4](#)                   Firefighting
- [ESF #5](#)                   Information and Planning
  - ESF Coordinator: DHS (FEMA)
    - Collects, analyzes, processes, and disseminates information about a potential or actual incident
    - Conducts planning activities
- [ESF #6](#)                   Mass Care, Emergency Assistance, Temporary Housing and Human Services
- [ESF #7](#)                   Logistics
- [ESF #8](#)                   Public Health and Medical Services
- [ESF #9](#)                   Search and Rescue
- [ESF #10](#)                 Oil and Hazardous Materials Response
- [ESF #11](#)                 Agriculture and Natural Resources
- [ESF #12](#)                 Energy
- [ESF #13](#)                 Public Safety and Security
- [ESF #14](#)                 Cross-Sector Business and Infrastructure
- [ESF #15](#)                 External Affairs



## Clare County Emergency Operation Plan

Function/Section & Lead Agency	Additional Supporting Agencies and Organizations (Not All-Inclusive)
ESF #15	Clare County Board of Commissioners Clare County Townships, Cities, Villages Michigan State Police Emergency Management Division
ESF #15/4	Clare County Emergency Management Fire Departments Clare County Sheriff Department Public Information Official
ESF #2/4	Clare County Emergency Management  Clare County Sheriff's Department Fire Departments COML Designated
ESF #15/13/7	Clare County Sheriff's Department Clare County Board of Commissioners Clare County Clerk's Office JIC activation (If needed) 211 Services.
ESF #14	Clare County Building Inspector Local/County/ Township Assessors/Damage Assessment Team Clare County Equalization Dept. Regional CERT Assets/ Private NGOs
ESF #13/9	Michigan State Police – Mt. Pleasant Post#63 Clare City Police Dept. Clare County Sheriff's Mounted Unit & Reserves
ESF #11/10/4	Michigan Dept. Natural Resources – Harrison Clare, Harrison Community, Surrey Twp., Garfield Twp., Lincoln Twp. Fire Departments
ESF #1/3	Michigan Department of Transportation – Harrison, Clare, Farwell Local D P W's, CCRC Public Utilities
ESF #8	My Mid - Michigan Medical Center – Clare MMR Mobile Medical Response Clare County Medical Control Authority Medical Examiners Local Funeral Homes
ESF #8/11	Central Michigan Community Mental Health Clare County Animal Control MSU Extension Office
ESF #6	Michigan Family Independence Agency Nursing Homes, Special needs facilities CERT, MRC Groups(If available/Where applicable) Local Community Groups



ESF #14	Clare County Economic Alliance Michigan Works Government and Private Organizations
ESF #5	DHS Region 6 MSP EMHSD District Coordinator Region 5 FEMA Representative
ESF #12	Local Energy Producers Representatives/Gas/Electric/Renewables



## SITE EMERGENCY PLANNING

### ***Purpose***

In addition to the jurisdiction's Emergency Plan, there numerous additional plans that a community needs to develop. As the local Emergency Plan is a comprehensive plan which describes the entire jurisdiction's plan in mitigating, preparing for, responding to and recovering from all hazards, additional Site Plans are necessary to allow focus on specific areas and/or hazards to expand the Emergency Plan's effectiveness. Some of these "Site Plans" must be developed to meet various legislative requirements and help protect emergency responders at those sites as well as the surrounding community.

### ***Supporting Plans***

The Emergency Management Director/Coordinator and Emergency Planning Committee must assist in the development of a wide range of additional plans. To assist, the Michigan State Police Emergency Management Division and Federal Emergency Management Agency have developed guidance material for some of these plans and can provide guidance on developing the plans. Major types of additional plans that need to be considered include the following:

**Local Support Emergency Action Guidelines.** In accordance with Administrative Rules for Section 19, P.A. 1976 amended a municipality with a population of 10,000 or more that has elected to be incorporated in the county emergency management program shall maintain a support plan in accordance with the standards current of the county's Emergency Action Guidelines. EMD PUB-204, "The Local Support Plan Guide," is a guide to assist local municipalities incorporated into the county emergency management program to develop a support Emergency Action Guidelines.

**Site Emergency Plans.** A site emergency plan describes an organization's policy and procedures for coping with an emergency situation on site. These policies and procedures define how the organization will protect people and property from an imminent or actual emergency situation. Although not all of these plans are legally required (noting significant legal liability) history has shown that a well thought out, coordinated response helps prevent personal injury, property damage, and lessens the resulting confusion. Also, during a large-scale disaster, local response agencies may be overwhelmed and unable to immediately respond to an organization's site. Employees and clients alike will need to know what to do to protect themselves during an emergency. EMD PUB-602, "The Site Emergency Planning Workbook," is intended to help the users develop a comprehensive site emergency plan. The guidance is adaptable by very small organizations and large complex organizations.

**Firefighter Right-to-Know.** The Michigan Occupational Safety and Health Act (MIOSHA) requires that the chief of an organized fire department prepare and disseminate to each firefighter a plan for executing the department's responsibilities with respect to each site within their jurisdiction where hazardous chemicals are used or produced. These plans provide valuable information on hazardous materials sites which are at risk to a possible emergency.



**Michigan Occupational Safety and Health Administration (MIOSHA) Hazardous Waste Operations and Emergency Response (HAZWOPER).** This legislation requires any employer involving its personnel in a hazardous material incident must develop an emergency response plan. These plans also provide vital information for facility emergency response.

**Superfund Amendments and Reauthorization Act (SARA) Title III.** SARA Title III federal legislation mandates that Local Emergency Planning Committees (LEPCs) develop site-specific emergency response plans for those sites within their jurisdiction which have one or more “Extremely Hazardous Substances” (EHS) above a given “Threshold Planning Quantity” (TPQ). These plans are population protection oriented. The following three documents are available from the Emergency Management Division to assist LEPC’s in developing their Off-site response planning documents:

- **EMD PUB-305, “LEPCs” Organizing For Success,**” assists Local Emergency Planning Committees with implementing SARA Title III responsibilities. This publication also provides information on Firefighter Right-To-Know and MIOSHA/HAZWOPER planning requirements.
- **EMD PUB-308, “Haz/Mat Response Planning Workbook,”** assists Local Emergency Planning Committees (LEPCs), Emergency Management Coordinators, fire departments and other local government agencies in their hazardous material response planning efforts. It provides general information on planning, instruction, references for further information, and a sample format. Also assists LEPC’s in developing SARA Title III hazardous materials emergency response plans for farm sites.

**Dam Safety Act.** Public Act 315, the Michigan Dam Safety Act requires public dams of significant impoundment to develop formal Emergency Action Plans to be revised and submitted annually to the Michigan Department of Environmental Quality. These plans are critical factors in emergency response as well as provide information for flood hazard mitigation efforts.

See special section in EAG Guidebook and **Site Specific annexes for High Hazard dams.** Note: Revised Dam Planning state recommendations issued 2021, regarding priority private owned dams, via the governor’s private dam’s taskforce due.

### ***Site Plan Coordination***

It is extremely important that the development of all Site Plans be in conformance with the jurisdiction’s Emergency Plan. The intent of these additional plans is not to replace the community’s Emergency Plan, but rather expand and enhance it. Site Plans provide a more detailed description of the response to specific incidents at specific sites and thus must be in conformance to the actions described in the Emergency Plan to avoid conflicts. The Emergency Management Director/Coordinator and Emergency Planning Committee must review existing legislation and the local Hazard Analysis and determine what Site Plans must be developed. Site Plans must be coordinated with the responsible official to ensure coordination and emergency cooperation.



## **Clare County Site Planning**

Clare County provides support to local municipalities, agencies, organizations, and hazard areas that require a Site Plan for the increased safety of the community. These plans are developed through coordination between the Emergency Management Director/Coordinator, Local Emergency Planning Team, and the appropriate site owner/manager. Site Planning efforts for the jurisdiction fall into the following primary types:

**Local Support Plans** – Clare County currently has no jurisdictions that are required to have, or opted to develop, a local support plan. As such, the jurisdiction’s Emergency Plan directly includes all of Clare County’s 16 townships, 2 cities, and 1 village.

**SARA Title III 302 & 312 Plans** – Off site response plans for all facilities that have been identified as meeting SARA Title III 302 guidelines have been developed and are revised annually by the Emergency Management Department, Local Emergency Planning Team, Site Coordinator, and local fire department. These plans are additionally designed to meet Firefighter Right To Know and MIOSHA HAZWOPER guidelines. Recently, several additional sites that contain lesser amounts of hazardous chemicals have opted to participate in the process and develop similar plans to meet these legal requirements and improve community safety.

**Hazard Specific Plans** – Several areas and sites in Clare County have been identified by the local Hazard Analysis as posing a significant risk of a potential hazard. As a result, Hazard Plans have been developed to detail specific resources and procedures that will be utilized to manage the potential event. Hazard Plans currently consist of plans for wildfire areas, Energy - Well Production facilities, and Hazard Dam sites.

**Site Safety Plans** – Critical local organizations and facilities within the jurisdiction have made a specific effort to improve the safety of their employees, visitors, and community by coordinating their Site Safety Plans with the local officials as to ensure coordination and cooperation during emergency response. Examples of these sites include the local hospital, jail, farms, and schools. Coordination between the Emergency Management Department, Local Emergency Planning Team, and Site Coordinator ensures conformance with the Emergency Plan and improves working relationships that improve emergency response.

- As Needed the Local Emergency Planning Team addresses site planning issues, concerns at each quarterly meeting as well as an annual session focused on Site Planning efforts.
- Current 302 Site Plan Updates due September 15<sup>th</sup> each year.





**Clare County Local Supporting Plans**

Clare County currently contains no jurisdiction’s that meet the criteria for required support plans or any communities that have optionally developed supporting plans. As such, the Clare County Emergency Action Guidelines are applicable to the following jurisdictions:

**Municipality**

FRANKLIN TOWNSHIP	REDDING TOWNSHIP
FREEMAN TOWNSHIP	SHERIDAN TOWNSHIP
FROST TOWNSHIP	SUMMERFIELDTOWNSHIP
GARFIELD TOWNSHIP	SURREY TOWNSHIP
GRANT TOWNSHIP	WINTERFIELD TOWNSHIP
GREENWOOD TOWNSHIP	CITY OF CLARE
HAMILTON TOWNSHIP	CITY OF HARRISON
HATTON TOWNSHIP	VILLAGE OF FARWELL
HAYES TOWNSHIP	VILLAGE OF LAKE
LINCOLN TOWNSHIP	

**Clare County Hazard Plans**

Clare County has identified the need for and developed the following hazard specific plans that support the procedures described in the Emergency Action Guidelines. These plans are revised annually by the Emergency Management Department, Emergency Planning Committee, and identified key agencies and are formally reviewed by appropriate authorities.

- SEVERE WEATHER SPOTTER SYSTEM PROCEDURES (Clare County Fire/911).
- WILDFIRE SUPPORT PLAN (DNR Zone 4 Plan).
- HAZARD DAM SUPPORT PLANS/EOP GUIDEBOOK.
- LEAP ENERGY ASSURANCE PLAN
- PUBLIC SHELTER PLAN/ STORM - TEMPORARY
- DEBRIS MANAGEMENT PLAN
- ASHER/RTF IAP ACTIVE ASSAILIANT RESPONSE PLAN



- DONATIONS MGMT. PLAN
- VOLUNTEER MGMT. PLAN

### Clare County SARA Title III 302 Sites

The following facilities have been identified as containing Threshold Planning Quantities (TPQ) of Extremely Hazardous Substances (EHSs) as identified by the Environmental Protection Association (EPA). As such, off-site response plans have been developed and are annually revised by the Emergency Management Department, Emergency Planning Committee, Site Coordinator, and local fire department. These plans are additionally designed to meet Firefighter Right to Know and MIOSHA HAZWOPER requirements.

- Lear Corporation (Village of Farwell)
- AT&T Switch Office (City of Harrison)
- AT&T Switch Office (City of Clare)
- AT&T Switch Office (Village of Farwell)
- Advanced Battery Concepts (City of Clare)

### Clare County Critical Infrastructure Site Safety Plans – CIKR

Sites designated as CIKR Critical Infrastructure / **Critical Four (4) Lifeline Sectors** Defined under DHS, CISA, MSP - EMHSD That may require or have additional site planning, and further may have coordination of planning efforts with Clare County EMHSD Division.

- Communication
- Water and Wastewater
- Energy
- Transportation



## TRAINING

### ***Purpose***

In order for a jurisdiction to successfully implement an emergency management system, the community must train personnel to carry out their assigned emergency management tasks and duties. It is important that all individuals who are directly involved in emergency planning and response have the skills necessary to successfully manage their assignments. As a result, it is necessary for the Emergency Management Director/Coordinator and Emergency Planning Committee to evaluate, monitor, and manage the training levels of all emergency response and planning personnel.

### ***Training Information***

A number of training sources are available to emergency management personnel. The Emergency Management Division offers several classes and curriculums through its Training Section. These courses cover a wide range of emergency management topics that are explained in EMD PUB - 701, "Emergency Management & Haz-Mat Training Curriculum". Additionally, the Emergency Management Division may provide guidance to additional training courses offered by other agencies and organizations.

The Federal Emergency Management Agency (FEMA) offers training through home study NIMS courses and courses at its Emergency Management Institute in Maryland. Training is also available from agencies involved in disaster and emergency response including the American Red Cross (ARC), state and local emergency services, and safety organizations. Additionally, most organizations offer disaster training of some sort to their personnel to support their individual role in disaster response. Information about these training sources is available from FEMA, ARC, or the Emergency Management Division. Further WEBEOC Training available through WEBEOC state trained instructors.

- Clare County NIMS Resolution 09-31 Dated October 21<sup>st</sup>, 2009.

### ***Training Assessment***

Emergency Management Directors/Coordinators and the Emergency Planning Committee carefully assess the current training level of the community and develop a system to manage future training levels.

A review of local records provides a good base of data on trained personnel and past delivered training sessions. Additionally, the State Training Officer maintains a history of who in each community has taken courses through the EMD Training Section and FEMA provides training transcripts for participation in their training courses. This process includes the NIMS system training recommendations and are reviewed and updated on a regular basis. As it is important that a local training system be maintained as current and complete, Emergency Management Director/Coordinators also survey agencies about the emergency management training received by the agency's personnel during the Capability Assessment process.



**Considerations**

Emergency Management Directors/Coordinators consider the following three questions regarding emergency management training in their communities:

1. What skills are needed in the community and the local government to implement emergency management planning and response?
2. What training is realistically available and deliverable to the community to meet the required areas?
3. How many personnel in the community have received training in those areas and what systems must be developed to improve and maintain training levels?
4. Current NIMS Training and needs planning.



It is critical that Emergency Management Directors/Coordinators determine if the responders in their community possess adequate training for the potential hazards that the community faces. As an example, emergency responders, such as fire, medical, police, etc. that may be in contact with hazardous materials are required to be trained to federal and state occupational safety laws (State of Michigan promulgated Occupational Health Rule 325.5210-325.5237 - HAZWOPER). Effective October 1991, both federal and state rules affirm that employers are responsible for training their employees to a level commensurate with the duties expected to be performed by the employees. Emergency Management Directors/Coordinators and the Emergency Planning Committee must research the training policies of these response agencies during the capability assessment and organize local training programs to meet community needs.

To adequately maintain emergency management capability, the community must have people trained to support critical functions including emergency operations center, public information, damage assessment, incident command system, and emergency planning duties. The Emergency Management Director/Coordinator and Emergency Planning Committee must frequently sponsor training courses, workshops, and informational sessions on current emergency management topics. Additionally, it also may become necessary for the local community to host a "Public Officials Conference" to acquaint or re-acquaint public officials with emergency management concepts and their responsibilities in the local emergency management system.

Emergency Management Directors/Coordinators also review their own training needs. Due to their role in directing the community's emergency management system and activities, extensive training in all areas of emergency management must be completed. The Emergency Management Director/Coordinator must regularly participate in training and course curriculums listed in EMD Pub – 701 "Emergency Management Training Curriculum Guide". Essential training includes:

- FEMA PROFESSIONAL DEVELOPMENT SERIES (PDS)
- MSPCMD PROFESSIONAL EMERGENCY MANAGER CERTIFICATION (P.E.M.)
- MSPCMD PROFESSIONAL EMERGENCY MANAGER RECERTIFICATION (24 HOURS ANNUALLY)
- NIMS NATIONAL INCIDENT MANAGEMENT SYSTEM
- MICIMS MICHIGAN CRITICAL INCIDENT MANAGEMENT SYSTEM

## Clare County Training

As it is a proven fact that improved performance directly results from training, Clare County maintains an ongoing training program for key officials and responders that have been assigned emergency management responsibilities. This program consists of the Emergency Management Department and Local Emergency Planning Committee sponsoring regular training courses focused on functional and hazard specific topics.

Although training is critical, it is also important to recognize that practical experience is equally crucial. In addition to participating in ongoing training activities, officials and responders apply their skills regularly through ongoing emergency management activities such as capability assessment, emergency planning, hazard analysis, and exercising.

The Clare County Local Emergency Planning Committee discusses training needs as a regular agenda item in its quarterly meetings as well as reserving an annual special session to facilitate a needed training activity.



### Clare County Functional Training

FUNCTION	COURSE	SCHEDULE
Emergency Management	PDS & PEM	Ongoing Regularly
All Functions / Disciplines	National Incident Management System	Ongoing as Needed
All Functions / Disciplines	EOC Operations and ICS/EOC Interface	Ongoing
Local Officials	Public Officials Conference	Refresher conducted for public officials as needed.
Communications	EOC / ICS Interface	Ongoing
Public Information	PIO Workshop	As needed for new public officials
Damage Assessment	Damage Assessment Workshop	Annually
Fire Services	Fire Fighting – Haz Mat	Ongoing - Annual
Human Services	American Red Cross Disaster Courses	Annually / Ongoing

### Clare County Hazard Training

FUNCTION	COURSE	SCHEDULE
Fire	Fire Fighter I & II, Haz Mat Operations Level, Fire Officer Level Courses, VFIS Emergency Vehicle Drivers training, NIMS.	Ongoing/Annual
Wildfire	Wild land Fire & S-205 Wild land/Urban Interface, NIMS.	Ongoing As needed
Hazardous Materials	Haz-Mat Awareness & Operations, NIMS.	Ongoing/Annual (THIRA)
Thunderstorm/Tornado	Severe Weather Spotter Course	Ongoing - Annually
Terrorism/Cyber/Senior Abuse/Active Shooter/Threat/ASHER/RTF LEAP Energy Planning/NIMS (All Disciplines)	Terrorism Awareness and/or CBRNE/Cyber/Senior Abuse Basics, NIMS, Active Shooter/Threat/ASHER/RTF NIMS Basic and Advanced Course recommendation provided by CCEMHSD	As Necessary Based On Threat or needs Level (THIRA) Ongoing & All new staff



The above chart describes only emergency management specific training identified within each function. Training for regular operations is agency specific and maintained by individual organizations.

***Program note: Multi-Disciplinary training in the National Incident Management (NIMS) both online/Self Study and ICS300/400 Classroom classes have been extensively promoted and conducted to date and continue as need dictates. WEBEOC/MICIMS Classes conducted locally as needed.***



**NIMS WEBSITE URL;**

<https://training.fema.gov/is/crslist.aspx>

**Suggested Basic NIMS Courses (ALL): IS100c, IS200b, IS700b, IS800d.**

**Suggested courses: Line level e.g. Firefighters; IS100c, IS700b. IS800d.**

**Suggested courses: Command level Fire; All above including, IS200b, c. IS300 IS400.**

**Suggested courses: Law Enforcement Line officer; IS100c. IS700b. IS800d.**

**Suggested courses: Law Enforcement Command; All above including. IS-29, IS300, IS400.**

**Suggested courses: EMS Services Line personnel; IS100c. IS700b. IS800d. IS100HCb.**

**Suggested courses: EMS Services Command; All above including, IS200b, c. IS300, IS400.**

**Suggested courses: Healthcare Services; IS100c. IS700b. IS800d, IS305, Command level all above including; IS-200HCa. IS-00546.a, IS366.**

**Suggested courses: Local Government; IS100c. IS700b. IS800d, IS200c, IS702a, IS703b, IS-29, Command level add: IS300, IS400, IS-00546.a**

**Suggested courses: Schools/Education; IS100c. IS200c. IS700b, IS800d, IS-362a. IS360. Command level staff add: ICS-907. IS702a. IS703b, IS300, IS400, IS366, Higher Ed. Add; IS-363a.**

**Suggested courses: DPW services; IS100c. IS700b. IS800d, IS554. Command level add: IC300. IS400, IS1024, IS1011, IS552.**

**Suggested courses: 911 Dispatch; IS100c. , IS700b, IS800d. IS247a. IS144/Admin. IS-144a.**

**IPAWS for activating agencies: IS-247.a, IS-251.**

- **Damage Assessment Requirement: IS559**
- **This is a suggested basic list, additional courses may be required in the future or for specialized positions. Consult above listed website for further.**
- **Emergency Management Specific: All Basics + IS300, IS400, IS230d, IS235c, IS240b, IS2000, IS42, IS393b, IS662, IS559, IS247a, IS251, IS366.**





## PUBLIC EDUCATION

### ***Purpose***

During their activities, the Emergency Management Director/Coordinator and Emergency Planning Committee must remember that the purpose of the local emergency management program is to protect the jurisdiction's citizens. As such, it is vital that a system be developed to ensure that the community is well educated and informed on the existence of the emergency management program and their responsibilities within it.

### ***Considerations***

An ongoing Public Education program is a critical emergency management component that must exist within the community. An ongoing Public Education program fulfills several critical functions.

1. It allows public officials to inform citizens on their efforts to fulfill their responsibilities in protecting the jurisdiction through the emergency management program.
2. It provides a method of educating the public on how to interface with the emergency management system and protect themselves through learning about existing hazards, public warning systems, and developing a disaster plan and disaster supplies kit.
3. It ensures continued public support for the emergency management program and supporting agencies.

### ***Program Elements***

The Emergency Management Director/Coordinator and the Emergency Planning Committee must develop a system for providing educational activities and information materials to the public to enhance their awareness and preparedness levels. The system must include all public audiences within the community including businesses, schools, civic groups, religious organizations, and special needs populations. Emergency Management Directors/Coordinators should work with schools and the media for support in delivering public education and information. Developing a positive relationship with these organizations is a critical factor for the delivery of public awareness campaigns through the mass media and public events.

The Federal Emergency Management Agency, American Red Cross, and other agencies have developed guidance to assist local programs in teaching families to care for themselves during disaster.

Critical information includes teaching citizens what hazards they may face, what warning systems are in place, what they should do if there is a disaster, how to shelter in-place and evacuate, how to make a family disaster plan and survival kit. A successful program entails disseminating this information to a broad range of audiences through a variety of methods including written materials, public service announcements, and group presentations. See FEMA's "Emergency Preparedness Materials Catalog," FEMA publication-64. Do-1-Thing Promotion. Clare County EMD Website.

In addition to developing the Public Education program to address current issues in emergency management such as soliciting assistance for program projects and promoting different awareness weeks, Emergency Management Directors/Coordinators and the Emergency Planning Committee must also consider post-disaster public information. This includes preparation of information on the community's most probable hazards, media inquiries, disaster assistance programs, and recovery guidance. Whenever possible,



emergency public information and education should be included in exercises and planning activities to improve coordination during an actual disaster.

Clare County Emergency Management conducts regular preparedness and safety programs via Community Outreach Programs to groups such as; Campgrounds, Parks, Township associations/ MTA/ Including Neighborhood watch groups, Leadership councils, School programs, Community College & Tech such as; CTE, Law Enforcement, EMS, Fire and multiple other organizations too numerous to list both as ongoing programs such as NOAA Storm training, NIMS, Active Threats, Cyber Security, WEBEOC etc. as needed or requested.



### ***Clare County Community Outreach Program***

Clare County has developed its local Public Education program, known as the Community Outreach Program, to meet the needs of the community through a variety of methods. The following describes the Community Outreach Program's basic components that are managed by the Emergency Management Department and Emergency Planning Committee.

- A formal Community Outreach schedule designed to monitor and manage public education/information activities as to ensure regular interaction with identified community audiences including government officials, business organizations, media, community groups, schools, emergency support agencies, and other audiences.
- Identifying appropriate and comprehensive public education materials produced by FEMA, American Red Cross, and National Weather Service as to provide them to public outlets according to request and opportunity.
- Development of proprietary public education and information tools including such items as brochures, program guides, display boards, and websites that promotes local emergency management activities and community preparedness.
- Supporting community requests for emergency management interaction with prepared presentations on subjects such as emergency management program awareness, emergency management program overview, emergency operations plan overview, and other topics.
- Coordinating the Public Education activities with emergency public information and training activities to ensure an integrated approach to Community Outreach activities.
- Training identified by new vulnerability assessments such as; Cyber, and Active Threats.
- BMAP Bomb Making Awareness Program/FLO Fusion Liaison Officer

The Clare County Local Emergency Planning Team addresses public information as a regular discussion point at each quarterly meeting as well as reserving an annual meeting to allow a special community outreach activity.



## EXERCISING

### ***Purpose***

In order to ensure an effective response to an emergency, communities must ensure that personnel are familiar with their assigned duties in the emergency management system, including roles in Emergency Operations Center and functional assignments. A local Exercise program is designed to provide opportunities for personnel to practically apply their skills in a simulated and controlled environment and identify weaknesses within the emergency management system, Emergency Plan, and operational capabilities.

### ***Considerations***

The Emergency Management Division District Coordinator and State Exercise Training Officer provides guidance to local jurisdictions in exercise program development as well as monitoring exercise program compliance. Specifically according to requirements identified in Homeland Security Presidential Directive 8 which establishes the Homeland Security Exercise and Evaluation Program (HSEEP).

HSEEP constitutes a national standard for all exercises and is a capabilities and performance-based exercise program that provides a standardized methodology and terminology for exercise design, development, conduct, evaluation, and improvement planning. Through exercises, the National Exercise Program supports organizations to achieve objective assessments of their capabilities so that strengths and areas for improvement are identified, corrected and shared as appropriate prior to a real incident.

EMD Pub – 702 “Disaster Exercise Manual” provides step by step guidance on exercise program management. EMD Pub --701 "Emergency Management Training Curriculum Guide" provides a listings on the Comprehensive Exercise Management curriculum which includes courses such as Exercise Design and Evaluation, Exercise Program Manager, Exercise Control/Simulation, and FEMA’s IS-139 Exercise Design home study course.

### ***Exercise Components***

Emergency management exercises fall into five different categories varying in complexity from brief and informal to extended and intense sessions. Exercise categories include the following:

#### **Orientation**

Introduces or refreshes participants on emergency management operations, plans, and/or procedures. These seminars are usually instructional in nature and involve little participation from the audience.

#### **Drill**

Tests a single emergency response function or limited activity, such as damage assessment, public information, sheltering, or evacuation. This involves actual use of equipment for the tested function by the agency(s) involved.

#### **Tabletop**



Involves informal discussion and brainstorming based on a described emergency situation or scenario. Participants are provided simulated problems, or messages, and respond according to existing plans and procedures. The players then discuss any concerns and brainstorm solutions.



**Functional Exercise**

A formal exercise activity that involves a complex scenario and simulated activation of the Emergency Operation Center that is designed to test the decision making and communications of key officials. Participants are provided with a complex scenario consisting of numerous carefully timed and sequenced messages. Although no actual field activity is conducted, participants make realistic decisions in a real-time, high stress environment.

**Full-Scale**

The highest level of formal exercise involves a realistically simulated scenario that requires activation of the Emergency Operations Center and associated emergency field forces. Participants are provided challenges through issued messages and field simulations (i.e. patients, road blocks, etc.). The EOC staff and emergency responders must coordinate their decision making while applying their emergency response skills.

**Design and Development**

All exercise activities are carefully designed so that they contain the necessary components to adequately test the jurisdiction's capabilities. This includes processes for conducting a needs assessment, selecting the appropriate exercise type, choosing an appropriate hazard/scenario, selecting which functions to test, development of exercise objectives, creation of exercise messages, and managing supporting logistics. Additional attention is focused on exercise control, simulation, and evaluation systems.

**Implementation**

The actual exercise event involves the practical application of skills necessary to ensure that the exercise activity is conducted within the appropriate scope and adequately allows the players the opportunity to test their skills in meeting the exercises' purpose. Exercise support staff implements systems of control, simulation, evaluation, and supporting logistics to ensure a productive event.

**Evaluation AAR**

The systematic examination of the exercise is critical to provide an accurate assessment of the jurisdiction's emergency management system and observed performance. The evaluation process results in information provided by measurements of performance according to established objectives, evaluator observations, participant debriefings, and other available information. This information will be utilized to make future improvements in the emergency management system and its supporting components.

**Corrective Follow-up**

Using information resulting from the exercise evaluation process, the Emergency Management Director/Coordinator, Emergency Planning Committee, and exercise participants can make adjustments to improve the local emergency management system. Major program components including strategic planning, capability assessment, planning, training, and others can be adjusted to focus on identified weaknesses and maintenance of existing strengths. Participating agencies can also begin to similarly maintain strong points while working to improve plans, training, personnel, equipment, and other capabilities.



## Exercise Requirements

The Emergency Management Division requires that all programs funded under the Emergency Management Performance Grant (EMPG) conduct a minimum of one HSEEP exercise annually in conjunction with a progressive multi-year exercise cycle. Although each program is allowed to determine what exercise types best fit their jurisdiction's needs, it is required that the exercise schedule be progressive in nature and designed to improve emergency management capabilities. Thus, jurisdictions begin with basic exercise types (drills and tabletops) and progress to more advanced types (functional and full-scales).

To implement a successful exercise program, the Emergency Management Director/Coordinator and Emergency Planning Committee develop a multi-year exercise schedule that describes the exercise types, scenarios, and functions to be tested over an extended period of time.

### ***Clare County's Comprehensive Exercise Program***

Clare County has an established exercise program that is composed of elements identified in FEMA's Comprehensive Exercise Program and the Homeland Security Exercise and Evaluation Program (HSEEP). This program includes the following basic components that are maintained and managed by the Emergency Management Department and the Local Emergency Planning Committee.

- Established exercise purpose, priorities, and goals
- Administrative support that includes assigned exercise personnel, funding, and logistics
- Training for all identified participants appropriate to their exercise role
- Multi-year exercise schedule that includes all exercise types, hazards, and agencies
- Progressive exercise activities based on the community's capabilities
- Implementation that includes exercise principles of design, control, evaluation, simulation, and conduct
- Corrective actions based on the evaluation of the exercise activity, Using HSEEP, (Homeland Security Exercise Evaluation Program) AAR/IP, (After Action Report/Improvement Plan).

Exercise activities are discussed as a regular agenda item at each Local Emergency Planning Committee quarterly meeting as well as a reserved annual meeting focused on exercise activity efforts. The cumulative efforts of this process results in the determination of the jurisdiction's exercise activities and provides management details in an ongoing basis.

Exercise Chart Listed is a guideline and may change.



**Clare County Multi-Year Exercise Schedule (Subject to change)**

Year	Exercise Type	Scenario	Location	Key Players	Functions Tested
2021 2022	TTX Functional TTX Power Outage	2021 Rising Waters exercise 2022 Extended Power Outage/Public Housing centric	Countywide/Statewide County	Clare County EOC/Exercise Group LTC/Healthcare facilities	Flooding, Human Services, Shelter, CIKR and Recovery Sections/Annexes
2023 2 <sup>nd</sup> qtr.	Functional/Drill	Interop Radio Comms Patch between LTC/Education UHF network to 800MPSCS	CC911/Local LTC & Educational facilities	CC911/CCEMH SD/Region 6 HCC, Region 6 Dist. Coordinator, Local LTC/Education.	Radio Comms/Interoperable Communications Patching & Coordination
2023 2 <sup>nd</sup> qtr.	TTX HSEEP	Active Shooter Threat	Surrey Twp. Fire Dept.	School Security Group/Team members	IAP/IS201 ASHER RTF Regional & Local Active Threats Templates.
2024	2 <sup>nd</sup> qtr./TTX/HSEEP	Active Shooter Threat/Asher/RTF	Surrey Twp. Fire Dept.	School Security Group/Team members	IAP/IS201 ASHER RTF Regional & Local Active Threats Templates.
2025	Active Assailant/Full Scale	Active Shooter Threat/Asher/RTF	Surrey Twp./Farwell	School Security Group/Team members	IAP/IS201 ASHER RTF Regional & Local Active Threats Templates

**Definitions:**

<b>Date</b>	Provides the year the exercise was or will be held.
<b>Exercise Type</b>	Specifies the type of exercise to be executed; an Orientation, Tabletop, Drill, Functional, or Full Scale exercise.
<b>Scenario</b>	Records the scenario to be used for the exercise. Exercises use realistic scenarios based on the community’s hazard analysis.
<b>Location</b>	Notes the jurisdiction where the exercise will be held.
<b>Key Players</b>	Identifies the main players to be tested in the exercise.
<b>Functions Tested</b>	Lists the functions of the plan that were tested.

**EXERCISE TYPE:**





O = Orientation

D = Drill

TTX = Tabletop

F = Functional

FS = Full Scale

**FUNCTIONS:**

DC = Direction & Control	DA = Damage Assessment	PI = Public Information
WA = Warning	CM = Communications	RM = Resource Management
LE = Law Enforcement	FS = Fire Services	PW = Public Works
EM = Emergency Medical	PH = Public Health	HS = Human Services



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## RESOURCE MANAGEMENT

### ***Purpose***

Emergency management and incident response activities require carefully managed resources (personnel, facilities, equipment, finances, and/or supplies) to meet incident needs. In fact, possibly the most visible aspect of a community's disaster response capability is its effectiveness in managing specialized resources to mitigate hazardous conditions. Due to this, Emergency Managers utilize a broad range of techniques to ensure the jurisdiction's ability to effectively and efficiently identify, acquire, maintain, and manage emergency resources during times of need.

### ***Considerations***

An established system for resource management is a vital component of community preparedness and a critical component to emergency response. The inherent broad and intense impact of disasters frequently results in critical shortfalls in personnel, equipment, facilities, supplies, information, or even finances that require the rapid prioritization and allocation to save lives, stabilize the incident, and conserve property.

The National Incident Management System (NIMS) has dedicated resource management as a priority focus for emergency response utilizing standardized best practices to be implemented nationwide. The complex lifecycle of managing resources is defined as a resource management system and is most effectively managed by 'Resource Managers', which are often, led by emergency management agencies. More information on resource management concepts can be studied via FEMA's Independent Study course, "IS-703 NIMS Resource Management" available at [www.fema.gov](http://www.fema.gov).

### ***Resource Management Components***

Resource Managers in conjunction with local government, public, and private agencies work together to institute a resource management system based on 5 key components:

#### ***Advanced Planning***

Preparedness organizations work together in advance of an incident to develop plans for managing and employing resources in a variety of possible emergency circumstances. Formal planning mechanisms may include coordinating with the Local Emergency Planning Committee (LEPC) to develop resource management plans and procedures as well as establishing a system for inventorying resource information.

#### ***Resource Identification and Ordering***

Resource managers use standardized processes and methodologies to order, identify, mobilize, dispatch, and track the resources required to support incident management activities. These tasks are usually performed at either at an IC's request or in accordance with pre-planned requirements.



While we are most familiar with dispatching resources at the request of an Incident Commander, some plans call for automatic "move up" or standby status under preplanned conditions.



### **Categorizing Resources**

Incident management and emergency response organizations at all levels rely on various types of equipment to perform mission-essential tasks. A critical component of operational preparedness is the acquisition of equipment that will perform to certain standards, including the capability to be interoperable with equipment used by other jurisdictions.

To ensure this capability, resources are "typed," or categorized by size, capacity, capability, skill, and other characteristics. This makes the resource ordering and dispatch process within jurisdictions, across jurisdictions, and between governmental and nongovernmental entities more efficient and ensures that ICs receive resources appropriate to their needs. Resource Managers work with agencies to "type" resources and "certify" personnel according to guidelines produced by the NIMS Integration Center.

### **Use of Agreements**

No single jurisdiction has the resources necessary to respond to a catastrophic disaster and thus mutual aid resources become a primary asset during a major emergency. These mutual aid resources and the process of coordinating them are managed by pre-incident agreements so that questions of liability, cost, reimbursement, etc. are decided on prior to their utilization. Resource Managers ensure that these agreements are maintained, updated, and documented for emergency use.

### **Effective Management of Resources**

Resource managers use validated practices to perform key resource management tasks systematically and efficiently. Primary examples include: 1) acquisition procedures such as contracting, cache stocks, and emergency purchasing are used to obtain resources to support operational requirements; 2) Using information management systems to manage resources and unique emergency information; 3) Ensuring protocols for ordering, mobilizing, dispatching, and demobilizing resources throughout an incident.

## ***Clare County's Resource Management Program***

Clare County's maintains resource management as one of its primary operational components. Key aspects of this program include the Resource Management Section of the local emergency plan, the jurisdiction proactively identifies, acquires, maintains, and manages disaster response resources for the jurisdiction. These local resources are cataloged and stored electronically in the states MICIMS system.

Key aspects of this program include:

- Resource Management Databases (WEBEOC, NIMS, IRIS, and IPAWS/EAS, RAVE, FEMA, Hazard Vulnerability Assessments, and NOAA.
- Regional/local I.D. system & database.



- Mutual Aid Agreements (local and prescribing to the statewide MEMAC agreement).
- Maintenance of emergency volunteer and donations management system, (Region 6).
- Maintaining 'shared' emergency response resources for use by local agencies.



## RESPONSE

### ***Initial Response***

When an emergency or disaster occurs, local agencies are normally the first to respond. These agencies initially assess the situation, determine its scope and magnitude, and determine if additional assistance is required. Generally, response is handled at the local level as much as possible. The Emergency Management Director/Coordinator assists in response activities and monitors the situation. If the situation escalates to the point where coordination among several agencies is required, the Emergency Management Director/Coordinator may decide to activate the Emergency Operations Center and notify key personnel to report there to manage the incident and coordinate activities. The Emergency Management Director may recommend that the Chief Executive/BOC Chair of the county declare a local “state of emergency”, thereby formally activating the appropriate response and recovery aspects of local agencies, as stated in this emergency management planning document. If appropriate, the Emergency Management Director/Coordinator notifies the Emergency Management Division District Coordinator. Together, they assess the nature, scope and magnitude of the situation, and determine the need for resources.

### ***Requesting State Assistance***

If the emergency or disaster is deemed to be beyond the control of the jurisdiction’s resources by the Chief Executive, the Chief Executive may request that the Governor declare a “State of Emergency” or “State of Disaster”. This activates state assistance in accordance with the provisions set forth in the Michigan Emergency Management Act. This request is made through the Emergency Management Division District Coordinator and forwarded to the Emergency Management Division Office in Lansing, which notifies the Governor of the nature and scope of the situation.

Before state assistance is authorized, the jurisdiction must have utilized all of its appropriate disaster relief forces, including the use of local contractors, activation of mutual aid, and use of regional or other nearby resources. The Emergency Management Division (EMD) District Coordinator will check to verify that local resources have been exhausted. State assistance is only used to supplement local efforts and resources to help relieve extraordinary burden caused by threats to public health and safety, and property. It is not used for simple budgetary relief or to relieve hardship.

- Section 19 Funding

If immediate actions are required, the State Director of Emergency Management Division may initiate temporary assistance to the affected area. The Emergency Management Division monitors the situation and maintains contact with the jurisdiction. Appropriate state agencies may be notified and mobilized as necessary. The EMD District Coordinator helps coordinate response and recovery activities at the scene through the Emergency Operations Center.

### ***Governor’s Declaration/Receiving State Assistance***

The Emergency Management Division keeps the Governor informed of the situation, based on the information received from the Emergency Management Director and EMD District Coordinator. If conditions warrant, the Emergency Management Division may recommend that the Governor declare a “State of Emergency” or “Disaster Declaration” for the affected area. The Governor will review the information and recommendation and take the actions he deems necessary and appropriate to respond to the situation.



Pursuant to statute, the Governor may declare a “State of Emergency” or “Disaster Declaration” and activate applicable relief forces if an emergency or disaster or imminent threat thereof exists.



The State Director of Emergency Management Division, or the Deputy State Director of Emergency Management Division (EMD) as his authorized representative, implements the orders and directives of the Governor in the event of a “State of Emergency” or “Disaster Declaration” declaration. A State Emergency Operations Center (SEOC) is activated in Lansing or another designated location as the primary point of command for coordinating state response and recovery activities. Communication links are established between the SEOC and the affected jurisdiction’s Emergency Operations Center. In some situations, additional state coordinating facilities are established at or near the incident site.

### ***Obtaining Federal Assistance***

Subsequent to declaring an “emergency” or “disaster” under state law, if Federal assistance is necessary to supplement the efforts and available resources of the State, the Governor may request that the President of the United States declare a “major disaster” or “emergency” for the affected area under the provisions of P.L. 93-288, as amended (The Robert T. Stafford Disaster Relief and Emergency Assistance Act). Such a request is made through the Federal Emergency Management Agency (FEMA) Regional Director in Chicago, and is based on a summary of the damage assessment data submitted to the Emergency Management Division, as well as the Division’s recommendation to the Governor.

If the Governor requests a Presidential declaration, a joint Federal/State Preliminary Damage Assessment (PDA) is conducted to determine if the situation warrants Federal intervention and assistance. The PDA is conducted by damage assessment teams composed of one or more representatives from FEMA, one or more representatives from EMD or another state agency, and a local representative. Teams are dispatched to the incident scene to survey the damage and confirm the initial assessment data submitted to EMD earlier in the damage assessment process. Based on the results from the PDA, FEMA is able to conclude whether or not sufficient damage and impact has occurred to support a Presidential declaration. The FEMA Regional Director makes a recommendation to the FEMA Director in Washington, D.C., who, in turn, recommends a course of action to the President.

### ***Federal Assistance Options***

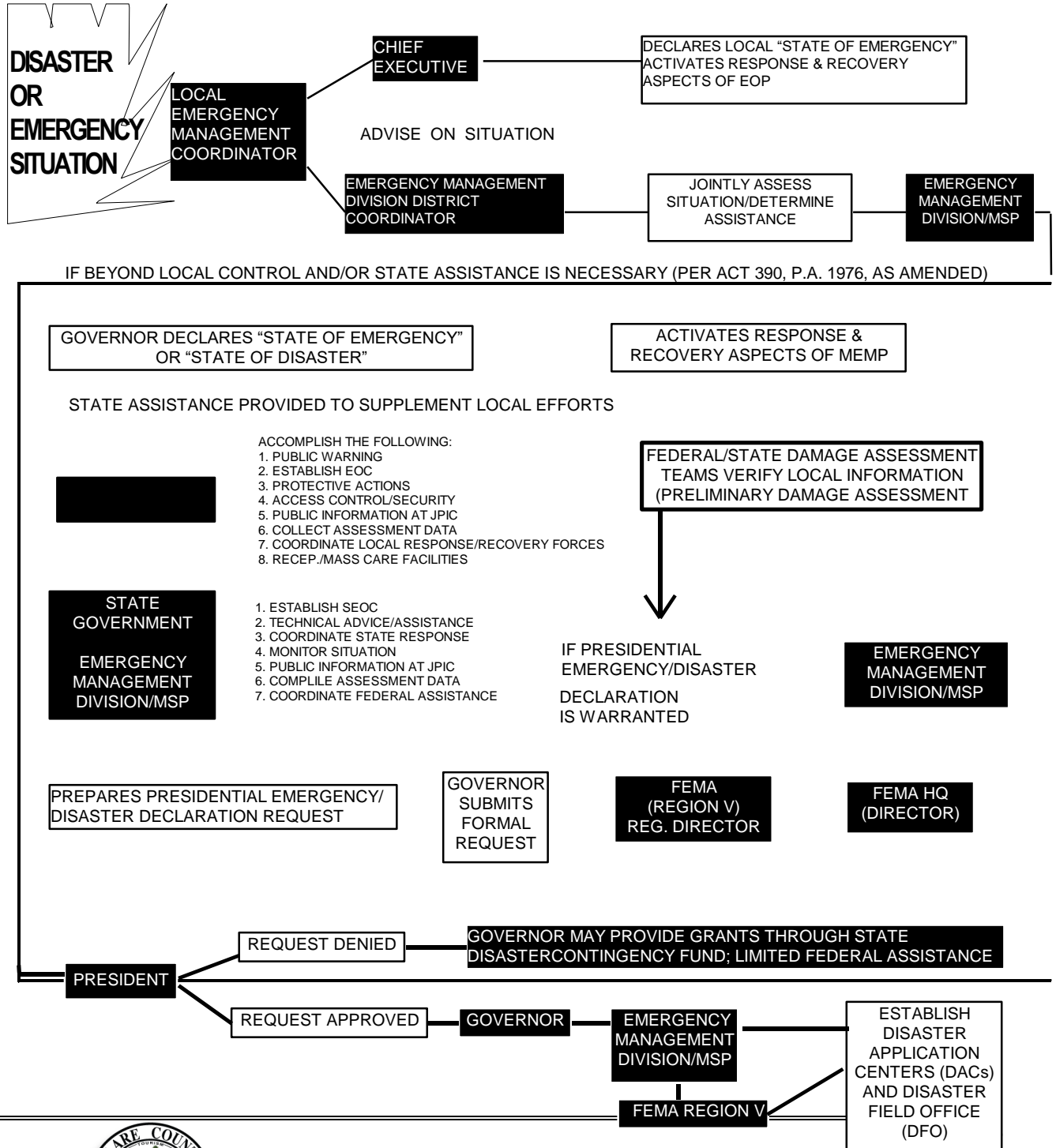
Under the Stafford Act, the President has three options when a Governor’s request for a declaration is submitted. First, if the President does not find sufficient damage to warrant such a declaration, the President may deny the request outright. In those cases, some disaster assistance may still be obtained from specific Federal agencies and volunteer organizations. In situations where the full range of assistance available with a major disaster declaration is not required, the President may declare that an “emergency” exists. This provides specialized assistance from Federal agencies to meet a specific need that the Federal Government is uniquely able to provide. Examples of emergency assistance are: temporary housing; mass care; debris removal when in the public interest; emergency repairs to keep essential facilities operating; technical assistance with essential community services; and public health and safety measures. Finally, in those situations where a full range of assistance is needed to meet many different needs, the President may declare that a “major disaster” exists, which makes available a variety of Federal assistance programs to jurisdictions within the designated disaster area. Three basic types of assistance are available under a Presidential disaster declaration: individual assistance; public assistance; and hazard mitigation assistance. The Emergency Management Division administers the public assistance and hazard mitigation assistance programs on behalf of the State and FEMA while the Family Independence Agency administers the individual assistance program on behalf of the State and FEMA.

- Category B Funding





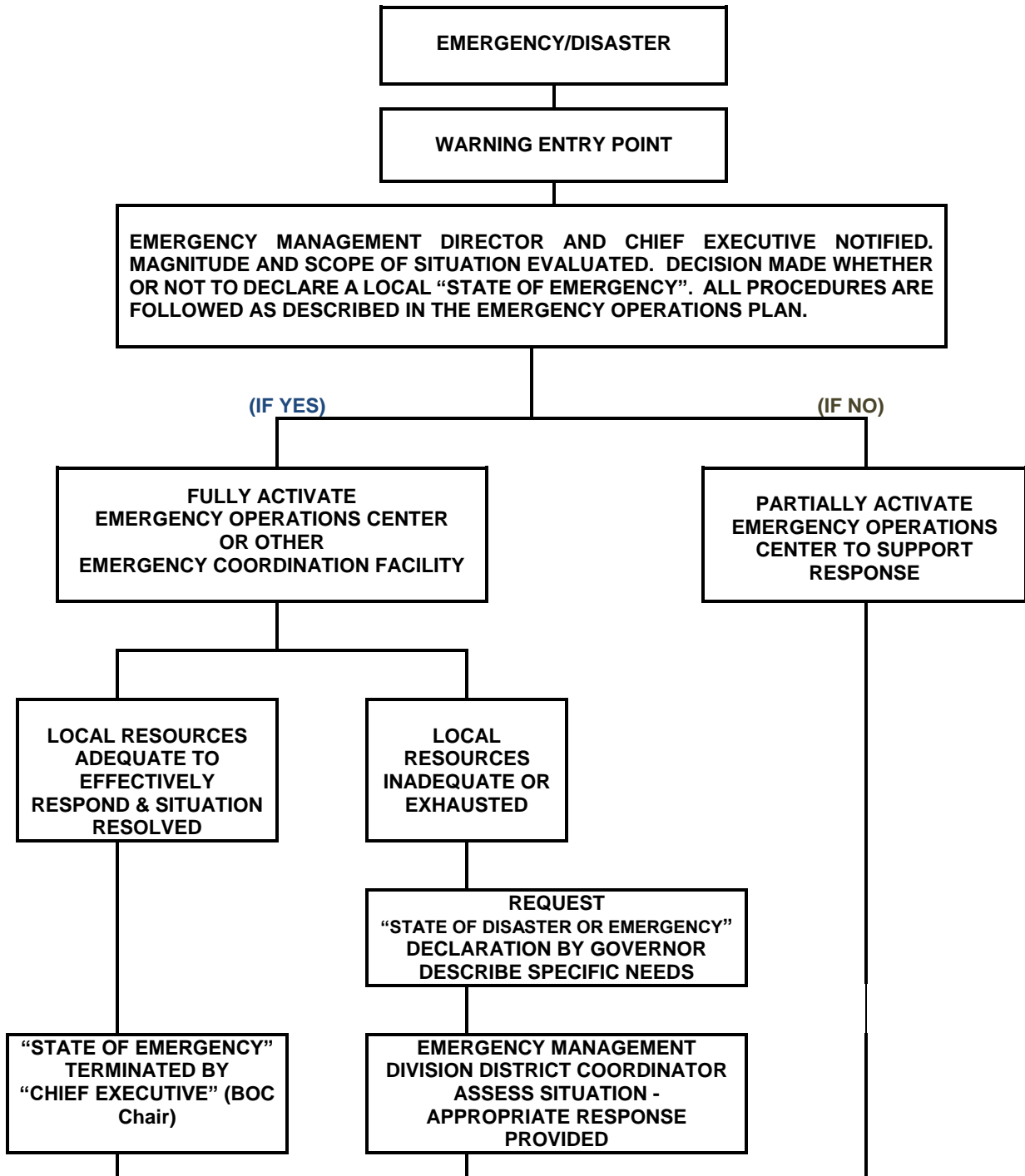
# The Disaster Declaration Process

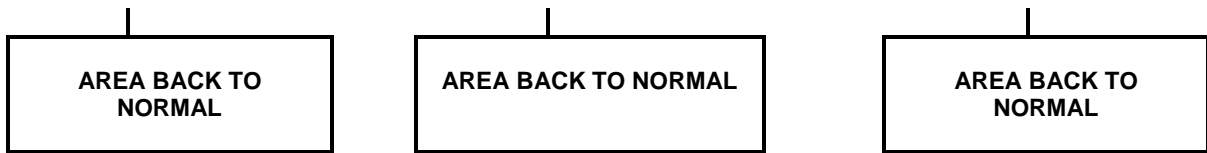


THE FOLLOWING ASSISTANCE PROGRAMS MAY BE ACTIVATED

1. INDIVIDUAL AND FAMILY GRANTS
2. PUBLIC ASSISTANCE
3. FEDERAL MITIGATION
4. TEMPORARY HOUSING
5. UNEMPLOYMENT ASSISTANCE
6. CRISIS COUNSELING
7. FOOD COUPONS/DISTRIBUTION
8. SMALL BUSINESS ADMINISTRATION LOANS
9. USDA FARM SERVICE AGENCY AND OTHER AGRICULTURAL ASSISTANCE
10. FEDERAL HIGHWAY ADMINISTRATION AID
11. AID TO DAMAGED SCHOOLS, ETC.

### Emergency Response Sequence Chart





***Clare County Emergency Response***

In addition to maintaining capability required for obtaining state and federal assistance during declared disasters, the rural nature of Clare County and its comprising jurisdictions also requires emergency response consideration to unusual or unique local emergencies that place extraordinary burden on local emergency response systems.

Clare County Emergency Management has generally provided support in accordance with the following established guidelines.

- Request by ANY emergency service, government official or other agency for emergency management support.
- Incidents involving multiple emergency services and/or affecting large amount of resources.
- Incidents involving multiple jurisdictions and/or affecting mass number of population.
- Incidents involving pre-site planned areas or hazards.
- Incidents requiring extraordinary knowledge of special resources, expert services, or specific procedures.

Depending on the scope of the situation, Clare County Emergency Management Homeland Security will initiate 1 of 3 defined levels of response: Advisory, Activation, or Emergency. In any case, emergency response within the jurisdiction will involve the application of accepted principles such as:

- Use of the national incident management system and incident command principles such as unified command, span of control, common terminology, unity of command, resource management, etc.
- Use of multi-agency coordination centers including an emergency operation center, joint information center, etc.
- Use of the jurisdiction’s emergency plan to direct the jurisdiction’s personnel, resources, etc.



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**EMERGENCY OPERATIONS CENTER OFFICIALS**

**E.O.C. Activation Levels**

<b>LEVEL 1 Inactive / Monitoring</b>	✓ The EOC is managing only routine EM activity, but is available for response.
<b>LEVEL 2 Support Activation</b>	✓ EOC is activated in a supporting role to Incident Command and staffed with EMST and a lead official(s).
<b>LEVEL 3 Partial Activation</b>	✓ EOC is actively supporting jurisdictional response and staffed with Lead Officials and appropriate assisting agencies from activated function(s). Local State of Emergency possible.
<b>LEVEL 4 Full Activation</b>	✓ EOC is actively managing jurisdictional response and staffed with all functional Lead officials & assisting agencies. Local State of Emergency Declared w/request for State Declaration.
<b>LEVEL 5 Regional Activation</b>	✓ EOC is actively managing jurisdictional response and staffed with maximum local officials as well as state & federal liaisons. Local, State, and Federal Declarations operating.



## HOMELAND SECURITY

Following the tragic events of the 9-11 terrorist attacks on the World Trade Center and the Pentagon, the United States' war on terror resulted in a major restructuring of numerous agencies under the Department of Homeland Security. As the existing emergency management system is designed as an all-hazards system, it was manageably altered to absorb the new hazard of terrorist acts resulting from Chemical, Biological, and Radiological, Nuclear, and Energetic weapons into the existing program. However, due to some inherent differences in terminology and concepts, a local emergency management / homeland security interface has been developed.

Specifically, emergency management utilizes the concept of "Comprehensive Emergency Management". This concept focuses on:

- Comprehensive Partnerships of federal, state, and local governments
- Comprehensive Hazards of natural, technological, and man-made origin
- Comprehensive Emergency Lifecycle of mitigation (prevention), preparedness, response, and recovery

Homeland Security utilizes a concept of "Solution Areas" based on two supporting areas.

- Threat & Risk Assessment, that provides intelligence to the local community on its attack potential
- Local Planning Team, that ensures a multi-disciplined approach to planning for terrorism
- Planning Solution Area, focusing on plans, procedures, and practices
- Equipment Solution Area, focusing on "arming" first responders and communities with necessary equipment that would be required during a terrorist event
- Training Solution Area, focusing on training first responders and communities in effective skills that can be utilized during a terrorist event
- Exercise Solution Area, focusing on providing simulated scenarios to allow communities opportunities to practice their methods of addressing terrorist events.



**Clare County’s Homeland Security / Emergency Management Program Interface**

The following details the concepts utilized by Homeland Security and how they interface with the local emergency management program.

<b>HOMELAND SECURITY</b>	<b>EMERGENCY MANAGEMENT</b>
<ul style="list-style-type: none"> <li>• Threat Assessment</li> <li>• Addition of local RIC/LIC officers, EMD/LE Lt. Region 6.</li> <li>• Cyber Threat Integration.</li> <li>• Active Threat/Active Shooter/ASHER/RTF</li> <li>• CIKR Critical Infrastructure</li> <li>• Region 6 Strategic Focus Groups</li> <li>• BMAP/FLO Fusion Liaison Officer</li> </ul>	<ul style="list-style-type: none"> <li>• Hazard Vulnerability Analysis</li> <li>• Capability Assessment</li> <li>• ISE Region 6 Plan Implemented.</li> <li>• Cyber Threat, Including training and mitigation.</li> <li>• Active Shooter/Threat Assess, Hazard Analysis, Planning Training and implement exercises, drills and mitigation processes.</li> </ul>
<ul style="list-style-type: none"> <li>• Local Planning Team</li> </ul>	<ul style="list-style-type: none"> <li>• Local Emergency Planning Committee/LPT</li> </ul>
<ul style="list-style-type: none"> <li>• Planning</li> </ul>	<ul style="list-style-type: none"> <li>• Emergency Operations Plan (EOP)</li> <li>• Site Planning</li> </ul>
<ul style="list-style-type: none"> <li>• Equipment</li> </ul>	<ul style="list-style-type: none"> <li>• Hazard Operations/Mitigation</li> </ul>
<ul style="list-style-type: none"> <li>• Training</li> </ul>	<ul style="list-style-type: none"> <li>• Training</li> <li>• Public Education</li> </ul>
<ul style="list-style-type: none"> <li>• Exercises</li> </ul>	<ul style="list-style-type: none"> <li>• HSEEP Exercises</li> </ul>
Response	



**Homeland Security Grant Program / Regionalization**

To better utilize Homeland Security grants to prepare Michigan for catastrophic emergencies, the Michigan State Police Emergency Management & Homeland Security Division established a ‘regionalization’ structure in 2006. This process requires emergency management programs within their assigned districts to coordinate use of homeland security monies in a collaborative approach to better prepare themselves for events requiring multi-county, or region wide events.

Homeland Security Grant Program (HSGP) monies are allocated to 7 identified regions who then manage those funds through a regional governing board. Through a process of decision making by the board and associated sub-committees, funds are distributed to individual jurisdictions, agencies, and projects to meet established regional priorities.

Membership of the Homeland Security Governing Board (HSGB) is comprised of the jurisdictions in the region as well as other identified representatives beneficial to the process. Examples include representatives from the state administrative agency, the fiduciary agent, and other grant programs.

**Region 6 Homeland Security Governing Board**



**County/City Programs**

- Clare County
- Ionia County
- Isabella County
- Kent County
- Lake County
- Mason County
- Mecosta County
- Montcalm County
- Muskegon County
- Newaygo County
- Oceana County
- Osceola County
- Ottawa County
- City of Grand Rapids
- Saginaw Chippewa Tribe

**Non-Voting Representatives**

- Fiduciary Agent
- MMRS
- Citizen Corps
- MSP-EMHSD
- RRT’s

**Other Representatives**

- Region 6 Healthcare Coalition.
- Public Health
- NOAA

The current Homeland Security Governing/Planning Board consists of (2) Two assigned Sub-Committees to make recommendations to the board regarding established solution areas or projects. Funds that are sub-allocated to local jurisdictions by the board are managed by Local Planning Teams composed of agencies representing the community’s primary response disciplines.

Starting in the FY09 Grant year the Region 6 Homeland Security Planning Board restructured its management structure based on an updated Regional Homeland Security Strategy (RHSS). This approach is based on projects lead by broad-based regional teams. Projects are prioritized based on



various factors such as the RHSS, targeted capabilities list, hazard vulnerabilities assessment, and the State of Michigan’s grant investments. Each team is tasked with managing prioritized projects from start to finish utilizing solution areas of planning, training, and exercising. This system is a more effective use of the Homeland Security Grant Program Funds.





<b>Region 6 Actions</b>	
LETP/CIKR/Interop	Law Enforcement Terrorism Prevention/Critical Infrastructure/Interoperability
THIRA Group	Developing and maintaining Regional THIRA plans

**Homeland Security Planning Board RHSS Team Structure Post 2012**

<b>Committee</b>	<b>Description and Projects</b>
Strategic Planning	Coordinates region wide planning efforts and acts as the coordination point for other regional initiatives. Primary projects have included maintaining local and regional planning personnel, developing region-wide plans/procedures, implementing statewide initiatives such as the Regional Homeland Security Strategy and statewide capability assessments.
Operational Readiness/ LETPA Law Enforcement Terrorism Prevention Group	Coordinated improving capability gaps. Some projects include interoperability communications, interoperability accountability, Improvised Explosive Device, and Chemical, Biological, Radiological, Nuclear, and Explosive capability enhancements. Coordinates the reserved set-aside of grant funds dedicated to policed known as the Law Enforcement Terrorism Preparedness Program (LETPA). Past projects have included purchase of information sharing network, purchase of law enforcement communications equipment; funding of Law Enforcement training and exercises.
Critical Infrastructure/ Interop	Coordinates protection of local, regional, state, and federal critical infrastructure. This team will assist critical infrastructure sites, identify hazards, vulnerabilities, risks, and develop continuity of operations plans. This team will work closely with the Department of Homeland Security and their subject matter experts. Communication Interop Activities as needed or assignment by DTMB/EMHSD needs.
Collaboration	Coordinates intelligence and information sharing between agencies. Continues Regional Training priorities that include, NIMS-ICS, WEBEOC, and other identified training needs. This team will also provide expertise on the HSEEP exercise design and development to the other teams. Along with the collaboration with the other teams, this team will collaborate with other grant funded programs in the Region.
Citizens Core	Coordinates citizen's preparedness activities region wide. These include the Citizens Corps programs (CERT, MRC, VIPS, Fire Corps, and Neighborhood Watch), Special Needs population planning, and also school preparedness. There are many public preparedness campaigns available, and this team will help coordinate these campaigns.



Emergency Management and Homeland Security Division Publications:

- PUB-102 Michigan Emergency Management Act
- PUB-103 Michigan Hazard Analysis
- PUB-201 Local Emergency Planning Workbook
- PUB-201a Review Guide for Local Emergency Operations Plans and Emergency Action Guidelines
- PUB-204 Local Support Plan Guide
- PUB-206 Local Emergency Management Standards
- PUB-206a Emergency Management Standards Workbook and Assessment Guide for Local Jurisdictions
- PUB-207 Local Hazard Mitigation Planning Workbook
- PUB-305 LEPCs: Organizing for Success
- PUB 308 Planning Guidance for Community Hazmat Response Plans
- PUB-401 Emergency Information Procedures Workbook
- PUB-701 Emergency Management Training Curriculum Guide
- PUB-702 Disaster Exercise Manual
- PUB-901 Michigan Damage Assessment Handbook



## CONCLUSION

### ***Purpose***

Emergency Management programs that successfully implement the various concepts described in this document will provide an excellent emergency management framework that will benefit the community regularly in emergency and disaster activities. However, ultimately the jurisdiction's emergency/disaster capability is only as good as how actively the community's government, public, and private officials take advantage of that structure and implement it within their individual agencies and organizations.

### ***Clare County Recommendations***

In order for the established emergency management program to be effective, it is critical that local agencies and organizations familiarize themselves with emergency management activities and actively participate in efforts of planning, capability assessment, hazard management, training, education, exercising, and even response.

Specifically, each organization in the community should ask themselves how effectively they are fitting into the existing emergency management structure in regards to critical areas. These specifically include:

1. Ensuring that their organization is familiar with and actively attending/participating in Local Emergency Planning Committee activities. At minimum, quarterly meetings allow meeting with officials to discuss a comprehensive range of emergency management efforts and activities. Attendance at regular meetings will allow for information on what community officials are doing and what is necessary for those activities to be successful.
2. Ensuring that their organization is an integral part of the community planning process through active participation in efforts in planning, capability assessment, hazard analysis, mitigation, response, and exercising. This also can be easily addressed by attending the various Local Emergency Planning Committee sessions which are focused on such issues.
3. Ensuring that your organization or agency preparedness program reflects community emergency management activities to build on the broad program components and expand them individually to your organization/agency. This includes being prepared for basic emergency provisions for up to 72 hours as described in standard preparedness guidance provided by the American Red Cross and Federal Emergency Management Agency.

### ***Conclusion***

The Clare County Board of Commissioners and Clare County Emergency Management Homeland Security Division has provided a quality emergency management program for the jurisdiction throughout its years of services. Although emergencies and disasters are inherently can result in loss of life, property, and damage to the environment, it is our intention that providing these comprehensive services to the existing local hazards of the jurisdiction can be successfully managed through community partnerships and teamwork.

