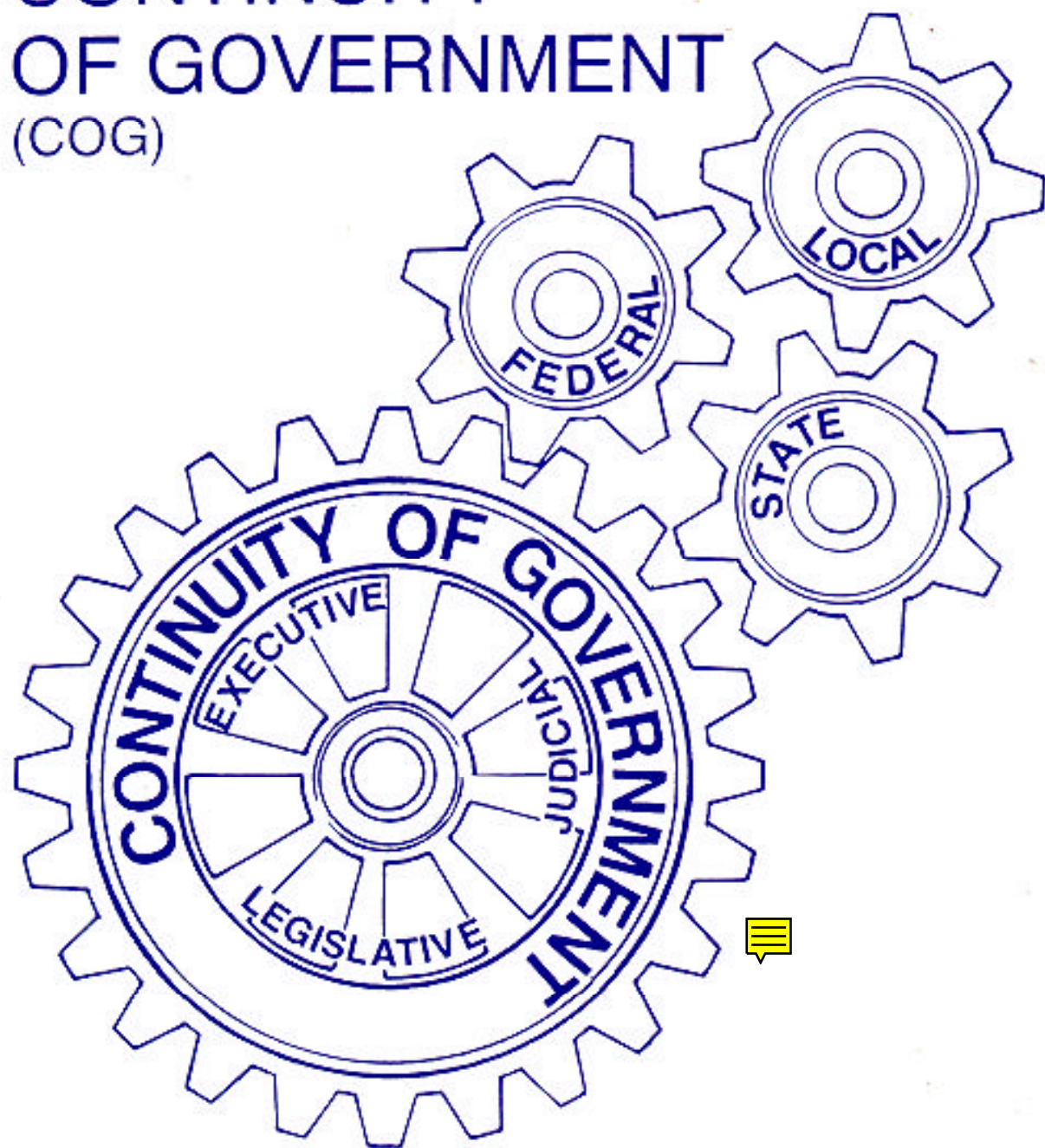


STATE and LOCAL CONTINUITY OF GOVERNMENT (COG)



Emergency Management Institute

National Emergency Training Center

STATE AND LOCAL CONTINUITY OF GOVERNMENT (COG)



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FOREWORD

This manual contains reference and exercise materials for your use in the *State* and *Local Continuity of Government (COG)* course.

Directions on the use of these materials will be provided during the course. Please do not read ahead since additional materials and instructions on their use may be introduced at various times.

HOW TO GET MAXIMUM BENEFITS FROM THIS COURSE

Think of this course as an opportunity to closely examine an essential concept for emergency management in a democratic society.

Your help is needed to identify problems and work on corrective measures in this area.

Please be alert to the ideas of other participants; they may have different, creative approaches that can help you.

After the course, share and apply what you have learned. Good ideas must be acted on to be beneficial.

COURSE PURPOSE AND OBJECTIVES

PURPOSE

This course is designed to provide State and local emergency managers with an understanding of the concept of Continuity of Government (COG) and the seven **preparedness/planning** elements necessary for State and local governments to carry out their executive, legislative, and judicial functions under emergency conditions.

OBJECTIVES

At the end of this course, the participants should be able to do the following:

1. Explain the rationale for establishing State and local COG capabilities;
2. Define and explain State and local COG;
3. Identify and explain each of the seven preparedness/planning elements that are involved in establishing a COG capability;
4. Describe the strengths and weaknesses of COG planning in a community;
5. Identify the role of the emergency manager in implementing each of the seven COG elements;
6. Identify the significant **community** officials/stakeholders who can assist in implementing the seven COG elements;
7. Identify a plan of action for improving COG capability using the criteria in CPG 1-10.
8. Identify COG strengths and weaknesses of statutes pertaining to emergency management; and
9. Describe the preparedness/planning actions required to enhance COG capabilities during a crisis.

Unit One

OVERVIEW OF CONTINUITY OF GOVERNMENT (COG)

WHAT IS STATE AND LOCAL CONTINUITY OF **GOVERNMENT**?

State and local Continuity of Government (COG) is defined as the preservation, maintenance, or reconstitution of the civil government's ability to carry out the executive, legislative, and judicial processes under the threat or occurrence of any emergency condition that could disrupt such processes and services.

TO WHICH **LEVEL** OF GOVERNMENT DOES THE COG PROGRAM APPLY?

The COG program is of critical importance to all three levels of government--local, State, and Federal--since all three levels share the Constitutional responsibility for the preservation of the life and property of the citizenry.

Our nation is composed of three *interdependent* levels of government which are established by law. This interdependence between levels of government dictates that the viability of the United States cannot be ensured through the stability and maintenance of only one level of government. During a national security emergency, Federal, State, and local governments must work *together* to both ensure survival and provide mutual support. The vast bulk of national resources--human and material--are at State and local government levels. National viability in such a crisis is directly dependent upon the ability of State and local governments and institutions to survive and operate.

The COG program also has applicability for the three *branches* of government: executive, legislative, and judicial.

WHAT IS THE OVERALL PURPOSE OF THE COG PROGRAM?

- Preserve lawful leadership and authority.
- Prevent the unlawful assumption of authority.
- Preserve vital government documents.
- Assure that mechanisms and systems that are necessary for continued government direction and control are in place prior to the crisis (such as the ability to *communicate* between levels of government and, most importantly, the public).

- Ensure that government services essential to the continued welfare of the public can be delivered during an emergency.

WHY IS COG IMPORTANT?

This question can be best answered by first considering the answers to the questions listed below.

- Who has the legal authority to establish law and order?
- Who is the representative of the public by their choice?
- Who does the public look to for leadership?
- Who has the day-to-day responsibility and authority for public services during normal times?

The answer to all of these questions is of course government, which is comprised of lawfully elected and appointed officials, legal documents and records, and property and goods.

Under crisis conditions, government must be prepared to continue to provide vital support services to the public while preserving the survivability of the American constitutional and democratic form of government. Accordingly, the COG program is important in that it outlines a course of action that, if followed, can help in assuring the ability of government to respond to emergencies.

WHAT DOES THE COG PROGRAM MEAN TO YOU AS A CITIZEN?

COG means greater security for you and your family because lawful government, with the protection of democratic rights, will be assured under emergency conditions.

It also means that during an emergency you shall continue to be provided with the information, direction, and services (such as emergency public information, police, and fire protection) that are normally provided by government.

WHAT ARE THE ELEMENTS OF THE COG PROGRAM?

The foundation for the COG program rests on the achievement of a seven-point course of preparedness and planning actions that were outlined in 1969 in Executive Order 11490 as actions for the *Federal* government. These were re-affirmed under Section 202

of Executive Order 12656 which replaced E.O. 11490 in 1988. These seven actions, which have been adapted for programs of State and local COG, are described below.

1. Succession

Definition *The process that is established to list the order or line of those entitled to succeed one another under emergency conditions.*

Objective To ensure that the civil political leadership will continue to function effectively under emergency conditions.

2. Pre-delegation of Emergency Authorities

Definition *The process that is established to allow specific emergency-related legal authorities to be exercised by the elected or appointed leadership or their designated successors.*

Objective To ensure that sufficient enabling measures are in effect to continue government operations under emergency conditions.

3. Emergency Action Steps

Definition *Those actions that facilitate the ability of government personnel to respond quickly and efficiently to emergencies.*

Note These actions are not unique to COG but are commonly associated with all emergency operations activities.

Objective To ensure that procedures exist that list and quantify the specific actions that senior officials in leadership positions of the executive, legislative, and judicial branches of government must be prepared to take in response to emergency conditions.

4. Emergency Operating Centers (EOCs)

Definition **The** central facility from which all emergency efforts can be coordinated and directed.

Objective **To** ensure that the capability exists for the leadership to direct and control operations from a centralized facility in the event of an emergency.

5. Alternate Emergency Operating Center (AEOC)

Definition A facility that can be used to coordinate and direct all government emergency response efforts if the primary **EOC** facility is not available during emergencies. The facility also houses key government officials who are forced to evacuate from the primary EOC.

Objective To ensure that alternate headquarters are available for relocating government officials under emergency situations.

6. Safeguarding Essential Records

Definition **The** measures that are taken by government to protect those documents that the government must have to continue functioning during emergency conditions and to protect the rights and interests of citizens after the emergency is over.

Objective To ensure the **selection, preservation, and availability** of those records that would be essential to the effective functioning of government and to the protection of rights and interests of persons under emergency conditions.

7. Protection of Government Resources, Facilities, and Personnel

Definition **The** measures that are taken to disperse resources, facilities, and personnel in a manner that will facilitate sufficient redundancy to ensure government can continue to function during emergency conditions.

Objective To ensure the protection of key personnel, facilities, and resources so governments may operate effectively to allocate needed resources and restore government functions after emergency conditions.

WHAT IS THE FEDERAL ROLE IN THE STATE AND LOCAL COG PROGRAM?

The Federal government provides

- Guidance,
- Training,
- Resources, and
- Coordination.

WHAT IS THE STATE AND LOCAL GOVERNMENT ROLE?

The State and local governments' roles involve

- Resources,
- Identification of preparedness and planning deficiencies and corrections,
- Training,
- Exercises, and
- Response.

FRAMEWORK FOR CONTINUITY OF GOVERNMENT:
LECTURE REFERENCE

WHAT EVENTS ARE RELEVANT TO THE DEVELOPMENT OF THE COG PROGRAM?

Historically, the COG program has been shaped by several key events.

1946

Provost Marshal General Study 3B-1, "Defense Against Enemy Action Directed at Civilians," concluded that atomic warfare did not eliminate the possibility of effective civil defense but, rather, increased its importance, and that a national shelter program and other passive defense policies needed to be planned at once and continuously studied and updated.

1947

The National Security Act of 1947 (Section 102) stated that emergency preparedness was a presidential responsibility to be carried out on a government-wide basis.

The National Convention of the American Legion at New York City adopted a report of the Legion's Civil Defense Commission. It urged the president to establish a civil defense planning agency under the direction of a civilian and outlined minimum requirements for civil defense. When presented to the president, this report became the basis for the establishment of the Office of Civil Defense Planning (OCDP).

1951

President Truman signed the Federal Civil Defense Act of 1950 (Public Law 920, 81st Congress), establishing the Federal Civil Defense Administration (FCDA) as an independent agency in the executive branch of the government.

1957

A Continuity of Government (COG) Office was established in the FCDA.

FCDA Advisory Bulletin No. 216 outlined a program for continuity of State and local governments in nuclear emergencies.

Members of the Governor's Conference, together with other political and professional associations such as the National Association of County Officials, U.S. Conference of Mayors, and the U.S. Civil Defense Council, asked, by resolution, that the Office of Defense and Civilian Mobilization (ODCM) prepare a program to ensure the continuity of civil governments.

1958

President Eisenhower, on April 24, 1958, sent Reorganization Plan No. 1 of 1958 to Congress, transferring all responsibilities of the FCDA and the Director of the Office of Defense Mobilization (ODM) to the president, and consolidating FCDA and ODM into a new Office of Defense and Civilian Mobilization (ODCM) in the Executive Office of the President. The plan became effective July 1, 1958. On September 6, 1958, an amended Executive Order changed the name to the Office of Civil and Defense Mobilization.

Public Law **85-606** amended Public Law 920 to vest responsibility for civil defense jointly in the Federal government and the States and their political subdivisions.

1961

President Kennedy, in a special message to Congress, announced that under the authority of Reorganization Plan No. 1 of 1958, he was assigning responsibility for civil defense to the top civilian authority already responsible for continental defense, the Secretary of Defense.

Congress approved Public Law 87-296, changing the name of ODCM to the Office of Emergency Planning (OEP).

1962

The Cuban Missile Crisis heightened both government and public awareness of crisis and civil defense related measures. Civil defense awareness, and particularly the need for shelter in the event of nuclear attack, reached its zenith during the Cuban Missile Crisis. Shelter surveying, marking, and stocking was accelerated by the Office of Civil Defense (OCD).

The OEP, in conjunction with the National Institute of Municipal Law Offices (NIMLO) and the National Association of Counties (NACO), published a sample succession ordinance for local jurisdictions.

1963

President Kennedy's assassination heightened both government and public awareness of the importance of leadership succession in crisis situations.

1964

The OEP issued "The National Plan for Emergency Preparedness" that set forth basic principles, policies, responsibilities, preparations, and responses of civil government to meet any kind of national defense emergency, and described the role of the Federal government, the States and their political subdivisions and, as appropriate, non-governmental organizations and individual citizens.

1969

Executive Order 11490 (sponsored by the Office of Emergency Preparedness) assigned emergency preparedness functions to various Federal departments and agencies, superseding previous Executive Orders on the subject. It included language which addressed COG operations during emergencies and it set forth the seven elements of COG.

1972

The Council of State Governments (CSG) developed an "Example State Disaster Act" under a grant from the OEP. The act became a prototype for States considering modernization of their emergency legislation, and most States adopted at least some provisions of the model law.

1976

Defense Secretary Rumsfeld, in a report to Congress, indicated that with the reduced budget request for Fiscal Year 1977, civil defense funding and efforts would be limited to nuclear disaster preparedness.

Defense Secretary Rumsfeld outlined the Fiscal Year 1978 program for civil defense that contained both provisions for surge capability for crisis relocation and for fallout protection in-place and at relocation sites. Federal assistance to State and local governments for emergency preparedness included activities relating to the readiness to deal with peacetime disasters when the facts demonstrated that such assistance benefited both attack and peacetime preparedness objectives.

1977

Defense Civil Preparedness Agency (DCPA) Director Bardyl R. Tirana entered into an agreement with representatives of State and local governments to implement the Congressional intent (Public Law 94-361) to apply civil defense systems to preparedness for both nuclear attack and peacetime disasters at the State and local levels.

1978

The White House announced President Carter's proposed reorganization of the Federal Government's emergency preparedness and disaster response programs. The reorganization provided for the consolidation of five existing agencies and six additional disaster-related responsibilities into a single structure.

A National Governor's Association (NGA) emergency management study found that Federal and State fragmentation of emergency-related authorities and operations seriously limited the States' abilities to protect citizens and property from both manmade and natural hazards.

1979

Executive Order 12127 gave effect to Reorganization Plan No. 3 of 1978, establishing the Federal Emergency Management Agency (FEMA), effective April 1, 1979.

A Senate Armed Services Commission report called for a continuing and close relationship between the Director of FEMA and the Secretary of Defense to "ensure that civil defense programs are developed in full coordination with military needs and with overall national security policy."

Executive Order 12148 effected the transfer of responsibility for U.S. civil defense functions from the Secretary of Defense to the Director of FEMA and assigned a civil defense policy and program oversight function to the Secretary of Defense and the National Security Council (NSC). It also transferred to the Director of FEMA all functions assigned to the Federal Preparedness Agency of the General Services Administration, including Continuity of Government.

1980

FEMA Director **Macy** outlined to the Congress the agency's plans to accelerate the development of relocation and supporting capabilities for the population in counterforce areas; he also emphasized enhancement of multiple uses of resources in planning for and responding to emergencies at all levels of government.

1982

In November, the NGA requested all State attorneys general to review their State authorities.

1987

FEMA published a Civil Preparedness Guide (I-10) entitled *Guide for the Development of a State and Local COG Capability*.

1987

National Security Decision Directive 259, entitled *Civil Defense*, was issued; it states that one major objective of the Civil Defense program is to assist State and local governments in building a crisis management (COG) capability to support the population in national security emergencies.

1988

Executive Order 12656 became effective on November 18, 1988, superseding Executive Order 11490. This order assigned emergency preparedness responsibilities to Federal departments and agencies and reaffirmed that national security is dependent upon the ability to assure continuity of government at every level.

Unit Two

CASE STUDY EXERCISE

THE VALLEY VIEW DISASTER

BACKGROUND

Valley View, a community of 53,000, was founded in 1816 and enjoys a moderate climate. The city serves as the county seat and is home to many county government offices.

Topography

The city lies in a valley due east of the Bella Mountains. The Meander River bisects the city from northeast to southwest, and several stream branches extend into the southeastern quadrant. Few undeveloped land parcels remain, except on the steep, western slope of the valley. The northwestern quadrant of the city east of the river is located in a floodplain. (See the map on page 2-6.)

Government

Valley View is governed by a mayor/council form of government. There are seven members on the city council, one of whom is the mayor. Members are elected from each of five districts while two are elected at-large. The city manager has been ably directing the city's day-to-day operations for four years. Directly reporting to him are the various department directors for housing and community development, public works, fire and rescue, police, health, licensing and inspections, administration, and finance. Various quasi-governmental boards, authorities, and commissions complete the list of organizations overseeing and carrying out the duties and services of government. By mutual agreement the mayor has delegated all emergency management responsibility to the city manager.

Economy

A diversified economy has been a trademark of Valley View for the last seventy years. Light industry, warehousing, banking and finance, and retail mix comfortably with the city's other key industry, tourism. Valley View is popular for weekend retreats and draws a large number of visitors from nearby ski resorts. The unemployment rate in Valley View is lower than average for the State, and most citizens enjoy a reasonably good quality of life.

Transportation

The city is served by the Reliable Rail System, a regional airport located six miles northeast of the city, and a publicly-owned city and county bus system.

Public Protection

The police department and fire and rescue department each have approximately 85 uniformed personnel. The departments are both located in the Public Safety Building, one block northeast of City Hall.

DEVELOPMENT OF EMERGENCY MANAGEMENT PLANNING

Three years ago, the city manager returned from the annual meeting of the National League of Cities where he had attended a workshop on emergency management planning. He realized the city was woefully unprepared to handle disasters, and he immediately appointed the public works director as emergency management director and a senior planner from the Department of Housing and Community Development as deputy director.

Over the following twelve months, the director and deputy director for emergency management devoted a portion of their work time to analyzing the city's vulnerabilities to different types of disasters and to preparing an Emergency Operations Plan. Key accomplishments included

- Establishment of an Emergency Planning Team made up of city department heads and representatives from volunteer organizations to provide input into the plan,
- Designation of occasionally used space in the basement of City Hall as the EOC,
- Preparation of duty rosters and assignments for all key emergency personnel by department and type of disaster,
- Passage by the city council of an ordinance that assigned specific emergency authorities and powers to the city manager and specified thresholds for activating both the EOC and different levels of emergency alert, and
- Convening of two meetings with the county emergency management director to review communications procedures and coordination requirements.

STATUS OF EMERGENCY MANAGEMENT PLANNING TWO YEARS LATER

Two fairly uneventful years have passed since Valley View completed emergency management planning. Meanwhile, the planner from the Department of Housing and Community Development, who was serving as deputy director, left the city to accept a job in the State capital, and the police chief recently retired. Others were hired to fill these positions. The county's Bureau of Records moved their offices into the City Hall basement because their building was razed to make way for a new downtown parking garage. Most of the designated EOC space is now used as a long-term repository for the county's vital public records (such as property deeds, tax rolls, birth, death, and marriage certificates, business licenses, zoning, utilities, sanitation system maps, and county and city charters and ordinances).

DISASTER

Early on the morning of Wednesday, March 9, a heavy rain began to fall. The National Weather Service analyzed the radar and weather patterns and predicted an end to the rain by Thursday morning, with minor flooding beginning around noon that day. Hours later it was apparent they had underestimated the storm.

The storm system was dumping rain at a rate of one-half inch per hour and stubbornly refused to budge from the valley after meeting a cold front at the leading edge. Public works personnel stationed at the water treatment plant near the Meander River radioed that the water was rising quickly and the soil was becoming saturated.

The public works director, now acting as the emergency management director, along with the city manager and mayor, met at one o'clock to review the situation and decided to activate Level I (Stand-by) of the Emergency Operations Plan.

The city manager headed for the river to check on conditions for himself. Meanwhile, the public works director/emergency management director urgently called a meeting of all city department heads and the deputy director. He saw they were headed for problems.

- The new planner had not been fully briefed on her responsibilities as deputy emergency management director and had only quickly paged through a copy of the EOP. She would need some time to digest the plan and be ready to assume her responsibilities.
- Likewise, the new police chief, in office only forty days, had focused his energies on overseeing regular police duties and getting his budget ready for the work session with City Council. He did not know what emergency-related activities his department was expected to carry out.

- The basement area designated for use as the city EOC was filled with county records stored in old filing cabinets. Further, three Bureau of Records employees had their office set up in this area. Also, the telephone numbers on the two telephones that had been installed for EOC use were changed to those numbers in use by the Bureau of Records.
- The county EOC was attempting without success to contact the city EOC in order to provide an update on the situation and to pass on a bulletin that the city EOC was to use in handling calls from citizens and the press. They wanted to establish consistent information. The city clerk, however, already had begun to set up the communications center in her office and was taking calls from residents, warning them to evacuate immediately. Her copy of the EOP listed what to do, but not how or when to get the task accomplished.
- The transportation representative in the county EOC alerted the city traffic engineer that the county was laying claim to all the public transit buses for potential use in evacuating county residents outside the city. The city traffic engineer (in charge of emergency transportation) had counted on having the buses available for the city's use. A heated argument ensued.

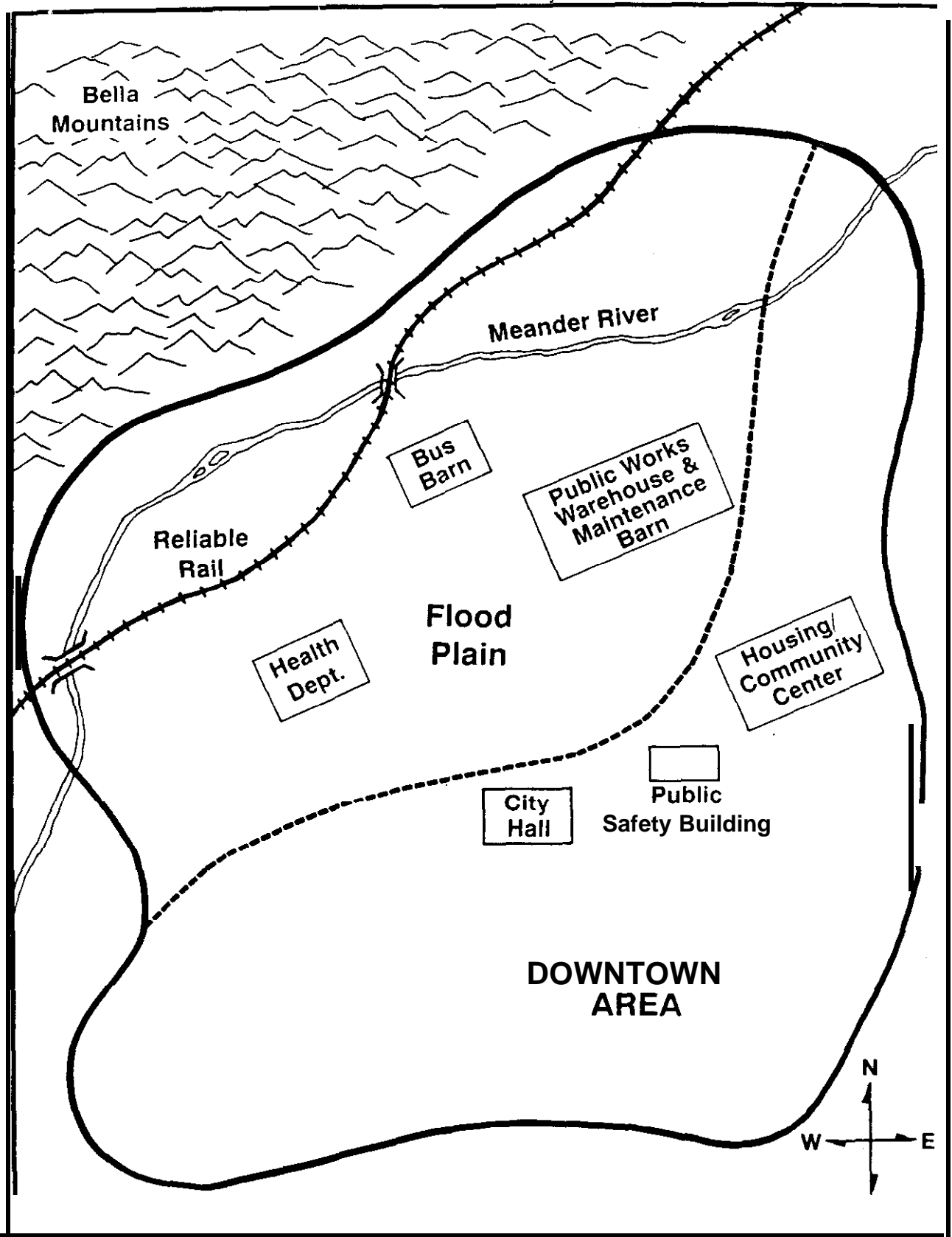
Meanwhile, the city manager arrived on the scene at the river. He was alarmed at how quickly the situation was worsening. But that worry paled in comparison to the realization which struck as he heard a low rumble coming from above; the problem was not only that of flooding, but of mud slides and debris avalanches as well. The rumble got louder and he saw immediately what was about to happen. Speeding down the tracks was the early afternoon passenger train from Ridge Point on its way to the ski lodge fifty miles away. Rushing to meet the train was a mountainous flow of mud, rocks, and debris as the whole hillside gave way. And he was in the path!

Back at the City Hall, at the direction of the public works director, all available employees were busy clearing space in the EOC and setting up maps. In order to expedite this effort, the public works director instructed one of his maintenance crews to remove and temporarily store the filing cabinets containing county records that were occupying the EOC area. The crew transported approximately fifty filing cabinets of these records to the public works warehouse and maintenance barn.

It was hard to work around the growing throng of non-emergency people because family members had begun to arrive at the EOC, anxious to be with the spouses who were required to remain there on duty. Children were crying, there was no food, and limited space in which to sit. The director of the city's welfare office had allowed his staff to leave the office early as weather conditions worsened, not remembering that they were

responsible for setting up shelters. When the emergency management director called him to ask for a status report on the shelters, he was given the bad news that nothing had been done. Frantically, he placed a call to the Red Cross. They had their hands **full** trying to get personnel to the county's shelters--they had not counted on having to fill in for the city. The city manager still had not returned to the **EOC** and his approval was needed to request mutual aid from neighboring cities.

By 7 p.m., the entire floodplain was under water.



THE CITY OF VALLEY VIEW

PROBLEM A

You are the city manager. During the last three years,

1. What did you fail to do?
2. What did you do correctly?

PROBLEM B

You are the emergency management director. During the last three years,

1. What did you fail to do?
2. What did you do correctly?

PROBLEM C

1. What key aspects of continuity of government were missing from Valley View's emergency management preparedness and plating efforts?

2. What other ramifications of the disaster situation will likely develop based on the information from the case study and map?

3. After this disaster is over, and when all of the facts related to the government's response efforts are made public, what level of confidence do you think the public will place in their government's ability to protect its citizens during a serious disaster situation?

Unit Three

IMPLEMENTATION OF COG WORKSHEETS

SUCCESSION

ELEMENT 1

EVALUATION CRITERIA	ROLE OF EMERGENCY MANAGER			CHANGES REQUIRED	ACTION PLAN
	DIRECT	CHANGE AGENT	ASSISTANCE FROM		
<p>1. The jurisdiction's laws identify the chain of successors (first, second, and third alternates) to ensure continuous leadership, authority, and responsibility for the senior elected executive position(s) and each department/agency chief who has specific responsibilities and functions in emergencies.</p> <p>2. The jurisdiction's laws identify the chain of succession (first, second, and third alternates) to ensure continuous leadership, authority, and responsibility for legislative positions.</p> <p>3. The jurisdiction's laws identify the chain of succession (first, second, and third alternates) to ensure continuous leadership, authority, and responsibility for judicial positions.</p>					

3-2

PRE-DELEGATION OF EMERGENCY AUTHORITIES

EVALUATION CRITERIA	ROLE OF EMERGENCY MANAGER			CHANGES REQUIRED	ACTION PLAN
	DIRECT	CHANGE AGENT	ASSISTANCE FROM		
<p>1. The jurisdiction's laws specify the extent and limits of authorities of the senior elected and appointed executive officials.</p> <p>2. The EOP specifies the administrative and operational authorities of the chiefs of emergency services agencies/organizations.</p> <p>3. The SOP for each emergency services agency/organization lists the specific authorities of designated successors and their authority to redelegate functions, activities, or operational procedures that are explicitly stated in the law of the jurisdiction, in the agency/organization charter, or in the EOP.</p> <p>4. The jurisdiction's laws specify the circumstances under which pre-delegation authorities for executive, legislative, and judicial officials would become effective and when they would be terminated.</p> <p>5. State law provides for the continuation of judicial functions during a national emergency.</p>					

3-3

PRE-DELEGATION OF EMERGENCY AUTHORITIES
(continued)

ELEMENT 2

EVALUATION CRITERIA	ROLE OF EMERGENCY MANAGER			CHANGES REQUIRED	ACTION PLAN
	DIRECT	CHANGE AGENT	ASSISTANCE FROM		
<p>6. state laws authorize the State to enter into bilateral or multilateral agreements with neighboring States to ensure continuation of government operations during emergency conditions.</p> <p>7. Each jurisdiction should consider the need for</p> <p>(a) Declaring a state of emergency,</p> <p>(b) Proclaiming and enforcing curfews,</p> <p>(c) Controlling-population movement,</p> <p>(d) Permitting professional and business entities/organizations to operate without additional licenses,</p> <p>(e) Permitting local government personnel and property to be used outside of the jurisdiction,</p> <p>(f) Providing immunity for medical personnel from malpractice liability,</p>					

**PRE-DELEGATION OF EMERGENCY AUTHORITIES
(continued)**

ELEMENT 2

EVALUATION CRITERIA	ROLE OF EMERGENCY MANAGER			CHANGES REQUIRED	ACTION PLAN
	DIRECT	CHANGE AGENT	ASSISTANCE FROM		
(g) Shutting down non-essential government operations, . . .					
(h) Making use of public and private property,					
(i) Issuing emergency executive orders, proclamations, and regulations that have the full force and effect of law,					
(j) Invoking rationing, price controls, anti black marketing, and anti-hoarding regulations,					
(k) Directing redistribution of food and other essential commodities to reception areas in support of an evacuation, and					
(l) Identifying essential non-interruptible functions of government.					
8. Administrative actions have been taken by each State emergency services department/agency to ensure security clearances have been obtained for necessary employees assigned duties during a national emergency.					

EMERGENCY ACTION STEPS

ELEMENT 3

EVALUATION CRITERIA	ROLE OF EMERGENCY MANAGER			CHANGES REQUIRED	ACTION PLAN
	DIRECT	CHANGE AGENT	ASSISTANCE FROM		
<p>1. The EOC SOPs include an emergency notification list that describes how primary/alternate executive, legislative, and judicial decisionmakers will be notified/alerted during emergency conditions.</p> <p>2. The EOC SOPs provide for canned announcements and periodic review and update of notification/alerting lists.</p> <p>3. The EOC SOPs provide for annual briefings of senior executive, legislative, and judicial officials on emergency authorities, their emergency duties, duty locations, and procedures wed to respond to emergency situations. New officials should be briefed within sixty days of their election or appointment.</p> <p>4. Each senior executive, legislative, and judicial official has an emergency action checklist that details the incumbent's emergency authorities, responsibilities, duties, and duty location, and the specific circumstances and/or sequences of</p>					

EMERGENCY ACTION STEPS
(continued)

ELEMENT 3

EVALUATION CRITERIA	ROLE OF EMERGENCY MANAGER			CHANGES REQUIRED	ACTION PLAN
	DIRECT	CHANGE AGENT	ASSISTANCE FROM		
events that require actions or implementation during a national emergency or catastrophic peacetime disaster situation.					

EMERGENCY OPERATING CENTER

ELEMENT 4

EVALUATION CRITERIA	ROLE OF EMERGENCY MANAGER			CHANGES REQUIRED	ACTION PLAN
	DIRECT	CHANGE AGENT	ASSISTANCE FROM		
<p>1. The EOC should be located as near as possible to the building(s) housing the primary offices of government, when practical.</p> <p>2. The EOC facility includes operability and survivability features required to continue operating in emergencies, as described below.</p> <p>(a) The EOC has been located outside of known hazard areas (nuclear attack target areas, floodplains, dam circulation zones, hazardous materials production/transshipment facilities, earthquake fault lines, nuclear plants, airport flight approach paths, etc).</p> <p>(b) A security plan has been developed which details access control and how staff members, communications, support systems, and the overall facility will be protected.</p>					

3-8

**EMERGENCY OPERATING CENTER
(continued)**

ELEMENT 4

EVALUATION CRITERIA	ROLE OF EMERGENCY MANAGER			CHANGES REQUIRED	ACTION PLAN
	DIRECT	CHANGE . AGENT	ASSISTANCE FROM		
<p>c) The EOC has been constructed or located in a structurally sound building that provides staff members physical protection from the effects of severe weather emergencies, earthquakes, hazardous materials (if possible), and has as fallout protection factor of 100 or greater.</p> <p>d) Sufficient food, water, medical, bedding, and sanitation and welfare stocks are designated or in place to satisfy the needs (at least a fourteen-day food and water supply) of staff members.</p> <p>e) An emergency power supply and a fourteen-day fuel supply for the generator is designated to support EOC operations.</p> <p>f) Radiological monitoring equipment is designated to support EOC needs.</p> <p>g) Communications systems for communicating with the next level of government and the public (when practical) are available.</p>					

3-9

**EMERGENCY OPERATING CENTER
(continued)**

ELEMENT 4

EVALUATION CRITERIA	ROLE OF EMERGENCY MANAGER			CHANGES REQUIRED	ACTION PLAN
	DIRECT	CHANGE AGENT	ASSISTANCE FROM		
(h) Space in the EOC has been made available to accommodate those key government officials, agency chiefs, department heads, support staff, and/or designated successors who are responsible for ensuring that essential services and functions continue under emergency conditions.					

ALTERNATE EMERGENCY OPERATING CENTER (AEOC)

ELEMENT 5

3-11

EVALUATION CRITERIA	ROLE OF EMERGENCY MANAGER			CHANGES REQUIRED	ACTION PLAN
	DIRECT	CHANGE AGENT	ASSISTANCE FROM		
<p>1. The AEOC meets the same criteria as the EOC, when practical.</p> <p>2. Each executive, legislative, and judicial organization/agency/department that is tasked to relocate to the AEOC has prepared a relocation plan.</p> <p>3. Provisions have been made which provide State legislative authority to relocate the seat of government during an emergency.</p> <p>4. Provisions have been made designating, pursuant to the law, the AEOC facility as the official dispersal/operating location when relocation of emergency operations, activities, and/or government functions is necessary.</p> <p>5. Provisions have been made to ensure that the AEOC facility has sufficient space to accommodate relocated key government officials, etc.</p>					



ALTERNATE EMERGENCY OPERATING CENTER (AEOC)

(continued)

ELEMENT 5

EVALUATION CRITERIA	ROLE OF EMERGENCY MANAGER			CHANGES REQUIRED	ACTION PLAN
	DIRECT	CHANGE . AGENT	ASSISTANCE FROM		
6. Agreements exist that legally authorize the local governments to relocate or establish temporary seats of government in neighboring cities or counties.					

SAFEGUARDING VITAL RECORDS

ELEMENT 6

3-13

EVALUATION CRITERIA	ROLE OF EMERGENCY MANAGER			CHANGES REQUIRED	ACTION PLAN
	DIRECT	CHANGE AGENT	ASSISTANCE FROM		
<p>I. Vital records are physically protected through one or more of the following: duplicate copies, dispersal, and secure storage facilities.</p> <p>(a) Lists have been prepared by each branch of government that detail the records deemed essential for continuing government functions during emergency conditions and their location(s).</p> <p>(b) A list has been prepared that details the records required to protect the rights and interests of individuals, such as vital statistics records, land and tax records, license registers, and papers of incorporation.</p> <p>(c) Records required by such departments as health, fire, and public works to conduct emergency operations are immediately available. These records include utility system maps, locations of emergency supplies and equipment,</p>					



SAFEGUARDING VITAL RECORDS
(continued)

EVALUATION CRITERIA	ROLE OF EMERGENCY MANAGER			CHANGES REQUIRED	ACTION PLAN
	DIRECT	CHANGE AGENT	ASSISTANCE FROM		
<p>emergency operations plans and procedures, lists of succession, and lists of regular and auxiliary personnel.</p> <p>(d) Records that are necessary for governmental functions and to protect the rights and interests of the public are available. Such records include constitutions, charters, statutes and ordinances, court records, official proceedings, and legal and financial reports.</p> <p>2. Reciprocal storage arrangements, where legally allowed, have been made between States and local governments as an additional safeguard measure.</p> <p>3. Provisions have been made by executive, legislative, and judicial agency/department chiefs to relocate and protect their vital records as identified.</p>					

SAFEGUARDING VITAL RECORDS
(continued)

ELEMENT 6

EVALUATION CRITERIA	ROLE OF EMERGENCY MANAGER			CHANGES REQUIRED	ACTION PLAN
	DIRECT	-CHANGE AGENT	ASSISTANCE FROM		
<p>f. Provisions have been made for the continued operations of automated data processing (ADP) systems and records. Where possible, these provisions should include arrangements to protect ADP systems from damage caused by exposure to electromagnetic pulses.</p>					

3-15

PROTECTION OF GOVERNMENT RESOURCES, FACILITIES, AND PERSONNEL

ELEMENT 7

EVALUATION CRITERIA	ROLE OF EMERGENCY MANAGER			CHANGES REQUIRED	ACTION PLAN
	DIRECT	CHANGE AGENT	ASSISTANCE FROM		
<p>1. Each executive, legislative, and judicial agency/department chief with emergency responsibilities has accomplished the following actions:</p> <p>(a) Identified personnel and specific types and amounts of assigned equipment and supplies that must be dispersed;</p> <p>(b) Selected viable dispersal location(s) for essential personnel, equipment, and supplies; and</p> <p>(c) Coordinated dispersal arrangements with the agency chief responsible for emergency operations planning in the jurisdiction.</p> <p>NOTE At a minimum, detailed dispersal procedures should be prepared for each of the emergency support services such as law enforcement, fire and rescue, health and medical, public works, and the Emergency Management Agency.</p>					

PROTECTION OF GOVERNMENT RESOURCES, FACILITIES, AND PERSONNEL
(continued)

ELEMENT 7

3-17

EVALUATION CRITERIA	ROLE OF EMERGENCY MANAGER			CHANGES REQUIRED	ACTION PLAN
	DIRECT	CHANGE AGENT	ASSISTANCE FROM		
<p>(d) Made arrangements for protecting the family members of essential personnel who may be required to relocate.</p> <p>(e) Ensured that those individuals who are responsible for dispersal of the organization's/agency's assets are familiar with their responsibilities.</p> <p>2. The jurisdiction's EOP includes provisions that will allow the government to use private business and industry resources needed to support movement to and operations at government dispersal sites.</p> <p>3. Executive, legislative, and judicial decisionmakers participate in periodic exercises to become familiar with their emergency roles.</p>					



Unit Four

IMPLEMENTATION OF COG AND LEGISLATIVE ISSUES

THE CODE OF THE COUNTY

UNIT FOUR

OF

ARLINGTON COUNTY, VIRGINIA

Chapter 58

EMERGENCY SERVICES

- 58-1. **Office of emergency services established.**
- 58.2. Director.
- 58.3. Responsibilities **of director.**
- 58-4. **Local emergency operations plan; mutual aid agreements.**
- 58.5. Appointment of coordinator.
- 58.6. Line of succession.

§ 58-1. Office of emergency services established.

There is hereby established an **office** of emergency services pursuant to Section **44-146.13** et seq. of the Code of Virginia (1950) as amended.

(10-23-76)

§ 58-2. Director.

The director of emergency services shall be the county **manag-**er, and while acting in this capacity, he shall have all **of** the powers and duties established by law for the director and for the county manager.

(10-23-76)

§ 58-3. Responsibilities of director.

The director shall be responsible for organizing emergency services and directing emergency operations through the regularly constituted government structure, and shall **utilize** the services, equipment, supplies and facilities of existing departments, **offices** and agencies.

(10-23-76)

§ 58-4. Local emergency operations plan; mutual aid agree- ments.

The director **shall** prepare and keep current a local emergency operations plan. He **msy**, in collaboration with other public and private agencies, develop or cause to be developed mutual aid

*Cross references—Water supply emergency, Ch. 38; flood plain manage-
ment, Ch. 48; auxiliary police force, Ch. 53; storm water detention, Ch. 60.

agreements for reciprocal assistance in the case of a disaster or emergency.
(10-23-76)

§ 58-5. Appointment of coordinator.

The director shall have authority to appoint a coordinator of emergency services activities with the consent of the county board.
(10-23-76)

§ 58-6. Line of succession.

The line of succession for the director of emergency services during a disaster or emergency, or an impending disaster or emergency, shall be established by the county manager.
(10-23-76)

CODE OF MONTGOMERY
COUNTY, MARYLAND

§ 2-16 MONTGOMERY COUNTY CODE § 2-16

also purchase, rent, hire and maintain lands, buildings, and equipment as may be considered to be necessary and proper. The county executive may engage the service of persons charged with assisting in public defense and may, with the approval of the council, fix the compensation of such persons, including the payment for services heretofore rendered in connection with the civilian defense activities of the county. The county executive may do all other things needful and necessary to protect and safeguard the people and property within the county from actual or threatened armed invasion or insurrection, and may alleviate their suffering resulting from fire, flood, disaster or epidemic of disease, or other such emergencies. The county executive is authorized to promulgate rules and regulations to protect the citizens of the county during blackouts, practice air raid alarms, air raids and invasion. All acts done and all money expended by the county for such purposes, either heretofore or hereafter, including the purchase of equipment for civilian defense organization and maintenance, the employment of administrative and technical aid in the interest of civilian defense, the purchase of medical supplies for casualty stations, and the purchase of arms, ammunition and providing and furnishing of telephone service and other service and supplies are hereby ratified and confirmed as just and lawful acts of the county. (Mont. Co. Code 1966, § 2-20; 1943, ch. 75, § 2; 1970 L.M.C., ch. 9, § 2.)

Sec. 2-16. Same—Borrowing money.

In order to further carry out the provisions of sections 2-14 through 2-16 of this Code the council is hereby authorized and empowered, at any time, or from time to time, to borrow on the faith and credit of the county such sum of money or other article of value in an amount not to exceed the appropriations made under the foregoing sections 2-14 and 2-15 of this Code; such borrowing may be made by public or private sale of certificates of indebtedness, or other evidence of debt, or by direct negotiation with any state or notional banking institution or other lending agency. The council is further authorized and empowered to issue certificates of indebtedness or promissory notes in such denominations and such amounts, and at such interest rate and for such period not exceeding two years as the council may by resolution determine. Such certificates

§ 2-17 ADMINISTRATION § 2-17

of indebtedness or promissory notes to be executed by the county executive and attested by the clerk to the council. Such promissory notes or certificates of indebtedness may be renewed or reissued at any time or from time to time or may be funded by an issue of serial bonds having an average maturity of not more than ten years from the date of issue thereof. The bonds, certificates of indebtedness, promissory notes or other evidences of debt issued under the provisions of this section shall be specifically exempted from the provisions of sections 8, 9 and 10 of article 31 of the Annotated Code of Maryland, 1957, and from the provisions of any other public general or local law of Maryland which conflict or appear to conflict with the provisions of sections 2-14 through 2-16 of this Code. Any and all evidences of debt issued pursuant to the provisions of such sections and the interest thereon shall be and remain exempt from state, county and municipal taxes of every kind whatsoever in the state. All debt incurred under the provisions of such sections shall be and remain until paid the obligation of the county issued upon its full faith and credit and the entire property subject to taxation in the county shall be liable for the payment thereof. (Mont. Co. Code 1966, § 221; 1943, ch. 76, § 3; 1970 L.M.C., ch. 9, § 3.)

Sec. 2-17. State of public emergency.

(a) Definitions.

(1) PUBLIC EMERGENCY.

a. A riot or unlawful assembly characterized by the use of actual force or violence or any threat to use force if accompanied by immediate power to execute the same by an assembly of persons acting together without authority of law.

b. Any natural disaster or man-made calamity including flood, conflagration, cyclone, tornado, earthquake or explosion within the territorial limits of the county resulting in the death or injury of persons or the destruction of property to such an extent that ordinary measures must be taken to protect the public health, safety and welfare.

c. An attack or series of attacks by an enemy of the United States causing, or which may cause, substantial damage or injury to civilian property or persons in the United States in any manner, by sabotage or by the use of guns, mis-

(c) *Penalty.*

(1) Any order or orders issued hereunder may provide that any person in violation shall be deemed guilty of a misdemeanor, punishable by fine not exceeding one thousand dollars or by imprisonment not exceeding six months or both such fine and imprisonment. Each violation may be declared a separate offense.

(2) Every person remaining present at the place of any disorder or unlawful assembly, for the same has been ordered to disperse by the police or any other lawful authority, except those public officers and persons assisting them in attempting to disperse the same, shall be deemed guilty of a misdemeanor punishable as may be provided above.

(d) Authority to enter into agreements. The county council is hereby authorized to enter into any inter-local agreements with any municipality, county or state or federal agency, or with any other private or volunteer association for the mutual advantage and benefit of the parties thereto, to render such emergency and supplemental services and fire and police protection as may be necessary in the event of a fire, disturbance or other local emergency of any magnitude that has developed or appears to develop beyond the control of one party and therefore requires the forces of one or all of the other parties thereto. (1066 L.Y.C., Ex. Sess., ch. 6, § 1; 1969 L.M.C., ch. SO, § 1; 1970 L.M.C., ch. 9, § 4.)

4
4

Sec. 2-18. Continuity of government.

(a) *Definitions.*

(1) "Unavailable" shall mean either that a vacancy in office exists and there is no deputy authorized to exercise all of the powers and discharge the duties of the office, or that the local incumbent of the office and his duly authorized deputy or deputies are absent or unable, for physical, mental or legal reasons, to exercise the powers and discharge the duties of the office; except that no member of the county council shall be "unavailable" until declared to be "unavailable" by a resolution of the county council passed by a majority of the council members present and voting.

(2) "Public emergency" is as defined in section Z-11.

(3) "Duly authorized deputy" shall mean a person who

is presently authorized to perform all of the functions, exercise all the powers and discharge all the duties of an office in the event the office is vacant or at such times as it lacks administration due to the death, absence or disability of the incumbent officer.

(4) "Emergency interim successor" shall mean a person designated pursuant to this section for temporary succession of the powers and duties, but not the office, of a county official in the event such official or any duly authorized deputy is unable to exercise the powers and discharge the duties of the office.

(b) *Designation, status, qualifications and term of emergency interim successors.*

(1) COUNTY COUNCIL. In the event that one or more members of the county council are declared "unavailable" pursuant to this section during a proclaimed state of public emergency, a majority of the remaining councilmembers may designate an "emergency interim successor" to the powers and duties of such unavailable councilmember or members. In the event that the remaining councilmembers fail to act or are unable to act within a reasonable time during the state of public emergency and the appointment of "emergency interim successors" is required to enable the council to continue functioning, the county executive may designate "emergency interim successors" to the powers and duties of any unavailable councilmembers.

(2) COUNTY EXECUTIVE. In the event that the county executive shall become unavailable during a proclaimed state of public emergency the following emergency interim successors shall, in the order in which they are listed, succeed to the powers and duties of the county executive:

- a. Chief administrative officer.
- b. Director of the department of public works.
- c. Director of the department of finance.

(3) APPOINTIVE OFFICIALS. The county executive, after receiving the advice of the chief administrative officer, shall, within thirty days after leaving office or within thirty days after the appointment or reappointment of the chief administrative officer and each head of each principal department, office or agency of the executive branch designate "emergency in-

terim successors" for such chief administrative officer and such heads of each principal department, office or agency of the executive branch and specify their rank in order of succession after any duly authorized deputy so that there will be not less than three duly authorized deputies or "emergency interim successors" or combination thereof for each official.

(4) **REVIEW OF DESIGNATION.** The county executive shall review at least annually and, as necessary, revise all executive designations of "emergency interim successors" to insure that, at all times, the required number of persons are duly listed as available or designated as "emergency interim successors."

(5) **QUALIFICATIONS.** No person shall be designated or serve as an "emergency interim successor" unless he may under the Constitution and statutes of this state and the Charter or laws of this county, hold the office of the person to whose powers and duties he is designated to succeed. No provision of the Charter of Montgomery County or any local law prohibiting an officer or an employee of this county from holding another office shall be applicable to any "emergency interim successor." No person shall be designated as an "emergency interim successor" to the powers and duties of my appointed official of the executive branch of the county government unless such person is a regular employee or official of the same department, office or agency as the official to whose powers and duties he is designated to succeed; provided, that this restriction shall not apply to "emergency interim successors" to the powers and duties of the chief administrative officer.

(6) **STATUS OF "EMERGENCY INTERIM SUCCESSOR."** A person designated as an "emergency interim successor" holds that designation at the pleasure of the designator; provided, that he must be replaced if removed. He retains this designation as "emergency interim successor" until replaced by another appointed by the authorized designator.

(c) **Assumption of powers and duties by "emergency interim successors."** In the event that any incumbent named in paragraphs (2) and (3) of subsection (b) of this section and any duly authorized deputy is unavailable during a proclaimed state of public emergency, his "emergency interim successor" highest in rank in order of succession who is not unavailable shall, except for the power and duty to appoint "emergency interim successors," exercise the powers and discharge the duties

of such incumbent. All "emergency interim successors" shall exercise these powers and discharge these duties only until such time as the lawful incumbent or any duly authorized deputy or "emergency interim successor" higher in rank in order of succession exercises or resumes the exercise of, the powers and discharge of the duties of the office, or until, where an actual vacancy exists, a successor is appointed to fill such vacancy or is elected and qualified as provided by law.

(d) **Filing of order of succession.** The name, address and rank in order of succession of each duly authorized deputy shall be filed with the county council and each designation, replacement, or change in order of succession of an "emergency interim successor" shall become effective when the designator files with the county council the successor's name, address and rank in order of succession. Data regarding duly authorized deputies and "emergency interim successors" shall be kept on file and shall be open to public inspection.

(e) **Formalities of taking office.** At the time of their designation, "emergency interim successors" shall take such oath and do such other things, if any, as may be required to qualify them to exercise the powers and discharge the duties of the office to which they may succeed.

(f) **Suspension of Charter provisions.** A proclamation of a state of public emergency in accordance with the provisions of paragraph (1) of subsection (b) of section 2-17, shall serve to suspend the following provisions of the Charter of Montgomery County, Maryland:

(1) Article I, section 102 except for the provision that the council shall be composed of seven members, each of whom shall be a qualified voter of Montgomery County.

(2) The provision of article III, section 308 requiring emergency appropriations to specify the revenues necessary to finance it.

(g) **Voting requirements.** In the event of a proclamation of a state of public emergency where the affirmative vote of a specified number or proportion of members of the county council for approval of a net, ordinance, resolution would otherwise be required, the same proportion of those voting thereon shall be sufficient.

(h) Prior publication notice and public hearing. In the event of a proclamation of a state of public emergency those Charter and statutory provisions requiring prior publication, public notice or public hearings for the enactment of legislation or for the performance of official acts are suspended. Such notice or publication shall be accomplished as soon as practicable following the enactment of the legislation or the performance of the official act. In no event shall such notice or publication be delayed more than a reasonable time following the end of state of public emergency. (1971 L.M.C., ch. 44, § 1.)

Sec. 2-19. Authority to provide legal assistance to indigent defendants.

The county council is hereby authorized to adopt ordinances to effect the establishment of a commission, board, agency or department-level organization to provide the necessary personnel, services, and liaison with other state and county organizations, both public and private, in order to assure adequate legal assistance to indigent defendants in criminal matters before the courts of the county. (1967 L.M.C., ch. 18, § 1.)

Sec. 2-20. Power to subpoena witnesses and administer oaths.

The council shall have the power to issue subpoenas for witnesses, and the president thereof shall have power to administer the oath to any witness who may be examined before the council. Such oath shall have the qualities of an oath taken before any other judicial tribunal or officers, and violations thereof shall be punishable as other perjuries are punishable. (Mont. Co. Code 1965, § 2-22; 1910, ch. 484, § 177T; 1912, ch. 790, § 474.)

Sec. 2-21. Soil erosion.

The county council is hereby authorized to adopt, from time to time, after reasonable notice and opportunity for public hearing and with or without modifications, ordinances and amendments thereof, for the protection and promotion of public safety, health, morals, comfort and welfare, relating to the control of problems of soil erosion and the preservation

of the natural topography in newly developed and other areas. Such ordinances shall contain reasonable standards and may include provisions for the administration and enforcement of such standards, including bonds, permits, licenses and appropriate fees therefor, approval of plats for proposed subdivisions, reports, inspection of premises necessary for such administration and enforcement and provisions providing penalties for the violation of such standards. In addition, the county may in any case prevent any violation of such standards, and any court of competent jurisdiction may issue restraining orders, temporary or permanent injunctions or mandamus or other appropriate forms of remedy or relief. Such ordinances shall be adopted in accordance with the procedure prescribed in section 2-105 of this Code. (Mont. Co. Code 1965, § 2-32.)

Sec. 2-22. Fire regulations.

(a) The council is hereby authorized to adopt and amend by ordinance such regulations concerning the sale, carrying and use of firearms and other dangerous weapons within the county or part thereof as it shall deem necessary to promote the public safety, morals and welfare.

(b) Any ordinance adopted pursuant to the authority of this section shall be adopted in accordance with procedures prescribed in section 2-97. (Mont. Co. Code 1965, § 166.)

Sec. 2-22. Regulation of obstructions on public property.

The council is hereby authorized to adopt and amend by law, whenever it shall deem the same necessary to promote the public safety and welfare, regulations concerning the obstructing or the placing upon the surface of public sidewalks, streets, curbs, gutters and other public rights-of-way, any objects for the purpose of display, advertisement, sale, rent or related purposes. (Mont. Co. Code 1966, § 16-10; 1970 L.M.C., ch. 8, § 4.)

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Unit Five

TABLETOP EXERCISE

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EXERCISE INTRODUCTION

OBJECTIVE To acquaint State and local government elected officials, department and agency heads, and emergency management staff with the role of COG in emergency planning and operations, and to focus on the application of each of the seven COG principles when preparing for and operating during a national emergency

SCOPE A **tabletop** exercise that demonstrates the importance of the seven components of COG and illustrates their interconnectivity and effect on State and local government operations during a national emergency

FORMAT This is a three-part activity for State groups and local groups. Group reports will be given after each part.

ROLE OF THE STATE GOVERNMENT GROUP(S)

Your group has been formed to advise the governor of the fictitious State of Columbia.

After each part of the exercise, your group will report to the governor.

Your reports should highlight the major COG considerations for the State.

ROLE OF THE LOCAL GOVERNMENT(S)

Your group has been formed to advise the mayor of the fictitious River City.

After each part of the exercise, your group will report to the mayor.

Your reports should highlight the major COG considerations for River City.

INSTRUCTIONS FOR GROUP WORK

Select one member to record the group's ideas and a different member to present the group's report.

Read and briefly discuss the news summaries, background information, and the task(s) for your group. Clarify any questions with the group facilitator or the instructor.

Where necessary, the group may make reasonable assumptions to fill in missing information.

Be aware of the time constraints in each part.

EXERCISE, PART ONE
(45 Minutes)

NEWS SUMMARY ONE

Several weeks ago a catastrophic earthquake heavily damaged most of the State of Lincoln. Thirteen municipalities, including the capital of the State, were almost totally destroyed by the shaking and the fires that followed. Casualties were very high.

News reports on the response and recovery problems continue to dominate the news. A recent TV network special focused on the facts that State and local government facilities were heavily damaged and many government workers had been killed or injured. Surviving officials were confused about what they could do or should do. Even now, most State and local government operations have not been restored fully and are severely hampered by the almost total loss of vital records.

This terrible disaster has made elected officials in other States much more aware of the need to address Continuity of Government (COG). Here in the State of Columbia, the Governor has formed a task force to review the State's COG capabilities and make recommendations to correct any deficiencies. The Mayor of River City has also initiated a study of River City COG preparedness.

STATE GROUP REFERENCE MATERIAL

Columbia--Continuity of Government Status at Start of Exercise

DEFINITION OF EMERGENCY

Columbia's Emergency Services Act defines three conditions of emergency: (1) a state of war emergency if the nation is attacked by an enemy or when the Federal Government warns of an imminent attack; (2) air pollution, sudden and severe shortage, or plant or animal infestation or disease; and (3) a local emergency confined to a single county or city, but beyond control.

DECLARATION OF EMERGENCY

The governor may declare a disaster emergency if a disaster has occurred or is imminent. The state of emergency may continue for a maximum of thirty days unless renewed by the governor and may be terminated by the governor or by the legislature at any time.

GOVERNOR'S EMERGENCY POWERS

During a state of war emergency, the governor, or the Lt. governor if the governor is outside of the State, may suspend any statute, order, rule, or regulation which governs the conduct of State business, if necessary, and may commandeer and utilize any property necessary during an emergency (property of the news media is not exempt from seizure). Reasonable compensation for the seizure of property is to be provided. During a state of emergency, the governor has complete authority over all agencies of State government and may utilize all State personnel, equipment, and facilities, as necessary, to prevent or alleviate damage. There is no authority granted for seizure of private property.

LEAD AGENCY

The Office of Emergency Services is charged with coordinating emergency relief and the prevention of disasters. The director is appointed by the governor, and the office maintains a state emergency operations plan (EOP). However, continuity of government planning considerations have not been included in the EOP.

MUTUAL AID AGREEMENTS

Columbia enacted the Interstate Civil Defense and Disaster Compact in 1983. The governor is not given authority to enter into other reciprocal agreements on behalf of the State.

PUBLIC/PERSONAL LIABILITY

Volunteers who are registered with the Division of Emergency Services, or unregistered persons placed into service during a state of war emergency, and who comply with orders, are immune from civil liability except for willful misconduct, gross negligence, or bad faith.

LICENSING REQUIREMENTS

Professionals licensed under the laws of another State are permitted to operate without Columbia licenses in times of emergency.

CONTINUITY OF GOVERNMENT

Columbia has neither provisions for emergency interim succession to State offices, department heads, or agency chiefs in case of a catastrophe nor for moving the State capital in an emergency. Legislative vacancies may be filled by election or by appointment by the county commissioners. The State emergency operation center (EOC) is located in the State capitol building, which houses the legislature, Bureau of Records, the governor's office, and other key government agencies. The building will provide very little protection from the effects (blasts, heat, fallout, etc.) of nuclear weapons. The State does not have an alternate EOC. The population of the entire State is 2.8 million people; the population of the capital is 400,000 people. Further, the State capital is located in a high risk (counterforce target) area.

EXTRACT FROM THE STATE OF COLUMBIA EMERGENCY SERVICES ACT OF 1978 MARCH 23, P.L. 345 (37 CA, **C.S.A.**, 7211 es seq.)

(Extract of COG Consideration)

Article II - Definitions

SECTION ONE The following words and phrases when used in this act shall have, unless the context clearly indicates otherwise, the meanings given to them in this article.

- (a) **Attack** means any attack or series of attacks by an enemy of the United States causing, or which may cause, substantial damage or injury to civilian property or persons in the United States in any manner by sabotage or the use of bombs,

missiles, shellfire, or atomic, radiological, chemical, bacteriological, or biological means or other weapons or process.

- (b) *Disaster* means occurrence or imminent threat of widespread or severe damage, injury, or loss of life or property resulting from any natural or manmade cause, including but not limited to fire, flood, earthquake, windstorm, wave action, volcanic activity, explosion, riot, or hostile military or paramilitary action.
- (c) Emergency means occurrence or imminent threat of a disaster or condition threatening life or property that requires State emergency assistance to supplement local efforts to save lives and protect property or to avert or lessen the threat of a disaster.
- (d) *Militia* means all able-bodied male citizens, 18 years or older, as defined in section 12-103, State Code.
- (e) *Political subdivision* includes, counties; cities, towns, villages, townships, districts, authorities, and other public corporations and entities whether organized and existing under charter or general law

ARTICLE III - EMERGENCY POWERS AND DUTIES

SECTION ONE . THE GOVERNOR AND DISASTER EMERGENCIES

- (1) Under this act, a disaster emergency shall be declared by executive order or proclamation of the governor if a disaster has occurred or the threat thereof is imminent. The state of disaster emergency shall continue until the governor finds that the threat or danger has passed or that the disaster has been dealt with to the extent that emergency conditions no longer exist. When either or both of these events occur, the governor shall terminate the state of disaster emergency by executive order or proclamation. No state of disaster emergency may continue for longer than 30 days unless the governor finds that it should be continued for another 30 days or any part thereof. The legislature, by two-thirds majority vote, may terminate a state of disaster at any time.
- (2) During a declared state of emergency, the governor is commander-in-chief of the State militia and may assume command of all other

State forces available for emergency duties. Additionally, the governor has complete authority over all agencies of State government and may utilize all State personnel, equipment, and facilities as necessary to prevent or alleviate injury to citizens and damage to public and private property. In addition to any other powers conferred, the governor, by law, may also do the following:

- (a) Suspend the provisions of any regulations prescribing the procedures for conduct of public business that would in any way prevent, hinder, or delay necessary action in coping with the emergency;
- (b) Utilize all resources of the State, including, but not limited to, those sums in the disaster emergency account as he shall deem necessary to pay obligations and expenses incurred during a declared state of disaster emergency;
- (c) Transfer the direction, personnel, or functions of State departments and agencies or units thereof for the purpose of performing or facilitating emergency services;
- (d) Direct and compel the evacuation of all or part of the population from any stricken or threatened area within the State if he deems this action necessary for the preservation of life or other disaster mitigation, response, or recovery; and
- (e) Prescribe routes, modes of transportation, and destinations in connection with evacuation.

SECTION TWO - POWERS AND DUTIES OF AGENCY/BUREAU CHIEFS.

- (1) In all matters of disaster services, the State Office of Emergency Services (OES) shall represent the governor and shall, on behalf of the governor, coordinate all activities of all the State's agencies/bureaus in disaster services. The **office** shall have a director that is appointed by the governor. The OES shall prepare, maintain, and update a State emergency operations plan (EOP) based on the principle of self-help at each level of government. The plan may provide for the following:
 - (a) Prevention and minimization of injury and damage caused by disaster;
 - (b) Prompt and effective response to disaster;
 - (c) Emergency relief;

- (d) Identification of areas particularly vulnerable to disaster;
 - (e) Assistance to local officials in designing local emergency action plans;
 - (f) Authorization and procedures for the construction of temporary works designed to protect against or mitigate danger, damage, or loss from disaster;
 - (g) Preparation and distribution to the appropriate State and local officials of catalogs of Federal, State, and private assistance programs;
 - (h) Assistance to local officials in designing plans for search, rescue, and recovery of persons lost, entrapped, victimized, or threatened by disaster;
 - (i) Organization of manpower and chains of command;
 - (j) Coordination of Federal, State, and local disaster activities; and
 - (k) Coordination of the State disaster plan with the disaster plans of the Federal Government.
- (2) Other Executing Agency/Bureaus--to be developed--(Amendment to this act stalled in legislative subcommittee.)
 - (3) The OES shall participate in the development and revision of local and intergovernmental **EOPs**. To this end it may employ or otherwise secure the services of professional and technical personnel to provide expert assistance to political subdivisions, their disaster agencies, and intergovernmental planning and disaster agencies. These personnel shall consult with subdivisions and agencies and shall make field examinations of the areas, circumstances, and conditions to which particular local and intergovernmental disaster plans are intended to apply.
 - (4) In preparing and maintaining the State EOP, the OES shall seek the advice and assistance of local government, business, labor, industry, agriculture, civic, and volunteer organizations and community leaders. In advising local and intergovernmental agencies, the office shall encourage them also to seek advice from these sources.
 - (5) The State EOP or any part thereof may be incorporated in **regulations** of the office promulgated subject to Article II, Section 8, of this act.

- (6) The OES shall do the following:
 - (a) Promulgate standards and criteria for local and intergovernmental EOPs;
 - (b) Periodically review local and intergovernmental EOPs;
 - (c) Assist political subdivisions, their disaster agencies, and intergovernmental disaster agencies to establish and operate training programs and programs of public information;
 - (d) Plan and make arrangements for the availability and use of any private facilities, services, and property and, if necessary and if in fact used; provide payment for use under terms and conditions agreed upon;
 - (e) Prepare executive orders and proclamations for issuance by the governor, as necessary or appropriate in coping with disasters; and
 - (f) Cooperate with the Federal government and any public or private agency or entity in achieving any purpose of this act and in implementing program for disaster prevention, preparation, response and recovery.

SECTION THREE - LEGISLATIVE

The legislature declares:

- (1) That when a catastrophic disaster event occurs a state of disaster emergency will be declared by the governor and an emergency session of the legislature will be convened.
- (2) The disaster emergency may cause death, injury, or otherwise prevent members of the legislature from accomplishing their responsibilities.

Therefore, during a state of emergency--when the legislature is in emergency session--legislative representatives who are not present and cannot be otherwise accounted for during roll call will have their seats declared vacant. If this occurs, legislative vacancies may be filled through appointment by a majority vote of the commissioners of the affected counties. However, if time or circumstances allow, a special election will be held within sixty days to fill vacancies.

SECTION FOUR - **JUDICIAL**

In the event that any judge of any court is unavailable to exercise the powers and discharge the duties of his office, and in the event no other judge authorized to act in the event of absence, disability, or vacancy or no special judge appointed in accordance with the provisions of the constitution or this act is available to exercise the powers and discharge the duties of such office, the duties of the **office** shall be discharged and the powers exercised by the special emergency judges appointed by the governor, or in his absence, by the chief justice of the State supreme court.

LOCAL GROUP REFERENCE MANUAL

River City--Continuity of Government Status at Start of Exercise

DEFINITION OF EMERGENCY

The city charter defines a *disaster* as the occurrence or imminent threat of widespread or severe damage, injury, or loss of life or property resulting from any natural or manmade cause.

DECLARATION OF EMERGENCY

The mayor has the power to declare a local emergency.

MAYOR'S EMERGENCY POWERS

The mayor is granted *a* few specific powers *and* is authorized to make, amend, or rescind the necessary city orders, rules, and ordinances to protect public safety.

LEAD AGENCY

The Office of Disaster and Emergency Services is responsible for preparing, maintaining, and carrying out the city's emergency management program and emergency operations plan (EOP). However, specific continuity of government planning considerations have not been included in the EOP.

MUTUAL AID AGREEMENTS

None.

CONTINUITY OF GOVERNMENT

The city has *an ordinance* that identifies the chairman of the nine member city council as the next in line if the mayor is physically unable to serve. Provision for replacing vacant department heads and agency chief positions requires a majority vote of the city council. The city is located in a low hazard area and has been designated by the State as a hosting area. The city's emergency operating center (EOC), located in the basement of the police station, has a protection factor of 500. The city has no alternate EOC and vital records are stored in the trailer used by the city tax assessor's office. The city's population is 150,000 people. Adequate fallout shelter space (public shelters and home basements) is available and can accommodate 175,000 people. There are several large caves in River City that could be used as fallout shelters for an additional 50,000 people. However, the caves would require extensive work to make them habitable.

BILL NO. 18 - 1979

INTRODUCED BY Ms. Chamberlain, September 10, 1979

ORDINANCE NO. 20. 1979

ADOPTED BY COUNCIL, OCTOBER 3, 1979

AN ORDINANCE TO ESTABLISH AN OFFICE OF EMERGENCY MANAGEMENT AND ALL RELATED FUNCTIONS THEREOF THAT WILL ENSURE COMPREHENSIVE AND EXPEDITIOUS RESPONSE TO NATURAL AND MANMADE DISASTERS THAT COULD OCCUR WITHIN RIVER CITY AND THAT WILL ORGANIZE A STATE OF READINESS FOR ALL MANPOWER, EQUIPMENT, AND FACILITIES NECESSARY TO PREVENT OR REDUCE LOSS OF LIFE, INJURY, OR DAMAGE TO PROPERTY.

WHEREAS, Section 2 of the Federal Civil Defense Act of 1950, as amended, declares that the responsibility for civil defense shall be vested jointly in the Federal government, the several States, and their political subdivisions; and

WHEREAS, the Columbia Emergency Services Code, Act of 1978, March 23, P.L. 345 (37 CA, C.S.A., 7211 et seq.) (the "Act"), directs each county in the State to establish an emergency management organization to coordinate planning and emergency operations at the local level; and

WHEREAS, establishment of an Emergency Management Office is desirable for the protection of the citizens of River City.

NOW THEREFORE, BE IT ORDAINED BY THE COUNCIL OF RIVER CITY, COLUMBIA, AS FOLLOWS:

ARTICLE I - SHORT TITLE AND DEFINITIONS

SECTION 101 SHORT TITLE

The ordinance shall be known as the River City Emergency Management Service Code.”

SECTION 102 DEFINITIONS

The following words and phrases when used in this ordinance shall have, unless the context clearly indicates otherwise, the meanings given to them in this article.

Disaster - A manmade, natural, or war-caused disaster.

Disaster emergency - Those conditions which may, by investigation made, be found, actually or likely, to

- (1) Affect seriously the safety, health, or welfare of a substantial number of citizens of this city or preclude the operation or use of essential public services and facilities,
- (2) Be of such magnitude or severity as to necessitate seeking State or county supplementation of local efforts or resources exerted or utilized in alleviating the danger, damage, suffering, or hardship faced, and
- (3) Have been caused by forces beyond the control of man, by reason of civil disorder, riot, or disturbance, or by factors not foreseen and not known to exist when appropriation bills were enacted.

Emergency ***management*** - The judicious planning, assignment, and coordination of all available resources in an integrated program of prevention,

mitigation, preparedness, response, and recovery for emergencies of any kind, whether from attack, manmade, or natural sources.

Emergency servicer - The preparation for and the carrying out of functions, other than functions for which military forces are primarily responsible, to prevent, minimize, and provide emergency repair of injury and damage resulting from disaster, together with all other activities necessary or incidental to the preparation for and carrying out of those functions. The functions include, without limitation, firefighting services, police services, medical and health services, rescue, engineering, disaster warning services, communications, radiological, shelter, chemical, and other special weapons defense, evacuation of persons from stricken areas, emergency welfare services, emergency transportation, emergency resources management, existing or properly assigned functions of plant protection, temporary restoration of public utility services, and other functions related to civilian protection.

Local emergency - The condition declared by the mayor when in his or her judgment the threat or actual occurrence of a disaster is or threatens to be of sufficient severity and magnitude to warrant coordinated local government action to prevent or alleviate the damage, loss, hardship, or suffering threatened or caused thereby. A local emergency cannot be declared where the emergency arises solely out of resource shortage as such an emergency may only be declared under the act of the governor.

Manmade disaster - Any industrial, nuclear, or transportation accident, explosion **conflagration**, power failure, natural resource shortage, or other condition, except enemy action, resulting from **manmade** causes, such as oil spills and other injurious environmental contamination, which threatens or causes substantial damage to property, human suffering, hardship, or loss of life.

Natural disaster - Any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, earthquake, landslide, mudslide, snowstorm, drought, fire, explosion, or other catastrophe which results in substantial damage to property, hardship, suffering, or possible loss of life.

War-caused disaster - Any condition following an attack upon the United States resulting in substantial damage to property or injury to persons in the United States caused by use of bombs, missiles, shellfire, nuclear, radiological, chemical, or biological means, or other weapons, or overt paramilitary actions, or other conditions such as sabotage.

ARTICLE II • OFFICE OF DISASTER AND EMERGENCY SERVICES

SECTION 201 CREATION

The Office of Disaster and Emergency Services is hereby created under the Office of the Mayor and shall be managed by a director who shall be appointed in the manner set forth in Section 203 of this ordinance. The Office of Disaster and Emergency Services will coordinate activities pertaining to natural, **manmade**, and war-caused disasters and will be the instrument through which the mayor may exercise the authority and discharge the responsibilities vested in him or her in this Emergency Management Services Code and other applicable laws of the State and the city and this ordinance.

SECTION 202 THE MAYOR • POWERS AND DUTIES

- A. The mayor is authorized to declare a local disaster upon finding a disaster has occurred or is imminent subject to ratification by resolution of the city council. In such event the city council shall convene and act upon the declaration as soon as the exigencies of the circumstances allow. The city council by concurrent resolution may terminate a local disaster emergency at anytime. The declaration shall not be continued or renewed for a period in excess of seven days except by or with the consent of city council. Any order or proclamation declaring, continuing, or terminating a local disaster emergency shall be given prompt and general publicity and shall be filed promptly with the Columbia Emergency Management Agency. The effect of

a declaration of a local disaster emergency is to activate the response and recovery aspects of the city's Emergency Management Plan and to authorize the furnishing of aid and assistance thereunder.

- B.** If the mayor is physically unable to serve during an emergency, the chairman of the city council **will** assume the mayor's duties and responsibilities.
- C.** During any declared local disaster emergency the mayor
 - (1) Shall have the **full** authority and power to act on behalf of the city and exercise the powers conferred upon the city under the applicable provisions of the Emergency Management Services Code of the State of Columbia,
 - (2) Control ingress and egress to and from a disaster area, the movement of persons within the area, and the occupancy of premises therein.
 - (3) Suspend or limit the sale, dispensing, or transportation of alcoholic beverages, firearms, and explosives,
 - (4) May require the emergency services of any city officer or employee, and/or
 - (5) May suspend the routine hours for operation of the city government.

SECTION 203 EMERGENCY MANAGEMENT DIRECTOR

The emergency management director shall be an employee of River City who is recommended by the mayor and approved by the city council. The director shall report directly to the mayor and shall be responsible for the planning, administration, and operation of the local organization subject to the direction and control of the mayor.

ARTICLE III • GENERAL PROVISIONS

SECTION 301 EMERGENCY MANAGEMENT **PLAN**

The Office of Disaster and Emergency Services shall prepare an Emergency Management Plan that shall be submitted to and approved by the city council. The plan shall establish an Emergency Management Team providing for the use of services, equipment, facilities, and personnel of all city government divisions and other service providers during a threatened or actual local disaster emergency. It shall be the duty of all Emergency Management Team members to perform the functions assigned to them in the plan and to maintain their portion of the plan in a state of readiness at all times. All substantive amendments to the plan shall be approved by the city council, provided, however, that in the event an amendment is pending at the time a disaster is proclaimed, the amendment will be considered approved immediately, and will remain effective unless specifically revoked by the city council.

SECTION 302 EMERGENCY OPERATIONS CENTER

The Office of Disaster and Emergency Services shall establish and staff an emergency operations center equipped with a communications system to support government operations in emergencies and provide other essential facilities and equipment for agencies and activities assigned emergency functions. The basement of the police station, at 20 Flood Street, shall serve as the Emergency Operations Center.

SECTION 303 PENALTIES

Any person, partnership, association, firm, including the individual partners, members, officers, and directors thereof, violating any of the provisions of this ordinance, the Emergency Management Plan adopted hereunder, or, any local disaster emergency declaration or regulations promulgated thereunder, shall upon conviction thereof in a summary proceeding be sentenced to pay a **fine** of \$500.00 or imprisonment not exceeding ninety days or both.

SECTION 304 **REPEALER**

All ordinances or parts of ordinances inconsistent herewith are hereby repealed.

BASIC PLAN OF EMERGENCY OPERATIONS FOR RIVER CITY

I. PURPOSE

This plan provides for the actions to be taken by the city in response to hazards which pose a threat to River City. The plan is designed to be applicable to several types of hazards, both natural and **manmade**, including nuclear war.

II. SITUATIONS AND ASSUMPTIONS

A. Situations

River City generally is considered to be a low risk area for nuclear attack and is designated by the State as a reception area. Possible emergency situations could develop, however, from events such as a severe thunderstorm with flooding, a transportation accident, a hazardous materials spill, or major downtown fire. River City also would be affected in the event of national emergency war-related incidents such as nuclear attack or covert enemy operations involving terrorist activities.

B. Assumptions

River City government has the primary responsibility for response to emergency situations and will commit all available resources to save lives and prevent injury and property damage. While it is likely that outside assistance would be available in most any major emergency situation affecting the city, the city's plan is built on the assumption that River City is prepared to carry out emergency response and short-term recovery operations on an independent basis.

III. CONCEPT OF OPERATIONS

The mayor of River City, Columbia, is responsible by law for emergency operations. Heads of governmental departments and agencies retain full responsibility for functions normally performed on a day-to-day basis. During a crisis, when two or more governmental or private agencies must coordinate their efforts, the emergency management director of the Office of Disaster and Emergency Services will coordinate the actions of all departments involved until the emergency is terminated.

An extraordinary crisis is formally recognized by a declaration of emergency by the mayor of River City. Such a declaration allows the assumption of emergency powers by the mayor. It also activates the appropriate response and recovery parts of this plan, to include activation of the Emergency Operating Center (EOC). From the EOC, the emergency management director will alert response agencies and coordinate their activities. Agencies with primary responsibility for functional areas will develop plans for response to hazards identified in this plan. Supporting agencies will develop specific plans to support the primary agency plan.

Operations are divided into three parts. *The Pre-Emergency Phase* includes mitigation and preparedness. Planning, training, and exercise activities mark this phase. The *Response Phase* emphasizes minimizing injury, death, and destruction through implementation of this plan under the direction of chief executive officers. The *Recovery Phase* often requires long-term debris removal, rebuilding, and support from State and Federal agencies.

IV. ORGANIZATION AND ASSIGNMENT OF **RESPONSIBILITIES**

The emergency management director is responsible to the mayor of River City for emergency planning. He is responsible for coordinating and assisting work by planners of other departments of government with an emergency mission. Detailed emergency planning in functional areas is the responsibility of the departments or agencies concerned.

The department or agency responsible for a function during normal day-to-day operations will be responsible for that function during emergency operations. Departments and agencies will retain their separate identities during emergency response and recovery operations.

V. DIRECTION AND CONTROL

This plan may be activated in whole or in part by the mayor for the jurisdiction. In his/her absence, the succeeding authority may activate the plan. Nothing in this plan will preclude immediate emergency actions by appropriate agencies when a disaster occurs. Such actions will be coordinated by the mayor or other authority as soon as practicable.

The Emergency Operating Center is the central point for coordinated emergency operations. Coordination and supervision of all services will be through the agency heads and the disaster coordinator in the EOC in order to provide for the most efficient management of resources.

The Emergency Operating Center will be activated whenever a disaster or emergency situation occurs or is imminent. The mayor may activate the EOC.

A forward EOC may be established at the disaster location. The appropriate agency head will designate the on-scene coordinator and back-up support will be coordinated through the primary EOC. Communications will be established between the scene of disaster and the EOC. All response forces will maintain communications with the primary EOC.

Normal services will continue where possible during emergencies. However, if evacuation is ordered, the area evacuated will no longer receive non essential services such as trash collection, mail, and health and welfare. Some essential services such as fire and police will be provided to the extent practicable.

Records considered essential for the following functions have been identified, are preserved in a service location, and are available if needed during an emergency.

- A. Records essential for governmental operations, such as charters, statutes, ordinances, court records, official proceedings, and financial records
- B. Individual records, such as vital statistics, land, tax, license, personnel, etc.
- C. Emergency service records, such as utility maps, hazardous material locations, and emergency supply and equipment locations

VI. ADMINISTRATION AND LOGISTICS

Resources and services will be obtained through the department or agency that normally supplies them. Where possible, needs will be met with city resources.

Prior to the response and recovery phases, departments and agencies will use normal procedures to obtain funding and equipment to support this plan. Non governmental facilities and equipment will be identified for use in emergency. Plans will be developed and coordinated with non-governmental agencies; however, any expenditure of funds or other commitment must be approved in accordance with standing procedures. Agreements with private agencies and other governmental units for mutual support during emergencies should be developed during this pre-emergency phase.

Upon declaration of an emergency and activation of the EOC, extraordinary requests for resources will be processed through the EOC staff. Records of requests and expenditures of funds and supplies will be kept throughout the emergency to facilitate reimbursements during the recovery phase.

VII. PLAN DEVELOPMENT AND MAINTENANCE

This basic plan addresses broad policy and concepts. It is developed by the emergency management director under the supervision of the mayor and city council to address the threats identified by a vulnerability analysis and the expected responses in time of crisis.

VIII. AUTHORITIES AND REFERENCES

River City Ordinance X20, "River City Emergency Management Service Code," dated 3 October 1979.

Columbia Emergency Services Code, Act of 1978, March 23 (P.L. 345).

The Federal Civil Defense Act of 1950, as amended (P.L. 81-920).

EXERCISE, PART TWO (20 Minutes)

NEWS SUMMARY TWO

The Blue country and its allies have invaded the nation of Green (a U.S. ally). This area has a long history of bloody conflict, but this attack was unexpected. Green forces are in retreat and Green has asked the U.S. for help. The U.S. has condemned the attack and has issued an ultimatum to Blue to stop the invasion. Blue has rejected the ultimatum with a warning to the U.S. not to get involved.

U.S. forces were sent into the fighting in Green. U.S. embassies in several countries were attacked by angry mobs. Attacks against U.S. citizens around the world have been threatened.

Demonstrations for and against the U.S. actions have occurred around the world. Meanwhile, in the U.S., there is great concern about possible terrorist activities and fear that the war could escalate.

White House staff have advised all State governors to take immediate action to increase readiness. The Governor of Columbia directs State agencies and local governments to make the changes necessary to upgrade their preparedness.

The president goes on national television to explain that it has been necessary to defend Green against the evil Blue forces. He is confident that a way will be found to stop the fighting; however, as a readiness measure, he is ordering mobilization of National Guard and Reserve units.

EXERCISE, PART THREE
(20 Minutes)

NEWS SUMMARY THREE

Over the last five days, the fighting in Green has been very intense with heavy casualties on both sides. There are fears that Blue forces might use their chemical and nuclear weapons even though U.S. forces would be certain to retaliate.

Elsewhere, the news is full of reports of terrorist attacks. Truck bombs have destroyed three U.S. embassies in Europe. Also, the FBI and Columbia State Police announced the arrest of three Blue nationals accused of possessing parts for an alleged nuclear device. They are searching for several other suspects who may be involved.

The news has caused grave public concern. Food stores and gas stations are jammed and hundreds of thousands of people have rushed to withdraw their money from banks. The president declares a three-day bank holiday and appeals for calm.

Instead of calm the situation gets worse. Rumors of possible terrorist attacks are everywhere as thousands of people leave metropolitan areas. Many organizations are having problems because large numbers of employees have not reported for work.

The Governor of Columbia declares a State of Emergency and issues orders to ration gasoline. One hour later, the governor has a stroke which paralyses her left side.

In River City the mayor faces mounting problems. Three of the nine city councilmen cannot be located, a number of police, fire, medical, and other essential service workers have been called to active military duty, and over 100,000 people have relocated to River City with more arriving all the time.

