



CITY OF PINE LAKE, GEORGIA
CITY COUNCIL PLANNING RETREAT
SEPTEMBER 24, 2025 @ 8:30AM
LITTLE TREE ART STUDIOS
2834 FRANKLIN STREET
AVONDALE ESTATES, GA 30002

NOTE: All attendees are reminded to silence cellular phones and other devices that may cause interruption of the session proceedings.

CALL TO ORDER – CITY COUNCIL PLANNING RETREAT

WELCOME/COMMUNICATIONS

BUSINESS/DISCUSSION ITEMS

1. 2025 Strategic Priorities, Review
2. Development of Emergency Operations Plan Outline
3. Discussion of Economic Development Tools

FINAL COMMENTS

ADJOURNMENT

MAYOR

Brandy Hall

COUNCIL MEMBERS

Jean Bordeaux, Mayor pro tem

Jeff Goldberg

Tom Ramsey

Thomas Torrent

Augusta Woods

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Strategic Action Items

1. Develop an internal process for how information is placed on the agenda for both the work session and regular meetings. This should be specific and identify the rules of procedures based on decorum and the city charter. The process should include due dates for placing something on the agenda and adopting rules for the agenda (work session/non-voting meeting vs. regular meeting/voting meeting). Those preparing information should be included in developing the process and how information is requested. Doing this will prevent disparaging splits on how to go about developing an official agenda

SEPTEMBER 2025 UPDATE: COMPLETED

The internal process was memorialized in the June 2025 Strategic Performance Report:

“AGENDA PREPARATION FOR CITY COUNCIL MEETINGS”

Section 2.19 of the City Charter provides for regular and special meetings of the City Council. “The city council shall hold regular meetings at such times and places as prescribed by ordinance. Special meetings of the city council may be held on call of the mayor or three members of the city council not including the mayor.”

Section 2.23 provides that “Permanent acts of the city council which have the force and effect of law shall be enacted by ordinance. Acts of a temporary nature may be enacted by resolution.”

Section 2.22 provides that “An ordinance may be introduced by any councilmember and be read at a regular or special meeting of the city council.”

On May 19, 2025, following collaboration with the City Manager and Acting City Clerk, the City Attorney wrote by email to the City Council of a more formal procedure for preparing the agenda:

Mayor and Council:

With Mr. Dagenhard’s promotion to Acting City Clerk, the City Manager has placed primary responsibility on agenda creation on the City Clerk. This means that the deadlines for preparing the agenda need to be more formal than it has been in the past.

For now, all agenda items should be provided to the Administration and the City Attorney by the Tuesday before the Council meeting (for both Work Sessions and Regular Meetings). We respectfully ask that the Governing Body adhere to this requirement as well so that Staff see you leading by example and so that neither the City Clerk nor the City Attorney are overwhelmed with last minute changes.

Once agenda items are provided, a draft agenda is created and the City Attorney is tasked with performing the necessary legal review and preparation of each agenda item. For Staff, this means the production of the Council Action Memorandum that forms the basis of the resolution Council will vote on. For the Governing Body, this means submitting the policy measure or discussion point to be included in the agenda. The City Attorney must have all legal reviews and materials to the City Clerk by Thursday morning and the Agenda will be published by mid-day on Thursday.

Obviously, there may be topics, events, or occasions that require deviation from this schedule. Those will be resolved by the City Manager or the Mayor, as may be necessary, on a case by case basis.

We hope this process makes the agenda process more structured and more transparent for all involved.

If you have any questions or concerns, please call me or Stanley.

Chris Balch

Lawyer

Balch Law Group

830 Glenwood Ave., Suite 510-220

Atlanta, GA 30316

404/202-5934 (M)

MARCH 2025 UPDATE

The City's Code of Ordinances currently provides for Rules of Procedures for the conduct of meetings of the City Council:

Sec. 2-74. Rules of procedure.

Except as otherwise provided by ordinance, the procedures of the city council shall be governed by the most current edition of Robert's Rules of Order.

Recommendation: City Attorney and City Manager develop an ordinance amendment draft of Sec. 2-74 based on Charter provisions, as may be applicable, and Strategic Action Item 1. for initial discussion by the May 13, 2025 Work Session.

2. Create or revamp the project management outline to capture monthly updates to projects or capital funds spending. This type of report should be provided monthly at a

regular meeting, which will ensure the council is up to date and that information is not learned after the fact.

SEPTEMBER 2025 UPDATE: COMPLETED

Public Works Director provides monthly updates via spreadsheet and the Strategic Performance Reports to coincide with the City Council Work Sessions.

MARCH 2025 UPDATE

Project management updates and capital funds spending updates are under development with the recent appointments of City Manager, Public Works Director and Finance Director. A Request for Proposal for City Engineer is currently open for solicited proposals. Updates will be provided as a part of the monthly Strategic Performance Report as an interim solution.

Recommendation: Community Building Team consisting of Public Works Director, City Engineer, and Finance Director will develop a more comprehensive report indicative of the factors provided in Strategic Action Item 2. by or within the third quarter of the current fiscal year.

3. Determine who is the best person to be a point person that disseminates city information. Having one person will increase trust among the group and help prevent bottleneaking of relevant information. This will also prevent repeat requests for information and help recognize that the amount of information that is currently being requested is too much. Limits need to be understood.

SEPTEMBER 2025 UPDATE: IN PROGRESS/NEAR COMPLETION

With the adoption of the Classification and Compensation Study that is currently in progress and on schedule for completion by the end of October 2025, these duties will be coalesced under the City Clerk/Assistant to City Manager job description identified as City's chief information officer and strategic communications specialist.

MARCH 2025 UPDATE

The Community Building Team has begun a review of the City's information dissemination process for optimal efficiency and responsiveness to public inquiries.

Recommendation: Formalization of job duty assignments will be a part of the tentatively planned classification and compensation study with potential required resources addressed as a part of the Fiscal Year 2025 Budget Amendment; both of these activities are anticipated to begin in the second quarter of the current fiscal year.

4. Coordinate a time with the council members to meet with the manager to discuss project information or funding. This will allow them to ask questions and further understand the relevant material in preparation for a council meeting. Open communication with the elected officials and the manager is paramount.

SEPTEMBER 2025 UPDATE: COMPLETED

Completed per the prescription of the March 2025 Update below.

MARCH 2025 UPDATE

Ongoing meetings between the new City Manager, Mayor, and Council Members, occur as requested, and informational materials on project information and funding have been enhanced for recent projects and will continue to be improved for discussion at City Council Work Sessions.

Recommendation: Development of a five-year comprehensive Community Investment Plan (aka CIP or Capital Improvement Projects/Program) for the upcoming fiscal year to coincide with development of the Fiscal Year 2026 Annual Budget with project funding prioritized and allocated for the first year of the CIP.

5. Commitment to each other, focusing on diversity and a non-biased outlook toward each other. Perception is everything, and this is something that needs to be worked on going forward. Being vulnerable with each other is very important.

SEPTEMBER 2025 UPDATE: COMPLETED AND ONGOING COMMITMENT

At the City Council Regular July 2025 Meeting, the following action was taken with summarized action steps to follow:

Resolution R-2025-56, Embrace Civility (City of Civility Renewal)

Council Member Goldberg moved to adopt Resolution R-2025-56; Mayor pro tem Bordeaux seconded. A discussion took place. Mayor Hall called for a vote. All members voted in favor, and the motion carried.

STAFF FOLLOW-UP: While this item bears no explicit directive, it was suggested that staff investigate signage reflecting the “pillars of civility” language for display in the Council Chambers.

MARCH 2025 UPDATE

Deferral to Mayor and Council Members.

STRATEGIC PRIORITIES - GOALS

Goal #1 Make a final decision about the City Manager’s position. Hire a full-time City Clerk

Objectives:

- Discuss with possible internal or existing candidates to see if this is a viable option for both parties
- If not, advertise accordingly. Prepare an interview team and set a date for completion of the process to have someone on board.

Responsibility: Mayor, City Attorney, Interim City Manager

Timetable: • TBD

SEPTEMBER 2025 UPDATE: IN PROGRESS/NEAR COMPLETION

With the adoption of the Classification and Compensation Study that is currently in progress and on schedule for completion by the end of October 2025, the City Manager projects recommending the City Clerk/Assistant to City Manager job description with official appointment.

MARCH 2025 UPDATE

City Manager was hired with an effective date of January 1, 2025. City Clerk selection is pending.

Goal #2 Create or revamp the current project management report for the Mayor and Council

Objectives:

- Improve internal communication among elected officials while building better trust and relationships
- Capture all pending projects with funding outlets. List the status of each with potential completion dates
- Coordinate time blocks with the city manager for any council members who want a deeper dive into projects or need additional information
- This will aid in improving external communication with the public

Responsibility: • Former City Manager/Interim City Manager, possible city councilmember

Timetable: • Have a draft prepared by January 15th or sooner to review in a council work session meeting.

SEPTEMBER 2025 UPDATE: COMPLETED

Completed per the prescription of the March 2025 Update below.

Public Works Director provides monthly capital project updates via spreadsheet and the Strategic Performance Reports to coincide with the City Council Work Sessions.

MARCH 2025 UPDATE

Project management updates and capital funds spending updates are under development with the recent appointments of City Manager, Public Works Director and Finance Director. A Request for Proposal for City Engineer is currently open for solicited proposals. Updates will be provided as a part of the monthly Strategic Performance Report as an interim solution.

Recommendation: Community Building Team consisting of Public Works Director, City Engineer, and Finance Director will develop a more comprehensive report indicative of the factors provided in Strategic Action Item 2. by or within the third quarter of the current fiscal year.

Ongoing meetings between the new City Manager, Mayor, and Council Members, occur as requested, and informational materials on project information and funding have been enhanced for recent projects and will continue to be improved for discussion at City Council Work Sessions.

Recommendation: Development of a five-year comprehensive Community Investment Plan (aka CIP or Capital Improvement Projects/Program) for the upcoming fiscal year to coincide with development of the Fiscal Year 2026 Annual Budget with project funding prioritized and allocated for the first year of the CIP.

Goal #3 Discuss, review, and study the level of quality services the Public Works Department provides.

Objectives:

- Determine the options for the city and be prepared to make a decision for the betterment of Pine Lake
- Host a public meeting to get some input from the residents about public works and services provided or expected
- Make a request to the county for possible funding for certain PW services, possible tourism funds
- Complete an assessment of the current project manager's contract and consider a renewal
- Research to see if State Prisoners are an option for ROW work

Funding:

- General Fund.

Responsibility: • Mayor and Council, City Manager

Timetable: • Put together viable options by January 15, 2025, plan a public meeting by February 22, 2025, and make a final decision no later than April 25, 2025.

SEPTEMBER 2025 UPDATE: COMPLETED

All objectives have been completed with ongoing review along with implementation of March 2025 update recommendations that are complete or cyclical.

MARCH 2025 UPDATE

A first-time position of Public Works Director was made effective on January 1, 2025. New Director is developing standard operating procedures and will work with the City Attorney and City Manager on potential amendments to Chapter 62 – Public Works and other related chapters of the Municipal Code of Ordinances.

Special Purpose Local Option Sales Tax part II (SPLOST II) funds of \$2 million have been received by the City with recommended programming forthcoming for FY 2025 Budget Amendment and FY 2026 Community Investment Plan.

Goal #4 Revamp city codes and ordinances with an emphasis on code enforcement on a city-wide basis

Objectives:

- Implement a robust plan to pursue code enforcement on an immediate basis utilizing what is currently in place for code enforcement
- Define the types of codes desired and focus on updates
- Research 3-5 different samples of other cities and their code enforcement practices, such as Suwannee, Canton, Woodstock, and Roswell
- Review downtown boundaries and define a comprehensive plan for conditions, standards, and expectations.
- Share the vision with the public, and possibly the downtown business owners, to gain input and support

Funding: • General Fund

Responsibility: • City Manager, City Attorney, subject matter experts

Timetable: • Planning and Zoning Chapters updates will be ongoing. Have examples of design standards in 6-8 months to put before the P&Z Board for review and approval.

SEPTEMBER 2025 UPDATE: COMPLETED/IN PROGRESS

First three objectives are substantially complete with the City Council's resolved action at its Regular June 2025 Meeting:

Ordinance 2025-02, Chapter 16 Public Nuisances – Second Read & Adoption City Attorney Balch performed the second read of Ordinance 2025-02.

Council Member Ramsey moved to adopt Ordinance 2025-02; Council Member Goldberg seconded. A discussion took place.

The Clerk observed a motion for two amendments, which were restated for the record by City Attorney Balch as follows: • The striking of Chapter 16-36 (c), Section 13. • The removal of the phrase, “or wading,” from Chapter 16-36 (c), Section 14(b)* • The removal of the clause, “This prohibition shall not apply to scooters or bicycles powered by electric motors.” From Chapter 16-36 (c), Section 15.

Mayor Hall called for a vote. All members voted in favor, and the motion carried.

Last two objectives are inclusive under the topic of “Economic Development Tools” for discussion as part of the City Council September 2025 Retreat Session.

MARCH 2025 UPDATE

City Manager anticipates a comprehensive series of recommendations related to the overall state of community development (planning, zoning, environmental sustainability, building, code enforcement/compliance, and economic development) within the City of Pine Lake beginning with the Fiscal Year 2025 Budget Amendment and FY 2026 Budget Process.

Guide for All-Hazard Emergency Operations Planning



September 1996

FOREWORD

One goal of the Federal Emergency Management Agency (FEMA) is to develop, in partnership with State and local governments, a national emergency management system that is comprehensive, risk-based, and all-hazard in approach.

Crucial to this system are emergency operations plans (EOP), which describe who will do what, as well as when, with what resources, and by what authority--before, during, and immediately after an emergency.

This State and Local Guide (SLG) provides emergency managers and other emergency services personnel with information on FEMA's concept for developing risk-based, all-hazard emergency operations plans.

This Guide clarifies the preparedness, response, and short-term recovery planning elements that warrant inclusion in State and local EOPs. It offers FEMA's best judgment and recommendations on how to deal with the entire planning process--from forming a planning team to writing the plan. It also encourages emergency managers to address all of the hazards that threaten their jurisdiction in a single EOP instead of relying on stand-alone plans.

This Guide should help State and local emergency management organizations produce EOPs that:

- serve as the basis for effective response to any hazard that threatens the jurisdiction;
- facilitate integration of mitigation into response and recovery activities; and
- facilitate coordination with the Federal Government during catastrophic disaster situations that necessitate implementation of the Federal Response Plan (FRP).

Emergency planners in the business and industry and animal care communities may find portions of this Guide useful in the development of their emergency response plans. Industry planners may also consult FEMA-141, *Emergency Management Guide for Business and Industry*.

FEMA welcomes recommendations on how this Guide can be improved to better serve the needs of the emergency management community. Comments should be addressed to FEMA, Attn: Preparedness, Training, and Exercises Directorate, State and Local Preparedness Division, Washington, DC 20472.

Kay C. Goss
Associate Director for Preparedness,

About This Document

- Purpose** This Guide is meant to aid State and local emergency managers (also called "emergency management coordinators") in their efforts to develop and maintain a viable all-hazard emergency operations plan. **The Guide is a "toolbox" of ideas and advice, not a sample EOP.** Each community's EOP must reflect what *that community* will do to protect itself from *its* hazards with the resources *it* has or can obtain.
- Applicability and Scope** This Guide is intended primarily for use by personnel responsible for EOP development and maintenance in State and local emergency management agencies. It is strictly a guide. **It establishes no requirements, and its recommendations may be used, adapted, or disregarded.**
- Supersession** This SLG is new. It replaces Civil Preparedness Guide (CPG) 1-8, *Guide for the Development of State and Local Emergency Operations Plans* (dated September 10, 1990); CPG 1-8A, *Guide for the Review of State and Local Emergency Operations Plans*, (dated October 1992); and CPG 1-10, *Guide for the Development of a State and Local Continuity of Government Capability* (dated July 27, 1987), which have been rescinded.
- Authorities** This SLG is issued under authority of the *Robert T. Stafford Disaster Relief and Emergency Assistance Act*, as amended. In this law, Congress recognizes emergency management as a joint responsibility of Federal, State, and local government. For the Federal Government, Congress defines a role that includes providing "necessary direction, coordination, and guidance" (Sec. 601) for the Nation's emergency management system, to include "technical assistance to the States in developing comprehensive plans and programs for preparation against disasters" (para. 201(b)).
- Local governments should use this Guide to supplement guidance from their States.
- Overview of Contents** Chapter 1 explains what an EOP is at the State and local levels, why the EOP is a necessary part of a comprehensive approach to emergency management, and how the EOP relates to other aspects of the comprehensive, risk-based, all-hazard approach.

Chapter 2 describes the approach FEMA recommends for a step-by-step process of risk-based, all-hazard emergency operations planning. Chapter 3 suggests how to format the results of the planning process in a written EOP. Chapters 4 and 5 list and discuss elements that, if applicable for a jurisdiction, should be addressed in its all-hazard EOP.

Chapter 6 notes unique aspects of certain hazards, including associated regulatory requirements. It suggests how to address these unique aspects in the all-hazard EOP rather than in stand-alone plans. The chapter is not meant to replace hazard-specific planning guidance issued by the Radiological Emergency Preparedness (REP) Program of FEMA and the Nuclear Regulatory Commission (NRC), the Chemical Stockpile Emergency Preparedness Program (CSEPP), or the National Response Team (NRT).

Chapter 7 contains information on integrating State EOPs with the Federal Response Plan, so that all levels of government can provide a coordinated response to communities in need.

Please note that, unlike previous FEMA planning guidance, this Guide addresses animal care and control and gives extensive treatment to resource management (including donations management).

**Revision
Process**

To be relevant, FEMA's planning guidance had to reflect three basic changes: (1) Congress eliminated emphasis on the nuclear attack hazard and restated Federal Civil Defense Act authorities in the Stafford Act; (2) FEMA and the Federal Government have acquired a broader role in disaster response; and (3) emergency management planning in the States and many localities has matured beyond the sample plans FEMA provided in earlier planning guidance. Also, FEMA has taken a new approach to dealing with the States: Performance Partnership Agreements (PPA). With Performance Partnership Agreements, FEMA trades increased flexibility "up front" for increased attention to results. This Guide fits the new way of doing business.

In July 1995, FEMA convened a group of local, State, and Regional planners to offer suggestions on making all-hazard EOP guidance more useful given "conditions in the field." This Guide reflects many of their ideas.

FEMA will revise this SLG as needed. Change pages will be issued through the

FEMA publication distribution system to organizations designated to receive this Guide. Other holders of this document should contact their State or local emergency management organization or the FEMA Printing and Publications Branch to get a copy of the change(s) or more copies of the Guide.

Chapter 1

Preliminary Considerations

What an EOP Is

General

A jurisdiction's emergency operations plan is a document that:

- Assigns responsibility to organizations and individuals for carrying out specific actions at projected times and places in an emergency that exceeds the capability or routine responsibility of any one agency, e.g., the fire department.
- Sets forth lines of authority and organizational relationships, and shows how all actions will be coordinated.
- Describes how people and property will be protected in emergencies and disasters.
- Identifies personnel, equipment, facilities, supplies, and other resources available--within the jurisdiction or by agreement with other jurisdictions--for use during response and recovery operations.
- Identifies steps to address mitigation concerns during response and recovery activities.

As a public document, an EOP also cites its legal basis, states its objectives, and acknowledges assumptions.

Local EOPs

In our country's system of emergency management, local government must act first to attend to the public's emergency needs. Depending on the nature and size of the emergency, State and Federal assistance may be provided to the local jurisdiction. The local EOP focuses on the measures that are essential for protecting the public. These include warning, emergency public information, evacuation, and shelter.

State EOPs

States play three roles: They assist local jurisdictions whose capabilities are overwhelmed by an emergency; they themselves respond first to certain

emergencies; and they work with the Federal Government when Federal assistance is necessary. The State EOP is the framework within which local EOPs are created and through which the Federal Government becomes involved. As such, the State EOP ensures that all levels of government are able to mobilize as a unified emergency organization to safeguard the well-being of State citizens. The State EOP is of critical importance.

Why Your Jurisdiction Should Have an EOP

Government's Responsibility for Emergency Management

When disasters threaten or strike a jurisdiction, people expect elected leaders to take immediate action to deal with the problem. The government is expected to marshal its resources, channel the efforts of voluntary agencies and private enterprise in the community, and solicit assistance from outside of the jurisdiction if necessary.

In all States and most localities, that popular expectation is given force by statute or ordinance. Congress also recognizes State and local emergency management responsibility in the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended:

- "It is the intent of Congress, by this Act, to provide an orderly and continuing means of assistance by the Federal Government to State and local governments in carrying out *their* responsibilities to alleviate the suffering and damage which result from [...] disasters (Sec. 101(b), emphasis added).
- "The purpose of this title is [...] to vest responsibility for emergency preparedness jointly in the Federal Government and the several States and their political subdivisions" (Sec. 601).

The elected leadership in each jurisdiction is legally responsible for ensuring that necessary and appropriate actions are taken to protect people and property from the consequences of emergencies and disasters.

Comprehensive Emergency Management

Governments can discharge their emergency management responsibilities by taking four interrelated actions: mitigation, preparedness, response, and recovery. A systematic approach is to treat each action as one phase of a comprehensive process, with each phase building on the accomplishments of the preceding one. The overall goal is to minimize the impact caused by an

emergency in the jurisdiction.

Mitigation

Mitigation actions involve lasting, often permanent, reduction of exposure to, probability of, or potential loss from hazard events. They tend to focus on where and how to build. Examples include: zoning and building code requirements for rebuilding in high-hazard areas; floodplain buyouts; and analyses of floodplain and other hazard-related data to determine where it is safe to build in normal times, to open shelters in emergencies, or to locate temporary housing in the aftermath of a disaster. Mitigation also can involve educating businesses and the public on simple measures they can take to reduce loss and injury, like fastening bookshelves, water heaters, and file cabinets to walls to keep them from falling during earthquakes.

Cost-effective mitigation measures are the key to reducing disaster losses in the long term. In hazard-prone areas, mitigation can break the cycle of having to rebuild and rebuild again with every recurrence of floods, hurricanes, or earthquakes. Where there is a willingness to mitigate, opportunities can be found. Ongoing efforts might include: educating the private sector about what it can do to mitigate at home and at work; reaching out to planning, zoning, and development agencies to ensure that hazard conditions are considered in comprehensive plans, construction permits, building codes, design approvals, etc.; and creating inventories of existing structures and their vulnerabilities, to aid mitigation planning. There is also a need for planning to take advantage of mitigation opportunities in the aftermath of an emergency or disaster, when hazard awareness is high, funds may become available (with associated requirements for mitigation), and disruption of the *status quo* makes it possible to rethink design and location of some facilities and infrastructure. Attention to mitigation opportunities can make safer communities for us all.

Preparedness

While mitigation can make communities safer, it does not eliminate risk and vulnerability for all hazards. Therefore, jurisdictions must be ready to face emergency threats that have not been mitigated away. Since emergencies often evolve rapidly and become too complex for effective improvisation, a government can successfully discharge its emergency management responsibilities only by taking certain actions beforehand. This is preparedness.

Preparedness involves establishing authorities and responsibilities for emergency actions and garnering the resources to support them: a jurisdiction must assign

or recruit staff for emergency management duties and designate or procure facilities, equipment, and other resources for carrying out assigned duties. This investment in emergency management requires upkeep: the staff must receive training and the facilities and equipment must be maintained in working order. To ensure that the jurisdiction's investment in emergency management personnel and resources can be relied upon when needed, there must be a program of tests, drills, and exercises. Consideration also must be given to reducing or eliminating the vulnerability of the jurisdiction's emergency response organizations and resources to the hazards that threaten the jurisdiction.

Accordingly, preparedness measures should not be improvised or handled on an *ad hoc* basis. A key element of preparedness is the development of plans that link the many aspects of a jurisdiction's commitment to emergency management.

Response

The onset of an emergency creates a need for time-sensitive actions to save lives and property, as well as for action to begin stabilizing the situation so that the jurisdiction can regroup. Such response actions include notifying emergency management personnel of the crisis, warning and evacuating or sheltering the population if possible, keeping the population informed, rescuing individuals and providing medical treatment, maintaining the rule of law, assessing damage, addressing mitigation issues that arise from response activities, and even requesting help from outside the jurisdiction.

Recovery

Recovery is the effort to restore infrastructure and the social and economic life of a community to normal, but it should incorporate mitigation as a goal. For the short term, recovery may mean bringing necessary lifeline systems (e.g., power, communication, water and sewage, and transportation) up to an acceptable standard while providing for basic human needs (e.g., food, clothing, and shelter) and ensuring that the societal needs of individuals and the community are met (e.g., maintain the rule of law, provide crisis counseling, demonstrate that people do care and that help is becoming available). Once some stability is achieved, the jurisdiction can begin recovery efforts for the long term, restoring economic activity and rebuilding community facilities and family housing with attention to long-term mitigation needs.

Criticality of All-Hazard

The centerpiece of comprehensive emergency management is the EOP. First, the EOP defines the scope of *preparedness* activity necessary to make the

EOPs

EOP more than a mere paper plan. Training and exercises, in particular, depend on an EOP. Training helps emergency response personnel to become familiar with their responsibilities and to acquire the skills necessary to perform assigned tasks. Exercising provides a means to validate plans, checklists, and response procedures and to evaluate the skills of response personnel.

Second, the EOP facilitates *response* and *short-term recovery* (which set the stage for successful *long-term recovery*). Response actions are time-sensitive, with little allowance for delay or "mid-course corrections," and some post-disaster mitigation issues such as rebuilding and placement of temporary housing facilities also must be addressed quickly. Advance planning makes this easier.

Finally, an EOP that is flexible enough for use in all emergencies--including unforeseen events--provides a community with an emergency management "bottom line." From there, a community can proceed confidently with long-term *mitigation* efforts directed at specific hazards. Or, it can devote more resources to risk-based *preparedness* measures (e.g., specialized training, equipment, and planning). Whatever the initiative, an all-hazard EOP helps the community start from a position of relative security.

What an EOP Is Not

Those who draft an EOP must understand what it is not. While this chapter has called a jurisdiction's EOP--its response plan--the "centerpiece" of its comprehensive emergency management effort, that does not mean that the EOP details all aspects of that effort.

Other Types of Plans

Emergency management involves several kinds of plans, just as it involves several kinds of actions.

Administrative Plans

Administrative plans describe policies and procedures basic to the support of a governmental endeavor: typically they deal less with external work products than with internal processes. Examples include plans for financial management, personnel management, records review, and labor relations activities. Such plans are not the direct concern of an EOP. However, if it is assumed that provisions of an administrative plan apply in emergency situations, then the administrative plan may be referenced in the EOP. Likewise, if exceptions to normal administrative plans are permitted in an emergency, that fact should be

noted in the relevant part of the EOP.

*Mitigation
Plans*

A jurisdiction may outline its strategy for mitigating the hazards it faces; in fact, a mitigation plan is required of States that seek funds for post-event mitigation after Presidential declarations under the Stafford Act. Existing plans for mitigating hazards are relevant to an EOP, particularly in short-term recovery decision-making, which can affect prospects for effective implementation of a mitigation strategy aimed at reducing the long-term risk to human life and property in the jurisdiction.

*Preparedness
Plans*

Preparedness planning covers three objectives: maintaining existing emergency management capability in readiness; preventing emergency management capabilities from themselves falling victim to emergencies; and, if possible, augmenting the jurisdiction's emergency management capability.

Such plans would include: the process and schedule for identifying and meeting training needs (based on expectations created by the EOP); the process and schedule for developing, conducting, and evaluating exercises, and correcting identified deficiencies; and plans to procure or build facilities and equipment that can withstand the effects of hazards facing the jurisdiction. Results of these efforts should be incorporated in the EOP as assumptions: that certain equipment and facilities are available, that people are trained and exercised, etc.

Operational checks of equipment and communications systems, however, be a part of each tasked organization's standard operating procedures (SOP) for the period between notification and impact of an emergency. Measures to safeguard emergency management personnel, as well as vital records and existing equipment, should be part of an EOP.

*Recovery
Plans*

Typically, an EOP does not spell out recovery actions beyond rapid damage assessment and the actions necessary to satisfy the immediate life support needs of disaster victims; the EOP should provide for a transition to a recovery plan, if any exists, and for a stand-down of response forces. However, some short-term recovery actions are natural extensions of response and are covered by the EOP. For example, meeting human needs would require maintaining logistical support to mass care actions initiated in the response phase, with the addition of crisis counseling; it would also involve restoration of infrastructure "lifelines," and

perhaps debris removal to facilitate response. At the State's discretion, its disaster assistance plans for distribution of Federal and State relief funds may be annexed to the EOP. Disaster assistance plans would identify how eligible aid recipients will be identified, contacted, matched to aid, certified, and issued checks.

Beyond that lies long-term recovery, which is not strictly time-sensitive and can sometimes be more *ad hoc*. Pre-disaster planning for long-term mitigation and recovery would involve identifying strategic priorities for restoration, improvement, and growth; here emergency management planning starts to intersect the community development planning of other agencies. FEMA recommends and supports the development of State and local hazard mitigation plans to facilitate and expedite obtaining Federal mitigation funds during the post-disaster recovery period.

Plans Versus Procedures

Although the distinction between plans and procedures is fluid, writers of an EOP should use it to keep the EOP free of unnecessary detail. The basic criterion is: What does the entire audience of this part of the EOP need to know, or have set out as a matter of public record? Information and "how-to" instructions that need be known only by an individual or group can be left to SOPs; these may be annexed to the EOP or referenced as deemed appropriate.

For many responsibilities in the EOP, it will be enough to assign the responsibility to an individual or organization and specify the assignee's accountability: to whom does he or she report, or with whom does he or she "coordinate"? For example, an EOP that assigns responsibility for putting out fires to the fire department would not detail what should be done at the scene or what fire equipment is most appropriate: The EOP would defer to the fire department's SOPs for that. The EOP would describe the relationship between the Incident Commander (IC) and the central organization that directs the total jurisdictional response to the emergency, of which the fire in question might be only a part. Likewise, the EOP would not detail how to set up facilities for emergency operations, leaving that for an SOP to be used by the responsible organization(s).

The emergency manager should work with the senior representatives of tasked organizations to ensure that SOPs needed to implement the EOP do in fact exist

and do not conflict with the EOP or one another.

This Guide does not establish requirements for the preparation of SOPs. However, SOPs should be developed by each organization tasked in the EOP. SOPs provide the means to translate organizational tasking into specific action-oriented checklists that are very useful during emergency operations. They tell how each tasked organization or agency will accomplish its assigned tasks. Normally, SOPs include checklists, call- down rosters, resource listings, maps, charts, etc. and give **step-by-step procedures** for notifying staff, obtaining and using equipment, supplies, vehicles, obtaining mutual aid, reporting information to organizational work centers and the emergency operating center (EOC), communicating with staff members that are operating from more than one location, etc. Development of certain procedures is required in REP, CSEPP, and Emergency Planning and Community Right-to-Know Act (EPCRA) planning.

Chapter 2

The Planning Process

Introduction

Normally, the emergency manager serves as the "planning coordinator" responsible for leading the jurisdiction's effort to develop an EOP. This chapter offers the emergency manager suggestions for the process of developing an EOP. This process may be more important and useful to the jurisdiction's emergency management community than the final product itself. The suggestions can be easily tailored to the specific needs of a jurisdiction.

Principles

Developing an all-hazard plan for protecting lives and property in the jurisdiction may appear to be an extremely difficult challenge. It need not be if following principles are applied.

Don't Reinvent the Wheel

Emergency operations planning need not start from scratch. Planners should take advantage of others' experience.

Use Available Guidance and Training Materials

The State is a valuable resource for the local jurisdiction. States typically publish their own planning guides, conduct workshops and training courses, and assign their planners to work with local planners. FEMA supports State training efforts through its Emergency Management Institute (EMI), and offers courses. FEMA also publishes many documents relating to planning for specific functions and hazards.

Build on What Exists in the Jurisdiction

If the jurisdiction has an EOP or other contingency plans, they are the place to start. Existing plans can point the planning coordinator to applicable authorities, perceptions of risk in the community, members of the jurisdiction's emergency response organization, mutual aid agreements with other jurisdictions, and more. The planning coordinator should review the existing EOP for questionable assumptions, inaccuracies, inconsistencies, omissions, and vagueness. Critiques of recent emergency operations and exercises in the jurisdiction will help the planning coordinator develop a sense of what needs to be done.

Don't Go It Alone

The planning coordinator's is only one view. If a coordinated emergency response depends on teamwork, planning for response should involve the jurisdiction's emergency "team." Documentary research should be supplemented by interviews with key officials of the jurisdiction's response organization: They may have information and insights that the planning coordinator lacks, as well as ideas that can spark creative solutions to problems. Key officials also determine what staff will be made available for planning meetings and what priority emergency planning issues will have in day-to-day work, so it is important to secure their commitment to the planning process.

Benefits of the Team Approach

FEMA recommends a team approach to planning for these reasons:

- The EOP is more likely to be used and followed if the tasked organizations have a sense of ownership, i.e., their views were considered and incorporated.
- More knowledge and expertise are brought to bear on the planning effort.
- Closer professional relationships among response and recovery organizations in the planning process should translate into better coordination and teamwork in emergencies.

Potential Team Members

The planning team should be drawn from various groups that have a role or stake in emergency response. The list below is not all-inclusive. The important thing is for the planning coordinator to ensure that the planning team membership represents a good cross section of the organizations involved in the jurisdiction's emergency response effort.

- The Office of the Chief Executive.
- Law enforcement, fire/rescue, and emergency medical services (including dispatchers/911 at the local level), public health and safety, etc.
- Existing planning agencies (e.g., community development, economic development, city planning commissions/municipal planners).

- Hazard mitigation planner/coordinator.
- Local Emergency Planning Committees (LEPC), for hazardous materials (HAZMAT) information.
- Public works agencies and utility companies.
- Social service agencies and volunteer organizations (e.g., American Red Cross (ARC), Salvation Army, etc.).
- Area hospitals, emergency medical service agencies, medical examiner, coroner, mortician, and other appropriate members of the medical community.
- Educational administrators.
- Public Information Officer (PIO).
- Local media.
- Industrial and military installations in the area.
- State aviation authority and/or others connected with provision of air support.
- Port authorities, U.S. Coast Guard station.
- The jurisdiction's Chief Financial Officer, auditor, and heads of any centralized procurement and resource support agencies.
- Jurisdiction's legal counsel.
- Labor and professional organizations.
- Organizations in the animal care and control community, including veterinary services.
- Amateur radio/CB groups, such as Radio Amateur Civil Emergency

Service (RACES), Radio Emergency Associated Communications Teams (REACT), etc.

- Emergency managers and agency representatives from neighboring jurisdictions, to coordinate mutual aid needs.
- State and/or Federal representatives, as appropriate.

**Don't Forget
the Chief
Executive
Official
("CEO")**

Potential planning team members have many day-to-day concerns. For the team to come together, potential members must be convinced that emergency planning has a higher priority--and the person to convince them is the jurisdiction's chief executive. The emergency manager has to enlist the chief executive's support for and involvement in the planning effort. To do so, the emergency manager must show the chief executive what is at stake in emergency planning: share the hazard analysis for the jurisdiction, describe what government and especially the chief executive will have to do, color presentations with images from disasters like those that could befall the jurisdiction, discuss readiness assessments and exercise critiques, and remind the chief executive that planning ultimately facilitates his or her job in an emergency. Any backing available from the chief executive's office will help the emergency manager to obtain the respectful cooperation of other agency heads.

Steps

Following are the basics for development and continual refinement of an EOP. They may be adapted to the needs of a jurisdiction.

Research

The first step is research. This consists of reviewing the jurisdiction's planning framework, analyzing the hazards faced by the jurisdiction, determining the resource base, and noting characteristics of the jurisdiction that could affect emergency operations.

*Review Law,
Plans,
Mutual Aid
Agreements,
and Guidance*

Review local and/or State laws, rules, regulations, executive orders, etc., that may be considered enabling legislation. Review Federal regulatory requirements. Review guidance, existing plans for the jurisdiction, and the plans of neighboring jurisdictions. Review agreements with neighboring jurisdictions, military installations, private sector organizations, etc. Become familiar with the

plans of higher levels of government that may be called on to provide assistance.

*Conduct
Hazard/Risk
Analysis*

Hazard analysis is the basis for both mitigation efforts and EOPs. From an emergency operations planning perspective, hazard analysis helps a planning team decide what hazards merit special attention, what actions must be planned for, and what resources are likely to be needed.

Comprehensive hazard analysis merits its own document-length discussion. Chapter 6 offers some considerations for specific hazards, and the Bibliography lists sources for both general concepts and hazard-specific information. However, for purposes of emergency operations planning, basic considerations of process, methods, and sources include the following:

- *Process and Methods.* Hazard analysis requires the planning team to:
 - *Identify hazards,* to know what kinds of emergencies have occurred or could occur in the jurisdiction.
 - Begin with a list of hazards that concern emergency management in your jurisdiction. Laws, previous plans, and elected officials can help define the universe of hazards which the planning team should address in the all-hazard EOP. A list of "traditional" emergency management concerns might include: airplane crash, avalanche, dam failure, drought, earthquake, epidemic, flood, HAZMAT release (in transport or from a fixed facility), hurricane, landslide, mudslide, power failure (sustained), radiological release (in transport or from a fixed facility), subsidence, terrorism, tornado, train derailment, tsunami, urban conflagration, volcanic eruption, wildfire, and winter storm.

Keep in mind that hazard lists pose two problems. The first is the possibility of exclusion or omission: there is always a potential for new and unexpected hazards (which is part of why maintaining an all-hazard capability is important). The second is that such lists involve groupings, which can affect subsequent analysis. A list may give the impression that hazards are independent of one another, when in fact they are often related (e.g., an

earthquake might give rise to dam failure). Lists may group under one category very different causes or sequences of events that require different types of response. For example, "flood" might include dam failure, cloudbursts, or heavy rain upstream. Lists also may group a whole range of consequences under the category of a single hazard. "Terrorism," for example, could include use of conventional explosives against people or critical infrastructure; nuclear detonation; release of lethal chemical, biological, or radiological material; and more. "Hurricane" might include not only high winds, storm surge, and battering waves, but even the weakened, post-landfall tropical storm system that can cause inland flooding. It may be necessary, as the hazard analysis evolves, to refine the list of hazards.

- For each of these potential emergencies, determine whether it has happened or could happen in the jurisdiction. Some can be eliminated by common sense (e.g., where mountains do not exist, volcanic eruption is not likely). For the rest, there are three lines of investigation: history (including statistical compilations), expert opinion, and maps--which summarize results of the first two.
- *Profile hazards and their potential consequences*, to have the information necessary for the next two steps (and to set the stage for other applications of the hazard analysis). The categories of information and the precision of the data will depend on several factors. One is the kinds of decisions the analysis is meant to support. For example, to decide that one hazard poses more of a threat than another may require only a qualitative estimate (e.g., "High" vs. "Medium")--but to plan for health and medical needs the planning team would want to have an estimate for likely fatalities and injuries. Another factor is the availability of information and time. It may be necessary to take a long view of hazard analysis, and have each version build on the preceding one as part of a "research agenda" for emergency management.
- Develop information on each of the hazards identified for the community. Of particular interest are the hazard's **frequency** of occurrence (both historical and predicted or probable, as available), **magnitude** and

intensity, location (if the hazard is associated with a facility or landscape feature) and **spatial extent** (either around the known location of the hazard or as an estimate for non-localized hazards like tornado), **duration, seasonal pattern** (based on month by month historical occurrence), **speed of onset**, and **availability of warning**.

- Develop information on the potential consequences of the hazard. This depends on identifying a vulnerable zone (if the hazard is localized) or relating the estimated spatial extent of the hazard to the jurisdiction (by a simple ratio of the hazard's extent to the jurisdiction's area, to get gross estimates of lives and property at risk, or by "overlaying" the estimated spatial extent of the hazard on a portion of the jurisdiction and determining what would be affected). Several kinds of consequences can be investigated; response planning would be concerned with effects on people (total affected, likely deaths and injuries), critical facilities and community functions, property, and sites of potential secondary hazards (e.g., dams, chemical processing plants). The planning team can use both historical information and modeling to arrive at estimates for planning. In modeling, the general process is to consider what is exposed to a given intensity of the hazard, how susceptible it is to a type of damage or consequence (e.g., death, for people; destruction, for property; days of service loss or repair time for critical facilities), and some measure of loss (e.g., dollars, for property). Over time, collection of this information can be made easier by sectoring the jurisdiction (optimally, in sectors that will also be used for damage assessment) and developing a profile of each sector: e.g., rough number of structures falling into different classes of construction, number of different kinds of critical facilities, rough number of people in different age groups

or having special needs, etc.

- *Compare and prioritize risks*, to determine which hazards merit special attention in planning (and other emergency management efforts). The planning team must consider frequency of the hazard and the likely or potential severity of its consequences, to develop a single indicator of the threat: This allows comparison and setting of priorities. While a mathematical approach is possible, it is easier to manipulate qualitative ratings (e.g., "High", "Medium", "Low") or index numbers (e.g., reducing quantitative information to a 1 to 3, 1 to 5, or 1 to 10 scale, based on defined thresholds) for different categories of information used in the ranking scheme. Some approaches involve consideration only of frequency and consequences, and treat the two categories as equally important. In other approaches, potential consequences receive more weight than frequency.
- *Create and apply scenarios*, to brainstorm needed hazard-specific planning provisions and estimate hazard-specific resource requirements. While it is important to have a sense of magnitudes involved (whether the single indicator used to rank hazards, or estimated numbers of people affected), these are static. Planning is concerned with actions that take place in time. For the top-ranked hazards, or hazards that rate above a certain threshold, the planning team should consider scenarios. Using information from the profile, the planning team should think about how the hazard occurrence would develop in the jurisdiction. Starting with a given intensity of the hazard, the team can imagine the hazard's development from initial warning (if available) to its impact on a specific part of the jurisdiction (as identified through analysis) and its generation of specific consequences (e.g., collapsed buildings; loss of critical services and infrastructure; death, injury, or displacement). Through this initial brainstorming--which can be refined in formal tabletop exercises--the team will decide what actions and resources will become necessary. It will also become conscious of the

planning assumptions to be used in functional annexes and hazard-specific appendices to the EOP (discussed in the following chapters of this Guide).

- *Sources.* Sources of maps for hazards would include compilations of hazard information made by FEMA and State emergency management agencies, the U.S. Geological Survey (USGS) and State geological surveys, and the National Weather Service (NWS) and its local offices. For more localized hazards, maps from the Federal Insurance Administration (FIA), maps of 10- and 50-mile Emergency Planning Zones (EPZ) around nuclear power plants, and any maps of HAZMAT sites prepared by the LEPC would be useful. For historical investigation, many potential sources exist. Consult Federal or State hazard analyses, as appropriate, to see if the historical occurrence of the hazard is tabulated by jurisdiction. Also interview representatives from organizations on the planning team about their experience. Check local ARC disaster records. Check police, fire, and other responder records. Research area newspapers at the library. Check with utilities and businesses/facilities that have operated in the area for some time. Involve the local or State historical society, and perhaps area universities (e.g., departments of history, sociology, geography, engineering). Professional or business associations (e.g., of insurers, engineers and builders, etc.) may have useful information. Long-time community residents can even contribute. For expert opinion on hazard potential, the sources are similar. Federal, State, and local agencies; academic, industrial, and public interest group researchers (or private consultants specializing in hazard analysis); and professional associations concerned with the hazards on your list should be able to help, either through interviews or publications. Sources for information on the community and possible consequences to it vary. Ideally, work already will have been done regarding potential consequences of certain facility-based hazards--and it is a matter of checking with the facility and the agency (local, State, Regional, or Federal) that

regulates that kind of facility. For demographics, Census data are available, as are off-the-shelf computer products that organize such data by ZIP code. The planning team also should make extensive use of the information about the jurisdiction that is constantly developed within the jurisdiction. The local planning and zoning commission or department, for example, probably has extensive data on demographics, on land use, on numbers and types and--with the tax assessor and/or local realtors' association--value of buildings, and on the structural integrity of buildings (or at least on the code to which they were to be built, and what that code was and was not designed to do regarding hazard effects). The local public works (or civil engineering) department and utilities are the obvious sources for information on potential damage to and restoration time for the critical infrastructure threatened by hazard effects. The Chamber of Commerce may offer a perspective on damage to business and general economic loss. Other sources of information mentioned previously--emergency service logs and reports, universities, professional associations, etc.-- also apply.

Use of Standard Loss Estimation Methodologies and GIS-Based Methodology Software HAZUS for Conducting Hazard/Risk Analysis: *FEMA and the States have committed to the development of an all-hazard risk assessment capability as a Mitigation objective under the PPA. Therefore, in the near future, the process of analyzing and defining the risk associated with a given natural hazard and making a scientifically and technically valid assessment of the impact on a given area or region, will be feasible by using standard, nationally applicable loss estimation methodologies and a methodology software program called HAZUS developed by FEMA. State and local emergency managers will find these methodologies and HAZUS to be valuable tools to aid them in all phases of emergency management--preparedness, response, recovery, and mitigation.*

As early as January 1997, FEMA's standard Earthquake Loss Estimation Methodology and HAZUS will be available to States. This GIS-based software program can be used to generate an estimate of the consequences of a "scenario earthquake"--that is, an earthquake with a specified magnitude and location--and provide a "loss estimate" that describes the scale and extent of the damage and disruption that may result. To achieve an all-hazard risk assessment capability, FEMA is currently developing loss estimation

methodologies for other hazards, such as flood, wind, and hurricane, that will expand the capability of HAZUS. These are expected to be available in the next two or three years. In return, States are encouraged under the PPA/Cooperative Agreement process to collect digital building inventory and hazard data from State, local, and private sources and to incorporate that data into HAZUS with the objective of refining the results of loss estimates and other analyses conducted using HAZUS.

Therefore, local jurisdictions may wish to consult with FEMA or their State Emergency Management Agency when they begin to develop an EOP to determine whether their State has obtained and implemented HAZUS and, if so, how it can be used to help them identify potential hazards and characterize risk associated with the occurrence of those hazards.

Determine the Resource Base

Agency heads and other potential members of the planning team should know what kinds of resources they can bring to emergency response and recovery. The problem is to quantify and list them, and compare the resources available to the resources needed for an effective emergency response. Shortfalls may require negotiating agreements with private suppliers or other jurisdictions. Determination of the resource base also should include a consideration of what facilities are vital to emergency operations and how they might be affected by hazards: Problems that cannot be mitigated should be taken into account in the EOP, not assumed away.

Note Special Facets of the Planning Environment

The planning team should note geographic and topographic features that may affect operations--for example, dependence on a single main transportation artery in and out of the jurisdiction. Planners also should identify special needs groups (non-English speakers, the aged, the disabled) and where they are concentrated (especially institutions such as nursing homes). Finally, the planning team should be alert to demographic and other trends in the jurisdiction that affect assumptions.

Development

Research leads to a written EOP through steps similar to these:

- Develop a rough draft of the basic plan, functional annexes, and hazard-specific appendices to serve as a point of departure for the planning team.
- Develop agendas and invitation lists for first cycle of planning meetings; perhaps deliver invitations in person and conduct preliminary interviews

with key officials.

- Brief the “CEO” and perhaps invite him or her as a keynote speaker.
- Conduct a presentation meeting, establish committees for parts of the EOP, appoint committee chairs, and schedule a follow-up meeting.
- Work with committees on successive drafts.
- Prepare necessary graphics (e.g., maps, organizational charts).
- Produce a final draft and circulate the draft to the planning team for review and comment.
- Hold a meeting to incorporate final changes, discuss an implementation strategy and necessary distribution, and obtain (informal) commitments to provide information that could necessitate revision.
- Obtain concurrence from organizations with identified responsibilities for implementing the EOP.
- Present the EOP to local elected officials and obtain official promulgation of the EOP (advise the local media in advance).
- Print and distribute the EOP, with a copy (or press release) to local media. Maintain a record of the organizations and persons that received a copy (or copies) of the plan.

Validation

The written EOP should be checked for its conformity to applicable regulatory requirements and the standards of Federal or State agencies (as appropriate)--and for its usefulness in practice. Further, conduct of a "table top" exercise involving the key representatives of each tasked organization may serve as a practical and useful means to help validate the plan.

Plan Review

Consult the next level of government about its EOP review cycle. Plan reviews allow responsible agencies to suggest improvements in an EOP based on their accumulated experience. States may review local EOPs; FEMA Regional

offices may assist States in the review of EOPs, upon request. Hazard-specific Federal programs (such as the REP program) require periodic review of certain sections of the all-hazard EOP, and may require review of associated SOPs.

Plan Testing

To evaluate new or revised EOP, use functional and full scale emergency management exercises. Exercises offer the best way, short of emergencies, to determine if an EOP is understood and "works."

Maintenance

The EOP is a living document. Problems emerge, situations change, gaps become apparent, Federal requirements are altered--and the EOP must be adapted to remain useful and up-to-date.

*Remedial
Action
Process*

A remedial action process can help a planning team identify, illuminate, and correct problems with the jurisdiction's EOP. A remedial action process captures information from exercises, post-disaster critiques, self-assessments, audits, administrative reviews, and the like, which may indicate that deficiencies exist. It then brings members of the planning team together to discuss the problem, and to consider and assign responsibility for remedies. Remedial actions may involve revising planning assumptions and operational concepts, changing organizational tasks, or modifying organizational implementing instructions (SOPs). They also may involve refresher training on performance of tasks assigned by the EOP to an organization's personnel. The final component of a remedial action process is a means to track and follow up the assigned actions.

*Revision
Process*

Establish a process for review and revision of the EOP. Review should be a recurring activity, accomplished on at least an annual basis. As appropriate, significant issues and problems identified through a remedial action process and/or the annual review should provide the information needed to allow the planning team to make the necessary revision(s) to the plan.

*Implementing
Documents*

Ensure that each tasked organization or individual develops the SOPs necessary to facilitate the accomplishment of assigned tasks. The EOP does not anticipate every detail of the tasks it describes--but the details are important to its implementation.



Praise
& **Preparedness**

[INSERT
ORGANIZATION
NAME] EMERGENCY
OPERATIONS PLAN
TEMPLATE

*The purpose of this document is to outline the process for how
[insert name of establishment] will prepare, respond to and
recover from emergencies and disasters.*

*Chance favors the
prepared mind.”
— Louis Pasteur*

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Date: April 2022



Dear Organization Leaders and Members,

The Georgia Emergency Management and Homeland Security Agency and state officials are proactive when it comes to emergency preparedness. Every day we work to protect our state and its citizens from disasters, but we can't do it alone. That's why we're asking you – our [Houses of Worship, Medical Treatment Facilities, Community Service Organizations and Civic Organizations] community – to help us educate and engage those around you in the community and other organizations. The materials supplied in this plan will help inform you and your members about the relevance of emergency preparedness and empower you and your community to take the necessary steps to protect yourself should an unexpected disaster occur.

Georgia is subject to numerous disasters every year, so the "Preparedness" message is relevant to our state's economy, your organization, the future of your members and the communities you serve. Together, through awareness, education, and action we can minimize vulnerabilities and ensure the protection of our organizations and our members.

It is our intent that this document will assist you with the development of your organization's emergency operations plan. For additional assistance, you can log onto the Praise & Preparedness website (gema.georgia.gov/get-involved/praise-preparedness).

Sincerely,

James C. Stallings

Using the Template

1. Why was this Emergency Operations Plan (EOP) Template developed?

This Praise & Preparedness Emergency Operations Plan (EOP) template was created by the Georgia Emergency Management and Homeland Security Agency (GEMA/HS) to provide organizational leaders with a tool to begin assessing organizational safety and to serve as a foundation for emergency response planning.

2. Where can additional information be found about emergency planning for organizations?

More information regarding emergency planning for organizations can be found at: gema.georgia.gov/praise-preparedness; this website contains additional tools and tips for facility and organization emergency preparedness.

3. How to Use the Plan Template?

This plan template was written to be **customizable and scalable** to fit the needs of any organization that chooses to use its content. The template is written to provide guidance on emergency response for different scale emergencies or disasters ranging from: **a) less serious, more internal day-to-day emergency** that can occur any time (like a fire, a power outage, a member/an employee getting sick, equipment failure, etc.) or **b) an incident that requires coordination with individuals and organizations outside the four walls of the facility** (i.e. tornado, large-scale, long-term power outage, terrorist threat, etc.) that will require significant coordination.

The template is an all-inclusive document written to be short and concise; it is organized for easy reference and not intended to overwhelm the individuals responsible for facility assessment and EOP development. Additional, more detailed information can be found in the Annexes and Appendices.


The plan writers/developers are encouraged to add or delete information as deemed appropriate. It is expected that modifications will be made to supporting forms and reference materials contained in this plan template.

Throughout the plan, there are Tips, Notes and Suggestions for plan writers/developers that are highlighted in the green and white pattern below (see examples below).

Example-TIPs, Notes, Suggestions: See Annex/Appendix for entire organization facility safety assessment.

The assessment should be completed with the guidance of the building or facility coordinator and should include copies of campus maps and room diagrams. The facility safety assessment and the organization demographics forms should be updated at least annually and should be included as part of the finalized Emergency Operations Plan.



Generally, these are tips and notes pointing plan developers to supporting material in the corresponding Appendix or suggestions for plan developers to consider. When adapting this plan to meet your local needs, it is expected that these blue and gray highlighted  tips, notes or suggestions will be deleted from the plan, unless the planning team determines they should be kept with appropriate modifications.

In addition, there are several places throughout the plan indicating information to be filled in, [*insert name of Organization*]. While this prompt is grey to get plan

writers/developers attention, it is expected that plan writers/developers will change the color to black and incorporate the information specific to their organization.

4. Where is a good place to start the Organization Emergency Operations Planning process?

Thinking about where to begin when developing an Organization Emergency Operations Plan can be a daunting task. One of the best ways to start is to work with the facility/building coordinator to complete a facility safety assessment. If conducted correctly, the facility safety assessment will reveal useful information about areas of improvement to enhance facility safety and security. After the facility safety assessment is completed, the next step is to utilize the emergency operations planning process. This process begins with assembling a planning team and including the right people on this team. Team members could include: staff members, paid or volunteer, organization leadership, public safety personnel and those actively involved in the organization's activities. The steps of the Emergency Operations Plan development process are as follows:

Step 1: Form a collaborative planning team (Identify core planning team; engage staff members, public safety personnel, members actively involved in organization's activities, etc.). Consider including members with disabilities to gain their perspective on safety considerations.

Step 2: Understand the Situation (Identify Threats and Hazards; Assess Risks, complete the facility safety assessment checklist to identify building locations that may require improvements)

Step 3: Determine Goals and Objectives (Determine operational priorities (especially during hours of operation; set goals and objectives)

Step 4: Plan Development (Develop and Analyze a Course of Action; Identify Resources; Identify Information Needs)

Step 5: Plan Preparation, Review and Approval (Write the Plan (or consider using an EOP template); Review the Plan; Approve and Disseminate the Plan to the collaborative planning team and share with members)

Step 6: Plan Implementation and Maintenance (Exercise the Plan, consider conducting a drill; Review the plan annually, Revise and Maintain the Plan)

Signature Page

[*Insert name of Organization*] mission is to facilitate [*insert Organization mission here*]
_____. To accomplish this mission, [*insert Organization name*] must strive to provide a safe and secure place of [*business/worship/meeting/service/treatment*] for all members. This document provides an overview of how we plan to address a disaster or emergency that may interrupt our [*insert name of Organization*] community.

This plan has been developed in accordance with guidance provided in:

- [*Insert name of County/Jurisdiction*] Local Emergency Operations Plan (LEOP)
- The Georgia Emergency Operations Plan (GEOP)
- FEMA guide: “Comprehensive Preparedness Guide 101,” version 2.0
- FEMA guide: “Developing Emergency Operations Plans for Houses of Worship” guide

This plan will be reviewed and updated annually by the [*Insert name of Organization*] Emergency Planning Committee.

[Name of Organization]

[Organization Leader Signature]

[Emergency Management Team Lead Signature]

[Date]

Glossary

1. **Check out cards:** Cards intended to help make checking minors out of the family reunification area more secure. The information on these cards should include, but are not limited to, the minor's name, age, address, emergency contact, parents/guardian authorized to pick the minor up, special needs, medications/medical needs, and allergies.
2. **Day- to- day operations:** These operations are events or functions that occur at some point during the week at the organization and not during normal hours of operation.
3. **Day-to-day disturbances:** Smaller scale incidents that have the potential to occur on a frequent basis and have the potential to render the primary facility uninhabitable.
4. **Disaster:** A calamitous event, especially one occurring suddenly and causing great loss of life, damage, or hardship, as a flood, airplane crash, or business failure.
5. **Emergency:** A sudden, urgent, usually unexpected occurrence or occasion requiring immediate action.
6. **Emergency Management Agency Director:** The individual ultimately responsible for emergency preparedness, planning, response and recovery within their jurisdiction.
7. **Emergency Management Team (EMT):** The team responsible for coordinating the emergency response that requires coordination with entities outside the four walls of the organization's facility(ies).
8. **Emergency Management Team Leader (Incident Coordinator):** The Emergency Management Team (EMT) Leader/Incident Coordinator (IC) is responsible for overall management of the response to an emergency that reaches a capacity beyond the capabilities of the organization's leadership team and their support staff. This includes developing incident objectives and managing all incident operations.
9. **Emergency Operations Center:** The physical location where the emergency management agency coordinates information and resources in support of the on-scene disaster response effort.
10. **Facility Safety Assessment:** an assessment conducted by building/facility coordinators to assess the safety and security of a facility.
11. **Faith-based Organizations:** Religious organizations and other charitable organizations affiliated or identified with one or more religious organizations.
12. **Georgia Emergency Management and Homeland Security Agency (GEMA/HS):** The state agency responsible for coordinating a multi-agency/organization response to emergencies or disaster within the State of Georgia once the local EMA becomes overwhelmed and requests assistance. GEMA/HS coordinates information and resources in support of the local disaster response operations.

13. **Georgia Emergency Operations Plan (GEOP)**: The plan developed by GEMA/HS outlining how the state will respond to and recover from emergencies or disasters requiring assistance from the state.
14. **Head of Establishment**: The leader of the organization, i.e. Chief Executive Officer, President, Hospital Administrator, Manager, Senior Pastor, Rabbi, Imam, etc.; the individual who is the ultimate decision maker for the organization.
15. **House of Worship (HOW)**: Any building where congregations gather for prayer.
16. **Organization Leadership Team**: The team of individuals who collectively make decisions on behalf of the Organization congregation.
17. **Human-Caused Disasters**: Human caused disasters are caused by the intentional actions of an adversary.
18. **Interruption Insurance**: Insurance that can be purchased to substitute for the loss of donations lost from lack of tithing and offering resulting from a significant emergency or disaster impact on the Organization facility.
19. **Local Emergency Management Agency (EMA)**: The agency responsible locally for coordinating a multi-departmental response to emergencies or disaster. EMA's coordinate information and resources in support of the disaster response operation.
20. **Local Emergency Operations Plan (LEOP)**: The plan developed by the local Emergency Management Agency outlining how the local jurisdiction will respond to and recover from emergencies or disasters requiring activation of the plan.
21. **Media Liaison (or team)**: The individual (or team) responsible for all media coordination on behalf of the organization.
22. **Medical Response Liaison (or team)**: The individual (or team) responsible for leading the emergency medical response at the organization.
23. **Natural disasters**: A natural disaster is a major event resulting from natural processes of the Earth. Examples include floods, tornadoes, thunder and lightning storms, and hurricanes.
24. **National Oceanic and Atmospheric Administration (NOAA) Weather Radio**: The NOAA weather radio is a nationwide network of radio stations broadcasting continuous weather information directly from the nearest National Weather service office. The NOAA weather radio broadcasts official weather service warnings, watches, forecasts, and other hazard information 24 hours a day, 7 days a week.
25. **Non-Operational Hours**: Non-operational hours are times when the organization is normally not functioning with their routine daily/weekly activities.
26. **Parent Liaison (or team)**: The individual (or team) responsible for acting as a liaison between the head of the establishment, the emergency management team lead and the parents.

27. **Post-Crisis Orientation**: Post-crisis orientation refers to the introduction of the debriefing period for those who have been involved in the response and/or recovery phases of an emergency. During this time, members are able to speak with counselors as well as other volunteers to talk about what they have seen and heard in order to deal with the situation that may pose traumatic for some.
28. **Safety Checks**: Safety checks involve making sure that important devices around the organization's facility(ies) are functioning properly as well as making sure that all exits are free of any obstructions. Devices to check include: fire alarms, security alarms, fire extinguishers, automated external defibrillators (AEDs), and emergency door locks (used during lockdowns).
29. **Safety Team Liaison (or team)**: The individual (or team) responsible for ensuring the safety of the organization's facility(ies) and members.
30. **Special/Functional Needs**: Individuals in need of additional response assistance may include those who have disabilities; who live in institutional settings; who are elderly; who are unaccompanied children; who are from diverse cultures; who have limited English proficiency; or who are non-English speaking; or who lack transportation.
31. **Spotter**: A spotter is a human observer who actively maintains a visual watch of the development and progression of specific weather events while actively relaying important information to their respective local emergency management agency.
32. **Stakeholder**: Stakeholders are people who have a personal interest in the outcome of a policy or protocol in emergency management. Since all citizens are likely to be affected by emergency management policies, this definition implies all citizens are emergency management stakeholders. Private sector groups such as faith-based organizations, nongovernmental organizations, nonprofit organizations, and community based organizations are important resources in emergency management, especially during the response and recovery phases, and therefore are important stakeholders to consider when developing emergency management plans and policies. The organizations listed above as well as others have specializations that can be effectively used if they are included in the development of the community's policies.
33. **Technological Disasters**: Technological disasters occur when there are accidents or failures of systems and structures.

Note: [Houses of Worship, Medical Treatment Facilities, Community Service Organizations and Civic Organizations] are a key component to community health, stability and vitality. These organizations provide invaluable assets in the form of spiritual, human and monetary resources. These resources are used to support programs that address spiritual, medical and social needs. Their facilities are instrumental in addressing these needs and are a vital asset to the members and the communities served. An interruption to human resources, spiritual resources, social resources, monetary resources, or the structure itself could have a devastating impact on a community. To mitigate the potential impacts that emergency and disaster situations can cause, it is imperative that all organizations develop **plans, processes, and procedures** for responding to emergencies and disasters. This includes, but is not limited to, assessing facility safety, developing a plan of action and exercising the plan of action.



The following tips should be considered when beginning the planning process:

- Connect with the local emergency management agency (EMA) and local first responders and invite a representative to be part of the planning team.
- Include facility managers, groundskeepers, organizational leaders and support staff in planning efforts.
- Consider the holidays, cultural celebrations and special events of the organizational community.
- Consider including other houses of worship, medical treatment facilities, community service organizations and civic organizations within the community in the planning process.

This document is intended to provide a foundation to begin the emergency operations planning process. This template is meant to be **customizable and scalable** to fit the needs of all organizations that choose to use it as a guide. The ultimate goal is to ensure the safety and security of the entire organizational [membership/family/clients]. Developing a clear, concise facility/organization Emergency Operations Plan will assist organizational leadership with providing a more safe, secure environment possible.

Purpose & Scope

The purpose of this document is to outline the process for how *[insert name of Organization]* will prepare, respond to and recover from emergency or disaster incidents. This document will cover:

- Facility Safety Assessments
- Member Demographics
- Potential Emergencies/Disasters
- Different levels of Emergencies/Disasters
- Roles and Responsibilities
- Response Protocols (for incidents requiring internal and/or external coordination)
- Procedures for specific types of emergency/disaster incidents

Situation Overview

Organizations, like *[insert name of Organization]*, are typically places that provide their members with *[comfort and inspiration]*. Most of the members who attend *[insert name of Organization]* expect to find *[peace and solace]*. Unfortunately, disasters and emergencies can strike any place at any time! An emergency or disaster could have devastating long lasting impacts on *[insert name of Organization]* and *[insert name of community]*. Impacts could include: injury or loss of life, negative emotional impact on members, damage or loss of the facility, damage or loss of equipment or furnishings, loss of personal property, loss of revenue or loss of donations. To mitigate the potential impacts on *[insert name of Organization]* as well as *[insert name of community]*, the *[Organization leadership team]* developed this Emergency Operations Plan as a guide for how to address disaster or emergency situations that may impact the facility, the members, the leadership or the surrounding community.

Assessment of Existing Operations

To develop an efficient and effective Emergency Operations Plan, *[name of Organization leadership team]* began by reviewing the: **a)** *[insert name of Organization]* facility safety assessment checklist (Figure 1.0), **b)** the Organization Facility and Member Snapshot Form (Figure 2.0) and **c)** the potential threats (Table 1.0) that are most likely to impact the facility, the members and the community at large.

The Facility Safety Assessment (Figure 1.0 – located on the Praise & Preparedness website under “Tools”) provided the *[name of Organization leadership team]* with a thorough understanding of the facility and member strengths and weaknesses. The Organization Facility and Congregation Snapshot (Figure 2.0 – also located on the Praise & Preparedness website under “Tools”) gave the *[name of Organization leadership team]* the opportunity to accurately account for all *[insert name of Organization]* member and facility activities. The *[insert name of Organization]* Specific Threat and Hazards Table (Table 1.0 – located on page 14 of this EOP) provided the *[Organization leadership team]* with a comprehensive overview of all potential

threats and hazards that could impact the [insert name of Organization] and the surrounding community.

Figure 1.0: Facility Safety Assessment Checklist [see P&P website under “Tools” for editable copy of assessment to add in with plan]

[Insert Name of Organization] Facility Safety Assessment Checklist

Assessment Date: 00/00/0000	Facility Name: [insert name of organization]	Primary Contact: [insert name of head of establishment]
Assessor: [insert Name]	Facility Address: [insert facility address]	Facility Coordinator: [insert name of facility coordinator]

Section A: Organization Profile

Criteria	Yes/ No/NA	Description/Comments
Facility Capacity		[total including all buildings on campus]
Facility Campus Type		[single building, one story building (s), multi-story, multiple building(s), etc.]
Type of Building Materials		[construction materials: brick, siding, wood, etc.]
Total Number of Buildings		
Names of Each Building on Campus		
Total Number of Floors		[each building]
Approximate Total Square Footage		[each building=total]
Year of Construction		[each building]
Number of Rooms of Each Bldg.		
#of Exits		
Type of Surrounding Community		[urban, suburban, rural]
Are the following pieces of equipment and campus locations checked on a regular basis?	Fire/Life Safety Systems (i.e., fire pump, fire panel, alarm system) & Life Systems (AED)	
	HVAC	
	Fire suppression	
	Fire extinguishers	
	Smoke/Heat Detectors	
	Generators	
	Security Alarm	
	Kitchen	
Playground		
Were mechanical, custodial and electrical rooms found to be locked?		
Were all chemicals properly stored, labeled and in their original containers?		
Total Number of Members		
# of Staff Members		
# of People with Disabilities		
Average # of Visitors Daily		

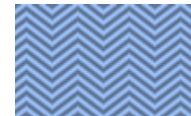
Figure 2.0: Organization Facility & Member Snapshot [see CAPP website under “Tools” for editable copy of assessment to add in with plan]

[Insert Organization Name] Facility & Member Snapshot																																													
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<p>Additional Considerations</p> <ol style="list-style-type: none"> 1. Is the facility used by organizations outside of the establishment? 2. How often is the facility used by non-members of the establishment? 3. Is the facility accessible to people with disabilities? 																																													

Table 1.0: *[insert name of Organization]* Specific Threats and Hazards

Day-to-Day Disturbances	Natural	Technological	Human-Caused
Most likely to happen during regular operating hours	Resulting from acts of nature	Involves accidents or the failures of systems and structures	Caused by the intentional actions of an adversary
<ul style="list-style-type: none"> • Fires • Internal Power Outages • Unintentional Equipment Failure • Congregant Health Challenges • Unintentional Emergencies that suddenly make the facility uninhabitable 	<ul style="list-style-type: none"> • Flooding • Severe Weather • Severe Winter Weather • Hurricanes • Tornadoes • Wildfires • Wind • Earthquakes • Sinkholes • Drought 	<ul style="list-style-type: none"> • Hazardous Materials Release • Utilities Failure • Transportation Incidents • Structural Collapse • Radiological Release • Dam Failure • Explosions or accidental releases from industrial plants 	<ul style="list-style-type: none"> • Missing Child (Kidnapping) • Domestic Violence • Organized Terrorism Attack • Civil Disturbance • Cyber Attack • Active Shooter • Chemical Agent Attack • Biological Attack

Suggestion for Plan Writers/Developers: See Appendix for entire Organization Facility Safety Assessment Checklist. The assessment should be completed with the guidance of the building or facility coordinator and should include copies of campus maps and room diagrams. The facility safety assessment and the Organization Facility and Member Snapshot should be updated at least annually and should be included as part of the finalized Emergency Operations Plan.



After assessing facility safety, reviewing the facility/member snapshot and identifying potential threats, the *[Organization leadership team]* completed the situation overview by conducting a more in depth analysis of each potential threat subject area: day-to-day operation emergencies, natural disasters, technological disasters and human-caused disasters.

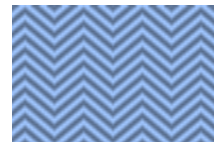
Day-to-Day Disturbances

Day-to-day operational disturbances for the *[insert name of Organization]* consist of situations that could occur on a frequent basis and have the potential to render the primary facility uninhabitable. Examples include sudden power outages, *[member/client/congregant]* health

challenges, sudden equipment failure and fires. The [Organization leadership team] developed the following policies for addressing the impacts of these potential emergencies. The following policies outline the [insert name of Organization] protocol for facility closings and functions during non-operational hours:


- **Organization Closings:** In the event that [insert name Organization] must be closed due to an emergency or disaster, the [insert Organization leadership team] will issue the notice of the closing. If [insert name of Organization] is expected to be closed prior to normal operating hours, staff should listen to local radio and television broadcasts for updates. However, notifications will also be made via a phone tree to notify all staff that the facility is closed. If the facility is closed during normal operating hours, an announcement will be made to the staff and a hotline telephone message will be made by the [Organization leadership team] to the regular [congregants/members/clients] and staff members.
- **Functions During Non-Operational Hours:** Some functions occur before and/or after normal operating hours of the [insert name of Organization]. These events typically involve fewer individuals, however, safety of the facility and of the participants is still important to the [Organization leadership team]. All applicable safety procedures as outlined during normal operating hours are effective during non-operational hours. **See Reference Appendix pages 8-9 for more information about Organization day schools & transportation/trips (functions that can occur outside of normal operating hours).

TIP: Some Organizations do not have daily activities on a regular basis and many may not even have a regular staff on a day to day basis. However, people will most likely visit the facility at some point during the week illustrating a strong reason to have a plan for events that may occur at the organization during non-operational hours. [Daily activities are events or functions that occur at some point during the week. Many times, there are different activities planned from day to day. Staff is identified as anyone who executes duties for the organization regularly regarding the administration and running of the organization, whether they are paid or volunteer].




Natural Disasters

Natural Disasters/Hazards are characterized as emergencies caused by forces extraneous to man in elements of the natural environment. The [insert name of Organization] is at risk for a variety of natural hazards including: [insert list of potential natural hazards, see list in Table 1.0 – located on page 14 of this plan]. Natural hazards cannot be managed and are often interrelated. Natural hazards can occur in uninhabited areas and cause no damage to humans or the built environment; however, when a hazard and the built environment intersect, significant damage to developed communities occurs, causing a natural disaster.

Note: This EOP Template includes a Natural Hazards Annex Template (see CAPP website under “Tools”) which addresses planning for specific types of natural hazards: thunderstorms and lightning, tornadoes, floods and flash floods, winter storms, wildfires, hurricanes and earthquakes. 


Technological

Technological disasters occur when there are accidents or failures of systems and structures. Examples include: intentional or unintentional breakdown in technological equipment used during normal operations, hazardous material releases, widespread, long-lasting utilities failure, transportation incidents, structural collapse, radiological releases, dam failure, explosions or accidental releases from industrial plants. Based on the size of the [insert Organization name] and the results of the facility assessment, the [insert name of Organization] is potentially at risk for the following technological disasters: [insert list here].

TIP: It is important to remember that all organizations are susceptible to emergencies and disasters that can occur on different scales. An example would be a power outage that is experienced within a community for a long period time resulting from a natural hazard like a tornado, versus one that is concentrated within the organization facility due to local power company issues. Each type of outage would present challenges to the leadership team and should be addressed to ensure the organization facility is habitable and can continue to be used for services. 


Human-Caused

Human caused disasters are caused by the intentional actions of an adversary. The [insert Organization name] is at risk for a variety of human caused disasters including: [insert list of potential human-caused disasters].

Note: This EOP Template includes a Human-Caused Disasters Annex Template (see CAPP website under “Tools”) which addresses specifics regarding planning for human-caused disaster threats like bomb threats, hostage barricades, missing children(kidnapping), intruders (suspicious person), weapon on campus, active shooter, sexual assault, civil disturbance, injury, illness, suicide and death. 

Concept of Operations

Once the [Organization leadership team] finished the situation overview, the next step was to outline operational procedures. The [Organization leadership team] began developing the operations protocol by breaking down the responsibility of each player in the emergency response process. This section of the plan covers roles and responsibilities, response protocols and plan activation.

TIP: Most times, several people are involved in emergency preparedness as well as the execution of an Emergency Operations Plan. A well thought-out and rehearsed disaster plan is an excellent starting point for raising the consciousness of the congregation and staff about the reality of life-threatening hazards, while also training them on lifesaving techniques. 

Roles & Responsibilities

Identification of roles and responsibilities proved to be a critical step in plan development for the [Organization leadership team]. This section will cover the different team and individual roles of the various players on the [Organization Emergency Planning Team]. It will cover all applicable responsibilities for the [insert name of Organization name], including the [insert roles- Organization Leadership Team, Staff (paid or volunteer), Ushers, Deacons, the Emergency Management Team Lead (the Incident Coordinator), the Medical Response Liaison(or team), the Safety Response Liaison (or team), the Crisis Counseling Liaison (or team), the Media Liaison (or team), Parent Liaison(or team), the Finance Liaison (or team) and the Building/Facility Coordinator]. The [Organization Leadership Team] recognizes that roles and responsibilities will be based on the scale of the emergency or disaster. A smaller, more internalized emergency will most likely be handled by the Leadership Team and the regular staff members (paid or volunteer). While a larger event necessitating the need for coordination with external stakeholders will most likely require the Emergency Management Team Lead to coordinate response efforts.

[insert name of Organization] Leadership Team: The [insert name of Organization] Leadership Team consists of the [name of head of the establishment] as well as the designated leaders of [insert name of Organization]. These leaders include: [select the position types that fit your organization: list out leadership positions/titles of identified supervisors, managers, officers, officials, board members, associate ministers, deacons, worship leaders, as well as bible study leaders]. [Name of head of the establishment] has designated the following [insert position name or person] to act as the On-Site Emergency Coordinator. In addition, the [name of head of the establishment] has appointed [crisis counseling liaison] to coordinate crisis counseling activities (this role is explained in detail below). The [Organization Leadership Team] is responsible for:

- ✓ Training a small group of staff and/or Organization leaders in basic emergency action. This includes taking rosters with them if they must be evacuated.
- ✓ Keeping [employees/families/parents] and response agencies informed of emergency plans and revisions.
- ✓ Assigning roles of the Emergency Management Team.
- ✓ Utilizing present communication capabilities and integrating future capabilities into the emergency plan.

- ✓ Identifying a specific place/evacuation location on campus/off campus for [congregants/members/clients] and visitors required to leave the building.
- ✓ Executing periodic safety checks.
- ✓ Inviting emergency personnel to visit the organization on a regular basis to alleviate anxiety of membership following a crisis.
- ✓ Designating a staff member to be at the hospital to collect information about injuries and to report the information back to the organization.
- ✓ Designating a staff member to notify family members of the injured.
- ✓ Designating someone to assist with identifying the injured and the fatalities.
- ✓ Designating sufficient personnel to handle phones.
- ✓ Developing a strategy for post-crisis orientation for staff and [congregants/members/clients]. The post-crisis orientation will allow staff and [congregants/members/clients] to debrief and get a grip on what occurred with the event.
- ✓ Having a roster giving the names of members who are off campus at [*insert name of Organization*] related activities.
- ✓ Convening the Emergency Management Team consisting of the individuals who will be leaders in an emergency.
- ✓ Reviewing plans for on-campus and off-campus emergencies.
- ✓ Making notifications to the community about cancellation and re-start of services in the Organization.
- ✓ Conducting drills and making Emergency Operations Plan revisions based on drills.

Staff: The staff at [*insert name of Organization*] consists of [*list out the different types of work positions, staff-paid staff, volunteer coordinators, ushers, deacons, etc.*]. Staff participation during a day-to-day emergency response will be coordinated through the [*Organization Leadership Team*]. Staff will be responsible for:

- ✓ Participating in the development of the EOP and being familiar with all aspects of the plan.
- ✓ Executing duties as outlined in the EOP.
- ✓ Keeping the Emergency Management Team Lead informed of day-to-day emergency incidents.
- ✓ Being familiar with all avenues of exit at each building.
- ✓ If exiting a classroom or building, securing the classroom.
- ✓ Accounting for all [congregants/members/clients] under their supervision during the crisis. Reporting to the [*Organization Leadership Team*] any missing or injured [congregants/members/clients].

- ✓ Following a prearranged plan of transportation and supervision to appropriate shelters.
- ✓ Teaching emergency/disaster awareness and preparedness by incorporating these materials into existing curriculum.

TIP: Figures 3.0 and 4.0 (see the Direction, Control and Coordination Section of the Plan, also found in the reference Appendix) provide examples of different emergency coordination structures that can be used to respond to emergency incidents. Figure 3.0 is an example of a structure for the type of emergencies that may occur on a normal day. Figure 4.0 is an example of an organizational structure that could be used for a larger scale emergency response that may include stakeholders outside of the Organization. **TIP:** Due to the uncertainty of volunteer availability, Organization Leadership Teams should consider identifying individuals who can serve as back-up team members to support emergency support efforts. In addition, it is highly likely that some members of the day-to-day emergency response coordination structure will also be part of the large-scale emergency/disaster response organizational structure.



Emergency Management Team: In addition to the Organization Leadership Team and the staff designated to support the Organization Leadership Team, [insert name of Organization] has also developed an Emergency Management Team which consists of specific positions activated during an emergency response effort that warrants additional coordination that is beyond the capacity of the Organization Leadership Team and the support staff. The [insert name of Organization] Emergency Management Team consists of the following positions [insert position titles- Emergency Management Team Lead, Incident Coordinator, the Medical Response Liaison, the Safety Response Liaison, the Crisis Counseling Liaison, the Media Coordinator, the Parent Coordinator, the Finance Manager and the Building Coordinator].

**See the CAPP website under “Tools” to obtain the Emergency Management Team and Medical Response Team editable forms.

When activated, the Emergency Management Team responsibilities include:

Emergency Management Team Lead (Incident Coordinator)

- ✓ Serves as Incident Coordinator
- ✓ Briefs [Organization Leadership Team] on incident specifics and response operations.
- ✓ Immediately identifies themselves as the Emergency Management Team Lead to the appropriate public safety personnel responding to the incident.
- ✓ Remains in close proximity to the incident location (at the facility or as close as possible).
- ✓ Coordinates the emergency response effort.

- ✓ Ensures that necessary notifications are made.
- ✓ Acts as a liaison between the [*insert name of Organization*] and public safety personnel.
- ✓ Coordinates with all response participants including local fire, police, medical response personnel, etc.
- ✓ Ensures that all team members are assigned duties and understand all emergency procedures.
- ✓ Works with emergency response team members to evaluate the emergency.
- ✓ Ensures proper emergency communication.
- ✓ Delegates needed emergency actions.
- ✓ If requested is prepared to assist county or city emergency responders involved to aid in crowd control and building evacuation.

Building Coordinator (Facility Coordinator)

- ✓ Knows the floor plans of each building and the emergency evacuation procedures for any emergency – medical, fire, tornado, etc.
- ✓ Provides status reports and briefings to the Emergency Management Team Lead.
- ✓ Coordinates with the Emergency Management Team Lead and the local emergency agency/agencies on evacuations and other emergency actions.
- ✓ Serves as a lead on emergency planning activities and works closely with the Emergency Management Team Lead on emergency response coordination.
- ✓ Assists with recruiting Emergency Management Team members.
- ✓ Schedules trainings for the Emergency Management Team.
- ✓ Communicates ongoing and evolving emergency response plans.

Medical Response Liaison (or team)

- ✓ Provides emergency first aid and assistance in line with their training until medical assistance arrives.
- ✓ Immediately identifies themselves as the Medical Response Liaison to any personnel responding to the incident.
- ✓ Assists in triage activities.
- ✓ Conducts a primary assessment of the medical emergencies and reports this assessment to appropriate personnel.

Safety Response Liaison (or team)

- ✓ Building evacuations – responsible for reporting to the Incident Coordinator that their assigned section has been cleared during an evacuation.

- ✓ Immediately identifies themselves as the Safety Response Liaison to any personnel responding to the incident.
- ✓ Helps to implement and announce lock down/shelter in place procedures
- ✓ Performs other intervention procedures as the situation dictates
- ✓ Works in coordination with the building maintenance/trustees to minimize hazards.
- ✓ If available, maintains hand-held radios to coordinate with Emergency Management Team Lead and other team members as deemed appropriate.

Crisis Counseling Liaison (or team)

- ✓ Assesses the need for onsite mental health support.
- ✓ Determines if there is a need for outside agency assistance.
- ✓ Provides onsite intervention/counseling.
- ✓ Manages the well-being of those from the Organization that are responding to the incident, congregants, and staff and reports it to the [*insert name of head of the establishment*].

Media Liaison (or coordination team)

- ✓ Works with the [*insert Organization Leadership Team name*] to develop strategies for addressing media inquiries.
- ✓ Meets the media and communicates a consistent message to be delivered to the community.
- ✓ Coordinates and advises on the preparation of news statement and arranges interviews.

Parent Liaison (or coordination team)

- ✓ Serves as a liaison between parents and the [*insert name of the Organization Leadership Team*]
- ✓ Coordinates response to parents who may arrive at the Organization with inquiries about the incident and the well-being of the children involved.
- ✓ Advises parents of the situation and advises them whether their child was involved in the emergency.
- ✓ After the emergency has been cleared, assists those who wish to take their child home.

Finance Liaison (or team)

- ✓ Tracks resources that may be needed to help the organization and/or [congregants/members/clients] respond and recover from the event
- ✓ Tracks the source (who the resource came from) and use of resources (who used/are using the resources)
- ✓ Acquires ownership of resources
- ✓ Compensates the owners of private property used by the organization
- ✓ Maintains recording keeping for possible reimbursement by insurance agencies or a government entity.

Response Protocols

This section outlines [*insert name of Organization*] specific emergency response protocols including: [*insert applicable response protocols for Organization- emergency procedures, evacuation protocol, family reunification protocol, media protocol, communication equipment protocol*].

Emergency Procedures: Emergency Procedures explain how the [*insert name of Organization*] will respond during [*insert applicable emergency procedures -normal operations, operations during impending severe weather, operations during a heightened state of security/preventative lockdown, operations during a heightened state of security that requires evacuations, operations during an actual crisis response protocol and procedures for returning to normal operations*]. The [*Organization Leadership Team*] will be the main authority to initiate building lockdown or evacuations. The [*Organization Leadership Team*] will designate several key personnel who are authorized to make such decisions. All designees will be made aware of their responsibility and the scope of their authority to act. This section outlines procedures to be performed by the designated individuals when deemed appropriate. Designated individuals will be relieved of such responsibility upon the arrival of the [*Organization Leadership Team*] or local emergency responders.

1) Normal Operations (Day-to-Day Activities): Examples of when [*Organization Leadership Team*] will conduct normal day-to-day activities include: [*routine hours of operation, scheduled meetings, scheduled services, instructional activities, trips and classes*].

Procedure:

- ✓ Continue normal safety measures such as inquiring about suspicious persons, ensuring exits and entrances are secure, etc.
- ✓ Explain evacuation procedures to members; teach about safety.

2) Impending Severe Weather: Examples of situations where impending severe weather protocol may be initiated by the [*Organization Leadership Team*] include: thunderstorm watch

and warnings, tornado watch and warnings, hail storms, high winds, winter weather events, flashfloods, etc.

Procedure:

- ✓ Review the emergency procedures and have them posted in all rooms.
- ✓ Monitor weather bulletins including weather radios, TV and/or radio news broadcasts.
- ✓ Keep staff and [congregants/members/clients] informed concerning the weather situation.
- ✓ Activate “spotters” when appropriate. (see glossary for definition of spotter)

3) Heightened State of Security/Preventative Lockdown Protocol: Examples of situations where heightened state of security/preventative lockdown protocol may be initiated: bomb threats, weapons on campus, a major crime or police chase near the organization, and civil disturbances that pose a threat to [congregants/members/clients] and staff.

Procedure:

- ✓ The [*Organization Leadership Team*] will inform all organization staff and [congregants/members/clients] that the heightened state of security/preventative lockdown protocol is being implemented by use of the PA system or any means of available communications. Personnel in areas without intercom/phone/radio capability will be notified in person by a runner from the [*Organization Leadership Team*]. Staff should be briefed through a designee in person or via a written memorandum regarding the situation.
- ✓ If a bomb threat has been verified, all wireless communication should be terminated immediately in the vicinity of the suspected package. The slightest radio signal emitted from a cell phone can detonate a bomb, which is the reason for this recommendation.
- ✓ Children who may be separated from parents at the time of threat should be reunited with them as quickly as possible.
- ✓ If [congregants/members/clients] are not in a room at the time the warning is announced, they should proceed to an assigned meeting room. Organization leaders (including every level of management/leader/small group leaders) will lock their room doors once the hallways near their rooms are clear of [congregants/members/clients]. If leaders observe imminent danger near their room, they should immediately secure their room and notify an [*Organization name*] staff member of the danger.
- ✓ If no imminent danger has been detected, leaders should brief members that the organization has been placed on a heightened security status as a precaution and that no imminent danger has been detected. [Congregants/Members/Clients] should be given instructions as appropriate as to what they should do during the lockdown

protocol. Organization staff not assigned to room duties should follow the organization's procedures for limiting access to their workplace. They should also report any suspicious activity to the main office immediately.

- ✓ While the lockdown protocol is in effect, leaders should only open room doors for organization staff members unless clearance is obtained from the [*Organization Leadership Team*].

4) Heightened State of Security Requiring Evacuation Protocol: Examples of situations where heightened state of security requiring evacuation protocol may be initiated: a bomb threat has been deemed as credible, release of chemicals that adversely affect the health and safety of members or staff; and any other event that requires the evacuation of the building.

Procedure:

- ✓ The [*Organization Leadership Team*] will inform all [*insert name of Organization*] staff that the evacuation protocol is being implemented by use of the PA system. Personnel in areas without intercom/phone/radio capability will be notified in person or via a written message regarding the situation.
- ✓ Congregants should be given instructions as appropriate as to what they should do during this protocol. [*insert name of Organization*] staff not assigned to room duties should follow the [*insert name of Organization's*] procedures for evacuating the building. They should also report any suspicious activity to the [*Organization Leadership Team*] immediately.
- ✓ All members and staff shall evacuate the building immediately and proceed to their pre-determined assembly areas outside and away from the building.
- ✓ Once at their assembly areas, leaders should report the status of their members to the [*Organization Leadership Team*] and/or appropriate staff member.
- ✓ Staff shall carry a current member roster and emergency contact information with them anytime the building is evacuated to their assembly areas.
- ✓ Children not with their families will not be allowed to leave their assembly areas unless the leader obtains authorization from the [*Organization Leadership Team*].
- ✓ If activities are occurring outside, those outside should be warned and informed not to come back inside of the building.
- ✓ Following an evacuation due to a credible bomb threat, no one will enter the building until it has been cleared by law enforcement.

5) Actual Crisis Response Protocol: Examples of situations where actual crisis response protocol may be initiated: shots being fired on or immediately adjacent to the campus, violence on campus, an explosion near but not on the campus, a hostage situation or armed barricaded subject on or immediately adjacent to the campus, natural disasters, hazardous materials

incidents, or threats involving weapons of mass destruction which indicate immediate danger, and a civil disturbance that is out of control.

Procedure:

- ✓ [*Head of the establishment*] or his/her designee will announce that the actual crisis response protocol is in effect. Runners may be sent, if it is safe to do so, to ensure that personnel in outside areas are notified.
- ✓ Leaders should brief congregants that the Organization has been placed on a heightened security status as a response to an apparent crisis. They should advise [*congregants/members/clients*] to remain quiet until more can be learned about the situation. Leaders should then begin calmly and quietly reviewing emergency evacuation procedures with members to prepare them for possible evacuation.
- ✓ Leaders will immediately lock their rooms and advise congregants to move away from doors and windows, and sit on the floor.
- ✓ If they are not in a room at the time the protocol is announced, [*congregants/members/clients*] should proceed to an assigned room. If it appears unsafe to proceed to their room, [*congregants/members/clients*] should proceed to the nearest room. Leaders will lock their doors once the hallways near their room are clear of [*congregants/members/clients*]. If leaders observe imminent danger near their room, they should immediately secure their room and notify [*Organization Leadership Team*] and/or the appropriate [*insert name of Organization*] staff member of the danger as well as 9-1-1.
- ✓ [*Insert name of Organization*] staff not assigned to room duties should follow their assigned emergency duties.
- ✓ Personnel who are engaged in outdoor activities when the protocol is announced will need to make a prompt determination as to whether it is safer to attempt to enter the building, to take shelter, or to leave the campus to seek shelter in the safest place available. If the decision is made to leave the campus, [*congregants/members/clients*] present should move as quickly as possible. A list of all who are evacuated should be made by the staff member or leader present as soon as it is safe to do so.
- ✓ [*Congregants/Members/Clients*] should not be instructed to leave the room unless the leader receives instructions from the [*Organization Leadership Team*] or emergency responders.
- ✓ Leaders should not open the door to any rooms unless they are instructed to do so by a staff member that they recognize by sight or voice. Emergency response personnel may enter the room by using a master key; otherwise the door will not be opened.

6) Return to Normal Operations: Once danger has passed, the [*Organization Leadership Team*] may be able to return the facility to normal operations.

Procedure: The return to normal protocol should be used when-

- ✓ There is no indication that an above normal level of danger exists.
- ✓ Further measures such as evacuation will not be needed.
- ✓ It is possible for the functions of the Organization to continue.
- ✓ The [*Organization Leadership Team*] will announce that the Return to Normal Operations is in effect via [*identify mode- i.e. public address system, word of mouth posting on entrances/exits*].
- ✓ The [*Organization Leadership Team*] will make a brief announcement to inform the [*congregants/members/clients*] and staff of the reason the other protocols were utilized.

Evacuation Protocol: When it is necessary to evacuate the building, either a fire alarm, or heightened state of security requiring evacuation protocol using the public address system will signal the evacuation. Evacuation reasons could include: bomb threat, explosion, chemical spill, and any other event that requires the evacuation of the building. This section outlines the different evacuation preparedness, response and family reunification.

1) Preparedness

Before an Evacuation

- ✓ Maps showing the evacuation routes for all locations in the building are posted in each room in the building.
- ✓ A master copy of the evacuation plan is in the [*head of the establishment's*] office and is carried with the [*Organization Leadership Team*] during all evacuations.
- ✓ Staff and [*congregants/members/clients*] will be oriented to their specific duties, requirements and responsibilities should an off-campus evacuation become necessary.
- ✓ The public address system will be the primary means of notifying building occupants, when possible. In the event the public address system fails, the announcement of an evacuation will be made by a bullhorn, or by other effective means of communication.
- ✓ Consider not removing any bags from the facility during an evacuation due to a bomb threat.
- ✓ Evacuation drills take place on an annual basis.

2) Response

During an Evacuation

- ✓ Leaders should bring their rosters with them, if applicable.
- ✓ Leaders will ensure that all [congregants/members/clients] are out of their rooms and adjoining restrooms and workrooms.
- ✓ Groups will proceed to their designated assembly areas. Once there, leaders will make note of members who are not present and furnish those names to Organization staff members as soon as possible.
- ✓ The first member out will be instructed to hold open the exit door(s) until all persons in the group have evacuated. This procedure is to be continued until the building is clear.
- ✓ Leaders will close, but not lock doors, before they follow their [congregants/members/clients] out of the building.
- ✓ Leaders will remain with their group until the [*Organization Leadership Team*] sounds an “all clear” signal.
- ✓ Staff members will gather lists of unaccounted persons from staff members to provide to the [*Organization Leadership Team*] and emergency response personnel.

Family Reunification Protocol After An Evacuation

- ✓ Parents who are not with their children at the time of an evacuation will be notified by runners, when it is safe, of where they can be reunited with their children.
- ✓ Designated personnel, along with law enforcement, will check the identification of those entering the reunification area and provide them with name tags.
- ✓ Designated personnel, assisted by law enforcement, coordinate the signing out of those in the reunification site. Anyone picking up a child, under the age of 18, must be a verified person on the minor’s check out card authorized to pick up the child.
- ✓ A mental health professional or counselor should be assigned to calm those waiting at the reunification site and distribute information sheets on traumatic stress reactions.
- ✓ Reunited families should be encouraged to leave the reunification site promptly.
- ✓ Those who have not been picked up from the reunification site by a certain time will be taken to a secure area until a family member comes to pick them up. [*Insert Organization’s name*] Media Liaison and Parent Liaison will relay the message to the Organization community of the new pick up site where family members can pick up their loved ones.

Communications

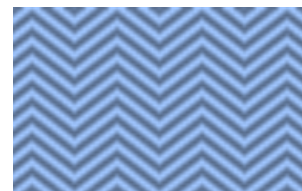
Besides conducting the [*insert name of Organization*] facility safety assessment, completing the demographics form, assessing potential threats, identifying roles, responsibilities and emergency procedures, the [*Organization Leadership Team*] also reviewed methods of communication with internal and external stakeholders. This was a key step in the planning process for the [*Organization Leadership Team*]. This section discusses information collection

(including emergency alerts and warnings), information dissemination, communication equipment usage and protocol for dealing with the media during emergencies and disasters.

Information Collection: During an emergency or disaster incident, the [*Organization Leadership Team*] expects to collect information in a variety of ways including: [*list out information collection methods, i.e. [congregants/members/clients] reports, media alerts, NOAA Weather Radio Alerts, messages from other organizations, etc.*]. Below are methods [*insert name of Organization*] will use for collecting information from various sources during all phases of an emergency:

- ✓ Identify the type of information that will be helpful in the successful implementation of the activities that occur before, during and after an emergency
- ✓ Scan information sources like: weather reports, law enforcement alerts, National Oceanic and Atmospheric Administration (NOAA) radio alerts, crime reports, websites and hotlines for mental health agencies, Emergency Management Agencies, and relief agencies assisting in all aspects of emergency response and recovery.
- ✓ Be prepared to provide answers to the various questions for each of the identified types of information:
 - What is the source of the information?
 - Who analyzes and uses the information?
(ex: head of the Organization? Emergency Management Team Leader?)
 - How is the information collected and shared? (ex: Is the Media Coordinator collecting and then sharing to local media outlets? Is the information coming from a NOAA radio or local news broadcast?)
 - What is the format for providing the information to those who will use it?
(ex: Email blasts, if power is still on? Solely using local media outlets?)
 - When should the information be collected and shared?
(ex: as soon as the information can be received? After the event occurs?)

TIP: The National Oceanic and Atmospheric Administration radio is also known as the NOAA Weather radio. NOAA is a nationwide network of radio stations broadcasting continuous weather information directly from the nearest National Weather Service office. National Weather Radio broadcasts official weather service warnings, watches, forecasts, and other hazard information 24 hours a day, 7 days a week.



Information Dissemination

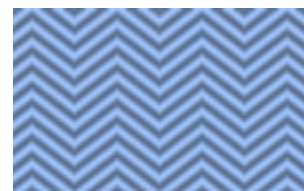
In order to establish effective communication during an emergency incident, [insert name of Organization] will collect all information relevant to the persons and events involved in the emergency and disseminate appropriate information to all parties involved. Information will be shared with parents, families, law enforcement agencies, medical service agencies, print and electronic media representatives and the general community. By effectively managing communication, [insert name of Organization] intends to provide necessary services to its members and staff, and to the families of those persons affected by the emergency or disaster situation. It is expected that effective collection and dissemination of information will minimize problems caused by unfounded rumors.

To address inquiries from the media, [insert name of Organization] will follow the following Media Specific Protocol-

- ✓ [Organization Media Liaison] or designated staff member will be responsible for working with the media. All media requests will be directed through the [Organization Leadership Team or the Emergency Management Team Lead].
- ✓ As soon after an emergency as is reasonably possible, the [Organization Leadership Team] will meet to establish relevant position statements on topics about which the media have questions.
- ✓ Screen interview requests for children under the age of 18 and ensure parent permission for interviewing has been attained.
- ✓ A list of local media will be kept on hand so the community can quickly be informed of the event that has taken place. Examples include: radio stations, television stations, and newspapers.

TIP: *The communication equipment needs vary between each Organization. Since organizations are different sizes, there will be different communication needs and requirements. The following items are recommended for consideration:*

- *At least two telephone lines with published numbers.*
- *At least one data line attached via fiber to the Organization's computer.*
- *Walkie-talkies for all staff members.*
- *A bullhorn that recharges its batteries when not in use.*
- *Intercom systems with member-initiated call capabilities from each office/classroom.*
- *An emergency communication kit that will contain an abundant supply of batteries (all appropriate sizes), a list of all Organization and family telephone numbers, family email*



addresses, family social media addresses; business passwords and social media site passwords, website addresses; FAX numbers and others.

- A current backup copy of all computer files (on external hard drive and/or cloud drive that can be loaded immediately into a portable computer).

Direction, Control, and Coordination

This section describes [*insert name of Organization's*] framework for all direction, control and coordination activities. It explains who provides overall direction control and coordination of the incident and which [*congregants/members/clients*] are responsible for supporting the [*Organization Leadership Team*]. This section:

1. Describes the chain of command used by [*insert name of Organization*].
2. Describes the relationship between the Organization's plan and the broader community's emergency management system (**see Figure 5.0**).

TIP: Figures 3.0 and 4.0 provide examples of different organizational structures that can be used in response to emergency incidents. Figure 3.0 is an example of a structure for the type of emergencies that may occur on a normal day within the Organization. Figure 4.0 is an example of an organizational structure that could be used for larger scale emergency response that may include stakeholders outside of the Organization (i.e. local public safety personnel). Figure 5.0: Disaster Incident Coordination Chart outlines the process for managing an incident that would require coordination of multiple departments through a local Emergency Management Agency.

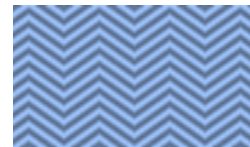


Figure 3.0: (Example)-Day-to-Day Operations Emergency Coordination Structure

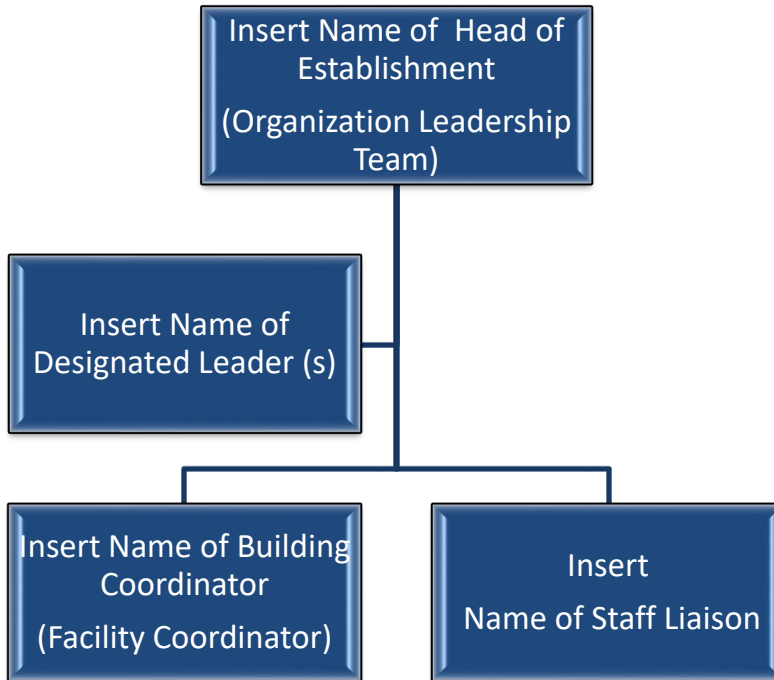


Figure 4.0: (Example) Large-Scale Emergency Coordination Structure

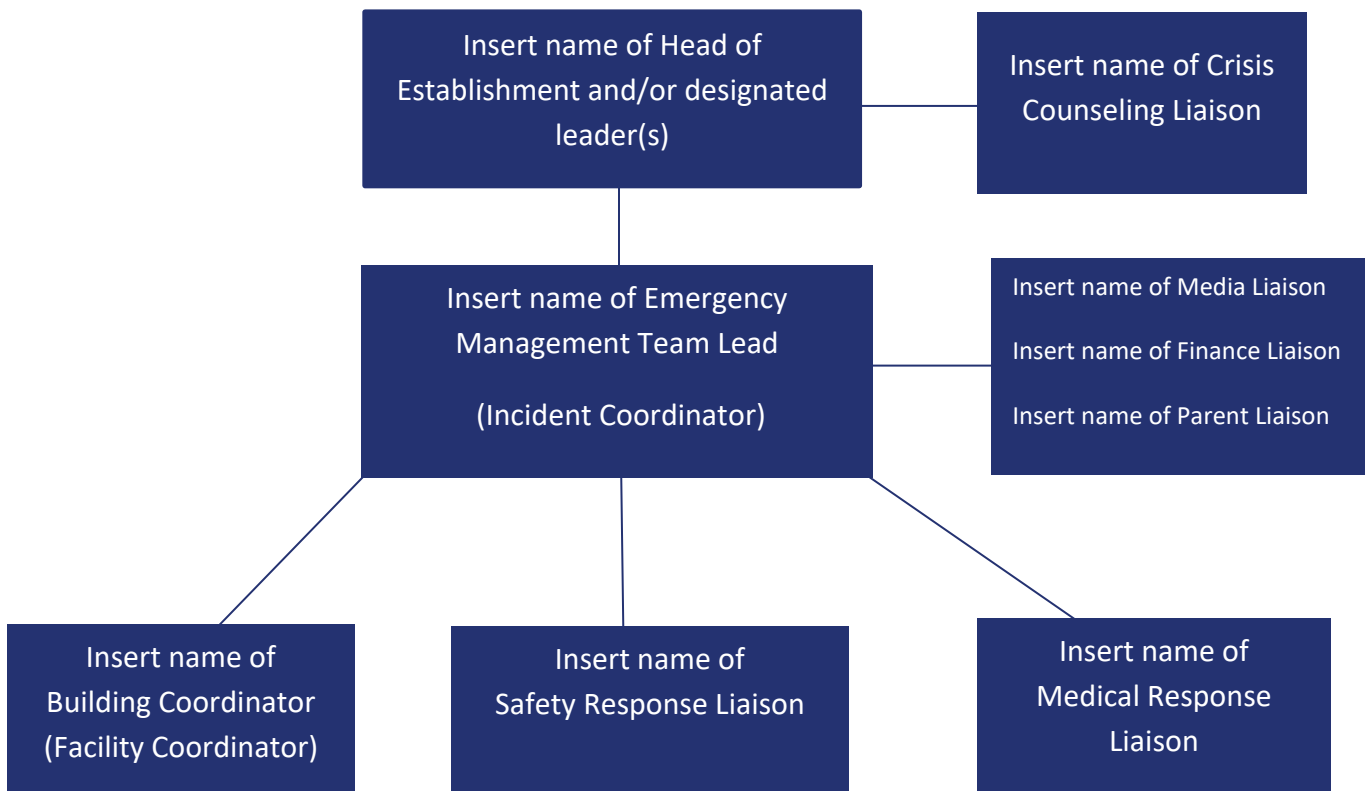
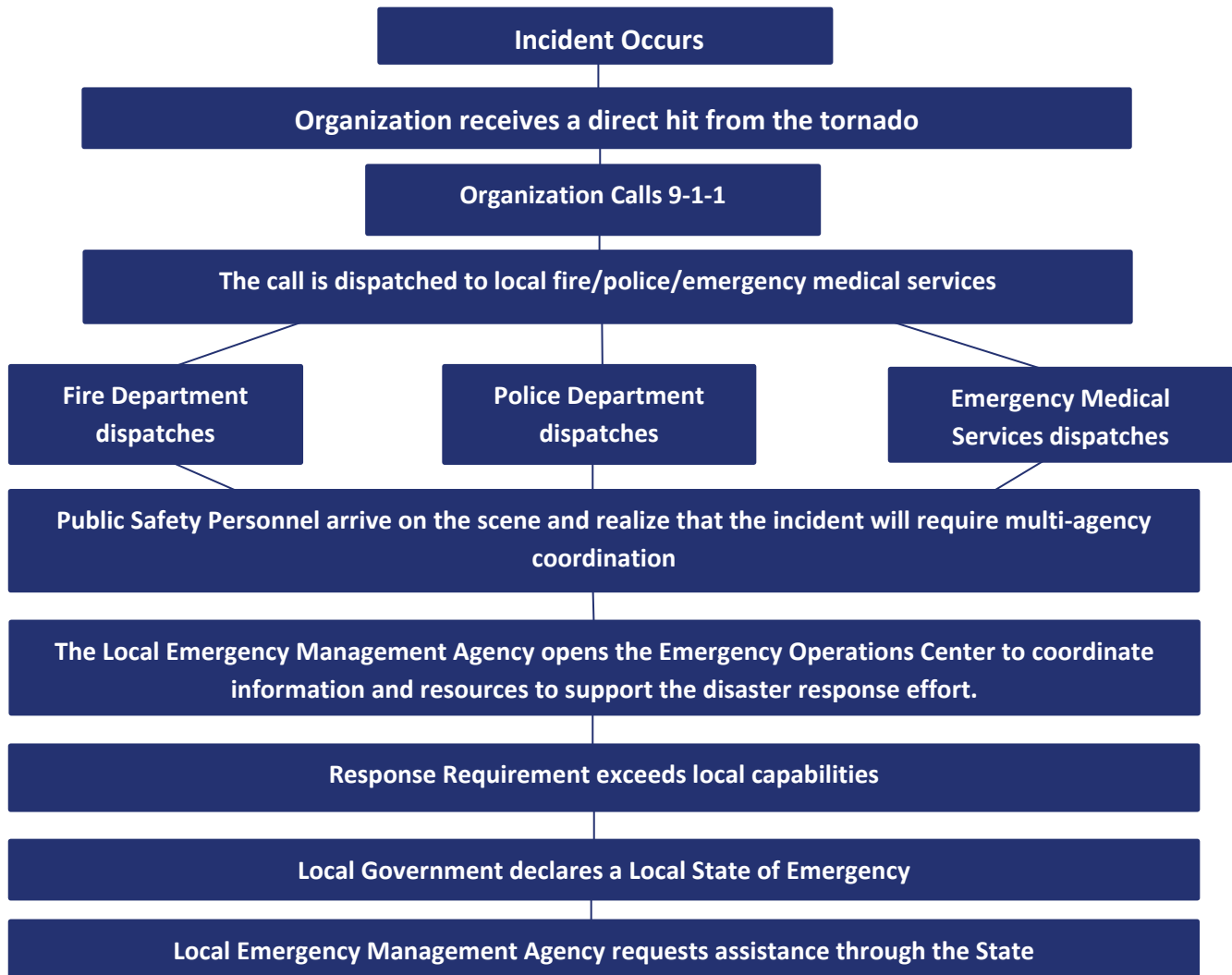


Figure 5.0: (Example) Tornado Disaster Coordination Chart (see Reference Appendix for full chart)



Administration, Finance and Logistics

In the event of an emergency or disaster incident at [insert Organization name], the *Organization Leadership Team Lead* will be responsible for identifying additional resources to meet the needs. This section covers general support requirements and the availability of services and support for all types of incidents, as well as general policies for managing resources. This section also identifies and references policies and procedures that exist outside of this plan. This section outlines each action regarding the administration and management of an emergency or disaster at [insert name of Organization]:

- The [*Finance Liaison*] will be the individual who will be in charge of administrative responsibilities and requirements that will be used to provide accountability for finances and resources that are used.
- The [*insert name of Organization*] will use [*indicate method for tracking key activities, i.e. word, excel, a scanner etc.*] as the method by which accurate logs of key activities will be maintained. (Examples of activities to maintain include when a lockdown, evacuation, reunification, protocol goes into effect, when a message goes out to the community about the event that occurred, when the last child is picked up from the reunification site)
- [*Insert Organization name*] will use [*indicate method for maintaining vital records, i.e. database, QuickBooks access, hard copies stored in predetermined location etc.*] as the method for maintaining vital records.
- [*Insert name of Organization*] will use the following sources [*insert type of sources here, i.e. interruption insurance, tithes and offerings, emergency fund, etc.*] for replacement of assets.
**See the *Additional Resources Appendix* for more information about interruption insurance pages 4-5.
- [*Insert Organization name*] will use the following methods [*insert type of sources here,*] for keeping financial records: tracking resource needs; tracking the source and use of resources; acquiring ownership of resources; and compensating the owners of private property used by the Organization.

Plan Review and Maintenance

The [*Organization Leadership Team*] shall approve this plan and review the Facility Safety Assessment, the Demographics Form and emergency plan [*insert how often, quarterly, annually*] and present for formal approval to the [*head of the organization*].

Each major element of the plan: Purpose & Scope; Situation Overview, Concept of Operations, Communications, Direction, Control and Coordination and Administration, Finance and Logistics, the [*Organization Leadership Team*] will be presented to [*insert who the EOP will be presented to, i.e. key team members, stakeholders, congregation, etc.*].

Exercising the Plan

The [*Organization Leadership Team*] will practice this plan [*insert how frequently the plan will be exercised, quarterly, annually, every two years*] to ensure all stakeholders are aware of the plan and understand their role. The [*Organization Leadership Team*] may choose from several different types of exercises to practice the facility emergency operations plan. Below are

descriptions of the different types of exercises, the [*Organization Leadership Team*] may choose to conduct:

- **Tabletop exercises** are small group discussions that walk through a scenario and the courses of action an organization will need to take before, during, and after an incident. This activity helps assess the plan and resources and facilitates an understanding of emergency management and planning concepts.
- During **drills**, local emergency management officials, community partners, and relevant organization personnel use the actual organization grounds and buildings to practice responding to a scenario.
- **Functional exercises** are similar to drills, but involve multiple partners. Participants react to realistic simulated events (ex: a bomb threat, or an intruder with a gun), and implement the plan and procedures using the Incident Command System (see the glossary).
- **Full-scale exercises** are the most time-consuming activity in the exercise continuum and are multiagency, multi-jurisdiction efforts in which resources are deployed. This type of exercise tests collaboration among the agencies and participants, public information systems, communications systems, and equipment. An emergency operations center is established (usually by the local Emergency Management Agency) and the Incident Command System is activated.

**See *Reference Appendix* pages 4-5 for a complete drill checklist.

[*Insert name of Organization*] will make a decision about how many and which types of exercises to conduct after consideration of the costs and benefits. [*Insert name of Organization*] will also consider having representative(s) participate in larger community exercises to ensure that efforts are synchronized with the entire community's efforts.

The [*Organization Leadership Team*] will take the following steps to conduct the exercises effectively:

- ✓ Include local emergency management officials and community partners
- ✓ Communicate information in advance to avoid confusion and concern
- ✓ Exercise under different and non-ideal conditions (ex: time of day, weather)
- ✓ Debrief and develop an After-Action Report that evaluates results; identifies gaps or shortfalls; and documents lessons learned
- ✓ Discuss how the plan and procedures will be modified, if needed, and specify who has the responsibility for modifying the plan.

Authorities and References

Many authorities guided the development of this Organization Emergency Operations Plan. This section provides the legal basis for emergency operations and includes:

- Lists of laws [*insert sources used*]
- Statutes [*insert sources used*]
- Ordinances [*insert sources used*]
- Executive Orders [*insert sources used*]
- Regulations [*insert sources used*]
- Formal agreements relevant to emergencies in the community [*insert sources used*]

APPENDICES *[include potential appendices as deemed appropriate]*

Critical Information (see different links on Praise & Preparedness website under “Tools)

- Facility Safety Assessment
- Organization Facility & Congregation Snapshot
- Emergency Management Team Form
- Medical Response Team Form
- Relocation Sites/Staging Areas

Reference Appendix

- Example Day-to-Day Operations Emergency Operations Coordination – page 1
- Example Large-Scale Emergency Coordination – page 2
- Disaster Incident Coordination – page 3
- Drill Checklist – pages 4-5
- Fire Exit Routes & Evacuation Assembly Areas – page 6
- Emergency & Medical Equipment Location Plan – page 7
- Organization Day School – page 8
- Transportation & Trips – page 9
- Bomb Threat Checklist – page 10

Additional Resources Appendix

- The Emergency Management Process – page 1
- Awareness/Education Program – pages 2-3
- Interruption Insurance Information – pages 4-5
- Communication Boards (For those with Language Barriers) – pages 6-7

In Georgia, the acronyms TAD and DDA refer to two completely different types of entities. A Tax Allocation District (TAD) is a tool for economic development, while a Downtown Development Authority (DDA) is a separate legal body for managing downtown areas.

Feature	Tax Allocation District (TAD)	Downtown Development Authority (DDA)
Primary Purpose	To fund public infrastructure and encourage development in specific, often underdeveloped, areas.	To manage and oversee the revitalization of a specific downtown business district.
Structure	A TAD is a designated geographic zone created by a local government.	A DDA is a public board, established by local ordinance, dedicated solely to the improvement of the downtown area.
Funding Mechanism	A TAD uses Tax Increment Financing (TIF), which captures the growth in property tax revenue within the district over time to pay for public projects.	A DDA can also use TIF to fund projects. It may also have other funding options, such as the ability to levy a limited millage for administrative costs.
Scope of Work	A TAD is specifically focused on the financing of public infrastructure projects, such as roads, utilities, and parks, within its designated area.	The DDA board manages a broader range of activities, including marketing and events, business recruitment, infrastructure improvements, and creating public gathering spaces.
Oversight	The TAD is typically managed by a redevelopment authority or city council, but a DDA may be assigned to manage a TAD.	The DDA is supervised by a board of directors, which often includes local business and property owners from within the district.
Legal Status	A TAD is a financial and geographic tool; it is not a standalone legal body.	A DDA is a separate legal body with powers to create development plans and manage a downtown district.

Downtown Development Authorities (DDAs) in Georgia offer a **pro** of streamlined development, improved public facilities, and economic revitalization through a dedicated focus on a central business district, but a **potential con** is the ability to incur debt, create tax increment financing districts, or use eminent domain, which can be controversial and impact existing businesses and residents.

Pros of a DDA

- **Focused Economic Development:**

DDAs provide a dedicated body with the power to focus on a specific downtown area, creating targeted plans for public facilities and private property improvements.

- **Streamlined Processes:**

By concentrating efforts and resources, a DDA can accelerate downtown development projects, including new construction, renovation, and revitalization efforts.

- **Public-Private Partnerships:**

DDAs can facilitate collaborations between public entities and private developers to achieve shared goals for the downtown area.

- **Increased Investment:**

A well-functioning DDA can attract new businesses, tourism, and investment, ultimately leading to economic growth and job creation.

Cons of a DDA

- **Potential for Debt and Tax Burden:**

The ability to issue bonds and create tax increment financing (TIF) districts can lead to municipal debt or impact future tax revenues for other services.

- **Impact on Existing Businesses:**

The development and redevelopment activities can sometimes disrupt existing businesses through increased competition, rising rents, or even displacement.

- **Use of Eminent Domain:**

The power to condemn and acquire private property through eminent domain, a power some DDAs hold, can be a controversial tool that raises concerns about private property rights.

- **Governance and Accountability:**

Creating a special-purpose district like a DDA can sometimes lead to questions about governance and accountability, especially if its actions are perceived as not aligning with the broader community's needs.

- **Financial Risks:**

Investments made by a DDA can carry financial risks if development projects fail or do not generate the projected economic returns



Welcome to Gainesville

Unlocking Growth
Understanding and Leveraging Tax Allocation Districts



BRYAN LACKEY
City Manager



ANGELA SHEPPARD
Deputy City Manager



JEREMY PERRY
Finance Director

GAINESVILLE



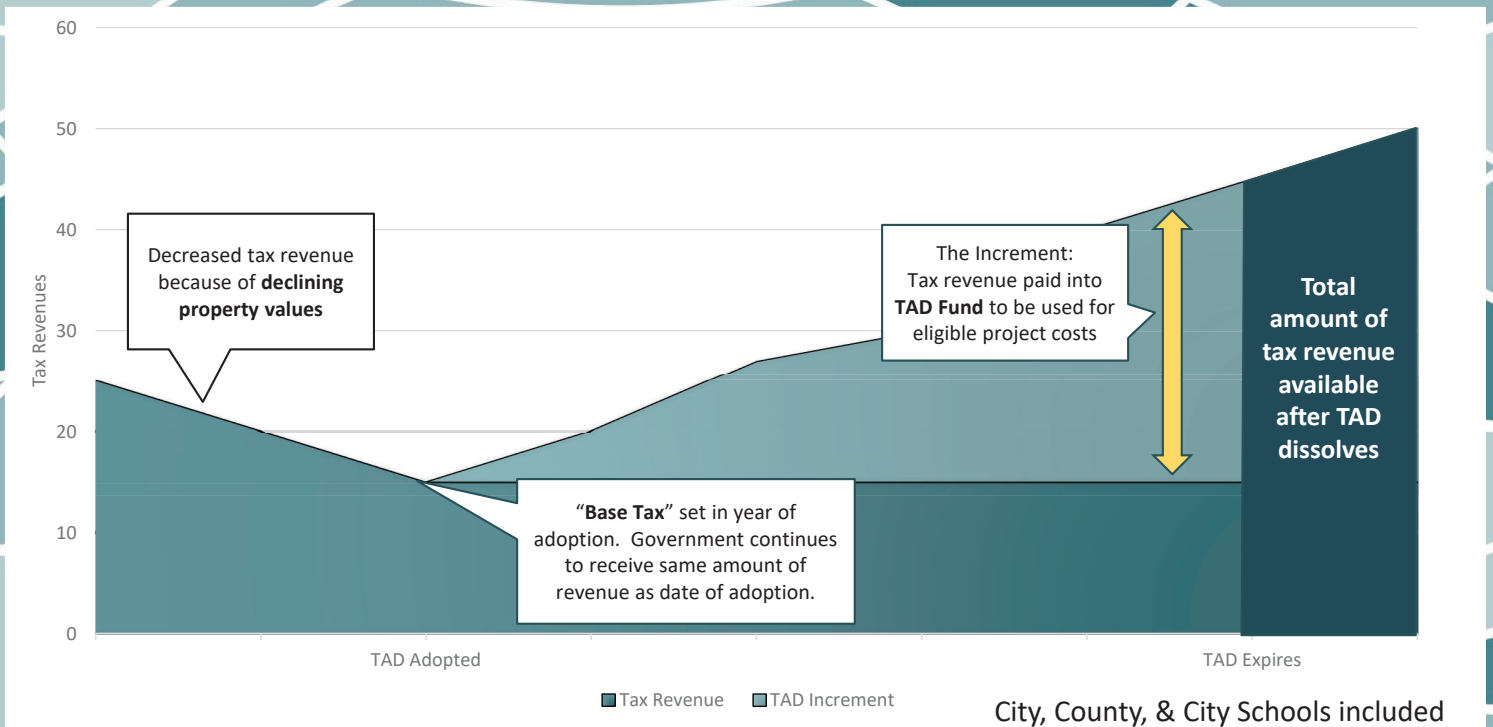




What is a Tax Allocation District (TAD)?

A financial tool where future tax growth in a district is used to fund improvements in the area today.

TAX ALLOCATION DISTRICTS



What is a Tax Allocation District (TAD)?

- Implemented in an area where property values are declining (The District)
- Property taxes are “frozen” at a base year
- Property taxes generated above the base year (The Increment) are put in a “special fund” and reinvested into the Tax Allocation District (TAD)
- Owners/Developers request TAD funding to improve their project or bridge a gap to make a project financially feasible
- Local government can use the money to make public improvements
- As the area improves, property values and property taxes increase

Uses of TAD Funds

Georgia Redevelopment Powers Law (OCGA 36-44) governs how TAD funds are used:

- Capital Costs : New Construction, Renovation, Demolition, Clearing & Grading of Land, Public Works Improvements
- Financing Costs
- Professional Service Costs : Architectural, planning, engineering, legal
- Real Property Assembly Costs

TAD Funds should not exceed certain % of Project Expenses

- Typically 15-20%

Establishing a TAD

General Assembly –
Redevelopment Powers

Voter Approval to use
Redevelopment Powers

TAD District Established

Adopt a Redevelopment
Plan for the District

IGAs with other Taxing
Entities

GA DOR certifies tax
base value

Ready for Applications!

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Establishing a TAD

TAD Committee

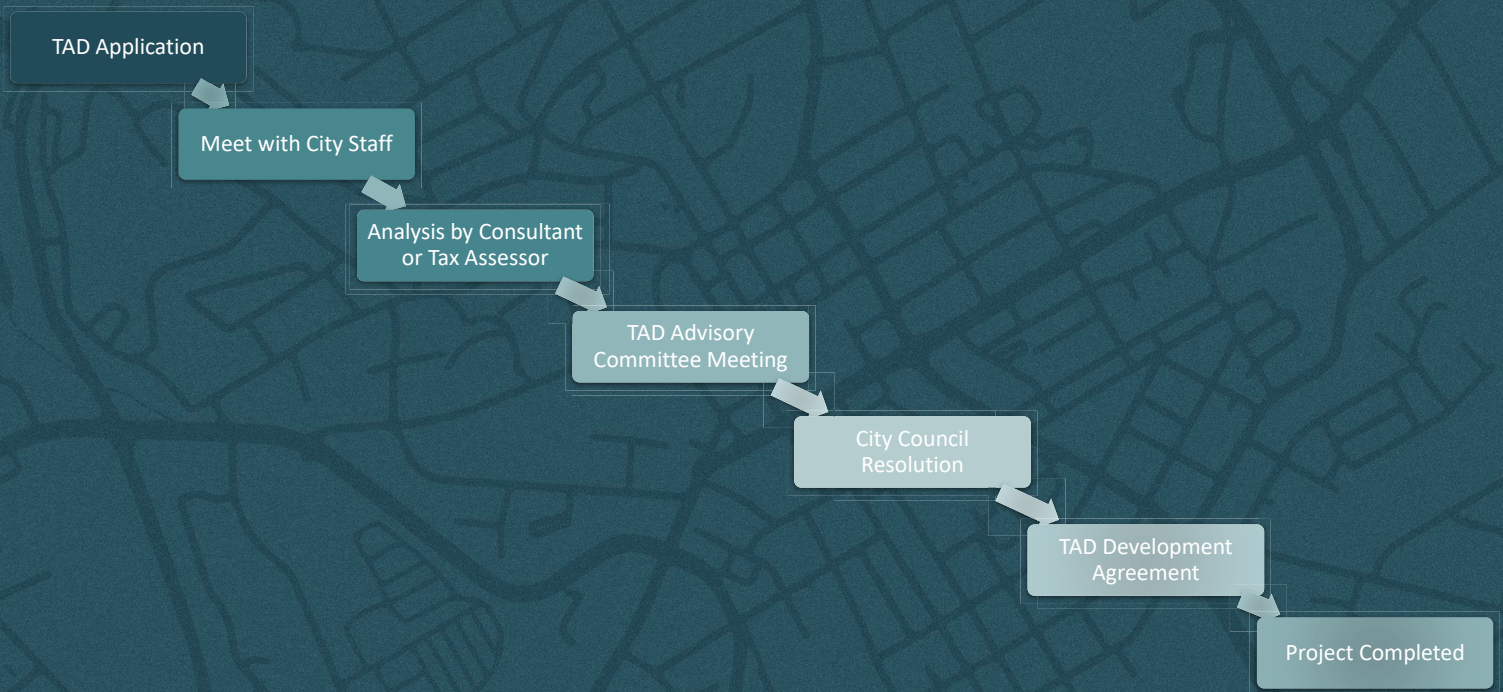
- Evaluates applications and makes recommendations to Council
- Must be approved by TAD Committee before moving to Council
- Includes all participating taxing authorities in the TAD

City, County, School, Chamber or Main Street, Real Estate, Banking

Establish Policies & Procedures

- Application Process
- Uses of TAD Financing
- Criteria to evaluate a project
- Contribution limits/Minimum developer investment

The TAD Application Process



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The TAD Payout Process

TAD payments have changed over time as projects have increased in size

- Lump sum payments for large projects are not possible because of cash flow
- Payout occurs annually, based on years approved

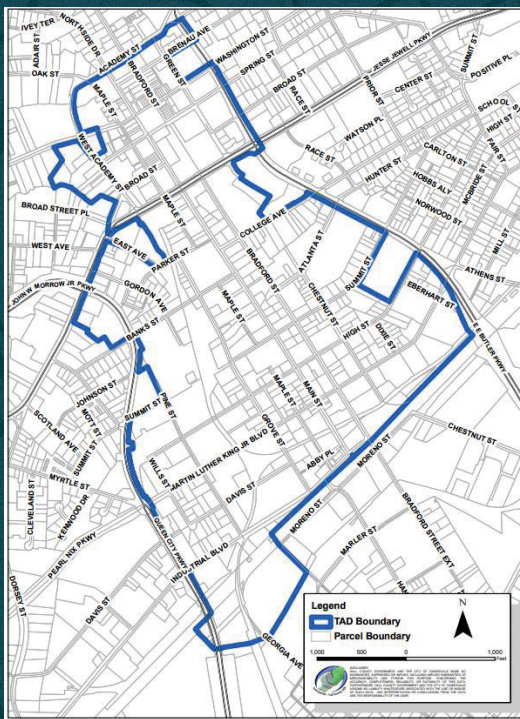
Payout based on actual TAD Increment, rather than projection

- Tax Assessor provides estimate for application process and applicant is approved up to certain amount
- Approval is given for the Increment actually generated over time

TAD Funds are reimbursed after:

- Funds are Spent
- Project is Complete
- A Certificate of Occupancy has been obtained

Gainesville's Midtown TAD



- Created in 2006
- 250 acres (528 parcels) with a certified taxable base value of \$85.0 million
- City Schools and Hall County approved resolutions to participate
- IGAs signed with City Schools and Hall County in 2007

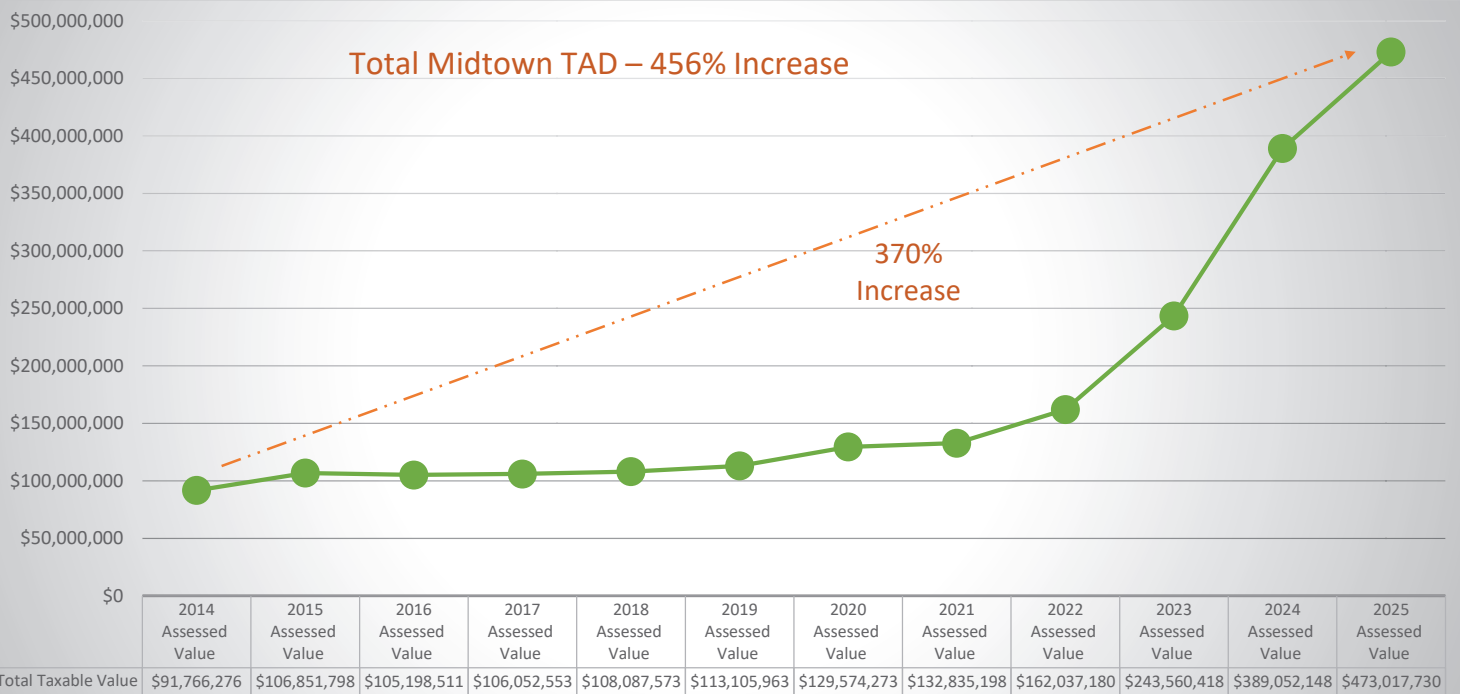
GAINESVILLE

MIDTOWN TAX ALLOCATION DISTRICT: HOW ARE WE DOING?

- Created in 2006
- First TAD project in 2009
- **30** : Projects Approved to Date
- **\$46.6 Million** : Total approved TAD Funds
- **\$17,500 to \$13.2 Million** : Awarded Amounts
- **\$268 Million** : Total estimated investment of approved projects
- **\$85 Million** : Base Taxable Value – Tax Year 2006
- **\$473 Million** : Total Taxable Value – Tax Year 2025

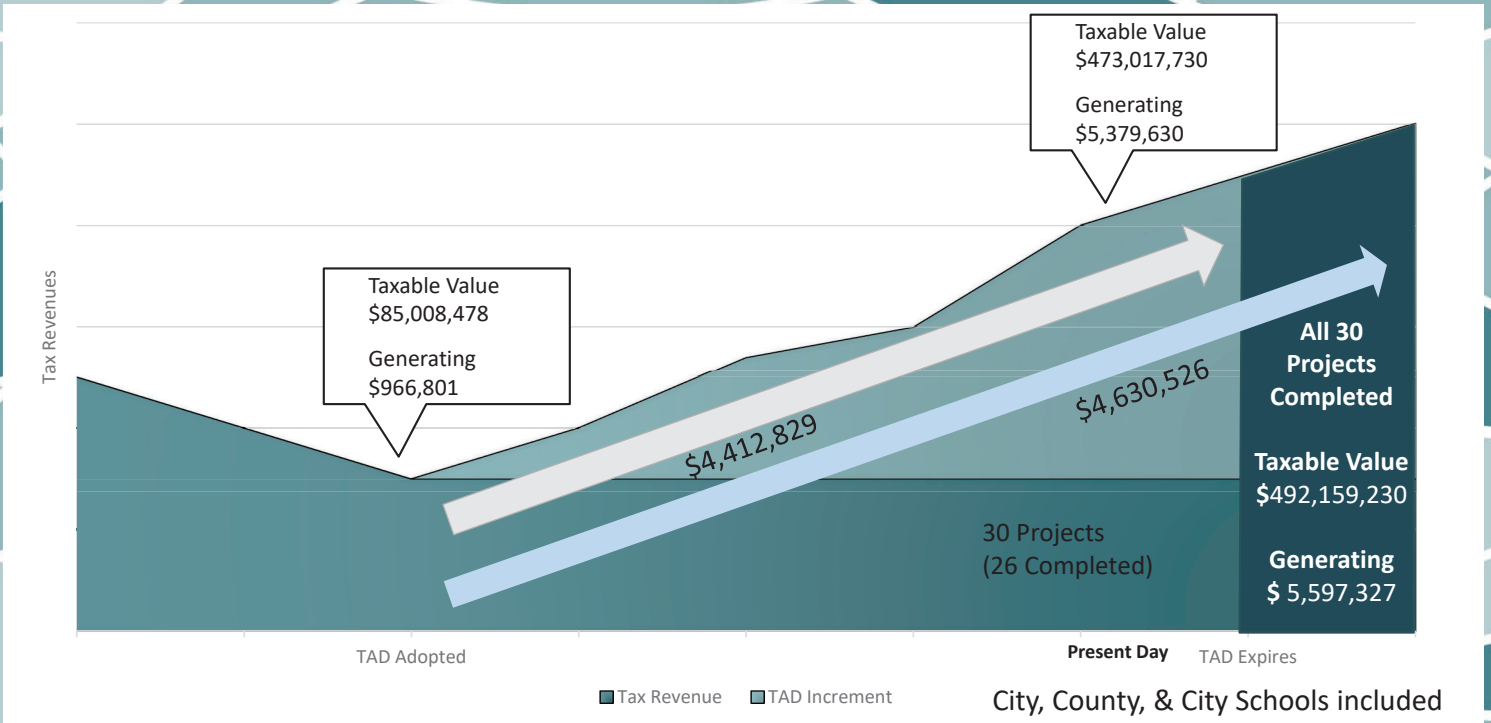
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Midtown TAD – Taxable Value

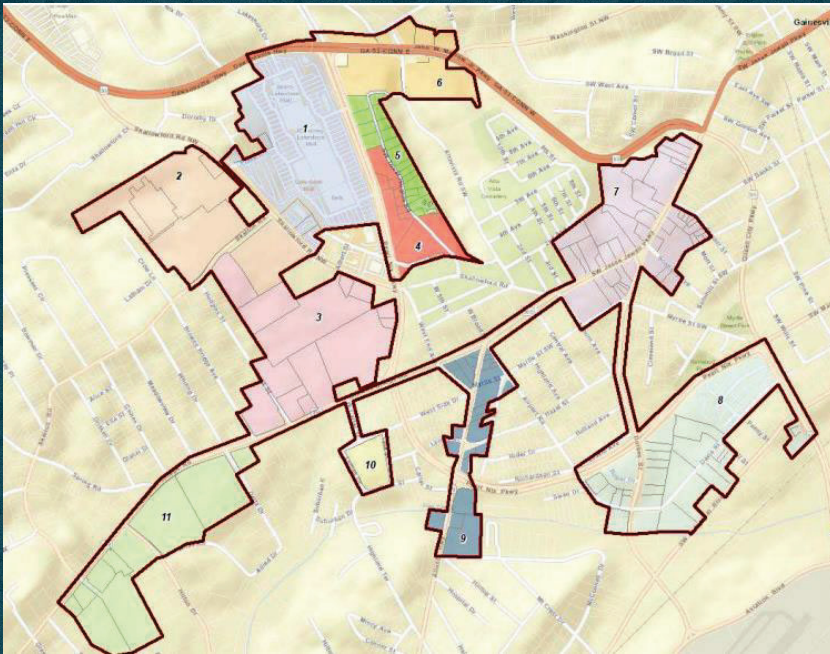


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TAX ALLOCATION DISTRICTS



Gainesville's Westside TAD



- Created in 2018
- 344 acres (170 parcels) with a certified taxable base value of \$132.2 million
- City Schools and Hall County approved resolutions to participate

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Liberty Midland Example



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Liberty Midland TAD Calculation

- 2006 Property Value : \$298,256
- Project Investment in 2021-2022 : \$2,400,000 for 14 cottages
- 2025 Property Value : \$3,551,800
- TAD Allocation Approved : \$373,000 Lump Sum Payment
- TAD Increment for 2025 : (2025 PV - 2006 PV) x millage rate
 - $(\$3,551,800 - \$298,256) \times \text{millage rate}$
 - $\$40,904 - \$3,640 = \underline{\$37,264}$
- Breakeven : 10 years





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GAINESVILLE



**PUBLIC
ART**
GAINESVILLE, GA

The Power of Public Art: Shaping Vibrant Communities

Emilie Cisco, Allyson Everett, Anna Hester, Angela Sheppard

Today's Discussion

- The Public Art Initiative in our Community : Who & Why
- Introducing Art through Community Events
- Success Stories of Public Art
- Creating an Art District
- Mobile Tour







Allyson Everett : Community Volunteer & Artist

Emilie Cisco : Business Activist

Anna Hester : Chamber of Commerce

Angela Sheppard : Local Government



Community Events

Building Support for Public Art

ART WALK 2025

April 17th 2pm - 8pm

Art takeover of Gainesville for one afternoon. Art is on display and for sale in multiple areas of town. Meet and greet with featured artists, refreshments, live music, and specials at various businesses in the historic districts of Gainesville. The Gainesville Trolley makes it easy to walk the four main areas of the historic district, making stops in Midland, Downtown, Green Street, and Brenau Districts!







bløck
PARTY

ANNUAL PUBLIC ART FUNDRAISER

- Sell Art less than \$100 (& Higher)
- Silent Auction
- Featured Artist
- Food Trucks, Cocktails, Live Music
- Different Location Every Year
- Interactive Community Mural
- Artwork Donated by Local Artists
- 350+ Attendees









Art Everywhere

Our Success Stories

Community Mural Leadership Hall Service Project



Butler Park Mural Eagle Scout Project

- Pays homage to the educators of EE Butler HS
- 120' long mural with historical yearbook photos incorporated into wall
- Stakeholders: Hall County Board of Commissioners, Hall County Parks & Leisure, Eagle Scouts.
- "Let the Good Times Roll" by Ashton Dziengue





Community Collaboration & Pride

COMMUNITY MURAL:
THE LOST WALL



The Lost Wall



COMMUNITY MURAL TIPS

- Paint-By-Numbers design
- Pay local artist to sketch image
- Service project for local organization (5-20 people painting)
- Businesses can donate: supplies, access to their restroom, equipment (lifts, scaffolding, ladders), food, buy paint



Protective Angels

- Installed at Police & Fire stations throughout Hall County
- Serve as angels for the men & women serving and protecting our community
- Initially donated by a local Care Facility and now we have 6 protective angels
- Most are upcycled/welded angels



FREE RANGE ART PROGRAM: From KIDZ to BIZ



1. Youth Art Winners from Quinlan Visual Arts Center



2. Unveiling Youth Art Winners' Free Range artwork at our community event, Art Walk in April



3. Royal Space Installation For the next year

University of North Georgia,
Gainesville Campus



Alberta Parks Park

NoFo Brew Co.



Artist's Gallery



4. FREE RANGE ART INSTALLED IN PUBLIC SPACES

CROSSWALKS:
Artist Designed & Installed by a local company





Establishing Midland

- Active rail line the City converted into a park and active trail network
- As the City invested in the area, art was infused to enhance the revitalization efforts
- Over time, Midland became a destination for art tourism due to the number of pieces in the area











The logo features a large, bold, black letter 'M' on the left. To its right, the words 'MIDLAND' and 'ARTS DISTRICT' are stacked vertically in a clean, black, sans-serif font.

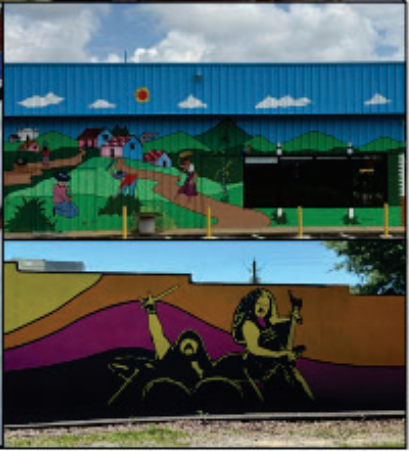
MIDLAND ARTS DISTRICT

The Midland Arts District is still a work in progress, but with the Highlands to Island Trail anchoring this part of town, public art is the fabric of this area, along with music venues, shops, skate park, breweries, and creatives.

Stay tuned!









Art to the Next Level



Introducing and connecting Lake Lanier, one of our largest tourism attractions and community resources, to Downtown

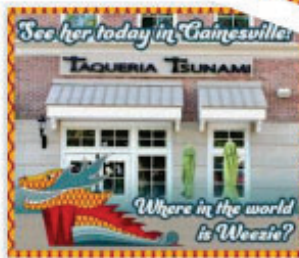


Lake. Diversity. Teamwork. Community. Hospitality. Forward Momentum.



Funding & Community Support

- Originally asked for corporate sponsors
- Started a publicity campaign
- Decided on a “grassroots” movement of supporters at an obtainable amount
- Gained a large number of community supporters




City of Gainesville, Georgia

July 23, 2024 · 🌐

WHERE IN THE WORLD IS WEEZIE? | The City of Gainesville, Georgia is thrilled to launch its latest social media campaign, "Where in the world is Weezie?", designed to educate Gainesvillians on the community's newest public art endeavor.

Weezie the dragon, shown in the attached graphic, is the little sister of Gainesville's future interactive dragon statue, championed by Public Art Gainesville, GA (Vision 2030 Public Art) in partnership with the City. Inspired by Gainesville's lengthy history of hosting the Atlanta Dragon Boat Festival Inc., Weezie's big sister – to be named at a later date – will stand 14 feet, 6 inches tall and measure 30 feet long upon completion in fall 2024 in Roosevelt Square.



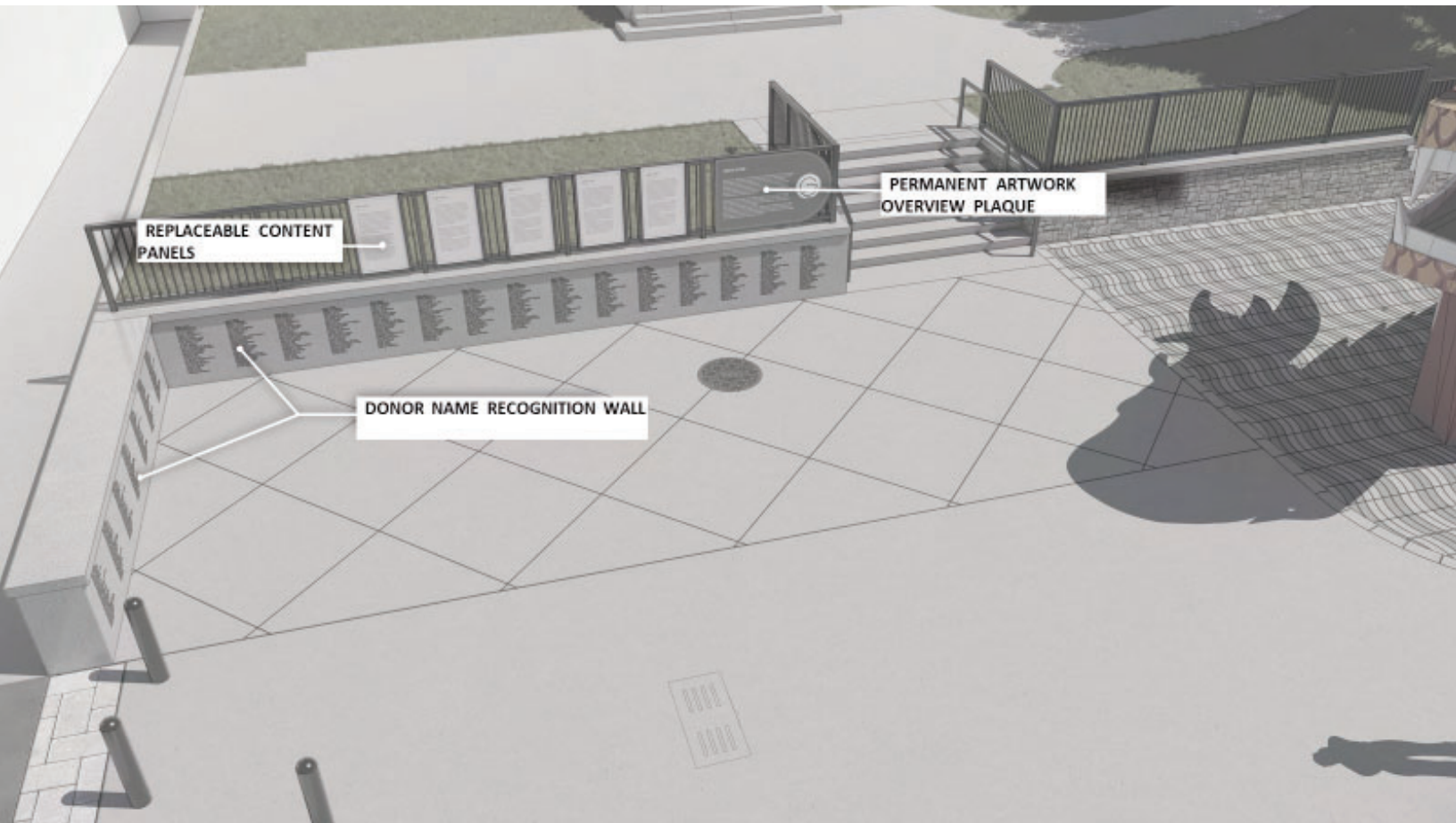
Be a Friend of the Dragon!


500 for \$500

Tax-Deductible Donation

Now until July 31st

www.PublicArtGainesvilleGA.com



$\frac{3}{4}"$

 Isaac Clark
 Chloe Martinez
 Nathan Johnson
 Ethan Adams
 The Martinez Family
 Charlotte White
 James Smith
 Ella Brown
 Matthew and Jessica Parker
 The Harris Family
 Grace Wilson
 Landon Rodriguez
 Sophia Scott
 Lily and Ethan King
 The Carter Family
 Logan Thomas
 Emma Evans
 Luke and Sidney Garcia
 Samuel and Natalie Perez
 The Baker Family
 Michael Nguyen
 Audrey Hill
 Mason Flores
NAME: 0107 - 1

Option 1: Individual Name
Isaac Clark

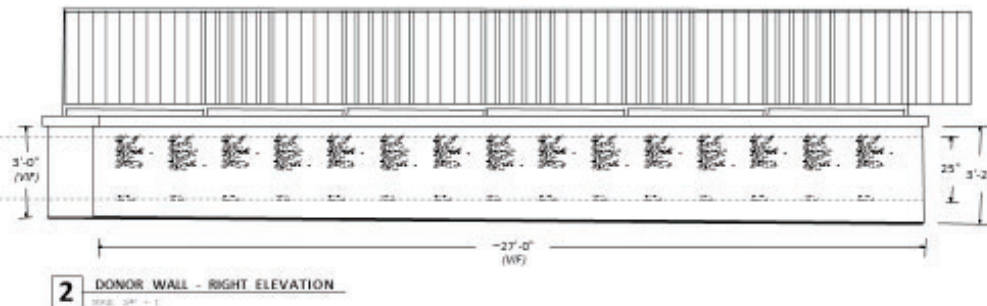
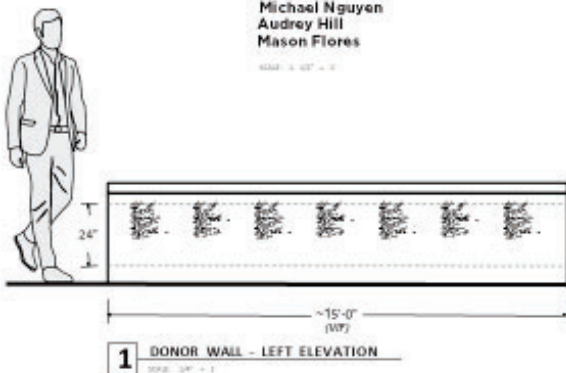
3/4" MIN. LETTERS
500 DONOR NAMES

Option 2: Couple Name
Isaac and Chloe Clark

Option 3: Family Name
The Clark Family

Option 4: Business Name
The Clark Company

NOTE: 34 CHARACTERS MAXIMUM PER DONOR ENTRY
(INCLUDES SPACES)





Fabrication & Install : Coordination Between

- Designer
- Fabricator
 - Engineer & Technology
- Landscape Architect
- General Contractor
- Lighting Designer
- Subcontractors :
 - Internet Connectivity
 - Security Cameras
 - Granite Supplier & Engraving
















Q & A
**How can we help
you?**



**Mobile Tour of
Free Range Art &
The Dragon**